I-435 Corridor Study

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INTRODUCTION

To assist the City of Shawnee, KS in creating a vision for development and economic growth, a land use and market analysis was conducted for the area along I-435 within the City's jurisdiction. This land use and market analysis is intended to illustrate the issues, challenges and opportunities present for future development within the I-435 Corridor.

The information within this study has been organized into four primary categories: (1) Existing Conditions, (2) Land Use, (3) Design Character and (4) Development Policies.

1.0 EXISTING CONDITIONS

The existing conditions section of this study focuses on physical, policy and market / economic elements that will have an impact on the potential for development within the study area. Topics analyzed include (1) geographic context, (2) land use, (3) physical features, (4) historic/cultural resources, (5) utilities/infrastructure, (6) transportation, (7) parks/open space/trails, (8) development policies, (9) demographics, (10) retail markets and (11) office markets.

1.1 | GEOGRAPHIC CONTEXT

The City of Shawnee is located within the Kansas City Metropolitan Area, approximately 15 miles southwest of downtown Kansas City. The eastern edge of the City's boundary sits less than one mile west of Interstate 35. Other highways such as Kansas Highway 7, Interstate 435, and U.S. Highway 56/69 run throughout the City. These highways help to connect Shawnee to the greater Kansas City area. Figure 1: Regional Context illustrates the location of the primary site within the Kansas City Metropolitan Area.

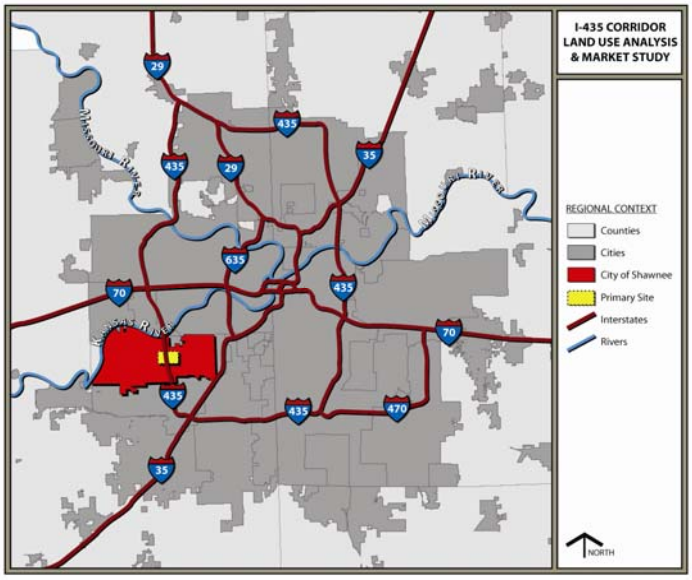

Figure 1: Regional Context
Source: Gould Evans, MARC

The specific study area includes areas along Interstate 435 and within the City of Shawnee's city limits, which stretches from the Kansas River to just south of Midland Drive. Within this larger study area is a primary site that will be the focus of much of this project. The primary site is located between Johnson Drive on the north, Shawnee Mission Parkway on the south, Ogg Road on the west and Maurer Road on the east. Figure 2: Local Context illustrates the local context of the study area as well as the study area and primary site boundaries.

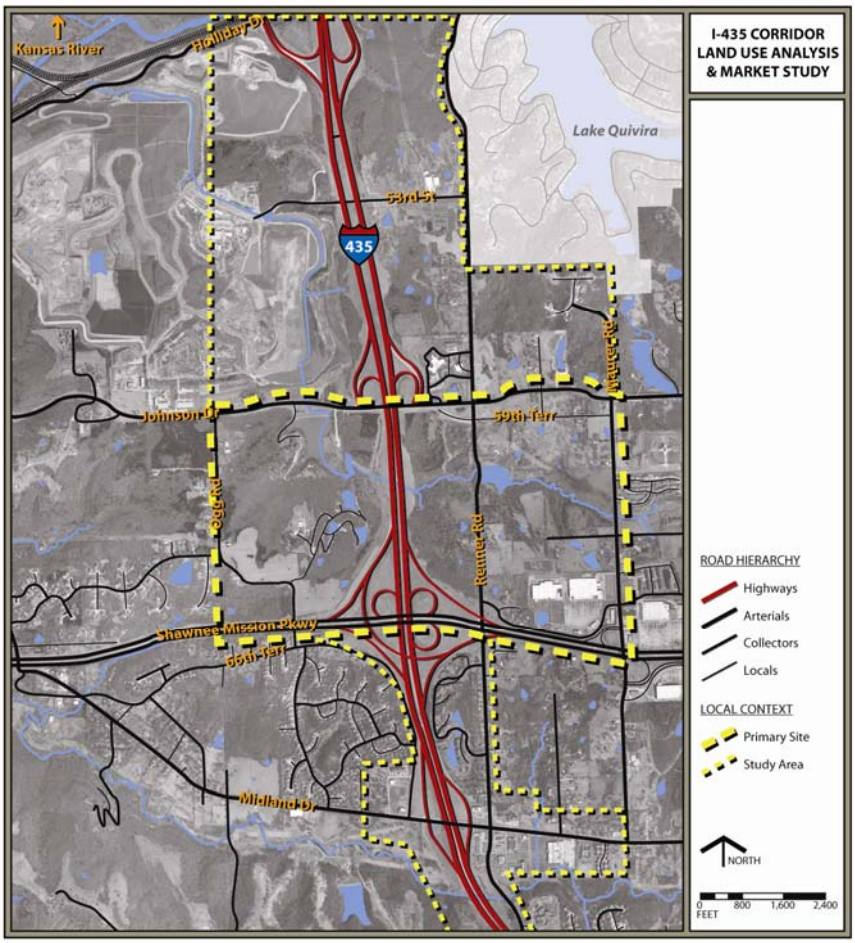

Figure 2: Local Context
Source: Gould Evans

1.2 | LAND USE

The purpose of the land use section is to develop a better understanding of the existing physical conditions through analysis of primary and secondary data collected. The examined areas include Visual Analysis and Existing Land Use of the general study area and primary site.

1.2.1 | Visual Analysis

A Visual Analysis is a perceptual mapping system that attempts to identify key features of a site. It is a system of determining how users perceive and organize information as they navigate through places. This system includes identifying districts, pathways, edges, nodes, landmarks and views. These components are briefly described below including the general geographic area in which they are located. Figure 3: Visual Analysis illustrates a perceptual map for the study area.

Districts

Districts are sub-areas of the study area, which typically have an inherent uniqueness or quality. These may be unique areas of architecture, environmental or contextual qualities, or a concentration of uses. Districts within the study area include Shawnee Station, the Midland Drive district, Shawnee Mission Park, the Justice Center, the Public Works facilities, and the Johnson County Landfill.

Pathways

Pathways are travel corridors within the study area. They can be pedestrian, bicycle, automobile, rail, or transit-oriented. Pathways may be key links between places or may accommodate travel throughout the site and between destinations. Major pathways throughout the study area include Interstate 435, Shawnee Mission Parkway, Midland Drive, Johnson Drive, and Holiday Drive. Other minor pathways include Renner Road, Maurer Road, and many local residential streets.

Edges

Edges are real or perceived boundaries within in the study area. They can be real objects such as walls, buildings, railroad lines, or topographic changes. Edges may also be perceived boundaries such as commercial and institutional districts or neighborhood borders. Edges may hinder movement throughout the site or provide separation between areas or uses. Throughout the study area, Interstate 435 and Shawnee Mission Parkway act as major physical edges. The Kansas River, the railroad alignment adjacent to Holliday Drive, and the Johnson County Landfill, because of its use and topography, also create major physical edges. Other minor edges within the study area include Little Mill Creek, Shawnee Mission Park and areas west of I-435 along Johnson Drive that have large variations in topography.

Nodes

Nodes are major destinations or activity areas or locations. They may be located at the intersections of pathways or may be the location for special or community events. These nodes may also be places where many people gather to conduct business, work, shop, or play. Nodes within the study area include the interchanges of I-435 with Holiday Drive, Johnson Drive, Shawnee Mission Parkway, and Midland Drive as commercial locations. Other nodes are created by the activity at District locations including Shawnee Station, Midland Drive, Shawnee Mission Park, the Justice Center, and the Johnson County Landfill.

Landmarks

Landmarks are highly identifiable features within the study area. Landmarks may include a monument, historic building, water tower, unique sign/gateway, church, school, or other identifiable feature. Many times landmarks are used for wayfinding or reassurance of location. Within the study area the primary landmarks include the newly developed Justice Center as well as large retail tenants such as Wal-Mart, Target, Dickinson Movie Theatre, the I-435 and Shawnee Mission Parkway interchange and the Kansas River.

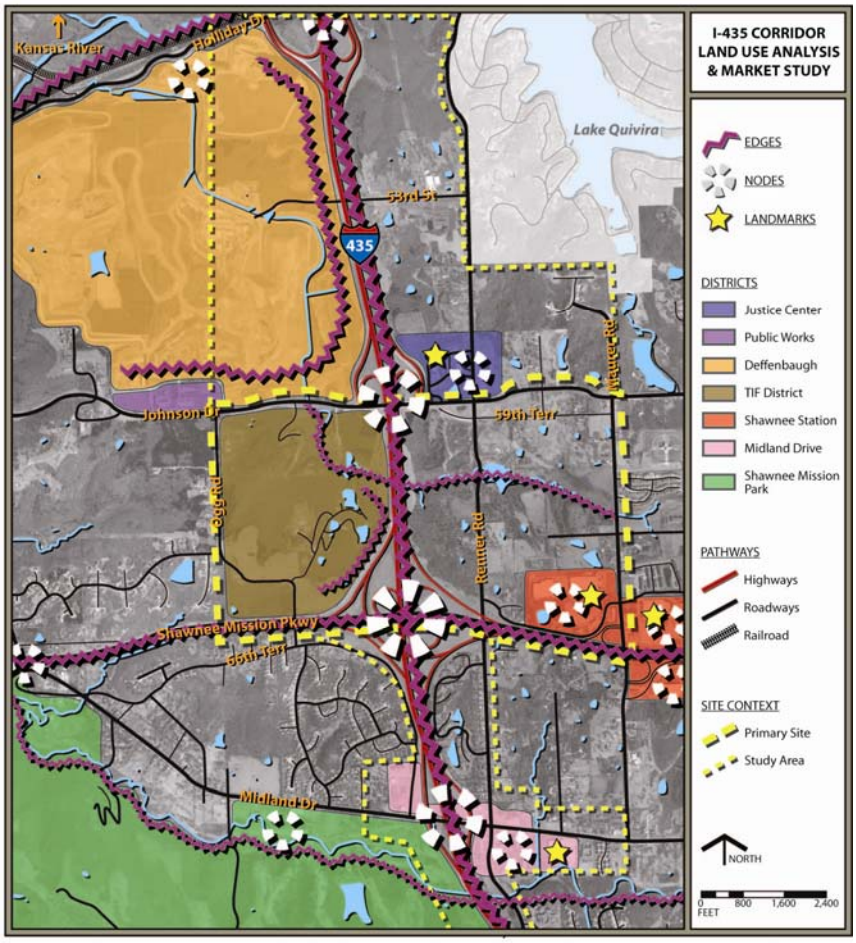

Figure 3: Visual Analysis
Source: Gould Evans

1.2.2 | Site Analysis

In addition to a Visual Analysis, a Site Analysis was conducted for the primary site. The Site Analysis identified residential enclaves, physical/perceptual edges, wooded areas, water features, high points/key visual access, as well as key access points including access to I-435. Figure 4: Site Analysis illustrates a perceptual analysis of the primary site.

1.2.3 | Existing Land Use

The existing land use of the study area consists largely of Rural Residential, Commercial, Office/Commercial, and Office/Service uses. Smaller sections of the study area include Low Density Residential, High Density Residential, Public/Quasi-Public, Parks/Open Space, and Warehouse/Industrial uses. Each land use category is briefly described below including the general geographic area in which it is located. Figure 5: Existing Land Use illustrates the land use pattern for the study area and surroundings.

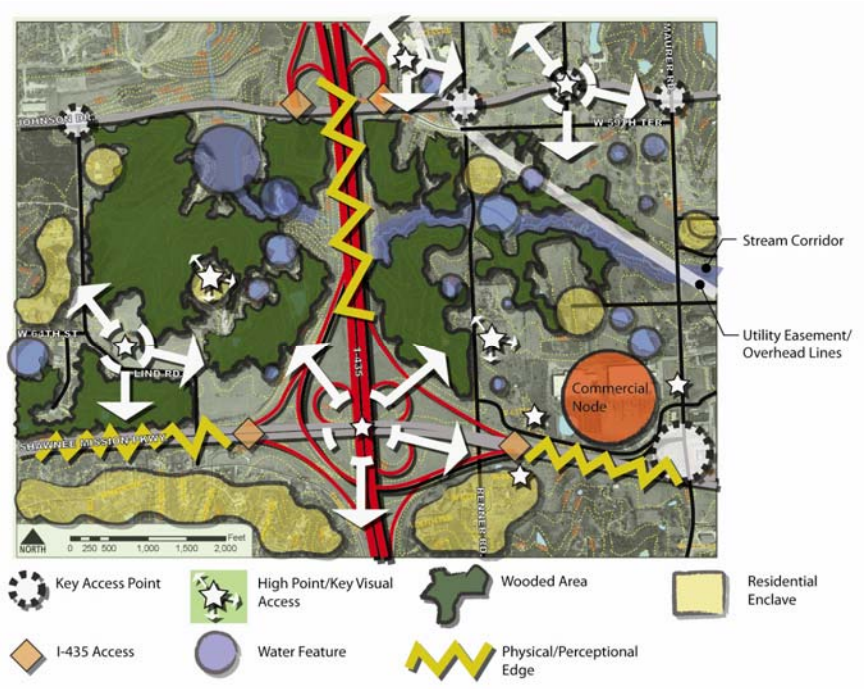

Figure 4: Site Analysis
Source: Gould Evans

Commercial
Commercial land use within the study area includes primarily retail and service oriented uses. Shawnee's population growth and transportation network has lead to rapid growth of commercial development activity throughout the City and study area. Commercial properties within the study area are limited to areas along Shawnee Mission Parkway and Midland Drive. Commercial developments along Shawnee Mission Parkway are located east of Renner Road and extend approximately to Lackman Road. Commercial development along Midland Drive occurs at two locations: 1) at the intersection of Shawnee Mission Parkway and Midland Drive, and 2) near the interchange of I-435 and Midland Drive.

Office
Office land use within the study area includes primarily places of business and medical facilities. Office uses are located adjacent to I-435 along Midland Drive and Renner Road.

Rural Density Residential
This residential land use category is the most prevalent land use type within the study area. Rural Density Residential usually has single-family homes that sit on properties one acre in size or larger. Rural Density Residential is prevalent within the primary site's boundaries as well as areas north of Johnson Drive and west of the primary site. Much of the area has historically been rural residential and remains that use awaiting future development.

