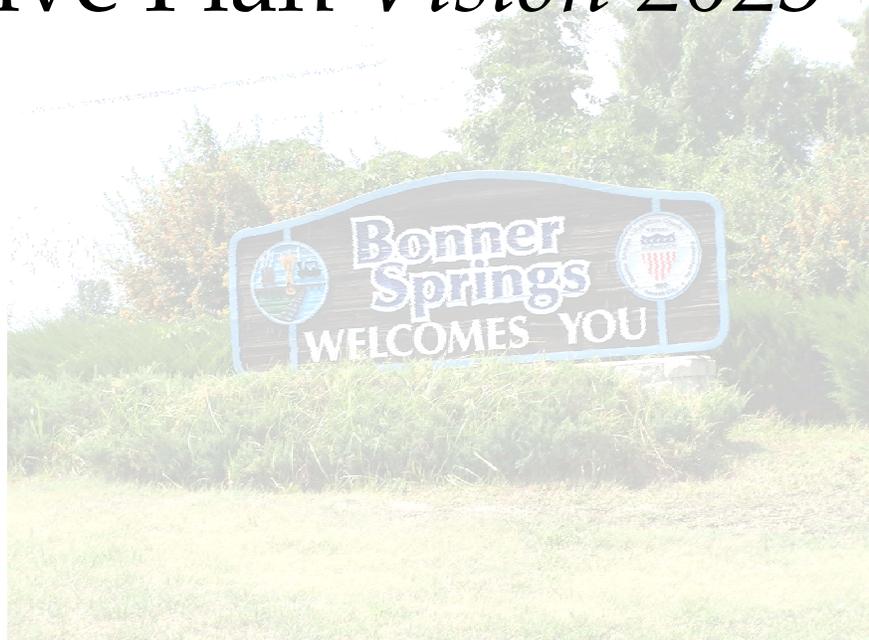




City of Bonner Springs Comprehensive Plan *Vision 2025*



ORDINANCE NO. 2213

An Ordinance Adopting the Comprehensive Plan "Vision 2025" Prepared by Bucher, Willis & Ratliff Corporation for Future Development within the City of Bonner Springs and its Planning Area and Repealing the Bonner Springs, Kansas, Master Plan Adopted under Resolution PZ No. 99-86, Resolution 1991-30 and Repealing Prior Ordinances of the City of Bonner Springs, Kansas.

BE IT ORDAINED BY the Governing Body of the City of Bonner Springs, Kansas:

Section I: The Planning Commission of the City of Bonner Springs, Kansas on February 26, 2008 voted unanimously to adopt the Comprehensive Plan "Vision 2025" after a public hearing was duly published and conducted.

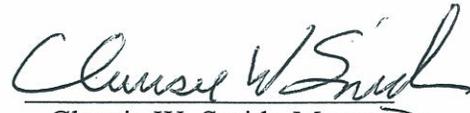
Section II: Adoption of the Comprehensive Plan "Vision 2025":

There is hereby incorporated by reference for the purpose of regulating the future development of land within the City of Bonner Springs and its planning area, prepared by Bucher, Willis and Ratliff Corporation, 903 E. 104th Street, Suite 900, Kansas City, MO 64131, such incorporation being authorized by K.S.A. 12-3009 through 12-3012, inclusive, as amended. Not less than one (1) copies of said Comprehensive Plan "Vision 2025" shall be marked or stamped "Official Copy as Incorporated by Ordinance No. 2213 of the City of Bonner Springs, Kansas", and to which shall be attached a copy of this ordinance, and filed with the City Clerk to be open to inspection and available to the public at all reasonable business hours. All persons duly charged with enforcing and administering said Comprehensive Plan "Vision 2025" shall be provided copies thereof.

Section III: The Bonner Springs, Kansas, Master Plan as adopted under Resolution PZ No. 99-86, Resolution No. 991-30 are hereby rescinded and Ordinance No's 1458; 1635; 1718, Section I; 1745, Section I; 1779, Section 1 and II; 1812, Section I; 1884, Section I and 1921, Section I are hereby repealed.

Section IV: This ordinance shall be in full force and effect after passage and publication in the official city newspaper.

APPROVED by the Governing Body and signed by the Mayor of the City of Bonner Springs, Kansas, this 24th day of March, 2008.


Clausie W. Smith, Mayor

ATTEST:


Rita Hoag, City Clerk

(SEAL)



ACKNOWLEDGEMENTS
COMPREHENSIVE PLAN VISION 2025

City of Bonner Springs, Kansas

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Chapter 1. Comprehensive Plan Overview

INTRODUCTION

The City of Bonner Springs Comprehensive Plan is an official public document adopted by the City's Planning Commission for the physical development of the community within the city and its overall "Growth Area" (**Ref. Chapter 2, Bonner Springs Development Challenges map**). The Comprehensive Plan (also referred to as "the Plan") is many things, but primarily is a policy document for how the City and the citizens of the Bonner Springs community want to influence—and respond to—growth in the next 10-20 years. The Plan is a rational and comprehensive guide for physical development that fosters quality growth, conservation and preservation of natural resources, and development throughout the city and its unincorporated planning area.

The City of Bonner Springs Comprehensive Plan, 2008 is an official update to the City's 1987 Comprehensive Plan. Long range in nature, the Plan is intended to be a source of direction and guidance toward a desired end, rather than a static blueprint of future development of the City. A comprehensive plan for a city and its planning area is comprehensive by virtue of four key principles:

1. The plan applies to all land use and circulation systems.
2. Second, the plan covers the entire geographic area affected by common challenges of development.
3. Further, the plan is designed to meet long-range consequences, which will show up in 10-20 years; and in some issues, 50 years.
4. Finally, the plan is part of a continuing process, in which all the essential steps are taken of studying facts, making plans, and executing them.

The 2008 update of the City's Comprehensive Plan comes at a critical juncture in the history of Bonner Springs. The Plan is a major step in the process whereby Bonner Springs is poised to plan for continued growth and development, and renewed partnerships with residents, businesses, and the three counties over which the city's planning area is located. The Plan's underlying purpose is to preserve and enhance investment by all citizens while providing the foundation for quality economic growth and stability. Such actions will result in a safe and healthful environment for future generations.

Planning Authority

Since the landmark case of *Village of Euclid vs. Amber Realty Company*, decided in 1926, the United States Supreme Court has consistently recognized the legitimate right of government to legislate land use for the protection of the public welfare. In exercising this right, the City cannot deprive a property owner of all reasonable economic use of his property, nor can it act arbitrarily, using the law to accomplish against an individual property owner what it is otherwise unable or unwilling to do through direct compensation. However, the City has a broad ability to mitigate the public impact of private development. This is an authority that

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has been used to uphold laws mandating historic preservation, natural resource protection, zoning, signage restriction, aesthetic regulation, impact fees, excise taxes and required dedications. Euclid is still the law today. The government cannot single out individual property owners, nor can it act in an arbitrary manner. The ends must justify the means.

Kansas State Statutes provide cities with the authority to prepare and adopt a Comprehensive Plan, Zoning Regulations and Subdivision Regulations. The authority to prepare a Comprehensive Plan is stated in KSA 12-746 (a).

A city planning commission is hereby authorized to make or cause to be made a comprehensive plan for the development of such city and any unincorporated territory lying outside of the city but within the same county in which such city is located, which in the opinion of the planning commission, forms the total community of which the city is a part.

Under current planning and zoning statutes, however, the City is under no obligation to prepare a Comprehensive Plan unless it wants to adopt subdivision regulations (KSA 12-748). Similarly, the City is not required by statute to follow the recommendations of the Plan unless so specified by City ordinance. In spite of this, case law within Kansas and throughout the nation has effectively established that the Comprehensive Plan forms the basis for enforcing zoning regulations. Without a Comprehensive Plan, determining and justifying specific zoning districts within a city is arbitrary at best.

To this extent, the Comprehensive Plan is often primarily used by the Planning Commission as a guide when presented with rezoning requests. In considering a rezoning request, state statutes (KSA-756) require the City to review the application in relation to “matters to be considered” as adopted in the Zoning Regulations. These considerations should include review of the application’s consistency with the Comprehensive Plan. Although the City is not required to follow the Plan’s recommendations regarding future land use, state statutes specifically provide that rezoning requests that are consistent with the Plan are presumed to be reasonable (KSA 12-756).

Any such (proposal for zoning) amendment, if in accordance with the land use plan or the land use element of a comprehensive plan, shall be presumed to be reasonable.

It must be clear that the Plan is not a set of regulations or a zoning ordinance. The Plan is a guide for development within the City, providing direction regarding the community’s preferred future, goals, objectives, priorities and policies. For this reason the Plan must be kept up to date. KSA 12-746 requires the Planning Commission to review or reconsider the Plan at least once each year in order to ensure that the Plan is still valid and relevant. During this review the Planning Commission is authorized to propose amendments, extensions or additions to the Plan following the same procedure for adoption of the original Plan. Future “corridor plans”, “neighborhood plans” and “sub-area plans” should serve as the basis for updates to the Comprehensive Plan.

VICINITY AND PLANNING AREA

The City of Bonner Springs is located in western Wyandotte County, with small land areas extending into northern Johnson County and eastern Leavenworth County, Kansas. The City is in three counties, primarily Wyandotte County.' The City's geographic location is in the vicinity of regional freeways and highways: I-70 and I-435 freeways; K-7 and K-10 highways.

Figure 1.1, Vicinity Map



US 24/40 Hwy (State Avenue) serves at the northern boundary for the city limits and the planning area, while the city limits and planning area boundary meander on the east, extending as far east as 110th Street. The Wolf Creek drainage basin in Leavenworth County is the western boundary of the planning area, which is based on the city's ability to provide cost-effective municipal services in the sub-drainage basin.

CHAPTER 1

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Small watersheds are more suitable for long-range planning than other units such as a major river basin or county line. Most land problems are linked with water problems. More than half of the flood damage in the United States occurs in small watersheds. Most of the drainage needs are confined to small watersheds. Many of the problems of erosion, as along watercourses, can be solved only by public action at the watershed level of planning.

The Kansas River is the county line between Wyandotte and Johnson Counties, and serves as the city's southern city limits, except for the Bonner Springs industrial park area south of the River and east of K-7 Highway. The *Bonner Springs Industrial Park and Industrial Park East* have available lots for development, and expansion is being considered. An 800-acre pie shaped triangle referred to as the "Loring Service Area" lies in unincorporated Wyandotte County, and is under City of Bonner Springs land use regulatory authority. The area—between the Kansas River and the southern city limits on the north (generally south of Stillwell Road), and the Leavenworth County Line (142nd Street) on the west—is subject to an interlocal agreement between the City and the Unified Government of Wyandotte County for planning, zoning, and subdivision jurisdiction.

HOW TO USE THE COMPREHENSIVE PLAN

The Comprehensive Plan is intended to guide policy and provide recommendations for future actions involving land development and land preservation, and it serves as the legal basis for sound land use decisions. As the official policy guide for growth and development, the Comprehensive Plan includes goals, objectives, and polices reflecting the City's overall direction when planning for growth. The Plan also presents recommendations for how to implement the policies.

The Comprehensive Plan is the legal framework on which the City's zoning and subdivision regulations are enacted and amended by the City Council upon recommendations from the Planning Commission. These two land use regulatory ordinances shape the locations, type, quality, and comprehensiveness of the physical development of Bonner Springs. More specifically, the Plan:

- serves as a "database" for the City's long-term planning activities. This database includes information regarding population, economic development, housing, utilities, land use, the natural environment, public facilities, and transportation;
- delineates the City's major planning principles and strategies;
- analyzes the factors that affect development and assesses planning implications;
- recommends the future development of Bonner Springs in policy and map formats. The policies serve as a guide and legal basis for planning decisions. The Future Land Use Plan map is a graphic representation of those general policies;
- presents recommended changes to the City's land use and development control regulations as a means to implement the Plan's recommendations; and

- provides a basis for consideration and evaluation of future development, subdivision, and annexation requests.

The Plan provides a comprehensive long-term focus and general policy framework to direct the future growth of the City. It is long range because it represents the long term vision of the future physical condition of the community and its socio-economic well being. It is general in order to accommodate the very dynamic nature of community planning. The Plan strives to ensure orderly, healthy and harmonious growth that maximizes public benefit while minimizing public cost.

The Plan also includes a near-term focus. It provides a foundation for land use and development regulations. The Plan outlines the City's intentions for near-term development and outlines recommended planning principles and action strategies to implement its recommendations. While the Plan provides direction, it should not be viewed as a zoning document or ordinance. In contrast to regulatory documents, the Comprehensive Plan should be recognized and utilized as a flexible evolving document to be interpreted within the broad spectrum of land development possibilities and changing conditions. The Plan should be amended after review if sound justification is presented for logical revisions to the Plan.

The development of the Plan itself serves another important function or purpose which is to obtain public input through a public participation process in the identification of long-term community development policies. The policies represent the community's common understanding of what growth can be expected.

THE PARTICIPATION PROCESS

In order to engage the public in the planning process, a participation structure of stakeholder groups, landowners, community leaders, developers, appointed and elected officials, municipal representatives, and members of the public at-large was established to provide input and build agreement on principles and specific recommendations for the plan.

Appendix A and Appendix B contain a summary of the public workshops held as part of the process for preparing this Plan. The public participation process includes the following:

- Individual stakeholder meetings conducted with key community individuals to provide the project consultants and City staff with additional input and supporting documentation about how to best plan for the city's future.
- An interactive public Focus Session workshop for the public to identify and prioritize critical planning issues facing Bonner Springs both now and in the future.
- An interactive public Charrette workshop in which small groups discuss the key planning issues identified at the Focus Session.
- Work sessions open to the public conducted with the City Planning Commission and City Council to discuss and refine recommendations for the Comprehensive Plan.

Public Benefits of the Plan

Local governments have a broad ability to mitigate the public impact of private development and promote the public welfare. The legitimate right of government to legislate land use for

the protection and promotion of the public welfare must be balanced with a property owner's rights to promote the reasonable economic use of his property. The Plan balances the interests of all parties: considering the needs of individual property owners while promoting the good of the community-at-large.

Extraterritorial Jurisdictional Responsibility

The City of Bonner Springs Planning Commission and City Council are responsible for managing the growth and development of the "Loring Service Area" of unincorporated Wyandotte County, located southwest of the city, due to agreements with the Unified Government of Wyandotte County. However, the unincorporated portion of the planning area located in Leavenworth County falls under the jurisdiction of the Leavenworth County Planning Commission and County Commission.

The location of the City of Bonner Springs in three counties and its surrounding unincorporated planning area, which includes portions of Wyandotte and Leavenworth Counties, requires a multi-jurisdictional coordination effort. Future growth and development in Bonner Springs must be responsive to the plans of adjacent municipalities. Growth management must allow the jurisdictions now providing or ultimately providing water, sanitary sewer, public safety, and education services the ability to do so in a cost effective manner. Development must occur in a manner that results in a logical urban pattern with long-term value rather than short-term gains. Without the long-term vision and coordination between municipalities, development decisions will result in haphazard suburbanization of the city, and impacts on environmentally sensitive areas, and increases traffic congestion.

Role of the Planning Commission

The City Planning Commission is composed of not more than nine (9) members appointed by the Mayor and confirmed by the Council Members. Since the city's Zoning Ordinance applies to land which is located outside the corporate limits of the City, two (2) of the members of the Commission must reside outside of the corporate limits of the City and within the unincorporated area subject to the zoning regulations. No other member of the Planning Commission may be a non resident of the City.

The following are the roles of the Planning Commission in the community building process.

1. Adopt a Comprehensive Plan for the physical development of land within the City of Bonner Springs and the surrounding unincorporated planning area, which together are considered to form the Bonner Springs community.
2. Serve as an advisory body to the City Council.
 - Hold public hearings to obtain public opinion regarding each rezoning, special use permit application and proposed text amendments.
 - Adopt a recommendation to the City Council on each rezoning and special use permit application and proposed text amendments.

3. Approve or disapprove both preliminary plats and final plats.
4. Approve or disapprove site plans for new development or redevelopment projects.

Role of the City Council

The City Council is responsible for enacting and amending the City's *Zoning Ordinance* and *Subdivision Regulations* after consideration of the recommendations of the Planning Commission. This responsibility includes amendments to the Zoning Map for the city and the unincorporated area of Wyandotte County in the Loring Service Area. The role of the City Council in the subdivision process is to accept or reject dedications of easements, rights-of-way and the public lands, and approve financial guarantees or financing mechanisms to ensure construction of all public improvements.

The City Council does not have a direct role in regard to the Comprehensive Plan. By statute, The Planning Commission is responsible for the preparation, adoption, and implementation of the Comprehensive Plan. However Article IV of the City *Zoning Ordinance* states "*no comprehensive plan shall be effective unless approved by the Governing Body.*"

When recommending action on rezoning of land, special use permits, subdivisions, and text changes to the *Zoning Ordinance* and *Subdivision Regulations*, the Planning Commission must consider compatibility and compliance with the Comprehensive Plan. The following are the roles of the City Council in the community planning process.

1. Adopt and amend the Comprehensive Plan and all associated plan maps after considering the Planning Commission's recommendation.
2. Enact and amend the Zoning Regulations and zoning district map after considering the Planning Commission's recommendation.
3. Enact and amend the Subdivision Regulations after considering the Planning Commission's recommendation.
4. Approve annexations following the appropriate considerations.
5. Approve Special Use Permits after considering the Planning Commission's recommendation.
6. Grant waivers to required public improvements and/or public improvement specifications of the Subdivision Regulations as deemed necessary.
7. Accept or reject dedications of easements, rights-of-way and public lands on subdivision final plats after the final plat has been approved by the Planning Commission. This responsibility does not include approving subdivision plats.
8. Approve engineering plans for construction of publically funded public improvements.

9. Approve financial guarantees or financing mechanisms to ensure construction of all public improvements within subdivision plats.
10. Accept public improvements after they have been constructed and are found to have been constructed in accordance with the approved engineering plans.
11. Appoint members of the Planning Commission and the Board of Zoning Appeals.

Role of the Board of Zoning Appeals

The City of Bonner Springs Board of Zoning Appeals (BZA) consists of five (5) but not more than seven (7) members appointed by the Mayor with the approval of the City Council. The Board membership includes one member of the Planning Commission and at least one member who is a resident of the area outside the City's limits since zoning regulations have been enacted which affect land outside the corporate limits of the City.

The role of the BZA is primarily a quasi-judicial body rather than an advisory or legislative one. In the case of an appeal, the responsibility of the Board of Zoning Appeals is to rule on the interpretation of the *Zoning Ordinance* whenever there is an ambiguous provision or an alleged error. The Board has the power to hear and decide appeals where it is alleged that there is error in any order, requirement, decision or determination made by the Planning Department in the enforcement of the zoning ordinance regulations.

The Role of the City Zoning Ordinance

The *Zoning Ordinance* of the City of Bonner Springs is a legislative tool used to implement the Comprehensive Plan. K.S.A. 12-753 permits the Governing Body to adopt Zoning regulations dividing land into districts of such number, shape, area and of such different classes, according to the use of land and buildings and the intensity of such uses, as deemed necessary to carry out the purposes of the adopted Comprehensive Plan.

The purpose of a zoning ordinance is to:

1. encourage appropriate uses of land;
2. maintain and stabilize the value of property;
3. reduce fire hazards and improve public safety and safeguard the public health;
4. decrease traffic congestion and its accompanying hazards;
5. prevent undue concentration of population;
6. create a comprehensive and stable pattern of land uses on which to plan for transportation, water supply, sewerage, schools, parks, public utilities, and other facilities; and
7. protect and promote the public health, safety, convenience, comfort and general welfare.

THE BASIS OF DECISION MAKING

In administering the plan and zoning and subdivision regulations, the Bonner Springs Planning Commission follows rules and procedures, as set forth in their commission bylaws. It is crucial that the decisions of the commission are made fairly and that they have the appearance of fairness. The credibility of the Planning Commission will erode if there is an appearance of unfairness or impropriety in members of these public bodies. For this reason, it is important that its code of conduct be followed as closely as possible.

1. Serve the Public Interest. The primary obligation of Planning Commission members and planning staff is to serve the public interest.
2. Support Citizen Participation in Planning. Because the definition of the public interest is modified continuously, Planning Commission members and planning staff must recognize the right of citizens to seek to influence planning decisions that affect their well being.
3. Recognize the Comprehensive and Long Range Nature of Planning Decisions. Planning Commission members and planning staff should recognize and give special consideration to the comprehensive and long-range nature of planning decisions: seek to balance and integrate physical (including historical, cultural, and natural), economic, and social characteristics of the community or area affected by those decisions.
4. Expand Choice and Opportunity for All Persons. Planning Commission members and planning staff should strive to make decisions which increase choice and opportunity for all persons; recognize a special responsibility to plan for the needs of disadvantaged people; and urge that policies, institutions, and decisions which restrict choices and opportunities be changed.
5. Facilities Coordination through the Planning Process. Planning Commission members and planning staff must encourage coordination of the planning process.
6. Maintain Public Confidence. A Planning Commission must conduct itself publicly so as to maintain public confidence in the public planning body, and the official's performance of the public trust.

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Chapter 2. Existing Conditions

INTRODUCTION

This Chapter summarizes natural conditions and man-made improvements that impact Bonner Springs's long-term future. Environmental characteristics and infrastructure in Bonner Springs are the focus of the summary, as they play a significant role in the location and cost of serving development—both existing land uses and “urban systems” and future development. Significant barriers to development in some portions of the city include floodplains and high water tables, shrink swell soils, soils unsuited for on-site septic systems, and severe slopes.

Soils

Bonner Springs is located in the general soil area of Kansas labeled “deep Loess Drift”. The **Soil Survey** of the region published by the US Department of Agriculture lists 34 soil series in the three counties. Bonner Springs is further defined into eight (8) general soil associations, with the most widespread being the Sharpsburg-Macksburg association, the Knox-Sibley association, and the Armster-Lagonda-Sharpsburg association.



Wolf Creek is the west sub-basin that drains south to the Kansas River, framing the west growth area of the City.

A majority of the soil types in Bonner Springs are unsuited for on-site septic systems due to flooding, soil wetness and slow percolation. Also, local roads may require careful treatment due to the poor quality of the soils. Shrinking and swelling of soils are present in both lowland and upland sites, with uplands being the most prevalent.

Mineral Resources

The geologic formations in Bonner Springs are the Lansing Group and the Kansas City Group. These two groups are generally described as having the potential for production of quarried limestone materials such as riprap, road surface material, and products for the manufacture of cement. In addition, the Kansas City Group contains irregular or

thin beds of high sulfur content coal. Neither fossil nor non-fossil mineral resources are actively being extracted in Bonner Springs.

Steep Slopes

Slopes greater than 15 percent are generally considered a severe limitation for residential development; and greater than 20 percent, barriers to surface infrastructure extensions, such as roads.

In the eastern portions of the city, steep slopes occur along the edges of the floodplains and north of the Kansas River in the quarry and campground regions; and west of the city in portions of the Wolf Creek sub basins. (Ref *Bonner Springs Development Challenges* map at end of this chapter).

Bedrock

The presence of bedrock near the surface can significantly increase development costs and may make new development prohibitive due to excavation costs. The shallow bedrock in Bonner Springs that may interfere with excavation is mostly soft and rippable with the aid of commonly used construction equipment such as a backhoe.

Floodplains

Significant flood prone areas in the City and in unincorporated areas outside Bonner Springs exist in the creeks that flow south to the Kansas Rivers and their tributaries. In the planning area the floodplain boundaries run along the main sub-basins of Wolf Creek, Spring Creek, East Mission Creek and West Mission Creek, and related branches that flow south to the Kansas River.

