



ANDOVER AREA - KANSAS

2014-2023

COMPREHENSIVE PLAN



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Sheri Geisler, Council Member	Troy Tabor, Council Member*
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In addition, many state, regional, and local agencies and departments provided information and insights

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01 Introduction

1.1 Role of the Comprehensive Plan

The 2014-2023 Comprehensive Plan for the City of Andover (the Plan) defines the general location, character, extent and relationship of future land uses. It also promotes the desired pattern and character of growth. Generally, the comprehensive plan sets out the public policies governing future physical, social, and economic development in a city or a region. It presents the relationships between population, natural resources, economic base, land use, community resources, and transportation, and how they affect growth and development. The plan also evaluates the city or region's key attributes and characteristics and considers the interaction of land development with the City's infrastructure, facilities and services.

As part of a comprehensive plan, the City of Andover has set forth its vision for its future and has identified the changes needed to achieve that vision by nurturing its strengths, addressing its weaknesses, and capitalizing on its opportunities. The comprehensive plan does not try to replace market forces but rather tries to channel and shape market forces by offering priorities on spending of public funds and provide a framework to help the community's decision-making processes.

The Plan also reflects the input of the community that was received during its preparation. The result of the community's input is summarized in Section 1.2 below. The recommendations throughout the plan are based on the community input and vision and objectives developed during the planning process.

1.2 Setting the Vision

Best place to live, work, learn, and play

Andover's vision to be the best place to live, work, learn and play forms the foundation of the Comprehensive Plan's goals and objectives, and the Plan's recommended strategies for achieving the vision.

The vision is straight-forward, specific, compelling, and easy-to-understand. It succinctly summarizes Andover's "purpose" for the next 10 years and provides guidance when evaluating future decisions the City of Andover (the City) will face.

The vision statement above sets forth the City's ambition for the mid- and long-term future of Andover. It serves as a guide for choosing courses of action within the Plan and for its implementation. The vision statement is significant as Andover is one of Kansas's fastest growing cities and the vision statement can help ensure this growth reinforces the desire of Andover's stakeholders.

The initial vision for the community that became the City of Andover was quite simple compared to today's community. In 1880, 40 acres were deeded for the purpose of building a town. The Township, originally referred to as 'Cloud City,' legally became Andover later that same year.

In 1957, the vision evolved again and Andover was incorporated as a City with a population of 166. The first comprehensive plan was prepared in 1971 following the annexation of nearly 1,500 persons in 1969 bring the City's population to 1,925.

There has been one constant premise of residents in the five iterations of the Comprehensive Plan prepared since 1971. That aspiration can generally be summarized as to provide the amenities and services of an urbanized area while retaining the many qualities of a small town.

The vision remains consistent with the prior plans. Residents want Andover to be the 'best place to live, work, learn, and play' while keeping its small town traits. Some of the most commonly expressed examples of these traits include Greater Andover Days, friendliness (knowing your neighbors), small class sizes in schools, predominance of family households, and a strong sense of safety and security (low crime).

1.3 Framework for Decision-making

The 2014 Comprehensive Plan provides a framework for decision-making. It describes the City's vision and desired outcomes, and outlines the steps that can be taken to achieve them.

The City of Andover is an affluent community, but one of the reasons for its prosperity is the wise use and management of resources. The City has successfully established a process where funds and resources are spent only after a need has been identified and it is determined that the cost to fulfill such need is commensurate with the actual value of the improvement.

The Plan will continue to help the City of Andover make good financial and resource allocation decisions, by providing information on the issues, describing a range of alternatives, and recommending a course of action based upon the values of the community.

The Plan provides some explicit direction through its recommendations; however, there is no doubt that the City will be faced with issues and situations that were not considered during the Plan's preparation. While the Plan cannot answer all issues and questions, it provides direction and guidance on how they should be resolved without compromising the vision established by the City.

By using a decision-making framework that maintains the desired end state in sight, the City can make decisions and justify actions that support the City's vision in a more clear and transparent manner. The decision-making framework established by the Plan takes into consideration the variety of issues facing the City of Andover. As such, the framework is organized around six themes:

- ❖ City Shaping, which addresses how the City of Andover will look and feel in the future.
- ❖ Accessibility, which focuses on how people travel in and around the City of Andover.
- ❖ Housing Diversity, which looks at strategies to expand and broaden the types of housing available in the City of Andover.

- ❖ Commercial Image, which is concerned with the community's sense that US 54/400 and Andover Road are unattractive and do not provide the City of Andover with a good first impression.
- ❖ Quality of Life, which addresses preserving and expanding the open space, recreational facilities, and community facilities that make the City of Andover attractive to residents and businesses.
- ❖ Sustainable Resources, which has a local focus on creating a community that supports healthy living and embracing residents through their entire life cycle and a regional focus on air quality and water supply.

Each of these themes is further discussed in this document, where the issues faced and the direction the City would like to take on those issues are presented by theme.

The Plan describes the future land use pattern that the City of Andover desires, but does not establish any regulation to achieve them. The Plan can only provide guidance and the actual implementation of changes in the future land use pattern can only occur with changes in zoning ordinance and map, which are the legally binding documents that governs land use. Making the necessary zoning ordinance and map changes recommended by the Plan is a critical first step towards implementation of the Plan and the achievement of the vision established by the City of Andover.

1.4 Planning Process

Public Participation

The 2014 Comprehensive Plan's development was guided by three factors: Andover's 10-year planning horizon, the public's involvement and input, and the 2011 US 54/400 Corridor Study. Incorporating the public's insights and input was a critical element for the development of the Plan. The six themes identified as the foundation of the Plan's framework are a direct reflection of the issues, concerns, and strengths identified by the Plan Advisory Committee, the City Council, the Planning Commission, and stakeholders. Their feedbacks were received formally through in-person and telephone interviews, and informally at Greater Andover Days and an online forum on Andover's Community Voice website.

The backbone of the engagement process was a Plan Advisory Committee that included 23 members comprised of home owner association representatives, business and civic leaders, developers, residents, elected officials, and members of the Planning Commission. Once the themes were identified, the planning team worked collaboratively with the Plan Advisory Committee to discuss the issues associated with each theme, debated possible strategies and solutions, and ultimately determined the recommendations the Plan will advance.

Throughout the Plan development process, materials reviewed by the Plan Advisory Committee were put on the City of Andover's website so that the information would be available to all who were interested.

The key points of public participation are illustrated in Figure 1-1 below. Initially, the community was surveyed and key stakeholders were interviewed to identify key issues and opportunities for consideration in the plan. The priority issues were then grouped into the six organizing themes listed in Section 1.3 above and existing conditions for each were assessed. Key choices and recommendations were presented to the Advisory Committee, Planning Commission and City Council for consideration. The outcome of that initial process is presented in this ~~draft~~ plan.

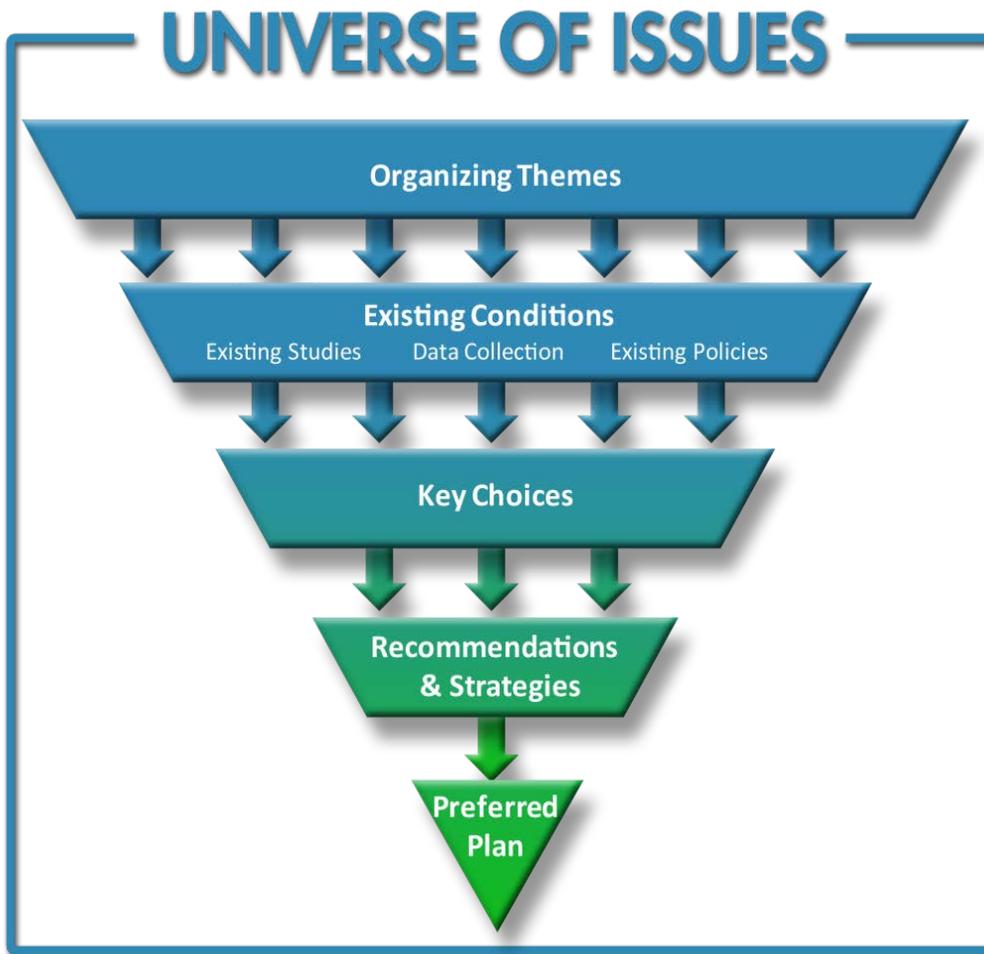


Figure 1-1
Andover's Comprehensive Planning Process

Ten-Year Update

The current Comprehensive Plan for the Andover Area considers a planning horizon of approximately ten years (i.e., 2003 - 2013). Typically, the City of Andover uses a 10-year planning horizon in its Comprehensive Plans and has a history of successfully implementing nearly all of the recommendations described in previous plans. The 2014 – 2023 Comprehensive Plan also has a 10-year planning horizon as this is typically considered to be the practical limit for forecasting future issues and needs. This horizon was kept in mind as possible actions and strategies were developed for inclusion the Plan.

However, it must be noted that the vision of the Plan and some of the supporting recommendations go beyond what could be fully realized in 10 years, which allows for the establishment of a longer-term, more stable and expansive vision for the Plan.

2003 Comprehensive Plan

The 2003 Comprehensive Plan did not designate specific areas for future residential development beyond indicating that development could occur adjacent to existing city boundaries.

In terms of commercial development, the 2003 Comprehensive Plan identifies three distinct areas of concentrated commercial development:

- ❖ Commercial development at Andover Road and 21st Street.
- ❖ Centralized shopping at Andover Road and Central Avenue.
- ❖ Regional, highway-oriented development along both sides of US 54/400.

With this guidance, the City has approved appropriate development within these areas.

US 54/400 Corridor Study

In 2011, the City of Andover adopted the US 54/400 Corridor Study as an amendment to the 2003 Comprehensive Plan. The US 54/400 Corridor Study sets forth a 50-year vision for the area approximately a quarter mile north and south of US 54/400 between 159th Street and a half mile east of Prairie Creek Road and provides a specific vision for the corridor. The ideas and recommendations that came out of that study were and continue to be considered major drivers for future economic activity in the City. In the 2014 Comprehensive Plan, the US 54/400 Corridor Study remains a small area plan for the corridor and specific recommendations for implementing the US 54/400 Corridor Study vision and recommendations are identified and prioritized. More detailed discussions of the US 54/400 Corridor Study's vision and recommendations can be found in Chapter 3 City Shaping and Chapter 4 Accessibility.

1.5 How to Use the Plan

If the City decision-makers are faced with an action that could affect the future growth and development of the City of Andover, it is recommended that the decision is made after consulting the 2014 Comprehensive Plan. The Plan should provide guidance with most land use and development concerns, but if not, it will at least provide background information and a decision-making framework that encourages actions to stay in line with the values of the community and achieve the vision established for the future of the City of Andover.

The 2014 Comprehensive Plan has been developed to clearly present the vision and the development goals set by the City of Andover. In addition, the Plan is structured to facilitate the understanding of the City of Andover's public and stakeholders to encourage their engagement in the determination of their community's future.

Planning Area

As shown in Figure 1-2, the City of Andover's Planning Area (Planning Area) is larger than the City of Andover's incorporated area. It is approximately four miles wide and eight miles long encompassing 32 square miles. Its boundaries are 159th Street to the west, one-half mile south of 130th Street to the south, and Indianola and Tumbleweed Roads to

the east. The northern border is 60th Street until Meadowlark Road and then follows Dry Creek to 159th Street. Much of the land located within the Planning Area, but outside the City limits, is classified as agricultural or vacant, with pockets of residential development and a small light industrial/commercial area at US 54/400 and Meadowlark Road.

At its maximum extent, the City limits are approximately two-and-a-half miles wide on its east-west axis and seven-and-a-half miles long on its north/south axis. However, the contiguous developed area of the City of Andover is approximately two miles wide (159th Street to Prairie Creek Road) and five miles long (SW 60th Street to Harry Street). Andover Road serves as the north/south central transportation corridor of the City whereas Central Avenue is the approximate east/west central corridor. Flint Hills (between 120th Street and 130th Street) is excluded from this calculation of contiguous developed area because of the limited development that occurs between Harry Street and 120th Street.

While the focus of the Plan is concentrated on activities within the City of Andover's incorporated area, it is also concerned with the development of the Planning Area.

How the Plan is Organized

As described in Section 1.3, the 2014 Comprehensive Plan is structured around six themes:

- ❖ City Shaping
- ❖ Accessibility
- ❖ Housing Diversity
- ❖ Commercial Image
- ❖ Quality of Life
- ❖ Sustainable Resources

Within each theme there is a detailed discussion of the related issues, the direction Andover would like to move and supporting strategies and recommendations. In this way, it is easy to see the connection between the recommendation and the reasons for it.

For easy identification and tracking, the recommendations are summarized in Chapter 9 Delivering the Plan.

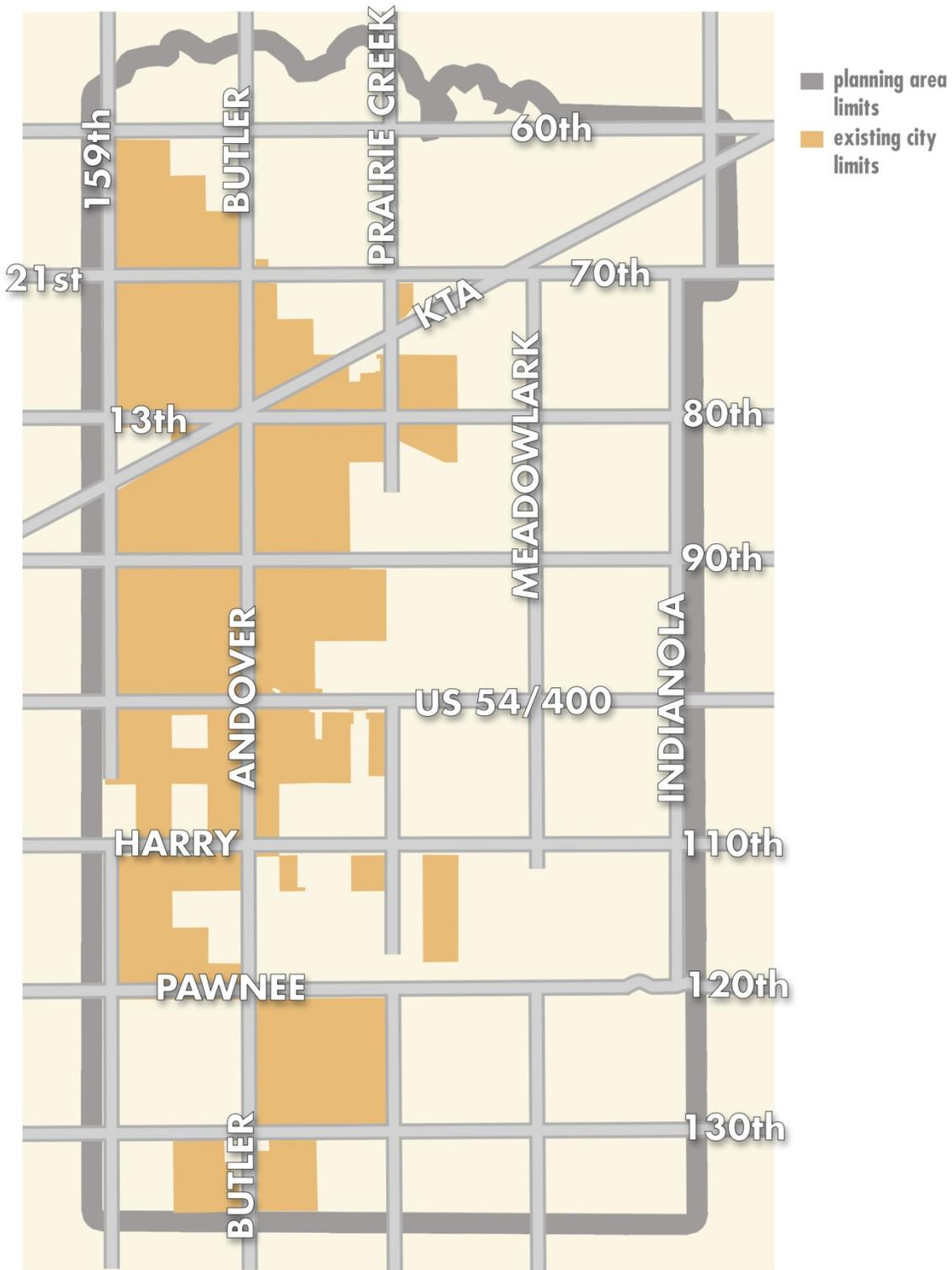


Figure 1-2
Existing City and Planning Area Boundary

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02 Context

2.1 Regional Context

The City of Andover is a suburb of Wichita, Kansas (see Figure 2-1). It is approximately 12 miles from downtown Wichita, and the two cities share a border at 159th Street. The City has experienced rapid growth since its incorporation in 1957, growing from 186 people in 1960 to 11,791 people in 2010, and most of the growth occurred between 2000 and 2010. The City is expected to continue to grow in the future, but not nearly at the same rate. It is expected that the population of the City of Andover will grow at approximately two percent annually to 2040, a number far lower than the 13 percent average annual growth rate that the City has experienced over the past 40 years.

The residents of the City of Andover are reliant on Wichita and the Wichita Region. 48 percent of the City's employed residents work in Wichita, and 40 percent of the City's 3,550 jobs are held by Wichita residents. Only 14 percent of the City's jobs are held by the City residents.

Many of the residents move to the City of Andover for the schools and some of those residents move out once their children graduate. Figure 2-2 shows that the City of Andover leads the Wichita Region in school aged residents and 30-49 year olds, while lagging in the other age groups.



Figure 2-1
Regional Location of Andover, KS

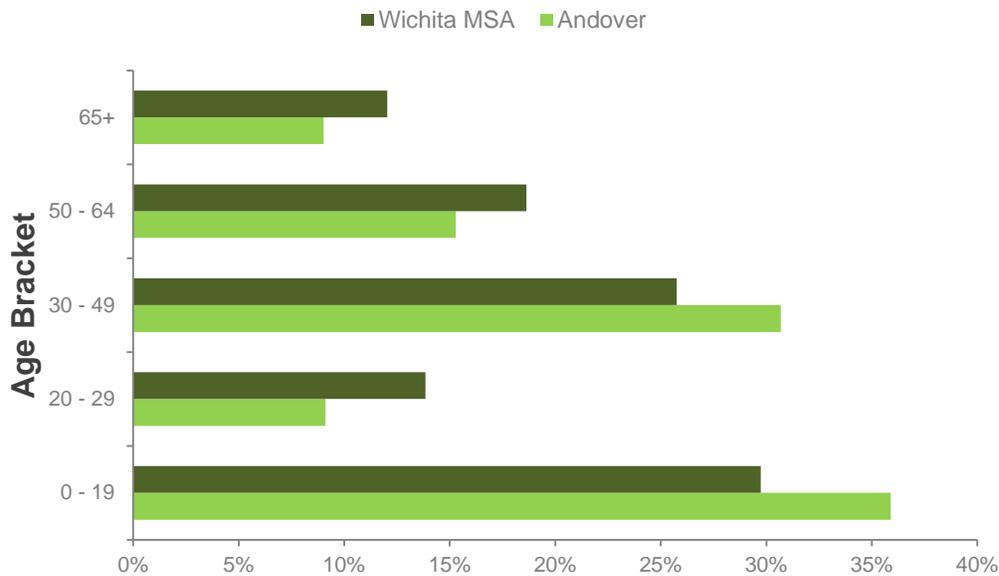


Figure 2-2
Andover vs. Wichita MSA, Percentage of Population by Age

2.2 Andover Context

Area

As discussed in Section 1.5, at its maximum extent the incorporated City of Andover is approximately two-and-a-half miles wide on its east-west axis and seven-and-a-half miles long on its north/south axis, while the contiguous developed area of the City is only about two miles wide. The City is constrained to the west at 159th Street where it shares a border with Wichita. However, it has nearly unlimited growth potential to the north, east, and south. Specifying the appropriate locations for the next 10 years of City's growth is an important component of the Plan and is discussed in detail under Chapter 3 City Shaping.

