

The Community Development Plan

The Comprehensive Plan
for the City of Gardner, Kansas

Adopted by the Gardner Planning Commission on February 11, 2008
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Introduction

Why does the City have a Community Development Plan?

A development plan expresses the city's desires about the future image of the community and how it should develop. The plan provides the foundation and framework for making physical development and policy decisions in the future. The adopted plan also provides a legal basis for some regulations and policies regarding growth and development. K.S.A. 12-747 establishes the statutory basis on which a community may adopt such a plan. The statute states in part:

A (city) is hereby authorized to make or cause to be made a comprehensive plan for the development of such city and any unincorporated territory lying outside of the city but within the same county in which such city is located, which in the opinion of the (city), forms the total community of which the city is a part. Such proposed plan shall show the development or redevelopment of the territory including:

- The general location, extent and relationship of the use of land for agriculture, residence, business, industry, recreation, education, public buildings and other community facilities, major utility facilities both public and private, and any other use deemed necessary;
- Population and building intensity standards and restrictions and the application of the same;
- Public facilities including transportation facilities of all types whether publicly or privately owned which relate to the transportation of persons or goods;
- Public improvement programming based upon a determination of relative urgency;
- The major sources and expenditure of public revenue including long range financial plans for the financing of public facilities and capital improvements, based upon a projection of the economic and fiscal activity of the community, both public and private;
- Utilization and conservation of natural resources; and
- Any other element deemed necessary to the proper development or redevelopment of the area.

What Is the City's Community Development Plan?

The Community Development Plan for the City of Gardner is a policy guide that describes in its text and displays in its graphics the city's vision for directing future land development. Gardner's Community Development Plan includes several components:

It is a **policy plan**, stating the community's desires for directing land use decisions through the identified goals and policies.

It provides a **physical plan**, showing on the maps and describing in the text the location and relationships between specific land uses and densities of development.

It is a **long range plan**, examining Gardner's expected growth well into the future. The plan's maps graphically display the future development of the city. No specific time frame is given because of the unpredictability of development cycles, however.

It is **comprehensive**, reflecting plans and studies - both external plans by other governmental entities, and internal plans and studies for the City of Gardner, which have and will continue to influence land development decisions in the city's planning area.

How Is the Community Development Plan Used?

The Community Development Plan is used as a source of information on a variety of land use topics. The most significant role of the Community Development Plan is as a policy guide that identifies the city's goals for directing future land development. It is used as a policy guide that identifies the community's goals for directing future land use decisions. The plan is also used by property owners to identify where and how development should occur; by residents to understand what the city and county anticipates for future land uses within the community; and by the city, county and other public agencies to plan for future improvements to serve the growing population of the community. Homeowners and neighborhood organizations use, or should use, the plan to identify what land uses the city is planning around them. Other agencies including the school districts, county government, and utilities use the plan to help them forecast future service needs.

Specifically, the city uses the community development plan to evaluate development proposals; to coordinate development at the fringes of the community; to form the foundation for specific area plans and other studies; to project future service and facilities needs; and to meet the requirements for federal and state grant programs.

Of the various ways the city uses the Community Development Plan, the plan should be used most often to help the City Council and Planning Commission in evaluating the appropriateness of proposed development. The plan compliments the other planning tools like the Zoning Ordinance, Subdivision Regulations, and other city codes and policies by allowing the decision makers to look at the entire community and the effects of land use decisions on the community as a whole to determine whether individual proposals are consistent with the overall goals of the community.

Why Does the Community Development Plan Sometimes Change?

The Community Development Plan is required to be reviewed annually to ensure that it accurately reflects current city land use policy (K.S.A. 12-747.D). The plan should be updated to reflect recent approved changes and recommended changes, such as an approved development proposal, or other land use map or policy changes.

Conformance to the city's Community Development Plan is only one of several factors, as suggested by the Kansas Supreme Court (see *Golden v. City of Overland Park*), that the city should use to evaluate the appropriateness of a development proposal such as a rezoning, development plan or conditional use permit. As such, the Governing Body of the city may choose to approve a development proposal even though it may conflict with the current Community Development Plan because other factors may outweigh the desire to conform to the city's adopted plan. The plan may change to be reflective of individual land development decisions. Only by looking beyond the pros and cons of a particular development proposal, by examining the collective patterns and densities of development within corridors, sections, and for the city overall, can this ideal mosaic of the City of Gardner be achieved.

Scope of the Plan

Assumptions of the Plan

The expected spatial arrangement of new development is displayed on the Future Land Use Map and the Development Plan Map. These land use patterns are based upon the assumption that future development trends will be similar to those observed in the past and will be in agreement with the goals of the community considering the following factors:

1. The compatibility of land uses, based on a review of the following specific conditions:
 - Environmental and natural features of the land;
 - Expected service, facility, and utility capacities;
 - Relationships between land uses;
 - Transportation system networks; and,
 - Population and service level projections.
2. The needs of Gardner residents and governing officials.
3. The city's adopted land use goal statements.
4. A review of the city's current policies and ordinances.
5. Adopted policies and plans by outside agencies.

Plans, Maps, Goals, Policies and Strategies

The plan maps are a supportive part of the Community Development Plan. The foundations of the Plan are the goals and policies. The maps provide a graphic representation of the community's land use goals, policies and strategies. The maps, together with the text of the plan, will help decision makers understand how the community envisions future development. Goals, policies and strategies each have a distinct meaning and purpose in the planning program:

Goals articulate long-range aspirations of the community. They are stated in terms that can promote agreement on major needs within the community. They represent an end to be sought, although some may never be fully realized.

Policies identify specific courses of action required to achieve stated goals. Policies are intended to be finite, measurable actions.

Strategies provide a direction or approach to accomplish specific goals or policies.

Extent of the Plan

Since the Community Development Plan looks towards the future, it must naturally encompass a much larger geographic area than presently exists within the city limits. The City must carefully plan outside its current corporate boundaries so that future development is coordinated with existing land use patterns. Therefore, this plan looks not only at land within the corporate boundaries of Gardner, but the entire Gardner “planning area” as well.

Gardner Planning Area

The City of Gardner has established agreements on the extent of future annexations with two neighboring municipalities – Olathe and De Soto. The boundaries described in the agreements start to define the ultimate extent of the city’s planning efforts. The future annexation boundaries of the city, described in the adopted agreements, could change in the future. The extent of the Gardner Planning Area is not explicitly defined by state statutes, nor determined by Johnson County. The ultimate extent of the Gardner Planning Area, however, extends beyond the area shown on the Community Development Plan maps.

Priority Growth Area Map

The City of Gardner continues to encourage new growth and development, while at the same time considers the fiscal constraints of the city’s budget and other resources. The Priority Growth Area Map identifies Gardner’s current land use planning horizon based on the city’s utility and facility planning, both as part of the city’s Capital Improvement Plan (CIP) time perspective and beyond. This map strives to identify the land areas that are anticipated to be serviced in the future by infrastructure that will support urban intensity land uses. The extent of the growth boundary is based on adopted and ongoing facilities plans and studies. The different growth priority areas illustrated on this map highlight properties that support logical facility and infrastructure extensions. The Priority Growth Area Map represents a fiscally responsible phased growth model for the City of Gardner.

The Priority Growth Area Map represents only a portion of Gardner’s entire planning area. The City of Gardner will ultimately extend beyond the limits of this map as it continues to grow and expand in future years beyond the scope timeframe covered by this version of the Community Development Plan.

Future Land Use Map

The area expected to become urbanized in the foreseeable future is illustrated on the Future Land Use Map. This map is divided into several broad land use categories reflecting the preferred land development pattern based on the goals, policies and strategies of the Community Development Plan. The land use component of the plan includes the City of Gardner and areas of unincorporated Johnson County. This map recommends the broad future long-range land development patterns generally within the extent of the Priority Growth Area Map.

The Development Plan Map

The Development Plan Map for the City of Gardner builds upon all elements of the Community Development Plan to recommend general areas for various types of future development. It has the highest profile of the Community Development Plan maps. The Development Plan Map is a graphic compilation of many plans and studies, as well as the recommendations for land development according to the Community Development Plan's goals, policies, and strategies. While the Development plan map is not necessarily the most important component of the Community Development Plan, it is undoubtedly the most visible. It bridges the gap between current and future development, utilizing land use principals to guide new projects so that they may better blend into the fabric of the community.

The Development Plan Map should not be considered etched in stone or viewed as law – this is the function of zoning. Likewise, it does not attempt to predetermine the use of every tract of land within the planning area. Instead it seeks to establish a logical framework for future development as a general conceptual guide. It is hoped that this process will minimize conflicts between adjacent land uses, maximize the efficiency of the transportation network, and generally aspire to create a better Gardner.

