

BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, KANSAS

WEDNESDAY, JULY 11, 2012

6:35 p.m.

-Consider approval of the minutes of June 6 and July 1, 2012.

CONSENT AGENDA

(1) (a) Consider approval of Commission Orders; and

REGULAR AGENDA

(2) Consider a Comprehensive Plan Amendment, **CPA-4-2-12**, to Chapter 6 of Horizon 2020 to create CC600 District policies and to Chapter 14 Specific Plans, to revise the West of K-10 Plan and A Nodal Plan for the Intersection of West 6th Street & Kansas Highway 10 (K-10) designating the node of 6th Street and K-10 as a CC600. *Initiated by City Commission on 4/10/12. (PC Item 5; approved on 5/21/12) Scott McCullough will present the item.*

(3) Other Business

(a) Consider approval of Accounts Payable (if necessary)

(b) Appointments

(c) Public Comment

(d) Miscellaneous

(4) Adjourn

FRIDAY, JULY 13, 2012

12:00-1:00 P.M. – Annual Orientation/Training Session (luncheon) with the City Commission to discuss role and expectations of the Planning Commission (City Hall)

MONDAY, JULY 16, 2012

8:30 a.m. –Directions to staff on changes to the 2013 budget (Craig Weinaug)

WEDNESDAY, JULY 18, 2012

6:35 Meeting cancelled; meet at 4 pm only

-Douglas County E-Community County request (Peach Madl)

-Consider and Approve FY13 Final Community Corrections Budget Details & Summary with Signatory Approval (Deborah Ferguson)

WEDNESDAY, JULY 25, 2012

4 pm meeting cancelled; meet at 6:35 only

6:35 p.m.

-Discuss alternatives for non-preference tow policies (Jim Flory)

WEDNESDAY, AUGUST 1, 2012 - 4:00 p.m. only

WEDNESDAY, AUGUST 8, 2012

6:35 p.m.

-Public Hearing for the 2013 Budget

-Public Hearing for disposal of certain Douglas County property described as the east approximately 2.11 acres of Lot A, Block 7, Southridge Addition No. 3, an Addition to the City of Lawrence, Douglas County, Kansas. (This is part of the process to consider implementation of an agreement with Tenants to Homeowners (TTH) to provide senior housing option adjacent to United Way center.)(Craig Weinaug)

WEDNESDAY, AUGUST 15, 2012- Light Agenda

4:00 p.m.

Consider adopting a Resolution authorizing Douglas County, Kansas to issue its Taxable Industrial Revenue Bonds, Series 2012 (Berry Plastics Project) in the aggregate principal amount of not to exceed \$21,000,000 for the purposes of acquiring, constructing and equipping a manufacturing and warehouse facility; authorizing execution of a Trust Indenture by and between the County and The Bank of New York Mellon Trust Company, N.A., St. Louis, Missouri, as trustee; authorizing the County to lease such facility to AG&L Plastics, L.L.C.; authorizing the execution of a Bond Purchase Agreement with AG&L Plastics, L.L.C., as purchaser of the bonds; and authorizing certain other documents and actions in connection therewith.

WEDNESDAY AUGUST 22, 2012 – LIGHT

WEDNESDAY AUGUST 29, 2012

-Consider adoption of I-Codes

SEPTEMBER 12, 2012 – Tentatively Cancelled

Note: *The Douglas County Commission meets regularly on Wednesdays at 4:00 P.M. for administrative items and 6:35 P.M. for public items at the Douglas County Courthouse. Specific regular meeting dates that are not listed above have not been cancelled unless specifically noted on this schedule.*

PLANNING COMMISSION REPORT
Regular Agenda – Public Hearing Item

PC Staff Report
5/21/12

**ITEM NO. 5: COMPREHENSIVE PLAN AMENDMENT TO H2020 - CHP 6 and CHP 14;
CC600 (AAM)**

CPA-4-2-12: Consider a Comprehensive Plan Amendment to Chapter 6 of *Horizon 2020* to create CC600 District policies and to Chapter 14 Specific Plans, to revise the *West of K-10 Plan* and *A Nodal Plan for the Intersection of West 6th Street & Kansas Highway 10 (K-10)* designating the node of 6th Street and K-10 as a CC600. *Initiated by City Commission on 4/10/12.*

STAFF RECOMMENDATION: Staff recommends forwarding a recommendation of approval of this comprehensive plan amendment to *Horizon 2020*, to the Lawrence City Commission to amend Chapter 6: Commercial Land Use to create CC600 District policies, Chapter 14: Specific Plans to revise the *West of K-10 Plan* to change the designation of the 6th and K-10 node to a CC600 commercial center, and to remove *A Nodal Plan for the Intersection of West 6th Street and Kansas Highway 10 (K10)* from Chapter 14: Specific Plans.

STAFF RECOMMENDATION: If appropriate, approve and sign Planning Commission Resolution PCR-5-4-12.

KEY POINTS

1. This is a request to create a new commercial center designation in *Horizon 2020*, CC600, to accommodate an increase in allowable commercial square footage at the West 6th and K-10 node, currently designated as a CC400, to allow for a community recreational center and associated retail uses to be constructed on the northwest corner of the node.
2. In addition to adding the CC600 commercial center designation to Chapter 6: Commercial land Use, this amendment amends Chapter 14: Specific Plans to change the designation for this node in the West of K-10 plan to a CC600, to add the eastern corners of the node to the West of K-10 plan thereby incorporating the unbuilt portions of the property included in the plan titled *A Nodal Plan for the Intersection of West 6th Street and Kansas Highway 10 (K10)* (6th and SLT Nodal Plan), and removing the 6th and SLT Nodal Plan from Chapter 14: Specific Plans.

PROJECT SUMMARY

This comprehensive plan amendment (CPA) was initiated by the City Commission at their April 10, 2012 meeting and will create a new Commercial Center designation (CC600) in the Comprehensive Plan, *Horizon 2020* that would allow up to 600,000 square feet of commercial retail space at the West 6th Street and K-10 node through the modification of Chapter 6:

Commercial, increasing the permitted commercial retail space from 400,000 sq. ft. at this node to 600,000 sq. ft. While the commercial retail uses, as defined in the text of Chapter 6, would be limited in the node, non-retail commercial, office, recreation, utility, and other uses permitted in the Development Code would be permitted without an area limit.

In addition, this CPA will modify Chapter 14: Specific Plans to remove the 6th and SLT Nodal Plan, and modify the *West of K-10 Plan* to incorporate the area included in the 6th and SLT Nodal Plan and change the land use designation of the subject node to a CC600. The CPA is intended to accommodate a regional recreation facility on 50 acres of the subject 146 acres located at the northwest corner of the West 6th Street and K-10 node. The project will be a public /private partnership including the donation of 50 acres to the city to construct the facility. While many details need to be determined, the project is currently planned to include basketball courts, indoor recreation track, cardio facilities, recreation areas, an arena capable of holding sporting or entertainment events, potential uses for the University of Kansas, and other ancillary uses typical of such a facility – retail merchandise, food/drink, etc.

In addition to the 50-acre recreation facility, the remaining acreage on the northwest corner of the node is planned to support the facility with expansion opportunities, additional recreation uses, and commercial uses – restaurant, retail, hotel, etc. The current planning documents designate the entire property for industrial/warehouse/office uses. Commercial uses are generally viewed by the Development Code as equal to or lesser uses compared to industrial uses and so the project can feasibly be viewed as compatible with the comprehensive plan designation; however, there are specific policies and Development Code language that tie commercial zoning in the Development Code directly to the comprehensive plan and the plan and code need to be revised to accommodate the project as noted more specifically below. A text amendment to add the CC600 zoning district to the Land Development Code was also initiated by the City Commission at their April 10, 2012 meeting.

STAFF REVIEW

This Comprehensive Plan Amendment request involves proposed changes to Chapter 6: Commercial Land Use and Chapter 14: Specific Plans of *Horizon 2020*. The changes to Chapter 6 include:

1. Revising on pg. 6-3 **how the term “commercial” is used in the chapter to clarify** which commercial uses are included within the limitation of the 600,000 sq. ft. of permissible uses.
2. Adding a CC600 section on p. 6-9 under the Commercial Community Center description.
3. Moving the West 6th Street and K-10 node from the CC400 center designation to the CC600 designation on P. 6-21.
4. Adding Policy 3.10 regarding CC600 centers.
5. Revising 6-1 to show the West 6th Street and K-10 node as a CC600 and updating the transportation network on the map to reflect the T2030 Transportation Plan.
6. Three changes that involve chapter clean-up, not related to this specific request:
 - a. Re-numbering the policies in Goal 3.
 - b. **Moving the policy “Criteria for Mixed-Use Districts” from the end of Goal 3 to its logical location at Policy 3.5**
 - c. Changing Use Permitted Upon Review on p. 6-13 to reflect the current language in the Land Development Code of Special Use Permit.

The changes to Chapter 14 include:

1. Revising the West of K-10 plan to reflect current land use approvals for the West 6th and K-10 node, changing the nodal designation to a CC600 and adding land uses that had previously been in the 6th and SLT Nodal Plan east of K-10 into the West of K-10 plan.
2. Removing the 6th and SLT Nodal Plan from Chapter 14 since it is now incorporated into the West of K-10 Plan.

Copies of the revised Chapter 6: Commercial Land Use, Chapter 14: Specific Plans, and the West of K-10 Plan are attached to this staff report with the changes marked.

Retail Market Study: Policy 3.13 in *Horizon 2020* requires a project specific retail market study for projects that would create 150,000 square feet or more of commercial space. Section 20-1107 of the Land Development Code applies to zoning or site plan applications that could create 50,000 square feet of retail space. Staff is reviewing this project for compliance with the Land Development Code, in addition to the criteria in *Horizon 2020*, based on the rezoning request, and because the criteria in the development code is the most recently adopted set of criteria. Staff is conducting this analysis taking the most recent citywide market study completed in Fall of 2010 (<http://www.lawrenceks.org/planning/documents/2010Retail.pdf>) and updating the supply figures based on this request to add roughly 180,000 sf of space commercial (retail) uses. This staff analysis is provided in lieu of an applicant supplied market study since the City of Lawrence is a party to this application.

Horizon 2020, Policy 3.13 (b) states that, **"The project shall not be approved if the market study indicates the commercial project or any proposed phase cannot be absorbed into the community within three years from the date of its estimated completion, or that it would result in a community-wide retail vacancy rate greater than eight percent."** The Development Code uses a vacancy rate threshold of 8% as one factor in order to determine market health, and the most recent citywide market study figured the city-wide vacancy rate at 7%, slightly higher than the 2006 vacancy rate of 6.7%. The addition of this project, when completed and entirely vacant, will push the city-wide vacancy rate to 8.8%. Staff has also conducted further analysis that takes into consideration other commercial projects that have received approvals, but have not been constructed to date. The below table illustrates the impact that other major projects that have been approved will have on the overall vacancy rate:

	Total Square Feet	Total Occupied Square Feet	Total Vacant Square Feet	City-wide Vacancy Rate
Total Current Retail Inventory	9,120,567	8,478,372	642,195	7.0%
Requested Northwest corner – 6 th and K-10 Node	180,000	0	180,000	8.8%
Mercato	359,640	0	359,640	
Fairfield Farms	200,000	0	200,000	
North Mass	217,337*	0	217,337	
Total	10,077,544	8,478,372	1,599,572	15.9%

*This figure is taken from the project’s market study and includes space that may not be truly retail in nature.

If all approved commercial space that has been approved were to be constructed and assumed vacant, the city-wide vacancy rate would rise to 15.9%. If all the approved commercial space that has been approved were to be constructed but assumed occupied, except for the subject of this request, the city-wide vacancy rate would be 8.2%.

While the market study shows that the project, upon completion, will push the city-wide vacancy rate above 8%, this figure alone is not an adequate representation of the impact of this development. This figure is computed by assuming that the project will either be entirely vacant upon completion, or that it will cause the same amount of space to become vacant in other areas of town. While new commercial development can lead to vacancies in other parts of town, the current economic conditions have all but halted speculative commercial building in Lawrence. The current development trend is that buildings are built with known users or committed tenants and therefore, it is unlikely that the space will be vacant upon completion. In addition, this request for additional retail square footage at this node is being made with understanding that it will support the proposed recreational center. Therefore, the types of retail anticipated will be ancillary and supportive to the main use at the northwest corner of the node.

Other demand factors, such as income, employment and population need to be taken into account as well, when looking at the overall impact of this project on the market as a whole. The 2010 Retail Market Report shows that since 2000, population has grown approximately 16%, while retail sales have only increased 3.3%, and income, adjusted for inflation, has only increased 3.9%. On the supply side of the market, retail stock has increased 69.7% since 2000, however, it is important to note that some of that increase is because of changes in the methodology for figuring total retail space. What is important to take away from the above number is that demand has not kept pace with supply as shown by the limited income, population, and retail sales growth.

Also important is **an analysis of “pull factors” or a measure of local commerce based on** a comparison of local spending to the state as a whole. A pull factor above 1.00 indicates that a community attracts retail sales, while a factor below 1.00 indicates that the community is losing retail sales to outside areas. The Kansas Department of Revenue issues pull factor reports for all of Kansas. The most recent, issued in 2011, states that **Lawrence’s pull factor was 1.02 in 2010**, which as noted in the market study, is a 9.7% decline over the last decade from a height of 1.13 in 2000. In addition, **Douglas County’s pull factor has been below 1.00 for the last decade** and recently has fallen to .86 in 2010. The declining Lawrence and Douglas County pull factors indicate that the City is losing more and more retail sales to other areas outside of Douglas County. There is potential to recapture this leakage by increasing the demand factors mentioned above, as well as increasing the types of appropriately located retail stock.

The market study also provides a demand analysis based on the amount of square feet of retail space per capita. In 2010 in Lawrence there were approximately 98 sf of retail space per capita. Using an average growth rate from 2000-2010 of 1250 people per year, Lawrence could add as much as 121,000 square feet of retail each year in order to keep the ratio of retail square feet to people at 98. In Section 20-1107 (c)(3)(iv) of the Land Development Code, a maximum threshold of 100 square feet per resident is established to help maintain market health. The 180,000 square feet of commercial space being requested with this project results in a ratio of 100 square feet per capita if the project were built today. However, this analysis does not take into consideration any of the other approved commercial development. The addition of commercial space at Mercato, Fairfield Farms and North Mass that is approved, but not constructed, would result in a ratio of 109 retail square feet per capita.

The analysis satisfies the requirements of the Land Development Code and *Horizon 2020* with respect to the submission of a Retail Market Study. **In staff's opinion, proposals to add retail space should be carefully scrutinized with respect to the indicators associated with demand not keeping pace with supply and because vacancy rates are arguably reaching unhealthy levels.** The proposed additional retail square footage at this node has a focus of drawing non-local visitors by providing retail space that is supportive in nature to the proposed recreational center. The project and associated retail square footage is also being designed in a way to focus on drawing regional or non-local visitors to the area, which in turn is presumed to bring more visitors to the area through spill-over. Even though this project will push the vacancy rate above the 8% threshold, it is unlikely that this development will be speculative in nature. The current economic conditions are showing a trend that buildings are built with committed tenants. It is presumed that this development will have a regional draw that results in a more favorable pull factor; therefore, the development should not have a detrimental impact on the community's retail market.

Staff reviewed this amendment based upon the comprehensive plan amendment review criteria listed below [identified in Chapter 13 (Implementation) of *Horizon 2020*].

COMPREHENSIVE PLAN AMENDMENT REVIEW

A. Does the proposed amendment result from changed circumstances or unforeseen conditions not understood or addressed at the time the Plan was adopted?

Staff's response: Chapter 6 anticipates changes and additions to the commercial framework in the over time. The proposed amendment is a result of changing circumstances that have occurred. The comprehensive plan provides for two CC centers, CC200 and CC400 which would allow a maximum of 400,000 square feet of commercial space for the node. The Commercial Regional designation is the next larger district, allowing a maximum of 1.5 Million square feet of commercial space. Staff has identified that it would be useful to have a designation for certain locations between 400,000 and 1.5 million sq. ft., to permit a higher level of community commercial area to serve the community.

B. Does the proposed amendment advance a clear public purpose and is it consistent with the long-range goals and policies of the plan?

Staff's response: The proposed amendment is generally consistent with the goals and policies outlined in Chapter 6. The proposed amendment is an advancement of a clear public purpose in that it will allow a larger amount of commercial space at this node in order to accommodate commercial uses necessary to support the proposed community recreational facility. This amendment also helps to provide a framework to guide development of CC600 centers through specific policies.

C. Is the proposed amendment a result of a clear change in public policy?

Staff's response: While the proposed amendment is not a result of a clear change in public policy, it fits with the goals and policies already established in Chapter 6. In addition, plans for a regional recreation center at this node necessitate revisions to the comprehensive plan in order to accommodate the increase in commercial uses associated with that development.

While *Horizon 2020* currently designates this node as a CC400, and specifically the northwest corner of the node for industrial/warehouse/office uses, there are alternative land use patterns that would also be compatible at this intersection of two state highways.

In addition, the following shall be considered for any map amendments:

A. Will the proposed amendment affect the adequacy of existing or planned facilities and services?

Staff's response: The east portion of the node is already served by city sewer, water, streets and other services, as it is annexed into the city and is the beneficiary of infrastructure projects constructed during the last decade. The west half of the node can be served by extending existing sewer infrastructure across K-10 and existing water across Hwy 40.

The current water and wastewater planning documents anticipate extensions of utilities to this area based on certain timing assumptions and adopted land use plans. While this amendment has potential to accelerate the timing of extending services and may place increased demand on the water and wastewater systems, infrastructure can serve the area but plans may need to be adjusted to account for the proposed uses.

B. Will the proposed change result in reasonably compatible land use relationships?

Staff's response: This node is currently designated as a CC400, and this comprehensive plan amendment changes that designation to a CC600, increasing the allowable commercial square footage within the node. The current planning documents designate the northwest corner of the node for industrial/warehouse/office uses and this amendment would reclassify the northwest corner from industrial/warehouse/office to commercial with a limit on the amount of retail permitted. It also adds opportunity for additional commercial retail uses on the southwest and southeast corners where little exists under the current designation.

Commercial uses are generally viewed by the Development Code as equal to or lesser uses compared to industrial uses and so the project can feasibly be viewed as compatible with the land use relationships. The revised West of K-10 plan keeps an open space buffer on the north line of the northwest corner in the node in order to provide a transition to the established neighborhood to the north. Appropriate site design will also help to ensure reasonable compatible land use relationships for the area.

C. Will the proposed change advance the interests of the citizens of Lawrence and Douglas County as a whole, not solely those having immediate interest in the affected area?

Staff's response: The expansion of this commercial area will provide new opportunities for the community as a whole, as well as non-local visitors. The project has the potential to attract visitors to the city through tournaments at the proposed recreational center thereby contributing non-local dollars to the local economy.

PROFESSIONAL STAFF RECOMMENDATION

Staff recommends forwarding a recommendation of approval of this comprehensive plan amendment to *Horizon 2020*, to the Lawrence City Commission to amend Chapter 6:

Commercial Land Use to create CC600 District policies, Chapter 14: Specific Plans to revise the *West of K-10 Plan* to change the designation of the 6th and K-10 node to a CC600 commercial center, and to remove *A Nodal Plan for the Intersection of West 6th Street and Kansas Highway 10 (K10)* from Chapter 14: Specific Plans.

West of K-10 Plan

Lawrence-Douglas County Planning Department

**Lawrence-Douglas County Planning Commission –
Douglas County Board of County Commissioners –
Lawrence City Commission –**

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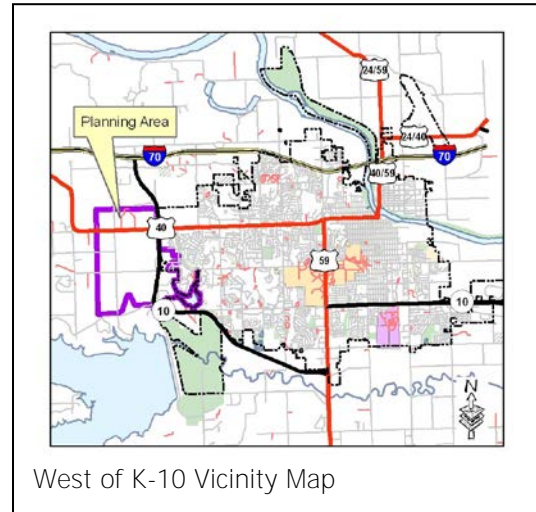
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I. Introduction and Purpose

Location The West of K-10 planning area is located primarily west of K-10 Highway (South Lawrence Trafficway) and north and south of US Highway 40. The planning area also contains some land east of K-10.

Setting The area is primarily rural in nature. It has access to two highways, US 40 and K-10. I-70 is nearby and north of the area. Clinton lake lies south of the area.



Earlier Planning Efforts

The *West 6th Street and K-10 Nodal Plan* was adopted by the City of Lawrence on November 11, 2003. The Plan addressed future land use for the four corners that make up the intersection of West 6th Street/US 40 and the South Lawrence Trafficway/K-10. This revision supersedes the *West 6th Street/K-10 Nodal Plan* and the land use policy guidance for the intersection of US40 and K-10 Highways is now found in this Plan. ~~The West of K-10 Future Land Use map (Map 4-1) deviates from The *West 6th Street/K-10 Nodal Plan* by designating land in the southwest corner differently. The alterations reflect changing conditions since the nodal plan was adopted. This Plan recommends updating the *West 6th Street/ K-10 Nodal Plan* following adoption of this Plan to reflect the new approved land uses.~~

The City of Lawrence hired PlaceMakers, a national consulting firm, to write a Traditional Neighborhood Design (TND) code that could be used to develop TND neighborhoods in the future. In early 2007, PlaceMakers held a design workshop in Lawrence. Part of the scope of work for PlaceMakers was to master plan a number of areas, inside and outside of Lawrence, including approximately two square miles west of K-10. The approximately two square miles were located directly west of K-10, south of US 40, north of Clinton Lake, and east of E. 800 Rd. All of the property owners in that area were invited to a number of meetings to gain their input on future development. PlaceMakers produced a TND master plan for the area that is based on the Lawrence SmartCode, which they also produced.

Purpose

The purpose of the West of K-10 Sector Plan is to plan for urban density growth in the area west of K-10. This Plan will act as the City's official land use guide for growth in the West of K-10 area.

Relation to Other Plans

This Plan constitutes an amendment to *Horizon 2020*. The Plan ~~deviates from the West 6th Street/K-10 Nodal Plan~~ and is consistent with *Horizon 2020*. Additional policy guidance has foundation in the following plans:

- *Transportation 2030*, Lawrence/Douglas County Long Range Transportation Plan. Lawrence/ Douglas County Metropolitan Planning Office and Parsons Brinkerhoff. March 26, 2008.
- Lawrence-Douglas County Bicycle Plan, Lawrence/Douglas County Metropolitan Planning Office. May 2004.
- City of Lawrence, Kansas Water Master Plan. Black & Veatch. December 2003.
- City of Lawrence, Kansas Wastewater Master Plan. Black & Veatch. December 2003.

Process

Planning Staff developed a 1st draft of the Plan with input from other City departments. The 2nd draft of the plan, revised after public comments were received on the 1st draft was made available for public comment. A third draft of the plan was made available for Planning Commission review on September 24, 2008. A 4th draft of the plan was produced based on Planning Commission direction. The Planning Commission and City Commission approved the 4th draft. The Board of County Commissioners directed staff to make changes to the 4th draft. The Planning Commission agreed with the changes suggested by the County Commission and approved the 5th draft March 25, 2009. The County Commission approved the 5th draft on May 6, 2009. The City Commission approved the 5th draft on June 6, 2009.