Population

The City of Andover is one of Kansas's fastest growing cities. When the 2003-2013 Comprehensive Plan was completed, the City had 6,690 residents and had seen a 59 percent increase in population since 1990. Between 2000 and 2010, the City's population grew by 76 percent, which was estimated to be approximately 11,791 people. Figure 2-3 presents the population and percent increase that the City of Andover has experienced over the past 50 years.

The Wichita Area Metropolitan Planning Organization (WAMPO) projects that by 2040 the City of Andover will have a population of approximately 19,025 people. Although this represents a lower annual growth rate of the population than the past, the City of Andover Planning Area will still have to absorb an additional 7,234 residents (i.e., 61 percent increase) in the next thirty years.

Since 2000, demographic records have shown that the City of Andover attracts young families. Today, more than 35 percent of the City's residents are under the age of 20, and the next largest age group consists of residents between the ages of 35 and 54. The smallest population group present in the City of Andover is comprised of residents between the ages of 20 and 24.

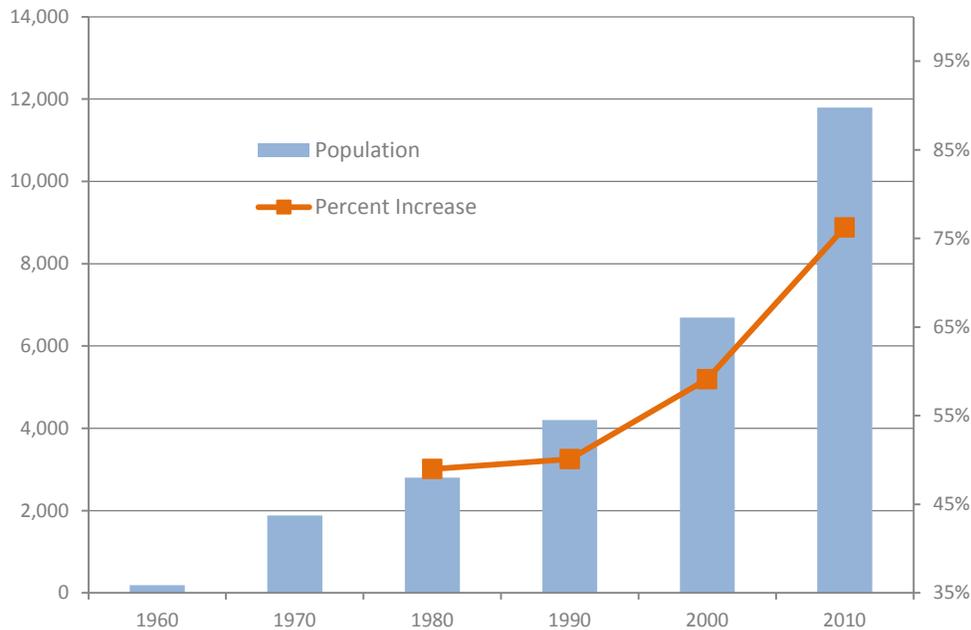


Figure 2-3
Andover Population Growth over 50 years

Household Income

The City of Andover is an affluent city, and between 1999 and 2011 it has become more affluent. The percentage of households with incomes less than \$100,000 per year has decreased and the percentage of households making more than \$100,000 has increased. In 1999, the highest percent income band was \$50,000 to \$74,999. In 2011, the highest percent income band was \$100,000 to \$149,999 (Figure 2-4).

In addition, the City of Andover residents are generally wealthier than the rest of the Wichita Region. The City's median household income is \$81,175, and 40 percent of the City's households have incomes of \$100,000 or greater. In the Wichita Region the median household income is \$50,122 and 18 percent of households earn \$100,000 or greater.

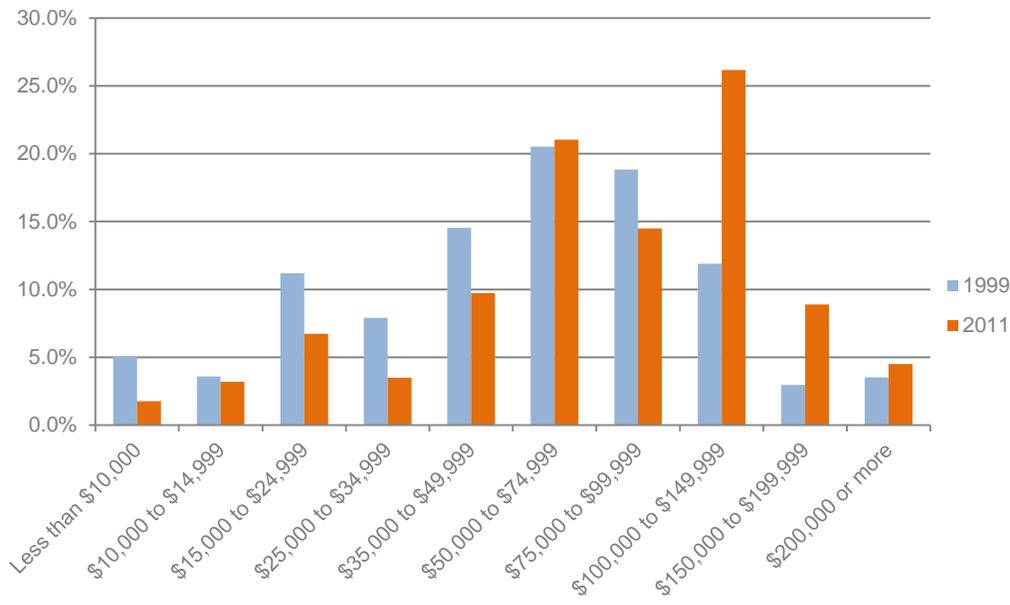


Figure 2-4
Andover Household Income

As shown in Table 2-1, the residents of the City of Andover are also well educated, and the educational attainment of residents has increased since 2000. Records in 2011 indicate that 96 percent of the residents of the City of Andover received high school degrees or higher and 47 percent received bachelor degrees or higher. These figures were higher than those for the Wichita region, where 89 percent of residents received high school degrees or higher and 27 percent received bachelor degrees or higher.

Table 2-1
Educational Attainment of Andover Residents Age 25 and Older

Level	2000	2011
High school graduate or higher, percent of persons age 25+	90.7%	96.1%
Bachelor's degree or higher, percent of persons age 25+	37.1%	47.1%

Given the City's recent growth and attractiveness to school-aged families, it is not surprising that 43 percent of residents moved to the City in 2005 or later and 30 percent moved in between 2000 and 2004. Only 27 percent of residents have lived in the City since 1999 or earlier. This migration pattern provides the City with a constant influx of new residents who have new ideas, attitudes, and approaches, but it also creates a transient environment that inhibits the residents involvement, interest, and engagement in community issues as they do not see the City as their long-term home or community.

Employment

The City of Andover is primarily a bedroom community. 48 percent of the City's working residents are employed in Wichita, and of the City's 3,550 jobs, only 14 percent are held by residents. City residents work in a variety of industries, which supports the City's economic resiliency. The top six industry categories for the residents of the City are manufacturing (18 percent), health care and social assistance (14 percent), educational services (13 percent), retail trade (10 percent), accommodation and food services (seven

percent), and administration and support, waste management and remediation (seven percent).

A significant portion of the City's jobs are in fields of health care and social assistance (26 percent) and educational services (20 percent), while accommodation and food service jobs make up 13 percent of total jobs. The City's 10 largest employers provide approximately 45 percent of City's total jobs and are listed as Table 2-2.

Table 2-2
Top 10 Employers of the City of Andover (2013)

Employer	Number of Employees
Unified School District 385	460
Kansas Medical Center	235
Sherwin-Williams	142
Life Care Center of Andover	137
Dillons	138
Butler Community College	115
City of Andover	89
Vornado	78
International Cold Storage	42

It should also be noted that 40 percent of the Andover's workers reside in the City of Wichita. The remaining employees reside in the other surrounding communities. When compared to the larger Wichita region, the job market of the City of Andover hires higher proportions of female, young, and lower-income employees. Figure 2-5 compares the employee characteristics of City's work force with those in the greater Wichita region.

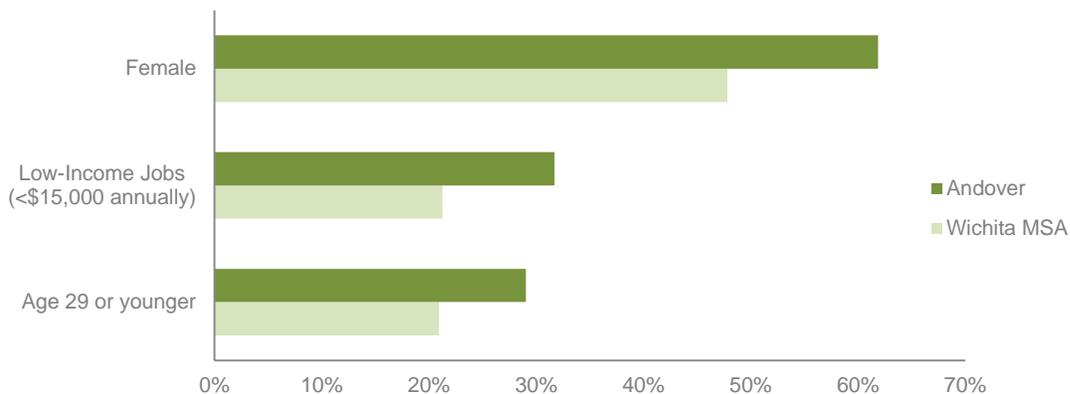


Figure 2-5
Characteristics of City of Andover Workers vs. Greater Wichita Region Workers

Many of the City's jobs are dispersed throughout the community rather than clustered in a few key areas, but a significant number of jobs are located in the schools, the Kansas Medical Center, and the various commercial and service businesses that are located along the City's roadways. The highest concentration of employees in a single area is observed in the Andover Business Park area where four of Andover's largest employers are located. In addition, a high concentration of retail and office activity is also found

along Andover Road and on Central Avenue (between Lioba Road and Andover Road) held by numerous different employers.

Housing

In addition, relatively higher income translates to the availability of more expensive homes. The median home value in the City of Andover is \$170,000, and 1.4 percent of homes are valued at one million dollars or more. In the greater Wichita Region, the median home value is \$118,000 and 0.4 percent of homes are valued at one million dollar or greater. Similarly, rents are also higher in the City of Andover, where the median gross rent is \$823 and 31 percent of total units have a rent of \$1,000 or greater. In comparison the gross median rent of the greater Wichita Region is \$660 and 13 percent of total units have a rent of \$1,000 or greater.

One of the reasons for the higher home and rent prices is that dwelling units are larger in Andover. Of the City’s total dwelling units, 42 percent have four or more bedrooms. In the greater Wichita region only 22 percent of total units have four or more bedrooms. However, residents of the City of Andover do not have significantly larger household sizes. The average household size in City is 2.89 people, which is larger than the 2.55 people per household average in the Wichita Region. In addition, regional forecasts indicate that household sizes are expected to decrease across the region in the future – including in the City of Andover. This could mean that fewer future residents will be looking for homes and lots as large as those being provided today. The City is beginning to see this downsizing trend as applications for R-1 development, which must have lot sizes of at least 20,000 square feet (approximately 0.45 acres is the City’s largest minimum lot size), have largely decreased in comparison to past records.

Development Patterns

Based on the WAMPO projections, it is clear that the City of Andover needs additional infrastructure and development to accommodate the growing population. Over the next thirty years, the City’s Planning Area will need to absorb 7,234 additional residents (i.e., 61 percent increase) and 3,574 households (i.e., 89 percent increase). Table 2-3 presents, for select years, the total number of dwelling units needed and the additional number of units needed over the 2010 base year.

Table 2-3
Dwelling Unit Need, 2010-2040

Year	Number of Total Dwelling Units Needed	Number of Dwelling Units Needed Over 2010 Base Year
2010	4,036 (actual)	
2015	4,632	596
2020	5,227	1,191
2025	5,823	1,787
2030	6,419	2,383
2035	7,014	2,978
2040	7,610	3,574

Development Pipeline

Based on the current development pipeline and the US 54/400 Corridor Study recommendations, the City's pattern and direction of growth to accommodate the forecast of 3,574 household is generally set for the next 30 years.

There are approximately 1,723 already-approved, pending dwelling units in the pipeline (that is, platted lots that are ready to be built on and units that are part of subdivision phasing plans). Slightly more than 1,300 of the pending dwelling units occur in six subdivisions: Ami Lane, Cornerstone, Diamond Creek, Prairie Creek, Riverstone, and Tuscany (Terradyne).

In addition, the US 54/400 Corridor Study recommends between 1,340 and 3,330 dwelling units be constructed along the corridor. Even if none of the units envisioned in the US 54/400 Corridor Study are constructed, the already-approved and pending projects will accommodate City's forecast growth until almost 2030.

As shown in Table 2-4, the already-approved, pending development combined with the development described in the US 54/400 Corridor Study more than accommodate the 2040 growth forecast.

Table 2-4
Pending, Planned, and Recommended Dwelling Units (2014)

	Number of Dwelling Units
Already-Approved and Pending	1,723
US 54/400 Corridor Study Recommendation	1,340 – 3,300
Total	3,750 – 5,710

Gravity Sewer

An important driver shaping City's growth is the provision of sewer service through the use of a gravity sewer system. This allows the sewage to flow downhill under its own power to the treatment plant. Not requiring pumps to lift accumulate sewage over a rise greatly decreases capital and maintenance costs. The possible limits of City's gravity sewer system generally follow the following boundaries:

- ❖ Eastern – Meadowlark Road between Harry Street and 13th Street
- ❖ Western – 159th Street
- ❖ Northern – An arc from 1/8th of mile south of 60th Street at 159th Street, just north of the Kansas Turnpike interchange, and the intersection of Meadowlark Road and 13th Street.
- ❖ Southern – Follows Four-Mile Creek/Spring Branch from 159th Street to the Andover Wastewater Treatment Plant.

The boundary of the gravity sewer is illustrated in Figure 2-7.



Figure 2-7
Sewer Service Boundary Within Planning Area

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03 City Shaping - Keeping Andover Special

City-shaping addresses how Andover will look and feel in the future. It considers how much growth can be anticipated, where the growth should be located and what form it should take. It also looks at where the greatest and least mix and intensity of uses should occur.

3.1 Pattern and Direction of Growth

While the City's footprint appears fixed for the next few decades, Andover's city limits are haphazard and contain several island annexations. Compact and contiguous growth provides a number of benefits to the City. For example, compact growth typically costs less for up-front infrastructure and saves money on the ongoing delivery of government service. In addition, when combined with a more diverse mix of housing types, mixed uses and more walkable land use patterns, compact development can generate significantly more tax revenue per acre than conventional development.

3.2 Key Elements

Consequently, this Plan recommends the implementation of three key elements to guide the long-term evolution of the City. The elements should be used to guide the approval of new development within the City and annexations for additions to the City. Accordingly, the pattern and direction of future growth and redevelopment in Andover will be based on three key factors including:

- ❖ Edges
- ❖ Corridors
- ❖ Nodes

Edges

The existing City limits and the Andover Planning Area are illustrated on Figure 1-2. By comparison, the recommended city limits or area for future growth is illustrated in Figure 3-2. Overall the recommended boundaries are intended to create a compact and contiguous future layout of the City. The area included in the recommended limits is large enough to accommodate future growth for several decades, especially given the current number of undeveloped parcels in the development pipeline. The recommended boundaries can be described based on three geographic areas of Andover as discussed below.

North of Harry Street, the boundaries include:

- ❖ Eastern – Republican Creek
- ❖ Western – 159th Street/Butler and Sedgwick County line
- ❖ Northern – Existing City Limits (generally follows Republican Creek)
- ❖ Southern – Four-Mile Creek/Spring Branch

By using the waterways as gateways to this portion of Andover, a distinct sense of identity can be created. This pattern generally falls within the boundaries of gravity sewer system. Andover can increase service provision efficiencies by filling in the gaps in its current city limits and providing services to parcels that are adjacent to areas already served.

The recommended area for future City expansion between Harry Street and SW 120th is bounded on the west by Butler and Sedgwick County line and on the east by the powerline and oil pipeline.

South of SW 120th, it is recommended that the existing City boundary be maintained and no further annexations be approved.



Figure 3-2
Proposed City Limits

Corridors

Three key corridors provide the ‘economic backbone’ for the City, including:

- ❖ US 54/400
- ❖ Andover Road
- ❖ 21st Street

The location and extent of the corridors are shown on Figure 3-2.

US 54/400

The recommendations promoted in the US 54/400 Corridor Study are maintained in this Plan. The US 54/400 recommendations provide the opportunity to achieve a number of the aspirations identified in the planning process to date including:

- ❖ Create a core of the city that is currently lacking, the absence of which could hinder future growth.
- ❖ Capture the high disposable incomes of residents.
- ❖ Increase chance of Andover acting as a draw for the wider catchment area.
- ❖ Capture the spending of daily commuters, including health care and education professionals and Butler Community College students.
- ❖ Diversify the tax base.
- ❖ Provide economic, social and physical diversity that is necessary in the modern urban economy.

It also provides the opportunity to:

- ❖ Improve the image of Andover.
- ❖ Promote walking and bicycling for daily activities.
- ❖ Improve accessibility across US 54/400.
- ❖ Provide a counterweight to the City’s current north-south orientation.

US 54/400 serves two major roles that can be related to future land uses. It acts as the primary east west gateway to those traveling to and from Andover. More significantly from a travel perspective, the roadway is the primary source of regional traffic passing through Andover.

The combination of these travel patterns creates a unique opportunity for the future of the corridor which was articulated in the US 54/400 Corridor Study. Capturing the majority of trips through the corridor is a strong economic development opportunity. It would also allow a land use concentration that would preserve the small town feel throughout the remainder of Andover.

The US 54/400 plan envisions the creation of more intense, sustainable mixed uses that form a ‘lifestyle’ corridor. The concept plan for the corridor is shown in Figures 3-3 and 3-4.

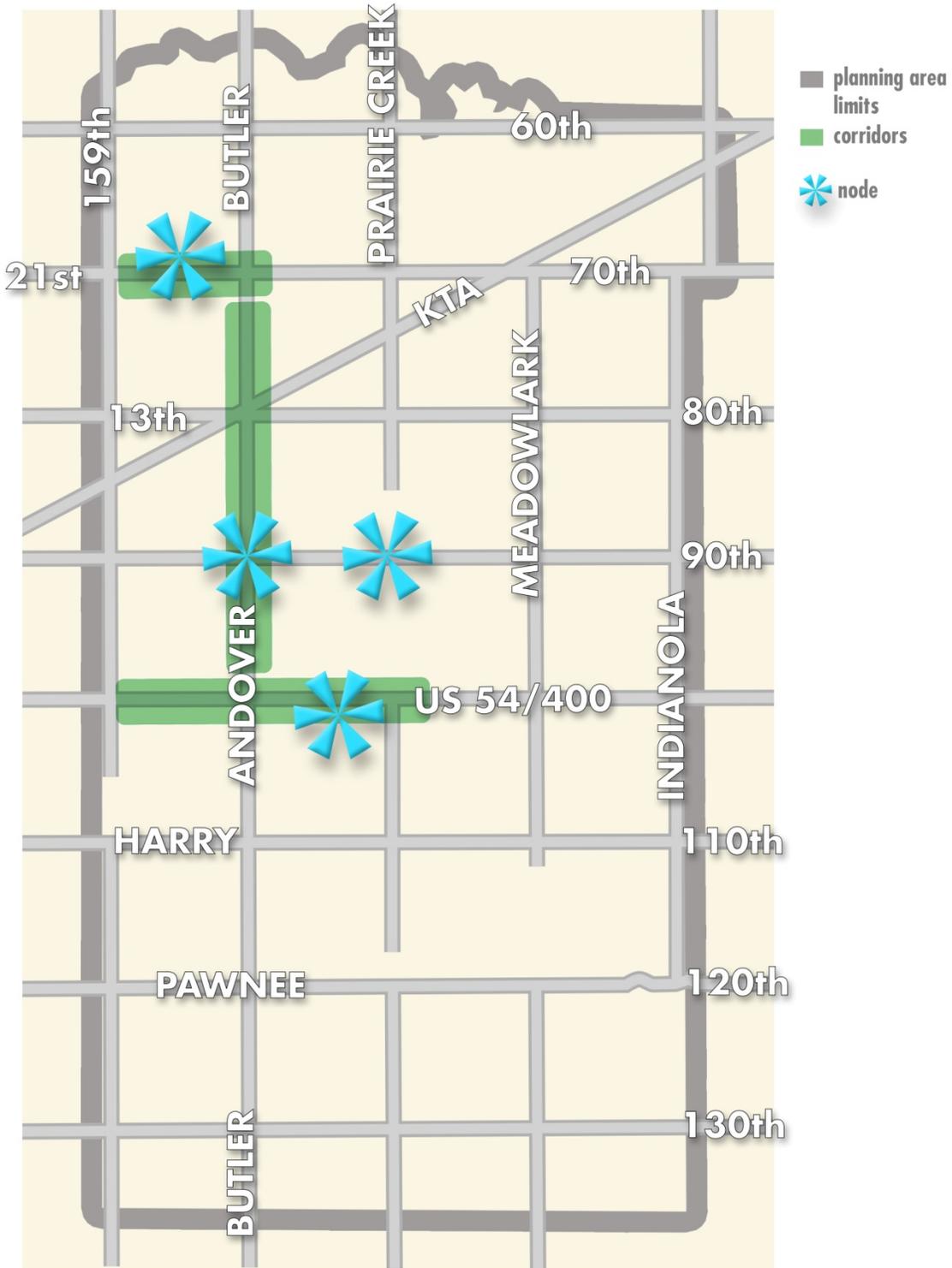


Figure 3-2
Recommended Activity Corridors and Nodes



Figure 3-3
Lifestyle Corridor Concept Plan (west half)



Figure 3-4
Lifestyle Corridor Concept Plan (east half)

As shown in Figure 3-5, five primary land uses are recommended within the corridor: mixed use commercial, commercial, mixed use residential, multifamily residential, and single family residential. In addition to being more diverse and intense than typically occurs elsewhere in Andover, the land uses are meant to foster more active, attractive, walkable and vibrant street fronts.