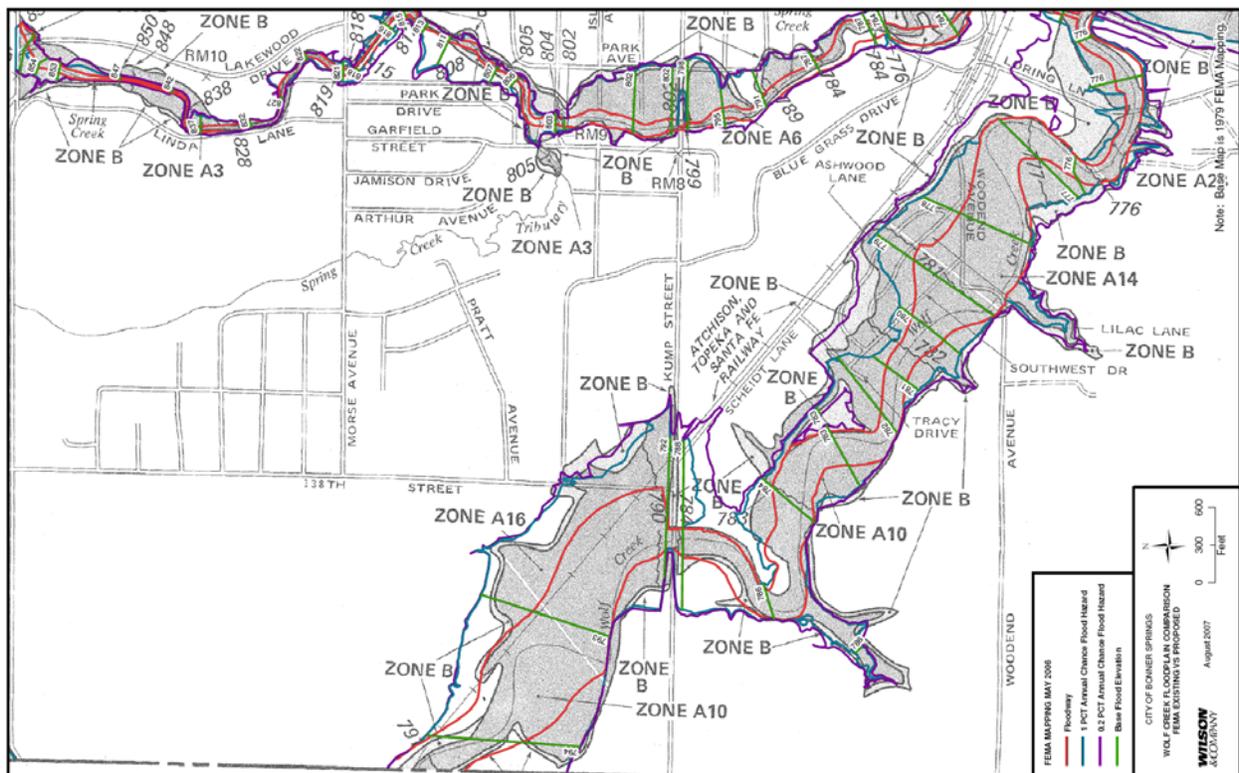


Figure 2-1—Updated FIRM map of the Wolf Creek basin as it flows to the Kansas River

Small watersheds are more suitable for long-range planning than other units such as a major river basin or county line. Most land problems are linked with water problems. More than half of the flood damage in the United States occurs in small watersheds. Most of the drainage needs are confined to

small watersheds. Many of the problems of erosion, as along watercourses, can be solved only by public action at the watershed level of planning.

MUNICIPAL UTILITY INFRASTRUCTURE

The City's Capital Improvement Program is adopted annually with each budget. The city is budgeting maintenance and reinvestments to bring older systems in line with current needs. For example, there are many gaps in the city's sidewalk network that need to be repaired and/or constructed. It is difficult



Stormwater ditches, such as here on 138th Street, need frequent maintenance over time.

for children to walk to school given the limited sidewalk network in the older core area of the community. New infrastructure systems are needed to assist and promote new development.

The City is planning for proactive management of growth compared to past decades. There is a general recognition that regional growth is more and more present, and there is a need for strategic planning when providing infrastructure for growth. Again, with the example of sidewalks, the City has begun replacing dilapidated walk sections and building where there was none on a priority basis, such as on routes to public schools.

Stormwater Services

- The city has adopted a new Storm Water Management Program and Utility as of January 2008 (**Ref. Appendix C**).
- A comprehensive storm water master plan is needed for all of the drainage basins in the city's future growth area. Currently only limited areas have been studied (i.e. Spring Creek basin and the "Clark" area). KCAPWA standards have been adopted: 1.8 cubic feet per second (cfs) per acre allowed.
- The City is studying options for regional storm water detention to augment individual site by site facilities—a stormwater utility fund may be an option to consider as a way to fund regional improvements.
- The City is considering standards for stream protection (i.e. setbacks and stream buffers); and, how stream buffer areas will be maintained and who will maintain them.

Sanitary Sewer Services

- The wastewater treatment plant has a capacity to treat 1.4 million gpd, and averages about 700,000 gpd. Wet weather peak flows exceed treatment capacity, in which case back up and holding mechanisms are employed.
- Along with the planned Wolf Creek sanitary sewer interceptor the City needs to plan for other major infrastructure needs including water, roads, parks, etc.
- There is only limited capacity remaining in the Spring Creek sewer basin and therefore new developments proposing to pump sanitary sewer from other basins into the Spring Creek basin could consume the remaining capacity to serve future development in the basin.

Municipal Water Services

- The City will need to address the rural water district issues in Leavenworth County as annexation and development occur in the Wolf Creek basin west of the county line.

MAJOR STREET PLAN

The City has maintained a major street plan (**Ref. Bonner Springs Major Street Plan map**). There are major policy issues facing the City of Bonner Springs as it updates its long-range plan in 2007:

- Deferred maintenance and new construction of major street roadways and other major infrastructure improvements need new and expanded funding source(s).
- The ultimate design of a revised I-70 / K-7 interchange has not been determined, but will have a significant impact on properties in the area, including south on K-7 Highway.
- The K-7 / Kansas Ave intersection is planned—in the *K-7 Corridor Study* the City has signed on to through a Memorandum of Understanding—to be converted into a single-point interchange.
- The corridor study further restricts future local access through management policies and standards and will be implemented over time in cooperation with KDOT as corridor development continues in the future.

DEVELOPMENT PATTERNS

Growth and development in the city has been characterized by infill within historic Bonner Springs—centered on the downtown—and by newer suburban growth north of downtown, west of K-7 Highway, primarily in the Spring Creek and upper Wolf Creek drainage basins. Unincorporated areas outside Bonner Springs in Leavenworth County have been characterized by single-lot rural residences on county roads, and isolated rural subdivisions. These developments have been primarily along major transportation corridors, including K-32 Highway.

Overview

The City seeks to manage growth in an orderly manner and not leapfrog beyond areas that can be reasonably served by utilities and services. Development patterns may be summarized as follows:

- Housing is still relatively affordable in Bonner Springs, which helps attract new home buyers.

- The Wolf Creek basin and the area in proximity to the new Wolf Creek sanitary sewer interceptor should be considered the most appropriate area for new growth.
- An area for long-term business and industrial development needs to be identified and supported. Possible areas may include the Shawnee Rock property and the Nettleton interchange east of K-7 Highway. The Loring area is not conveniently located to regional highways, complicating its potential: traffic generated by new development in the Loring area and Wolf Creek basin needs to be addressed for east-west thoroughfares, including K-32 and Front Street through downtown.
- The K-7 Corridor will likely accommodate new commercial and office uses in upcoming years. However, the frontage road system must be funded and developed to support new development.
- The city needs to establish a development policy and address issues such as developer and city infrastructure responsibilities, development guidelines, etc. so developers know what to expect and that the requirements will be applied consistently and equitably.



Residential Growth has occurred primarily in North Bonners Springs in the past decade.

- A development / growth financing system based on a consistently applied formula should be developed.
- Standards for new development and redevelopment should be promoted to establish and maintain a unique character.
- Planning for future annexation of growth areas should occur, and outline the appropriate considerations and procedures to annex growth areas.

- The Park Master Plan will address new park needs and facilities. However potential parks and recreation uses along the Kansas River have been identified as desirable opportunities.
- Riverfront trails and river access opportunities have been discussed for further study.

ECONOMIC DEVELOPMENT

Bonner Springs has an opportunity to take advantage of its location and quick access to metro area destinations. Bonner Springs needs to market itself to draw people to the community.

Overview

Wayfinding signage at major intersections and travel corridors would help visitors find local destinations. Downtown has seen investments—by both the public and private sectors—and has



opportunities for continued investment; however, it still needs promotion as a unique destination, and still has vestiges of disinvestment. The city needs to plan for and invest in land for industrial and business park development. The City issued \$3.5 million in GO Bonds in fall 2006.

The City building permits have increased annually since 2001 from 50 to 128, and in value from \$9.9 million to \$22.8 million. Sales tax collections (city sales tax and the city’s portion of countywide sales taxes) were \$1.8 million in 2000 and \$3.4 million in 2005. The City “mill levy” (the local property tax levy per \$1,000 of assessed value) has decreased from 39 mills in 2001 to 32.6 mills in 2005.

The Bonner Springs Industrial Park includes Business Park infrastructure and available sites.

Assessed Valuation

The City is located primarily in Wyandotte County, Kansas. However, a small portion of the City (approximately 5 percent of assessed valuation) is located in adjacent Leavenworth and Johnson Counties. The following table gives the total assessed valuation of the City for the years indicated.

Year	Real Property	Personal Property	State Assessed	Motor Vehicle	Total Assessed Valuation
2006	\$58,144,576	\$4,626,560	\$5,185,022	\$7,003,212	\$74,959,370
2000	27,979,456	5,146,996	4,197,918	5,940,818	43,265,188

Source: Wyandotte, Leavenworth, and Johnson County Clerks’ Offices

In order to promote and foster quality community and economic growth, the City has developed an

Economic Development Incentive Policy which grants certain financial incentives to new and existing businesses. Included in the Policy are property tax rebates such as the Neighborhood Revitalization Property Tax Rebate Plan, property tax increment allocated to designated projects with tax increment financing (TIF), and property tax exemption with industrial revenue bonds (IRBs). In January 2007 the City adopted a Transportation Development District Policy (TDD). A TDD serves to fund, promote, plan, design, construct, improve maintain or operate one or more “projects” relative to the transportation needs of the area.

Estimated Actual Valuation

Based on assessment percentages provided by Kansas Statutes and estimated appraised valuations provided by the Wyandotte, Leavenworth, and Johnson County Clerks’ Offices, the following table provides an estimated actual value for all taxable property within the City in the years indicated.



Downtown Bonner Springs has seen significant private and public investments in the past decade.

Year	Residential Real Estate Equalization Ratio	Estimated Actual Value
2006	not available	\$478,235,727
2005	10.96%	435,134,678
2000	9.38	254,818,214

Largest Taxpayers

The following table lists the largest taxpayers in the City, and their 2006 assessed valuations.

Table 2.1—Assessed Valuations

Company	Business Type	Assessed Valuation
Southwestern Bell Telephone	<i>Telecommunications</i>	\$2,305,473
Wal-Mart Real Estate	<i>Retail Store</i>	2,584,040
Verizon Wireless Amphitheater	<i>Amphitheater</i>	1,487,000
PC Realty Trust	<i>Real Estate</i>	1,041,449
IMCB Corporation Bulk	<i>Bakery Mixes</i>	1,082,515
Bonner Springs Shops LLC	<i>Real Estate</i>	509,175
Ensign Development	<i>Real Estate</i>	429,149
Deffenbaugh Industries	<i>Waste Management</i>	413,124
Individual	<i>Shopping Mall</i>	397,372
Lakeshore Bonner LLC	<i>Real Estate</i>	352,374

Source: Wyandotte County Appraiser's Office

Sales Tax

Wyandotte County currently levies a 1% local option sales tax on all applicable goods and services purchased or provided within the county. In addition, the City levies a 1.75% local option sales tax on all applicable goods and services purchased or provided within City limits. The first .50% of the City tax



was implemented in 1981 and another .50% City tax was implemented in 1985. In October 2003, an additional .25% was added by the City to fund emergency service improvements. In November 2004, voters in the City authorized another .25% to fund a new aquatic facility, with collections beginning April 1, 2005. In September 2006, voters in the City authorized another .25% to fund a new city library facility, with collections beginning January 1, 2007. These taxes are in addition to the State's 5.3% sales tax. The total sales tax in the City to 8.05 cents, or 8.05% of cost.

Commercial development is continuing at the K-7/I-70 interchange, including sites beyond the immediate interchange that are site-planned with more appropriate access control.

Johnson County levies an 8.15% sales tax of which the City receives 1.75% distribution from the County. The City also receives a nominal distribution from Leavenworth County. The State of Kansas is responsible for collection and

distribution of all sales taxes. Countywide local option sales taxes are distributed monthly to the

County and the cities within the County on a basis of population and relative tax levy. Citywide local option sales taxes are disbursed monthly in full directly to the City. Statewide sales taxes are retained by the State and not distributed to local municipalities. The following table shows the amount of county and city local option sales taxes distributed to the City since 2000.

Table 2.2—City Sales Tax Receipts are Increasing

Year	City's Portion of County Tax	City Tax	Total
2006	NA	\$3,073,435 (1)	\$3,073,435
2005	\$741,370	2,636,673 (2)	3,378,043
2000	537,386	1,292,213	1,829,599

(1) City tax figures are impacted by the collection of the additional .25% increase authorized in April 2005.

(2) Reflects a .25-cent increase in local option sales tax effective April 2005, but not distributed to the City until June 2005.

Tax Levies

The City may levy taxes in accordance with the requirements of its adopted budget. The County Clerk determines property tax levies based upon the assessed valuations provided by the Appraiser and spreads the levies on the tax rolls. The following data lists the total mill levy of the City for the last five years. One mill equals \$1 of taxes per \$1,000.00 of assessed valuation. The tax City rate, as certified by the County for the City's mill levy, has declined since 2002 (38.926 mills) to the 2007 levy (30.456).

Fund	2007 Levy for 2008 Budget	2006 Levy for 2007 Budget	2002 Levy for 2003 Budget
General	22.620	23.254	27.576
Library	3.882	3.446	3.519
Bond & Interest	3.954	4.427	7.831
Total	30.456	31.127	38.926

Building Permits

The following table shows the total volume and estimated valuation of new building permits authorized by the City during the years indicated.

	2006	2002
Residential	50	25
Commercial	15	6
Additions, Alterations, Etc.	37	40
Total	102	71
Total Estimated Value	\$18,605,083	\$6,874,179



Moon Marble is one of several regional and statewide tourist attractions located in Bonner Springs. Marble enthusiasts come from across the entire nation, even worldwide.

DEMOGRAPHICS

Introduction

The U.S. Census Bureau's *2000 Census Brief* stated that the Nation's 1990 to 2000 population increase was the largest in American history. The population growth of 32.7 million people between 1990 and 2000 represents the largest census-to-census increase to date. Population growth across the United States varied significantly by region in the 1990's, with higher rates in the West (19.7%) and the South (17.3%) and much lower rates in the Midwest (7.9 %) and the Northeast (5.5%). Meanwhile, despite overall population growth in each of the past five decades, the Midwest's share of total population fell from 29 to 23%.

In contrast to trends in the Midwest, population in the Kansas City Metropolitan Statistical Area (MSA) increased 13.4% from 1,566,279 residents in 1990 to 1,776,062 in 2000. Most of this growth is part of a growing trend among the Great Plains States including Kansas, of declining population in the rural areas and more consolidation in the urban metropolitan areas.

Current Population

The 2006 estimated population for Bonner Springs is 7,093, an increase of 151 persons since the 2005 Census Estimate. The City is located on 18 square miles primarily in Wyandotte County, with a small portion of the City located in Johnson County and Leavenworth County. The City lies approximately 20 miles west of downtown Kansas City, Missouri, at the junction of Kansas State Highways 7 and 32. Interstates 70 and 435 both serve the City and provide highway service in all four directions. **Table 2.3** identifies the 1990 to 2000 Census population and percent change for Bonner Springs, the Kansas City MSA, Wyandotte County, and the State of Kansas, as well as the most recent population estimates for the area.

Table 2.3: Census Population Trends (1990-2006)

Area	1990	2000	Change (90-00)		2006 Census Estimate	Change % (00-06)
			No.	%		
Bonner Springs	6,413	6,779	366	5.7%	7,093	4.6%
Kansas City MSA	1,566,279	1,776,062	209,783	13.4%	1,967,405	10.8%
Wyandotte County	161,993	157,882	-4,111	-2.5%	155,509	-1.5%
Kansas	2,477,574	2,688,418	210,844	8.5%	2,764,075	2.8%

Source: US Census Bureau

Racial and Ethnic Diversity

Table 2.4 identifies the racial and ethnic diversity in Bonner Springs from the 2000 Census. Minority population (Non-white) in Bonner Springs is about 9.8% of the total population, which is significantly lower than that of Wyandotte County, at 41.8%. In contrast, the Kansas City MSA has a 19.2 % non-white population.

Table 2.4: Racial and Ethnic Trends (Census 2000)

Race alone or in combination with one or more other races	Bonner Springs		MSA		Wyandotte County	
	Number	%	Number	%	Number	%
White	6,105	90.2	1,435,388	80.8	91,856	58.2
Black or African American	274	4.0	226,503	12.8	44,724	28.3
American Indian and Alaska Native	57	0.8	8,429	0.5	1,175	0.7
Asian	31	0.5	28,654	1.6	2,568	1.6
Native Hawaiian and Other Pacific Islander	0	0.0	1,829	0.1	56	0.0
Some other race	183	2.7	40,431	2.3	12,901	8.2
Hispanic or Latino (of any race)	419	6.2	92,910	5.2	25,257	16.0

Source: US Census Bureau

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties

Household Type and Size

The average household size in Bonner Springs is 2.59 persons per household, consistent with the household size for Wyandotte County, and the Kansas City MSA. The 2000 Census reported that approximately 70% of the households in Bonner Springs are “families”, higher than that of Wyandotte County or the MSA, which reflects the attractiveness of the community for younger families with children.

Table 2.5: Household Type and Size (Census 2000)

	Bonner Springs		MSA		Wyandotte County	
	Number	%	Number	%	Number	%
HOUSEHOLDS BY TYPE						
Total households	2,592	100.0	694,468	100	59,700	100.0
Family households (families)	1,824	70.4	466,195	67.1	39,174	65.6
Married-couple family	1,388	53.5	358,186	51.6	25,138	42.1
Female householder, no husband	326	12.6	81,756	11.8	10,619	17.8
Nonfamily households	768	29.6	228,273	32.9	20,526	34.4
Householder 65 years and over	281	10.8	59,545	8.6	5,951	10.0
Average household size	2.59		2.51		2.62	
Average family size	3.11		3.07		3.24	

Source: US Census Bureau

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties



Downtown Bonner Springs has benefitted from substantial investments in public and private infrastructure: retail shops and improved sidewalks, streetscape and curb & gutter.

EMPLOYMENT AND UNEMPLOYMENT

Employment is measured by the number of full-time and part-time jobs in an area. It includes farm workers and the self-employed as well as the non-agricultural wage and salary workers. The employment levels are measured where the jobs are (place-of-work) rather than where the workers live (place of residence).

Bonner Springs contains a labor force of over 3,000 people, or approximately 5% of the total labor force in Wyandotte County. Table 2.F lists the distribution of employment by occupation in Bonner Springs in comparison with the county and

state as a whole. The distribution of the workforce in Bonner Springs is roughly consistent with that of the MSA, although the city has a higher percentage of the population employed in construction and other production jobs. Bonner Springs has only a 2.9% unemployment rate, which is consistent with the unemployment rate for the MSA, and substantially lower than the Wyandotte County unemployment rate of 5.2%.

Table 2.6: Employment by Occupation (Census 2000)

	Bonner Springs		MSA		Wyandotte County	
	Number	%	Number	%	Number	%
Employed civilian population 16 years and over	3,220		891,182		68,084	
Management, Professional and Related Occupations	953	29.6	318,944	35.8	15,012	22
Service Occupations	427	13.3	120,003	13.5	11,580	17
Sales and Office Occupations	848	26.3	257,686	28.9	18,919	27.8
Farming, fishing, and forestry occupations	5	0.2	1,793	0.2	182	0.3
Construction, extraction, and maintenance occupations	456	14.2	80,402	9	7,945	11.7
Production, transportation, and material moving occupations	531	16.5	112,354	12.6	14,446	21.2

Source: US Census Bureau

3,220

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties

The economy of Bonner Springs is based on commercial, industrial and agricultural related products, including production of concrete and cement, and steel fabrication. No single employer dominates the City's work force. The City actively pursues and encourages industrial development through its own efforts and the efforts of organizations such as the Bonner Springs Area Economic Development Council, the Bonner Springs-Edwardsville Chamber of Commerce and the Wyandotte County Economic Development Council. The 300-acre Bonner Springs Industrial Park is located in the southeast portion of the City and offers a full range of utilities and highway access to light industrial companies.

According to the Kansas Department of Commerce and respective company officials, the following are among the largest employers in the City:

Employer	Product or Service	Number of Employees
U.S.D. No. 204	School District	307
Brewer's Price Chopper	Grocery Store	175
Wal-Mart, Inc.	Discount Retailer	145
IMCB Corporation	Bakery Mixes	140
Wall-Ties	Concrete Forming	117
City of Bonner Springs	City Government	80
Southwest Steel Fabricators, Inc.	Steel and Iron Products	45
Performance Contracting	Insulation Material	45
Union Bank & Trust	Bank	42
Kansas City Concrete Pipe	Concrete Pipe	40

Income

Median household income in Bonner Springs is \$43,234, which is slightly lower than that of the Kansas City MSA, but substantially higher than that of Wyandotte County.

Table 2.7: Income Distribution (Census 2000)

	Bonner Springs		MSA		Wyandotte county	
	Number	%	Number	%	Number	%
Households	2,589		694,971		59,710	
Less than \$10,000	208	8.0	50,534	7.3	7,607	12.7
\$10,000 to \$14,999	159	6.1	34,436	5	4,571	7.7
\$15,000 to \$24,999	326	12.6	79,239	11.4	9,304	15.6
\$25,000 to \$34,999	312	12.1	90,156	13	9,243	15.5
\$35,000 to \$49,999	526	20.3	120,377	17.3	10,833	18.1
\$50,000 to \$74,999	559	21.6	151,277	21.8	10,580	17.7
\$75,000 to \$99,999	339	13.1	82,144	11.8	4,738	7.9
\$100,000 to \$149,999	129	5.0	57,012	8.2	2,197	3.7
\$150,000 to \$199,999	18	0.7	14,665	2.1	304	0.5
\$200,000 or more	13	0.5	15,131	2.2	333	0.6
Median household income (\$)	43,234		46,193		33,784	

Source: US Census Bureau

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties



Elderly Housing at Nettleton Manor

Age Distribution

The age distribution in Bonner Springs indicates a younger population than that of the Kansas City MSA, but roughly consistent with Wyandotte County. The pie chart in Figure 2.4 identifies the proportion of each major age group in Bonner Springs with Generation Y (5-19) representing the largest share. Table 2.H compares city statistics with the MSA and County.

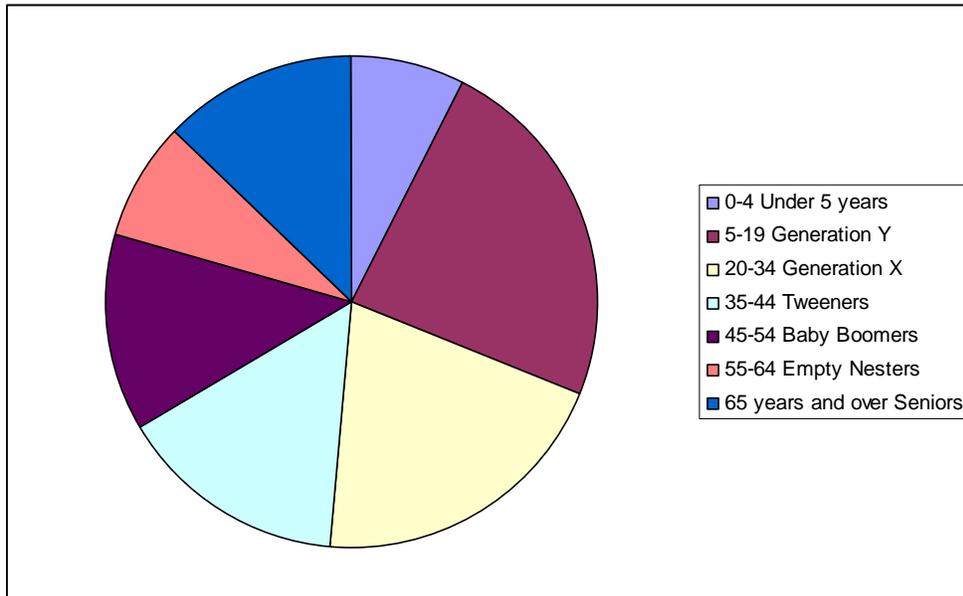


Figure 2.4: Bonner Springs Age Distribution (2000)

Table 2.8: Age Distribution (Census 2000)

	Bonner Springs		MSA		Wyandotte County	
	Number	%	Number	%	Number	%
0-4 Under 5 years	509	7.5%	128,114	7.2%	12,759	8.1%
5-19 Generation Y	1,588	23.5%	389,122	21.9%	37,049	23.5%
20-34 Generation X	1,372	20.3%	365,894	20.6%	34,556	21.9%
35-44 Tweeners	1,033	15.3%	299,559	16.9%	23,628	15.0%
45-54 Baby Boomers	876	12.9%	243,276	13.7%	19,152	12.1%
55-64 Empty Nesters	524	7.7%	147,642	8.3%	12,218	7.7%
65 years and over Seniors	866	12.8%	202,455	11.4%	18,520	11.7%
Total	6,768		1,776,062		157,882	

Source: US Census Bureau

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties

HOUSING

Bonner Springs experienced a surge of new housing construction activity during the 1990s relative to Wyandotte County as a whole. The total number of housing units increased from 2,509 units in 1990 to 2,754 units in 2000, an increase of 9.7%. However, during the same time period, the housing stock in Wyandotte County decreased by 4.6%. Table 2.9 identifies the major housing characteristics from the 2000 Census.