II. Existing Conditions

A. Current Land Use

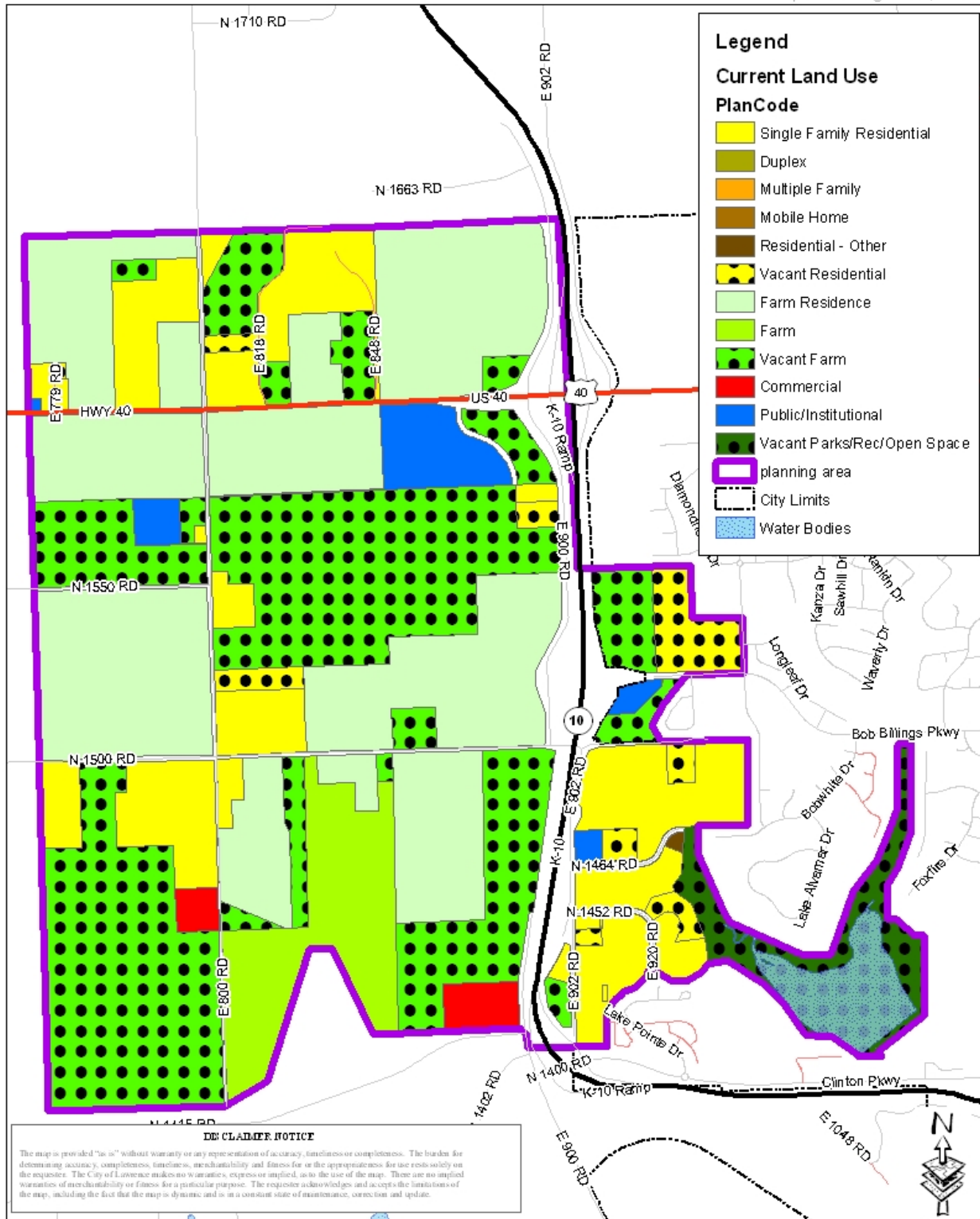
The current land uses in the planning area consist of approximately 2,438 acres of land, excluding street right-of-way, as shown in Table 2-1. The majority of the planning area, approximately 1,800 acres, is in farm use. Most of the remainder of the land uses are types of residential uses. Commercial, public/institutional and vacant parks/recreation/open space are also land uses included in the planning area. (See Map 2-1)

Table 2-1

Current Land Use	Total Acreage
Single Family Residential	381.49
Mobile Home	0.83
Residential - Other	1.40
Vacant Residential	77.94
Farm Residence	855.24
Farm	150.72
Vacant Farm	792.67
Commercial	28.11
Public/Institutional	22.44
Vacant Parks/Rec/Open Space	126.70
Total	2,437.55

West of K-10 Plan Map 2-1 Current Land Use

Map Date: August 15, 2008



B. Current Zoning

The City of Lawrence *Land Development Code* and the Douglas County *Zoning Ordinance* are intended to implement the goals and policies in *Horizon 2020* in a manner that protects the health, safety, and general welfare of the citizens. The *Land Development Code* and the Douglas County *Zoning Ordinance* establish zoning regulation for each land use category which development must follow.

The planning area is primarily located in the county and partially within the city limits. Map 2-2 shows the current zoning designations and the Tables 2-2 and 2-3 below describe the map designations.

Table 2-2

City Zoning	District Name	Comprehensive Plan Designation
RS10	Single-Dwelling Residential (10,000 sq. feet per dwelling unit)	Low-Density Residential
RS7	Single-Dwelling Residential (7,000 sq. feet per dwelling unit)	Low-Density Residential
RM12	Multi-Dwelling Residential (12 dwelling units per acre)	Medium-Density Residential
PCD	Planned Commercial Development	N/A
UR	Urban Reserve	N/A

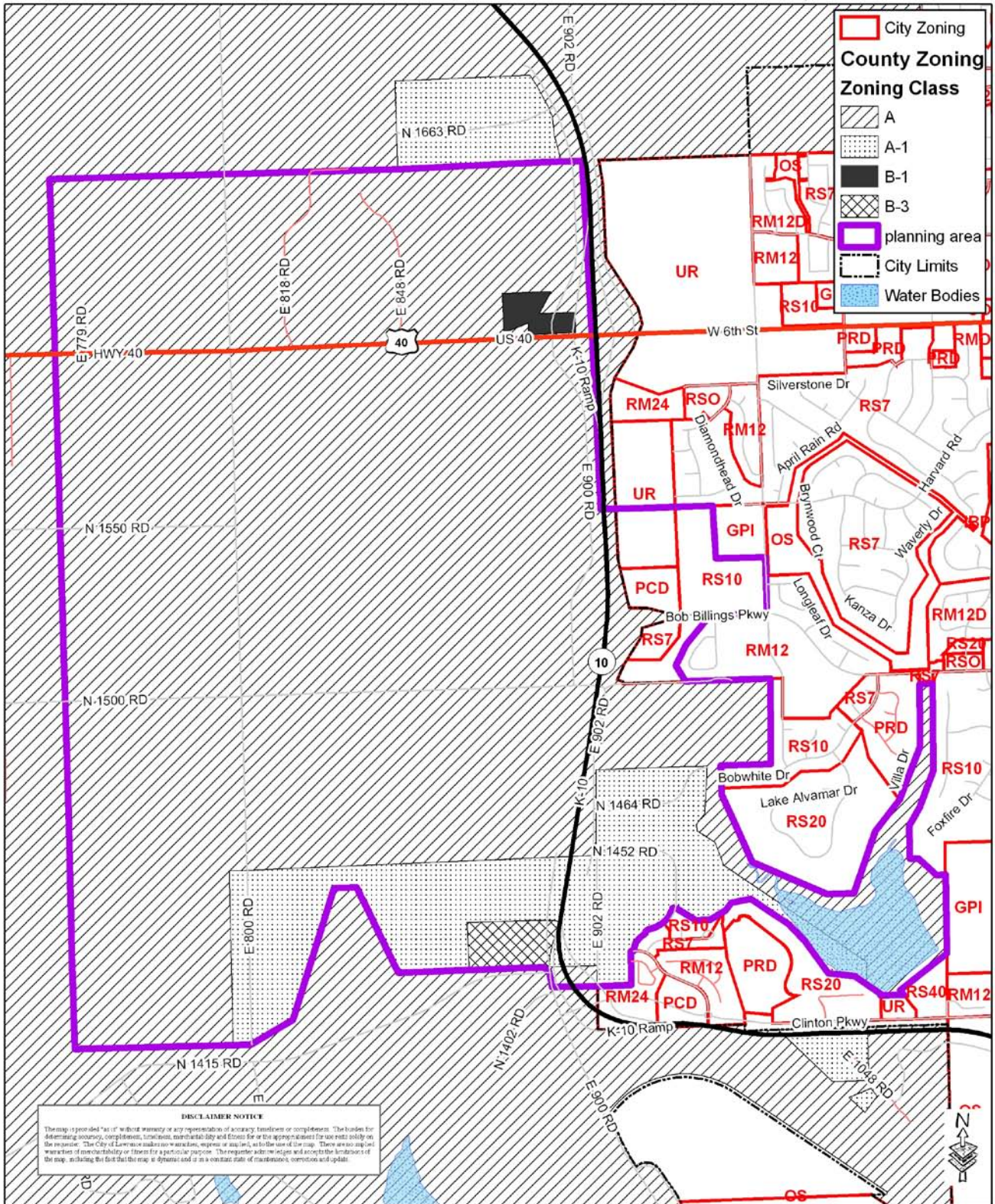
Table 2-3

County Zoning	District Name	Comprehensive Plan Designation
A	Agricultural	Agriculture
A-1	Suburban Home Residential	Very-Low Density Residential
B-1	Neighborhood Business	N/A
B-3	Limited Business	N/A

West of K-10 Plan

Map 2-2 Current Zoning

Map Date: June 26, 2008



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 The map is provided "as is" without warranty or any representation of accuracy, timeliness or completeness. The burden for determining accuracy, completeness, timeliness, materiality and fitness for use rests solely on the recipient. The City of Lawrence makes no warranties, express or implied, as to the use of the map. There are no implied warranties of merchantability or fitness for a particular purpose. The recipient shall accept and accept the limitations of the map, including the fact that the map is dynamic and in a constant state of maintenance, correction and update.

C. Current Infrastructure

Water

City water is provided to very few properties in the planning area. There is a hydrant and a 16", PVC pipe line southeast of the intersection of US 40 and K-10 which is outside of the Lawrence city limits and another line east of K-10 along Bob Billings Parkway, within the City limits. All other properties obtain water either from private wells or from Rural Water District #1. The water lines are shown on Map 2-3.

Sanitary Sewer

City sanitary sewer is provided to the majority of the properties east of K-10 that are not within Lawrence city limits. There is one 10" and one 8" PVC City sanitary sewer line that cross K-10 to the north and to the south of N. 1500 Road. All other properties are serviced by private septic systems. The sanitary sewer lines are shown on Map 2-3.

Storm Sewer

City storm sewer provides a 24" corrugated metal pipe along Bob Billings Parkway within the planning area. The remainder of the planning area has streams for storm water drainage. The storm water pipes, streams and storm channels are shown on Map 2-4.

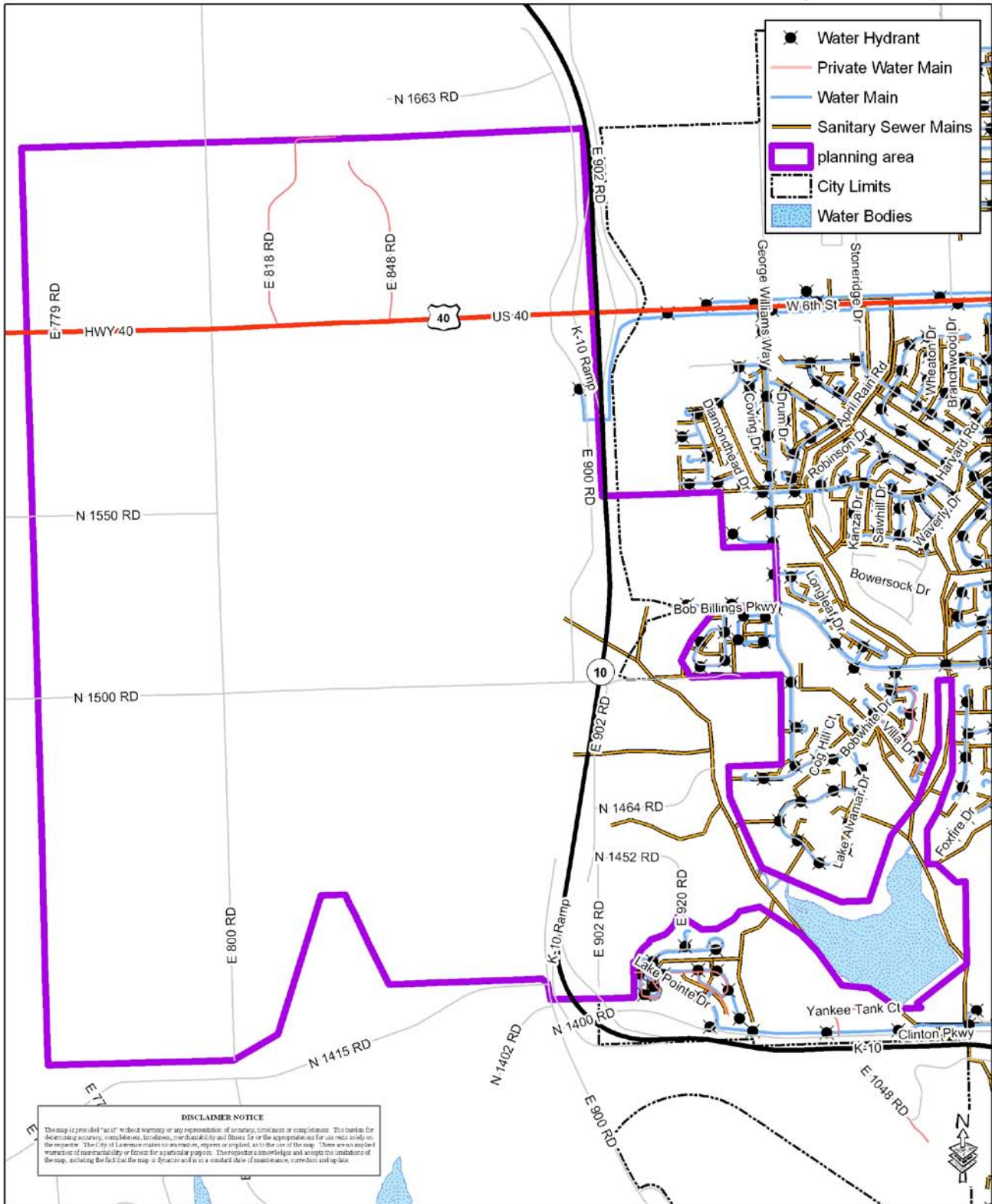
Gas

Southern Star Gas has two lines running through the planning area. One line crosses the planning area across the northeastern corner and the other line crosses at the southern portion of the planning area.

West of K-10 Plan

Map 2-3 City Water and Sanitary Sewer

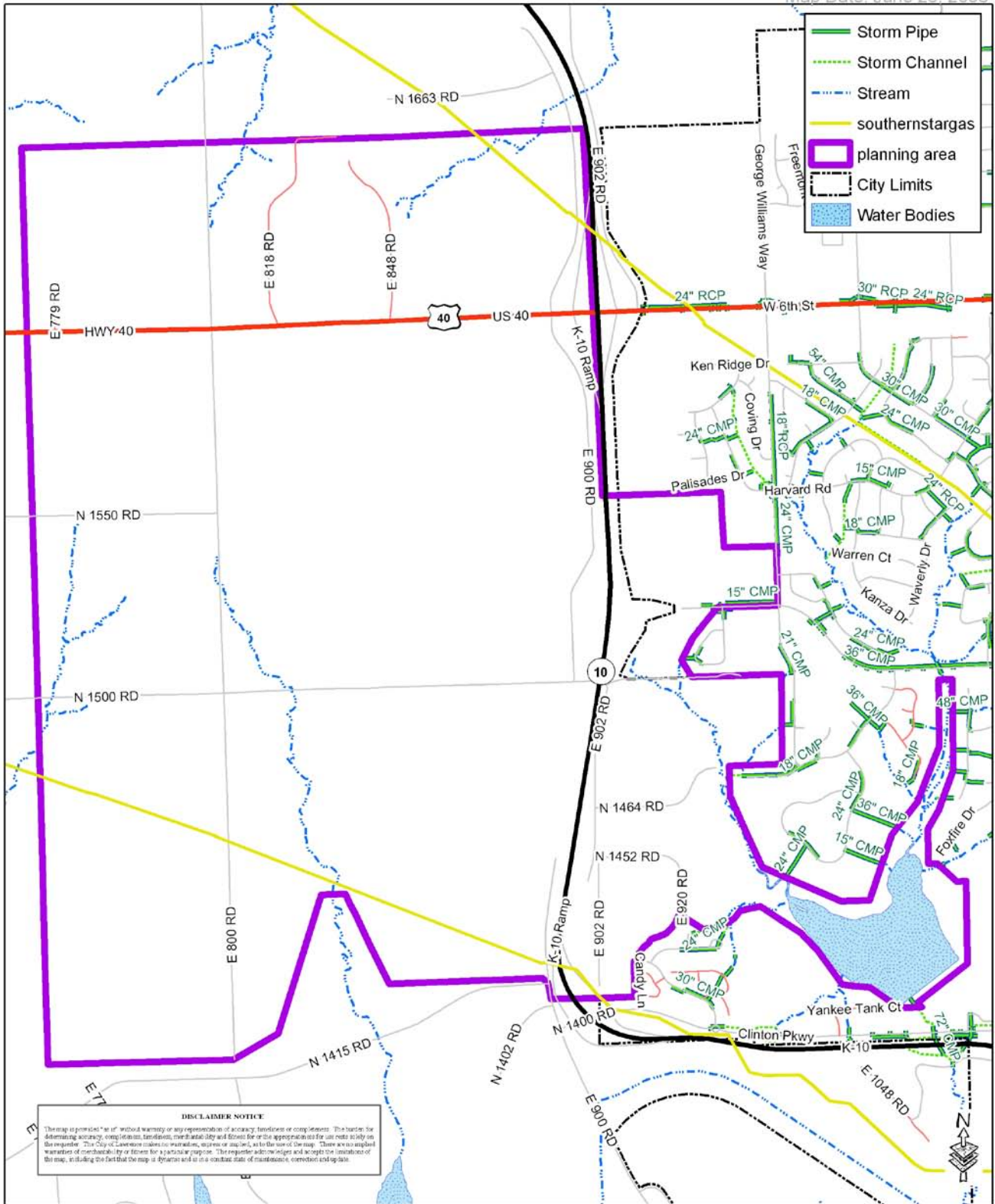
Map Date: June 26, 2008



West of K-10 Plan

Map 2-4 City Storm Water and Southern Star Gas

Map Date: June 26, 2008



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D. Parks and Recreational Facilities

There are currently no existing parks and recreation facilities or park properties located in the plan area. Clinton Lake is directly south of the plan area.

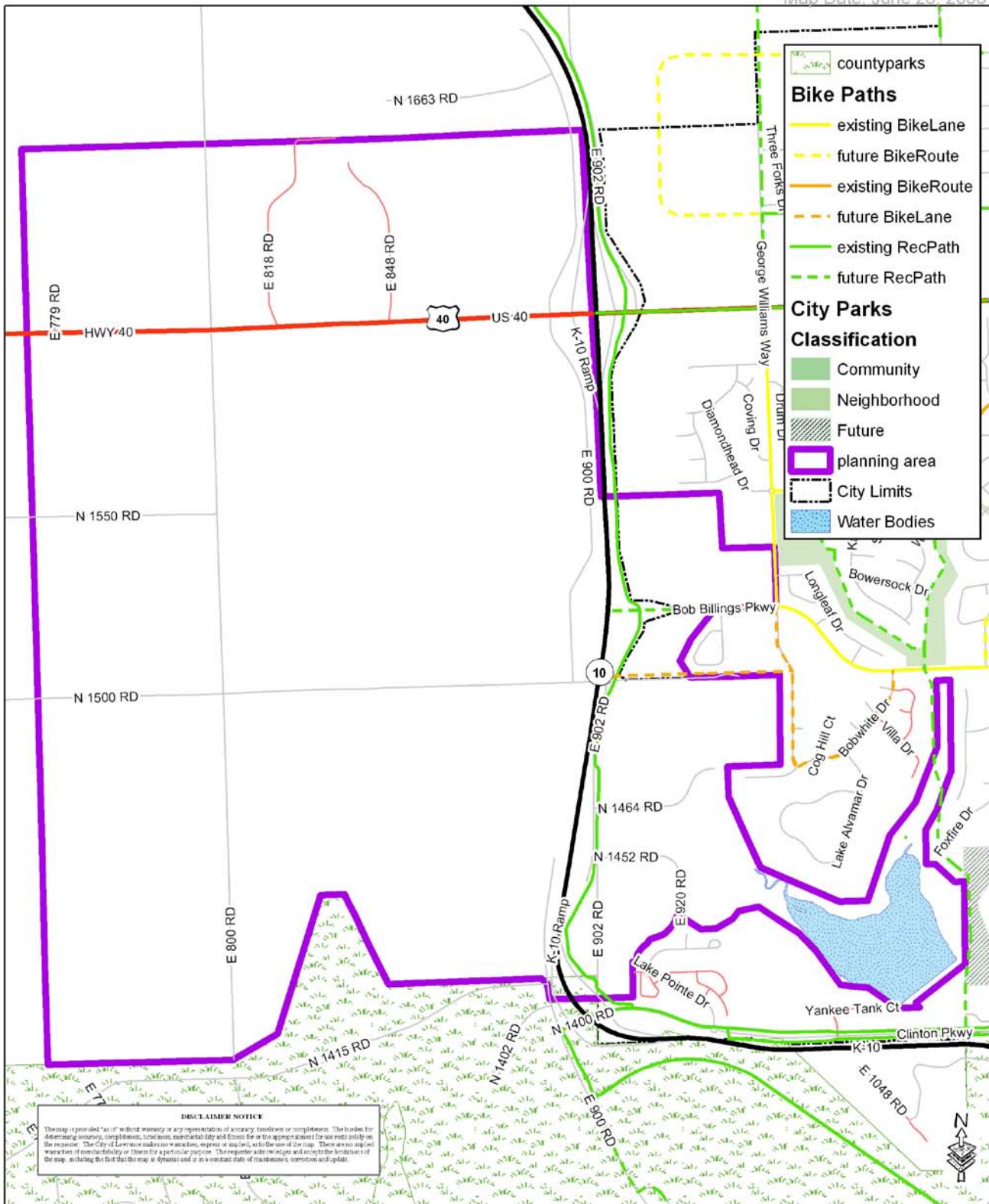
The planning area includes existing and future bike routes, lane, and recreational paths and these are shown on Map 2-5. Bike lanes are a separate space designated with striping, signage or pavement markings for exclusive use by bicycles with a street or road. There is an existing bike lane along Bob Billings Parkway in the planning area and currently stops where the road ends. Bike routes are a network of streets to enable direct, convenient, and safe access for bicyclists. There is a future bike route identified in the planning area long N. 1500 Road. A recreational path is a separate path adjacent to and independent of the street and is intended solely for non-motorized travel. There are existing recreational paths located on the east side of the South Lawrence Traffic Way (SLT/K-10) and a future recreational path from where Bob Billings Parkway ends to the South Lawrence Traffic Way (SLT/K-10).

Different types of bicycle facilities are attached to a certain street classification. Recreational Paths are part of Arterials, Bike Lanes are part of Collectors, and Bike Routes are also part of Collectors.

