

## **Chapter Five: Land Use Guide**

### **Introduction**

The Land Use Guide for the City of Shawnee presents a generalized, conceptual view of future development patterns over the next 20 years. The Guide is not a zoning map, nor is it a blueprint which is not possible to predict all the changes and decisions which will interact to shape our future. To ensure the plan remains a dynamic guide for the future, it must be routinely monitored and revised as necessary. Annual review will be undertaken, and changes made to remain current and effective in guiding development decisions. It can be anticipated that more specific and detailed plans will be required for key locations within the City as development and redevelopment occurs. An annual review of the Comprehensive plan is made to achieve its use as a tool to make effective development decisions.

City decision makers must remain acutely aware of the Land Use Guide's conceptual nature when utilizing it to evaluate individual land use proposals. Evaluation must be made based upon specific land use boundaries delineated on the map. It remains understood that to a large degree land use recommendations are based upon intensity type criteria, in addition to use criteria. In other words, used of an intensity compatible with the Land Use Guide's recommendations may be viewed as largely in conformance with the plan, even if the specific type proposed differs from that shown on the Land Use Guide map.

In conclusion, it should be remembered the Land Use Guide is only a portion of the plan. Use of the Land Use Guide must be in conjunction with applicable plan goals and objectives. The following sections provide text and policies to be used in conjunction with the Land Use Guide map herein. The graphic and narrative elements are to be considered as equal and complimentary Plan features, the narrative serving to further amplify the recommendation of the Land Use Guide map.

### **General Land Use Policies**

1. Apparent or actual changes in any plan concept, whether on narrative or graphics, will be formally incorporated into the plan. Such formal changes shall be incorporated on at least an annual basis.
2. All areas designated as subject to flooding in or a drainage course, shall generally be promoted for use as agricultural, open space, recreations or similar use which will be most compatible to intermittent flooding. Fill in the floodway fringe will be discouraged, especially in areas which has witnessed rises in the floodplain elevation in the past.
3. Steep slopes (topography having an incline in excess of 15%) generally will not be permitted to be used for urban or suburban development. However, on review, the Planning Commission may permit limited development where due to the unique character of the site or the development itself the environmental, ecological and open

space concerns of this plan will not be jeopardized. This does not mean that steep slopes cannot be integrated into a development proposal. It can be expected that such proposals will provide environmental easements to protect the slopes and natural vegetation.

4. The approval process of site development proposals for uses other than single family dwellings shall emphasize the need for buffering of adjacent uses from: dust, litter, light glare, noise, water runoff, undue traffic problems, and safety or health hazards. In addition, the visual character shall receive critical review with emphasis on screening and landscaping.
5. Forested areas and windbreaks should be preserved wherever possible.
6. Ponds and natural drainage ways should be preserved in natural condition and dedicated as open space wherever feasible.
7. Where intensive development forms are designated in an area adjacent to low density residential, site planning shall provide for a lessening of activity along these areas relative to other portions of the site, and be complimented by large setbacks and extensive screening and buffering features.

### **Residential Land Use**

Residential land use is the dominant form of land use in Shawnee. The planning process must emphasize the protection of established residential areas in order to enhance Shawnee's regional status as a desirable, stable bedroom community. Shawnee has historically provided a varied housing stock, and is in a unique position to provide for a diverse array of housing types, from urban high-rise to country estates, due to a great variety of physical land features. Care should be given to provide a variety of lot sizes in development which will not inadvertently tax existing utilities and public uses, as well as to provide a variety in the development of residential subdivisions.

Although low density suburban living will continue to be a Shawnee trademark, the spacious land area and diverse physical features have permitted the identification of numerous parcels suitable for medium and high density developments. The Land Use Guide delineates four density levels for residential development.

1. Rural Residential: One or less unit per acre of the development. This type of residential use will most likely be on septic systems.
2. Low density: 5 or less units per gross acre of the development and senior living facilities (not located in single family residential structures) with a density of 12.775 units per acre or less, when located on at least 5 acres and has direct access to an arterial or major collector street.
3. Medium density: 5.01 to 10 units per gross acre of the development and senior living facilities with a density of 21.78 units or less.

#### 4. High density: 10.01 or more units per gross acre of the development

Projects which are near or exceed the midpoint (or with a Planned Mixed Residential development which is near a 15.55 unit per acre density) should provide exceptional design and use of high quality building materials which exceed those standards set forth in the Duplex and Multi-Family Design Guidelines Policy. Further, these projects should be in areas adjacent to designated arterial streets, or have natural constraints beyond the control of the property owner. In addition to a high standard of development, natural buffers should be utilized when possible, and in other cases intense landscaping and fencing shall be provided.

Rural and low density areas would range from rural type uses to typical suburban subdivisions. Medium density could include duplex and townhome developments, small multi-family uses, and planned unit developments that provide a variety of housing types, including senior living opportunities. High density uses would generally be apartment or condominium developments and higher density senior living facilities. Certain locations of the areas designated for low density development may be permitted a higher density where unusual development problems can be shown to exist.

Senior living facilities such as independent living, assisted living, continuing care communities, and other residential facilities designed for the elderly population, except those in single family residential structures, may be considered for development at or near the upper density limit of the land use designation, provided it can be shown that the traffic generated from such a facility is compatible with the surrounding uses and the design and materials of the facility blend with the surrounding neighborhood..

#### Low Density Residential Development Policies

Single family residential development remains the principal land use type, and can be expected to remain as such in the future. However, even within those areas recommended for low density residential use on the map, a variety of actual residential use types will be realized.

Most of the designated low density areas east of Lackman Road are anticipated to develop as typical suburban subdivisions. Because of topographic features and the lack of sanitary sewers in some areas, central Shawnee, from Lackman to Woodland, will realize a variety of single family use types. Some areas will develop as traditional subdivisions, while large lot country estate type uses will appear in certain heavily wooded and hilly areas. West Shawnee, with generally flatter and sewered land, will realize considerable subdivision development. Rural, residential and agriculturally related uses will continue to characterize large portions of the land area west of K-7 Highway and south of 63rd Street. The area west of Mize Road and south of 63rd is designated as rural residential use, and should be considered as large lot residential uses with lot sizes meeting septic size requirements.

## Medium, Mixed Density and High Density Residential Development Policies

Medium density residential uses (5.01 to 10 units per gross acre of the development) are recommended in a variety of locations. Medium density residential uses are expected to occur as buffers between commercial, industrial, and high density residential uses, and low density residential neighborhoods. Additionally, this type of residential use also is indicated to be located along the Shawnee Mission Parkway and K-7 corridors.

It is important to note that the density range established for defining medium density residential is a lower figure than would generally permit typical garden apartments. The density figure was established in recognition of Shawnee citizen's overall desire for relatively low density residential living environments. Nevertheless, medium density designated areas will show a great mix of development forms. Apartments and condominiums will likely appear in conjunction with large scale mixed residential planned unit developments. In other areas, duplexes and attached single family housing will emerge as typical medium density housing.

A large amount of those areas designated for high density residential use (10.01 or more units per gross acre of the development) are presently developed as such. Undeveloped areas recommended for high density residential use include tracts at the northern end of the K-7 corridor. For the most part, these areas should develop as typical condominium or garden apartment uses.

Undeveloped areas recommended for mixed density residential development are located at the northern end of the I-435 Corridor, and on the east side of Ogg Road south of Johnson Drive. The mixed density residential land use designation allows for a moderate to high density of residential development, typically in the range of 5 to 10 plus units per acre, in forms such as single family homes, duplexes, townhomes and smaller-scale condominium or apartment buildings. Mixed density residential housing incorporates a blend of housing types in a neighborhood setting.

In reviewing site plans for multi-family residential developments, the Planning Commission shall require that both building architecture and land planning reflect good planning and design in accordance with accepted architecture and land planning principles.

The Planning Commission recognizes that good architectural character is not in itself more expensive than poor architectural character, as is not dependent upon the particular style of architecture selected. Rather, good architectural character is based upon the suitability of a building for its purposes, upon the appropriate use of materials, and upon the principals of harmony and proportion in the elements of the building. Diversity in design provides for a more pleasing community. Similarly, good site planning organizes the external physical environment so that the land, structures, activities, and living things are integrated into a harmonious well-balanced system that facilitates the continuous future management of the site over time.

The following land use policies have been prepared to guide development of and adjacent to those areas identified for residential land use:

1. Protect the integrity of residential neighborhoods by requiring extensive buffering and screening of adjacent higher intensity developments. A landscape buffer zone which incorporates the use of berms and coniferous trees to protect the residents and should be provided for all residential developments adjacent to primary arterial, or higher intensity use.
2. Avoid the routing of major transportation routes through established residential areas.
3. Provide for the needs of diverse social and economic groups through the provision of various housing types and density levels.
4. Require collector or arterial street frontage for new multi-family developments.
5. Encourage the use of planned unit developments for infill and developments which contain a variety in terrain and natural features.

### **Commercial and Office Uses**

New commercial development of a major scale, in conjunction with residential development in the western portions of the City, may prove to be the most visible land use development throughout the 20 year planning period. A regional activity center continues to be expected to be developed at Johnson Drive and Renner Road. Given this assumption, this commercial development has every potential of radically altering the function and identity of Shawnee. The tax revenues which are derived from commercial uses are essential for providing the extent and quality of municipal services desired by the citizens of Shawnee.

The prospective future significance of the commercial development at Johnson Drive and Renner Road, and Johnson Drive and Ogg Road cannot be overly exaggerated. Despite poor economic conditions of the late 1980's and early 1990's in the commercial real estate market, this area remains the prime location for large scale development in Shawnee. Planning support for the area has been provided and noted in the Johnson Drive, Shawnee Mission Parkway and I-435 Corridor segments of this Plan. Further, it is the intent of the City that development of these properties will occur on large assembled pieces, rather than developing them in a haphazard and piecemeal manner.

#### General Commercial-Office Development Policies

1. It shall be general policy to emphasize and lend planning support to the Johnson-Renner area as the primary civic, cultural, and business center of Shawnee, and to evaluate any proposal for regional or community scale commercial development in light of its potential impact on this area.

2. Proposals for high-rise (greater than three story) office or multi-family development shall be directed to the Johnson-Renner area.
3. Access to planned commercial or office developments shall be provided via frontage roads wherever practicable, and curb cuts along arterial streets shall be minimized.
4. Limit neighborhood commercial development to the intersections of non-local streets, and to not more than two of the four corners of such intersections.
5. New commercial developments along 63rd Street between Nieman and Lucille on the north side of the road shall be oriented to the south, and not utilize 62nd Terrace for principal access. Exceptions would be uses that currently exist. New curb cuts onto the parkway between Switzer and Pflumm will be discouraged.
6. Buildings in a planned center or office park shall be architecturally unified, rather than a miscellaneous assemblage of stores.
7. Ample on-site parking with controlled access to adjacent thoroughfares and with a minimum of customer walking distance shall be provided.
8. Parking areas of 20 or greater spaces shall provide internal landscaping to alleviate paving monotony.
9. Service areas for goods delivery shall be separated from pedestrian circulation routes.
10. Site plan review shall allow for the controlling of signs, ingress and egress, light glare, trash disposal, sound, odors, storm drainage, and related nuisance factors in a manner to eliminate conflicts with abutting properties.
11. Strip commercial development shall require exceptional site planning to demonstrate an integration of the development as a quality project compatible with the site and perceived image of the area.
12. Spot zoning shall be disallowed.
13. Office buildings and financial institutions located at high profile intersections or along major arterials will be reviewed with the expectation of possessing architectural distinction, and multi-story elevations, and/or multi-tenant office space. It is suggested such buildings contain a minimum of 10,000 square feet.

### **Mixed Use/Destination**

Mixed Use/Destination designations provide an opportunity to create comprehensive and integrated developments (retail and/or office) and higher density residential land uses under a single plan. A destination development may contain a single use, that by its nature is

somewhat unique to the area (such as a recreation activity or a large corporate office center) that attracts consumers or workers from a wide area.

Mixed use developments more commonly contain shopping and office spaces at a neighborhood, or community scale, carefully integrated with a high density residential use. The commercial/office components should capitalize on the visibility of those areas from major roadways, or at newly created focal points within a development plan, with the residential use at the periphery in single use buildings, and or above the retail uses to generate significant markets for the commercial area.

The mix of uses in these developments can be either horizontally or vertically integrated. Horizontal development occurs with each building, regardless of its height, and contains a single type of use. Vertical mixed use includes multiple uses in a single building, with the most common type being retail on the lower level and higher density residential and/or office uses above. Well integrated open spaces and amenity driven traffic patterns are encouraged to facilitate pedestrian movement within the development.

To adequately accommodate a mixed-use concept and cohesive development patterns, as either a redevelopment opportunity or green-field, the development should be over ten acres in size, unless undertaken in the downtown area.

Four major plans have been prepared for the City's major arterial corridors; Johnson Drive, Shawnee Mission Parkway, I-435, and K-7. The information presented in these sections was originally adopted as addenda to the Comprehensive Plan. The information provide not only provide rational for anticipated land use patterns, but also established design criteria for development along the corridor acting a means to achieve the desires land use results. Following the presentation of these plans, other significant commercial centers are identified, and a set of policies for all commercial developments are presented.

## **THE CORRIDOR PLANS**

### **Johnson Drive Corridor**

Johnson Drive provides the City of Shawnee with a northern arterial route from the eastern City limits to Clare Road. In addition to providing residents with ready access across the northern portion of the City and its services, Johnson Drive provides the opportunity for growth in a variety of land use sectors. This section provides a rationale for land use decisions along this corridor. The goal is to provide orderly and sequential growth. Other factors such as the provision of adequate water and sewer facilities will have an effect on the location of new development. Currently, most development is located at the eastern and western edges of the study boundary.

Topography within the Johnson Drive corridor plays a large role in the type of development which will occur. The topography is rolling between Rosehill Road and Barker Road. The slope direction off Johnson Drive varies from primarily downward slopes east of I-435 to upward slopes along the street west of I-435.

Johnson Drive angles in a northwest to southeasterly direction across the Mill Creek flood plain, and then is relatively flat to Clare Road. A number of small lakes relatively close to the road, and within the planning area, provide for the potential of pleasing development. This diversity of terrain along the route lends itself to a variety of urban development uses.