Figure 3-5
Lifestyle Corridor Land Uses

Mixed use commercial development is proposed at three locations: the intersections of US 54/400 and 159th Street, Andover Road, and Prairie Creek Road. The Corridor Study recommends the development be in three- to six-story buildings with 50% to 70% lot coverage. Currently, lot coverage is generally limited to 35%. The Plan recommends that the ground floors be retail and office with office and residential on the upper floors. Approximately 85 acres are proposed mixed use commercial. Figures 3-6 illustrates the potential maximum development for the long term concept at Cloud Drive and Andover Road. While it is anticipated that development in the near term would be at a lower number of stories, the same pattern of development would occur.



Figure 3-6
Long-term vision for Cloud Avenue and Andover Road

The study also recommends that commercial development occur next to US 54/400 in the areas between the mixed use nodes. Approximately 65 acres are shown as commercial. Unlike other areas in Andover, the intent is for the retail buildings to front onto an internal street network of backage roads described in Chapter 4.

Mixed use residential development (see Figure 3-7) of 6 to 20 dwelling units per acre in two- to five-story buildings is recommended between the existing YMCA and the proposed commercial mixed use node at Prairie Creek Road and at the intersections of US 54/400 and Onewood Drive and US 54/400 and Yorktown Road. Retail and community services should be on the ground floor and a mix of residential uses located above. There are approximately 90 acres shown as mixed use residential on the US 54/400 Corridor Study future land use plan. If built out as described, between approximately 540 and 1,800 dwelling units would be provided.

Set back from US 54/400 are two residential districts: multifamily residential with eight to 15 dwelling units per acre and single family residential at three to seven dwelling units per acre. There is approximately 100 acres indicated as multi-family. If built out as described, between 800 and 1,500 units could be provided. Except for the area north of US 54/400 and east of Yorktown Road, the single family residential areas shown on the US 54/400 Corridor Study future land use plan have been constructed. The area is approximately 60 acres and will provide between 180 and 420 dwelling units when built out.

The Plan recommends the City continue its long-term strategic effort to create a more sustainable, economic vision. Current investments by the City include bonding and construction of Cloud Avenue and Plaza Avenue as well as the platting of Carmela Drive east of Onewood Drive. Similar investments in the supporting roadway network should be continued.



Figure 3-7
Example of Horizontal Mixed Use

Andover Road (Core Segment)

The backbone of local traffic within the City is Andover Road. The core segment of the road, located between Cloud Avenue to the south and 21st to the north, is fronted by numerous commercial businesses, single family residences and services. The historic commercial center of Andover is located at the intersection of Andover Road and Central Avenue. The road itself is primarily four lanes through the core segment. Commercial land uses are generally developed as a series of strip-style plazas or stand alone structures. As a result of the road design and the adjoining land use layout and design, the corridor lacks a strong local identity.

The Plan recommends the transformation of Andover Road from an auto-oriented commercial strip to more a more vibrant, aesthetically pleasing, and pedestrian-friendly retail corridor. While it is not envisioned to be as diverse and dense as the lifestyle corridor along US 54/400, the corridor should evolve to clearly reflect Andover's 'best place' vision. It should also support a unique sense of being somewhere special.

The primary land use recommendation to attain this is to maintain retail and services as the primary land uses along the corridor. However, there are several recommendations throughout the Plan to improve the appearance, pedestrian friendliness and property values of the corridor. Examples include recommendations pertaining to commercial, zoning modernization, signage enhancement, design review, streetscape improvements and economic development. A recommendation is also provided to foster the conversion of residential uses fronting on Andover Road to office uses.

21st Street

Serving as a secondary east west travel route, 21st Street links Andover with the growing Northeast Wichita sector, especially between 159th Street and Andover Road. The roadway primarily serves local traffic and has several large-scale, vacant parcels. Unlike Andover Road, it presents a relatively clean slate to establish a pattern of development and sense of identity that is consistent with the City's vision.

The key land use feature along the segment west of Andover Road is the Kansas Medical Center at Keystone Parkway. A number of stand-alone office buildings are planned along Keystone Parkway. The Plan envisions the expansion of the hospital facility and recommends surrounding development be incorporated as part of a mixed-use medical village. This is described in great detail in the Nodes section below.

A large, strip style retail plaza was approved as part of the Cornerstone planned unit development (PUD) in 2006, but it has yet to be constructed. The Plan recommends a more compact, pedestrian friendly form of mixed use or retail development be developed on the site and linked to the medical village concept.

There are other, smaller vacant parcels zoned for commercial use along 21st Street at 159th Street. In order to enhance the corridor's role as a gateway to the community, the Plan recommends these properties to residential use, particularly multi-family. This would reinforce the role of Andover Road as the primary commercial spine and support the adjacent medical village concept.

Nodes

Nodes provide focal point for a variety of activities within Andover. While each of the following major activity nodes encompass a broad mix of uses, each serves a unique purpose in the City of Andover:

- ❖ Lifestyle - Plaza Drive and Cloud Avenue
- ❖ Retail - Andover Road and Central Avenue
- ❖ Medical - 21st Street and Andover Road
- ❖ Civic - City Hall and Library on Central Avenue

The focus of each node will be maintained by encouraging development of the dominant-related land use. Because there is a finite amount of commercial demand, it is important that future commercial development is targeted to the nodes.

Lifestyle Node

An analysis of the existing real estate market conditions performed for the 2014 Comprehensive Plan indicates that a strategic focus on a walkable, mixed-use lifestyle center development at US 54/400 is viable. Based on the current unmet potential square footage, it is recommended that the vicinity of the intersection of Cloud Ave and Plaza Street (see Figure 3-8) be developed as intersecting one story "main streets." This would serve as an incremental step towards the vision set forth for the US 54/400 corridor as a lifestyle corridor. The development should be designed so that it provides walkable access from and to the nearby apartments and single family homes as well as the adjoining Dillons.



Figure 3-8
Existing Condition at Plaza Street and US 54/400

Given the relatively current and forecast high traffic volumes along US 54/400, it is likely that a well executed retail center located on 54/400 could capture sales from vehicular traffic from beyond Andover as well. The current market conditions also indicate that new development should be comprised of smaller residential typologies (e.g., multi-family) and more flexible and attractive retail typologies. The Plan recommends multi-story mixed use construction at this location at such time as the market supports such (see Figure 3-9).



Figure 3-9
Lifestyle Node at Cloud Avenue and Plaza Street

To achieve the vision laid out in the US 54/400 plan, this new retail space will need to be physically configured in ways (see Figure 3-10) that are different than what has been built in Andover in the past. The conventional, low-density, big-box format does not match the stated goals of lifestyle corridor, which call for more vibrant, higher-density, mixed-use development.



Figure 3-10
New main street retail format at Stonebridge at Potomac Town Center, Woodbridge, VA

However, this more appealing format will result in higher overall development costs related to construction, amenities, parking, and other factors, adding risk to the project from the developer's perspective. As a result, these types of higher-density, mixed-use developments are often financially infeasible based on current achievable rents in the local market.

This issue is not uncommon, and results in a disconnect between the long-term vision and what developers can profitably deliver today. This does not necessarily mean the City needs to decide between accepting new development in the short term that does not fit well with its long-term plan/vision, or enforcing the requirements of the vision on the proposed development. While the latter may render the project financially infeasible in current market conditions, and result in losing the potential new development to a neighboring jurisdiction, there are strategies that can help mitigate this issue.

In particular, there are two recommendations to help establish a middle ground between these two ends of the spectrum. The pros and cons of each strategy depend on a variety of factors, including the City's patience in achieving the vision as well as its financial strength, but both require working hand-in-hand with the development community.

The first is to work with the developer to calculate what the potential financial requirement is to bring the project from the conventional, suburban format to one that better fits the

City's vision. Once the financial gap between the two formats has been determined, the City can decide if it has the financial tools and capacity to help subsidize this gap and make the more appealing development financially feasible. Although this approach can be costly to the City, this investment will also serve to accelerate the vision and help establish a core city center/destination and the resulting economic development benefits.

A wide variety of revenue generating mechanisms is available in the State of Kansas to help subsidize new developments and the resulting infrastructure needs. These include tax-increment financing (TIF), special tax districts such as transportation development districts (TDDs), community improvement districts (CIDs) and benefit districts. In Andover's situation, adoption of a Neighborhood Revitalization Program (NRP) is recommended as discussed in Chapter 6.

The second approach is to approve the market and financially feasible lower-density project, but require planning elements and features that help set the stage for future, higher-density development when it becomes feasible. This approach can effectively meet short-term retail development conditions without getting in the way of the long-term vision. In the context of the 54/400 recommendations, this strategy could include requiring structures to be located away from the planned future street grid, and configuring buildings and parking lots in ways that facilitate incremental development as opposed to complete redevelopment in the future.

The largest current unmet retail categories/opportunities include general merchandise, building materials/hardware, clothing, and health and personal care. Based on today's market conditions and demonstrated development patterns, this type of opportunity would likely result in a low-density power center in a relatively smaller format. The vast majority of these types of centers both regionally and nationally do not fit Andover's long-term vision.

As shown in the Case Studies provided in Appendix A, there are examples where developers have taken a traditional power center format/opportunity and enhanced it with lifestyle/town center retail elements. These elements can include pedestrian friendly elements, a walkable main street spine, and attractive amenities. These hybrid power centers, sometimes referred to as "power towns," take a traditional power center market opportunity and make them more visually appealing and inviting. They work best in scenarios where market conditions are not ripe for a true lifestyle town center, but where a traditional power center format is not considered the highest and best use of the land.

In some cases, the tenant mix includes both conventional big box anchors and tenants as well as some smaller lifestyle-oriented retailers. In other cases, the mix is that of a more traditional power center, but the center itself is designed in an unconventional way, for example with storefronts oriented toward a main street and large surface parking configured along the exterior perimeter of the project.

The Plan strongly encourages some type of hybrid format that allows for a lifestyle element either in terms of tenant mix, physical design or both (see Figure 3-11). If in the short term, only the big-box component is feasible, the plan could include preserving a space as a placeholder for the more lifestyle oriented component, which could be more walkable and include a mix of uses.



Figure 3-11
A modern 'main street' commercial precinct can be the next incremental step toward achieving the vision of a vibrant, lifestyle corridor

In the short term, the Plan recommends that the City work with the property owner to cater to and attract the retail categories that currently have unmet potential. This development would anchor and jumpstart the creation of a lifestyle corridor. It also provides an opportunity to capture more of Andover residents' high disposable incomes, offers a chance to act as a draw to a wider area including capturing more spending from daily commuters coming into Andover such as health care and education professionals, and Butler Community College students.

Beyond retail, there are ways to deliver near term opportunities for other land uses that serve to meet today's market and preserve future development opportunities that represent a stronger fit with the long-term vision. For example, if there is an opportunity for multifamily residential development but the market has not yet evolved to support the additional costs and risks associated with mixed-use construction atop ground-floor retail, a developer could build in space for ground-floor retail, but use it in the interim for resident amenities and services. The ground floor could currently be used as the leasing office, fitness center, business center or other interim use until the market for retail at that site becomes stronger.

The proposed multi-family and smaller housing types recommended in the 54/400 plan can serve in a number of ways. This type of housing can provide much needed market demand to support the desired pattern and types of commercial development. In the near term, the Plan encourage townhomes surrounding surface parking be designed such that the lot can later be developed into high-density units with structured parking.

The Plan further recommends that the City continue to explore similar innovations, to find ways to build market driven product in the short term, while incorporating the flexibility to build mid- to higher-density typologies in later years as the market and the site evolve. Additional zoning recommendations to support this housing diversity are discussed in Chapter 5.

Retail Node

The Plan recommends the reinvigoration of the retail center in the location that many people consider the heart of Andover. This includes an array of improvements described in Chapter 5 to the land use and character of Andover Road between W. 3rd Street and W. Virginia Road (approximately ¼ mile north and south of Central Avenue) and Central Avenue ¼-mile west of Andover Road to Lioba Drive into a walkable main street.

Currently, much of the southwest quadrant of the intersection is filled by Andover Square shopping center, and the northeast quadrant encompasses The Plaza shopping center. The southeast and northwest quadrants are comprised of stand-alone businesses. Commercial development is also located to the east and west of the intersection along Central Avenue. Most of the land near the intersection is zoned for business uses.

It is not anticipated that significant redevelopment will occur within the current 10 year planning horizon. However, if parcels are redeveloped, they should be constructed closer to the street with parking in the back or side rather than the front, which creates a more walkable environment. The parcels are also appropriate for development at higher intensities (up to 4 stories), potentially making them more profitable for landowners. New development should include retail on the ground floor and offices and/or apartments on the upper floors.

Medical Village

The Plan also supports the expansion of Kansas Medical Center and the development of spin-off, medical related or medical supportive land uses. The aim could potentially be to create a medical village that has a very strong regional identity (see Figure 3-12). The medical village concept provides an opportunity for the City to promote medical-related mixed uses. In turn this could serve to attract new patients to the Kansas Medical Center which would attract additional doctors and associated medical activities to locate in the area. Hotel, retail uses and restaurants to serve visitors and patients could also conceivably be constructed at the core of the village near the Kansas Medical Center.

As part of this health-emphasis, there may be an opportunity to apply many of the walking-oriented or main-street urban design principles recommended for the backage roads in the US 54/400 Plan to this area. Once the village is fully envisioned, the City's and County's economic development tools could be utilized to attract and encourage appropriate development.



Figure 3-12
Retail mixed use adjacent to Medical City at Lake Nona, FL

Civic Node

Andover City Hall, Andover Public Library, playground, Central Park Lodge, Conference Cabin, Gazebo, and picnic shelters already form the backbone of the civic functions at Central Park today. In the future, an amphitheater with up to 400 permanent seats may also be constructed. This would reinforce the identity of this area as the center for civic activity and community gatherings (which are an essential ingredient of a ‘small town’ feel). With it, Andover will be well positioned to host local, regional, and national performances on weekend evenings in the summer and fall.

04 Accessibility

Accessibility addresses a number of questions of how people travel in and around Andover. Are there multiple routes available or must everyone travel the same road? Does traffic always need to operate in free flow conditions or are their times and locations where some congestion is acceptable? How does US 54/400 operate? Do people feel safe walking and biking or are they taking their lives in their hands?

4.1 Active Transport

Most of Andover's residents who walk or bike do so for recreation rather than for transportation. However there are some residents who are unable to drive and must walk or bike to meet their transportation needs. Others simply choose to walk or bike to meet some of their daily needs.

Within Andover and across the country, there is increased interest in creating communities that promote healthy living. A primary way communities can accomplish this is to create opportunities for "incidental exercise". This means creating development patterns that encourage active transportation. If people are able to walk or bike to some of their daily destinations, they are moving more and getting exercise.

As shown in Figure 4-1, Andover has invested a great deal of effort and money in providing wide paths along one side of its major arterials when they are improved. However, there are gaps in the system, especially in some residential areas. For example, Andover's two primary roads – Andover Road and US 54/400 – have limited or no pedestrian and bicycle accommodations. Along Andover Road, the sidewalks do not extend all the way to US 54/400 and north of US 54/400 the sidewalks are narrow, close to the road, and uncomfortable to walk along especially when traffic volumes are high.

Recommendations for making it easier to get around Andover without an automobile are outlined below. These are in addition to the corridors and nodes recommendations above which will foster more walkable land use patterns.

Subdivision and Site Plan Design

In the future, new residential, commercial, and school developments should be constructed so as to promote active transportation. That is, these uses should be developed in such a way that makes it easier to walk or bike to a destination than it would be to drive. Possible methods include shorter block lengths, design standards geared towards improving the walking environment, increased street connectivity, higher residential and commercial density, and greater mixes of land use. For example, bringing buildings to the street's edge rather than having them set back surrounded by a sea of parking make them easier for pedestrians to access and makes the street more interesting to walk along. Creating compact, mixed use, walkable corridors and nodes will also promote walking and the accompanying health benefits. At the same time, these techniques have been proven to increase property values as well.

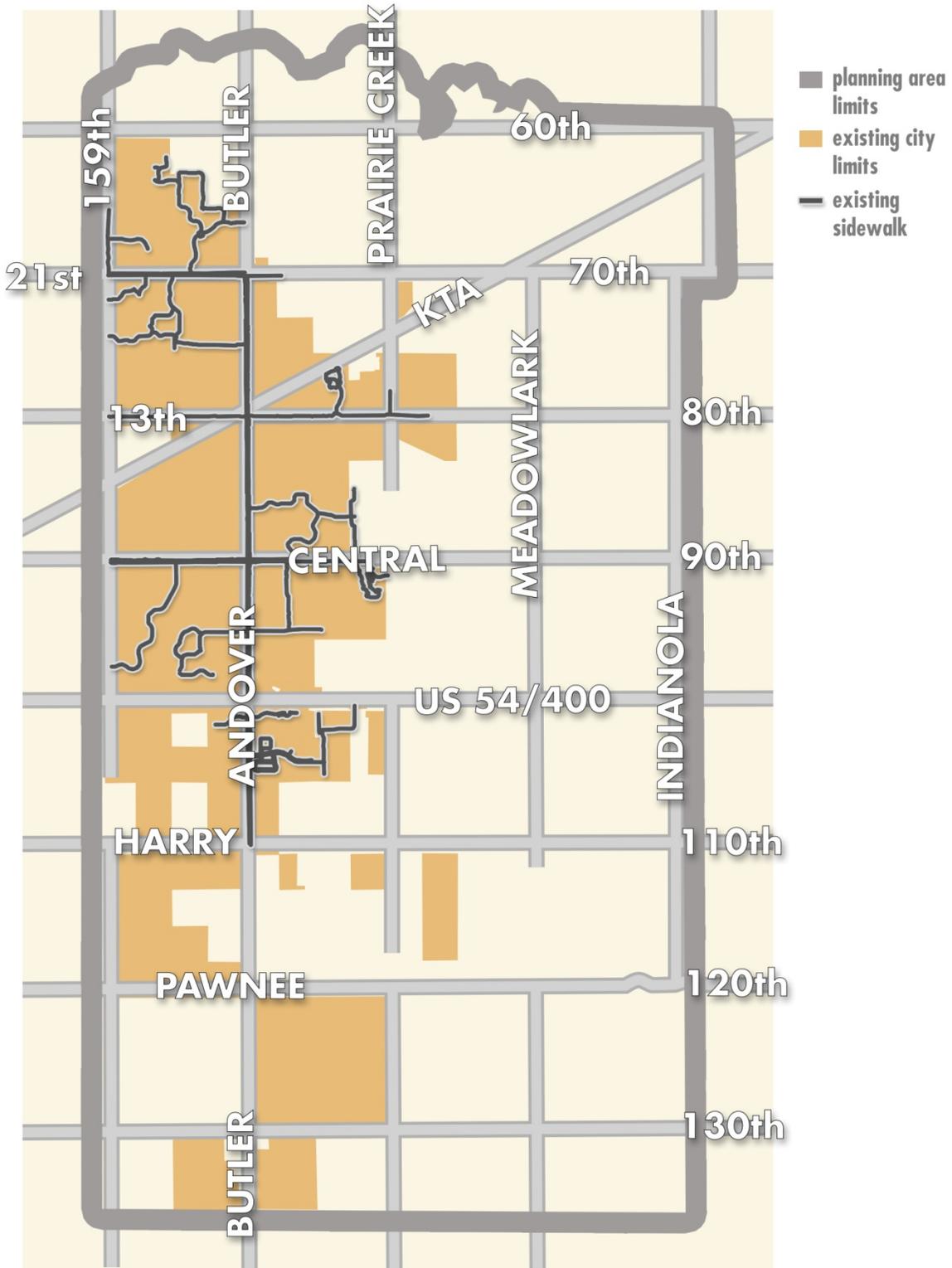


Figure 4-1
Wide sidewalk network

Crossing US 54/400

Improving the physical connectivity and social cohesion of the neighborhoods north and south of US 54/400 is strongly recommended in this plan. Currently, crossing US 54/400 on foot or by bicycle is very difficult if not unsafe. For example, along Andover Road, the sidewalks do not continue to the intersection, which forces people into the street, and the intersection does not have crosswalks or pedestrian signals. This makes it difficult to access Dillons, the YMCA, and other commercial uses along the corridor without a private vehicle. This lack of amenities and provisions for pedestrian safety, however, does not deter people from attempting the crossing.