While the Development Plan Map is only a guide, it should not be forsaken arbitrarily. Changes to and deviations from the plan should not be taken lightly, but instead be well thought out and pursued in accordance with changes in the community's values or shifts in market trends. The Development Plan Map is not the only determinant of future development. The Development Plan Map and the goals, objectives, and policies are designed to work hand-in-hand to complement each other as they assist in the logical development of the community. The Development Plan Map reflects many of the ideas brought forth within the text and policies of the Community Development Plan.

Community Resources Packet

The Community Resources Packet is a supplementary document and reference to the Community Development Plan. It is an index and summary reference of various plans, studies, reports and policies that influence Gardner's land use decisions. This element of the plan strives to articulate the status of studies and planning efforts being conducted by the City of Gardner, as well as a summary and status of land use plans and studies being undertaken by outside agencies and other governmental jurisdictions. The Community Resources Packet also provides data and growth trend information for the City of Gardner, as well as a historical perspective on both the history of the community, and the history of prior planning efforts by the City of Gardner.

General Plan Overview

The Community Development Plan provides a guide for future land development decisions within the community. It identifies which areas to be utilized for residential, commercial, industrial, open space and public land use activities. The plan also recognizes interrelationships between various land use areas and the types of projects and improvements desirable within each area.

Key Strategies of the Plan

- The plan encompasses goals and policies that are representative of the community's desires for the future. It recognizes the numerous plans, projects and studies that are underway or pending, and it anticipates that the plan will be reviewed and potentially revised annually when significant land use changes occur within the planning area.
- The plan promotes development in defined growth areas based on fiscally responsible utility, infrastructure, and annexation plans and policies. By coordinating public and private investments, new urban development can be anticipated to occur in areas most easily served by public facilities and services. Future growth and development can be scheduled in concert with planned infrastructure improvements.
- The plan defines the limits of urban growth for the planning period.
- The plan proposes the progression of land uses to help achieve a transition in land use and intensity levels, and avoid major or abrupt changes in density and building type.
- The plan supports infill redevelopment and new development which provides a range of residential, commercial, office, industrial and public uses consistent and compatible with the established land use patterns.
- The plan directs new residential development to the north and west of Downtown rather than to the east of Interstate 35 Highway.
- The plan encourages the development of neighborhoods in a range of densities to provide a sense of community, and to complement and preserve natural features in the area.
- The plan seeks compatible densities and housing types in neighborhoods by providing appropriate transitions between low-density residential land uses and more intensive residential developments and non-residential development.
- The plan strives to preserve and enhance downtown Gardner as the primary commercial / civic hub and activity center of the community.
- The plan proposes areas of commercial development that provide for neighborhood, community and regional commercial and retail development to meet the community's needs through the planning period.

- The plan encourages commercial development to occur in “nodes” and avoid continuous lineal commercial development along the City’s street corridors.
- The plan strives to improve the overall image of the community with development standards for new development and enhancement of the community’s existing commercial and retail areas.
- The plan is based on preserving the land areas east of Interstate 35 and south of New Century AirCenter for future employment, industrial, office, and other non-residential land uses that are compatible to the airport and the near-by interstate transportation system.
- The plan recommends the protection and preservation of the floodplains and riparian ways throughout the planning area. These resources often are a constraint to urban development.
- The plan encourages the conservation of sensitive natural and environmental features and discourages development that would result in costly public improvement projects.

Map Categories

Rural Transition Policy Area

This land use category is for the areas outside the city's incorporated limits where the pressures for development and the factors that would affect the nature of development are evolving. One of the key factors that will affect the nature of future development in this area is the availability of sanitary sewers; therefore committing to specific urban land uses for these areas is not appropriate at this time. This land use category applies to areas where the majority of the properties are large agricultural tracts interspersed with scattered residential development of 1 to 10 acres in size. More intense development of the area would not be appropriate at this time. Urban level services will not be provided for properties in this district during the planning period of the Plan.

Urban Residential

The Community Development Plan attempts to expand housing opportunities by targeting various residential densities. Three residential land use categories are depicted on the Development Plan Map. The categories are distinguishable by the density of development allowed in each as follows:

Low-Density:	Greater than 1 and less than or equal to 6 units per acre
Medium-Density:	Greater than 6 and less than or equal to 15 units per acre
High-Density:	Greater than 15 units per acre

Low-Density residential development would continue to be a predominant land use in the City. While this classification includes densities that would encompass duplex and some townhouse housing, emphasis is placed on single-family detached development. New low-density residential development is targeted to the north and west of Downtown Gardner rather than to the east of Interstate 35 Highway and south of New Century AirCenter.

Medium-Density residential development is recommended at selected locations along major roadways. This land use classification is intended to promote a mix of housing types within planned development areas, and could include a mix of attached homes, cluster homes, townhouses, apartments, and similar housing types, designed and arranged to create compatible and attractive residential environments. Most sites recommended for new medium-density residential developments occupy transitional locations between single-family neighborhoods and more intense commercial or industrial uses and transportation facilities like the railroad or interstate highway.

High-Density residential development is recommended at selected locations near high-intensity activity areas or near existing high-density residential developments. Large concentrations of high-density housing are not compatible with the overall character and pattern of development of the City and should not be permitted. The design and development of all new medium-density or high-density development housing should be carefully controlled to ensure compatibility with surrounding uses, adequate screening and buffering, and attractive appearances from nearby roadways and properties.

Commercial

The Community Development Plan pursues appropriate quantities and locations of commercial land throughout the city. The locational criteria for commercial development, as discussed in the Commercial land use goals, are used as the basis for locating future commercial areas on the Development Plan Map and Future Land Use Map. The Commercial land use goals are also used to evaluate the appropriateness of all rezoning and final development plan proposals for retail commercial developments. Table 2-2 identifies the various zoning districts considered appropriate in the Commercial land use category. Commercial development areas are designed to occur in “nodes” by avoiding continuous lineal shallow lot depth commercial development along the City’s street corridors.

Downtown Gardner is uniquely identified in the Plan as the primary commercial / civic hub and activity center of the community. Downtown Gardner is envisioned to be an intensely developed, mixed use location that also serves an activity center for the community. Downtown Gardner should remain the primary commercial / civic hub and activity center because it is:

- a physical and cultural symbol of strength of the community;
- a gathering point for many civic and cultural functions;
- the “historic core” of the community which establishes a vital continuity between the past and the present community; and
- the site of a major public and private investment.

This distinction above and beyond other commercial areas within the community is significant. Downtown Gardner serves the greater needs of the community as a focal point for social, community and governmental activities. The plan’s goals and policies encourage the continued development of a broad mix of uses in downtown Gardner.

Business Park / Office

The locational criteria for office or business park development as discussed in the Business Park / Office land use goal are used as the basis for locating future employment areas on the Development Plan Map. The Business Park / Office land use goals are also used to evaluate the appropriateness of all rezoning and final development plan proposals for light industrial or business park developments in the city. Though office land uses are considered appropriate in the Commercial land use category as shown on Table 2-2, office and some light industrial uses are appropriate in the Business Park / Office land use category. Business Park / Office developments should reflect both proper layout and higher-quality design to avoid the negative impacts often associated with general industrial development. Future light industrial areas should be developed as business parks rather than as isolated individual sites dispersed among other land uses. The business park setting includes streetscape enhancements adjacent to industrial and employment sites, and development standards for site improvements and buildings.

Industrial

The extent of the General Industrial land uses, as opposed to Business Park / Office land uses, is targeted towards the New Century AirCenter facility and limited in other parts of Gardner planning area. General Industrial land uses should be located near freeways with adequate access provided by thoroughfares, and could be serviced by rail. The less intensive Office / Business Park uses are also considered appropriate in the Industrial land use category. The more intensive Industrial land use as represented by the M-2 zoning district or any of the Commercial zoning districts, however, would not be appropriate where a Business Park or other Light Industrial use would be considered acceptable.

Airport

The Community Development Plan recognizes the unique land use characteristics of both the New Century AirCenter facility, and the Gardner Municipal Airport. The two airports represent a significant percentage of land area in the Gardner planning area where major public and private investments have been made to ensure the continuing use of these areas as operating airports in the long-term future. Due to the uniqueness of this particular land use regarding specific hazards associated with aircraft operations, and to lessen or prevent noise impacts affecting the public and the surrounding landowners, the Airport land use category should be used to promote a pattern of future land uses that encourages compatibility between the airports and their environs.