Table 2.9: Major Housing Characteristics (Census 2000)

	Bonner Springs		MSA		Wyandotte County	
	Number	%	Number	%	Number	%
Housing Units	2,754		740,884		65,892	
Owner-Occupied Units	1,519		418,003		33,655	
Less than \$50,000	222	14.6	50,755	12.1	14,995	44.6
\$50,000 to \$99,999	767	50.5	146,771	35.1	14,914	44.3
\$100,000 to \$149,999	420	27.6	113,641	27.2	2,682	8.0
\$150,000 to \$199,999	75	4.9	54,842	13.1	621	1.8
\$200,000 to \$299,999	24	1.6	34,256	8.2	330	1.0
\$300,000 to \$499,999	11	0.7	13,560	3.2	79	0.2
\$500,000 to \$999,999	0	0.0	3,559	0.9	19	0.1
\$1,000,000 or more	0	0.0	619	0.1	15	0.0
Median Housing Value	86,600		104,700		54,300	
Renter-Occupied Units	752		219,866		22,045	
Median Rent (\$)	502		575		492	

Source: US Census Bureau

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties

Table 2.10: Housing Tenure (Census 2000)

	Bonner Springs		MSA		Wyandotte County	
	Number	%	Number	%	Number	%
Total housing units	2,754		740,884		65,892	
Occupied housing units	2,592	94.1%	694,468	93.7%	59,700	90.6%
Owner-occupied housing units	1,519	55.2%	418,003	56.4%	33,655	51.1%
Renter-occupied housing units	752	27.3%	219,866	29.7%	22,045	33.5%
Vacant housing units	162	5.9%	46,416	6.3%	6,192	9.4%
Homeowner vacancy rate (percent)	1.5		1.5		1.8	
Rental vacancy rate (percent)	5.8		7.8		8.3	

Source: US Census Bureau

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties

EDUCATION

Bonner Springs has a higher percentage of residents holding post-secondary degrees than that of Wyandotte County. The City has a lower percentage than that of the MSA as a whole, however, it

should be noted that the MSA includes Johnson County, KS, which is ranked nationally among the top 10 counties in terms of college graduates, thus bringing up the average for the MSA.



The Bonner Springs High School and Middle School have the YMCA connecting them, providing good synergy for physical fitness.

CHAPTER 2
EXISTING CONDITIONS

Table 2.11: Education Characteristics (Census 2000)

	Bonner Springs		MSA		Wyandotte County	
	Number	%	Number	%	Number	%
Less than 9th Grade	292	6.9%	44,148	3.8%	8,567	8.9%
9th or 12th Grade	493	11.6%	109,137	9.5%	16,554	17.1%
High School Graduate	1,359	32.0%	328,047	28.4%	33,098	34.3%
Some College, No Degree	979	23.1%	276,687	24.0%	21,238	22.0%
Associate Degree	318	7.5%	67,249	5.8%	5,515	5.7%
Bachelor's Degree	587	13.8%	218,722	18.9%	7,420	7.7%
Graduate/Prof. Degree	216	5.1%	110,272	9.6%	4,216	4.4%
% High School Graduates or Higher	81.5		86.7		74.0	
% Bachelor's Degree or Higher	18.9		28.5		12.0	

Source: US Census Bureau

* MSA includes Johnson, Leavenworth, Miami, Wyandotte, Cass, Clay, Clinton, Jackson, Lafayette, Platte and Ray Counties

Chapter 3. Goals, Objectives, and Action Steps

This Chapter includes goals, objectives, and action steps as the framework for future land use decisions and implementation of the Comprehensive Plan recommendations.

Introduction

Using the valuable public input gained throughout the planning process—this chapter outlines “Goals”, “Objectives”, and “Action Steps” for implementing the Comprehensive Plan’s recommendations. The “Action Steps” are further detailed in **Chapter 6, Implementation** with recommended time frames and responsible parties for implementation. These Goals, Objectives, and Action Steps express how the City Planning Commission and the City Council intend to work with the citizens at large, local and regional stakeholders, and the development community in shaping the city’s growth over the next 20 years—and beyond.

The Goals and Objectives should be used in the decision-making process future land use and development process. The goals are organized by the key topics of interest to the greater Bonner Springs community, as expressed in the public workshops:

- **Environmental Management**
- **Land Use and Development**
- **Parks, Open Space, and Recreation**
- **Economic Development**
- **Residential**
- **Infrastructure**
- **Public Involvement**

GOAL: ENVIRONMENTAL MANAGEMENT

Plan for the utilization and preservation of natural resources.

OBJECTIVE 1 (Environmental Management)

Protect the City’s existing environmental assets and ensure future development in harmony with natural features, the Kansas River, the Wolf Creek basin, and other streams and tributaries.

ACTION STEPS (Environmental Management)

- A. Begin local environmental planning—and subsequent standard updates—with regional cooperation on storm water management, including education of the public about erosion from water coming from outside the City corporate limits.
- B. Update City standards so that development is designed more with “green practices”, and environmental degradation is minimized during construction.
- C. Implement regulations to protect natural systems as a conveyance for stormwater, and to reduce erosion, sedimentation, and flooding (**Ref. Appendix C**).

CHAPTER 3 GOALS, OBJECTIVES, AND ACTION STEPS

- D. Implement measures such as Conservation Districts to protect natural resources such as: stream corridors, floodplains, woodlands, steep slopes and other environmentally sensitive features.
- E. Preserve floodplains as greenway biodiversity conservation corridors for permanent open space, parks, and recreation.
- F. Implement buffers in new development to mitigate adverse environmental impacts on the Kansas River, the Wolf Creek basin and related streams, and associated natural resource areas based on the size of the drainage basin.

GOAL: LAND USE AND DEVELOPMENT

Provide the opportunity for future urban growth as urban infill and in the planned growth areas of Bonner Springs.

OBJECTIVE 1 (Land Use and Development)

Manage growth in an orderly manner that creates compact and contiguous development patterns and not leapfrog beyond areas that can be reasonably served by utilities and services.

ACTION STEPS (Land Use and Development)

- A. Partner with Leavenworth County to establish an Urban Service Area boundary and land use plan in the unincorporated area outside the city limits.
- B. Promote annexation of unincorporated “infill” areas contiguous to the city limits in response to growth.
- C. Continue promoting the Bonner Springs industrial/business park; designate new business park land areas on the Future Land Use map.
- D. Require developments to analyze their impact on public utilities and to make improvements to accommodate the development’s impact.
- E. Plan for land use development at the converted K-7 / Kansas Avenue intersection when it changes to a single-point interchange.
- F. Create a new Mixed Use zoning district classification to accommodate changing market demand and avoid multiple zoning map amendments.

OBJECTIVE 2 (Development and Natural Resources)

Minimize the loss of natural resources due to urbanization.

ACTION STEPS (Development and Natural Resources)

- A. Locate new developments in areas which are free of environmental hazards or problems relating to soil, slope, bedrock and water table.

- B. Limit development in the 100-year floodplain to recreational uses and parks.
- C. Design and construct new development to retain the natural and visual character derived from topography, woodlands, streams, and riparian corridors.
- D. Implement practices in new developments that increase storm water infiltration and adequately treat storm water runoff from a site before discharge.

OBJECTIVE 3 (Development Standards and Strategies)

Adopt development guidelines and standards so developers know what to expect and requirements will be applied consistently and equitably.

ACTION STEPS (Development Standards and Strategies)

- A. Adopt design standards for new development to retain the natural and visual character derived from topography, woodlands, streams, and riparian corridors.
- B. Standards for new development and redevelopment should be promoted to establish and maintain a unique character.
- C. Update high-density land use development standards to include:
 - a. Location on a major thoroughfare street,
 - b. Incentives for enhanced building design and amenities,
 - c. Incentives for enhanced site design and amenities, and
 - d. Assurances of compatibility with neighboring land uses of lesser intensity.

OBJECTIVE 4 (Land Use Downtown)

Preserve and enhance the downtown area by building on positive momentum downtown.

ACTION STEPS (Land Use Downtown)

- A. Identify a desired mix of businesses for the downtown area and implement a strategy to attract those businesses, seeking continued investment;
- B. Develop design guidelines for buildings, signage, lighting, landscaping, etc. that maintains and enhances the style of the downtown.
- C. Revise the regulations and list of permitted uses in the downtown zoning districts to ensure development consistent with the character of downtown.
- D. Expand promotional programs; and advertise Downtown as a unique destination.

GOAL: PARKS, OPEN SPACE, AND RECREATION

Provide parks, open space, and recreation uses to preserve natural resources, and for the use and enjoyment by residents and visitors.

OBJECTIVE 1 (Parks, Open Space, and Recreation)

Promote and expand parks and recreation into under-served areas of the city.

ACTION STEPS (Parks, Open Space, and Recreation)

- A. Coordinate with the updated Parks Master Plan and plan for improvement of future park locations for land acquisition.
- B. Study how to connect more to the Kansas River, including linear park linkages to Johnson County systems.
- C. Consideration should be given to multi-service sporting area
- D. Possible development of a grassy area along the river, from the industrial park

OBJECTIVE 2 (Parks, Open Space Connectivity)

Expand the city and county trails systems.

ACTION STEPS (Parks, Open Space Connectivity)

- A. Provide connectivity between all parks and public open spaces.
- B. Plan for a trail along abandoned railroad from 138th at K-32 Highway, west and north, with a small park at head of trail south of Whispering Woods.
- C. Pursue land and easement donation / dedications for trails and bike lanes, and secure land or easements from landowners and new developments.
- D. Incorporate trails into the design and construction of new developments.

GOAL: ECONOMIC DEVELOPMENT

Attract new business and visitors to the city.

OBJECTIVE 1 (Economic Development)

Promote community strengths, such as the unique Bonner Springs place in the west metro marketplace.

ACTION STEPS (Economic Development)

- A. Create a marketing strategy to attract visitors to Bonner Springs business districts and the downtown; coordinate with regional events to bring people to town.

- B. Promote retail-commercial along K-7 Highway and at new KTA interchange at I-70.
- C. Promote office-commercial to the north, specialties downtown, industry in the south at an expanded Bonner Springs industrial park.
- D. Create development and design standards to protect the historic downtown.
- E. Promote community aesthetic improvements to create a 'Bonner Springs character' in community gateways, such as at the reconfigured KTA interchange at K-7, and at K-32 entrance to the city.
- F. Promote new developments: hotel and hospital development.
- G. Incorporate aesthetic enhancements similar to those in the downtown to other community spaces, such as similar decorative lighting, banners, directional signage, benches, trash receptacles, street trees, and landscaping.
- H. Establish landscape corridor planting themes for K-7/K-32 and feeder routes such as along Nettleton with street trees and flower plantings.
- I. Create zoning overlay regulations to promote positive gateway images/maintenance at key gateway entrances to the city, including standards to promote attractive architecture, lighting, signage, parking, etc.

OBJECTIVE 2 (Business Park and Industrial Development)

Develop and promote continued development of business areas for long term office and employment growth.

ACTION STEPS (Business Park and Industrial Development)

- A. Create a marketing strategy to attract new businesses, including a unique niche for the west metropolitan region.
- B. Identify, plan for and extend utilities to an area for a large, new business park that would accommodate light industrial, office users and manufacturing companies.
- C. Recruit employers to fill the park that provide 'living wages' (pay wages that are above federal or state minimum wage levels).
- D. Recruit employers to the new park and the city so residents will not need to commute elsewhere for employment.
- E. Develop non-residential south on Front Street along Loring Lane.

GOAL: RESIDENTIAL

Respond strategically to market demand for housing, adding affordable housing and a wider range of housing types.

OBJECTIVE 1 (Residential Heritage)

Encourage the design and construction of housing and subdivisions that reflect Bonner Springs values and heritage.

ACTION STEPS (Residential Heritage)

- A. Allow flexibility in lot configuration, lot size, building setbacks, and other development standards to preserve open space and natural resources.
- B. Require residential to dedicate land for linear parks if in proximity to parkland corridors.
- C. Incent cluster development where steep terrain offers natural cluster areas; and in urban fringe areas to preserve open appearance and agricultural transitions to urban land uses.

OBJECTIVE 2 (Residential Diversity)

Encourage housing and subdivisions that offer more affordable housing and a wider range of housing types.

ACTION STEPS (Residential Diversity)

- A. Allow flexibility in lot configuration, lot size, building setbacks, and other development standards to preserve open space and natural resources.
- B. Require residential development to meet moderate-to high-density design standards.
- C. Require high-density residential development to have direct access to an arterial or collector street.
- D. Direct mixed use residential development to designated areas on the Future Land Use plan map to minimize conflicts with existing low-density neighborhoods.
- E. Allow manufactured homes in manufactured home parks, only.

GOAL: INFRASTRUCTURE

Provide enhanced infrastructure systems throughout the city.

OBJECTIVE 1 (Infrastructure—Major Streets)

Provide a major street system which allows safe and efficient travel citywide.

ACTION STEPS (Infrastructure—Major Streets)

- A. Balance investment between both existing and new areas of the community.
- B. Require new development to provide road right-of-way for the ultimate development of the area.
- C. Manage direct access onto major thoroughfares by implementing an access management plan, limiting the number of curb cuts, and by the use of reverse frontage roads for adjacent commercial and residential land uses.
- D. Space curb cuts on major thoroughfare roads in such a manner so not to impede traffic. Prohibit residential curb cuts (driveways) onto arterial streets.
- E. Evaluate the impact of new development to determine Road Impact Fees, including: Woodend, Stilwell, and Riverview west of K7; KDOT plans for 136th Street; and Kansas Avenue east of Hwy 7; Kump Street; Metropolitan; and 138th Street.
- F. Require new developments to fund infrastructure improvements, both on-site and a proportionate share of off-site improvements, that primarily serve property owners of that subdivision (i.e. deceleration lanes, drainage structures, etc.).
- G. Provide sidewalks and bicycle accommodates along major roadways.

OBJECTIVE 2 (Infrastructure—Traffic Management)

Minimize traffic congestion throughout the city through transportation system capacity enhancements.

ACTION STEPS (Infrastructure—Traffic Management)

- A. Develop a capital improvement program (CIP) for major streets, based on future land use trends and traffic counts as the basis for prioritizing future road improvements.
- B. Present the comprehensive plan—and the Transportation Plan plans for future improvements—to KDOT for better communication between the city and state funding agency.
- C. Require more than one street entrance/exit for new residential developments. The arrangement of streets in new subdivisions should make provisions for the continuation of the principal existing streets in adjoining additions (or their

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proper projection where adjoining property is not subdivided) insofar as they may be necessary for convenient movement of traffic, effective fire protection, and efficient provision of utilities. Adopt policies for exceptions where topographical conditions make such street continuance or conformity impracticable, and require an alternative layout.

- D. Implement the K-7 corridor study access management standards over time in cooperation with KDOT as corridor development continues in the future.

OBJECTIVE 3 (Infrastructure—Municipal Utilities)

Encourage city/county coordination and cooperation regarding municipal infrastructure extension into growth area to maximize resources, supply, facilities and distribution of utility services.

ACTION STEPS (Infrastructure—Municipal Utilities)

- A. Initiate wastewater improvements into Bonner Springs growth areas.
- B. Encourage watershed protection and regional storm water management in rural portions of the designated "Urban Service Areas."
- C. Continue updating and implementing infrastructure master plans for water and sewer systems to serve the city's future growth areas (i.e. Spring Creek basin and the "Clark" area; study the Wolf Creek basin).
- D. Conduct a comprehensive storm water master plan for all of the drainage basins applying the newly adopted KCAPWA standards: 1.8 cfs per acre allowed.

OBJECTIVE 4 (Infrastructure—Finance)

Provide funding for adequate capital facilities throughout the city, for both new construction and to address deferred maintenance.

ACTION STEPS (Infrastructure—Finance)

- A. Implement a dedicated funding mechanism for infrastructure improvements (i.e. a new Major Road Impact Fee) as has been adopted for a citywide stormwater management program and utility fee.
- B. Develop development / growth financing systems based on a consistently applied formula.
- C. Consider regional storm water detention options rather than individual site by site facilities—a stormwater utility fund should be considered as an option to fund regional improvements.

- D. Co-locate public facilities such as governmental offices to maximize their accessibility.

OBJECTIVE 5 (Infrastructure—Extend)

Provide adequate municipal facilities in response to growth.

ACTION STEPS (Infrastructure—Extend)

- A. Extend new streets from existing system as shown on the Major Street Plan Map
- B. Extend sidewalks, walking paths possible from Spring Creek to Bluegrass Drive to a path by the river, use of the Kaw Valley Right-of-Way. Loop towards Edwardsville to Kansas Avenue or to Wolf Creek flat land.
- C. Address the rural water district issues in Leavenworth County as annexation and development occurs in the Wolf Creek basin west of the county line.

GOAL: PUBLIC PARTICIPATION

OBJECTIVE 1 (Public Involvement)

Build on the public input during the comprehensive plan update process, assuring continued outreach and communication with the citizens of the City of Bonner Springs.

ACTION STEPS (Public Involvement)

- A. Provide opportunities for the public to give input related to community planning projects, programs, and initiatives.
- B. Teach preservation through school as a good start. Adults through clubs, churches, newspaper, email, PTA.
- C. Provide people with more information on what Bonner is doing, how it is going to service growth long term, maintain the developed areas, and protect natural habitats.

OBJECTIVE 2 (Public Image)

Work to improve the public image of the city to make it more attractive to outsiders and overcome any drawback for new residents and visitors to Bonner Springs.

ACTION STEPS (Public Image)

- A. Start with education and marketing—of Bonner residents as well as outsiders—given that Image problems are in part due to a lack of knowledge about Bonner Spring.

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- B. Improve the existing community appearance / image as it relates to public / private infrastructure (i.e. maintenance of the streets, condition of buildings and property, etc.).
- C. Address certain perceptions, such as reported in the the real estate community, that Bonner Springs does not have the community amenities to compete with other communities in attracting new home buyers and visitors.
- D. The City's image at the I-70 interchange area as dominated by highway-oriented businesses; and plan for public/private investments with a new I-70 interchange so that the city's image—as viewed from this key regional travel way—reflects better the more balanced character of the community.
- E. Study the perception expressed by many: "The community's unique identity is being lost." Consider public and private responses to the perception that many workers at local businesses do not know what assets are available in the Bonner Springs community; educate these visiting workers to the local assets of Bonner Springs.

Chapter 4. Future Land Use

INTRODUCTION

The Future Land Use Chapter serves as a guide for planned and orderly growth of the City of Bonner Springs and its planning area. The major elements of this Chapter address how and where future development should occur. This includes recommendations related to:

- future growth areas,
- future land use plan map and future land use classifications,
- land use policy for unincorporated “Growth Areas” west of the City of Bonner Springs,
- environmental management policy, and
- new guidelines for development review, including for higher-density residential.

The Bonner Springs “Issues Focus Session” was held September 2007 as an interactive workshop intended to help community stakeholders identify and prioritize critical planning issues facing Bonner Springs both now and in the future. The session was open to the public and attended by approximately 50 individuals with diverse backgrounds, including long-term residents and area business owners. The future land use issues of this Plan reflect the discussions at the Focus Session, and of the follow-up workshop called a “Planning Charrette” which built on those issues. The planning issues of the Bonner Springs 2008 *Vision 2025 Plan* were discussed following categories:

- Economic Development,
- Future Land Use and Infrastructure, and
- Quality of Life.

From broad perspectives, the charrette break-out group members discussed and refined the critical issues facing Bonner Springs. With the assistance of the consultant-facilitator team, participants worked on the key community issues in each category (**Ref. Appendix A**).

GROWTH AREAS

The City of Bonner Springs urban growth must be planned first in context of its region. The consumption of rural land by “rural-residential” development (single-family homes on 3- to-5-acre lots) west of the City is detrimental to the long-term economic health of the City of Bonner Springs. This trend has the potential to consume key segments of land in unincorporated growth areas where future sanitary sewer extensions are planned in the Wolf Creek basin. Problems resulting from this development pattern directly impact the long term future of the City of Bonner Springs, particularly in the Bonner Springs designated Growth Areas.

- Once property is split or subdivided and developed with rural-residential density uses, such areas become pockets of land that obstruct the logical urban growth pattern for the City.
- Rural-residential development on 3- to-5-acre lots in the City’s urban service area can block the cost-effective extension of municipal sanitary sewer trunk mains and interceptors in gravity-flow systems.
- Such development not only makes it difficult to extend nearby municipal sewer services, it also makes it economically unfeasible to establish regional or consolidated sewer districts in rural growth areas, given the proliferation of individual on-site septic tanks.

- Developments that occur without the benefit of the City's public sewer system create an increasing burden on water quality and the natural environment.
- Due to their size and configuration, large-acreage development typically is much more difficult to redevelop as urban-density land uses.
- Conflicts tend to occur between residents of large-acreage properties and proposed urban development as the surrounding area becomes urbanized and the rural character of the area changes.
- It becomes more difficult to locate suitable large tracts of land for development of employment centers and large-scale commercial uses.

To counter these trends, the City Plan calls for more orderly and appropriate urban fringe development in conformance with the new City Guiding Principles and Neighborhood Design Policies and Guidelines for development (**Reference Appendix B**).

FUTURE LAND USE

At the Plan Update Charrette, participants were asked to identify areas suitable for future growth. Participants were divided into two groups, and each group identified near-term and long-term growth areas on a map. The near-term growth area represents a population growth of 15,000 residents while the long-term growth area represents a growth of 20,000 residents. The results of the exercise were combined and are displayed in Figure 4.1. The map displays the results using the following methods.

- Areas in light yellow are areas that were identified for future near-term growth by only one of the two groups.
- Areas in dark yellow are areas where both groups were in agreement for near-term growth. Areas in light red are areas that were identified for future long-term growth by only one of the two groups.
- Areas in dark red are areas where both groups were in agreement for long-term growth.
- Areas in orange were areas that one group identified as near-term growth and the other group identified as long-term growth.

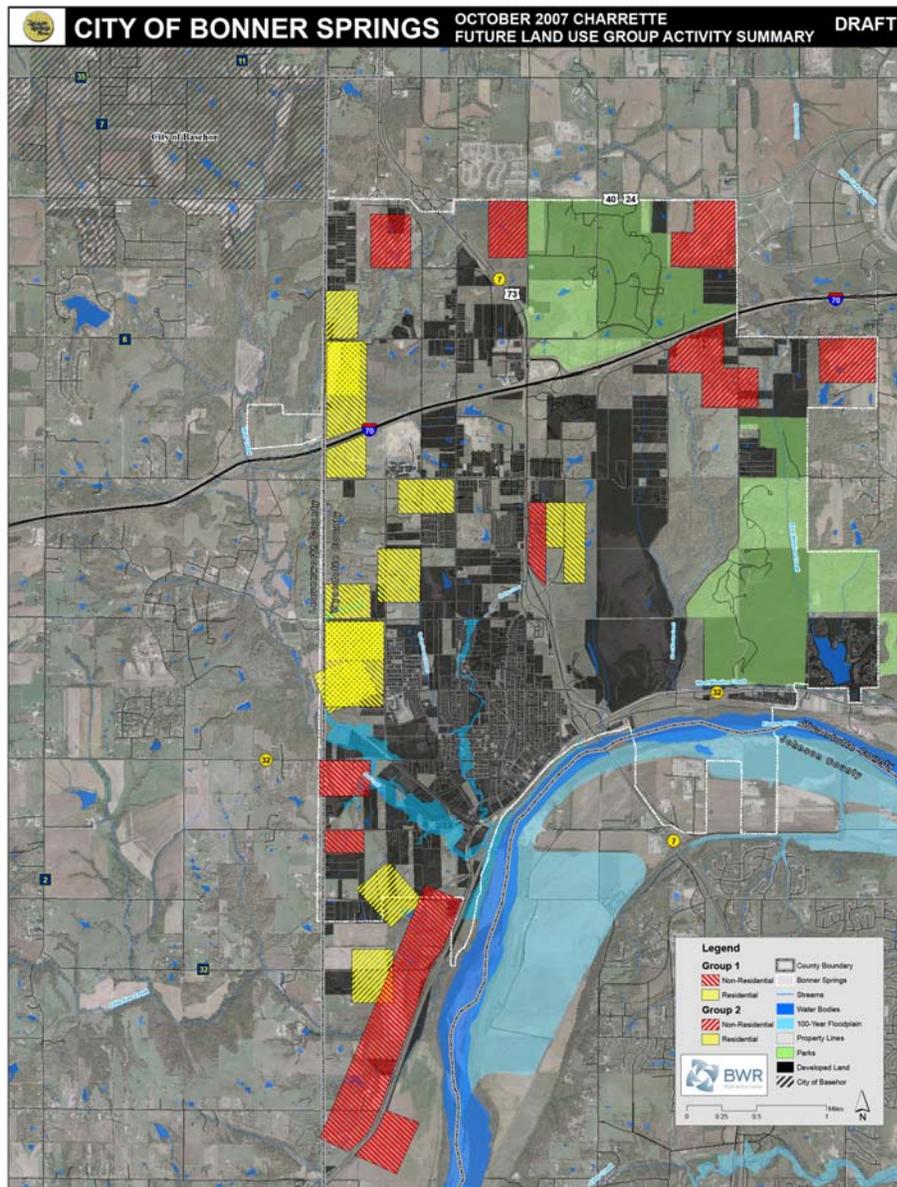
During the October 2007 Planning Charrette, participants in the "Future Land Use" group were asked to place colored sticky notes on a map to indicate the locations best suited to accommodate future development. The amount of land that the participants were asked to identify was based on projections of future population and housing units. The city Plan 2008 *Vision 2025* has examined development constraints and makes land use recommendations based on an assessment of infrastructure needs, deficiencies and opportunities (**Ref. Development Challenges Map, the end of this chapter**).