The construction of wide multiuse paths with deep buffers along each side of US 54/400 from 159th Street to Prairie Creek is recommended in the short term. This is in addition to the recommendation for intersection improvements for a pedestrian crossing at Yorktown Road. It is further recommended that the City work with the Kansas Department of Transportation to design and implement these improvements in the near term. Ultimately pedestrian improvements are planned as part of the highway widening in the US 54/400 Plan, but it is likely the City will have to wait 20+ years for those improvements. It may be necessary to remove the short term improvements once the highway is widened, but the value the improvement brings to the community is worth the investment.

Education and Promotion

The Plan recommends the implementation of an education program to encourage people to walk and bike. This includes creating and distributing maps of the path network, installing bicycle racks in the commercial areas, and working with USD 385 to promote walking and bicycling to school.

4.2 Public Transport

Andover is not currently served by general public transport either as a service within the community or as connections to Wichita, major employers or other key destinations (e.g., Wichita State University). However, the Butler County Department on Aging provides on-demand transit to the general public within Andover on weekdays. It also offers service to and from Wichita two days per week. The City of Wichita operates a bus system, Wichita Transit, but its service area does not include Andover.

Public transport, such as bus service, can be an effective way to improve household affordability which refers to combined housing and transportation costs. The Housing Transportation Affordability Index (H+T) is a measure of household affordability that considers both the cost of housing and transportation associated with the location of a home. The Center for Neighborhood Technology notes that households that expend more than 45 percent of their income on these two costs experience affordability challenges. The proportion of the population with combined housing and transportation costs exceeding this threshold in Butler County is 95 percent.¹

¹ 2013 South Central Kansas State of the Region Report: Butler, Harvey, Reno, Sedgwick and Sumner Counties, Regional Economic Area Partnership.

A significant portion of residents living in Andover commute to Wichita or Sedgwick County for work. While ideally Andover could provide more employment opportunities within its own boundaries to improve household affordability, the introduction of transit service could benefit Andover residents who work in Wichita.

A Regional Transit Plan for the Wichita, KS Area was prepared in 2010 by the University of Kansas. The plan noted two possible bus routes that could serve Andover. The first was to link Wichita and Andover via East Central Avenue. This could be accomplished by the extension of an existing Wichita Transit route from the County border as a limited stop service to a park and ride facility near Andover Road. Alternatively, the plan suggested the City of Andover could create its own service which connects to the Wichita system via a transit center. Both scenarios would require funding participation by the City of Andover.

In addition, the plan envisioned a commuter express route along US 54/400 which may extend from Augusta through Andover to the Wichita downtown. Patrons would be served by a park and ride facility near Andover Road. Assuming a 10 percent mode share by transit for commuters, it was forecast that about 25 riders per day from Andover would use the service. On the surface, this number may not seem significant. However, providing drivers with choices on how to travel and how to improve household affordability is a substantial benefit.

The Comprehensive Plan recommends further consideration of the two transit options. This can be fostered in the short term by discussion with Wichita Transit on the feasibility and cost sharing for the two potential services above. In addition, consideration should be given to opportunities for integrating the park and ride facilities as properties are developed or redeveloped at the locations suggested above.

4.3 Street Network

US 54/400 Network

The Plan recommends implementation of the roadway network set forth in the US 54/400 Corridor Study. The US 54/400 corridor provides excellent automobile access between Andover and Wichita. The road serves Andover residents commuting to jobs in the region and Sedgwick County students coming to Butler Community College. Within Andover, nearly 26,000 vehicles per day travel on US 54/400 in each direction west of Andover Road.

As part of an ongoing effort begun in the 1980s to upgrade US 54/400 to a freeway standard through the cities of Goddard, Wichita, and Andover, the City of Andover, the Kansas Department of Transportation, and the Wichita Area Metropolitan Planning Organization initiated a two and a half mile corridor study. The study looked at US 54/400 from 159th Street to a half mile east of Prairie Creek Road. The US 54/400 Corridor Study, completed in December 2011, was an initial step to identify and preserve a footprint for future construction and provide direction for the integration of land use and transportation and recommendations for the overall development character along the corridor.

The roadway network recommended by the study is shown in Figure 4-2. The preferred transportation configuration calls for a six-lane freeway with full interchanges at 159th Street, Andover Road, and Prairie Creek Road. US 54/400 would go under Onewood Drive, Andover Road, and Yorktown Road, and it would go over 159th Street and Prairie

Creek Road. Frontage roads adjacent to US 54/400 will move traffic from the freeway to the arterial roadways. The frontage roads will only serve platted streets not properties. A 350 foot right of way is needed to accommodate the expanded US 54/400, the associated frontage roads, and needed utility easements.

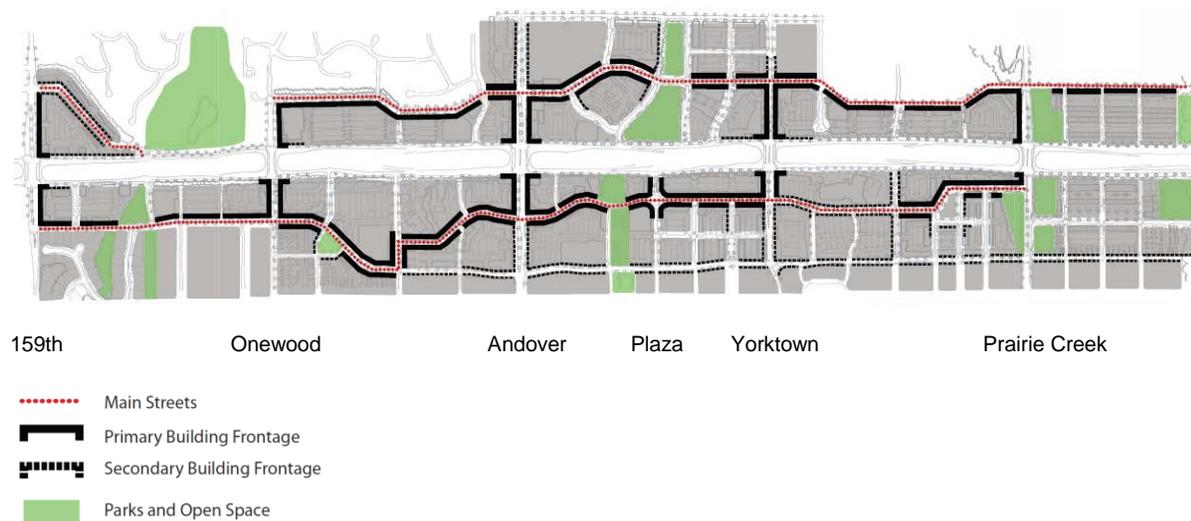


Figure 4-2
US 54/400 Primary and Secondary Building Frontages

The frontage roads adjacent to US 54/400 would move traffic from the freeway to the arterial roadways. The frontage roads will only serve platted streets not individual properties. As a result, a 350 foot right of way is required to accommodate the expanded US 54/400, the associated frontage roads, and needed utility easements.

Among the most significant recommendations in the plan is the creation of backage roads to serve as parallel main streets. These roads will be located between 330 and 660 feet from the edge of the highway right of way. Importantly for economic development purposes, the backage roads will provide access to individual properties and accommodate general traffic circulation.

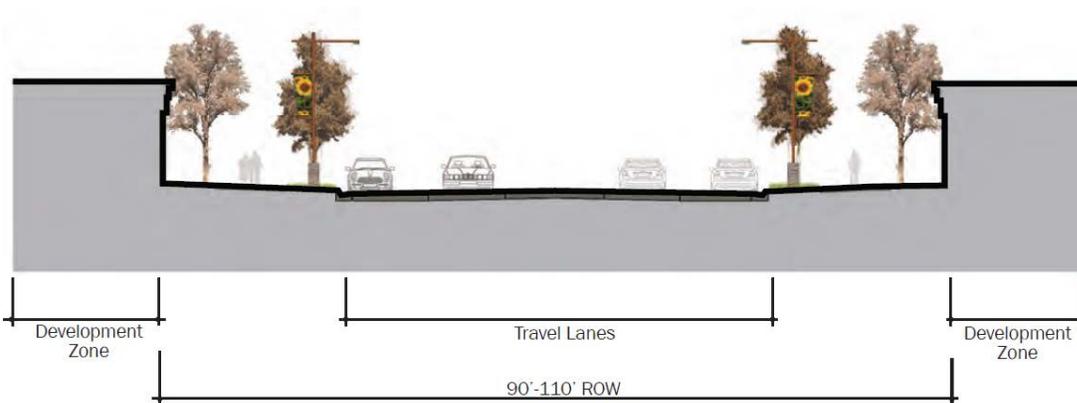


Figure 4-3
Typical Backage Road Section

The backage roads will have one travel lane in each direction with a shared center turn lane. They will also have a 10-foot parking lane on each side, a 6-foot tree zone, and 10-foot sidewalks. Backage roads will not only provide access to the parcels adjacent to US 54/400 and frontage road rights-of-way, but will create additional opportunities to travel

east/west through the corridor – without having to travel on the frontage roads or US 54/400. The aim is to create a pedestrian-friendly “main street” roughly parallel to and on both sides of US 54/400.

In part, the role of and need for the backage roads arose from the recommended roadway configuration of US 54/400 which is based on forecast travel demand in the corridor. Specifically, the City wanted to ensure that the corridor included sufficient access and internal connectivity on both sides of US 54/400. This is critical as US 54/400 will be constructed as a six-lane freeway with full interchanges at 159th Street, Andover Road, and Prairie Creek Road. Interchanges will not be provided at five locations as the freeway would pass under Onewood Drive, Andover Road, and Yorktown Road it would go over 159th Street and Prairie Creek Road.

The plan also recommends that the backage roads, 159th Street, and Prairie Creek Road have 10-foot sidewalks on each side; Onewood Drive, Andover Road, and Yorktown Road have a 10-foot sidewalk on one side and a five-foot sidewalk on the other; and the frontage roads to have pedestrian pathways no smaller than five feet.

The segregation of the two sides of the highway corridor of 350 feet requires strong north-south connections for pedestrians and cyclists. These connections will be particularly important at the five north-south streets that will not be full interchanges. The lower traffic volumes and turning movements will make these streets easier to improve for pedestrian and bicycling access, thereby linking the parallel main streets as well as adjoining neighborhoods.

While improving US 54/400 and preparing for the proposed widening is primarily a transportation issue, the US 54/400 Corridor Study included recommendations about future land use discussed in Chapter 2. Implementing those recommendations is linked with development of the construction of the highway widening.

North/South Travel

Andover Road is Andover’s primary north/south road. Between US 54/400 and Central Avenue (the busiest stretch of Andover Road) it carries approximately 18,500 vehicles per day. Between Central Avenue and 13th Street it carries approximately 16,000 vehicles per day.

North of 21st Street volumes drop off to less than 4,000 vehicles per day. Between US 54/400 and Harry Street, Andover Road carries about 16,500 vehicles per day. Between Harry Street and 120th Street it carries 9,000 vehicles, and between 120th Street and 130th Street it carries 8,500 vehicles. Many of the trips are accessing businesses, industries, and schools along Andover Road.

For comparison purposes, it is worth noting that roads are typically widened from two lanes to four when traffic reaches 20,000 trips per day; by that standard, Andover Road currently has capacity to spare.

159th Street

While the public perception for Andover Road suggests a need for another north/south route, the Plan recognizes there is ample capacity to let ‘through trips’ shift to 159th Street from Andover Road. In other words, drivers who do not need to access locations along Andover Road will alter their routes to use the less congested 159th Street. Although it is Andover’s second busiest north/south road, 159th Street carries only 3,500 vehicles per day between US 54/400 and Central Avenue. This is less than 20% of the traffic on Andover Road. The road is fronted primarily by roadway access points to

residential developments so traffic flows will not be impaired by frequent turning movements.

Yorktown Road

The Plan recommends the connection of Yorktown Road between the Civic Center at Central Avenue to the north and Harry Street to the south. This can be accomplished in multiple phases as individual properties are developed. Existing City-owned right of way is available north of Douglas Avenue within Central Park. The effect of the road connection would be to more directly link the Civic Center with the emerging Lifestyle Center, YMCA and future residential development south of US 54/400.

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05 Housing Diversity

Who Lives Here?

The City of Andover’s most widespread land use pattern is single-family, owner-occupied residential housing. The existing housing supply is appropriate for many of Andover’s residents – (e.g., families who move to Andover for the schools).

As shown in Table 5-1, Andover’s dominant housing product is the single-family detached unit, and the percentage of single-family detached housing has increased since 2000. Today, it represents 79% of the housing stock; in 2000 it was 70%.

Table 5-1
Dwelling Units per Structure and Percentage of Total Units, 2000 Census and 2007-2011 American Community Survey

Type	2000	Percentage of Total Units, 2000	2010	Percentage of Total Units, 2007-2011 ACS
1-unit, detached	1,701	70%	3,273	79%
1-unit, attached	64	3%	180	4%
2 units	86	4%	55	1%
3 or 4 units	89	4%	94	2%
5 to 9 units	26	1%	42	1%
10 to 19 units	8	0%	19	0%
20 or more units	124	5%	187	5%
Mobile home	330	14%	283	7%
TOTAL HOUSING UNITS	2,428		4,133	

However, there are residents who would prefer to live in another type housing product. Examples include but are not limited to:

- ❖ Older residents who have moved to Andover to be closer to children and grandchildren.
- ❖ Residents who have moved to Andover for the schools, but want to stay in Andover after their children have left the school system.
- ❖ Single parent households who would like to stay in Andover.
- ❖ Recent graduates and children who grew up in Andover.
- ❖ People who work in Andover, but currently live elsewhere.

Offering housing products that cater to residents in all stages of life can create a more constant and lasting community. This could help overcome Andover’s reputation of being a place people move to for the schools and when the last child graduates they move on.

As Figure 5-1 shows, Andover’s population currently does not include as many younger workers (those between the ages of 20 and 29), empty nesters, and older adults as the rest of the Wichita region. While this does not necessarily mean that this is a result of housing costs or types, it is a potential indicator of the issue.

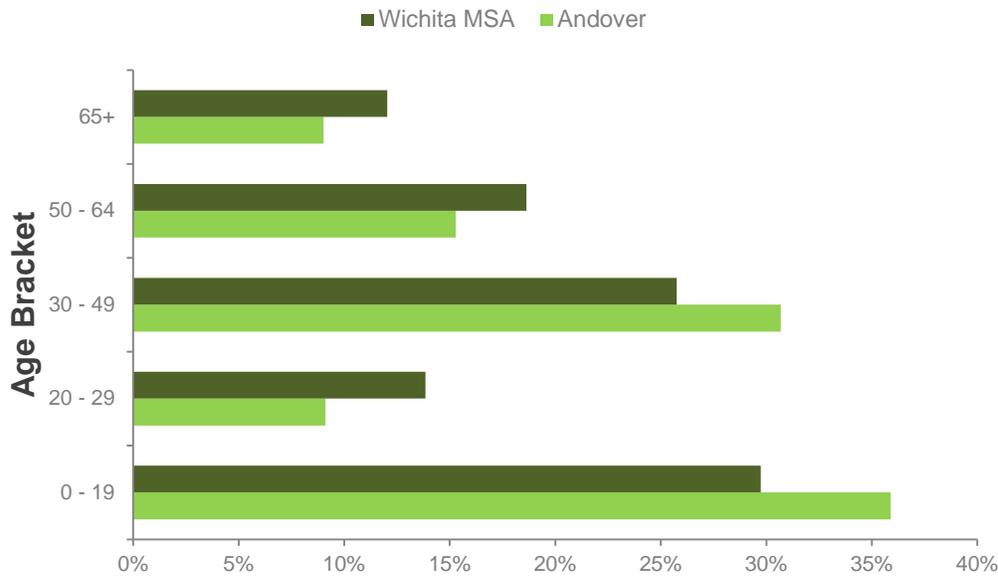


Figure 5-1:
Percentage of Population by Age

Andover has more large homes than in the Wichita region as a whole. Eighty two percent of Andover’s dwelling units are three bedrooms or larger as compared to 60% in the region. This means that only 18% of Andover’s dwelling units are two bedrooms or less, while in the Wichita region 40% are two bedrooms or less.

The Wichita Area Metropolitan Planning Organization (WAMPO) forecasts that household sizes will be decreasing across the region – including in Andover. Consequently, fewer future residents will be looking for homes and lots as large as those being provided today. Andover is beginning to see the trend manifest itself through the fact that it is no longer receiving development applications for R-1 development. R-1 lots must be a minimum of 20,000 square feet (approximately 0.45 acres) and lots in this district are Andover’s largest. The vast majority of Andover’s residential development is occurring in R-2 districts with 10,000 square foot (approximately 0.23 acres) lots.

Nationally, the decrease in household size and changing preferences has created demand for more walkable, compact communities with diverse housing choices. This is especially true among the Millennial Generation (approximately born between 1976 and 2000). Millennials own fewer cars and drive less than their predecessors. When surveyed for a 2012 report by RCLCo, a land-use economics firm, 77% of Millennials indicated a preference for living in an urban core. Realtors think that some Millennials will want to raise families in single family suburban homes, but expect it to be a smaller percentage of families than in previous generations. Andover needs to consider how it will respond to these changing trends.

What Can We Afford?

It has also been noted that there is a lack of workforce housing. School teachers, city employees, retail and service business workers, and other people who work in Andover are not able to live in the community in which they work because housing prices are too high. As shown in Table 5-2, housing values are much greater in Andover than in the surrounding area. In addition, according to the 2007-2011 ACS, 61% of the Andover units paying rent pay \$750 or above each month, and 27% of renters pay between \$1,000 and \$1,499 each month.

Table 5-2: Median Value of Owner-Occupied Housing Units,

Andover	Butler County	Wichita	Sedgwick County	Kansas
\$170,000	\$122,500	\$114,800	\$120,400	\$125,500

How Can We Provide Choice?

Based on the already-approved and pending dwelling units in the pipeline the percentage of single-family detached homes will potentially increase to 83 percent of Andover's total dwelling units. As a result, measures are recommended to reverse this trend and provide more housing diversity and affordability.

Multi-family housing

The Comprehensive Plan maintains the recommendation of the US 54/400 Corridor Study that between 1,340 and 3,300 new multifamily dwelling units be constructed within the corridor over the next 5 decades. Should this supply of dwelling units be constructed (and all the pipeline projects described in the prior paragraph are also constructed), the percentage of single-family detached homes would decline to 55 percent of total units. Obviously, this shift in proportion would be countered by new single-family home construction beyond what is currently in the pipeline. It does indicate though, the importance of alternative forms of housing along the US 54/400 for providing housing choice to existing and new residents.

The US 54/400 corridor study recommends that residential units be provided in two- to five-story buildings at 6 to 20 dwelling units per acre. If developed as recommended, the US 54/400 corridor would be the location of Andover's most intense housing development. In turn, this additional density will help support the viability of the retail uses envisioned for the US 54/400 corridor.

The Plan recommends two additional locations for multi-family housing to support housing choice and affordability. These include the Medical Village node along the 21st Street Corridor and the Retail Node at Andover Road and Central Avenue. The quantity and density of multi-family housing would be lower than recommended for US 54/400. The housing would be a supporting component of the walkable, mixed use nodes, not the dominant land use.

In all locations (including PUDs discussed below), multifamily housing should front on a true grid street system rather than internal roads and parking lots. The aim is to improve household affordability by creating more walkable and bike-friendly communities that lessen car dependence (and the cost of owning and maintaining a motor vehicle).

Planned Unit Developments

Housing choice and affordability can also be enhanced through the Planned Unit Development (PUD) provisions (Section 116) of the City's Zoning Regulations. The purpose of the PUD Districts is "to encourage innovation in residential, commercial and industrial development by permitting greater variety and flexibility in type, design and layout of buildings..."

The Comprehensive Plan recommends that the City and developers use the PUD tool where feasible to provide greater housing choice through the mixture of small lot single family structures (less than 10,000 square feet), attached housing, townhomes, multi-family and others within each development. The aim is to provide broader choice in both the types of structures available for ownership and renting. The City may wish to consider increasing the current limit of 35 percent ground area occupied by buildings in a PUD to provide more layout flexibility. It may also wish to increase the 20 percent limit on individual units compared to the overall density of the PUD.

