

# Specific Plans

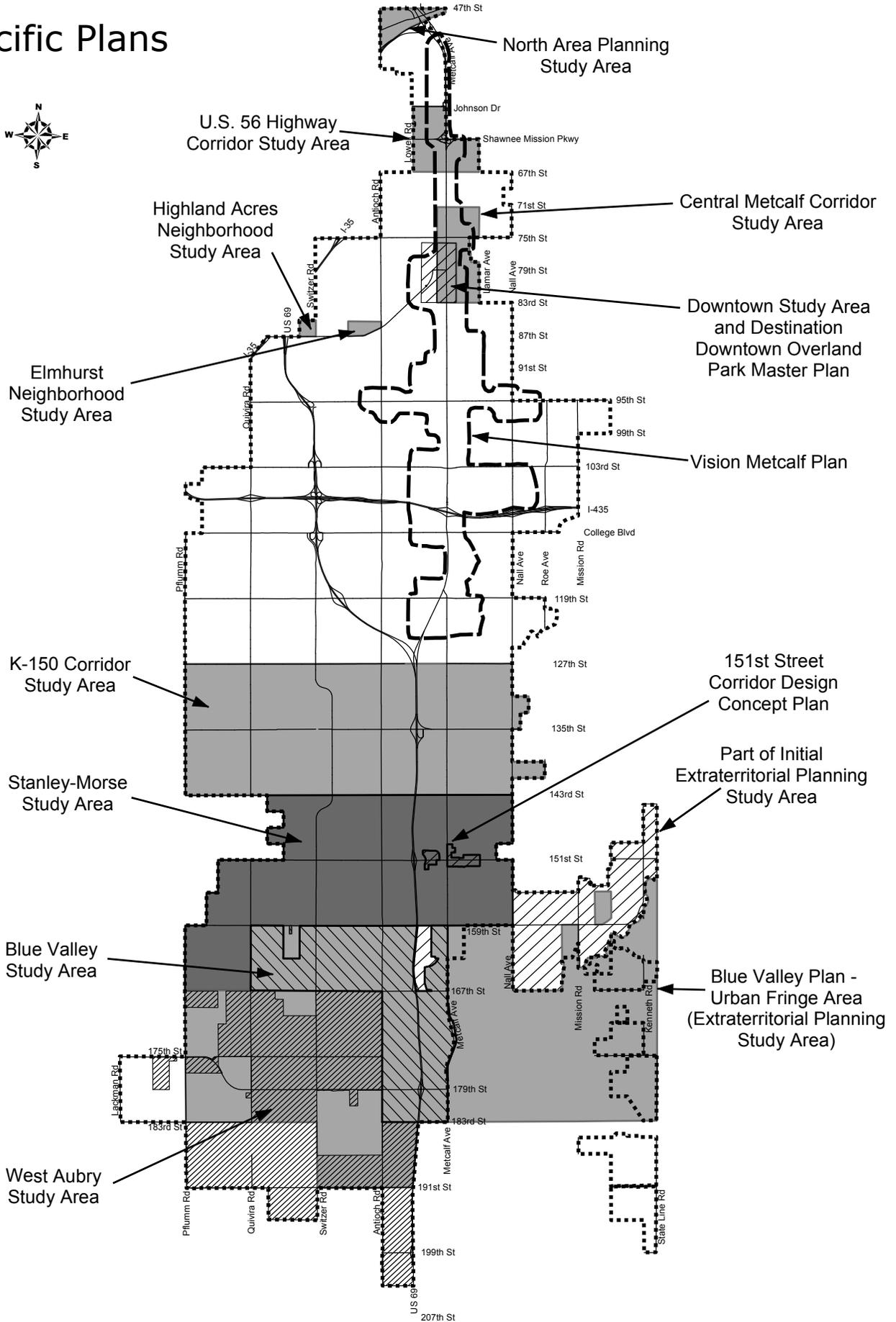
## Introduction

The Specific Plans section provides a synopsis and update on area studies that are currently underway or are still active. The goal of the Specific Plans section is to show the crucial tie between the long-range planning effort of the City as expressed in the Future Development Plan, the Plan Policies section and the land use goals, and how these plans are put into action to respond to the problems within the City's neighborhoods and special areas as identified in this section.

By pulling together a synopsis of these Specific Plans, the City Council, Planning Commission, City staff, and others interested in the areas are able to quickly reference the individual study recommendations. Also, by listing the actual recommendations of the plans, obsolete or inappropriate recommendations can be identified for possible revision, exclusion, or restudy.

Several Specific Plans have been completed over the years. The most recent plans include the West Aubry Study Area Land Use Plan and Goal, completed in 2009, Vision Metcalf, completed in 2008, the Blue Valley Study Area Future Land Use Plan and Goals, completed in 2003, and the 151<sup>st</sup> Street Corridor Design Concept Plan, completed in 2002. Previous Specific Plans have included both neighborhood and area studies (Specific Plans map), which are the North Area Planning Study (1978); Highway 56 Corridor Study (1984); Elmhurst Neighborhood Study (1981); Highland Acres Neighborhood Study (1983); Central Metcalf Corridor Study (1987); Downtown Overland Park Concept Plan (1987); K-150 Corridor Study (1986); Stanley-Morse Study Area (1986); the Extraterritorial Planning Study (1990); and Destination Downtown Overland Park in 2001. The Extraterritorial Planning Study was replaced in 1996 with the Blue Valley Plan - Urban Fringe Area report. The general area of each study is identified on the Specific Plans map.

# Specific Plans



# **West Aubry Study Area Future Land Use Plan and Goals**

## **Introduction**

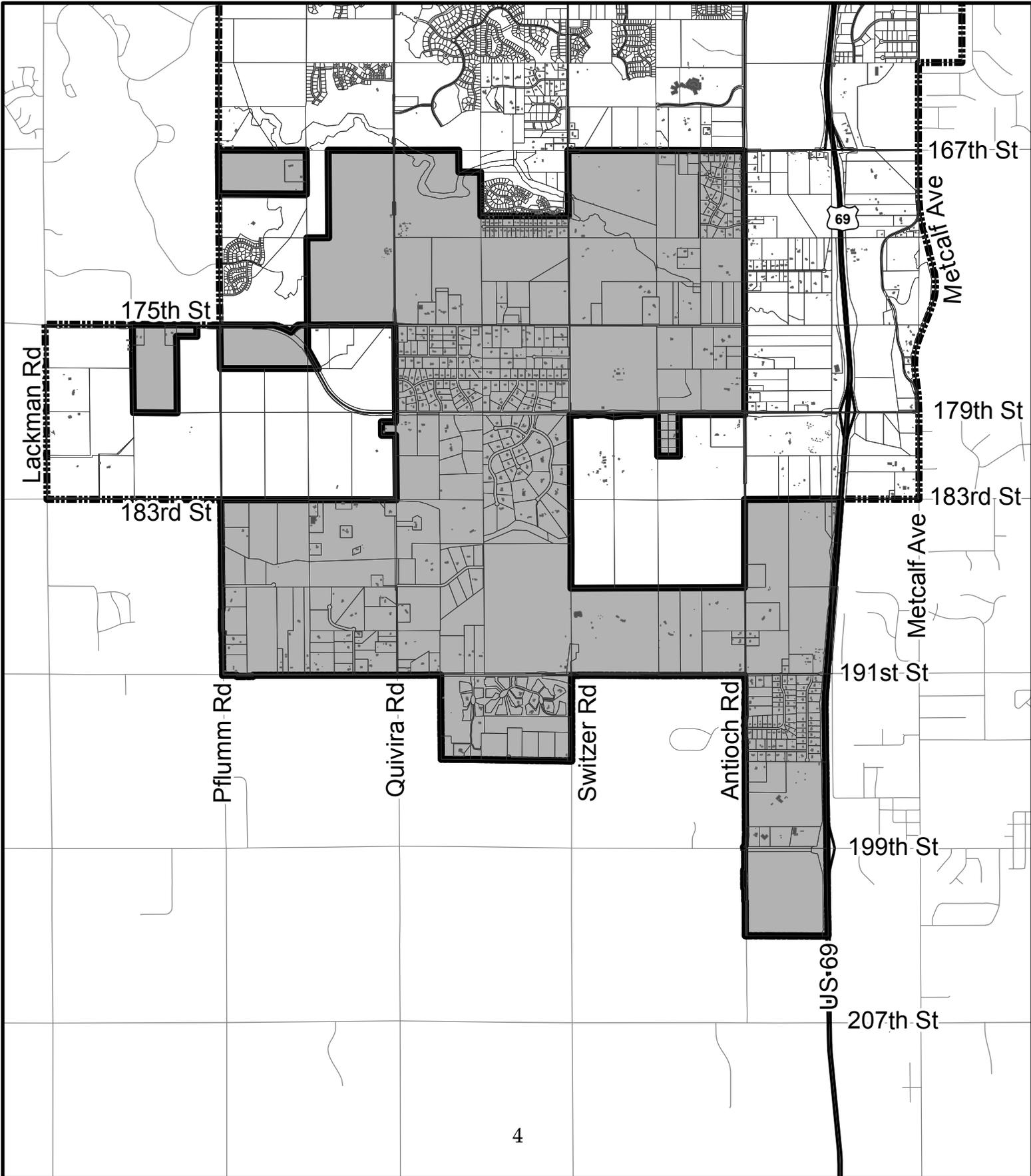
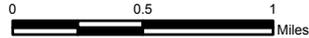
In September 2009, the West Aubry Study Area (WASA) Task Force, after a year-long study of an 8.35 square-mile area in western Aubry Township (Map 1), completed a Future Land Use Plan, set of Land Use Goals, a Greenway Linkages Plan, and an Official Street Map for the study area that were adopted as part of the 2009 Comprehensive Plan update.

## **Background**

In February 2008, the Johnson County Board of County Commissioners (BOCC) approved the City of Overland Park's request for the annexation of portions of western Aubry Township. The BOCC approved an 8.35-square mile area, which was roughly the northern and eastern portion of the original City request to annex a 15-square mile area of unincorporated Aubry Township. The boundaries of the approved annexation area are roughly south of 167th Street and west of U.S. 69 Highway over to Pflumm Road.

As part of the City's commitments in the proposed Service Plan for the area as submitted to the county as part of the request for annexation, the City stated that it would develop a future land use plan for the area. What was proposed is a process similar to that used following two prior large annexations (1985 Stanley-Morse Annexation and the 2002 Blue Valley Annexation). For both the Stanley-Morse (8.5-square miles) and Blue Valley (4.7-square miles) annexations, the City formed a citizen advisory task force to develop a future land use plan and set of land use goals for the separate annexation areas. A similar approach was proposed to be done for the 8.35-square mile annexation area in western Aubry Township, if the annexation were to be approved.

# WEST AUBRY STUDY AREA



## Process

Following the approval of the February 2008 annexation by the county, members of the planning staff prepared a draft process and preliminary Task Force membership recommendations based on the models used for the 1985 Stanley-Morse and 2002 Blue Valley annexations. The draft process and preliminary Task Force membership recommendations were reviewed with Mayor Carl Gerlach and City Manager John Nachbar. The draft process and preliminary Task Force membership were then taken to the June 4, 2008 Community Development Committee as an action item, unanimously approved, and approved by the City Council on June 9, 2009 as a consent agenda item.

The final process proposed that a 16-member citizen advisory task force meet monthly for about a year to develop a future land use plan and set of land use goals for the 8.35-square mile annexation area. As part of this process, two public informational meetings were held, one at the start of the process and the other once a preliminary draft future land use plan was developed by the Task Force.