Low Density Residential
This residential land use category is the most prevalent land use type within the City of Shawnee. Low Density Residential uses include all single-family residential developments, typically zero to five

units per acre. Low Density Residential uses are primarily located south of Shawnee Mission Parkway and east and west of the study area.

Medium Density Residential

Medium Density Residential includes semi-attached and attached dwellings such as duplexes and townhomes. Densities typically range from 5.01 to 10 units per acre. Medium Density Residential primarily occurs along the east side of Maurer Road adjacent to the study area.

High Density Residential

High Density Residential uses include multi-family buildings such as apartments and condominiums. Densities are typically 10 units per acre and up. The High Density Residential occurs at the Hampton Woods apartments located at the southeast of the Shawnee Mission Parkway/I-435 interchange and north of the Shawnee Station commercial development along Maurer Road.

Civic/Institutional

Civic/Institutional uses include public and parochial schools, religious institutions, and city facilities such as City Hall, the Justice Center, and Public Safety buildings. Two small institutional uses sit along Midland Drive at Renner Road and Maurer Road, both of which are religious institutions. A large tract of land located northeast of the Johnson Drive/I-435 interchange houses the new Justice Center including the fire station, police station, municipal courthouse and jail as well as an adjacent religious institution. Along Maurer Road are two Public uses including the Shawnee Mission School District's athletic complex (located south of Johnson Drive) and the Midland Adventist Academy (located between Shawnee Mission Parkway and Midland Drive). At the southern end of the study area, along Renner Road, sits KU Med West, an outpatient facility affiliated with the University of Kansas Hospital located in Kansas City, Kansas.

Parks/Open Space

Parks/Open Space include publicly owned recreational areas. The largest park or open space within Shawnee sits at the southwestern corner of the study area, known as *Shawnee Mission Park*. *Shawnee Mission Park* is owned and operated by Johnson County. The park is a regional park which includes Shawnee Mission Lake and Tomahawk Golf Course, both of which are located within the City of Shawnee and the City of Lenexa. West of the study area, a major floodplain area runs north-south and accommodates many public and private recreational spaces as well.

Industrial

Existing industrial uses in Shawnee are generally small in scale with the exception of the industrial property located at the northwest section of the study area. This specific development is the location of Deffenbaugh Recycling and Waste Management Services, which provide solid waste and recycling collection and management to a large portion of the Kansas City metropolitan area.

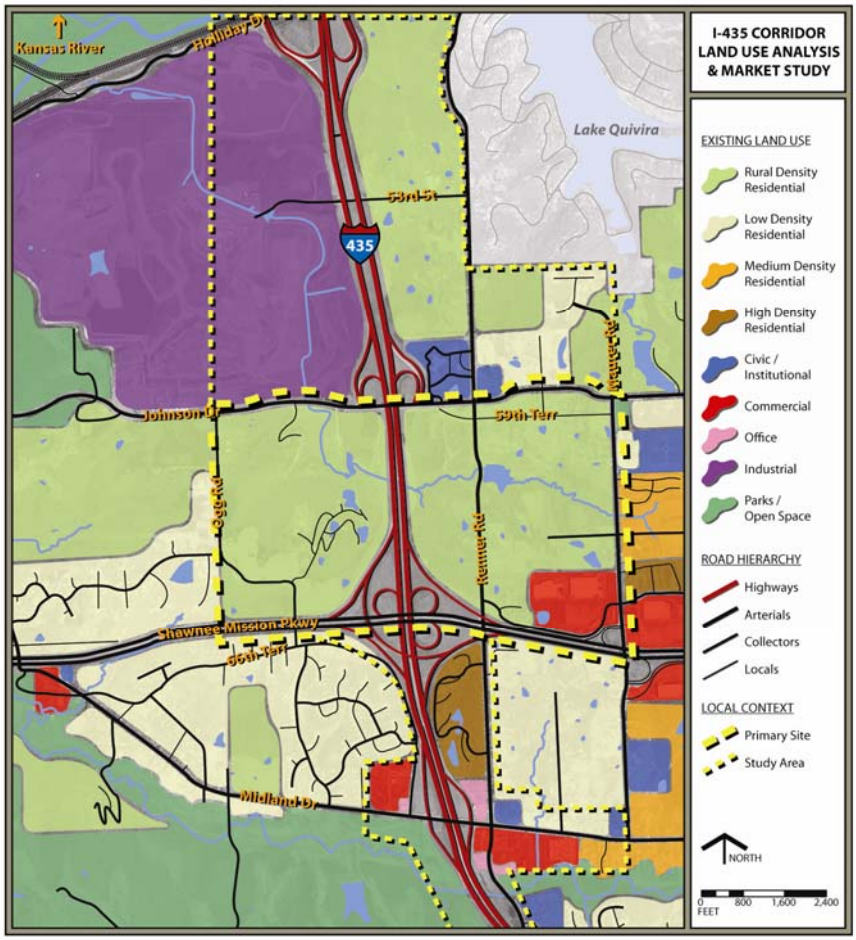

Figure 5: Existing Land Use
Source: Gould Evans

1.3 | PHYSICAL FEATURES

The purpose of analyzing environmental features and topography is to determine the potential for development within the study area, while also attempting to preserve scenic and environmentally sensitive features. The examined areas include Topography, Watersheds, Floodplain, and Hydrology. Figure 6: Physical Features illustrates theses elements within the study area.

1.3.1 | Topography

Within the study area the topography ranges from roughly 740 feet above sea level to 1,040 feet above sea level. This variation in topography is considerably drastic compared to topography of surrounding areas in the Kansas City metropolitan area. There are several high points within the study area. The watershed lines indicated on Figure 6: Physical Features illustrates the primary high points within the study area. A secondary high point also exists near the Shawnee Mission Parkway and I-435 interchange.

1.3.2 | Watersheds

Within the study are three watersheds: Cedar Mill Creek Watershed, Tooley Creek Watershed, and Mill Creek Watershed. The watershed boundaries occur at the high points within the study area, approximately located in the north and eastern portions of the study area.

1.3.4 | Hydrology

Hydrology consists of water bodies such as lakes, ponds, streams, creeks and rivers. Adjacent to the study area are some relatively large water bodies including the Kansas River (located north of the study boundary), Lake Quivira (located northeast of the study area), and Shawnee Lake (located southwest of the study area). Other smaller hydrological features include Mill Creek, Hayes Creek, and numerous ponds and retention facilities scattered across the study area.

1.3.5 | Floodplain

The Federal Emergency Management Agency (FEMA) produces a Floodplain Insurance Rate Map, which delineate both the special flood hazard areas and the flood insurance risk areas with the City. In turn, the City uses this official map to administer floodplain regulations and to mitigate flood damage. Data collected by FEMA includes both a mapping of the Floodway and the Floodplain. While limited development is typically allowed within the Floodplain, virtually no development is allowed within a Floodway.

Within the study area is a considerable amount of Floodway; however, it is primarily limited to areas surrounding Little Mill Creek (located south of Midland Drive) and to a small area near Holliday Drive. Within the study area and the primary site is also a considerable amount of floodplain. Two large areas of floodplain occur along the Kansas River and Mill Creek. Through the primary site is Hayes Creek, which can collect a considerable amount of stormwater runoff from heavy rain storms; however, this area is not dedicated as either a Floodway or Floodplain by FEMA standards.

The City of Shawnee has strict regulations for development in or near floodplains. The City generally prohibits development in a floodplain although in some situations portions of a Floodway Fringe may be filled to raise the area out of the floodplain. Within a FEMA floodplain, the area filled is not allowed to raise the projected base flood elevation more than 1/10th foot. Furthermore, through the creation of open channel (streams) setback design standards, no development is allowed within 90 feet of a 25-year floodplain or within 30 feet of a 100-year floodplain, whichever is greater. This is to ensure that the natural streams and drainage ways are protected from the encroachment of development. Restricting development in these ways not only protects development, but protects the integrity of the streams and drainage ways to accommodate stormwater runoff.

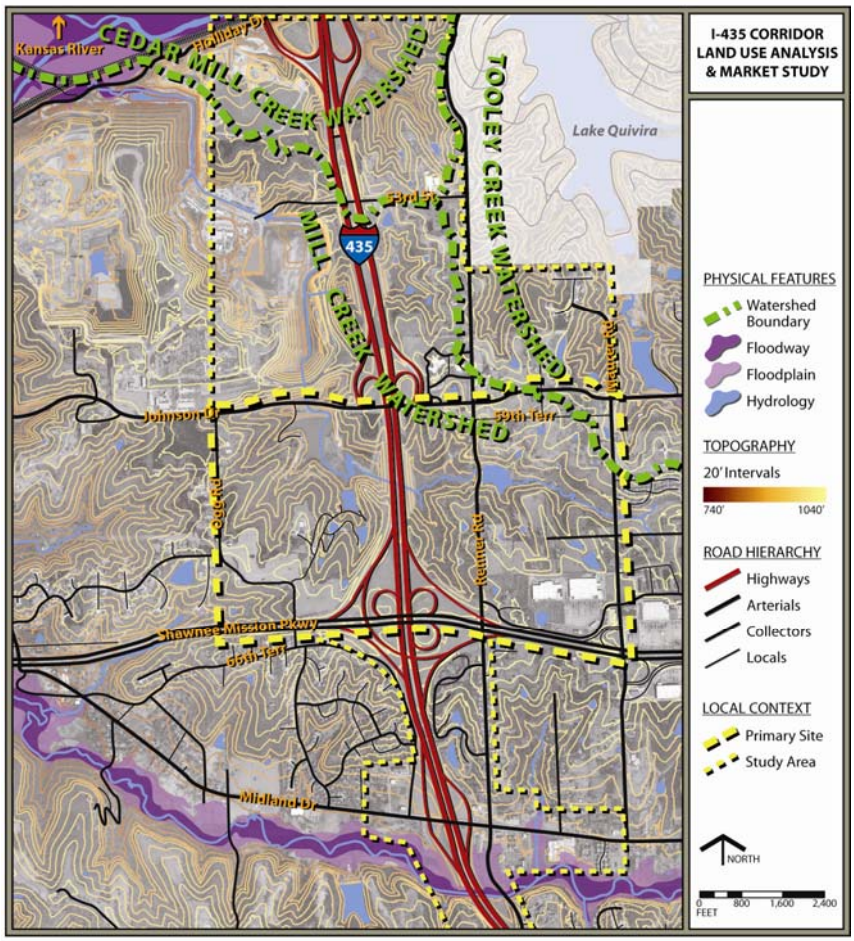

Figure 6: Physical Features
Source: Gould Evans, City of Shawnee, FEMA

1.4 | HISTORIC / CULTURAL RESOURCES

Identification of historic and cultural resources is important in preserving the integrity of Shawnee as a historic place. Two registered historic properties (1 Kansas State Registered, 1 National Registered) exist within the City of Shawnee, KS; however, none of which are located within or adjacent to the study area.

Historically the City of Shawnee was part of the Monticello and Shawnee Townships. Shawnee dates back to a prehistoric era including the Osage native people. Shawnee later served as the political and religious center for the Shawnee Indians and later became an area of pioneering and fur trading. Still later, Shawnee became a well served route along the Fort Leavenworth-Fort Scott Military Road during times of the Civil War. At this time, Shawnee was the county seat of Johnson County and was known as "Gum Springs". In the late 19th century, thanks to the location of the Kansas City, Fort Scott and Gulf Railroad, Shawnee became one of the major agricultural service towns of the region.

The development of the Hocker Interurban Line and Kansas State Highway 10 lead to Shawnee emerging as one of the *Best Places to Live* in the United States[1]. Shawnee is now a suburban bedroom community for job centers located primarily in Kansas City, MO and Overland Park, KS. Shawnee currently has a population of roughly 60,000 residents.

1.5 | UTILITIES / INFRASTRUCTURE

Utility and infrastructure locations and their availability influence where future development can or should occur and the type of development that would be appropriate given the level of infrastructure provided. The following sections will describe the availability of infrastructure within the study area including electric, gas, cable, water, sewer, and stormwater.

1.5.1 | Electric

Electric service in Shawnee is provided by Kansas City Power and Light. Electric infrastructure is well provided in the area given the current amount of development. Most electric infrastructure is provided by overhead lines that service the area. There are two multi-pole electric lines within the study. The longest of the multi-pole lines enters the study area near the Kansas River and runs parallel on the east side of I-435. Near the intersection of Johnson Drive and Renner Road this multi-pole line turns in a southeastern direction towards an electrical sub-station located east of the Shawnee Station commercial development on Lackman Road. The second multi-pole line begins west of I-435, near Ogg Road and Line Road. From there the multi-pole line continues west outside of the study area and ends at a sub-station located west of Kansas Highway 7 (K-7). Figure 7 illustrates the existing electric lines in and adjacent to the study area.

1.5.2 | Gas

Gas service in Shawnee is provided by Kansas Gas Service. Gas utility lines are well provided in the area with the exception of a large area located north of Shawnee Mission Parkway and west of I-435 where there is only one gas utility line. Figure 7 illustrates the existing gas lines in and adjacent to the study area.

1.5.3 | Cable

Cable service within the study area is provided by Everest and Time Warner. Cable service is well provided in the area with the exception of three areas: 1) east of Ogg Road, 2) Renner Road, between Johnson Drive and Shawnee Mission Parkway, and 3) Renner Road, north of the Justice Center. Figure 7 illustrates the existing cable lines in and adjacent to the study area.

1.5.4 | Water

Water service in Shawnee is provided by Water One. Water service is relatively well provided given the level of development in the area. Figure 8 illustrates the existing water lines in and adjacent to the study area.

1.5.5 | Sewer

Sewer service in Shawnee is provided by the City of Shawnee. The western portion of the study area and the primary site are well served by sewer service. The eastern portion of the study area and primary site are not well served. There are large pieces of land east of I-435 where sewer

[1] (2008, August). Best Places to Live. Retrieved January 30, 2009, from CNNMoney.com Web site: http://money.cnn.com/magazines/moneymag/bplive/2008/top100/index.html

lines are not developed. It can be assumed that residences or other developments in those areas would rely on septic systems or development will wait until services are provided. Figure 8 illustrates the existing sewer lines in and adjacent to the study area.

1.5.6 | Stormwater

Stormwater facilities were installed and are maintained by the City of Shawnee. Highly developed areas and some primary streets have stormwater facilities. Major investments have been made to address the stormwater in the study area as well as the primary site. The low-lying area that runs across the site from east to west provides the primary connection to the Kansas River, north of study area, for stormwater. Figure 8 illustrates the existing stormwater routes in and adjacent to the study area.