Rather than reacting to leap frogging development at intermittent sites along the route, these guidelines set in place land use goals and policies along Johnson Drive in a comprehensive manner. Development to a large degree exists only at the terminus points along the route which better allows for a comprehensive approach.

This approach enables the City of Shawnee to guide development along the corridor in a positive manner. Land use proposals have been developed to encourage the best use of the topography and those natural conditions imposed by the land, as well as density buffers between competing land uses. Legislative, as well as review bodies, must be willing to implement this plan as a tool in the manner adopted. As with any land use plan, a periodic review shall be made, if for no other reason to reaffirm the decisions which have been made. Development plans in conflict with identified uses will undoubtedly be proposed. These plans must be reviewed with an eye toward their overall consistency with the City's development goals.

It is noteworthy that the major north/south streets which completely bisect Johnson Drive also bisect Shawnee Mission Parkway, with the exception of Lackman Road and Barker Road. Both of these streets are approximately one and a half miles from I-435.. The most variety in proposed land uses occurs near the intersection of I-435 and Johnson Drive where a combination of an interstate highway, topography, and a landfill will dictate development. Current major intersections along the route where development is expected to occur are: Kansas Highway 7, Woodland Drive, I-435 Barker Road, and Renner Road. Pflumm Road will become a focal point with its completion north to 51st Street in 1989.

The land use narrative for the Johnson Drive corridor proceeds from east to west beginning at Rosehill Road. The Land Use Guide adopted in 2013 provides the basis for comparison in this narrative.

#### Rosehill Road to Lackman Road

The opening of Pflumm Road in 1989 between Johnson Drive and 51st Street should spurred rapid single family development in the area east of Alden extended. This area, unlike other portions of the corridor, is sewered providing the opportunity for fairly rapid development in the area during the 1990's and early 2000's. Johnson Drive became an even more important arterial carrying new Pflumm Road collected traffic from the north. This portion of Johnson Drive features civic assets such as the Thomas Soetaert Aquatics Center, the Shawnee Civic Centre, Johnson County Library and Broken Arrow Elementary School. This portion of the street is also a major carrier of traffic from Broken Arrow Elementary School located at Alden and Johnson Drive. Redevelopment of the southeast corner of Rosehill and Johnson Drive provide the only opportunity for new commercial development in this area. The southwest

corner of Alden and Johnson Drive provides the location for a small single family residential development.

#### Lackman Road to Maurer Road

This portion of the corridor has been developed with large lot single family homes. Development of a forty acre tract north of Swarner Park is dependent upon the extension of Lackman Road from 63<sup>rd</sup> Street and Johnson Drive. This property features a lake that will provide an amenity for a future single family residential development. There may be potential for the combination of existing lots to develop smaller single family residential subdivisions, in the area north of Johnson Drive. Low density residential uses are expected to remain as the predominant land use in this area. It is expected that Maurer Road will provide the boundary between low density residential uses and more dense and intense mixed uses to the west.

#### Maurer Road to I-435

In this area residential developments are anticipated to occur on the north side of Johnson Drive and a unified mixed use form of development along the south side. On the north side of Johnson Drive, a variety of types of residential development are expected. The mixed density residential designation promotes moderate to high density residential development in the forms such as a mix of single family homes, duplexes, townhome/condominium development and apartment units. These types of uses may be mixed to still provide a neighborhood setting. This will provide adequate ground for this type development in an area bordering a high traffic and noise generating highway where the western portion is limited for development by steep slopes created during the construction of I-435.

On the south side of Johnson Drive, as mentioned in the I-435 corridor study, a well planned and cohesive development containing entertainment uses, commercial services, office uses and high density residential uses are expected in a mixed use development. Alternatively, the potential exists for the creation of a large or series on medium sized office campuses or regional destination retail uses, as opposed to warehousing or self-storage units.

Portions of the property were zoned commercial highway in 1986 in anticipation of the development of a large retail mall. As identified in the I-435 study, it is not desirable to split up the site and allow development to occur in a piecemeal manner, which may result in undesired land use patterns, and such site plans that propose such development patterns should be denied. Individual plans for small parcels will not be considered unless the plans are integrated into the overall development of the site. Such uses and design shall be of high quality to enhance the variety of businesses available to Shawnee residents.

#### I-435 to Burlington Northern Railroad

Unlike the intersection of I-435 and Shawnee Mission Parkway which provides access constraints due to right-of-way necessary at that location to accommodate the three leafed clover type intersection, the I-435 and Johnson Drive intersection was constructed in a

different manner which allows access to Johnson Drive relatively near the interstate.

The north side of Johnson Drive between I-435 and the former Barker Road right-of-way is the location of the Johnson County Landfill, with the exception of the location of the City of Shawnee Public Works facility and a small office park just to the east of that facility. Additional small industrial sites may be created along Locust. The Bureau of Indian Affairs owns a parcel of land just west of Locust that is identified as a potential park that can link to the Mill Creek Streamway Park system.

The close proximity to the interstate highway system creates lighting and noise impacts which usually make undesirable the successful development of owner occupied housing in areas where to date no development has occurred. High quality development featuring office parks and high density residential development which are designed to take into account the steep terrain seem best suited for the area. The area on the south side of Johnson Drive between I-435 and Ogg Road has been designated as a TIF district to assist in providing the infrastructure to construct the identified land uses. The western end of this portion of Johnson Drive represents a northerly turn of the street moving its alignment with 59th Street, north to 55th Street following the level plain created by Mill Creek.

The entire area contains the most rugged terrain along the route, and also provides some of Shawnee's most scenic views for residential development on the south side of Johnson Drive. Due to the terrain, we can expect development of large lot residential development as infrastructure costs will be expensive and limited. A 100 acre tract has been developed as a large homestead, which may have the potential for a future institutional use. In the event this property is sold to redevelop, low density residential land uses would be expected. Except for a parcel of ground approximately 15 acres in size at the southeast corner of Ogg Road and Johnson Drive is proposed as commercial property to allow development of a small retail center to serve convenience commercial needs of occupants of the office park developments and residents in the area.

Portions of the property along Johnson Drive west of Barker Road are located in the 100 and 500- year floodplain and has been developed with recreational uses since this area has a recognized potential from flooding.

The Mill Creek Streamway Park anchors the western edge of this portion of this plan. The City should continue to work closely with the Johnson County Parks and Recreation district to preserve the stream valley corridor as proposed for the Mill Creek basin extending from Olathe to the Kansas River. Development of the Mill Creek Streamway corridor will not only benefit the citizenry as a whole, but also will lend aesthetic beauty to the developments along the west and south sides of Johnson Drive.

#### Burlington Northern Railroad to Woodland Road

This short portion of the study provides a variety of land uses in a small area. An old existing manufacturing area exists on the south side of Johnson Drive near the railroad

tracks. Except for a 300-foot wide strip along Woodland Road, the land is zoned Planned Industrial. There are no spur lines along this section of the railroad track making a large portion of the land questionable for industrial use, given its distance from K-7 Highway and I-435. The northeast corner of Johnson Drive and Woodland is designated for commercial development. Small retail uses should be encouraged to locate on the site, which can serve not only the residents in the area, but also those attending sporting events at the Johnson County Parks and Recreation venues nearby. Millwood Business Park provides a buffer between the residential structures along Woodland and the sports complex.

### Woodland Drive to K-7 Highway

During the mid-2000's sewers were provided in the entire area. Land is still held in large tracts by relatively few owners. Vacant properties are located on the west side of Woodland Drive, and just west of Woodsonia on the north side of Johnson Drive. The property at the southwest corner of Woodland Drive, currently developed with a large single family home may provide the opportunity for a small office development at the corner and medium density residential development of the remainder of the tract. The topography of the land is relatively flat and was conducive to large scale single family residential development. During the mid 1990's to mid 2000's large scale single family development occurred along this corridor as the construction of the Mill Creek Wastewater treatment Plant opened large area for development.

In mid-1990 a need was identified to select additional areas for commercial development in this area, as rapid residential development has begun to occur. It is the City's desire to designate these areas prior to intense residential development throughout the entire corridor. Commercial developments are best suited to be located at the intersection of major arterial streets. Such a location which provides ample depth and width for a mid-sized commercial center is at the northwest corner of Woodland Drive and Johnson Drive. A neighborhood commercial center on a small scale (10 to 12 acres) could be appropriate at this location. Given the surrounding topography to the south and southwest, increased attention to the placement and/or screening of rooftop mechanical units will be necessary. Medium density residential development is indicated as a buffer, and would be preferred should residential development proceed prior to commercial development. In the event the commercial center is constructed first, single family residences with adequate buffering and larger lots abutting the commercial area should be considered. The areas with a smaller irregular shaped tract to the east will compliment anticipated commercial development along K-7 and along Shawnee Mission Parkway.

Monticello Road will serve as the major collector street in the area. A medium density residential land use buffer is preferred along the west side of Woodsonia Drive south to Johnson Drive. The construction of Prairie Ridge Elementary School led to the closing and demolition of Woodsonia Elementary School. As noted in previous Comprehensive Plan's the most reasonable use for the Woodsonia site would be for commercial uses along K-7 Highway, south of Johnson Drive. It is anticipated this area will be developed with a large scale commercial facility. Reconstruction of K-7 Highway and Johnson Drive

intersection, as an interchange, will compliment such a development. The construction of Monticello Trails Middle School and Mill Valley High School with athletic fields on Monticello Road approximately one-half mile south of Johnson Drive will add to the daytime traffic on this portion of the street. The development of frontage roads along K-7 Highway can provide some incentive to use other less heavily used crossings or crossings which currently pass over the highway. Once again, subdivisions located along this portion of Johnson Drive should be developed with limited numbers of access streets along Johnson Drive.

### K-7 Highway to Clare Road

55<sup>th</sup> Street (which is the continuation of Johnson Drive west of K-7 Highway) was fully improved in the mid 2000's. Commercial development should focus upon 55th Street and not strip out along K-7 Highway to the north. Single family residential development is built out in the Monticello Meadows , City View Farms, Heartland Hills and Highland Ridge subdivisions. Additional commercial development will add to the desirability of the neighborhoods. Prairie Pines Townhomes developed along K-7 Highway, north of 55th Street provides a buffer for the single family developments to the west. The Land Use Guide also indicates an area for office/service development east of the Heartland Hills subdivision. Commercial development on the north side of 55th Street should be limited to the existing depth as currently developed. The City has purchased property on the north side of 55<sup>th</sup> Street at Belmont to provide development of a future large regional park in the area.

### Current Zoning

A large majority of the property located along Johnson Drive from Alden west to Barker is zoned Agricultural. In Shawnee, the Agricultural zone, in addition to farming operations, acts as a holding zoning district for future development. Scattered residential zoning exists along the route where plats for residential development have been filed.

Approximately 120 acres of property is zoned Commercial Highway at the southeast intersection of Johnson Drive and Interstate 435. As described earlier in this report, this zoning district remains the best use of the site for development of a large scale unified commercial development.

Between I-435 and Barker Road the properties on the south side of Johnson Drive remain zoned agriculture. The predominant zoning on the north side of Johnson Drive is Planned Industrial to reflect the location of the Johnson County Landfill and the City's Public Works operations. The remaining tracts of ground between Barker Road and Woodland Drive are zoned Planned Industrial and Agricultural and have been developed with sports based uses and office/warehouses nearer to Woodland. Properties 300 feet east of Woodland Drive are zoned residentially on the south side of Johnson Drive and commercially on the north side.

With the exception of the northwest corner of Woodland Drive and Johnson Drive, properties between Woodland Drive and Woodsonia are developed primarily for single family residential uses. Properties located between Woodsonia and K-7 Highway have been zoned for medium density or commercial uses. The approved site plans and preliminary development plans for Grey Oaks commercial development include a variety of commercial, office and higher density residential uses.

Zoning west of K-7 Highway is primarily zoned and developed as single family residential uses, with the exception of commercial zoning on the west side of K-7, and multi-family residential zoning for the Prairie Pines development.

### Conclusions

Johnson Drive provides the City of Shawnee the opportunity to ensure quality development along a newly constructed major arterial. A commitment to develop a realistic plan and gear future growth in the desired direction is crucial to the logical and progressive development along this route. Scattered development can be expected to continue as infrastructure reaches Johnson Drive at different times along the route.

An expanding Woodsonia development at the west end of the corridor and a Broken Arrow elementary school at Alden provide additional pressures for adjacent land owners to seek the installation of sewer lines into previously un-serviced areas. The spin-off of these factors should be the construction of mixed-use/destination uses on the original regional shopping mall site. This development itself will create additional in-fill development as the importance of Johnson Drive as a major thoroughfare becomes fully realized. Flexibility in review of the plan should be used to provide the best possible benefit to the residents of Shawnee. Flexibility for the sole reason of enhancing the interests of a few should be avoided.

It is indeed fortunate in that most of the desired zoning is in place or in desired holding zones. Good planning practices of using buffer zones and providing adequate but not overbuilding commercial markets have been used. Only the area between Barker Road and Woodland Road need to be reviewed and debated for rezoning to bring the plan as presented to fruition.

### **Shawnee Mission Parkway Corridor**

Shawnee Mission Parkway is the City of Shawnee's major east/west arterial street. The initial beginning point of the parkway is at Ward Parkway in Kansas City, Missouri and extends to Hedge Lane Road where the road becomes 67<sup>th</sup> Street west of K-7 Highway in Shawnee. Eight and one-half miles of its length are in the City of Shawnee. The parkway is a divided four lane highway, taking on interstate highway features west of Pflumm Road with a wide divided grass median strip and limited access points. The road was widened to a six lane thoroughfare in 2009 between Pflumm Road and Widmer. The road is a former link in the State of Kansas highway system. The state maintains access control between Maurer Road and the Lind Road overpass and between Monticello Road and

Hedge Lane Terrace.

The speed limit between Mastin and Pflumm Road is 45 miles per hour. This is the area of most intensive development. West of Pflumm Road less dense development has occurred, and given the limited access points, the speed limit is 55 miles per hour. Shawnee Mission Parkway is a designated Operation Green Light Road that provides coordinated traffic signalization that varies signal timing throughout the day to maintain an efficient traffic flow which slows traffic in as few locations as possible. Additionally, Shawnee Mission Parkway has been designated by the Mid-America Regional Council as a major regional transit corridor to provide a variety of modes of transportation along the route.