06 Commercial Image

The public input received to date, such as the feedback forms received at Greater Andover Days, show that Andover residents are proud of the city's high-quality 'look and feel' of its residential areas. Conversely, the feedback indicates that US 54/400 and Andover Road do not present a good first impression of the city. In other words, 'the front door does not represent the living room behind it.' In addition, residents have expressed a desire to keep Andover distinct from Wichita and not become "east Wichita".

Background

Vacant storefronts, no matter how prosperous an area is, send a message of disinvestment and disinterest. Fortunately, while there is a perception of vacancies in Andover, the reality is that much of the retail and office space is occupied. As shown on Figure 6-1, there were 14 commercial buildings with vacancies in 2013. The figure also shows the location and occupancy rate of Andover's existing commercial and office building based on a windshield analysis. The figure shows that much of Andover's commercial and office space is at least 85 percent occupied. There are only 3 buildings that are fully vacant and one of those is currently being renovated for office use.

One reason behind the impression of higher vacancy rate than actually exists could be the dated and rundown appearance of some of Andover's commercial and office buildings. The appearance of the facades can make active businesses look less viable than reality.

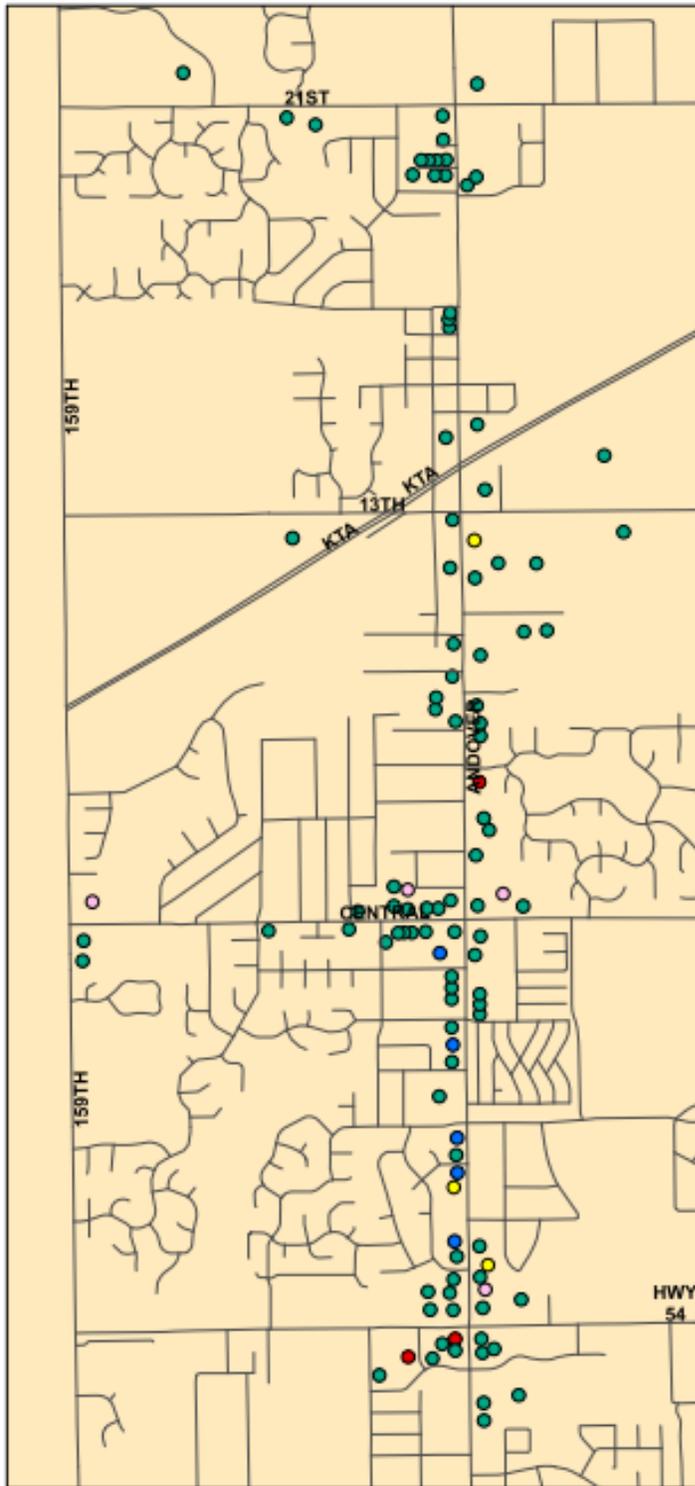


Figure 3:
Occupancy Rate



Date: 10/21/2013

Legend

% of Property Vacant

- 0
- 10 - 15
- 20
- 40 - 50
- 80 - 100

Occupancy estimated in field June 2013

Figure 6-1:
Windshield survey results of Andover's commercial and office occupancy rates

Design Guidelines

The opportunities along Andover Road could be further enhanced through the preparation, adoption and implementation of design guidelines. When used consistently by a local government and developers, design guidelines can improve the way we experience or use spaces in between buildings. They can also enhance the arrangement, appearance and function of buildings. In addition to affecting the physical ambience of a place, design guidelines can significantly influence the economic success of a community. Design guidelines also affect how people interact with each other, how they move around and how they use a place.

In addition, design guidelines can maintain or improve the value of the subject property. High quality commercial spaces and buildings are relatively infrequent, thus their property values tend to be higher. The spill-over effect of high quality places can also help maintain or improve the value of adjoining properties.

High quality design becomes more important as we increase the density and diversity along the City's major roadways. High quality places typically do not simply happen by accident. High quality places require careful planning, design and management to achieve the desired outcomes and design guidelines are a very useful tool for these activities.

- ❖ Design guidelines can address a broad array of 'traits' including:
- ❖ Density and mix of uses
- ❖ Building height and shape
- ❖ Building facades and materials
- ❖ Block and lot layout
- ❖ Signage and wayfinding
- ❖ Landscaping and parking
- ❖ Pedestrian access
- ❖ Public spaces
- ❖ Gateways

Design guidelines generally do not prescribe an architectural style, but aim to help a variety of designs to work together to create unique and identifiable places. Guidelines typically build on detailed examples of how to implement the desired concepts. Photographs, diagrams and design suggestions are typically used to provide guidance on how to approach the design challenges that arise when transforming an existing low-density retail, suburban environment into an urban one.

Design guidelines can also help determine the success of our investments in infrastructure for walking. As shown in Figure 6-2, constructing a sidewalk in a visually sterile environment (e.g., exposed to sun, auto-oriented signage, front of building parking lots, and large building setbacks) will not attract foot traffic.



Figure 6-2
Example of a low quality pedestrian environment.

Conversely, as shown in Figure 6-3, placing even a narrow sidewalk in a visually attractive setting (e.g., shade trees, active storefronts, small-scale signage, street furniture, on-street parking, and buffer strips) can attract high volumes of pedestrian activity.

The City currently uses design guidelines that it has prepared for the US 54/400 corridor (See www.andoverks.com/comprehensiveplan to download a copy). The guidelines include a site plan review procedure (conducted by the Site Plan Review Committee) and recommendations for the review of non-residential projects. Alternatively, the guidelines for US 54/400 corridor could be formally adopted as standards or requirements as part of the update to the Comprehensive Plan.

Similarly, guidelines focused primarily on Andover Road could be prepared and adopted to facilitate the desired improvements. The Andover Road guidelines would likely differ significantly from the US 54/400 corridor guidelines given the differences in desired scale and diversity of uses.



Figure 6-3
Example of a high quality pedestrian environment

Signage Management

Signage is one of the most critical issues to the image of Andover Road. The assortment of signs along Andover Road is the result of legal nonconforming signs. This refers to signs that were in compliance with zoning at the time of their installation. These signs no longer meet current standards which only allow ten-foot monument signs except for within 200 feet of arterial street intersections and along US 54/400. Signage requirements for home-based businesses (which are beginning to occur along Andover Road) have different standards from the office/commercial signage standards. Consequently, the Plan recommends the strategies presented below to address legally non-conforming signage along Andover Road.

Signage is intended to promote business and attract customers. In turn, this can help create a stronger tax base. However, intrusive and widely-varied signage in a concentrated area can have the opposite effect. It can also affect the safety of users of the street due to distraction. As a result, the City adopted new signage provisions which sought to balance the aims of businesses and the community. In this manner, the new signage provisions are not anti-business nor will they negatively impact to the tax base. In fact, a high-quality visual setting can enhance the long-term economic growth of the City as well as individual property values.

When the City's sign provisions were updated to create a more uniform visual environment, existing businesses found their signs entered a legal 'limbo'. If the sign's owner was forced to immediately change the sign, it would likely be considered a "taking" under the Fifth Amendment, requiring the City to offer compensation. Instead, the sign is considered legally "nonconforming."

At the same time, as discussed above, there is a legitimate public interest in a consistent, attractive visual environment. In addition, existing businesses should not have an unfair advantage over new businesses as a result of changes in signage laws. Consequently, public policy favors the eventual elimination of nonconforming signs.

In order to eliminate legally non-conforming signs and create the desired visual environment, many communities use 'amortization.' This tool allows owners to recoup the cost of the sign and then requires its removal. With nothing taken by the locality, compensation is not required. Amortization is objectionable to sign owners, in part, based on the argument that the value of a sign extends beyond the actual cost of installation.

There are other strategies the City can use to address non-conforming signs. For example, the City can examine its signage requirements to see if they discourage business owners from voluntarily replacing nonconforming signs. Many communities require a nonconforming sign to be made conforming if it is replaced or renovated. Faced with potential loss of visibility, some business owners elect to keep the old signs.

An additional alternative is to permit replacement where the nonconformity is reduced, but not entirely lost. The community achieves a reduction and a better-looking sign, while the owner maintains some advantages of the old, nonconforming sign.

Another approach is to create incentives for removing or reducing nonconformities. These may take the form of a development bonus or an enhancement of other signs on the property in some non-objectionable aspect.

The Andover Road corridor is called out for special attention because it has existing development that if not properly maintained and promoted could deteriorate and diminish Andover's appearance. The development of retail uses along US 54/400 will potentially

compete with businesses along Andover Road and draw businesses and potential customers away from it.

Over time, some existing businesses are apt to seek space that is newer, better meets their space requirements, and has more visibility. If a strategy is not in place for dealing with the migration of businesses to other locations, Andover's existing commercial core along Andover Road could become increasingly vacant, less attractive and subject to a decline in property values.

Streetscape Improvements

The Comprehensive Plan recommends all public and private utilities along US 54/400 be placed underground. To meet the goals of the utility relocation effort and to improve aesthetics in the area, underground utility corridors have been identified along both sides of US 54/400 between the frontage roads and the right-of-way lines. It is also desired to place all the utilities underground along the side roads and backage road systems. Designating utility corridors within the right of way footprint can reduce utility conflicts and simplify relocation efforts. In turn, this reduces the overall cost of constructing a project.

The Plan further recommends that public and private utilities along Andover Road in the segment between US 54/400 and Lee Street also be placed underground. Whereas the US 54/400 corridor utility relocation would occur as part of future roadway improvements, it would be funded as part of the project. Conversely, Andover Road improvements will require funding by the City of Andover. As such, the Plan recommends the annual contributions to a fund dedicated towards the improvement. The existing condition along Andover Road near Central Avenue is provided in Figure 6-4 and a visualization of the potential improvement at the same location is shown in Figure 6-5.

The plan further recommends the adoption of a street tree program for Andover Road, beginning with the same segment as described above. Street trees provide multiple benefits to the urban landscape by reducing the urban heat island effect, reducing stormwater runoff, improving aesthetics, and enhancing air quality. Street trees are also good for the economy; customers spend 12 percent more in shops on streets lined with trees than on those without trees.

The grass strip between the curb and sidewalk can be inhospitable for tree growth. Trees are often given little space to grow, the soil around street trees often becomes compacted during the construction of paved surfaces, and underground utilities encroach on root space.

In order to ensure growth will not be impaired and their expected life span cut short, the City can provide a healthy soil volume by installing tree boxes or using structural soils, root paths, or "silva cells" used under sidewalks or other paved areas. These options allow tree roots the space they need to grow to full size.



Figure 6-4
Existing streetscape condition at Andover Road and Central Avenue



Figure 6-5
Potential streetscape condition with infill at Andover Road and Central Avenue

Neighborhood Revitalization Program

The Plan recommends that the City reinstate and promote its Neighborhood Revitalization Program (NRP) to help qualified property owners make façade improvements and update their structures. The NRP rebated the additional property taxes one would pay as a result of home or commercial building improvements that increase appraised values. “Qualified Improvement” includes new construction, rehabilitation and additions since these projects increase the assessed value.

The City adopted a three-year pilot NRP in January, 2010 that encompassed approximately 15 blocks in four small areas (See Figure 6-6). The rebates in the 2010 program provided for 95 percent of tax corresponding to the increased valuation due to the improvements.

In May, 2012, the City expanded its NRP to include the entire city. The program expired at the end of May, 2013. The City Council revised the NRP for a number of reasons including (Source: City of Andover press release):

- ❖ Expanding the NRP would allow existing homeowners to benefit when making major renovations and remodels to their homes (that increase the value of the home’s appraisal).
- ❖ Expanding the NRP would allow commercial properties to be included. It was thought that over the long term, this would benefit all residents of Andover. Commercial properties pay more than double the rate of property tax as residential property owners. Therefore once the commercial properties are put on the tax rolls after five years, more of the tax burden will be transferred from homeowners to businesses.
- ❖ Expanding the NRP would allow all local taxing entities to be included (Butler County, USD 385 and Butler Community College), not just the City.

Each of the local taxing jurisdictions were required to vote to amend the City’s current NRP inter-local agreements. While the School District did not support the revision, the three others agreed to participate in the revised program. Consequently, the 95% rebate only applies to the mills levied by participating local taxing jurisdictions: City of Andover, Butler County, and Butler Community College. As USD 385 elected to not be part of this program; the rebate is not available for the mills they levy.

Under the revised program, the upper limits on increases in valuation for each project were 400,000 dollars for residences and 800,000 dollars for commercial (including multi-family buildings). The rebates extend for 10 years for rehabilitations or alterations to existing structures and for 5 years for new construction on vacant lots.

The intent of the original State of Kansas legislation authorizing local governments to adopt NRPs was to encourage investment in targeted, specific areas of blight. The legality of city-wide NRPs remains unclear.

Should the City choose to reinstate the NRP, it could consider a more limited geographic extent of the program to help catalyze improvements to the commercial corridors. In addition to blighted residential areas, the City could extend participation to existing and/or new commercial structures along Andover Road and US 54/400. In particular, the NRP can provide a strong incentive for commercial developers to satisfy the vision of the US 54/400 vision and design guidelines.

Shifting the focus of the program to commercial properties may help to garner the support of the Unified School District. Since school taxes generally comprise the largest portion of property tax on a property, this could be a powerful incentive for participation by commercial property owners.

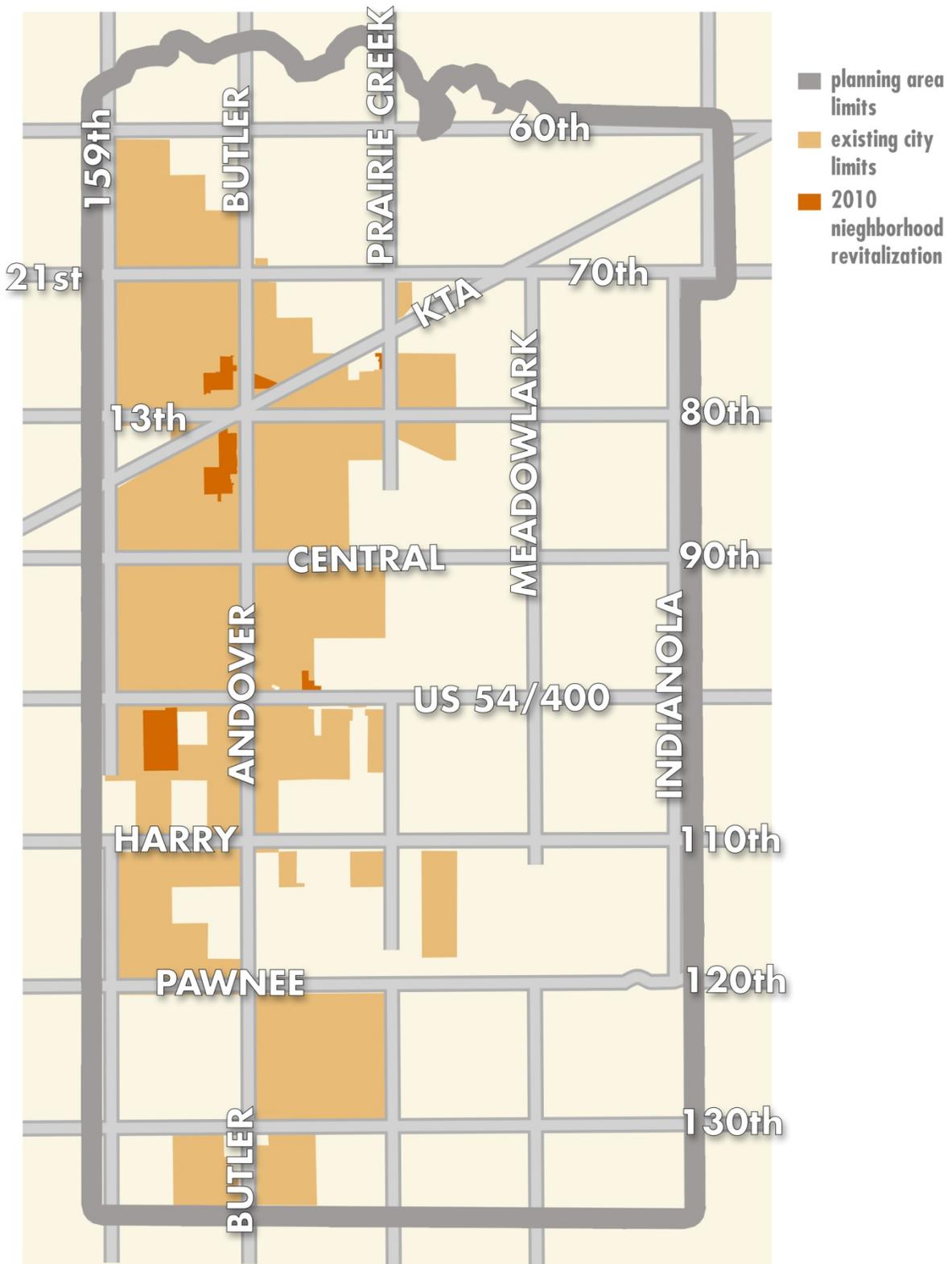


Figure 6-6
2010 Neighborhood Revitalization Program Boundaries

Funding and Staff Resources

The Plan recommends the City invest funding and staffing resources in improving the appearance of Andover Road. Potential activities that could be undertaken by the City in partnership with property owners include increased plantings along landscaped areas, expanded landscaping adjacent to sidewalks, façade improvements, and reduction of sign clutter.

Andover is unlikely to employ a full-time economic development specialist in the near future. However, the City can take a more active role in promoting itself and attracting and supporting businesses. For example, it may be feasible to use current City staff to partner with the Chamber of Commerce to promote and publicize the Andover Awareness 'shop local' program that encourages residents to support local businesses.

The City staff should also continue to work closely with the Butler County Economic Development Office to ensure that new and expanding businesses are able to take advantage of the suite of loans, tax credits, and training programs offered by the city, county, and state (see <http://www.andoverks.com/economicdevelopment>).

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07 Quality of Life

The City's Open Space, Recreational Facilities and Community Facilities and Services are critical pieces of the City's vision and attractiveness to residents and businesses. Each is discussed below.

7.1 Open Space

A key part of shaping the city is preserving open space as a greenbelt around the compact core of the planning area. The 2003 comprehensive plan includes a goal to “use existing natural features to buffer between land uses and provide a visual amenity to the urban scene.” This is a worthy goal that should be continued.

In addition, Andover is in the process of developing internal policies that greatly reduce development within floodplains. Development within floodplains is expensive and can result in disastrous consequences should a flood occur.

Natural features provide wildlife habitat, environmental hazard protection, visual variety in the landscape, and require limited city services. In addition, open space can help define built form. Open space within the developed area can break up the uniformity of consistently developed land. Outside the developed area, open space can be used to provide definition to the developed area. A greenbelt of undeveloped land can provide a gateway into the developed area that announces you have entered the city.

Within the city limits of Andover, approximately 985 acres are zoned A-1: Agricultural Transition District. This is approximately 17 percent of Andover's land area. The purpose of this district is to “retain various agricultural characteristics, but also serve as a transition area to accommodate many of the nonagricultural uses normally located in a rural area while anticipating and increasing amount of urbanization, including low-density dwellings.” If the site is served by city-provided water and sewer, residential development can be constructed at one dwelling unit per acre. If water supply and sewage disposal is provided on-site, the minimum density is one dwelling unit per five acres.