Future Housing Needs: The housing vacancy rate in Bonner Springs reflects either a high proportion of single-family homes. The average household size has changed little. So no unique trends in housing are seen in Bonner Springs.

Using population forecasts from the Mid-America Regional Council and data from the U.S. Census Bureau and the Home Builders Association of Greater Kansas City, it was determined that the 2025 population in Bonner Springs would likely be between 7,650 and 8,300 residents. In order to ensure

that future growth would be accommodated the high-end projection of 8,300—a growth of 1,200 residents from the 2006 estimated population—was used for the charrette exercise. Based on current household trends and residential building permit data (which reveals that new housing not only adds to but also replaces existing units), it was assumed that 640 acres—one square mile—would be needed for residential development. This acreage assumes a density of one housing unit per acre and accounts for the provision of open space, public right-of-way, and inefficiencies in residential development. Participants were asked to target an additional 640 acres of land for non-residential development. This is based on existing land uses in Bonner Springs, which is roughly half residential and half non-residential (not including agricultural and vacant land). The results of this exercise are shown in Figure 4.1.

Figure 4.1 - Near-Term and Long-Term Growth Areas



Future Commercial Needs: Using retail industry wide averages for community shopping centers for Bonner Springs is not reliable, given the city's regional growth context: Unified Government development at the *Legends* and the regional tourist draws, including the racing facility. Further, a regional casino is proposed in the area which will further skew standards commercial forecasting formulae. The city of Bonner Springs should plan for good urban design and the implementation of its major transportation plan at key interchanges:

- The new interchange at I-70
- The K-7 interchange improvement planned at Kansas Avenue, and
- Interchanges and intersections with K-32 Highway through the city.

Implementing site design standards for building set backs, parking and landscaping requirements for commercial developments will be more critical than projecting growth by applying retail industry average sales per square foot. Again, given the unusually strong regional growth in the west Kansas City metro region, adjusting projections for local market conditions in Bonner Springs would be meaningless. The actual square footage and projected number of new businesses are dependent on size and configuration of commercial buildings and nature of establishment ownership at the local level, given the large magnitude of regional commercial growth.

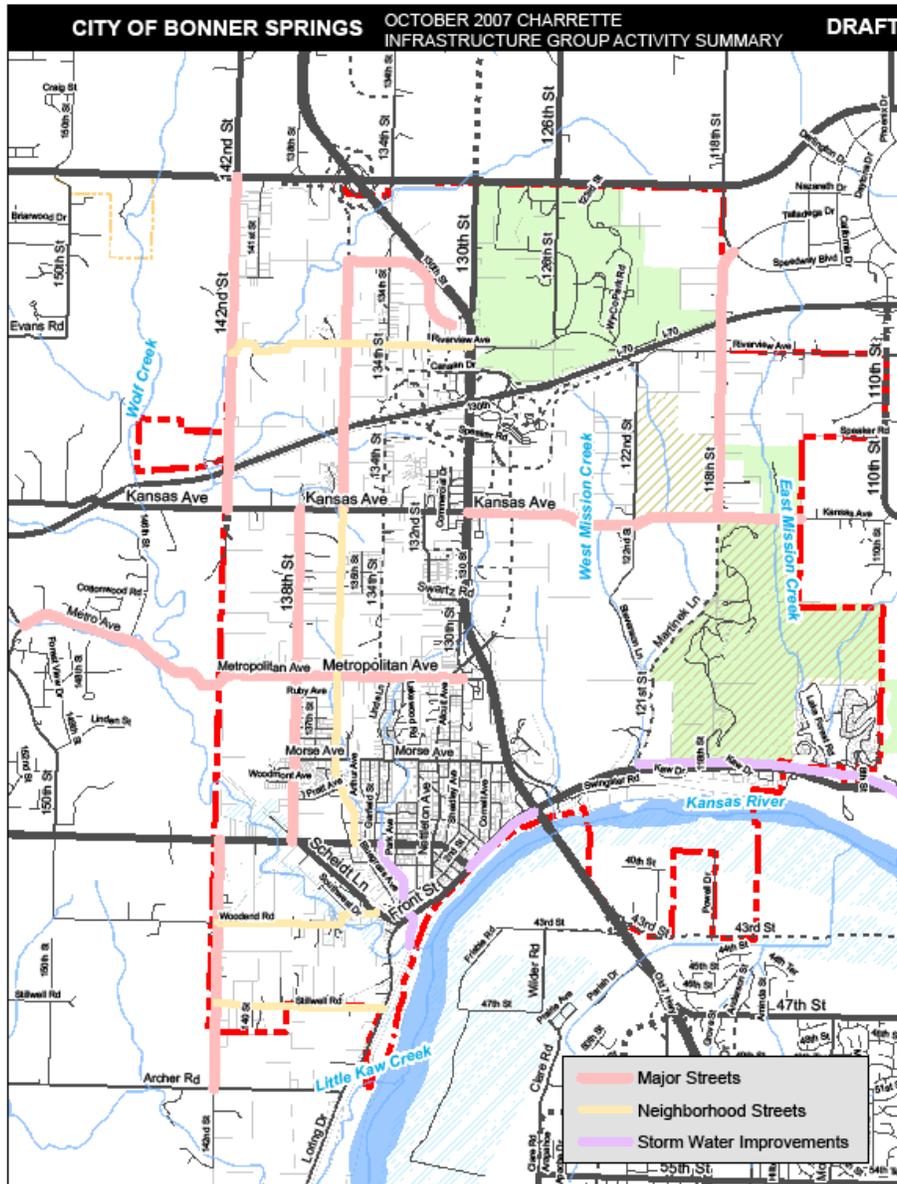
To accommodate the city's share of future retail, office and industrial growth, the City of Bonner Springs needs to update its infrastructure finance policies and upgrade its basic municipal infrastructure. Updated zoning regulations to promote a variety of moderate density commercial and mixed use-residential/commercial land uses including townhouse, condominium, and multifamily apartment dwellings may help prepare Bonner Springs for growth, as well. The will be critical if there is a market for infill development in downtown, intermixed with commercial within a neighborhood cluster ringing downtown Bonner Springs. There could be designated a mixed use (M-U District) overlay in and around downtown if the City of Bonner Springs wants to foster continued strengthening of its historic commercial core. Beyond that, however, the key strategies for Bonner Springs commercial growth will be two-fold:

- Upgrade municipal infrastructure, and
- Implement the major street plan systems that interface with the regional highways and freeway.

Finally, future commercial developments should be reviewed for land use compatibility against the new City Guiding Principles and Neighborhood Design Policies, and the Multifamily Design Guidelines for the multifamily developments within mixed use districts (**Reference Appendix B**).

Future Industrial Needs: The city’s land use availability for industrial development should be focused on the industrial park. The Loring Service Area is designated as “Long-Term Non-Residential” given the lack of municipal services to the area in the near-term; and the inadequate access to regional highways and the freeway from this southern most land area. In short, infill development of all land use types—including industrial—depends on infrastructure enhancements, extensions, and repairs (Ref. Figure 4.2)

Figure 4.2 – Infrastructure Improvement Needs



FUTURE LAND USE PLAN

The **Future Land Use Plan** serves as a guide for the direction and magnitude of future growth, but at the same time accommodates changes in the market demands and our style of living. The **Future Land Use Plan Map** is but one aspect of the Comprehensive Plan. The entire Comprehensive Plan, including the Goals and Objectives, should be referenced and considered when viewing the maps and for judging the appropriateness of the land uses they may display.

The **Future Land Use Plan Map** for Bonner Springs and the surrounding planning area provides a conceptual view of the appropriate locations for different land uses during the planning period (**Ref. Figure 4.2**). While the Bonner Springs planning area is expected to continue experiencing consistent growth in the single-family housing market, the community is also expected to experience changes to its overall new housing mix and changes in home buyers' characteristics similar to trends experienced nationwide. In years to come the changing face of home buyers will likely include an increased number of single professionals, married couples without children, senior citizens, empty nesters, and those who prefer to spend their free time with activities other than yard care and home upkeep. Future development will likely need to accommodate an increasing amount of "maintenance-provided" housing, attached housing, or multifamily housing products as the local and national home buying market evolves during the planning period.

The **Future Land Use Plan** displays the generalized location of each land use. It is not intended to be used to determine the exact boundaries of each designation. The area of transition from one land use is often gradual. Therefore the Comprehensive Plan encourages the integration of compatible land uses, rather than a strict segregation of different land uses. The integration of land uses is reflected by the "mixed-use" categories and land use definitions of the Plan.

Future Land Use Classifications

The following is a list of land use categories and their definitions used in the **Future Land Use Plan Map**.

Vacant/Agricultural (Generally a maximum residential density of 1 unit per 20 acres):

This category consists of land principally in use for agricultural production and may be used for farming, crops, pasture, agribusiness ventures such as growing and marketing of products, and a limited number of rural residences. This zone may include woodland, agricultural lands, and grasslands. Such areas are intended to remain undeveloped until logical expansion of the urban area occurs. This category serves as a holding zone to preserve land from premature development that would negatively affect the area while preserving the agricultural uses in the immediate area.

Low-Density Residential (Generally 2 to 4 dwelling units per acre): This category is appropriate for single-family detached dwellings. It may also include planned public and semi-public uses considered compatible with residential uses, such as schools, religious institutions, and civic uses. This district may be modified with cluster development and 'PUD' districts of the City Zoning Ordinance.

Moderate -Density Residential (Generally 4 to 6 dwelling units per acre): This category includes attached residential dwellings such as two-family, three-family, townhouse, and condominium areas. Such uses may serve as a transition to areas of higher intensity development and should provide additional open space, amenities, and quality design in accordance with the new City Guiding Principles and Neighborhood Design Policies, and the Multifamily Design Guidelines for multifamily developments (**Reference Appendix B**).

High-Density Residential (Generally up to 18 dwelling units per acre): This category includes townhouse, apartments and condominium areas. Such uses should provide additional open space, amenities, and quality design in accordance with the new City Guiding Principles and Neighborhood Design Policies, and the Multifamily Design Guidelines for multifamily developments (**Reference Appendix B**). Requirements for meeting these standards should be adopted into the appropriate districts of the City Zoning Ordinance.

Downtown: This category is indicated as “Commercial” on the map and may be subject to overlay district policies that promote a mixture of office, retail-commercial, institutional, civic, and medium to higher density residential uses intermixed through compatible site planning and building design consistent with the historic fabric of this area. A variety of these land uses should be commingled at specific locations to promote diversity and a successful pedestrian environment. Given close proximity to residential neighborhoods ringing the downtown, all development projects should be well-planned and designed to ensure a high level of compatibility with surrounding development. Non-residential uses should be limited to compact, main-street / pedestrian-oriented services, rather than large-scale or free-standing automotive-oriented uses.

Commercial: This category includes a broad variety of office, retail, and general business service uses whether located in centers or in stand alone buildings. Uses are generally larger in scale and are more automotive-oriented in nature. This district corresponds to the commercial districts and, and ‘PUD’ districts of the city zoning regulations.

Mixed Use : (Primarily Commercial; and if residential, more than 6 dwelling units per acre): The Mixed Use category includes a variety of office, small-scale retail, and general business uses that are service-commercial oriented, located in centers that can accommodate related uses. Such nonresidential uses are intended to provide services primarily to residents of the surrounding area and placed in locations with a design character that blends into the district and the neighborhood. If a Mixed Use-Residential component is proposed, it must be designed in a manner to promote pedestrian activity through a system of interconnected streets and varied streetscapes that also provide safe and efficient movement of vehicular traffic. This category promotes a variety of high-density residential land uses including a variety of commercial and mixed use-residential/commercial land uses if approved by the City; and would be limited to townhouse, condominium, and multifamily apartment dwellings. They would be designated M-U districts. They should be reviewed for land use compatibility against the City’s core Guiding Principles and Neighborhood Design Policies, and the Multifamily Design Guidelines for any multifamily developments proposed within mixed use districts (**Reference Appendix B**). Additional uses including live-work, and limited retail-

CHAPTER 4 FUTURE LAND USE

commercial stores are permitted in this category under strict architectural and land use controls. This district corresponds with the Planned Unit Development (PUD) district of the City Zoning Ordinance.

Industrial: This category accommodates land uses associated with industrial activities such as assembly, manufacturing, warehousing, and limited office/commercial activities as defined in the city's zoning regulations. This district corresponds to the 'I-1', and 'I-2' districts of the city zoning regulations.

Parks/Common Areas: Areas of predominately active and passive parks, open space, recreation, environmentally sensitive areas, or any other lands reserved for permanent open space purposes. Land identified as preferred or acceptable areas for public parks tend to be more formal in nature.

Public/Semi-Public: This category consists of public or semi-public uses such as schools, religious institutions, post offices, hospitals, fire stations, libraries, cemeteries, governmental uses, and other civic uses.

HOUSING AND INFRASTRUCTURE

The City of Bonner Springs has worked for years to both stabilize residential neighborhoods and promote new construction. Currently, the city offers two Neighborhood Revitalization Property Tax Rebate Plans (NRP) within designated areas: one for construction of new structures and another for rehabilitation of existing structures. The rebate plans apply to taxes levied by the Unified Government, U.S.D. 204, KCK Community College and City of Bonner Springs.

NATURAL RESOURCES

In addition to infill development, the City of Bonner Springs must plan for its designated "Growth Areas" which are primarily defined as the west side of the city, in the Wolf Creek basin. Small watersheds are more suitable for certain types of planning than other units, such as a farm or ranch, a major river basin, a county, township, or a metropolis. The Wolf Creek watershed is the logical planning unit for water management and therefore other city infrastructure, including extension of sanitary sewers and stormwater management.

Most land problems are linked with water problems. Nearly all of our surface water and most of the food and fiber we produce come from small watersheds. More than half of the flood damage in the United States occurs in small watersheds. A large percentage of the irrigated farmlands get their water from streams within small watersheds. Most of the drainage needs are confined to small watersheds. Thousands of towns and small cities use surface water supplies from small watersheds. The development of fishing, wildlife, and recreation must be accelerated on small watersheds if they are to be brought within reasonable distance and cost to most citizens. Many of the problems of erosion, as along watercourses, can be solved only by public action in small watersheds.

Stream Buffers

Headwater streams are often severely degraded by urbanization. Stream buffer standards are intended to mitigate the adverse environmental impacts that development can have on streams and associated natural resource areas. The purpose of stream buffer is to:

- improve storm water management and water quality while preventing flooding;
- increase the public’s knowledge and understanding of natural resource protection issues; and
- decrease infrastructure construction and maintenance costs.

Stream buffers are an integral element of any local stream protection program. By implementing stream buffer standards to all stream corridors identified on the (**Ref. Development Challenges Map**), Bonner Springs will retain its natural infrastructure and visual character derived from topography, woodlands, streams, and riparian corridors (**Ref. the 5600 KCAPWA – Storm Drainage Systems and Facilities Standards adopted by the City and locally amended**).

The ability of a particular buffer to actually realize its many benefits depends to a large extent on how well the buffer is planned or designed. In general, a minimum base width of at least 100 feet is recommended to provide adequate stream protection.

Stream buffers may include floodplains, wetlands, slopes over 15 percent, and wildlife habitat areas. Management of these areas includes limitations on alteration of the natural conditions of these resources. The total buffer width is divided into three zones, with each zone performing a different function and has a different width, vegetative target and management scheme.

- **Streamside zone:** This zone protects the physical and ecological integrity of the stream ecosystem. The vegetative target is mature riparian forest that can provide shade, leaf litter, woody debris, and erosion protection to the stream. The minimum width is 25 feet from each stream bank—about the distance of one or two mature trees from their stream bank. Land use is highly restricted, limited to storm water channels, stream bank stabilization, footpaths, and limited utility or roadway crossings.
- **Middle zone:** This zone extends from the outward boundary of the streamside zone and varies in width depending on stream order, the extent of the 100-year (or one percent) floodplain, any adjacent steep slopes, and protected wetland areas. Its functions are to protect key stream components and provide further distance between upland development and the stream. The vegetative target for this zone is also mature forest, but some clearing may be allowed for storm water management, access and recreational uses. A wider range of activities and uses are allowed within this zone, such as recreational corridors for hiking and biking and storm water best management practices. The minimum width of the middle core is about 50 feet, but it is often expanded based on stream order, slope, or the presence of critical habitats.
- **Outer zone:** This zone extends landward an additional 25-feet from the outer edge of the middle zone to the nearest permanent structure. In many instances, this zone may include a residential backyard. However when the outer zones include slopes that exceed 15 percent or

if wildlife habitat areas are present, the width of the zone is increased to encompass such resource areas.

LAND USE GROWTH AREA POLICY

The Comprehensive Plan emphasizes a land use growth strategy to protect the future environmental and economic health of the City of Bonner Springs. The Growth Area strategy is to conserve future development opportunities, as well as open space and rural lands. Directing growth to urban growth areas reduces overall public services and road maintenance responsibilities, thus reducing the distribution of residential properties and the extent of the roadway network that would otherwise be necessary to serve a spread-out, low density development pattern.

The basic principle of the land use Growth Area system is to plan for, and approve, urban density development in areas near the City expected to become urban and directing low density development (acreages and large lot subdivisions) to areas not easily provided with municipal sewer services. The development policies are based on the following:

- proximity to the municipal services,
- proximity to a major transportation route; and
- preparation for future annexation.

As new development and infrastructure are built, Growth Area boundaries must be reevaluated so that these improvements are taken into consideration. The City proposes that the Leavenworth County Zoning Ordinance, Subdivision Regulations, and other development standards be amended to reflect this development strategy. The land use development Growth Areas are identified on the **Future Land Use Map** and described as follows.

Table 4.1 - Land Use Growth Areas in Bonner Springs

	Designated Growth Areas
Intent	To promote urban development compatible with the long range growth plans of adjoining the City.
Primary Uses	Urban density residential and non-residential
Residential Uses	Urban Density if less than 1 dwelling unit per 20+ acres: typically minimum 2 units per acre; not less than the city's most permissive standard. ⁽¹⁾
Non-Residential Uses	Recreation, limited commercial and industrial consistent with the long range growth plans of the city.
Sanitary Sewer Provisions	Municipal Sewer for any development. ⁽²⁾

⁽¹⁾ 20-acre minimum for agricultural uses in the urban Growth Area.

⁽²⁾ On-site septic allowed for agricultural uses only.

- Designated Growth Areas Land Uses:** Appropriate land uses include agriculture (as a holding use until urban development), residential subdivisions with an average density not less than 2 dwelling units per acre, commercial, and industrial and employment uses. Until subdivided to urban residential developments, the division of land parcels and the construction of new residential dwellings should be limited to a maximum density of 1 dwelling unit per 20+ acres.

Rural residential development with three-acre lots is not a sustainable use of land. It is more difficult and costly to provide adequate infrastructure to this type of residential development.

Lots that are 10 acres in size generally do not allow for the appropriate subdivision of land into lots for residential use. It is difficult to create connectivity with adjacent developments when subdividing a 10-acre lot.

20-acre lots provide for a more appropriate subdivision of land for suburban or urban residential use. These large lots allow more flexibility as they can accommodate a variety of subdivision designs and allow for the provision of open space. It is also much easier to provide connectivity to adjacent existing and future development.

- Designated Growth Areas Zoning:** Appropriate zoning classifications for areas with a full range of urban services available are those classifications providing urban-density development. This Growth Area is expected to remain zoned for agricultural uses until such time as urban development is appropriate.
- Designated Growth Areas Roads:** Paved hard surfaced roads for subdivisions.
- Designated Growth Areas Wastewater Treatment:** Development on any property less than 20-acres in size should be subject to the following:

 - The area proposed for development must be within a public sewer district with plans for providing public sewer service; connected to a central sewer system provided by a municipality;
 - Individual on-site septic systems should not be allowed, except for instances where properties are used for agricultural purposes and are greater than 20-acres in size. For agricultural tracts, individual on-site septic systems may be allowed provided that easements are dedicated for future sanitary sewer trunk mains and road rights-of-way alignments are indicated for future major streets at the request of the City.
- Designated Growth Areas Water Services:** Water supply in the Designated Growth Areas shall be provided by the City of Bonner Springs or public systems. Improvements to the public water supply systems should conform to the standards used by the surrounding urban areas to ensure adequate fire protection and to

minimize expensive system upgrades as more intense urban development occurs. The standards should apply to system sizing, materials, and engineering standards. Development on any property less than 20-acres in size should be subject to the following:

- All transmission lines must be at least six inches in diameter and may be required to be larger if so designated by a distribution plan created by the district;
- All water lines within a subdivision must be constructed of materials meeting City of Bonner Springs standards, and if located within an identified annexation area the standards shall meet the minimum standards of the municipality;
- The water supply system should be capable of delivering at least 350 gallons per minute for one hour for state fire code compliance.
- Provide at least one fire hydrant per 500 feet of transmission line along public streets serving the property being developed.

GUIDING PRINCIPLES AND DESIGN GUIDELINES

The Bonner Springs Comprehensive Plan advocates the use of land planning principles and design guidelines to act as the basic framework for creating high quality environments to live, work, shop, and play. Future land use and development decisions, including individual zoning changes,



subdivision plans and plats, site planning, infill development, annexations, and capital improvement programming should be coordinated with the Guiding Principles and Design Guidelines set forth in **Appendix B**. The Guiding Principles are a collection of physical design concepts reinforced by the Community Involvement process and the synthesis of the plan workshops. (**Ref. Appendix A**) Multifamily development in Bonner Springs is expected to meet the City's Guiding Principles and be integrated into the fabric of the community in a manner consistent with the

Neighborhood Design Guidelines. In addition to the City's core Guiding Principles and Neighborhood Design Policies, the following guidelines apply to multifamily developments in the community. Alternatives to these guidelines may be approved if it is deemed that enhanced development designs and amenities will be gained to the extent that an equal or higher quality "community" will result.

FUTURE LAND USE SUMMATION

The future land use plan for the City of Bonner Springs is based on three factors:

- Impacts of existing development and proposed infrastructure improvement plans for sanitary sewer to serve projected population to 2025, as shown in the Future Land Use Plan map;
- The Major Transportation Plan objectives of connecting major roads and serving growth; and
- The new planning principles that provide a guide for future site plan review and approval by the City to implement the goals and objectives of the plan (**Ref. Chapter 3**), and the implementation steps of the plan (**Ref. Chapter 6**). These are expressed in the Design Guidelines and Development Standards (**Ref. Appendix B**).

The magnitude of commercial and industrial development is not feasible to project, given the unique setting of Bonner Springs in the UG metropolitan area.

- The development trends of non-residential growth projected for the Bonner Springs area; and
- The public policy of promoting commercial and industrial uses in close-in, contiguous Designated Growth Areas.

One potential site for a business/industrial park would be the Nettleton Road interchange development area, which should be mixed use shared with retail. Another is the expansion of the city industrial park south of the Kansas River. The site offers an opportunity to expand business park activities that are more intense in size and land use type.