Direct access is provided at Lackman Road, Maurer Road, I-435, and Kansas Highway 7 with fully developed interchanges. Barker Road/Midland Drive, Woodland Drive/Martindale Road, Monticello Road and Hilltop have at-grade signalized intersections. Additionally, limited access is provided at Widmer Road. Renner Road and Lind Road cross Shawnee Mission Parkway but do not provide direct access.

Requests for additional direct access points have been requested in the past and have been denied. Such a policy should be continued to reduce the amount of entering and exiting traffic to a few points.

#### East City Limits to Pflumm Road

Intense commercial development has occurred between the east City limits and Pflumm Road. Commercial development in this area is the oldest along the route. The Shawnee Mission Parkway overlay district was created between the east city limits and Flint to limit the permitted uses in the Commercial Highway zoning district. Additionally, these properties are in the city's Kansas Neighborhood Revitalization Act area to assist and encourage the redevelopment of the properties in a more efficient manner, as well as to improve the aesthetics along this portion of the parkway. The City purchased property at the east city limits to develop properties previously flooded and constructed Pioneer Crossing Park. Further, the City has participated in the Creating Sustainable Places initiative through the Mid-America Regional Council to identify prioritized development patterns and street improvements that can be undertaken in this area. On the south side of Shawnee Mission Parkway, west of Flint, Shawnee Mission Ford, Mc Donald's and Chipotle have redeveloped their parcels. Additionally, Midland Plaza at the intersection of Shawnee Mission Parkway and Caenen Lake Road, which formerly housed a Price Chopper grocery was redeveloped and additional pad site were created.

#### Pflumm Road to I-435

Current development in this area has been residential in nature past Widmer to Lackman. The Pflumm Road intersection has been developed in a commercial manner, with new and redevelopment occurring in the area during the early 2010's. Continued westward development of single family homes made the intersection of Lackman ripe for commercial development during the late 1990's. Overhead power lines and their easements lessen the potential for commercial development on the southeast corner of Lackman. Lackman Road

was upgraded to major collector standards in 1997. The Land Use Guide indicates additional office development is appropriate for the southeast corner of Lackman and Shawnee Mission Parkway, and additional residential development on the large agricultural tracts between Mullen and Lackman on the south side of the parkway. Commercial development undertaken between Lackman and Maurer, created the necessity to construct an interchange at Maurer Road with Shawnee Mission Parkway. Given the construction of the interchange at this site, it is expected commercial development will also occur at the southwest corner of Maurer Road and Shawnee Mission Parkway, on property currently zoned Commercial Highway. Office uses are indicated on properties directly behind the Shawnee Station Shopping Center and mixed use development is expected to occur north of the Shawnee Station West Shopping Center as indicated in the I-435 Corridor Study. Medium density residential development is indicated on the Land Use Guide to occur south of the Home Depot Center to add residential density to the area. In order for diverse development to occur which will sustain retail and restaurants, and not be impaired by additional retail development not indicated on the Land Use Guide. Between Maurer and Renner on the south side of Shawnee Mission Parkway office and retail development is expected to occur as well as some medium to high density residential uses. Meetings with neighbors in the area resulted in the creation of two scenarios for development of parcels north of a westerly extension of the current 67<sup>th</sup> Street intersection at Maurer Road. Since commercial zoning was extended westerly at the southwest corner of Maurer and Shawnee Mission Parkway, the preferred development further toward Renner Road is for office development adjacent to the Parkway. The use of residential development as a component between these developments and existing large lot residential development further to the south should be considered. To encourage development that consists of a combination of commercial, office and residential uses, the mixed use designation is appropriate to facilitate these uses in a harmonious manner.

#### I-435 to Mill Creek

This area is characterized by steep rock bluffs to Barker Road and the Little Mill Creek floodplain. The property on the north side of Shawnee Mission Parkway to Ogg Road has been placed in a TIF district (Hodgdon site) to be developed with mixed use/destination uses. The proposed TIF plan indicated a combination of office, commercial and medium and high density residential uses on the property. In conjunction with the creation of the TIF district the city commissioner Parsons Brinkerhoff Engineers to determine the potential for an additional access point to Shawnee Mission Parkway. Due to the functional area of the westbound ramps from I-435 to Shawnee Mission Parkway, it was determined that an access point should be located at a point aligned with an extension of Ogg Road. Developed properties on the north and south side of Shawnee Mission Parkway between I-435 and Barker Road contain single family homes in large lots that back on to the right of way. The extent of the floodplain will make development between Barker Road (and Midland on the south side) and the creek difficult. In fact, development should not be encouraged due to flood hazards. Developable property located at the Midland Drive/Barker intersection exists. There is the potential for the realignment of Midland Drive, making development at this corner possible. Further, the intersection is signalized that would encourage commercial development. Fill has been undertaken in an area at the northwest corner of Barker Road and Shawnee

Mission Parkway to remove the property from the floodplain, and some infrastructure has been installed. The valley on the east side of the creek is heavily wooded. The Knights of Columbus maintain a park on the south side of Shawnee Mission Parkway at Mill Creek. Portions of the Mill Creek Streamway Park are also located in the area.

### Mill Creek to Monticello

With the exception of the Woodland Drive intersection, the north side of Shawnee Mission Parkway is fairly well developed. However, the south side contains large parcels that remain vacant. Sewers were brought into the area in the early 2000's making the properties ripe for development. A business park has been developed between Mill Creek and the Burlington Northern Railroad on the north side of Shawnee Mission Parkway. Property located in the Mill Creek floodplain has been acquired by Johnson County and is part of the Mill Creek Streamway Park system. The property on the south side of the Parkway between Mill Creek and the railroad is partially developed with an industrial user that has been at the site since 1974. The remainder of the property adjacent to the street has been raised out of the floodplain, however a significant area to the south is a stormwater basin and properties that remain in the floodplain south of the business have been purchased by Johnson County Parks and Recreation District to remain as open space.

The intersection at Woodland/Martindale has been signalized. Work was completed in 2015 to add turn lanes to accommodate increased and anticipated traffic volume as properties to the north and south continue to develop. The northeast and northwest corners of the intersection are undeveloped. The northeast corner is anticipated to be developed for commercial uses and slopes toward the railroad. The northwest corner is expected to be developed with office uses abutting an existing single family residential subdivision and is characterized by hilly terrain that would need to be re-graded to fully develop. An opportunity may exist to provide cut from west side to fill on the east side to create more desirable building sites. Both sides are under the same ownership. The southwest corner of the intersection has been redeveloped with a convenience store, while the east side of Martindale had been developed with older flex/warehouse buildings on small lots, with a few older residential structures interspersed. The properties north of 67<sup>th</sup> terrace have the potential to be redeveloped into commercial sites. These older structures provide the opportunity for redevelopment for flex/warehouse space in a cohesive manner.

The north side of Shawnee Mission Parkway west of the Woodland intersection has been developed with a combination of residential uses. Copenhagen, a single family residential subdivision was developed in the early 1970's and Herington Park, as multi-family townhome development is located between Copenhagen and Monticello Road. This area is also characterized by the location of a Kansas Department of Transportation staging area for salt and sand storage.

The western portion of Shawnee Mission Parkway between Woodland and Monticello Road has been developed with institutional, office and commercial uses. Access to these properties is from Midland Drive. The eastern portion contains steep slopes and has remained undeveloped. Access to these properties will also be from Midland Drive, although

there may be a potential for one right-in and right-out access point. This will depend, obviously, on the specific plan, proposed uses, and the anticipated traffic volumes that will be generated. The properties fronting onto Shawnee Mission Parkway and Midland Drive are anticipated to be at a location for high density residential development and office development. Access limitations make the properties less desirable for commercial development. A potential may exist to develop the entire site as a true mixed use development, with buildings that contain both residential and commercial/office uses in the same structure. Property at the southeast corner of Midland Drive and Monticello Road is expected to be developed as medium density residential uses.

As of the mid-2010's and beyond, sewer extensions will be required to fully develop or redevelop older properties in this area.

#### Monticello Road to K-7 Highway

The north side of Shawnee Mission Parkway has been fully developed with commercial uses. Access to these properties is from 66<sup>th</sup> Street. There is no direct access to Shawnee Mission Parkway. Signalized intersections are located at Monticello Road and Hilltop. The south side of Shawnee Mission Parkway is expected to continue to be developed with office and retail users. Similar to the north side, there is no direct access to the properties from Shawnee Mission Parkway. Access to these properties is from Midland Drive. Generally, the properties that are adjacent to Shawnee Mission Parkway have been developed, while those on the south side of Midland Drive have all utilities provided to the sites for development. Significant commercial and office development is expected to occur west of Monticello Road on both sides of Shawnee Mission Parkway to k-7 Highway, with the potential of mixed use development at the northeast corner of Shawnee Mission Parkway and K-7 Highway. An emphasis on office and mixed use development will not only provide a larger daytime population, but will encourage a varied mix of retail and support services that may not occur if office development was not present.

#### K-7 Highway to the West

West of K-7 Highway, Shawnee Mission Parkway becomes 67<sup>th</sup> Street. Office development is expected adjacent to the highway on the north side of the street, with commercial development on the south side of the street. The Shawnee Golf and Country Club (Chapel Creek) will provide open space and high density residential uses, and open space and low density residential uses on the south side of 67<sup>th</sup> Street. It is expected that single family residential development between Gleason Road and Mize Road will be developed in a Residential Suburban manner.

#### Traffic Counts

Shawnee Mission Parkway carries the highest traffic volume of city maintained streets. Only I-435 carries more traffic in the City of Shawnee. Twenty-four hour traffic counts undertaken by the Kansas Department of Transportation in 2013 indicated 35,005 vehicles daily at Lackman Road, 37,230 vehicles prior to the I-435 intersections, 29,910 vehicles west of the I-435 intersection, and 16,895 vehicles at Monticello Road.

## **Shawnee Mission Parkway Design Standards**

The design standards presented are for the area west of Pflumm Road. However, it has been the policy of the City to provide new development with high quality building materials, and replacement buildings to have a standard higher than the building previously on the site.

The development standards presented are intended to be a guide for developers to use in the preparation of site plans. The City recognizes the need to demand quality development along the parkway not only to generate future growth, but also to be compatible with existing uses and the topography of the land. The City will encourage unique architectural design to create a pleasing environment for a unique arterial street in the City.

### Orientation of Buildings

Residential structures should be oriented with the back or side of the structure toward Shawnee Mission Parkway. Such elevations for multiple family dwellings shall provide a positive visual impact along the corridor. The materials used on the elevations facing the Parkway should be encouraged to be the same as on the front of the dwelling. (Hampton Woods is an excellent example of a multiple family development which gives a good impression along the Parkway.) Consideration should be given requiring the developer to provide privacy fencing with staggered trees planted on the Parkway side of the fence to provide immediate visual and noise relief from traffic. Measures should also be taken to provide an adequate source of water for these plantings.

Given a landscape and/or fence buffer, parking lots for such developments may be considered on the elevation facing the Parkway to provide an even greater distance between residential structures and the street.

Commercial sites will undoubtedly be developed with frontage to the Parkway. This is expected to be the case since commercial development will occur along proposed frontage roads, as additional access points to Shawnee Mission Parkway have been discouraged. Commercial sites which provide a rear and side elevation toward the Parkway shall use the same building material on this elevation as on the front elevation. Such an example is Mill Creek Center along Pflumm Road. Care should be given in designing parking areas which include green spaces and trees to break the monotony of the parking area. On-site detention facilities can also be developed along the Parkway providing additional open space and ponding areas on the street elevation.

### Signage

Signage shall conform to existing City standards. The materials used for monument signage should be consistent with the structure being identified. Monument signs shall be a maximum of seven feet in height at grade or may have a greater height when the elevation of the ground is below the grade of the highway. In such instances, the maximum height of the

sign shall be seven feet above the elevation of street grade extended.

A unified sign scheme for the entire corridor is not recommended, as each development will be encouraged to have a character of its own.

### Landscaping

Privacy fencing of commercial property along the corridor will be discouraged, except when abutting a residential development. Since the development of Shawnee Station West, black wrought iron style fencing has been required to be placed along the Shawnee Mission Parkway right of way. Replacement of farm wire fencing with wrought iron shall be expected as redevelopment of existing uses occurs, or improvements are made to the Parkway in front of commercial and office areas.

Care should be given to provide landscaping with a variety of species. Attention will be given to the placement of landscaping in attractive settings along the street frontage, making use of natural slopes and wooded areas when possible. Landscaping may be expected to exceed the City's minimum code requirements along this arterial road. In some cases, the opportunity may exist to allow native grasses and wildflowers to continue their presence in landscaped areas. However, landscaping shall not be so overbearing as to hide building facades.

### Building Materials

Given the visibility necessary for commercial use, care should be made in providing unique architectural features, color and variety of building materials to set each commercial development apart. Building materials are expected to be a high quality, requiring little maintenance and provide a long life. It is expected brick, stone, stucco, and glass will be the predominant building materials. However, fiber cement lap siding with high quality paint with a residential appearance used in conjunction with stone or brick may be considered for small infill development. These standards have been adopted in the Commercial and Office Building Design Standards.

Trash enclosures and mechanical equipment should be oriented away from the street. Roof mounted mechanical equipment should be screened using the same building materials as the building, allowing them to blend in with the development.

Care should be given in the construction of rear elevations which will back onto existing residential neighborhoods and those areas which are planned to become residential in nature to make them as aesthetically pleasing as possible.

## **I-435 Corridor**

Interstate 435 bisects the City north to south through the central area of Shawnee. Its alignment lies roughly one quarter of a mile west of Renner Road. However, at the southern City limit Renner Road crosses the interstate and moves to a western alignment. Four miles of this interstate highway are located in the City of Shawnee. I-435 is a circumferential freeway around Kansas City. The southern alignment is College Boulevard, and of significance to the City of Shawnee, direct access to Kansas City International airport is provided.

