

CITY OF GARDNER COMPREHENSIVE PLAN

PREPARED BY: HOUSEAL LAVIGNE ASSOCIATES || ADOPTED SEPTEMBER 15, 2014

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ACKNOWLEDGMENTS

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CONTENTS

1. INTRODUCTION 1

Purpose of the Comprehensive Plan.....	2
Core Themes of the Plan.....	2
Comprehensive Plan Process.....	3
Organization of the Comprehensive Plan.....	5

2. COMMUNITY PROFILE. 7

Community Setting.....	8
Regional History.....	9
Planning Jurisdiction.....	9
Past Plans & Studies.....	10
Community Characteristics.....	12
Market & Demographics.....	19

3. PUBLIC PARTICIPATION..... 29

Traditional Outreach.....	30
Online Outreach.....	35

4. VISION, GOALS & OBJECTIVES 39

Vision.....	40
Goals & Objectives.....	42

5. LAND USE & DEVELOPMENT..... 47

Land Use Influences.....	48
Land Use Categories.....	49
Southeast Quadrant Market Determined Growth Area.....	51
Residential Areas Plan.....	55
Commercial Areas Plan.....	63
Industrial Areas Plan.....	72

6. TRANSPORTATION & MOBILITY. 77

Roadways.....	78
New Streets.....	78
Bicycle, Pedestrian & Transit Mobility.....	87
Air & Rail Mobility.....	91

7. COMMUNITY FACILITIES & SERVICES..... 93

Development, Permitting & Licensing Processes.....	94
Fire & Police Protection.....	94
Education.....	95
Johnson County Fairgrounds.....	96
Infrastructure.....	99

8. PARKS, OPEN SPACE & ENVIRONMENTAL FEATURES..... 101

Gardner Parks & Recreation Department.....	102
Environmental Features.....	107

9. IMAGE & IDENTITY.. 111

Community Culture & History.....	112
Streetscape & Built Form.....	113
Events & Promotion.....	114

10. SUSTAINABILITY FRAMEWORK. 117

Sustainability in the Comprehensive Plan.....	118
Additional Sustainability Recommendations..	120

11. IMPLEMENTATION. 121

Ongoing Tasks.....	122
Short-Term Tasks.....	123
Medium-Term Tasks.....	125
Long-Term Tasks.....	125
Potential Funding Sources.....	127



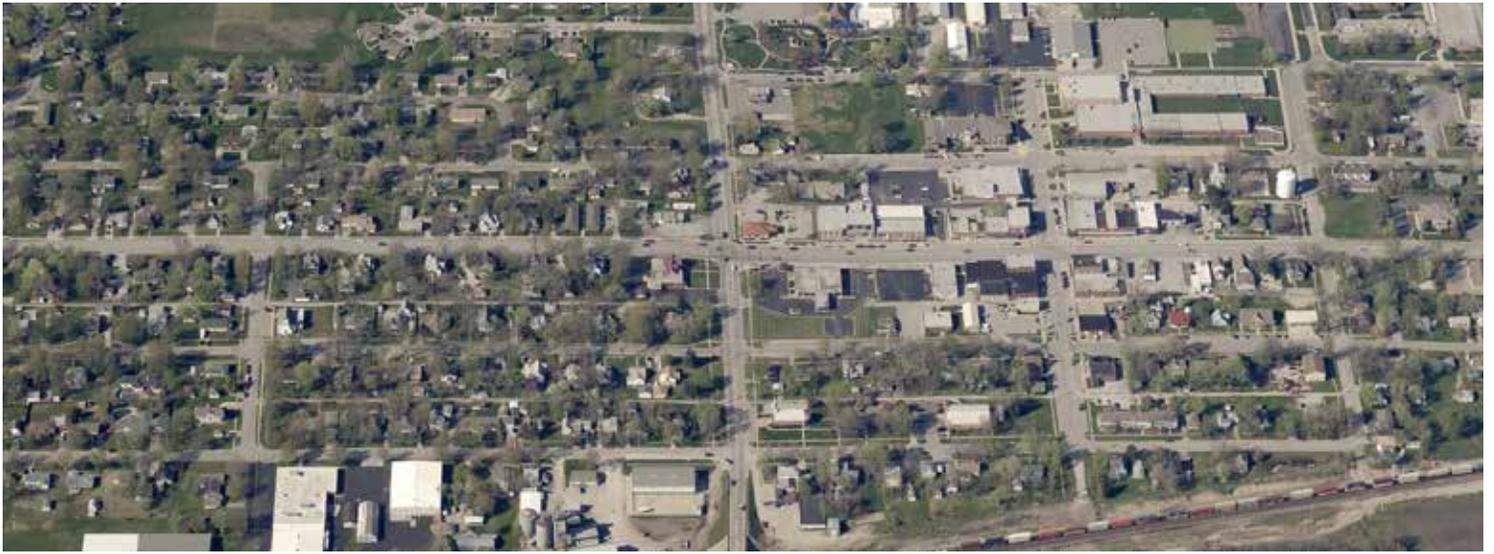
1 INTRODUCTION

The Gardner Comprehensive Plan serves as a guide to harness the City's untapped potential. It foresees a place with a variety of housing and employment opportunities, plentiful open space and recreational areas, a strong Downtown core, and a clear identity. The Plan represents the community's shared values and the City's dedication to economic sustainability.

Gardner is a city that has maintained its rich history and traditional character, but is poised for growth and transformation. It is a place where residents and businesses are actively engaged in their community and committed to shaping the future of their city.

Since the most recent update of the City of Gardner's Comprehensive Plan in 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 nationwide recession caused a near halt to new investment after 2008. At the same 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.

As the City postures itself for new growth, leaders determined it appropriate to update its Comprehensive Plan. This process, begun in 2013, provided the opportunity to establish a comprehensive vision that aims to balance a number of elements that collectively define the image, character, and quality of life in Gardner. The Comprehensive Plan tells the story of Gardner: where it's been, where it is now, and where it is going.



PURPOSE OF THE COMPREHENSIVE PLAN

This Comprehensive Plan represents a collective effort from the Gardner community to define a vision for the future, and identify the actions to be taken to realize the community's aspirations; it represents both a process and a product. The initial process included an extensive public outreach program that allowed residents, businesses, agencies, local government, and other stakeholders to help draft the Plan's recommendations. The resulting product is an overarching policy guide that aims to provide context for future decision-making by City government and other partners. The adoption of this document is not the end of the planning process, but the beginning of an on-going implementation effort by the City and community stakeholders.

CORE THEMES OF THE PLAN

Throughout the comprehensive planning process, there were several recurrent themes that were discussed by the community, key stakeholders, elected and appointed officials, and planning professionals. This Plan should serve as an overall policy guide that seeks to address these themes and ensure that actions maximize their potential long-term benefits to citizens of Gardner. The predominant themes include:

Housing Variety. In order for Gardner to support on-going investment in housing and attract new residents to the community, it is critical that local housing stock respond to a variety of users, including young professionals, new families, middle-aged professionals, empty-nesters, and seniors in need of assistance.

Local Employment Growth. Gardner aspires to transform itself from a historically bedroom community to one that hosts local employment opportunities that allow residents to live close to work and support local commerce.

Image and Identity. Gardner's local and regional identity are in flux as the community evolves from a small town on the edge of the Kansas City growth area to a center for industry and commerce that is well connected to a large portion of the region's population.

Capitalizing on Regional Transportation Assets. I-35, the Logistics Park Kansas City Intermodal Facility, and New Century AirCenter provide the foundation for regional employment and commercial opportunities that can benefit Gardner through new development and local spending capacity.

Fiscal Sustainability. Municipal investment in facilities, services and infrastructure should be closely coordinated with land use policies and services provided by other agencies in order to ensure high value on taxpayer investment.

A Strong City Center. Downtown Gardner is the heart of the City and is recognized as a focal point for government activities, community character, and traditional retail and commerce.

Green Connections. Pedestrian connections, bicycle trails, and environmental corridors are considered important aspects for long-term development that supports an active lifestyle, stormwater management and flood mitigation, and preservation of local ecosystems.



COMPREHENSIVE PLAN PROCESS

The Comprehensive Plan was developed over a process that lasted approximately one year. It was specifically designed to ensure that the Comprehensive Plan is directly reflective of the community's vision for Gardner. The following points describe some of the aspects of the Gardner Comprehensive Plan process.

PROJECT INITIATION & DATA COLLECTION

Before work began, a project initiation meeting was held to set the foundation for the planning program, and to review and discuss the overall direction and policy issues facing the community. Participants in the project initiation meeting included City staff, key personnel from the consultant team, and members of the Comprehensive Plan Advisory Committee. This step allowed City staff and Advisory Committee members to identify relevant documents or policies that should be evaluated as part of the data inventory.

COMMUNITY OUTREACH & ISSUES IDENTIFICATION

Community outreach included both face-to-face and web-based activities to obtain the broadest level of participation in preparing the Plan. Outreach was included throughout the entire process, providing the opportunity for participants to identify issues, establish a vision, and review draft recommendations.



ANALYSIS OF EXISTING CONDITIONS

This step included the analysis of existing conditions and future potential within the community based on information provided by the City, feedback from community service providers and reconnaissance, surveys, inventories, and analyses undertaken by the consultant team.

COMMUNITY VISIONING WORKSHOP

The community visioning session involved the consultant team, City staff, the Comprehensive Plan Advisory Committee, elected officials, and members of the community. This session included both large group and small group working sessions to review and discuss desired improvements within the City.

VISION , GOALS & OBJECTIVES

Following the visioning workshop, the consultant summarized the results of the group discussions, and prepared a preliminary vision statement, and preliminary goals and objectives to provide more specific focus and direction for planning recommendations.

DEVELOPMENT OF CITY-WIDE PLANS

This step included the preparation of future plans for land use; residential, commercial, and industrial areas; parks, open space and environmental features; community facilities; urban design and community character; and community sustainability. These future plans represent the “core” of the Comprehensive Plan, and are built on community input and the City of Gardner’s goals and objectives.

CREATION OF DRAFT PLAN DOCUMENT

Based on previous steps in the process, the draft version of the Comprehensive Plan document was prepared for local review and consideration. The Plan is designed to serve as a policy document for guiding land use and development, capital improvements, administration, and collaboration. The Plan also provides an implementation strategy that identifies specific projects and actions that need to be undertaken for the City to realize the Plan’s recommendations.

REVIEW & ADOPTION

The final stages of the process included a review of the plan by the Comprehensive Plan Advisory Committee, followed by a work session by the Planning Commission and a community open house to encourage public review and comment. Following the open house, the Planning Commission conducted a public hearing and adopted the Plan. The Plan was then introduced to the City Council in a work session and subsequently presented to the City council for consideration and adoption.



ORGANIZATION OF THE COMPREHENSIVE PLAN

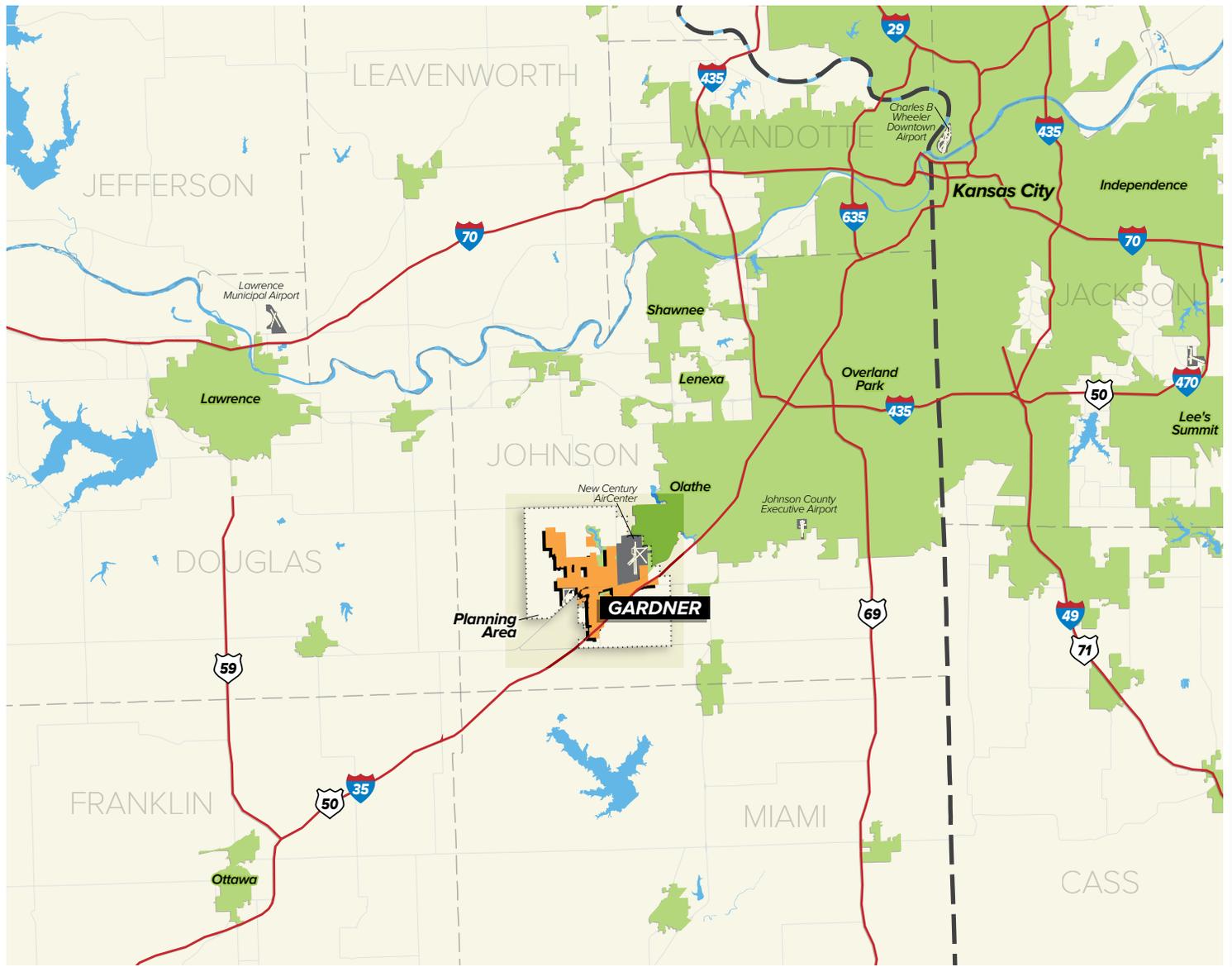
The Gardner Comprehensive Plan is divided into the following chapters:

1. **Introduction** – a description of the purpose of the plan, process, and content.
2. **Community Profile** – a snapshot of the City of Gardner, as it is today, that establishes the basis for recommendations in subsequent chapters.
3. **Public Participation** – a summary of the public outreach activities that took place during the comprehensive planning process, and the outcomes they produced.
4. **Vision, Goals, and Objectives** – an articulation of the shared vision for Gardner and a description of the goals and objectives for achieving the community's vision.
5. **Land Use Plan** – a future land use map for the City of Gardner and subsequent recommendations for the residential, commercial, and industrial areas of the community.
6. **Community Facilities and Services** – recommendations related to the maintenance of existing facilities and the future expansion of community facilities and services.
7. **Transportation and Mobility** – recommendations related to roadways, bicycle and pedestrian mobility, transit, and airports.
8. **Environmental Features and Open Space** – recommendations for enhancing the benefits of parks, open space, and environmental features which help to define the community's quality of life.
9. **Image and Identity** – recommendations related to the character, image, and appearance of the community including streetscape, gateways, development character, and more.
10. **Sustainability Framework** – a foundation of sustainability policies, initiatives, and program development.
11. **Implementation** – specific actions required to carry out the new Comprehensive Plan including recommendations regarding regulations, economic development strategies, priority improvement projects, general administration, and updates to the Plan.



2 COMMUNITY PROFILE

In order to define and implement a clear vision, the Gardner community must first understand where it is today. This chapter includes analysis of current conditions in Gardner including a summary of the City's history, past plans and studies, existing land use and development patterns, transportation network, community facilities, and environmental features. It also includes an assessment of demographics and market potential that establish realistic parameters for future land use and development.

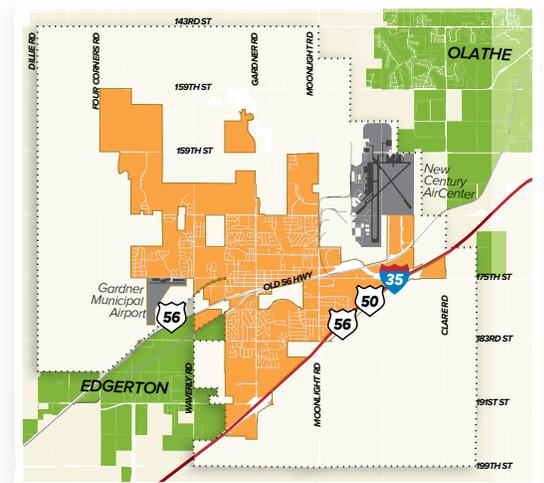


COMMUNITY SETTING

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, the City of Gardner offers a great location to residents and businesses alike.

Gardner is located approximately 30 miles southwest of Downtown Kansas City along Interstate 35. Its location at the fringe of development in the region makes it the next frontier for major regional commerce and industry, as well as a community valued for its traditional charm with access to the culture that the Kansas City region has to offer.

Gardner is located in Johnson County, and is bounded to the east by Olathe. To the west, it shares a border with Edgerton, though much of the area between the two communities is currently unincorporated. There are several major elements that will influence Gardner's growth over the next several decades including I-35 interchanges at US-56 and Gardner Road, the New Century AirCenter, Gardner Lake, and Logistics Park Kansas City Intermodal Facility. Set among these features is a traditional downtown on Main Street, centrally located neighborhoods, contemporary subdivisions, and quality amenities for residents, businesses and visitors.





REGIONAL HISTORY

The City of Gardner has a long, rich history. Founded in 1857 and named after Massachusetts Governor Henry J. Gardner, the City was established by early settlers as a Free State. 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.

“WHERE THE TRAILS DIVIDE”

Gardner is home to the historic location of where the Santa Fe Trail divides, with one fork leading to Oregon and California and the other to New Mexico. During the 19th Century, hundreds of thousands of travelers came through Gardner and chose to either follow the Santa Fe Trail, or head for the west coast on the Oregon and California Trails.

A REGIONAL DESTINATION

Gardner has evolved from a community along a historic trading trail, to a community that serves as an important center for commerce and culture. The intermodal facility and New Century AirCenter provide the foundation for local, regional, and interstate commerce and distribution, while the Johnson County Fairgrounds host an annual county fair that draws thousands of visitors each year. These assets provide the foundation for employment, commerce, and housing that is transforming the community into an attractive and modern place to invest.

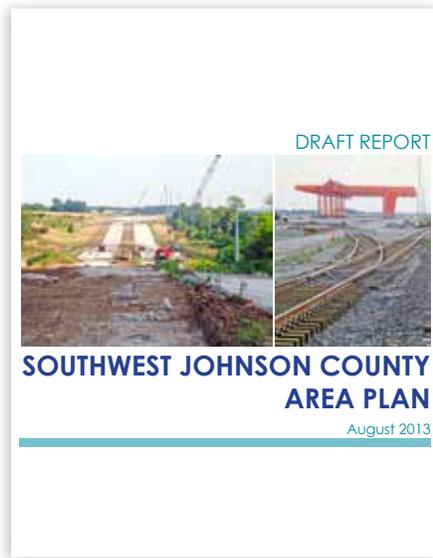
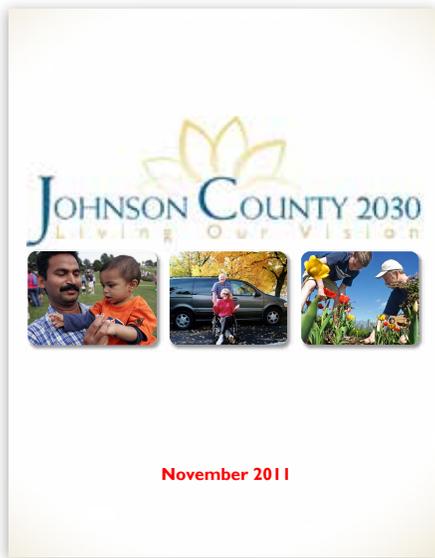
PLANNING JURISDICTION

The Comprehensive Plan addresses issues within the municipal boundaries of Gardner, as well as unincorporated areas adjacent to the City, which form the planning boundary. Kansas State Statute ch. 12 § 7-47 allows cities to plan for areas within the city as well as unincorporated territory adjacent to existing city limits that “form the total community to which the city is a part.” The map on the previous page illustrates Gardner’s planning boundary.

It should be noted that subsequent maps in this document show a slightly smaller area. This is due to the fact that little or no growth is anticipated in several areas near the edge of the City’s planning boundary. However, as Johnson County or other communities conduct planning in these areas, the City of Gardner should be engaged to assess potential impacts on the community and consider appropriate types of development.

BOUNDARY AGREEMENTS

Boundary agreements between municipalities set jurisdictional control and annexation powers over adjacent, unincorporated land. These agreements help avoid bidding wars between communities over potential developments and ensure adequate provision of infrastructure and services as development occurs. The City of Gardner has boundary agreements in place with the City of Olathe and City of DeSoto. Established in 1989, the agreement defines Gardner’s northern and eastern growth boundaries.



PAST PLANS & STUDIES

A thorough review of the City of Gardner’s existing and past plans, studies, and reports was conducted to gain a better understanding of prior initiatives, assessments, and objectives. While some have been implemented throughout the years, others remain as visionary goals for the future, and many have been influential in shaping the City’s policies and built environment today.

REGIONAL PLANS Southwest Johnson County Area Plan (August 2013)

This plan describes a vision to help manage the interests of the development surrounding the BNSF Kansas City Intermodal Facility (KCIMF) and the Logistics Park Kansas City (LPKC). The plan identifies and evaluates potential development scenarios, and determines the transportation system necessary to support that development.

Johnson County 2030 – November (2011)

Johnson County 2030 is a visioning plan that seeks to provide guidance for county-wide growth and development over the next 15-20 years.

KDOT 5-County Regional Transportation Study

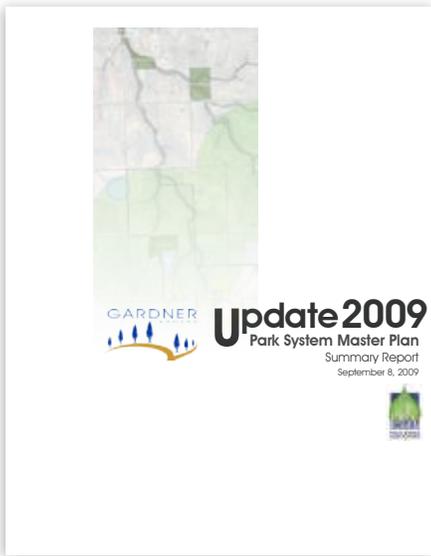
In 2013, the Kansas Department of Transportation released the second part of a two-phase study of the changing transportation needs in Douglas, Johnson, Leavenworth, Miami, and Wyandotte counties. The study provides strategies for future investment that will enhance transportation throughout the 5-county region in a sustainable way.

US-56 Corridor Management Plan (2010)

The Kansas Department of Transportation (KDOT) and Partners undertook development of the US-56 Corridor Management Plan to improve access management and capacity along the corridor in a way that supports the needs and addresses the concerns of the community. The US-56 Corridor Management Plan was developed in three phases: foundations of fact, forecasting the future, and formulating a fit. In general, the recommendations of this plan indicate a concept of “no new access,” except at public streets.

Johnson County Comprehensive Arterial Roadway Network Plan (2009)

This plan provides corridor development roadway categories and requirements for County arterial roads. Within Gardner, this includes Center Street from Main Street south, and W. Santa Fe Street/ W. 175th Street from Poplar Drive/US-56 west.



LOCAL PLANS

Gardner Municipal Airport Master Plan (2010)

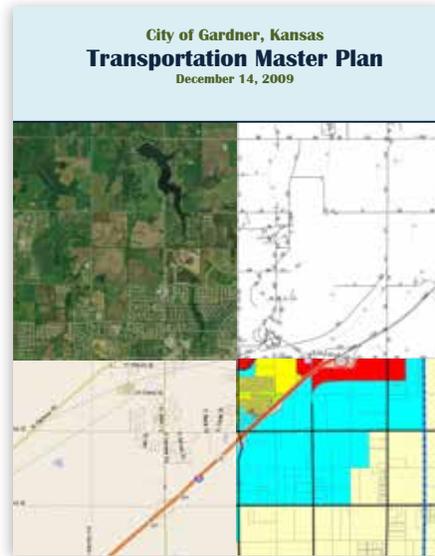
The Gardner Municipal Airport Master Plan is broken into seven chapters: airport inventory, demand forecasts, facility requirements, airport alternatives analysis, environmental review, airport layout plans, and airport capital financing plan. This plan gives two alternatives for new runway development, while favoring alternative B for its unconstrained design concept.

Gardner Park System Master Plan (2009)

The 2009 update to the Park System Master Plan follows previous plans completed in 2002, 2003, and 2004/05. This plan identifies seven goals that target efforts to maintain the existing system and meet the needs Gardner's growing population. These seven goals recommend the following: conduct a community center feasibility study, expand the greenway and trail system, acquire additional park land, improve and maintain existing facilities, develop new facilities and amenities to meet the needs of a rapidly growing population, adopt and enforce trail system design guidelines, and adopt and enforce landscape guidelines.

Main Street Corridor Plan (2001)

The Main Street Corridor Plan provides a vision for development and redevelopment of the corridor along Main Street/US-56 from Center Street on the west to I-35 interchange on the east. The plan divides the corridor into four districts with detailed guidelines and recommendations for building architecture, streetscape design, site and landscape improvements, and zoning regulations.



Transportation Master Plan (2009)

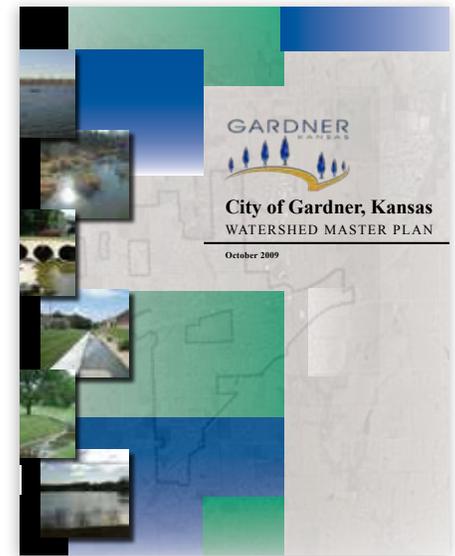
The City of Gardner initiated a Transportation Master Plan to assess the transportation needs within the community and recommend potential short-term and long-term improvements to address those needs. The focus of the plan is the roadway network, however, other transportation modes are also addressed in a general manner.

Wastewater Master Plan (2009)

The purpose of the Wastewater Master Plan is to provide the City with a comprehensive plan for the development of its wastewater infrastructure to meet anticipated short-term and long-term growth of the City. It also establishes a plan for the conveyance and treatment of all wastewater that will be generated within the City. This plan provides the City of Gardner with a schedule indicating the recommended capital improvements over the next 20 years.

Water Supply & Treatment Plant Study (2008)

This study was conducted in anticipation of continued substantial growth over the next 25 years. This project recommends a water supply and treatment plan and implementation through the next 25 years by assessing current water source location, available quantity, and associated treatment capacity data. The recommended improvements and the implementation schedule of this plan are used to develop the Capital Improvement Plan (CIP).



Watershed Master Plan (2009)

The Watershed Master Plan provides the City of Gardner with a unique combination of comprehensive technical data, guiding principles, and tools that are readily available to City staff. This project was broken into 2 phases; first to establish the stream network, followed by a modeling system to estimate stormwater runoff flow rates from each subarea, and to route flows downstream and develop floodplain maps, conceptual stormwater improvement project solutions, and stream buffer limits.

Access Management Code (2012)

The Access Management Code applies to all roadway rights-of-way (public and private) within the City of Gardner, as well as to all properties that abut these roadways. Its intention is to provide for and manage access to land development, while preserving the traffic flow and balancing reasonable access to private property and the right of citizens to safe and efficient travel. This code draws on existing and regional and national access management guidelines to set policies and standards for the City of Gardner.

COMMUNITY CHARACTERISTICS

This section includes information about various functional aspects of the Gardner community including:

- Land Use and Development;
- Transportation and Mobility;
- Environmental Features and Open Space; and
- Community Facilities and Infrastructure.

LAND USE & DEVELOPMENT

Gardner’s current land use pattern is partially built out with a majority of its land use consisting of Agriculture (32.8%), Residential (21.2), and Utility, Infrastructure, and Vacancy (21.9%). The majority of the residential neighborhoods are predominantly single family homes. These neighborhoods surround local schools and community facilities. The community’s denser housing is scattered throughout the City near a variety of amenities such as commercial nodes and public/semi-public uses.

Gardner’s commercial areas cover 5.6% of the community, and are concentrated along key corridors including US-56, Santa Fe Street, and the Downtown along Main Street. Scattered among those commercial corridors and among residential neighborhoods are a variety of public/semi-public uses including schools, government buildings, and religious institutions.

Land Use & Development Characteristics

Land Use &

Development Potential

- Impact of Intermodal Facility and Airport
- Johnson County Fair Grounds are under-utilized
- Lack of retail shopping and entertainment opportunities

Neighborhoods & Housing

- Manufacturing uses impacting commercial and residential areas
- Housing is considered very affordable

Zoning

- 21 zoning districts plus Planned Districts
- Multiple Planned Districts create confusion and unpredictability
- Excessively high parking requirements (up to 4/unit in R-1, 4/1,000 s.f. in CO-A)
- Areas of intensive zoning (M-2) adjacent to primary corridors or residential areas (C-2, R-1)

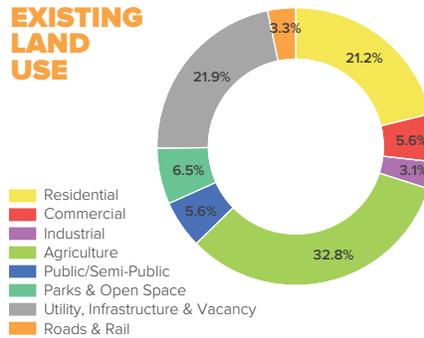
Vacancies

- Incomplete subdivisions
- Make up 20.5% of land use
- Includes large areas planned for commercial or industrial development

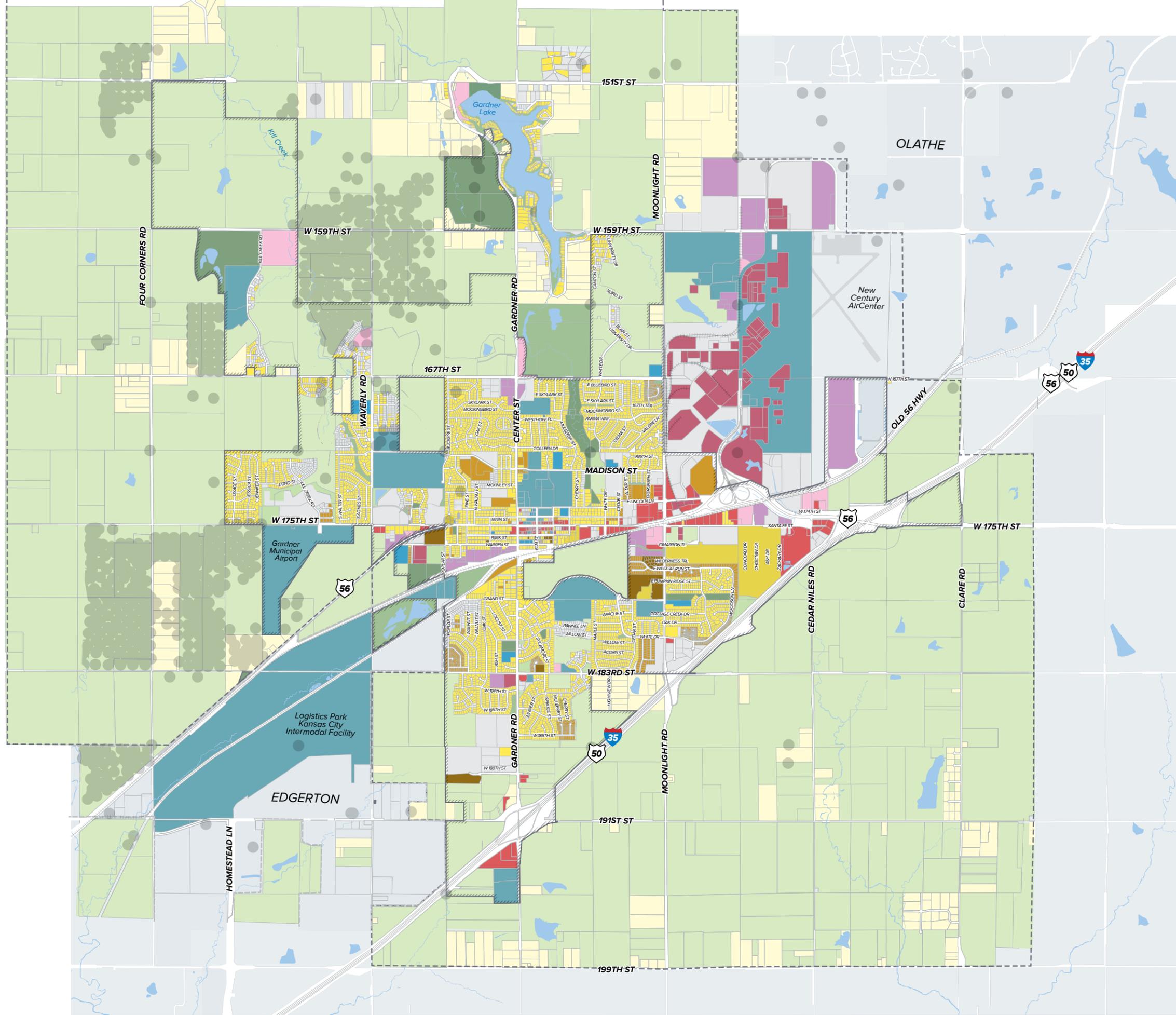
Annexation & Growth Areas

- No boundary agreement with Edgerton
- Unincorporated islands within City boundaries
- Opportunities for growth within existing urbanized area
- Gardner’s growth area is impacted by Olathe and Edgerton
- Many potential growth areas host oil drilling operations that may have long-term land use impacts
- There are opportunities for infill development

EXISTING LAND USE



Land Use	Acres	%
Residential	1,464	21.2
Commercial	385	5.6
Industrial	217	3.1
Agriculture	2,265	32.8
Public/Semi-Public	386	5.6
Parks & Open Space	451	6.5
Utility, Infrastructure, Vacancy	1514	21.9
Roads & Rail	226	3.3
Total	6,908	100



CITY OF GARDNER EXISTING LAND USE

- Agriculture
- Rural Residential
- Mobile Home Park
- Single Family Detached
- Single Family Attached
- Multi-Family
- Commercial
- Office
- Industrial
- Open Space
- Parks & Recreation
- Public/Semi-Public
- Religious
- Vacant
- Utility
- Oil Well
- Municipal Boundary
- Planning Area

ENVIRONMENTAL FEATURES & OPEN SPACE

The Parks and Recreation Department is responsible for the operation and maintenance of 22 facilities, including community parks, neighborhood parks, bike/ped paths, and greenways. In its 2009 Park System Master Plan update, the Department recommended a park acreage level of service (LOS) of 12 acres per 1000 residents. This would require approximately 240 acres of parkland, according to 2013 population estimates (20,008). With 195 acres of park space, which includes greenways, parks, and trails, the City falls short of its projected LOS.*

**LOS calculation does not include the Gardner Golf Course.*

Parks & Recreation Characteristics

2009 Park System Master Plan

- The Parks and Recreation Department added 3 new bike/ped side paths since the plan. The plan set a goal of acquiring 20.5 acres of parkland/year in order to meet the Plan's 2040 population projections.