The initial public information meeting was held on September 10, 2008 to review with the public what was being proposed for study, the proposed planning process to be used, and the general time frame for the study area's completion. Included in the invitation sent to all residents and landowners in the study area was a request for volunteers to serve with several appointed members on the Task Force. Several persons volunteered to serve. The Task Force membership and the staff support committee were finalized following the September 10th informational meeting.

The 16-member citizen advisory task force became known as the West Aubry Study Area (WASA) Task Force. The WASA Task Force was chaired by Rick Collins, who was the Vice Chair of the Overland Park Planning Commission and Chair of the Comprehensive Plan Committee of the Planning Commission. Other members of the Task Force included resident landowners, non-resident landowners, business owners, and two special representatives, one from the Blue Valley School District and the other from the Johnson County Department of Planning, Development and Codes.

The first meeting of the WASA Task Force was on October 7, 2008 at which time staff reviewed several items with the members including the mission of developing a future land use plan and set of land use goals for the study

area; a preliminary set of ground rules, and the proposed monthly meeting schedule with preliminary topics were also reviewed. The ground rules were finalized and approved at the November 18, 2008 meeting. The next several monthly meetings were devoted to providing background information to the task force members about what factors should be considered in their work such as past land use planning for the area, how the study area was designated, utility and transportation planning and services, parks and recreation facilities and services, public school planning, public safety issues, streamway corridors and floodplains, land use regulations and the development process.

In February 2009, a letter was sent to all residents and landowners in the study area that invited them to submit their future land use recommendations for their properties. Several landowners submitted ideas for their properties. The WASA Task Force then considered those ideas at the work sessions.

Beginning at the April 22, 2009 meeting, the Task Force broke into two groups to gather ideas about the study area and to work toward consensus about what future land uses and goal ideas should be shown for each square mile within the study area. Five monthly work sessions were held before the task force came together on a preliminary future land use plan. At a sixth work session, based on the agreed upon preliminary future land use plan the Task Force agreed on a draft street network for inclusion on the Official Street Map and a draft greenway linkages for inclusion on the Greenway Linkages Plan for Southern Overland Park. The agreed upon Draft - Future Land Use Plan August 2009 was then sent out to all residents and landowners in the study area. Along with the draft plan was an invitation to residents and landowners to attend an Open House held on September 3, 2009, where they could stop by to comment on or ask questions about the draft plan.

Following the September 3, 2009 Open House, the WASA Task Force had a wrap-up meeting on September 23, 2009 where the comments received at the Open House were discussed along with new recommendations from landowners regarding changes to the Draft - Future Land Use Plan, the notes from the discussion, and the staff recommendations regarding those requested changes.

At the September 23rd meeting, the WASA Task Force reached consensus on all but two issues. The first issue was the landowner requested change for

the 3.74-acre tract that was located on the west side of Quivira Road approximately 200 feet south of the intersection of 179th Street and Quivira Road. The majority of the WASA Task Force members agreed with the staff recommendations for Medium-Density Residential, but one Task Force member agreed with the landowner's requested change to Office. On the second issue, the WASA Task Force split evenly on whether or not to keep showing the extension of Switzer Road between 179th Street and 195th Street. Though Switzer Road does not currently exist in this area, the City has shown the extension of Switzer Road between 179th Street and 195th Street as a Thoroughfare for a number of years. As no consensus was reached on whether or not to remove the extension of Switzer Road between 179th Street and 195th Street from the draft plan, it remained shown on the West Aubry Study Area (WASA) Future Land Use Plan - September 2009 and Official Street Map - September 2009.

At the conclusion of the September 23rd meeting, final action was taken by the WASA Task Force with the approval of the Future Land Use Plan (September 2009), West Aubry Study Area Land Use Goals, Greenway Linkages Plan (September 2009), and Official Street Map (September 2009). Staff was directed to prepare the WASA Task Force recommendations for presentation to the City at a joint meeting of the City Council, Planning Commission, and WASA Task Force on October 15, 2009.

## **Conclusion**

The WASA Task Force recommendations were presented to the City on October 15, 2009 at a joint meeting of the Governing Body, Planning Commission, and Task Force. The City considered the recommendations as proposed amendments to the City's 2009 Comprehensive Plan update. Both the Planning Commission and City Council held public hearings to consider all of the proposed amendments to the City's Comprehensive Plan, including the recommendations of the WASA Task Force.

As adopted amendments to the City's Comprehensive Plan, the West Aubry Study Area Future Land Use Plan and Goals, Greenway Linkages Plan, and Official Street Map (2009) along with all the attachments, including a list of task force membership, an outline of the process and schedule, and both initial and subsequent landowner recommendations were incorporated into the 2009 Comprehensive Plan Implementation text as Study Area No. 2009-2.

## **Comprehensive Plan Committee Recommendation**

The proposed West Aubry Study Area Task Force's recommended Future Land Use Plan, Land Use Goals, Greenway Linkages Plan, and Official Street Map were presented to the Comprehensive Plan Committee at a workshop on October 29, 2009. The Comprehensive Plan Committee agreed with the Task Force's recommendations and voted unanimously to recommend approval of the recommendations to the Planning Commission.

## **Planning Commission Recommendation**

The Planning Commission held public hearings on November 9 and November 23, 2009 on the Comprehensive Plan update. Following the public hearing on November 23, 2009, the Planning Commission voted unanimously to approve Planning Commission Resolution No. 103: "A Resolution Adopting the Annual Amendments to the 2009 Comprehensive Plan" as recommended by the Comprehensive Plan Committee. These recommendations were forwarded to the City Council for consideration.

## **Governing Body Action**

The Governing Body held public hearings on December 7 and December 21, 2009, on the Comprehensive Plan update. Following the public hearing on December 21, 2009, the Governing Body agreed with the Planning Commission's recommendation to approve the West Aubry Study Area Task Force's recommended Future Land Use Plan, Land Use Goals, Greenway Linkages Plan, and Official Street Map and voted 10 to 0 to approve Ordinance No. OPCP-2834, adopting the annual amendments to the Comprehensive Plan, and Ordinance No. CSM-2835, adopting the annual amendments to the Official Street Map (2009).

## **Current Conditions**

There have been no changes in the 8.35 square-mile area since adoption of the West Aubry Study Area Task Force's recommended Future Land Use Plan, Land Use Goals, Greenway Linkages Plan, and Official Street Map. Several changes have occurred on the fringe of the study area which will possibly have an impact on the timing of development in the study area, however. Currently improvements to the bridge at 159<sup>th</sup> Street and U.S. 69 Highway are underway. Though this is a mile north of the study area,

completion of the bridge widening will improve circulation in the area. A new subdivision has been proposed for the northeast corner of Antioch and 167<sup>th</sup> Street, just outside of the study area, indicating that residential activity continues to move further south. The new high school at 175<sup>th</sup> Street and Quivira that was under construction at the time of the West Aubry Study is now open and a middle school is also now open adjacent to the high school.

# West Aubry Study Area Land Use Goals

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**Issue:** Guidelines are needed to provide direction on how the West Aubry Study Area will be developed over time.

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## **Goal 1: Provide for a Variety of Land Uses and Compatible Transition Between Land Uses of Different Intensities**

Provide for a balance of land uses including a mixture of housing types, shopping, entertainment, and employment choices. Not all land uses may be included within the study area but should be located in close proximity for the convenience of area residents.

### **Policy 1.1: Preserve Large Areas for Residential Neighborhoods -**

Large pockets of residential areas should be preserved as shown to create and maintain viable residential neighborhoods.

### **Policy 1.2: Follow Locational Criteria for Nonresidential Land Uses -**

The locational criteria for all nonresidential land uses are:

- a. Avoid expanding nonresidential land uses beyond the areas already planned for such uses.
- b. In certain circumstances where adequate transitions can be provided, a small-scale nonresidential use designed to serve the immediate neighborhood may be appropriate in other locations if integrated into a larger planned residential development.

### **Policy 1.3: Provide Adequate Transition -**

Provide adequate transition along common property lines between existing and new development with land uses of different density and/or intensity through the use of compatible lot orientation, step down in building design and density/intensity, and/or the use of meaningful natural open space as measured in size or quality of space provided.

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**Issue:** The preservation of open space and natural features is needed to avoid flood loss, stabilize stream banks, and preserve natural habitat.

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## **Goal 2: Preserve and Protect the Environment**

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

### **Policy 2.1: Transfer Development Intensity -**

Encourage development patterns which will preserve the character of the area (scenic vistas, significant trees, native vegetative cover, or significant topography) by allowing a transfer of residential development intensity through the use of the open space zoning districts.

### **Policy 2.2: Preserve Natural Areas and Floodplain**

Preserve natural streamways and floodplain to avoid flood loss, stabilize stream banks, filter stormwater runoff, preserve natural habitat, and provide open space to residents of the surrounding neighborhoods and/or the general public.

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**Issue:** Ensure that the future street network serves the needs of current and future developments.

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## **Goal 3: Transportation Considerations**

Promote a transportation system which provides adequate access and circulation, both for vehicles and pedestrians, within the West Aubry Study Area.

### **Policy 3.1: Re-evaluate the Collector Network As Needed -**

In the future, if areas shown as Very-Low-Density on the Future Development Plan are changed to or developed at a higher density, the need for collectors in those areas will be re-examined.

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**Issue:** Guidelines are needed to ensure the expansion of public park systems into the West Aubry Study Area and the linkage of new systems to existing City and County parks, recreation, and open space uses.

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#### **Goal 4: Parks, Recreation, and Open Space**

Develop an expanded system of parks, recreation, and open spaces in the West Aubry Study Area with ties to existing facilities and open spaces.

##### **Policy 4.1: Plan for Neighborhood Parks -**

Ensure that land is preserved for neighborhood parks as shown on the Future Development Plan for sites in the West Aubry Study Area.

##### **Policy 4.2: Provide for Greenway Linkages and Parks -**

Use floodplains and adjacent areas as well as streamway corridors for expansion of the City's greenway linkages system and the development of parks throughout the West Aubry Study Area.

##### **Policy 4.3: Use Greenway Linkages -**

Use Greenway Linkages to tie existing parks, recreation, and open space into the Overland Park Arboretum, Heritage Park, and the county's Streamway Park System.

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**Issue:** Guidelines are needed to ensure the availability of adequate public facilities and services.

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#### **Goal 5: Public Facilities and Services**

Ensure that development patterns reflect an efficient and effective use of private dollars and public revenues to fund public facilities and services.

##### **Policy 5.1: Encourage the Use of Sanitary Sewers -**

Encourage development patterns that facilitate future sanitary sewer service to all areas.

##### **Policy 5.2: Protect the Enrollment Base of Area School Districts -**

Encourage a variety of housing choices to support the continued health of area school districts.

**Policy 5.3: Promote Public Safety, Interconnectivity, and Convenience -**

To promote public safety, interconnectivity between adjacent developments, and convenience of access for residents, ensure that adequate access is provided to and between each existing and future subdivisions and that the proposed street pattern within a subdivision connects to that of surrounding areas, where feasible.

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**Issue:** A need is recognized that development in the West Aubry Study Area should comply with other pertinent City land use policy guidelines.

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**Goal 6: Compliance with Other City Land Use Policy Documents**

Ensure that development in the West Aubry Study Area complies with the guidelines of other pertinent City land use policy documents such as all other land use goals, City Council and Planning Commission Resolutions.

## **Sub-Area Goal – Verhaeghe Family Property**

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**Issue:** Guidelines are needed for the Verhaeghe family property (near the future intersection of 167<sup>th</sup> Street and Quivira) that recognize the opportunities presented to create a unique development unlike anything found elsewhere in the City.