West of K-10 Plan

Map 2-5 Parks and Recreation Facilities

Map Date: June 26, 2008



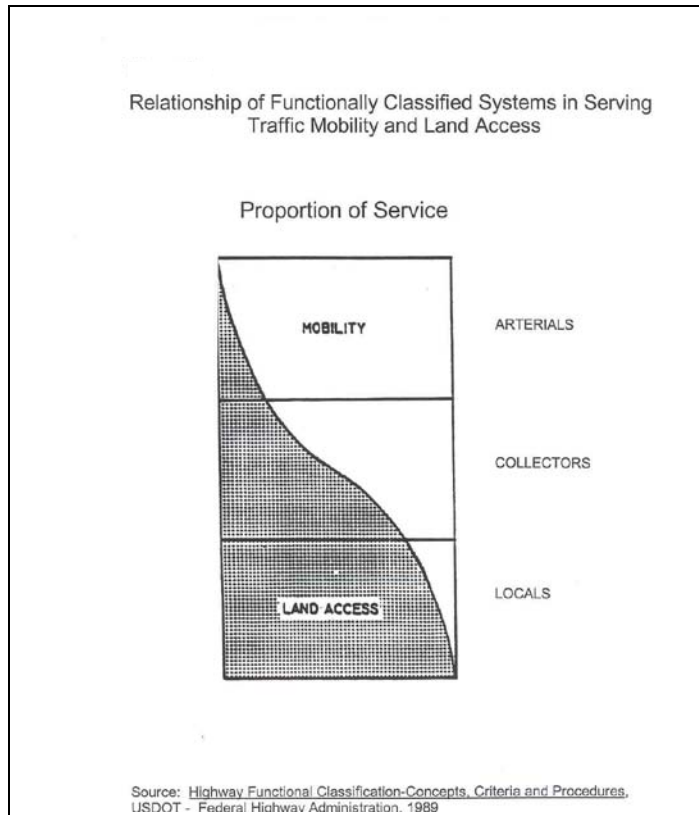
E. Transportation

Transportation 2030 (T2030) is the comprehensive, long-range transportation plan for the metropolitan area. T2030 designates streets according to their functional classification or their primary purpose. These functional classifications are shown on Map 2-6. The classification system can be described as a hierarchy from the lowest order, (local streets) that serve to provide direct access to adjacent property, to (collector streets) that carry traffic from local streets, to major thoroughfares (arterial streets) that carry traffic across the entire city. Freeways and expressways are the highest order of streets and are designed with limited access to provide the highest degree of mobility to serve large traffic volumes with long trip lengths.

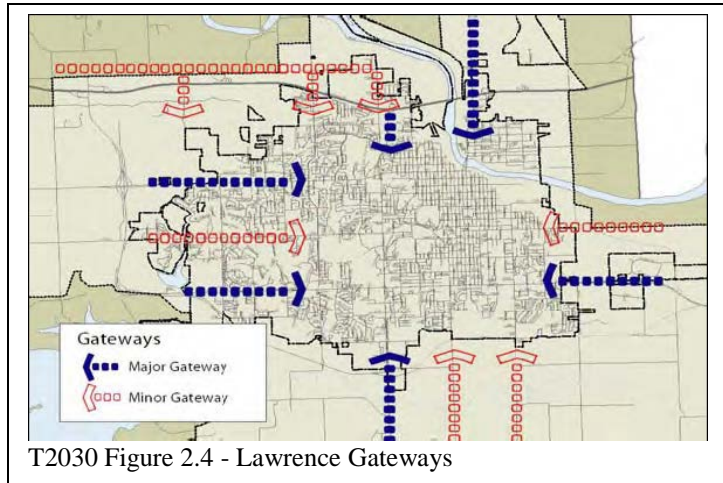
The graphic on the right helps explain the relationship between functional classification in serving traffic mobility and land access.

Chapter 2 of T2030 discusses and identifies minor and major gateways into and out of Lawrence. T2030 states, "Gateways are locations on transportation corridors that define the entrances to cities. These provide visitors with a first

impression of the city and often indicate the transition from rural to urban land uses. As such, cities desire to make these locations as attractive and informative as possible. As noted in T2030 in Figure 2.4, there are several roadways that represent gateways into the city of Lawrence or into smaller communities within the region that should be reviewed for aesthetic and informational enhancements when they are improved."



The planning area for the *West of K-10 Plan* includes three of the *Transportation 2030* identified gateways into Lawrence from the west. US Hwy 40 and Clinton Parkway are identified as major gateways to Lawrence and Bob Billings Parkway is identified as a minor gateway to Lawrence.



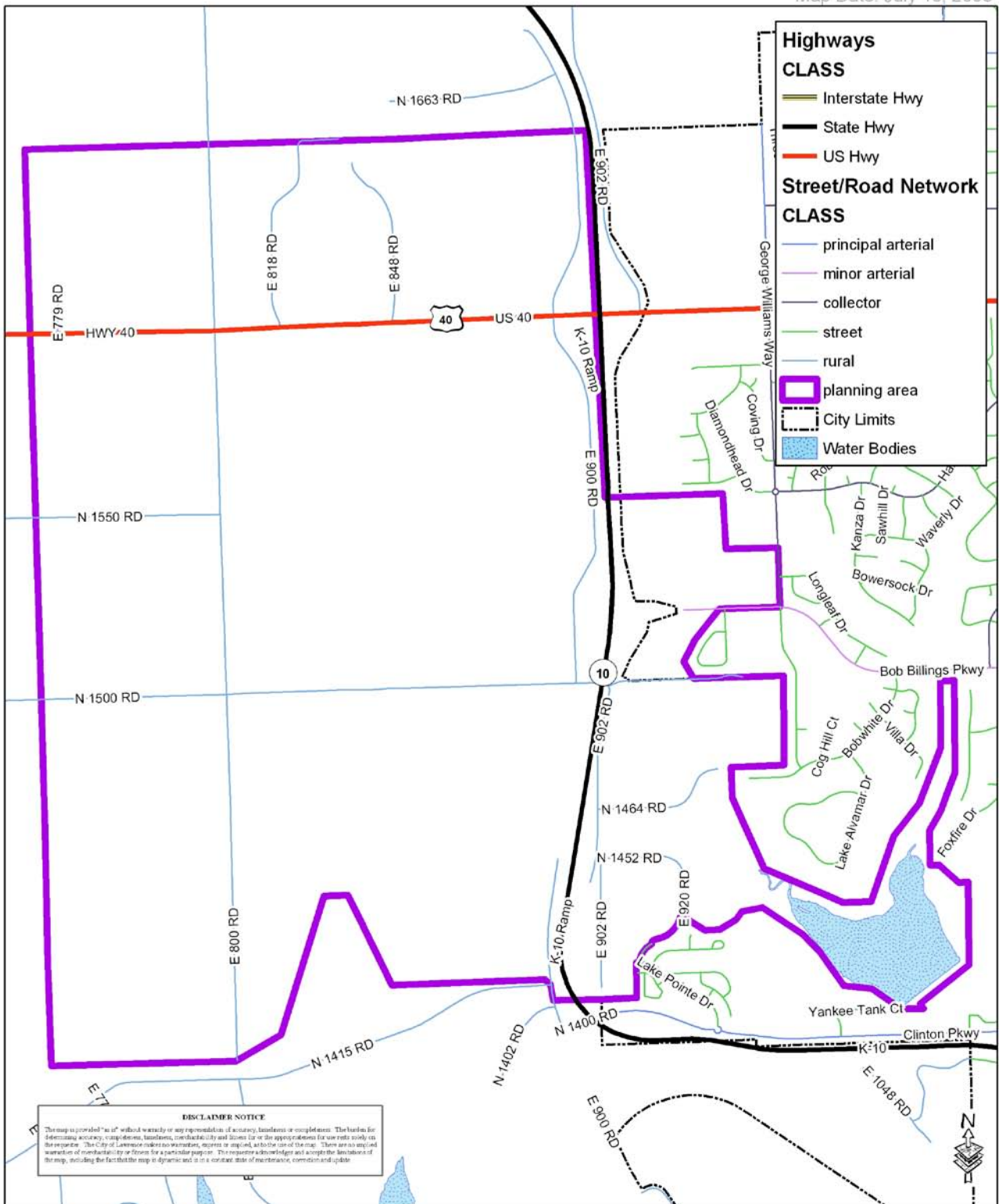
Transportation 2030 identifies the South Lawrence Traffic Way (SLT/K-10) and US Hwy 40 as truck routes.

There are no immediate plans to widen K-10 Highway beyond the current two travel lanes.

Currently there are no transit routes that travel to or through the planning area.

West of K-10 Plan Map 2-6 Street Classification

Map Date: July 10, 2008



F. Schools

School Districts

The *West of K-10 Planning Area* is located entirely within the Lawrence USD 497 school district. The Perry-Lecompton USD 343 school district is located just to the southwest and northeast of the planning area. (See Map 2-7)

School Locations

Lawrence has one public and one private school located just east of the planning area. The public school is Langston Hughes Elementary School which includes grades kindergarten through sixth grade. Langston Hughes is located along George Williams Way, east of the planning area.

The private school is Corpus Christi Catholic School which includes grades kindergarten through sixth grade. Corpus Christi is located east of the planning area along Bob Billings Parkway.

The Lawrence School District has purchased property within the West of K-10 planning area. The school district has not identified what type of school is to be located at this site. The school district property is located southeast of the intersection of N. 1500 Road and E. 800 Road.

G. Stormwater

The sector plan area lies within The Baldwin Creek drainage basin on the north, the Yankee Tank Creek drainage basin on the east, and parts of the Upper Wakarusa Watershed on the west and south (see Map 2-8 for drainage basins and Map 2-9 for contours).

The Baldwin Creek drainage basin lies in the north central part of Douglas County, and encompasses approximately 5,470 acres (approximately 8.5 square miles). The drainage basin consists of two sub-basins. The first sub-basin is bounded on the south by a major ridge line (the Kanwaka Ridge) that generally follows US Highway 40/ West 6th Street and extends approximately 1 mile west of the South Lawrence Trafficway and one-quarter mile south of U.S. 40 Highway at its southwestern most extent. Land in this sub-basin drains northward toward the main channel of Baldwin Creek, which begins in the middle of sections 20 and 21 and drains northeastward toward the Kansas River. The creek channel and the associated floodplain broadens and flattens as the creek approaches the Kansas River. The second sub-basin of Baldwin Creek is a much more expansive land area with approximately 4,200 acres. It lies southwesterly and northerly of the smaller sub-basin, extending southwesterly beyond the west leg of the South Lawrence Trafficway and northward to Lakeview Lake. This sub-basin drains from southwest to northeast toward the Kansas River.

Parts of the West of K-10 plan area lie in the Yankee Tank Creek drainage basin. This basin generally lies south of US Highway 40, west of Wakarusa Drive, north of 31st street and east of E 650 Road. The west sub-basin was identified in the

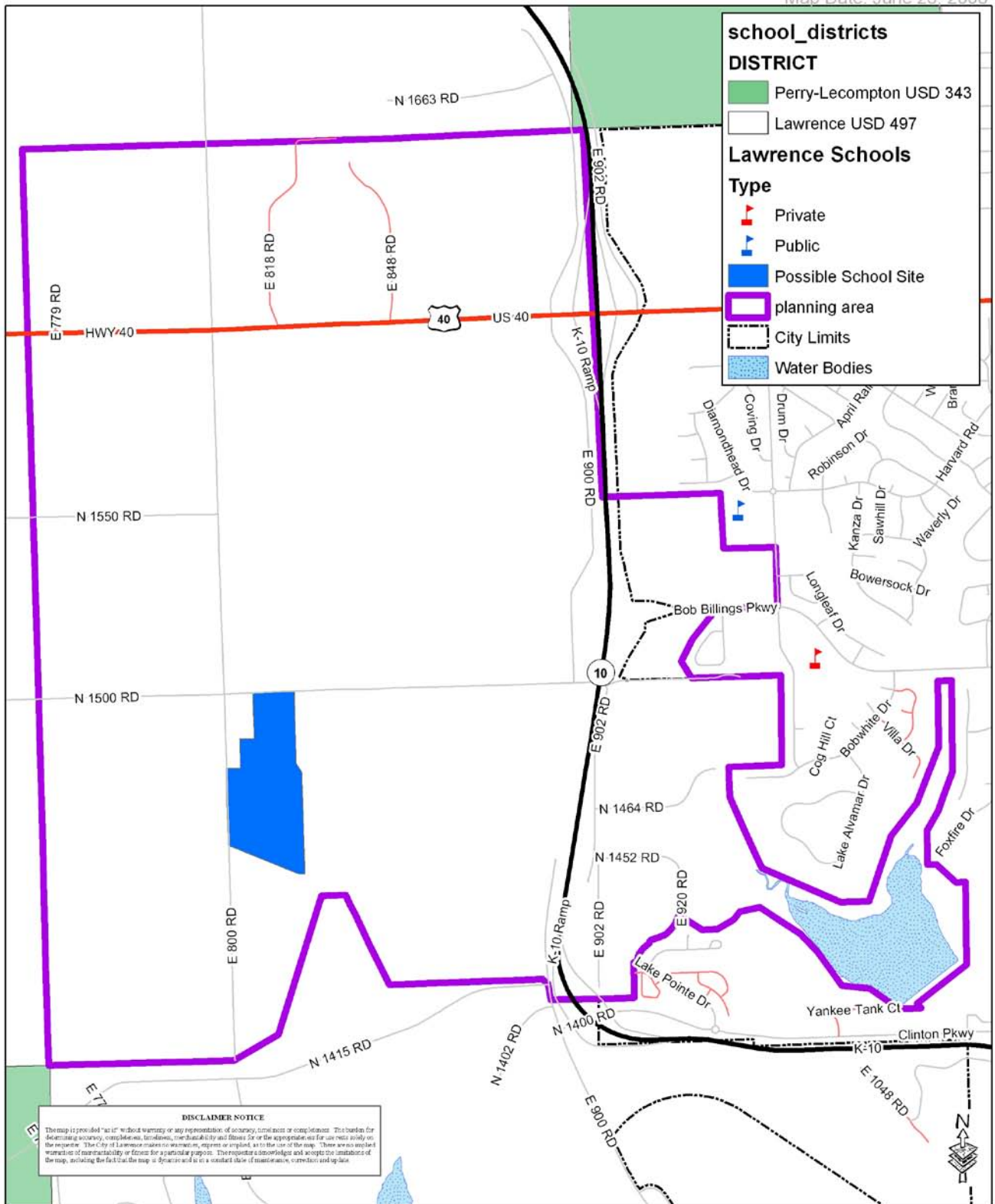
1996 Stormwater Management Master Plan as encompassing 756 acres and drains into Yankee Tank Lake (Lake Alvamar), a private lake just north of Clinton Parkway.

On the west and south of the plan area is part of the Upper Wakarusa Watershed which covers 367 square miles in total across Douglas, Shawnee, Osage and Wabunsee counties. The watershed drains into Clinton Lake, which serves as a major source of drinking water for the City of Lawrence. In 2003, the Upper Wakarusa Watershed Restoration and Protection Strategy (WRAPS) was completed, which identified thirteen water quality goals. Primary concerns include excess sediment, phosphorus, nitrogen and fecal coli form bacteria going from the watershed into the river and lake. The WRAPS strategy is based on a combination of riparian/stream bank restoration measures to reduce sediment and nutrient input. Specific care should be taken as lands in this watershed develop to have a positive impact on the water quality.

West of K-10 Plan

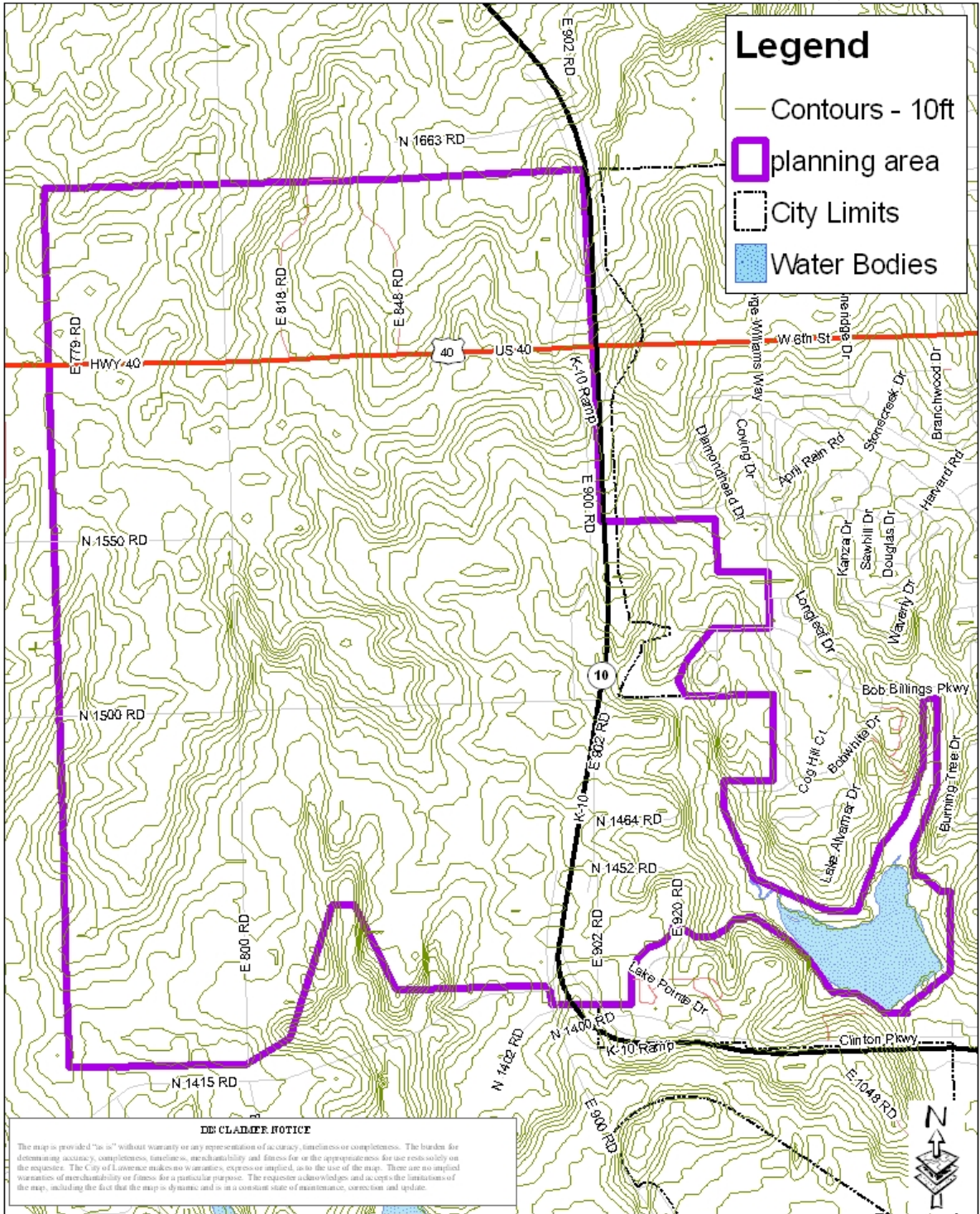
Map 2-7 School Districts and Possible School Location

Map Date: June 26, 2008



West of K-10 Plan Map 2-9 Contours

Map Date: September 30, 2008



III. Goals and Guiding Principles

The following policy statements in Sections III - VIII are for the development of the West of K-10 Plan area. "Shall" statements identify the items that are expected to be incorporated into development within the planning area. "Should" and "encouraged" statements identify the items that are strongly recommended to be incorporated into development within the planning area. "Shall" statements are stronger than "should" and "encouraged" statements.

LAND USE

Goal – Create unique mixed-use neighborhoods; encourage healthy development of commercial, office and employment uses; develop strong park/trail system.

Guiding Principles

- A mix of uses within neighborhoods is encouraged.
- A mix of housing types should be built within each neighborhood. Neighborhoods should not be developed with a single housing type, ie. single family.
- Allow for Traditional Neighborhood Design (TND) neighborhoods in the area. TND neighborhoods shall be properly integrated with adjoining suburban-style neighborhoods.
- Allow for large employment uses at appropriate locations in the planning area.
- Allow for neighborhood-level commercial activities within the planning area.
- Integrate parks and open space within the neighborhoods.

PUBLIC FACILITIES & INFRASTRUCTURE

Goal – Provide ongoing infrastructure and public facilities improvements as the area develops at urban densities.

Guiding Principles

- Improve K-10 and Bob Billings Parkway/15th Street to a separated grade intersection.
- Encourage trail connections to the existing regional trail system.
- Sewer and water system capacity shall be adequate prior to urban development.

- Create pedestrian friendly streetscapes (streets and sidewalks) that connect to a neighborhood's amenities and assets.
- Co-locate public facilities where feasible and appropriate.

NEIGHBORHOOD CHARACTER

Goal – Develop unique neighborhoods that are sustainable and remain viable over the long-term.

Guiding Principles

- Connectivity is a priority; neighborhoods should connect to each other and to amenities and focal points within the area.
- Visual corridors should be protected as development occurs in the planning area.
- Create an identity that gives residents and visitors a sense of the neighborhood (i.e. create gateways at neighborhood entrances).

ENVIRONMENT

Goal – Develop neighborhoods and new development with the natural layout of the land in mind.

Guiding Principles

- Neighborhoods should be built in ways that protect existing natural drainage and ecosystems.
- Priority should be given to stormwater measures that protect Clinton Lake from development run-off as this area reaches urban densities.

IV. Future Land Use

The West of K-10 Future Land Use Section illustrates conceptual guides for future development and redevelopment that embody the vision and goals presented in Section III. The future land use map in this Section is conceptual and should not be used to determine precise zoning boundaries. The following land uses, zoning districts, and densities are the "maximum recommended" and assume less intensive land uses, zoning districts, or densities are appropriate.

This section presents two future land use options for the planning area. One is a conventional development option and the other is a Traditional Neighborhood Design (TND) option. Property owners and developers have the option of choosing one of the options in order to develop in the planning area after the land becomes part of the city of Lawrence.

The West of K-10 Plan supersedes and replaces the West 6th Street/K-10 Nodal Plan. The Future Land Use Policies of the West of K-10 Plan now apply to the four corners of the West 6th Street and K-10 intersection.

Conventional Future Land Use Option

The conventional future land use option for West of K-10 (Map 4-1) was developed using a combination of adopted policy, existing conditions including City zoning and stormwater considerations, projections based on past build-out patterns in west Lawrence, and comments from stakeholders and the Planning Commission. This option is predominantly a low density residential pattern that also allows for higher densities near commercial and employment uses and at the intersections of future major roads.

~~This option is predominately consistent with the adopted *West 6th and South Lawrence Trafficway Nodal Plan*. Land use designations have been changed in the southwest quadrant to reflect the existing church at 847 Hwy 40 and additional development considerations. The uses that carry over from the *West 6th and South Lawrence Trafficway Nodal Plan* are predominately employment related.~~

2. A street pattern created by a TND neighborhood should be followed as closely as possible in subsequent neighborhoods.
3. Compatible land uses should be located adjacent to each other where neighborhoods of different design characteristics adjoin.

Industrial/Office/Warehouse/Research Land Uses

Regardless of which land use option is chosen for development, the employment related land uses should be maintained. They can be developed conventionally under the Development Code or potentially with Special Districts under the Lawrence SmartCode.

Further, structures in these developments should be aesthetically pleasing from all sides and should incorporate quality building materials and other high quality architectural elements. Transitions between uses should be accomplished by buffer yards, landscaping, setbacks, scale and massing, and transition of uses to include low-intensity industrial uses along the perimeter of the areas identified as industrial or office/research. In addition, sites should incorporate a variety of landscaping treatments to alleviate the potential for monotonous perimeter buffering.

Access to major roads from the industrial or office/research development lots shall be limited. However, industrial users on large lots that are significant generators of traffic may directly access arterial roads if the size of the site is such that it allows internal circulation without the necessity of constructing local roads to direct that circulation to the arterial road. Such access shall be based on sound traffic engineering principles and shall be properly controlled with appropriate signalization and turn lanes. Smaller lots shall take access from local roads. Additional local roads that serve the site should be arranged to minimize development lot access to the future major roads.