Quarry

This land use category is included in the Community Development Plan to recognize the unique characteristics, the large land area, and the long time period that a quarry operation requires. A quarry operation approved through the zoning process includes a reclamation plan on the use and function of the property after the valuable mineral materials have been removed. The land use maps of the Plan denote the existing quarry operation at the northeast corner of 167th Street and Gardner Road / N. Center Street, as well as the quarry operation on the east side of the New Century AirCenter and east of U.S. 56 Highway, in the Olathe planning area.

Intermodal

The plan now reflects the general land is of the proposed BNSF Intermodal facility, generally bounded by 191st Street, Waverly Road, and U.S. 56 Hwy. Currently BNSF owns outright the parcels needed for this development, in addition to additional land that is optioned to a third-party developer – The Allen Group of Kansas City. Currently, BNSF is awaiting the issuance of a 404 Permit from the U.S. Army Corps of Engineers before construction on the intermodal facility can begin.

Recreation, Parks and Open Space

The types of land uses allowed in this category are both public and private in ownership and include:

- Parks;
- Recreational Areas and Facilities;
- Conservation Areas; and,
- Greenway Linkages

Conservation areas include land set aside for floodplain management, erosion control, and water resources. Land in these classes could be dedicated in perpetuity for city use, but not necessarily as parkland. The location of future park sites is based on the adopted *Gardner Park System Master Plan*, and upon the following criteria:

- Maximum use by surrounding residents;
- Continued development of the neighborhood park concept;
- Where possible, park sites will be located adjacent to proposed school sites to ensure maximum usage and to avoid duplication of services; and,
- For optimum management and conservation of natural waterway, flood-plains and open space areas of unique environmental or historic value.

Public and Semipublic

This category, as an overlay to the Development Plan map designation, gives notice to anyone referring to the plan that a specific development proposal for one of the listed uses at a specific location is available for reference. Once a public or semipublic development is under construction or has been built, the Development Plan Map will show the entire site in the land use category that reflects its appropriate land use and density of development, with the public or semipublic use shown as an overlay symbol.

The need for public and semipublic land uses (such as schools, cemeteries, libraries, fire stations, post offices, and religious institutions) is difficult to project. One difficulty is that some facilities are controlled by jurisdictions over which the city has limited control. The nature of public and semipublic uses, and the fact that some are allowed in residentially zoned districts make the selection of all appropriate sites impossible. The city, therefore, considers areas shown for the various residential categories as appropriate for church and school sites, provided the sites have adequate access to a collector or thoroughfare street. Once known, church, school sites and other public facilities are shown on the Development Plan Map.

Riparian Corridor

Also shown as an overlay to the various land use categories, Riparian Corridor areas are lands that border streams, rivers, and lakes. It serves a variety of functions important to people and the environment as a whole by:

- Preserving water quality by filtering sediment from runoff before it enters rivers and streams;
- Protecting stream banks from erosion;
- Providing a storage area for flood waters;
- Providing food and habitat for fish and wildlife; and,
- Preserving open space and aesthetic surroundings.

The Community Development Plan recommends the protection and preservation of the floodplains and riparian ways throughout the planning area. These resources often are a constraint to urban development.

Lakes / Water

The lakes and waterways denoted on the maps in the Community Development Plan are existing bodies of water, streams and storm water retention basins.

Street Network

Kansas Planning and Zoning Statues authorize the city to establish an official map designating major streets (K.S.A. 12-756). The Major Street Map serves several purposes.

- It designates streets by their “functional classification”, a description of the purpose each type of street is supposed to serve.
- By adopting the Major Street Map, the city is granted authority to establish rights-of-way and setback requirements for each type of street thereby allowing the establishment of criteria for Subdivision Regulations for dedication of right-of-ways as a requirement of development.

The street future network system is shown on the Future Land Use and Development Plan maps. These maps project collector and thoroughfare systems. Spacing of thoroughfares at one-mile intervals with collectors located generally at each half-mile junction is in accordance with city policy. Interruptions occur, however, where freeways or major public uses appear.

Comparing the Plan’s maps with the Zoning Map

As a general guide to future development in the city, the plan map should not be considered a pre-zoning document. Some of the differences between the Future Development Plan and the Zoning Map are listed in Table 1.

Table 1
Differences Between
the Development Plan Map
and the Zoning Map

Development Plan Map	Zoning Map
The Plan reflects, in general terms, the relationships that ensure compatible land uses and the overall soundness of the Plan.	The Map is specific in nature. It identifies the zoning classification for each land parcel in the city.
The Plan projects land needs into the future, thus serving as a policy guide for future development.	The Map is updated as soon as a zoning application is approved and reflects current opportunities for development.
The Plan enables government officials to anticipate future public expenditures more effectively. This results in more efficient use of tax dollars.	The Zoning Ordinance establishes maximum densities, parking requirements, height limitations, and other required improvements for each zoning district.
The Plan provides an opportunity for citizens, private developers, and affected governmental jurisdictions to determine the city's development goals.	The Map identifies only the current zoning of land parcels.
The Plan allows the use of innovative planning techniques far ahead of development, thereby preserving a high quality urban area.	The Map is an official document that is legally binding and reflects the current development potential of land parcels.
The Plan provides information that is needed to make day-to-day decisions about future development patterns for the city.	The Map permits development to occur in accordance with present opportunities and constraints.
The Plan provides a future land use guide that allows alternative land development proposals to be reviewed for their merits and compatibility with surrounding land uses.	

The Development Plan Map and the Zoning Map, along with their respective texts, have different yet complementary roles in guiding and regulating land development in Gardner. They should be used jointly to review the merits of a proposed development to ensure that it meets the legal regulations pertaining to land use and complies with the city's goals and policies.

Comparing the Plan Categories with Zoning Categories

The listing in Table 2 compares the land use categories of the Development Plan Map with the corresponding zoning districts of the Zoning Ordinance and Map. The comparison is meant to be a guide, not an exact breakdown as to what should and should not be permitted in each category or district.

Table 2
Comparison Between
the Future Development Plan
Land Use Categories and the Corresponding Districts of the
Zoning Map

Rural Transition Policy Area	<p>“A” Agricultural District Refer to Johnson County’s Planning and Zoning Regulations</p>
Low-Density Residential (greater than 1 and less than or equal to 6 units per acre)	<p>“RE” Residential Estates District “R-1” Single-Family Residential District “R-2” Two-Family Residential District</p>
Medium-Density Residential (greater than 6 units and less than or equal to 15 units per acre)	<p>“R-3” Garden Apartment District “M-P” Mobile Home Park District “M-S” Mobile Home Subdivision District “R-4” Condominium Dwelling House District</p>
High-Density Residential (greater than 15 units per acre)	<p>“R-5” Apartment House District</p>
Commercial	<p>“C-O” Office Building District “CO-A” Neighborhood Business District “C-1” Central Business District “C-2” General Business District “C-3” Commercial District “REC” Recreational District</p>
Business Park / Office	<p>“C-O” Office Building District “M-1” Restricted Industry District “IPOD” Industrial Park Overlay District</p>
Industrial	<p>“C-O” Office Building District “M-1” Restricted Industry District “M-2” General Industry District</p>

<p>Airport</p>	<p>“A” Agricultural District “SUP” Special Use Permit “I-A” Industrial Airport Overlay District</p>
<p>Quarry</p>	<p>“SUP” Special Use Permit</p>
<p>Recreation, Parks, and Open Space</p>	<p>“A” Agricultural District “RE” Residential Estates District “R-1” Single-Family Residential District “R-2” Two-Family Residential District “F-P” Flood Plain Overlay District “REC” Recreational District</p>

Growth Management

Growth management is a fundamental tool for ensuring timely and orderly growth of the City. The recommended growth management policies do not seek to limit the amount of land for future development. Rather, the plan directs development to growth areas and suggests that development occur where necessary infrastructure is in place or planned to be in place to serve proposed land uses, subject to the policies of the plan.

The growth management policies seek to ensure that adequate facilities and services are provided, or are assured, in connection with development. The policies also continue to require new development to bear its share of the costs for the extension and improvement of required facilities and services; and, to assure that the residents of Gardner are not unreasonably burdened by these costs.

City of Gardner Priority Growth Area Map

A key element of the Plan is the designating areas for priority growth or “service” areas, and the adoption of policies pertaining to future growth and development of the City of Gardner. The priority approach to guiding growth and development relies on establishing designated areas where municipal facilities are planned and can be provided. Land within the City of Gardner Priority Growth Area is encouraged to be annexed and developed in the City of Gardner over the planning period and beyond. The Priority Growth Area map identifies different service areas that have specific recommendations for growth and development.