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### **Goal 1: Allow a Mixture of Land Uses in a Unified Development**

#### **Policy 1.1: Follow the Limits Established by the West Aubry Study Area Task Force for the Mixed-Use Area –**

The following limits are considered appropriate:

- a. Limit the total mixed-use area to 100 acres.
- b. Limit commercial uses to 150,000 square feet.
- c. Cap the size of a single-use commercial building at 50,000 square feet to discourage big-box users.

#### **Policy 1.2: Encourage Using the Planned Mixed Use Zoning District (MXD) in the Area Designated as Appropriate for Mixed-Use**

The use of the Planned Mixed Use District (MXD) and Mixed Use Design Standards are encouraged for the area of the site designated by the Mixed-Use asterisk. This zoning district establishes and encourages innovative mixed-use development as an alternative to typical post World War II suburban, use-segregated developments. Developments in this district create a dynamic walkable, mixed-use environment; provide a range of housing choices in close proximity to each other; create quality usable public spaces; ensure high standards of design for buildings, infrastructure, and landscaping; guarantee a high degree of pedestrian and vehicular connectivity; locate buildings close to the street, so that streets and squares feel enclosed; utilize the streets for on-street parking; and provide slow-speed streets.

**Policy 1.3: Encourage Traditional Neighborhood Design (TND) Principles in the Mixed-Use Area -**

Traditional Neighborhood Design (TND) principles are encouraged for this site. These principles call for the design of compact, pedestrian-friendly neighborhoods that offer a mixture of housing choices that are connected to, and integrated with, areas having a mixture of higher density residential uses above and adjacent to commercial and office uses.

**Policy 1.4: Preserve Natural Areas -**

Preserve streamway corridors as natural open space and link open space areas (natural areas and parkland), where possible, through a system of bike/pedestrian trails.

## **Sub-Area Goal - The Quarry at 167th Street and Switzer**

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**Issue:** Guidelines are needed for the future redevelopment of the quarry that recognize the unique limitations of the property.

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### **Goal 1: Allow a Variety of Public and Private Parks, Recreation, and Open Space Uses**

#### **Policy 1.1: Public or Private Recreation Uses Are Allowed -**

Recreation uses of a commercial nature may be appropriate if compatible with surrounding residential uses.

### **Goal 2: Consider the Possibility of Other Appropriate Land Uses**

#### **Policy 2.1: Further Study is Required -**

At the time of redevelopment or intensification of development, further study of other appropriate land uses will be required based on the physical conditions of the property.

# Vision Metcalf

## Introduction

The City of Overland Park has a vision for the Metcalf Corridor. Long identified as one of the 'Main Streets' of Overland Park, Metcalf Avenue runs nearly the entire length of the City and extends northward to Interstate 635 and southward as a major arterial into the unincorporated portions of Johnson County. The Metcalf Corridor study area begins just south of I-35 and continues south of I-435 to 123rd Street and includes the area where Blue Valley Parkway and Metcalf Avenue intersect. The Corridor varies in width, from the immediate blocks surrounding Metcalf Avenue to one mile in each direction at 95th Street. In total, the Corridor covers just over 3,800 acres. The Corridor boundary is shown on the first of the series of maps included in the Plan Implementation text.

Despite the continued success of Overland Park, public officials have realized that the northern portion of Metcalf Avenue is in need of revitalization. Changes in demographics and conditions in the local and national markets for retail and office space as well as housing have also caused the City to rethink what Metcalf Avenue means to the community. The Governing Body is aware that key planning and policy documents need to be created to provide a blueprint for the renaissance of the Metcalf Corridor and to identify the specific actions that should be taken to foster that revitalization.

The City of Overland Park retained a consultant team led by A. Nelesen Associates (ANA) of Belle Mead, NJ to assist the community in preparing a Vision Plan. In order to present a comprehensive plan, the consultant team retained representatives from Bucher, Willis & Ratliff (BWR), Corporate Communications Group (CCG), and Economics Research Associates (ERA).

The Vision Metcalf Planning Process began early in 2007. After interviews and discussions with elected officials, City staff, and various stakeholders, a community visioning process was initiated. Fundamental to this process was the development of a detailed Existing Conditions Report. In addition to extensive fieldwork and research, this process utilized five elements to ultimately create a Vision Plan: the Visual Preference Survey™, the

Demographic and Policy Questionnaire, the Vision Translation Workshop, Technical Design Charrette, and professional synthesis of all the data and ideas generated during the process. A draft concept plan with preliminary recommendations was presented to the City and advisory committees in August 2007 with staff critique helping to shape the final document. Additionally, individual briefings were conducted with members of the City Council which afforded them the opportunity for input and comment.

A long-range vision for the Metcalf Corridor emerged. Combining new jobs and economic opportunities with an infusion of new residential units and mixed-use commercial buildings, improved landscaping and streets will create an environment that will enhance not only the Metcalf Corridor but the entire City of Overland Park. The document, entitled A Vision Plan for the Metcalf Corridor, is the direct result of months of planning and encapsulates a 30-year vision for the Corridor. It contains a compilation of maps, diagrams, images, and text describing recommendations on a broad range of topics including future land uses and transportation concepts for the Corridor. The Metcalf Vision resulted from the efforts of the consultants, City staff, City Council, planning department, various steering committees, and the people who live, work and visit the Metcalf Corridor. The Vision Plan is supplemented by the Existing Conditions Report and the full visioning results.

## **Plan Goals**

Reimagining the Metcalf Corridor presents the City of Overland Park with the opportunity to revitalize one of its most recognizable thoroughfares and establish a new identity for Metcalf Avenue and the entire City. The primary goal of the Metcalf Vision Plan is to communicate a vision for the future of the Corridor that incorporates modern planning principles to create an area that is appealing to both current and future residents, workers, businesses, and investors. The plan presents recommendations designed to enhance the visual character of Metcalf Avenue as well as the economic viability of the Corridor. It seeks to guide development of the Corridor's private and public space to create a more vibrant, active, and exciting place to live, work, learn, and play.

## Objectives

*The Vision Metcalf process has identified several objectives that must be met in order to achieve the goals described on the previous page. These objectives were developed in consultation with City staff and stakeholders, through the involvement of the public during the Visual Preference Survey<sup>TM</sup> and community workshops, and incorporate expertise gathered during the professional design charrettes.*

1. Establish a coherent and positive identity for the Metcalf Corridor by creating a series of unique destinations.
2. Enhance the economic vitality of the Corridor and City by expanding the level of residential and commercial activity in the Metcalf Corridor, thereby increasing the potential for economic activity and job creation.
3. Promote a pattern of mixed and multiple-use development within the Corridor. New buildings within nodes should appropriately combine residential, commercial, and entertainment uses and encourage a balance of jobs-to-housing.
4. Integrate open and green space into the Corridor by incorporating a system of parks, plazas, natural amenities, and a continuous green streetscape.
5. Develop a balanced transportation system that provides multimodal travel options within the Corridor.
6. Make walking easy, desirable, and convenient.
7. Amend local policy to facilitate the intent of the Plan.
8. Make sustainability a theme of future development and redevelopment that guides land use and transportation decisions.

## Plan Recommendations

*Wherever possible, specific recommendations designed to help the City of Overland Park meet these objectives have been made. Some of the most important recommendations are listed below and referenced throughout the report.*

### **Objective One: Establish a coherent and positive identity for the Metcalf Corridor by creating a series of unique destinations.**

- Focus development into nodes creating defined neighborhoods and destinations within the Corridor.
- Create a system of gateways at entrances to the Corridor and throughout neighborhoods that establish a sense of place.
- Create a cohesive Metcalf Avenue experience by unifying streetscape elements and amenities along Metcalf Avenue.
- Establish a hierarchy of lighting elements that enhance visual appeal and safety both along Metcalf Avenue and within neighborhoods.
- Install a system of signage, wayfinding, and neighborhood identification that informs residents and visitors and promotes the Corridor.
- Establish a transit system that efficiently connects the Corridor and allows for convenient transfers to other parts of the region.
- Construct landmark buildings so those who live within the Corridor and those who are passing sense an identity for the place.
- Design a system of distinctive public spaces for locals and visitors that are unique to the Metcalf Corridor.

### **Objective Two: Enhance the economic vitality of the Metcalf Corridor and City by expanding the level of residential and commercial activity in the**

**Metcalf Corridor, thereby increasing the potential for economic activity and job creation.**

- Establish a block and street system that promotes effective redevelopment and infill projects.
- Allow for the more efficient use of land and expand the City's tax base by encouraging high quality mixed-use development.
- Design the urban and neighborhood amenities such as transit, housing choice, and entertainment that will attract new and innovative employers to the Corridor.
- Maximize the investment of private developers while minimizing the cost to the public sector.
- Create destination-shopping experiences that serve the region.

**Objective Three: Promote a pattern of mixed and multiple-use development within the Corridor. New buildings within nodes should appropriately combine residential, commercial, and entertainment uses while encouraging a balance of jobs-to-housing.**

- Encourage buildings to develop with consistent build-to-lines along the street edge.
- Encourage an appropriate level of density to create a series of neighborhoods.
- Establish a complementary mix of building uses to create an environment where living, shopping, and working are all possible within a five-minute walk.
- Produce a variety of housing types to serve multiple housing needs.
- Focus development into nodes creating self-sufficient areas that serve a variety of needs.

- Create development blocks that allow for new parking configurations, while maximizing each block's development potential.
- Incorporate parking into mixed-use structures that becomes part of the fabric of the neighborhood.
- Integrate offices into the character of the town and promote innovative businesses.
- Create a new prominent civic center that integrates municipal uses into the heart of the Corridor.
- Develop locations that create neighborhood, community, regional and super-regional shopping draws.

**Objective Four: Integrate open and green space into the Corridor by incorporating a system of parks, plazas, natural amenities, and streetscape treatments.**

- Design interesting, aesthetic and functional public spaces, parks and plazas in all nodes and provide a variety of ways to access and experience these spaces.
- Strengthen the existing system of multipurpose trails by creating new connections within the Metcalf Corridor.
- Bury utilities wherever possible throughout the entire Corridor to establish a tree-lined street that is free from visual interruptions.
- Encourage creative forms of public art including wind turbines, sculpture, and water features at a variety of locations including public parks, BRT stations, plazas, etc.
- Pull buildings to the street and place parking in mixed-use lots and behind buildings where possible to unify the appearance of Metcalf Avenue and neighborhood streets.

- Daylight streambeds where possible in order to create naturalized functional green spaces.
- Integrate sustainable water features throughout the Corridor.
- Unify streetscape treatments including landscaping, street trees and lighting along Metcalf Avenue and within each node to create a positive visual character and establish continuity.
- Employ stormwater best management practices (BMP), green roofs, and rain gardens that reduce flooding, improve water quality and provide attractive green spaces.
- Install a system of signage, wayfinding, neighborhood identification and otherwise, that establishes “place” within the Corridor.
- Reinforce a sense of identity for the Corridor through the installation of gateways and landmark buildings.
- Integrate stormwater detention facilities into the context of the Corridor that are appropriate to the character of surrounding development.

**Objective Five: Develop a balanced transportation system that provides multimodal travel options within the Corridor.**

- Implement a Bus Rapid Transit (BRT) system that spans the entire Corridor and allows for future expansion.
- Enhance regional transit connectivity with the addition of an I-435 Smart Bridge and interface with proposed BRT on I-35.
- Encourage transit use through amenities such as BRT stations, lowered parking ratios, benches, and adequate street lighting.
- Improve bicycle access to and through the Corridor by creating a system of bike lanes and trails that connect neighborhoods and links to existing trail systems in the City and region.