Rural Subdivisions

Rural subdivisions are developments built under rural standards that often don't meet the requirements of urban development. They may be processing wastewater on-site, have undersized water lines and rural standard roads. Issues arise as urban development moves into the area in which the rural subdivision lies. One issue is that undersized water lines may not be appropriate to provide fire service from the City. Rural subdivisions shall not be accepted for annexation until such time that the appropriate urban infrastructure is in place to serve the subdivision upon annexation.

Additionally, development lots in rural subdivisions are often larger than the typical urban lot. Urban development adjacent to the rural subdivision may be of higher density than the rural subdivision. This plan encourages infill of the rural subdivisions to more urban densities. Dividing large lots to accommodate more than one principal structure will help to more efficiently provide urban services to an area. Existing rural subdivisions are primarily located in the area this Plan covers east of K-10 Highway.

This Plan encourages annexing the rural subdivisions east of K-10 Highway as development occurs in the surrounding or adjacent areas and infrastructure is brought to reasonable proximity. The goal is to help ensure urban services are being provided in a contiguous manner as the city grows westward.

E. 902 Rd

E. 902 Rd. is located in the southeast corner of the planning area. Transportation 2030 projects a future collector road built to urban standards that could in the future replace the existing rural E. 902 Rd. Map 4-1 designates future land uses in the area as High Density Residential west of the future road and Medium Density Residential east of the future road. Since the exact alignment of this road has not been determined, the future road will be the separation between High Density and Medium Density Residential land uses.

A. Conventional Future Land Use Option

Land Use Categories

Residential – Very Low Density

The intent of the very low-density residential use is to allow for large lot, single dwelling type uses.

Primary Uses: Detached dwellings, cluster dwellings, manufactured home residential design, zero lot line dwellings, group home, public and civic uses

Zoning Districts: RS40 (Single-Dwelling Residential), PD (Planned Development Overlay)

Density: 1 unit/acre

Residential – Low Density

The intent of the low-density residential use is to allow for single-dwelling, duplex, and attached dwellings but emphasis is placed on residential type uses. Development in this area should be compatible with single-family character, which could include such uses as churches, small-scale daycares and institutional uses.

Primary Uses: Detached dwellings, attached dwellings, duplex, group home, public and civic uses

Zoning Districts: RS10 (Single-Dwelling Residential), RS7 (Single-Dwelling Residential), RS5 (Single-Dwelling Residential), RM12D (Multi-Dwelling Duplex Residential), PD (Planned Development Overlay)

Density: 6 or fewer dwelling units/acre

Residential – Medium Density

The intent of the medium-density residential category is to allow for a variety of residential options for the area at a greater density than the Low Density Residential category. This category can serve as a transition between low density and higher density uses.

Primary Uses: Detached dwellings, attached dwellings, duplex, multi-dwelling structures, group home, civic and public uses

Zoning Districts: RS5 (Single-Dwelling Residential), RS3 (Single-Dwelling Residential), RM12 (Multiple-Dwelling Residential), RM12D (Multi-Dwelling Duplex Residential), RM15 (Multi-Dwelling Residential), PD (Planned Development Overlay)

Density: 7-15 dwelling units/acre

Residential – High Density

The intent of the high-density residential category is to allow for compact residential development. These developments are primarily located at the intersection of two major roads or adjacent to commercial or employment uses.

Primary Uses: Multi-dwelling structures, group home, civic and public uses

Zoning Districts: RM12 (Multiple-Dwelling Residential), RM12D (Multi-Dwelling Duplex Residential), RM15 (Multi-Dwelling Residential), RM24 (Multi-Dwelling

Residential), RM32 (Multi-Dwelling Residential), and PD (Planned Development Overlay)

Density: 16+ dwelling units/acre

Residential Office

The intent of the residential/office use is to accommodate mixed use development of administrative and professional offices with varying degrees of residential. This category can serve as a buffer between higher intensity uses and major roads to lower intensity/density land uses.

Primary Uses: office, multi-family dwellings

Zoning Districts: RSO (Single Dwelling Residential-Office), RMO (Multi-Dwelling Residential-Office), MU (Mixed Use District), and PD (Planned Development Overlay)

Density/Intensity: 7-15 dwelling units/acre/medium

Office

~~The intent of the office use is to allow for general office uses that would be minimally invasive to nearby residential uses.~~

~~*Primary Uses:* office, multi-family dwellings~~

~~*Zoning Districts:* CO (Commercial Office), POD (Planned Office District)~~

~~*Intensity:* medium~~

Commercial – Neighborhood Center

The intent of the commercial use is to allow for retail and service uses. A Neighborhood Commercial Center provides for the sale of goods and services at the neighborhood level. This category is applied to the intersection of N 1500 Rd and E 800 Rd and to the intersection of K-10 and Bob Billings Parkway/15th Street. Horizon 2020 Chapter 6 – Commercial identifies these corners as future Neighborhood Commercial Centers. See Horizon 2020 Chapter 6 – Commercial for more policy regarding Neighborhood Commercial Centers.

Primary Uses: Non-ground floor dwellings, multi-dwelling structures, civic and public uses, medical facilities, eating and drinking establishments, general office, retail sales and services, fuel sales, car wash

Zoning Districts: CN1 (Inner Neighborhood Commercial District), CN2 (Neighborhood Commercial Center District), PD (Planned Development Overlay), and MU (Mixed Use District)

Intensity: medium-high

Commercial – Lake Oriented Community Center

Community Commercial Center provides goods and services to several different neighborhood areas. This category is applied to the existing commercial development located at K-10 and Clinton Parkway. This lake-oriented commercial development should serve the many visitors to Clinton Lake. Horizon 2020 identifies K-10 and Clinton Parkway as a future Neighborhood Commercial Center. This Plan recommends changing that designation to a Community Commercial Center to reflect the higher intensity of the lake oriented nature of the existing commercial uses. Many of those existing uses serving the lake, such as boat storage, are not appropriate for a Neighborhood Commercial designation.

This designation will be limited to the area of the exiting lake oriented uses adjacent to Clinton Lake and the approved commercial uses on Lake Pointe Drive, just east of the planning area along Clinton Parkway. No additional areas shall be approved for the Community Commercial Center. See Horizon 2020 Chapter 6 – Commercial for more policy regarding Community Commercial Centers.

Primary Uses: lake oriented commercial

Zoning Districts: CC200 (Community Commercial Center), MU (Mixed Use District)

Intensity: medium

Commercial Center – CC600

The intent of the CC600 Commercial District in this Plan is to allow for commercial, office, mixed use residential, and recreation uses, as well as up to 600,000 square feet of retail space to be located at the intersection of two state or federally designated highways, which in this case is the intersection of US40 and K-10 Highway. 90 percent of the retail space shall be located on the northwest and northeast corners of US40/6th Street and K-10 Highway, while the remaining 10 percent is to be shared between the southwest and southeast corners. See the K-10/US40 Node discussion below for additional information about the particular land uses on each of the intersection's corners. See Horizon 2020 Chapter 6 – Commercial for further policy guidance regarding CC600 Commercial Centers.

Primary Uses: retail, commercial, office, recreation center

Zoning Districts: CC600 (Community Commercial Center), CC400 (Community Commercial Center), CC 200 (Community Commercial Center), CN2 (Neighborhood Commercial Center), CO (Commercial Office), and PD (Planned Development Overlay) Districts

Intensity: medium

K-10/US40 Node

The following discussion provides additional policy detail regarding the four corners of the K-10/US40 intersection:

Northwest Corner

The northwest corner of US40/6th Street and K-10 Highway is expected to have a mix of uses including a regional recreation center along with retail and other commercial uses. The total allocated retail space for this corner is approximately 180,000 square feet. The location at the intersection of two highways makes this a prime location for commercial uses along with a regional recreation center. A green space buffer along the northern edge of the corner will help provide a transition to the residential neighborhood to the north. There are a number of ways to provide transitions to less intense land uses, such as berms with dense landscaping, open space, fences, etc. This green space buffer could accommodate passive uses such as walking trails, etc.

Northeast Corner

The northeast corner has received approval for a mixture of retail, commercial and residential uses. The retail and commercial uses are located towards the 6th Street and George Williams Way frontages, while the residential uses are in northern portion of the corner. The allocated retail space for this corner is approximately 360,000 square feet. This corner, along with the southeast corner, has the widest range of land use possibilities based on the planned improvements and ready access to city services and infrastructure. Residential development is limited to the northern half of the intersection and will be low and high-density neighborhoods. The residential area serves as transition area between the more intensive retail and commercial uses planned within this corner and the planned low density residential uses north and east of the study area.

Southwest Corner

The southwest corner is meant to ultimately have a mixture of land uses that includes religious, retail and commercial, and employment related uses. The corner currently has a religious use that is designated Public/Institutional. The southern portion of the intersection is designated Office/Industrial/Warehouse. This corner, along with the southeast corner of the intersection is allocated a share of the remaining 60,000 square feet of retail space (10% of the 600,000 square feet of retail for the entire CC600 intersection). As such, the northwest and northeast portions of the corner are designated CC600 to accommodate a share of the available 60,000 square feet of retail along with other commercial uses. A greenspace buffer is located along the southern edge of the intersection and is meant to provide a buffer to future residential uses. There are a number of ways to provide transitions to less intense land uses, such as berms with dense landscaping, open space, fences, etc. This green space buffer could accommodate passive uses such as walking trails, etc.

Southeast Corner

Like its northern counterpart, this corner provides opportunity for a variety of residential, commercial, retail, and office activities. The commercial and retail uses will be located along the northern side of the corner along the 6th Street frontage and are designated CC600. This corner, along with the southwest corner of the US40 and K-10 Highway intersection, is allocated a share of the remaining 60,000 square feet of retail space (10% of the 600,000 square feet of retail for the entire CC600 intersection). This corner currently has developed and planned low density residential uses along the south portion of the corner. A portion has also been rezoned RM24 (High Density Residential) District and is designated High Density Residential. Further, another portion has been rezoned to RSO (Single-Dwelling Residential – Office) District and is designated Residential Office.

Office/Industrial/Warehouse

~~The northwest and southwest corners of US 40/6th Street and K-10 were designated by the West 6th Street/K-10 Nodal Plan for office, research/industrial, and warehouse uses, except for a section designated appropriate for public/institutional activities. A portion of the southwest corner of US 40/6th Street and K-10 Highway node is designated Office/Industrial/Warehouse. The intent of the industrial use is to allow for moderate to high-impact uses including large scale or specialized industrial uses. The office and research uses are characterized by businesses involved in technology, research and scientific-related activities and/or office, office research activities that are designed in a campus like setting. A mixing of land uses is appropriate on this corner. See the K-10/US40 Node discussion above for additional information about the particular land uses on each of the intersection's corners.~~

Primary Uses: office, research, industrial and warehouse

Zoning Districts: IBP (Industrial/Business Park District), IL (Limited Industrial District), IM (Medium Industrial District) ~~IG (General Industrial District)~~ CO (Commercial Office District), and PD (Planned Development Overlay)

Intensity: medium to heavy

Public/Institutional

This designation recognizes an existing site owned by USD 497 for a future school in the area. It also recognizes an existing church near 6th and K-10 and another church at E 902 Rd. and N 1464 Rd.

Primary Uses: Cultural center/library, religious assembly, school, utilities, recreational facilities, utility services

Zoning Districts: RSO (Single Dwelling Residential-Office), RMO (Multi-Dwelling Residential-Office), and GPI (General Public and Institutional)

Intensity: medium

Park/Open Space

The intent of the park/open space use is to provide space for public recreational facilities and natural area preservation.

Primary Uses: Park and open space

Zoning Districts: GPI (General Public and Institutional District), OS (Open Space), UR (Urban Reserve)

Intensity: light

Green Space Buffer

This designation is provided on the northwest and southwest corners of West 6th Street and K-10. It is to provide a buffer for lower intensity uses that will be adjacent to the commercial, office, industrial, and warehouse areas. There are a number of ways to provide transitions to less intense land uses, such as berms with dense landscaping, open space, fences, etc. This green space buffer could accommodate passive uses such as walking trails, etc. This is another use category that is carried over from the West 6th Street/K-10 Nodal Plan.

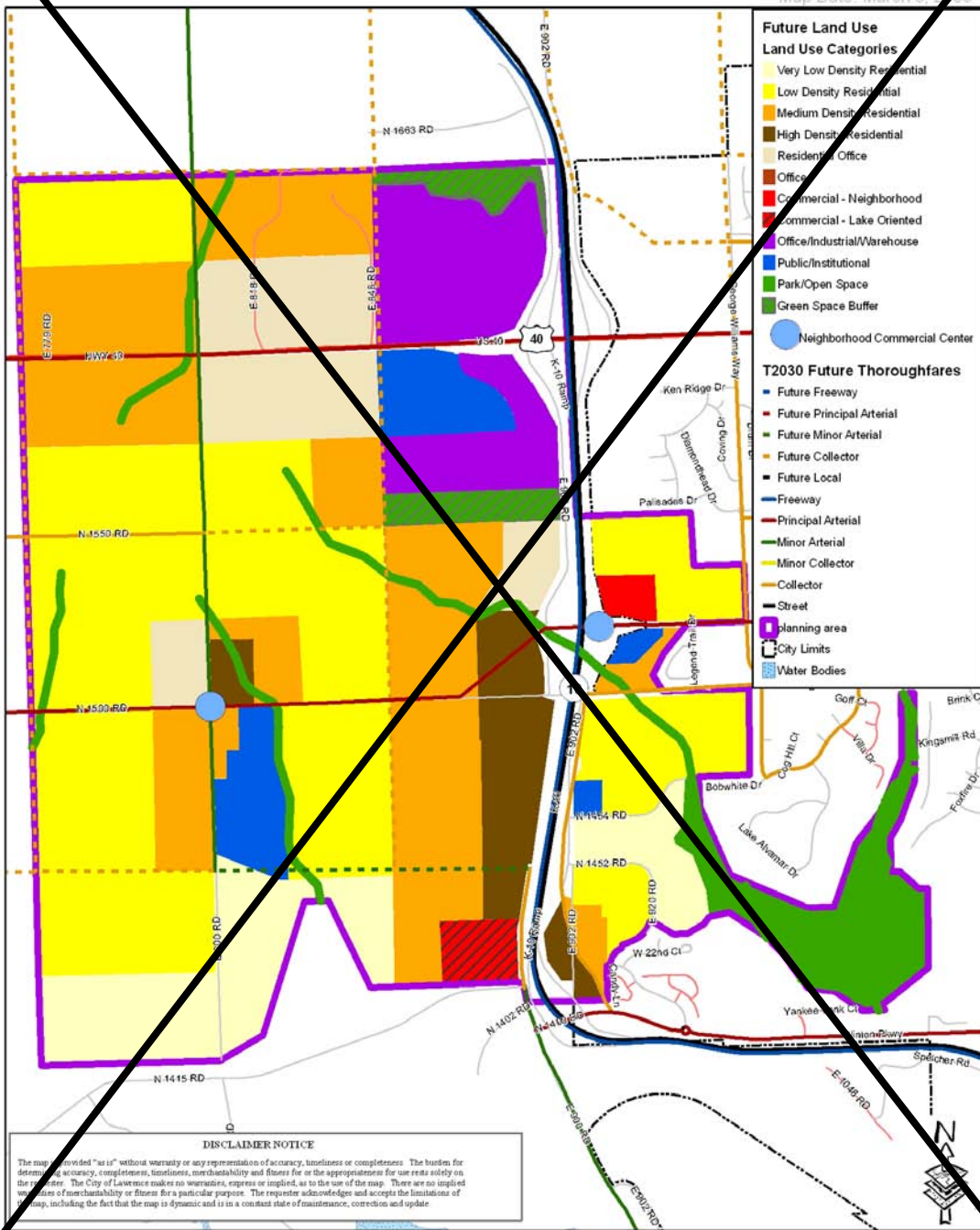
Primary Uses: Open Space

Zoning Districts: GPI (General Public and Institutional District), OS (Open Space), UR (Urban Reserve)

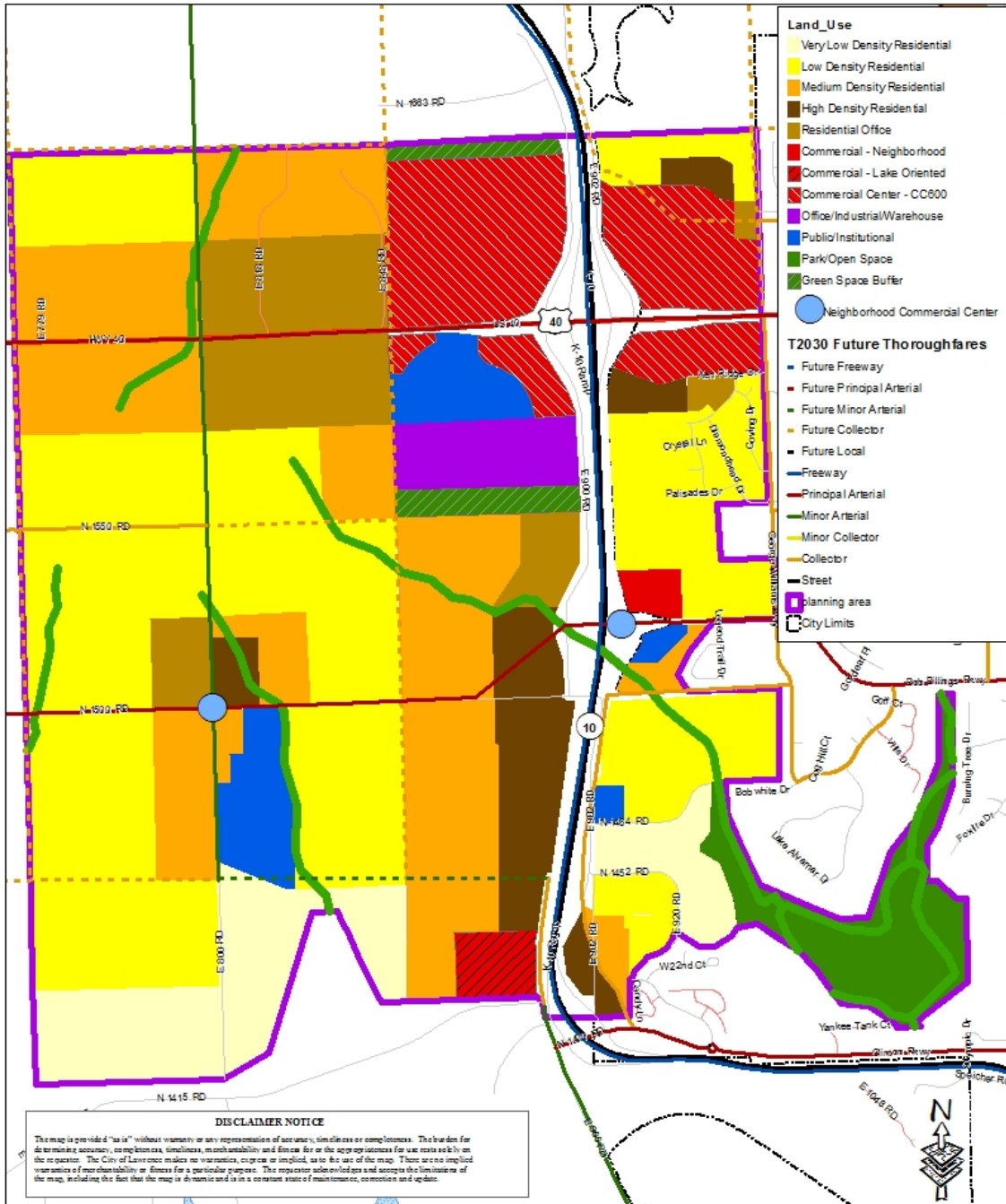
Intensity: light

West of K-10 Plan Map 4-1 Future Land Use

Map Date: March 3, 2009



West of K-10 Plan Map 4-1 Future Land Use



B. TND Future Land Use Model

Landowners/developers wishing to develop TND neighborhoods in the planning area will have to seek approvals for such development under the *Lawrence SmartCode*. The option for TND development will be available throughout the entire planning area. Map 4-2 provides a visual model of TND neighborhoods organized for the *Lawrence SmartCode*. The regulatory Transect categories of the Lawrence SmartCode are listed below.

Lawrence SmartCode Transect Categories

T5: Urban Center

This category includes higher intensity with mixed use and significant retail. This zone is what we think of as Main Street.

Primary Uses: Retail, office, rowhouses, multi-family.

Zoning Districts: T5

Minimum Base Density: 24 units/acre

T4: General Urban

This category is mixed use, but primarily residential urban fabric.

Primary Uses: Urban residential.

Zoning Districts: T4

Minimum Base Density: 12 units/acre

T3: Sub-Urban

This category is low density, suburban areas that allow home occupations.

Primary Uses: Low density suburban residential – allows home occupations.

Zoning Districts: T3

Minimum Base Density: 4 units/acre

T2: Rural Reserve

This is land in open or cultivated state or sparsely settled.

Primary Uses: very low density residential

Zoning Districts: T2

Minimum Base Density: 1 unit/20 acre average

T1: Rural Preserve

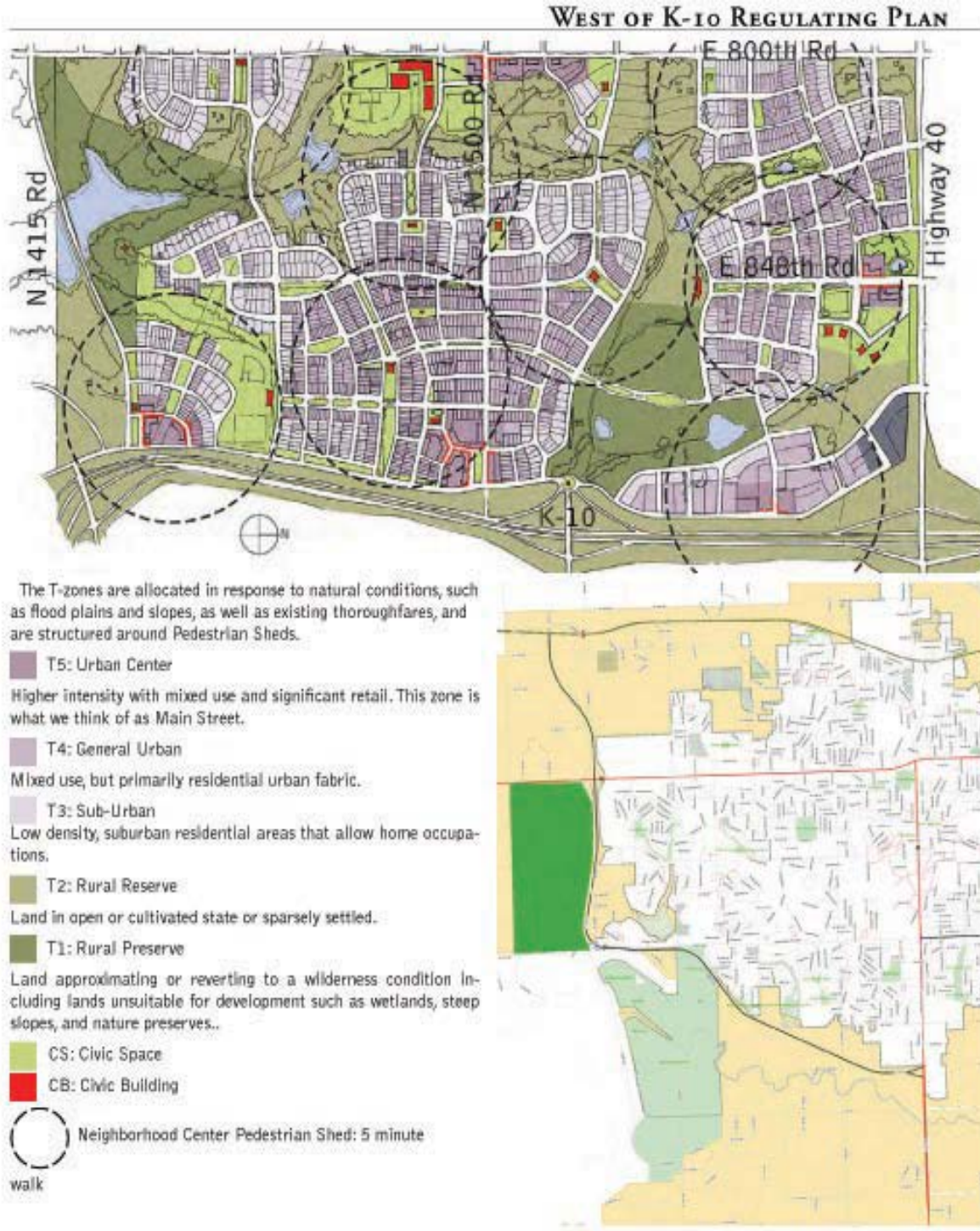
This is land approximating or reverting to a wilderness condition including lands unsuitable for development such as wetlands, steep slopes and nature preserves.