Improved interchanges have been developed at Holliday Drive, Johnson Drive, Shawnee Mission Parkway and Midland Drive. Streets that have overpasses without interchanges are; 53rd Street, Renner Road and 79th Street.

Topography along the route features steep limestone bluffs with rolling hills. The exception to this is along the Mill Creek Valley, where the interstate is located below ground level.

In addition to providing an excellent transportation route, the potential for a variety of land use development is enormous. Along this corridor, of equal importance to land use, is the need for varied architecture. Building designs should be encouraged to take forms other than squares, and provide a variety in height, materials and design.

Three existing development plans have set a schedule for growth along the corridor. The success of Forest Park Estates set the tone for residential development along the southern end of the corridor. Two commercial developments; WestGlen Center at Midland Road; and future mixed use/destination development at Johnson Drive will trigger growth at those points along the corridor. Softness in the office market during the late 2000's may bode well for office/service areas shown on the Land Use Guide, as the cycle may be on an upturn when development is ready to occur on I-435. The corridor north of Shawnee Mission Parkway is anticipated to develop as an office/commercial corridor with a mixture of medium and high density residential uses integrated within.

Currently, development along I-435 has taken place between Shawnee Mission Parkway and 73rd Street extended. Red Oak Hills and Shawnee Mission Park are developed on the west side. Hampton Woods, (an apartment complex), a few scattered single family residences north of Midland Road, and the Antares commercial center south of Midland have developed on the east side.

Office and service uses are anticipated to develop north and west of I-435 and 53rd Street. Residential land uses are not conducive to the site due to the landfill. These uses are also compatible with mixed density residential uses and mixed use/destination designations shown on the east side of I-435.

### Northwest Corner of I-435 and Midland

At the northwest corner of I-435 and Midland Drive, there is a self-contained 16-acre site with access to Elmridge, which is a frontage road. Unlike development in Red Oak Hills, immediately north, this property is located in the Mill Creek Valley. No access to the site is provided from either Red Oak Hills or Rolf's subdivisions of single family homes. The Land Use Guide indicates office/service uses at this location with a landscape buffer provided adjacent to the residential neighborhoods. Given the wide and diverse land uses that could be considered under the Office/Service land use designation, the City has chosen to provide additional guidance to potential developers for land use of the property at this location. It is expected the property shall be developed in the manner indicated in the Land Use Guide and Comprehensive Plan. The property has been zoned Planned Office Commercial. To date, a Marriot Hotel, a restaurant and multi-tenant office building have been constructed adjacent to Elmridge on the site. A second hotel is anticipated to be constructed on the western end of the site in the near future.

Considering the proximity of this development parcel to the existing adjacent high quality residential developments to the north and west, it is the City's desire to provide development of the highest quality on this site. Therefore, all buildings on this development parcel shall be constructed high quality and enduring materials such as masonry and shall be designed to complement the aesthetics of surrounding areas. The design of any proposed development shall include buildings of greater total building height to the south and east, and buildings of lesser total building height to the north and west. In no event shall the tallest building exceed 45 feet above grade. To the extent feasible, roof top appurtenances, such as roof top mounted mechanical equipment shall be avoided.

It is expected that buildings on the site developed within the Office/Service designation shall be generally limited to uses permitted under the Professional Office zoning district. Specifically, development proposals shall avoid consumer convenience uses such as the disbursement of fuels, drive thru restaurant facilities and retail uses. The hours of operation for Office/Service uses on this property shall generally be limited to the hours between 6 A.M. and 11 P.M. It may be expected that an office use may provide extended hours of operation with a reduced staff level. The Planning Commission and City Council may place hours of operation restrictions on any restaurant developed on the site which would be an accessory use for a hotel. It is recognized that the Office/Service land use designation includes lodging facilities and uses directly related to the same, such as a family oriented restaurant. However, if such uses are proposed, they shall be located in the southeast four acres of the development parcel, and any proposed lodging facility shall provide a summary of proposed amenities, demonstrating that such amenities are provided strictly for the benefit of lodging facility guests.

It is expected that the entire site will be designated as a single planned development. Therefore, to ensure an adequate buffer for existing single family residential development, a professionally designed landscape easement free of structures or parking areas within a minimum width of 125 feet shall be provided along the north side of the site. Along the

western boundary of the site a fifty-foot landscape easement should be required for a one story office building, increasing in width an additional ten feet for each story in height. The environmental easement shall include the existing tree line along the north side of the property. Such landscape buffer shall be visually appealing and shall include specimen size trees, some of which may be relocated from the development site. To the extent practical, a pedestrian trail within such buffer shall be provided.

West Glen Center, a combination of destination commercial and office uses has been constructed at the southeast corner of Midland Drive and Renner Road. The center features a multi-screen theater and Hampton Inn. Professional offices such as real estate offices, insurance offices, or a bank are relatively low traffic generators which normally have office hours during the daytime, are envisioned at the northeast corner of this intersection.

Office development could occur at the northwest and corner of I-435 and Renner Road, as well as from the entrance to Theater in the park to 79th Street along Renner adjacent to I-435. Such development would provide residential uses other than low and medium density along I-435, providing a buffer from traffic noise, which will increase as the volume of traffic on I-435 increases. Commercial and office uses are indicated at the southwest corner of Renner Road and I-435 on the Land Use Guide. Review of the Renner Road corridor plans by the City of Lenexa indicates this proposed designation matches with their anticipated development on the south side of this intersection.

#### North City Limits to Shawnee Mission Parkway

The majority of this portion of the I-435 corridor is currently undeveloped or underdeveloped with scattered single family homes. The area on both sides of I-435 is characterized by fairly steep terrain, treed hillsides, ponds and natural waterways. Topography in the area ranges from 740 feet above sea level to 1,040 feet above sea level. A regional landfill is located at the northwest corner of Johnson Drive and I-435. The City's Justice Center has been constructed on the northeast corner of Johnson Drive and I-435. The northwest corner of I-435 and Shawnee Mission Parkway is owned by Hodgdon Powder Company, and was formerly used for storage of their smokeless propellant products. Property at the southeast corner of Johnson Drive and I-435 is zoned for commercial uses and was originally anticipated for development of a regional mall.

To evaluate future development in this key area, in 2008 the City hired the consulting team of Gould Evans and Zimmer Real Estate Services to create a corridor vision plan and market analysis of the I-435 corridor. The resulting document, the *I-435 Corridor Land Use Analysis and Market Study*, was accepted by the Governing Body in September of 2009. The study recognizes this area as the future primary activity center for the City of Shawnee. The Plan designates the majority of the area from Johnson Drive, south to Shawnee Mission Parkway, between Ogg Road and Maurer Road as being appropriate for development of Mixed Use/Destination type uses. The exception to this is the area between Shawnee Station West and Renner Road, which is shown as appropriate for commercial development. A small band of mixed density residential is also shown along the east side of Ogg Road, south of Johnson Drive.

The Mixed Use/Destination category provides for comprehensive and careful integration of entertainment uses, commercial services, office uses and high density residential uses. Construction is anticipated in both horizontal (with compatible transitions at the block scale) and vertical (residential above office and retail) configurations. Alternatively, a large corporate office campus or regional destination retail use can serve as a base for other smaller office/commercial centers in the area.

Currently, several bunkers are located on the northern portion of the Hodgdon site that was used for storage of smokeless propellants. Various office and retail land uses are envisioned to eventually locate in the area, with the highest densities nearest the highway. Office uses, with a mixed residential buffer along Ogg Road, will be encouraged along the western portion of the site. It is anticipated that Ogg Road will eventually be upgraded to a boulevard-style street to provide an additional buffer for the residential developments to the west. It is likely that re-grading of the existing Hodgdon berm along I-435 will be necessary to enhance visibility for future office and retail users on the site.

Future development of the landfill site, upon closure of the facility, is anticipated for a combination of office-flex uses along the highway, with warehouse and light industrial uses further west on the site.

Properties at the northern City limit boundary on the east side of I-435 are underdeveloped agriculturally zoned parcels. These properties are designated as Office/Service and provide an opportunity for a mixture of lower-intensity office uses. Based on their proximity to the Holiday Drive highway interchange, it would be anticipated that office development in this area may contain some flex space with overhead doors on the rear of the buildings that are not visible to adjacent roads.

### **I-435 Corridor Design Standards**

The City of Shawnee has a unique opportunity to develop a mixed land use corridor along a heavily traveled interstate highway. The following development standards are being prepared in advance of the next wave of development along I-435 in the City. This corridor will be the introduction to the City of Shawnee and Johnson County for thousands of people. Mixed use development is expected to continue along the route which is now heavily developed along the southern fringe of the highway as it passes through Lenexa, Overland Park, and Leawood. The location of the route through Shawnee is especially significant in that our location provides development property nearest Kansas City International Airport.

The developed portion of this route is generally located with the grade of the highway above the surrounding properties. The opposite is the case along the undeveloped portion. This topographical feature provides the opportunity to create an atmosphere for quality architectural development.

There are four interchanges with I-435 in the City of Shawnee. These are located at Holliday Drive, Johnson Drive, Shawnee Mission Parkway, and Midland Drive. Immediate

access to property which may be developed is provided at these interchanges with the exception of Shawnee Mission Parkway to which access is limited. Adjacent to the Shawnee Mission Parkway interchange, Renner Road passes under the Parkway on the east, and Lind Road passes over the Parkway to the west of the interchange. Fifty-Third Street also passes over I-435.

Land use recommendations for the corridor were discussed in Addendum F to the Shawnee Comprehensive Plan adopted in May, 1990. As an update to those plans, the *I-435 Corridor Land Use Analysis & Market Study* will be used to assess future development proposals within areas designated as mixed density residential or mixed use/destination. Any development proposal within these areas of the corridor must utilize this document and follow its recommendations in formulation of the development plan. City staff recognizes that the ultimate development of the corridor is fluid, and may change over the long term. The development standards for the I-435 Corridor should remain constant over the long term, with adaptability for new construction techniques.

The development standards presented in this report are intended to be a guide for developers to use in the preparation of site plans. The City recognizes the need to demand quality development along the corridor not only to generate future growth, but also to be compatible with existing uses and the topography of the area. The City will encourage unique architectural design to create a pleasing environment for a unique corridor in the City.

Currently, the corridor is heavily developed south of Shawnee Mission Parkway. The development which has occurred has generally been of high quality. The *I-435 Corridor Land Use Analysis & Market Study* will set the tone and provide the guide for future development that will occur in corridor north of Shawnee Mission Parkway.

Single family residential development in Red Oak Hills and Forest Park Estates is of high quality, with the lots backing onto the corridor. In both instances, the natural vegetation remains as a buffer, and the trees act as a noise barrier from the traffic along the highway. Remaining natural tree lines should be encouraged to remain, providing a visual buffer to urban uses and providing a background for instinctive architecture.

Kansas University Medical Center West is an example of office/institutional architecture which takes advantage of the topography along the corridor and was built with high quality brick in a neutral color. The Antares Center is a small shopping Center that while backing onto the corridor fits in well with the surrounding area. Parking areas have been placed opposite the interstate, giving the center focus along the highway. A two story masonry and glass office building has been proposed for the northeast corner of Midland Drive and I-435.

Hampton Woods is a well planned apartment complex with a consistent design, and architectural features visible from the interstate. Finally, Shawnee Mission Park and Tomahawk Golf Course are located adjacent to the corridor along the west side of the

highway, south of Midland Drive. Large single family homes are located adjacent to the park on large tract of land providing a rural flavor to the corridor.

The design principles found in the *I-435 Corridor Land Use Analysis & Market Study* are intended to guide the physical and visual pattern of development in the mixed density residential and mixed use/destination areas of the Plan. The following is a synopsis of those design principles, and is not an all-inclusive list of design elements sought or expected in the corridor.

### Orientation of Buildings

Buildings should be oriented to provide a positive visual impact along the corridor. Generally, a building should be sited to give the impression of a front or side of the building toward I-435. The rear elevation of a building using the same materials as the other elevations can produce this effect. Large scale development in areas designated as mixed use/destination should be organized around smaller human scaled blocks to create a walkable, pedestrian friendly environment. Large building footprints should be broken up into smaller segments through off-sets, wings and other massing techniques. Large, expansive facades should be broken down into smaller elements that are more proportionate to people. Additional features such as openings, cornices, porches and awnings can reduce the scale and bulk of a building.

Parking areas should be located opposite the highway allowing the building to have the maximum visibility to the interstate. Parking should be secondary to site design for the building and pedestrian in areas designated as mixed use/destination. The use of shared parking and on-street parking should be maximized in these areas as well. Smaller parking lots should be incorporated into site design more frequently in lieu of large, non-proportionate parking lots. Use of well-designed structured parking is also acceptable in the corridor.

Trash enclosures and roof mounted mechanical equipment should be screened using the same materials as the building, allowing them to blend in with the overall building when these features are on the highway side of the site.

Other mechanical equipment should be screened with native trees, ~~or~~ plants or masonry screen walls constructed to match the building.

Architectural features such as fountains, building ornamentation and outdoor art are encouraged to be located on the highway elevation. Additionally, the upper floors of buildings should be set back from the public realm. Different uses in the mixed use/destination area that are adjacent to one another should relate to one another through adequate architectural transitions (same materials, colors and building design).

## Signage

Signage shall conform to existing City standards. The signage should be consistent in design with the building, but should provide adequate recognition. Monument signs shall be a maximum of seven feet in height on elevations at grade or higher, and may be of a height not to exceed seven feet of the grade of the interstate when the ground elevation is below the highway. In all cases, signs which may be in excess of seven feet in height, shall not have an exposed pole, but shall be of a monument type, with an enclosed base to ground level.

Signage on buildings shall conform to the City's sign code. A scheme for the entire corridor is not recommended, as the architectural features and orientation of each building shall allow for individuality of wall signage.

Monument signs along the corridor are encouraged to provide the name of the complex on the interstate side of the highway, with individual building signs located on the side opposite the interstate along that street.

## Landscaping

Fencing property on the corridor elevation shall be discouraged. The native tree groves and treed waterways along the route shall be preserved, and in some cases environmental easements provided when natural groves, and steep slopes exist. In many cases, the width of the interstate right-of-way will protect the slopes and some tree lines. However, the forested nature of some of the property lends itself to further preservation.