- Investigate the use of on-demand transit as a means of flexible transportation.
- Promote biking as an effective way to travel by encouraging safe storage locations, recognizable routes, and required facilities at employment centers.
- Link transit options by placing municipal parking structures at each node within a five-minute walk to alternative transportation opportunities.
- Continue to ensure the safe and efficient movement of automobiles through the Corridor while allowing for alternative modes of transportation.

**Objective Six: Make walking easy, desirable, and convenient.**

- Develop buildings along the street edge to promote pedestrian activity.
- Support development that combines retail and employment activities within a five minute walk of housing.
- Add a system of crosswalks and mid-block traffic signals where warranted that create safe zones for pedestrians to cross streets at appropriate locations.
- Maintain ADA accessibility throughout existing development and ensure new buildings comply with all ADA requirements.
- Place centrally located municipal parking structures within each node that allow visitors to be able to park once and reach several destinations. Encourage visitors to park once and walk to their destination which is within a five-to-ten minute walk of all amenities.
- Establish a system of continuous sidewalks within the nodes and along the entire Corridor.

- Reestablish the continuity of the pedestrian edge through the infill of vacant sites.
- Install a system of wayfinding that directs pedestrian traffic and advertise amenities.

**Objective Seven: Develop local policy framework that is supportive of the Vision Plan.**

- Reduce parking ratios to eliminate excessive parking fields and encourage alternative modes of transportation.
- Adopt a form-based code to implement and regulate the recommendations in this Vision Plan.
- Promote programs that support alternative modes of transportation including a Safe Routes to School Program, urban trails, Ride Your Bike to Work Day, etc.

**Objective Eight: Make sustainability a theme of future development and redevelopment that guides land use and transportation decisions.**

- Encourage placement of buildings and construction techniques that will contribute to future sustainability and energy conservation.
- Encourage developers to employ Leadership in Energy and Environmental Design (LEED) practices and pursue LEED certifications.
- Daylight streambeds where possible.
- Implement alternative modes of transportation with alternative energy solutions such as the Bus Rapid Transit and On-Demand Transit.
- Reduce automobile dependency by supplementing the existing bicycle network with a system of bike lanes and trails that connect the Metcalf Corridor to the City and the region.

- Promote stormwater best management practices aimed at reducing the amount of land dedicated to surface parking lots and minimizing impervious surface coverage. Remaining parking lots should be heavily landscaped to enhance visual character and minimize surface runoff.
- Generate alternative energy through the use of wind turbines and solar technology.

## Planning Nodes

The basic premise for the completed plan is that transformation along the Metcalf corridor will occur in five separate sub-areas or nodes. These nodes will be arranged and configured to “invite” redevelopment into the corridor. The areas between the nodes called “transition areas” will essentially remain as is. These transition areas will not be immune from redevelopment but the City will not actively “invite” redevelopment into these areas.

The five nodes identified in the plan are:

1. The Northern Gateway from I-35 to Johnson Drive
2. Downtown Overland Park from 75<sup>th</sup> Street to 83<sup>rd</sup> Street
3. 95<sup>th</sup> Street and Metcalf, including two arms at 95<sup>th</sup> Street and Antioch Road and at 95<sup>th</sup> Street and Nall Avenue
4. Indian Creek from 103<sup>rd</sup> Street to I-435 and
5. Blue Valley Parkway from 115<sup>th</sup> Street to 123<sup>rd</sup> Street

Land use plans for the nodes are included in the Plan Implementation text.

## Current Conditions

*Vision Metcalf* was adopted by the City Council on May 19, 2008 as part of the Mid-Year Amendments to the 2007 Comprehensive Plan. An important first step in the implementation process, adoption of a form-based code for the

downtown Overland Park node, was completed in 2011. Transit infrastructure, including transit stops, pedestrian connectivity improvements, and a new transit center along the Metcalf Avenue and Shawnee Mission Parkway transit corridor will be completed in 2012. Since *Vision Metcalf* was adopted, the City has ceased using the Land Use Intensity System (LUI); therefore, reference to the LUI has been removed from Objective Seven: Develop local policy framework that is supportive of the Vision Plan.

# **Blue Valley Study Area Future Land Use Plan and Goals**

## **Blue Valley Study Area Task Force - August 2003**

### **Introduction**

In August 2003, the Blue Valley Study Area Task Force, after a 10-month study, completed a future land use plan and set of land use goals for the 2002 annexation area. The new future land use plan represented several changes from the one in effect.

### **History**

In May 2002, the Johnson County Board of County Commissioners approved the City of Overland Park's request for the annexation of the 4.7-square mile area south of the City limits. The boundaries of the annexed area run from Metcalf Avenue to Antioch Road south to 183<sup>rd</sup> Street, and between 159<sup>th</sup> and 167<sup>th</sup> Streets from Antioch Road to Quivira Road.

At the time of approval of the May 2002 annexation, the Overland Park Governing Body made a commitment to area residents and landowners to develop a new future land use plan for their community. The commitment by the City included following a process similar to that which was done in 1985 after the annexation of the Stanley and Morse communities. This process included forming an advisory task force composed of area residents, landowners, and other groups with significant investment in the annexation area. In September 2002, the 16-member Blue Valley Study Area Task Force was formed. The Task Force was asked by the Overland Park Governing Body to develop a future land use plan and set of land use goals for the annexed area.

Prior to the May 2002 annexation, Overland Park had a history of future land use planning for portions of the unincorporated area south of the City. In 1990, a draft future land use plan was prepared for what was known as the Extraterritorial Planning Area, a 24-square mile area running along the south

edge of the City to a depth of approximately 3 miles. Although the plan was submitted to the Johnson County Planning Commission, it was never adopted.

In 1994, Johnson County and the City of Overland Park agreed to jointly prepare a future land use plan and set of land use goals for the 21-square mile area known as the Blue Valley Plan - Urban Fringe Area. A small portion of the proposed study area was within the City of Overland Park. That portion of the study area within Overland Park was adopted as part of the City's 1995 Comprehensive Plan. In 1996, the Johnson County Board of County Commissioners adopted the unincorporated portion of the Blue Valley Plan - Urban Fringe Area as part of the county's Comprehensive Plan. Since that time, the future land use plan and goals for the Blue Valley Plan - Urban Fringe Area have been used by the county to review development applications and in planning for facilities and services within the plan's unincorporated area. Also, the City has used the Blue Valley Plan - Urban Fringe Area as a basis for providing comments to the county regarding development applications within the unincorporated area, and for planning facilities and services in the City that were adjacent to or in close proximity to the Blue Valley Plan - Urban Fringe Area within Overland Park.

In 1999, and as authorized under the Kansas state planning statutes, the City of Overland Park chose to exercise its extraterritorial planning authority for an area outside of the City limits, but within three miles of the City. Overland Park took this action in response to a request from the landowner, the Merrill family, who requested that the City prepare a future land use plan for their property. The 300-acre Merrill Farm tract was located between U.S. 69 Highway and Antioch Road and 159<sup>th</sup> to 167<sup>th</sup> Streets.

The future land uses shown for the Merrill Farm tract and the addition of land due to the annexation of the Kemper Farm property west of the Overland Park Arboretum property are the most significant differences between the original Blue Valley Plan - Urban Fringe Area plan adopted in 1995-96 and what was shown on the City's 2002 Future Development Plan. To fulfill the City's commitment to area residents and landowners and in recognition of the City's past history of planning for this area, the City chose to use the Blue Valley Plan - Urban Fringe Area plan (as amended) as the beginning point for developing a new future land use plan and set of land use goals for the 2002 annexation area. Early on, the Task Force identified what changes had occurred in the annexation area since the 1996 plan was

adopted. At that time, the Task Force also identified what changes were likely to occur in the area in the future.

## **Process**

Following the approval of the May 2002 annexation, the Overland Park Planning staff prepared a process and preliminary Task Force membership based on the model used in 1985. The process and initial Task Force membership were approved by the City Council in September 2002. The Task Force membership was finalized following an informational meeting that was held in October 2002, at which time the City requested additional volunteers to serve on the Task Force. Once the Task Force membership was finalized, the first of several monthly meetings was held later that month.

After several months of review and discussion of the issues influencing land development in the study area and various future land use options, the Task Force reached consensus on a draft Future Land Use Plan in June 2003. The draft Future Land Use Plan was then sent to landowners in the study area and posted on the City's website for public review. Residents and landowners were invited to attend an informal meeting (Informational Forum) to discuss the draft plan.

The July 2003 Informational Forum allowed area residents and landowners to stop by, ask questions, and offer their comments regarding the draft plan to Task Force members and staff. They were also provided an opportunity to submit written comments regarding any proposed changes to the draft plan that they would wish to see, which would then be presented to the Task Force for consideration.

At the August 2003 meeting, the Blue Valley Study Area Task Force reviewed and discussed the landowner proposed changes and finalized the future land use plan and land use goals for the Blue Valley Study Area

## **Conclusion**

The Blue Valley Study Area Task Force submitted the future land use plan and set of land use goals for the 2002 annexation area to the City for consideration. The plan and goals were presented to City officials at a joint meeting held between the Blue Valley Study Area Task Force, the Overland

Park City Council, and the Overland Park Planning Commission. Following the joint meeting, the Task Force recommendations were considered as proposed amendments to the 2003 Comprehensive Plan during the annual review process. The Task Force recommendations appear in the 2003 Comprehensive Plan as Study Area No. 2003-1.

Both the future land use plan and goals are to be used to evaluate development applications made within the area and to serve as a guide to citizens and the development community as to what the City's vision is for the area as development has occurs.

## **Comprehensive Plan Committee Recommendation**

The proposed Blue Valley Study Area Task Force's recommended future land use plan and set of land use goals for the 2002 annexation area were presented to the Comprehensive Plan Committee at a workshop on October 21, 2003. Following a second workshop on October 27, 2003, the Comprehensive Plan Committee voted to recommend that the Planning Commission adopt the Blue Valley Study Area Task Force's recommendations.

## **Proposed Revisions to Steck Plantation Sub-Area Goals**

In light of comments received at the first Planning Commission public hearing on November 10, 2003, and previous comments made at the Comprehensive Plan Committee and Planning Commission workshops, staff drafted possible revisions to the policy statements for Steck Plantation. In particular, concern was expressed about how redevelopment might occur if not done all at once as one development proposal. Also, staff proposed a new policy regarding how redevelopment might be phased while protecting the remaining single-family homes.

## **Planning Commission Recommendation**

On Monday, November 24, 2003, the Planning Commission agreed with the Comprehensive Plan Committee's recommendation for the Blue Valley Study Area with two modifications. The Planning Commission agreed with

the recently prepared staff recommendation for revising the wording of the Steck Plantation goals and policies, which further clarified the City's expectations for any phased redevelopment of Steck Plantation. The Planning Commission also agreed with the staff recommendation for approval of the proposed future land use plan, goals, and policies for the Merrill Farm tract, and that any property owner proposed changes be looked at as a separate study area for the 2004 Comprehensive Plan update. These recommendations were forwarded to the City Council for consideration.

## **Governing Body Action**

On Monday, December 15, 2003, the Governing Body adopted the Planning Commission's recommendations with one exception. The only exception is that Steck Plantation will remain unchanged on the 2003 Comprehensive Plan and that the area be "recommended as a 2004 Comprehensive Plan study area for the purpose of evaluating the future viability of the neighborhood and the future ability there would be to compel a unified development of the entire neighborhood at one time in an effort to maximize the value of the property." As the future development plan land use recommendation for Steck Plantation was denied by the Governing Body, the goals for Steck Plantation were not adopted.

## **Blue Valley Study Area Land Use Goals**

The Blue Valley Study Area Land Use Goals can be found in the Goals for Overland Park text of the City's Comprehensive Plan.