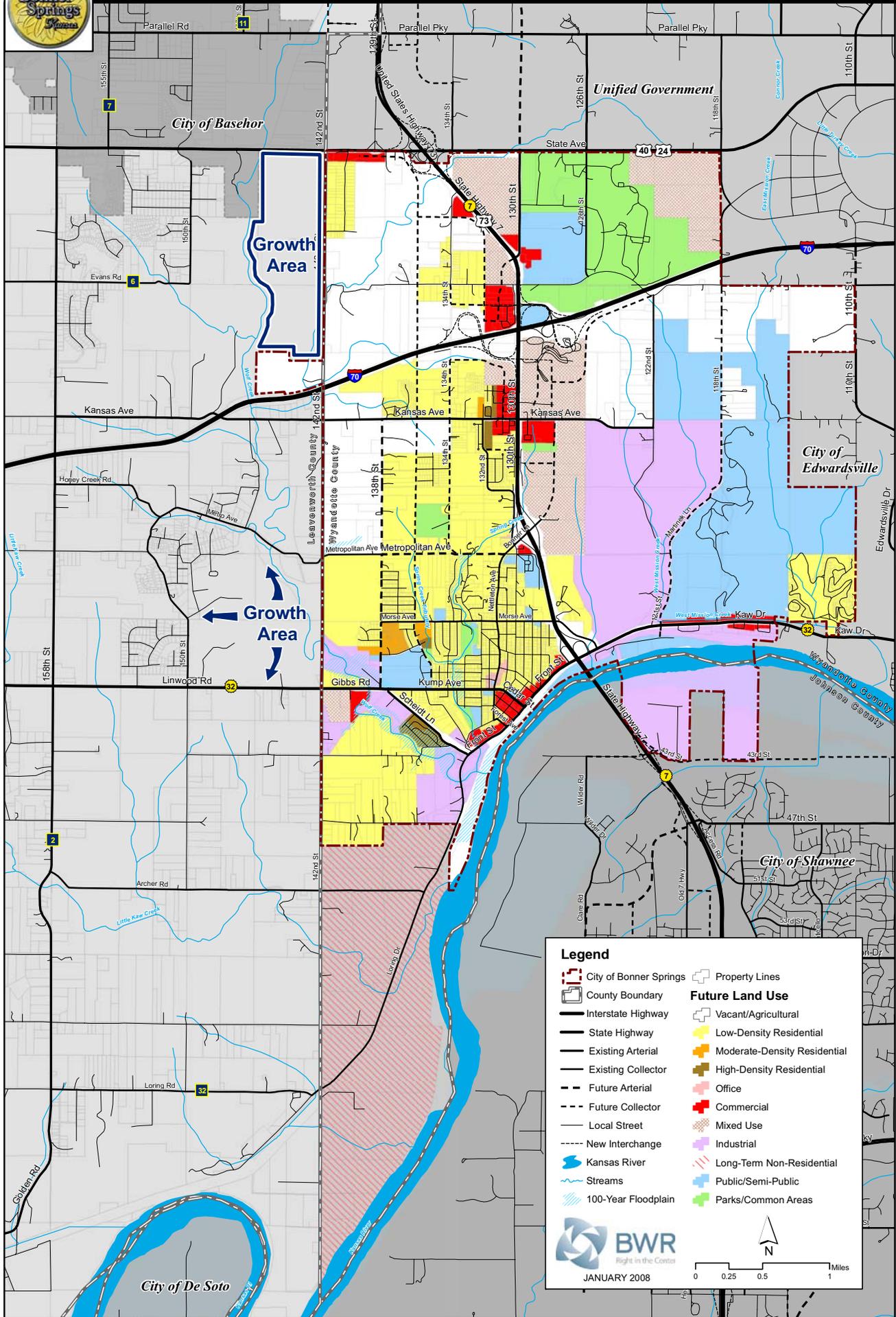
CHAPTER 4
FUTURE LAND USE

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CITY OF BONNER SPRINGS

FUTURE LAND USE MAP



Legend

- City of Bonner Springs
- County Boundary
- Interstate Highway
- State Highway
- Existing Arterial
- Existing Collector
- Future Arterial
- Future Collector
- Local Street
- New Interchange
- Kansas River
- Streams
- 100-Year Floodplain
- Property Lines
- Vacant/Agricultural
- Low-Density Residential
- Moderate-Density Residential
- High-Density Residential
- Office
- Commercial
- Mixed Use
- Industrial
- Long-Term Non-Residential
- Public/Semi-Public
- Parks/Common Areas

BWR
Right in the Center

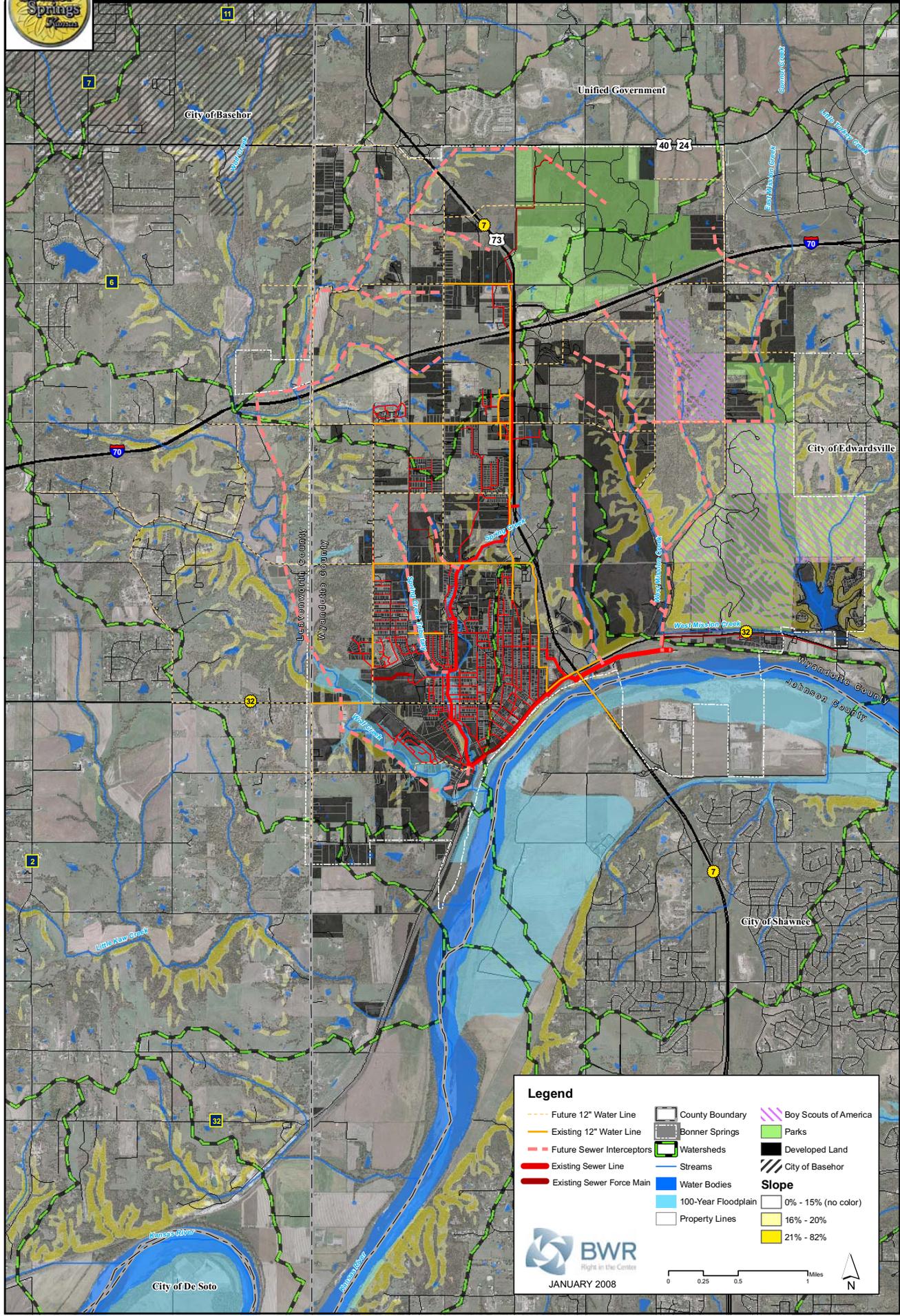
JANUARY 2008

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CITY OF BONNER SPRINGS DEVELOPMENT CHALLENGES MAP



Legend

Future 12" Water Line	County Boundary	Boy Scouts of America
Existing 12" Water Line	Bonner Springs	Parks
Future Sewer Interceptors	Watersheds	Developed Land
Existing Sewer Line	Streams	City of Basehor
Existing Sewer Force Main	Water Bodies	Slope
	100-Year Floodplain	0% - 15% (no color)
	Property Lines	16% - 20%
		21% - 82%

BWR
Right in the Center
JANUARY 2008

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Chapter 5. Major Transportation Plan

INTRODUCTION

The ability to transport people and goods from one place to another is one of the basic components the city's economic and social systems depend. Long range planning helps ensure the street system is able to expand efficiently to manage future growth and to remain consistent with the Future Land Use Plan. The transportation system for the City of Bonner Springs involves different modes of transportation to achieve the safe, efficient and convenient movement of persons and goods. This Chapter addresses the street and highway system of Bonner Springs, as well as major transportation issues that must be addressed in the surrounding counties and the Bonner Springs growth area as a whole.

ROAD AND STREET CLASSIFICATIONS

Bonner Springs's existing street and highway network is classified by its function, which is based on the type of land uses for which the roadway is intended to serve. Roadways are not classified by the amount of traffic they carry. However, higher traffic volumes are often consistent with upper level roadway classifications. The factors in roadway classifications are:

- The level of through-traffic movement; and
- Access to adjacent land or individual properties.

The functional street classification system assists the city and the development community in the planning, design, management and maintenance of transportation facilities. These roadway classifications project the right-of-way and design standards for the ultimate construction of a roadway. Ultimately, however, the function of a roadway, traffic volume, and adjacent land use determine the type of roadway which should support daily traffic activity.

The functional classification for roadways uses a hierarchical structure to identify the operation of all roadways within the city's transportation system (**Ref. Major Transportation Plan Map**). The hierarchy of road types in ascending order is:

- Freeways / expressways;
- arterial streets;
- collector streets; and
- local streets.

Freeway and Expressways: The Kansas Transportation Department (KDOT) is the entity responsible for construction and maintenance of freeways and expressways within Bonner Springs. Therefore, all land development adjacent to freeways and expressways should be planned in accordance with the specifications of KDOT—an issue affecting local land use at Kansas Avenue, for example.

Major Arterials: The primary function of an arterial street is to move large volumes of traffic from one place to another at moderate- to high-speeds, provide continuous linkages between major traffic generators and serve as a transition roadway between collector streets and expressways. Planned access is its secondary function. Major arterial streets require a minimum of 120-feet of right-of-way.

CHAPTER 5 MAJOR TRANSPORTATION PLAN

The arterial street is given preferential treatment over collector and local streets in signing and signalization of intersections. Access to private property along an arterial should be controlled to avoid hazards and the interference of traffic flow due to ingress and egress traffic movements. For that reason, the number of access points on a major arterial should be held to a minimum where they can be controlled and adequately protected. Each driveway or curb cut is essentially another intersection or friction point which reduces the ability of the thoroughfare to perform its major function of moving traffic.

Minor Arterials: Minor arterials carry more traffic and provide shorter links of continuous distances throughout the community than major arterials. Land access is the secondary function of these roads. For this reason the number of lots fronting onto a minor arterial should be held to a minimum in order to reduce the number of driveways or points of interaction. Generally, turn lanes are provided at major intersections along Minor Arterial roads. Parking is generally not permitted on either side of the street.

Collectors: Collector streets serve traffic desiring to travel between arterial and local streets, and are used mainly for traffic movement within residential, commercial and industrial areas. Collector routes provide the combined services of funneling traffic and protecting local roads from bearing unnecessary traffic volumes. Although intended to move traffic, collector roads are generally developed to discourage any long through trips which should more appropriately be carried by arterial roads. Standards for width and construction are similar to those for Minor Arterials, although they should be residential in character. Turning lanes may be provided at primary entrances.

Table 5-1: Major Roadway Design Standards

	Arterial		Collector	Local
	Major	Minor		
Right-of-Way Width (feet)	120	80	60-80	50 ⁽¹⁾
Min. Width of Traffic Lanes (feet)	12	12	11-12	12
Degree of Curve	12.5	12.5	23	28
Maximum Gradient	6%	7%	6-8%	10%
Minimum Gradient	1%	1%	1%	1%
Curb Return Radius (feet)	35-50 ⁽¹⁾	35 ⁽¹⁾	25-35 ⁽¹⁾	20-25 ⁽¹⁾
Sidewalks	2 ⁽¹⁾	2 ⁽¹⁾	1-2 ⁽¹⁾	1-2 ⁽¹⁾
Min. Distance from Intersection of R/W to Driveway Curb-cut (feet)	250	200	100-150	25
Number of Travel Lanes	4-6	3-4	2-4	2
Min. Stopping Sight Distance (feet)	400-475	275-325	200-250	150
Min. Curve Radius (feet)	1,091	700	300-500	185
Min. Horizontal at C/L	510	510	380	200

Source: City of Bonner Springs/KCAPWA Design Criteria/KDOT.

⁽¹⁾When required by the Planning Commission. The Commission may increase maximum gradients and decrease minimum radii where unusual topographical conditions exist.

Local Streets: All other streets in the city not previously described are classified as local streets. The ideal traffic volume for local streets is less than 1,000 vehicles per day. Local streets should provide direct access to private property.

Also indicated on the Major Transportation Plan Map is “Intersection Improvements” which references the K-7 Highway Corridor Plan. The City should place as a high priority the improvement of local thoroughfare streets and reverse frontage roads to implement the plan (**Ref. Chapter 6**).

TRANSPORTATION PLANNING ISSUES

A quality transportation network system that promotes safe, efficient and convenient travel throughout the city will play a significant role in long-term economic development opportunities and quality of life for citizens residing in Bonner Springs. Currently a comment issue is the need related to major county roads and highways is for alignment improvements, widening, and lighting to meet current and future traffic demand. Since most roadways cross multiple jurisdictions, long range transportation planning should be conducted as a multi-jurisdictional effort.

Interstate 70 (KTA route) and state highway K-7 serve as the framework of Bonner Springs’ regional roadway network, particularly in north Bonner Springs and down its center. Interstate 70 connects to Kansas City, while K-7 serves as the major route from Bonner Springs to Johnson County. U.S. 24/40 Highway serves north Bonner Springs connecting to Leavenworth County.

K-7 Highway Corridor Plan

In 2005-2006 a Study was completed for the K-7 Highway corridor extending from Olathe to Lansing/Leavenworth, including the Bonner Springs portion of the corridor. The Corridor Plan was intended to:

- promote quality development through urban design recommendations;
- propose a development pattern that incorporates good design features without hindering private development;
- enhance and compliment existing viable development areas in the city; and
- protect the current and future rights-of-way for state and local road enhancements, such as interchange additions and upgrades that conform to KDOT and Federal Highway Administration guidelines.

Average Daily Traffic (ADT) volumes on K-7 were 79-93,000 in 2004 and are projected to be between 112-148,000 at corridor “build-out,” as defined in the *K-7 Highway Corridor Study*. The implications for land use growth are immediately apparent, and presage the need for the City of Bonner Springs to plan for and implement local intersecting arterial and collector road improvements, including reverse frontage roads.

I-70 Improvements

In spring 2007 the State and Federal Highway Administrations issued its Record of Decision on near-term funding, which included the I-70 and K-7 interchange redesign and construction. The proposed improvements will provide for operational and capacity modifications to the existing I-70 bridge from

the northern side south on K-7 to a future planned improvement of the existing signalized intersection with Kansas Avenue in Bonner Springs. Included in the proposed action is the widening of the existing Bridge crossing which currently is restricted in its utility as relates to adjacent land use—diminishing infill opportunities at the local level.

While improvements to the I-70/K-7 corridor in the northern portion of the city are anticipated in the near future, there continues to be significant congestion at Kansas Avenue and K-7. Long-term transportation funding for the corridor should include possible highway improvements to eliminate the at-grade signalized intersection with Kansas Avenue, as well as other upgrade opportunities to benefit this vital corridor in central Bonner Springs.

Transportation Strategies

The City must continue working cooperatively with KDOT staff to monitor improvement plans and funding programs. One of the most critical transportation planning issues is the need to provide critical connections between local transportation corridors and the state highway network. Such cooperation includes providing an adequate roadway network to serve future regional improvements, such as a new casino and upgrades to the city park/entertainment venues.

- Finance City of Bonner Springs major road system improvements through an equitable and efficient combination of taxes, fees, and exactions;
- Evaluate financing mechanisms to equitably assign the costs of road construction to developers how directly benefit;
- Target public funding of road improvements to strategic growth areas to encourage compact contiguous development;
- Prepare city capital budgets—including a formal 5-year CIP—to prioritize road improvements in areas most contiguous to existing development and incorporated cities, with excess funds allocated to improving roads in the rural areas;
- Require new development to provide road right-of-way for the ultimate development of the area;
- Require new development to provide paved streets constructed to the City's adopted APWA standards; and
- Prohibit residential curb cuts (driveways) onto major arterial streets.

Access Control

Local access control policies, along with projected traffic volumes, affect specific design characteristics associated with each functional classification. For example, higher traffic volumes, such as those exceeding 10,000 vehicles per day, warrant construction of a four or five-lane arterial street to effectively move traffic. Conversely, traffic volumes between 4,000 and 10,000 vehicles per day can be accommodated by a two-lane arterial street that has turn bays, good signal and intersection spacing, and private driveway access control. In many cases, a well built two-lane arterial street can function as well as a four-lane street at just over half the cost.

Access control by the state will maintain existing capacity by controlling access to arterial and collector roadways while improving traffic flow as new development occurs. Constructing intersection improvements, turn bays, medians, and/or providing traffic signal timing is a method to increase

street capacity. Conversely, adding cross streets, driveways, traffic signals, and other stop controls can decrease street capacity.

ROADWAY FINANCING

The Major Street Impact Fee will provide a foundation for funding roadway improvements. However, additional financing tools are necessary to implement the recommended roadway improvements in urbanizing areas of the City. These tools can be identified by the source of the financing. Primarily, there is public financing, which includes local, state and federal taxes and programs, such as those that are currently in place; and private financing, such as the individual developer. There is a wide range of possible funding sources for roadway improvements in Bonner Springs. Primarily, financing may be from public sources including local, state and federal taxes and programs; and private financing, such as contributions from or impositions upon an individual developer who creates a development and generates traffic in the city.

The following is a summary of certain financing options that may be available to Bonner Springs for funding major road improvements in addition to the major street impact fee. The term "major street improvements" is defined for purposes of construction, reconstruction or major maintenance (milling and overlay) of arterial streets, and a limited number of existing streets that are classified as collector roads but function as arterial streets.

It must be emphasized that the options summarized in this section merely represent a list of possible financing tools. In-depth research must be conducted to determine whether or not each of these tools is a viable option for the city. It is likely financing strategies ultimately selected will incorporate several of these options. Some of the options may be mutually exclusive and some of the options may be of limited utility. In addition, some mechanisms are designed to fund improvements to serve demand created by new development while others are designed to fund improvements associated with existing roadway deficiencies. The options are listed as follows:

- Automobile Sales Tax;
- Capital Improvement Sales Tax;
- KARS;
- Excise Tax (Available no longer for new taxes for roads);
- Federal Highway Administration Programs;
- Capital Improvements (and Special Projects) Sales Tax;
- Major Street Impact Fees;
- General Obligation Bonds;
- Government Programs;
- Real Estate Tax;
- Right-of-Way Exactions;
- Transportation Development Districts; and
- Special Assessment Districts

Automobile Sales Tax. A sales tax on the vehicle purchase price that provides funding for roadway improvements.

CHAPTER 5 MAJOR TRANSPORTATION PLAN

Capital Improvements Sales Tax. Kansas statutes authorize cities and counties to impose a sales tax on retail sales for the purpose of funding capital improvements, including operation and maintenance. The funds collected from this tax must be deposited in a special trust fund and may be used solely for the purpose designated in the vote which is approved by the citizens of the city.

KARS. The Kansas Arterial Road System (KARS) funds are distributed by the State of Kansas. Counties receive a percent of state and federal fuel tax collected. The proportional share is based on the number of roadway miles in the city as a percentage of the total county roadway miles in the state.

Excise Tax. An excise tax is a method of raising revenue by levying a tax on a particular activity. Bonner Springs does not qualify for an excise tax on plats (for major street improvements), as a new state law provides that only cities levying an excise tax for major road improvements prior to January 1, 2006 may retain the tax. All Kansas cities may still levy the tax for select other uses, such as on tickets for entertainment venues on property owned by a Kansas city or county. As a result, no new excise tax may be levied by the City of Bonner Springs for public roads.

Federal Highway Administration Programs. The Intermodal Surface Transportation Efficiency Act of 1991 (as amended) provides federal-aid programs for transportation improvements. The federal-aid program available to Bonner Springs is the Surface Transportation Program. This is a block grant program for any roads that are not functionally classified as a local or rural minor collector, referred to as Federal-aid roads. These funds are distributed to the states and the State must set aside 10 percent for safety construction activities and 10 percent for transportation enhancements, including environmental-related activities. 30 percent can be used in any area of the State.

Capital Improvements (and Special Projects) Sales Tax. Kansas statutes authorize cities and counties to impose a sales tax on all retail sales in the jurisdiction for the purpose of funding capital improvements, including operation and maintenance. The sales tax must be authorized by the City council and approved by a simple majority of the voters in an election. The funds collected from this tax must be deposited in the general fund and may be transferred to a fund--such as a road improvement fund--to be used solely for the purpose designated in the vote which is approved by the citizens of the jurisdiction. Wyandotte County currently levies a 1% local option sales tax on all applicable goods and services purchased or provided within the county.

In addition, the City of Bonner Springs levies a 1.75% local option sales tax on all applicable goods and services purchased or provided within City limits. The first .50% of the City tax was implemented in 1981 and another .50% City tax was implemented in 1985. In October 2003, an additional .25% was added by the City to fund emergency service improvements. In November 2004, voters in the City authorized another .25% to fund a new aquatic facility, with collections beginning April 1, 2005. In September 2006, voters in the City authorized another .25% to fund a new city library facility, with collections beginning January 1, 2007. These taxes are in addition to the State's 5.3% sales tax. The total sales tax in the City is 8.05 cents, or 8.05% of cost.

Johnson County levies an 8.15% sales tax of which the City receives 1.75% distribution from the County. The City also receives a nominal distribution from Leavenworth County.

Major Street Impact Fees. A major street impact fee is a monetary exaction on new development imposed as a part of the development approval process. There is some disagreement among the courts as to the application of the *Dolan* "rough proportionality" analysis to monetary exactions such as these fees.

All road impact fees collected by the city must be spent for improvements to the road network that benefit those who paid the fee. This generally requires the designation of multiple geographic areas within the jurisdiction for imposition of the fee, with the fees collected from developers within each area being spent only for public infrastructure within the area. This is not true of excise taxes, which are collected jurisdiction-wide and can be spent on public infrastructure any place within the jurisdiction. The amount of the fee collected with respect to each development cannot exceed an amount that reflects the cost of constructing improvements to the road network that are caused by the development.

General Obligation Bonds. Subject to certain constitutional and statutory limitations, primary of which is a constitutional limit on the total amount of debt the city can incur based upon a set percentage of its assessed valuation, the city has the ability to raise funds for street improvements by the issuance of general obligation bonds. General obligation bonds are long-term obligations of the city backed by the full faith and credit of the city.

Kansas statutes authorize the city Commission to issue bonds for the "construction, reconstruction, improvement, maintenance and repair of any and all public roads, highways, bridges and culverts" within the city, and includes the acquisition of property through eminent domain powers. The proceeds from such bonds must be kept as a separate fund to be known as "The Road Bond Construction Fund." These funds may also be used in the construction, reconstruction, improvement, maintenance and repair of any street, avenue, road or alley in any incorporated city, town or village if that construction or improvement forms part of a continuous road, highway, bridge or culvert of the city.

Government Programs. State and federal programs exist that may provide a funding source for street improvement projects. Typically, such programs would be available only for projects meeting the criteria of that particular program and for transportation improvements forming a part of the funding entities' transportation network, i.e., federal funds for U.S. highways. Although some grants may be available, most programs will require a local "match" by the city to pay a specified portion of the project costs in order to leverage the funds from the other governmental entity. It should be noted that funding decisions have already been made for virtually all of these possible funding sources for the immediate future.

Real Estate Tax: Roadway improvements financed by a real estate property tax.

Right-of-Way Exactions. Exactions are requirements imposed as part of the development approval process that require a person seeking such approval to give something to the city or to a common maintenance entity as a condition of such approval. Traditionally, counties have required developers to dedicate right-of-way for streets within the development and for streets abutting the development as a condition of a specific development's approval requiring such a dedication is an exercise of the city's regulatory police power. Typically, these right-of-way exactions have been imposed at the time of zoning or subdivision approval, with the

CHAPTER 5 MAJOR TRANSPORTATION PLAN

understanding that the dedication would take place at no cost to the entity requiring the dedication. In 1994, the United States Supreme Court decided the case of *Dolan v. City of Tigard*, in which it held that any requirements for the dedication of land imposed as a condition of development approval must be roughly proportional to that development's contribution to the need for new public facilities. Further, the Supreme Court held that the local government imposing the exaction must make an "individualized determination" regarding the proportionality between the exaction and the impacts caused on public facilities.