Not all of the 985 acres is actual open space. Approximately 340 acres are Andover Central High School, Andover Central Middle School, Sunflower Elementary School, and Central Park. The Andover wastewater plant is also located on land zoned A-1. The remaining 640 acres are primarily clustered a half-mile east and west of Prairie Creek along 13th Street and between 159th Street and one-quarter mile west of Andover Road one quarter-mile south of US 54/400 and one quarter-mile north of 120th Street.

Using Republican Creek and Spring Creek to create the boundaries of a compact urban area is a natural complement for creating a greenbelt at the urban edge.

7.2 Recreation

Existing Facilities

Provision of parks and recreational open space is an important quality of life issue to Andover's residents. Today, as shown in Figure 7-1, the City of Andover maintains two large, community parks, Central Park and the 13th Street Sports Park; one five-acre neighborhood park; and three mini-parks. Andover offers excellent recreational, especially sports-related, opportunities for children. In addition, the YMCA provides many sport and fitness related activities at reasonable costs, and many Andover residents take advantage of them.

However, the opportunities for older children, young adults, and adults are limited. As Andover's population increases, the City will need to provide additional green space and recreational opportunities for all age categories.

Central Park is approximately 80 acres and is primarily a passive recreation facility. It has a gazebo, walking paths, a stocked fishing lake, two picnic shelters, a playground, and an arboretum. It also has two buildings that are available for rent. The Lodge is an ADA accessible meeting facility with two meeting rooms, a full service kitchen, two stoves, two microwaves, a refrigerator and freezer, and bathrooms. Each room can hold approximately 100 people. The Conference Cabin holds 20 people and has a kitchen with a refrigerator, stove and sink and an American with Disabilities Act (ADA)-accessible bathroom. City Hall and the Andover Public Library are also located inside Central Park. Plans are being considered to construct an outdoor amphitheater that would host regional music events.

The 13th Street Sports Park is approximately 60 acres and is geared toward active recreation. It has a one-mile nature path, a sand volleyball pit, tennis courts, four lighted soccer/multiuse sports fields, four baseball diamonds (three with lights) a basketball court, two playgrounds, two horseshoe pits, four picnic shelters, a concession stand, and restrooms. The Andover Community Center (ACC) is located at the 13th Street Sports Park. It can hold between 200 and 300 people and has a small kitchen and ADA accessible restrooms.

The three mini parks serve the adjacent residential areas and have a variety of amenities.

- ❖ The Village mini park has a picnic table, benches, a sand box, and a swing set.
- ❖ The Heights mini park has a picnic table, benches, a sand box, and a swing set.
- ❖ The Williamsburg mini park has a picnic table, a bench swing, sand box with mechanical diggers, and a basketball court.

The Cornerstone neighborhood park is the first neighborhood park to be constructed. It offers picnic tables, a shelter, playground and full-sized, multi-use athletic field.

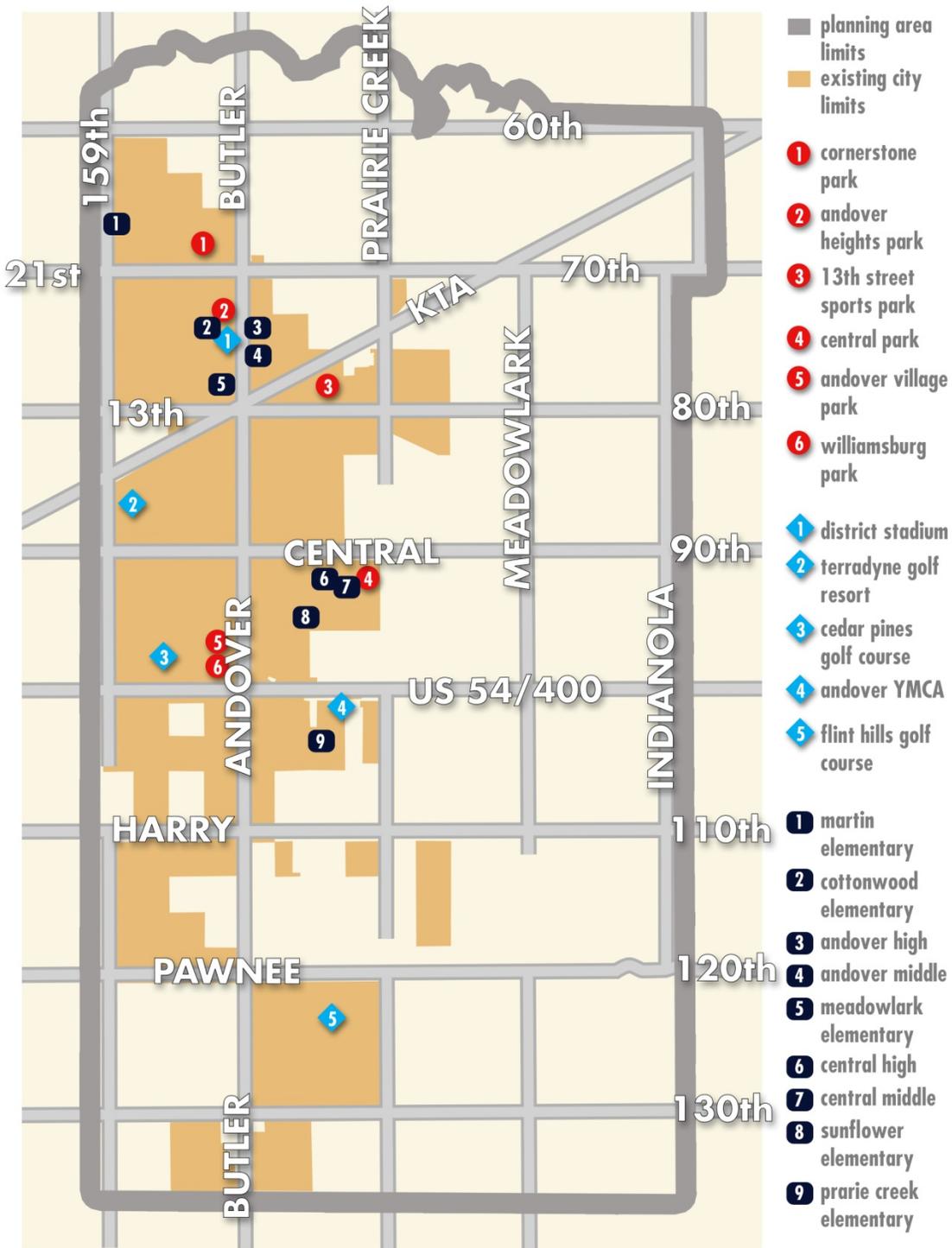


Figure 7-1
Existing park, recreation and school facilities

Andover Park System and Open Space Master Plan

The City has prepared an updated 2014 Andover Park System Master Plan. The 2014 Plan updates the 2003 Andover Park System and Open Space Master Plan that has guided Andover's parkland decision-making for the past 10 years. The 2003 Plan's recommended distribution and service area of parks in Andover is illustrated in Figure 7-2. While the more recent plan does not include a similar figure, the distribution and service area recommended in the 2003 Plan remain the guiding philosophy for future decision-making.

Ensuring that Andover has adequate passive and active recreation space is important to residents. The ways to ensure that needs are met will be more fully explored in the Andover Park System Master Plan that began in 2013 and was completed in 2014. The updated plan recommends improvements to existing parks, identify opportunities for new park land, and suggest expanded and new programming at the existing and future parks.

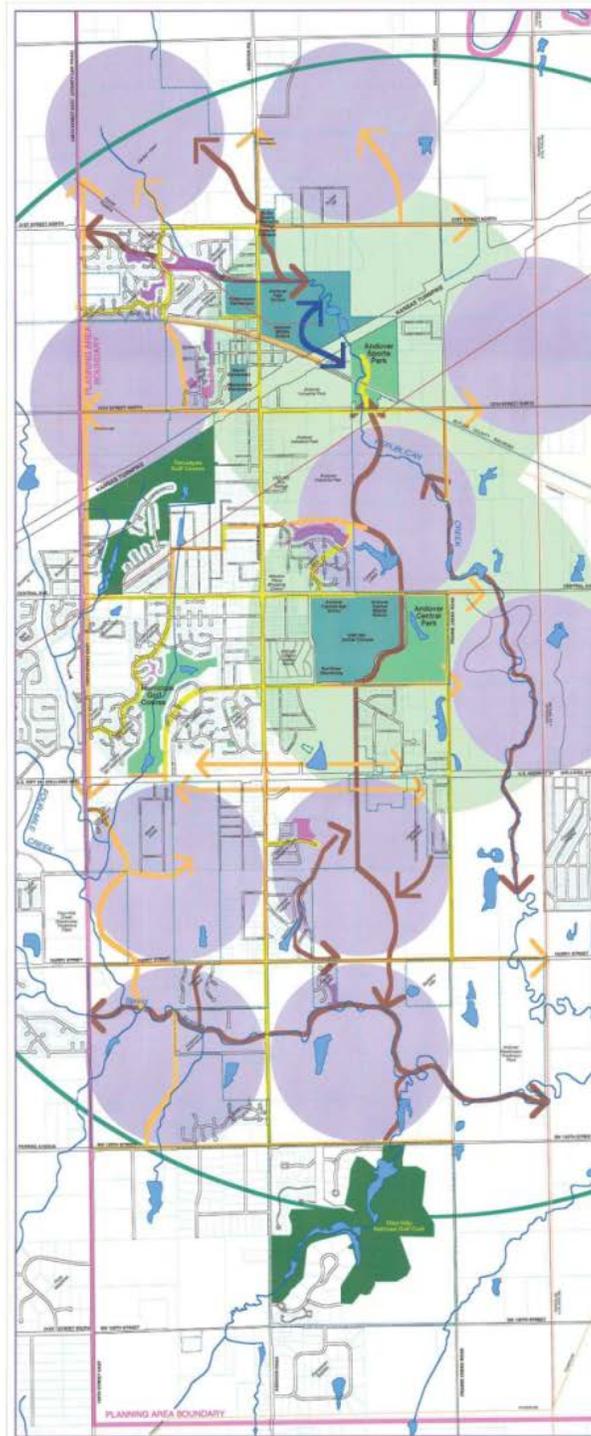
Neighborhood Parks

The City should continue its aim to develop 10 neighborhood parks as was advocated in the 2003 Park System and Open Space Master Plan. A neighborhood park is intended to be comprised of approximately 5 acres and include open space, athletic fields, hard surface multiuse courts, and children play areas. It also suggested that each neighborhood park include a special use facility such as a splash pad, skate-park, special walking trails, or an exercise trail. The service area for the neighborhood park would be approximately ½ mile (see purple rings on Figure 7-2).

As opportunities present themselves, Andover intends to continue to acquire property to create neighborhood parks within or adjacent to new development. For example, a neighborhood park has been included in the Prairie Creek Preliminary Planned Unit Development (PUD).

Figure 7-2:
 2003 Park System and Open Space
 Plan map

Master



Path Network

As shown in Figure 7-2, the 2003 Park System and Open Space Master Plan also recommended that the city create a network of public paths to connect the various recreational fields, park land, and open spaces. It calls for both paved paths along streets and through urbanized areas and more natural paths along creeks and floodplains. For the past 10 years Andover has focused on constructing wide multiuse paths adjacent to roadways. The 2014 continues to support the expansion of the path network.

The existing path network is shown on Figure 7-3. Over the next 10 years, Andover will focus on filling the gaps in the street-side paths and creating more greenway-centered paths.

A more immediate opportunity is construction of the Redbud Trail through Andover along the rail-banked BNSF right of way. In June 2013, Andover received a \$1.7 million federal transportation enhancement grant to construct a 1.75-mile portion of the Redbud Trail.

The existing Redbud Trail is located along the former Burlington Northern Santa Fe rail corridor in northeastern Wichita. The 2.5-mile route passes parks, employment hubs, and the Wichita State University campus. The trail is planned to be 11 miles in total length including a portion within the City of Andover.

The grant will cover 80% of the construction costs to build the trail from 159th Street to the 13th Street Sports Park. In the longer term, this segment will connect with the Redbud Trail in Wichita and to Augusta. In the short term, this path will enable people to comfortably walk or bike to destinations along the trail. Ultimately, people will be able to use this path to travel longer distances into Wichita and Augusta.

Community Parks

In addition, the City can consider the creation of a third community park, located south of US 54/400. The park would serve the residential population in this segment of the community which is segregated for pedestrians and bicyclists from Central Park and the 13th Street Sports Park by the US 54/400 roadway. Depending on its actual location, the park could also help to form the city's edge and/or part of a linear greenway. It could be linked to the greenway-centered path network. Lastly, if located along a waterway, it could provide flood protection. Based on these potential criteria, the area east of Andover Road, west of Prairie Creek Road and north of Pawnee Street would be a candidate location.

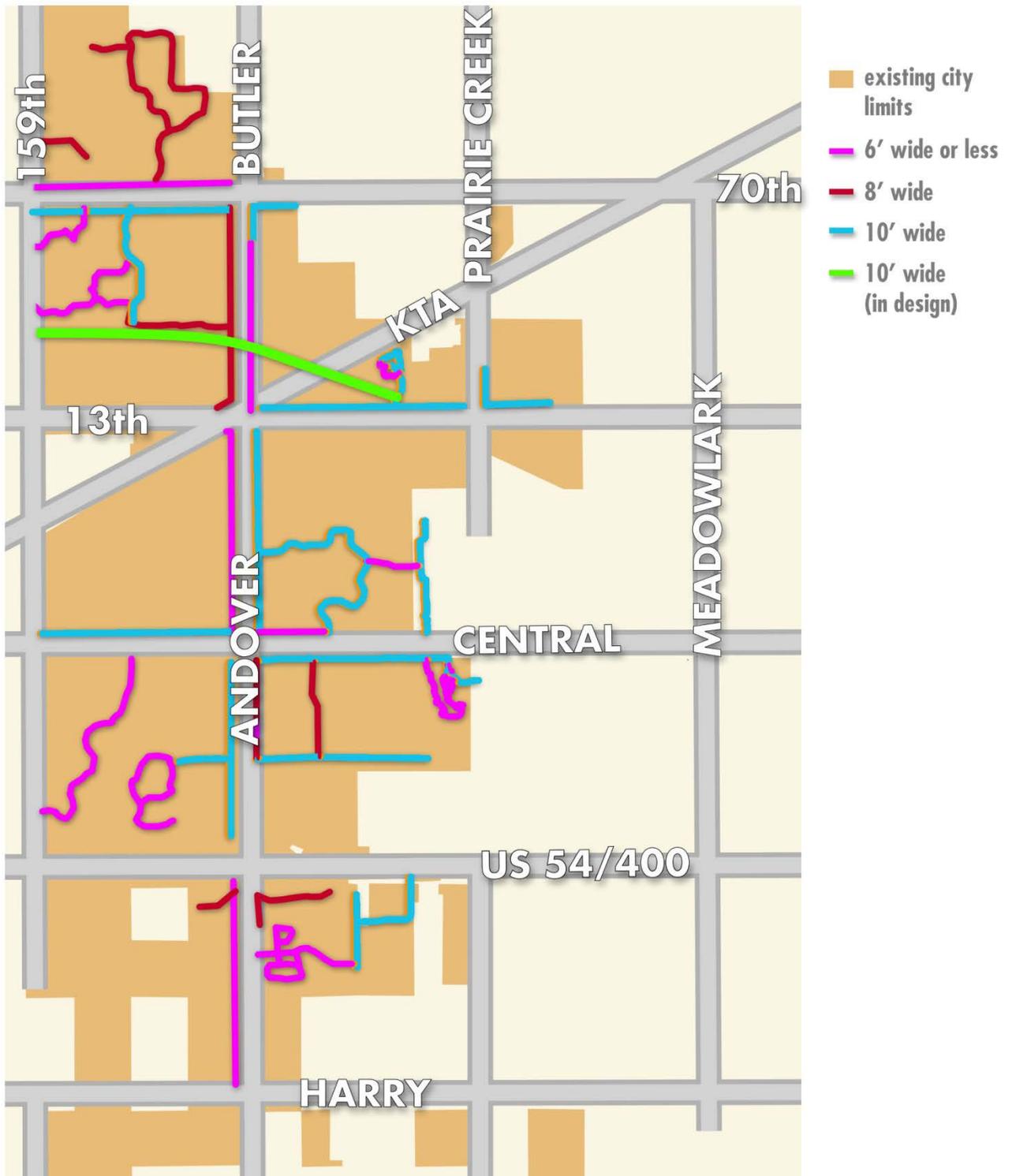


Figure 7-3
Existing Path Network by Width

7.3 Community Facilities and Services

Key elements of the City's community facilities and services include police, fire, city hall, library, schools, and not-for-profits (e.g., YMCA and Sunshine Children's Advocacy and Rights Foundation/SCARF).

Police

The Andover Police Department is located at 909 N. Andover Road and staffed by 32 employees – 30 full time and 2 part time.

During 2012, 388 Part I Offenses (serious crimes such as murder, forcible rape, robbery, aggravated assault, burglary, larceny theft, motor vehicle theft, and arson) occurred. This is a 6.5% decrease from 2011. Less serious Part II Offenses (e.g., simple assault, forgery, fraud, sex crimes, crimes against family/child, narcotic drug laws, weapon violations, prostitution, drunkenness, disturbing the peace, traffic misdemeanor violations, etc.) were up slightly in 2012 with 690 offenses. There were 366 motor vehicle accidents, including 51 injury accidents resulting in one death in 2012.

In March 2013, the Andover Police Department received the Commission on Accreditation for Law Enforcement Agencies (CALEA) Advanced Law Enforcement Accreditation. Only 3% of the nation's law enforcement agencies have this accreditation. To be awarded this accreditation, the Andover Police Department demonstrated compliance with more than 360 best policing standards.

Fire

Andover's main fire station is located at 911 N. Andover Road. A volunteer substation is located at 8242 SW. Indianola Road. It is staffed by a part time firefighter living at the residence.

The following equipment is at the main fire station:

- ❖ Engine 1: Class A pumper, 1,500 gallon per minute (gpm) pump, 750 gallon booster, equipped with NFPA/ISO recommended equipment
- ❖ Engine 10: Class A pumper, 1,500 gpm pump, 1,000 gallon booster, equipped with NFPA/ISO recommended equipment
- ❖ Tank 11 and 12: Both equipped with 2,000 gallon water tanks equipped with 1,000 gpm pumps and 2,200 gallon port-a-tank
- ❖ Brush 11 and 12: Brush/grass firefighting trucks equipped with 300 gallons of water and 250 gpm pumps
- ❖ Rescue 35: Medical/Rescue truck equipped with medical equipment including AED, some medicines, various rescue equipment including jaws of Life, lifting bags, etc.
- ❖ Quint 10: 75 ft ladder truck with 1,500 gpm pump, 300 gallons of water 163 feet of ground ladders and hose
- ❖ Two staff vehicles: 2008 Ford Expedition and 2011 Chevrolet pick up

The following equipment is at the substation:

- ❖ Class A pumper with 1,000 gpm pump, 1000 gallons of water, NFPA/ISO recommended equipment

The Andover Fire Department is staffed by 14 career firefighters, 5 part time firefighters, and 11 volunteer firefighters. In 2012, the Andover Fire Department responded to 85 fires, 104 service calls, 154 good intent calls, 64 other type calls, and 891 rescue/medical calls.

City Hall

Andover's City Hall is located in Central Park. It was opened in 2011 and is the administrative center for the City of Andover. It holds the offices of the City Administrator and the Accounting / Finance, Planning and Zoning, and Building Departments. The City Council Chambers are also in City Hall. Most city licenses and permits may be obtained at City Hall including rental of City maintained buildings and park facilities and signups for Parks and Recreation programs.

Library

Andover's 16,076 square foot public library is located In Central Park and was opened in 2008. Its operating hours are Monday through Thursday 9am to 8pm, Friday 9am to 5pm, and Saturday 9am to 3pm. It is closed on Sunday.

As of December 31, 2012, it had more than 52,000 usable volumes and had purchased more than 15,600 volumes over the past three years. 8,400 volumes had been withdrawn over the same period for a net increase of 7,200 volumes. The library has 14 public computers, which were used 11,000 times. Children books had the highest checkout volumes at 102,206 volumes. Adult was next with 78,479 volumes. Young adult checkouts were smallest at 8,074 volumes.

In addition to traditional library offerings such as book and DVD checkouts, the library is also able to process passport applications.

Schools

Unified School District 385 is Andover's school district. The school district's service boundaries do not match Andover's City or Planning Area boundaries, but because they are set by the State of Kansas they are not likely to change. The school district encompasses 47 square miles of Butler and Sedgwick Counties and has an enrollment of nearly 5,500 students. There are two high schools, two middle schools, and six elementary schools. It also runs Andover eCademy, a blended online K-12 public school program for students in Kansas. Enrollment in each school in 2013 is provided in Table 7-1.