Current Service Areas

Gardner Service Area. This area includes lands that can be readily served by community facilities and services. It represents the current city limits, plus properties that can be served with sanitary sewer from the Kill Creek Treatment Plant and the Bull Creek Treatment Plant. The City should seek annexation and development of this area prior to the significant development of the other identified service areas. While the city’s Capital Improvement Plan (CIP) includes many projects to provide needed infrastructure to this service area, other needed capital projects will be required beyond the five-year time frame of the current CIP to adequately serve this service area in the future at build-out.

South Service Area. This service area is generally south of Interstate 35 Highway between Moonlight Road and Gardner Road. Sanitary sewer infrastructure has been extended to serve this area with the construction of the city’s South Lift Station, located on the south side of Interstate 35 Highway, north of 191st Street just east of Gardner Road. Sanitary sewer lateral lines will need to be extended to individual properties to gravity flow to the South Lift Station. Besides sewer lines, paved arterial roads, electrical service lines and a looped water system off of the main water line from Hillsdale Lake are also needed improvements in this area in order to facilitate urban development.

North Service Area. This service area is generally located north of 167th Street, from Moonlight Road to ½ mile west of Gardner Road. A planned new sanitary sewer lift

station will provide relief from the existing North Lift Station, located at N. Center Street and Colleen Road, and provide sewer service to the properties on both the north and south side of 167th Street, west of Moonlight Road. Many of the arterial roads in this service area are already paved to a county road standard. Reconstruction of these roads to city standards will be required in the future.

New Century Service Area. The New Century AirCenter is not currently annexed into the City of Gardner. An on-site sanitary sewer treatment plant, operated by Johnson County Wastewater, serves this former military base and will more than accommodate the future growth needs of this service area. New Century AirCenter water is provided from both the City of Gardner and the City of Olathe. Electrical service is provided by Kansas City Power & Light (KCP&L).

Kill Creek 1 – Johnson County Wastewater. This service area encompasses parts of New Century AirCenter, and properties that are currently located in unincorporated Johnson County. A sanitary sewer lift station located on 159th Street about ¼ mile west of Moonlight Road serves the Johnson County Correctional Facility and Sheriff's office located on New Century AirCenter property, as well as property on both the north and south side of 159th Street, west of Moonlight Road.

Kill Creek Northwest Service Area. This service area encompasses much of the land north of 159th Street, west of Waverly Road and east of Four Corner Road. It also includes parcel to the east of Four Corner Road, south of 159th Street. The implementation of the Kill Creek North benefit district for sanitary sewer service provides some of the necessary infrastructure in this immediate area for urban development.

Kill Creek West Service Area. This service area runs generally along Kill Creek Road, from 159th Street, south to the south of 167th Street.

Future Service Areas.

The plan identifies five different areas on the Priority Growth Area Map as Future Service Areas. The properties located within these future service areas may be ultimately be annexed into and served by the City of Gardner in future years. The plan also reflects various sewer study areas that being undertaken in the Gardner area by Johnson County Wastewater and by others for the proposed intermodal site. These study areas could influence the status of future service areas in future version of this adopted plan.

Growth Management Goals and Policies

Issue: Guidelines are needed to ensure that adequate facilities and services are provided, or are planned in connection with development and that sufficient land is available and preserved for future growth of the community

Goal 1: Establish Urban Growth Areas

Urban Growth Areas are needed to direct and guide new development in a fiscally responsible manner.

Policy 1.1: Limit Premature Development

- a) Direct all development towards current service areas and avoid leapfrog development.
- b) Encourage the gradual expansion of urbanization outward from the corporate limits.

Policy 1.2: Require Annexation

- a) Require annexation or agreement to annex for developments in the urban growth areas that are not contiguous to the city limits.
- b) Require property contiguous to the city limits to annex prior to development.
- c) Development in need of the extension of city utilities or city services shall first be required to annex.

Policy 1.3: Establish Utility Extension Policies for Newly Annexed Areas

- a) Develop a utilities extension policy for the City of Gardner, which ensures phasing for connection of water, wastewater, and electrical services to all development in the urban growth areas and to areas annexed into the city.
- b) Proposed developments based on planned growth in the current service areas will be given priority over proposals inconsistent with utility extension plans.

Goal 2: Preserve Rural Areas for Future Growth

Areas outside the current city limits and beyond the current service areas should remain rural or agricultural to better accommodate future urban development, the extension of utilities, and the future expansion of the City of Gardner.

Policy 2.1: Direct Development in the Planned Growth Area.

Direct development only in or adjacent to current service areas to consolidate and reduce the costs associated with the extension of public services.

Policy 2.2: Limit Rural Residential Development.

- a. Non-farm residential development should be directed to urban service areas.
- b. Direct large-lot residential developments to areas of unincorporated Johnson County, beyond Gardner's Planned Service Areas and smaller lot, higher-density residential development to Gardner's Current Service Areas.

Residential Land Uses

Gardner has traditionally been a desirable residential community. The Community Development Plan strives to strengthen and reinforce existing residential areas and promote quality new residential development in selected areas. It includes strategies and general development policies for guiding new residential development and specific recommendations for the type and location of new residential development.

Low-Density Residential Land Use Goals

Issue: The city is made up of several distinct neighborhood areas, each with somewhat different physical characteristics such as age of housing, street configuration, and structure and lot sizes. Much of the city's overall image and identity is due to the unique character of its neighborhoods, and these distinguishing features should be preserved. Guidelines are needed to provide direction on where and at what scale low-density residential developments are appropriate.

Goal 1: Neighborhood Conservation

The attractive appearance and environmental quality of existing low-density residential neighborhoods should be protected and improvements made where necessary in order to maintain the value of properties and enhance the quality of life.

Policy 1.1: Public Improvements

Existing public facilities shall be well maintained to help protect developed stable neighborhoods from deterioration and to preserve them as desirable places to live. Overall environmental and public improvements should be undertaken where necessary.

Policy 1.2: Protect the Existing Housing Stock

Preserve and protect existing housing through code enforcement and preventive maintenance.

Policy 1.3: Minimize Traffic Impact

The negative impact of traffic should be minimized through buffers and discouraging the diversion of commercial, office, and industrial traffic into and through residential neighborhoods.

Policy 1.4: Minimize Encroachment of Nonresidential Uses

The negative impact of nonresidential encroachment into existing low-density residential neighborhoods should be minimized.

Policy 1.5: Promote Neighborhood Identity

Encourage the formation of neighborhood identity.

Policy 1.6: Promote Neighborhood Associations

The city shall actively encourage the involvement of citizens in their neighborhoods and the formulation of neighborhood organizations to promote city/resident partnership in responsibility for neighborhood stability.

Goal 2: Criteria for the Location of Low-Density Residential Development

Adopt criteria which will help form neighborhoods that are stable, safe and aesthetically pleasing.

Policy 2.1: Protect Areas Planned for Low-Density

Avoid reducing low-density residential areas as shown on the Community Development Plan Map by allowing encroachment of higher density residential or by allowing nonresidential land uses which are not customarily allowed in low-density residential districts.

Policy 2.2: Reserve Suitable Sites

Reserve suitable land areas of adequate size to accommodate a number of subdivisions in order to facilitate well-planned orderly development with better coordination of public services and facilities.

Policy 2.3: Ensure Adequate Infrastructure Facilities

Ensure that new housing development occurs in areas, which can be adequately and efficiently served by infrastructure facilities.

Policy 2.4: Allow Small-Lot and Duplex Subdivisions

Allow the use of small-lot and duplex subdivisions in low-density residential areas in the following circumstances upon a finding of compatibility with surrounding uses:

- a) As a land use transition between lower-density development and land uses of higher intensities.
- b) Adjacent to heavily traveled streets such highways, or interstates, or adjacent to railroad corridors.
- c) Where flexibility in subdivision design is necessary to preserve natural features, provide for greenway linkages or avoid floodplains.

Goal 3: Create a Functional and Aesthetic Living Environment

Create and maintain living environments that are aesthetically pleasing as well as functionally efficient and practical.

Policy 3.1: Preserve and Protect the Environment

Encourage the preservation and protection of trees, natural vegetation, wetlands, and environmentally sensitive areas in low-density developments to serve as site amenities.

Policy 3.2: Encourage Proper Lot Orientation

Encourage subdivision design in which peripheral lots face inward toward the neighborhood, of which they are a part, especially those lots which are adjacent to collectors or thoroughfares. No home shall front on a designated thoroughfare.

Policy 3.3: Provide for Extra Buffering in Special Circumstances

Encourage subdivision design which provides extra buffering between homes and adjacent freeways or thoroughfares. Extra buffering can be accomplished by using any of the following methods or a combination thereof:

- a) Berms
- b) Landscape screening
- c) Fences
- d) Extra lot depth

Policy 3.4: Ensure Adequate Ingress and Egress

Encourage the provision of adequate ingress and egress for subdivisions. Unless other factors prevail, a subdivision containing more than 150 homes should provide at least two access points.