Primary Uses: natural area

Zoning Districts: T1

Minimum Base Density: By Variance Only

Map 4-2: TND Future Land Use Model



V. Great Neighborhoods

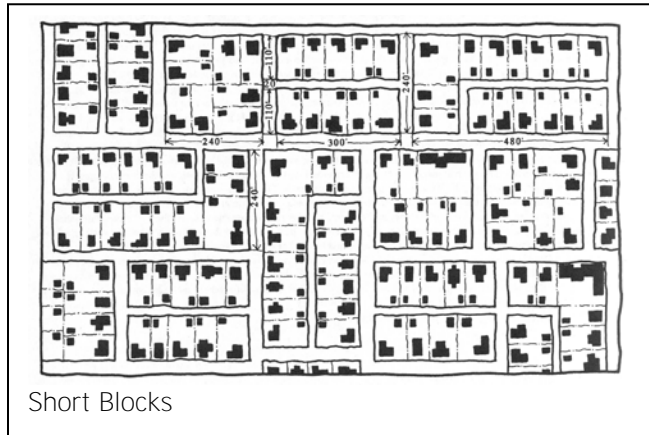
The opportunity to develop unique neighborhoods as Lawrence continues to grow westward is present in the area west of K-10. The key components that will create and knit the neighborhoods together are described below. The following policy language is intended to guide future urban development in a manner that will help create these new neighborhoods to have long lasting value to the community.

A. Neighborhood Connectivity

Streets

Streets within the various neighborhoods of this area shall be connected to each other. The street pattern within neighborhoods does not have to be a strict grid pattern. Streets can meander if terrain makes it necessary. Cul-de-sacs are discouraged, but are appropriate if terrain makes them necessary. The key is that streets connect to each other within neighborhoods and connect to other neighborhoods. Connected streets provide multiple route options for vehicles which can help eliminate the choke points that are created when cars are forced onto a limited amount of streets that carry traffic in and out of neighborhoods.

A key feature of some vital neighborhoods is short blocks. People utilize short blocks more frequently, and they just feel more alive. Short blocks tend to encourage pedestrian activity, while long blocks can feel unsafe from a lack of pedestrian traffic. Blocks for neighborhoods in the area should be short.



Pedestrians

Neighborhoods shall also be connected with pedestrian pathways. This includes the most simple of connections of sidewalks on connected streets. Pathways and trails shall also connect neighborhoods. An extensive system of pedestrian and bike friendly paths could be created by connecting trails in linear parks to the paths on the major roads. Further, where civic uses exist within neighborhoods, all care should be taken to ensure there are safe pedestrian routes and connections to those civic uses. Civic uses include public parks and open space, schools, churches, etc. In addition, commercial development shall be designed to facilitate pedestrian and non-motorized access from abutting areas.

Streets should also be designed to enhance pedestrian safety. Sidewalks shall be placed on both sides of streets. Additionally, parking should be allowed on

one or both sides of the street. This will help to create a slower speed environment for traffic which will help make pedestrian travel safer.

Bicycles

Bicycles are another viable mode of transportation that should be accommodated in the new neighborhoods of this area. Bicycle facilities located on an existing road shall be continued as the road is extended or improved to urban standards. Designated bike routes should be established within this area with attention paid to connecting those routes to the established city system. Bike lanes shall be added to the appropriate streets. Further, multi-use paths that accommodate bicycles should be extended into the neighborhoods from the existing city system. Open space areas should be provided and/or acquired along major thoroughfares and along drainage ways for development of pedestrian and bicycle trails. Utility corridors can also be used in conjunction with trails and parks.

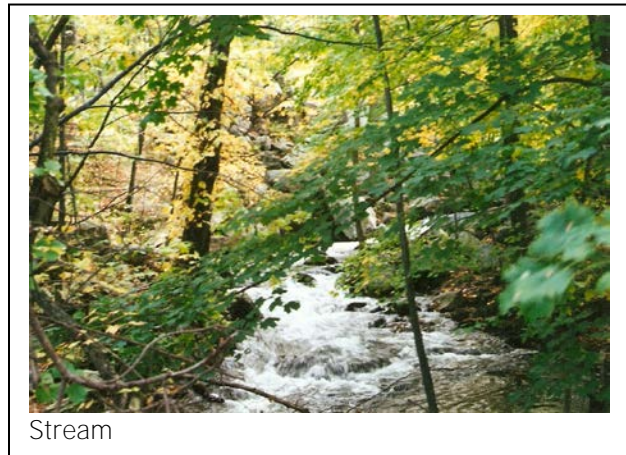


B. Viewsheds

There are areas within the planning area that have great views of Lawrence to the east and rural Douglas County to the southeast. These areas deserve protection as they can be assets to future neighborhoods. Effort should be made to prevent these high points from being graded to a lower level. Further, adjacent development should step down or have height limits to protect the views of the higher points.

C. Environment

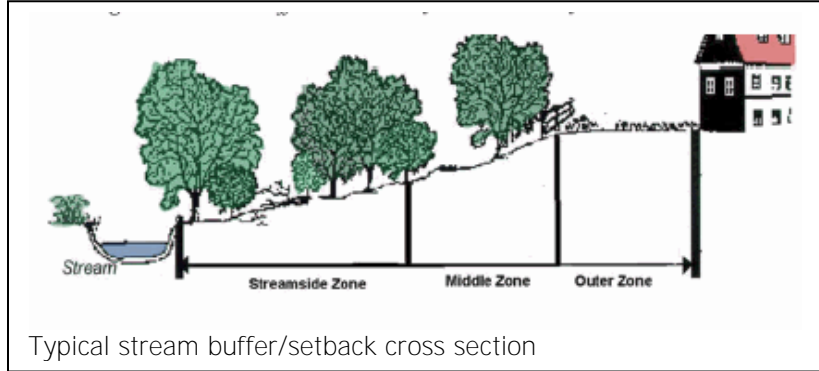
Care should be taken to design new neighborhoods and developments in this area with the natural layout of the land. Preserving the natural systems already in place prior to development should be a priority for the planning area. Streams should follow their natural paths and should not be rerouted or straightened.



One way to accomplish the protection of natural systems is with stream buffer or stream setback regulations. The benefits of such regulations include the reduction of erosion and sediment entering the stream,

preserving the base flows of a stream, providing infiltration of stormwater runoff, and stabilizing stream banks.

This Plan encourages the adoption of a city-wide stream buffer or stream setback ordinance by the City of Lawrence. Setback widths will vary dependent upon land use as well as topography. Regional detention should also be encouraged to take advantage of existing natural geographic features when possible.



Clinton Lake is a major provider of water supply to 7 municipalities including Lawrence and 9 Rural Water Districts. Sediment erosion and runoff during urban development in the planning area poses a risk to that water supply. Sediment erosion control during development activities is a priority for the planning area. While the City of Lawrence has controls in place (Section 9-903 of the City Code), this is an important issue that bears extra emphasis in this Plan.

Sensitive lands, as designated by the *Land Development Code* should be preserved and protected per those standards identified in the code. Street rights-of-way, public utility corridors and building sites should be located so as to minimize their impact on environmentally sensitive areas. Where possible, environmentally sensitive areas to be protected should be located within designated public or private open space, either through dedication, a conservation easement, or control by a homeowner's association. If a review indicates that it is not possible or reasonable to protect sensitive features, mitigation should be incorporated.

D. Gateways

Development shall enhance the identified gateways of the planning area by creating aesthetically pleasing corridors. Aesthetically pleasing landscaped entry ways along gateways should be required. Both public and private property owners are responsible for achieving and maintaining this aesthetically pleasing landscaping.

Further, fencing installations shall incorporate continuous landscaping at the base and edges of the fence to integrate the fence with the site and landscaping. Finally, high quality, aesthetically pleasing building materials should be used.

Map 6-1 is derived from Transportation 2030 (T2030), the Long-Range Transportation Plan for Lawrence and Douglas County.

E 900 Rd currently functions as a frontage road to K-10 Highway, although not continuously. E 900 Rd currently extends from the south and stops near the self storage units near Clinton Lake. E 900 Rd also extends from N 1500 Rd north through the planning area. The road does not extend south from N 1500 Rd. This plan deviates from T2030 by recommending that E 900 Rd. connect between N 1500 Rd and where it stops near the self-storage units. This road will serve as future collector road to handle the new urban density in the area and to provide a connection to Clinton Lake.

B. US Highway 40/West 6th Street

Extraordinary setback

The 50-foot extraordinary setback, in place for most of W. 6th Street between K-10 Highway and Monterey Way, is rooted in the *Western Development Plan*, adopted in 1969. Policy 6 of the *Western Development Plan* states: "A 50 foot easement, in addition to right-of-way required for street and utility purposes, will be required for property being platted adjacent to and on each side of West Sixth Street. This easement will be used as greenspace easement to be landscaped and maintained by the developer or owner of the property". The 50-foot extraordinary setback rule for West 6th Street is located in the joint Lawrence-Douglas County Subdivision Regulations.

This plan recommends establishing an extraordinary setback on US Highway 40 west of K-10 to Stull Road. Establishing the extraordinary setback of 50 feet before urban development begins will help ensure that the cost of right-of-way acquisition for the eventual widening of 6th Street will not be increased because of the added cost to acquire buildings that could be constructed before the widening of the roadway. The extraordinary setback should be repealed after 6th Street is improved to an urban 5-lane road.

Access Management

US Highway 40/West 6th Street is classified as a B Route in a developed area according to the KDOT published *Corridor Management Policy*. According to that policy, B Routes are to be protected by allowing for direct access only when alternative access is infeasible. When direct access is necessary, shared access will be required whenever possible.

The access management standards put in place on West 6th Street between K-10 and Wakarusa Drive only allow access to West 6th Street every ¼-mile. The access management standards were based on the 1998 West 6th Street Access Management Plan. The recommendation of this plan is to continue the access management standards of 6th Street east of K-10 as US Highway 40/6th Street west of K-10 is improved to an urban principal arterial in the future.

Multi-Use Path

A 10' multi-use path was constructed on one side of 6th Street between Wakarusa Drive and K-10 while a 6' sidewalk is on the other side of 6th Street. As 6th Street is improved west of K-10, it is recommended a 10' multi-use path be constructed on one side of the street and a 6' sidewalk on the other side.



Multi-Use Path on 6th Street

C. Bob Billings Parkway/15th Street

Bob Billings Parkway Extended

Bob Billings Parkway currently does not extend to K-10 Highway from the east. Bob Billings Parkway shall be extended to K-10 to provide another connection to K-10 and to provide a direct route to Kansas University from K-10. This connection will help to relieve traffic congestion on 6th Street.

K-10 Highway Intersection

From the east, E 1500 Road currently intersects K-10 Highway with an at-grade intersection. Bob Billings Parkway does not extend from the east to connect to K-10. Urban development will generate large amounts of traffic for which the existing at-grade intersection is not appropriate.

No urban density development west of K-10 Highway will be approved until the City of Lawrence, Douglas County and/or the Kansas Department of Transportation (KDOT) has approved a financing plan, along with a commitment to construct the improvements within a reasonable timeframe, that will

be implemented to address the K-10/15th Street intersection to make it safe to handle urban density traffic. The acceptable solution is a grade separated intersection. Properties north of US Highway 40/6th Street and within ½ mile south of US Highway 40/6th Street will not have to comply with this policy when they develop to urban densities in the future.



E 1500 Rd & K-10 – looking east toward Lawrence.

Possible financing mechanisms in the approved financing plan could include impact fees. An impact fee is a charge on new development to pay for the construction or expansion of off-site capital improvements that are necessitated

by and benefit the new development. Construction of a new interchange at K-10 Highway and Bob Billings/15th Street is a project that would directly benefit the new urban growth west of K-10 Highway.

Multi-Use Path

A 10' multi-use path should be constructed on one side of an improved Bob Billings/15th Street while a 6' sidewalk should be constructed on the other side of the street.

D. E 902 Rd.

T2030 identifies E 902 Rd. as a future collector street that will access Clinton Parkway. Providing this road and the connection to Clinton Parkway should occur as urban scale development happens in southeast corner of the planning area. This will help accommodate the additional traffic that will be generated with urban development.

T2030 shows this road going north from Clinton Parkway generally parallel to K-10 Highway. As shown in T2030, it turns east at N 1500 Rd and connects to George Williams Way, which will take traffic to Bob Billings Parkway. Providing this connection between Bob Billings Parkway and Clinton Parkway is important as the area urbanizes. The final alignment of the road and how that connection is accommodated will be determined when final design decisions are made. Alternative alignments to connect E 902 Rd directly to Bob Billings Parkway could be considered as well.

E. Transit

Future transit service for the planning area should be determined to be warranted or not based on the ultimate land use of employment and commercial activity.

VII. Community Facilities

A. Fire & Medical

A new fire and medical station is planned for 6th Street and K-10 Highway. The new station will serve some of the existing new growth east of K-10 and a good deal of the new growth west of K-10. It is programmed in the City's CIP budget for 2009.

B. Parks, Recreation, and Open Space

Clinton Lake

The west of K-10 area is adjacent to Clinton Lake, one of the cornerstone natural areas of the community. The Clinton Lake property contains the Clinton Lake reservoir and park, Sesquicentennial Plaza, Eagle Bend Golf Course, a sports complex and multi-use and nature trails, among other things. Clinton Lake is a regional attraction that is a jewel for the community.

Controlled access to Clinton Lake is vital for its operation and security. Consideration should be given to establishing a controlled vehicular and/or pedestrian connection to the north side of Clinton Lake. Any type of access, pedestrian or vehicular, would need to be planned accordingly and receive all the necessary approvals. Perhaps an opportunity exists to provide a connection by extending E 800 Rd to connect to N 1415 Road just east of the Clinton State Park office. A single point of controlled pedestrian or vehicular access to the lake at this location would benefit the residents in these new neighborhoods and would provide another entrance/exit to the lake.

Co-Located Facilities

USD 497 and the City of Lawrence co-located facilities when the school district built Free State High School and the City built the Indoor Aquatic Center next door to the school. This model of cooperation and service delivery should be continued west of K-10. USD 497 owns ground west of K-10 for a future school site. Planning for the future school site should happen in conjunction with the City's planning for new park and recreation facilities.



Indoor Aquatic Center

Parks and Open Space

Connecting parks and open space with pedestrian pathways is encouraged in this area. Each neighborhood must contain parks and open space. Parks and open space should be located on usable land that is easily accessible to the majority of the neighborhood in which it is located. Parks and open space may act as focal

points for neighborhoods and also act as edges for neighborhoods. Additional policy language regarding parks and open space is found in Chapter 9 of *Horizon 2020*.

Lake Alvamar is identified by this plan as open space. The importance of the lake to the planning area is its value as an open space amenity and also as a collection lake for stormwater flowing into it. Maintaining this lake for these purposes is important.

VIII. Utilities

Three master plans prepared for the City – 2003 Water Master Plan, 2003 Wastewater Master Plan, and the Stormwater Management Master Plan – form the policy basis for the necessary infrastructure elements that need to be in place prior to urbanizing the area west of K-10 Highway.

It is important to note from Section II (c) and (g) of this Plan that public utility infrastructure currently in place necessary for urbanizing the planning area west of K-10 Highway is scarce. The following details what infrastructure must be in place prior to urbanizing the area.

A. Water

There is a hydrant and a 16", PVC pipe line southeast of the intersection of US 40 and K-10 which is outside of the Lawrence city limits and another line east of K-10 along Bob Billings Parkway, within the City limits. All other properties obtain water either from private wells or from Rural Water District #1.

The 2003 Water Master Plan (see map 8-1) identifies several improvements designed to serve the area west of K-10 Highway. Due to areas of high ground west of K-10 Highway and an inability to adequately serve the area from the existing West Hills Service Level these improvements include a second water main crossing of K-10 Highway and booster pumping station in the vicinity of N 1500 RD and K-10. For redundancy it would be advisable to have a second water main crossing of K-10 Highway prior to development.

Per the 2003 Water Master Plan the improvements required to extend water service to the west side of K-10 Highway, with the exception of the noted booster pump station and future elevated water storage tank, were to be at the developer's expense.

The water distribution network in this area would be designed and constructed as urban development proceeds.

B. Sanitary Sewer

City sanitary sewer is provided to the majority of the properties east of K-10 that are not within Lawrence city limits. There is one 10" and one 8" PVC City sanitary sewer line that cross K-10 to the north and to the south of N. 1500 Road. A portion of the Yankee Tank Creek No. 3 drainage basin could potentially be served by these existing lines. The capacity of these lines as well as the system downstream of these lines including Pump Station PS09 would need to be evaluated based on proposed development.

Per the 2003 Wastewater Master Plan (see map 8-2) Sanitary Sewer Drainage Basins to the west of Yankee Tank Creek No. 3 will be collected by gravity within each basin and then pumped to the Yankee Tank Creek No. 3 system and conveyed via PS09 for treatment at the Wakarusa Water Reclamation Facility.

These areas will need to be evaluated along with the capacity in the receiving systems downstream to determine any necessary improvements.

There is a limited area of the Baldwin Creek Drainage Basins immediately south of 6th Street. Per the 2003 Wastewater Master Plan these areas are to follow their natural drainage and flow to the north of 6th Street for further collection and conveyance.

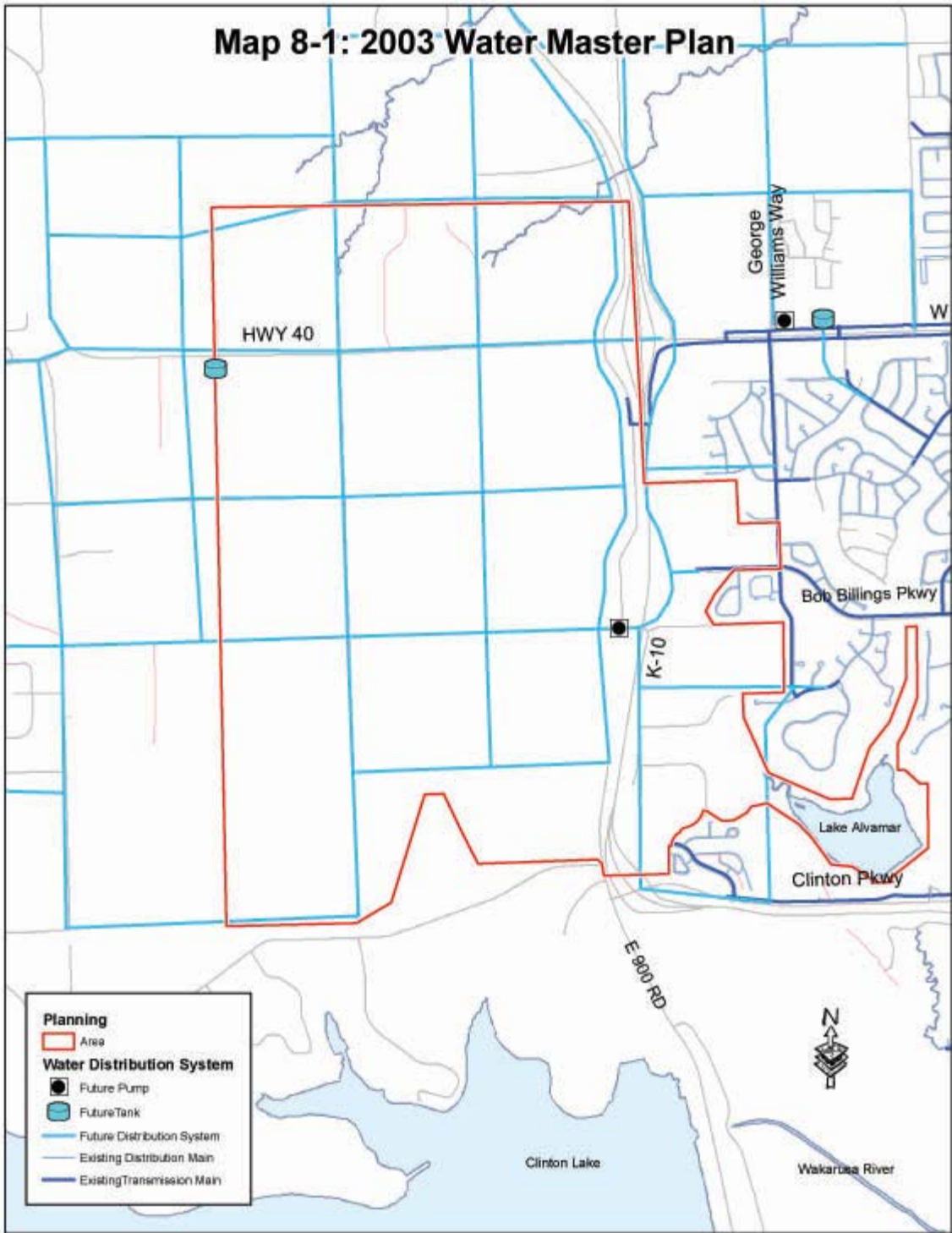
Per the 2003 Wastewater Master Plan the improvements required to extend sanitary sewer service to the west side of K-10, other than those identified as relief improvements to the existing system, were to be at the developer's expense.