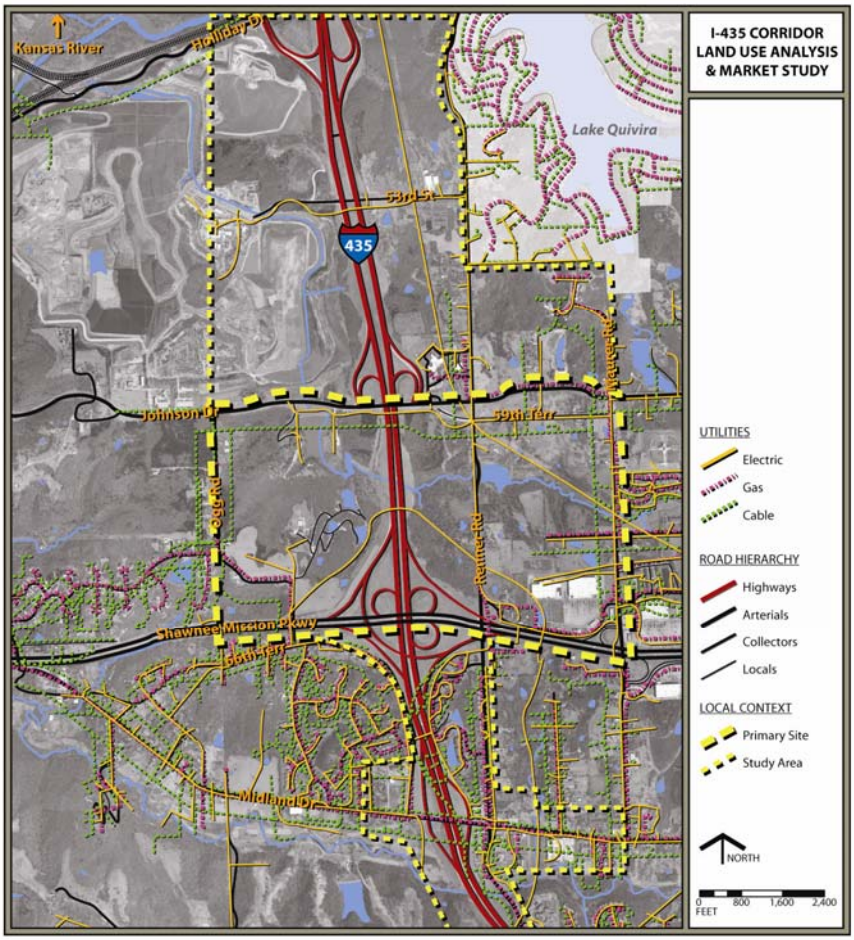

Figure 7: Utilities – Electric, Gas, Cable
Source: Gould Evans, City of Shawnee

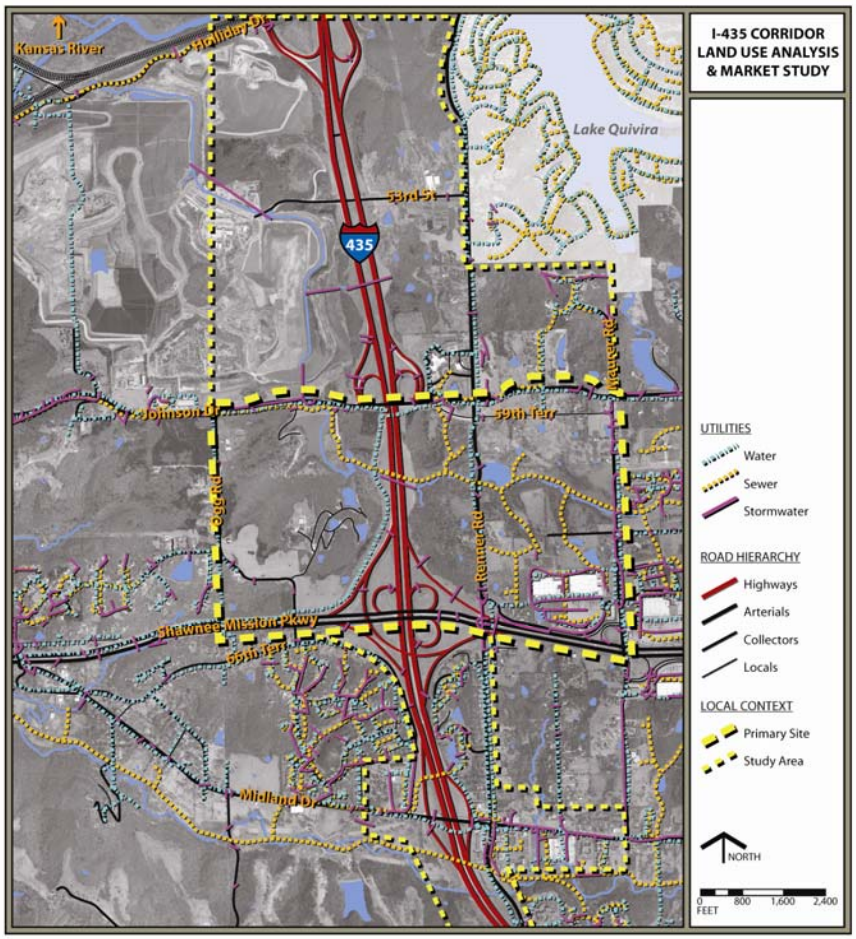

Figure 8: Utilities – Water, Sewer, Stormwater
Source: Gould Evans, City of Shawnee

1.6 | TRANSPORTATION

Similar to most suburban communities in the Kansas City Metropolitan Area, Shawnee is an automobile-oriented community. That is, the typical means of transportation by residents and visitors of Shawnee is the private automobile. However, for purposes of discussing multi-modal transportation opportunities, this section of the Existing Conditions document will be broken into three sub-sections: (1) Road Hierarchy, (2) Transit Routes, and (3) Pedestrian Network.

1.6.1 | Road Hierarchy

The Road Hierarchy for Shawnee has been divided into a four type hierarchy including: Highways, Arterial Streets, Collector Streets, and Local Streets. The street network is further described below and is illustrated in Figure 9: Road Hierarchy.

Highways

Highways typically handle large volumes of traffic at high speeds and connect communities to the metropolitan and regional area. Major highways cutting through Shawnee include Kansas Highway 7 (K-7, not shown) and Interstate 435 (I-435). Interstate 435 is a loop highway that circles the entire

Kansas City metropolitan area. Interstate 435 serves as the primary corridor for the project study area. Currently Interstate 435 through the study area accommodates approximately 70,000 automobiles a day.

Arterial Streets
Arterial Streets typically handle large volumes of traffic at moderate speeds and connect the entire community. Primary Arterials within the study area include Shawnee Mission Parkway and Johnson Drive. Shawnee Mission Parkway within the study area currently carries approximately 34,000 and 26,000 automobiles daily east and west of I-435, respectively. Secondary Arterials include Midland Drive, Renner Road, Maurer Road and Holiday Drive.

Collector Streets
Collector Streets serve as local collectors for neighborhoods to connect to the arterial network. These streets are typically less traveled. Collector Streets include Maurer Road, Ogg Road, 66th Terrace, 63rd Street, 64th Terrace, Red Oak Drive, and other roads that collect neighborhood traffic.

Local Streets
Local Streets include all neighborhood roads that provide connections to the collector street and have the slowest speed of any street. Other local streets include cul-de-sacs and other less traveled routes.

1.6.2 | Transit Routes

Public transportation in Shawnee is provided by "The Jo", Johnson County's public transportation system. This system currently provides transit via bus. There are three existing routes and two other "ride" programs that help to connect Shawnee: Route O, Route Q, Route S, De Soto Flex Ride, and Shawnee City Ride. The routes that connect to the study area are further described below. All transit within the study area occurs along Shawnee Mission Parkway.

Route Q, Shawnee Mission Parkway
Route Q serves as a local connector along Shawnee Mission Parkway from K-7 to *The Jo's* transfer hub at Johnson County Offices, located at 6000 Lamar Road.

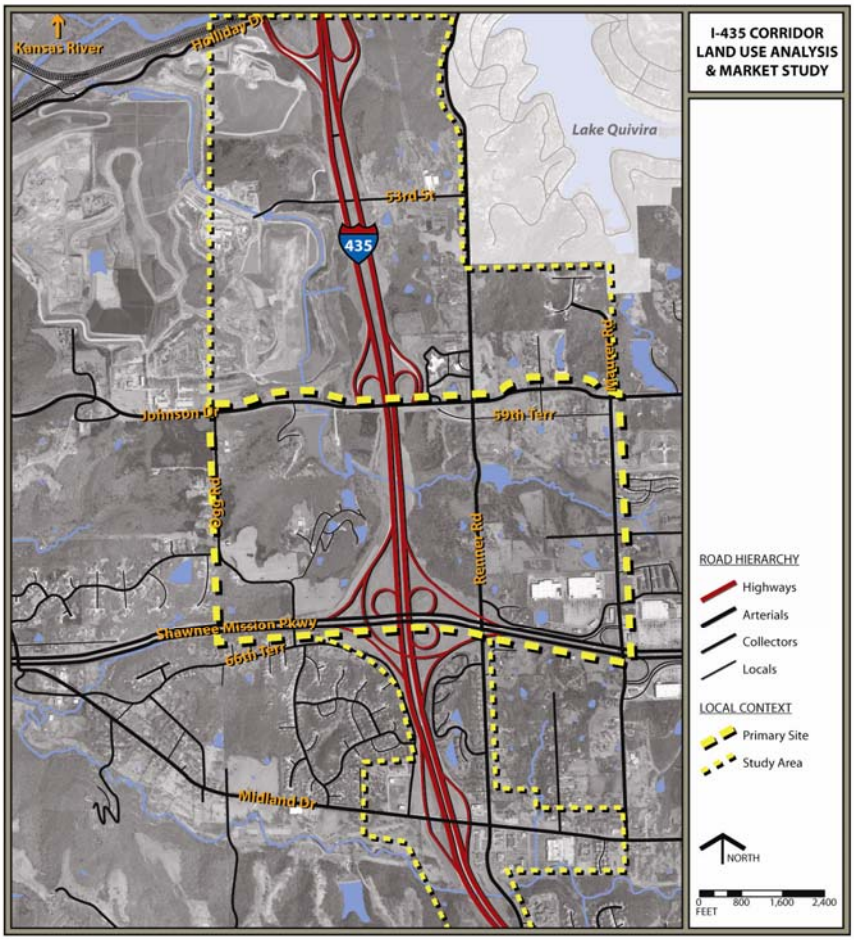

Figure 9: Road Hierarchy
Source: Gould Evans

Route S, Shawnee – Downtown Express
Route S serves as an express route, stopping at 66th and Hilltop, Lackman and Shawnee Mission Parkway, Crown Center, and Downtown Kansas City.

De Soto Flex Ride
De Soto Flex Ride provides service to De Soto residents and visitors on Tuesdays and Wednesdays to popular destinations in De Soto and Shawnee, including Shawnee Station at I-435 and Shawnee Mission Parkway.

Shawnee City Ride
Shawnee City Ride provides service to Shawnee residents and visitors on Tuesdays and Wednesdays to popular destinations in Shawnee, including Shawnee Station at I-435 and Shawnee Mission Parkway.

1.6.3 | Pedestrian Network

The connections within a community can be further strengthened by developing a comprehensive pedestrian network comprised of sidewalks and trails. The availability of these routes can help to insure a healthy lifestyle and offer an alternative means of mobility.

Presently in the study area, there are pedestrian sidewalks located within many residential subdivisions. However, many of the under developed and rural areas of the study area have no pedestrian network. Therefore, many times pedestrians and bicyclists must share the roadway with automobiles. Areas of Shawnee Mission Park, located on the southwestern portion of the study area have off-street, multi-user trails that provide a recreational amenity to the community.

1.7 | PARKS / TRAILS

At the southwest corner of the study area sits Shawnee Mission Park which is one of the largest public open spaces in the region. Shawnee Mission Park consists of numerous amenities including Tomahawk Hills Golf Course, disc golf, mountain bike trails, the Theatre in the Park, and Oakridge Farms, an equestrian facility. At the western edge of Shawnee Mission Park along Mill Creek is the Gary L. Haller Trail, which is outside our study boundaries. Both the park and trail provides amenities such as parking, drinking water, restrooms, pay phones, picnic tables and shelters, playgrounds, and an informational center, which is located inside Shawnee Mission Park. Figure 10: Parks & Recreation illustrates all of the parks and trail facilities, both existing and planned, in the

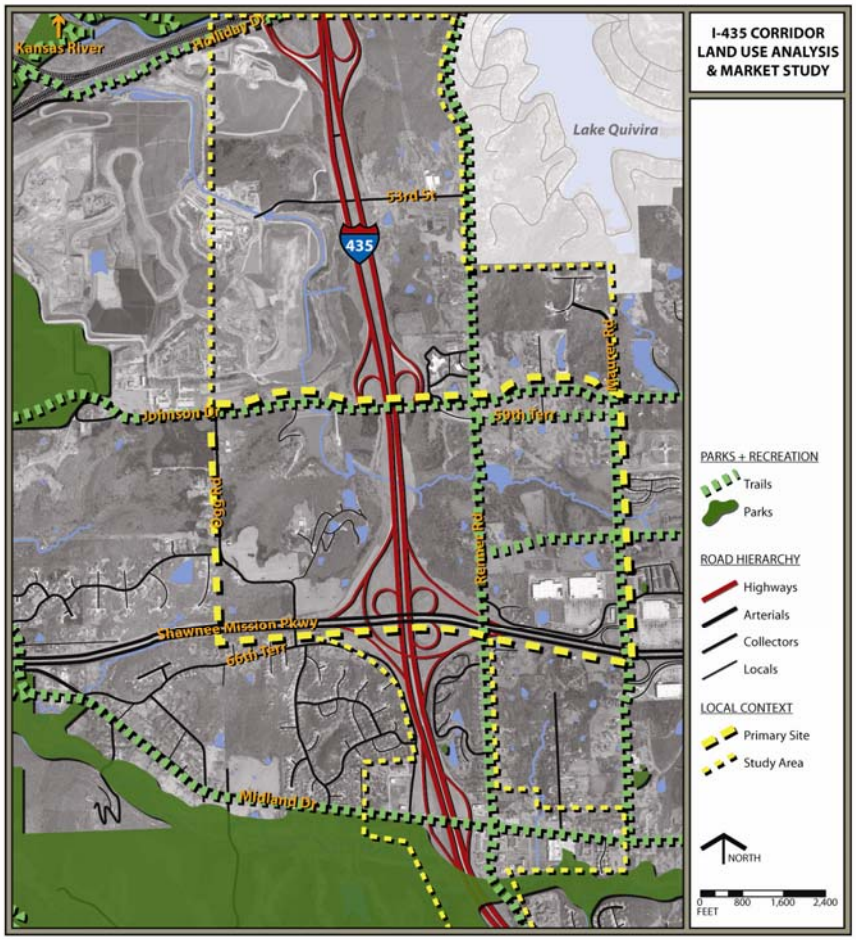

Figure 10: Parks & Recreation
Source: Gould Evans, Johnson County

area. Figure 10 indicates multiple trails throughout the study area however most of these trail routes are planned or currently shared, on-street routes.