Policy 3.5: Ensure Convenient and Logical Street System Design

Ensure that adequate public access is provided to and between each existing and future subdivision and that the proposed street pattern within a subdivision connects to that of surrounding areas.

Policy 3.6: Provide Access to Parkland

Encourage subdivision design that provides sufficient access to any city parkland or greenway adjacent to the subdivision.

Policy 3.7: Provide for Extension of Greenway Linkages

Encourage subdivision design which provides for the extension of the city's greenway linkages through either dedication of land and/or easement for a bike/hike trail or landscape easement or dedication of extra right-of-way along a collector street for a bike/hike trail/landscape easement.

Goal 4: Compatible Transition from Low-Density Residential Development to More Intensive Uses

Ensure compatible transition from low-density development to more intensive residential and nonresidential land uses.

Policy 4.1: Use Appropriate Transitional Methods

Appropriate transitional methods should be considered at all locations where the development or expansions of nonresidential and medium- or high-density residential land uses abut low-density residential property (either built or zoned). In general, transitions between different types of intensities of land use should be made gradually, particularly where natural or man-made buffers are not available. Compatible transition from nonresidential or higher-density residential uses to lower density residential uses should consider:

- a) Building Relationships:
 - 1) A back-to-back relationship is preferable between low-density residences and other more intensive residential uses.
 - 2) More intense residential uses should not have lesser setbacks than abutting low-density residential uses.

- b) Land Features:
 - 1) Promote the retention of stands of trees, natural vegetation, wetlands, and environmentally sensitive areas whenever possible to separate low-density residential developments from other more intensive land uses.
 - 2) Where possible, use existing differences in topography to naturally separate low-density developments and other more intensive land uses.

- c) Screening and Landscaping:
 - 1) Encourage the creative and extensive use of landscaping and berming techniques for effective buffering of lowdensity residential uses.
 - 2) Avoid the use of fences as a sole means of providing screening and buffering.
 - 3) Promote the use of existing vegetation such as stands of trees and hedgerows as natural buffers.
 - 4) Encourage the use of high quality materials in the construction of fencing and landscaping to decrease longterm maintenance costs and to make it less likely that neglected, unsightly areas will occur.

Policy 4.2: Higher-Density Residential as Transitional Use

Promote the use of higher density residential development and duplexes as a transitional land use between nonresidential developments and surrounding low-density residential neighborhoods.

Medium- and Higher-Density Residential Land Use Goals

Issue: Guidelines are needed to allow for the provision of medium- and higher- density residential development which is safe, attractive, and accessible to necessary facilities and services.

Goal 1: Create a Functional and Aesthetic Living Environment

Create and maintain living environments that are aesthetically pleasing as well as functionally efficient and practical.

Policy 1.1: Ensure Quality Development

Encourage emphasis on open space, access to light and air, and the provision of amenities generally associated with and available to low-density residential development in all medium- and higher-density residential developments.

Policy 1.2: Preserve and Protect the Environment

Encourage the preservation and protection of trees, natural vegetation, wetlands, and environmentally sensitive areas in medium- and higher-density residential developments to serve as site amenities.

Policy 1.3: Provide Open Space

Encourage the provision of usable open space on site by clustering buildings to minimize the creation of narrow strips of unusable open space in front of and between buildings.

Policy 1.4: Consider Appropriate Density

The number of dwelling units per acre in any residential category should be viewed as representing a density range rather than a maximum allowable density. The exact density of a specific tract is to be determined at the time of rezoning based on the following:

- a) Only projects with exceptional design and locational criteria will warrant density exceeding the midpoint of the density range.
- b) Natural constraints, public facilities, streets and traffic patterns, neighborhood character, community need and surrounding zoning and land use patterns are to be taken into consideration.

Policy 1.5: Provide for Variety in Housing Types

Encourage the use of a variety of housing types, including townhomes, patio homes, duplexes, zero lot line homes, cluster housing, garden apartments and retirement housing.

Goal 2: Criteria for the Location of Medium- and Higher- Density Residential Development

Adopt criteria which will ensure that livability, property values, open spaces, safety and the general welfare are sustained.

Policy 2.1: Consider Land Use Relationships

The relationship of land uses should reflect consideration of existing development, environmental conditions, and service and access needs. No higher-density development (more than 15 units per net acre) shall have a property line common with properties zoned for single-family and designated as Low-Density Residential on the Future Development Plan unless such low-density property is used for a nonresidential land use such as a church, school or park.

Policy 2.2: Consider Access

Higher-density residential developments shall have frontage and main access directly on major thoroughfares.

Policy 2.3: Protect Areas Planned for Medium- and Higher-Density Residential Developments

Avoid reducing medium- and higher-density residential areas as shown on the Future Development Plan Map by allowing encroachment of nonresidential land uses which are not customarily allowed in residential districts.

Policy 2.4: Reserve Suitable Sites

Reserve suitable land areas of adequate size to accommodate medium- and higher-density residential development near or adjacent to employment centers.

Policy 2.7: Adhere to Future Development Plan

A feasibility study for developments increasing the amount of medium- and higher-density residential areas beyond what is shown on the Community Development Plan Map may be required to assist in the evaluation of a proposed project. The feasibility study will include:

- a) Explanation of why the area is not adequately served by the medium- and higher-density residential development shown on the Community Development Plan Map.
- b) An analysis of the impact of traffic generated by the development on adjacent streets.

Goal 3: Compatible Transition from Medium- and Higher-Density Residential Development to Both More Intensive and Less Intensive Uses

Ensure compatible transition from medium- and higher-density residential developments to nonresidential land uses or to low-density residential land uses.

Policy 3.1: Use Appropriate Transitional Methods

Appropriate transitional methods should be considered at all locations where the development or expansion of either more or less intensive land uses abut medium- and higher-density residential property (either built or zoned). In general, transitions between different types of intensities of land use should be made gradually, particularly where natural or man-made buffers are not available. Compatible transition from nonresidential or higher-density residential uses to lower density residential uses should consider:

- a) Site Orientation:
 - 1) Site design should be oriented so that less compatible uses such as recreational facilities are located in the interior of the development and not adjacent or in close proximity to low-density residential neighborhoods.
 - 2) Site access should be off of collector or thoroughfare streets.
 - 3) Where appropriate, streets may be used as boundaries between different intensities of land uses.
- b) Building Relationships:
 - 1) A back-to-back relationship is preferable between different intensities of residential land uses.
 - 2) Medium-density residential uses should not have lesser setbacks than abutting low-density residential uses.
 - 3) The height and bulk of a medium-density residential buildings and accessory structures (clubhouses, satellite dishes, etc.) should be oriented away from low-density residential neighborhoods to avoid creating a negative visual effect.
 - 4) Where medium-density residential development adjoins or faces a low-density residential area, the medium-density residential development should incorporate low-rise structures of a lower-density character for those areas closest to the low-density development.
- c) Land Features:
 - 1) Promote the retention of stands of trees, natural vegetation, wetlands, and environmentally sensitive areas whenever possible to separate medium- or higher-density residential development from other more or less intensive
 - 2) land uses.

- 3) Where possible, use existing differences in topography to naturally separate medium- and higher-density developments and other more or less intensive land uses.
- d) Screening and Landscaping:
 - 1) Encourage the creative and extensive use of landscaping and berming techniques for effective buffering between differing intensities of land uses and to increase neighborhood privacy and security.
 - 2) Avoid the use of fences as a sole means of providing screening and buffering.
 - 3) Promote the use of existing vegetation such as stands of trees and hedgerows as natural buffers.
 - 4) Encourage the use of high quality materials in the construction of fencing and landscaping to decrease long-term maintenance costs and to make it less likely that neglected, unsightly areas will occur.
- e) Lighting:
 - 1) Any lighting used to illuminate parking areas, signs or other structures shall be arranged so as to deflect light away from any adjoining property or from public streets through fixture type, height, and location.
 - 2) Exterior lighting of buildings shall be limited to low level incandescent spotlights, floodlights, and similar illuminating devices hooded in such a manner that the direct beam of any such light source will not glare upon adjacent property or public streets.

Policy 3.2: Ensure Compatible Infill Development

Encourage investment in new and existing medium- and higher-density residential development which is compatible in size, architectural design, orientation, and intensity with the surrounding land uses in established areas.

Policy 3.3: Screen Unsightly Views

Ensure adequate screening of unsightly views (carports, trash containers, satellite dishes, etc.) through the use of extensive landscaping, berms, fencing, architectural design, open space, setbacks, building orientation or any combination of these methods.