Facilities

- 4 Community Parks
- 6 Neighborhood Parks
- Gardner Golf Course
- Gardner Aquatic Center
- Gardner Senior Citizens Building
- Trails and Greenways

Park Level of Service

- City is 45 acres short of meeting LOS goal (12 acres/1,000 residents)

Open Space & Environment Characteristics

Gardner Lake

- 125 acres
- The City of Gardner owns the lake and limited lakefront property but not the surrounding residential properties

KCPL Prairie Wetland

- 55 acre wetland
- Trails, shelters, and picnic areas
- Ecological and educational resource

Tree Cover

- Includes tree-lined neighborhoods and natural areas
- May impact development patterns in new growth areas

Ground Oil

- Harvested by oil drilled on the western edge of the community
- Impacts potential viability of residential growth

COMMUNITY FACILITIES & INFRASTRUCTURE

Gardner citizens are served by a variety of community facility providers. City government includes administrative services, public works, and police services while the County provides the Johnson County Fire Protection District and the Johnson County Library (Gardner Branch). Additionally, Gardner has a historical society and museum which hosts a variety of community exhibits and events throughout the year.

Local Government Characteristics

City Hall

- Newer building that houses City Administration and the Finance, Community Development, Parks and Recreation, and Public Works Departments

Senior Citizen Building

- Community center building that hosts a variety of events

Public Works Characteristics

Street construction, maintenance, & site-specific projects

- Heavier on maintenance operations
- Completes 2-3 site-specific projects per year

Water treatment and distribution

- Water is pumped from a treatment plant located at Hillsdale Lake at a maximum rate of 4.0 MGD

Wastewater collection & treatment

- Wastewater is treated at the Kill Creek Wastewater Treatment Plant (KCWWTP)
- KCWWTP has the capacity to treat 2.5 MGD, but can be expanded to 7.5 MGD as demand increases

Stormwater & Wastewater

Management

- Guided by the Wastewater Master Plan (2009) and Watershed Master Plan (2009)

Johnson County Fire Protection District Characteristics

- Fire protection and emergency services for Gardner and Edgerton
- Four stations: 2 in Gardner, 1 in New Century, 1 in Edgerton
- Coverage area includes 100 square miles and 13 miles of I-35
- Responded to 2,100 calls in 2012

Gardner Police Department Characteristics

- Patrol operations, investigative services, and animal control
- Police facility is inadequate for current and future needs

Gardner-Edgerton Unified School District Characteristics

- 6 elementary schools
- 2 middle schools with an additional to open in the Fall of 2014
- 1 high school
- 5,500 enrollment

Johnson County Library – Gardner Branch Characteristics

- Current facility opened in 2001
- 166,000 visitors in 2010
- Plans for new carpeting and lighting
- Receives a great deal of youth traffic due to proximity to schools

Gardner Historical Museum & Historical Society Characteristics

- Historical Museum on National Register of Historic Places
- Bray House used for administration, archives, and research
- Rotating exhibits
- Free admission

TRANSPORTATION & MOBILITY

The existing transportation and mobility network within Gardner presents a number of issues and opportunities for the community. Although the City of Gardner has a fragmented trail network and a large amount of truck traffic generated by the intermodal facility, Gardner also has great potential for street and trail “infill” through new development, and the airports and intermodal facility present opportunities to spur economic development in these areas.

Street & Highway Characteristics

Classification

- Interstate (I-35)
- Principal Arterial (US-56)
- Minor Arterials
 - Gardner Rd./Center St.;
 - W. 175th St. within city limits;
 - W. 183rd St. between Poplar St. and Moonlight Rd.;
 - Moonlight Rd. between 159th St. and W. 183rd St.;
 - 167th St. between Ingalls St. and Magnolia Rd.;
 - 159th St. between Four Corners Rd. and Gardner Rd.; and
 - Waverly Rd. between Agnes St. and 175th St.
- Major Collectors
 - Four Corners Rd.;
 - Old 56 Hwy;
 - 164th St.;
 - Grand St.;
 - Wildcat Run/Woodson Ln.;
 - Madison Rd. between Waverly Rd. and Moonlight Rd.; and
 - New Century Pkwy.
- Local Roads (All others)

Jurisdiction

- US-56 and I-35 under KDOT
- All others are under the City of Gardner

Public Transportation Characteristics

Public Bus (1 Route)

- Johnson County Transit
- Runs Route 670: Gardner- Overland Xpress,
- Makes limited stops from Edgerton to Kansas City

Park & Ride

- Tradenet: Santa Fe & Energy Center Dr. west of Wal-Mart

Trail Characteristics

- Gardner Greenway
- Grand Street Pathway
- Madison Street Bike/Ped Path
- Moonlight Road Bike/Ped Path
- North Center Bike/Ped Path
- South Center Bike/Ped Path
- 183rd Street Bike/Ped Path

Airport Characteristics

Gardner Municipal Airport

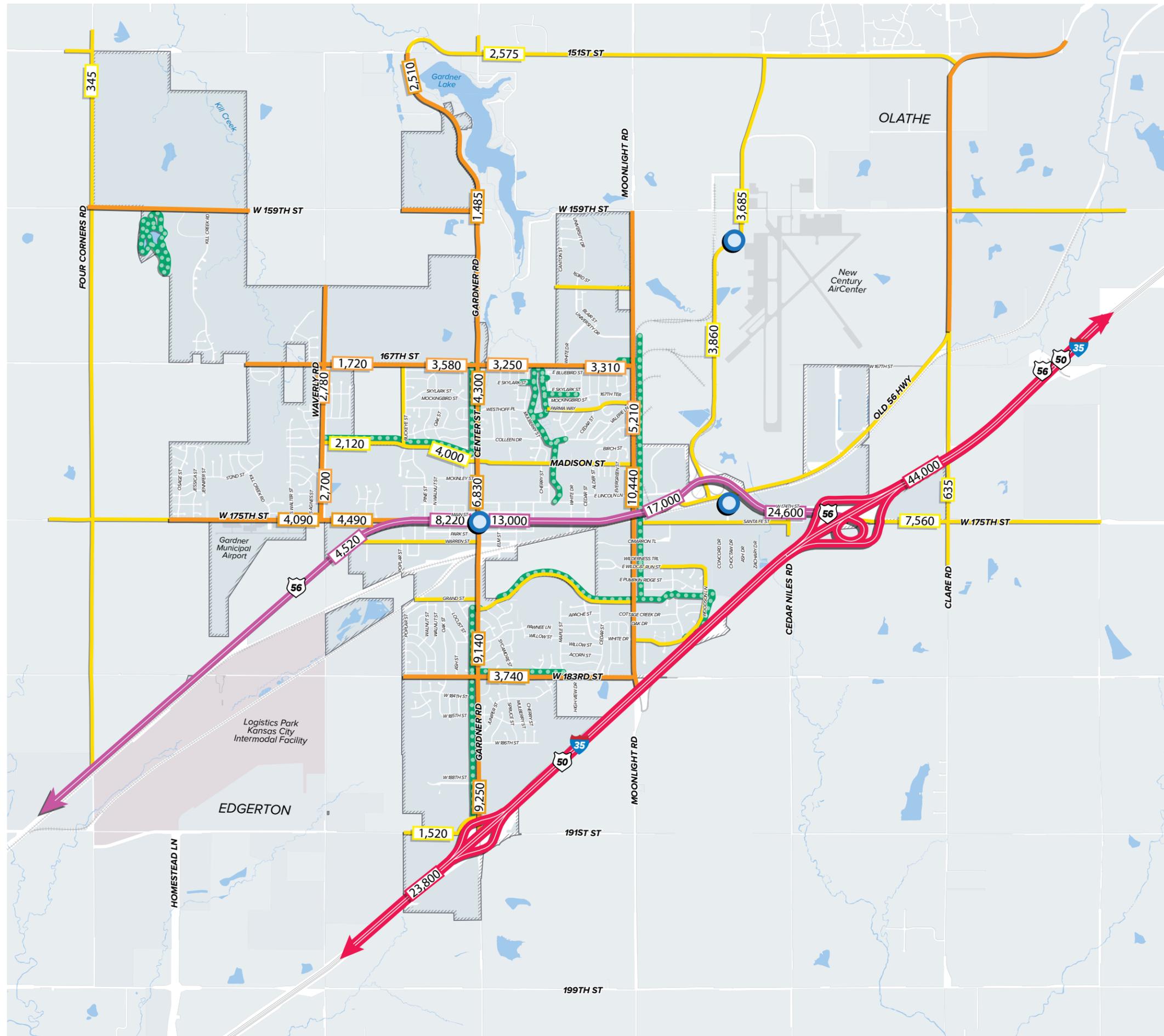
- Owned by the City of Gardner
- Includes more than 100 registered aircraft

New Century AirCenter

- Operated by the Johnson County Airport Commission, which reviews zoning and development proposals within 1 mile of airport boundaries

CITY OF GARDNER EXISTING TRANSPORTATION

- Bus Transit Stops - Route 670
- Existing Multi-Use Trails
- Interstate
- Principal Arterial
- Minor Arterial
- Major Collector
- Average Daily Traffic (2014)
- Kansas Department of Transportation Jurisdiction

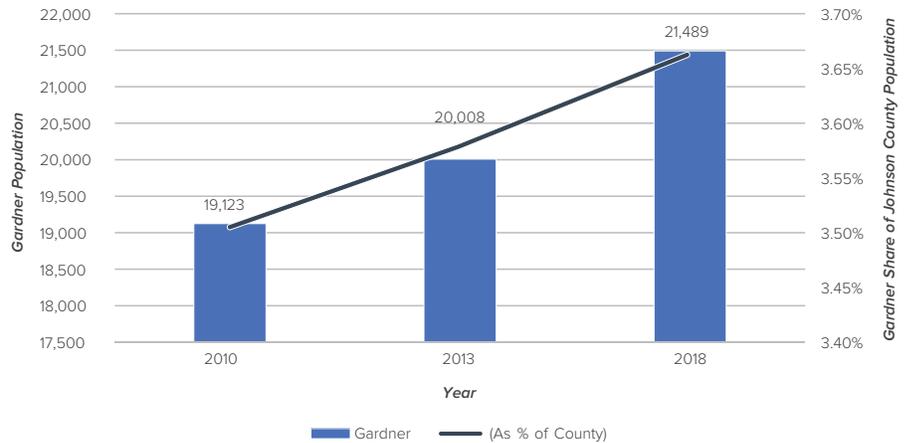


MARKET & DEMOGRAPHICS

A market and demographic overview was conducted to establish a firm understanding of Gardner’s existing demographic and economic profile as well as current market forces. The overview includes an analysis of recent trends in population, income, and age as well as housing and commercial trends. This overview was an important component in the foundation for land use and development recommendations.

Data for this study were acquired from a variety of sources, including the 2010 U.S. Census, the 2008-2012 American Community Survey (ACS), the U.S. Census “On the Map” Application, the State of Kansas Department of Labor, the Kansas City Area Development Council, the Mid-America Regional Council, and ESRI Business Analyst, a nationally recognized provider of business and market data.

POPULATION (2010, 2013, 2018) Gardner



DEMOGRAPHICS

At the time of this analysis, data from the 2013 ESRI Business Analyst software represents the most accurate snapshot of Gardner’s current demographics. 2013 data has been contrasted with 2010 Census and 2018 ESRI estimates to document expected demographic shifts over time. In cases where 2010 Census data was unavailable, data from the 2008-2012 American Community Survey was used.

Gardner’s population is growing at a faster rate than Johnson County.

- Between 2010 and 2018, the population is projected to increase by 2,366 residents from 19,123 to 21,489
- This 12.4% increase is larger than Johnson County’s increase of 7.9%

By 2040, Gardner’s population will increase by half.

- Between 2010 and 2040, Gardner is projected to grow by 9,128 residents
- Gardner will grow at an average yearly rate of 1.3% between 2010 and 2040
- Gardner is projected to capture 3.4% of the total population growth in Johnson County between 2010-2040, which is slightly lower than the 2010 population share of 3.5%

ESTIMATED POPULATION PROJECTIONS

		Year			
		2010	2020	2030	2040
Population	City of Gardner	19,195	22,674	25,341	28,323
	Johnson County	544,179	638,498	727,083	810,939

Source: Mid-America Regional Council

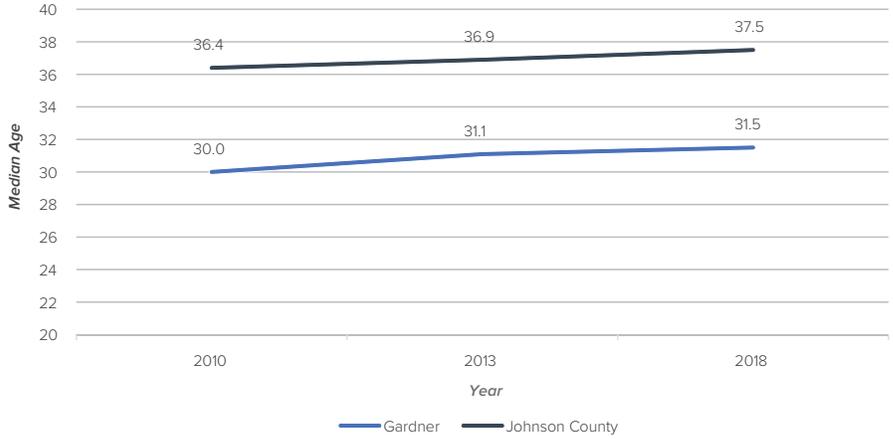
Gardner’s population is aging at a faster rate than the County, however, the City remains younger than the County.

- Between 2010 and 2018, the median age in Gardner is projected to increase from 30 to 31.5, an increase of 5.0%
- Between 2010 and 2018, the median age in Johnson County is projected to increase from 36.4 to 37.5, an increase of 3.0%

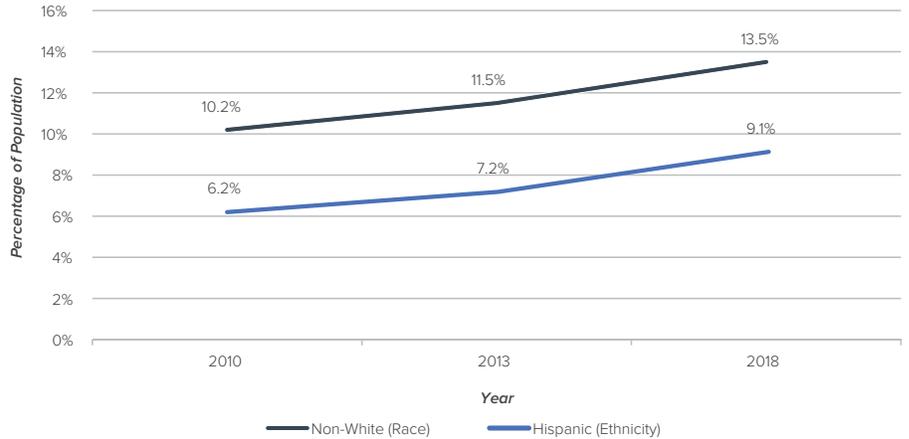
Both Gardner and Johnson County are becoming more diverse.

- Between 2010 and 2018, the “non-white” share of the population, by race, is projected to rise from 10.2% to 13.5%
- By 2018, nearly 1 in 10 residents (9.1%) will identify as being of Hispanic origin
- The County is experiencing similar trends

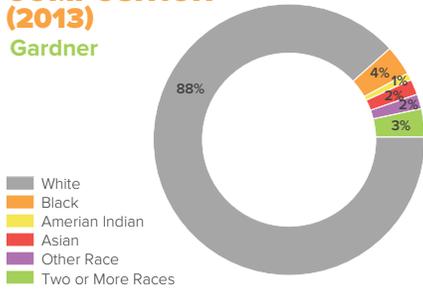
MEDIAN AGE (2010, 2013, 2018)
Gardner & Johnson County



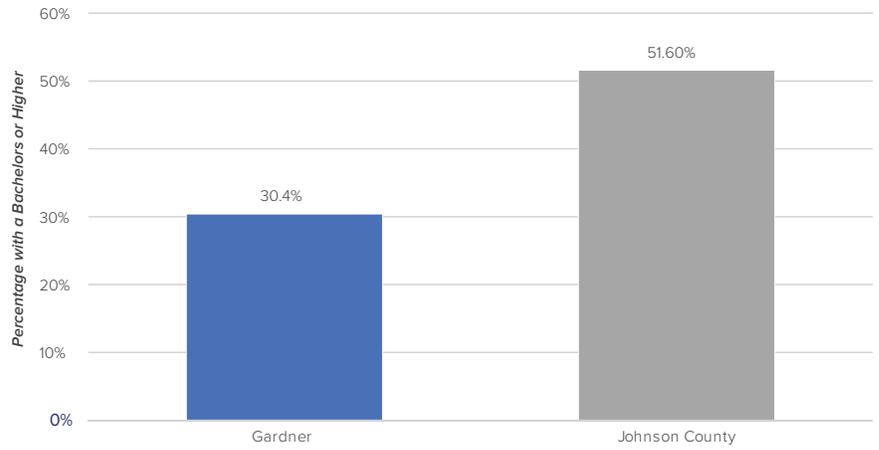
RACE & ETHNICITY (2010, 2013, 2018)
Gardner



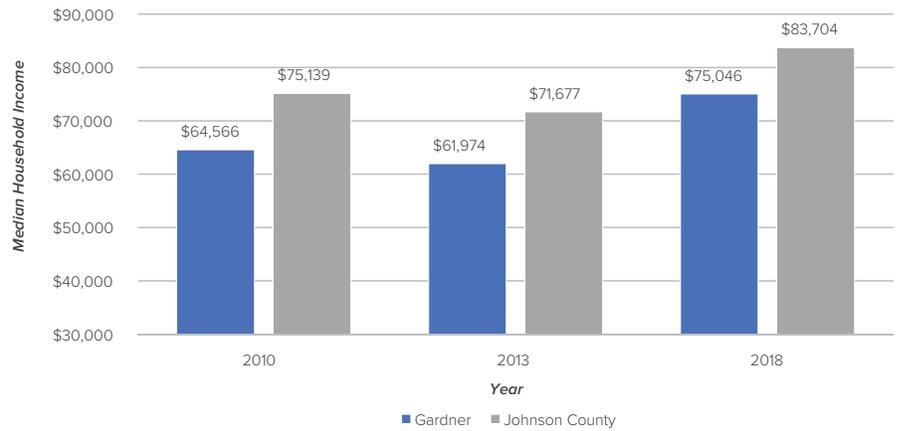
RACIAL COMPOSITION (2013)
Gardner



COLLEGE ATTAINMENT - 25+ YEARS OLD (2008-2012 AVG.)
 Gardner & Johnson County



MEDIAN HOUSEHOLD INCOME (2010, 2013, 2018)
 Gardner & Johnson County



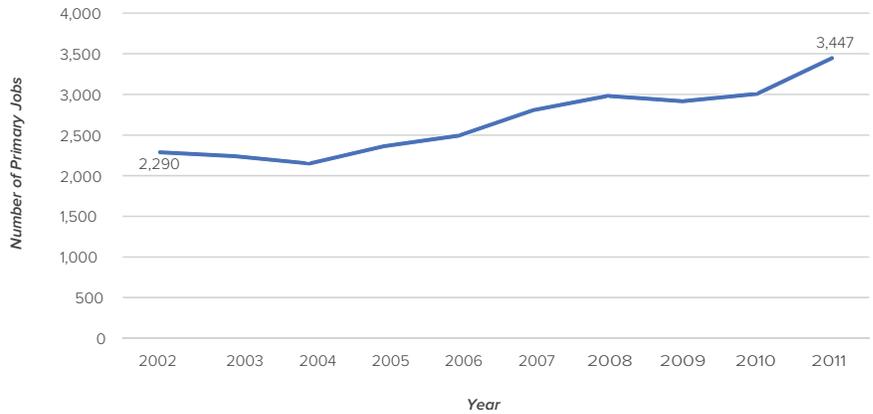
Gardner’s median household income is increasing at a faster rate than the County, however, the County is projected to stay wealthier.

- Between 2010 and 2018, the City’s median household income is projected to grow from \$64,566 to \$75,046 (+16.2%)
- In 2013, the median County worker earned roughly \$9,700 more than the median Gardner worker; by 2018, that gap will decline to about \$8,600

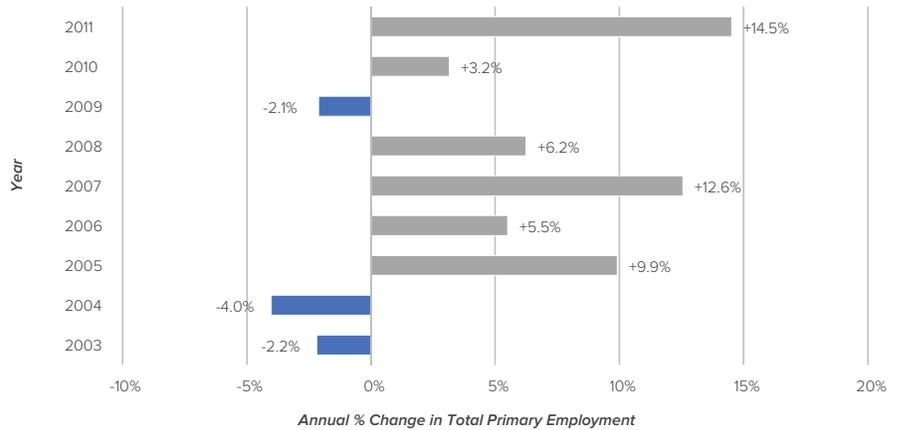
Roughly 1 in 3 (30.4%) of Gardner residents over the age of 25 have a bachelor’s degree or higher.

- This is lower than Johnson County’s rate of about 1 in 2 (51.6%)

TOTAL PRIMARY EMPLOYMENT LEVELS (2002-2011)
Gardner



ANNUAL PRIMARY EMPLOYMENT CHANGE (2002-2011)
Gardner



EMPLOYMENT

Gardner experienced job growth in 6 of the 9 years between 2002 and 2011.

2013 estimates suggest that Gardner is home to 3,324 jobs in a multitude of diverse industries.

Top local industries include:

- Retail Trade (20.2%)
- Educational Services (16.9%)
- Admin & Support & Waste Mgmt. & Remediation (9.3%)
- Manufacturing (8.8%)
- Other Services (8.3%)

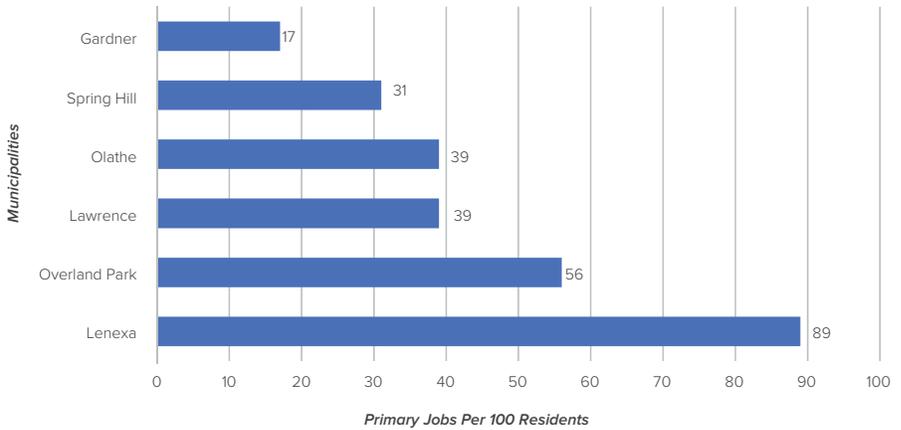
Top County employers include:

- Sprint (7,500 jobs)
- AT&T (3,822 jobs)
- Ford Motor Company (3,800 jobs)
- Olathe School District (3,713 jobs)
- Johnson County Government (3,531 jobs)

Most Gardner residents work outside of the City.

The Inflow/Outflow Jobs Count paints a picture of commuting patterns and workforce mobility on a daily basis. In 2011, most of Gardner's primary jobs were filled by non-residents commuting into the City, an "inflow" of 3,040 workers. At the same time, most of Gardner's employed residents left the City to work elsewhere, an "outflow" of 7,277. Only 977 workers both live and are employed in Gardner. This influx of workers into Gardner shows that the City's daytime population is larger than its reported population.

EMPLOYMENT RATIO (2013) Gardner & Nearby Municipalities



Gardner is primarily a community of commuters, but has the potential to grow new industries.

- Only 32% of local jobs are filled by residents
- Roughly 7,000 residents commute to jobs outside the City
- Only 17 jobs per 100 residents, one of the lowest ratios in the County
- However, between 2010 and 2020, Gardner may gain 620 jobs based on State employment projections
- Key growth industries include educational services, healthcare and social assistance, and professional, scientific, and tech services

INFLOW/OUTFLOW JOBS COUNT 2011



HOUSING

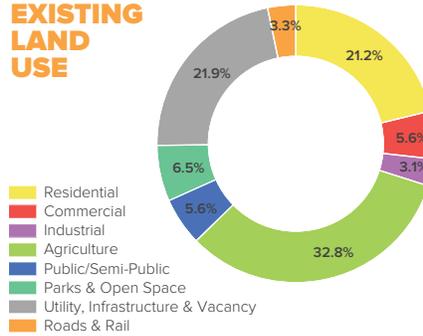
The typical Gardner housing unit is an owner-occupied, single family detached home with 3 bedrooms or less.

- 69.9% of all units are owner occupied
- 66.6% of all units are single family detached
- 74.3% of all units have 3 bedrooms or less

1 in 4 Gardner residents live in a rental property, however, multi-family units compose only 11.1% of the total housing stock.

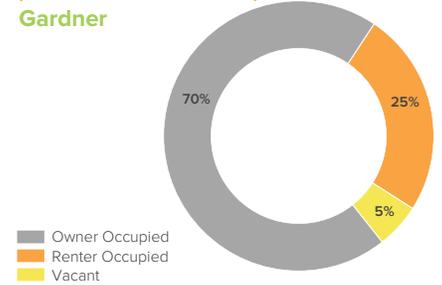
- This suggests that rental properties have larger households and/or many rental properties are not multi-family units (i.e. single family, mobile)

EXISTING LAND USE



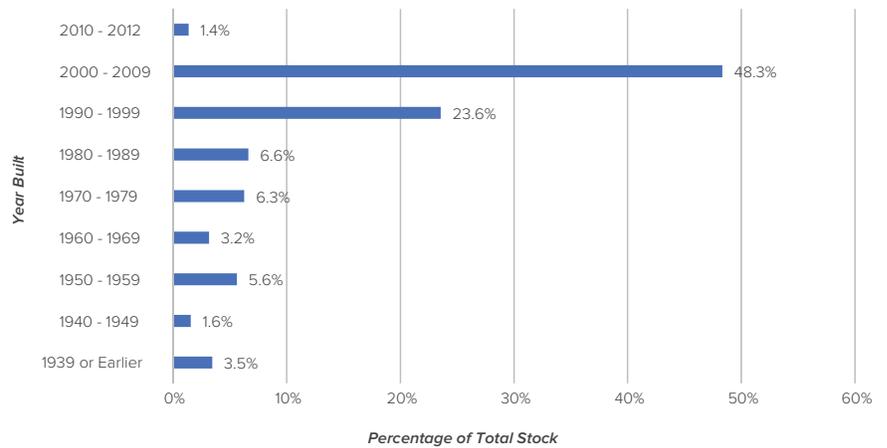
HOUSING TENURE BY TYPE (2008-2012 AVG.)

Gardner



HOUSING AGE (2008-2012 AVG.)

Gardner



Gardner’s housing stock is fairly new.

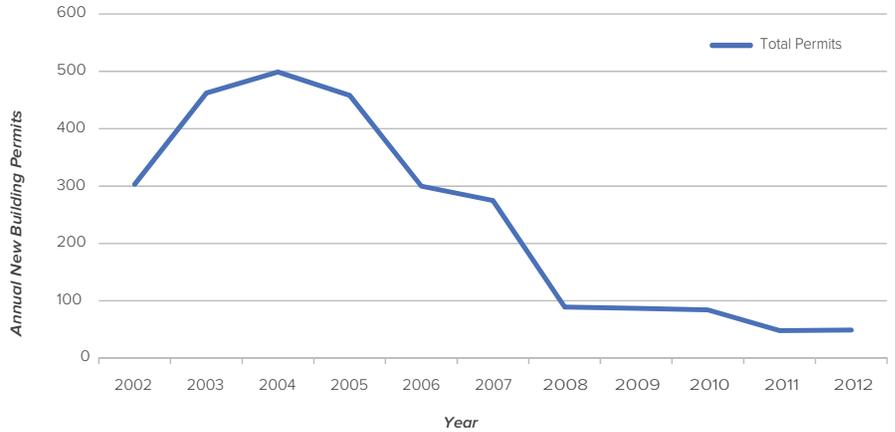
- 73.3% of all units were built between 1990-2012
- Only 5.1% were built prior to 1950

Both the number of new construction permits and the median home listing price have stayed relatively stable since 2008.

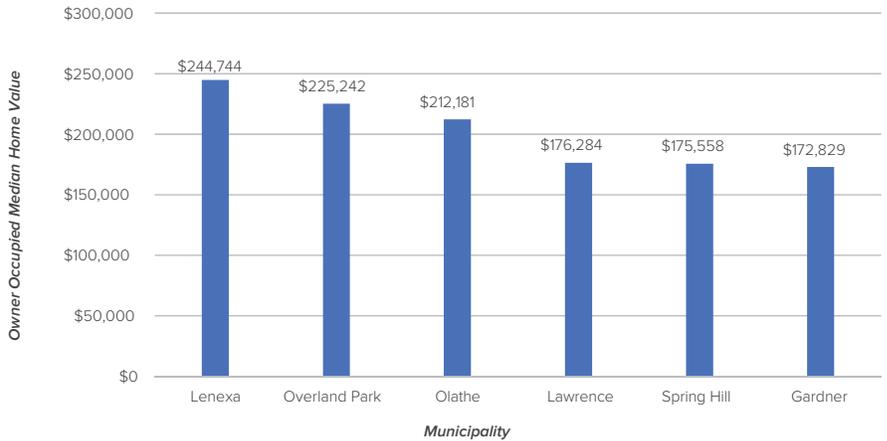
In 2013, the median home value was \$172,829.

- This is roughly on par with Spring Hill and Lawrence, but less than Olathe, Overland Park, and Lenexa

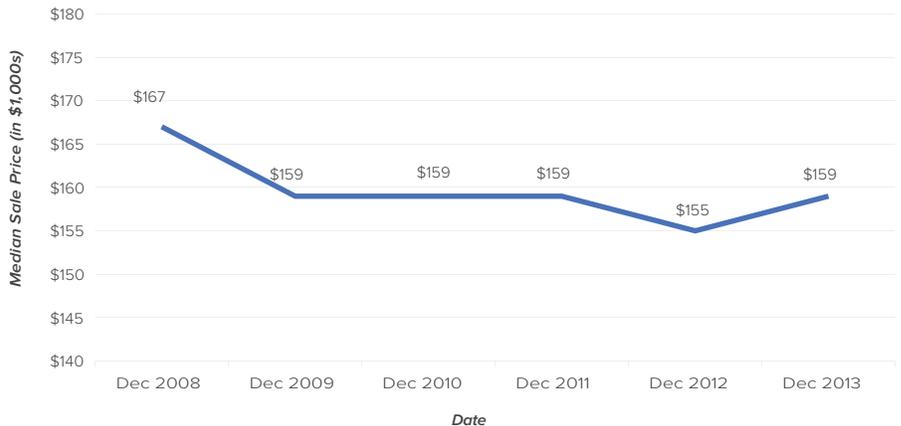
NEW RESIDENTIAL BUILDING PERMITS (2002-2013)
Gardner



MEDIAN HOME VALUE (2013)
Gardner & Nearby Municipalities



DECEMBER MEDIAN HOME LISTING PRICE (2008-2013)
Gardner





RETAIL/COMMERCIAL

158,711 people live within a 15-minute drive of the intersection of Main Street and Moonlight Road.

- The median disposable income per household in this drive time is roughly \$54,000

The retail market is relatively saturated, with a surplus of \$286.8M in total retail spending.

However, key growth opportunities could include:

- Grocery stores – undersupplied by \$49.3M or 123,370 square feet
- Gasoline stations – undersupplied by \$35.2M or 87,877 square feet
- Bars – undersupplied by \$10.7M or 26,645 square feet
- Furniture stores – undersupplied by \$10.4M or 25,919 square feet

Other opportunities may exist to capture a proportionate share of the market.

Retail Gap Analysis

Gardner’s retail market potential has been assessed through a comparison of supply and demand within a 10, 15, and 20-minute drive time from the center of the City. An overview of these findings is provided in the accompanying chart.

A “gap analysis” compares aggregate consumer spending (demand) to aggregate retail sales (supply) within a given retail category and drive time. When demand is greater than supply, “leakage” exists, suggesting that residents are spending dollars outside of the measured area. Accordingly, retail categories with leakage are potential opportunities for growth, as local demand for these goods and services already exists but is unmet by existing supply. Leakage is noted on the accompanying charts as a positive number.

Conversely, when supply outweighs demand, a “surplus” exists. This means that retail sales are greater than consumer spending, and that the market is saturated with customers from both within and outside the drive time window. Surplus is depicted on the accompanying charts as a negative number indicated by parentheses.

It is important to note, however, the difference between market potential (“leakage”) and the tangible development of a particular site or location. While leakage may exist, the success of recapturing that lost revenue depends on a variety of factors beyond spending habits, including the availability of developable land, construction costs, rents, road conditions, competition from nearby municipalities, and/or the business climate.