## **Current Conditions**

Since the time of the Blue Valley Study, a number of single-family subdivisions have been developed west of Antioch between 159<sup>th</sup> Street and 167<sup>th</sup> Street. One subdivision, Mills Farms, has been very active, with new home construction continuing despite the economic downturn.

West of U.S. 69 Highway, the southern portion of the Blue Valley Study Area was restudied beginning in 2008 and a new future land use plan and set of land use goals were prepared by the West Aubry Study Area Task Force. The future land use plan and goals were adopted as part of the 2009 Comprehensive Plan.

# 151<sup>st</sup> Street Corridor Design Concept Plan

## Introduction

The 151<sup>st</sup> Street Corridor Design Concept Plan describes the City's expectations for the Corridor, as it runs through the Stanley neighborhood in the southeast portion of Overland Park. The Design Concept Plan represents an overall coordinated plan, which shows acceptable land uses, architectural design features, and site plan design features. Landowners, developers, design professionals, and citizens may use the Design Concept Plan to direct and evaluate future development, and redevelopment in the Stanley neighborhood.

## Background

On Monday, September 10, 2001, the Overland Park Governing Body directed City staff to prepare a design concept plan for the 151<sup>st</sup> Street Corridor in the Stanley area. The proposal for the 151<sup>st</sup> Street Corridor Design Concept Plan came out of the discussion of Comprehensive Plan Study Area No. 2001-01. The Comprehensive Plan study area was for both the north and south sides of 151<sup>st</sup> Street, between Newton/Conser on the west and Marty on the east. The area was approximately 22 acres in size. Several landowners within Study Area No. 2001-01 had requested land use changes to the Comprehensive Plan's Future Development Plan designation for their land from their current future land use designation of Office, Public and Semipublic, or Medium-Density Residential to Commercial.

Prior to September 10<sup>th</sup>, the Planning Commission recommended to the Governing Body that the entire study area be shown as Office. Office was the current designation of much of the study area. Two exceptions to this were the Blue Valley School District's property on the north side of 151<sup>st</sup> Street just west of Marty, which was shown as Public and Semipublic, and the area just east of Conser and approximately 350 to 720 feet south of 151<sup>st</sup> Street, which was shown as Medium-Density Residential.

After preparing the study area report and hearing comments made at the Planning Commission public hearings on Study Area 2001-01, staff felt that there were broader issues that could not be effectively considered through a

study area of only a small portion of the 151<sup>st</sup> Street Corridor in the Stanley area, and that a design concept plan would be the more effective approach. The broader issues that staff felt would be more effectively dealt with through a design concept plan for the 151<sup>st</sup> Street Corridor in the Stanley area were:

- A. Much of the remaining undeveloped or underdeveloped land was composed of several small parcels with multiple ownerships.
- B. These small parcels fronted along one of two heavily traveled thoroughfares (151<sup>st</sup> Street or Metcalf Avenue).
- C. These small parcels were adjacent to or surrounded by a mixture of nonresidential uses, including commercial and industrial uses.

Following the September 10<sup>th</sup> public hearing on the 2001 Comprehensive Plan, and after discussing Study Area No. 2001-01 and the proposal for the design concept plan with staff, the Governing Body adopted the 2001 Comprehensive Plan, as recommended by the Planning Commission, with one modification. The modification was to not make any changes to the Future Development Plan for Study Area 2001-01, but rather to revisit the area again following completion of a design concept plan for the 151<sup>st</sup> Street Corridor in the Stanley area. The Governing Body then directed staff to prepare the Design Concept Plan for the 151<sup>st</sup> Street Corridor in the Stanley area and report back to them within 90 days.

To complete the 151<sup>st</sup> Street Corridor Design Concept Plan, staff formed a study committee and brought in Peter Oppermann, a well-respected land planner/landscape architect, for additional design expertise. Mr. Oppermann assisted in the preparation of several development scenarios for the Concept Plan. Upon further study of the 151<sup>st</sup> Street Corridor in the Stanley area using aerial photography overlaid with parcel ownerships and actual field observation, staff broke the Design Concept Plan into six separate areas (see attached map).

The boundaries of the six areas were defined by several factors including those broader issues mentioned previously (small parcel size, multiple ownerships, thoroughfare frontage, and existing development), but also by recent rezonings that were approved. Those parcels that have been recently

rezoned were excluded because the approved rezonings were considered a significant commitment, which was not likely to be changed prior to development occurring. The large vacant parcels north of Area D were excluded because staff felt that they had few obstacles to development, unlike most of the rest of the parcels within the six areas.

On Tuesday, December 4, 2001, the Community Development Committee of the Overland Park City Council directed staff to take the 151<sup>st</sup> Street Corridor Design Concept Plan forward as a mid-year amendment to the Comprehensive Plan. On Monday, December 10, 2001, the Overland Park City Council confirmed the direction staff received from the Community Development Committee. The Overland Park Planning Commission authorized the consideration of the Design Concept Plan as a mid-year Comprehensive Plan amendment on Monday, January 28, 2002.

## **151<sup>st</sup> Street Corridor Design Concept Plan**

The Design Concept Plan is composed of five sections. These sections include Principles, Goals, Development Scenarios, Implementation Measures, and Schedule and Process for the Design Concept Plan's review.

The Principles section identifies what the Design Concept Plan is trying to achieve and how it might be used to direct and evaluate future development and redevelopment along the 151<sup>st</sup> Street Corridor in the Stanley area. The Goals section identifies the specific design characteristics that future development and redevelopment plans should exhibit, and which are considered key to following the Principles for the Corridor in the Stanley area.

The Development Scenarios section identifies one or two possible scenarios that development might take for each of the six areas (Areas A - F) that would reflect the Principles and Goals identified for the Corridor (see attached map).

The Implementation Measures are additional policy document changes that should be considered, which would assist in accomplishing the Principles and Goals for the Corridor Concept Plan. The Schedule and Process section identifies a timetable and proposes an approach to adopting the 151<sup>st</sup> Street Corridor Design Concept Plan as a mid-year amendment to the City's Comprehensive Plan.

## **Development Scenarios**

Development scenarios were prepared for each of the six areas (Areas A – F) along the 151<sup>st</sup> Street Corridor in the Stanley area (see Development Scenarios Areas A – F). In the case of Areas E and F, the development scenarios for these areas were combined for presentation. The development scenarios are not meant to be the definitive examples of acceptable site plans. Building location, shape, and size may vary. Each development scenario represents graphically how the principles and goals of the Design Concept Plan could be achieved, while considering the unique characteristics of each area.

In addition, alternative development scenarios were developed for two of the areas (Areas A and C). For Area A, the differences between the two options is whether the natural stream that traverses the area will be preserved or placed underground. If the stream were placed underground, more of the site would be available for development and suitable for retail uses, which would have considerable frontage along 151<sup>st</sup> Street. For Area C, the differences between the two development scenarios are slight, with the most noticeable difference being the closing off of Travis Street.

Note that aspects of several of the development scenarios would not be possible under the City's current development standards. New implementation measures would need to be adopted as identified below.

## **Implementation Measures**

- A. Create a new zoning district(s) to allow for mixed-use development with shared parking.
- B. Require new development within the six areas (Areas A – F) of the 151<sup>st</sup> Street Corridor Design Concept Plan (Stanley area) to meet the Infill and Redevelopment Design Guidelines.
- C. Limit how each of the six areas are shown on the Comprehensive Plan's Future Development Plan to a less intensive land use, such as Office with a red asterisk, which would allow Commercial land uses if certain Goals, as identified earlier, are met. Amend the Comprehensive Plan's Land Use Goals section to clearly articulate the intent of the conditional land use designation for each of the six areas within the 151<sup>st</sup> Street Corridor (Stanley area).

- D. Limit new commercial development to the uses permitted in the CP-1, Planned Restricted Business District to avoid certain uses (fast-food restaurants and auto-oriented businesses), which would differ sharply in character from the Goals identified for the Corridor in the Stanley area. Note that if a new zoning district or districts are created, the permitted commercial uses could be limited to those permitted in the CP-1 District.

### **Schedule and Process**

The following was the schedule for the consideration of the 151<sup>st</sup> Street Corridor Design Concept Plan as the Mid-year Amendments to the 2001 Comprehensive Plan:

- A. September 2001 - City Council directed staff to prepare the 151<sup>st</sup> Street Corridor Design Concept Plan.
- B. December 2001 - Staff reported back to the Community Development Committee with the draft Design Concept Plan. The Community Development Committee reported the Design Concept Plan to the City Council with a recommendation to request that the Planning Commission consider the Design Concept Plan as a mid-year Comprehensive Plan amendment. The City Council agreed with the recommendation and sent the request to the Planning Commission.
- C. January 2002 - Staff held an informational meeting with landowners on the draft Design Concept Plan.
- D. January 2002 - Planning Commission authorized the consideration of the Design Concept Plan as a mid-year Comprehensive Plan amendment.
- E. February/early March 2002 - Planning Commission/Comprehensive Plan Committee reviewed the Design Concept Plan as a mid-year Comprehensive Plan amendment.
- F. March 2002 - Planning Commission held two public hearings on the Design Concept Plan as a mid-year Comprehensive Plan amendment, and sent forward a recommendation to the City Council.

- G. April 2002 – Community Development Committee of the City Council reviewed the Design Concept Plan.
- H. April/May 2002 – City Council held two public hearings on the Design Concept Plan as a mid-year Comprehensive Plan amendment, and took final action.
- I. May – December 2002 – Follow-up steps on the proposed Implementation Measures.

## **Policies and Goals**

The policies and goals for the 151<sup>st</sup> Street Corridor can be found in the Goals for Overland Park text of the City’s Comprehensive Plan.

## **Current Conditions**

Since the 151<sup>st</sup> Street Corridor Concept Plan was adopted, the City has ceased using the Land Use Intensity System (LUI); therefore, the original Implementation Measure “C” is no longer valid and has been removed from the report. Reference to the LUI has also been removed from Goal 14: Compliance with Other City Land Use Policy Documents. To date, a major redevelopment project has yet to occur in the corridor.

# The Blue Valley Plan - Urban Fringe Area

## Preface

In July 1994, a joint-planning committee comprised of four members of the Johnson County Planning Commission and four members of the City of Overland Park Planning Commission was formed for the purpose of developing a future land use plan and set of land use goals for a 21-square mile area south of the City of Overland Park.

Over the course of eight months, this joint-planning committee became familiar with the area, reviewed existing and previously proposed plans, and gathered additional information relevant to future development and land uses in the 21-square mile area and additional acreage in southeast Johnson County. This expanded study area came to be called the Blue Valley Plan area. With guidance from the joint-planning committee, a draft plan was prepared by staff members of the Johnson County Planning Office and the City of Overland Park Department of Planning and Research. This draft plan blended, refined and updated text from two primary sources:

- A draft plan prepared in 1990 by the City of Overland Park for what was called the Extraterritorial Planning Study area and
- The Aubry-Stilwell Area Plan that was adopted into the Johnson County Rural Comprehensive Plan in 1991.

The joint-planning committee reviewed and endorsed the draft plan and recommended its approval by the Johnson County Planning Commission. The Johnson County Planning Commission recommended adoption of the Blue Valley Plan by the Board of County Commissioners. After public hearings before the Johnson County Planning Commission and Board of County Commissioners, the Blue Valley Plan was added as Part 5 to the county's Rural Comprehensive Plan by Board of County Commissioners Resolution 013-96 in February 1996. A portion of the overall Blue Valley Plan, designated the Urban Fringe Area, is incorporated in the following Specific Plans text.

## Introduction

This portion of the Blue Valley Plan deals with a 21-square mile area in southeast Johnson County, south of the City of Overland Park. It is an area where suburban and exurban development has occurred in patterns that require special attention and specific policies to foster orderly growth. Because of the interconnected services and facility plans, this also requires cooperative programming with Overland Park.