After *Dolan*, it can no longer be assumed that street right-of-way dedications may always be exacted at no charge. An individualized determination must be made, in each instance, to insure that the dedication requested is roughly proportionate to the demand for right-of-way created by the proposed development. At a minimum, there must be some methodology used to quantify the development's impact and the amount of the dedication required to offset that impact. However, the courts have made it clear that mathematical precision of the relationship between the impact and the dedication is not required.

Transportation Development Districts. Kansas statutes authorize the city to create a transportation development district (TDD) encompassing all or a portion of the city. The purpose of a transportation development district is to "fund, promote, plan, design, construct, improve, maintain, and operate one or more [transportation] projects or to assist in such activity." A transportation development district is created by submission of a petition to the circuit court from either 50 registered voters in each county in the district or by the City Council. The petition must identify the district's boundaries, each proposed project, and a proposal for funding the projects.

A transportation development district may fund approved transportation projects through special assessments, property taxes, sales taxes and tolls. The amount of sales tax may not exceed one percent. After enactment, the sales tax is subject to a citizen petition for an election to repeal the tax.

Special Assessment Districts. State statutes authorize the creation of a Special Assessment Districts (SA) for cities and counties. Under the SA statutes, particular areas of land may be designated by the City Council as a "neighborhood" that will benefit from a particular public improvement. Landowners within each neighborhood must authorize the formation of the SA either by a vote of approval or by execution of a petition to the City Council. The boundaries of the SA are created at an election and the approval percentages are the same as those for approval of general obligation bonds (see above). State statute requires that a landowner petition to create an SA must be signed by the owners of record of at least two-thirds by area of all real property located within the proposed SA.

If approved, the City Council may authorize the issuance of general obligation bonds to finance construction of an improvement, such as road improvements. To secure the bonds, a portion of the total cost is assessed against each landowner within the SA and the special assessment becomes a tax lien against the property. The method of apportioning assessments among the property owners within the SA is established prior to the creation of the SA. The bonds may be issued without a vote of the public. Bonds issued count against the city's debt limit. A SA allows the city to construct an applicable improvement sooner than other financing methods such as road user or impact fees.

RECOMMENDATIONS

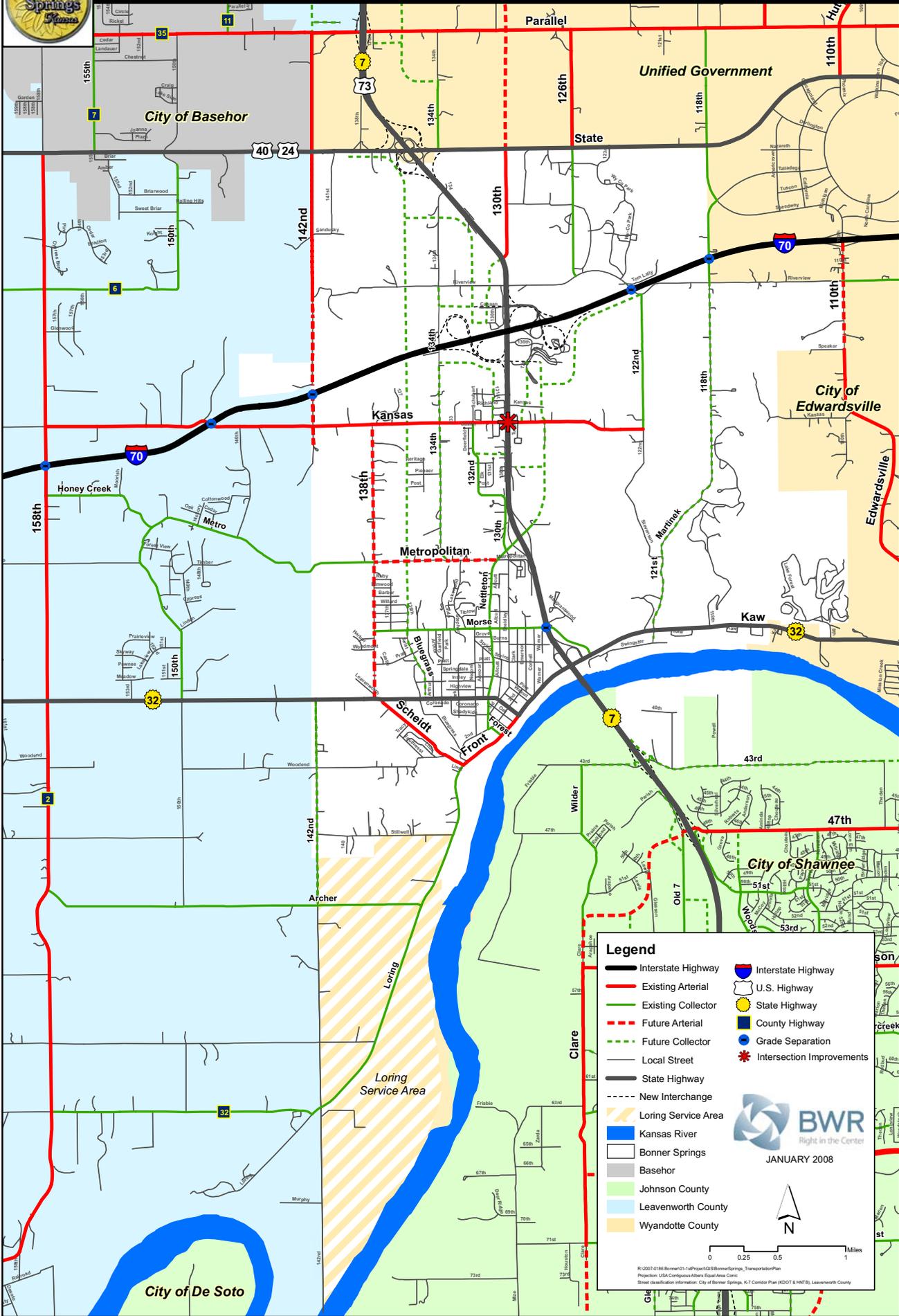
1. Adopt a City of Bonner Springs major street impact fee as a monetary exaction on new development imposed as a condition of development approval (**Ref. Appendix C**). The entity responsible for the cost of roadway improvements depends on the primary users. Arterial roadways benefit an entire plan area; therefore, the entire plan area should contribute to the construction of these roadway improvements. Similarly, construction or improvements to collector and local streets that serve specific developments should be paid for and constructed by the applicable development.
 - a. Structure the street impact fees collected so that improvements to the road network directly benefit those who paid the fee.
 - b. Set up multiple funds that correspond to the geographic areas within the city for imposition of the fee, with the fees collected from developers within each area to be spent only for major arterial streets within the area.
 - c. Establish a fee amount collected for each development that does not exceed an amount that reflects the cost of constructing improvements to the road network that are caused by the development.
2. Incorporate the Major Street Plan changes in the 2008 plan update, reflecting the major interchange improvements at Kansas Avenue and K-7.

CHAPTER 5
MAJOR TRANSPORTATION PLAN

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CITY OF BONNER SPRINGS TRANSPORTATION PLAN MAP



Legend

- Interstate Highway
- Existing Arterial
- Existing Collector
- Future Arterial
- Future Collector
- Local Street
- State Highway
- New Interchange
- Loring Service Area
- Kansas River
- Bonner Springs
- Basehor
- Johnson County
- Leavenworth County
- Wyandotte County
- Interstate Highway
- U.S. Highway
- State Highway
- County Highway
- Grade Separation
- Intersection Improvements

BWR
Right in the Center
JANUARY 2008

0 0.25 0.5 1 Miles

©2007-2008 Bonner City. All Rights Reserved. Bonner Springs, Transportation Plan
Projection: USA Contiguous Albers Equal Area Conic
Street classification information: City of Bonner Springs, K7 Corridor Plan (KDOT & HNTB); Leavenworth County

Chapter 6. Implementation

Chapter 6 outlines “Action Steps” with recommended time frames and responsible parties for implementation, based on the Goals, Objectives, and Action Steps for implementing the Comprehensive Plan’s recommendations. The detailed Action Steps express how all plan participants—the City Planning Commission and the City Council, the citizens at large, local and regional stakeholders, and the development community—should proceed in shaping the City’s growth over the next 20 years and beyond.

This Chapter assigns action steps in an implementation matrix as follows:

- ★ **Action Steps** - initiatives to implement the Comprehensive Plan recommendations.
- ★ **Implementation Responsibilities** - Primary participants and partnerships to work on the project. These may include:
 - **City:** Includes various City Departments, Boards, and Commissions;
 - **Agencies:** May include Federal and State departments and agencies, the Unified Government as a partner, and other neighboring jurisdictions,
 - **Private Sector:** May include developers and land owners;
 - **Residents:** May include homes associations, neighborhood groups, and homeowners;
- ★ **Time Frame** – A general phasing of actions and durations over which the action is projected to occur. Time frame is expressed in the following terms:
 - ⤴ On-going;
 - ⤴ Short-Term – 1 to 3 years; and
 - ⤴ Long-Term – over 3 years.

On-Going Action Items				
ACTION STEPS	IMPLEMENTATION RESPONSIBILITY			
	City	Agencies	Private Developers	Residents
Environmental Management				
Design and construct new development to retain the natural and visual character derived from topography, woodlands, streams, and riparian corridors.	★	★	★	
Design and construct new development to retain the natural and visual character derived from topography, woodlands, streams, and riparian corridors.	★		★	
Preserve environmentally sensitive areas such as floodplains, wetlands, and wildlife habitats, especially within the sub-basins flowing to the Kansas River.	★	★	★	★

On-Going Action Items				
ACTION STEPS	IMPLEMENTATION RESPONSIBILITY			
	City	Agencies	Private Developers	Residents
Land Use and Development				
Strongly encourage new urban development in the designated Growth Areas to annex into the city before development.	★		★	
Work with Leavenworth County to require urban development in the unincorporated area to be consistent with the development policies and standards of the city.	★		★	
Limit commercial and industrial development in the " long-term non-residential" designated district given lack of municipal services and lack of direct access to regional highways and freeways.	★	★		
Direct commercial development to key commercial centers with direct access to regional roadways.	★	★	★	
Promote subdivision and building designs that conserve water and implement low impact development design standards.	★	★		
Require construction of water mains and related urban facilities to an urban standard within the designated Growth Areas if developed without annexation.	★	★		
Require new development to be connected to a public water supply.	★			
Require new urban streets to be paved to hard surface standards.	★			
Parks, Open Space, and Recreation				
Enhance the city's parks and open space areas by implementing the city Parks Master Plan in coordination with the Comprehensive Plan	★	★		
Pursue land and easement donation / dedications for trails and bike lanes, and secure land or easements by landowners and developers of new developments.	★	★	★	★
Preserve the creek floodplain corridors for permanent open space, natural resource preservation, and recreational uses as development extends within the corridors.	★	★	★	
Residential				
Require residential development located within close proximity of sewer trunk mains to extend municipal services on city design standards.	★			
Allow flexibility in lot configuration, lot size, building setbacks, and other development standards if in accordance with new development guidelines of the Plan and to preserve open space and natural resources.	★			
Commercial				
Implement the K-7 Highway Corridor Guidelines.	★	★	★	
Prevent new billboards along all roadways and highways.	★			

Industrial				
Direct industrial uses to the existing municipal industrial park.	★			
Public Services and Facilities				
Encourage regional planning of watershed protection and stormwater management, as sub-basins within the region flow generally south to the Kansas River through City streamways.	★	★	★	★
Transportation				
Actively participate in MARC and KDOT transportation committees to seek State and Federal funding for high priority throughout the city.	★			
Provide parallel secondary streets to the regional highway and freeway interchanges, including reverse frontage roads as appropriate.	★	★	★	
Require traffic impact studies for larger developments to evaluate and confirm the capacity of the surrounding road system before development approval.	★		★	
Coordinate with the UG when planning local streets that connect regionally.	★	★		
Economic Development				
Promote the regional tourism media effort as a joint effort with the UG and other partners.	★	★	★	

Short-Term Action Items (1 to 3 years)				
ACTION STEPS	IMPLEMENTATION RESPONSIBILITY			
	City	Agencies	Private Developers	Residents
Environmental Management				
Implement updated city stream buffer regulations to ensure consistency with KCAPWA Section 5600.	★			
Adopt updates that address regional cooperation on storm water management, including education of the public about erosion from water coming from outside the City corporate limits.	★	★		
Adopt procedures for administering the newly adopted stormwater utility program.	★			
Land Use and Development				
Revise the city's zoning and subdivision regulations to implement the policies of the Comprehensive Plan.	★			
Implement practices in new developments that increase storm water infiltration and adequately treat storm water runoff before discharge.	★	★		
Adopt lighting standards that prevent light pollution and reduce sky glow.	★			
Parks, Open Space, and Recreation				
Implement a dedicated funding source for parks and recreation, and trails development, such as a Park Fee Ordinance if recommended by the Park Master Plan.	★			
Update the codes to ensure appropriate standards for securing useful land or easements for open space, parks, and trail facilities as part of the platting process.	★			
Residential				
Create a new Mixed Use zoning district classification to accommodate changing market demand and avoid multiple zoning map amendments.	★			
Adopt new land use Guiding Principles and Neighborhood Design Policies, and Multifamily Design Guidelines for the multifamily developments within mixed use districts into the zoning and subdivision regulations.	★			
Commercial				
Target major street improvements to implement the standards recommended by the K-7 Corridor Plan for local business access.	★			
Revise the city's Land Development codes to require higher development standards for areas along city entrances, commercial and industrial districts, and new mixed use districts.	★			
Extend the "atmosphere" of the central business district boundary to include adjacent residential and commercial areas down side streets, and consider a roundabout at the K-32 intersection.	★			

Short-Term Action Items (1 to 3 years)

ACTION STEPS	IMPLEMENTATION RESPONSIBILITY			
	City	Agencies	Private Developers	Residents
Provide “way-finding” directional signage from K-32 and incorporate a special design theme consistent with the historic character of downtown that links the downtown with its perimeter neighbor districts, both residential and commercial.	★			
Industrial				
Continue infilling the industrial park as the focus of development.	★	★	★	
Public Services and Facilities				
Implement the city wastewater sewer improvement plans in Phase I of the Wolf Creek basin.	★	★	★	★
Examine options for implementing a dedicated impact fee for major roads as a systemwide funding mechanism given the success of the new stormwater utility fee system—a systemwide funding mechanism for this key public infrastructure.	★			
Adopt policies for implementation of annexation agreements, including policies for obtaining the entire right-of-way width of annexed county roads to the city.	★			
Transportation				
Examine the use of impact fees for major road improvements to compensate the public for the impact on the surrounding road system and the diminution of road capacities from new development.	★			
Agree on major road funding to upgrade north-south and east-west major roadway connections in future land use areas, north of I-70 and east of K-7, and generally as upgrades of major roads in the developed areas of the city.	★	★		
Examine options for a dedicated property tax to roads, bridges, and parks.	★			
Economic Development				
Establish a TIF funded district as needed to extend infrastructure to select sites.	★	★		

Long-Term Action Items (More than 3 years)				
ACTION STEPS	IMPLEMENTATION RESPONSIBILITY			
	City	Agencies	Private Developers	Residents
Environmental Management				
Promote regional solutions with peer cities and UG and the other two counties.	★	★		
Land Use and Development				
Promote annexation of unincorporated “infill” areas contiguous to the city limits in response to growth.	★	★		
Parks, Open Space, and Recreation				
Preserve greenways for future multi-use trails.	★	★	★	★
Residential				
Plan for land use development at the converted K-7 / Kansas Avenue intersection when it changes to a single-point interchange.	★			
Commercial				
Continue supporting the downtown, while promoting new commercial as infill where major street access is improved.				
Industrial				
Continue planning long-term for agriculture-related industry in the Loring Service Area (designated as “Long-Term Non-Residential”) given the lack of municipal services to the area in the near-term; and the inadequate access to regional highways and the freeway from this southern most land area.	★			
Public Services and Facilities				
Require developments to analyze their impact on public utilities and to make improvements to accommodate the development’s impact—implement new impact fees over time and related revenue mechanisms.	★	★	★	★
Transportation				
Study and implement local connections to new K-7 interchanges.	★	★		
Study and implement local reverse frontage roads on K-7.	★	★		
Economic Development				
Construct a local arterial street system that facilitates business development around future highway and freeway interchange improvements in the City.	★	★		

ANNEXATION

To implement long-term development in the City of Bonner Springs Growth Areas, special attention should be given to annexation, since infrastructure should be extended only upon an agreement to become incorporated. The following policies for implementation of annexation agreements shall be adopted.

- The entire right-of-way width of abutting county roads shall be recommended for annexation into the city limits when owners of adjacent lands petition for or request consent to annexation.
- Alternatively, the petitioner shall obtain title to the entire right-of-way and offer to deed such right-of-way width to the city.
- The proposed development plans shall include the improvement of the entire roadway right-of-way width to city standards as a condition of annexation or development approval, or an acceptable guarantee shall be given that such roadway improvement will take place when desired by the City.

CHAPTER 6
IMPLEMENTATION

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City of Bonner Springs

COMPREHENSIVE PLAN UPDATE 2008

Vision 2025

APPENDIX A Public Participation

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Appendix A – Public Participation

The following is a summary of the comments and discussion from the first public workshop held for the Bonner Springs Comprehensive Plan 2007 Update. Building on the key issues identified by planning participants at the September 2007 Focus Session, the project planning consultant, Bucher, Willis & Ratliff Corporation facilitated a Planning Charrette to discuss those issues in greater detail and provide recommendations for “action steps” to be addressed by the City’s Comprehensive Plan.

Focus Session Overview



The comprehensive plan process included public workshops, starting with a Focus Session on critical issues.

A Focus Session is a fast-paced, interactive workshop intended to help community stakeholders identify and prioritize critical planning issues facing Bonner Springs both now and in the future. Bonner Springs conducted a Focus Session on Critical Issue in September 2007 for the plan update. The meeting was attended by more than 50 area residents, land owners, staff, and appointed and elected Officials. The interactive process allowed participants to begin building consensus on the key community planning issues.

The Top rated issues were as follows:

Economic Development

1. Increase Tax Base, Ind. Dev. / Destination / Recreation
2. Green Development / Sustainability
2. Gateways / Image
2. Demand Quality Development
5. Finance Development / Infrastructure (Dev. Pay its way) /
5. Office Parks / High End

Future Land Use

1. Create Destinations and Attractions
2. Open Space / Green Space / Recreation / Trails / Sidewalks
3. Green/Sustainable Development, Good Use of Available Land
4. Demand Quality Development / Development Standards
5. Commercial/Retail within Bonner / at gateways and downtown

Quality of Life

1. Quality of Schools / Alternative Schools
1. Trails / Sidewalks / Walkability / Parks / Recreation / Maintain Green Space
2. Maintain Small Town Atmosphere
3. Law Enforcement / Retain Police Force / Fire Protection / Safety of neighborhoods
3. Quality New Development / Development Standards
4. Better Jobs / Higher Salaries / Office Parks
5. Ecological Concerns / Sustainability
5. Mix of Residential Properties
5. Multi-modal transportation
5. Improve Appearance of City / Code Enforcement

The Bonner Springs “Focus Session” was held on September 12 at the Bonner Springs High School. A Focus Session is a fast-paced, interactive workshop intended to help community stakeholders identify and prioritize critical planning issues facing Bonner Springs both now and in the future. The session was open to the public and attended by approximately 50 individuals with diverse backgrounds, including long term residents and area business owners. The meeting allowed participants to begin building consensus on the key community planning issues.



The process of **Issues Identification** used at the Focus Session was a structured idea-sharing process. Participants were paired-off and initially introduced themselves, sharing each other’s ideas and issues with the entire group. The opening lists of issues identified in the large group were then refined, clarified

and prioritized in smaller “break-out” groups. The series of issues were organized and discussed in the context of the following categories:

- Economic Development
- Future Land Use and Growth
- Quality of Life

From broad perspectives, the break-out group members discussed and refined the critical issues facing Bonner Springs. With the assistance of the consultant-facilitator team, participants voted and ranked the top five most

important community issues in each category. The following is a summary of the issues identified in the Focus Session, including the top issues for each discussion category as ranked by each of the break-out groups.

QUALITY OF LIFE ISSUES

Quality of Life issues and opportunities are those community assets that shape the character and facilities of Bonner Springs as a good place to live, to raise a family, and to work and recreate.

There are many reasons that residents chose to move to and remain in Bonner Springs, and the participants of the focus session identified several issues related to those qualities.

The following are the top five Bonner Springs quality of life issues and opportunities identified by Focus Session participants in ranked order:



- 1. Quality of Schools / Alternative Schools**
- 1. Trails / Sidewalks / Walkability / Parks / Recreation / Maintain Green Space**
- 2. Maintain Small Town Atmosphere**
- 3. Law Enforcement / Retain Police Force / Fire Protection / Safety of neighborhoods**
- 3. Quality New Development / Development Standards**
- 4. Better Jobs / Higher Salaries / Office Parks**
- 5. Ecological Concerns / Sustainability**
- 5. Mix of Residential Properties**
- 5. Multi-modal transportation**
- 5. Improve Appearance of City / Code Enforcement**

Other planning issues and concerns noted by participants during the session related to quality of life included the following:

- Entertainment, increased revenue
- More retail, quality retail
- Quality roads
- Better medical facilities, full-service community
- Continue downtown investment

ECONOMIC DEVELOPMENT ISSUES

The following summarizes the top five Bonner Springs economic development issues identified by Focus Session participants in ranked order:

- 1. Increase Tax Base, Ind. Dev. / Destination / Recreation**
- 2. Green Development / Sustainability**
- 2. Gateways / Image**
- 2. Demand Quality Development**
- 5. Finance Development / Infrastructure (Dev. Pay its way) /**
- 5. Office Parks / High End**

Other planning issues and concerns noted by participants during the session related to economic development included the following:

- Support local businesses and business owners, business incubator, marketing help, local chamber, downtown stores
- Use TIF wisely, how much more longevity
- Finance (find ways to) infrastructure development should pay its way, TIF
- New commercial growth north of town / I-70, green development, responsible development, sustainability
- Gateways and image of city, Christmas lights, landscaping maintenance
- Encourage residential, retail will follow, lifecycle, lifestyle housing, address new markets
- Choose development, demand quality
- Increase tax base, move industrial development, total destination, race track, legends, casino, riverfront park

FUTURE LAND USE ISSUES

Future land use and growth issues in Bonner Springs are related to preferred development patterns, and the intensity and location of land uses, as well as issues related to funding and maintaining infrastructure and related utilities and public services.

The following summarizes the top five Bonner Springs future land use and growth issues identified by Focus Session participants in ranked order:

- 1. Create Destinations and Attractions**
- 2. Open Space / Green Space / Recreation / Trails / Sidewalks**
- 3. Green/Sustainable Development, Good Use of Available Land**
- 4. Demand Quality Development / Development Standards**
- 5. Commercial/Retail within Bonner Springs / at gateways and downtown**

In addition to the top future land use and growth issues, the following other planning issues and concerns were noted by participants during the session:

- Improved roads connecting, financed. Jurisdictions should plan together, access to more \$ / E-W 3-4 good connectors
- Utilities for development / under served / trunk main sewer
- Maintenance of infrastructure / improve streets
- Location of commercial, good retail (dept store) / access / downtown shopping w/in Bonner
- Develop I-70 / Nettleton, will have more \$ for interior, use of land near I-70



- Hospital / more full service community, need more growth
- Green development / ecology / some health serv / sustainable/ good use of land "be a leader"
- Availability of residential property / retail follows rooftops
- Unique biz, more B&B, create destinations, attractions, downtown, riverfront park, casino, theater, skate rink, museum

Infrastructure

During the first portion of the Focus Session, the participants' ideas and concerns regarding infrastructure were recorded in addition to those related to quality of life, economic development, and future land use. The issues identified by participants pertain to the physical infrastructure needs of the community including sidewalks, roads, and utilities.

The following infrastructure issues and concerns were noted by participants during the session:

- Roads and utilities for new development
- Utilities to infill
- JoCo Water One
- Condition of streets, maintain what we got
- Cooperation w/ KDOT, accessibility
- Trunk main sewers, cost-effective
- Access roads along K-7
- Street standards
- Sidewalks/ multimodal, bikes
- Street connectivity
- Financing: how to pay. Development pay its way

Policy Planning Charrette

The Bonner Springs “Planning Charrette” was held October 15, 2007 at the Bonner Springs High School. The session was open to the public and attended by more than 40 individuals with diverse backgrounds, including residents, city appointed and elected officials, students, landowners, developers, and business and civic leaders.