Policy 3.4: Allow the Option of Medium-Density Residential as a Transitional Use

Allow the use of medium-density residential as a transitional land use between low-density residential and other more intensive uses.

Policy 3.5: Allow the Option of Parks, Recreation and Open Space as a Transitional Use

Allow the use of medium- to low-intensity recreation facilities such as neighborhood parks, bike/hike trails, and natural areas as a transitional land use into medium- and higher-density residential neighborhoods. (See Parks, Recreation and Open Space Land Use Goals)

Goal 4: Transportation Considerations

Promote a transportation system which provides or improves access and circulation within and adjacent to medium- and higher-density residential areas.

Policy 4.1: Avoid Exceeding Street Capacity

Discourage the expansion of existing or the inclusion of new medium- and higher-density residential development in areas where, even with street and traffic signal improvements, the additional traffic generated by such development would exceed the handling capacity of the street system.

Policy 4.2: Avoid Diversion of Traffic

Discourage the diversion of traffic to or from medium- and higher-density residential developments onto local residential streets through low-density residential neighborhoods.

Policy 4.3: Ensure Adequate Ingress and Egress

Ensure adequate ingress to and egress from medium- and higher- density residential developments via thoroughfares and/or collector streets. Unless other factors prevail, all medium- and higher- density developments should provide at least two access points.

Policy 4.4: Limit Access

Limit the number of driveways or private streets onto thoroughfares and collectors and coordinate their locations with adjacent developments.

Policy 4.5: Provide Vehicular Circulation

Ensure adequate vehicular circulation within medium- and higher-density developments.

Policy 4.6: Provide Pedestrian Access

Provide pedestrian access linking dwelling units to neighborhood facilities while ensuring adequate physical separation from vehicles along both public and private streets and within parking areas.

Non-Residential Land Uses

The Plan goal is to strengthen and reinforce the role and function of existing commercial, office, and industrial areas within the City of Gardner and promote economically sound and architecturally attractive new development and redevelopment in selected locations.

Commercial Land Uses

The Goals and Strategies in this chapter center on the Nodal Development Concept for new commercial development. The concept of nodal development shall also be applied to the redevelopment of existing commercial areas when the redevelopment proposal enlarges the existing commercial area. Nodal Development is the antithesis of "Strip Development". "Strip Development" is characterized by the development of high-intensity, auto-oriented uses shallow in depth, extending linearly along a street corridor, with little consideration given to access management and site aesthetics. The Nodal Development concept requires the clear termination of commercial development within near proximity of an intersection. Commercial development that does not occur directly at the corner of an intersection must be integrated, through development plan (design) and platting with the property that is directly at the intersection's corner. Termination of commercial development can be accomplished through a number of methods. These methods include:

- a) Using transitional uses, such as office and multi-family to buffer the adjoining neighborhood from the commercial area;
- b) Restricting the extension of new commercial uses past established commercial areas; and,
- c) Defining the boundaries of the development through the use of "reverse frontage" roads to contain the commercial uses.

Commercial Center Categories

The Community Development Plan includes recommendations for the improvement of exciting commercial areas and the development of compatible new commercial areas. It establishes a system of commercial and retail development areas which applies to existing and new development locations. This system involves the designation of different types of commercial areas which distinguish between the basic role, types of land uses and scale of development. These included the neighborhood, community and regional commercial classifications. The following descriptions are based upon recognized standards formulated by the Urban Lind Institute. These definitions of commercial center should not be used solely to categorize development proposals, but should be considered in conjunction with the criteria established in the Goals and Policies.

Neighborhood Commercial Centers

A neighborhood commercial center provides for the sale of goods and services on the neighborhood level. It typically requires a site of approximately five to fifteen acres to accommodate buildings, parking and open space areas. Neighborhood centers typically contain a gross leaseable area of 50,000 square feet, but may contain 20,000 to 120,000 square feet. Neighborhood commercial development should be located at the

intersection of two arterial streets, or at the intersection of an arterial and collector streets, and **be limited to only one quadrant of an intersection.**

The commercial zoning established at the northwest corner of Gardner Road and 167th Street, as well as the northeast corner of Waverly Road and 167th Street reflect the need and desire to accommodate neighborhood commercial centers within Gardner. The intersection of two arterial roads in other areas of Gardner may be appropriate for additional neighborhood commercial centers in the future, based on the criteria established in the Goals and Policy section of this plan.

It shall be determination of this plan that **no** commercial development should occur at the following arterial road intersection locations:

- 159th & Gardner Road
- 167th Street & Four Corner Road.

Community Commercial Centers

A community commercial center provides goods and services to several different neighborhood and development areas. It typically requires a site or area of approximately ten to thirty acres to accommodate building, parking and open space areas. While it may have a food or drug store, is also includes a range of retail and other uses, is a usually anchored by a small department store type tenant. Community centers typically contain a gross leasable area of 150,000 square feet, but may contain 1000,000 to 450,000 square feet. Community commercial development should be located at the intersection of arterial streets and be easily accessible from the surrounding community.

Regional Commercial Centers

A regional commercial center should provide the services of a community commercial center but have a greater variety and number of general merchandise, apparel, furniture, and other tenants. It typically requires a site or area of approximately ten to sixty areas to accommodate buildings, parking and open space areas. Regional commercial centers typically contain a gross leasable area of 400,000 square feet, but may contain 300,000 to 850,000 square feet or more. The primary regional retail commercial center is an intensely development, large scale, mixed use location that also services as an activity center for the community. Because of the overall scale and mix of uses, the primarily regional retail commercial center attracts and serves a population greater than and beyond that of the community.

Commercial Land Use Goals

Issue: Guidelines are needed to allow for the retention and expansion of development in the established commercial areas of the city.

Goal 1: Established Commercial Area Development

Allow for the formation, retention, and expansion of commercial development in the established areas of the city.

Policy 1.1: Recognize Downtown Gardner as the primary commercial / civic hub and activity center of the community.

- a) Encourage and support the development of a broad mix of land uses, with an emphasis on retail as a major land use; the provision of parking facilities; improved accessibility; and the expansion of downtown while maintaining the integrity of surrounding neighborhoods.
- b) Strengthen, define and support neighborhood residential areas adjacent to downtown Gardner in order to reinforce the safety, image and identity of the Downtown.

Policy 1.2: Sustain Downtown Gardner as a Mixed Use Activity Center

Continue to encourage a broad mix of uses in downtown Gardner, including: retail; office; residential; entertainment; lodging; unique visitor attractions; a core concentration of governmental, cultural and social facilities and services; and recreation, leisure and community events.

Policy 1.3: Ensure Compatibility of Development -

Encourage investment in new and existing commercial development which is compatible in size, architectural design, intensity, and signage with the surrounding land uses in established areas.

Policy 1.4: Redevelopment of Existing Commercial Areas

- a) Existing commercial areas should be improved and upgraded. Particular emphasis should be given to existing commercial corridors and gateways. Over all storm water management, vehicular and pedestrian access, and site maintenance should be under taken where necessary.
- b) Upgrade the image and appearance of existing developments with new lighting, landscaping, signage and pedestrian access.
- c) Encourage public and/or private partnerships for redevelopment.
- d) Consider financial and development incentives to encourage re-use (renovation or redevelopment) of commercial properties.

Policy 1.5: Contain Commercial Development -

Encourage the formation, retention, and expansion of commercial development within the existing commercial boundaries as shown of the Community Development Plan Map.

Goal 2: Compatible Transition from Commercial Development to Less Intensive Uses

Ensure compatible transition from commercial development to residential neighborhoods and other less intensive land uses.

Policy 2.1: Use Appropriate Transitional Methods -

Appropriate transitional methods should be considered at all locations where the development or expansion of commercial land use abuts residential property (either built or zoned). The city strives to meet the following objectives when compatible transition is necessary:

- a) Site Orientation:
 - 1) Site design should be oriented toward thoroughfare or commercial streets.
 - 2) Site access should be off of thoroughfare or commercial streets.
 - 3) Where appropriate, streets may be used as boundaries between commercial and residential land uses.

- b) Building Orientation:
 - 1) Commercial activities and parking, pedestrian access, and main building entrances should be oriented toward the street.
 - 2) A back-to-back relationship is preferable between commercial and residential buildings.
 - 3) The height and bulk of a commercial building and accessory structures (parking garages, satellite dishes, etc.) should be oriented away from residential neighborhoods to avoid creating a negative visual effect.
 - 4) Commercial buildings and parking should not have lesser setbacks than abutting residential buildings.