Table 7-1
2013 Student Enrollment

High Schools	
Andover Central High School	785 students
Andover High School	743 students
Middle Schools	
Andover Central Middle School	574 students
Andover Middle School	654 students
Elementary Schools	
Cottonwood Elementary School	387 students
Meadowlark Elementary School	351 students
Robert Martin Elementary School	357 students
Sunflower Elementary School	415 students
Wheatland Elementary School	454 students
Prairie Creek Elementary School	338 students
Andover eCademy	430 students

In 2013, the school board purchased approximately 105 acres near Robert Martin Elementary School for a future new middle school and high school although a timeline for construction has not been specified.

YMCA

The Andover YMCA is the Greater Wichita's largest, full-service family facility. It is 115,000 square feet and offers a climbing tower; family center; strength and cardio equipment; youth fitness center; gyms; racquetball courts; family and lap pools; outdoor waterpark; drop-in nursery; early learning center; adult, family, and youth locker rooms; sauna; steam room; whirlpool; indoor track; and gymnastics center.

It offers many team sports opportunities for children and teenagers and has an important place in Andover's athletic offerings. Its role within the community will expand as the branch intends to build a sports complex with four artificial turf soccer/football fields and an indoor sports complex with two gymnasiums. The new facilities will be located on 28 acres of land they have purchased south of the existing facility.

SCARF

SCARF (Sunlight Children's Advocacy and Rights Foundation) is a not-for-profit organization whose mission is to provide resources and facilities that support and protect abused and neglected children and their families. It is based in El Dorado. Its board was formed in 2004, and in March 2007 it opened the Sunlight Child Advocacy Center, which

is a place where alleged victims of child abuse are interviewed by forensically trained professionals in a safe, child-friendly setting. It has served more than 800 children since it opened.

A new program for SCARF is the Sunshine Children's Home. Currently children who are removed from their families are taken to the Wichita Children's Home. The Sunshine Children's Home will be located in Andover near the Kansas Turnpike and the 21st Street exit on land donated by the Hope Community Church. Having a children's home in Butler County will allow up to 15 children to be closer to school, family support, and siblings. It will also reduce law enforcement transportation time and expense.

7.4 Private Utilities

Electric, natural gas, telephone, cable television, and internet service are important private utilities for today's resident. The providers of these services develop their own short- and long-term planning and expansion programs and it is outside the purview of the Andover comprehensive plan to make recommendations regarding future operations. However, as future development is proposed, the developer should consult with each of these companies to ensure appropriate service is or will be available.

The following companies provide private utility services in Andover:

Electric Power

- ❖ Westar Energy
- ❖ Butler County Rural Electric Cooperative

Natural Gas

- ❖ Kansas Gas Service

Telephone

- ❖ AT&T
- ❖ Cox Communications
- ❖ McLeod USA
- ❖ dPi Teleconnect

Cable Television and Internet

- ❖ Cox Communications
- ❖ AT&T
- ❖ Direct TV

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08 Sustainable Resources

At a regional scale, the Sustainability theme is concerned with water supply and air quality. Locally, sustainability currently pertains to supporting healthy living and creating a community that embraces residents through their entire life cycle. The types of issues that arise under the theme of Sustainability are likely to evolve over time, but these reflect the current major challenges.

Water supply and air quality are regional issues that Andover cannot deal with alone. However, there are steps that Andover can take to help ensure a more sustainable future for these two resources.

8.1 Water Supply

The long term supply of water for personal and commercial use is among the most critical sustainability issues facing Andover. The region has a history of drought conditions including an extended period of drought that ended only very recently (i.e., August 2013). (See <http://www.crh.noaa.gov/ict/?n=drought> for a comprehensive overview of current conditions for greater Wichita).

Andover gets the bulk of its water from Wichita and there is concern over the long term supply. There are concerns that not addressing the water supply issue could hinder economic development in the region and in Andover. Consequently, both the City and the region are collectively beginning to seriously consider its options.

The City of Wichita has highlighted that if the substantial rainfall in July and August 2013 had failed to occur the region would be near a significant decision point regarding short and long term strategies to secure future water supply. In effect, the Cheney Reservoir, which provides approximately 64% of the Wichita water supply, was forecast to be depleted in 2015.

Solutions range from developing more water-efficient ways to looking for new supplies to creating a regional water supply that serves the nine county South Central Kansas area. Additional possible strategies include use-based restrictions, rebates, volume-based restrictions, and water re-use. The potential for conservation and for new supplies are summarized very briefly below.

Regardless of whether new supplies of water are provided, new development and renovations and upgrades to existing homes can be constructed in a more water-efficient manner. This would allow the current water supply to last longer. The plumbing code for new construction already requires installing toilets that use less water to flush. However other options include installation of smaller bathtubs that need less water to fill, washing machines and dishwashers with high water efficiency ratings, and drought resistant landscaping. These recommendations would be voluntary rather than code-based, but Andover development staff could promote these ideas during the plan review process.

Water usage can also be reduced by educating and encouraging residents to change their water usage habits, and Andover can continue to work with other entities in the region to develop, promote, and encourage water reduction behaviors. Examples of changes that can be made include:

- ❖ Filling a bowl with water when washing fruit or vegetables and use the waste water to water plants.
- ❖ Not leaving the tap running when brushing teeth.
- ❖ Only running washing machines and dishwashers when there is a full load, and taking showers instead of baths.
- ❖ Keeping shower times to a minimum.

In fact, a greater amount of water can be saved through behavior changes than through installation of more water-efficient appliances. For example, a family of four can save 10,400 gallons a year by turning off the water when brushing teeth and 12,000 gallons a year by running the dishwasher when there is a full load. A shower uses approximately 20 gallons less water than a bath.

The City of Wichita is currently evaluating water supply options. The City of Andover can use the City of Wichita's analysis as the basis for its own internal discussion of the full range of water supply and conservation options. The aim of the discussion would be to further facilitate Andover's role in any future water supply decisions.

One potential source is the El Dorado Reservoir, which serves the City of El Dorado. It potentially yields 22 million gallons a day (at 50 percent drought conditions) for drinking water purposes. At present, only 4 million gallons a day are currently used. Thus, it could potentially be an important resource to the future supply. Currently, the City of El Dorado owns the rights to approximately 44 billion gallons of the 50 billion gallons of water storage in El Dorado Reservoir. Current water usage is 3 billion gallons per year or 7 percent of its capacity. The City is considering selling more water to regional customers. However, the unit costs for water charged by the supplier are relatively high.

The reservoir was authorized for construction by the Flood Control Act of 1965 as part of a three lake system. Only El Dorado Reservoir was constructed and the other reservoirs were de-authorized in the Water Resources Development Act of 1986.

A longer term solution could be the construction of the Douglass Reservoir, approximately 15 miles southeast of Wichita on the Little Walnut River. It will cost approximately \$0.5 billion to construct and bring Douglass Reservoir on line. An additional impediment to developing Douglass Reservoir is the availability of water in El Dorado Reservoir. A 1998 report by the Kansas Water Office concluded: "El Dorado Reservoir could adequately supply the needs of public water suppliers in Butler County through the year 2040."² It also concluded that the major problem facing water supply in the region was infrastructure and transmission systems." The remaining capacity in El Dorado Reservoir could make it very difficult to attract funding for a new reservoir.

Should it be necessary to secure new water supplies or adopt other conservation and mitigation strategies, Andover will not be working alone. Any effort will require a regional approach.

² Butler County Public Wholesale Water Supply District Feasibility Study, 1999 <http://www.reap-ks.org/images/content/files/Butler%20County%20Water%20Study%20.pdf> (accessed 7/24/2013)

The Regional Economic Area Partnership (REAP) of South Central Kansas, of which the City of Andover is a member, is facilitating an effort to create a regional water supplier. This supplier would draw from the various existing and planned reservoirs in south central Kansas and serve the nine-county region. REAP is a coalition of thirty-four city and county governments in nine counties of South Central Kansas including Butler, Cowley, Harper, Harvey, Kingman, McPherson, Reno, Sedgwick, and Sumner.

In response to the recent drought conditions, the Wichita Metro Chamber of Commerce formed a Water Task Force in September 2013 to identify long-term water supply and funding options. The group is comprised of over 40 business leaders, elected officials, government staff and industry experts. The task force is expected to receive the City of Wichita's water supply options report in 2014 for consideration.

8.2 Air Quality

The Wichita region is at risk of being designated a non-attainment area for ground level ozone. If this were to occur the City of Wichita has identified the following direct and indirect consequences of nonattainment for the Wichita region³:

Direct Costs

- ❖ More costly summer gasoline designed to reduce ozone-forming emissions.
- ❖ More stringent and expensive control equipment for industry, specifically those using burners, boilers, heavy engines, paints, coatings, and solvents.
- ❖ A vehicle inspection and maintenance program that Kansas Department of Health and Environment estimates could cost more than \$13.7 million a year.
- ❖ Reduced speed limits on highways and expressways.
- ❖ Increased energy costs as Westar Energy makes emission improvements to its plants and passes the costs onto the consumer.
- ❖ Public education and ozone alert program could be required by the Federal government and would cost more than \$30,000.

Indirect Costs

- ❖ Establishing the State Implementation Plan (SIP) – a document that outlines the enforceable emission reduction strategies the region will use to get back into compliance and is approved by the Environmental Protection Agency. Ongoing emissions modeling and more extensive local emission inventories may be required to document the effectiveness of the strategies.
- ❖ Monitoring Transportation Conformity – Nonattainment areas need to coordinate transportation and air quality issues. Emissions modeling is used to determine the air quality impact of transportation projects; projects can proceed only if they demonstrate that they will not result in increased emissions.

³ Consequences of Nonattainment Designation for the Wichita Area, City of Wichita, April 2012, <http://www.wichita.gov/Government/News/Supplemental%20Documents/Consequences%20of%20a%20Nonattainment%20Designation%20042012.pdf> (accessed 7/29/13)

There is not a firm cost associated with the nonattainment designation. However, the City of Wichita, in 2005, conducted an analysis of seven cities that were not in attainment for ozone. Based on the findings, staff estimated that the cost to local government, local businesses, and citizens would be approximately \$100 million over 10 years.

There are actions that individuals can take to help reduce air pollution. They include refueling vehicles during cooler, evening hours; reducing unnecessary vehicle idling; improving vehicle fuel efficiency by keeping tires properly inflated; carpooling; and replacing motor vehicle trips with walk or bicycle trips. Taking these actions can help the region stay in compliance and not have to be subject to increased Federal oversight.

Longer-term solutions include creating more compact development patterns that encourage and support active transportation and reduce the need for automobile dependency.

8.3 Stormwater

Stormwater and snow melt can be a major threat to communities in terms of flooding and impacts to water quality. Flooding can occur when water is unable to percolate into the ground and the runoff flows over the land or impervious surfaces (i.e., paved areas and building roofs). Runoff from streets and parking lots can collect sediment, chemicals, and other pollutants. If the runoff is not treated, water quality could be negatively impacted.

Andover's Stormwater Department was created in December 2005 to comply with National Pollutant Discharge Elimination System (NPDES), a Federal Government Program that requires local governmental agencies to obtain a permit and monitor the stormwater runoff in their jurisdictions.

The Plan recommends that the City continue to monitor and investigate measures to implement Low Impact Development (LID) as a stormwater management strategy. LID manages rainfall at the source using decentralized, small-scale techniques. Its' aim is to mimic a site's predevelopment hydrology by using controls that infiltrate, store, evaporate and detain runoff close to the source. Properly designed, LID can allow for greater development potential with less environmental impacts. It can also protect public health and improve community livability while saving developers and the City money. By retaining water on-site, LID can relieve stresses (e.g., stream bank erosion and flooding) on the natural water courses.

LID uses multiple components of a developed site. It includes not only open space but rooftops, green streets (streetscapes), parking lots, sidewalks and medians. Techniques include bioretention (e.g., rain gardens), permeable pavers, tree box planters, rain barrels, and roof gardens. As an example, green streets incorporate trees, landscape features, and site design treatments to capture and filter stormwater within the street right of way, while cooling and enhancing the aesthetics of the street. Such techniques can enhance economic development and add value to properties.

The opportunity for widespread use of LID is currently constrained by the predominant soil conditions in the City. The majority of soils in the City are comprised of the Rosehill (RO), Irwin (Id) and Goessel (Gs) which are characterized by slow permeability and clay content. This makes infiltration difficult to sustain and certain types of LID facilities difficult to maintain. However as advances in LID and 'engineered soils' are continue, it may become feasible to apply LID more broadly.

The soil constraints to infiltration highlight the importance of leaving the natural waterways and their riparian zones and floodplains intact. The natural filtering and storage capacity of these areas are imperative to the protection of public health and safety. The Plan strongly recommends the avoidance of development within these corridors.

Managing stormwater also means enforcing construction practices that minimize construction related runoff, conducting pollution prevention and good housekeeping to keep pollutants from inadvertently entering creeks and streams. Encouraging development that reduces the amount of impervious surfaces and increases opportunities for storing, treating, and infiltrating runoff onsite is also good stormwater management.

8.4 Floodplains and Wetlands

Two tributaries of Whitewater River flow across Andover's planning area: Republican Creek and Four-Mile Creek/Spring Branch. Dry Creek forms the northern edge of the planning area. All of these creeks (and their tributaries) are subject to flooding, and in particular, to flash flooding.

To protect the floodplains adjacent to the waterways from development that would impede or obstruct the flow of water and to protect the lives and property of residents, Andover's zoning ordinance includes a Flood Plain District. The boundaries of the district are the A, AE, AO, and AH zones as shown on the most up-to-date Flood Insurance Rate Maps. These are the areas deemed to be at risk from flooding and therefore have additional requirements that must be met if development is to be allowed.

There is not a formal floodplain preservation plan in place. However, as part of the update of the Park System and Open Space Master Plan, a concept being considered is the development of greenway centered paths along the creeks. To build this network through the floodplains, Andover would need to purchase the necessary property or obtain an access easement for it. Either way, the development of a greenway trail along the creeks and in the floodplains would create a way to protect and preserve the most flood prone areas and create a new active transportation network.

8.5 Sewer System

Andover's current wastewater treatment plant on Four Mile Creek was constructed in 1975 and expanded and upgraded in 1997. It is designed for an average daily flow of 1.2 million gallons per day (mgd). The 2010 Wastewater Treatment Plant Study and Report concluded that at average flows, the plant is currently at 85% of practical capacity..

The treated effluent has two possible destinations: Four Mile Creek and Flint Hills National Golf Course. In the dry season, Flint Hills National Golf Course takes all of the treated effluent. It pays Andover \$0.50 per 1,000 gallons with a minimum payment of \$19,000 per year.

Andover's per capita wastewater flow is approximately 65 gallons per day (gpd). Dividing the per capita flow into the plant's design flow would imply that it can support a population of approximately 12,765. The US Census reported Andover's 2010 population at 11,791.

The 2010 Study outlines possible designs and costs to meet Andover's future growth. The report provides designs for a facility that would have a 2.5 mgd design flow rate with a peak flow rate of 10.0 mgd. The report based the 2.5 mgd design rate on the assumption that Andover would reach a population of 25,000 by 2030. This figure is higher than the WAMPO population forecast, which suggests Andover's population in 2040 will be 19,025. The 2010 Study provides phasing options if the city does not want to expand and upgrade the facility all at once. Consequently, the Plan recommends the planning and design for initial phase of expansion of the plant be initiated during this 10 Year planning horizon.

In addition to needing to expand the plant to accommodate future growth and development, Andover must meet more stringent wastewater treatment standards developed by the federal Environmental Protection Agency (EPA) and Kansas Department of Health and Environment (KDHE). As shown in Table 8-1 KDHE has created varying treatment goals for nitrogen and phosphorus. The goal which a community must meet is based on the wastewater volume treated (population) and ability to pay (median family income). Andover falls under goal 2 for volume of wastewater treated and Goal 3 for ability to pay. The 2010 Wastewater Treatment Plant Study and Report recommended that Andover petition KDHE for agreement that Andover should design its facility to meet treatment Goal 2.

Table 8-1
Wastewater Treatment Goals

	Goal 1	Goal 2	Goal 3
Effluent Total Nitrogen	8 mg/l or less	5 mg/l or less	3 mg/l or less
Effluent Total Phosphorus	1.5 mg/l or less	0.5 mg/l or less	0.3 mg/l or less

The estimated cost (2010) of upgrading Andover's facility to accommodate 2.5 mgd and to meet either Goal 2 or Goal 3 range between \$18.4 million and \$19.9 million depending on the goal and the treatment method selected.

The 2010 Wastewater Treatment Plant Study and Report also identified two smaller projects that can be undertaken outside of the plant expansion. The first is installation of a new 24" parallel interceptor to relieve the existing 18" Four Mile Creek interceptor, which is near capacity. The City intends to construct the improvement in 2014-2015. The second is replacement of the Flint Hills pump station, which pumps effluent to the golf course. The cost of the Flint Hills pump station would be paid for by Flint Hills.

09 Delivering the Plan

One of the key elements of the Comprehensive Plan is the recommended future land use pattern for the City of Andover. The pattern of land uses will significantly affect how the community attains its vision as the ‘best place to live, work, learn and play.’

The existing land use pattern helps to preserve the ‘small town’ feel that many residents highlight as a feature of the community. Currently, as shown in Figure 9-1, the primary land use in City of Andover is residential, and approximately 70 percent of the city’s total area is zoned for residential development. Another 17 percent is within the Agricultural Transition District which also allows single family housing. The remaining portion (approximately 13 percent) of the city accommodates the business, industrial, institutional and educational land uses.

The recommended future land use pattern is presented in Figure 9-2. The recommended limits are large enough to accommodate future growth for several decades, especially given the current number of undeveloped parcels in the development pipeline. However, it does so in a more compact and contiguous manner than currently exists.

By using the waterways as gateways to this portion of Andover, a distinct sense of identity can be created. This pattern generally falls within the boundaries of gravity sewer system. Andover can increase service provision efficiencies by filling in the gaps in its current city limits and providing services to parcels that are adjacent to areas already served.

The recommended land uses also shift the emphasis under current zoning from segregated land uses (e.g., housing on separate parcels from retail) to mixed land uses in the key corridors and nodes described in Chapter 3. Given these areas are already zoned primarily for commercial use, the mixed uses will not impact existing single family residential neighborhoods. The benefit is more diversity and stability in the City’s tax base. It will also improve housing affordability and provide more choice in where and what type of housing to live.