C. Stormwater

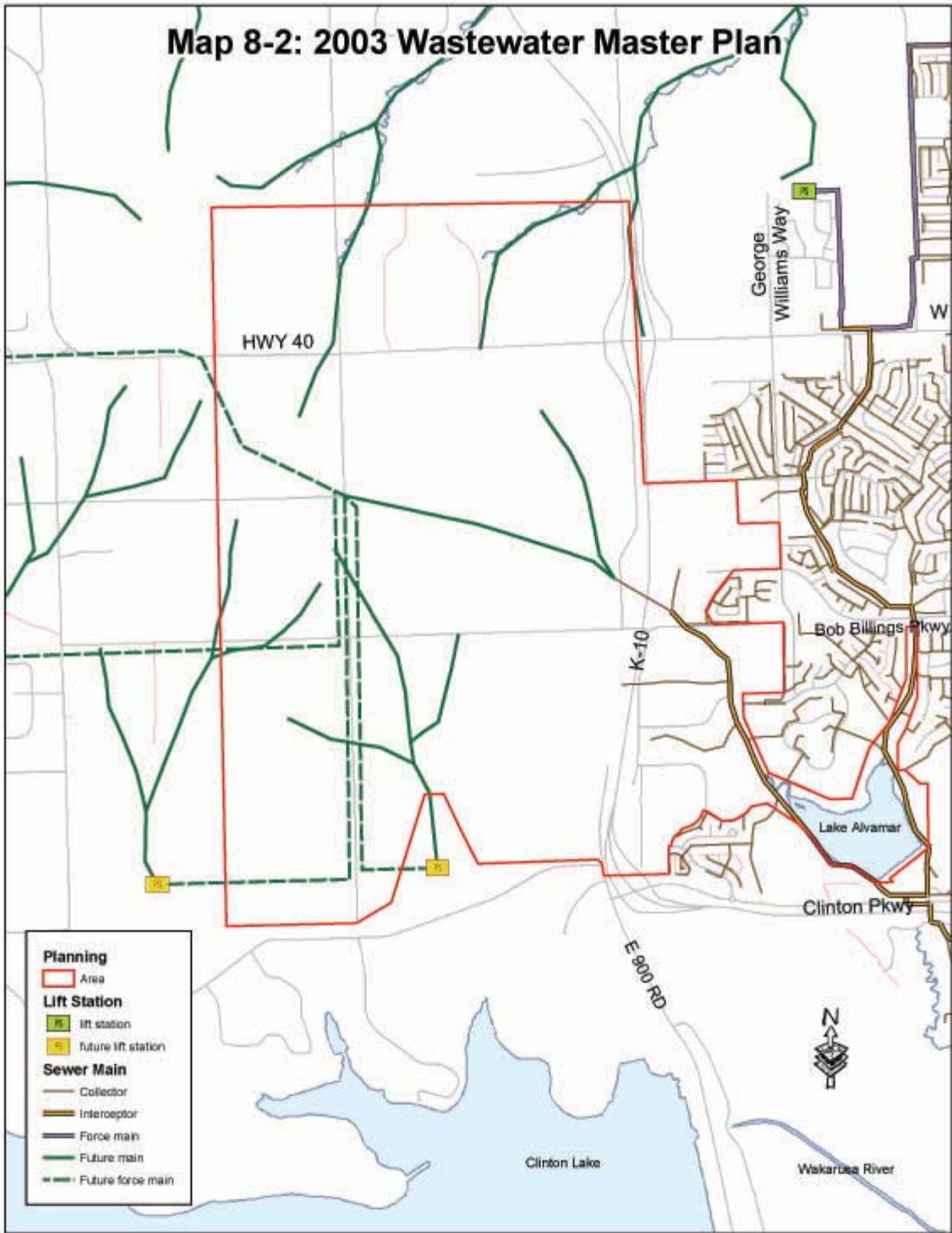
The City of Lawrence completed its *Stormwater Management Master Plan* in 1996, which generated policy governing storm water management. Basically, the policy requires an engineering study to assure drainage systems are designed for the 10-year return period peak flow with overflow channels sufficient enough to convey the 100-year peak flow. Overflow channels are to be covered by drainage easements with land use restrictions, and natural channels are encouraged to remain in their original location. Detention is required where buildings in the drainage basin downstream from the proposed development are frequently flooded during storm events, or where the required engineering study indicates the proposed development would cause flooding of downstream structures not previously affected.

At the time that the *Stormwater Management Master Plan* was created, the majority of the Baldwin Creek drainage basin was outside of the city limits, but the plan did recommend that it be updated at a point in the future to include the Baldwin Creek drainage basin. The Yankee Tank west drainage basin was identified in the 1996 plan, and was found to have a satisfactory 10-year performance rating on the majority of its systems. The plan did note that the area was still developing at the time and the plan should be updated at some point in the future as development happens. Current City policies regarding stormwater management will affect all incorporated areas.

Map 8-1: 2003 Water Master Plan



Map 8-2: 2003 Wastewater Master Plan



IX. Implementation

The purpose of this section is to provide actions that should happen as this Plan is adopted and urban development starts to occur in the planning area. Each implementation action is assigned a group or groups ultimately responsible for completing or approving the action.

- Amend Horizon 2020 Chapter 14, Specific Plans, to include the West of K-10 Sector Plan by reference.
Who: Planning Commission, City Commission, County Commission
- Amend Horizon 2020 Chapter 6, Commercial, to change the designation of K-10 and Clinton Parkway from Neighborhood Commercial Center to Community Commercial Center.
Who: Planning Commission, City Commission, County Commission
- Adopt the Lawrence SmartCode as a development option for new development and infill in Lawrence.
Who: Planning Commission, City Commission
- ~~• Update the *West 6th Street/ K-10 Nodal Plan* to reflect adopted Future Land Use designation of the *West of K-10 Plan*.
Who: Planning Commission, City Commission, County Commission~~
- ~~• Amend subdivision regulations to establish a 50' extraordinary setback on US 40/West 6th Street west of K-10 Highway.
Who: Planning Commission, City Commission, County Commission~~
- Develop a financing plan to improve the intersection of K-10 Highway and 15th Street/Bob Billings Parkway so that it can safely serve urban density development west of K-10.
Who: City Commission, County Commission, KDOT
- Amend Horizon 2020 Chapter 3, General Plan Overview, Map 3-1 Lawrence Urban Growth Area Service Areas & Future Land Use, to reflect the adopted future land use.
Who: Planning Commission, City Commission, County Commission
- Create and adopt a stream buffer or stream setback ordinance.
Who: Planning Commission, City Commission

Commercial Land Use

CHAPTER SIX - COMMERCIAL LAND USE

The Plan's goal is to strengthen and reinforce the role and function of existing commercial areas within Lawrence and Douglas County and promote economically sound and architecturally attractive new commercial development and redevelopment in selected locations.

STRATEGIES: COMMERCIAL DEVELOPMENT

The principal strategies for the development and maintenance of commercial land use areas are:

- Support downtown Lawrence as the Regional Retail/Commercial/Office/Cultural Center with associated residential uses through the careful analysis of the number, scale, and location of other mixed-use commercial/retail developments in the community. Downtown Lawrence is the cultural and historical center for the community and shall be actively maintained through implementation of the adopted design guidelines that regulate the architectural and urban design character of this regional center.
- Establish and maintain a system of commercial development nodes at selected intersections which provide for the anticipated neighborhood, community and regional commercial development needs of the community throughout the planning period.
- Require commercial development to occur in "nodes", by avoiding continuous lineal and shallow lot depth commercial development along the city's street corridors and Douglas County roads.
- Encourage infill development and/or redevelopment of existing commercial areas with an emphasis on Downtown Lawrence and existing commercial gateways. Sensitivity in the form of site layout and design considerations shall be given to important architectural or historical elements in the review of development proposals.
- Improve the overall community image through development of site layout and accessibility plans that are compatible with the community's commercial and retail areas.
- Require new Commercial Centers in the unincorporated portion of Douglas County to be located at the intersection of two hard surfaced County Routes or the intersection of a hard surfaced county route and a state or federally designated highway and no closer than four miles to another Commercial Center in the unincorporated portion of Douglas County.

NODAL DEVELOPMENT

The Goals and Strategies in this chapter center on the Nodal Development Concept for new commercial development and the definitions of the four different categories of commercial nodes: Neighborhood, CC200, CC400, and Regional Commercial. The Nodal Development Concept encompasses all four corners of an intersection, although all four corners do not need to be commercially developed. The concept of nodal development shall also be applied to the redevelopment of existing commercial areas when the redevelopment proposal enlarges the existing commercial area. The following text provides a detailed description of the appropriate uses and development patterns for each respective category of commercial development.

Nodal Development is the antithesis of “Strip Development”. “Strip Development” is characterized by high-intensity, auto-oriented uses, shallow in depth and extending linearly along a street corridor, with little consideration given to access management and site aesthetics. The Nodal Development concept requires the clear termination of commercial development within near proximity of an intersection. Commercial development that does not occur directly at the corner of an intersection must be integrated, through development plan **design and platting with the property that is directly at the intersection’s corner.** Termination of commercial development can be accomplished through a number of methods, including: 1) Placement of transitional uses, such as office and multi-family to buffer the adjoining neighborhood from the commercial area; 2) restricting the extension of new commercial uses past established commercial areas; and 3) defining the boundaries of the development through **the use of “reverse frontage” roads to contain the commercial uses.**

DESIGN STANDARDS

The city shall strive to improve the design of shopping areas. The objective will be to work with commercial developers to achieve compact, pedestrian-oriented centers versus conventional strip malls. The overall goal of these standards is to improve community aesthetics, encourage more shopping per trip, facilitate neighborhood identification and support, and make shopping an enjoyable event.

New design standards shall be developed and adopted which better integrate the centers into the surrounding neighborhoods and create a focal point for those that live nearby. They should include elements that reflect appropriate and compatible site design patterns and architectural features of neighboring areas. Site design and building features shall be reflective of the quality and character of the overall community and incorporate elements familiar to the local landscape. Using a variety of building incentives to encourage mixed use development will bring consumers closer to the businesses

Design elements of particular interest that will receive close scrutiny include:

1. Site design features, such as building placement, open space and public areas, outdoor lighting, landscaping, pedestrian and bicycle amenities, interfacing with adjacent properties, site grading and stormwater management, parking areas and vehicular circulation (including access management).
2. Building design features, such as architectural compatibility, massing, rooflines, detailing, materials, colors, entryways, window and door treatments, backsides

of buildings, service/mechanical/utility features and human-scale relationships.

COMMERCIAL CENTER CATEGORIES

The Comprehensive Plan includes recommendations for the improvement of existing commercial areas and the development of compatible new commercial areas. It establishes a system of commercial and retail development that applies to both existing and new development locations. This system involves the designation of different types of commercial areas to distinguish between the basic role and types of land uses and the scale of development. These include the neighborhood, community and regional commercial classifications. The following descriptions are based upon recognized standards formulated by the Urban Land Institute (ULI) and knowledge gathered by the community through past experiences.

An integral component in the description of each commercial center category is the designation of an amount of commercial gross square footage deemed appropriate for each center classification. However, this plan recognizes that there will be instances in which a rezoning request for a commercial district will not be accompanied by a development plan showing the total amount of gross square footage associated with the rezoning request. In such circumstances, part of the commercial rezoning request shall include a statement regarding the maximum amount of commercial square footage that will be permitted with each particular commercial rezoning request.

■ **Commercial Uses**

For the purposes of this section of the Plan, the term “commercial” means retail businesses as defined as one whose primary coding under the North American Industrial Classification System (NAICS) falls into at least one of the following sectors:

- i. Sector 44-4S: Retail Trade;
- ii. Subsector 722: Food Services and Drinking Places;
- iii. Subsector 811: Repair and Maintenance; and
- iv. Subsector 812: Personal and Laundry Services

~~that sell goods and services on-site for which sales tax is collected. This definition does not include offices uses.~~

■ **Downtown Commercial Center**

The Downtown Commercial Center is the historic core of governmental, commercial, institutional, social and cultural activity. Transitions to adjacent neighborhoods are traditionally provided through alleyways or landscaping improvements rather than a change in use or density. The Downtown Commercial Center is restricted to the historic commercial core of Lawrence. The boundaries of Downtown Lawrence correspond with the boundaries outlined in **the “Comprehensive Downtown Plan”, and are described as:** *starting at the Kansas River, south along Kentucky Street to just south of Vermont Towers, then east to Vermont Street, south along Vermont Street to North Park Street, east along North Park Street to Rhode Island Street, north along Rhode Island Street to 11th Street, west along 11th Street to the alley east of New Hampshire Street, north along the New Hampshire Street alley to 9th Street, east on 9th Street*

to Rhode Island Street, then north on Rhode Island Street to the Kansas River.

The Downtown Commercial Center is the Regional Retail/Commercial/Office/Cultural Center for the community and is considered a destination driver that attracts and serves the area beyond that of the local community. The Downtown Commercial Center has an established development and architectural/urban design pattern. Unique among commercial centers in Lawrence, the Downtown Commercial Center combines a variety of land uses, including governmental, retail, office, public facilities, institutions, churches, and residential. Linear in design, the Downtown Commercial Center is focused along Massachusetts Street with New Hampshire and Vermont Streets serving as secondary activity areas. General building patterns are urban. Mixed-use, multi-story buildings are the most common building form and parking is provided on-street and through community parking lots and parking structures.

Building designs and public improvements are focused on providing a pedestrian-oriented commercial experience. Massachusetts Street has a distinct streetscape with sawtooth parking and a focus on first floor (pedestrian oriented) retail use. Vermont and New Hampshire Streets provide the major vehicular movement patterns and provide access to the majority of the community parking areas. Alleyways, which provide service access, are one of the main character-defining elements that distinguish the Downtown Commercial Center from other commercial centers. To ensure there are a variety of commercial uses, the maximum footprint for an individual store is limited to approximately 25,000 gross square feet. One of the keys to the success of the Downtown Commercial Center is the ability to provide a wide range of leasable square footage that is both flexible and capable of being tailored to a specific use. Construction within the Downtown Commercial Center is regulated by a set of design guidelines administered through an Urban Conservation Overlay Zoning District.

An important ingredient to ensuring the continued viability of Downtown is keeping it the center of the city's **social and institutional activities**. **To maintain downtown as the city and County's** hub of governmental functions; uses and buildings such as City Hall, the County Courthouse, Municipal Library, Douglas County Senior Center, Fire/Medical Department's **Main Office, Police** and Sheriff Offices, the Municipal Pool and the Municipal and District Courts shall remain located in Downtown.

■ ***Neighborhood Commercial Centers***

The typical nodal development concept for Neighborhood Commercial Centers includes commercial on only one corner of an arterial/collector street intersection or arterial/arterial street intersection. The remaining corners are appropriate for a variety of other land uses, including office, public facilities and high density residential. Commercial development shall not be the dominant land use at the intersection or extend into the surrounding lower-density residential portions of the neighborhood. The surrounding residential area shall be provided adequate buffering from the commercial uses through transitional zoning or lower-intensity developments. Transitions shall be accomplished by using a number of methods, such as intensive landscaping and berming, grouping of lower-intensity developments, incorporation of existing natural land features into site layout and design (ex. open space along a creek), or a combination of these methods.

Neighborhood Commercial Centers may contain a variety of commercial uses, including a grocery store, convenience store, and other smaller retail shops and services such as a barbershop or beauty salon. To insure there are a variety of commercial uses and that no one

use dominates a Neighborhood Commercial Center, no one store shall occupy an area larger than 40,000 gross square feet. The only exception is a grocery store, which may occupy an area up to 80,000 gross square feet.

A Neighborhood Commercial Center provides for the sale of goods and services at the neighborhood level. Neighborhood Commercial Centers shall contain no more than a total of 100,000 gross square feet of commercial space with the exception of Neighborhood Commercial Centers that include a grocery store. Neighborhood Commercial Centers that have a grocery store larger than 60,001 gross square feet may have up to a total of 125,000 gross square feet of commercial space.

To ensure that the commercial area in a new Neighborhood Commercial Center has adequate lot size and depth, any proposal for a commercial development shall have a length-to-depth ratio between 1:1 and 3:2.

In order to facilitate the orderly development of future commercial nodes, Lawrence shall **attempt to complete "nodal plans" for each future commercial center in advance of** development proposals.

If a nodal plan had not been created by the city, the need to create a nodal plan for a specific **intersection shall be "triggered" by the first development request (rezoning, plat, preliminary development plan, etc.)** submitted to the Planning Department for any portion of the node. The creation of the nodal plan may involve input from landowners within the nodal area, adjoining neighborhoods and property owners, and appropriate local and state entities. The appropriate governing body (City or County Commission) shall approve the nodal plan before development approval within the nodal area can move forward.

■ ***Mixed-Use Redevelopment Center***

The City of Lawrence includes areas where existing structures that have not been utilized for their original purposes for an extended period of time, have experienced a high turnover rate, or have remained vacant for an extended period of time and, therefore, are suitable for redevelopment. Such areas present potential opportunities for redevelopment into mixed-use centers, offering a mix of residential, civic, office, small-scale commercial, and open space uses. This mixed use is encouraged in individual structures as well as throughout the area.

Mixed-use redevelopment centers shall include a mix of uses designed to maintain the character of the surrounding neighborhood, achieve integration with adjacent land uses, and be no larger than six acres in size. As such, retail uses within mixed-use redevelopment centers shall not exceed 25% of the net floor area within the subject area, and a single retail shop or tenant shall not occupy more than 16,000 square feet of a ground-floor level, net floor area. Neighborhood integration shall also be accomplished by providing transitions through alleyways and use and landscaping buffers, and by ensuring existing structures are incorporated into the new center where possible. New development shall respect the general spacing, mass, scale, and street frontage relationships of existing structures and surrounding neighborhoods. **The City's Historic Resources Administrator shall be contacted if it is likely** that historic structures exist within or near the project area.

Centers shall provide multi-modal services, allowing bicycle, pedestrian, vehicular, and, if

available, transit options. Pedestrians should be able to navigate the site safely and efficiently, and travel to and from the site with ease. Pedestrian-scaled street furnishings, plantings, and gathering places shall be utilized to allow for social activity in public places. Bicycle parking shall be provided when required by the Zoning Regulations, and transit services shall be incorporated into the design where necessary.

■ ***Mixed-Use Districts***

The City of Lawrence includes areas where infill and new development opportunities exist that would appropriately be developed or redeveloped as a mixed-use district. Such areas present potential opportunities for development and redevelopment as mixed-use districts, offering a mix of residential and non-residential uses. This mixed use is encouraged in individual structures as well as throughout the area. There are also areas that are currently mixed use in nature that should be preserved.

Mixed-use districts shall include a mix of uses designed to maintain the character of the surrounding neighborhood, achieve integration with adjacent land uses, and be no larger than 20 acres in size. Neighborhood integration may also be accomplished by providing transitions through alleyways, variation among development intensity, implementation of landscaping buffers, or by ensuring existing structures are incorporated into the development where possible. New development shall respect the general spacing, mass, scale, and street frontage **relationships of existing structures and surrounding neighborhoods.** The City's Historic Resources Administrator shall be included in the review process if it is likely that historic structures exist within or near the project area.

Mixed use districts shall provide multi-modal services, allowing bicycle, pedestrian, vehicular, and transit options. Pedestrians should be able to navigate the site safely and efficiently, and travel to and from the site with ease. Pedestrian-scaled street furnishings, plantings, and public spaces shall be planned to be utilized to allow for social activity. Bicycle parking shall be provided when required by the Zoning Regulations, and transit services shall be incorporated into the design where necessary.

■ ***Inner-Neighborhood Commercial Centers***

A subcategory of this section is Inner-Neighborhood Commercial Centers. Typically, this is an existing commercial area within an established neighborhood. Existing Inner-Neighborhood Commercial Centers are located at:

- Southeast corner of 12th Street and Connecticut Street
- West side of the intersection of 14th Street and Massachusetts Street
- Intersection of N. 7th Street and Locust Street
- 6th Street between Indiana Street and Mississippi Street
- E. 9th Street corridor starting at Rhode Island and going east
- Northeast corner of Barker Street and 23rd Street
- 7th Street and Michigan Street.
- Northeast corner of 13th and Haskell

Redevelopment of these existing Inner-Neighborhood Commercial Centers should be facilitated through the use of alternative development standards that allow for reductions in required parking, open space, setbacks, lot dimensions and other requirements that make it difficult to redevelop existing commercial areas

■ ***Community Commercial Center***

A Community Commercial Center provides goods and services to several different neighborhood areas. It requires a site of sufficient size to accommodate buildings, parking, stormwater detention and open space areas. Although it may include a food or drug store, it is likely to provide a broad range of retail uses and services that typically generate more traffic and require larger lot sizes than found in a Neighborhood Commercial Center. Community Commercial Center uses may include hardware stores, video outlets, clothing stores, furniture stores, grocery store, movie theaters, home improvement stores, auto supply and services, athletic and fitness centers, indoor entertainment centers, etc.

Community Commercial Center (under 200,000 square feet): CC200

The primary purpose of the CC200 category is to provide for the expansion and redevelopment of existing Community Commercial Centers. However, a new CC200 Center can be designated. Expansion of an existing CC200 Center shall not intrude into surrounding residential areas or lower-intensity land uses. Any proposal for commercial expansion or redevelopment occurring in an area designated as a CC200 Center shall include a plan for reducing curb cuts, improving pedestrian connections, providing cross access easements to adjacent properties, and creating and/or maintaining buffering for any adjacent non-commercial uses.

All corners of CC200 Center intersections should not be devoted to commercial uses. CC200 Centers should have a variety of uses such as office, employment-related uses, public and semi-public uses, parks and recreation, multi-family residential, etc.

To insure that there are a variety of commercial uses and that no single store front dominates the CC200 Center, no individual or single store shall occupy more than 100,000 gross square feet. A general merchandise store (including discount and apparel stores) that does not exceed 65,000 gross square feet in size may be located in a CC200 Center. The sum of the gross square footage for all stores that occupy space between 40,000 and 100,000 cannot exceed 50 percent of the gross commercial square footage for the corner of the intersection where it is located. To provide adequate access and adequate circulation, CC200 Centers shall be located at an arterial/collector street intersection or arterial/arterial street intersection.

CC200 Centers shall be located with primary access designed to occur from arterial or collector streets, with secondary access occurring from neighborhood feeder streets or reverse frontage roads. The purpose of the secondary access is to collect internal neighborhood traffic so that accessibility from the adjoining neighborhoods does not require exiting the neighborhood to access community shopping. These secondary access points are intended only for neighborhood traffic. The surrounding street design shall be done in a manner to discourage access to the Commercial Center by non-neighborhood traffic. Pedestrian and bike connection to the neighborhood shall be emphasized along the secondary routes.

In order to facilitate the orderly development of future commercial nodes, Lawrence shall

attempt to complete “nodal plans” for each future commercial center in advance of development proposals.

In the absence of a city created nodal plan, the need to create a nodal plan for a specific intersection will be “triggered” by the first development request (rezoning, plat, preliminary development plan, etc.) submitted to the Planning Department for any portion of the node. The creation of the nodal plan may involve input from landowners within the nodal area, adjoining neighborhoods and property owners, and appropriate local and state entities. The appropriate governing body (City or County Commission) shall approve the nodal plan before approval of the development within the nodal area can move forward.

Community Commercial Center (under 400,000 square feet): CC400

The second category of Community Commercial Centers is the CC400 Center. Although these centers usually average 150,000 gross square feet, they may be as large as 400,000 gross square feet of retail commercial space if justified by an independent market study. CC400 Centers shall be located at the intersection of two arterial streets that have at least a four-lane cross-section or the intersection of a four-lane arterial with a state or federally designated highway.

CC400 Centers shall be located with primary access designed to occur from arterial or collector streets, with secondary access occurring from neighborhood feeder streets or reverse frontage roads. The purpose of the secondary access is to collect internal neighborhood traffic so that accessibility from the adjoining neighborhoods does not require exiting the neighborhood to access community shopping. These secondary access points are intended only for neighborhood traffic. The surround street design shall be done in a manner to discourage access to the Commercial Center by non-neighborhood traffic. Pedestrian and bike connection to the neighborhood shall be emphasized along the secondary routes.

The nodal development concept for CC400 Centers includes the possibility of commercial development on more than one corner of an intersection. The non-commercial corners of a community commercial node are appropriate for a variety of non-commercial retail uses including office, public or religious facilities, health care, and medium- to high-density residential development. Community Commercial development shall not extend into the surrounding lower-density residential portions of neighborhoods. The adjoining residential area shall be provided adequate buffering from the commercial uses through transitional zoning or development. Transitions may be accomplished by using a number of methods, including extensive landscaping and berming, grouping of lower-intensity uses, incorporation of existing natural land features into site layout and design (ex. open space along a creek), or a combination of these methods.

To insure that a specific intersection complies with the CC400 Center nodal standards, a nodal plan for each new CC400 Center must be created. The nodal plan will define the area of the node and provide details including: 1) existing natural features; 2) appropriate transitional uses; 3) appropriate uses for each specific corner of the intersection; 4) access points for each corner; 5) necessary infrastructure improvements; 6) overall flow of traffic in and around the node and the surrounding area; and 7) any other necessary information.

A key element to a nodal plan is the designation of the appropriate uses for each corner of the

node, which shall be governed by the above-listed details. Those details will be used to analyze a potential node. The analysis of the node may readily reveal the appropriate use for each specific corner. However, the analysis may reveal that no one use is appropriate for each specific corner, but instead a variety of uses may be considered appropriate for a specific corner. In a situation where all the corners may be considered appropriate for commercial uses, the location of the commercial space will be dictated by the timing of the development application and the development standards located in this chapter.