1.8 | DEVELOPMENT POLICIES

In addition to the land uses defined previously, the City of Shawnee has additional policies that guide development with the I-435 Corridor. The development policies are rooted in the goals of the Comprehensive Plan that combined define a future vision of the community and it's physical development. The goals that guide the policies and decision made regarding development include,

- Public Services and Facilities - Public service provision should be delivered by facilities in an efficient manner which serves the area at peak efficiency while at the same time improving their potential for future development as dictated by population growth or decline.
- Economic Development - To encourage appropriate commercial, office and industrial development through a program that actively promotes Shawnee as a City with high expectations and high quality of life which results in increased economic benefits to its citizens.
- Transportation - To encourage a transportation network to promote the efficient, rapid and safe movement of traffic through the City, which is coordinated with the regional transportation, network.
- Land Use
    - Residential - To ensure a variety of residential living units are appropriately located throughout the community in high quality residential developments.
    - Commercial / Office – The provision of a system of quality retail and office development, which provides local residents in a convenient manner, the needed goods and services, enhances the City's tax base, and capitalizes on the City's location in the county and metro area.
    - Industrial – To provide sufficient land for future industrial development, which is compatible with sound environmental management and integrated with surrounding uses.
    - Parks and Open Space – To provide abundant open space, parks and a variety of recreational facilities in pleasant and safe surroundings accessible to all residents developed in such a way as to preserve our natural environment and to provide for the enjoyment of leisure time.
    - Floodplain – To protect public and private investment from natural floodwater disaster through the management and enforcement of flood plain regulations.

It is apparent from the Comprehensive Plan goals that the intent of development and the physical environment is to improve the quality of life for the people of Shawnee. This is achieve through the efficient provision of infrastructure including streets that provide connectivity, the provision of housing, goods and services and the design of the physical environment to a higher standard. The latter of these goals is addressed through the Shawnee Mission Parkway Corridor and I-435 Corridor Design Standards that are a part of the Comprehensive Plan. The standards provide guidance for development along the I-435 and Shawnee Mission Parkway Corridors to ensure a higher quality of development that reflects the quality and livability of the community as a first impression. The standards address topics such as building orientation, signage landscaping and building materials to create quality development.

1.9 | Market Conditions Assessment Summary

A market analysis was prepared to understand the market dynamics influencing the development environment of a 5-mile radius surrounding the study area. Through this review and analysis, an understanding of potential market capacity for development along with an indication of which uses (commercial office, retail, institutional, industrial, and residential) have potential viability was derived. Although some institutional or industrial uses could be appropriate in isolated cases for the study area, these opportunities will be limited. Therefore, the market analysis focused on overall demographics, retail, and commercial office markets. Residential markets were studied only as part of the demographic study and to the extent it relates to the other market segments. The market study formed part of the background information that helped shape the land use recommendations.

1.9.1 | Demographic Analysis

The demographic analysis for the 5-mile radius extending from the intersection of I-435 and Shawnee Mission Parkway indicates that the area has good potential for expansion of its population base along with a relatively high level of disposable income.

The 5-mile radius has seen solid population and household growth of 2%. The relatively lower density in the center of the study area (one mile radius) indicates opportunity for additional growth that would improve local retail viability in the study area. The presence of the landfill operation in the northwest quadrant of the area, which will not be available for additional population growth in the near future, if ever, means that other areas of the study area will have to provide any population growth that would support local retail development.

Median household income in the five mile radius of nearly $80,000 is very strong and indicates a strong economic base with significant levels of disposable income. Along with strong educational attainment data, household income levels also indicate a need to promote high quality development with attractive amenities to retain or improve the existing economic profile of the population. The relatively young and affluent demographic segmentation (Tapestry groups as designated by ESRI) also indicates continued growth and solid economics for the area well into the future.

1.9.2 | Retail Market Analysis

Overall, the analysis of the retail market in the study area indicates some capacity for additional retail, and many market sectors show indications of being underserved in the study area. Areas indicating potential for further retail development include:

- Auto Parts, Accessories, & Tire Stores
- Furniture Stores
- Home Furnishings Stores
- Specialty Food Stores
- Beer, Wine, & Liquor Stores
- Gas Stations
- Clothing & Clothing Accessories
- Books, Periodicals, & Music Stores
- Sporting Goods/Hobby/Musical Instrument Stores

- Food Services & Drinking Places

The study indicates a total annual excess of buying demand of $93,056,103 for the 3-mile radius. Taking this figure and dividing by $300, the retail standard per square foot, we conclude that the area surrounding I-435 & Shawnee Mission Parkway could handle approximately 310,000 square feet of additional retail development. However, this level of development assumes a return to purchasing levels similar to levels seen in 2006 and 2007, and does not take into account current retail sales levels; furthermore, some of this retail area may already be under development nearby.

The Shawnee Mission Parkway Corridor already handles most of the big-box type of retailers such as Home Depot, Target, Wal-Mart, and Lowe's. It will be of utmost importance to correctly mix and attract the type of retail stores which have demonstrated excess demand. Future development decisions along the I-435 corridor should take into account the effect of the Shawnee Mission Parkway corridor to maximize the potential of consumers' expenditures within the municipality of Shawnee, Kansas. An appropriate balance of market niches and sub-niches should be implemented; over-saturation of market niches should be avoided.

Focusing on attracting a major retail business, such as an IKEA or Costco to be the anchor for the retail mix is a viable strategy. Other types of 'destination' retailers would also provide a viable base to build on. With an anchor, smaller retail sites will add to the environment and capture the excess demand demonstrated in the study. Without major anchors or destinations, the nature and amount of other commercial development will partially determine the mix and velocity of retail development that will be feasible.

Continued strong surrounding (outside of the 5-mile radius) retail development will potentially limit retail opportunities, but, as noted, some market sectors currently have capacity, and development of housing and office space within the study area will generate some additional demand. Visibility to the highway corridor provides some opportunity to increase the viability of certain retail establishments. Building on the traffic from existing retail along Shawnee Mission Parkway is viable, but is somewhat limited by distance from primary access points. The potential synergy with other commercial development, such as commercial office or hotel properties, will increase the viability of many areas of retail development.

1.9.3 | Commercial Office Market Analysis

The analysis of the current office market in the study area indicates limited development demand in the near term, but aspects of the location and the market indicate good long-term potential for commercial office development, depending on availability of funds for infrastructure development, other possible incentives, and complementary development that may occur.

Office rental rates indicate a prevailing market rate of approximately $17.00 to $18.00 per square foot on a full service basis for existing buildings. New construction will necessitate a higher level of pricing for office buildings. With construction costs of approximately $175.00 to $200.00 per square foot, this will translate into rental rates in the neighborhood of $18.00 to $20.00 per square foot on a triple net basis. The triple net charges in addition to rental could be as high as $8.00 to $10.00 per square foot (depending upon tax abatement), resulting in full service rental rates for new construction approaching $26.00 to $30.00 per square foot on a full service basis. Higher site development costs due to topography for some areas in the study area may increase development costs. These rents are not attainable at this time and are projected rents for the

delivery of office space in 2010 or beyond, subject to the overall strength of the economy and resulting construction prices.

It should be noted that little major construction has recently occurred in the target market, thus rental rates are not being pushed up in the immediately surrounding market. It will be necessary to provide a comprehensive strategy to attract companies into relocating and paying higher rents in a new market area. New speculative development is not likely in the near term given the current economic environment. Strong economic engines (institutional entities, other strong business concerns) which could create additional demand are currently limited in the study area and immediate surroundings.

However, highway visibility, good access to the transportation network, strong surrounding demographics, and relatively close proximity to Kansas City International Airport are all positive aspects of the study area. Combined with a development that includes a mix of supporting uses and other amenities, such as access to green spaces and informal recreational opportunities can increase the likelihood of either speculative or build-to suit development.

The possibility of larger sites for an owner occupied corporate headquarters-type user is also a very positive aspect to the area. Such a user will potentially provide spin-off development similar to larger retail destinations. Preserving the possibility of this type of development through cooperative action of landowners is an important strategy for future success of the area.

1.9.4 | Residential Development Potential

Opportunities for a wide range of housing types exist, and will increase the viability of the local retail sector. Extending high quality single family and multi-family development which currently exists in the area can be achieved, particularly in areas less attractive for commercial development. In some areas of the study area, certain types of residential uses will provide an appropriate transition from existing land uses to more intense retail and office development, and can serve to improve the demographics of the area. Residential development in the area should be carefully planned to blend into both the existing surrounding development and new commercial development. Residential development that provides product types that do not currently exist in Shawnee may be the most successful strategy, and should be allowed or even encouraged to occur. Residential development that is planned in conjunction with commercial and retail development (in other words, mixed use development) can provide a different type of neighborhood than typically exists in newer areas of the community.

2 | Future Land Use

2.1 | How to Use This Map

The intent of the Future Land Use Map (Figure 11, Page 23) is not to predetermine land use or zoning for any one site or specific location. The future land use map provides a land use framework to support many future public and private decisions that will impact growth and development in the study area. It is a general guide that establishes relationships among various uses and intensity of development on a broad scale. Analyzing land use at this scale facilitates comprehensive and long-range planning for the City of Shawnee.

Future zoning amendments should be guided by the future land use map, as well as other goals, objectives and policies of this plan. Not all zoning applications are reasonable simply because they propose zoning districts that fall within ranges of use and intensity indicated on the future land use map. Other goals, objectives or policies of the plan or other City plans and policies may impact future zoning decisions as well. However, the future land use plan does establish a projection of what future land uses may generally be like in the study area, so that many other decisions affecting growth and development may be made in a coordinated manner.

The future land use categories are broad, general descriptions of the scale, intensity and character of future development, and do not necessarily reflect a single zoning strategy. Multiple zoning districts integrated across different sites may be necessary to fully accomplish the policies and development patterns reflected by single land use category.

Future land use categories defined below and the general locations of each of these land uses categories depicted on the Future Land Use Map, supplement the City of Shawnee's Comprehensive Plan with more specific guidance and criteria for the study area. Recommendations on potential future zoning considerations associated with each future land use category reflect the predominant future zoning categories to be considered for the area, but other supporting or complementary districts may also be considered.

2.2 | DEFINITIONS

The following land use categories apply to the study area. They are based on the land use categories in the City of Shawnee Comprehensive Plan including High Density Residential, Commercial and Parks; however some descriptions have been modified for application of this Plan. Additionally, four new categories have been added for this plan – Mixed Density Residential, Mixed-use / Destination, Mixed-use / Flex, and Office / Flex.

High Density Residential

The High Density Residential Designation allows for a variety of residential building and dwelling types in a more compact neighborhood pattern, typically in the range of more than 10 dwelling units per acre. Well-integrated open space systems and high-amenity street networks are critical to linking these developments to adjacent services and amenities. To implement the High Density Residential land use designation, zoning districts RHR and PMR should be considered.

Mixed Density Residential

The Mixed Density Residential land use designation allows for a moderate to high density of residential development, typically in the range of 5 to 10+ units per acre, in forms such as single family homes, duplexes, townhomes and small-scale condominium or apartment buildings. Mixed Density Residential housing incorporates a mix of housing types in a neighborhood setting and should accommodate appropriately scaled civic and institutional uses such as churches, schools and parks. Well-integrated open space systems and high-amenity street networks are critical to linking complementary dwelling types throughout the entire neighborhood. To implement the Mixed Density Residential land use designation, zoning districts RHR, PMR, PSF and R1 should be considered. Additionally a new residential zoning district or additional flexibility in the PSF district may be necessary to accommodate the diversity of building types and densities called for in this future land use designation.

Civic / Institutional

The Civic / Institutional land use designation includes uses serving a broad and general public interest such as educational, cultural, religious, recreation or government facilities. This designation supports civic and institutional issues which are larger in scale requiring access to major roads and limiting their ability to be integrated into neighborhoods and residential areas. To implement the civic / institutional land use designation, zoning districts of the most compatible adjacent area shall be considered along with the allowances for civic/institutional uses in those or similar districts, and consideration of site design standards that make the civic/institutional uses compatible with surrounding areas.

Mixed Use / Destination

The Mixed Use / Destination land use designation provides for comprehensive and careful integration of entertainment uses, commercial services, office uses, and high density residential. Commercial shopping centers at the neighborhood scale (5-10 acres total area; 15K to 100K s.f. per the Comprehensive Plan) and community scale (10 – 30 acres total area; 100K to 250K s.f. per the Comprehensive Plan) should be carefully integrated with high density residential uses. The commercial/office centers should capitalize on the visibility of these areas from major roadways or at newly created focal points within a development plan, with residential located at the periphery to generate significant markets for these commercial areas. Alternatively, a large corporate office campus or regional destination retail (areas with over 250K s.f. but not duplicating similar shopping destinations and experiences within a 5 mile radius) can serve as a base for other smaller commercial /office centers. The mix of uses in these centers should be both horizontally (compatible transitions at the block scale) and vertically (office or residential above retail) integrated. Well-integrated open space systems and high-amenity street networks are critical to linking complementary uses throughout the entire Mixed Use / Destination areas. To appropriately develop the mixed-use concept and cohesive development patterns; development should be greater than 20 acres in size. To implement the Mixed Use/Destination land use designation the Mixed-use Development (MUD) zoning district should be considered, supplemented by a master plan reflecting the scale, intensity and urban design strategies discussed later in this Plan.

Mixed Use / Flex

The Mixed Use / Flex designation is appropriate for those uses described in the Office / Flex designation as well as other supporting small-scale retail and services such as coffee shops, gas stations or convenience stores that provide transient services. To implement the Mixed Use / Flex land use designation the Professional Office (PO), Planned Industrial (PI), Planned Business Park (PBP) and Commercial Neighborhood (CN) zoning districts should be considered.

Commercial

The Commercial land use designation provides the opportunity for the development of general retail and service uses that serve neighborhoods, the community and the region. The development at the northeast corner of Renner Road and Shawnee Mission Parkway is an example of existing commercial land uses. Commercial shopping centers at the neighborhood scale (5-10 acres total area; 15K to 100K s.f. per the Comprehensive Plan) and community scale (10 – 30 acres total area; 100K to 250K s.f. per the Comprehensive Plan) should focus on serving the needs of new residential and office growth and the immediately surrounding areas. Regional/Destination scale commercial centers (areas with over 250K s.f.) which focus on attracting people from outside of the

area should concentrate on unique shopping destinations and experiences not offered within a 5-mile radius. To implement the commercial land use designation, the Commercial Neighborhood (CN) and Commercial Highway (CH) zoning districts should be considered, with site and building design standards applied to implement the appropriate scale of development.

Office /Service

The Office / Service land use designation provides the opportunity for development of employment based uses and complimentary service or retail uses that support the employment focus of surrounding land uses. To implement the Office / Service land use designation the Professional Office (PO) and Planned Business Park (PBP) zoning districts should be considered.

Office / Flex

The Office / Flex designation provides land for the development of small services based businesses and light industrial uses. Uses appropriate for this designation include, small office uses that are responsible for the sale of goods and services and support for industrial uses that occur at other locations within the vicinity, as well as light industrial activities such as warehousing, distribution and assembly. These uses provide employment opportunities and services for the community and region. Office / Flex uses rely on patrons to use their services or the transportation of goods and services, thus uses need to be supported by the arterial road and interstate network. To implement the Office / Flex land use designation the Professional Office (PO), Planned Industrial (PI), and Planned Business Park (PBP) zoning districts should be considered.