RETAIL GAP ANALYSIS SUMMARY

East Main Street & North Moonlight Road, Gardner (2013)

Summary Demographics		10-Minute Drive Time		15-Minute Drive Time		20-Minute Drive Time	
2013 Population		32,459		158,711		347,034	
2013 Households		11,124		57,156		132,882	
2013 Median Disposable Income		\$51,378		\$54,322		\$55,563	
2013 Per Capita Income		\$26,227		\$29,893		\$35,219	
Retail Gap by Market Area (\$M)							
Summary		10 Minute Drive Time		15 Minute Drive Time		20 Minute Drive Time	
Total Retail Trade and Food & Drink		(\$126.5)		(\$286.8)		(\$759.05)	
Total Retail Trade		(\$113.7)		(\$210.1)		(\$725.29)	
Total Food & Drink		(\$12.9)		(\$76.8)		(\$33.76)	
Industry Group	10-Minute Drive Time		15-Minute Drive Time		20-Minute Drive Time		
	Retail Gap (\$M)	Potential ¹ (S.F.)	Retail Gap (\$M)	Potential ¹ (S.F.)	Retail Gap (\$M)	Potential ¹ (S.F.)	
Motor Vehicle & Parts Dealers	(\$34.45)	(86,135)	\$10.2	25,467	\$362.8	907,071	
Furniture & Home Furnishings Stores	(\$0.97)	(2,426)	\$0.9	2,348	(\$39.7)	(99,131)	
Furniture Stores	(\$0.12)	(305)	\$10.4	25,919	(\$18.2)	(45,526)	
Home Furnishings Stores	(\$0.85)	(2,121)	(\$9.4)	(23,571)	(\$21.4)	(53,605)	
Electronics & Appliance Stores	\$3.55	8,876	(\$11.7)	(29,370)	(\$56.6)	(141,397)	
Bldg Materials, Garden Equip. & Supply Stores	(\$29.33)	(73,319)	(\$41.0)	(102,540)	(\$42.4)	(106,051)	
Building Material & Supplies Dealers	(\$28.77)	(71,920)	(\$41.3)	(103,269)	(\$38.5)	(96,255)	
Lawn and Garden Equipment & Supplies Stores	(\$0.56)	(1,399)	\$0.3	729	(\$3.9)	(9,796)	
Food & Beverage Stores	\$8.74	21,841	\$54.8	137,046	\$10.0	24,879	
Grocery Stores	\$8.79	21,979	\$49.3	123,370	(\$8.7)	(21,630)	
Specialty Food Stores	(\$0.42)	(1,038)	\$0.2	487	(\$9.7)	(24,141)	
Beer, Wine, & Liquor Stores	\$0.36	900	\$5.3	13,189	\$28.3	70,651	
Health & Personal Care Stores	(\$5.46)	(13,660)	(\$3.6)	(9,041)	(\$54.7)	(136,863)	
Gasoline Stations	(\$4.81)	(12,025)	\$35.2	87,877	\$178.2	445,491	
Clothing & Clothing Accessories Stores	(\$17.75)	(44,368)	\$2.2	5,462	(\$146.7)	(366,827)	
Clothing Stores	(\$14.88)	(37,201)	(\$7.8)	(19,488)	(\$131.3)	(328,293)	
Shoe Stores	(\$4.19)	(10,480)	\$4.1	10,191	(\$9.9)	(24,771)	
Jewelry, Luggage, & Leather Goods Stores	\$1.33	3,314	\$5.9	14,760	(\$5.5)	(13,763)	
Sporting Goods, Hobby, Book, & Music Stores	(\$12.58)	(31,452)	(\$30.5)	(76,270)	(\$86.2)	(215,469)	
Sporting Goods/Hobby/Musical Instrument Stores	(\$13.92)	(34,797)	(\$35.7)	(89,172)	(\$93.2)	(233,109)	
Book, Periodical, & Music Stores	\$1.34	3,345	\$5.2	12,902	\$7.1	17,640	
General Merchandise Stores	(\$35.65)	(89,118)	(\$35.0)	(87,477)	(\$319.8)	(799,496)	
Department Stores Excluding Leased Depts.	(\$10.81)	(27,016)	\$14.5	36,272	(\$78.9)	(197,141)	
Other General Merchandise Stores	(\$24.84)	(62,102)	(\$49.5)	(123,749)	(\$240.9)	(602,354)	
Miscellaneous Store Retailers	\$2.83	7,066	\$2.6	6,455	(\$4.7)	(11,800)	
Florists	\$0.15	366	\$0.5	1,168	\$1.1	2,716	
Office Supplies, Stationery, & Gift Stores	\$0.27	676	(\$3.2)	(8,023)	(\$13.1)	(32,629)	
Used Merchandise Stores	\$0.31	783	\$3.4	8,381	\$9.7	24,145	
Other Miscellaneous Store Retailers	\$2.10	5,240	\$2.0	4,929	(\$2.4)	(6,032)	
Nonstore Retailers	\$12.23	30,582	(\$194.0)	(485,105)	(\$525.5)	(1,313,630)	
Food Services & Drinking Places	(\$12.87)	(32,166)	(\$76.8)	(191,959)	(\$33.8)	(84,410)	
Full-Service Restaurants	(\$16.91)	(42,273)	(\$28.8)	(72,070)	(\$51.4)	(128,518)	
Limited-Service Eating Places	\$8.84	22,097	(\$50.9)	(127,245)	\$3.0	7,610	
Special Food Services	(\$5.98)	(14,949)	(\$7.7)	(19,290)	(\$14.2)	(35,482)	
Drinking Places - Alcoholic Beverages	\$1.18	2,958	\$10.7	26,645	\$28.8	71,980	

¹Potential based on an average annual sales per-square-foot of \$400.
Source: ESRI Business Analyst ; Houseal Lavigne Associates



3 PUBLIC PARTICIPATION

Public participation and input is the cornerstone of the Comprehensive Plan. The Plan is founded upon the thoughts, concerns, and aspirations of the residents and businesses that call Gardner home. In this way, the City of Gardner Comprehensive Plan serves as a true reflection of the City.

This chapter of the Comprehensive Plan provides a summary of the range of public outreach events that occurred throughout the planning process. It also includes an overview of online outreach efforts that included resident and business surveys as well as a web-based mapping tool. The culmination of these results provided the foundation upon which the Gardner Comprehensive Plan was built.



TRADITIONAL OUTREACH

Community members had several opportunities to meet with City representatives and one another to discuss the future of Gardner. These “in-person” meetings included a community workshop, business workshop, visioning workshop, meeting with the Comprehensive Plan Advisory Committee (CPAC), and interviews with community and faith leaders.

KICK-OFF MEETING

The Comprehensive Plan public outreach process had its official “kick-off” meeting on October 14, 2013. The meeting consisted of members of the Gardner Comprehensive Plan Advisory Committee (CPAC). This committee is comprised of residents, and business owners, and community leaders who are donating their time and knowledge about Gardner to help shape the Comprehensive Plan. The purpose of the meeting was to introduce the planning process to the CPAC, as well as get a sense of the issues and concerns affecting the community. The CPAC was asked a series of questions regarding potential projects that would benefit Gardner and the City’s existing strengths and assets from which the Plan could build upon.

COMMUNITY WORKSHOP

As part of the planning process for the Gardner Comprehensive Plan, members of the community had the first of many opportunities to provide valuable input at a community-wide workshop. On the evening of Thursday, November 21, 2013, community members gathered at City Hall to discuss their hopes and concerns regarding the City of Gardner. They were asked several questions, the responses of which are summarized below.

Participants were asked to identify the five most important issues confronting the City of Gardner. There were a broad and varied range of answers, however, the majority of participants cited the need to improve infrastructure, promote a business-friendly environment, and create a unique, small-town identity. Additional responses are categorized below:



Infrastructure

- Aging infrastructure
- Need for infrastructure maintenance
- Ensure infrastructure supports growth

Community Facilities

- Lack of a community center
- Improving the police station
- Understaffed police department
- Increasing # of police officers at schools
- Improve parks and recreational facilities
- Condition of some municipal buildings

Land Use

- Accommodating development and buffering neighborhoods
- Enhancing development at Center and Main Streets
- Create more housing diversity
- Need for more high quality single family homes
- Create unique development, no big box stores like neighboring towns
- Need for more residential and commercial development

Transportation & Mobility

- Impacts of train traffic
- Improving traffic flow through the City
- Speed of traffic along Main Street
- Need for additional traffic lights
- Limited access from Interstate 35
- Intersection of Moonlight Road and Main Street

Community Character & Identity

- Improving perception of the City
- Maintain unique identity

Other

- Taxes
- Improve relationship with Edgerton
- Permitting process
- Revise zoning/sign ordinance
- City policies and codes – updates and enforcement
- Promote a business friendly environment
- Annexation
- Make City more competitive
- Impact of Intermodal facility
- Citizen apathy

Participants were asked to name specific projects and actions the City should undertake. The input summarized below is presented in no specific order of importance or priority.

- Make it easier and less expensive (taxes, incentives) for businesses to come to Gardner
- Enhance the parks and recreation system by extending and connecting the trail system and updating facilities
- Create a buffer between the intermodal facility and residential areas, which can be used as a greenway to expand the trail system
- Build a new police station
- Revitalize Downtown by attracting and retaining businesses
- Move the County Fair Grounds to a different location and open up site for potential development
- Finance upgrades to infrastructure
- Make transportation improvements, including the installation of lights at 183rd Street and Center Street
- Improve all rail crossings, which include building grade-separated crossings, implementing safe routes to schools strategies, and creating a quiet zone from Waverly to Moonlight
- Create more flexible zoning regulations
- Improve and upgrade the Gardner Airport, including the addition of more hangars



Workshop participants were asked to identify assets that should be preserved and built upon in Gardner. The responses below are presented in no specific order of importance or priority.

- Safe community
- Close-knit, family-oriented community
- Great schools
- Having 2 airports
- Location
- I-35 Corridor
- #1 in the world for manufacturing refrigerator magnets
- Development and growth potential
- Hosting the County Fair – gives identity and is a great attraction
- Great City staff
- Great electric utility

BUSINESS WORKSHOP

Nearly three dozen members of the Gardner business community convened at City Hall on Friday, November 22, 2013 to discuss the future of Gardner's business climate. The Gardner Business Workshop provided a forum for business owners and representatives to discuss their thoughts regarding the City's business climate.

Several questions were asked of the participants which led to lively discussions on topics ranging from the City's assets to development concerns.

Participants were asked to list the biggest issues and concerns confronting the City of Gardner. The most pressing concerns regarded a need to upgrade infrastructure facilities throughout the City, and to create a positive image for businesses looking to locate in Gardner. The remaining responses have been grouped into the following categories:

Infrastructure

- Overall infrastructure improvements
- Infrastructure maintenance
- Higher internet speeds

Growth

- Ability to accommodate growth
- Lack of growth
- Need to focus on attracting new residents

Economic Development

- Marketing and promotion
- Business attraction and retention
- Need for bigger mix of businesses
- Grow the Chamber of Commerce
- Create a merchants' association
- Diversity growth of tax base
- Need for downtown promotion

Transportation & Mobility

- Need for more downtown parking
- Traffic flow and control
- Turn lanes needed on Main Street



Community Character & Image

- Enhancing the appearance of downtown
- Emphasis of downtown as a retail hub
- Lack of central gathering place
- Perception/reputation towards small businesses
- Define the identity of Gardner

City Governance

- High cost of doing business
- Property taxes
- Water retention costs
- Policy implementation and consistency
- Better communication
- Accommodating a business-friendly environment
- Need for more citizen engagement
- Taking advantage of the intermodal
- Need for business incentives

Members of the business community were asked to name specific projects and actions the City should take to improve the business climate. The following list summarizes the responses:

- Create a larger community center/ central gathering place (only place is at the senior center)
- Improve infrastructure across the board (internet, roads, etc.)
- Improve communication and increase citizen engagement
- Create a committee to explore taking advantage of the intermodal facility
- Create an economic development department in the City that can implement incentives and help grow the Chamber of Commerce
- Intergovernmental collaboration
- Ensure the Comprehensive Plan is implemented by City staff
- Install gateway signage
- Beautification of Downtown
- Improve parking
- Improve the internet
- Lower business startup costs
- Create better traffic flow on Main Street/US-56 through signals and/or decommissioning US-56

Lastly, participants were asked to cite the strengths and assets of having a business in Gardner. The following list summarizes the responses:

- City has a lot of potential
- Good location
- Little competition
- Good schools
- Small-town feel
- Affordable to live in Gardner



FAITH BASED COMMUNITY WORKSHOP

On January 30, 2014, representatives from many of the local churches and religious institutions met to discuss issues, concerns, and thoughts regarding the future of Gardner. The conversation covered many different topics ranging from general issues regarding development and traffic to those more specifically focused on the faith based community. Issues discussed included:

- An increasing number of people are in need of assistance offered by many of the churches
- A coordinated effort between the City, County, public agencies and churches would benefit the community
- Regular meetings with the group and City leaders would help to keep the leaders and their constituents informed
- In general, the leaders also shared the same concerns as residents and business leaders regarding growth, development, infrastructure, and related issues

While most of the individuals knew one another, some were new or had never met. All agreed that this type of meeting was good for the community and gave them an opportunity to exchange ideas. There was a consensus that the leaders were willing to take an active role in helping to spread the word about the importance of participating in the planning process. Everyone expressed their appreciation for being invited to the workshop and having had the opportunity to contribute to the community.

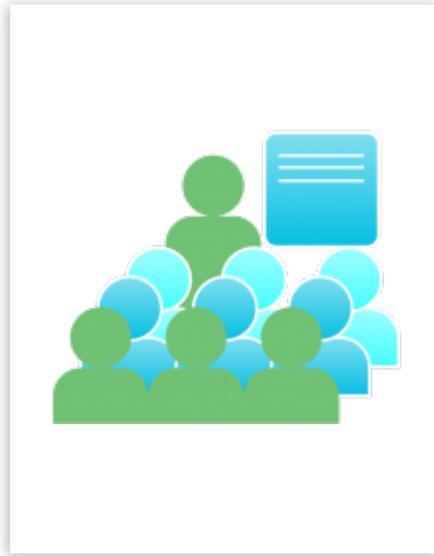
KEY PERSON INTERVIEWS

A series of interviews were held with stakeholders and community leaders who have unique or specific insights regarding the Gardner community. These confidential interviews were used to provide a more in-depth understanding of potential opportunities within the City and any underlying challenges facing the Gardner community. Interviews were open-ended, to allow for pointed discussions regarding specific issues affecting the City and possible solutions. Much of the input confirmed the findings of the Community and Business Workshops, while also providing additional background and detail on several of the issues identified during the public outreach process.



ONLINE OUTREACH

In addition to attending the in-person community meetings, residents and businesses had the opportunity to voice their thoughts and concerns via online surveys and an interactive mapping tool. The results of the online outreach are summarized below.

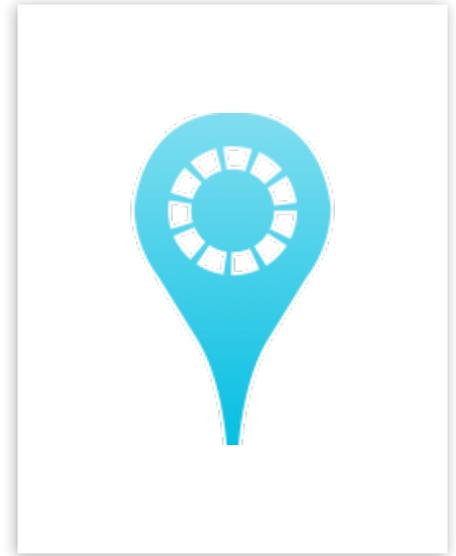


RESIDENT QUESTIONNAIRES

During the planning process, 275 people responded to the online questionnaire. The majority of respondents (65%) have lived in Gardner between six and twenty years. Those who have lived in the City for less than ten years reported moving to Gardner for the high-quality schools, price and quality of housing, and/or for an employment opportunity.

Gardner schools were cited as the City's greatest strength. Additional assets include Gardner's location and accessibility, residential neighborhoods, and growth potential. The City's greatest weaknesses include City government and services, commercial shopping areas, and taxes. Sixty percent of respondents rated Main Street/Downtown as an important area to attract new businesses and a majority supported the use of tax incentives to support business retention and development in the City. However, it was noted that incentives should go toward supporting small business owners, as opposed to larger franchises.

The majority of residents are proud to be living in Gardner. There are several issues that need to be addressed, but residents are willing and ready to make positive changes. The top three issues the Comprehensive Plan should address include (1) development and growth potential, (2) commercial and shopping areas, and (3) City government and services.



BUSINESS QUESTIONNAIRES

Nearly two dozen Gardner businesses participated in the online business surveys. Respondents included a wide range of businesses throughout the City, however, half of all respondents' businesses are located along Main Street, and half of the business owners live in the City while the other half do not.

72% of respondents feel that local regulations are a disadvantage to their business, while 62% felt that visibility and access to customers is an advantage to their business. Participants rated a variety of public facilities and services within the City as poor, fair, or good; 69% of participants indicated that the municipal permitting and approval process is poor, 77% of participants indicated that the regional arterials/state roads are fair, and 81% of participants indicated that police and fire protection are good.

When asked what improvements they would like to make to their business, a variety of responses were cited, but 43% would not like to make any, 21% would like to make landscaping improvements, and 21% would like to invest in a new sign. Other improvements included remodeling, a new façade or storefront, and/or new equipment. When asked what improvements they would most like to see made in the City, 100% said that they would like to see more support for local businesses. 62% said that they would like to see more public relations/promotion for the City, and 62% would like to see lower taxes.

SMAP

sMap is an interactive online tool that allows community members to create their own maps of Gardner. Users can use the system to pinpoint areas of concern, undesirable uses, community assets, poor appearance, development priority sites, and more. During the planning process, 14 individual maps were created, identifying 157 points.

Community Asset

A community asset point identifies locations that the community participant would like to see maintained or enhanced in the future. Users recognized 23 community asset points throughout Gardner and included a number of parks and community facilities.

Desired Use/Development

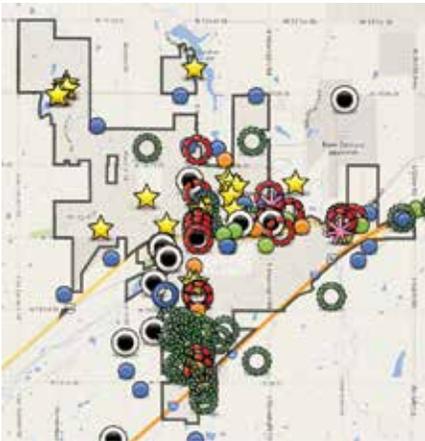
A desired use/development point identifies a location that the community participant would like to see developed in the future. Participants identified 28 desired use/development points throughout Gardner that included desired residential, industrial, commercial, and other possible uses.

Development Priority Site

A development priority site identifies a location that the community participant feels should be developed or redeveloped in the short term. The community identified 30 development priority sites throughout Gardner and included areas for expansion, commercial development, possible locations for development Downtown, and several other ideas.

Key Transit Destinations

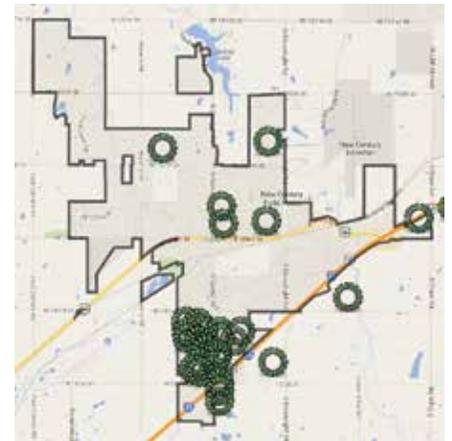
A key transit destination point identifies an area in the community that should be better served by public transit. Two points were identified in Gardner as key transit destinations, identifying the Moonlight Commons and the Walmart shopping areas.



sMap Summary Map



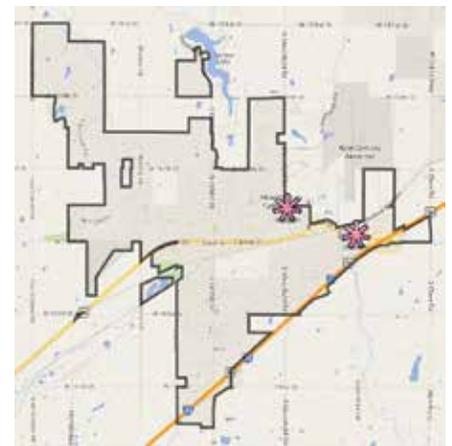
Community Assets



Development Priority Sites



Desired Use/Development



Key Transit Destinations

Poor Appearance

A poor appearance point identifies an area that a participant feels is unsightly or could benefit from additional landscaping or aesthetic improvements. Users identified 16 points throughout the City and generally focused on the US-56/Main Street corridor and S. Gardner Road.

Problematic Intersection

A problematic intersection point identifies a location that the community participant feels is a safety concern and/or an intersection that impacts the flow of traffic. A total of 35 points identified problematic intersections along major corridors of Gardner including US-56/Main Street, Center Street, and Moonlight Road.



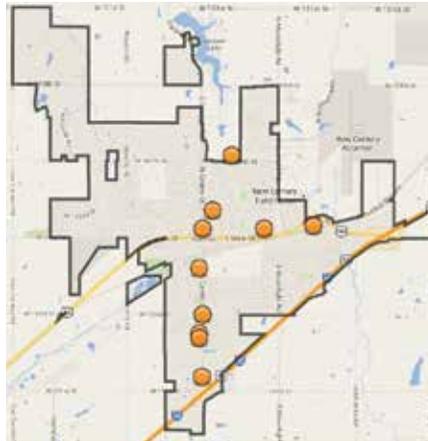
Areas of Poor Appearance

Public Safety Concern

A public safety concern point identifies a location within the community that a participant feels may pose a concern due to crime, pedestrian safety, or other reasons. Users placed 10 points of public safety concerns throughout the City and were generally identified along major corridors such as Center Street/S Gardner Road, and the US-56/Main Street corridor.

Undesirable Use

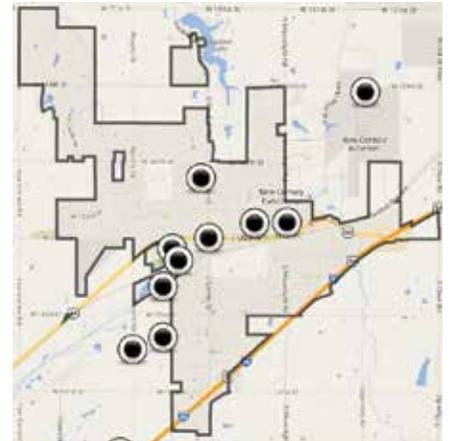
An undesirable use point identifies an existing use in the community that the participant feels is not in line with the vision for the community. Only two points were identified as undesirable uses and included the road to Edgerton (183rd Street), and the Johnson County Fairgrounds.



Public Safety Concern

Other

Users identified 11 other points that suggested a quiet zone along the railroad tracks that is adjacent to a residential area, a desired bridge expansion, and areas that lie just outside of the community that participants would like to see annexed.



Other



Problematic Intersections



Undesirable Use



The Vision, Goals, and Objectives establish the foundation of the Comprehensive Plan. They were shaped by recommendations from the Comprehensive Plan Advisory Committee, input from public workshops and online questionnaires, consultation with key stakeholders, and analysis by the consultant team. The result of this robust process provides the groundwork for specific actions that will shape the future of Gardner.

The Vision Statement paints the future of Gardner, looking at what the City could be in the next 15 to 20 years. It is written in retrospect to describe Gardner as it would appear after the adoption and implementation of the Comprehensive Plan. The Vision Statement is an illustrative portrayal of life in Gardner as residents, businesses, and stakeholders imagine it could be.



VISION

IN THE YEAR 2035...

The City of Gardner is a thriving community that continues to grow, with a high quality of life defined by its balance of traditional character and new development that collectively meet the needs of residents and businesses. Since the adoption of the Comprehensive Plan, Gardner has transformed into a center for innovation industries with a highly skilled and educated work force. The City is home to many jobs and business opportunities, fostered by support from the City. With its great location, reputation as a livable community with a high quality of life, Gardner is the focus of new investment for the Kansas City region.

Gardner's residential neighborhoods offer a broad range of housing options within the City. Starter homes provide homeownership opportunities to young families and professionals, while higher-priced housing is well-suited for families looking to upgrade within the community. Quality multi-family and townhouse developments provide housing for young professionals, empty-nesters, and first-time home buyers, while older neighborhoods continue to attract new residents. Residents of old and new neighborhoods have a connection with and a sense of pride in where they live, and many neighborhoods have developed their own distinct identity.

Young families continue to move to Gardner not only for the quality housing, but also for the great schools. Gardner-Edgerton School District continues to provide excellent academic, art, and athletic programs for Gardner residents, and is consistently ranked as one of the top school districts in the State of Kansas. Partnerships between schools, the City, and local businesses prepare students for direct entry into college and local industry.

Public safety is an important factor in why people choose to live and work in Gardner. The City of Gardner Police Department continues to provide high quality protection and safety services throughout the City. The Department is housed in a new state-of-the-art facility, which allows for more efficient police operations and includes court services. Fire protection service is also benefiting from the addition of a new facility within the City, providing faster response times throughout Gardner's growing footprint.

Residents and businesses in Gardner are well-served by the City and local utility providers. The City of Gardner Public Works Department has diligently managed, maintained, and upgraded the City's expanding infrastructure. Meanwhile, the electric utility provider has expanded its facilities to ensure that residents and businesses have sufficient electric service.

The City of Gardner is known throughout the region for its business-friendly environment, bringing jobs and a steady tax base to the community. Light industrial developments near the intermodal facility and area airports provide steady employment opportunities with high wages. The location of both the Gardner Municipal Airport and New Century AirCenter and Executive Airport near industrial areas lessens noise and vibration impacts to the City's residential and commercial areas, which allows for a bustling air transportation industry. The expanded Gardner Municipal Airport provides additional hangar space for small commercial operations and recreational aviation enthusiasts to take to the sky.



On the ground, **Downtown Gardner serves as an example of a charming commercial district.** Local retail shops along Main Street contribute to a bustling commercial corridor, and well-timed signals manage traffic flow throughout the City, allowing easy access to commercial areas. Proactive government policies and investments have catalyzed job and business growth, while areas near the I-35 interchanges have also developed as commercial destinations and light industrial nodes, providing a range of retailers and services for the community and beyond.

In the year 2035, **Gardner continues to be a desirable place to live and work due to its location and accessibility.** The I-35 corridor provides a convenient link to the City via the US-56 interchange as well as the 191st Street/Gardner Road interchange. Gardner has worked closely with the railroads to increase safety and reduce delays for motorists at both grade-separated and at-grade railroad crossings. Residents and visitors have access to Johnson County Transit, which provides service between Downtown Gardner and the Kansas City metro area.

The view from above Gardner shows a city that is well-served by many parks and open space areas. The City has successfully implemented its Parks System Master Plan, providing new parks and enhancing recreational service to the City's neighborhoods. During the summer months, residents cool off at the Aquatic Center and Gardner Lake, and families enjoy a variety of sports and community activities at Celebration Park and a new community center. The City has also created a plan for the future of the Gardner Golf Course that will ensure the area is an asset for decades to come. The City's parks, recreational facilities, and residential neighborhoods are connected by an extensive greenway and trails network that allow for safe and efficient bicycling and walking. The trails connect natural areas that not only enhance the beauty of the City, but also serve as integral tools to prevent flooding.

A broad range of Gardner's citizens are well informed and engaged in the affairs of City government. The City of Gardner has effective systems for engaging citizens. Residents and other stakeholders are well informed and a variety of citizen interests are represented in the policy and decision making process. Neighborhoods have organized themselves so that they have greater influence over everyday decision-making.

People not only want to live in Gardner, but also come to visit its many attractions. Visitors patronize the shops and restaurants in Gardner after following the historic Santa Fe Trail to where it splits off from the California and Oregon Trails at Gardner Junction Park. The Johnson County Fair brings thousands of people to the City annually, and provides an opportunity for Gardner to showcase its vibrant community in its newly enhanced grounds and facilities. Helpful wayfinding signage and gateways allow visitors to easily navigate the City and identify points of interest. While Gardner celebrates its history as the place "Where the Trails Divide," it has also transformed into a place where a great community comes together.

GOALS & OBJECTIVES

The City of Gardner Comprehensive Plan provides a road map for policies that will guide the City over the next 15-20 years. The Goals and Objectives help organize the Plan and provide the conceptual framework for more detailed recommendations.

Goals are overarching principles that outline an intended outcome; they are broad and long-range. Objectives are specific actions and policies that should be undertaken and/or adopted by the City of Gardner to help achieve its goals.

The Goals and Objectives are categorized as follows:

- Neighborhoods and Housing
- Commercial Areas
- Industrial Areas
- Growth and Annexation
- Transportation and Mobility
- Community Facilities
- Open Space, Recreation, and Environmental Features
- Community Character
- Sustainability

NEIGHBORHOODS & HOUSING

Goal: Provide a range of housing options to meet the needs of all income levels that foster entry and upward mobility to high end residences, while maintaining high quality construction and design throughout new and existing residential developments.

Objectives:

- Establish land use and development controls that promote high quality residential buildings and encourage construction of single family housing options for families that want to move up, but stay in the community
- Encourage the development of housing and support services to allow seniors to age in place
- Ensure existing residential areas are well-protected from commercial and industrial land uses through the use of buffers and screening
- Preserve existing and future residential neighborhoods through active code enforcement and preventative maintenance programs
- Perform a sidewalk gap analysis to prioritize infill and improvement projects that will enhance pedestrian mobility throughout residential neighborhoods
- Promote infill residential development within incomplete subdivisions
- Ensure new residential developments are sited within close proximity and access to schools and parks
- Adopt guidelines and standards to provide appropriate buffers and streetscape along arterial and collector streets that are adjacent to residential areas to provide a more positive aesthetic

COMMERCIAL AREAS

Goal: Promote the City's commercial character by supporting local businesses and creating a thriving Downtown area and commercial nodes integrating mixed-use and pedestrian-oriented design and development.

Objectives:

- Allow for greater flexibility within the zoning and development controls to promote business growth and retention
- Promote Downtown Gardner businesses through marketing and branding strategies and local partnerships including the Chamber of Commerce and similar organizations
- Create a mixed-use, pedestrian-oriented commercial district in Downtown and Main Street through streetscape, infrastructure upgrades, and economic development efforts
- Work with the Kansas Department of Transportation to redesign Main Street
- Attract hotels and hospitality-related commercial uses to support corporate and office developments
- Promote commercial growth along Main Street and at the I-35 interchanges to provide neighborhood and regional commercial areas with a diverse range of retail and commercial uses and services
- Create a specific area plan for Downtown that considers future land use and development opportunities, historic preservation, transportation, and streetscape

INDUSTRIAL AREAS

Goal: Promote and support industrial development to provide employment opportunities, diversify the City's tax base, and expand economic development initiatives.

Objectives:

- Provide the necessary infrastructure and utility services (i.e. water, wastewater, electricity, broadband) to support industrial growth
- Review and adjust designated truck routes to provide access to industrial areas and lessen impacts to local roads as industrial development expands
- Ensure industrial areas are well-buffered and screened from adjacent residential areas
- Leverage the City's proximity and access to I-35 and the intermodal facility to recruit industrial businesses
- Establish programs and incentives to recruit and maintain new and existing industrial development
- Create guidelines to direct unified development character for industrial and office parks
- Ensure adequate land and infrastructure to support significant industrial and related growth

GROWTH & ANNEXATION

Goal: Support balanced community expansion that focuses on areas surrounding the I-35 interchanges, while ensuring City funding, infrastructure, and utilities can accommodate new growth areas.

Objectives:

- Secure boundary agreements with neighboring municipalities to define future growth areas
- Accommodate new growth through concentrated development patterns and conservation of natural areas
- Prioritize the completion of existing subdivisions and bridging development gaps between established growth areas
- Create a development plan for the Gardner Golf Course that offers several scenarios in response to the management agreement that expires in 2018
- Coordinate with the Board of County Commissioners to coordinate and align growth management policies
- Consider the economic viability of various land uses including residential development, agriculture, and oil extraction

TRANSPORTATION & MOBILITY

Goal: Design a transportation network that provides safe and efficient access for all modes of travel between residential areas, businesses, and civic and recreational facilities while ensuring streets, sidewalks, and trails are well-maintained.

Objectives:

- Work with the Kansas Department of Transportation to assess the viability of redesigning and/or rerouting US-56 to a location outside of Downtown
- Implement a Safe Routes to School Program that allows children to safely travel to local schools by foot or bicycle
- Adopt a Complete Streets policy so future growth and development is safe and accessible for all users
- Make critical pedestrian connections to community facility destinations, including the integration of trails as outlined in the Parks System Master Plan
- Require full sidewalk build-out within a reasonable amount of time (e.g. 2 years) after the beginning of new development
- Develop a strategy to improve existing pedestrian facilities to be compliant with ADA guidelines
- Work with the railroad to improve rail crossing delays throughout the City using improved signalization
- Work with Johnson County to improve access to local and regional public transportation
- Coordinate responsiveness with the Gardner Police Department and local fire protection agencies as new growth and development occurs
- Review potential growth areas for new, rerouted, or reclassified roads

COMMUNITY FACILITIES

Goal: Ensure high quality and dependable public services and facilities including the Public Works and Parks and Recreation Departments, police and fire protection, Gardner-Edgerton Unified School District, Johnson County Library, and other community-based facilities.

Objectives:

- Develop a new Gardner Police and court services facility to support staff and operations, and service the growing and evolving population throughout the community
- As growth occurs, ensure that police staffing adequately serves the needs of the community
- Work in partnership with local fire protection agencies to ensure that existing and growth areas are adequately serviced including the availability of water for fire suppression
- Establish a community center to provide a central location for meetings and events particularly for youth and senior programs
- Foster increased communication and trust building with residents and businesses through a multi-media campaign that includes outreach to faith-based organizations
- Support the Gardner-Edgerton Unified School District in their ongoing efforts to monitor enrollment rates to plan for potential growth and facility expansion
- Consider alternative locations for new infrastructure that would allow for the planting of trees within the parkway to enhance the public streetscape

OPEN SPACE, RECREATION & ENVIRONMENTAL FEATURES

Goal: Create a balanced park system that provides neighborhood, community, and regional parks that are connected through an extensive trail and greenway network.