In order to facilitate the orderly development of future commercial nodes; Lawrence shall **attempt to complete "nodal plans" for each** future commercial center in advance of development proposals.

If the city has not created a nodal plan, the need to create a nodal plan for a specific **intersection will be "triggered" by the first development request (rezoning, plat, preliminary development plan, etc.)** submitted to the Planning Department for any portion of the node. The creation of the nodal plan may involve input from landowners within the nodal area, adjoining neighborhoods and property owners, and appropriate local and state entities. The appropriate governing body (City or County Commission) shall approve the nodal plan before approval of the development within the nodal area can move forward.

At least 95 percent of the commercial gross square footage in a new CC400 Center shall be located on two corners of the intersection. The remaining five percent shall be located on one of the remaining two corners. To comply with the square footage maximum for a CC400 Center and to ensure that the commercial area has adequate lot size and depth, any commercial development proposal for a single corner shall have a length-to- depth ratio between 1:1 and 3:2 and be a minimum of 20 acres in size. Proposals in which the commercial gross square footage is less than ten percent of the total square footage of the proposal do not have to meet the minimum acreage and lot length-to-depth ratio requirements.

No one store in a CC400 Center shall occupy more than 175,000 gross square feet. The sum of the gross square footage for all stores that occupy space between 100,000 gross square feet and 175,000 gross square feet shall not exceed 70 percent of the gross commercial square footage for the corner of the intersection. If a proposal for a corner of the intersection includes more than 100,000 gross square feet of commercial space, the proposal shall include a single store building that has at least 40,000 gross square feet of commercial space.

Community Commercial Center (under 600,000 square feet): CC600

The third category of Community Commercial Centers is the CC600 Center. The primary purpose of the CC600 center is to provide opportunities for development of new Community Commercial Centers for fringe areas as neighborhoods grow and develop.

These centers allow a maximum of 600,000 square feet of commercial retail space and shall be located at the intersection of two state or federally designated highways. Other uses of a non-retail nature do not have a space limitation. A maximum of 90 percent of the commercial retail square footage in a CC600 center shall be located on two corners of the intersection. The remaining 10 percent shall be located on one or both of the remaining two corners.

CC600 centers should be developed in a nodal development pattern and be part of a specific land use plan that includes the node. The nodal plan shall also address surrounding land uses

| [and provide for adequate transitioning of uses.](#)

■ **Regional Commercial Centers**

A Regional Commercial Center may provide the same services as a Community Commercial Center but should provide a greater variety and number of general merchandise, apparel and furniture stores, among other tenants. Because of the overall scale and mix of uses, a regional retail commercial center attracts and serves a population greater than and beyond that of the community.

The minimum area for a commercial development plan on any corner is 40 acres and the minimum street frontage is 1,400 linear feet. This will ensure a new Regional Commercial Center is capable of development with the critical mass mixture, including sites for multiple big box buildings, required parking, stormwater detention, and open space areas. A Regional Commercial Center node shall not contain more than 1.5 million gross square feet of retail commercial space. The only location for the next Regional Commercial Center is at the intersection of either two state or federal highways, or the intersection of a street identified on the Major Thoroughfares Map as an arterial street and a state or federal highway.

Development of another Regional Commercial Center will have significant impacts on the Lawrence/Douglas County community and its existing retail centers, and will place increased service demands on **the community's infrastructure system. Due to these impacts, consideration** of a Regional Commercial Center by the Planning and City Commissions shall utilize the best available information in the analysis, public hearing and decision making process. Therefore, when the next Regional Commercial Center is proposed, an independent market analysis shall be required at the review and analysis stage and prior to public hearing. The entity proposing the Regional Commercial Center shall provide the funds necessary for the city to hire an independent consultant, selected by the applicant from a list of approved consultants established by the city, to perform the market analysis study.

The market analysis study shall be required, at a minimum, to analyze the proposed Regional Commercial Center based on the following criteria: 1) the overall viability of the commercial proposal and the impact of the proposal on the economic vitality and health of the community in the form of impacts on existing commercial centers; 2) the appropriate phasing or timing of **development of the ultimate center size based on the community's ability to absorb additional** commercial square footage over a three year period; 3) a comparison of the private costs versus public infrastructure and services costs to develop the commercial center proposed; and 4) other factors identified as relevant impacts on the market by either the developer or the city. The three year time period is a typical cycle for a commercial development to go from a concept to the opening of a store.

As with the Community Commercial Center, in order to insure that a specific intersection complies with the Regional Commercial Center nodal standards, a nodal plan for a new Regional Commercial Center shall be created. The nodal plan shall define the area of the node and provide details, including: 1) existing natural features; 2) appropriate transitional uses; 3) appropriate uses for each specific corner of the intersection; 4) access points for each corner; 5) necessary infrastructure improvements; 6) overall flow of traffic in and around the node and the surrounding area; and 7) any other necessary information.

A key element to a nodal plan is the designation of the appropriate uses for each corner of the

node, which shall be greatly governed by the above-listed details. Those details will be used to analyze a potential node. The analysis of the node may readily reveal the appropriate use for each specific corner. However, the analysis may reveal that no one use is appropriate for each specific corner, but instead a variety of uses may be considered appropriate for a specific corner. In a situation where all the corners may be considered appropriate for commercial uses, the location of the commercial space will be dictated by the timing of the development application and the development standards located in this chapter.

If the city has not created a nodal plan, the need to create a nodal plan for a specific **intersection shall be “triggered” by the first development** request (rezoning, plat, preliminary development plan, etc.) submitted to the Planning Department for any portion of the node. The creation of the nodal plan may involve input from landowners within the nodal area, adjoining neighborhoods and property owners, and appropriate local and state entities. The appropriate governing body (City or County Commission) shall approve the nodal plan before development approval within the nodal area can move forward.

■ ***Existing Strip Commercial Developments***

Existing strip commercial development areas are characterized by developments that do not meet current standards for lot dimensions and area, lot frontage, curb cut location(s), or the presence of internal frontage roads for cross access. These areas developed at a time when development standards permitted smaller lots, shallower lot depth, minimum spacing between curb cuts and multiple access points from a site to an arterial street; traffic studies were also not required prior to development at that time. These strip commercial development areas have become obsolete as a result of their inability to adjust to increased traffic volumes and congestion, current needs for site area and depth for redevelopment, and the changing patterns of shopping of the motoring public. As these strip areas become less desirable locations, the ability to redevelop individual lots becomes a matter of both property owner and community concern. The community concern is primarily with the creation of vacant, undeveloped or underdeveloped commercial areas that have the potential to blight the city’s gateways.

A combination of innovative tools should be developed to assist owners of lots within the existing strip development areas to redevelop. These tools need to include regulations that provide accommodations for shallow lot depth, the combination of lots and access points, and the creation of cross access between lots to minimize the need for individual lot access to arterial streets. In addition, other tools of a policy nature which would be helpful to redevelopment need to be considered and, where appropriate, adopted by the appropriate governing bodies. These tools may include the ability for establishment of public/private partnerships, special overlay districts, modified development standards for redevelopment based on an adopted redevelopment plan, tools to assist in lot consolidation and purchase, adopted access management plans and access point relocations, special benefit districts for sidewalks and public transportation stops, assistance in acquiring cross access easements, and similar tools providing community benefit.

Existing Strip Commercial Development areas shall not be permitted to expand or redevelop into the surrounding lower-intensity areas. Redevelopment within Strip Commercial Development areas shall be approved only when the redevelopment complies with any adopted redevelopment plan or access management plan for the area. Cross access easements and curb cut consolidation should be considered a standard element of any redevelopment plan, as shall

a solid screen or buffer along all property lines that adjoin residentially zoned or developed areas.

■ ***Auto-Related Commercial Centers***

A unique type of commercial development is an Auto-Related Commercial Center. These centers include a wide variety of uses such as auto sales and repair, truck stops, restaurants, hotels, and other similar uses. However, these uses are not limited to Auto-Related Commercial Centers. A common feature of all these uses is that they typically have a small amount of commercial square footage under roof, but require a large amount of acreage.

Because these centers have a limited variety of uses and a relatively small amount of commercial square footage, Auto-Related Commercial Centers do not fit within the definition of a Community or Regional Commercial Center. These types of centers are very intensive and therefore need to be directed to areas that have an ability to handle the intensive nature of an Auto-Related Commercial Center.

Auto-Related Commercial Centers shall be located at the intersection of two state or federally designated highways. To ensure that the Auto-Related Commercial Centers develop in a planned manner that provides a positive benefit to the community, Auto-Related Commercial Centers shall have a lot length-to-depth ratio of 3:2 and must be a minimum of 20 acres in size.

All the potential locations of an Auto-Related Commercial Center are in areas that serve as **“gateways” into the city. Since they are in “gateway” areas, any proposal for an Auto-Related Commercial Center shall be closely scrutinized for architectural appearance, landscaping, signage, etc.**

■ ***Recreational Uses***

Commercial uses that are primarily physical recreation in nature (uses such as go-karts, skating rinks, bowling alleys, basketball arenas, soccer arenas, miniature golf, pitch and putt golf, etc.) may be located in the appropriate Commercial Center classification. High levels of noise and light can be generated by Recreational Uses. Because of this high level of noise and light, Recreational Uses shall be compatible with the surrounding existing or planned uses. Proposals for such uses do not need to meet the size or ratio requirements stated in the respective Commercial Center definitions. Proposals for Recreational Uses shall provide adequate buffering for adjacent non-commercial uses, shall use a minimal number of curb cuts, and provide cross access easements to adjoining properties.

If a Recreational Use is proposed in a Neighborhood or CC200 Center, the amount of commercial gross square footage occupied by the Recreational Use shall be counted toward the maximum amount of commercial gross square footage allowed. A Recreational Use located in a CC200 can occupy up to 50,000 gross square feet. The purpose of regulating the size of Recreational Uses in Neighborhood and CC200 Centers is to preserve and protect the smaller, neighborhood scale associated with these types of Centers.

The amount of commercial gross square footage occupied by Recreational Uses located in a CC400 or a Regional Commercial Center shall not be counted toward the maximum amount of gross commercial square footage allowed in the respective Commercial Center. The square

footage of a Recreational Use is not included in the total commercial square footage because CC400 and Regional Commercial Centers are typically larger-scale commercial developments. This reduces the impact of the Recreational Use on the scale and massing of the CC400 or Regional Center.

The acreage used to accommodate a Recreational Use may be used to meet the minimum acreage requirements for a respective Commercial Center, if the Recreational Use and additional commercial uses at the corner of the node are integrated together.

Community facility-type recreational facilities can be located in non-commercial areas if given the extra scrutiny that is associated with the issuance of a special permit such as a ~~Use Permitted upon Review~~ Special Use Permit.

LAWRENCE - EXISTING COMMERCIAL AREAS

Lawrence currently has a number of commercial and retail development areas:

- Downtown Lawrence
- N. 2nd Street and N. 3rd Street
- Iowa Street (Harvard Street to W. 6th Street)
- S. Iowa Street (23rd Street to the South Lawrence Trafficway)
- W. 23rd Street (Iowa Street to the existing commercial development east of Louisiana Street)
- E. 23rd Street (Learnard Street to Harper Street)
- W. 6th Street (Alabama Street to Iowa Street)
- W. 6th Street (Iowa Street to Kasold Drive)
- W. 6th Street and Monterey Drive
- W. 6th Street and Wakarusa Drive
- Clinton Parkway and Kasold Drive
- Clinton Parkway and Wakarusa Drive
- 19th Street and Massachusetts Street
- 19th Street and Haskell Drive
- 15th Street and Kasold Drive
- 15th Street and Wakarusa Drive
- 9th Street (Kentucky Street to Mississippi Street)

Existing commercial areas in Lawrence will need to be upgraded in the future to remain viable in the marketplace. The Plan calls for the incremental improvement of these existing developments through the addition of landscaping and aesthetic improvements as uses change. Some existing developments may be converted to other uses as needs change within the community. Specific land use recommendations for the existing commercial development areas are provided below.

- ***Downtown Lawrence***

Throughout the development of this Plan, the need to preserve, improve and enhance Downtown Lawrence has been shown to have broad community support. Goals and policies in the Plan are written to ensure Downtown Lawrence remains competitive and viable as a

Regional Retail Commercial Center. Downtown Lawrence shall remain the Regional Retail/Commercial/Office/Cultural Center because it is: 1) a physical and cultural symbol of the strength of the community; 2) a gathering point for many civic and cultural functions; 3) the "historic core" of the community which establishes a vital continuity between the past and the present community; and 4) the site of major public and private investment.

The Comprehensive Downtown Plan reiterates the specific functions of a downtown. These functions include provisions for a retail core, office space, entertainment services, peripheral residential development, cultural facilities (including performing arts, museums and libraries) community social needs (including club and organizational meeting facilities), government offices and facilities, health services, convention and hotel facilities. The Comprehensive Downtown Plan also states this area should provide, "the economic, physical and aesthetic environment around which the populace can develop an intense pride in the community, a focal point for identification and drawing together for common interests, a meeting place where people can communicate and relax -- the heart of the city".

To distinguish Downtown Lawrence from other commercial and retail areas, and to preserve and enhance its role in the community, Downtown Lawrence is designated as the Regional Retail/Commercial/Office/Cultural Center and shall be the only location within the planning area developed for such use. Gateways to Downtown Lawrence should be emphasized and enhanced to contribute to the "sense of place" of this unique area of the community.

The distinction as the Regional Retail/Commercial/Office/Cultural Center, above and beyond other commercial areas within the community, is significant. Downtown Lawrence serves the greater needs of the community as a focal point for social, community and governmental activities. The Plan's goals and policies encourage the continued development of a broad mix of uses in downtown Lawrence with an emphasis on retail as a major land use. It is vital to the community's well-being that Downtown Lawrence remain the viable Regional Retail Commercial Center.

For Downtown Lawrence to remain economically stable and vital there is a need to expand the boundaries beyond the current configuration illustrated in the adopted Comprehensive Downtown Plan. This anticipates the need to provide additional parking areas and locations for commercial and public-related development in the future. At this time, the Comprehensive Plan does not recommend areas for downtown expansion, but opportunities for expansion and redevelopment do exist within the current boundaries of Downtown Lawrence. Action to expand Downtown Lawrence can only be reasonably undertaken following a comprehensive re-evaluation of downtown needs, assets, growth potentials, use mix, and preferred locations for conservation and development. Re-study of the Comprehensive Downtown Plan should explore the following options to improve Downtown Lawrence: development of a comprehensive parking plan and implementation schedule, evaluation of transportation options, improvement of access to downtown from the east, west and south, and inclusion of more uses along the river and integration of these developments into downtown.

- ***N. 2nd Street and N. 3rd Street***

The Comprehensive Plan recommends that N. 2nd Street and N. 3rd Street play an enhanced role in the community as a commercial corridor, acting as an important entryway/gateway to Lawrence. This corridor is considered to be an Existing Strip Commercial area. The

Comprehensive Plan identifies the intersection of the N. 3rd Street and I-70 as a possible location for an Auto-Related Commercial Center.

Marginal, obsolete and underutilized sites and incompatible uses along this corridor should be redeveloped or reconstructed. For example, existing heavy industrial uses along the northern portion of the corridor should be relocated within the planning area and the sites redeveloped with compatible commercial, service or retail uses. New development and redevelopment shall include improved parking, signage and landscaping improvements that enhance the overall aesthetic and environmental conditions along the corridor. The city should encourage and work with land owners to undertake property improvement within the area. The city should consider special financing mechanisms, such as benefit districts or tax increment financing to assist in private and public improvement projects for the area.

Historically, the North Lawrence area including the N. 2nd and N. 3rd Street corridor has had repeated floodwater and stormwater problems. The Comprehensive Plan recommends that a comprehensive drainage study be completed as soon as possible and before any additional new development occurs along the N. 2nd Street and N. 3rd Street corridor. The study shall be a joint project between the city and private property owners. The drainage study shall provide a plan for addressing existing flooding and stormwater problems, as well as devising a plan for dealing with additional runoff from future development in the area.

- ***N. Iowa Street (Harvard Road to W. 6th Street)***

N. Iowa Street is considered an existing Community Commercial Center limited to 200,000 square feet of commercial gross square footage (CC200 Center). The N. Iowa Street area includes a variety of independent developments and the Hillcrest Shopping Center. Most parcels within the northern segment are already developed. Future development and redevelopment shall occur within the existing commercially zoned areas and shall emphasize coordinated access control and transition yard improvements with adjoining residential areas.

- ***S. Iowa Street (23rd Street to K-10)***

S. Iowa Street is considered an existing Regional Commercial Center. S. Iowa is a strip development that is intensely development between 23rd Street and K-10. The corridor connects with existing commercial development along 23rd Street. With recent development at the northeast corner of 31st Street and Iowa Street, and the location of several discount stores in close proximity to one another, this commercial corridor has evolved into a Regional Commercial Center, serving regional shopping and entertainment needs.

K-10 provides a physical barrier and edge to the commercial corridor that has developed. Additional retail commercial uses shall not occur south of the highway, except for the possible location of an Auto-Related Commercial Center. Two of the four corners of the intersection have existing auto-related uses. Located at the northwest corner is a hotel and an automobile dealership is located on the northeast corner. Because of access to two major highways (K-10 and US-59) the area south of K-10 could be a location for an Auto-Related Commercial Center. Both corners are an appropriate location for an Auto-Related Commercial Center, provided that the floodplain issues for the southwest corner can be addressed.

Commercial property exists both east and west of S. Iowa Street along 31st Street. Emphasis

shall be given to maintaining this commercial node and requests to extend the commercial corridor for additional retail development shall not be considered; however office and office research activities would be appropriate land uses along this arterial corridor.

In general, development and redevelopment along the Iowa Street segment shall emphasize consolidated access, frontage roads, coordinated site planning and design, and high quality development. Development signage should be in scale with sites and should complement and not compete with signage of adjoining parcels. Improved landscaping would enhance the visual appeal of the corridor. Landscaped transition yards should be established between residential and non-residential uses.

- ***W. 23rd Street (Iowa Street to the existing commercial development east of Louisiana Street)***

The W. 23rd Street corridor is an Existing Strip Commercial area. The commercial development along W. 23rd Street is the prototypical "strip development" that is centered on the automobile. This area was once considered to be one of Lawrence's most desirable locations for a retail business. However, the status of the W. 23rd Street corridor as a highly desirable retail location has been supplanted by retail developments at South Iowa and in the western portion of the city.

The 23rd Street corridor will remain an important commercial location in the city. For the segment of the corridor between S. Iowa Street and Tennessee Street, the Plan emphasizes visual site improvements related to signage, landscaping and development design. A key factor in the long-term stability of this area is the improvement of traffic access and operations as properties along this corridor redevelop. If access and circulation are not simplified and the area made comfortable to the motorist, shoppers may seek other portions of the community in which to do business. In cooperation with property owners, the city should undertake parkway landscaping improvements. This action, coupled with placing utility lines underground (wherever practical), will help to improve the physical image of the area. All new development or redevelopment occurring along this corridor shall be required to consolidate curb cuts and provide access easements to adjoining properties.

Landscape and screening improvements between commercial and residential areas are particularly important along this segment where development is compact and differing land uses are situated in close proximity.

- ***E. 23rd Street (Learnard Street to Harper Street)***

E. 23rd Street is an Existing Strip Commercial Development. Redevelopment and infill opportunities are available along the entire corridor and are emphasized along the older commercial segment of 23rd Street, east of the Santa Fe Railroad. This area has historically been a "fringe location" and has not been developed as intensively as the western section of 23rd Street. The Comprehensive Plan recommends the area maintain a community commercial focus. A substantial amount of property exists between Haskell Avenue and Harper Street that should be redeveloped to geographically balance commercial development occurring in other areas of the community. The area should become more retail and office in orientation. Future development and redevelopment shall include parcel consolidation and re-subdivision to establish properly sized and configured commercial sites to encourage a coordinated and unified

development pattern.

Like the Iowa Street corridor, emphasis is also placed on improved and coordinated signage in scale with development, as well as on minimizing curb cuts on 23rd Street.

- ***W. 6th Street (Alabama Street to Iowa Street)***

This is the oldest section of the W. 6th Street corridor and is an Existing Strip Commercial Development. There are a variety of uses along this corridor, but the primary two are fast food restaurants and medical offices and supplies. This section is typical strip development with small individual lots, each with a curb cut onto W. 6th Street. The Comprehensive Plan does not recommend the expansion of this area beyond the property currently zoned commercial or office. All new development or redevelopment occurring along this corridor shall be required to consolidate curb cuts and provide access easements to adjoining properties.

- ***W. 6th Street (Iowa Street to Kasold Street)***

This portion of the W. 6th Street corridor is an Existing Strip Commercial Development. The development patterns along this section of W. 6th Street are newer than eastern portion of W. 6th Street. However, the commercial area is still a **"strip development"**, characterized by numerous curb cuts and intensive retail development fronting the majority of W. 6th Street. The Comprehensive Plan does not recommend the expansion of this area beyond the property currently zoned commercial or office. All new development or redevelopment occurring along this corridor shall be required to consolidate curb cuts and provide access easements to adjoining properties.

- ***W. 6th Street and Monterey Way***

The intersection of W. 6th Street and Monterey Way is an existing Neighborhood Commercial Center with a nodal development pattern. The Comprehensive Plan does not recommend expanding the commercial uses beyond the existing commercially zoned property.

- ***W. 6th Street and Wakarusa Drive***

The intersection of W. 6th Street and Wakarusa Drive is an existing Community Commercial Center limited to 200,000 square feet of commercial gross square footage (CC200 Center) with a nodal development pattern. While this intersection is designated a CC200 Center, there already exists more commercial gross square footage at the intersection than is recommended for a CC200 Center.

Portions of the intersection of W. 6th Street and Wakarusa Drive are still developing. However, the southern half of the intersection is completely developed and shall not be expanded beyond the existing commercially zoned property. The northern half of the intersection is undeveloped. Commercial development of this portion of the intersection shall not extend beyond Overland Drive (extended) to the north, Congressional Drive (extended) to the west; and Champion Lane (extended) to the east. Development proposals for the northern portions of the intersection shall include not only commercial uses, but also a variety of other uses including office, community, recreational and multi-family uses.

- ***Clinton Parkway and Kasold Drive***

The intersection of Clinton Parkway and Kasold Drive is an existing Neighborhood Commercial Center with a nodal development pattern. The Comprehensive Plan does not recommend expanding the commercial uses beyond the existing commercially zoned property.

- ***Clinton Parkway and Wakarusa Drive***

The intersection of Clinton Parkway and Wakarusa Drive is an existing Neighborhood Commercial Center with a nodal development pattern. The Comprehensive Plan does not recommend expanding the commercial uses beyond the existing commercially zoned property.

- ***E. 19th Street and Massachusetts Street***

The intersection of 19th Street and Massachusetts Street is an existing Neighborhood Commercial Center with a nodal development pattern. The Comprehensive Plan does not recommend expanding the commercial uses beyond the existing commercially zoned property. New development and redevelopment proposals for this area shall include plans for the consolidation of curb cuts and provision of cross access easements to adjoining properties.

- ***E. 19th Street and Haskell Avenue***

The southeast corner of the intersection of E. 19th Street and Haskell Avenue is an existing Neighborhood Commercial Center with a nodal development pattern. The commercial zoning at this intersection includes the city park property on the southwest corner of the intersection. The Comprehensive Plan does not recommend expanding the commercial uses beyond the **current commercial zoning at the southeast corner. Enhancement of the corner's existing retail space** is highly encouraged. Like the Inner-Neighborhood Commercial Centers, this area would benefit from a reduction in development standards that would increase the potential for redevelopment.

- ***W. 15th Street and Wakarusa Drive***

The intersection of W. 15th Street and Wakarusa Drive is an existing Neighborhood Commercial Center with a nodal development pattern. The southeast corner is commercially zoned. The current uses at this corner are a bank and small shopping center. The Comprehensive Plan does not recommend expanding the commercial uses beyond the existing commercially zoned property.