What is a Charrette? The Bonner Springs Planning Charrette was conducted as a fast-paced, interactive workshop where small groups discussed the key planning issues identified during the September 2007 Focus Session and provided planning policy recommendations to address those issues. Charrette participants were asked to respond to various questions related to the planning issues, and to recommend preferred solutions. Each group was provided with a workbook, an area map and aerial photo, markers and other tools to record their comments, preferences, and strategies to address the issues. The small groups specifically addressed issues for one of the four topic categories identified in the Focus Session:

- **Quality of Life,**
- **Economic Development**
- **Future Land Use, and**
- **Infrastructure**

Using their broad perspectives, the group members discussed and refined policy recommendations for the key issues facing the City. With the assistance of the consultant-facilitator team, participants summarized their recommendations and the most important discussion points in their workbooks and on flip charts. At the end of the Charrette, a spokesperson for each small group presented the conclusions and recommendations to the entire group of participants.

The Charrette results have been used to build goals, objectives and action steps (**Ref. Chapter 3**). The action steps give direction to the Comprehensive Plan recommendations for implementation (**Ref. Chapter 6**).

Appendix

B

COMPREHENSIVE PLAN

City of Bonner Springs, Kansas



Planning Principles and Design Guidelines

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APPENDIX B: Guiding Principles and Design Guidelines

B.1 Guiding Principles

The Bonner Springs Comprehensive Plan advocates the use of land planning principles and design guidelines to act as the basic framework for creating high quality environments to live, work, shop, and play. This document is intended to provide guidelines for the quality of development desired within our community. These guidelines are subjective in their application depending on the specific proposal. Specific standards are set by ordinance in the subdivision and building regulations.

Future land use and development decisions, including individual zoning changes, subdivision plans and plats, site planning, infill development, annexations, and capital improvement programming should be coordinated with the Guiding Principles and recommendations set forth by this Section. The following Guiding Principles are a collection of physical design concepts reinforced by the goals and objectives of the Plan and the action steps for implementation (**Ref. Chapters 3 and 6**), and the issues that came from the Community Involvement process (**Ref. Appendix A**) including the plan issues workshops.

The Community

1. Future development and redevelopment should respect the historical patterns, and precedents of Bonner Springs, including downtown.
2. Development of land in the planning area should respect the natural environment and retain its natural and visual character derived from topography, woodlands, and riparian corridors. Engineering techniques requiring significant amounts of cut and fill should not be used to force-fit development into the environment.
3. The physical organization of the community should be supported by a framework of transportation alternatives, including improved pedestrian access and mobility while continuing to invest in automobile routes, such as managed access to K-7.
4. Future transportation updates should be planned and reserved in coordination with planned future land uses.
5. New stormwater management standards require new improvements to natural drainage areas, floodplains, and wooded areas, and should be used to define and serve urbanized areas of the community.
6. The Downtown and its surrounding neighborhoods comprise the historic core of Bonner Springs and should be targeted for revitalization and future growth of higher intensity development, destination retail and entertainment, and higher density housing to maintain the area as the center focus of the community.





7. Civic, institutional, and mid-sized commercial uses serving the larger community should be embedded in downtown and the city core area, rather than isolated in remote single-use complexes.

The Neighborhood

1. Neighborhoods should have a “sense of place” and should be compact, pedestrian-friendly, and include a mix of uses in response to new market demands.
2. Neighborhoods should integrate a variety of residential, commercial, institutional, civic, and personal activities of daily living within close proximity and with more multimodal and walking options for residents.
3. Neighborhoods should have a defined “center”, such as a neighborhood green (park), plaza, or neighborhood retail center public space.
4. Higher building densities and more intense land uses should be provided within and around a neighborhood “center”.
5. Interconnected networks of streets should be designed to encourage walking, reduce the number and length of automobile trips, and conserve energy by reducing the length of automobile trips.
6. A broad range of housing types and price levels should be provided in neighborhoods to allow for a mix of people with diverse ages, races, and incomes.
7. Concentrations of civic, institutional, and commercial activity should be embedded within neighborhoods, rather than isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them.
8. A range of parks, from tot-lots and neighborhood greens to recreation fields and community gardens, should be distributed within neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods and districts.
9. A grid, modified grid, or hybrid street layout that responds to local topography, water courses and greenways is the preferred street network pattern for new residential neighborhoods.
10. Where through street connections are not desirable due to topographic features, avenues/collectors parallel to open space areas or looped streets with neighborhood greens to create a “sense of place” are preferred over cul-de-sac streets.
11. Depending on the density, location, and type of development, alternative street networks should be used to minimize the amount of impervious surfaces, conserve open space, and protect natural features and water quality.

The Block, the Street, and the Building

1. Individual developments and buildings should be seamlessly integrated to their surroundings.

2. Accommodations for automobiles should be accomplished in ways that respect the pedestrian and the form of public space.
3. Buildings and landscaping should contribute to the physical definition of thoroughfares as civic spaces.
4. Streets and public spaces should be safe, comfortable, and interesting pedestrian environments. Properly configured, such spaces should encourage walking and enable neighbors to know each other and protect their neighborhoods.
5. Civic buildings and public gathering places should be placed on important sites and developed with distinctive form to reinforce the community's identity



B.2 Neighborhood Development Guidelines

The following Neighborhood Guidelines elements provide the basic framework for future neighborhood development in Bonner Springs. These guidelines are intended to apply to the layout and design of new neighborhoods and infill or redevelopment projects. Where existing guidelines affect development review, such as in historic districts in Downtown Bonner Springs, the Comprehensive Plan guidelines should coordinate with them.

1. Identify all natural green spaces (including stream corridors, wetlands, floodplains and their buffers) and establish buffer zones for such areas. These buffers should be determined by the classification of the stream and environmental characteristics. An optimum minimum buffer of 150 feet from the center of the stream is recommended, but should vary based on local conditions. Specific buffers should meet state and federal standards. No floodplains should be encroached upon.
2. Natural green space areas should serve as the basis for laying out a network of streets that will maintain the spaces as continuous and interconnected as possible. Natural green spaces should remain visible and accessible to the public, rather than isolated or secluded behind development.
3. The layout of the street network should be based on pedestrian sheds with a “center” defined by a public park, green, or neighborhood retail plaza space. A 1,200 to 1,500 linear feet radius from the neighborhood center should be used as the basic determinate of neighborhood size.
4. The neighborhood street network layout should consist of a modified grid pattern of interconnected streets adjusted to local topography, natural green spaces and corridors, and neighborhood centers. Residential blocks should be no longer than 660 feet between centerlines of streets.
5. A range of lot sizes and housing types should be provided within each neighborhood.
6. A neighborhood should include a well integrated mix of housing stock and uses in a neighborhood: single-family, multifamily, civic, and limited neighborhood-oriented retail uses. While not every new residential development will be of appropriate size to accommodate a range of residential uses, the following is an ideal mix of land uses for larger planned neighborhoods:
 - Single-family residences allocated to not less than fifty (50) percent and not more than eighty (80) percent of gross land area within the neighborhood.
 - Two-family residences allocated to not more than ten (10) percent of land area within the neighborhood.
 - Townhouse, row house, condominiums, or other multifamily dwellings not less than ten (10) percent of the land area within the neighborhood. However, multifamily housing for rental purposes should generally not exceed twenty-five (25) percent of the housing units in a neighborhood.
 - Civic uses allocated to not less than two (2) percent of the land area within the neighborhood.

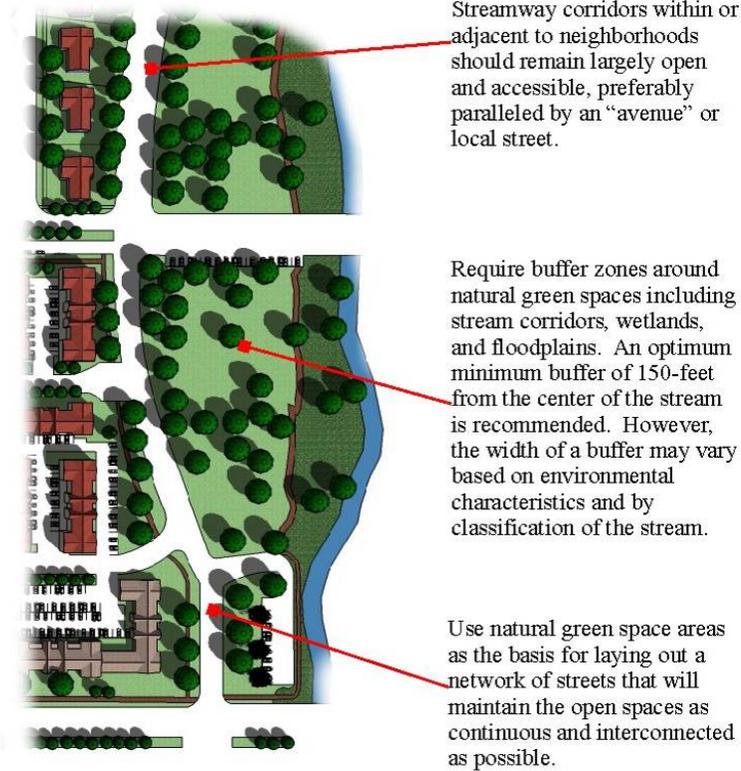


- Neighborhood-oriented retail uses should be encouraged to be located in a planned neighborhood center.
7. Lot sizes within blocks and the blocks themselves may increase as the distance away from a neighborhood center/green increases. Block sizes may be larger in the neighborhood center or core to accommodate parking and larger buildings.
 8. All buildings should front onto streets, except for limited locations where residences may front onto community “greens” or parks. Buildings should not be designed into “complexes” or “pods.”
 9. Residences should be designed to limit the appearance of garages. Alternative designs in which garages do not extend outward from the front of a home are strongly encouraged to maintain the historic character of Bonner Springs. Garages which extend out from the front of a home create an emphasis on the automobile system, diminish the effects of inviting front doors and porches, and are simply less attractive than the house itself.
 10. Residential areas with reduced lot sizes and widths should comply with the following architectural standards. Additional standards may be required with development approvals.
 - Provide roofline and building line offsets, such as projections, recesses, and changes in floor level.
 - Provide the front entry and the habitable portion of the dwelling as the dominant elements of the structure. Garages oriented toward the street should not exceed fifty (50) percent of the width of the residential structure facing the street.
 - Provide garages with the some of the following orientations to the principal front building façade: recessed, side-loaded, rear-accessed, or detached. Garages oriented toward the street typically should not be projected in front of the habitable portion of the front façade. However if such projections occur they should be minimized and generally not exceed five (5) to seven (7) feet.
 - Provide other architectural features, such as a front porch or similar enclosed front stoop feature that projects in front of the garage, for any dwelling design in which a garage projects from or is flush with the principal front building façade.
 11. Incorporate and use street connections from all existing or planned developments adjoining properties. Street connections to future development areas on adjoining properties should be no fewer than an average of one street for every 660 linear feet. Street connections to an arterial roadway typically should not be closer than 500 feet.
 12. A neighborhood green/park/plaza should generally be a minimum of 2-5 acres in size and surrounded predominantly by public streets.
 13. Buildings in a neighborhood center should front directly on the street and define a clear edge, with at least fifty percent (50%) of the building’s “active wall” oriented toward the street. An “active” wall is considered the side of the building containing the majority of the storefronts, customer entrances, and windows. Buildings should be arranged and grouped so that their primary placement and orientation frames and encloses parking areas on at least three sides. Parking should not be located between



the building and the street. However, on-street parking may be permitted in order to create a “main street” if in compliance with the major street plan (**Ref. Chapter 5**).

14. Provide sidewalks on both sides of the street in higher density areas, within neighborhood centers, or streets leading to neighborhood centers.
15. Streamway corridors within or adjacent to neighborhoods should remain largely open and accessible, preferably paralleled by an “avenue” or local street. However in limited areas where development backs up to such spaces, wide view and access corridors should be maintained into the spaces, particularly at the terminus of street intersections.
16. The square footage of non-residential uses considered acceptable in a neighborhood retail center should be based on the type and range of residential unit types within the neighborhood. Neighborhood retail should not serve as regional or community destination, but should generally be oriented toward residents of nearby neighborhoods. Generally, the maximum size of a neighborhood center should be based on a ratio of up to 24-square feet of retail per housing unit within surrounding neighborhoods (pedestrian sheds) being served by the center.
17. Respect the location and image of development along arterial roads.
18. Plan for the location and integration of civic, institutional buildings including future school sites. Such building sites should be well integrated into the neighborhood fabric and easily accessible from within the neighborhood by local streets. Such uses should not be placed as isolated pods fronting onto an arterial street, but should be incorporated within the neighborhood or a neighborhood center.



B.3 Multifamily Residential Design Guidelines

New multifamily development should foster their residents a “sense of community” and connection with the greater Bonner Springs community. As historically found throughout Bonner Springs, buildings should face the street and integrate with the community-at-large through a connected street network designed with balanced use by automobiles, pedestrians, and bicycles.

Neighborhoods in Bonner Springs are expected to provide a broad range of housing types and price levels to allow for a mix of people with diverse ages, races, and incomes. In addition to single-family dwellings, it is vital for neighborhoods to be balanced with a well integrated mix of attached housing types (e.g., apartments, townhouses, duplexes/single-family attached) thus creating a strong community for residents of all ages and incomes.

Multifamily development in Bonner Springs is expected to meet the City’s Guiding Principles and integrated into the fabric of the community in a manner consistent with the Neighborhood Design Guidelines. In addition to the City’s core Guiding Principles and Neighborhood Design Policies, the following guidelines apply to multifamily developments in the community. Alternatives to these guidelines may be approved if it is deemed that enhanced development designs and amenities will be gained to the extent that an equal or higher quality “community” will result.

Site Layout and Development Pattern

- Buildings should be oriented toward streets and through-access drives to form “neighborhoods” rather than complexes or “pods”. In larger developments buildings may also be organized around a common open space, greenway, natural features such as a streamway corridor, or neighborhood amenities such as pools or other recreational facilities.
- To the maximum extent possible, garage entries, carports, parking areas, and parking structures should be oriented away from street frontage, or internalized in building groupings.
- Common open space and recreational facilities for residents should be centrally located where most conveniently accessible to a majority of residents.
- Create a hierarchy of interconnected streets and drives arranged to utilize both parallel and perpendicular streets in blocks or clusters, as well as occasional curvilinear or diagonal streets to respect the natural contours of the land. Variations may be allowed in areas where such a pattern would negatively impact environmentally sensitive areas. “T” intersections are desirable in locations to highlight important public spaces or open space areas.
- Design internal drives similar to public streets with detached sidewalks and planting strips between the curb and sidewalk, street trees, and lighting. Parallel on-street parking may also be incorporated where appropriate. Internal drives





should not be designed with directly accessing angled or perpendicular parking stalls.

- Connect internal streets and drives to the perimeter public street system to provide multiple direct connections to and between local designations, and avoid creating a development as an isolated island in the surrounding community.
- Any non-security fences should be decorative in nature such as wrought iron, picket fencing (not exceeding 4 feet in height) or a similar decorative fencing material. Solid wood fencing and chain link fencing is not desired, except for chain link fencing around recreational courts.

Open Space and Amenities

New multifamily areas are expected to provide common open space or contribute to the public open space for the use and enjoyment of the development’s residents. Open space should be provided in useful, quality spaces integrated purposefully into the overall development design—particularly if access to the Kansas River Corridor is obtainable—such as an expansion of a community park. Views of the river should be incorporated into site design. Residual areas left over after buildings and parking lots are sited are not considered acceptable open space. Open space may be active and passive. However, a minimum percentage of formal active open space should be provided—a minimum ten (10) percent of the net land area is preferred for such space.

- Priority should be given to preserving areas of significant natural features, such as floodplains and drainage channels, mature trees and vegetation, stream corridors, wetlands, prominent bluffs and steep slope areas. Such features should be preserved through common open space or public dedication. Buildings, parking areas, other structures, and grading should be set back from such features a sufficient distance to ensure their continued quality and natural functions.
- Multifamily areas should provide “neighborhood greens” of at least 1-acre in size, in centrally located areas that are easily accessible for residents within the development. The quantity and size of such open space areas depends on the overall density and design of the development. Neighborhood greens should include the following design elements:
 - Neighborhood greens should be mostly open and visible to residents, rather than secluded behind buildings or surrounded by parking lots. Buildings adjacent to a green should front onto the space and include entrances and windows rather than rear facades.
 - The perimeter of a neighborhood green should front entirely to the street / drive curb on at least two sides. Buildings should not abut more than two sides of the green’s perimeter.
 - Neighborhood greens should be landscaped and provide amenities such as walkways, plazas, seating, recreational facilities, gazebos or other similar decorative shelters, pedestrian scale lighting, or other similar features for the use and enjoyment of residents.

- Multifamily areas are expected to provide active recreational amenities within the development site, or submit a comparable donation to the City for park and recreation purposes when such amenities are not feasible for the development site. Preferred recreational amenities include:
 - Paved walking trail through common open space areas, minimum 8-feet in width, or wider if a joint venture with an approved public trail.
 - Tot lot and play equipment.
 - Other recreation facilities such as ball fields, swimming pool, etc. may be incorporated if in the city’s judgment the facility is an enhancement for the development and the residents of the community.



Provide a neighborhood “green” / park in neighborhoods if located more than a quarter-mile walking distance from an existing or planned park area. Such neighborhood “greens” / parks should typically be owned and maintained by a neighborhood homes association, but may be public if determined appropriate by the city.

A neighborhood green / park / plaza should be surrounded predominately by public streets, rather than located behind development or on remnant tracts of land.

Incentives to allow higher density development may be granted if the size of the park and its amenities benefit the city at large.

Pedestrian Access and Circulation

- An on-site system of pedestrian walkways should be provided to link all buildings to any detached parking areas / structures, and also link to sidewalks along internal streets / drives.



- Pedestrian walkways and sidewalks should be provided along all internal streets/drives to link with the following:
 - the boundaries of the development and the sidewalk system along perimeter streets;
 - Any adjacent existing or future nonresidential land uses, such as retail centers, offices and employment areas, eating establishments, and other personal service establishments;
 - Any adjacent or future parks, greenways, schools, or civic spaces.
- On-site walkways and sidewalks should range in width from a minimum four (4) feet to eight (8) feet depending on the location and intensity of use. Generally, sidewalks along streets / drives should be a minimum five (5) feet in width and walking recreational paths should be a minimum eight (8) feet in width.
- Provide sidewalks on both sides of all public and private streets and drives in multifamily developments.



Parking Location and Layout

- Design and locate surface parking areas and freestanding parking structures (detached garages or carports) as follows:
 - Parking areas and parking structures (detached garages or carports) should occupy no more than thirty (30) percent of a perimeter street frontage.
 - Locate parking structures (detached garages or carports) perpendicular to a perimeter street to minimize the visual impact.
 - Locate parking areas behind or between buildings, not between a building and the street / drive. Any parking lots along a street /drive should be screened from view along the street.
 - Arrange parking areas in small “blocks” of parking spaces, generally no more than twenty (20) spaces per block, and no closer than thirty (30) feet to a street right-of-way.
 - Separate parking blocks with a landscape area at least ten (10) feet in width.
 - Detached garages or carport structures should not exceed 120 feet in length, with no more than two such structures placed end-to-end.
- Parking along a street or drive should be parallel to the street, rather than angled or perpendicular, to avoid the appearance of a parking lot.
- Provide lighting in parking lots with individual decorative poles and fixtures, rather than building mounted fixtures. Any building mounted light fixtures should be decorative in nature and used primarily at entrances, rather than for site or parking lot lighting purposes.



Building Design

The design of multifamily buildings, either large or small, should contribute to a sense of “neighborhood” and add to the visual interest of Bonner Springs’s streets. Building designs should be compatible with adjacent development and use building materials that are durable and attractive to maintain lasting value.

- The massing and use of exterior materials on small multifamily buildings such as duplexes, triplex, fourplex, etc. should be arranged to give the appearance of a large single-family dwelling (“big house”) to the extent possible. When such a design is not practical, small multifamily buildings should be designed with an appearance of individuality between dwelling units including varied rooflines, varied colors, and varied façade depths to create variety and individuality. “Mirror image” design structures with the same general design repeated or flipped between units is not desired.
- Multifamily buildings should generally be limited to 2 stories in height for areas designated on the **Future Land Use Map** as “Residential”, while buildings of more than 3 stories in height should be directed to areas designated as “Mixed Use – Residential” or “Mixed Use-Commercial”.
- All sides of a multifamily building should display a similar level of quality and architectural interest, rather than limiting a majority of a building’s architectural features and interest to a single façade.
- Building elevations oriented toward the street should be articulated through the use of bays, insets, balconies, porches, or stoops related to entrances and windows.
- A prominent front entry with a porch or stoop should be provided on all facades facing the street.
- Any rear walls of multifamily buildings that back onto a perimeter street should be articulated with features similar to the front façade to avoid a “rear” appearance.
- Attached garages for multifamily buildings should be integrated into the building design and should not dominate the appearance of the structure, and should comply with the following:
 - Attached garages should be provided for at least a portion of dwelling units in apartment buildings is desired. Garages should not project in front of the habitable living space.
 - Most or all of attached garages for small multifamily buildings such as town homes and row houses should be located on the sides or rear of the structure, rather than oriented toward the street.
 - Attached garages on the street side of any multifamily building should not comprise more than fifty (50) percent of the overall length of the front façade, and every two single-bay garage doors or every double garage door should be offset by at least four (4) feet from the plane of an adjacent garage door(s).





- Attached garages recessed back from the front façade or accessed from the rear or side are preferred over garages projecting toward the street/drive. Any attached garages oriented toward the street/drive should not project in front of habitable living space more than 5-feet. Side-loaded garages should comply with all exterior articulation and treatment, maximum length of front façade, and garage door appearance guidelines if visible from the street.
- Attached garages with two or more bays oriented toward the street/drive should be designed with one-door per bay or incorporate doors with features to give the appearance of individual doors.
- Any side rear walls of detached garages and carports that back onto a perimeter street should be articulated with features such as windows, a trellis, and a variety of roof planes.
- A variety of exterior building materials and colors should be used to create visual interest and to avoid monotony. An amount no less than forty (40) percent of the total net exterior wall area of each elevation should be finished with brick or stone, excluding gables, windows, doors, and related trim. The balance of the net exterior wall area may be lap siding (excluding vinyl lap siding) and/or stucco (excluding pre-manufactured stucco panels or EIFS on the lower four feet if in proximity to sidewalks or off-street parking areas).
- Predominate roofing materials should be high quality and durable. Preferred materials include 40-year or longer composition shingles, clay tiles, or concrete tiles. Other materials will be considered on a case-by-case basis.
- Detached garages and carport and other accessory structures including but not limited to grouped mailboxes, storage and maintenance facilities, clubhouses, recreational facility structures, and gazebos, should incorporate compatible materials, scale, colors, architectural details, and roof slopes as the primary multifamily buildings, except that flat and shed roofs are prohibited.

B.4 Commercial Design Guidelines

The intent of the Commercial Design Guidelines is to improve the visual appearance and overall quality of development in Bonner Springs. Commercial development should contribute to the “sense of community” desired in Bonner Springs and be more than a collection of corporate, generic architectural styles that do not reflect the image and character of the community. New commercial development should remain compatible with surrounding land uses, particularly residential neighborhoods, and should foster a pedestrian experience that encourages nearby residents to walk or ride as an alternative to driving by creating a balance between the needs of the vehicle and the pedestrian.

Site Layout and Development Pattern

Appropriately sited buildings will greatly enhance the formation of the public streetscape. Buildings should be sited to provide a “sense of place” and to create a cohesive visual identity and attractive street scene. All primary and freestanding buildings should be arranged and grouped to create a distinct street edge.

Building location and orientation: Buildings should be sited to:

- front onto a street or major access drive to define a clear edge. Buildings should provide at least fifty percent (50%) of the building’s “active wall” oriented toward the street. An “active wall” is considered the side of the building containing the majority of the storefronts, customer entrances, and windows.
- frame the corner of an adjacent street or entrance drive intersection.
- frame and enclose parking areas on at least three sides. Parking should not be located between the building and the street. However, on-street parking may be permitted in order to create a “main street”. A majority of the frontage along an arterial street or other major roadway should be occupied by buildings or other structures such as decorative architectural walls (not to exceed 3-feet in height).
- cluster individual freestanding buildings to define the street edge and create amenity areas between buildings. The even dispersal of freestanding buildings in a widely spaced pattern is not desirable.
- create a focal point at the four corners of major street intersections. A focal point may consist of a building with exceptional architectural design, a vertical architectural feature, public art, and/or exceptional designed public plaza or landscape amenities. However, parking areas should not be located within a minimum 200-foot radius of the center point of the intersection.