The Office / Flex category is limited to the current site of the Deffenbaugh land fill, located between Holliday Drive and Johnson Drive and east of I-435. The Johnson County landfill is planned to be closed by 2027, before redevelopment of the site should be considered. There will be challenges to redevelop the site including topographic issues, visibility, access and a need for innovative solutions to building foundations. In addition to the Office / Flex uses previously mentioned, it is likely that redevelopment would include some reserved open spaces and provide opportunities for uses such as small wind farms, etc.

Warehouse / Industrial

The Warehouse / Industrial designation provides areas for the manufacturing, processing or storage of goods and raw materials in an environment that minimizes impacts or more intense operations on other land uses, and which provides necessary vehicle access from major regional roadways. To implement the Warehouse / Industrial land use designation the Planned Industrial (PI) zoning district should be considered.

Parks / Open Space

The Parks / Open Space designation provides natural areas for leisure and recreation throughout the study area as well as providing a secondary function of infrastructure including stormwater management within the corridor, in particular Hayes Creek. Implementation of the Parks / Open Space land use designation should occur in a coordinated fashion and provide a development amenity for current and future development. Additional, small scale park space should be incorporated into individual developments to serve patrons. Parks / Open Spaces are a permitted use in all Shawnee zoning districts.

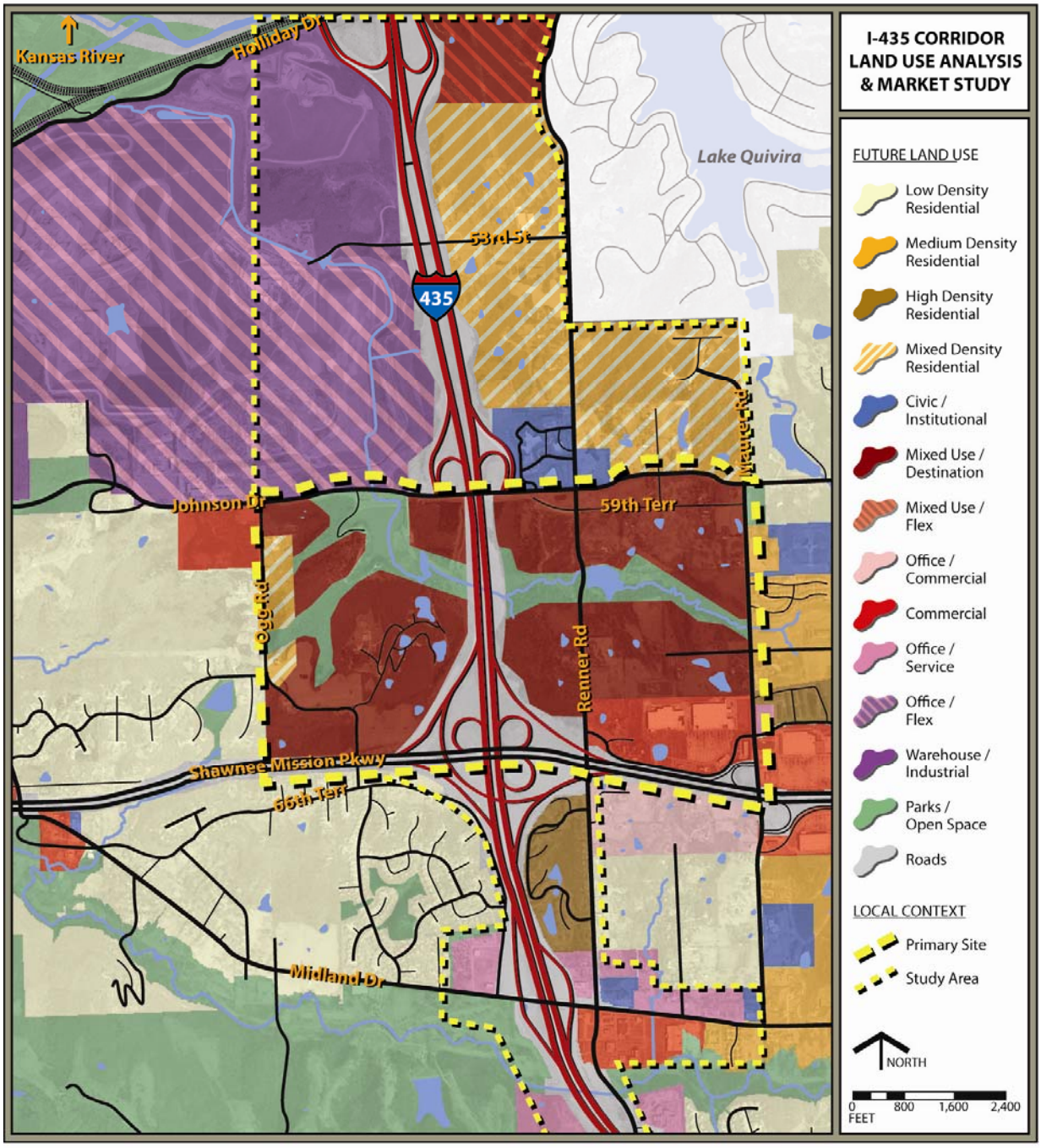

Figure 11: Future Land Use Map
Source: Gould Evans

3 | COMMUNITY CHARACTER

The I-435 Corridor represents one of the last areas for growth within the City of Shawnee. Given its location in the center of the community, as well as the visibility and accessibility afforded by I-435 and Shawnee Mission Parkway, the character of future growth is important in the continuation of quality development within the community. To ensure quality and unique development that is economically feasible, those elements that contribute to the Community Character have been identified. The Community Character of the area is defined by those things that are important to the community and should therefore be considered as development occurs. The elements of Community Character for the I-435 Corridor have been organized into three primary elements; natural features, sustainability and design. As development occurs along the corridor it should adhere to the Community Character Policies within each element.

3.1 | NATURAL FEATURES

The natural features of the area, including topography, waterways and woodlands, play a major role in defining the current character of the area. Similarly, it should play a role in defining the character of the area as future development occurs. The topography of the study area can contribute to future development and become an asset that creates uniqueness and market strength for future development. The rolling terrain, while sometimes challenging to initial stages of development, can provide long-term distinction for this area when integrated into future development. The topography, waterways and woodlands also provide a valuable natural system to accommodate stormwater and provide drainage for the development area. Furthermore, through the creation of open channel (streams) setback design standards, no development is allowed within 90 feet of a 25-year floodplain or within 30 feet of a 100-year floodplain, whichever is greater. This development standard will help to ensure that the natural streams and drainage ways are protected from the encroachment of development. Restricting intense development in these ways not only protects the development, but protects the integrity of the streams and drainage ways to accommodate stormwater runoff and provide future flood protection for the corridor. The naturally formed creeks and drainage ways should be preserved or, where possible, accommodated within development. In particular, Hayes Creek provides the primary drainage course for the study area and should be maintained and protected. When these natural features are coordinated and integrated into the development as an important feature of the overall development pattern, what initially appears as a "challenge" can become an amenity. This amenity can be a focal point for future development and can contribute to the design character for adjacent development. To capture the benefit of the natural areas to development, less intense development, such as pathways, patios and decks, recreational activities, such as sand volleyball courts, associated with adjacent development should be allowed. These amenities to a business can provide additional desirability and economic sustainability because of their proximity to the natural features of the area.

Natural Features Policy: Development within the I-435 Corridor should strive to protect and enhance the natural features of the area while providing a natural development amenity for the corridor.

Development should strive to achieve the following objectives:

- Protect sensitive natural resources from the encroachment of intense development.
- Integrate natural features into future development to provide a development amenity and to retain the natural character of the area.

- Integrate development into the natural landscape through the use of innovative site design strategies.
- Cohesive development patterns through the development of larger / multiple tracts of land.

3.2 | SUSTAINABILITY

The concept of sustainability plays two significant roles for development along the I-435 Corridor, environmental sustainability and economic sustainability. Both components of sustainability are necessary for the future success of development within the corridor. Sustainability at its core is the ability to practice something indefinitely; therefore, this plan is concerned with the sustainability of municipal development. How do we use our natural resources? How do we protect the natural environment? How do we make development profitable now and for future generations? To ensure the future sustainability of the area, these are questions that should be answered during the development process.

Sustainability Policy: Development within the I-435 Corridor should occur in a coordinated manner to provide a comprehensive development pattern that is both environmentally and economically sustainable.

3.2.1 | Environmental Sustainability

The environmental aspects of the site should be respected when development occurs. As previously discussed in the natural features section, the natural systems provide important ecological functions for the study area, the community and the region. As one of the last large areas of developable land within Shawnee, the study area represents an opportunity to showcase the techniques and benefits of context-sensitive design and low-impact development as well as the added value of developing in this unique environment.

Environmental Sustainability Policy: Development within the I-435 Corridor should be a showcase for sustainable design solutions that ultimately protect, preserve and enhance both the local as well as the regional resources and environment.

Development along I-435 should strive to achieve the following objectives.

- Utilize innovative techniques that integrate development into the natural landscape and add value to the development.
- Emphasize site design, building design, and infrastructure development techniques that produce little or no impact on natural resources and provide resource efficiency throughout the lifecycle of the development.
- Implement comprehensive stormwater and floodplain management policies that address the overall hydrology of the study area, rather than only utilizing site-specific approaches.
- Implement policies for resource-efficient design, construction and on-going maintenance of public improvements.
- Protect identified sensitive natural resources or habitats from development.
- Invest in infrastructure systems and technology improvements that help to minimize use of natural resources and produce fewer impacts on the environment.

- Respect natural landscapes for their scenic and ecological functions by embracing context-appropriate design and engineering solutions.
- Support the creation of coordinated "high-performance" infrastructure and public works systems (stormwater systems, sewer systems, water and gray water systems, electrical) that require less maintenance and incorporate more natural solutions in the design.
- Identify and implement applicable renewable energy strategies, including wind and solar power, to make the energy we use cleaner. The design and aesthetics of these systems should be integrated into the development and not detract from the visual appeal of the area.

3.2.2 | Economic Sustainability

To achieve sustainable municipal development, understanding the economic feasibility of future development is necessary. The concept of economic sustainability comes from the idea that the public and private sector can work together to build lasting value in places and promote continued economic growth in the future. To accomplish this, development must plan for and accommodate future opportunities – some of which are not readily apparent, but will emerge based on a series of circumstances and cumulative development decisions that build and shape the development patterns in the study area over the course of time. Economic sustainability also seeks to leverage public infrastructure investments with the types of development that protects the investments by generating sustained value. Therefore, development decisions should be framed in terms of long-term investment in the area.

Economic Sustainability Policy: Development within the I-435 Corridor should strive to build lasting value in places and promote continued economic growth in the future.

To achieve economic sustainability the following objectives should guide future development.

- Increase the residential population of the study area to provide the necessary critical mass of population for future retail, office and service uses.
- Provide housing choices to promote long-term investment in the area.
- Provide opportunities for businesses that focus on services and goods for new and existing neighborhoods in the community.
- Provide destination-oriented economic development that fills needs for the community and region and that adheres to community values and goals.
- Act in a coordinated manner across the study area to provide a comprehensive development pattern that is both environmentally and economically sustainable.
- Generate a tax base capable of supporting long-term community services, including future infrastructure needs.
- Create development patterns that are adaptable to long-term economic cycles and are not solely reflective of current market trends.
- Create a multi-modal (pedestrian, bicycle, automobile and transit) transportation network that supports development throughout the I-435 Corridor.
- Create durable buildings and sites, constructed to accommodate and adapt to the second, third or fourth generation of use, rather than only accommodating the first user.

- Require development to account for and minimize required inputs (energy, water, construction materials) as well as outputs (heat, air pollution, water pollution, etc) associated with constructing and operating buildings.
- Integrate uses to better meet the resident, employment, consumer, and social needs while reducing travel distances and emissions from travel mode choices.

3.3 | DESIGN

To provide a cohesive development character for the I-435 Corridor, design principles have been prepared. The intent of the design principles are to guide, not dictate, the physical and visual pattern of development in order to create a cohesive approach toward design. The design principles are intended to promote a mixing of land uses within the study area. For the purposes of this study seven design principles have been identified: Human Scale, Mobility, Transitions, Parking, Public Realm, Quality and Density.

People are attracted to different spaces over others for various reasons. It may be the architecture, uses, parks and open spaces, natural features, landmarks, or amenities such as a fountain, clock tower or other special feature. Generally, when describing spaces that people like the idea of "place" comes to mind. What creates a sense of place can be different for each place. Often times a development can create a place that keeps people coming back if the elements of the development are inspiring, which can add value. The creation of a place, a place that people like to be for living, working, shopping and playing, should guide the future development within the I-435 Corridor. As development occurs those elements that contribute to creating a place should be encouraged.

Design Policy: Development along the I-435 Corridor should be designed to create individual places that people enjoy and as a comprehensive place that people recognize and use.

3.3.1 | Human Scale – Development should relate in size and scale to the people that will use it.

To be successful, development should be designed to be experienced by people first. The most successful places are those that are comfortable and inviting for people to work, live, visit or play. To emphasize the human scale, the relationship of the buildings to people, in particular pedestrians must be considered at every increment of development. Buildings that are similar in size and scale, physically or perceptually, to the human form are more comfortable for people to interact with because they help to frame spaces. Buildings with small footprints and mass, and buildings that frame smaller well designed opens spaces and streetscapes are excellent at

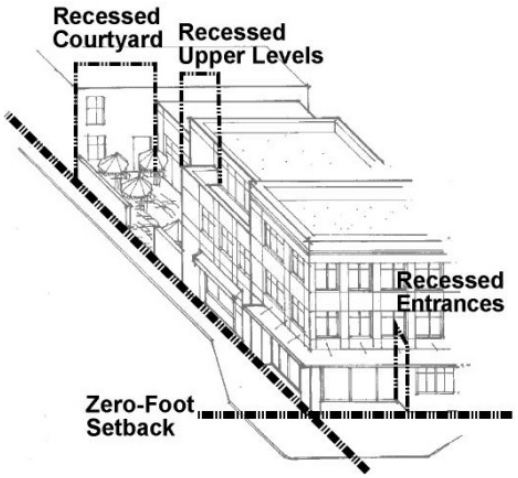

Figure 12: Breaking Down Larger Facades
Source: Gould Evans

emphasizing human scale. However, larger scale developments can reinforce a human scale through careful design techniques. Large scale development should strive to meet the following objectives.

- Large developments plans should be organized around smaller human scaled blocks (300x600 ft) to create a walkable pedestrian friendly environment.
- Large-scale open spaces should be defined by vertical elements such as formal lines of trees, public art or other specific elements defining the space.
- Large building footprints should be broken up into smaller segments through off-sets, wings or other massing techniques, and these variations in mass should occur in a manner that clearly shapes meaningful outdoor spaces that are inviting to people.
- Large expansive facades should be broken down into smaller elements that are more proportionate to people. Additional features such as openings, cornices, porches and awnings can reduce the scale and bulk of a building. Additionally, the upper floors of the building should be setback from the public realm.