- c) Land Features:
 - 1) When possible, use streams, forestation, hedgerows, ponds, or open areas to naturally separate commercial and residential areas.
 - 2) Where possible, use existing topography to naturally separate commercial and residential areas, however, avoid artificial differences in elevation such as retaining walls between commercial and residential areas.

- d) Buffering and Landscaping:
 - 1) Encourage the creative and extensive use of landscaping and berming techniques for effective buffering of residential and commercial land uses.
 - 2) Avoid the use of fences as a sole means of providing screening or buffering.
 - 3) Promote the use of existing vegetation such as stands of trees and hedgerows as natural buffers.
 - 4) Encourage the use of high quality materials in the construction of fencing and landscaping to decrease long-term maintenance costs and to decrease the likelihood that neglected, unsightly areas will occur.

- e) Lighting:
 - 1) Any lighting used to illuminate an off-street parking area, sign or other structure shall be arranged so as to deflect light away from any adjoining property or from public streets through fixture type, height and location.
 - 2) Exterior lighting of buildings shall be limited to low level incandescent spotlights, floodlights, and similar illuminating devices hooded in such a manner that the direct beam of any such light source will not glare upon adjacent property or public streets.

Policy 2.2: Screen Unsightly Views -

Ensure adequate screening of unsightly views of commercial developments (loading docks, rooftop equipment, service entrances and corridors, parking garages and decks, trash containers, satellite dishes, and storage areas) through the use of extensive

landscaping, berms, fencing, architectural design, open space, setbacks, building orientation, or any combination of these methods.

Policy 2.3: Allow the Option of Low-Intensity Office as Transitional Use -

Allow low-intensity office development as an alternative transitional land use into low-density residential neighborhoods with these conditions:

- a) Such development must be compatible in architectural design, height, bulk, and building materials to the adjacent low-density residential developments.
- b) Such development must demonstrate compatible site design by the use of extensive screening, building and parking orientation, and preservation of natural site amenities.
- c) Traffic generated by such development must be directed away from residential areas and on to commercial streets.
- d) Such development is limited to areas shown as Office on the Community Development Plan Map.

Goal 3: Locational Criteria for Commercial Development

Plan for sufficient and varied choices in the location of commercial activities which serve a definite market need within the city, but avoid over building.

Policy 3.1: Follow Locational Criteria for All Commercial Development -

The locational criteria for all commercial development are:

- a) Limit commercial development to the areas shown as Commercial on the Community Development Plan Map.
- b) Discourage the formation or expansion of strip commercial development by focusing new growth in a more clustered pattern.
- c) Promote the assembling of small tracts to form larger, more cohesive parcels to enable well planned and orderly development to occur.
- d) Encourage commercial development to form as part of existing or new shopping centers as opposed to isolated parcels along commercial strips.
- e) Limit the principal access of commercial development to thoroughfare, reverse frontage, or commercial streets.
- f) Encourage commercial development to locate on sites having minimal slope to avoid substantial grading and disruption of natural drainage and vegetation.

- g) Promote the retention of stands of trees, natural vegetation, and environmentally sensitive areas whenever possible to act as buffers between developments and as site amenities within developments.

Goal 4: Transportation Considerations

Promote a transportation system which provides or improves access and circulation within and adjacent to commercial areas.

Policy 4.1: Avoid Exceeding Street Capacity -

Discourage the expansion of existing or the inclusion of new commercial development in areas where, even with street and traffic signal improvements, the additional traffic generated by such development would exceed the handling capacity of the street system.

Policy 4.2: Encourage Convenient Parking Within Commercial Areas -

Encourage convenient customer parking within commercial areas and discourage parking in adjacent residential neighborhoods.

Policy 4.3: Encourage Pedestrian Access -

Encourage pedestrian access to and within commercial areas.

Policy 4.4: Avoid Pedestrian and Vehicular Conflicts -

Strive to avoid pedestrian and vehicular conflicts within commercial areas.

Policy 4.5: Avoid Diversion of Commercial Traffic -

Discourage the diversion of commercial traffic into residential neighborhoods.

Policy 4.6: Ensure Adequate Ingress and Egress -

Ensure adequate ingress to and egress from commercial developments.

Policy 4.7: Limit Access -

Limit the number of driveways onto thoroughfares and commercial streets, and coordinate these driveway locations with adjacent development to allow for shared access.

Policy 4.8: Provide Vehicular Circulation -

Ensure adequate vehicular circulation within commercial developments that allows access to adjacent commercial buildings and commercial developments without the need to drive to the public streets.

Office Land Use Goals

Issue: Guidelines are needed to allow for a compatible transition from office development to residential neighborhoods and other less intensive land uses (churches, schools, and parkland). These guidelines are needed for application throughout the city including both established areas and those currently developing.

Goal 1: Compatible Transition from Office Development to Less Intensive Uses

Ensure compatible transition from office development to residential neighborhoods and other less intensive land uses.

Policy 1.1: Use Appropriate Transitional Methods -

Appropriate transitional methods should be considered at all locations where the development or expansion of office land use abuts residential property (either built or zoned).

Policy 1.2: Screen Unsightly Views -

Ensure adequate screening of unsightly views of office developments (loading docks, rooftop equipment, parking garages and decks, service entrances, trash containers, and satellite dishes) through the use of extensive landscaping, berms, fencing, architectural design, open space, setbacks, building orientation, or any combination of these methods.

Goal 2: Locational Criteria for Office Development

Plan for sufficient and varied choices in the location of office development within the city, but avoid excessive concentrations in areas where the provision of acceptable levels of public and semipublic services would be difficult to achieve or maintain.

Policy 2.1: Limit to Office Areas Shown on the Community Development Plan Map

Limit office development to the areas shown as Business Park / Office or Commercial on the Community Development Plan Map.

Policy 2.2: Cluster Office Development -

Encourage the formation of new unified office corridors or the development of individual parcels as part of office parks, shopping centers, or mixed-use developments by focusing new growth in a more clustered pattern as opposed to isolated parcels along strips of nonresidential land uses lining thoroughfare or commercial streets.

Policy 2.3: Assemble Small Tracts to Form Larger Better Planned Ones -

Promote the assembling of small tracts to form larger, more cohesive parcels to enable well planned, and orderly office development to occur.

Policy 2.4: Limit Access to Major Roadways -

Limit the principal access of office development to thoroughfare, reverse frontage, or commercial streets as defined in the Plan.

Policy 2.5: Retain Natural Site Amenities -

Promote the retention of stands of trees, natural vegetation, and environmentally sensitive areas whenever possible to act as buffers between developments and as site amenities within office developments.

Business Park Land Use Goals

Issue: Guidelines are needed to allow for a compatible transition from business park development to other less intensive land uses. These guidelines are needed for application throughout the city including both established areas and those currently developing.

Goal 1: Compatible Transition from Business Park Development to Less Intensive Uses

Ensure compatible transition from business park development to other less intensive land uses.

Policy 1.1: Use Appropriate Transitional Methods -

Appropriate transitional methods should be considered at all locations where the development or expansion of light industrial/business park land abuts less intensive uses (either built or zoned).

Policy 1.2: Locate Less Compatible Uses Toward the Interior of Business Park Areas-

Encourage higher intensity and/or less compatible uses to locate in the interior of business park areas or adjacent to freeways or thoroughfares, but not adjacent or in close proximity to residential neighborhoods. A use may be considered less compatible because of height, bulk, parking, light, noise, traffic generation, or hours of operation.

Policy 1.3: Screen Unsightly Views -

Ensure adequate screening of unsightly views of business park developments (loading docks, rooftop equipment, parking areas, trash containers, and satellite dishes) through the use of extensive landscaping, berms, fencing, architectural design, open space, setbacks, building orientation, or any combination of these methods.

Policy 1.4: Provide Adequate Space to Avoid Overcrowding -

Adequate space should be provided for building(s), parking, and landscaped areas so that the site does not appear overdeveloped.

Goal 2: Locational Criteria for Business Park Development

Plan for sufficient and varied choices in the location of light industrial and business park activities which serve a definite market need within the city.

Policy 2.1: Locational Criteria for Business Park Development -

The locational criteria for business park development are:

- a) Limit business park development to tracts of 15 acres or more in size.

- b) Because the Business Park District is designed to provide for low- density development with increased amenities and open space, in some circumstances Business Parks may be located adjacent to higher- density residential uses.
- c) Limit business park development to the areas shown as Office / Business Park on the Community Development Plan Map.
- d) Encourage the formation of new unified light industrial corridors or the development of individual parcels as part of business parks by focusing new growth in a more clustered pattern, as opposed to isolated parcels along strips of nonresidential land uses lining thoroughfares.
- e) Promote the assembly of small tracts to form larger, more cohesive parcels to enable well planned, and orderly business park development to occur.
- f) Business park land uses shall be located near freeways with adequate access provided by thoroughfares. Access to rail is desirable where possible.
- g) Encourage business park development to locate on sites having minimal slope to avoid substantial grading and disruption of natural drainage and vegetation.
- h) Promote the retention of stands of trees, natural vegetation, and environmentally sensitive areas whenever possible to act as buffers between developments and as site amenities within developments.