Objectives:

- Ensure that all residential areas are adequately served by neighborhood and community parks through easements or subdivision regulations
- Assess the viability of a new community center based on the recommendation of the 2009 Park System Master Plan, taking into consideration locational needs, access, cost, and local programming and facility needs
- Use cluster development and conservation design techniques to conserve natural and open space areas for passive recreation and stormwater management
- Update and continue to implement the 2009 Park System Master Plan, acquiring additional parkland and installing new recreational facilities as needed and feasible
- Increase public bicycle and pedestrian access to community facilities through connections to the local trail system
- Maintain the joint use agreements with the Gardner-Edgerton School District to provide additional recreational facilities for residents

COMMUNITY CHARACTER

Goal: Maintain and enhance the traditional character of Gardner while strengthening the regional image of the community.

Objectives:

- Promote Gardner through a multi-faceted branding and marketing strategy
- Partner with the Gardner Historical Society to promote the community's heritage
- Install gateway and wayfinding signage at key locations to help define the City's brand and identity
- Implement a streetscape improvement program to provide a sense of place and identity within key commercial areas, specifically along Main Street, the I-35 interchanges, and the west end of Downtown
- Promote and require landscaping within commercial areas and require the maintenance and screening of parking lots, service areas, and incompatible uses
- Enhance the Johnson County Fairgrounds, including exploring alternative sites, to ensure that the fair continues to be an important part of the City's identity and is compatible with surrounding development
- Continue to host and support the Johnson County Fair as well as additional events and festivals throughout the year

SUSTAINABILITY

Goal: Integrate sustainability measures throughout the City to protect and enhance the natural environment, lower energy demand, and increase healthy living.

Objectives:

- Review building codes and amend as needed to incorporate green building design and construction techniques to better manage energy use, stormwater runoff, and other impacts of development
- Encourage energy conservation by residents and businesses to provide individual cost savings and reduce demand on the City's electrical grid
- Require the use of stormwater best management practices (BMPs) for all new development projects while encouraging similar strategies for existing developments
- Preserve and enhance the City's natural assets such as greenways, wooded areas, Gardner Lake, and the KCPL Prairie Wetland
- Ensure oil extraction processes follow applicable federal, state, and local regulations to protect the health of the natural environment



5 LAND USE & DEVELOPMENT

This chapter of the Comprehensive Plan establishes the fundamental framework for how land should be used and developed over the next several years. The Land Use and Development Plan reflects the broader vision for the community and provides the context for transportation, infrastructure, parks and open space, environmental features, community facilities, and community character recommendations. The chapter is structured to introduce a series of guiding principles, constraints and influences, and land use categories that describe the functional characteristics of the community.



LAND USE INFLUENCES

Gardner has four significant factors that influence future land use and development. While these factors may place some constraints on development potential, they also present future development opportunities.

OIL & GAS WELLS

Gardner's boundaries and areas to the north and west include several planned and active oil and gas wells. In 2013, according to the Kansas Geological Survey, Johnson County produced 307,011 barrels of oil out of 891 wells, and 36,101 barrels of gas out of 35 wells. Active and approved wells outside the municipal boundary may be difficult to prohibit, though the Future Land Use Plan defines the intended use for areas where wells are not currently approved or where wells may expire or be taken off-line over time.



LOGISTICS PARK KANSAS CITY (LPKC) INTERMODAL FACILITY

In late 2013, the Burlington Northern Santa Fe (BNSF) Railway began transitioning routes from Kansas City to the new, state-of-the-art, Logistics Park Kansas City (LPKC) Intermodal Facility in Edgerton. The 1,000-acre development is located adjacent to Gardner's southwestern border. While the facility is a boon for the global supply chain, the facility brings with it heavy truck and rail traffic. Land use development decisions near the facility must consider the impacts of the industrial and warehousing uses that surround and support the LPKC Intermodal Facility.

NEW CENTURY AIR CENTER

The New Century Air Center is a 2,500-acre facility that includes an airport and business park, and defines the eastern border of Gardner. The business park includes more than thirty businesses that specialize in the air industry, light manufacturing, and warehousing. The airport is managed by the Johnson County Airport Commission which reviews development and zoning for areas within one mile of the airport, to ensure they are compatible with airport operations. Future land use surrounding the New Century Air Center must consider airport operation constraints, but can build upon the existing industries located within the business park.

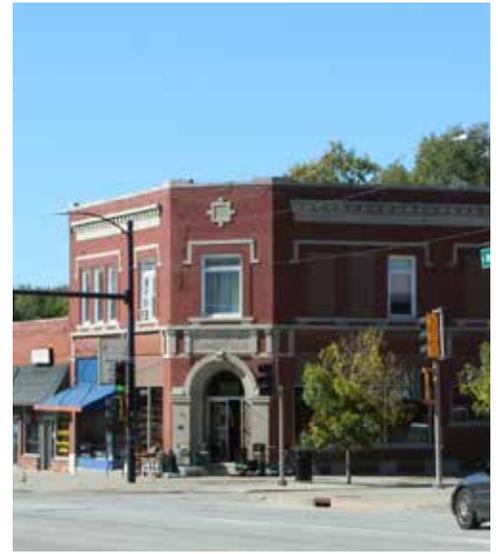


I-35 CORRIDOR

Interstate 35 provides access to Gardner at US-56 and Gardner Road. While these interchanges provide the potential for new growth, the corridor itself serves as a barrier. Future development in the southeast portion of the community must balance development opportunities with challenges related to connectivity for infrastructure and municipal services.

IMPLICATIONS

Each of the factors above have unique influences on the land use and development pattern of Gardner. Both the LPKC Intermodal Facility and New Century Air Center encourage similar light industrial uses to be clustered adjacent to these facilities. The I-35 Corridor and existing oil and gas wells serve as barriers that limit short-term development potential. Given these factors, the land use plan is designed to leverage these influences, creating a land use pattern that balances multiple uses and compliments Gardner's existing and desired land uses.



LAND USE CATEGORIES

AGRICULTURE/RURAL RESIDENTIAL

Agricultural land uses include those with cultivated fields actively used for raising crops, livestock, and other farming related activities, and may include large-lot single family dwellings. Agricultural/Rural Residential land uses are generally located on the periphery of the urbanized area.

LOW DENSITY RESIDENTIAL

Low Density Residential areas primarily consists of detached single family homes. Housing is typically arranged on a local street grid, or as part of a subdivision, and may include local amenities such as playgrounds or gardens that serve residents.

MEDIUM DENSITY RESIDENTIAL

Medium Density Residential areas typically include single family attached homes. Examples include duplexes, triplexes, and town homes. Medium density residential may also include detached single family homes organized on smaller parcels, as cluster development, or as mobile home parks.

HIGH DENSITY RESIDENTIAL

High Density Residential areas consist mainly of multi-family homes, which are defined as structures that contain multiple units, usually stacked vertically and attached horizontally, typically with common hallways and amenities. Examples of high density residential uses include apartment and condominium buildings.

MIXED USE

Mixed Use areas are characterized by buildings that contain multiple uses. Retail, dining, and entertainment uses are ideally suited for the ground floor, while upper floors are best used for offices and residential dwellings. Not every building within a mixed use area is required to have multiple uses, rather, the designation seeks to promote multiple uses within a designated area. These areas are characterized by a mix of uses and development that create vibrant, safe, attractive, and "walkable" pedestrian environments.

COMMUNITY COMMERCIAL

Community Commercial land uses are intended to provide retail and professional services for the everyday needs of the people residing or working in the community. Uses should be limited to those that meet the needs of residents such as grocery and retail stores, restaurants, hotels, professional services, and entertainment venues, as well as office and medical commercial uses. Community commercial uses can be located in stand-alone structures, or as part of a small shopping center with multiple commercial uses.



REGIONAL COMMERCIAL

Regional Commercial uses provide goods and services that may attract users from the greater metropolitan area. Regional commercial areas generally require larger parcels and are best suited for large, big box stores, office parks, and corporate campuses. These areas are best located near interstates and major arterial roads to capitalize on accessibility from areas beyond Gardner.

LIGHT INDUSTRIAL & OFFICE PARKS

Light Industrial facilities involve the manufacturing, processing, storage, and distribution of goods and materials that may have limited effect on surrounding uses. Typically, operations occur indoors, though outdoor storage or distribution may produce negative impacts such as truck traffic and visual and auditory nuisances on nearby uses. However, some light industrial areas may also be suitable for large office parks and corporate campuses.



UTILITY

Utility uses include infrastructure such as pumping stations, treatment plants, and electrical substations that support development throughout the community.

PUBLIC/SEMI-PUBLIC

Public/Semi-Public land uses include governmental, educational, and religious land uses. Governmental uses includes offices, public safety uses, public service agencies, and other uses that are both government-owned and relate to the operation of the City, County, and the local area. Educational uses include elementary schools, middle schools, high schools, and other local K-12 educational institutions, as well as pre-K and daycare facilities. Religious uses include facilities used by a congregation for gathering and worship.



PARK

Parks are designated areas protected from development and maintained by the Parks and Recreation Department, or another entity. Park land uses include neighborhood and community parks, golf courses, and recreational facilities.

OPEN SPACE

Open Space includes areas not designated as an active park, but may contain features such as woods, wetlands, bodies of water, etc. that are important components of the local environment and are unsuitable for development. Open spaces may provide vital flood management, serving as areas for stormwater detention and filtration, as well as opportunities for greenways and natural areas.

SOUTHEAST QUADRANT MARKET DETERMINED GROWTH AREA

The portion of the planning area south and east of I-35 currently includes agricultural or undeveloped land, and represents areas of potential long-term growth for the Gardner community. However, the type and/or timing of development in this area is difficult to predict due to the following factors:

- Limited or unknown market potential for residential, commercial and industrial uses in and around Gardner
- Amount of available property in other portions of the community that have more direct access to transportation systems, infrastructure, and supporting or complementary development
- Challenges and expense related to the extension of infrastructure south and east of I-35 given the limited number of public rights-of-way that cross the interstate corridor

As a result of these factors, it is recommended that emerging market demand and investment yet to be realized help to define appropriate land use in this area. This approach should be guided by the following principles:

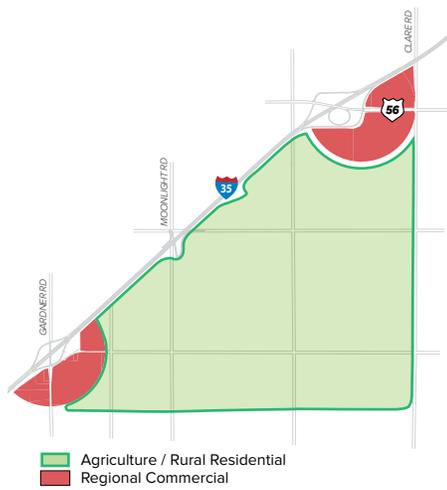
- The City should actively pursue annexation or annexation agreements in this area to ensure long-term benefits are realized by the City of Gardner
- When and where feasible, this portion of the community should be reserved for long-term development; should immediate opportunities arise, other sites throughout Gardner should be explored based on the proposed land use and the infrastructure required to support it
- Prior to making any substantial investments in infrastructure and services to this area, the City should consider market potential for development and prepare an analysis that weighs the costs of additional infrastructure against future revenue potential and other community benefits
- Any development that occurs in this area should be guided by the recommendations included in other chapters of this Comprehensive Plan; these include principles related to appropriate land use relationships, connectivity and multi-modal mobility, open space and sustainability, and community facilities and infrastructure

ANNEXATION OF SOUTHEAST QUADRANT

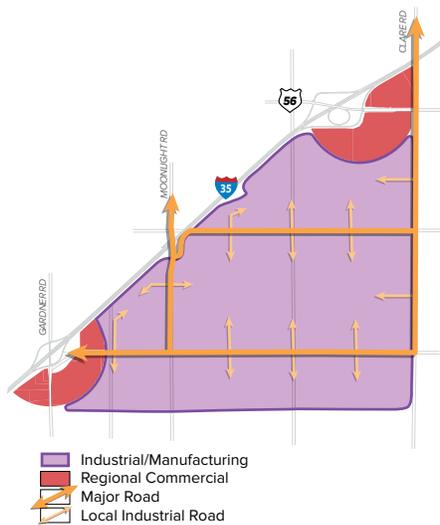
While the previous factors may limit short-term development, the City should be proactive to secure control of the land within the Southeast Quadrant for development over the long-term. This can be accomplished through formal annexation of land and/or annexation agreements with property owners. This will ensure that the City can take full advantage of future development opportunities in the area as they arise.

POTENTIAL SOUTHEAST QUADRANT SCENARIOS

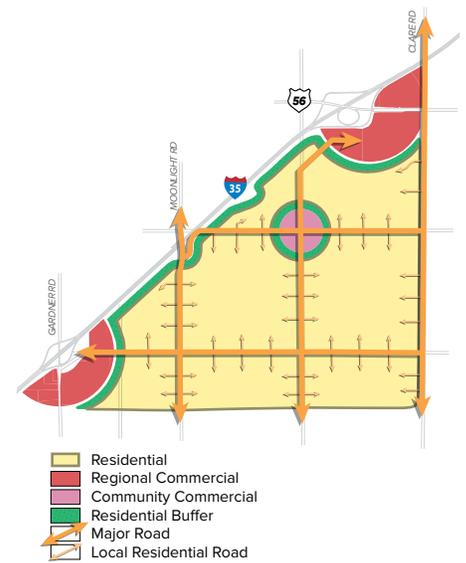
As described previously, the Southeast Quadrant could develop in a number of different ways based on emerging market potential and future development policies. The following scenarios offer guidance for City staff and officials based on a number of potential market trends.



■ Agriculture / Rural Residential
■ Regional Commercial



■ Industrial/Manufacturing
■ Regional Commercial
→ Major Road
→ Local Industrial Road



■ Residential
■ Regional Commercial
■ Community Buffer
■ Residential Buffer
→ Major Road
→ Local Residential Road

Agricultural Preservation

This scenario assumes that limited market potential, other available properties, and the expense of infrastructure expansion will limit development in this area. In order to capture the greatest benefit from local community and economic development potential, the City should proactively focus investment in other portions of the community so that development can maximize the value of existing infrastructure and services, and create more cohesive residential, commercial, and industrial areas.

Industrial & Distribution Development

This scenario assumes that the demand for industrial and distribution development will expand beyond the area adjacent to the Logistics Park Kansas City Intermodal Facility. Should this occur, development should be guided by recommendations of this Comprehensive Plan related to industrial development. These include well-planned industrial parks with internal roadway networks, attractive building and site design that convey an image of innovation, stormwater management practices that minimize the risk of flooding, office park design that respects and preserves environmental features, and appropriate infrastructure development that accommodates vehicular traffic and telecommunications systems necessary to support industrial activities.

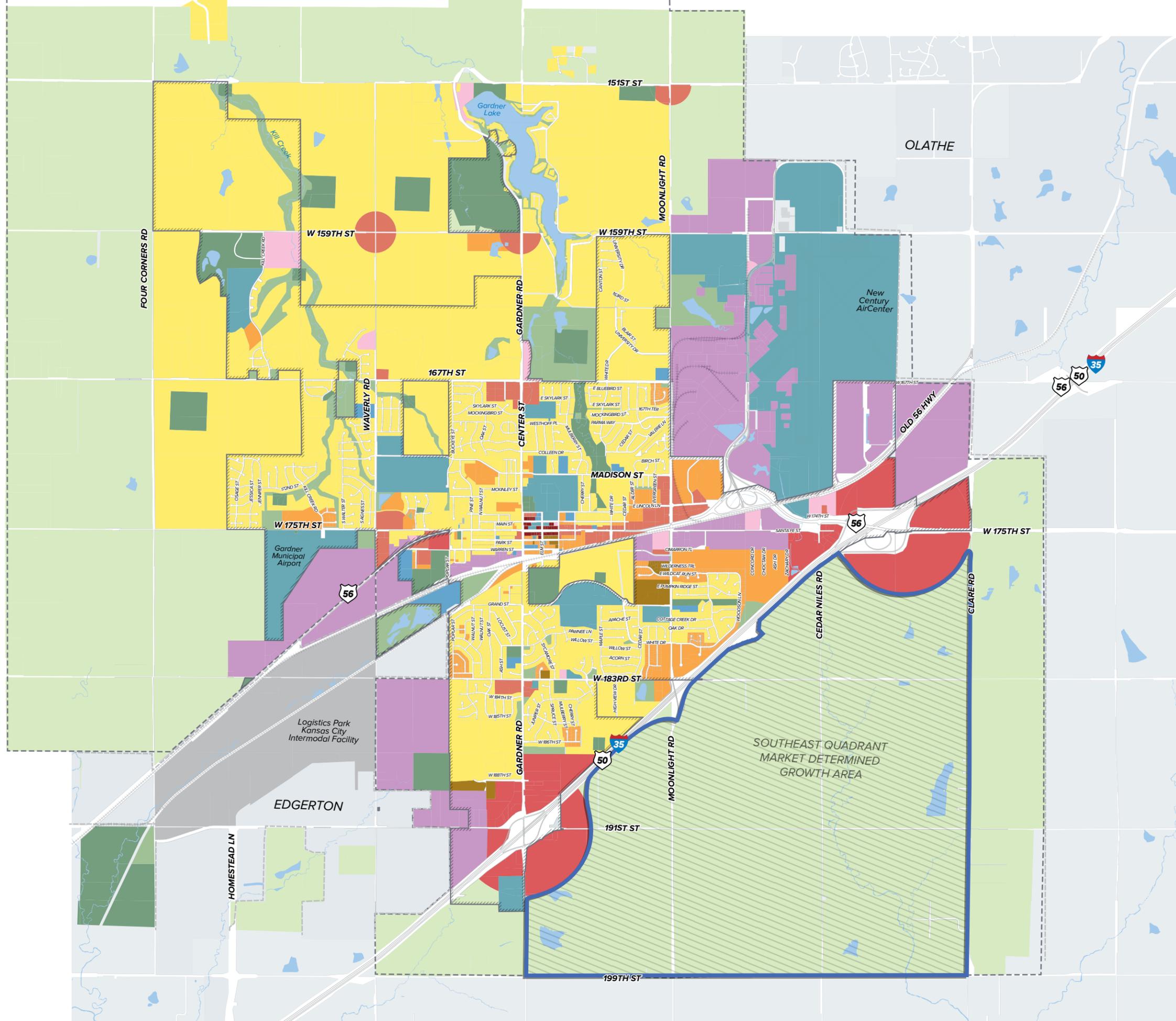
Residential Neighborhood Development

This scenario assumes that the predominant market for this area will be for residential uses. In order to ensure that such investment offers the greatest benefit to the community, development should reflect the recommendations for other residential growth areas in Gardner. These include incremental growth that connects logically to infrastructure and transportation systems, patterns of growth that are sensitive to important environmental features, the integration of local parks and open spaces, street patterns and public streets that reflect the character of Gardner, and a broad range of housing that meets the evolving demand of the community.

It should be noted that the final outcome could represent a hybrid of these scenarios. In this case, development should reflect the recommendations of this Comprehensive Plan related to buffering and screening between land uses, minimizing the impacts of industrial and commercial traffic on residential areas, and the integration of open spaces and trails that provide access between residences, jobs, and local goods and services.

CITY OF GARDNER LAND USE PLAN

- Agriculture/Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Downtown Mixed Use
- Community Commercial
- Regional Commercial
- Light Industrial & Office Park
- Open Space
- Parks & Recreation
- Public/Semi-Public
- Utility
- Southeast Quadrant Market Determined Growth Area
- Municipal Boundary
- Planning Area





RESIDENTIAL AREAS PLAN

Gardner's neighborhoods and quality housing are defining attributes of the City's character and identity. Based on community feedback throughout the outreach process, and building upon the Land Use Plan, this Residential Areas Plan provides policies and recommendations that aim to reinforce the positive character of neighborhoods throughout the City.

This section categorizes Gardner's residential areas into three types:

- Traditional
- Contemporary
- New Growth

Each of these residential areas face unique challenges and opportunities. The Residential Areas Plan considers the unique characteristics in these areas, and aims to achieve the community's goals of providing high quality neighborhoods that satisfy demand for a broad type of housing.

TRADITIONAL RESIDENTIAL AREAS

Gardner's Traditional Residential Areas include those located near Downtown and near Gardner Lake. Single family residences are the predominant housing type. In the area around the Downtown, the housing stock dates back to the early 1900's and is arranged in a traditional grid pattern with alleys. However, structures around Gardner Lake were built in the early to mid-twentieth century and have been altered with renovations and additions to serve as year-round residences. Despite the differences, these portions of the community are facing many of the same challenges.



MAINTENANCE

Many of the structures within the Traditional Residential Areas are close to a century in age, with some more than 100 years old. Several of these structures are in need of maintenance and upkeep. In order to support these areas, the City should implement the following actions:

- Actively enforce City codes related to maintenance and appearance with the intent of encouraging investment that brings structure into compliance
- Partner with local lending institutions to support low-interest loans that result in investments that address code compliance issues and/or maintain property values
- Consider partnerships with local volunteer programs for maintenance assistance for low income and elderly residents
- Support existing neighborhood organizations, and the creation of new ones that provide support and efficiencies of scale related to the maintenance of properties and public spaces

REINVESTMENT & RENOVATION

Traditional Residential Areas, especially those near Downtown, include housing of a modest size. While this provides affordable housing for entry into the ownership market, it also requires renovation to modernize units with contemporary amenities. In order to promote reinvestment in Traditional Residential Areas through renovations and updates, the City should:

- Review the Gardner Design Standards and amend them as necessary to allow rehabilitation and remodels of residential structures that are consistent with the existing neighborhood character
- Consider partnerships with local lenders to offer low-interest home improvement loans
- Work with local designers and contractors to develop a pattern book that illustrates appropriate ways to integrate additions and new amenities

COMMUNITY CHARACTER

Traditional Residential Areas convey a unique community character that contributes to the overall identity of Gardner. This character is defined by the housing stock, public realm, high level of walkability, and access to nearby commercial land uses. In order to maintain the character of these areas, the City should implement the following strategies:

- Preserve existing parkway trees and replace them as needed with species that will be resilient to disease and anticipated climate change
- Implement a sidewalk infill program to create a comprehensive pedestrian network including crosswalks and curb cuts that are ADA compliant
- Review and amend the Landscape Ordinance to require industrial and commercial areas to provide and maintain landscaped buffers and screening between residential areas if such uses are located across a public right-of-way and if the residential parcel already includes screening
- Continue to use alleys where they exist to support utilities and service operations



Vegetation provides a buffer between residential areas and adjacent roads.

CONTEMPORARY RESIDENTIAL AREAS

Contemporary Residential Areas include newer, more modern housing stock that are generally part of planned subdivision developments. These areas provide a variety of housing types from single family detached and attached homes, to multi-family structures. Contemporary Residential Areas are generally built-out with an established design character, but may also include incomplete subdivisions. Many neighborhoods within this category are identified by gateway signs and were built during the housing boom of the 1990's and early 2000's. Contemporary Residential Areas are generally well-maintained and provide quality middle-market housing in Gardner. In order to preserve their character, the City should consider the following actions.

BUFFERING

The Gardner Design Standards and Landscape Ordinance both require landscape buffers and screening between land uses and around property perimeters. However, many of Gardner's existing residential subdivisions were built before the adoption of these requirements, resulting in a lack of landscape buffers and/or poor maintenance. In order to ensure future development has adequate visual buffers between different land uses and along public rights-of-way, the City should consider the following actions:

- Review and amend the Gardner Design Standards and Landscape Ordinance to ensure requirements for residential areas provide and maintain adequate buffering and screening from arterial and collector streets
- Ensure emerging commercial and industrial uses adjacent to established residential areas maintain adequate landscaped buffers

CHARACTER PRESERVATION

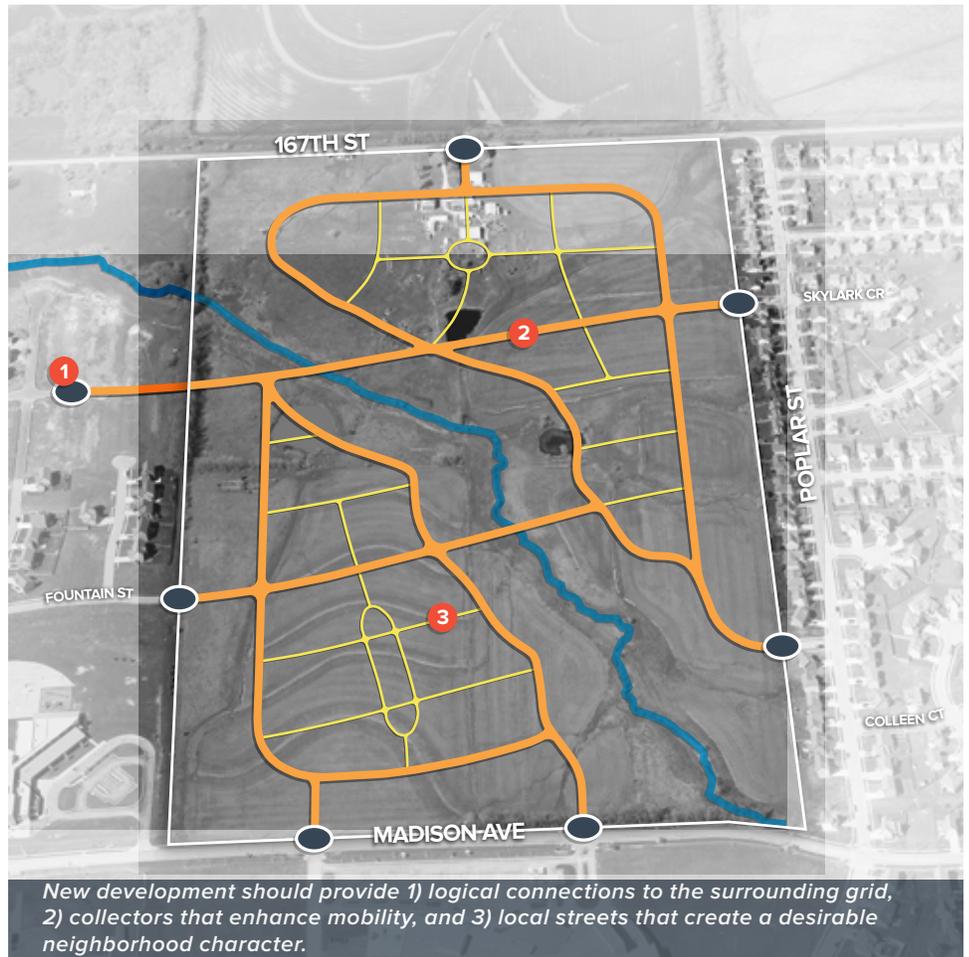
Neighborhoods within the Contemporary Residential Areas are generally in good condition with a high level of property maintenance. Ongoing upkeep and neighborhood improvement projects will assist with maintaining property values and preserve community character. In order to maximize the likelihood of this, the City should implement the following actions:

- Encourage private tree planting to enhance Gardner's tree canopy, especially in front yards near the public right-of-way where they will create a sense of enclosure for neighborhoods streets as they mature over time
- Reinforce neighborhood identity by supporting or requiring the installation and maintenance of subdivision entry signs and decorative landscaping
- Continue to monitor the condition of Contemporary Residential Areas and enforce applicable codes and standards that will ensure neighborhood deterioration does not become an issue
- Develop landscaping and property maintenance requirements for prefabricated homes to ensure they blend with surrounding residential development

LOCAL MOBILITY

Contemporary Residential Areas are part of a well-connected street and sidewalk network that provide access and mobility to all parts of Gardner. In order to enhance the existing network, the City should implement the following:

- Implement a sidewalk infill program that includes pedestrian through-access, connecting residential subdivisions through footpaths and trails
- Where feasible, utilize undeveloped areas or floodplains as green connections that support stormwater movement, trails, and wildlife migration through neighborhoods
- Ensure incomplete subdivisions provide safe roadway, sidewalk, and/or trail connections to the existing transportation network



NEW RESIDENTIAL GROWTH AREAS

New Residential Growth Areas include undeveloped land that provides a “clean slate” for future residential development. Gardner is projected to grow in terms of both its residential population, and its employment opportunities; the New Residential Growth Areas represent an opportunity to create a full spectrum of housing options for a range of income levels.

NEIGHBORHOOD CHARACTER

New development has the opportunity to contribute to and enforce the City’s existing character and identity. As the City subdivides new portions of the community for residential development, it should implement the following actions:

- Ensure new development meets the requirements in the Zoning Ordinance and Landscape Ordinance, providing flexibility where necessary to accommodate a variety of housing types and intensities
- Ensure the character of new residential areas are compatible with existing neighborhoods and reflect the intended character of Gardner in terms of block size and configuration, housing scale and architecture, and design of the public realm
- Work closely with residential developers to encourage local development patterns that provide a variety of housing types and allow aging residents to “downsize” and stay in the neighborhood or subdivision

CONNECTIVITY

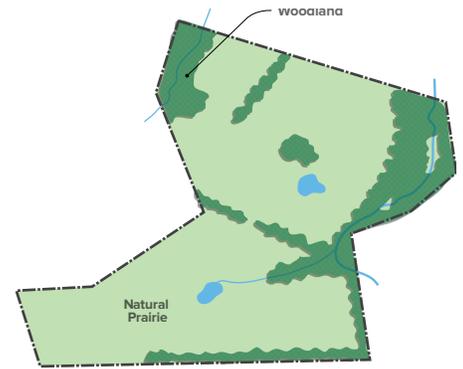
New Residential Growth Areas should serve as an extension of the existing City's transportation and infrastructure network. As development occurs, new residential neighborhoods should connect seamlessly to the existing community through roadways, sidewalks, and trails. As new residential development projects are proposed, the City should:

- Coordinate public street design and infrastructure to promote streetscapes that allow for trees to be planted in the parkway
- Minimize cul-de-sacs and dead end streets in order to maximize local access and circulation
- Require pedestrian connections to adjacent streets and neighborhoods at the terminus of all new cul-de-sacs
- Require New Residential Growth Areas to integrate trails within their design and provide connections to the existing trail network
- Require developers to construct full sidewalk build out as part of Phase I residential development

OPEN SPACE PRESERVATION & CONSERVATION DESIGN

New Residential Growth Areas provide a tremendous opportunity to create a development pattern that integrates unique natural elements, manages flood and stormwater, and creates public amenities. The existing Gardner Greenway is considered a community asset by residents, and serves as a model for how the City can create additional greenways and open space areas throughout the City. In order to maximize and preserve open space as development occurs, the City should implement the following:

- Require and incentivize conservation design and cluster development that preserves sensitive natural areas by allowing greater development density in other portions of the site
- Integrate stormwater detention areas and corridors in order to effectively mitigate the impacts of flooding
- Require trails, useful open spaces, and parks throughout new development areas through dedications and easements set aside as part of the development review process
- Utilize environmental features, topography, and natural areas, to guide development, and shape the potential development area of residential sites



Sample Development Site



Traditional/Conventional Subdivision



Conservation Subdivision

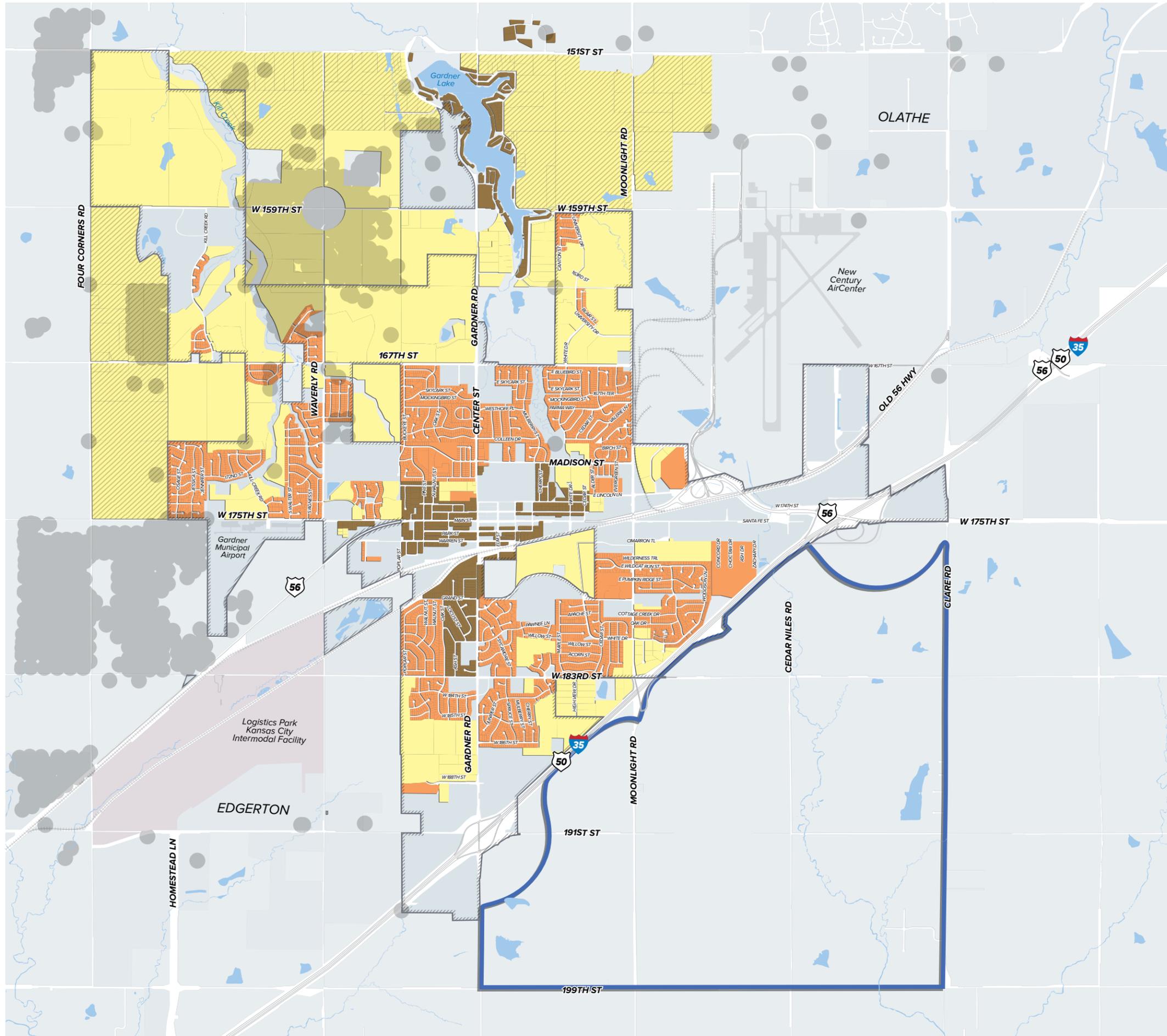


OIL & GAS MINING

As described earlier, there are several portions of the planning area where oil and gas extraction are on-going or planned. However, the duration and economic viability of these operations are largely unknown, and may vary greatly in different portions of the planning area. Active and approved wells outside the municipal boundary may be difficult to prohibit. However, as drilling sites come off-line, they should be properly capped and developed according to the underlying future land use designation as market potential dictates.