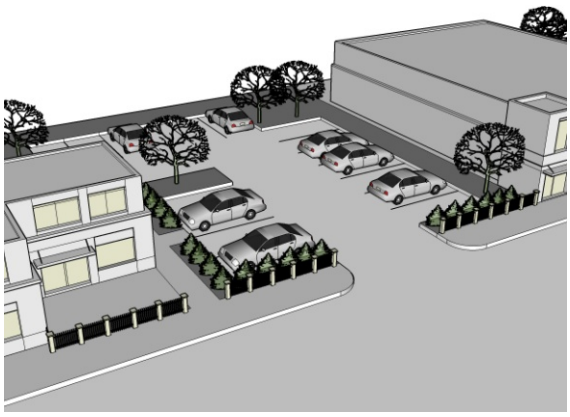

Figure 13: Parking Lot Screening
Source: Gould Evans

- Where these techniques aren't practical or applicable, large scale elements of the site or building, such as parking lots and loading docks, should be oriented away from key points of the public realm, and screened with landscape or natural features.

Creating a human scaled development pattern will encourage active use of the development and ultimately the success of the area.

3.3.2 | Mobility – Access to and throughout development should be encouraged by multiple modes including walking, biking, automobile and transit.

Mobility is not simply focused on getting somewhere. It is more broadly concerned with being somewhere while you move. In this regard, some aspects of the transportation system will not be designed to get you to the place, but they may be designed to "be the place." Mobility is also more broadly concerned about moving people through various means, including pedestrian and bicycle routes, automobiles and transit. Furthermore, mobility must address connections both on and off streets. A network of connections at various scales (regional, neighborhood, and site) will be important to the future of this area. A regional scale network connects development areas to roads and highways. A neighborhood scale network has overlapping local streets, trails and pedestrian paths through a balanced transportation system. Site scale networks provide sufficient access and circulation within development sites for pedestrians, bicycles and automobiles. Differing scales and modes of mobility networks, including transit, should be incorporated in the development of the area which provides internal and external connectivity. Transit connections that expand the current service along Shawnee Mission Parkway should be encouraged to serve future development along the I-435 Corridor. Development in the I-435 Corridor should strive to meet the following objectives:

- Create a connected street grid that serves development throughout the corridor through multiple routes.
- Implement complete streets that accommodate multiple modes of transportation (i.e. pedestrian, bicycle, transit and automobile) to ensure that more people have direct frequent access to the development area.

3.3.3 | Transitions – Different uses that are adjacent to one another should relate to one another through adequate transitions.

Traditionally uses have been separated and buffered from one another because they were deemed incompatible. A central tenant of this study is the creation of mixed-use development that provides multiple development opportunities including office, commercial (retail and service), and residential uses within a single development. These areas will accommodate the mixing of uses within a single development and address compatibility issues. However, within the land use plan prescribed for the study area, the potential for incompatible uses to be adjacent still exists. Where future development presents the potential for adjacent incompatible uses, transitions should be used to reduce the potential of conflicts. Transitions should provide an identifiable break, either perceptually or physically. Development in the I-435 Corridor should strive to meet the following objectives:

- Incorporate complementary architectural design or building types (materials, colors and design) for dissimilar uses and complementary scales (upper floor setbacks, breaking up large footprints or staggering building heights) for dissimilar building masses providing both a perceptual and physical transition between developments.
- Incorporate well designed plantings, fencings and walls where other techniques will not suffice as screening and can help to buffer incompatible uses.
- Incorporate and maintain the connectivity (primarily pedestrian) between incompatible uses through transitions

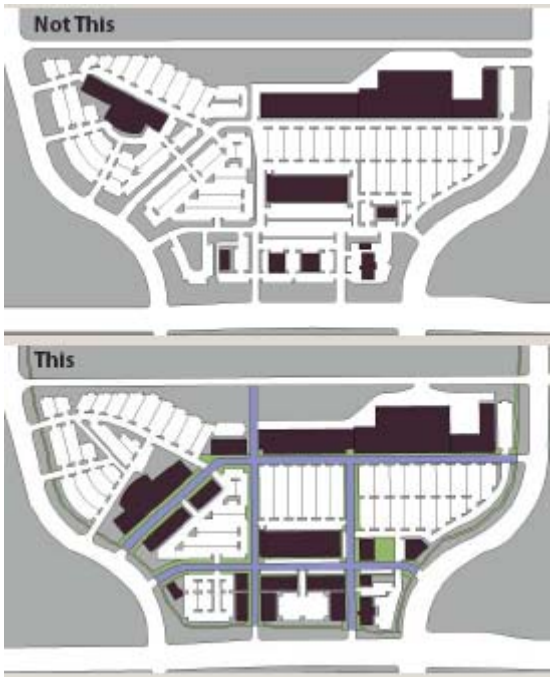

Figure 14: Parking Lot Design
Source: Gould Evans

3.3.4 | Parking – Parking should be a secondary site design to the building and pedestrian.

Parking is a difficult challenge for any site. Furthermore, it is important to economic sustainability of areas. However, too much parking is often just as much a detriment to an area as too little. Many creative and effective parking solutions exist to ensure the "optimal" amount of parking is created. Maximizing the opportunities for on street parking, encouraging "shared" parking when it is located on-site (both sharing locations using combined or central parking and using a timed system or peak parking strategy), designing "overflow" parking areas for multiple uses, and planning for "park-once" or walkable destinations can all reduce the need for large amounts of land area to be dedicated to unnecessary or redundant parking requirements. In

addition to the quantity of parking, the design of parking is also important. Future development should sensitively locate parking on the site, break larger parking areas into smaller, multiple lots, and screen parking from important public areas. If structured parking is considered it should be a component of the larger plan for the development area and should therefore be strategically located to gain the most benefit for all users. Innovative methods and techniques for the provision and design of parking areas should be incorporated in development within the study area. Development in the I-435 Corridor should strive to meet the following objectives:

- Incorporate on-street parking on roads to provides users with parking in close proximity to their destination and provide traffic calming that encourages a pedestrian-friendly environment.
- Incorporate smaller parking lots more frequently instead of having large and non-proportionate parking lots.
- Off-set the amount of parking necessary to serve large development areas through the use of shared parking or allowances for on-street parking.
- Reduce the impact of large parking areas by breaking up the pavement with landscaping and screening elements that visually reduce the size and impact.
- Establish the grid street network to provide connectivity for the uses and site and coordinate with adjacent streets and blocks.

3.3.5 | Public Realm – Development should relate to and be served by an enhanced public realm.

The public realm is the space between buildings. It includes all public spaces, streets, alleys, sidewalks, parks, plazas, and open spaces. A successful public realm creates interesting and engaging experiences for the people who use it. The quality of the public realm is important to the ability of a place to succeed where people want to live, work, play and visit. For example, the streets, which comprise the majority of the public realm in a community, also provide connections between places. The design of the streets will determine if they are used for pedestrian movement and interaction or simply automobile traffic. Similarly, the parks, open spaces and plazas provide the primary civic interaction locations for a community by hosting festivals, markets and concerts. The design of those spaces will also determine their viability as public spaces. The design of the public realm should receive the same attention that the development and structures that it serves receives which would provide opportunities for civic interaction and gathering. The use of quality design and materials will provide a public realm support framework for quality development along the I-435 Corridor. Development in the I-435 Corridor should strive to meet the following objectives:

- Create a unique sense of place through the enhancement of the public realm through the addition of amenities such as street banners, wayfinding signage, landmark features, statues, fountains and other enhancements.
- Create a unique built environment through the incorporation of the natural features unique to the I-435 Corridor (i.e. rolling terrain, Hayes Creek, woodlands, etc).
- Add to the sense of place by including the development of public space for social activities (i.e. concerts and plays, jogging races, sidewalk sales, art shows, local school activities, etc).

Creating a sense of place in the development pattern, will ensure that the development remains a destination for years to come.

3.3.6 | Quality – Development should convey a sense of permanence though design that can adapt to changing conditions and contribute to the character of the area and community through the use of quality materials.

A community is visually defined by its physical development for both its residents and its visitors. Specifically, the quality of the development within a community creates a lasting impression on those that experience it. Thus the quality of development along the I-435 Corridor will be a defining element of the built environment for the study area and the City of Shawnee. Quality development should be focused on the adaptability and materials used to build in the corridor. The ability of a building to adapt to changing markets and tenants over time will assist in creating a successful development and investment for the long-term, a key element of economic sustainability. A building that can accommodate retail services today and small office or even residential uses in the future will expand the life expectancy of the building and the development. Similarly, the quality of the building materials that are used to create a development will contribute to the durability and thus the longevity of individual buildings and the development. Quality materials such as natural stone, brick and wood should be encouraged and comprise the majority of the exterior of a building. These materials should be carried throughout a development to ensure compatibility of design. Natural materials are more durable and resilient than lesser or cheaper materials and will provide the longevity necessary for future success.

The design of development along the I-435 Corridor will define the physical and visual future of the corridor as well as the community. It is important that the design of development within the corridor convey a sense of permanence, flexibility and quality in all aspects of development, public and private, to ensure the future success of the area. Development in the I-435 Corridor should strive to meet the following objectives:

- Use quality materials to add to the authentic experience and sustainability of development.
- Utilize natural materials to create long-lasting development.

3.3.7 | Density – Development should be concentrated in dense development patterns that preserve environmentally significant natural features and support a mix of uses concentrated at strategic locations.

Density is commonly defined as the amount of development permitted on a given area of land. It is typically measured in units per acre; therefore, the larger amount of units per acre, the higher the density. Density can help create walkable neighborhoods, expand transportation and mobility choices, improve security, and protect the environment. Furthermore, density can support housing choices and affordability and can support a community's fiscal health. Environmental constraints, such as topography and waterways, may naturally limit where development can occur. These environmentally sensitive areas should be preserved; however, areas surrounding should increase in density to create the critical mass needed to support transit use and the activity necessary to make the development area a vibrant place where people choose to live, work, play and visit. Development in the I-435 Corridor should strive to meet the following objectives:

- Located development and density to create a critical mass at strategic locations, such as interstate interchanges and along the arterial street network within the I-435 Corridor.
- Create a density of development provides an increased tax base to the community.

- Create parking that is supportive of dense development through shared parking concepts, on-street parking allowances or other methods necessary.

4 | DEVELOPMENT CONCEPT

The development concept for the primary site within the I-435 Corridor Study Area focuses on the ability to remain flexible to market trends and the ability to adapt to the needs of a destination type venue. Furthermore, the development concept acts as a way to preserve natural features while encouraging sustainable, high quality, well designed and economically robust growth and development. This development concept is intended to illustrate one scenario for development and should not preclude other development patterns that reflect the needs and desires of the community as discussed in Section 3: Community Character.

The development pattern illustrated in Figure 10: Primary Site Development Concept is intended to illustrate a possible development scenario that would create a regional destination and promote a

Figure 15: Primary Site Development Concept
Source: Gould Evans

dynamic, diverse, active and viable environment where people choose to live, work, play and visit. The concept is identified as a mixed-use development pattern that could accommodate the

development of a destination use (commercial, office, recreation, etc.) as well as multiple offices, retail and high-density residential uses. In addition to the economic development opportunity provided by these uses, the primary site would have a "green spine" that would become a recreational destination as well.

4.1 | Natural Systems / Open Space

Prior to determining the development pattern, a framework of the natural systems to be preserved was outlined. These natural systems included topography that created valleys within the area and hydrological systems such as ponds and creeks. These areas would remain preserved and would serve as a public open space and an area-wide stormwater system.

Heritage Park- Minneapolis, MN
Source: Gould Evans

This area would provide amenities for residents and visitors of the area including walking and biking trails, natural landscaping, and water features. The water features and natural landscaping would provide a secondary purpose of collecting stormwater run-off from surrounding developments. Developments that sit adjacent to this open space should take special consideration when determining site and building design in order to provide scenic views to and from this natural feature. Heritage Park in Minneapolis, Minnesota is a good example of integrating open space with stormwater infrastructure. In some case the open stream setback regulations should be relaxed to allow development to take advantage of the natural features. Less intense uses, such as recreational activities and facilities, sitting areas, shelters that support or complete the primary uses or residential, retail and office could be allowed. To allow these uses the development should demonstrate its protection and integration of the natural resources through other methods.

4.2 | Land Use

The land use scenario proposed in this concept represents one potential implementation of the land use plan defined in the Chapter 2: Future Land Use.

High-Density Residential
High-Density Residential land uses were determined to be the best land use for the areas of land adjacent to existing residential development outside of the primary site boundary. This high-density residential development pattern would provide a critical mass of population to support

Northgate Village- North Kansas City, MO
Source: Gould Evans

activity in the area and to act as a buffer from the adjacent lower density residential land uses. Typical densities for this area would range from more than 10 dwelling units per acre. Residential uses within the primary site should offer a wide range of higher density housing formats, organized around urban amenities. The development should be arranged in a compact, walkable pattern, within walking distances of most services in that area. Dwelling types may include duplexes, townhomes, condominiums and multi-family dwellings. Northgate Village in North Kansas City, MO has many examples of different high-density residential dwelling types integrated into an existing neighborhood and adjacent to a neighborhood center.

King Soopers- Stapleton, Denver, CO
Source: Gould Evans

Highway Commercial

Highway Commercial development was added to fit in the existing context and character of Shawnee Mission Parkway. The new Highway Commercial area would include nearly all the frontage along Shawnee Mission Parkway, with the exception of areas adjacent to I-435 that would be reserved for Mixed-Use / Destination. Development of the Highway Commercial area should act as a transitional area that fits the development character of the surrounding Mixed-Use / Destination areas but also fits into the scale and character of existing Highway Commercial development along Shawnee Mission Parkway. King Soopers grocery store in the Stapleton community in Denver, Colorado is one example of how a large retail store can be designed to transition to mixed-use development.

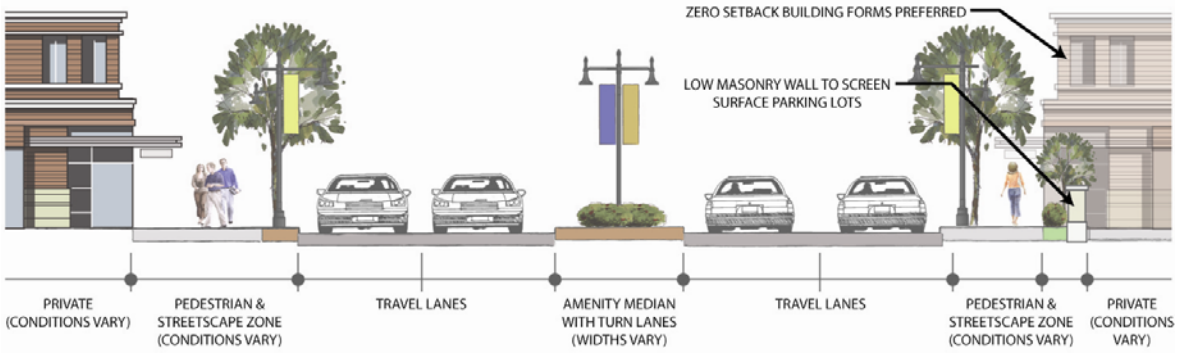

Figure 16: Pedestrian-Friendly Street Design
Source: Gould Evans

Mixed-Use / Destination

Mixed-Use / Destination areas would be limited to the area north of the new Highway Commercial area and south of Johnson Drive. There are three different scales of Mixed-Use / Destination development: 1) Neighborhood, 2) Highway and 3) Destination. The different scales of mixed-use development are intended to provide goods and services ranging from neighborhood services to

Figure 17: Neighborhood Mixed Use
Source: Gould Evans

regional destinations and attractions. Development of these areas should be highly integrated through a strong architectural thematic, pedestrian access that connects building-to building, and defined vehicular access points that create the sense of a cohesive, planned environment. In addition, a more pedestrian-oriented center would include zero setbacks for buildings and an internal street network with on-street parking, generous sidewalks along storefronts and walkable connections to destinations, trails and surrounding neighborhoods.