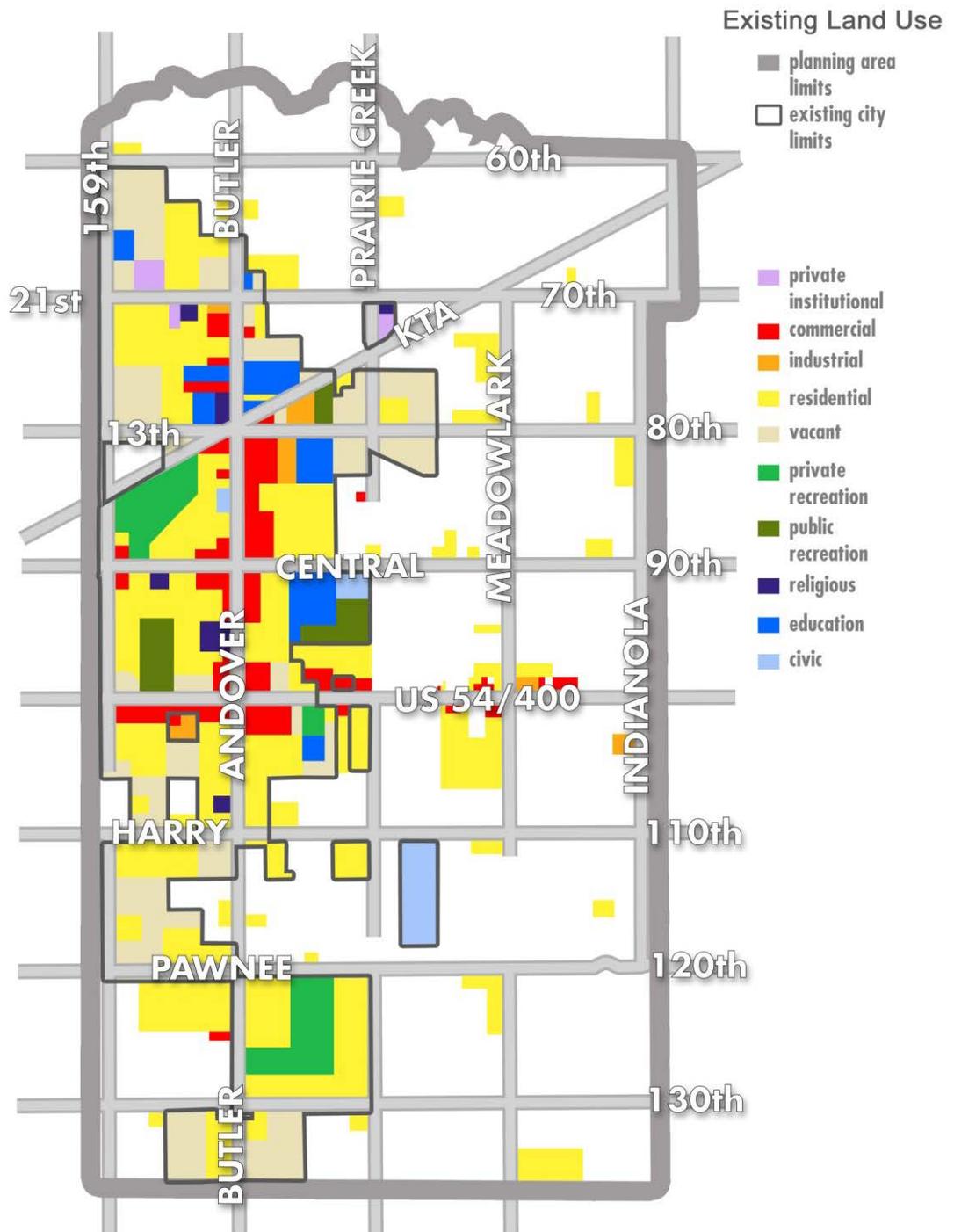


Figure 9-1
Existing Land Use Pattern

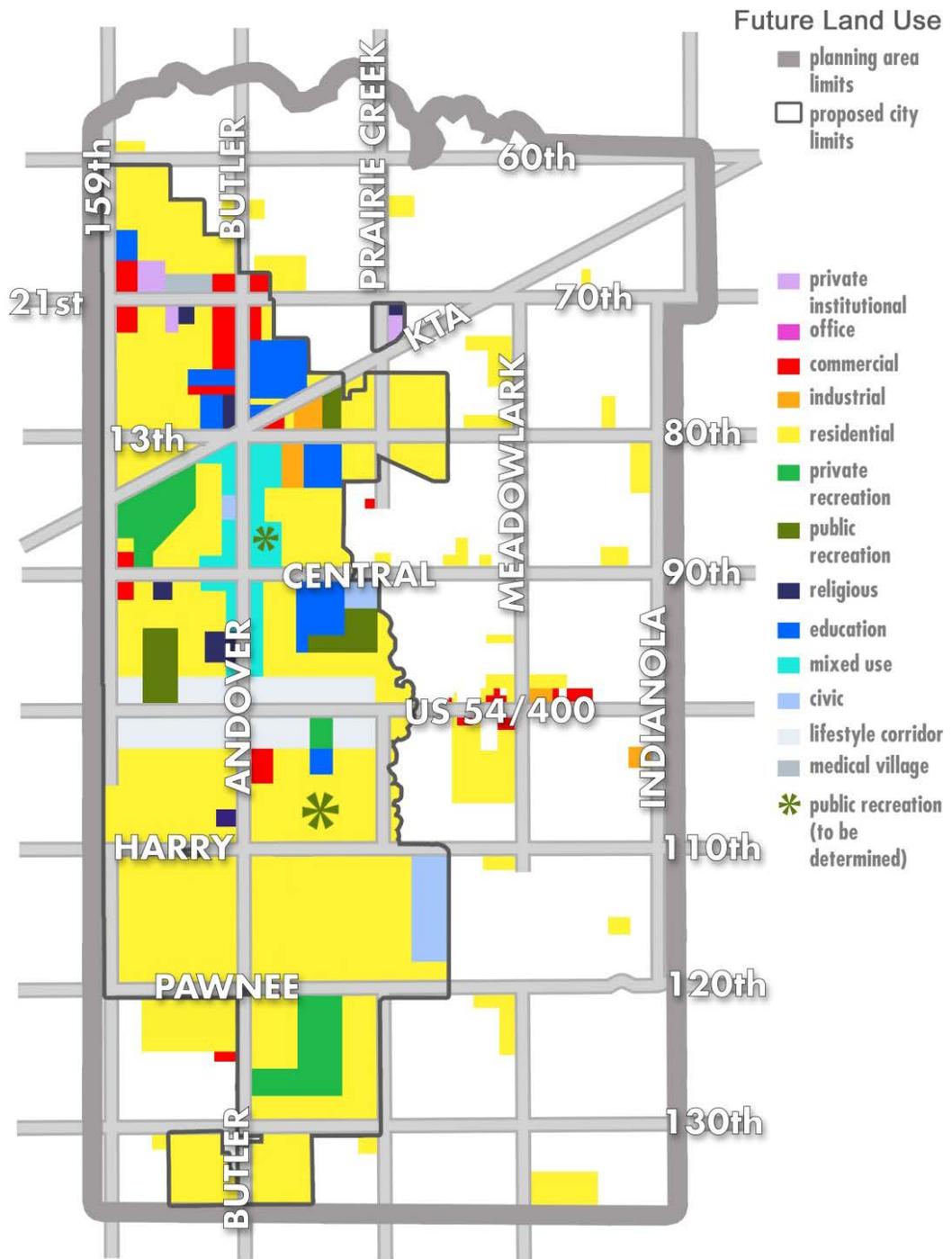


Figure 9-2
Future Land Use Pattern

9.1 Rationalizing Zoning

The current land use pattern is a reflection of the current zoning ordinance for the City of Andover. In order to attain the vision for the future land uses shown above, changes in the zoning ordinance are recommended in this Comprehensive Plan.

Zoning governs the use, building height and lot coverage allowed on a parcel of land. The requirements of each zoning district are listed in the zoning ordinance. The locations of the zones (that is, which lots are classified in which districts) is shown on the zoning map. In addition to providing a zoning map that shows which parcels are in which districts, the zoning ordinance also describes the uses, building heights, and lot coverage allowed on a parcel of land.

It is fairly straightforward for a landowner to initiate and receive approval to move into a new zoning district. A key determinant in approving the change is whether making the change would move the city closer toward realizing the land use vision described in the comprehensive plan.

However, a more proactive approach to guiding future land use is to rezone parcels to the desired zones in advance of a specific request. The proactive rezoning approach removes a step in the development process (because the land has already been zoned to the appropriate district) and reduces confusion about the public's expectations for the parcel.

To help ensure the land use recommendations contained in the comprehensive plan are implemented, the City should comprehensively modify its zoning ordinance and zoning map. This would address issues related to a property owner or developer proposing an 'as of right' land use under the zoning ordinance that is inconsistent with the comprehensive plan. For example, if a parcel is zoned residential and the comprehensive plan recommends that it be zoned commercial, but the zoning map has not been changed to reflect such, the property owner or developer can build residential. The provisions of the zoning ordinance and map take precedence even if it is in conflict with the comprehensive plan. The comprehensive plan and land use map provide guidance, but the zoning ordinance is the legally binding requirements development must follow.

Outdated Districts

The Plan recommends removal of outdated districts, modify existing districts or create new districts that better meet Andover's desired land use vision. For example, Andover should revise its zoning ordinance to reflect the desired mix of uses and types of main-street style development it envisions. The revisions can also create more distinct differences between the districts. This is especially true for zones B-2: Neighborhood Business, B-3: Central Shopping District, and B-4: Central Business District.

The B-5: Highway Business District is outdated (and primarily auto-oriented) based on the desire for main-street style development and could be removed from the code. In its place, the City should create and adopt a mixed use commercial district as described in the US 54/400 Corridor Study. Existing uses and site requirements would be grandfathered (i.e., remain in effect) under such an action.

Just as discussed for the business/commercial zoning districts, Andover's residential zoning districts can also be better aligned with the market changes and building codes. There are three districts that should be removed from a revised zoning ordinance:

- ❖ R-5: Single-Family/Zero Lot Line Residential District. Zero acres are currently zoned R-5. The concepts behind the R-5 district were popular in the 1980s and 1990s, but have not caught on in the Wichita region and it seems unlikely that they will in the future.
- ❖ MH-2: Manufactured Home Subdivision District. Zero acres are currently zoned MH-2. There have not been applications to create a manufactured home subdivision. Removing the MH-2 district from Andover’s zoning ordinance would not impact the manufactured home park that is zoned MH-1.
- ❖ R-6: Condominium Residential District. There are 10 acres zoned as R-6 and only one development in Andover that is structured as a condominium - Beaumont Place. It is not necessary to have a specific condominium district to create a condominium development and the height, bulk, and land use requirements for R-6 can be met by the R-3 and R-4 district.

To better align the zoning district use requirements with building code and development standards, the R-3 district should be revised so that it does not include 4 family units and the R-4 district to not include three family units.

New Districts

Mixed Use District

The Comprehensive Plan recommends the creation of a new mixed-use zoning district to accomplish many of the City’s objectives. Mixed use zoning blends a variety of land uses together in one area. Mixed-use zoning is reflective of the land uses in traditional cities and town centers.

Zoning originated in the early 1900’s to separate residential neighborhoods from noxious manufacturing plants and to provide stability in the real estate market. Through single use zoning laws, builders and home-buyers were given some degree of certainty about the future of their investment. Consequently, the separation of different land uses and residential types has become the norm, and mixed-use zoning the exception. Andover’s current zoning establishes several distinct land use classifications, delineating the land-use and building-density. For example the R1–residential zoning code allows one single family unit per 20,000 square feet.

However, mixed use zones can offer many benefits including the following:

- ❖ Mixed-use areas create mutually-supporting activities among different land uses. For example, residents provide a market for retail stores and restaurants, which offer convenient and accessible amenities in return. Activity on the street from retail, cultural, and recreational activities creates a more vibrant and safe environment for residents. In turn, this invites more residents and businesses to move in.
- ❖ Single-use suburban zoning often require substantial travel distances for walking and biking between the different places we need to go to in our daily lives. This makes these destinations accessible almost exclusively by car. Mixed-use zoning places a variety of life’s daily needs—home, work, recreation, retail, food, school within close proximity, making them more accessible by foot, bike, transit, or short car ride. This benefit can be magnified by increasing density as well.
- ❖ Mixed-use communities are also more transit-friendly. Density provides the critical ridership necessary to sustain a public investment in mass transit. Transit becomes more accessible by foot, bicycle, or short car ride in mixed use areas.

- ❖ The inclusion of smaller housing units into a neighborhood offers more affordable housing choices for older adults, one- or two-person families, persons with disabilities living alone, and others.
- ❖ Mixed-use communities offer life-cycle housing for those wishing to stay in Andover throughout the different home-buying stages of life. This creates opportunities for residents to interact with a broad spectrum including long-time friends and family members. In addition, social networks can remain and children need not be uprooted from familiar schools.
- ❖ Well-designed, mixed-use communities generally create a greater sense of place and community identity. In addition to keeping Andover special, these characteristics are highly consistent with Andover's vision as the best place to live, work, learn and play.

The key locations for application of the new mixed use district include the US 54/400 corridor as well as the Andover Road/Central Avenue Retail Node and the 21st Street Medical Village.

Andover Road Corridor District

Another recommended amendment would focus on improving the character of Andover Road by consolidating it into a single, new Andover Road Corridor District. The zone would allow for more intense by-right uses (that is, the zoning ordinance would allow higher-density, higher lot coverage development as a given rather than requiring any discretionary action by the city). The district would encourage infill buildings, encourage shared parking and site access to limit and ultimately reduce the number of entrances on Andover Road. It would also create common streetscape, buffer, signage, and architectural standards.

The intent of the zone would be to improve Andover Road's image, create more land use flexibility and intensity, and encourage the development of Andover Road as a complete street. Allowing the conversion of houses into office or commercial structures would also be included. The zone would extend along Andover Road from one-quarter mile north of US 54/400 to the Kansas Turnpike Bridge.

While the aspirations of the rezoning of Andover Road are easy to support, the real estate market reality is that redevelopment will be difficult. Land values and lease rates for commercial uses are relatively low and do not foster redevelopment of existing commercial buildings. Under such conditions, retail uses tend to leapfrog to new, greenfield commercial developments. In addition, businesses along Andover Road do not benefit from the volume of regional traffic that travels on US 54/400.

Conversion of Residences to Commercial Use

A provision that allows for the conversion of residential structures along Andover Road to commercial uses is recommended. This could be done via the creation of a new district that focuses on allowable uses and site requirements which aim to allow or encourage the change in use of the existing structure.

To avoid charges of spot zoning, the conversion could be allowed as a conditional use within the R-1 and R-2 districts if certain conditions are met. Spot zoning occurs when a particular parcel of land is granted a classification that is different from the classification of other land in the immediate area. Possible conditions that would need to be met before a conditional use permit is granted could include 1) the parcel being located on Andover

Road and 2) commercial development already occurring close by, for example on the other side of the street or within an eighth of a mile of the property.

9.2 Monitoring Implementation

The following summarizes the complete list of recommended actions set forth in the plan. The purpose of the table is to allow the City and residents to track progress on the plan's implementation.

Recommendation

Recommendation
Chapter 3.0 City Shaping
1. Determine and set areas for future growth.
2. Do not approve annexations south of Pawnee/SW 120 th .
3. Carry forward the recommendations in the US 54/400 Corridor Study.
4. Continue to make infrastructure investments (e.g., roadway network additions) to fulfill land use and economic vision.
5. Transform Andover Road from an auto-oriented commercial strip to a more vibrant, aesthetically-pleasing, and pedestrian-friendly retail corridor
6. Maintain retail and services as the primary land use along Andover Road.
7. For Andover Road, modernize the zoning districts, enhance the signage, improve the streetscape, engage in economic development.
8. Foster the conversion of residential uses fronting Andover Road to office uses.
9. Incorporate development around the hospital as part of a mixed-use medical village.
10. Re-imagine the large, strip style retail plaza (at the intersection of Andover Road and 21 st Street) approved as part of the Cornerstone project as a compact, pedestrian friendly mixed use or retail development linked to the medical village concept.
11. Rezone smaller, vacant parcels along 21 st Street at 159 th from commercial to multifamily residential.
12. Target future commercial development at nodes.
13. Develop intersecting one-story "main streets" at the vicinity of the intersection of Cloud and Plaza Streets so it provides walkable access to/from the nearby apartments, single-family houses, and Dillons.

Recommendation

14. Construct multi-story mixed use at the intersection of Cloud and Plaza Streets when the market supports such.

 15. Work with the Cloud and Plaza Streets property owner to cater to and attract the retail categories that currently have unmet potential.

 16. Encourage townhomes surrounding surface parking be designed such that the lot can later be developed into high-density units with structured parking.

 17. Continue to explain ways to build market driven product in the short term while incorporating the flexibility to build mid- to higher-density typologies in later years as the market and site evolve.

 18. Reinvigorate the retail centers at the intersection of Andover Road and Central Avenue.

 19. If parcels are redeveloped in vicinity of Andover Road and Central Avenue, construct closer to the street with parking in the back or side.

 20. Support the expansion of the Kansas Medical Center and the development of spin-off medical-related or medical-supportive land uses.

 21. Use the City's and County's economic development tools to attract and encourage appropriate development for the medical village.
-

Chapter 4.0 Accessibility

22. Make it easier to get around Andover without an automobile.

 23. Revise subdivision regulations to allow shorter block lengths, increase street connectivity, and improve the walking environment.

 24. Revise zoning ordinance to allow higher residential and commercial density and allow a greater mix of land uses.

 25. Construct wide multiuse paths with deep buffers along each side of US 54/400 from 159th Street to Prairie Creek Road.

 26. Make intersection improvements for a pedestrian crossing at Yorktown Road.

 27. Implement an education program to encourage people to walk and bike.
-

Recommendation

28. Consider options for providing commuter service to/from Wichita
- Extension of existing Wichita Transit route to a to-be-determined park and ride facility near Andover Road along Central Avenue
 - Create own service that would connect to the Wichita network at a transit center
 - Advocate for creation of commuter express route along US 54/400 from Augusta to Wichita; Andover stop would be at a to-be-determined park and ride facility near Andover Road and US 54/400.
-

29. Implement the roadway network set forth in the US 54/400 Corridor Study.

30. Build Yorktown Road between Central Avenue and Harry Street.

Chapter 5.0 Housing Diversity

31. Provide more housing diversity and affordability.

32. Implement multifamily housing recommendations in US 54/400 Corridor Study.

33. Use planned unit development (PUD) tool to provide greater housing choice through a mixture of small lot single family structures (less than 10,000 square foot lots), attached housing, townhomes, multifamily, and others within each development.

34. Increase the current limit of 35% ground area occupied by buildings in a PUD to provide more layout flexibility.

35. Increase the 20% limit on individual units compared to the overall density of the PUD.

Chapter 6.0 Commercial Image

36. Formally adopt the US 54/400 Corridor Study design guidelines.

37. Prepare and adopt design guidelines for Andover Road.

38. Address legally non-conforming signage along Andover Road through adoption of an amortization program.

39. Place all public and private utilities along US 54/400 underground.

40. Create and fund an account dedicated to financing the cost of putting the utilities along Andover Road underground.

41. Place all public and private utilities along Andover Road between US 54/400 and Lee Street underground.

42. Create a street tree program for Andover Road.

Recommendation

43. Reinstate and promote the Neighborhood Revitalization Program for a limited geographic area including blighted residential areas and key commercial nodes.

 44. Invest funding and staffing resources in improving the appearance of Andover Road.

 45. Take a more active role promoting the City and attracting and supporting businesses.

 46. Work closely with the Butler County Economic Development Office to ensure that new and expanding businesses are able to take advantage of available loans, tax credits, and training programs.
-

Chapter 7.0 Quality of Life

47. Continue goal from previous comprehensive plan to “use existing natural features to buffer between land uses and provide a visual amenity to the urban scene.”

 48. Adopt policies to greatly reduce development within floodplains.

 49. Continue to develop 10 neighborhood parks as advocated in the 2003 Park System and Open Space Master Plan.

 50. Create a network of public paths (both paved along streets and in urbanized areas and more natural paths along creeks and floodplains) to connect the recreational fields, park land, and open space.

 51. Create a third community park, located south of US 54/400 in the area east of Andover Road, west of Prairie Creek Road, and north of Pawnee Street.
-

Chapter 8.0 Sustainable Resources

52. Continue to promote water saving tips to residents.

 53. Continue to work with regional partners to develop sustainable water supply.

 54. Continue to monitor and investigate measures to implement Low Impact Development (LID) as a stormwater management strategy.

 55. Avoid development in natural waterways and leave their riparian zones and floodplains intact.

 56. Periodically compare the actual population growth against the sewer system forecasts to determine if the initial phase of the wastewater treatment plant should be initiated during this 10-year planning horizon.

 57. Petition KDHE for agreement that Andover should design its wastewater treatment facility to meet goal level 2.
-

Recommendation

Chapter 9.0 Delivering the Plan

58. Comprehensively modify the City's zoning ordinance and zoning map to ensure that the land use recommendations in the comprehensive development plan are implemented.

59. Remove outdated districts, modify existing districts, and create new districts to better meet Andover's desired land use vision.

60. Create a new mixed-use zoning district; key locations for application of the new district include the US 54/400 corridor, Andover Road/Central Avenue Retail Node, and 21st Street Medical Village.

61. Create an Andover Road Corridor District that would allow higher density and higher lot coverage development as a given and create common streetscape, buffer, signage, and architectural standards.

62. Develop a provision that allows the conversion of residential structures along Andover Road to commercial uses.

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Appendix A – Mixed Use Case Studies

Village West

The Village West area in Wyandotte County, Kansas represents a case study example of applying a broad range of mechanisms to help deliver millions of square feet of destination retail. Although the Kansas Speedway was the primary catalyst, a mix of additional mechanisms, including sales tax revenue (STAR) bonds, TIF, multiple TDDs, and special benefit districts were required to spur ongoing development in the area. While this is a unique scenario, it demonstrates the menu of tools available to jurisdictions to help incentive pioneering retail development.



Figure A-1
Village West

Daybreak

At Daybreak (See Figure A-2), a large master-planned community in South Jordan, Utah, the developer would ideally like to see mixed use development throughout their commercial parcels, such as ground-floor retail below office. However, knowing that the market will not support it in the near term, they have delivered single-use office space that includes the flexibility to add retail to the ground floor in the future if demand emerges for it.



Figure A-2
Single-use office building with ground-floor designed for future retail use, Daybreak, South Jordan, Utah.

Quebec Square

One real world example of a hybrid approach is Quebec Square, a big-box power center in Denver, Colorado. The center is part of Stapleton, a dense, large-scale, master-planned community built on the city's former international airport. The Stapleton development as a whole is lauded in the development community as a progressive, cutting-edge project, but few remember that one of the first pieces delivered was a conventional, low-density power center. Like many scenarios, it represented the lowest hanging fruit from an economic development standpoint and was seen as a short-term opportunity to begin generating cash flow on an otherwise long-term vision. Although it consists of large-scale big-box anchor tenants such as Wal-Mart and Home Depot, Quebec Square was designed to integrate with the existing street grid (See Figure A-3), with an eye towards long-term redevelopment and infill on the site.

As the market evolves and the opportunity for denser development on the site improves, this type of design/layout can facilitate incremental infill development, leveraging the existing grid and adding mixed-use formats and structured parking, as shown in Figure A-4.



Figure A-3
 Quebec Square Aerial Image – Example of Power Center Preserving Existing Street Grid for Future Opportunities (Source: Central Park Station Area Plan, City of Denver)



Figure A-4
 Quebec Square Hypothetical Future Infill Development (Source: Central Park Station Area Plan, City of Denver)

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