LONG-TERM GROWTH AREAS

The Future Land Use Plan identifies residential areas large enough to absorb future population growth for the next several decades. However, many of the New Residential Growth areas lie on the fringe of the planning area and are disconnected from the rest of the community. This Residential Area Plan identifies portions of the community that should be reserved for long-term residential growth. Short-term opportunities for community development should be focused in other areas of the community that are closer to existing public services, served by or easily connected to existing infrastructure, and provide the opportunity to fill in gaps in the urbanized footprint.



CITY OF GARDNER RESIDENTIAL AREAS PLAN

- Traditional
- Contemporary
- New Growth
- Long-Term Growth
- Oil & Gas Wells
- Southeast Quadrant Market Determined Growth Area

Residential Growth Capacity

The table below summarizes the residential growth capacity based on the Future Land Use Plan. Assumed densities and household sizes reflect residential development patterns and demographics that are consistent with recent neighborhood investment in the community. The short-term growth areas should be the priority for new development, and can accommodate the projected growth identified by the Mid America Regional Council. The long-term growth areas should be preserved as agricultural uses until short-term growth areas are built out.

GARDNER RESIDENTIAL GROWTH CAPACITY ANALYSIS

New Growth Type	Area (acres)	Assumed Density		Number of Housing Units		Assumed Household Size	New Population Capacity	
		Low	High	Low	High		Low	High
Priority Growth Areas	2,889	4.0	6.0	11,556	17,335	2.7	31,202	46,803
Long-term Growth Areas	1,721	4.0	6.0	6,884	10,326	2.7	18,587	27,880
Southeast Quadrant	2,933	4.0	6.0	11,731	17,596	2.7	31,673	47,509

2010 Population	19,123	19,123
Priority Area Population Capacity	50,923	66,822
Long-term Population Capacity	69,510	94,703
Long-term Population Capacity including Southeast Quadrant	100,585	141,316



COMMERCIAL AREAS PLAN

Gardner’s commercial areas provide vital goods and services to residents and visitors, include public areas for community events and gathering, and generate significant tax revenue that funds municipal services and infrastructure. They also play a significant role in the image and identity of the City.

Commercial areas in Gardner are generally located along US-56/Main Street, Moonlight Road, and around the I-35/US-56 interchange. This section of the Comprehensive Plan recognizes the varying physical and market characteristics of the different commercial areas and categorizes them into four types:

- Downtown Mixed-Use
- Main Street Corridor
- Community Commercial
- Regional Commercial

It provides policy recommendations to guide reinvestment in existing commercial areas, and ensures future development is reflective of broader community goals.

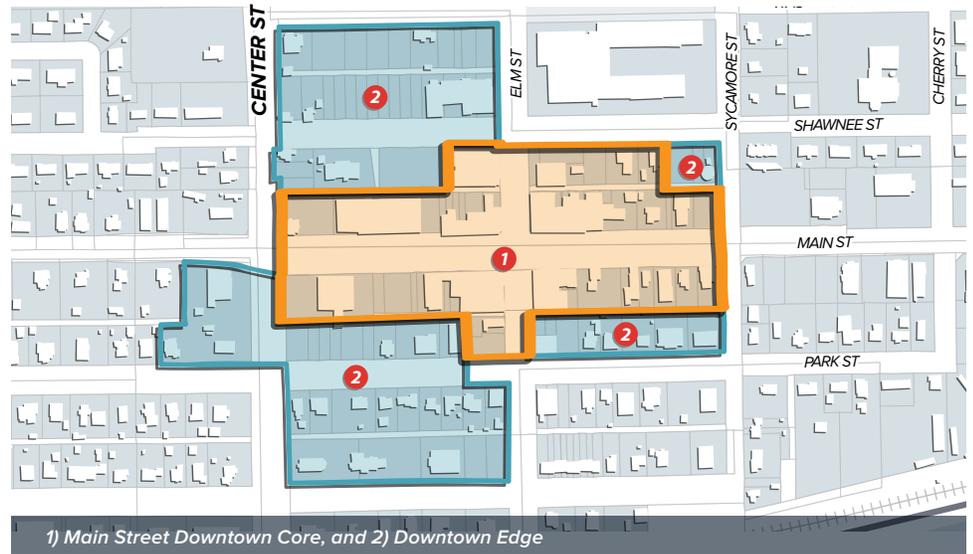
DOWNTOWN MIXED-USE

Downtown serves as the historic core and center of civic activity for Gardner. The area is anchored by City Hall and includes the Johnson County Library, Senior Center, and historic Bray House. While Main Street serves as the primary east-west corridor, the boundaries of Downtown extend north to Washington Street, south to Warren Avenue, and to the east and west by Sycamore Street and Center Street, respectively. A vibrant downtown environment should build upon a mix of retail restaurant, office, and residential land uses, pedestrian-friendly streets, and attractive buildings and architecture.

MAIN STREET CHARACTER

As the primary thoroughfare through Downtown, Main Street plays a significant role in conveying the image of the City center, and the community as a whole. This area should continue to accommodate mixed-use or commercial development that is built to the front property line and pedestrian friendly in terms of façade design, massing, and streetscape. Between Sycamore and Center Street, the early 1900's traditional architecture establishes a streetwall that helps to define the space and provide the framework for a pedestrian-oriented environment. However, this streetwall is soon broken by surface parking lots and inconsistent front setbacks. Future development and design of Downtown should consider the following actions and policies:

- Work with property owners to procure funding for the rehabilitation of structures and facades in Downtown
- Maximize the use of underutilized portions of the public realm for landscaping, wayfinding signage, historic markers, benches, and other streetscape amenities
- Explore opportunities to reconfigure Main Street to accommodate more substantial streetscape elements including medians, reconfigured parking, and new traffic patterns for a more pedestrian- and business-friendly Downtown
- Continue to use alleys to host utility operations, allowing Main Street to remain clear of utility poles and lines
- Support the creation of a business improvement district to help fund public realm maintenance, marketing, events, security, and beautification projects
- Modify development regulations to ensure that commercial properties provide adequate screening against nearby residential properties
- Conduct a historic survey of Downtown and the surrounding residential neighborhoods to reestablish a Downtown Enhancement District



DOWNTOWN EDGE

The periphery of the Downtown includes a variety of uses, including parking lots that support uses on Main Street, secondary commercial activities, government or civic uses, and varying densities of residential development. Development in this area should continue to support the Downtown as a whole by through the following actions:

- Support a variety of housing types that meet market demand and provide easy access to Downtown uses for a large number of residents
- Ensure development regulations address the impacts of Downtown uses on residential areas, including parking, access, building design, utility screening, etc.
- Utilize vacant lots as an opportunity to increase the residential population close to the Downtown
- Require development to reflect the character of the Downtown area through attractive building design and architectural materials
- Provide pedestrian connections to the Main Street area and surrounding neighborhoods to support multi-modal access to Downtown

PARKING MANAGEMENT

Parking is an important component in many commercial areas, allowing access to local shops and restaurants. However, the location and configuration of surface parking lots are often detrimental to the desired character of Downtown. In order to balance the goals of providing sufficient parking capacity and maintaining a traditional Downtown character, the City should implement the following strategies:

- Develop or screen existing surface parking lots that front on Main Street or adjacent uses
- Use alleys for access to parking areas
- Work with property owners to relocate parking lots that currently front on Main Street to rear portions of the block so that Main Street frontage can be redeveloped with buildings that reinforce the desired character
- Periodically conduct parking surveys that assess the capacity and location of Downtown parking relative to demand at different times of the day and week
- Encourage shared parking agreements between Downtown tenants or for special events (i.e. use of bank parking during weekend events or festivals)



Curb cuts are frequent along Main Street

MAIN STREET CORRIDOR

The Main Street corridor includes commercial properties along US-56/Main Street from Moonlight Road to Sycamore Street. This corridor serves as the gateway into Gardner, though the fragmented development pattern and surface parking frontage create a commercial environment that lacks cohesion and character.

Recommendations within this section complement those within the US-56 Corridor Management Plan.

ACCESS MANAGEMENT

Multiple curb cuts and parking lots along the Main Street corridor reduce the efficiency of the roadway network, and result in a high number of conflict points. Access management principles can be used to enhance access to local uses, and support multi-modal mobility. The City should consider the following access management strategies:

- Encourage the use of cross-access between adjacent lots that would enhance circulation without reliance on turning movements on Main Street
- Prioritize access to parking areas from side streets and alleys rather than from Main Street
- Work with property owners to consolidate or remove excessive curb cuts to individual properties
- Review development regulation related to parking to ensure that required on-site capacity does not create undue strain, especially within the context of other regulations related to landscaping, access, required yards, and buffers against other land uses
- Allow for and encourage shared parking agreements between uses whose parking demand occurs during different times of the day or week

CHARACTER

As the gateway into Gardner, the character of Main Street plays an important role in Gardner's overall image and identity. Currently, the wide street cross-section and unscreened parking lots are the predominant visual elements of Main Street. Though they are often set back from the street, the design and orientation of buildings on Main Street have a significant impact on the character of Gardner. In order to foster a vibrant commercial corridor, and have Main Street serve as a positive entrance into Gardner, the City should implement the following strategies:

- Actively enforce municipal ordinances to ensure that structures and landscaping are properly maintained and in compliance with development and building codes
- Review and amend sign regulations as appropriate to require signage that is attractive, integrated into building and landscape design, and consistent with the desired character of the Main Street corridor
- Work with property owners to install parking edge landscaping and trees to decrease the visual impacts of surface parking lots
- Work with KDOT to assess the viability of, and implement a reconfigured Main Street that would maintain traffic flow, enhance vehicular safety, and create additional space for sidewalks, bicycle lanes, and/or landscaping areas

INVESTMENT & REDEVELOPMENT

Redevelopment along Main Street is inhibited by small commercial lots and a close relationship to surrounding residential areas. In order to appropriately manage this relationship and maximize opportunities for investment and redevelopment, the City should implement the following actions:

- Support investment in existing commercial structures and sites through the development of a façade enhancement program, business improvement district, the pursuit of outside funding, or other policy and funding alternatives
- Identify areas where commercial development on the north side of Main Street can encroach north, to Shawnee Street, by redeveloping compromised or vacant residential structures, and amending zoning regulations to require significant screening where the future commercial development may back up to existing residential lots
- Work with property owners and developers to identify opportunities to assemble lots to create more substantial redevelopment sites that can better accommodate larger building footprints, on-site parking and circulation, landscaping, and required yards



Investment in Main Street commercial uses will help stabilize the traditional city center



COMMUNITY COMMERCIAL

Community Commercial areas consist of smaller commercial nodes that are intended to meet the needs of residents. Community Commercial areas are generally located within or adjacent to neighborhoods and may consist of stand-alone structures, or small shopping centers with multiple commercial uses.

MULTI-MODAL ACCESS & CIRCULATION

Community Commercial areas should be well-connected to the surrounding community to ensure that the goods and services provided are easily and safely accessible. However, many commercial developments in Gardner are difficult for pedestrians to access. For example, residents that live north of Moonlight Commons must walk south, past the development, in order to safely cross Moonlight Road to reach its shops and restaurants.

To ensure that automobiles, bicycles, and pedestrians can access Community Commercial areas, the City should implement the following strategies:

- Encourage cross access between adjacent commercial uses to reduce traffic on City roads
- Limit the number of curb cuts to increase pedestrian safety and reduce points of conflict
- Make additions to the existing street system to create a safe, efficient, and connected roadway network
- Work with KDOT and Johnson County to install pedestrian crossing infrastructure at signalized and unsignalized intersections including painted crosswalks, pedestrian walk signals and countdown timers, signal phasing that provides adequate time for pedestrians to cross the roadway, and vehicle warning systems that reinforce the presence of pedestrians
- Ensure commercial areas integrate pedestrian and bicycle connections to adjacent neighborhoods
- Modify zoning regulations to require on-site sidewalks and bicycle parking that provide connections to the public sidewalk and trail networks

CHARACTER

Due to their location near residential areas, the character of Community Commercial areas can have a profound impact on the surrounding residential neighborhoods. Moonlight Commons serves a positive example of a well-designed Community Commercial district that complements near-by residential areas. In order to ensure that emerging Community Commercial areas follow similar high quality architectural design, the City should do the following:

- Ensure new development meets the requirements in the Gardner Design Standards and Landscape Ordinance
- Modify sign regulations to ensure that shopping centers provide signage that is orderly and compatible with the design of other structures and landscaping on the site
- Encourage the use of residential building materials and forms that are compatible with surrounding neighborhood development
- Minimize the impacts of commercial development on residential areas by requiring the screening of dumpsters and service bays, appropriate locations for HVAC infrastructure, and lighting that mitigates overflow and pollution

REGIONAL COMMERCIAL

Regional Commercial areas are located near I-35 interchanges, and capitalize on accessibility from areas beyond Gardner. These areas generally include big box, name brand stores that have the potential to generate high volumes of traffic. Regional Commercial areas often include large anchor tenants that support the market for smaller local businesses.

SITE PLANNING & PLACEMAKING

The traditional layout of Regional Commercial uses includes significant setbacks containing large surface parking lots. This auto-oriented site configuration represents a missed opportunity to instill an attractive local character, and create places that encourage patrons to stay in Gardner and take advantage of other stores or activities. To further strengthen regional commercial areas and promote a better shopping experience, the City should execute the following actions:

- Modify zoning and subdivision regulations to require development to site buildings in such a way that they create internal “streets” that are attractive and comfortable for pedestrians
- Use building siting to create plazas and open spaces that are fronted by active commercial façades
- Integrate public amenities such as small parks and trails into Regional Commercial developments
- Ensure new development meets the requirements in the Gardner Design Standards and Landscape Ordinance

ACCESS MANAGEMENT

Regional Commercial areas typically have large surface parking lots with multiple curb cuts to serve as access points.

However, a well-functioning internal cross access network minimizes the need to utilize arterial and collector roads in order to travel to an adjacent use, and can enhance bicycle and pedestrian mobility throughout the area. In order to support these goals, the City should:

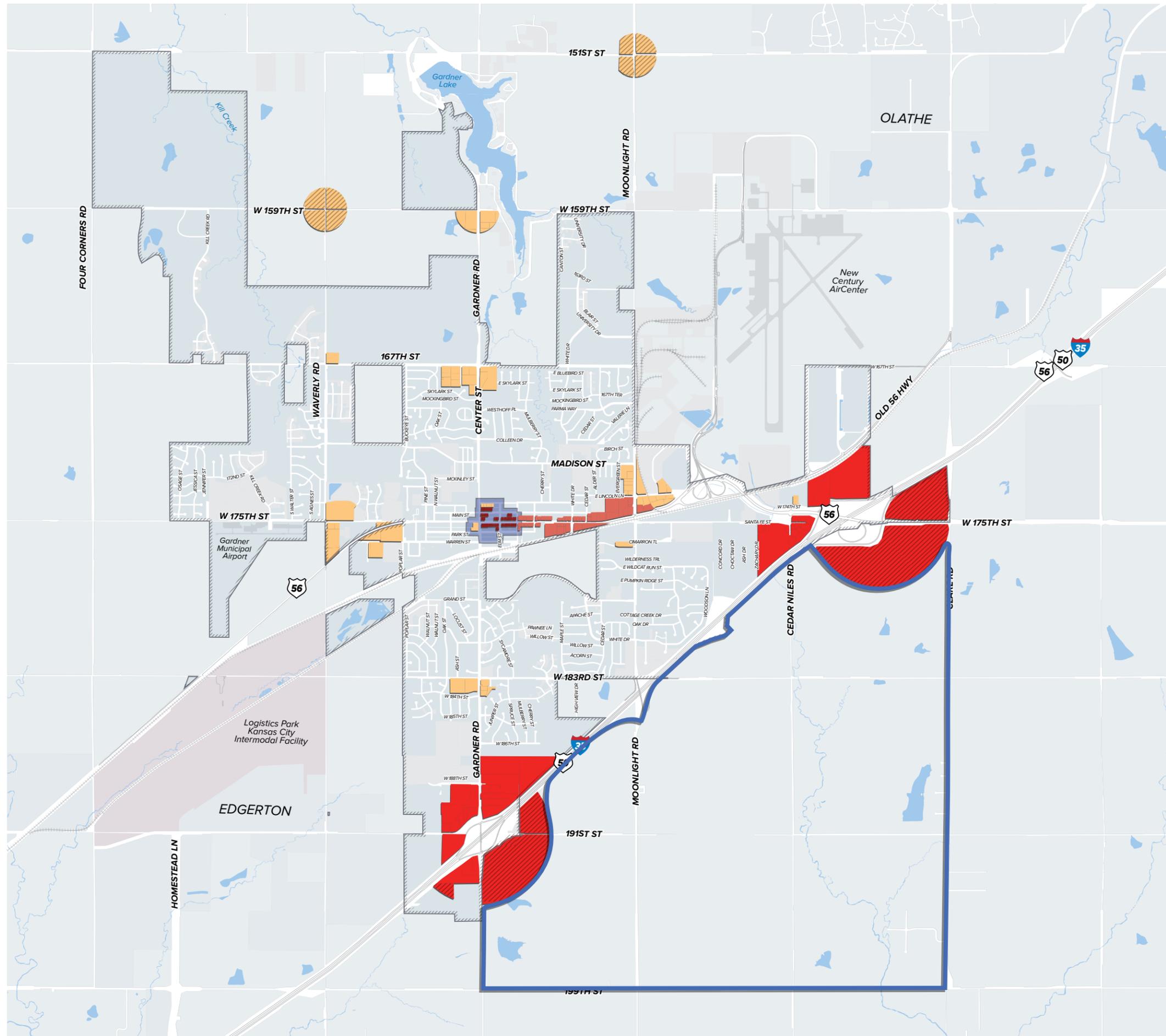
- Require multi-tenant commercial developments to include a coordinated internal circulation network as development proposals and site plans are being prepared
- Review and amend the Gardner Design Standards to include provisions for pedestrian walkways through parking areas, connections to the public sidewalk network, and bicycle lanes and storage areas that are appropriately placed to enhance access to local uses
- Install pedestrian crossing infrastructure at intersections and access points that may include painted crosswalks and vehicle warning systems to reinforce the presence of pedestrians
- Prioritize development near the I-35 interchanges to provide convenient access for vehicular traffic

LONG-TERM GROWTH AREAS

The Future Land Use Plan identifies some commercial development areas that lie far beyond existing development or points of significant access. These areas are more likely to develop as other long-term investment occurs in the surrounding area. Short-term commercial investment should be focused in other portions of the community where infrastructure already exists, and where supporting residential and industrial development support the market for such development.

CITY OF GARDNER COMMERCIAL AREAS PLAN

- Regional Commercial
- Downtown Mixed Use
- Main Street Corridor
- Community Commercial
- Long-Term Growth
- Southeast Quadrant Market Determined Growth Area
- Downtown Gardner





Gardner includes a diverse mix of industrial uses including warehousing and distribution operations related to the Logistics Park Kansas City Intermodal Facility, freight and corporate uses located around the New Century AirCenter, and local industry built along the original rail corridor. The Industrial and Office Areas Plan seeks to support existing and future industrial and office park development, while minimizing potential negative impacts on municipal services and other uses in Gardner.

Industrial uses within Gardner primarily include light manufacturing, general office, and distribution. The City has an opportunity to strengthen and grow its industrial base by capitalizing on several well-established and emerging manufacturing and office park areas, each with unique advantages and assets. This section of the Comprehensive Plan identifies strategies aimed at maximizing the potential of these areas.



NEW CENTURY INDUSTRIAL AREA

The 2,500-acre New Century Air Center includes both a regional airport and business park located at the eastern border of Gardner. The business park hosts more than thirty businesses, some of which have access to active rail spurs. With direct access to I-35 from New Century Parkway, the location and surrounding areas are ideal for additional light manufacturing businesses, warehousing operations, and corporate business parks.

SITE PLANNING & DESIGN

New Century's location and visibility as the eastern gateway to Gardner, amplify its role in defining the character and identity of the community. Building upon existing development with attractive new investment can reinforce the positive image and aid in recruiting new businesses and employees. The large, undeveloped parcels within and around the New Century Air Center provide an opportunity to design well-planned business and industrial parks. Since the airport and industrial center are not within the Gardner's regulatory purview, the City has limited capacity to control development in this area.

However, there are several actions the City can take to maximize benefits to the community, including:

- Work with local property owners and managers of the New Century Industrial Park to establish local landscaping and architectural standards that are consistent with the City's Industrial Area Airport Overlay District
- Coordinate near-term and long-term infrastructure improvements and service fees to appropriately accommodate anticipated development in the New Century Industrial Park
- Collaborate with the Johnson County Airport Commission, businesses and Industrial Park managers to establish a unified marketing campaign that highlights opportunities for local industrial and office development, supporting amenities (i.e. hotels, entertainment, etc.), and community assets that would serve to attract visitors and potential employees

LAND USE & AMENITIES

In order to attract skilled and young professionals, the New Century area must be equipped with amenities that can provide for the many needs of area employees. Because the area is suited for both light industrial and business offices, the City should implement the following strategies to cater to the mix of employees and industries:

- Support the development of restaurants, shops, and other employee-based amenities between the New Century Industrial Park and Main Street
- Encourage on-site trail connections that link to local and regional trail networks throughout the Gardner planning area



INTERMODAL INDUSTRIAL

Located in Edgerton but adjacent to Gardner's southwestern border, the Logistics Park Kansas City (LPKC) Intermodal Facility serves as a 1,000-acre intermodal anchor for surrounding warehousing and distribution development. While the LPKC Intermodal Facility itself is not within Gardner city limits, the City can take advantage of its close proximity to the facility by encouraging complimentary uses near the site.

In order to support future industrial development in the Intermodal Industrial area, the City should consider the following actions:

- Annex emerging industrial corridors that are well-positioned to take advantage of the LPKC Intermodal Facility
- Establish a long-term capital improvement plan to provide appropriate infrastructure to future industrial development areas
- Review and amend the municipal code to require additional landscape buffers and screening where industrial areas abut residential uses, streams, and floodplains
- Install streetscape along major arterials in order to convey a positive image throughout all areas of Gardner
- Safely integrate trail connections within industrial and warehousing developments
- Designate local truck routes to maximize access to interstates and minimize impacts of truck traffic on residential neighborhoods



LOCAL INDUSTRIAL

Gardner includes several smaller pockets of manufacturing and light industrial operations that have a close relationship to adjacent residential or commercial areas. Many of these industrial areas represent the oldest industrial development in the City as they are located along the original rail corridor. These areas require unique strategies to ensure that they remain vital, and do not negatively impact nearby uses.

IMPACT MITIGATION

Several Local Industrial areas are located at the edge of residential neighborhoods. Industrial areas can negatively impact residents through issues of noise, light, and other nuisances associated with industrial operations. To mitigate potential impacts of local industrial areas, the City should:

- Where possible, encourage and support relocation of industrial uses, especially ones that are no longer reliant on rail access, and identify funding sources related to site clean-up and redevelopment
- Review and amend the Landscape Ordinance to require industrial areas to provide landscaped buffers and screening between residential areas, if such uses are located across a public right-of-way and if the residential parcel already includes screening
- Require outdoor assembly and storage areas to be screened or enclosed
- Require appropriate siting and screening of truck loading docks to minimize visual impacts and idling noise
- Designate and enforce local truck routes to minimize impacts of industrial traffic on residential neighborhoods

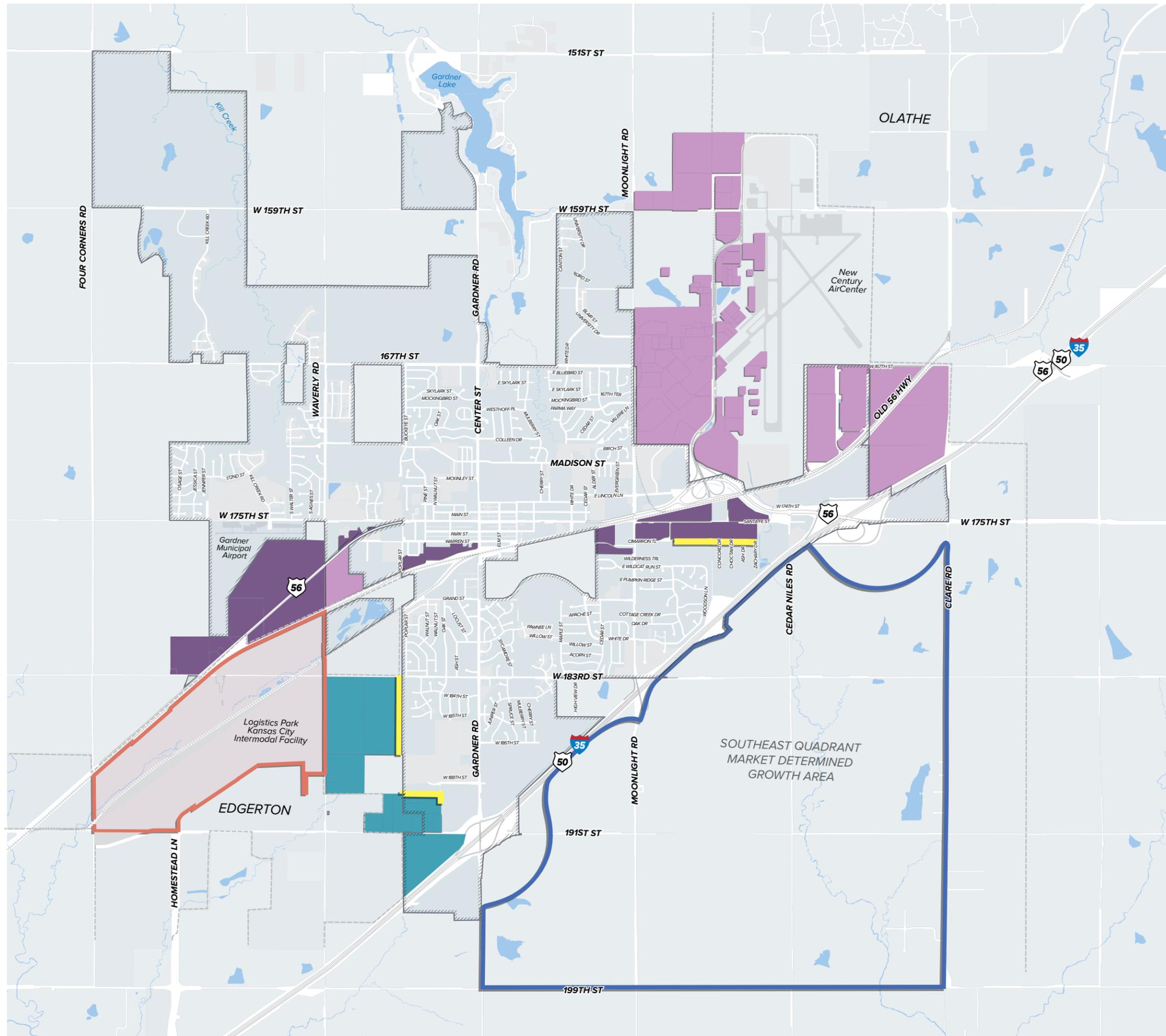
INDUSTRIAL BUFFERS

Areas of the Land Use Plan include light industrial areas that are sited adjacent to residential areas. In order to mitigate potential impacts of new industrial development to residential neighborhoods, these industrial areas require a higher level of buffering. To reduce impacts to residential areas, the City should:

- Create wide green space buffers between industrial and residential areas
- Consider utilizing industrial buffers as neighborhood greenways and/or public open space areas

CITY OF GARDNER INDUSTRIAL AREAS PLAN

- New Century Area - Office/Industrial
- Inter-Modal Industrial
- Local Industrial
- Logistics Park Kansas City Intermodal Facility
- Southeast Quadrant Market Determined Growth Area
- Buffering
- Municipal Boundaries





6 TRANSPORTATION & MOBILITY

Gardner’s transportation system consists of a layered network of highways, streets, trails, sidewalks, transit services, and airports. The Transportation and Mobility Plan highlights the importance of all of these elements, and identifies ways that the community can balance them in order to maximize mobility, and support other objectives related to economic development, community health, and sustainability.

There are many factors that will influence the evolution of Gardner’s transportation systems over time. Over the past decade, several plans have been adopted that describe improvements intended to address specific issues or opportunities.

The 2009 Transportation Master Plan is the City’s guiding policy document related to transportation, while the Access management Code, Gardner Municipal Airport Plan, US-56 Corridor Plan, and 2009 Park System Master Plan provide additional detail for improvements to specific areas of the network. In addition to these adopted policies, there are several entities that have jurisdiction over transportation elements.

The City of Gardner maintains the community’s local roads, while the Kansas Department of Transportation (KDOT) maintains state and federal routes. The Johnson County Airport Commission maintains and operates the New Century AirCenter, and the Johnson County Transit Department operates the “JO,” a bus transit system with services to specific destinations in Gardner.

In addition to the influences described previously, the following issues will have a significant impact on future investment in Gardner’s transportation system:

- **Development within Gardner.** All development, including small-scale projects (i.e. a new bank or gas station) and large-scale developments (i.e. new schools, retail centers, and warehouse facilities), can help meet a local land use and development need, but also increases vehicular and pedestrian activity that needs to be accommodated.

- **Development outside Gardner.** Growth in adjoining communities, and in the greater Kansas City region, can contribute to the need for transportation investments to accommodate additional traffic traveling to and from Gardner, as well as through the City.
- **Ongoing Maintenance.** The need to maintain the existing transportation system is a significant issue and a major expense. Every addition to the system increases long-term maintenance costs. It is important to consider this need as part of the overall transportation system investment landscape.
- **Safety Improvements.** Improving the safety of the transportation system is an ongoing need. As issues are identified, they can be addressed through various modifications, enhancements, or reconstruction. Safety improvements can apply to all parts of the system (e.g. intersections, roadways, sidewalks, crosswalks, etc.) and to all users (e.g. auto drivers, pedestrians, bicyclists, truck drivers, etc.)
- **Improved Mobility and/or Efficiency.** Residents, business owners, and other users of Gardner's transportation system all desire to move quickly and efficiently from one point to another. Mobility and efficiency must be weighed against other factors such as safety, cost, and demand.
- **Truck Traffic.** With the development of the nearby intermodal facility and new warehouses, truck traffic in Gardner is an increasing concern. Policies and design improvements are needed to accommodate growing truck volumes.
- **Other Enhancements.** There are other factors that may warrant transportation improvements, including a desire for aesthetic enhancements, new recreational opportunities, or linkages between land uses.

ROADWAYS

Roadways, which include interstates, arterials, collectors, and local streets, are responsible for the vast majority of mobility in Gardner. The City's 2009 Transportation Master Plan serves as the primary guide for investment in the roadway system. It identifies a series of specific projects aimed at improving the efficiency and capacity of the roadway system.

Over the past several years, many critical improvements have been made to the local transportation system, including:

- Moonlight Road widening and improvements from Warren Street to Prairie Village Drive
- US-56/Old US-56 intersection upgrade and signalization project
- Restriping on Center Street at Madison Street (safety improvement)
- Traffic flow and circulation improvements at the Madison and Moonlight Elementary Schools
- Completion of Grand Street between Center Street and Moonlight Road

ROADWAY CLASSIFICATION

All roadways in the Gardner planning area are classified based on a hierarchy that relates to a series of factors including traffic volume, speed, level of access to adjacent land uses, and connectivity to other roadways. The 2009 Transportation Master Plan describes the role of each roadway classification and operational thresholds related to these factors. Generally, the current traffic volumes throughout the City fit within the thresholds established in the Master Plan. However, as development occurs and traffic volumes increase, some corridors should be upgraded. The Transportation Master Plan provides a map of functional classification for several corridors that would result in a robust system of arterials and collectors serving new growth areas in Gardner. The master plan's recommendations should be the guiding policy related to roadway classification, and reclassification should occur incrementally as new development is implemented in different portions of the community.

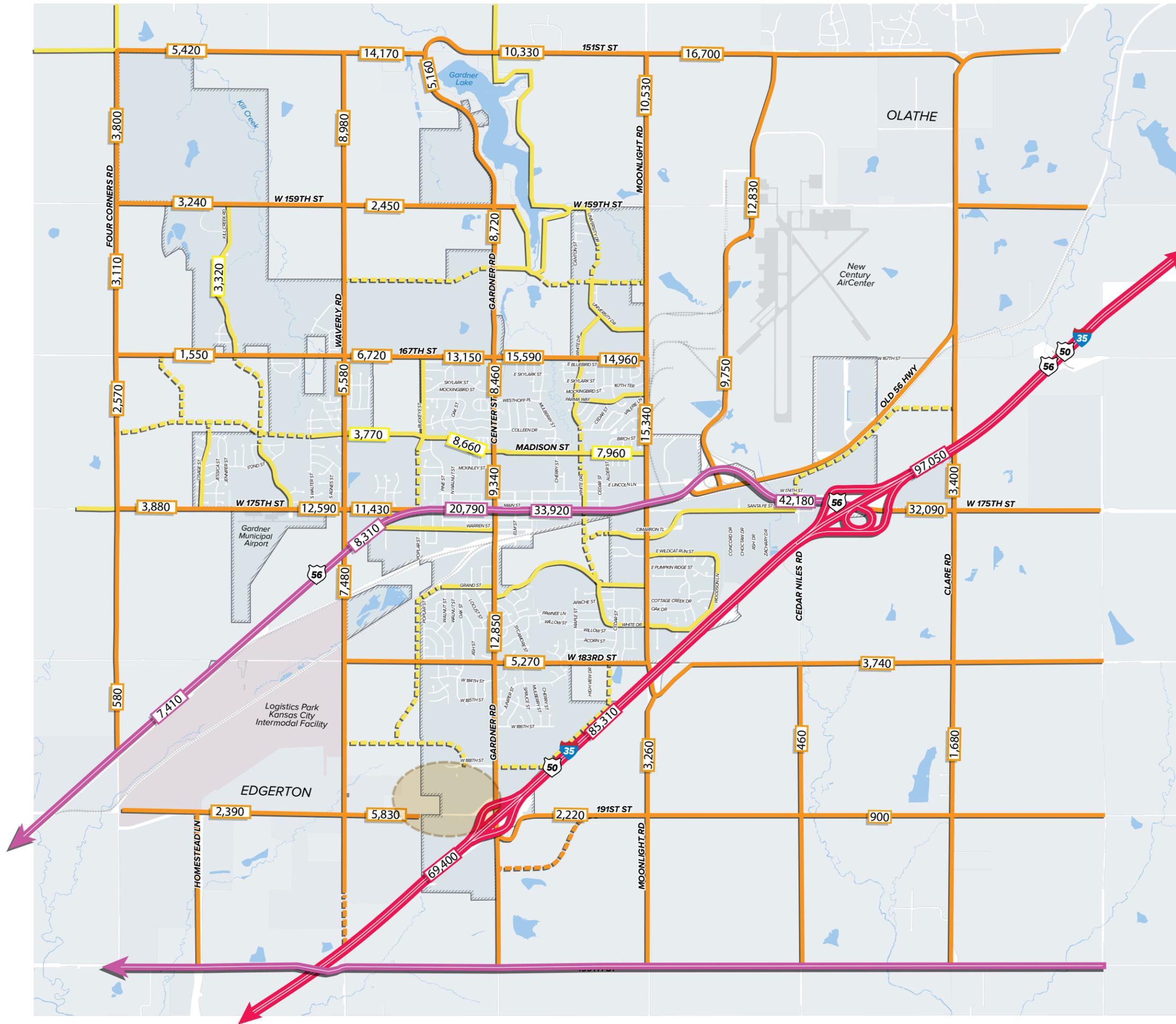
NEW STREETS

The Gardner Transportation Master Plan identifies a number of future roadway segments that would enhance connectivity throughout the community and support future land use as illustrated in this Comprehensive Plan. These future roadways should be developed in close coordination with new development to maximize access and ensure the efficient use of municipal resources. In several areas of the community designated for future development, there is a one-mile grid of rural roadways in place, but no finer grid of streets to serve the anticipated land uses. As development in these areas are planned, the new roadway network should reflect a logic system of arterials, collectors, and local streets similar to what is in place in already developed portions of Gardner. Specific roadway segments identified in the Transportation Master Plan and reflected in this Comprehensive Plan include:

- Western extension of 188th Street to Waverly Road
- New north-south road from new 188th extension to 183rd Street
- White Drive extension from Main Street to Moonlight
- Extension of Madison Street from Waverly Road to Four Corners Road
- Extension of 188th Street from Gardner Road to 183rd Street
- Additional subdivision and local roads as development occurs

CITY OF GARDNER TRANSPORTATION PLAN

-  Interstate
-  Principal Arterial
-  Minor Arterial
-  New Minor Arterial
-  Major Collector
-  New Major Collector
-  Average Daily Traffic - 2030 Projections
-  Kansas Department of Transportation Jurisdiction
-  Roadway Alignment Evaluation Area (Planned)



Potential Main Street Streetscape Improvements:

- 1) Installing street trees along Main Street,
- 2) bump outs, 3) landscaped median,
- 4) convert existing parallel parking to angled parking configuration.
- 5) maintain continuous sidewalk network,
- 6) designated right-turn and left lanes for better traffic flow.