Neighborhood mixed-use focuses on the scale of development that would commonly serve the surrounding neighborhoods. The primary Neighborhood Mixed-Use area is located between Renner and Maurer Roads, north of Hayes Creek. This type of mixed-use may be either single-story, horizontally integrated mixes of use or multiple-story, vertically integrated mixes of use, including offices, retail and residential. With multiple-story, vertically integrated mixed use, residential spaces would be primarily limited to upper stories and retail would be limited to street level spaces. Office space could be integrated either on street level or in upper stories. The secondary Neighborhood Mixed-Use area is located southeast of the Ogg Road and Johnson Drive intersection. This development would include primarily office or retail uses that would serve traffic traveling along Johnson Drive as well as residents of the surrounding neighborhoods. The area should have a well-integrated open space and high-amenity street network that provides gathering spaces and acts to link the mixed use development to the surrounding neighborhoods. As seen in Figure 12, Stillwater, Minnesota has a new Neighborhood Mixed-Use development.

*Highway m*ixed-use focuses on the scale of development that would attract travelers of I-435 and would provide services for those potential customers. The Highway Mixed-Use area is primarily limited to land adjacent to I-435 and south of Johnson Drive. The development character for this Mixed-Use area would be primarily multiple-story, vertically integrated mixes of use that would include office and retail. Retail space would typically be located on the street level of buildings, where as office would be primarily limited to upper stories of the building but could also include ground level space. The area should have a well-integrated open space and high-amenity street network that provides gathering spaces and acts to link complimentary

Zona Rosa- Kansas City, MO
Source: Gould Evans

uses together. Zona Rosa in Kansas City, Missouri is an example of Highway Mixed-Use development.

Northfield Stapleton- Denver, CO
Source: Gould Evans

Destination mixed-use focuses on the scale of development that would attract visitors from a regional area. Uses within this area would include primarily retail, hospitality and entertainment. Furthermore, should a destination venue be located in this area, the surrounding development should play off the character of that development as a regional attraction. Employment anchors, including offices, medical centers, education campuses and research centers, can provide secondary destination points and provide a critical mass of day-time population to encourage additional retail and service uses. The area should have a well-integrated open space system with high-amenity streets that are critical to linking complimentary uses throughout the area. Streetscape amenities should create a distinct theme and character for this area and should reiterate the destination qualities of the area. The Mixed-Use / Destination area may require additional enhanced public spaces including wayfinding and circulation systems, rapid transit facilities, street banners, public event spaces and pedestrian arcades, among other enhancements. Northfield Stapleton in Denver, Colorado recruited tenants such as Bass Pro Shop and has become a destination in the Denver community.

4.3 | MOBILITY

Mobility is the terminology used to describe how people move about an area. Mobility relates not only to street networks, but also transit facilities, sidewalks and trails. All of these mobility choices apply in the I-435 corridor; therefore, a comprehensive mobility system should consider all users- pedestrian, bicycle, transit, and automobile.

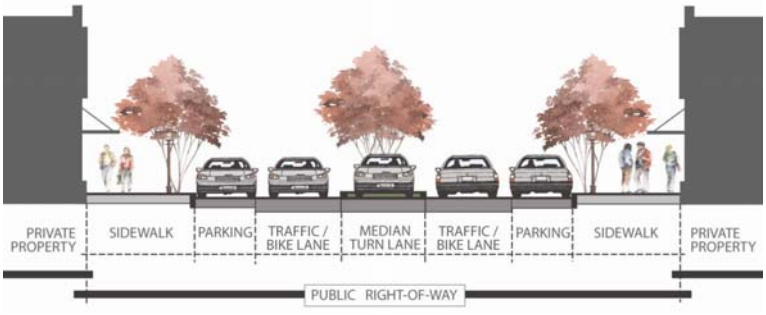

Figure 18a: Complete Street Examples
Source: Gould Evans

4.3.1 | Complete Streets
Complete Streets is a terminology used to identify rights-of-way that serve multiple users, such as automobile users, pedestrians, transit users, and bicyclists. These roadways typically have a more balanced approach to serving all users rather than the more typical design of automobile-oriented roadways. All roadways within the study area should accommodate all modes of transportation and roadway users. These

designs should include, but are not limited to, sidewalk facilities for pedestrians, on-street or off-street routes for bicyclists, transit stop locations, and vehicular travel lanes. Although all streets should be designed to accommodate all users, the design of each street should be unique to its context.

4.3.2 | Context Sensitive Design

Context Sensitive Design is an urban design strategy applied to transportation systems. It recognizes that rights-of-way and roadways are the most substantial element of the public realm of most

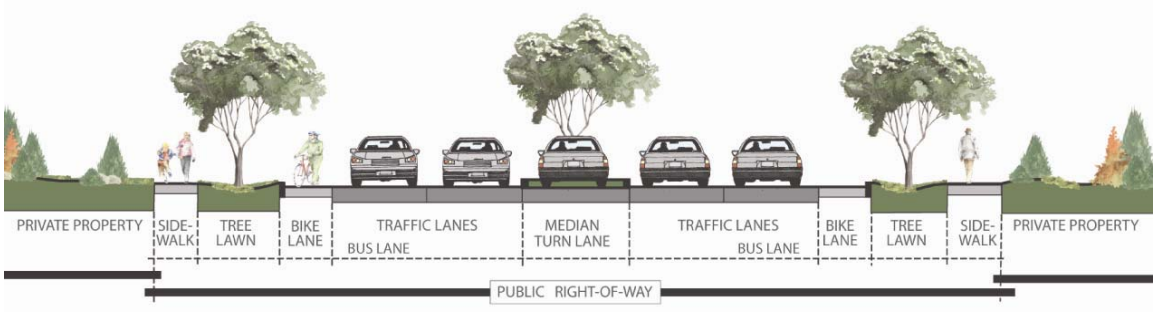

Figure 18b: Complete Street Examples
Source: Gould Evans

municipalities – both in terms of extent of land area and in terms of extent of public investment. Therefore, urban design principles applied to these areas play a substantial role in determining the character of development.

Context sensitive design is based upon two fundamental principles: (1) that transportation systems should be designed to integrate with and support planned and desired future land uses; and (2) that the design of any single segment of a roadway facility should transition along its length to best match the context or character of the surrounding area. Unlike a conventional traffic engineering approach based strictly on a functional classification system (arterial, collector, and local streets) and applying a single design to the entirety of that road classification, a context-sensitive approach emphasizes different design solutions along any specific segment of the roadway. The transitions in roadway designs support urban design and land use policies that may vary across different areas through which the roadway passes, while still maintaining the overall function of the roadway when viewed in its entirety and as part of a network.

4.3.3 | Trails

In addition to mobility options provided within public roadways, proposed within the study area is a sophisticated system of off-street trail routes. These trail routes may follow public rights-of-way or may be located within an open space area.

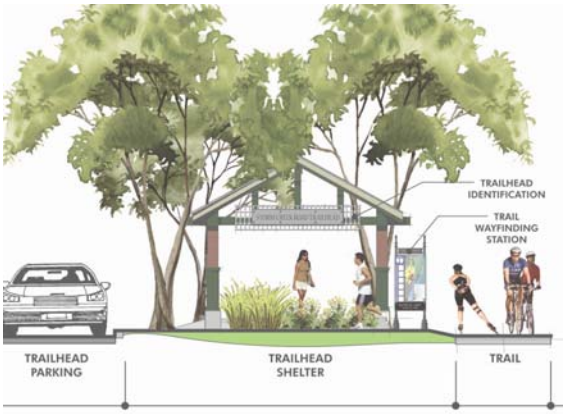

Figure 19: Trailhead Example
Source: Gould Evans

These facilities are primarily intended to provide additional recreational amenities for residents and visitors; however, the routes can provide a means of mobility for travelers to reach a destination. These facilities should provide a maintained, safe and secure public space with amenities such as lighting, benches, signage, and trailhead locations.

4.4 | GATEWAYS

Gateways are commonly signs, landmarks, significant architecture, or other similar physical features that identify a particular area. Gateways can be used as part of a wayfinding system that becomes part of the overall community identity. There are four gateway locations identified in the Development Concept (see Figure 8). Each of these gateway locations were chosen because of their visibility from a major traffic route (I-435, Shawnee Mission Parkway) and the access each gateway provides to the proposed highly developed areas, including Highway Commercial and Mixed-Use / Destination. Two of the four gateways are located adjacent to the I-435/Johnson Drive interchange. These locations were chosen as a way to capture the eye of travelers along these routes. The next two gateways were chosen along Shawnee Mission Parkway: one at Renner Road and the second at a new intersection proposed on the west side of the site. The design of these gateways should fit into the overall character of the area- as a destination in northwest Johnson County. In addition to these larger gateways, smaller gateway signage should be used to identify locations in the area, such as neighborhood gateways.

Figure 20: Gateway Example
Source: Gould Evans

5 | DEVELOPMENT POLICIES

The development policies within this chapter are designed to assist in the implementation of coordinated, sustainable, well design places that enhance the future of the I-435 Corridor and the City of Shawnee. These policies are focused on the financial policies and should complement the future land use plan and community character policies that have been defined previously.

5.1 | DEVELOPMENT INCENTIVES AND TOOLS

In order to spur the scale and quality of investment sought by the city for the study area, the use of one or more development tools will be required. The primary rationale for the use of these tools include encouragement of the types of developments desired by the City of Shawnee, expansion and diversification of the tax base, and the creation of new businesses and increased employment in the City, with an emphasis on high-wage jobs. In addition to these goals, the study area is an important entry point into the community, and represents a very significant and unique opportunity. Therefore, the goals in this location also include the creation of a different type of overall development that will be unique in the community and provide a larger, significant asset as a whole.

The success of development incentives in the long term will depend on finding the proper balance between attracting new business entities to the City while ensuring long-term fiscal and social benefits for the community. Because this area represents a unique opportunity for the community, development incentives should also encourage collaboration of property owners to serve the goal of larger, more unified development tracts. Rezoning for projects of less than 20 acres should be discouraged, and larger development proposals should be encouraged.

5.1.1 | Alternative Development Incentive Strategies

The following alternative approaches suggest basic strategies for the City of Shawnee to encourage high quality, high value development. The approaches are seen as additive – that is the first is basic, the second includes the first, and the last includes all of the preceding. The relative complexity, risk, commitment required by the city and net benefit to the city, are likewise, additive or cumulative.

A. Baseline Strategy

City prepares and adopts land use plan, waits for the private market to respond and reacts with incremental approval of required re-zoning when proposed development is in compliance with plan, and provides infrastructure (roadways and utilities) by means of direct public investments and/or negotiated private investment.

B. Development Policy Bonuses

Building on A, city prepares one or more new or revised zoning categories that provide for higher densities, certain economically desirable and/or mixed uses, and regulatory "bonuses" in return for assembly of sites of specified size or configuration in accordance with the land use plan. This requires that property owners be allowed to build something that makes economic sense without attainment of the bonuses. On the other hand, the bonuses should be sufficiently desirable and compelling as to induce the land owner to do what is necessary to achieve those bonuses – consolidate property and jointly develop property. As in A, infrastructure investment and financing would be incremental and subject to on-going negotiations between the city and property owners/developers by means of cooperative agreements.

[Example: The redevelopment of the Roslyn business district of Arlington County, VA was a landmark example of the application of a development policy bonus strategy, beginning in about 1960 through 1985. Developments which provided specified amenities were allowed to provide lower parking counts, which created a more compact, walkable, transit-oriented business district near Washington DC.]

C. Combined Development Policy Bonuses and Fiscal Incentives

Building on B, city adopts policies and standards upon which it will base its decisions to grant fiscal incentives in support of development in compliance with the desired development as established by the governing body. This would include overlaying or alternative application of tax increment financing, tax abatement, community improvement

district, transportation development district, etc. Most importantly, investment and financing of major public infrastructure would be supported by public fiscal incentives.

[Example: Redevelopment of the Emerson/Decker district of the City of Creve Coeur, at the southeast quadrant of Olive Boulevard at I-270 in suburban St. Louis, combined an early TIF district and incentive zoning to induce consolidation of larger tracts and finance a new basic road system.]

D. Incentive Zoning

Building on A, city prepares one or more new or revised zoning categories that provide for higher densities, certain economically desirable and/or mixed uses, and regulatory "breaks" (incentives) in return for assembly of sites of specified size or configuration in accordance with the land use plan. This requires that property owners be allowed to build something that makes economic sense without attainment of the zoning incentives. On the other hand, the incentives should be sufficiently desirable and compelling as to induce the land owner to do what is necessary to achieve those incentives – consolidate property and jointly develop property. As in A, infrastructure investment and financing would be incremental and subject to on-going negotiations between the city and property owners/developers by means of cooperative agreements.

[Example: The redevelopment of the Roslyn business district of Arlington County, VA was a landmark example of the application of an incentive zoning strategy, beginning in about 1960 through 1985.]

E. Combined Zoning and Fiscal Incentives

Building on B, city adopts policies and standards upon which it will base its decisions to grant fiscal incentives in support of development in compliance with the desired development as established by the governing body. This would include overlaying or alternative application of tax increment financing, tax abatement, community improvement district, transportation development district, et al. Most importantly, investment and financing of major public infrastructure would be supported by public fiscal incentives.

[Example: Redevelopment of the Emerson/Decker district of the City of Creve Coeur, at the southeast quadrant of Olive Boulevard at I-270 in suburban St. Louis, combined an early TIF district and incentive zoning to induce consolidation of larger tracts and finance a new basic road system.]