Goal 3: Transportation Considerations

Promote a transportation system which provides or improves access and circulation within and adjacent to light industrial/business park areas.

Policy 3.1: Avoid Exceeding Street Capacity

Discourage the expansion of existing or the inclusion of new light industrial/business park development in areas where, even with street and traffic signal improvements, the additional traffic generated by such development would exceed the handling capacity of the street system.

Policy 3.2: Encourage Convenient Parking Within Business Park Areas

Encourage convenient customer parking within light industrial/ business park areas and discourage parking in adjacent areas.

Policy 3.3: Ensure Adequate Truck Loading and Maneuvering Areas

Ensure adequate loading space within a building or in a side or rear yard, in such a way that all storage, standing and maneuvering of trucks will take place solely on private property.

Policy 3.4: Ensure Adequate Ingress and Egress -

Ensure adequate ingress to and egress from light industrial/business park developments.

Policy 3.5: Limit Access -

Limit the number of driveways onto thoroughfares and coordinate these driveway locations with adjacent development to allow for shared access.

Policy 3.6: Provide Vehicular Circulation -

Ensure adequate vehicular circulation within light industrial/business park developments that allows access to adjacent industrial buildings and developments without the need to drive to the public streets.

Parks, Recreation and Open Space Land Use Goals

Issue: The preservation of open space and natural features will enhance the character of the built environment, promote public health and safety, provide for outdoor recreation and provide visual enjoyment. Guidelines are needed to allow for and encourage the retention and expansion of the parks, recreation and open space system throughout the community.

Goal 1: Balance Between Natural and Man-Made Environments

A balance between the natural and man-made environments is needed to conserve and protect natural features while allowing new development.

Policy 1.1: Preserve the Floodplain and Floodway –

Enhance and preserve the functions and aesthetic qualities of drainage courses and waterways through maintenance of open drainage ways.

Policy 1.2: Maintain Relationship between Open Space and Development –

Utilize open space areas, or other natural features as natural buffers and transition areas between land uses of different intensities.

Goal 2: Protect and Expand the System of Parks, Recreation and Open Spaces

Policy 2.1: Encourage Private / Public Partnerships

Encourage private developers to actively contribute to the city's park, recreation and open space system and encourage the development of private recreational facilities to supplement those provided by the city.

Policy 2.2: Preserve Park, Recreation and Open Space Sites -

Acquire or otherwise preserve future park, recreation and open space sites within growth areas prior to extensive new development in order to ensure adequate land is available and to avoid prohibitive acquisition costs.

Policy 2.3: Expand Greenway Linkage System

Expand the bike/hike trail system utilizing floodplain land, easements and parklands into areas not currently served including both developing and established areas of the city.

Policy 2.4: Preserve Trees

Retain mature trees, natural vegetation, natural and environmentally sensitive areas to naturally separate different land uses and as site amenities in the development process.

Goal 3: Criteria for the Location of Parks and Open Spaces

Policy 3.1: Identify Future Parks

Designate and acquire future sites within and near the city. Seek to locate park sites near other community facilities.

Policy 3.2: Preserve Special Landscapes -

Preserve and protect special landscapes such as areas with sensitive slopes or dramatic topographic changes, waterways, floodplains, areas of dense natural vegetation, and sites of particular aesthetic or historic value.

Policy 3.3: Ensure Adequate Access –

Locate new park and recreation areas so that they are readily accessible and can be reached by safe and convenient means:

a. Neighborhood Parks

- 1) Locate close to the center of a residential area and within walking distance of a majority of the residents.
- 2) Locate adjacent to elementary schools wherever possible
- 3) Locate adjacent to greenway linkages wherever possible.
- 4) Frontage of at least 350 feet on a local or collector street.
- 5) Vehicular access and parking is not essential but park should be readily accessible by pedestrians and bicyclist.

b. Community Parks

- 1) Frontage of at least 700 feet on collector or arterial thoroughfare to accommodate automobile access and parking.
- 2) Locate adjacent to greenway linkages wherever possible.
- 3) Provide a buffer between a community park and adjacent residential areas to prevent traffic and noise intrusion.

Goal 4: Compatible Transition from Recreation Facilities to Residential Land Uses

Policy 4.1 Use Appropriate transitional Methods –

Compatible transition between land uses of different intensities should be gradual and should try to incorporate:

- a. Building Relationships – building entrances should be oriented to the street, however access should also be provided from the surrounding neighborhood.
- b. Land Features – Where possible, use existing difference in topography or other natural features to separate residential developments from active recreational areas.
- c. Screening and Landscaping – Avoid the use of fences as a sole means of providing screening and buffering. Encourage the use of berming techniques and landscaping for effective buffering between different intensities of land uses.
- d. Lighting – Any lighting used to illuminate parking areas, signs or structures shall be places to deflect light away from any adjoining property or from public streets through fixture type, height and location.

Public and Semipublic Land Use Goals

Issue: Both public and semipublic services and facilities serve to enhance the quality of life in a city. Guidelines are needed to direct the efficient provision of these services and facilities. Guidelines are needed to provide direction on where and at what scale public or semipublic developments are appropriate.

Goal 1: Provide Facilities and Services to Meet the Needs of the Community

Provide quality public and semipublic facilities equitably distributed throughout the city.

Policy 1.1: Maintain Existing Facilities -

Maintain or upgrade existing facilities and services where necessary to serve existing development. Encourage the adaptive reuse or redevelopment of excess community facilities and sites.

Policy 1.2: Identify Suitable Sites -

Cooperate with other agencies in identifying appropriate sites for future community facilities.

Policy 1.3: Coordinate the Delivery of Services -

Cooperate with nearby cities, other governmental agencies, and public and private agencies to improve and expand the range and quality of public services and facilities through:

- a. Joint-use facility agreements wherever there are mutual cost and operational benefits.
- b. Use of private sector resources wherever it can provide more economic and effective services.

Policy 1.4: Combine Facilities -

Promote combined public facilities such as school/ neighborhood parks in several locations throughout the city to improve accessibility and promote efficient delivery of services.

Goal 2: Criteria for the Location of Public or Semipublic Developments

Adopt criteria which will ensure that public and semipublic uses are located, designed and operated in a manner compatible with neighboring uses.

Policy 2.1: General Locational Criteria -

Public facilities that serve community or regional populations and are used extensively and directly by the general public should be located on major thoroughfares in nonresidential areas.

Policy 2.2: Utilize Locational Criteria for Churches and other Religious Facilities -

The locational criteria for churches and other religious facilities are:

- a. Locate churches and other high-traffic uses at the periphery of neighborhoods to facilitate compatible uses and provide direct access to arterial or collector streets.
- b. Limit developments to tracts of two acres or more in size.

Policy 2.3: Utilize Locational Criteria for Public and Private School Facilities -

- a. Locate in any of the various residential categories shown on the Community Development Plan map.
- b. Coordinate site locations with city parkland, recreation facilities and the Greenway Linkages system.
- c. Locate secondary schools to provide direct access to a thoroughfare or collector street.

Policy 2.5: Utilize Locational Criteria for Utility Structures

Choose locations and design sites in a manner which minimizes the impact on adjacent properties. Public uses that are potential nuisances should be buffered by screening, distance and/or landscaping.

Goal 3: Transportation Considerations

Promote a transportation system which provides or improves access and circulation throughout the city.

Policy 3.1: Maintain and Expand the Street Network

Maintain and expand the street network through:

- a. Maintaining the infrastructure
- b. Increasing system capacity where necessary and appropriate
- c. Making improvements to connecting streets
- d. Constructing new thoroughfare and collector streets generally in conformance with the corridors shown on the Future Development Plan

Policy 3.2: Enhance Public Safety

Enhance public safety through:

- a. The use of common drives and internal access between compatible properties to minimize conflict points and direct access off of public streets.
- b. Alignment of driveway locations with existing or proposed driveways on the opposite side of the street in office, commercial and industrial developments.
- c. The use of tee intersections at collector-collector junctions, in the interior of sections, with appropriate offsetting to help minimize the need for future traffic regulation and enforcement.
- d. The alignment of collector streets with major thoroughfares to form standard four-legged intersections in order to limit the disruption of traffic movement and facilitate signalization.
- e. Linking of residential developments to maintain an integrated street system and assure prompt emergency access.