ROADWAY IMPROVEMENTS

This section includes a summary of recommended improvements to the transportation system. Many of these are included in the 2009 Transportation Master Plan. They are sorted into categories based on the anticipated phasing.

Funded Improvements

Funded improvements include projects that have received capital programming and will be undergoing construction or more detailed design in the near future. In either case, it can be assumed that they will be completed, and therefore their benefits will be realized. These project include:

- **Main Street/Center Street Intersection Improvements.** Construction on this project is expected to begin in 2014. The project will enhance safety and capacity at this important intersection at the center of town.
- **Center Street/183rd Street Traffic Signal.** Over the past several years, traffic volumes and movements have been monitored at this intersection. Traffic operations have reached a threshold that warrants a signal, and funding has been secured for the project.



Source: Houseal Lavigne Associates

- **Main Street/Downtown Streetscape and Development Study.** KDOT and the City of Gardner are collaborating to study the urban design of Downtown Gardner with a focus on Main Street and some of the surroundings areas. Traffic calming concepts and pedestrian oriented design principles will be explored in the study. The accompanying diagrams illustrate how different types of potential improvements can accomplish different goals.

The Landscaping Alternative maintains the existing curb line, but allows for minimal landscape improvements. The Reconfiguration Alternative illustrates how the roadway could be reconfigured to accommodate additional parking, landscape areas, pedestrian amenities, and a central median. (This concept would likely require jurisdictional transfer of the roadway to the City). These and other alternatives should consider impacts to multi-modal safety, Downtown character, parking location and capacity, and traffic flow.



Source: US-56 Corridor Management Plan

Near-Term Improvements

Near-term improvements include projects that have not yet received funding, but are often linked to current development issues in the community, or are already under analysis as priority projects as funding becomes available. These include:

- **Traffic Signals.** The City should continue to regularly monitor intersections to determine the need for signal improvements. Intersections that are considered likely near-term candidates for improvement include Moonlight Road/Lincoln Street, Moonlight Road/Madison Street, and Waverly Road/175th. Four-way stops are sometimes implemented as interim measures if additional traffic control appears to be needed but signal warrants are not yet met.
- **188th Street/191st Street Area.** This area has been the focus of numerous site development and roadway planning efforts. It is important to continue to assess the long-term infrastructure needs, while developing roadway plans that can be implemented incrementally as private development occurs in the area. This will require ongoing coordination with developers and landowners as well as assessments of the impacts of projects outside the area that would use new roads to reach Gardner Road and the I-35/Gardner Road interchange.

Mid-Term Improvements

Mid-term improvements include projects that may not be under analysis, but should be considered as future development occurs. For some projects, the City may begin preliminary analysis and design in order to inform local development decisions and be prepared for when funding is available for detailed design and construction. These improvement include:

- **Turn Lanes and/or Widening on Arterials.** There are several arterials in the City that are either two- or four-lane undivided facilities, including portions of Gardner Road, Center Street, Main Street, Moonlight Road, 183rd Street, 167th Street, 175th Street, Santa Fe Street, and Waverly Road. As traffic grows on these roadways, the City should continue to assess the need for turn lanes and/or roadway widening (which would also include turn lanes). Capacity, safety, pedestrian needs, right-of-way, and many other factors should be considered. There are also several key intersections on these corridors that may need to be improved before the entire corridor is upgraded. Priority corridors that will likely need to be upgraded first include Waverly Road, Gardner Road/Center Street, and 167th Street.

Cross-Access and Curb Cut Consolidation

- 1) Curb cut to remain to provide vehicular access, 2) curb cut consolidation/removal, 3) cross access, 4) continuous parkway and sidewalk network



- **I-35/US-56 Interchange Improvements.** This interchange currently operates at acceptable capacity though past analyses have indicated that traffic related to future development could warrant improvements. Given that previous studies have shown that an interchange at Moonlight Road presents significant challenges, improving the I-35/US-56 interchange is critical to the viability of development south and east of I-35.
- **US-56/175th Street/Poplar Street.** Over the last several years, options have been put forward for improving this intersection. Some have been tied to new developments in the area, while others have been included as part of the Transportation Master Plan, US-56 Corridor Management Study or other plans. If funding becomes available, improvements should be made at this intersection before traffic volumes increase. Alternatively, improvements could be made as new development occurs. This project should be coordinated with improvements to 175th Street to the west and to Waverly Road.
- **Cedar Niles Road/Santa Fe Street.** This intersection was identified in the Transportation Master Plan as a location that is worthy of study to assess capacity and safety issues. As funds become available, this location should be considered for study.

Long-Term Improvements

Long-term improvements include projects that may not be considered an immediate need, but would influence development in currently undeveloped areas of the community. They may also include projects that would require significant capital resources to implement, and whose benefits do not warrant immediate investment. These improvement include:

- **Long-Term Arterial Widening.** There are several arterials that could require long-term improvements. The need for these improvements will continue into the long-term for many roadways. There are also sections of US-56 and 175th Street that could eventually require six through lanes if development continues at a moderate pace over the next 20 years. This possibility should be considered when near-term and mid-term planning decisions are being made.

One key roadway upgrade includes 199th Street at the south end of the Gardner planning area. This corridor is planned to be converted to an arterial that would serve as an alternative route for trucks and regional traffic. This could relieve some local streets of heavier traffic and could afford the opportunity for downgrades in classification.

- **Upgrades to the Existing Interchanges.** Moderate interchange improvements may be made in the near-term or mid-term depending on development and traffic demands. In the long-term, substantial improvements may be more likely. This could include new ramp designs, added lanes on ramps, wider bridges, or new interchange configurations. For example, a Directional Diamond Interchange (DDI) such as the one constructed at Homestead Lane, could be considered for the Gardner Road interchange.
- **Potential New Roadways.** The Transportation Master Plan identifies several new roadways as possible arterials and collectors in the new growth areas of the City. While the locations of these proposed roadways would require additional analysis, they should be considered and planned as new development occurs through right-of-way preservation, access management, and connectivity to other components of the network.



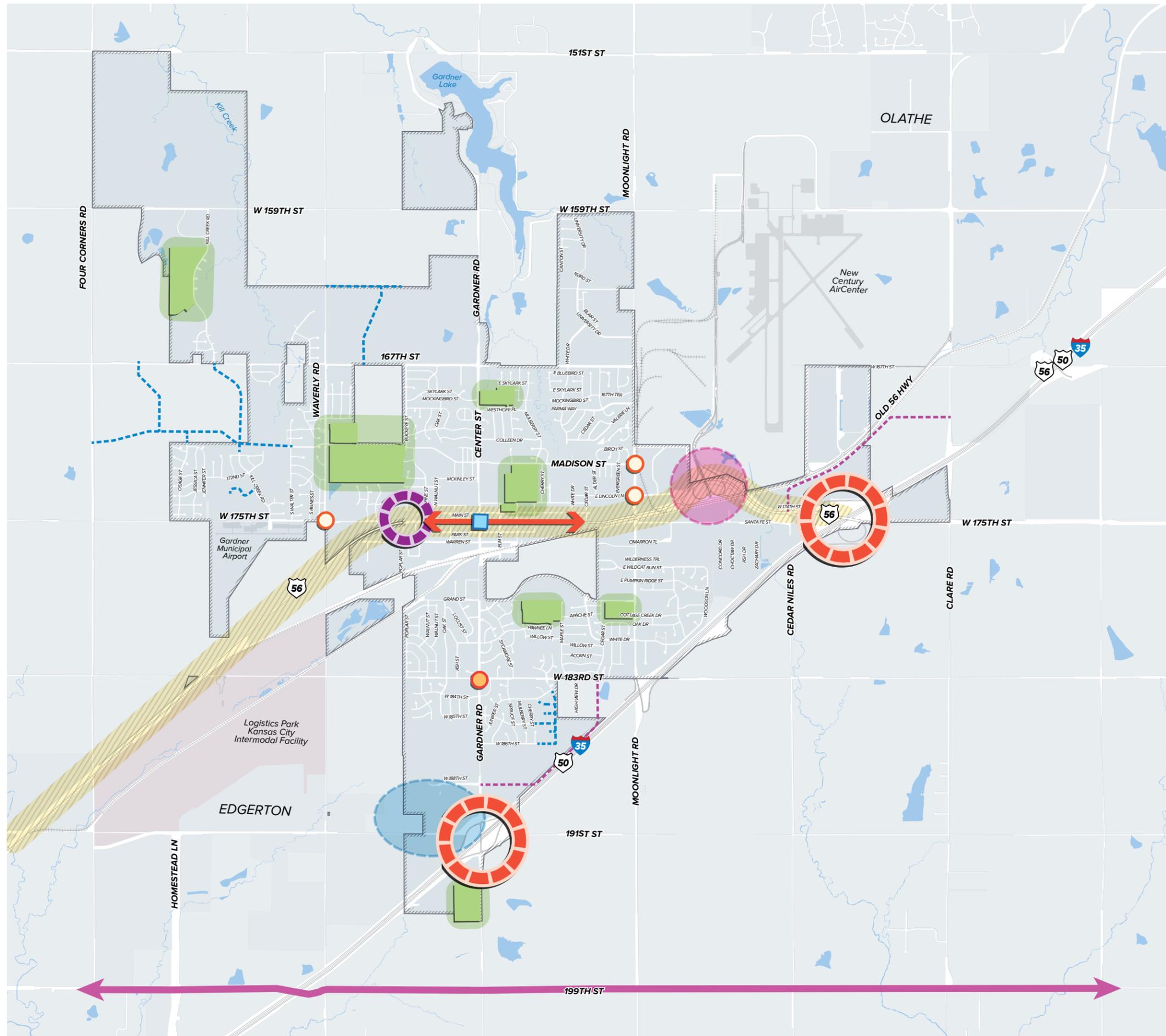
SUPPORTING POLICIES

In addition to the capital projects described above, there are several things the City can do, from a policy perspective, to influence the future transportation network. These action often require significantly less capital cost, yet can result in profound benefits as development occurs over time. Specific policy recommendations related to Gardner's roadways include:

- **Truck Route Evaluation & Signage.** The truck route system should provide reasonable access between the interstate system and the commercial and institutional properties in the City. It should help distribute these trips so they are not concentrated all in one corridor, but it should also limit intrusion into residential and non-commercial areas. The City should continue to monitor the amount of truck traffic as well as truck travel patterns within the City. Appropriate truck routes should be signed and enforced to minimize impacts on neighborhoods and commercial areas.
- **Ongoing School Area Improvements.** The City should continue to work closely with the Gardner-Edgerton School District to evaluate transportation issues on and around the public schools in Gardner. Once issues related to circulation, loading and unloading, signage, and safety are identified, the City, school district, and adjacent neighborhoods should work together to determine a solution.
- **Access Management.** The City should continue to implement the Access Management Code in order to ensure the efficient and safe operations of its roadways. By applying these requirements to new and upgraded arterials and collectors, Gardner can improve safety and mobility in the City.
- **New I-35 Interchange at 183rd Street.** In the past, a new I-35 interchange has been considered at 183rd Street. However, studies have shown it to be highly challenging due to high project costs, related improvements that would be necessary, other intended uses for the interchange area by KDOT, and the limited capacity to spur new development. Due to these realities, this Comprehensive Plan assumes the project will not happen within the horizon of this plan. However, the City should continue to monitor the status of these factors, and work with KDOT to determine the realistic likelihood of an interchange being feasible in the future. In the meantime, the City should not establish policies or capital commitments that assume an interchange will exist at this location, but rather secure jurisdictional control to preserve a potential interchange footprint.
- **Jurisdictional Transfer of Main Street from KDOT to the City of Gardner.** This project has been discussed by various parties for several years. It would involve KDOT re-designating portions of 199th Street, Homestead Road, and I-35 (or some other new route) as US-56. In turn, the City of Gardner would take ownership of what is now US-56 within the City Limits, and Johnson County and Edgerton would take ownership of what is now US-56 in their respective jurisdictions. The benefit of this to Gardner would be the ability to control the design and operation of Main Street. The drawback would be that the City would be responsible for maintaining this heavily traveled road as well as the bridge structures. The City should assess the potential impacts and benefits of a jurisdictional transfer, and coordinate with Edgerton and Johnson County to assess their interest in the policy.
- **Transportation Master Plan Update.** An Update of the City's 2009 Transportation Master Plan should be completed in the near future. Many of the projects listed as near-term projects in the 2009 Plan have already been completed and new transportation needs are beginning to emerge. At the same time, new practices in transportation practice and design should be integrated in order to maximize vehicular efficiency as well as bikability and walkability. The updated Transportation Master Plan should also address the equitable funding of transportation projects among the City, development community, and other agencies, as well as the development of mobility targets that measure the effectiveness of the multi-modal network through walkability ratings, bikability ratings, speed/delay metrics for different classes of roadways, and safety improvement targets.

CITY OF GARDNER ROADWAY IMPROVEMENT PLAN

-  Interchange Improvements (planned, long-term)
-  Interchange Evaluation (planned)
-  Reconstruct "Y" Intersection (planned)
-  Roadway Evaluation (planned)
-  Turn Lane & Widening Evaluation (planned)
-  Streetscape Improvement Study (funded)
-  School Access Improvements Area
-  Intersection Improvements (funded)
-  Potential Jurisdictional Transfer
-  Traffic Signal (funded)
-  Traffic Signal (planned)
-  Roadway Widening (planned)
-  New Roads (planned)
-  New Roads (development-dependent)





BICYCLE, PEDESTRIAN & TRANSIT MOBILITY

Bicycle, pedestrian and transit mobility are important components to Gardner's transportation network. They expand local and regional mobility for younger residents, and provide opportunities for active transportation and recreation. This section includes a series of recommendations and strategies aimed at creating as safe and efficient system of transportation alternatives.

COMPLETE STREETS

"Complete Streets" are roadways designed to provide access and mobility for all users, including pedestrians, bicyclists, motorists, and public transportation, regardless of age or ability. A complete streets policy formalizes a community's intent to plan, design, operate, and maintain roadways so they safely accommodate all users. Complete streets elements vary based on the surrounding context, but may include sidewalks, bicycle facilities, accessibility improvements, safe and convenient pedestrian crossings, transit enhancements, and more.

TRANSIT IMPROVEMENTS

The Johnson County Transit Department operates the "JO," a bus system with service that connects Gardner to other communities throughout the county. Route 670 serves Gardner, providing connections from New Century to the Olathe Great Mall, Oak Park Mall, Downtown Kansas City, and Crown Center/Union Station. The City of Gardner currently offers no local transit service.

Between 2013 and 2018, Gardner's median age is expected to increase by 5%, faster than the expected rate in Johnson County of 3%. In many communities throughout the United States, aging residents are seeking alternatives to large single family homes and reliance on private transportation. At the same time, Gardner is seeking greater visibility for events and employment. While public transit is not currently a significant part of the transportation landscape in Gardner, there are several actions the City can take to prepare for these emerging trends.

Specific recommendations include:

- Coordinate with local industry to assess the viability of, and implement a local employer-subsidized transit circulator that would provide an alternative for staff
- Coordinate with the Johnson County Transit department to implement special transit services for the Johnson County Fair and other events and festivals in Gardner that may attract visitors from other portions of the county or region
- As senior housing is developed, coordinate with facility managers to implement resident shuttle services that would provide access to local goods and services, community facilities, and special events
- Encourage major commercial and employment centers to provide designated shuttle drop-off and loading areas that could be used in the interim as landscape areas, plazas, or other on-site amenities



BICYCLE & PEDESTRIAN IMPROVEMENTS

Gardner has established the foundation of community-wide trail network through investment in multi-use facilities on several corridors, including Moonlight Road, Madison Street, Center Street, Grand Street, and 183rd Street. Off street paths, such as the Gardner Greenway, utilize floodplains as trail corridors and create links to surrounding neighborhoods, schools and parks. Generally, sidewalks are provided throughout the community, though traditional neighborhoods adjacent to Downtown do not have pedestrian infrastructure.

Newer subdivisions provide sidewalks that connect to sidewalks or trails along collectors and arterials. However, the most significant barrier to pedestrian mobility in Gardner is the lack of safe opportunities to cross collectors and arterials. In some instances, crosswalks are provided approximately every ½-mile, resulting in significant detours that often encourage jaywalking.

The 2009 Gardner Park System Master Plan recommends several new miles of multi-use trails. These trails include dedicated off-street facilities and were recommended based on their ability to enhance connectivity between parks, neighborhoods, schools, and commercial centers. The recommendations of the Master Plan are reflected in this Comprehensive Plan, and should continue to guide investment in future trails.

Safe Routes to School

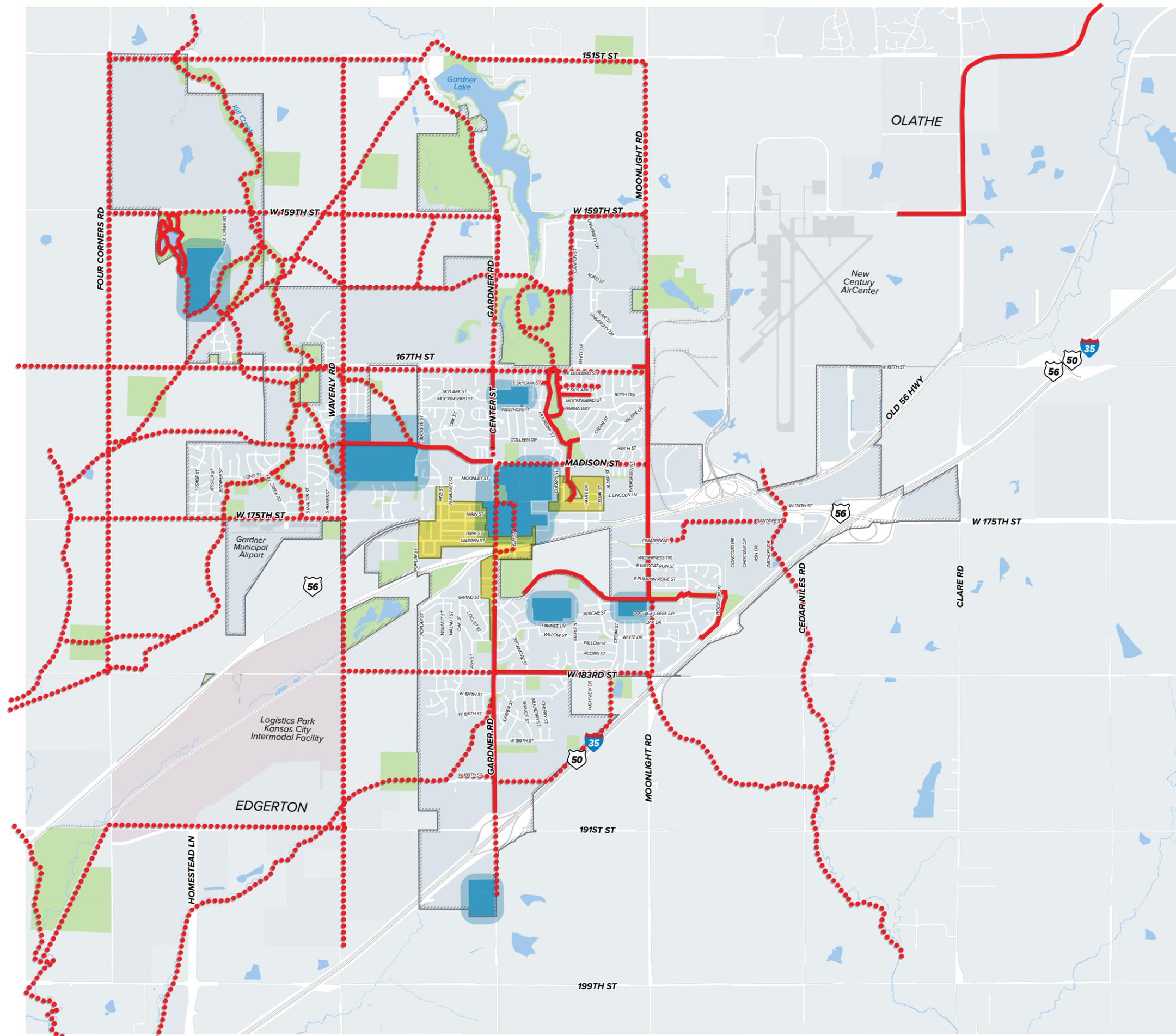
Safe Routes to School (SRTS) programs seek to promote the health and well-being of children by walking and bicycling to school. SRTS programs involve a combination of education, planning, and infrastructure improvements to provide safe walking and bicycling conditions around neighborhood schools.

The following recommendations should be implemented by the City in order to support the development of a comprehensive trail and pedestrian network as envisioned by the Park System Master Plan, and ensure that Gardner citizens enjoy a high level safety, comfort, and fully-accessible mobility:

- Adopt a local Complete Streets policy that highlights the importance of multi-modal transportation corridors and establishes standards for the integration of bicycle lanes, trails, sidewalks, crosswalks, pedestrian refuge islands, and other techniques into the design of roadways
- Perform a sidewalk inventory that determines areas where no sidewalks exist, where improvements are needed to maintain the integrity of the system, and where crossings are unsafe or not accessible
- Establish a bicycle and pedestrian capital improvement program that identifies a series of anticipated projects, prioritizes improvements based on their ability to enhance community-wide connectivity and access to important community destinations, strengthens regional trail connections, and identifies potential funding sources for recommended improvements
- Work with KDOT and City departments to increase the frequency of designated crosswalks on arterial and collector streets

CITY OF GARDNER BIKE & PEDESTRIAN PLAN

-  Future Trail
-  Existing Trail
-  Sidewalk Infill Area
-  Pedestrian Area Improvements
-  Open Space, Recreation & Open Space





- Upgrade pedestrian crossings and signalization to include highly-visible roadway markings and, where appropriate, pedestrian countdown signals, vehicular warning signs, and other safety systems
- Coordinate with the Gardner-Edgerton School District to establish a Safe Routes to School program in order to enhance youth pedestrian access from nearby neighborhoods
- Amend zoning regulations to require well-marked on-site pedestrian connections between the public sidewalk and building access for non-residential development
- Amend zoning regulations to require on-site bicycle parking as a percentage of the overall on-site parking requirement for non-residential development
- Continue to require trail connections through residential areas and floodplains as a component of new neighborhood development
- Utilize subdivision regulations and development agreements to require developers to install sidewalks on a block-by-block basis and within a reasonable period of time after the beginning of development, rather than on a lot-by-lot basis as incremental development occurs

AIR & RAIL MOBILITY

Gardner benefits from regional and interstate rail and air access provided by the Gardner Municipal Airport, New Century AirCenter, and Burlington Northern-Santa Fe (BNSF) rail corridor. The Gardner Municipal Airport is owned and operated by the City. The facility is used primarily for small private aircraft, and lacks any real potential as an anchor for significant economic development. The New Century AirCenter is operated by the Johnson County Airport Commission, and is the centerpiece of industrial development immediately west of the airport. The BNSF rail corridor bisects the community and provides access to the Logistics Park Kansas City Intermodal Facility.

Other sections in this Comprehensive Plan describe ways to capitalize on these facilities through economic development, infrastructure investment and land use policy. The following recommendations should be implemented by the City in order to maximize the benefits and minimize the negative impacts of these assets:

- Coordinate with KDOT and BNSF to ensure that all at-grade rail crossings are properly signed and gated
- As development occurs on the edge of the community, monitor the need for and viability of a new grade-separated rail crossing in order to provide timely emergency responsiveness and access to the I-35 corridor
- Work with the Johnson County Airport Commission to coordinate regarding planned airport runway or facility improvements, and assess the potential for spin-off development and its impact on municipal infrastructure and services



7 COMMUNITY FACILITIES & SERVICES

Gardner’s residents and businesses benefit from a robust system of community facilities and services. The planning process identified assets and issues related to the responsible organizations and City departments, which are highlighted in this chapter. The capacity, quality, and reliability of these facilities and services influence the identity of the City and supports opportunities for future business and residential growth.

The Community Facilities and Services Plan provides recommendations for existing and future facilities, services, and infrastructure in the Gardner planning area. As many of the service providers are not under the purview of the City, the Plan stresses collaboration and intergovernmental coordination in order to achieve mutually beneficial goals that will ensure citizens continue to be well served as demand for public services evolves.



DEVELOPMENT, PERMITTING & LICENSING PROCESSES

The Community Development Department is responsible for creating plans, administering subdivision, zoning, and property maintenance regulations, the review and issuance of construction and building permits, and coordination among City departments and outside organizations involved in the development and permitting process. The City Clerk issues liquor and cereal malt beverage licenses, while some business activities may be subject to laws administered by Johnson County and the State of Kansas. The City's multiple departments and roles can make for a complex permitting and licensing process for residents, businesses, and developers. To provide more easily navigable city services and deliver high quality customer service, the City should implement the following actions:

- Assist applicants with navigation of the licensing and development approval processes
- Coordinate all departments to provide consistent information and a high level of customer service
- Modify zoning and subdivision regulations and procedures to support physical development that reflect the vision of the community
- Regularly engage citizens to provide greater transparency and interaction with residents and businesses

FIRE & POLICE PROTECTION

GARDNER POLICE DEPARTMENT

The Gardner Police Department provides patrol operations, investigation services, and animal control for the City of Gardner. In 2012, the Department employed 25 officers and 3 civilians. According to FBI Statistics, the City of Gardner has an average of 9 fewer officers than a city of a comparable size. Nevertheless, Gardner is a safe place to work and live with a 2012 crime rate 52% lower than the State average. The Department continues to maintain a high level of service, despite the need for a new facility. The current facility, located on Main Street, has become functionally obsolete, and does not meet the needs of the Department.

FIRE PROTECTION DISTRICT

Johnson County Fire District #1 provides fire prevention, suppression and emergency services for Gardner, Edgerton, and the surrounding unincorporated areas. The District has four stations; two within Gardner, one in New Century, and one in Edgerton. These stations serve an area of approximately 100 square miles including 13 miles of I-35. In 2012, the District responded to more than 2,100 calls. This is up 2% from the previous year and up more than 240% over the past decade. Officials report that the Gardner water supply is adequate for firefighting operations.

An Insurance Services Office (ISO) rating indicates how well a community is protected in the event of a fire on a scale of 1-10, with 10 being the highest possible score. The District has an ISO rating of 4. The District's rating is similar to neighboring fire departments. The 234 E. Park Station, in Gardner, was being remodeled in 2014 and the District plans on purchasing two new fire engines in the near future. In 3-10 years, the District plans to open a new station in the northwestern part of the district and hire additional personnel.

PUBLIC SAFETY POLICIES & RECOMMENDATIONS

- Prepare a Police Department Facilities Plan that assesses facility space needs and potential locations for a new Police Station, considering a variety of factors including response time to existing and future development areas, property cost, infrastructure improvements to support communication and responsiveness, etc, and identifies local funding options and potential grants that would pay for the new facility
- Coordinate with the local fire protection agency to locate future service facilities in areas that provide a high level of responsiveness and coverage based on anticipated future land uses and residential and employment populations
- Amend zoning and subdivision regulations to ensure they adequately address connectivity and access for emergency vehicles, and continue to involve Police Department and Fire District officials in development review and approval



EDUCATION

GARDNER-EDGERTON UNIFIED SCHOOL DISTRICT

The Gardner Edgerton School District includes a total of 11 schools, of which all but one are located in Gardner. Over the past two years, USD 231 has grown in size with the construction of two new schools—Grand Star Elementary and Trail Ridge Middle schools—and the addition of the Multipurpose Activities Center to the Gardner Edgerton High School. These new facilities were made possible by a voter-approved, 2012 Bond Issue. USD 231 continues to achieve superior state testing scores as well as consistency receiving regional and statewide recognition for excellence in education. USD 231 is committed to providing the best possible learning tools and opportunities for each and every student so greater educational success can be achieved.

In order to support the School District and maintain a high level of public education, the City should implement the following policies:

- Coordinate with the School District regarding new growth and development to ensure existing and future facilities are responsive to local demand in terms of capacity (through shared demographic projections), location (through coordinated land use planning), and access by car, bus, bicycle, and walking
- Work with the School District to develop marketing materials that highlight recent improvements in local education in order to demonstrate the positive impacts of taxpayer investment and attract new families to the community
- Work with the School District and local businesses to develop classroom or experience-based curriculum with local industries and employers
- Assist the School District with joint grant funding pursuits that meet multiple community objectives

JOHNSON COUNTY LIBRARY

Gardner is served by the Gardner Branch of the Johnson County Library. The facility has been at its current location since 2001, and received nearly 166,000 visitors in 2010. However, the Library does not plan to expand its Gardner facility. Because of its proximity to two schools, the library receives a great deal of youth traffic, especially in the afternoon. The Library serves as an important educational and community resource. Therefore, the City should support Johnson County Library through the following policies:

- Encourage coordinated after-school tutoring and technology-based programming between Johnson County Library and the Gardner-Edgerton School District
- Support the use of the library and municipal spaces for programs and services
- Coordinate with the Library to identify locational and infrastructure needs based on anticipated development and changes in demographics for various age cohorts
- Coordinate with the Library to provide a one-stop resource for residents that includes information regarding Library resources, community events, school-based programs, etc.
- Pursue joint grant funding opportunities that achieve goals for both the Library and Gardner community as a whole



LIFE-LONG EDUCATION

Early childhood education coupled with a strong public school system, serves as an attraction for young families looking to invest in Gardner. While the City does not have any institutes of higher education, Johnson County Community College is located 15 miles northeast of the City in Overland Park, and offers GED, ESL, and other adult services through its Johnson County Adult Education (JCAE) program. Mid America Nazarene University, which offers undergraduate, graduate, and certificate programs, is located 10 miles from Gardner in Olathe, and the University of Kansas, located in Lawrence, is a 45-minute drive to the west. In order to create an environment that promotes life-long education and learning, the City should implement the following strategies:

- Partner with local higher educational institutions to provide satellite courses within Gardner
- Coordinate educational and technical training curriculum between local schools and local industries to prepare a skilled, job-ready work force
- Support a mentorship program that provides professional experience to students

JOHNSON COUNTY FAIRGROUNDS

The Johnson County Fair brings thousands of visitors to Gardner every year. The week-long summer event features agricultural exhibits and contests, amusement rides, and live entertainment. The fairgrounds, which are controlled by the Johnson County Free Fair Association, include more than 26 acres, and is located just north of Downtown.