Vehicle and Pedestrian Circulation: Internal circulation for both vehicles and pedestrians should be safe and convenient, and provide connectivity within and between developments. The pedestrian network and the experience of the pedestrian within the development should be considered with the same or higher priority as that of the automobile. Walkways should be designed and buffered in a manner that encourages their use.





- Create a network of pedestrian walkways to link the entrances of every commercial building to each other and to the public sidewalk system along perimeter streets, as well as to adjacent neighborhoods. Walkways should be at least five (5) feet in width and wider in areas with higher levels of pedestrian activity.
- Provide walkways along entrance or internal access drives and setback at least six (6) feet from drive or parking lot curbs, unless designed as a “main street” with on-street parking.
- Walkways extending through parking areas should be incorporated into linear landscape strips, generally at least 17-feet in width to accommodate car overhangs and planting areas between the sidewalk and the curb. Walkways painted onto pavement or extending through multiple individual landscape islands are not appropriate.
- Walkways should be setback several feet from a building wall to incorporate building foundation landscape plantings. In “main street” environments sidewalks may not be setback from the building wall but should be wider and should include a “transition zone” of pedestrian amenities along the street/drive such as street trees, landscape planters, pedestrian lighting, and other streetscape amenities.
- At each point where a walkway crosses a paved area in a parking lot or internal street or driveway, the crosswalk should be clearly delineated through the use of change in paving materials distinguished by color, texture, or height.

Parking Layout and Design: The intent of these guidelines is to create developments that focus on creating quality places and move away from the conventional suburban development pattern of predominant and highly-visible parking areas. Parking lots should be effectively screened from the surrounding street network and adjacent incompatible uses.

- A distinct system of internal circulation drives should be provided for access to parking areas. Such circulation drives should not be located along the facades of buildings that contain primary customer entrances in order to minimize pedestrian conflict.
- Developments designed as a “main street” may include directly-accessing parking spaces and may be located along building facades that contain primary entrances. Otherwise, directly accessing parking spaces and the number of parking aisle intersections with the internal circulation drives should be limited.
- Parking areas should be distributed into smaller parking blocks generally containing no more than 40 spaces. Each parking block should be separated by buildings, landscaping, access drives or streets, or pedestrian walkways.
- Where parking blocks cannot be easily defined, interior landscape islands should be provided at a ratio of at least one island (180 square feet) for every ten (10) parking spaces, or an equivalent amount of interior landscape area.
- Parking and circulation drive connections should be provided between adjacent nonresidential developments. Connections with adjacent residential areas should be planned and incorporated wherever possible to provide convenient access for

nearby neighborhoods, without encouraging cut-through traffic from the commercial center to access a major roadway.

- Illumination of parking lots should be provided with individual decorative poles and fixtures, rather than building mounted fixtures. Any building mounted light fixtures should be decorative in nature and used primarily at entrances, rather than for site or parking lot lighting purposes.
- Illumination of parking lots near residential or within neighborhood centers should be limited to individual poles and fixtures not to exceed fifteen (15) feet in height as measured from grade.

Open Space and Amenities

A key element of new commercial developments is the creation of public gathering space with site amenities and pedestrian-scale features to enhance the overall development quality and to contribute to the character of the area. Neighborhood center developments are expected to integrate with nearby residential areas and offer attractive places for nearby residents to gather and interact. Larger commercial developments may incorporate gathering spaces when located in near proximity to residential or as urban design elements at key intersections for developments where public gathering spaces may not be suitable due to the nature of the land use.

- Priority should be given to preserving areas of significant natural features, such as floodplains and drainage channels, mature trees and vegetation, stream corridors, wetlands, prominent bluffs and steep slope areas. Such features should be preserved through common open space or public dedication. Buildings, parking areas, other structures, and grading should be set back from such features a sufficient distance to ensure their continued quality and natural functions. However, the preservation of such areas generally will not be considered a site amenity unless they comply with the remaining guidelines in this section.
- Site amenities such as public plazas or open landscaped gathering spaces should generally be provided in commercial developments at a ratio of 15 square feet for each 10 parking spaces.
- Desired site amenities include the following.
 - Public plaza with seating;
 - Landscaped mini-park, neighborhood green, or square;
 - Water feature;
 - Public art feature or clock tower;
 - Other similar area of focal feature that in the city's judgment is an appropriate public gathering space or urban design enhancement.
- Site amenities for neighborhood centers may be aggregated with required open space of adjacent residential development to create a neighborhood.



- All site amenities should be an integral part of the overall development design, rather than an undevelopable remnant parcel, storm water facility, or an unusable perimeter buffer.
- Public gathering spaces should have direct access to the public sidewalk network.
- Open storm drainage and detention areas visible to the public should be incorporated into the design of the development as an attractive water feature amenity or focal point. Such an area may be considered a site amenity provided it meets the spirit and intent of these guidelines to serve as a development amenity or public gathering space.



Provide a neighborhood “green” / park in neighborhoods if located more than a quarter-mile walking distance from an existing or planned park area. Such neighborhood “greens” / parks should typically be owned and maintained by a neighborhood homes association, but may be public if determined appropriate by the city.

A neighborhood green / park / plaza should be surrounded predominately by public streets, rather than located behind development or on remnant tracts of land.

Incentives to allow higher density development may be granted if the size of the park and its amenities benefit the city at large.

Building Design

The design and treatment of commercial buildings plays an important role in the visual identity of Bonner Springs. The purpose of these guidelines is to ensure the function, quality, and appearance of new structures is compatible in the context of the surrounding area.

- Consistent architectural design, including building materials and colors, should be carried throughout the development. Designs that provide visual interest and variety, yet are consistent with the theme, are required.
- Buildings should be designed to create a human scale with elements such as canopies or porticos, arcades, colonnades, raised landscape planters, pedestrian level lighting, and special building material treatments at the base of the building.
- Each building should have similar qualities and architectural elements that contribute to the overall theme and should include some of the following; arched windows, covered walkways, open courtyards, tile roofs, ornamental wrought iron, tile inlays, vertical towers, etc.
- Buildings near residential uses should be compatible in design, scale, and massing.
 - Buildings near residential uses should include sloped roofs, or the appearance of sloped roofs (mansard and gables) to maintain a residential appearance, unless other architectural features and site design provide residential compatibility.
 - Nonresidential sites designed to “back up” to residential rather than integrate with residential uses are subject to buffers with greater setbacks and landscape requirements. Setbacks and landscape buffers for buildings and parking/paved areas should be further increased for developments with loading docks, overhead doors, parking, or nonresidential buildings more than one story in height adjacent to residential zoning.
- All buildings should have architectural interest and variety to avoid the effect of long or massive walls with no relation to human scale. Building walls facing a street, pedestrian walkway, or adjacent development should meet the following:
 - Incorporate architectural features such as columns, ribs, pilaster or piers, changes in plane, changes in texture or masonry pattern, or an equivalent element that subdivides the wall into human scale proportions.
 - Incorporate a building bay or structural building system for walls exceeding 30 feet in width. Bays should be visually established by architectural features such as columns, ribs or pilasters, piers, changes in wall planes, changes in texture or materials and fenestration pattern no less than twelve inches (12”) in width.
 - Incorporate at least one change in wall plane, such as projections or recesses, having a depth of at least three (3) percent of the entire length of the façade and extending at least twenty (20) percent of the entire length of the façade.





- Incorporate features into ground level walls such as windows, entrances, arcades, arbors, awnings, trellises, or alternative architectural detail that defines human scale to subdivide façade along no less than sixty (60%) percent of the façade. Windows should be recessed and include visually prominent sills or other forms of framing.

- The sides and rear of the nonresidential buildings should be treated with the same level of design quality and appearance as the front facades where such elevations are visible from a street or parking lots.
- Any business with drive-through lanes should be oriented so the drive-through areas are not readily visible from street right-of-way.
- Window canopies/awnings should be canvas with a matte finish, tile, slate, or decorative metal and should be compatible with the overall color scheme of the facade from which it projects. Awnings with a high gloss finish or illuminated plastic canopies/awnings are not desirable.
- All exterior building wall signs facing toward or visible from residential dwellings should be either non-illuminated or indirectly illuminated. No internally illuminated wall signs should be permitted in any location where visible from residential dwellings.
- Decorative architectural accent lighting and landscape lighting should be required.

Building Materials / Colors: Building materials and colors used in a commercial development are expected to be durable, attractive, and have low maintenance requirements. Individual “corporate image” design elements and colors should be incorporated only as secondary elements to the development. Such elements should be consistent and blend with the larger development area.

- A variety and well proportioned mixture of exterior building materials and colors should be used to create visual interest and to avoid monotony, but should be consistent with a pallet of materials approved for the development area. No one material and color should dominate a building or a development. Corporate materials and colors should only be used to create variety if incorporated as secondary elements.
- Exterior building materials should consist of those that are durable, economically-maintained, and of a quality that will retain their appearance over time, including but not limited to, natural or synthetic stone; brick; stucco; integrally-colored, textured, or glazed concrete masonry units; high-quality prestressed concrete systems; or glass. Water-managed Exterior Installation Finish Systems (EIFS) may also be incorporated as a decorative accent material.
- Materials considered not acceptable include: vinyl siding; smooth-faced gray concrete block, painted or stained concrete block, tilt-up concrete panels; barrier-type EIFS; standard single- or double-tee concrete systems; split shakes, rough-sawn or board and batten wood; or field-painted or pre-finished standard corrugated metal siding.

COMPREHENSIVE PLAN

City of Bonner Springs, Kansas



Public Finance Options

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APPENDIX C: Public Finance Options and Recommendations

C.1 Guiding Policies

The Bonner Springs Comprehensive Plan advocates the use of new public financing options for public improvements for creating high quality environments to live, work, shop, and play. Future land use and development decisions, including subdivision plans and plats, site planning, infill development, and capital improvement programming should be planned with these new financing options in mind. The following Guiding Policies and Recommendations are submitted, reinforced by the goals and objectives of the Plan and the action steps for implementation (**Ref. Chapters 3 and 6**), and the issues that came from the Community Involvement process including the plan issues workshops (**Ref. Appendix A**).

C.2 Community Finance Policies to Date

In order to promote and foster quality community and economic growth, the City of Bonner Springs has developed over time an Economic Development Incentive Policy which grants certain financial incentives to new and existing businesses. Included in the Policy are property tax rebates such as the Neighborhood Revitalization Property Tax Rebate Plan, property tax increment allocated to designated projects with tax increment financing (TIF), and property tax exemption with industrial revenue bonds (IRBs). In January 2007 the City adopted a Transportation Development District Policy (TDD). A TDD serves to fund, promote, plan, design, construct, improve maintain or operate one or more “projects” relative to the transportation needs of the area.

C.3 New Citywide Policies

The City has adopted a new Storm Water Management Program and Utility as of January 2008. The City maintains a system of storm and surface water management facilities including inlets, conduits, manholes, channels, ditches, drainage easements, retention and detention basins, infiltration facilities, and other components as well as natural waterways. The Storm Water system in the City listed its purpose as follows:

- The City needs regular maintenance and improvements.
- All developed property in the City either uses or benefits from the maintenance of the Storm Water system.
- The costs of improving, maintaining, operating, and monitoring the Storm Water system should be allocated, to the extent practicable, to all developed properties proportionate to their impacts.
- Management of the Storm Water system to protect the public health, safety, and welfare requires adequate revenues and it is in the interest of the public to finance Storm Water management adequately with a user fee system that is reasonable and equitable.



- The Storm Water Management Program will also initiate innovative and proactive approaches to Storm Water management within the City.
- The Storm Water Utility Fee imposed by this ordinance is neither a tax nor a special assessment, but a charge (in the nature of tolls, fees or rents) for services rendered or available.

The city established both a Storm Water Management Program and a Storm Water Utility with the power to undertake the following activities to administer the Storm Water Management Program:

(A) To advise the Governing Body on matters relating to the Storm Water Management Program and to make recommendations to the Governing Body concerning the adoption of ordinances, resolutions, policies and regulations in furtherance of the objectives of the Storm Water Management Program.

(B) The acquisition by gift, purchase or eminent domain of real and personal property, easements thereon and/or interests therein, necessary to construct, operate, and maintain Storm Water control facilities.

(C) To undertake the engineering and design, debt service and related financing expenses, construction costs for new facilities, and enlargement or improvement of existing facilities, operation and maintenance of the Storm Water system.

(D) Regulate, establish standards, review and inspect land use or property owner activities when such activities have the potential to affect the quantity, timing, velocity, erosive forces, quality, environmental value or other characteristics of Storm Water which would flow into the Storm Water Management System or in any way effect the implementation of the Storm Water Management Program.

(E) Monitoring, surveillance, and inspection of Storm Water control devices.

(F) Water quality monitoring and water quality programs.

(G) Retrofitting developed areas for pollution control.

(H) Inspection and enforcement activities.

(I) Analyze the cost of services and benefits provided by the Storm Water Utility and the structure of fees, service charges, credits, and other revenues on a regular basis and make recommendations to the Governing Body regarding the same.

(J) To undertake expenditures as required to implement these activities, including costs of Capital Improvements, Operations and Maintenance and other costs as may be required.

(K) Other activities which are reasonably required.

C.4 Major Street Improvements Impact Fee

The City of Bonner Springs has demonstrated its capacity to move forward with innovative financing mechanisms as incentives for public improvements, in cooperation with the private sector. The new a Storm Water Management Program and a Storm Water Utility is just the most recent example. The Comprehensive Plan *Vision 2025* has determined that the primary infrastructure improvement for which financing will be needed in the immediate future is a major street improvements program. Success in forming a stormwater utility, and the lag in the City's major street program makes a Major

Street Improvements Impact Fee critical at this time. Therefore, the comprehensive plan implementation program focuses on major street financing strategies.

The major street financing strategy defines the best approach for Bonner Springs in financing arterial and collector street improvements. The strategy identifies the primary funding mechanisms to be adopted, the responsible parties of those funding mechanisms, and the primary areas of the City that are targeted for major street improvements. The intention of the strategy is to provide financing of major street improvements while promoting growth and development of specific areas of the City and allowing flexibility in adapting those financing mechanisms.

Major Street Financing Strategy

This appendix identifies the financing mechanisms that are discussed in Chapter 5. Existing major street funding mechanisms will remain, including sales tax. Upon review of the available financing opportunities, the City may still be supporting financing of major street improvements with developer contributions in certain cases. Adoption of a road impact fee will be the primary source of financing major street improvements in Bonner Springs, however. The road impact fee will be based on traffic impact studies and the impact the proposed development will have on the major street system within designated "Transportation Impact Zones" (TIZ). The City will develop specific criteria that will trigger the assessment of a road impact fee.

A working definition of impact fees is: an exaction (or tax, or dedication of money or other goods) to the public for an off-site public improvement necessitated in part by the developer who pays the fee. The amount of payment is based on the impact of each development on the need for the improvement. Each developer pays his/her fair share. However, impact fees can be controversial. The method for establishing the fair amount of the impact fee can vary depending on the method used for determining the impact, or need for the improvement, of the applicable development(s). Recent court rulings have established three key issues that must be addressed in order for a municipality to impose an impact fee system.

1. The city must establish a legal mechanism for imposing the fee as a condition of development approval.
2. A rational nexus must exist which demonstrates that there is a relationship between the fee or dedication that is being required of the proposed development and the applicable public improvement. To establish a rational nexus, three factors should exist:
 - the development creates a need for new capital facilities;
 - the developer pays a proportional share; and
 - the fee collected from the developer benefits the developer.
3. If imposition of the impact fee is legitimate, the City must be able to demonstrate that the amount of the fee is in rough proportionality to the need and the use the development is creating for the applicable improvement.

The term "major road improvements" is defined for purposes of this study as construction, reconstruction or major maintenance (milling and overlay) of arterial

streets, including parkways (divided arterials), and a limited number of existing collector streets.

Jurisdiction of Funding Mechanisms

The City will be responsible for collecting and distributing the funding mechanisms identified above. The funding mechanisms will apply to all areas of the City. The City will target funding mechanisms for use in the Transportation Impact Zones (TIZ), as designated in the Comprehensive Plan. Priority for upgrading major streets will be based on traffic counts, development timing and the City's CIP; however, financing of major street improvements will be evenly distributed throughout the City to the extent practicable.

Major Street Impact fee Implementation

The City of Bonner Springs should implement a major street impact fee program. A comprehensive legal analysis of major street impact fees would be required before proceeding with imposition of a major street impact fee. However, the general steps for implementing a major street impact fee are as follows:

1. Develop a transportation plan. The Bonner Springs Vision 2025 Comprehensive Plan in essence, is the transportation plan for Bonner Springs. Therefore, the first step is already completed.
2. Create major street impact fee service areas. The fee charged on new development must be reasonably related to the needs created by the development (its impact) on the City's major street system and the benefits conferred upon that development through the use of the fee that is collected. Therefore, major street impact fee service areas should be designated to ensure that developers pay their fair share and that fees are being distributed to the appropriate area of impact. The service area would identify the principal area from which the proposed development would attract traffic that would impact major streets within the identified planning area. Using the Major street Classification map provided in the Development Plan, county officials should designate these major street impact fee service areas. They should be created with boundaries that are equidistant from major streets requiring improvements. Note that as development occurs, the Major street Classifications map will need to be updated. Therefore, the major street impact fee service area must also be adjusted to meet development activity.
3. Adopt traffic demand variable rates. Each particular development will generate only a small percentage of the total existing or future traffic impacting particular major street segments or intersections. As a result, each particular development would be required to pay only its proportionate share of the costs associated with traffic improvements in the service area. Moreover, all existing traffic as well as pass-through traffic and future traffic must be factored in to the essential nexus/rough proportionality equation.

Traffic demand variables can be obtained from the Institute of Transportation Engineers' (ITE's) Trip Generation Manual. The Trip Generation Manual is designed to estimate the number of trips that could be generated by a specific land use. Traffic count data for various types of land uses are provided for both daily traffic volumes and peak hour traffic volumes. An average between the peak hour and daily traffic volumes should be used to determine the proportion of total traffic impacted by a single use. A listing of the land uses for which the ITE Manual has traffic counts is listed in Appendix A. This list should be

used to amend the zoning ordinance and identify which land use code used in the ITE manual applies to specific land uses listed in the zoning ordinance.

4. Establish major street improvement cost estimates. Once the districts have been established, cost estimates for major street improvements in that district should be determined.
5. Establish accounting procedures. The funds collected from major street impact fees must be kept in a separate account for the area or district in which those funds are to be spent. Also, these funds must be used to pay for eligible expenses only, primarily improvements necessary due to the impact of the new development. The revenues derived from a impact fee can be used for both land acquisitions and construction of public facilities to support new development. These fees cannot be used to cure “existing deficiencies” in the City’s major street system. These existing deficiencies must be funded from other sources, generally by the public at large.
6. Write major street impact fee ordinance. The major street impact fee ordinance should include the following sections and information:
 - Purpose: Identify the reasons and scope of the ordinance and for requiring major street impact fees.
 - Definitions: Define any term used in the ordinance that requires detailed explanation.
 - Authority to Impose Major Street Impact fees: Describe the roles and responsibilities of those enforcing the major street impact fee.
 - Requirements or Major Street Impact fees: List and describe specific requirements or standards for applying major street impact fees.
 - Fee to be Generated on Impact-generating Land Development Activity: Identify district and areas where major street impact fees are to be enforced.
 - Individual Assessment of Fiscal Impact: Identify the method for calculating major street impact fee requirements for specific land or property owners.
 - Use of Funds: Describe the activities for which the use of major street impact fee funds are applicable.
7. Implement. Once the major street impact fee ordinance is in place, the process for implementing the program should be as follows:
 - When a developer submits a plat or site plan, the city planner will determine the land use, referring to the zoning ordinance use table to determine the appropriate code for which the major street impact fee will be applied.
 - The city planner will look up that land use code in the ITE trip generation manual and calculate both the average daily traffic and the peak hour traffic, then average the results.
 - This number will be divided by the total anticipated daily traffic for the major street TIZ in which the development is located.
 - This proportion will be multiplied by the total estimated major street improvement costs to determine the major street impact fee the developer is required to pay.

C.5 Related Public Finance Mechanisms

The City of Bonner Springs sponsors a number of public programs and has considered others, including housing support programs and related subsidies to promote the health, safety and welfare of the public (**Ref. Chapter 5 for major**

street related finance mechanisms). It cannot be overemphasized that the options summarized in this section merely represent a list of possible financing tools. It is likely that the financing strategy ultimately selected will only incorporate several of these options. Some of the options may be mutually exclusive and some of the options may be of limited utility. The options are relevant to implementation of a major street impact fee, in particular developer exactions. Following are infill and development-related incentives:

Neighborhood Revitalization Act (KS 12-177, 114-120)

The Neighborhood Revitalization Act enables municipalities to designate areas within a municipality as a neighborhood revitalization area. The purpose of the act is to encourage reinvestment in urban neighborhoods by providing tax rebates for property owners making considerable improvements to their property. Residential and commercial property owners are eligible for a tax rebate on the increment of the increase in property taxes based on the increased assessed valuation after improvement. The City has successfully implemented this program.

Neighborhood Revitalization Areas. A neighborhood revitalization area falls into one or more of three categories:

- 1) An area with a predominance of buildings or improvements that are dilapidated, deteriorated, obsolete, inadequately ventilated and lighted, lacking provision for sanitation and open spaces with high population densities and overcrowding, to an extent that life or property is endangered.
- 2) An area with a predominance of deteriorated, dilapidated, unsafe and unhealthy conditions that inhibit growth of the municipality or constitute an economic liability for the public health, safety or welfare.
- 3) An area with a predominance of buildings that are either historic or architecturally significant and should be preserved or restored for productive use.

Neighborhood Revitalization Plan. Prior to designating an area for revitalization, the City adopted a neighborhood revitalization plan for the designated area. The plan includes:

- 1) Legal description of the area;
- 2) Names and addresses of property owners;
- 3) Identify zoning classifications and proposed land uses;
- 4) Proposals for capital improvements, including transportation facilities, water and sewage systems, refuse collection, road and street maintenance, park and recreation facilities, and police and fire protection;
- 5) Identify what property and what improvement actions are eligible for revitalization;
- 6) Criteria to determine eligibility;
- 7) Procedure for submitting an application for property tax rebate;
- 8) Contents of an application for property tax rebate;
- 9) Criteria for reviewing and approving applications;
- 10) Identify maximum time for eligibility for property tax rebates; and
- 11) Any other matters the municipality deems necessary for the successful implementation of the plan.

Tax Increment Financing

Tax increment financing (TIF) is a unique method for providing financial assistance to developers intending to rehabilitate or redevelop deteriorating areas. This financing method has been used extensively in the Kansas City metropolitan area, including the City of Bonner Springs. The program allows for the increment in sales taxes and property taxes (taxes after development - taxes before development) to go towards paying off costs incurred for the project. The tax increment can be used for site acquisition, relocation, site preparation, parking facilities, and public improvements. The process is divided into two steps. The first step is establishing a Redevelopment District and the second is adopting a Redevelopment Plan for the Redevelopment District.

The basic concept behind tax increment financing (TIF) is that the redevelopment of the area will increase the equalized assessed valuation of the property, thereby generating new revenues to the city that can be used to pay for specified costs of the redevelopment project. Property taxes and other revenues generated by the existing development in a legislatively defined redevelopment area are frozen on the day that the redevelopment area is approved by the City Council and the increased property tax and a portion of other revenues generated by the new development are captured and placed in a special fund to pay for the costs of redeveloping the area. Those new property tax revenues are the source of the term "increment," and they are also referred to as "payments in lieu of taxes" (PILOTS). In addition to the PILOTS, the development may also capture up to 50% of certain locally imposed taxes (commonly referred to as economic activity taxes or "EATS") such as local sales, franchise taxes and use taxes and local earnings taxes to fund project costs. State statutes also authorize bonds to be issued that are paid off from the PILOTS and EAT's generated in the redevelopment area. The bonds do not count against the city's debt limit. The TIF statute limits the areas of the city that are eligible for TIF to "blighted," "conservation" or "economic development" areas as defined in the statute. The constitutionality of the use of TIF in "economic development" areas has been questioned.

General Obligation Bonds. Subject to certain constitutional and statutory limitations, the city can and raise funds for street improvements by the issuance of general obligation bonds. General obligation bonds are long-term obligations backed by the full faith and credit of the City (**Ref. Chapter 5**).

Franchise Fees. Cities may opt to adopt a franchise fee on utilities. The fees can vary by the amounts and by which utilities the fees are imposed upon, such as the local portion of telephone bills and on cable television. The fees can also vary by residential and commercial utility users, as well. Commercial users may, for example, also pay on gas and electric, as well as telephone. The percent assessed can vary, for example, five percent tax on telephone, and three percent on gas and electric utilities. Finally, the fees can be dedicated to a specific use, such as road improvements or, more generally, for neighborhood stabilization and redevelopment.