Landscaping along the corridor may be expected to exceed the City's minimum code. Special attention should be given to low maintenance landscaping for new plantings. The landscaping shall provide an immediate visual impact along the highway. In addition to trees, native grasses and wild flowers requiring little maintenance can produce this effect. The other elevations shall also provide quality landscaping in harmony with the overall development of the site.

Transitions in use for areas designated as mixed use/destination should be provided through incorporation of well designed plantings, decorative fencing and walls where other screening and architectural techniques will not suffice. Large-scale open spaces should be defined by vertical elements such as formal lines of trees, public art and other specific enhancements used to define the space.

## Building Materials

Building materials to be used along the I-435 Corridor are expected to be of high quality, requiring little maintenance and provide a long life. It is expected that brick, stone, stucco, and glass will be the predominant building materials. The design of the buildings shall make an individual statement for the development proposed. Accent features such as trim brick, cornices, tile and high quality metal parapets will be encouraged. These features add to the unique character of each building and will add to the overall quality of the development along the corridor. A variety in building design using offsets, curves and varied

elevations will also be encouraged and expected. The City of Shawnee has maintained a high standard of commercial and office building quality in the past, and this trend is expected to continue, especially along this highly visible location.

Residential construction should be of materials which require low maintenance such as brick, stone and masonries. Original architectural design will also be expected for residential construction, as well as the placement of the buildings off set from each other and along curves. Multiple family residential units shall avoid a box or tract style appearance. Single family and duplex residential proposals, located in areas designated for such uses in the comprehensive plan, will also be reviewed to provide a variety of design for the units.

### **Kansas Highway 7 Corridor**

Kansas Highway 7 provides the City of Shawnee with a western arterial route from the northern City limits to the southern limits, linking Shawnee with Bonner Springs to the north and Lenexa, as well as Olathe, to the south. The length of the route is approximately 6 miles. The eastern side of the highway abuts the City of Bonner Springs between the Kansas River and 43<sup>rd</sup> Street, and the eastern side of the highway also abuts the City of Lenexa south of 83<sup>rd</sup> Street.

In addition to providing residents of the western portion of Shawnee with direct access to I-70 to the north, and K-10 to the south, the traffic counts along the highway provide an opportunity to develop a wide range of land uses, including more intense uses that are commonly found along a highway. K-7 has been improved as a four lane highway, with limited access at interchanges at 83<sup>rd</sup> Street, Shawnee Mission Parkway and Johnson Drive. An overpass is provided at Clear Creek Parkway. Limited access is provided at 75<sup>th</sup> Street, with right turn only access from the east and west sides. Signalized intersections are located at the 43<sup>rd</sup> Street and 47<sup>th</sup> Street intersections. Ultimately, the goal of the Kansas Department of Transportation is to provide limited access interchanges between K-10 and I-70. In 1999, the Kansas Department of Transportation indicated there were 14,400 vehicles per day on K-7 at the northern city limits, by 2014, the number of vehicles had increased to 18,800. Vehicle counts at the southern city limits increased from 12,030 in 1999 to 25,000 in 2014.

This section provides a rationale for land use decisions along this corridor, with the goal of providing orderly and sequential growth. Other factors, such as the provision of adequate water and sewer facilities, will have an effect on the location and timing of new development.

Currently, most development has occurred along the corridor one-quarter mile off the highway, except at the Johnson Drive, Shawnee Mission Parkway and 83<sup>rd</sup> Street interchanges. Commercial development has begun at Grey Oaks Plaza, located at the southeast corner of Johnson Drive and K-7. Preliminary development plans have been approved for medium density residential developments on the east side of the highway between 51<sup>st</sup> Street and Johnson Drive, as well as at the future location of 62<sup>nd</sup> Street. Limited development immediately adjacent to the highway will allow the City to develop the corridor at higher densities including multi-family, office and commercial uses.

One of the most important features of this section is to establish a road network using K-7 as a spine as recommended on the Circulation Plan. A series of north/south and east/west collectors are shown in the area, with Highway 7 indicated as the major arterial. Given the width of the area of the City west of Highway 7, and expected rural residential densities west of Mize Road and west of the ridge line north of Clear Creek, only Clare Road, located one mile west of K-7 Highway is expected to be developed as a minor north/south minor arterial. Minor arterial east/west streets that cross K-7 Highway retain their minor arterial status on both sides of K-7 Highway. 55th Street has been improved with curbs and gutters, as well as portions of 67th Street, however, the remaining streets designated as minor arterials or collectors remain ditch section roads. It is expected that these roads will be improved, or partially improved as development continues to occur. In anticipation of growth along this corridor, the City has routinely requested that an interchange at 75th Street and K-7 be placed on a future ten year highway improvement plan. The City, in conjunction with other communities along K-7 continues to work with the state to make improvements to K-7 between Lansing and Olathe to develop a limited access freeway.

Topography within the Highway 7 corridor plays a relatively small role in the type of development which will occur. One area affected by topography is the northern terminus of the study area lying within the 500-year floodplain of the Kansas River located predominately north of the A.T. & S.F. Railroad at roughly 43rd Street. A series of creeks and droughts also provide boundaries between land uses.

The land use narrative for the Highway 7 corridor proceeds from north to south beginning at the Kansas River. This approach enables the City of Shawnee to guide development along the corridor in a positive manner. Land use proposals have been developed to encourage the best use of topography and those natural conditions imposed by the land, as well as density buffers between competing land uses. Legislative, as well as review bodies, must be willing to implement this plan as a tool in the manner adopted.

Development plans in conflict with identified uses will undoubtedly be proposed. These plans must be reviewed with an eye toward their overall consistency within the City's development goals. For example, the City has adopted an Industrial Building and Design Policy as well as Multi-Family Design Standards to serve as a guideline for developers in preparing building elevations for industrial sites, thus, providing a pleasant setting for development along the Highway 7 corridor.

#### Kansas River to 47th Street

The low-lying land of the Kansas River floodplain dictates development in this area, predominately north of the A.T. & S.F. Railroad. A small portion of the area along the Kansas River lies within the 100-year floodplain, while the majority of this area lies within

the 500-year floodplain. Warehouse/light industrial land uses will be the most appropriate type of land use for this area.

Office/Service development, providing a buffer between industrial and single family land uses is proposed on the west side of Highway 7. To the east of Highway 7 industrial development is proposed in the low-lying area, utilizing the natural topography as a barrier between warehousing/light industrial and low density residential development.

As with the majority of the study area, development to a large degree depends upon the extension of sanitary sewer lines and adequate water supplies throughout this area.

The City has identified property west of K-7 Highway along both sides of 43<sup>rd</sup> Street as the potential location of a future environmentally friendly business park. The “Eco Commerce Center” is expected to attract large users that incorporate sustainable business practices in their development. The City has established Eco Commerce Design Standards to ensure that quality, long lasting development occurs in the area. Further south, and along Frisbie Road, Ash Grove Cement is extracting sand that will create a lake and pad sites for additional business park development. It is expected to take twenty-five years to fully create the lake. The lake and surrounding property to the west has been dedicated to the City of Shawnee for future development of Riverfront Park. The City obtains a royalty for each ton of sand removed from the site. These funds have been placed in a fund dedicated for use in development of this park area.

Approximately one-quarter mile east of the 43<sup>rd</sup> and K-7 Highway intersection, Westlink Business Park is being developed. This area provides 80 contiguous acres of readily developable industrially zoned land. Development of the property south of 43<sup>rd</sup> Street will be inhibited by the location of the railroad and steep topography to the south.

The property between the ridge line and 47<sup>th</sup> Street on the east side of 37<sup>th</sup> Street has been developed with single family residential subdivisions.

#### 47th Street to Johnson Drive/55<sup>th</sup> Street

This portion of the corridor contains some of the most rolling topography. Higher density residential development is perceived as the most suitable land use directly adjacent to the highway, with a commercial node at the Johnson Drive/ 55<sup>th</sup> Street interchange. This type of development not only will buffer noise from K-7 Highway, but provides an area for higher density residential development adjacent to a four lane highway and commercial development. Office development also is indicated at the southwest corner of 47<sup>th</sup> Street and K-7 Highway. Such uses are compatible with the existing residential land uses and provides a location for small businesses to locate at an intersection expected to be either signalized or have an interchange. A medium density buffer is indicated adjacent to Woodsonia subdivision. Prairie Pines townhomes has been developed as a medium density residential development on the west side.

#### Johnson Drive to Clear Creek Parkway

A portion of the area is partially discussed in the Johnson Drive Corridor Study.

Interchange improvements were completed at the Johnson Drive and K-7 intersection in 2011. As part of the improvements, access at Clear Creek Parkway was removed on K-7, and Clear Creek Parkway was constructed as an overpass between Silverheel and Hedge Lane Terrace. A significant area for a major commercial development is indicated on the east side of K-7 Highway in this area. East of K-7 on the north side of Clear Creek Parkway, office/service uses are anticipated, however, this may also be appropriate for senior living opportunities, as presented in the overall preliminary development plan for Grey Oaks. Office and retail uses are anticipated along the west side of K-7 Highway. A buffer of office/service uses will be the expected transition adjacent to Heartland Hills. The southern end, immediately north of Clear Creek Parkway, the Land Use Guide indicates higher density residential uses and the Grey Oaks plan calls for construction of an elderly care facility in this general location.

#### Clear Creek Parkway to Shawnee Mission Parkway

Clear Creek has been utilized as a buffer from the more intensive land uses proposed to the south. Land along Clear Creek in the floodplain has been developed as a linear park. The Clear Creek trail has been improved from just west of K-7 Highway to Mill Creek.

Clear Creek serves as an open space buffer, for the single family residences in Grey Oaks. Because of this buffer, the area south of Clear Creek has been approved for a medium density residential townhome development. With the extension of Silverheel from Clear Creek Parkway to Hilltop via 66<sup>th</sup> Street, office service uses are expected adjacent to the Woodland Park subdivision. An extension of the commercial uses in Monticello Center is expected to the west along 66<sup>th</sup> Street between Hilltop and Silverheel. Further development of the Greens of Chapel Creek apartment complex on the west side of K-7 Highway is expected along the north and west side of Clear Creek.

Monticello Center, to the east of Highway 7, will provide for large scale commercial development. It is expected that some office, retail or mixed use development will also be provided along K-7 Highway adjacent to the frontage road as it turns north from Shawnee Mission Parkway.

#### Shawnee Mission Parkway to 75th Street

Commercial development has been concentrated along the east side of Highway 7 at Shawnee Mission Parkway. Further south on the east side of K-7 Highway, a combination of office and retail uses is expected to continue to occur in the Shawnee Crossings area. Even though the property between Midland Drive and 75th Street immediately adjacent to Silverheel, not developed as Willow Ridge, is zoned Commercial Highway and Agricultural, the primary use of the property is expected to be office uses with some complimentary retail use. Given the visibility of this area, it will be expected that buildings will be multi-story in height and incorporate high quality design. Buildings such as the Perceptive Software headquarters, Bayer headquarters, the multi-story M&I Bank buildings and Security Bank building are examples of the types of architecture expected. The area may provide an opportunity for a campus style

development with varied building heights.

Commercial, office and related service development is anticipated along 67<sup>th</sup> Street between K-7 Highway and the Clear Creek tributary. Higher density residential development is proposed as a buffer between K-7 Highway and the lower density residential uses to the west of Hedge Lane Terrace. An additional area for a townhome/villa development may exist between Hedge Lane Terrace and the Clear Creek tributary north of 71<sup>st</sup> Street. A small area for commercial development is indicated at the northeast corner of 75th Street and K-7; however the size and density of this development may be affected by the proposed construction of an interchange. This location is currently at an at-grade limited access intersection of K-7 Highway.

75th Street will provide a major east/west collector street, between Monticello Road and Clare Road. Willow Ridge, a medium density townhome development has occurred east of Silverheel, north of 75th Street. Construction of an overpass across 75th Street provides the potential for commercial development at the southeast corner of K-7 Highway easily accessible to residents to the west.

Scattered single family development, existing to the east of Monticello Road, is proposed to be buffered from the highway and industrial land uses to the south, with high density residential development. Low density development on the west side of K-7 Highway is anticipated to the south and west of the medium density residential designation, as well as quasi-public land uses such as Monticello Methodist Church and two public cemeteries. The development of 75th Street to City collector standards will spur residential development in this section of the corridor.

#### 75th Street to 87th Street

This portion of the corridor is most suitable for warehousing/light industrial development. Numerous industrial parks currently exist, are under construction, or are in the site planning process in the proximity of Highway 7 and 83rd Street.

The industrial parks include Seven West (planned), Monticello and Cole Industrial Parks, and Perimeter Park. Future development of sanitary sewers along the west side of Highway 7 enables the development of high grade industrial parks ideally suited for this area.

Industrial designations to accommodate an expansion of warehousing/ light industrial land uses on both sides of Highway 7 are indicated along both sides of the highway north to approximately 77th Street. Medium density land uses are indicated as buffer zones between the more intensive industrial development and low density residential land uses. Some commercial development may be contained in the industrial areas should they develop as a business park serving large numbers of employees who will desire convenient services, as well as in an area indicated at the northeast corner of Highway 7 and 83rd Street.

#### Residential Development West of K-7 Highway

The type of residential development considered in the area west of K-7 Highway has

been the subject of much debate and discussion. Recently, subdivision approvals have divided the density of development into three patterns which seem to have set well with the Planning Commission, Governing Body and Residents. Higher density residential uses are shown along K-7 Highway, with low density residential uses beyond the first tier of development. Generally, low density residential development taking on characteristics of traditional R-1 subdivisions will be located east of Gleason Road. In order to provide a transition to the unsewered properties to the west of Mize Road, and the retention of a somewhat open feel to the area, Residential Suburban and Residential Estates sized lots will be expected to occur in the area between Gleason Road and Mize Road.

## Conclusion

Highway 7 provides the City of Shawnee with an opportunity to ensure quality development along a major arterial road. A commitment to develop a realistic plan and guide future growth in the desired direction is essential to the logical and progressive development along this route. Completion of Johnson Drive, will spur growth in this area. Scattered development can be expected to continue as infrastructure reaches Highway 7 at different times along the route.