F. Master Developer and City-Induced Development Agreement

In addition to and in concert with the key elements of strategy C, but not necessarily including incentive zoning, the city would utilize its influence, regulations and incentives to induce one or more cooperative agreements between it and property owners collectively and pursuant to implementation of the plan within the whole or designated sectors of the study area. The optimum scenario would be that all owners within a sector or quadrant agree to have their property valued as is (current vehicular and utilities access, condition, zoning) and that value would establish each owner's proportional share of the net economic benefits to result from development of the property collectively, in accordance with the plan

and over the course of time. The city would then designate a master developer to manage the overall process of project development, much in the manner that the Unified Government in Wyandotte County, Kansas managed the Village West project. The master developer would be compensated with a portion of the upside gains to the property owners. The value of the property owners' land would in essence become equity in the development of the project or sector in which it is located. The economic return generated by the project that is attributable to the land would be compensation to the land owners, net of site improvement and infrastructure costs and the master developer fee.

[Example: Village West relative to the master developer role on behalf of a public sector sponsor and its method of compensation based on value creation. This is a recognized approach take by private developers as a means of both engagement and compensation of property owners where direct property acquisition is infeasible.]

5.1.2 | Existing Development Incentives and Policies

The State of Kansas provides for the use of a number of economic tools by Kansas Municipalities, and the City of Shawnee has established Policy Statements for the granting of use of these tools by the Governing Body. These tools include:

- Tax increment Financing (TIF)
- Transportation Development District (TDD)
- Industrial Revenue Bonds (IRB)
- Bioscience Development District (BDD)

The following tools are also available, but the City of Shawnee does not currently have a published Policy Statement for use of these tools:

- Sales Tax and Revenue Bonds (STAR Bonds)
- Property Tax Rebate
- Sales Tax Rebate

The following tools are also potentially available, but are probably not applicable to the study area:

- Neighborhood Revitalization Act (NRA tax rebate)
- Downtown Redevelopment Act (DRA tax rebate)

It is likely that some combination of these tools will be appropriate to encourage development of the type and quality desired in the study area. It will be useful for the city to provide a summary of these tools and how they might be considered individually and in combination to prospective developers considering projects in the study area.

In addition to tools that are available at the municipal level, the State of Kansas has a number of economic development incentives and programs that could be utilized by potential developers or businesses that would locate in the study area. Marketing of the study area to potential investors and developers should include information on these programs. Cooperative efforts with the Department of Commerce Business Development Division to promote these tools and incentives can likewise focus the attention of the Department of Commerce on the achievements and capabilities of Shawnee and currently available development opportunities. There may also be funding available from the Department of Commerce to help offset marketing costs for specific efforts. Continued collaboration of efforts with the Kansas City Area Development Council (KCADC) on economic development opportunities is likewise recommended.

5.1.3 | New Economic Development Tools

On April 23, 2009, Governor Kathleen Sebelius signed into law House Bill 2324, known as the Community Improvement District Act. The new CID Act allows for the creation of a community improvement district by either of two methods:

- A petition signed by 100% of the landowners of the new district requesting financing by assessment only, or
- A petition signed by 55% of owners of the land area of the district and by owners of 55% of the assessed valuation of land area. This method requires public notice and hearings, but allows financing by an imposed CID sales tax, issuance of full faith and credit bonds, or both.

The CID act allows for very flexible use of CID funds for land acquisition, planning, construction, marketing, and operation of infrastructure and other projects within the Community Improvement District.

5.2 | Considerations for the Use of Local Economic Development Tools

Generally speaking, case studies show a very successful strategy for attracting new, high quality development is to reward developers for providing good design and well planned developments. These types of developments encourage further positive economic growth. Developers who are likely to be capable of large scale, high impact developments are often skilled at providing high quality planning and design, but also need to find locations which allow the proper economic framework for these projects to be viable. Providing a mix of economic incentives which encourage developers to meet specific goals of the community is essential in providing that economic framework.

The City of Shawnee has already taken the progressive step of increasing available tax abatement for projects constructed and certified under the USGBC LEED criteria. A similar incentive for bio-science facilities has been established. Similar to these incentive measures, the following items should be considered for projects within the study area:

- Property and sales tax rebates (City's share only), expedited permitting, or other incentives for MXD zones.

- Property and sales tax rebates (City's share only), expedited permitting, or other incentives for Destination Retail and Entertainment businesses that would significantly increase traffic to the study area. STAR Bonds would be a further (though more complex) step in these cases.

- Increased property tax abatement for qualifying projects that would complement the overall mix of uses in the study area.

- Providing or sharing cost for required due diligence studies as part of development incentive

- Waiver or reduced fees for certain priority development types

- Utilization of full faith and credit bonds for infrastructure improvements that would help 'jumpstart' development initiatives in the study area.

- Decreased park and recreation land use fund fees for projects which retain a high percentage of natural open space and public amenities, or increase the deductions for this type of space (more than a one for one deduction).

'Bonus' measures should be considered for projects utilizing certain design elements which are consistent with the goals of providing high quality, pedestrian-oriented and mixed use space. For instance, introducing structured parking into a mixed use project will allow increase density and decrease the need for sprawling, impervious parking lots which are less pedestrian friendly and add to the city stormwater infrastructure load. Another example would be projects that include vertical mix of uses (office or residential over retail, for instance) to improve the overall sense of place and character of developments, reduce demand for automobile travel, and add to the long-term viability of projects by diversifying the uses in a given area.

Destination projects that are economic engines for growth should be considered for incentives that exceed the existing city policies for conventional development. Careful consideration is required in defining a "destination" project, and establishing minimum standards that go along with that concept. Destination projects also potentially qualify for STAR bonds which, when coupled with increased local incentives, can drive significant investment in larger projects with a higher economic impact. Significant incentives will be required to attract destination projects because of strong competition from other jurisdictions and the unique requirements of STAR Bonds. As an example, the typical incentive for a specialty sporting goods retailer is $45 million.

The City of Shawnee has recently increased its fees for the Park and Recreation Land Use Fund. Because of the challenging topography and the need to protect areas of existing flood plain, development of the study area is likely to yield significant open space and natural areas that can become amenities within the project area. At the same time these areas can accommodate hike/bike trails and other features connected to and connecting other developed areas. If properly preserved and enhanced, greenways can be an amenity that enhances not only the development in the study area, but with connections to other parts of Shawnee and the extensive existing parks and trails, offer a community-wide amenity. This integration of natural areas into a development plan should be rewarded, potentially by a reduction or waiver of the Park and Recreation fees or other incentives.

5.3 | Specific Recommendations regarding Economic Development Tools

The following are specific recommendations for the use of development tools to promote quality development in the study area that supports the goals of expansion and diversification of the tax base creation of new high-wage jobs in the City:

- Adopt a new CID Policy Statement to establish expectations of the development community for the use of this new economic development tool
- Create a new Policy Statement for the study area that specifies any additional incentives that may be considered in this area
- Create a Mixed Use District design guideline to set expectations for design parameters within this new land use category, and establish specific economic development incentives that are tied to specific design strategies, as noted above.
- Review the Goals and Objectives chapter of the Comprehensive Plan and update as needed to include any new or revised concepts resulting from the I-435 Corridor Study. Specifically, it may be desirable to add a 'Gateway Area Land Use' or 'Mixed Land Use Areas' Goals and Objectives statement.
- Review existing Policy Statements and Design Guidelines to ensure that they are consistent with and include the goals and objectives in the comprehensive plan and incorporate important planning concepts that may be new or different as a result of the I-435 Corridor Study.

The last two bullet items above, while not specific to development tools, provide the basis for creating and evaluating the use of the tools noted above, and is integral to the objective of providing economic development tools to encourage development meeting the goals of the community.

5.4 | Federal Incentives Applicable to Development in the Study Area

There are a number of new federal incentive programs, particularly in the area of renewable energy and other sustainable infrastructure, such as stormwater management facilities, that could be considered and leveraged to induce high quality development in the study area. Some of these programs are part of the American Recovery and Reinvestment Act (ARRA) and are only available for a very short time, while others have a longer time window and could be used by developers in the future. There will also likely be new programs developed and available in the future.

The City of Shawnee should consider encouraging employing these types of sustainable infrastructure initiatives in the study area and also encouraging developers to take advantage of these opportunities to provide a more sustainable, forward-looking development at this important gateway to the community.

5.5 | The Importance of Collaboration of Property Owners

Another important concept that will be required in the successful development in this area is cooperative action by landowners. The landowners west of I-435 have formed collaboration and

have undertaken steps towards the creation of a TIF district. This is an important first step for land owners (or developers who might be interested in their land) to obtain public incentives which can be used for necessary infrastructure required to support development in that area. It also ensures that the planning for future land uses for that area will have good visibility to the governing body and the public at large, fostering a public consensus process in support of development that will benefit the whole community.

The property ownership east of I-435 is more fragmented, presently under control of more than 20 parties. This will be a potential roadblock to successful coordinated development that would have the most positive impact to both the immediate area and the community at large. Many of the incentives mentioned above could be used to induce collaboration in the interest of achieving larger developments from the assemblage of smaller parcels, resulting in higher density and higher quality development. Other specific incentives to encourage collaboration should be considered where feasible.

Collaboration can occur in a number of ways:

1) Property owners can self-organize and collectively seek incentives, plan approvals, and market their property under a common effort (similar to the west side of I-435)

2) An interested party or private developer can assemble property by optioning or buying individual properties and seeking incentives and plan approvals. The developer may choose to create and submit plans for development, or market the collective properties to other investors or developers.

3) The City can initiate efforts to create incentive districts, contract for planning studies, create a brand for the area, market the collective properties, and provide a forum for land owners to actively participate, voice opinions, cooperate, and collaborate.

4) The City can go a step further and acquire properties to assemble single or multiple parcels which would further enable the City to control and guide future development of the properties.

Given the history of the area and the large number of property owners, Scenario 1 above seems uncertain at best. It is very rare to find examples of successful self-organization of such a large number of property owners without either some form of outside influence (Scenarios 2 and 3), or a strong common history or other factor that provides a strong common identity (for example, property owners of the 'Crossroads' area of Kansas City, Missouri has a self-organized group which formed after a large number of artists and related businesses and residences moved to the area).

Scenario 2 has been attempted in the recent past, but the effort failed to gain momentum, and, given current economic conditions, is unlikely to successfully occur in the near future. Both market conditions and the extended time frame required on optioning property make this scenario unattractive to most developers at the present time. However, marketing the area to the Kansas City metropolitan development community, and, perhaps more importantly, regional or national developers may generate interest by an equity developer that could result in planning and investment in development in the future.

Scenario 4 is unlikely to occur, as the City has not expressed interest in acquiring property, and this approach may not even be feasible now or in the near future.

Scenario 3, however, would be a feasible way for the City of Shawnee to take an active role in promoting collaboration. The commission of this study is a solid first step in that direction. Further steps to foster cooperation and collaboration may include:

- Holding a public forum for the purposes of educating landowners and other interested parties on possible development strategies and available development tools at the Federal, State and Local levels
- Funding or contributing to the cost of further conceptual development plans to be used for marketing the area to potential developers
- Funding or contributing to the cost of specific marketing activities aimed at attracting new development to the area
- Funding or contributing to the cost of hiring a master developer to actively organize land owners, develop alternate plans for development, create a brand/identity for the area, and market to and oversee development of individual sites by prospective investors and developers.

The City can take steps to actively encourage collaboration by providing resources and a forum for property owners and interested parties to learn about available tools, envision and document possible plans for the area, and market the area to potential investors and developers.

Whether self-organized or led by a master developer, one of the difficulties that land owners encounter when attempting to collaborate is dealing with the issue that not all properties are of equal value, and many land owners are reluctant to be a part of a plan that assigns a less intensive use to their property. Recognizing that not every property can attract the highest level of investment, yet every property is important to creating a unified plan that is successful, there needs to be a method for fairly compensating all land owners for participating in the collective effort. One path to this successful collaboration is outlined as follows:

1) Create a separate, single entity to act on behalf of the collaborators
2) Establish baseline values for all properties within the collaboration by means of a mutually agreed upon procedure
3) Create an agreement that specifies that each party directly benefits from the sale of any property within the boundaries of the collaboration, apportioning the proceeds to each property owner in direct relation to the valuation established in (2) above.

This method ensures that all property owners have a vested interest in all properties contributing to a larger development that in total will be more successful and valuable than the sum of the development of individual properties.

5.6 | Evaluation of Individual Development Projects

It is unlikely that development will occur as a single, large, coordinated project, but will likely occur as a series of projects over time. It will be necessary to establish specific procedures and criteria upon which to judge the suitability of a given project and how it will affect adjacent, future development. Suggested questions that should be answered by this process include:

- Is this project appropriate for its location in the study area?
- How will this project affect the ability to attract future appropriate development on adjacent parcels?
- Will this project complement other planned or desired development?
- Does this project contribute to or allow for coordinated natural feature preservation and enhancement?

While it would be most desirable to attract a large equity developer to plan and develop all or very large portions of the study area, exclusively pursuing a policy that only allows that model of development may mean that development would not occur for many years. Allowing appropriate, incremental development that fits an overall plan and vision for the area can build momentum and be a catalyst for further development. However, this strategy does not preclude the idea of developing an identity and brand for the area and creating a more specific master plan and marketing the area to the development community.

5.7 | Planning for a Vision of the Future

In establishing development policies for the study area, the City of Shawnee will be establishing a framework for realizing an important vision for the future development of the area which will impact the entire community. This document is an important step in laying out the vision for this area. However, the vision for the area will only be completed when development entities and investors step forward with their vision that will both wrap around the framework that the City has established as well as fill in important details regarding uses, design, and timeframe. These details may be guided by a unifying theme (or themes) that can add to the quality of the development. Some possible themes that have been identified are:

- Bioscience Research and Development
- Sustainability-Centered Development
- Outdoor Lifestyles
- Corporate Headquarters Park

These themes and the resulting development proposals will influence which types of development tools will be used to enable the vision to be realized. For instance, the bioscience theme could certainly benefit from the Bioscience Development Areas TIF provisions at the state level to fund necessary infrastructure. This can be combined with provisions for reduced park and recreation land use fund fees for retaining a higher percentage of natural open space and prviding public

amenities, creating a development for high-wage workers combined with site amenities to serve employees and the general public.

Similarly, an Outdoor Lifestyle themed development could be considered. It has been suggested that with the significant traffic to the sports-oriented venues located west on Johnson Drive (softball complex, ice arena, outdoor volleyball complex, indoor field house), this theme for development would take advantage of a significant portion existing traffic in the area. This type of development could combine a unique, tourist-oriented outdoor-themed destination qualifying for STAR bonds with a significant outdoor-themed retail development. In addition to STAR bond funding for infrastructure, a Transportation Development District (TDD) could be established to provide further funding for transportation improvements to serve the development. A new adjacent corporate headquarters for a major sports equipment manufacturer might qualify for other development incentives, such as Industrial Revenue Bonds. In addition to the economic incentive, they would have the added value of exposure of their brand to thousands of tourists and retail customers. In the future, a major public recreation area could be developed on the landfill area in the northwest quadrant of the Johnson Drive/I-435 interchange (scheduled to be closed in the next 10-20 years), further adding to the synergy of the development.

Ultimately, the vision that is set out by the City of Shawnee through its adopted ordinances and policies will be complemented by the vision of developers and investors that are responding to market forces and opportunities. Having a range of development incentives crafted to respond to various development initiatives will aid in attracting and securing quality development in the study area.