## History of Cooperative Planning in the Blue Valley Planning Area

Earlier versions of the Johnson County Comprehensive Plan recognized that the eastern Blue Valley area (the Aubry-Stilwell Area and eastern Oxford Township) contains a mixture of residential, commercial and industrial uses unlike the land use patterns in other unincorporated areas of Johnson County. Beginning as early as 1980, various land use studies and reports identified the area as one experiencing exurban growth and development at a relatively greater rate and concentration than has been occurring in other parts of unincorporated Johnson county. The earlier versions of the county's Plan established an objective for the preparation of a more specific plan for the orderly development of this area, designated as a Growth Policy Area. The Aubry-Stilwell Area Plan was adopted with other amendments to the Rural Comprehensive Plan in September 1991. The Aubry-Stilwell Area Plan adopted in 1991, however, did not address future land uses in the area north of the Blue River. Instead, that area was identified as an Urban Fringe Policy Area in anticipation of future joint-planning for that area with the City of Overland Park.

Prior to 1990, the City of Overland Park had not included areas outside the City's boundary in its Comprehensive Plan. However, the City's 1988 Comprehensive Plan review identified "future land use planning in unincorporated areas" as an issue for further study. The 1989 review of the Comprehensive Plan also supported such planning. In 1990, the City of Overland Park prepared a land use study and draft future land use plan for the recently annexed area near the south City limits and an adjoining area in the county. The extraterritorial portion of that planning study area included the Urban Fringe Policy Area described above and some areas in the north part of the Aubry-Stilwell plan area. The future land use proposals, resulting from the 1990 study, were presented to the Johnson County Planning Commission in July, 1990, as proposals for future consideration by both the City and the County.

The 1990 recommendations of the City of Overland Park were presented to the county Planning Commission while the Planning Commission was working on changes to the county zoning and subdivision regulations and on certain changes to the Rural Comprehensive Plan. These other tasks kept the Johnson County Planning Commission from considering the City's request until 1994.

As a result of this joint-study and the county's adoption of the Blue Valley Plan, the Overland Park Comprehensive Plan shows the future land use proposals for areas beyond the City limits, in the Urban Fringe Area, but the plans of each jurisdiction clearly note that the future land uses inside the other jurisdiction are shown for illustrative purposes only, that they are not to be considered as officially adopted policy for areas outside their official jurisdiction.

### Blue Valley Planning Area Boundaries

As described below, the Blue Valley Plan now provides guidance for future development within the larger Blue Valley Planning Area instead of just the Aubry-Stilwell Growth Policy Area identified in 1991. This planning area is identified as follows:

The Blue Valley Plan Area is the portion of Oxford and Aubry Townships roughly bound by Pflumm Road on the west, the City limits of Overland Park on the north, Kansas - Missouri state line on the east, and the county's Growth Policy Area boundary on the south.

### Subareas of the Blue Valley Planning Area

The Plan recognizes that existing, expected and preferred future development patterns support the identification of distinct areas of interest within the Blue Valley Planning Area.

There are separate north and south areas of interest as follows:

1. The Blue Valley Plan - Urban Fringe Area is the north part of the Blue Valley Planning Area. The Blue Valley Plan - Urban Fringe Area is bound by the City limits on the north, Pflumm Road on the west, 183<sup>rd</sup> Street and 191<sup>st</sup> Street on the south and the Kansas - Missouri state line on the east.

About one-half of the Blue Valley Plan - Urban Fringe Area is in Oxford Township and the rest is in Aubry Township. As described below in the section, "Applicability of this Plan" the future land uses for the county-jurisdiction area are adopted policy of the county only.

The Blue Valley Plan - Urban Fringe Area includes part of "Study Area 95-1" which is a one-square mile area centered on the proposed interchange of 159<sup>th</sup> Street and U.S. 69 Highway. The plan analysis and future land use proposals and policies for Study Area 95-1 are in the "Study Areas" section of the City's 1995 Comprehensive Plan update.

2. The Blue Valley Aubry-Stilwell Area is the south part of the Blue Valley Planning Area.

## How the Plan is to be Used

This plan is to be considered during reviews of zoning and development proposals and during preparation of special studies with respect to the Blue Valley Planning Area. Both the City and the county also shall consider this Plan during preparation of any land use comments and recommendations to the other jurisdiction.

## Applicability of this Plan

The land use goals and the future land uses cited herein for the Blue Valley Planning Area are adopted Johnson County policy.

## General Background Information

As background information, staff provided information on past, present and anticipated development trends for both the City of Overland Park and Johnson County.

## Existing Conditions in the Blue Valley Plan - Urban Fringe Area

### **Character of the Area**

The Blue Valley Plan - Urban Fringe Area is rural in character. A number of farmsteads with agricultural and/or livestock operations exist throughout the area and there are several large-lot residential developments interspersed with vacant or agricultural land. These large-lot subdivisions are relatively new and of high quality. Higher intensity uses such as two quarries, the ARCO tank farm and the Bayer research farm are interspersed throughout the Blue Valley Plan - Urban Fringe Area.

The Blue River and three of its tributaries (Coffee Creek, Wolf Creek and the Camp Branch Creek) traverse the area flowing to the northeast. Coffee Creek flows to the east-southeast to that confluence point and Wolf Creek flows to the east-northeast to that point. The Blue River Valley is quite scenic east of U.S. 69 with high bluffs on the south side of the river and heavily wooded areas. Most of the Blue Valley Plan - Urban Fringe Area west of U.S. 69 consists of rolling open farmland or pasture land. Ridge lines on the east side of U.S. 69 Highway are also rolling open farmland or pasture land. East of Camp Branch Creek the ridge lines tend to be much narrower, but there also are open farmland and pasture land uses in that area.

The Blue Valley Plan - Urban Fringe Area is served by gravel, chip-seal and asphalt roads with open ditch storm drainage. Utilities in the area include electricity, limited natural gas and limited rural water service. There is sanitary sewer service only in the extreme northeast and northwest corners of the area.

### **Current Land Use**

The variety of existing land uses and the intermixed pattern of developed and vacant parcels shows this is not a homogeneous area.

The Blue Valley Plan - Urban Fringe Area is divided in half by U.S. 69 Highway. This highway is a four-lane limited access freeway that has a north-south route through the area. The highway parallels and is about one-half mile west of Metcalf Avenue. Metcalf Avenue is the former route of the highway.

Much of the area is undeveloped, but a larger number and more diverse types of land uses are found east of U.S. 69 Highway. Existing land uses east of U.S. 69 include several pockets of large-lot single-family homes located within subdivisions or individually scattered along roadways. The subdivisions are generally in the Stanley area. There are traditional-sized (urban-density) lot subdivisions near Kenneth Road.

The portion of the Blue Valley Plan - Urban Fringe Area west of U.S. 69 is predominantly undeveloped except for the Glad Acres subdivision between Quivira Road and Switzer Road from 175<sup>th</sup> Street to 179<sup>th</sup> Street. The 300-acre Overland Park Arboretum site is at the southwest corner of 179<sup>th</sup> Street and Antioch Road. The arboretum site was annexed by the City in 1994.

Specifically, existing land uses in the Blue Valley Plan - Urban Fringe Area include:

- The Bayer agricultural research facility on Metcalf Avenue south of the Blue River
- A quarry operation between U.S. 69 and Metcalf north of 167<sup>th</sup> Street
- A quarry operation southeast of 167<sup>th</sup> Street and Switzer Road
- A highway maintenance facility of the Kansas Department of Transportation (KDOT) adjacent to the 167<sup>th</sup> Street and U.S. 69 half interchange at the southwest corner of the quarry)
- A petroleum storage facility or tank farm (ARCO) east of Mission Road on the north side of 159<sup>th</sup> Street
- A Kansas City Power and Light Company electrical substation on the north side of 167<sup>th</sup> Street one-half mile west of Antioch Road
- A cemetery on the south side of 159<sup>th</sup> Street one-half mile west of Antioch Road
- A church immediately west of the cemetery on 159<sup>th</sup> Street
- The Blue Valley High School on the south side of 159<sup>th</sup> Street between Metcalf and Nall Avenues

- The Blue River Treatment Plant of the Johnson County Unified Wastewater Districts southwest of the intersection of 151<sup>st</sup> Street and Kenneth Road
- A railroad main line (Union Pacific System Railroad) along the floodplain of the Blue River and Camp Branch Creek

## Factors Influencing Development

There are pockets within the Blue Valley Plan - Urban Fringe Area which exhibit relatively low levels of past development or which have important constraints on future development as a result of:

- Existing features such as steep slopes, floodplains, important agricultural use characteristics, vegetative cover, historical value, etc.
- Limitations of existing infrastructure such as road access, services and utilities, which place constraints on the near-term ability to handle development.

## Development Constraints in General

### **Floodplains/River Valley**

The Blue River floodplain is very broad in several areas and some flooding occurs rather often in areas east of U.S. 69 Highway. During heavy rains on May 15, 1990, all roads east of Metcalf Avenue were impassable. Access both west and east of U.S. 69 Highway was disrupted by high water wherever the roads crossed the floodplains of Coffee Creek, Wolf Creek, or Camp Branch Creek. U.S. 69 Highway provided the only uninterrupted access to the south portion of the Blue Valley Plan - Urban Fringe Area.

### **Limited Existing Sanitary Sewer Lines**

Two subdistricts serve the extreme northeast corner of the Blue Valley Plan - Urban Fringe Area. Part of the area of recently formed Blue River No. 8 sanitary sewer subdistrict will serve a small portion of the northwest corner of the Blue Valley Plan - Urban Fringe Area near 159<sup>th</sup> Street and Pflumm Road. Initially, the Blue River No. 8 subdistrict will use a force main system along 159<sup>th</sup> Street. Force mains area generally regarded as interim methods until gravity-flow sewers can be developed. A gravity-flow system from the

Blue River No. 8 area would have to extend through several miles of the Coffee Creek and Blue River channels that are not now sewered. This situation might become a reason to favorably regard the formation of more sanitary sewer subdistricts in the area downstream of the Blue River No. 8 subdistrict.

The recently formed Blue River No. 10 sanitary sewer subdistrict will serve an adjacent area within the City (southeast of 159<sup>th</sup> Street and Nall Avenue) and could facilitate the extension of sewers into the Blue Valley Plan - Urban Fringe Area.

A study of whether to form another sanitary sewer subdistrict (Blue River No. 12) for the area generally north of 175<sup>th</sup> Street and east of Antioch Road was proposed in 1995.

A study of whether to form another sanitary sewer subdistrict (Blue River No. 14) for the area generally north of 167<sup>th</sup> Street and east of Ridgeview Road was the subject of an information meeting held October 14, 1995.

The joint-committee reviewed the sanitary sewer system as a factor of future development in the Blue Valley Plan - Urban Fringe Area. The following observations were noted during that review:

- There are some sanitary sewer subdistricts in adjoining areas inside the City of Overland Park.
- There may now be about 3 to 4 years of sewered residential land available for development in the south Overland Park area.
- There is a rather large amount of "vacant" land in the south Overland Park area that will not be developed for residential uses -- i.e. Miller's Woods, business uses along K-150, areas in floodplain areas and so on.
- Overland Park might grow more quickly to the south on the west side of U.S. 69 Highway because the existing large-lot unsewered developments to the east of the highway may obstruct the formation of sewer districts east of the highway.
- There might be opposition to sanitary sewer district formations in the area along Camp Branch Creek south of 167<sup>th</sup> Street due to the added

costs for retro-fitting sewers into areas already partially developed and the rather rugged terrain.