While it is anticipated the land uses projected are proper and constitute the best use of the land, flexibility should be used in a positive manner. Growth should reflect the goals and policies adopted by the City of Shawnee. Flexibility should be used to provide the best possible benefit to the residents of Shawnee. Flexibility for the sole reason of enhancing the interests of a few should be avoided. The City is fortunate that desired zoning is in place in many areas of this corridor or is in holding zones. Good planning practices of using buffer zones and providing adequate, but not over built, commercial and industrial developments have been used.

## **K-7 Highway Design Standards**

The development standards presented are intended to be a guide for developers to use in preparation of site plans. The need to demand quality development along the corridor to become compatible with existing development as well as to generate future growth. The City will encourage unique architectural design to create a pleasing environment for a major arterial street.

### Orientation of Buildings

Industrial, commercial and office buildings should be oriented with the front or side of the building facing K-7 Highway. Parking for employees will be encouraged to be located at the rear of the business, with entrance drives, visitor parking and open spaces toward K-7 Highway.

Residential development will be encouraged to provide side elevations or rear elevations toward K-7. Such elevations shall be buffered with heavy landscaping which provides an immediate visual and noise buffering effect. Given that frontage roads are

recommended to provide access to properties along the highway, buildings will be located further back from the road than would normally be expected.

Mechanical equipment will be discouraged from being located in the side yard facing the highway.

Architectural features such as fountains, building ornamentation and outdoor art are encouraged to be located on the highway elevation.

### Signage

Signage shall conform to existing City standards. The signage should be consistent in design with the building, but should provide adequate recognition. Industrial parks and office parks will be encouraged to provide monument signage for the park as a whole. The use of a unified sign base for all ground signage along the corridor is encouraged. Native stone is the preferred material for sign bases. Individual businesses should utilize individual building wall signage, with small street level monument signs at their entryways. Such signs should not be in excess of four feet in height. A scheme for the entire corridor is not recommended, as the architectural features and orientation of each building should allow for individuality of wall signage. Sign schemes throughout individual office and industrial parks shall provide the same style signage on individual buildings, although variations may exist within the development when design and building materials are varied.

### Landscaping

Fencing property on the corridor elevation will be discouraged. Landscaping as a screening material will be utilized rather than fencing whenever possible. Screening with solid fencing for storage yards will be required, with landscaping provided on the street elevation. Generally, those businesses requiring outdoor storage shall front the highway, with storage areas in the rear of the property, rather than on the side.

Native tree groves along the route shall be preserved, and in some cases environmental easements and open space dedications will be required, especially in flood plain property.

### Building Materials

Industrial and commercial building design policies have been adopted by the City of Shawnee. These policies encourage the use of a variety of building materials, with elevations of buildings facing the highway, or readily visible from the highway, constructed with high quality durable materials. Overhead doors shall be located on elevations other than street frontages, and shall be painted to match the color of the building.

A variety of building design will be encouraged. Offsets, curves and varied elevations will be especially encouraged to provide variety in traditional industrial development design. The commercial and office construction along the east side of K-7 at Shawnee Mission Parkway has been of high quality. Little prototype construction has

occurred and existing businesses that often use a prototype have varied in their design and materials. The same will be expected at the City's other high visual impact intersection at Johnson Drive. The design for commercial and office buildings, at this location, will also be expected to be of high quality, with modifications to prototypes expected. The design style of the building shall not mimic that provided at other commercial developments in the area. The opportunity exists to provide varied architectural styles similar to that which has been constructed in the southeastern portion of the County. The primary building material to be used on all developments at this intersection is brick and/or limestone and large areas of stucco will not be expected. The development at the southeast corner of K-7 and Johnson Drive, given the residential development that has occurred immediately to the east in Grey Oaks, lower profile buildings using an architectural design that appears residential in nature, such as a prairie style will be required and the buildings will have four sided architecture. This is especially true for stand alone big box stores. Residential style roof patterns will be expected to be provided. Extreme care shall be given to the concealment of any delivery areas and rear parking and drives, through berming and/or landscape plantings, screen walls, etc.

The City of Shawnee has maintained a high standard of industrial building design in recent years, and this trend is expected to continue, especially along this visible location.

Residential construction should be of materials which require low maintenance such as brick, stone and hardi-board.

### **Other Commercial Areas**

Several other commercial areas deserve notation in the comprehensive plan due to their importance to the City. In 1988, the Planning Commission authorized staff to prepare a study of seven small sites, which were undeveloped and contained five acres or less that were zoned CN (Commercial Neighborhood). Information provided was initially adopted as Addendum B to the Comprehensive Plan. The seven locations reviewed were; four parcels at the southwest corner of 55th Street and K-7 Highway; one parcel at the northeast corner of 67th Street and Pflumm Road; three parcels south of 65th Street on both side of Nieman (one has been developed as the American Legion); a tract at the northeast corner of 67th Street and Nieman; the northwest corner of 75th and Ballentine (now the location of Ryan's Steak House); the southwest corner of 75th and Flint, and three tracts at the southeast corner of 75th and Nieman (one tract has been developed as a vet clinic). The report indicated all the sites except the northeast corner of 67th and Pflumm Road to be conducive to commercial development, given the development of the surrounding properties and their location on commercial streets. The tract at 67th Street and Pflumm Road was found to be more conducive for residential development, with a medium density residential designation provided on the Land Use Guide.

### **75th and Switzer**

The northwest corner of 75th and Switzer has been the subject of several commercial development proposals which have been denied or withdrawn. Staff prepared a land use study for this intersection in August, 1990. The study was adopted as Addendum G of the

Comprehensive Plan. The study determined that the 2.24 acre tract was not suited for the low density residential use for which it is currently zoned. It also was determined the property was not suited for commercial development. The unplatted tract is best suited for office/service development. This type use can be compatible with the adjacent residential uses, and may carry a lower intensity in the evening hours.

## **Downtown**

The traditional downtown center of the City of Shawnee, called the Town square was the subject of Addendum A to the Comprehensive Plan in 1988. The following narrative is from that document. In 1989, the City established a new zoning district called Town square which replaced the former Central Business District designation.

## **Introduction**

This study represents a third recent City document concerning the issue of downtown revitalization. Whereas, the first (November 1984) simply identified some of the issues confronting downtown, and the second (August 1985) further articulated the issues and offered directions for future efforts. Placement of this section in the Comprehensive Plan was originally undertaken in 1988. The City has also adopted the Downtown Action Agenda 2002 by Hyett Palma that sets goals for the downtown area.

1. Offer specific proposals for City actions regarding downtown revitalization, particularly in the regulatory sphere;
2. Provide specific goals and objectives for downtown, including a land use guide, to be adopted as an official amendment to the Comprehensive Plan and thus become official City policy;
3. Identify specific courses for necessary future actions for both public and private sector entities; and
4. Further the vision for a revitalized Downtown Shawnee.

It is important to realize that this study will in no way represent an endpoint for City involvement in revitalization. Nor will this document provide all of the specific technical information necessary to realize the desired improvement in such things as building design, infrastructure, and marketing. For these the work of other professionals including engineers, architects, and economists will be required. Rather, this study will simply represent one more key step in a long and difficult process toward a vital downtown Shawnee.



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To the casual eye, the downtown area may currently appear relatively stagnant, particularly when contrasted with some of the extensive development occurring elsewhere in Shawnee. But in fact, a closer look reveals a considerable number of changes. Over the past couple of years several attractive new buildings have been constructed, some upgrading of properties has occurred, new businesses have moved in, and reinvestment in façade renovations has occurred. Completion of West Flanders Park at 55th and Nieman and additional construction at Old Shawnee Town lend vitality to the general area, as does the Farmer's Market on Saturdays. But almost undoubtedly the single most significant reason for downtown optimism was the decision by the Shawnee City Council to expand and improve City Hall at its present location and the formation of the Shawnee Downtown Partnership in 2002, to carry on revitalization efforts. Reconstruction of the downtown streetscape indicates a commitment to on-going infrastructure improvements in the downtown area, as well as the construction of the new east pool.

It is the combination and interaction of the above factors that contributes both excitement and urgency to further revitalization efforts. Perhaps never before in its history has the downtown area enjoyed the extent of apparent public support and political consensus as currently exists. In such an environment, it is hoped that this report will offer one more step in the effort to realize an attractive and vital downtown Shawnee about which every citizen can be proud.

#### Notes on Existing Conditions

For purposes of this study, the term "downtown" will mean that area presently zoned TSQ (Townsquare), whereas the term "downtown area" refers to the TSQ and its nearby environs. The TSQ area is identified on Map No. 1. The term "core area" is defined as those TSQ zoned blocks which abut Johnson Drive (Map No. 1). A fundamental finding of this study, and a rationale for many of its recommendations, is the identification of a "Town Square" centered in the area of Johnson Drive and Nieman Road. More than any other single physical factor, it is felt that this Town Square area is what makes Shawnee's downtown unique, and offers a logical focus for revitalization efforts.

While the focus of this study is thus on a very specific, commercially zoned area, no intent is made to ignore the general context of the downtown area. Indeed, downtown revitalization will depend in part upon the establishment of solid linkages to nearby activity areas, as well as appropriate buffering for adjacent residential districts.

A walking tour/land use survey was the primary means for data collection concerning downtown. Results and observations from this survey are presented in the following sections.

#### Existing Land Use

The area currently houses a wide mix of land uses, with a notable lack of a strong retail core. Business uses in the area show an obvious cross-shaped orientation with most

being located along either Johnson Drive or Nieman Road. Although the most consistent retail orientation is seen along the southern portions of Nieman Road, the building types and uses in that area lack a "downtown feel". The commercial core is generally surrounded by single-family residential use, often without adequate buffering or smooth transitions in land use intensity. There are several multi-family developments scattered throughout the area, and a number of areas where additional development of this type would appear appropriate.

From strictly a visual standpoint, two very distinguishable commercial areas can be identified. One is the Nieman Road corridor, which performs essentially as a highway oriented commercial strip. The other is the Johnson Drive corridor, which includes buildings more oriented to a "Main Street" design emphasizing pedestrian retail use. While such potential exists along Johnson Drive, many of the existing uses do not contribute to such an atmosphere.

When one steps away from the Johnson Drive and Nieman Road corridors the array of land uses and physical elements becomes even more confusing, less focused. Streets and sidewalks are inadequate to accommodate intensive land uses, building conditions range from excellent to dilapidated, uses are a mismatch of residential, office, and commercial, and numerous non-conforming uses are evident.

Map No. 2 depicts existing land use by specific category. Among things of note are the diversity of existing uses and the frequency of non-conformity under existing zoning regulations. Residential uses, both single and multi-family, were not allowed under regulations in effect in 1988. Modifications have been made to the TSQ (Townsquare) zoning district regulations to encourage residential uses in combination with the commercial uses in 2004. The Land Use Guide designations encourage in-fill development of residential uses adjacent to the downtown area.

## Parking

Inadequate parking has been regarded at times as one of the major constraints for new development in downtown Shawnee, and particularly within the core area. Most off-street parking is designated as customer or employee parking specific to individual businesses or clusters of businesses. On- street parking is allowed everywhere in the area except along Nieman Road, and in some places the right-of-way area has been paved to allow perpendicular parking. The only true public parking lots, however, are the ones in the general vicinity of City Hall.



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General observations regarding parking in the downtown area yield the following conclusions:

1. Throughout the entire area, there appears to be adequate available parking at present, especially with the construction of the new City lot on Barton and improvements in 2006 for the parking lot on King.
2. Within the core area, based upon rough calculations of building sizes and parking requirements, available parking on and off-street appears to be adequate to approximate the number of spaces required by ordinance.
3. While adequate parking in the core area is indicated, much of the parking is not conveniently located for the businesses needing it, and some of the parking lots are inadequately maintained. In addition, because most of the lots are private, many spaces are not available for general usage. Available parking becomes restricted at times when activities at City Hall draw substantial participation or public attendance.
4. In evening hours, large surpluses of available parking are normally evident.
5. Locations are available for the development of additional public parking areas which can functionally serve the downtown area.
6. If existing parking areas could be made more visible and accessible, linked with sidewalks to core area establishments, and arrangements could be secured for joint or common use, perceived and anticipated parking deficiencies could be largely alleviated.
7. The provision of adequate parking does not appear to be a major developmental constraint to downtown revitalization.

#### Public Infrastructure

Except for Johnson Drive and Nieman Road, area streets are typically very narrow (approximately 20' pavements), uncurbed, and void of sidewalks. Although street pavement conditions are generally satisfactory, their narrowness and lack of sidewalks inhibits easy access to many areas, and likely has discouraged certain types of development. The City of Shawnee has in recent years begun to provide street improvements, especially in the area northwest of City Hall, in conjunction with major storm water improvements.

The narrow streets combined with the general lack of sidewalks undermine pedestrian movement in the area. Pedestrian flow is also discouraged by the difficulty of crossing either Nieman Road or Johnson Drive, and the general absence of pedestrian safety features. The recently completed streetscape project along Johnson Drive will encourage a more pedestrian friendly atmosphere.

Streetlights are located at every intersection within the area, with a few additional mid-block lights along Johnson and Nieman. Because block lengths are quite short and evening activity is modest, this frequency of lighting is generally satisfactory. The City began a project in 1993 to install new pedestrian street lighting using period fixtures along Johnson Drive, which has continued with the streetscape improvements in 2005. The long term lighting plan will provide a connection between Old Shawnee Town and Bluejacket, as well as around City Hall.

### Vacant Land

The land use map identifies a considerable amount of vacant properties within the downtown area, in addition to several previously developed but currently vacant parcels. These areas, some of which can be enlarged with the acquisition of underutilized adjacent properties, offer significant potential for additional office, retail, multi-family, and public parking facilities.

### Visual Analysis

The downtown core presently exhibits isolated examples of good aesthetic quality, but lacks a distinctive character or sense of identity. The core currently appears more as a place to pass through, rather than to be in, and is not clearly distinguishable from surrounding commercial areas. Downtown Shawnee generally caters primarily to the motorist rather than the pedestrian, both by nature of the businesses represented and by the arrangement of physical elements. To assure that revitalization and new structures blend well with the existing architectural styles the City of Shawnee has adopted *Downtown Design Standards*. In addition to identifying building materials and colors to be used, the standards suggest methods to be used for in-fill development, as well as façade renovation. These standards provide a basis to be used in approving new construction to address the situation listed below.