Although the annual county fair is a boon to local businesses, the fairgrounds are generally vacant for most of the year. The fairgrounds are considered a great asset to Gardner. However, its current location presents challenges in terms of site capacity, access, and impacts on surrounding uses that have developed more recently. In order to maximize the benefits that the county fair offers to the Gardner community, the City should implement the following actions:

- Improve access to the fairgrounds via bicycle and pedestrian infrastructure that connects it to surrounding neighborhoods and Downtown Gardner

- Work with the Johnson County Fair Association to identify opportunities for uses of the fairgrounds that would make them more active throughout the year
- Collaborate with the Johnson County Fair Association to identify potential locations for a new fairground within the Gardner community
- As part of a potential relocation strategy, work with the Johnson County Fair Association to identify municipal funding, incentives, publicly-owned properties, outside grants, and complementary year-round uses to help offset the costs of land acquisition and fairgrounds development
- Should relocation be viewed as a viable alternative, work with the Johnson County Fair Association to create a redevelopment plan for the current fairground property, and consider marketing the property to developers through a Request For Proposals (RFP) process

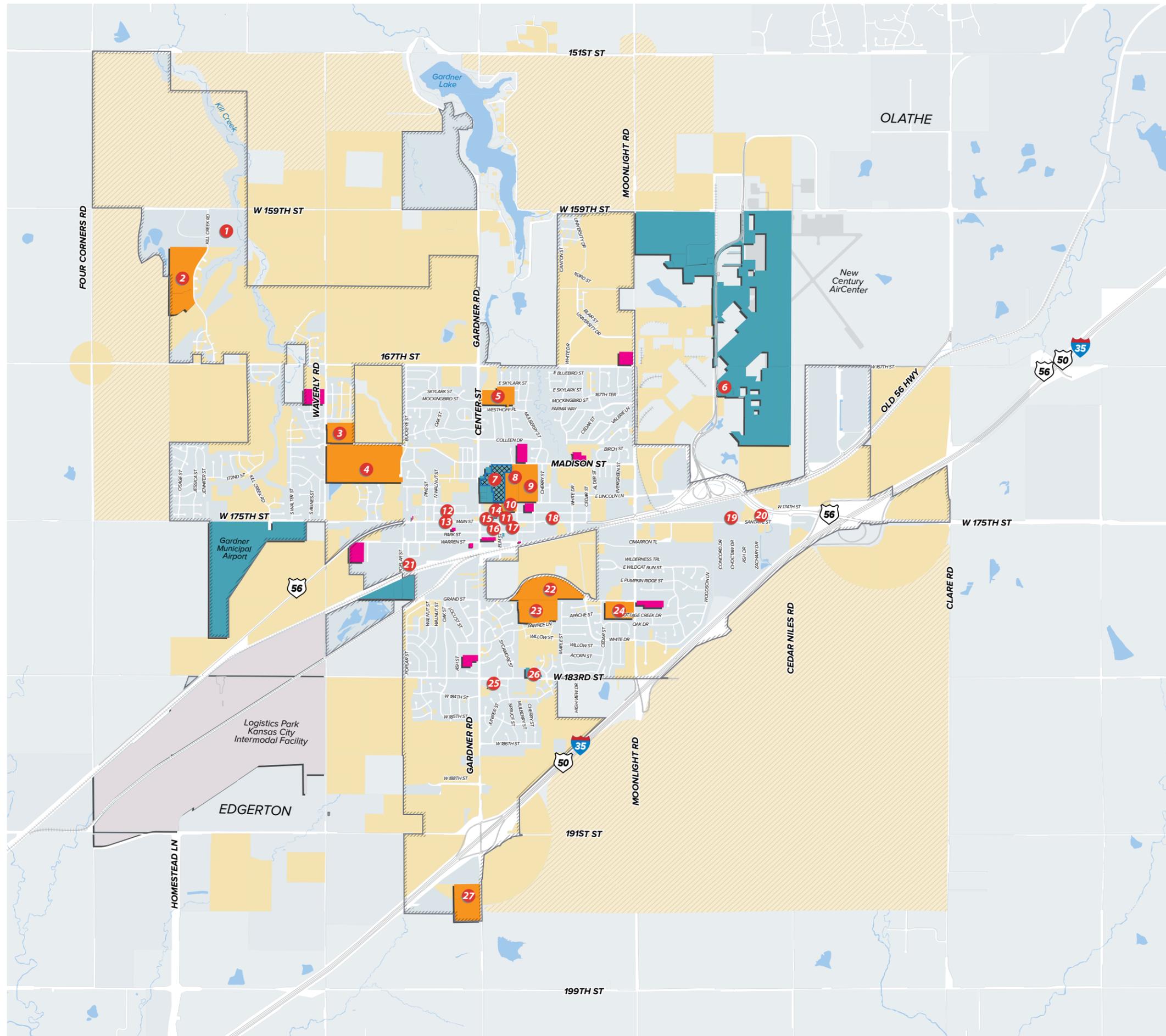
CITY OF GARDNER COMMUNITY FACILITIES PLAN

- Public/Semi-Public
- Consider the Future of Fairgrounds
- Schools
- Religious
- Short-term Infrastructure Improvement Area
- Long-term Infrastructure Improvement Area

Key Facilities

- 1 Kill Creek Waste Water Treatment Plant
- 2 Pioneer Ridge Middle School
- 3 Madison Elementary
- 4 Gardner Edgerton High School
- 5 Sunflower Elementary
- 6 Johnson County Fire Station #121
- 7 Johnson County Fair Grounds
- 8 Gardner-Edgerton School District Office
- 9 Wheatridge Middle School
- 10 Gardner Elementary
- 11 Parks and Recreation Department Maintenance Building
- 12 Bray House
- 13 Gardner Historical Museum
- 14 Johnson County Library
- 15 City Hall
- 16 Gardner Senior Center
- 17 Johnson County Fire Station #123
- 18 Gardner Police Department (to be rebuilt or relocated)
- 19 Gardner Electric Generation
- 20 Gardner Electric Distribution
- 21 Public Works Maintenance Building
- 22 Trail Ridge Middle School
- 23 Grand Star Elementary
- 24 Moonlight Elementary
- 25 Gardner Post Office
- 26 Johnson County Fire Station #122
- 27 Nike Elementary

*Please refer to the Parks & Recreation Plan within Chapter 8: Parks, Open Space, and Environmental Features for all park facilities.





Mark, Flickr

INFRASTRUCTURE

The City of Gardner is responsible for street construction and maintenance, water treatment and distribution, wastewater collection and treatment, and stormwater management. To a limited extent, Johnson County Rural Water District No. 7, Johnson County Water District No. 1, and Johnson County Wastewater, serve incorporated and unincorporated areas with the Gardner Planning Area. This section describes the infrastructure components that the City maintains, and includes recommendations to guide future investment in accordance with the community's vision.

STREETS

The City of Gardner maintains all of Gardner's local streets. See Chapter 6: Transportation and Mobility for recommendations related to specific roadway improvement projects. In addition to these improvement projects, the City should continue to operate under a maintenance program that ensures patching, resurfacing, and reconstruction of municipal streets on a regular basis.

WATER & SEWER

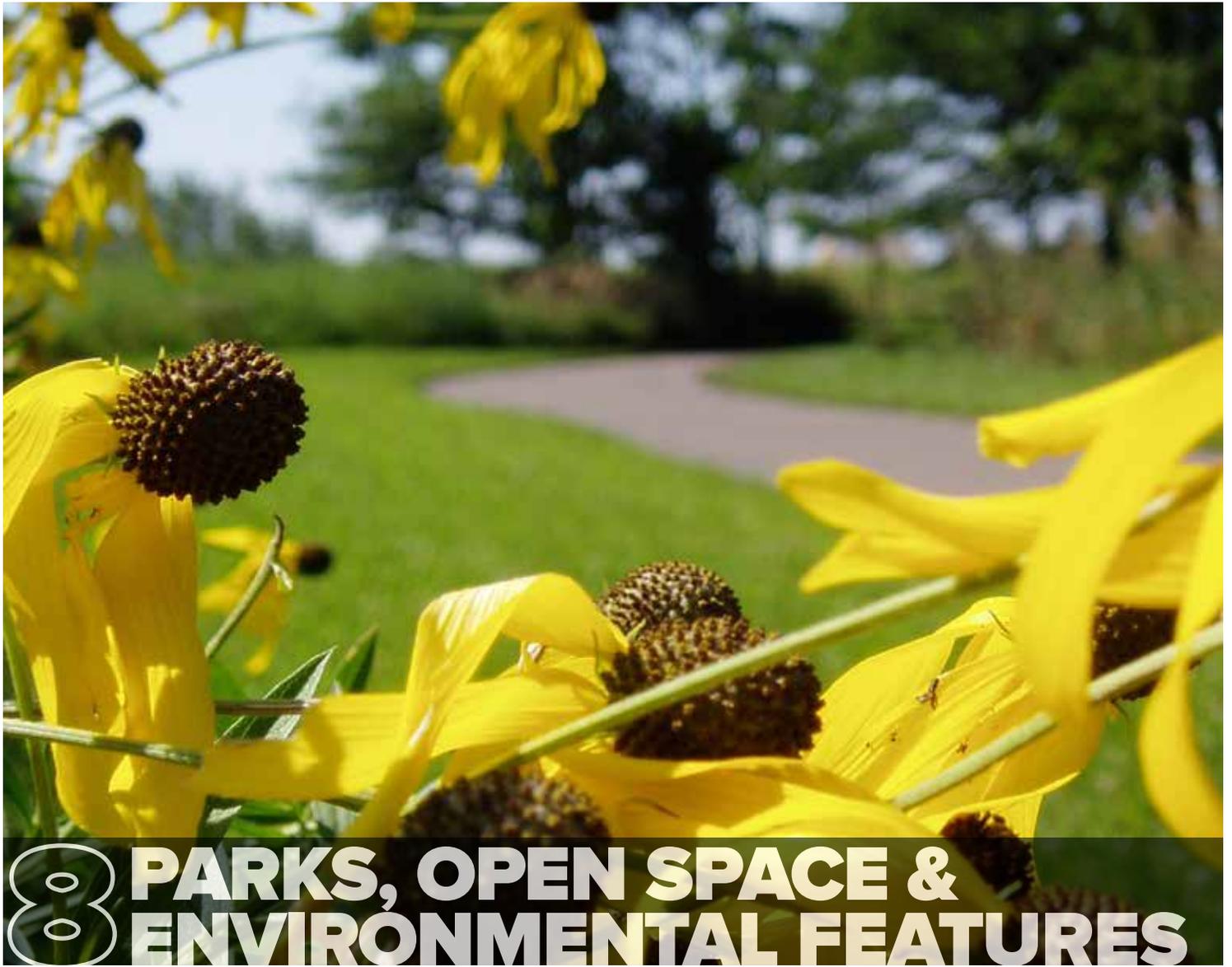
The City of Gardner provides water and sewer services to most residents and businesses within City limits. Johnson County Wastewater provides wastewater services to a small portion of the east side of the community. Drinking water is pumped from Hillsdale Lake, approximately 8 miles south of the Gardner. The City's water treatment plant treats an average of 1.8 million gallons per day for use by residents and businesses, though the total capacity for the plant is 4.0 million gallons per day. The City's Kill Creek Wastewater Treatment Plant was built in 2002 and has a treatment capacity of 2.5 million gallons per day but can be expanded to treat 7.5 million gallons per day as demand increases. The facility has extra capacity to accommodate future growth in Gardner.

Wastewater infrastructure and operations are guided by the City's 2009 Wastewater Master Plan. This master plan provides recommendations regarding the replacement or upgrading of existing lines, as well as the development of new sewer infrastructure to accommodate new growth.



The following describe ways the Master Plan recommendations can best align with the recommendations and vision of this Comprehensive Plan:

- **Short-term Priority:** Invest in improving the condition and increasing the capacity of existing sewer lines. Public Works is responsible for maintaining approximately 95 miles of sewer mains and 3,500 manholes. Generally, the life expectancy for sewer lines is 50 years. However, many lines, especially in and around the traditional center of the City, are significantly older. At the same time, several lines that extend north are adequate for current capacity, but will not be able to accommodate the demand created by new growth as illustrated in the Chapter 5: Land Use Plan. Ensuring that the existing system can support existing development and more immediate growth opportunities should be the first priority for the City.
- **Mid-term Priority:** Use infrastructure investment to guide development to infill opportunities and new growth areas in the northern and western portions of the community. North of Main Street, there are several areas where community development can close a gap between existing neighborhoods, or where new development can easily tie into existing infrastructure. The City has recently invested in infrastructure in the northwestern portion of the planning area, and upgrades to existing lines as described in the Wastewater Master Plan will strengthen the feasibility of local development. These infill and new growth areas represent the greatest opportunities to generate return on municipal infrastructure investment.
- **Long-term Priority:** Consider the feasibility of infrastructure expansion to the south and east of the I-35 corridor. Long-term growth areas south and east of I-35 represent the opportunity for large-scale development on land with few constraints. However, as described in Chapter 5: Land Use Plan, the development potential of this area has yet to be determined given advantages in other portions of the community, and the market for specific types of uses is unknown at this point in time. Therefore, prior to making substantial investments in infrastructure and services to this area, the City should consider its market potential for development and prepare an analysis weighing the costs of additional infrastructure against future revenue potential and other community benefits.



Parks and open space areas that feature recreational and environmental amenities are a key contributor to the high quality of life in Gardner. The City's well-maintained park system provides recreational activities throughout Gardner, while the Gardner Greenway and KCPL Wetland Park give residents an opportunity to interact with nature. A robust network of parks, open space areas, and natural areas is one of the key components for the overall vision of Gardner.

The Parks, Open Space, and Environmental Features Plan includes recommendations aimed at achieving the local vision while building upon the City's existing plans. These plans include the 2009 Park System Master Plan Update, Quail Meadows Neighborhood Park Concept Plan, Kill Creek Trail Master Plan, and Regional Multi-Jurisdictional Hazard Mitigation Plan for 2013-2018. Although new recommendations and policies are established as part of this Comprehensive Plan, previously adopted plans should be referenced for additional detail regarding specific capital projects, programming, and implementation strategies.



GARDNER PARKS & RECREATION DEPARTMENT

The Parks and Recreation Department is responsible for the operation and maintenance of 22 facilities including community parks, neighborhood parks, multi-use trails, and greenways. The Department also maintains joint-use agreements with local schools which allows for expanded recreational programming.

2009 PARK SYSTEM MASTER PLAN

The 2009 Park System Master Plan presents seven goals that aim to increase the amount of parkland and trails. Since the adoption of the plan, the City has extended its bicycle/pedestrian path network to include parts of Moonlight Road, 183rd Street, and Grand Street as side paths. The plan also provides a matrix of priority projects, which includes initial cost estimates.

Key Park System Master Plan Recommendations

Park Service Standards

In its 2009 Park System Master Plan update, the Department recommends a park acreage level of service (LOS) of 12 acres per 1000 residents. Based on the Plan's 2020 population estimates, the City would need to develop an average of 20.5 acres per year to meet projected parkland needs.



Neighborhood & Community Park Standards

Gardner currently has 6 neighborhood parks. Neighborhood parks have a service area of ¼ to ½ mile. While current neighborhood parks range in size, the 2009 Park System Master Plan recommends future parks to be approximately 5 acres in size. Community parks are larger than neighborhoods parks, having a 1-mile service area. The 2009 Park System Master Plan recommends them to be between 20 and 50 acres, with an additional 40 acres for parks that include a sports complex.

Greenways & Trails

Gardner has several miles of greenways and shared use paths throughout the City that represent consistent progress in fulfilling the vision of the 2009 Park System Master Plan. The Plan includes Trail System Design Guidelines that are intended to establish safe and consistent trail design for pedestrian, bicyclists, and other non-motorized forms of transportation.

Community Center

While the City of Gardner has a Senior Citizen's Building that hosts a variety of senior activities, it does not have a facility that meets the needs of the general community. The Master Plan recommends a feasibility study to analyze the best location, amenities, funding, and maintenance and operational costs for a new facility. The Master Plan estimates that a new community center would require at least 90,000 square feet at a cost of \$17-25 million.



Master Plan Implementation & Update Recommendations

The 2009 Park System Master Plan is a powerful tool to advance the City's vision of a community sprinkled with parks and connected by a network of greenways and trails. In order to further the goals of the Park System Master Plan, the City should consider the following actions:

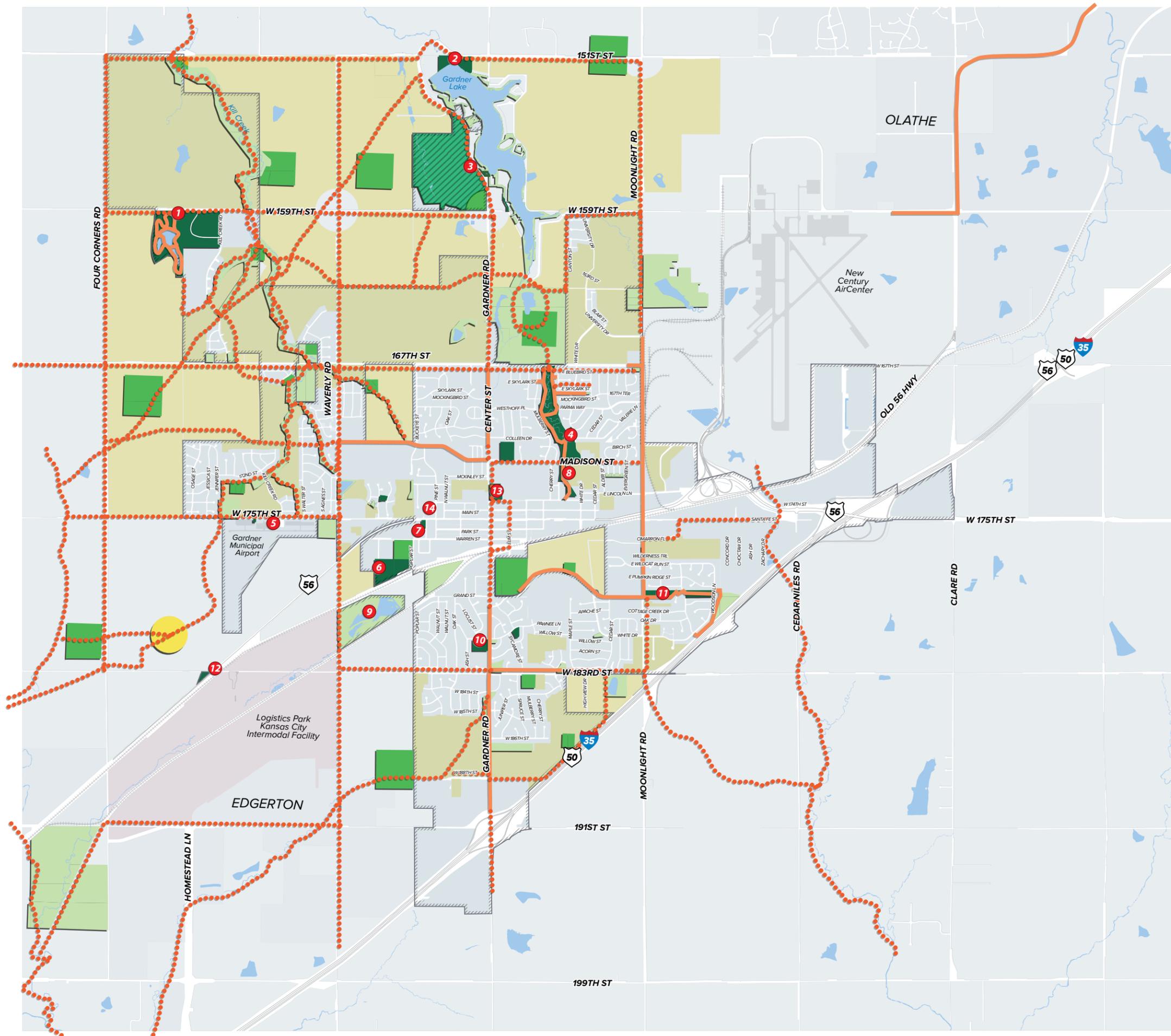
- Continue to implement the 2009 Park System Master Plan, acquiring additional parkland and installing new recreational facilities wherever feasible
- Update the 2009 Park System Master Plan to reflect its accomplishments and adjust the parkland service needs to reflect more recent population growth trends
- Identify funding sources for future park expansion, maintenance, and operations
- Budget within its CIP for the acquisition and construction of new greenway rights-of-way; this includes utilizing the right-of-way as outlined in the Park System Master Plan and prioritizing segments that link parks and civic facilities
- Create a strategy to address the Gardner Golf Course, the operating lease of which expires in 2018; the course is dated and may have the potential for other uses when the operating agreement ends
- Ensure that all residential areas are adequately served by neighborhood and community parks through easements or subdivision regulations that require dedicated and attractive open spaces
- Maintain the joint use agreements with the Gardner-Edgerton School District to provide additional recreational facilities for residents
- Include contingencies for flood clean up and remediation within the Parks and Recreation Department operations and maintenance budget, as many existing and future parks are developed within flood plains

CITY OF GARDNER PARKS & RECREATION PLAN

- Potential Park Locations
- Parks & Recreation
- Open Space
- Golf Course Future Unknown
- Potential Historic Site/Park
- New Residential Growth Areas
- Future Trail
- Existing Trail

Key Facilities

- 1 Celebration Park
- 2 Gardner Lake Park
- 3 Gardner Golf Course
- 4 Winwood Park
- 5 Gardner Municipal Airport Park
- 6 Westside Park
- 7 Meadowbrook Park
- 8 Brookside Park
- 9 KCP&L Wetland Park
- 10 Veterans Park
- 11 Stone Creek Park
- 12 Gardner Junction Park
- 13 Cornerstone Park & Gardner Aquatic Center
- 14 Circle Park





ENVIRONMENTAL FEATURES

In addition to its many parks and recreational amenities, the City of Gardner has several natural areas that provide biological diversity, local character, and educational opportunities. Areas such as Gardner Lake, Kill Creek, and Big Bull Creek contribute to the health and wellness of the community. The Comprehensive Plan stresses the importance of preserving and improving the City's environmental features, ensuring they are available to the community for years to come.

GARDNER LAKE

Gardner Lake is a 125-acre lake located in the northern portion of the City that provides opportunities for boating and fishing. While the City of Gardner owns the Lake, the majority of the surrounding land consists of privately-owned residential property in unincorporated Johnson County. The public can access the lake via Gardner Lake Park, located at the north end of the lake. In order to take full advantage of this public amenity, the City should implement the following strategies:

- Work with property owners to establish and preserve view corridors and periodic public look-out points
- To the extent possible, utilize publicly-owned rights-of-way and properties to enhance multi-modal access to the Gardner Lake area through trails, open spaces, and other amenities

TREE COVER

Trees play a significant role in the character of Gardner and its planning area. The importance of trees is evident in the City's logo, which shows seven trees lining a dividing trail. Gardner's older neighborhoods enjoy mature trees that provide ample shade and reinforce the City's identity as a place with a connection to the natural environment. Newer residential neighborhoods have trees that are growing into maturity, while the Landscape Ordinance ensures that additional trees will be planted in future developments. In order to preserve and increase the tree canopy, the City should implement the following actions:

- Continue to enforce the Gardner Landscape Ordinance to require property owners to maintain and replace trees
- Amend local landscape regulations to allow for or require tree species that are resilient to anticipated climate change
- Encourage cluster development in new growth areas that preserves tree stands as part of a development proposal
- As development and redevelopment occurs, incrementally bury overhead utility lines to avoid potential conflicts with trees as they grow and mature



STORMWATER MANAGEMENT & FLOOD MITIGATION

Effective stormwater management techniques improve water quality and mitigate flood hazards that can result in loss of property and life. This is especially important given Gardner's history, as flooding, excessive rain, and high winds in 2010 resulted in a Secretarial Disaster Declaration for Johnson County, and severe storms and 1998 flood event resulted in a Presidential Disaster Declaration.

Flood Hazards & Mitigation

In 2012, three counties, including Johnson County, produced the Regional L Multi-Jurisdictional Hazard Mitigation Plan 2013-2018. The plan assessed the flood risks of each county and determined that Johnson County is highly likely to experience a flood event of critical severity, with the potential to shutdown critical facilities and cause damage to 25-50% of property. General flood mitigation recommendations include acquiring and/or demolishing flood prone properties, eliminating low-water crossings, and assuming more restrictive floodplain requirements than mandated by the National Flood Insurance Program (NFIP). Actions specific to Gardner include conducting a Storm Watershed Master Plan Study by 2019, completion of flood control projects, and continued regulatory compliance of NFIP requirements.

Water Quality

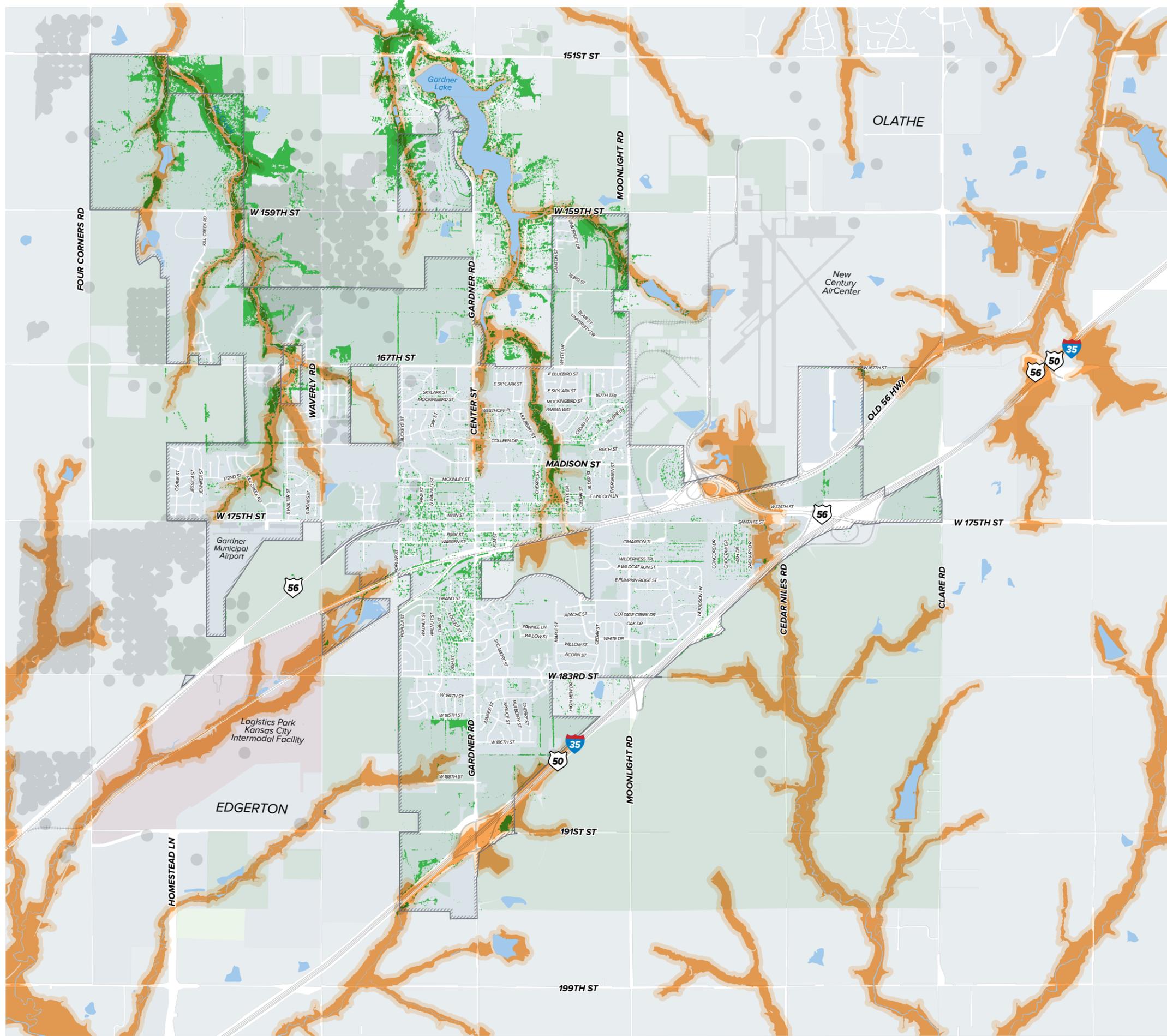
The quality of the water system in and around Gardner greatly affects the natural environment and public health. The City has taken steps to increase water quality as a Phase II National Pollution Discharge Elimination System (NPDES) City. This classification, designated by the Kansas Department of Health and Environment, seeks to comply with the National Drinking Water Regulations of the federal Safe Drinking Water Act by requiring cities to set maximum contaminant levels and treatment techniques for 69 contaminants, as well as regularly and consistently monitor levels of each contaminant.

Even with the NPDES designation, the City's streams, ponds, Gardner Lake, and the Hillsdale Reservoir, which supplies water for the City, are all impacted by potential pollutants from stormwater runoff and erosion. While areas like the KCPL Wetland Park contribute to improved water quality, additional protective measures can be taken throughout the City. In addition, the use of stormwater best management practices (BMPs) not only serves to improve water quality, but also decreases flooding risks by increasing the amount of permeable area and allow for increased groundwater filtration.

Stormwater & Flood Mitigation Recommendations

In order to provide effective stormwater management and flood mitigation, as well as maintain and improve water quality in and around Gardner, the City should implement the following action and strategies:

- Expand current buffer requirements for riparian streams to include all bodies of water, and review minimum buffering requirements to ensure water resources are adequately protected from runoff and pollution
- Require on-site stormwater detention and management to reduce the amount of potentially contaminated runoff through increased permeability and filtration
- Work with property owners and developers to integrate BMPs and green infrastructure strategies, including green roofs, bioswales, rain gardens, permeable pavement, and rainwater harvesting and re-use
- Encourage or require the integration of conservation design principles for new development in order to minimize development on portions of a site with critical natural resources or waterways
- Require the preservation of greenway corridors that follow Kill Creek and other floodways, and serve as natural flood mitigation infrastructure and ecological corridors



CITY OF GARDNER ENVIRONMENTAL FEATURES PLAN

-  Floodplain
-  Potential Greenway/Floodplain Protection Zone
-  Oil Wells (Active & Planned)
-  Tree Canopy
-  Future Development Areas



IMAGE & IDENTITY

The long-term success of Gardner will be dependent upon the quality of life that it provides for residents and businesses. Local image and identity play a significant role in this by projecting a reputation to the rest of the region that will encourage people to invest in the community, supporting a local aesthetic that is attractive and unique to Gardner, and instilling pride for citizens that fosters a high level of maintenance. Creating this sense of image and identity is a responsibility that falls on City government, residents, businesses, and all local stakeholders. This chapter of the Comprehensive Plan includes recommendations that aim to strengthen and celebrate the image of the City.



COMMUNITY CULTURE & HISTORY

Gardner's culture, defined by beliefs, customs, and history contributes to the overall identity of the City. Throughout the Comprehensive Plan process, a noted asset of Gardner is its family-oriented community feel. This is due largely to its history and strong faith-based community as well as through local events, art, and entertainment that demonstrate the community's connection to its past.

GARDNER HISTORICAL MUSEUM & HISTORICAL SOCIETY

Located along Main Street in Downtown, the Gardner Historical Museum provides a glimpse into the City's past. Visitors can visit the Museum for free, view monthly rotating exhibits and learn about the founding of Gardner along the confluence of the Santa Fe and Oregon Trails. The Museum also owns the historical Bray House, which it uses as an administrative, archive, and research facility. In order to take advantage of Gardner's history and integrate it into the City's identity, the City should work with the Gardner Historical Society to implement the following:

- Work with the Parks and Recreation Department to create a community open space and/or a prominent place marker that designates the point at which the Santa Fe Trail divides
- Install trail markers and informational placards throughout the City that delineate the original path of the Santa Fe Trail
- Commission public art installations that follow the theme "Where the Trails Divide"

FAITH-BASED COMMUNITY

Gardner's religious institutions serve as vital community resources, providing neighborhood gathering space, social networks, and support. Several churches have expressed interest in increasing their impact on the community through social service assistance. In order to support the culture of faith and community service, the City should consider the following actions:

- Engage church leaders as a valuable resource to inform the City about public issues and concerns
- Support collaboration among religious institutions and other local service providers in terms of shared facilities, programs, and activities



ARTS & ENTERTAINMENT

The availability of visual and performing arts and entertainment venues not only provide all-age activities, but also serve as a reflection of a City's culture, enhancing the development of creativity and interpretive thinking. Gardner, although well-served with community amenities, is lacking in cultural arts facilities and entertainment options. The City should consider implementing the following actions to expand the arts and entertainment culture in Gardner:

- Use City Hall and other public facilities as visual art galleries and performance venues
- Assess the viability of integrating a performing arts center within a future Parks and Recreation Department community center
- Identify opportunities to support public art through public/private partnerships, including installations as a part of new development, donations or grants for the purchase of art, and sponsored rotating collections
- Partner with the Gardner-Edgerton School District to display student art throughout the community

STREETSCAPE & BUILT FORM

There are several portions of Gardner where the character of the built environment reflects the traditional heritage of the community. This is the result of efforts to preserve important structures and invest in the public realm through streetscape and civic spaces. The design of private development – building placement, materials, architectural massing and detail, landscaping, and signage – can be used to create a sense of enclosure for the public realm, and can create an attractive and inviting environment. Streetscape elements such as lighting, landscaping, street furniture, and sidewalk design can be used to create a unique sense of place. In order to maximize the benefits of investment in private development and public spaces, the City should implement the following actions:

- Continue to implement the Gardner Design Standards through development review and approval
- Establish a comprehensive streetscape master plan that identifies priority streetscape corridors, illustrates desired streetscape elements, includes standards for design and installation, and considers opportunities to collaborate with private development to extend the streetscape beyond the public realm. This streetscape master plan should include recommendations and illustrations related to typical streetscape elements that are appropriate for various environments, civic spaces, gateways, and wayfinding

- Install gateways at prominent entry points to Gardner. The I-35 interchanges and several at-grade streets represent the primary means of entry into Gardner. The City should commission the design and installation of substantial gateway markers and entry points from US 56 and Gardner Road, while more modest gateway elements could announce entry
- Use streetscape design as a way to call attention to Gardner's varying commercial environments. Gardner's commercial areas vary in terms of function, level of visibility, and intended character. For example, the US-56/I-35 interchange area is auto-oriented and could include large areas of landscaping and decorative detention. However, the Downtown is pedestrian-oriented and would benefit from safe sidewalk zones, buffers from vehicular traffic, sidewalk café seating and street furniture that encourages strolling and staying. The City should utilize streetscape to call attention to and differentiate these important areas. Contrasting lighting elements, landscaping, signage, and hardscape can create this effect
- Place attractive wayfinding signs in commercial areas and along major corridors. Signs should be located in key commercial locations in the City, such as Main Street, as well as along arterial corridors to direct motorists and pedestrians to destinations such as City Hall, the Johnson County Fairgrounds, and Celebration Park. The scale of the signs should be appropriately sized based on location, but all should have a similar design to unify and define the City's brand and identity



EVENTS & PROMOTION

BRANDING & MARKETING

A strong and identifiable brand will be the basis for the successful promotion of Gardner. The City's logo and motto, "Where the trails divide," distinguishes it from surrounding communities. In addition to the overall Gardner brand, specific areas throughout the City can benefit from having a unique identity. Through strategic marketing efforts and partnerships, the City's brand can be used to capture local and regional audiences, as well as more specific target markets.