- The Blue River No. 8 subdistrict, that was established in 1994, will initially use a pump station that probably will be replaced in about 5 to 10 years when gravity sewers are extended along the main stem of the Blue River to 171<sup>st</sup> Street and Metcalf Avenue.

In some cases, lateral sanitary sewer costs may be high because of rock excavation costs, long distances between building sites or because of special construction conditions (i.e. construction down steep slopes, tunnels under streets or around other utilities, long connections through unsewered areas, piping through unstable soil areas, etc.).

The costs of constructing lateral sanitary sewers (i.e. the sewers within neighborhoods and blocks) and the costs of the private connection pipes from buildings to the lateral sewers is a cost borne solely by the property owners.

In the case of new subdivisions, the lateral sewers usually are paid by the subdivision developer who includes those costs in the selling prices of the lots. In existing subdivisions, a lateral sewer benefit district usually is created to enable the improvements to be financed with special improvement bonds and to levy special tax assessments that may be paid over a number of years.

Other than the lateral sanitary sewer costs, the direct cost to existing homes joining into the public wastewater district sewer system is reasonable via the established sewer funding process. The sewer funding process allows for deferments from the Annual Capital Charge (\$62 per home and \$186 per acre for undeveloped land in 1994) for up to 10 years for agricultural and residential uses. Until the property is actually brought into the sewer district via district enlargement, the property owner does not have to pay the Connection Fee (\$1,500 in 1994), the System Development Fee (\$750 in 1994) or the Permit Fee (\$100 in 1994). Upon district enlargement, all properties deferred or otherwise must pay a mill levy (6.736 mills in September 1994) for operation, maintenance and planning costs. If property owners petition their land into a sewer district, their property would not be eligible for the deferment discussed here.

The cost of constructing sanitary sewers through areas that may not soon be connected to the system tends to increase the capital costs for the public at large since some of the usual revenues to the system will not be collected for several years. Therefore, proposals to build sanitary sewers into areas that may only be partially connected to the system should be carefully evaluated from an overall cost-benefit perspective to assure that the public at-large costs would be reasonable.

### **Public Water Service**

Johnson County Water District No. 1 serves the Blue Valley Plan - Urban Fringe Area. The joint-committee reviewed the current condition of the water system, its capabilities to expand and serve growth, and the usual methods for water system improvements. In general, the existing water system in the area is now capable of serving rural uses in most of the area, but the system could be incrementally improved to meet the needs of more intense development as the area develops further. Observations about the water system are as follows:

- The water district serves a 260 square-mile area. During the years 1987-1989 the district's territory increased 3-fold as it merged with former rural water districts numbers 2, 3, and 5.
- The Kansas River and the Missouri River are the water sources for the district and about one-half of its daily needs can be provided from either source.
- The district needs about 130 Million Gallons per Day (MGD) to meet regular needs.
- For overall system development planning purposes, the district monitors building permit and subdivision plat trends. This helps guide water source and treatment planning. Water mains, however, are installed as development occurs and they are sized to meet the needs of the development occurring. The improvements are targeted for completion just in advance of need. Thus, the types and patterns of future land uses shown in long-range plans are not as important for water main planning purposes as one might expect.
- Forty pounds per square inch (40 psi) of pressure is the absolute minimum pressure that is acceptable in the district in general.

However, 30 psi has been established as an absolute lowest appropriate pressure for new meters for residential uses on existing lines in the rural areas.

- There is a 1-million-gallon storage tank in this area and that tank is expected to be kept in service in the long run. Some pump improvements for water pressure purposes are underway at that location.
- There is a 5-million-gallon storage tank that was recently completed about 4 miles from the northwest corner of this area.
- Demand on the system is highest during the summer months. In the area west of U.S. 69 Highway and north of 159<sup>th</sup> Street, the summer volume is about 3 or 4 times the volume during the rest of the year. The volume increases from about 3.5 MGD to about 13 MGD in the summer. The recently completed 5-million-gallon storage tank will help meet the needs in the area.
- The water main improvements at the time of development are aimed at meeting future, foreseen needs. The costs of those improvements are paid by the developers. (Other utilities like telephone, electrical are willing to pay 20 - 30% of the system extension costs, but the water district does not do that.)
- When service is initiated to a property, the water district charges and collects a system development fee that is based on the size of the water meter. The minimum fee is \$1,200 for a 5/8-inch (residential) meter. If a meter as large as 6 inches is requested, the system development fee amount is determined by special calculations.

### **Incomplete Roadway Network**

The Johnson County Public Works Office's draft Long-Range Road Network Plan and draft 5-Year Road Improvements Plan were summarized for the joint-planning committee. The summary of those draft plans noted county staff's observations about missing links in the road network, rights-of-way requirements and need for coordination of the design standards for new roads.

Both north/south and east/west access in the area is interrupted by missing links along the mile section-line roads. In several places, severe conditions (i.e. steep slopes, wide floodplains, existing development or land use patterns) may make completion of the roadway network difficult and perhaps unreasonable to complete. As examples, Nall Avenue does not cross the Blue River south of 167<sup>th</sup> Street where the Blue River floodplain is about 1,500 feet wide and where there is a substantial hill to the south of the floodplain. Also, Antioch Road does not cross Coffee Creek north of 175<sup>th</sup> Street, and 167<sup>th</sup> Street has not been opened in the mile between Nall Avenue and Mission Road (it would have to cross both the Blue River and Camp Branch Creek in that mile.)

Some existing roads now open for very light traffic and travel conditions would be expensive and difficult to improve to urban arterial or even urban collector street conditions. Such roads include 175<sup>th</sup> Street between Mission Road and Nall Avenue and Mission Road north of 175<sup>th</sup> Street.

### **Environmental**

In addition to the steep slope and floodplain areas that will significantly affect the cost, type and pattern of development in the future, there are areas with tree cover, especially to the east of the highway. These existing characteristics offer special opportunities for land uses that consider and respect open space, aesthetic amenities, recreational options, and so on.

### **Development Capacities of Watersheds**

The Johnson County Planning Office has been studying the development capacities of watershed sub-basins in the county. The study method considers regional population growth forecasts and various planning factors such as planned future land uses, past development trends, relative distance to existing sanitary sewers and the amount of vacant land in the sub-basins. The study method allocates future development to the various watersheds and sub-basins. The general forecast trends being identified in that study were highlighted for the Blue Valley Plan joint-planning committee. In summary, there appears to be considerable territory for urban development to occur in areas farther north than the Blue Valley Plan - Urban Fringe Area.

## **Other Features That May Affect Development**

- There are several existing electrical substations and high-voltage electricity lines in the Blue Valley Plan - Urban Fringe Area.
- Two new schools are proposed in Overland Park near the Blue River in the area south of 159<sup>th</sup> Street and east of Nall Avenue.
- The oil tank farm on the north side of 159<sup>th</sup> Street east of Mission Road.
- Blue Valley School District campus on 160 acres on the west side of Antioch Road one-quarter mile south of 159<sup>th</sup> Street.
- The Unified Wastewater District might be enlarged circa the year 2000 to the area of 171<sup>st</sup> Street and Metcalf Avenue. A sanitary sewer line northwesterly from that location could then be built to sewer the Blue Valley School District Campus on Antioch Road south of 159<sup>th</sup> Street.

## **Blue Valley Plan - Urban Fringe Area Development Opportunities and Constraints**

### **Opportunities West of U.S. 69**

#### **Easily Developed**

The terrain is relatively level with slopes of only 0 - 5 percent over most of the area.

#### **Two Potential Greenway Systems**

The floodplains of Coffee and Wolf Creeks can be used to provide bike/hike trails and other recreation amenities linked to the existing park system. The greenway linkage proposed along the highway can help integrate the greenway system in the area.

## **Overland Park Arboretum**

The City's 300-acre Arboretum site is located southwest of 179<sup>th</sup> Street and Antioch Road in this portion of the Blue Valley Planning Area.

## **Limited Existing Development**

The area is relatively undeveloped so it is not committed to a particular land use pattern. Existing zoning in the area is for either agricultural or large-lot residential uses almost exclusively. Existing development is relatively new and high quality.

## **Topography**

Unlike the other watershed sub-basins, the Coffee Creek sub-basin does not have major soil or slope limitations.

## **Proximity of Existing Development**

Similar to the Blue River North sub-basin, the Coffee Creek sub-basin is close to population and employment centers.

## **Transportation Network**

The major east-west streets (159<sup>th</sup>, 167<sup>th</sup>, and 175<sup>th</sup>) through the area are hard surfaced as are several of the north-south roads.

## **Utilities**

Before 1990, it was forecasted that wastewater treatment facilities would be available in some areas of the Coffee Creek sub-basin of the Blue River watershed as early as 1995 and that the entire sub-basin would have facilities by 2005. Recent actions are showing some accuracy in that forecast. The Blue River No. 8 sanitary sewer subdistrict was formed in 1994 to serve the upper, northwest area of the Coffee Creek sub-basin. In 1995, a study of Blue River No. 12 was proposed for the Coffee Creek sub-basin area north of 175<sup>th</sup> Street and east of Ridgeview Road.

## **Educational Complex Proposed**

The Blue Valley School District proposes to develop an educational complex with an elementary school, a middle school, a high school and a school district sports activity complex on 160 acres on the west side of Antioch Road about one-quarter mile south of 159<sup>th</sup> Street and about the same distance north of 167<sup>th</sup> Street.

## **Constraints West of U.S. 69**

### **Johnson County Executive Airport**

The existing airport at Pflumm Road and 159<sup>th</sup> Street limits development in that area to uses compatible with air traffic. In March 1994, Johnson County adopted a Comprehensive Compatibility Plan for the area around the Executive Airport. Although the concept for that plan was that it mutually be adopted also by the cities of Olathe and Overland Park, the cities have not yet completed their actions to adopt the airport area compatibility plan. (Although each City has voted favorably to do so, final enactment of the airport area compatibility plan is awaiting completion of joint-review and decision procedures for the drafted airport interest area zoning and subdivision regulations.)

### **Gravel Roads**

These roads would require substantial work and acquisition of additional right-of-way to bring them up to urban standards.

### **Incomplete Roadway Network**

Antioch Road does not cross Coffee Creek and 167<sup>th</sup> Street does not exist between Switzer and Pflumm Roads.

### **Quarry**

By its nature, the quarry operation is unsightly, generates noise and dust and has considerable truck traffic in and out of the facility.

### **Coffee and Wolf Creeks**

The two creeks crossing the west side divide the area and will make connecting the various segments of the road network expensive.

### **Right-of-Way**

Acquisition of the right-of-way needed to build new thoroughfares or upgrade existing thoroughfares to urban standards may be difficult and costly.

### **Opportunities East of U.S. 69**

#### **Potential Greenway Systems**

The floodplain of the Blue River can be used to tie the area to the Blue River Parkway in Missouri and to the City of Leawood's greenway system, as well as to other parkland. Again, the proposed greenway linkage along the highway can help integrate the greenway system in the area.

#### **Scenic Vistas**

The Blue River Valley offers an excellent opportunity to develop very-low-density residential areas which integrate with the existing topography and woodlands while retaining the scenic vistas.

#### **Utilities**

The east side of the study area is well served by utilities with the exception of sanitary sewer service which is available only in the northeast portion of the area.

#### **Employment Center**

Bayer Research Farm is an employment center for the area.

## Constraints East of U.S. 69

### **Gravel Road**

These roads would require substantial work and acquisition of additional right-of-way to bring them up to urban standards.

### **Incomplete Roadway Network**

Connection of segments of the roadway network and upgrading of existing segments to thoroughfare standards will be difficult and expensive.