Key visual features are depicted on Map No. 3 and are described below:

1. Many of the buildings in the core area exhibit a simple but compatible architectural form which lends itself to a unified visual identity. However, this potential unity is undermined by erratic building setbacks, varied building styles, excessive curb cuts, chaotic signage, and inappropriate building facades.
2. The core area is well anchored to the east and west by uses which are effective in identifying the edge of downtown. The district edges to the north and south are much less discernible.
3. The downtown core is conceptually centered at the intersection of Johnson Drive and Nieman Road. However, the mismatch of building styles, setbacks and uses at the intersection create a weak visual image.

4. The two principle paths through the downtown, Johnson Drive and Nieman Road, lack unified landscaping and streetscape features. This, along with the chaotic mismatch of building styles and signage, contributes to the failure of these streets to exhibit any sense of visual continuity. However, the lighting project and sidewalk improvements will tend to provide a common character in the core area.
5. Existing activity nodes in the area lack features which invite pedestrian participation.
6. Significantly, the overall visual anonymity of the downtown and core area results from numerous minor details rather than from any single major problem.

#### Structural/Environmental Conditions

Map No. 4 provides a generalized assessment of structural and environmental conditions for all properties situated in the TSQ (Townsquare) zoning district. The map depicts considerable variability in such conditions, although for the most part few major problems are noted.

#### Existing Code Regulations

The former land use regulations contained in the Zoning Ordinance have likely contributed to the present mismatch of uses and property conditions, and may be a constraint to desirable new development or redevelopment. Current zoning regulations are designed to attract more destination and retail uses into the area and limit automobile and construction related issues. Similarly, the revised sign code offers nothing to recognize the unique nature of development downtown by allowing some forms of signage that are not allowed in other portions of the City.

### **Downtown Goals and Objectives**

#### General Goals

1. To provide for a vital and stable Downtown Shawnee.
2. To develop Downtown as a center of commerce and activity of community-wide significance.
3. To create a Downtown which serves as a source of pride for all Shawnee citizens.

## Land Use Goals

1. To identify and develop the core area as a focal point of community activity.
2. To encourage the development of office, service, public, specialty retail and entertainment land uses in the core area which promote pedestrian activity.
3. Identify appropriate areas for preservation, new and redevelopment.
4. Provide parking which is conveniently located, well maintained and of adequate quantity to serve the downtown area.
5. Provide appropriate transitions in land use intensity.

## OBJECTIVES

- a) Provide extensive buffering and screening at district edges when appropriate.
  - b) Encourage medium density residential and light office as appropriate transitional uses between the TSQ and nearby single family neighborhoods.
6. Encourage high density multi-family development in TSQ zoned areas surrounding the Downtown core.
  7. Provide for the needs of small businesses and entrepreneurs throughout Downtown Shawnee.
  8. Continue refinement of land use regulations which recognize and support the unique physical characteristics of the Downtown.
  9. Encourage complementary land uses which promote high levels of density and activity throughout the area.



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## Design Goals

1. Maintain the zero front and side yard setback pattern of existing development within the core area.
2. Maintain consistency in bulk and materials for buildings in the core.
3. Continue the use of standards currently in place for the installation of landscape, streetscape and infrastructure improvements throughout the core area, and provide for future expansions to these physical elements.
4. Continue usage of consistent signage standards for core area buildings which complement existing physical features.
5. Encourage higher density residential development throughout the TSQ zoned areas outside of the core.
6. Encourage design elements which promote pedestrian usage.
7. Encourage the highest standards of site planning in all downtown development applications.
8. Encourage and enforce high levels of property maintenance through vigorous code enforcement.
9. Require new construction and revitalization efforts for existing buildings to adhere to the Downtown Design Standards.
10. Encourage the design of new, medium density and high density residential uses, to contain elements of bungalow and craftsman styles, which are predominant in the older residential areas adjacent to downtown.

## Historic Goals

1. To recognize, preserve and promote the historical significance of the Downtown area.

### OBJECTIVES

- a) Identify and preserve historic buildings.
- b) Encourage the placement of historic markers.
- c) Provide linkages among historic resources.
- d) Preserve limestone facades.

2. Encourage appropriate redevelopment and use for structures of historic value.

#### OBJECTIVES

- a) To provide planning support, and physical and conceptual linkages to Old Shawnee Town.
- b) Encourage maintenance of the Shawnee Indian Cemetery.
- c) Provide owners of historic buildings incentives to maintain the integrity of those structures.

#### Organizational and Promotional Goals

1. Encourage the formation of and provide technical support to an organization of downtown merchants and property owners.
2. Encourage cooperative advertising and promotional activities among downtown merchants.
3. Support the shared usage, development and maintenance of parking facilities and other common improvements by downtown merchants.
4. Assist in the promotion of community activities within the downtown area, including, but not limited to, the Farmer's Market, Old Shawnee Days, St. Patrick's Day Parade and other festivals and activities sponsored by the Shawnee Downtown Partnership.

#### Public Sector Goals

1. Provide an expanded City Hall.
2. Ensure that public facilities are of a nature that they set a desirable standard of development.
3. Provide adequate streets to support intensive levels of activity.
4. Provide adequate sidewalks and street crossings to promote pedestrian activity and safety.
5. Provide on-going technical support for revitalization activities through a downtown business association.
6. Identify and support additional architectural and engineering studies to provide desired infrastructure and design improvements.

## **Plan Elements**

Included in this chapter are those specific recommendations yielded from an analysis of existing conditions relative to adopted downtown goals, which essentially constitute the Hyett Palma Downtown Action Agenda 2002. To an extent, these elements elaborate and transform downtown goal statements into more tangible and specific entities, expressed both in textual and graphic manners.

### **Land Use Plan**

Presented on Map No. 5 is the recommended Land Use Guide Plan for Downtown Shawnee. This plan is more specific than the designation on the Land Use Guide however the Guide provides a visual context with the remainder of the City. Verbiage provides greater detail for the uses expressed in the Land Use Guide.

While the scope of this guide allows for much detail, some generalizations are both inevitable and appropriate. Thus, the Guide should be regarded as a flexible document to assist in decision making, rather than a static blueprint of the future. Indeed, for those considerable areas for which land uses of a nature contrary to that which presently exists are proposed, flexibility must be paramount. Uses of an anticipated level of intensity consistent with the plan should generally be considered appropriate, even if the specific use classification differs.

The Guide focuses itself primarily within that area zoned TSQ. However, land use recommendations are also proposed for parcels adjoining Townsquare, in an effort to promote appropriate transitions in land use intensities.

Dominating the land use guide is the recommendation for a "Townsquare" Retail-Office-Service district for most of the core and surrounding areas. Supplementing this aspect of the guide will be a proposal for a new Town Square zoning district to be presented elsewhere in this document. Envisioned in this area is a collection of specialty retail, office and service uses such as restaurants, housed largely within the existing building inventory, and of a design which invites pedestrian participation. It is also within this area that landscaping and streetscape improvements should first be concentrated, and where proposals for new development must complement the bulk and design of existing physical elements.

Also of note within central portions of the downtown area are the proposals for additional public parking areas. Such areas much be publicly owned and maintained, and/or jointly so done with an organization of downtown merchants and property owners. While this report previously noted the overall sufficiency of downtown parking areas, these additional lots for general public usage are deemed critical to provide the convenience necessary to adequately support core area land uses.

Southern portions of the downtown area with frontage on Nieman Road are recommended for "Arterial Retail-Office-Service" uses, largely in recognition of existing development patterns. Uses and buildings in this area tend to be of a rather modern style, oriented primarily to the motorist, whereas prospects for greater pedestrian orientation are envisioned north of 60th Street. Nevertheless, this area performs very important visual and functional roles as the southern introduction into the older part of the downtown area, and the highest standards of site planning are warranted.

Of final note on the guide is the recommendation of numerous parcels for multi-family development. While some of these simply recognize existing development forms. Others are slated for presently undeveloped or undeveloped areas. Desired for such areas are intensive levels of multi-family residential uses, such that they in frame the downtown core, as well as contributing levels of density deemed necessary to support area retail and entertainment uses.



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## Infrastructure Improvements

Map No. 6 presents recommended improvements to the public infrastructure. The map confines its recommendations to street and crosswalk improvements. Locations for new sidewalks are not shown, but as a matter of policy should be provided on at least one side of all streets, and even more frequently within the core area. Also, streetlight proposals are not indicated, but should be addressed in terms of design and spacing in a separate future study formulating design guidelines and improvements.

Recommended on the map as a first priority improvement is the street network encompassing the downtown core: 58th, 59th, King and Bluejacket. Given budget constraints, full improvements to all downtown area streets, whether funded publicly or jointly with private sector interests, is by no means imminent. However, by concentrating initial improvements to the streets indicated, several important objectives could be accomplished:

1. The improvements would assist in physically defining the downtown core, and when combined with other types of improvements, could attract interest in area-wide revitalization;
2. The improvements would enable alternative traffic movements during times of downtown functions along Johnson Drive; and
3. The improvements would enable easy access to proposed parking areas and open new areas to high intensity development.

Second priority streets would extend core area improvements, and provide a large modern street network to in frame the bulk of the old downtown area. These improvements to 60th, 57th, Flint, and Ballentine would provide important traffic flow alternatives, ease congestion, open many new areas for development, and provide a generalized physical boundary for desired high intensity development.

## New and Redevelopment Areas

Map No. 7 identifies areas deemed suitable for new development and/or redevelopment. The areas identified generally are those which are presently vacant, underutilized relative to zoning, and/or contain development of poor condition. Overall, more than 18 acres of land meeting these types of criteria are shown. While this map should not be considered exhaustive, the appropriate development of these parcels will be a fundamental key to overall revitalization efforts.

Purposely left out of this map are the vast majority of buildings within the downtown core. While the architectural merit of most of these buildings is modest, and some have limited utility, it is felt that features of these buildings such as materials, compatibility, bulk and orientation, contribute a desirable ambiance and visual quality to the downtown. While

not all buildings within the area are equal, and many need extensive renovation and/or facade improvements, it is generally felt that they should be preserved.

## Zoning

As one means of implementing the land use guide and as the most immediate action available to the City, the Townsquare zoning district was created. The TSQ (Townsquare) district would greatly narrow allowable uses in the core area, and encourage very specific retail and office land uses.

Possibly most significant, however, are the provisions for great flexibility in various bulk regulations found in the Townsquare zoning district. Parking requirements are subject to Planning Commission determination, and implicitly encourage common parking area provision. Setback requirements are similarly flexible, in hopes of encouraging, where appropriate, development which complements the zero front and side setbacks characteristic of existing development. Heights, however, are limited to two stories. Future extensions to the boundaries of this district should be encouraged as revitalization accelerates. Many uses that were previously allowed in the CBD (Central Business District) zoning district are either no longer allowed, or are subject to a special use permit.



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The overriding purpose of zoning changes was to abet in the accomplishment of a more desirable land use mix in the downtown area. People-oriented retail, office, service, and multi-family uses are encouraged. This Plan supports a vital downtown where people choose to spend time, not just pass through. While zoning provisions cannot be singled out as the single reason for the lack of vitality in the area, this Plan recognizes previous zoning regulations as one obstacle.

#### Plan Implementation, Future Actions

Implementation of this Plan begins with its adoption as apart of the Comprehensive Plan, accompanied by use of the *Downtown Design Standards* and the Hyett Palma Downtown Action Agenda. However, more steps will need to be taken before meaningful revitalization will occur. Among these are as follows:

1. A vital downtown business association must emerge and take on a meaningful role in implementing this plan and promoting the downtown.
2. Continued use of the adopted *Downtown Design Standards*.
3. Cost estimates for all proposed improvements must be developed. Funding alternatives, including a prospective business improvement district, were presented in a previous report and are not repeated here. However, it is imperative that whatever financing formulas are worked out include a blending of public and private sector funds.
4. An on-going public/private sector committee should be appointed to govern revitalization activities.

#### Summary

The Shawnee City Council has recently made a huge contribution to the future vitality and stability of the downtown in expanding City Hall at its present location, making streetscape improvements constructing a new east pool and constructing additional public parking lots. It is greatly hoped that their decision to make such an investment in the area will serve as an impetus for further revitalization efforts. As the cultural and symbolic heart of our community, we must all work to pave the way.

#### **Industrial Land Use**

It is imperative that the Plan identify and set aside land for industrial uses. These uses are an important element in the overall urban land use mix, both in providing employment for area citizens and in diversifying the tax base of the City.

An improvement to the highway network and a favorable location for relatively low cost electrical service has generally enhanced prospects for significant industrial development

in western Shawnee. This Plan distinguishes two different levels of industrial development. The following text describes recommended characteristics of industrial use in selected locations.

### **Light Industrial Areas**

#### 79th and Nieman

Completion of the road across the railroad tracks and the development at 79th and Switzer make this 40 acre site available for industrial use. Such development has been actively pursued. Two industrial warehouse buildings constructed on the site to the east during the late 1980's indicate this area is ripe for office/warehouse development. Careful site planning will continue to adequately integrate additional uses with those existing.

#### Johnson Drive and Mill Creek

Additional low nuisance light industrial and office uses can be anticipated to occur in the Millwood Business Park and industrial area on the south side of Johnson Drive. Care should be given to site planning to ensure proper buffering is located near adjacent residences.

#### Martindale Road Area

Low nuisance industrial uses of a similar nature to existing uses in this location are recommended in the Woodland Acres industrial park, and industrial area to the north.

#### Kansas River Valley- West of K-7 Highway

Approximately 760 acres west of K-7 Highway along 43rd Street and south in the area west of the Burlington Northern Railroad tracks has been proposed to be developed as the Shawnee Eco-Commerce Center. The area is expected to contain a mixture of office, office/showroom, warehousing and manufacturing businesses developed in a planned and high quality manner. An enhancement feature of the area is construction of a lake with business park uses to the east and development of the Riverfront Park to the west.