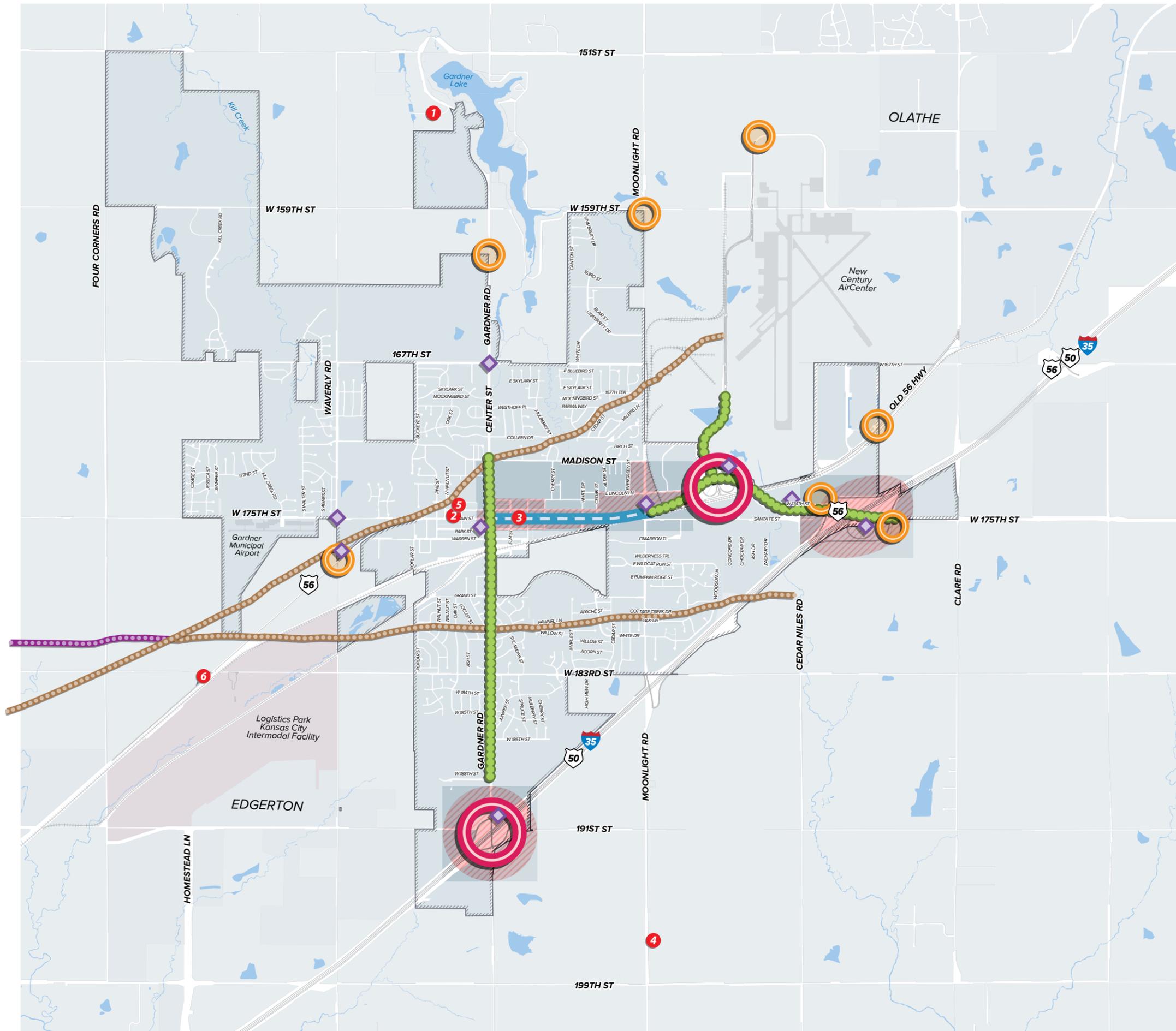
In order to promote Gardner and its unique commercial areas, industrial districts, and neighborhoods, the City should implement the following actions:

- Incorporate the Gardner logo and motto in all City-related media, promotional material, and signage to further strengthen the City's brand, making it highly recognizable and strongly tied to the City
- Work with the Gardner Area Chamber of Commerce and the Southwest Johnson County Economic Development Corporation to promote Gardner through a multi-faceted marketing strategy
- Promote Downtown Gardner businesses through a unique marketing and branding strategy
- Utilize the Johnson County Fair and other events that attract a regional audience as a way to create exposure for local history, commerce, housing, and other characteristics that may encourage future investment

FESTIVALS & EVENTS

Festivals and events provide unique activities for residents and visitors while simultaneously instilling local pride. These events also strengthen the image of the City as well provide economic benefits to local businesses. Existing events include the Johnson County Fair, Festival on the Trails, and various programs through the Parks and Recreation Department and other community groups. To ensure the success of existing and future events and foster local pride in Gardner, the City should implement the following actions:

- Work with the Johnson County Fair Association to simultaneously promote the annual fair as well as the City of Gardner
- Continue to host and support community-wide events, ensuring they have adequate health and safety staff and facilities to accommodate all attendees
- Utilize existing community networks such as neighborhood associations, faith-based congregations, schools, and others to encourage unique festivals or events that celebrate Gardner's local heritage and culture
- Create a master calendar that details events throughout the community, which can be viewed online and at public facilities
- Facilitate neighborhood-based events, such as block parties
- Utilize public facilities as event venues



CITY OF GARDNER COMMUNITY CHARACTER

- Streetscape Corridors
- Main Street Reconfiguration
- Character Commercial Areas
- Primary Gateway
- Secondary Gateway
- Wayfinding
- Santa Fe Trail
- Oregon Trail

Cultural & Historic Places

- 1 WPA Beach House at Gardner Lake
- 2 Herman D. Foster House/Gardner Historical Museum
- 3 William C. Harkey House
- 4 Turner Barn
- 5 Bray House
- 6 Junction Park



The term “sustainability” can have several meanings depending on local context and priorities. Generally, sustainability includes consideration of three important elements in urban development; local ecology, economic well-being, and social equity. In Gardner, the balance among these three elements is influenced by oil drilling, intermodal distribution and logistics, traditional and contemporary neighborhood development, bicycle trails and greenways, access to basic goods and services, and many other factors. As these urban development issues evolve, the City is also subject to changing climate conditions that will continue to test local infrastructure, energy systems, and consumer behavior.

This chapter highlights recommendations throughout the Comprehensive Plan that reflect sustainable practices, and introduces additional strategies aimed at ensuring Gardner’s long-term viability and attractiveness.



SUSTAINABILITY IN THE COMPREHENSIVE PLAN

Throughout Chapters 4-9 of this Comprehensive Plan, there are several recommendations related to specific topics that reflect sustainable practices or policies. In fact, one of the Plan's guiding principles,—Managed Growth—speaks to several components of sustainability as it implies development that preserves the natural environment, reduces infrastructure costs, allows for non-motorized connections throughout the community, and enhances access to critical goods and services for residents. The following summary highlights sustainable practices or concepts discussed in previous chapters of the Comprehensive Plan.

LAND USE

- Focus new development in areas easily served by existing infrastructure systems
- Manage new growth through the use of concentrated development patterns and conservation of natural areas
- Use cluster development and conservation design techniques to conserve natural and open space areas for passive recreation and stormwater management
- Encourage local commercial development in new growth areas that minimizes the distance between residents and day-to-day needs
- Strengthen Downtown Gardner in order to support local businesses and reuse important buildings and infrastructure
- Utilize stormwater detention basins as landscaping features
- Ensure oil extraction processes follow applicable state and federal regulations to protect the health of the natural environment

TRANSPORTATION & MOBILITY

- Provide safe and efficient non-motorized networks that reduce reliance on automobiles and increase physical activity
- Improve the safety and efficiency of transportation networks in order to reduce accidents
- Manage the development of transportation infrastructure in order to minimize cost
- Integrate green design techniques into transportation infrastructure design
- Encourage and support regional transit as an alternative for trips to communities throughout Johnson County



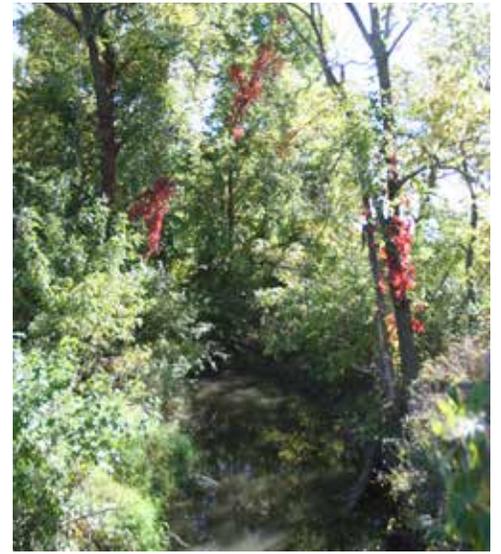
PARKS, OPEN SPACE & ENVIRONMENTAL FEATURES

- Preserve and enhance the City's natural assets such as greenways, wooded areas, Gardner Lake, and the KCPL Prairie Wetland
- Enforce the Gardner Landscape Ordinance to require property owners to maintain and replace trees in order to preserve the City's tree canopy
- Encourage cluster development in order to preserve tree stands within a development site
- Require lake buffers in addition to stream corridor development minimums to allow for natural filtration of runoff before reaching bodies of water

- Require on-site stormwater detention and management to reduce the amount of potentially contaminated runoff through increased permeability and filtration
- Work with property owners and developers to integrate BMPs and green infrastructure strategies including green roofs, bioswales, rain gardens, permeable pavement, and rainwater harvesting and re-use
- Prioritize land acquisition and construction of greenway corridors that follow Kill Creek and other floodways to serve as natural flood mitigation infrastructure and ecological corridors

COMMUNITY FACILITIES & INFRASTRUCTURE

- Ensure all residents have access to critical public services
- Maximize the efficiency of local government in order to reduce costs without compromising the quality of services
- Provide events and facilities that enable citizens to interact with one another
- Support transparent local government and opportunities for community engagement in policy making
- Ensure the safety of residents and businesses through quality police and fire protection
- Maximize the use of public properties for uses that support the local sense of community
- Ensure the on-going maintenance of existing infrastructure systems
- Expand infrastructure in a logical and cost-effective way
- Integrate green infrastructure techniques into existing and new systems



ADDITIONAL SUSTAINABILITY RECOMMENDATIONS

As described previously, sustainable practices are included throughout the previous chapters of the Comprehensive Plan. However, there are additional topics that were raised during the planning process that are more specific, or do not fit appropriately into the discussion of one topic. The following sections include additional sustainability-related recommendation that should be implemented by the City.

LOCAL FOOD PRODUCTION

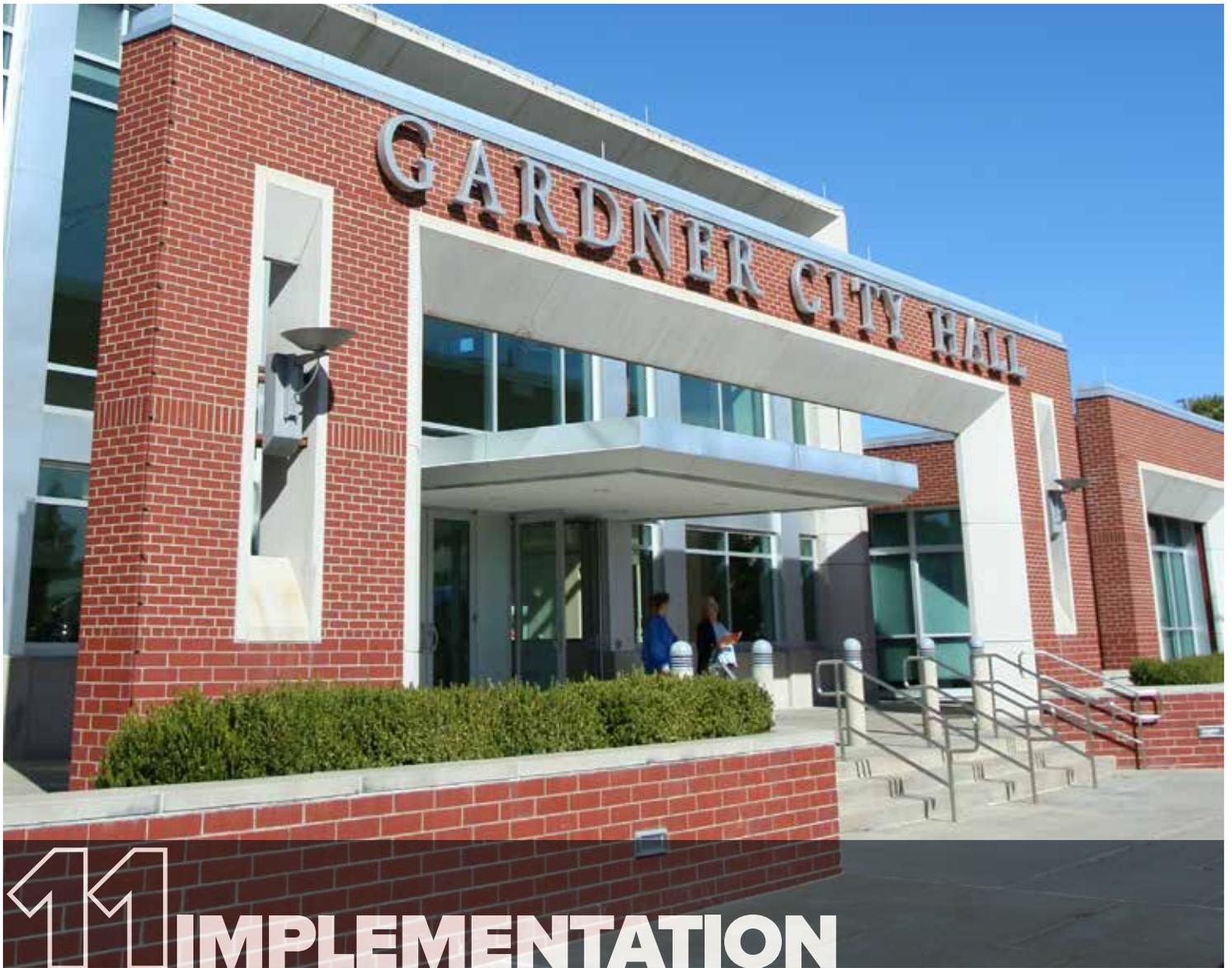
Gardner has a rich agricultural heritage and is encircled by thriving farmland. This connection to local food production is an opportunity to strengthen the local economy and support healthy lifestyles. The following recommendations describe ways the City can capitalize on this characteristic of the community to create a more sustainable urban environment:

- Encourage local schools, restaurants and grocers to offer locally grown foods for purchase or consumption
- Collaborate with local farmers to reestablish a weekly Gardner Farmers Market that offers fresh local produce to residents
- Continue to support the Gardner Community Garden as a resource for education and community building opportunities
- Amend zoning regulations and work with the owners of undeveloped lots to allow neighborhood-supported urban gardens as an interim use, especially in areas surrounded by residential development or in partially built-out subdivisions.

ENERGY EFFICIENCY

Residential and commercial buildings account for more than 40% of all energy use in the United States. As a center for industry and distribution, Gardner has several large developments that could offer a significant environmental and cost benefit by integrating private alternative energy systems. The following recommendations describe ways the City can support local energy production in Gardner:

- Integrate alternative energy systems including solar, wind, and geothermal, into all City-owned facilities, wherever feasible, as retrofits to existing structures or as part of new construction
- Amend zoning regulations to allow appropriate solar or wind energy installations for commercial and residential development, considering potential impacts related to noise and aesthetics
- Provide information to property owners regarding the benefits of alternative energy, and maintain a list of local contractors who specialize in alternative energy installations
- Work with industrial property owners and tenants to identify grant funding for the installation of large-scale private alternative energy systems



The City of Gardner Comprehensive Plan sets the course for growth and development for the next 15 to 20 years. This chapter provides the framework for implementing the vision set forth in the Plan. It outlines the next steps to the successful execution and application of the Plan's goals, objectives, and policy recommendations, and identifies potential funding sources to assist in implementation.

This chapter is arranged in subsections that aim to help staff and leaders to prioritize actions that will raise the likelihood of long-term implementation. The subsections include:

- Ongoing tasks
- Short-term tasks (0-3 years)
- Medium-term tasks (3-5 years)
- Long-term tasks (5+ years)

Recommendations have been placed into these categories based on several factors, including anticipated level of effort, capital resources required, coordination or collaboration required, the need for a recommendation to be completed to enable other things to be implemented, and others. While the actual time of implementation may vary depending on available funding, opportunities for improvement or redevelopment, etc., this chapter should be used as a general guide when establishing local priorities.



ONGOING TASKS

Ongoing tasks include those that do not have a set-time frame, but should be implemented on a continuous basis. They are generally low-cost, and administrative in nature. More importantly, they are critical to the sustained advancement of other actions, policies, and strategies within the Comprehensive Plan.

USE THE PLAN DAILY

The Comprehensive Plan should serve as the official policy guide for land use and development, and be used on a day-to-day basis to inform everyday decision making. The Plan should be adopted and hard copies and digital formats should be made available and accessible. It should be referenced by City staff, boards, and City Council to evaluate all proposals and projects. Finally, the Community Development Department should meet with all department heads for a debriefing of the Plan, highlighting the significance of its contents and its application.

REVIEW THE PLAN ON A REGULAR BASIS

Cities are dynamic environments and are constantly changing and evolving. As such, the Comprehensive Plan should be reviewed and updated as needed on a regular basis to reflect the changing needs of the community. While annual updates can provide a base for systematic reviews and are required per Kansas statute (§12-747(d)), the City should initiate a comprehensive review of the Plan every three to five years. Yearly reviews and updates should coincide with the preparation of the Capital Improvement Program. In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the commitments for the upcoming fiscal year.

COORDINATE THE PLAN WITH THE CAPITAL IMPROVEMENT PROGRAM

Some recommendations of the Comprehensive Plan may require capital investment. To support implementation of these recommendations, the City should coordinate and align the Plan's recommendations with the Capital Improvement Program (CIP). Through this process, all projects are reviewed, priorities are assigned, cost estimates are prepared, and potential funding sources are identified. The CIP should consider investments related to complete streets transportation, infrastructure, parks, and public streetscape.

MAINTAIN OPEN COMMUNICATION

The public engagement processes that shaped the Comprehensive Plan should continue well into its implementation. Consistent dialogue with residents and businesses is essential for the successful implementation of the Plan. The City should make copies of the Plan available online and at City Hall as well as provide assistance in explaining the role of the Plan, its policies, and its relationship to public and private development. The community should be kept informed of all planning developments through the City's website, a newsletter, and communication through civic and church leaders.

PROMOTE COOPERATION

For the Comprehensive Plan to be successful, there must be strong leadership from the City of Gardner and firm partnerships between other public agencies, community groups and organizations, the local business community, and the private sector. The City should assume a leadership role to cooperate and coordinate with the Gardner-Edgerton School District, public safety providers, the Johnson County Library, utility providers, and the Kansas Department of Transportation, among others. In addition, the City should actively work with and encourage builders, developers, and the business community to undertake improvements that conform to the Comprehensive Plan and improve the quality and character of Gardner.



SHORT-TERM TASKS (0-3 YEARS)

Short-term tasks set the stage for the advancement of the recommendations within the Gardner Comprehensive Plan. Tasks are primarily administrative, consisting of regulatory changes, policy updates, or strategic partnerships with limited outside funding required. These are actions that require internal staff time, are generally easier to implement, and represent the highest priority tasks. They should be initiated after the adoption of the Plan, and implemented within 1-3 years.

ESTABLISH BOUNDARY AGREEMENTS & ANNEXATION AGREEMENTS

Establishing Gardner's long-term limits through annexation and boundary agreements will assist local officials and staff in prioritizing improvements and formulating appropriate policies. Gardner currently has a boundary agreement with the City of Olathe and City of DeSoto. However, it does not have a boundary agreement with City of Edgerton or City of Spring Hill. This has resulted in the growth of the Edgerton boundary to capture areas around the multi-modal facility. At the same time, there are several pockets of unincorporated areas entirely or nearly surrounded by the City boundary. The City should annex and/or establish annexation agreements with the property owners of these areas in order to manage growth and infrastructure development, and capitalize on property tax revenues generated by future uses.

CREATE AN IMPLEMENTATION ACTION AGENDA

The Comprehensive Plan provides more than 200 policy and program recommendations. In order to address the myriad of strategies presented within the plan, the City should prepare an "Action Agenda," to highlight the projects and activities to be undertaken within the next few years. The action agenda should be developed in conjunction with the City's CIP, and should involve all relevant City departments. To remain current, the action agenda should be updated once a year. The action agenda may consist of:

- A detailed description of the projects and activities to be undertaken;
- The priority of each project or activity;
- An indication of the public and private sector responsibilities for initiating and participating in each activity; and
- Potential funding sources and assistance programs that might be available for implementing each project or activity.



DEVELOP SPECIFIC PLANS FOR PRIORITY DEVELOPMENT AREAS

The Comprehensive Plan provides several recommendations for the creation of more specific and detailed plans throughout Gardner. The City should initiate the process to further study and create plans for the following areas:

- Downtown
- Johnson County Fairgrounds
- I-35 Interchange Areas
- 191st Street Corridor
- Main Street Corridor
- Southeast Quadrant Market-Determined Area

UPDATE THE ZONING ORDINANCE

The Comprehensive Plan sets forth policies regarding the location and uses of land within Gardner and establishes guidelines for the quality, character, and intensity of new development in the years ahead. As such, the City's zoning, subdivision regulations, property maintenance, and other related codes and ordinances, should be reviewed and updated to ensure that all are consistent with and complementary to the Comprehensive Plan.

DEVELOP BENCHMARKS & INDICATORS

Benchmarks and indicators can provide the City with methods to measure the successful implementation and overall effectiveness of the Comprehensive Plan. Identified below are data that can be tracked and benchmarked to serve as indicators to gauge trends and change within the City. Many of those identified use existing data available to City staff, however some may require voluntary cooperation, data collection, and monitoring from other entities and taxing bodies, including the Chamber of Commerce, and individual businesses.

After adoption of the Comprehensive Plan, a baseline should be established for all indicators and benchmarks desired to ensure consistent tracking of progress. Each of the following benchmarks should be evaluated on an annual basis.

Building Permits. Tracking the number and location of building permits (by type) issued within the City and Johnson County will provide an indicator of new development, including permit activity for new residential, new commercial, tenant space build-out and remodeling, new construction projects, and more. Within Downtown, tracking building permit applications also provides detailed information on proposed modifications to buildings.

Variations. Tracking requests for variations within Downtown and other areas of the City may provide an indication as to the effectiveness and appropriateness of the Gardner Zoning Ordinance. A trend of increasing number of variations may serve as an indication that zoning regulations are becoming inadequate or antiquated, and may need to be amended.

Certificates of Occupancy and Tenant Change. Tracking the number of Certificates of Occupancy will assist in tracking business openings, closings, and relocations.

Code Violations. Tracking the number, location, and type of maintenance code violations, prosecution summary, and corrective action taken will provide an indication of how well individual properties are being maintained.

Tree Survey. Maintaining up-to-date tree data provides quantitative information on the type, size, number and location of mature trees which contribute greatly to the distinctive character of Gardner.



MEDIUM-TERM TASKS (3-5 YEARS)

Medium-term tasks are important actions that may require outside consulting services assistance or relatively minor investments in infrastructure or project development. They have some level of significant cost and should be implemented within 3-5 years after the adoption of the Comprehensive Plan.

PRIORITIZE INFILL DEVELOPMENT AREAS

The Comprehensive Plan provides the framework for the City's growth and development, ensuring that future development and annexation is well-managed and occurs incrementally. As growth occurs, the City should prioritize infill development, ensuring that residential subdivisions are completed and have the necessary infrastructure and services, and vacant residential and commercial parcels are built out. Keeping with the core themes of the Plan, near-term development should occur in areas that are already served by City services and infrastructure, with a focus on building out the New Growth Areas as identified in the Residential Land Use Plan.

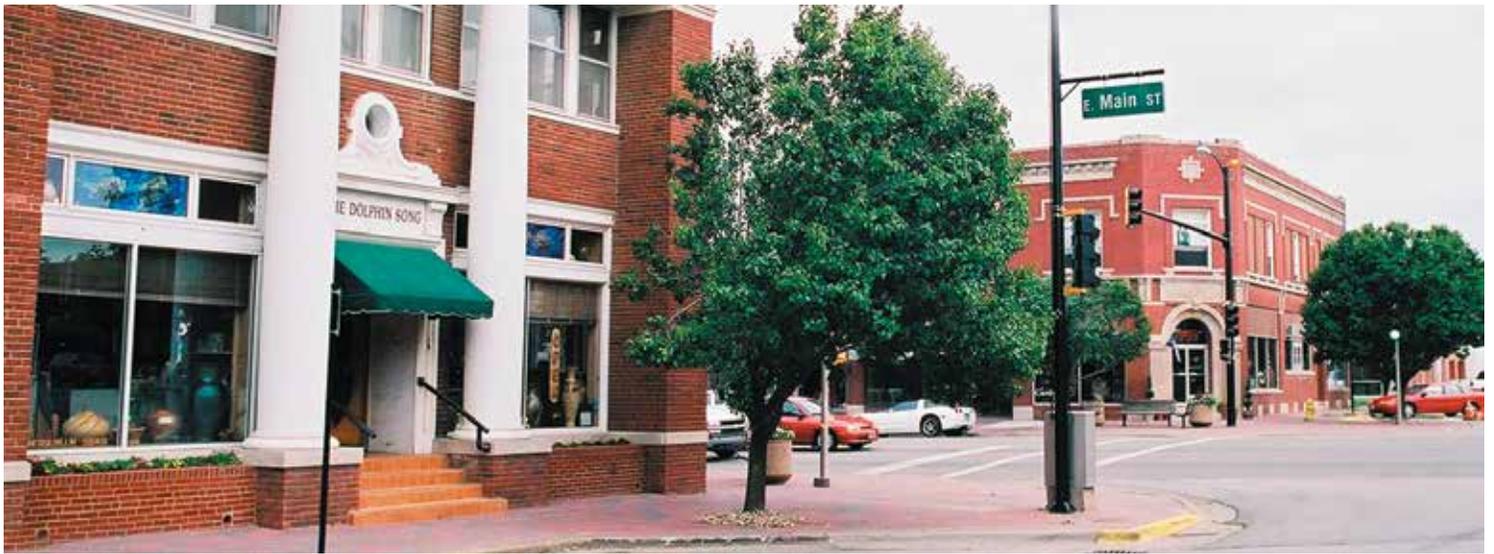
UPDATE & IMPLEMENT MASTER PLANS

The Comprehensive Plan references several City and regional plans, including the 2009 Transportation Master Plan, 2009 Park System Master Plan, and Wastewater Master Plan, among others. These plans provide detailed recommendations regarding roadways, parks, and infrastructure. As such, they should be updated to reflect the Comprehensive Plan. Recommendations and action items within the plans should be integrated as part of the Comprehensive Plan action agenda to prioritize needs and identify potential areas for projects and actions that can be implemented in conjunction with one another.

ADDITIONAL ACTIONS

In addition to the aforementioned actions, the Plan provides recommendations for several medium-term tasks. These include:

- Conduct a sidewalk gap analysis
- Conduct a Gardner Golf Course reuse and study plan
- Adopt a Safe Routes to School Program
- Adopt Complete Streets policy
- Create a Downtown-specific plan that addresses detailed land use, revitalization, and streetscape improvements
- Work with the Johnson County Fair Association to identify potential locations for a new facility within the Gardner community



LONG-TERM TASKS (5+ YEARS)

Long-term implementation tasks include those that may require additional studies and/or funding in order to be fully realized. They often require significant amounts of funding that must be planned for over time. Long-term tasks require intensive planning, engineering, and/or design, and significant investment in infrastructure or project development.

RECONFIGURE MAIN STREET

The redesign and streetscape improvements of Main Street/US-56 to create a pedestrian and business-friendly environment is paramount to the revitalization of Downtown. It will require additional studies and design concepts and the potential transfer of roadway jurisdiction from the Kansas Department of Transportation to the City of Gardner.

ACQUIRE LAND FOR PARKS & TRAILS

The Park System Master Plan recommends increasing the total acreage of parkland within the City to meet current and future population needs. Further, constructing the recommended trails and greenways will provide increased non-motorized transportation and fitness options. Both tasks require land acquisition and/or easements, as well as funding for design and construction.

ADDITIONAL ACTIONS

The Plan provides additional recommendations for actions that are dependent upon future population growth and development. These include:

- Improve City roadways, including arterial widening and new roadways
- Expand City infrastructure and services to the north, west, and into the Southeast Market Determined Growth Area



POTENTIAL FUNDING SOURCES

Many of the Comprehensive Plan recommendations can be implemented through administrative and policy decisions or traditionally funded programs. However, other projects may require special technical and/or financial assistance. The City should explore a wide range of local, state, and federal programs that may be available for use and regularly identify new opportunities as they become available. The funding sources identified below provide a range of potential sources to implement the Comprehensive Plan, however, they are not inclusive and should be closely scrutinized to understand application deadlines and eligibility requirements.

GENERAL ECONOMIC DEVELOPMENT SOURCES

Tax Increment Financing (TIF)

The purpose of TIF funding is to incentivize and attract desired development within key commercial areas. TIF dollars can typically be used for infrastructure, streetscape, public improvements, land assemblage, and offsetting the cost of development. TIF utilizes future property tax revenues generated within a designated area or district, to pay for improvements and further incentivize further reinvestment. As the assessed value of properties within a TIF District increases, the incremental growth in property tax over the base year that the TIF was established, is reinvested in that area. Cities within Kansas may establish a TIF district, or redevelopment area in areas that are deemed blighted, at risk of blight, are within an enterprise zone, intermodal transportation areas, or major tourism or commercial entertainment area.

Community Development Block Grant (CDBG) Program

The Community Development Block Grant program is a flexible program that provides communities with resources to address a wide range of unique development needs. The CDBG program provides annual grants on a formula basis to general units of local governments and states. A grantee must develop and follow a detailed plan that provides for, and encourages citizen participation. This process emphasizes participation by persons of low- or moderate- income, particularly residents of low-income and moderate-income neighborhoods, and blighted areas.



Business Improvement District (BID)

Business Improvement Districts can be used to fund improvements and programs within a designated service area. Within the State of Kansas, a city may set up and establish a boundary of a BID by ordinance. It may then assign fees to properties within the identified service area and the revenue received is channeled back into projects and programs benefiting those properties. A BID can be rejected if 51% of the property owners and electors within a designated area object. BID funds can be used for such things as streetscape improvements, district marketing, special services and events.

Foundation & Specialized Grants

The successful implementation of the Plan requires the completion of projects that range in scale and scope. A funding source that becomes increasingly significant when issue-specific projects or programs (tourism, public art, historic preservation, small business assistance, etc.) are considered is the foundation grant. The City should dedicate resources to monitoring and exploring foundation grants as a funding tool.

Other Economic Development Sources

Kansas statutes provide for a variety of funding sources to Kansas cities for the retention and attraction of businesses and other economic measures. Sources include Constitutional Tax Abatements, Industrial Revenue Bonds, tax rebates associated with Revitalization and Redevelopment Districts, Special Assessment Districts Sales Tax and Revenue Bonds (STAR Bonds) for tourism related facilities, Transportation Development Districts, and Community Improvement Districts. The funding sources can provide important incentives to stimulate private investment and can serve as an effective source for public infrastructure projects. Before using these tools, cities may adopt guidelines that address which sources align with City objectives and under what circumstances each of the sources will be most appropriate.



TRANSPORTATION FUNDING

Funding for the City's many transportation needs presents several challenges. However, there continue to be opportunities to acquire capital funds through the Mid-America Regional Council (MARC), Johnson County, KDOT, and the Federal government. By being prepared with transportation projects that are "shovel ready", Gardner can maximize its share of those limited outside funds. Gardner must also be ready to match local, state and federal funds when they do become available. Partnerships with other local agencies such as the school district or Johnson County Transit present other important opportunities. Finally, it is worthwhile for Gardner to continue to explore other ways of raising funds for transportation – both for maintenance and new construction. This could include funds from private sources, districts, or other means.

MAP-21

In July 2012, the "Moving Ahead for Progress in the 21st Century" (MAP-21) bill was signed into law. The goal of the two-year transportation reauthorization bill is to modernize and reform the current transportation system to help create jobs, accelerate economic recovery, and build a foundation for long-term prosperity. The following discussion summarizes grant programs covered under MAP-21 that could be utilized by the City to make enhancements to local transportation infrastructure, including roads, highways, sidewalks, and trails.

Surface Transportation Program

Funds from the Surface Transportation Program (STP) may be used by local governments on a variety of roadway projects on federal-aid highways. Funds are administered through the Kansas (STP)/Bridge Priority Committee and allocated to the local Metropolitan Planning Organization, the Mid-America Regional Council (MARC). Local governments may apply for funding through MARC's call for projects.

KDOT Economic Development Program

The objective of the Economic Development Program is to use transportation investments to recruit, retain, and grow businesses. The grant requires a 25% match, and eligible projects may include road, transit, and rail improvements. However, the program is not intended to fund improvements for the sole recruitment of business, rather projects must be shown to support job growth.

KDOT Transportation Economic Development Loan Program

Similar to the Economic Development Program, the Transportation Economic Development Loan Program seeks to create new jobs and encourage capital investment through partnerships with local government and the private sector. The reimbursement loan program uses incremental revenue from private investment that was spurred by the development of transportation infrastructure to pay off the bonds used to finance the transportation project. Only roadway project are eligible for the program and would require a three-party agreement between KDOT, the City of Gardner, and a private sector business.



Transportation Revolving Fund

The Kansas Transportation Revolving Fund (TRF) provides loan funding to local government for eligible transportation projects. Loans may be repaid through innovative transportation funding solutions such as revenues from highway fund allocations or locally raised revenue. The Kansas Department of Transportation accepts applications on an annual basis. Eligible projects include bridge, culvert, road, street, and highway projects.

Transportation Enhancement

Administered by KDOT, the Transportation Enhancement program provides funding for the construction of non-traditional transportation projects. This includes bicycle and pedestrian trails and landscaping and beautification related to streetscape projects. Projects require a minimum 20% local funding match, must be consistent with local plans, and have local support.

Safe Routes to School (SRTS)

The SRTS program provides funding for the planning, design, and construction of infrastructure related projects that will substantially improve the ability of students to walk and bicycle to school. Administered by the Kansas Department of Transportation using Federal Highway Administration funding, infrastructure projects may include sidewalk improvements, traffic calming and speed reduction improvements, pedestrian and bicycle-crossing improvements, on- and off-street bicycle and pedestrian facilities, and traffic diversion improvements in the vicinity of schools. Eligible programs may also include non-infrastructure-related projects such as public safety and awareness campaigns, traffic education and enforcement, bicycle and pedestrian safety training, and funding for training volunteers and staff.

Additional Programs Through KDOT

In addition to the programs listed above, KDOT provides several other partnership opportunities for local government to help finance transportation-related projects. The programs use state and federal funding through reimbursable grants and local matches. Transportation projects may include roadway resurfacing, intersection improvements, safety projects, corridor management, and public transit.

CARS Program

The County Assistance Road System (CARS) program provides transportation funding through Johnson County. The County provides a 50% match to projects that consist of constructing and maintaining the County's major corridors. To apply for funding, each city must submit a 5-year road improvement plan, which the County scores and allocates funding accordingly.



PARKS & OPEN SPACE FUNDING

Land & Water Conservation Fund Grants

The Kansas Department of Wildlife, Parks, and Tourism administers federal funding from the Land and Water Conservation Fund for outdoor recreation projects. Funds may be used for the development and/or acquisition of outdoor public recreation facilities. Eligible projects require a 50% match and must meet needs identified in the 2009 Kansas Statewide Comprehensive Outdoor Recreation Plan. These include shared-use paved trails, playground equipment, upgrades to existing amenities, and additional park acreage, among others.

Recreational Trails Grants

The Recreational Trails Grant, a program through the Kansas Department of Wildlife, Parks, and Tourism, provides funding for recreational trails and trail-related projects. Funds are distributed using an 80% match. Trail projects may be motorized, non-motorized, or diversified recreation trails or projects. The aim of the grant is to spearhead construction and application of trail projects, rather than fund administration.