### **Quarry**

The quarry operation is unsightly, generates noise and dust and has considerable truck traffic in and out of the facility. In addition, this quarry east of U.S. 69 is a much more extensive facility than the one on the west side, with a greater amount of material excavated from the site.

### **Existing Zoning**

Some areas in and along the floodplain, and along the railroad tracks near 159<sup>th</sup> Street and Mission Road, are already zoned for nonresidential uses. Some of these sites have floodplain or topography limitations that limit the range of nonresidential uses that might occur. Such existing zoning is not suited to the sites or compatible with orderly development.

### **Right-of-Way**

Acquisition of the right-of-way needed to build new thoroughfares or upgrade existing thoroughfares to urban standards may be difficult and costly.

### **Large-Lot Single-Family Development**

The existence of several major areas of large-lot single-family development served by private septic systems will make the extension of public sanitary sewer service to the remaining undeveloped tracts in the area more costly. Because of the dispersed housing pattern and the high cost of treatment facilities, there are few remaining areas that could be served with public

sanitary sewer service without requiring sub-district participation by existing residents living in the large-lot subdivisions.

### **Railroad**

The railroad (mainline of the Union Pacific System Railroad) has a considerable amount of hazardous materials traffic that presents a safety concern.

### **Topography**

Areas east and south of Stanley may be expected to develop at a slower rate and at lower densities due to rugged terrain and limiting ground conditions such as a high water table or impervious soils.

## **Blue Valley Plan - Urban Fringe Area - Plan Analysis**

The Blue Valley Plan - Urban Fringe Area Plan focuses on future development of the 21-square-mile Blue Valley Plan - Urban Fringe Area south of the City of Overland Park.

In spite of the existing development pattern and the scattered zoning districts for residential and rural uses, the Blue Valley Plan - Urban Fringe Area has experienced only limited non-residential growth in the past ten years. There are two principal reasons for this slow growth rate:

- The area encompasses a relatively small population in comparison to the balance of the county, and the labor force is tied to employment centers elsewhere in the metropolitan region. Commuters find it easier to shop for goods and services in locations closer to work. This characteristic has supported only limited services, e.g., convenience shopping, in the Blue Valley Plan - Urban Fringe Area.
- Public sanitary sewers are just now becoming available in the Blue Valley Plan - Urban Fringe Area. Only very limited commercial and industrial activities could be accommodated in this area in recent years because of the absence of public sanitary sewers. Because of the recently established Blue River No. 8 and Blue River No. 10 sanitary sewer subdistricts, and the revised sewer system financing method established a couple of years ago, this condition is now changing and

additional sanitary sewer system development should be expected in the Blue Valley Plan - Urban Fringe Area in the foreseeable future. This does not mean a great increase in nonresidential development in this area, however, as the population base needed to support extensive commercial development is still absent.

## **Recommendations for the Blue Valley Plan - Urban Fringe Area**

The Blue Valley Plan - Urban Fringe Area Future Land Use Plan includes the following proposed land uses:

### **Rural Policy Area**

#### **One dwelling unit per 10 acres.**

- Locate on the west side of U.S. 69 Highway, south of the ridge line between the Coffee Creek and the Wolf Creek basins.
- Locate in Section 15-14-25 west of Camp Branch Creek, east of the Blue River and north of the conservation easement area. (The south boundary of this area would be 167<sup>th</sup> Street if that street were extended between Nall Avenue and Mission Road.)
- Locate along both sides of Nall Avenue, north of 175<sup>th</sup> Street, east of the Bayer property, south of the Blue River floodplain and south the conservation easement area. (Nearby, located in Overland Park in Section 16-14-25 there is a Rural Policy Area north of what would be 167<sup>th</sup> Street between the Blue River floodplain and the Camp Branch Creek floodplain.)
- Prohibit more intense development at this time.

### **Growth Policy Area - Growth Policy Area - Agricultural/Residential Areas**

**One dwelling unit per 10 acres is the standard density in Growth Policy Areas. Planned residential developments with two-acre, three-acre or larger residential lots may be appropriate as an option in the Growth Policy Area.**

- Growth Policy Area - Planned Residential Areas are for infill development of low-density residential uses that complement existing residential development and promote compatibility of existing and future uses.
- Growth Policy Area - Agricultural/Residential areas may be appropriate for orderly, reasonable expansions of existing residential development areas if there is adequate infrastructure to serve the development.
- Locate Growth Policy Area - Agricultural/Residential areas around the existing residential areas in the area east of Camp Branch Creek.

## Parks, Recreation and Open Space

### **Modified to include other types of uses generally not found in a more urbanized setting**

The location of future park sites is based upon the following criteria:

Maximum use by surrounding residents.

Continued development of the neighborhood park concept.

Where possible, park sites will be located adjacent to proposed school sites to ensure maximum use and to avoid duplication of services.

For optimum management and conservation of natural waterway, floodplains and open space areas of unique environmental or historic value.

Locations shown on the plan include:

- Locate neighborhood parks west of U.S. 69 Highway where residential development at urban densities is proposed.
- Locate one neighborhood park in each square mile section with ties to the floodplains of Coffee and Wolf Creeks to provide greenway ties to the Overland Park Arboretum and other parkland in the area.

- Locate neighborhood parks adjacent to future schools wherever possible.
- Provide greenway linkages along U.S. 69 Highway to tie into the Overland Park Arboretum and the Blue River for eventual connection with the Blue River Parkway in Missouri.
- Provide a greenway linkage in the Coffee Creek floodplain for a tie to Heritage Park.
- Provide ties to the greenway linkages already proposed in the Stanley and Morse neighborhoods and into the greenway system in the City of Leawood.
- Redevelop the quarry at 167<sup>th</sup> Street and Switzer Road as park, recreation or open space when extraction operations are complete.
- Recognize and appropriately reflect the nature conservation easement area established in 1994 in Section 21-14-25 southeast of 167<sup>th</sup> Street and Nall Avenue.
- Consider the guidelines included in the City of Overland Park Comprehensive Plan's Parks, Recreation and Open Space Land Use Goals.
- Augment the greenway linkages along U.S. 69 Highway with park and open space areas north of 167<sup>th</sup> Street on the west side of the highway.

## Very-Low-Density Residential

### **Less than or equal to one unit per acre.**

- Locate east of U.S. 69 Highway in areas with topographic limitations.
- Allow in areas having no public sanitary or storm sewer systems.
- Do not allow in the Transition Area west of U.S. 69 Highway, south of Coffee Creek, and north of the ridge line between the basins of Coffee Creek and Wolf Creek unless it is determined that there is not a strong

potential for subdivisions with improved roadways, sanitary sewer and storm drainage systems developed to urban standards in this Transition Area. Discourage in the Transition Area east of U. S. 69, south of 167<sup>th</sup> Street.

## Transition Areas

**These are areas where the pressures for development and the factors that would affect the nature of development are evolving, therefore committing to specific residential land uses for these areas is not appropriate at this time.**

One of the key factors that will affect the nature of future development is the availability of sanitary sewers. Generally, the Transition Areas should be regarded as areas where ultimately the availability of sanitary will make residential uses at urban densities possible. In the interim, these areas might be partially developed with residential uses not served by sanitary sewers, but any such development should be located so as to not unreasonably obstruct urban-density residential uses in the future.

Three "Transition Areas" have been identified for the Blue Valley Plan - Urban Fringe Area:

- South of Coffee Creek, north of the ridge line between the Coffee Creek and Wolf Creek basins, and west of U.S. 69 Highway.
- South of 167<sup>th</sup> Street, east of U.S. 69 Highway, and north of the Blue River floodplain.
- South of 159<sup>th</sup> Street, east of Metcalf Avenue, to the north and west of the existing residential area.

## Low-Density Residential

**Greater than one and less than or equal to five units per acre.**

- Locate mostly west of U.S. 69 Highway, north of Coffee Creek where there are few topographic limitations.

- Locate where there is strong potential for subdivisions with improved roadways, sanitary sewer and storm drainage systems developed to urban standards.
- Allow in the Transition Area west of U.S. 69 Highway, south of Coffee Creek, and north of the ridge line between the basins of Coffee Creek and Wolf Creek as sanitary sewer and storm drainage systems are developed to urban standards. Provide for the right-of-way needed for roadway improvements.
- Allow in the Transition Area east of U.S. 69, south of 167<sup>th</sup> Street.
- Consider the guidelines included in the City of Overland Park Comprehensive Plan's Low-Density Residential Land Use Goals.

## Medium-Density Residential

### **Greater than five and less than or equal to 12.5 units per acre.**

- Use as a buffer between Low-Density Residential and Light Industrial/Business Park uses.
- Locate on the northwest corner of 159<sup>th</sup> Street and Mission Road.
- Consider the guidelines included in the City of Overland Park Comprehensive Plan's Medium- and Higher-Density Residential Land Use Goals.
- Use as a buffer on the west side of U.S. 69 Highway, east of a new north-south collector street located generally along the ridge line that parallels the highway, north of 167<sup>th</sup> Street for about one-half mile. Locate in the vicinity of the northwest corner of 167<sup>th</sup> Street and U.S. 69 Highway.

## Neighborhood Commercial Center

- Locate on the northeast corner of 179<sup>th</sup> Street and U.S. 69 Highway.
- Locate on the southeast corner of 179<sup>th</sup> Street and U.S. 69 Highway.

- Consider the guidelines included in the City of Overland Park Comprehensive Plan's Commercial Land Use Goals.

## Light Industrial/Business Park

**Business Park is intended to allow a mix of office, light industrial and limited retail and service uses in a planned setting of 15 acres or more.**

- Locate between 159<sup>th</sup> Street and 167<sup>th</sup> Street between U.S. 69 Highway and Metcalf Avenue.
- Locate on the north side of 159<sup>th</sup> Street west of the Blue River (existing ARCO site).
- Consider the guidelines included in the City of Overland Park Comprehensive Plan's Light Industrial/Business Park Land Use Goals.

## Research and Development

- Locate along the east side of Metcalf Avenue between 179<sup>th</sup> Street and the Blue River (existing Bayer research farm facility).
- Consider the guidelines included in the City of Overland Park Comprehensive Plan's Light Industrial/Business Park Land Use Goals.

## Street Designations

- Continue thoroughfares along section lines at one-mile intervals recognizing that at some locations natural features may be too significant to justify the cost of construction.
- Provide for collector streets in the annexation area and the Blue Valley Plan - Urban Fringe Area as shown.

## Public and Semipublic

Locate on the east side of Antioch Road across from the proposed school district sports activity complex.

- Locate southeast of the intersection of 159<sup>th</sup> Street and Metcalf Avenue, especially north of the existing fire station.
- Locate east of the electrical utility substation on the north side of 167<sup>th</sup> Street one-half mile east of Switzer Road (especially if a collector street from 167<sup>th</sup> Street to an educational complex were located there.)

## **Goals and Policies for the Blue Valley Plan - Urban Fringe Area**

The Future Land Use Plan includes the goals and policies that can be found in the Goals for Overland Park text of the City's Comprehensive Plan.

### **Current Conditions**

In 2008, Overland Park annexed 8.3 square miles south of 167<sup>th</sup> Street and west of U.S. 69 Highway. With this annexation, all of the property west of the highway that was part of the Blue Valley Plan, Urban Fringe Area is now part of the City of Overland Park.

Goal 2 of the land use goals and policies identified in the Blue Valley Plan – Urban Fringe Area continues to be implemented by the staffs of the Johnson County Planning Office and the City's Department of Planning and Development Services. The county staff continues to provide City staff with notice of applications for zoning or development approval in Aubry and Oxford townships and requests comments from City staff regarding these development proposals. The City continues to notify county zoning boards of all items pending before the Planning Commission.