It is expected that buildings constructed in the area will be of high quality materials, such a brick, stone and glass. Architectural design features such as offsets, projections, curved footprints, parapet and entry arches, windows and articulation to eliminate large wall expanses to eliminate large wall expanses. The use of construction elements consisting of recycled materials that provide visual interest is encouraged.

The Eco-Commerce Center has been marketed as a model in sustainable site design. The use of shared parking lots, shared driveway entrances and shared delivery access will be encouraged. Large expanses of paved areas are discouraged. Use of recycling methods to reclaim and recycle water for landscaped areas or as part of the internal manufacturing

process is another feature that can be used. The use of proprietary sanitary sewer units (if permitted by Johnson County), green roofs, renewable energy sources, such as solar and wind, the use of native vegetation for landscaping enhancement and to meet water quality requirements is also encouraged.

Given the recreational opportunities provided by the lake and park, pedestrian walkways and linkages to these areas will be encouraged.

Development of uses that extract material, storage of rock, gravel and other construction materials, as well as large areas of outdoor storage will be discouraged from locating in this development.

### Southwestern Shawnee

This portion of the City has been designated to absorb the bulk of the City's industrial development. Several industrial parks have been identified. Development along the K-7 corridor is addressed under the corridor study. Design standards have been set to create a positive image for this type of development and to be an asset to the City.

### **Industrial Areas**

#### Landfill Area

Deffenbaugh Industries operates a regional solid waste landfill located within the City of Shawnee and unincorporated Johnson County, north and west of the Johnson Drive and I-435 intersection. Development plans for the landfill include berming which will inhibit the view into the site from both Johnson Drive and I-435. Use of the site as a landfill is anticipated over the long term, with end use of the site as a multiple use recreation area. In accordance with Environmental Protection Agency guidelines, the landfill operator is required to monitor the site for a thirty year period after its closure. Office and service related developments are anticipated to occur between the berm and I-435 south of 53rd Street.

#### Industrial Land Use Development Policies

1. Requests for industrial zoning will be given priority consideration if generally falling within the limits of this plan. However, other areas will be reviewed where the proponent provides evidence that the general intent of the plan will be met, and where abutting properties can be protected from undue intrusion, pollution, or other environmental degradation.
2. The City will encourage those industries which are traditionally clean (producing no smoke, odor, sound, visual or other polluting impacts.)

3. Open storage of raw materials, product, or waste will be reviewed carefully to avoid development of eyesores from adjacent property. Extensive screening and buffering will be required.
4. Site planning to reduce visual pollution, including building design and landscaping will be given priority.

## **Other Land Uses**

### **Public Land Uses**

Public land uses delineated on the Land Use Guide for the most part identify existing schools, government buildings, cemeteries, churches, public utility substations, and parks.

#### Public Land Use Policies

1. Work closely with the applicable school districts to provide suitable sites for future school construction.
2. Encourage the adaptive reuse of school facilities vacated as a result of shifting population characteristics.
3. Utilize the highest standards of architecture and site planning in the construction of new civic buildings to ensure long term community pride, and to serve as examples of the overall nature of development desired in Shawnee.

### **Parks and Open Spaces**

The provision of adequate and suitably located parks and open spaces is an extremely important urban public function. Such land uses contribute significantly to the overall quality of life desired by Shawnee citizens. It is important therefore, that more formal procedures be established to ensure the ongoing provision of additional parklands, as identified in the Comprehensive Plan, and to provide for adequate maintenance.

Perhaps the most notable park land development likely through the 20 year planning period will be the development of linear parks along Mill Creek and Little Mill Creek, as well as along the river front. The Parks and Open Space section of the Comprehensive Plan details parkland recommendations, as the City continues to develop.

#### General Park and Open Space Policies

1. Require compliance with the open-space ordinance.

2. Combine and coordinate school and park facilities with will provide for integrated site development.
3. Review all zoning, subdivision, and capital improvement projects for impact on parks, recreation and open space. Where such a proposal impairs the community's capability to meet park and open space demand or need standards, an evaluation of reasonable alternatives must be made prior to approval of the proposal in question.
3. Protect floodplains or flood prone areas from intrusion by urban development and prohibit urban development into any water course. Such lands should be utilized for park purposes whenever feasible.

### **Mill Creek Corridor**

In anticipation of the development of the Mill Creek Streamway Park by the County, and an increased awareness that the Mill Creek floodplain base flood elevations continue to rise, the following narrative was adopted as Addendum H to the Comprehensive Plan in 1990, to provide direction in development of the floodplain between Shawnee Mission Parkway and Johnson Drive.

The potential for development along the Mill Creek corridor has changed over the years as the City of Shawnee has continued to grow and proposals for improvements have been altered. This study comprises an overview of the property zoned Planned Industrial between Barker Road on the east, Woodland Road on the west, Johnson Drive on the north, and Shawnee Mission Parkway on the south.

#### **Background and Site Analysis**

The property was zoned Planned Industrial during the Citywide reclassification of zoning districts in 1974. At the time, the western City limits were located on the east side of K-7 Highway, and the northern City limits in this area were 51st Street.

In 1974, this property held the City's best potential for industrial development. Most of the property is located in the Mill Creek floodplain, especially the portion east of the railroad tracks. A few scattered older single family residences were located in the area. A small industrial warehouse complex had been built along 55th Street, just west of Mill Creek. An A.T.& S.F. Railroad line ran through the area, which provided the potential for spur lines to serve industrial users. Finally, property in floodplain was viewed as being industrial property, as these uses were traditionally accepted to be flooded, and cause little damage to the public. Additionally, the City's 1974 major street guide showed the development of Mill Creek Expressway located between the railroad and Barker Road from 71st Street to Holliday Drive.

Several changes have occurred regarding development patterns and standards since 1974. These changes have affected the appropriateness of this property retaining planned

industrial designation. The City limits have extended west to the Kansas River. Kansas Highway 7 was improved in the mid and late 1970's from a two-lane State highway, to a divided, limited access four lane State highway. The City has turned its attention for most of its future industrial growth to the K-7 corridor, and along 43rd Street. Several enterprise zones were developed to encourage industrial users to locate along K-7 Highway.

In the Mill Creek area itself, the site of Zarah, which has developed into a small industrial/manufacturing area, holds some promise for expansion with the improvement of Martindale Road. A development impediment encountered in the Zarah area, which would exist anywhere in the subject area, is a decision on spur lines by the A.T.& S.F. Railroad. The railroad running through Mill Creek has become part of the high speed mainline system. This in itself does not prohibit the extension of spur lines for development, however the price charged for a spur line is at such a premium, it is not likely additional spurs will be developed.

Plans for the creation of the Mill Creek Expressway have been eliminated. Not only has the need for the road been reduced by construction of I-435 and reconstruction of K-7 Highway, but the current costs involved to span Mill Creek in several locations combined with current development proposals, makes the road obsolete.

The City of Shawnee participates in the National Flood Insurance program. Flood area maps were prepared and adopted for properties throughout the Mill Creek basin in 1978. These maps were updated in 1991. Requirements of this program also had an affect on the appropriateness of industrial development. Uses which are allowed for development in the floodplain and flood fringe are those which are not harmed by flooding, and do not impede the flow of water. A cost of flood proofing not only buildings, but also public improvements makes industrial development less likely to occur in the floodplain area.

During the 1980's, public attention turned to creating public amenities out of floodplains. Some portions of Johnson County have developed extensive parklands along the floodways and floodway fringe areas. A Countywide streamway development program was approved by voters, of which the Mill Creek Streamway is the pilot program. Shawnee should not encourage, through zoning, the potential for uses which are in conflict with the streamway development. During the same period, the City's land use guide indicates open space/park uses for much of the area east of Mill Creek and along the Clear Creek Tributary.

#### Appropriateness of Current Zoning

There are thirty-five parcels located in the 535-acre study area. These parcels are under the ownership of twenty-two persons or corporations. Five ownership's (Mid-America Development Properties, Johnson County Parks and Recreation Department, Mill Creek Turf Farm, Hildred Prewitt and Ted Trapp) control 341 acres, or sixty-four (64%) percent of the study area. (See attached Map 1 and Chart 1).

Most of the properties can be further classified into four categories. These categories are:

1. Lands used for open space, parks or park like development (1,2,3,4,5,6,7,8,10,11,27).
2. Properties which are landlocked by other properties, Mill Creek or have no access to improved streets (16,23,28,35).
3. Parcels which are split by the industrial zoning district and have a house located in a residential district on the remainder of the property (9,14,15,19,23,24,26,29).
4. Properties which are vacant (12,17,18,20,22,30,31).

Industrial development is located on parcels 21, 32, 33 and 34. The development of parcel 21 as an industrial type use is the only recent development. Further, the properties along Woodland Road have the west three hundred feet zoned R-80.

The City has recently debated the effects of conflicts between land use designations on the land use guide map, and existing zoning on the site. In this area, zoning has been in place since 1974, with only one small parcel being developed for an industrial use. The wide array of uses allowed in the Planned Industrial zoning district creates conflicts with the uses envisioned along Mill Creek and those which currently exist. Further, the land use guide undergoes yearly review, and more accurately reflects the current development vision of the City.

It has been noted the Planned Industrial zoning has existed on these properties for a number of years. Infrastructure improvements and development policies within the City have made other areas more desirable for industrial development. The creation of the Countywide Streamway Park system creates new conflicts with industrial users. The current zoning for the area has become "stale." The agricultural zoning district, which is commonly used in Shawnee as a holding zone, at this time seems to be the most appropriate zoning district. Staff recommends the industrial zoning be retained on parcels 32, 33 and 34.

## Conclusion

A City initiated rezoning should occur on all tracts except 32, 33 and 34 from Planned Industrial to Agricultural. Implementation of this rezoning shall begin upon adoption of land use development policies to protect land currently in the floodplain, and that which is in danger of becoming added to the floodplain. The additional land in danger of being added to the floodplain is that within a four-foot elevation of the current base flood elevation.

The following development policies are adopted for land located in the Mill Creek floodplain and at elevations susceptible to being included in the floodplain as development continues to occur:

1. Allow development in floodplain which will not require the ground to be raised, such as ball diamonds, jogging trails, farming, etc., provided the existing elevation of the site is not raised;
2. Allow construction of accessory buildings in the floodplain which will not raise the base flood elevation on the owner's property, or on other's property; and
3. If free discharge into the 100-year floodplain is allowed for a development, the developer shall also be required to pay into the stormwater detention fund to assist in construction of upstream or downstream improvements.

**MILL CREEK FLOODPLAIN  
BASE FLOOD ELEVATIONS**

<b>Location</b>	<b>1978 Level</b>	<b>1992 Level</b>	<b>Difference</b>
Little Mill Creek			
I-435 (East)	849 feet	848 feet	-1
I 435 (West)	843 feet	845 feet	+2
Ogg Road	811 feet	814 feet	+3
Warwick Ave.	793 feet	798 feet	+5
Junction/Mill Creek	788 feet	793 feet	+5
Mill Creek			
@75 <sup>th</sup> Street	799 feet	801 feet	+2
@71 <sup>st</sup> Street	791 feet	795 feet	+4
Junction/Mill Creek	788 feet	793 feet	+5
South of SM Pkwy	788 feet	793 feet	+5
North of SM Pkwy	787 feet	792 feet	+5
Clear Creek	779 feet	785 feet	+6
@Johnson Drive	778.5 feet	781.5 feet	+3
@Railroad Crossing	772 feet	776 feet	+4
@Holliday Drive	N/A	768 feet	--
@Delta	N/A	766 feet	--

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CHART 1  
MILL CREEK ZONING STUDY

NUMBER PARCEL	OWNER	USE
1	MID AMERICA DEVEL. CO	VACANT
2	MID AMERICA DEVEL. CO	SOFTBALL COMPLEX
3	MID AMERICA DEVEL. CO	SOFTBALL COMPLEX
4	MID AMERICA DEVEL. CO	SOFTBALL COMPLEX
5	MID AMERICA DEVEL. CO	SOFTBALL COMPLEX
6	MID AMERICA DEVEL. CO	SOFTBALL COMPLEX
7	JOHNSON COUNTY PARKS	MILLCREEK STREAMWAY
8	JOHNSON COUNTY PARKS	MILLCREEK STREAMWAY
9	CARL PAINTER	SFR FRONT, PI VACANT
10	MILL CREEK TURF FARM	TREE FARM
11	MILL CREEK TURF FARM	TREE FARM
12	TOM GLENNON	VACANT
13	ROBERT HODGDON	VACANT
14	GLEN RICHARDSON	SFR FRONT, PI VACANT
15	ROBERT KREIGER	SFR FRONT, PIU VACANT
16	DERKS-TESON PARTNERSHIP	VACANT
17	HILDRED PREWITT	VACANT
18	HILDRED PREWITT	VACANT
19	HILDRED PREWITT	VACANT
20	HILDRED PREWITT	VACANT
21	BRATTON BROTHERS CONST.	SFR FRT, PI CONST. YARD
22	WILLIAM GUTHRIE	VACANT
23	ELIZABETH GASTON	SFR FRONT, PI VACANT
24	JERRY MILLER	SFR FRONT, PI VACANT
25	ALBERT MILLER	VACANT
26	DENNIS VON FELDT	SFR FRONT, PI VACANT
27	JOHNSON COUNTY PARKS	VACANT
28	ALBERT MILLER	VACANT
29	JAMES MULLEN	SFR FRONT, PI VACANT
30	JAMES MULLEN	SFR FRONT, PI VACANT
31	TED TRAPP	VACANT
32	JERALD GERSHON	INDUSTRIAL
33	MOORE RUBBER CO	INDUSTRIAL
34	ED BECKER	INDUSTRIAL
35	LULA MCCALLOP	VACANT

## **MIDLAND DRIVE CORRIDOR**

### **Lackman Road to Renner Road**

New development will be expected to be sequential, rather than scattered (i.e. office development on the north side of Midland Drive between Bell Road and Maurer Road should occur west to east or east to west, rather than on non-adjacent lots). The developments, as they occur, will provide opportunities for integration with adjacent properties, with the same designation on the Land Use Guide. Development more often than not will include several properties to provide for meaningful development. The number of access points along Midland Drive will be limited to allow the street to continue to function with increased densities.