- ***W. 15th Street and Kasold Drive***

The northeast corner of the intersection of W. 15th Street and Kasold Drive is an existing Neighborhood Commercial Center with a nodal development pattern. The commercial zoning at this intersection includes the southwest corner. The Comprehensive Plan does not recommend the expansion of commercial uses beyond the footprint of the existing retail uses on the northeast corner.

- ***W. 9th Street (Kentucky Street to Illinois Street)***

This area is an existing Neighborhood Commercial Center with a strip development pattern that

serves as a gateway into Downtown Lawrence. The group of buildings at the northeast corner of W. 9th Street and Indiana Street has a scale and configuration of structures similar to Downtown Lawrence. The majority of the development along this corridor is characterized by stand-alone structures with multiple curb cuts. New development and redevelopment proposals along this corridor shall include consolidation of curb cuts and cross access easements to adjoining properties. Because the corridor serves as a gateway to Downtown Lawrence, the Downtown Architectural Design Guidelines should be amended to specifically address this area.

Existing Commercial Areas	Strip	Nodal	Approximate Built Square Footage*	Neighborhood Commercial	Existing Strip Commercial	CC200	CC400	Regional Commercial
Downtown	X		1.3 million					X
N. 2 nd St and N. 3 rd St	X		225,000		X			
Iowa (Harvard Rd to W. 6 th St)		X	190,000			X		
S. Iowa (23 rd St to K-10)	X		1.3 million					X
W. 23 rd St (Iowa St to Louisiana St)	X		660,000		X			
E. 23 rd St (Learnard St. to Harper St.)	X		190,000		X			
6 th St (Alabama to Iowa St)	X		140,000		X			
W. 6 th St (Iowa to Kasold)	X		209,000		X			
W. 6 th St & Monterey Way		X	100,000	X				
W. 6 th St & Wakarusa Dr		X	400,000			X		
Clinton Pkwy & Kasold Dr		X	110,000	X				
Clinton Pkwy & Wakarusa Dr		X	28,000	X				
E. 19 th St & Massachusetts St		X	95,000	X				
E. 19 th St & Haskell Ave		X	27,000	X				
W. 15 th St & Kasold Dr		X	50,000	X				
W. 15 th St & Wakarusa Dr		X	19,000	X				
9 th St (Kentucky St to Illinois St)	X		40,000	X				

* This column includes all approved gross square footage of commercial space.

Linear and Nodal development definitions follow the definitions found on page 6-2.

The definitions of Neighborhood, Existing Strip Commercial, CC200, CC400, and Regional Commercial Centers are on pages 6-3 through 6-12.

A list of existing Inner-Neighborhood Commercial Centers is found on page 6-7.

LAWRENCE - NEW COMMERCIAL AREAS

All new commercial and office development shall occur in accordance with the plan recommendations. New commercial, retail and related uses shall be developed as a node with shared parking areas, common access drives, and related design and appearance. Nodes shall be positioned and oriented to the primary street intersections where they are located, avoiding a "strip" pattern as a result of extension of commercial uses along the streets from where the node originated.

Commercial nodes include other important community services and facilities, such as satellite post offices, police, fire and emergency services, religious facilities, community centers and other services and institutions. Inclusion of these uses assists the integration of the commercial area into the overall neighborhood, serving multiple communities and service needs in a single location, and creating physically distinctive use areas apart from traditional commercial areas.

The Comprehensive Plan includes recommendations for the location of new commercial development. As the community grows, it may be necessary to change the recommended location of a Commercial Center(s) or not use a designated intersection for a commercial uses. If there is a need to move the recommended location of a Commercial Center or downgrade the recommended size of a center, the Comprehensive Plan shall be amended. Through the amendment process, the proposed location and/or change in size of the Commercial Center will be reviewed based on the effects the change will have on infrastructure systems, the surrounding land uses, the neighborhood and the community-at-large.

The Comprehensive Plan does not support increasing the size or number of new Commercial Centers, however small, new inner-neighborhood centers are possible and/or anticipated as part of an overall new planned neighborhoods.

- ***Inner-Neighborhood Commercial Centers***

New Inner-Neighborhood Commercial Centers shall be allowed in very unique situations, such as when Center is part of an overall planned neighborhood development or can be easily integrated into an existing neighborhood. Inner-Neighborhood Commercial Centers are to be an amenity to the adjacent residents and serve only the immediate neighborhood.

A new Inner-Neighborhood Commercial Center shall have no gas pumps, drive-thru or drive-up facilities. The Center shall be pedestrian oriented and have no more than 3,000 gross square feet of commercial space. The Center shall be located on a local, collector or arterial street. It may also take access from an alley. Inner-Neighborhood Commercial Center uses may include book stores, dry cleaning services, food stores, beauty salons, etc. Inner-Neighborhood Commercial Centers may also include residential uses.

New Inner-Neighborhood Commercial Centers shall be designed as an integrated part of the surrounding neighborhood so that appearance of the commercial area does not detract from the character of the neighborhood.

Horizon 2020 does not specifically indicate the location of new Inner-Neighborhood Commercial Centers due to their unique situations.

- **Neighborhood Commercial Centers**

The Comprehensive Plan recommends the following intersections as potential locations for new Neighborhood Commercial Centers.

1. Franklin Road extended and E. 28th Street extended
2. E 1500 Rd and N 1100 Rd
3. E 1000 Rd and N 1000 Rd
4. E 1000 Rd and N 1200 Rd
5. Clinton Parkway and K-10
6. W. 15th Street and K-10
7. E 800 Rd and at the potential east/west arterial 1 mile north of US-40
8. E 700 Rd and US-40
9. E 800 Rd and N 1500 Rd
10. E 1000 Rd and N 1750 Rd
11. E 1500 Rd and US Highway 24/40

These areas are all intended for development as small, compact commercial nodes that provide goods and services to the immediately adjoining neighborhood areas. They shall be developed in a manner that is consistent with the goals, policies and recommendations of the Comprehensive Plan.

- **Community Commercial Centers (CC200)**

The Comprehensive Plan recommends the following intersection as potential location for a new CC200 Centers.

1. E. 23rd Street and O'Connell Road

- **Community Commercial Centers (CC400)**

The Comprehensive Plan recommends the following intersections as potential locations for new CC400 Centers.

1. Eastern leg of the SLT and K-10 (southeast of the intersection of E 1750 Rd and K-10)
- ~~2. W. 6th Street and K-10~~
- ~~3.~~ 2. US-59 and N 1000 Rd

The development of these nodes shall carefully follow the commercial goals and policies. Commercial development shall not occur in advance of market conditions that would support such development, nor shall it be permitted to occur in a manner that is contrary to adopted city infrastructure plans.

- **Community Commercial Centers (CC600)**

The Comprehensive Plan recommends the following intersection as potential location for a new CC600 Center.

1. W. 6th Street and K-10

- ***Auto-Related Commercial Centers***

The Comprehensive Plan recommends the following intersections as potential locations for new Auto-Related Centers.

1. I-70 and K-10
2. US-59/40 and I-70
3. US-59 and K-10

- ***Regional Commercial Centers***

The need for development of a new Regional Commercial Center within the community is not anticipated within the planning period. Consideration of requests to expand existing commercial areas shall include the potential for development of additional Regional Commercial Centers and the impact of such expansion and development on the existing commercial inventory. The need for additional regional commercial development within the community shall be evaluated on a regular basis, based upon updated land use and population data. Before a new Regional Commercial Center is considered, the Comprehensive Plan shall be amended to include the possibility of a new Regional Commercial Center.

UNINCORPORATED DOUGLAS COUNTY - EXISTING COMMERCIAL AREAS

Unincorporated Douglas County currently maintains a variety of commercial areas. Each of these areas provides neighborhood level retail goods and services to both farm and non-farm residents. As the rural areas of Douglas County continue to receive new non-farm residential development, demands will increase for retail goods and services.

It is recommended that these commercial locations be developed as small convenience service nodes, providing products to meet the day-to-day requirements of rural residents. The development of these nodes shall follow the basic principles described for commercial development or redevelopment. It is important that these commercial locations provide for adequate wastewater treatment facilities in the future. Any new or expanded developments shall utilize treatment systems that minimize potential environmental impacts.

The design of these locations should be consistent with the rural character of Douglas County. Therefore, design and development standards should promote larger, more spacious settings and encourage building and site design reflective of the unique characteristics surrounding each location.

UNINCORPORATED DOUGLAS COUNTY - NEW COMMERCIAL AREAS

Commercial locations in both unincorporated Douglas County and Douglas County communities together provide reasonable accessibility in terms of distance and the type of goods and services available. As Douglas County continues to urbanize, the need for additional commercial space in the unincorporated portions of Douglas County will increase. New commercial areas shall not be located within a four mile radius of any existing commercial area. There are already a number of existing commercially zoned areas in the unincorporated portions of Douglas County. Most of these locations are well placed at the intersection of a

hard surfaced County Route and a state or federally designated highway.

Areas that are already zoned commercially and are located at the intersection of a hard surfaced county route and state or federally designated highway should be expanded to serve any increased demand for commercial space in the county. The Comprehensive Plan recommends that only one new commercial area be created in the unincorporated portion of the county. The southeastern area of the county does not have any commercially zoned areas. To serve this area a commercial development could be located at the intersection of US-56 and K-33 or US-56 and County Route 1061.

A limiting factor to the size of any commercial development in unincorporated Douglas County will be the availability of utilities, particularly water and sanitary sewer. Any on-site treatment system shall be designed to minimize its impacts on the environment. The amount of gross square footage of a commercial development shall be limited to a total of 15,000 gross square feet to serve the surrounding rural area.

Commercial activities related to conference, recreational, or tourism uses associated with Clinton Lake, Lone Star Lake, or Douglas County Lake shall be exempt from the locational criteria applied to new commercial areas or expansions of existing commercial areas. A commercial area serving the recreational needs (boat rental, bait shop, lodging, etc.) of persons **using the county's lake facilities may be located at an entrance point to a lake.**

Conference, recreational, or tourism uses located in the Rural Area, and which include some significant level of urban development, shall satisfy the criteria listed in Chapter Four. Such **uses shall also include a mandatory minimum 200' natural buffer area or other appropriate distance as determined by the Board of County Commissioners.** Proposed conference, recreational, or tourism facilities shall include a site specific site plan with rezoning applications **to demonstrate that the criteria listed in Chapter 4, and the 200' buffer area, have been met.**

COMMERCIAL LAND USE GOALS AND POLICIES

Guidelines are needed to allow for the retention and expansion of the established commercial areas of the community.

GOAL 1: Established Commercial Area Development

Encourage the retention, redevelopment and expansion of established commercial areas of the community.

Policy 1.1: Recognize and Emphasize Downtown Lawrence as the Regional Retail/Commercial/Office/Cultural Center

- A. Encourage and support the development of a broad mix of land uses, with an emphasis on retail as a major land use, the provision of parking facilities, improved accessibility, and the expansion of Downtown Lawrence while maintaining the integrity of surrounding neighborhoods.
- B. Strengthen, define and support neighborhood residential areas adjacent to Downtown Lawrence in order to reinforce the safety, image and identity of Downtown Lawrence.
- C. Closely analyze (through Policies 1.7, 3.7 G, 3.9 E, and any other relevant Policies) the impact of requests for development of community and/or regional shopping areas to ensure that such development does not have a negative impact on the Regional Retail/Commercial/Office/Cultural Center. This analysis would be used to evaluate the potential impact on the future viability of the Regional Retail/Commercial/Office/Cultural Center as a whole and not the potential impact on individual businesses or properties.

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

Continue to encourage a broad mix of uses in Downtown Lawrence, including retail, office, residential, entertainment, lodging, unique visitor attractions, expanded conference facilities, a core concentration of governmental, cultural and social facilities and services, as well as recreation, leisure and community events.

Policy 1.3: Assure Compatibility of Development

- A. Encourage new development and redevelopment to consider horizontal and vertical proportions, building forms, roof types, and exterior materials and details existing in the surrounding area.
- B. New development and redevelopment shall conform to the applicable adopted design guidelines.

Policy 1.4: Redevelopment of Existing Commercial Areas

- A. Existing commercial areas should be improved and upgraded. Particular emphasis should be given to existing commercial gateways. Overall storm water management, vehicular and pedestrian access, and site maintenance shall be undertaken.
- B. Upgrade the image and appearance of existing developments with new lighting, landscaping, signage and pedestrian access.
- C. Encourage public and/or private partnerships for redevelopment.
- D. Consider financial and development incentives to encourage re-use (renovation or redevelopment) of commercial properties.

Policy 1.5: Provide Opportunities for Limited Commercial Development in the Unincorporated Areas of Douglas County

- A. Encourage redevelopment and limited expansion of existing commercial areas in the unincorporated areas of Douglas County.
- B. No new commercial development shall occur within the UGA.

Policy 1.6: Maintain an Inventory of Commercial Land

Maintain an appropriate supply of commercially zoned land so that site choices are available and infrastructure expansion can occur in an efficient and orderly manner. Annually evaluate current and approved planned land uses and land availability. The evaluation shall consider, but not be limited to: approved planned development not yet constructed, compatibility with existing nearby development, parcel size and infrastructure service delivery and phasing plans.

Policy 1.7 Monitor Economic Impact of Commercial Growth

- A. The amount of commercial space, the quality of commercial space, commercial space vacancy rates, and the size of commercial space shall be monitored for each quadrant of the city (15th Street shall be the north-south dividing line and Iowa Street the east-west dividing line). Each matrix cell shall include the total gross square footage of all the buildings in each respective size range and condition grade. Each cell shall also include the vacancy rate for buildings of each respective size and condition.
- B. These variables shall be placed in a matrix and used in analyzing any commercial rezoning request and/or development plan.
- C. The matrix shall be updated annually.

- D. Planning Staff shall be responsible for maintaining and revising the matrix. However some of the data for some of the variables, particularly vacancy rates, may have to be provided by outside sources.
- E. Planning Staff will provide an annual sales tax per square foot ratio. This data will be provided for different sectors within the city limits.
- F. Establish and implement a methodology for the annual collection of business use data in support of economic impact analyses.

Matrix

	<i>Condition of the Commercial Space</i>				
	Excellent	Good	Fair	Poor	Total
0 - 2,500 Sq. Ft.	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
2,501 - 5,000	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
5,001 - 15,000	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
15,001 - 30,000	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
30,001 - 60,000	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
60,001 - 120,000	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
120,001 - 200,000	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
200,001 +	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate
Total	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate	total sq. ft./vacancy rate

The above matrix will be completed for each quadrant of the city, plus an additional table summarizing the totals for the entire city.

Guidelines are needed to allow for a compatible transition from commercial development to residential neighborhoods and other less intensive land uses. These guidelines are needed throughout the community, including both established commercial areas and anticipated development areas.

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

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

Policy 2.1: Use Appropriate Transitional Methods

- A. Commercial areas shall minimize adverse impacts on adjacent residential areas. Screening and buffering shall be provided which may include landscaped setbacks, berms and open space areas. Traffic and parking shall not adversely affect neighborhood quality. Noise, safety and overall maintenance of commercial properties shall be carefully monitored.
- B. Use landscaped transition yards between residential and non-residential uses that include additional lot depth, berms, landscape screening, and/or fences and walls to provide additional buffering between differing land use intensities.
- C. Compatible transition from commercial uses to less intensive land uses shall consider:
 - 1. Site Orientation
 - a. Vehicular access shall be from collector, arterial or access streets.
 - b. Pedestrian access shall be designed to provide internal and external circulation from adjacent neighborhoods.
 - c. Streets designed with elements to provide visual or physical buffering may serve as boundaries between different intensities of land uses.
 - 2. Building Relationships
 - a. A back-to-back relationship is preferable between uses.
 - b. Commercial buildings and parking lots shall not have lesser setbacks than those required of abutting residential uses.
 - c. The height and massing of commercial buildings and accessory structures shall be oriented to avoid creating a negative visual effect on residential neighborhoods.

- d. Vehicular access to commercial activities should be separated from pedestrian access.
- 3. Land Features
 - a. Encourage the integration of mature trees, natural vegetation, and natural and environmentally sensitive areas whenever feasible to buffer commercial developments from other more or less intensive land uses.
 - b. Encourage the use of existing topography to separate commercial developments and other more or less intensive land uses.
- 4. Screening and Landscaping
 - a. Encourage creative and extensive use of landscaping and berming techniques for natural transitions between differing intensities of land uses.
 - b. Fences shall not be used as a sole method of providing screening and buffering between differing intensities of land uses.
 - c. Encourage site design that uses existing vegetation, such as stands of mature trees, as natural buffers or focal points.
 - d. Encourage the use of high quality materials in the construction of screening and landscape areas to decrease long-term maintenance costs.
- 5. Lighting
 - a. Lighting used to illuminate parking areas, signs or structures should be placed to deflect light away from adjoining properties or public streets through fixture type, height and location.

Policy 2.2: Locate Less Compatible Uses Toward the Interior of Commercial Areas

- A. The overall design and arrangement of commercial development shall be compatible with adjacent residential uses.
- B. Ensure adequate screening of unsightly views of commercial developments (such as loading docks, rooftop equipment, service entrances, trash containers, parking areas, exterior storage) through the extensive use of elements such as landscaping, berms, fencing, architectural design, open space, setbacks, and/or building orientation.
- C. In order to ensure that parking lots are not the dominant visual feature associated with commercial areas, buildings shall be located adjacent to the public rights-of-way and parking located toward the interior of the development.

Policy 2.3: Higher-Density Residential Development as Transitional Use

Use higher-density residential development as a transitional land use between commercial developments and the surrounding low-density residential neighborhoods.

Policy 2.4: Provide Sufficient Site Area for the Design of Transitional Elements

Site improvements within commercial areas such as lighting, signage and landscaping shall be designed and coordinated in order to create a positive identity and visual image throughout the development area.

Policy 2.5: Office, Research and Semi-Public Development as Transitional Use

- A. Encourage using low-intensity office, research and semi-public development as a transition between commercial development and low-density residential neighborhood. The development shall include:
 - 1. Design elements such as height, massing, and scale compatible with the surrounding low-density residential uses;
 - 2. Site design that is compatible with surrounding residential neighborhoods with consideration given to extensive screening, building and parking orientation, and preservation of natural site amenities; and
 - 3. Site access provided from arterial, collector or access streets, with traffic directed away from surrounding residential areas.

Policy 2.6: Parks, Recreation and Open Space as Transitional Use

Encourage the use of medium- to low-intensity recreational facilities such as neighborhood parks, bike/hike trails and natural areas as transitional areas.

Guidelines are needed to provide direction on how much, where and at what scale commercial development is appropriate for the market it is intended to serve.

GOAL 3: Criteria for Commercial Development

Provide regional, community and neighborhood shopping opportunities to meet the commercial and retail needs of the community.

Policy 3.1: Utilize Locational Criteria for Commercial Development

- A. **Commercial Nodes:** Nodes shall occur at arterial/collector or arterial/arterial intersections depending on the type of commercial center.
- B. **Strip Commercial Development:** Stop the formation or expansion of Strip Commercial Development by directing new development in a more clustered pattern.
- C. **Assembling of Land:** Encourage the assembling of small tracts to form larger, more cohesive parcels to enable well-planned and orderly development to occur.
- D. **Vehicular Access:** Limit the principal vehicular access of commercial development to arterial, collector or frontage (access) streets.
- E. **Site Layout:** Commercial development shall be located to avoid substantial disruption of natural drainage and vegetation.
- F. **Compatibility with Adjacent Land Uses:** Encourage the location of commercial nodes where they can efficiently utilize local resources, where their adverse impacts on adjacent uses are minimized, and where they will effectively provide the community with desired products, services and employment opportunities.
- G. **Public Improvements:** Construction of a new commercial center cannot begin until all infrastructure improvements serving the center have been completed.

Policy 3.2: Establish Design Standards for Commercial Development

- A. The city shall develop reasonable design standards for new and redeveloped commercial areas which improve:
 - 1. Integration with the surrounding neighborhoods;
 - 2. Pedestrian movement to and within the commercial areas;
 - 3. The aesthetics of the districts from the surrounding street system; and
 - 4. The design to create attractive focal points for the surrounding populations.
- B. Incentive systems shall be developed to encourage commercial areas to provide

mixed use projects that include residential and office uses integral to the design.

- C. These design standards and incentives shall be adopted into HORIZON 2020 and implemented through zoning, subdivision and the Capital Improvements Plan.

Policy 3.3: Criteria for Inner-Neighborhood Commercial Centers

- A. Encourage redevelopment of existing Inner-Neighborhood Commercial Centers through alternative standards for:
 - 1. Required parking;
 - 2. Open space requirements;
 - 3. Required setbacks; and
 - 4. Required lot size.
- B. Do not encourage the expansion of existing Inner-Neighborhood Commercial Centers.
- C. Inner-Neighborhood Commercial Centers may be located on local, collector, or arterial streets. They may also take access from an alley.
- D. Standards for New Inner-Neighborhood Commercial Centers:
 - 1. Inner-Neighborhood Commercial Centers shall be allowed only in those situations where the center is an integral part of an overall planned neighborhood or if the Center can be integrated into an existing neighborhood;
 - 2. Centers shall not have gas pumps, drive-thru or drive-up facilities;
 - 3. Centers may include residential uses;
 - 4. Centers shall no more than 3,000 gross square feet of commercial space; and
 - 5. Centers shall be designed as an integrated part of the surrounding neighborhood so that their appearance does not detract from the character of the neighborhood.

Policy 3.4: Criteria for Mixed-Use Redevelopment Centers

- A. Encourage redevelopment of areas where existing structures are underutilized, have experienced a high turnover rate, or have remained vacant for an extended period of time.
- B. Mixed-Use Redevelopment Centers shall be no larger than six acres in size.
- C. Mixed-Use Redevelopment Centers shall include a mix of the following uses within the subject area and where possible, include mixed-use structures:
 - 1. Residential;
 - 2. Civic;
 - 3. Office;

4. Small-scale commercial:
 - a. Total commercial spaces shall not exceed 25% of the net floor area within the subject area, and
 - b. A single retail space shall not occupy more than 16,000 square feet of ground-floor level, net floor area of a structure; and
 5. Open space.
- D. Mixed-Use Redevelopment Centers shall maintain the character of the surrounding neighborhoods by:
1. Achieving integration with adjacent land uses by providing transitions between uses through alleyways and use and landscape buffers;
 2. Incorporating existing structures wherever possible;
 3. Maintaining general structure spacing, massing, scale, and street frontage relationship when incorporating new structures.
- E. Mixed-Use Redevelopment Centers shall provide multi-modal services to include the following options:
1. Pedestrian, including pedestrian-scaled street furnishings, plantings and gathering spaces;
 2. Bicycle, including bicycle parking;
 3. Vehicular; and
 4. Transit, if available.

Policy 3.5: Criteria for Mixed-Use Districts

- A. Encourage preservation of areas that are mixed use in nature, as well as development and redevelopment of areas with vacant land, or where existing structures are underutilized, have experienced a high turnover rate, or have remained vacant for an extended period of time.
- B. Mixed-Use Districts shall be no larger than 20 acres in size.
- C. Mixed-Use Districts shall include a mix of the following uses within the subject area and where possible, in mixed-use structures:
- a. Residential;
 - b. Non-residential.
- D. Mixed-Use Districts shall maintain the character of the surrounding neighborhoods by:
- a. Achieving integration with adjacent land uses by providing transitions through alleyways, variation among development intensity, and implementation of landscape buffers;
 - b. Incorporating existing structures wherever possible;
 - c. Maintaining general structure spacing, massing, scale, and street frontage relationship when incorporating new structures.

E. Mixed-Use Districts shall provide multi-modal services to include the following options:

a. Pedestrian oriented public spaces, which shall include pedestrian-scaled street furnishings, and plantings:

b. Bicycle, including bicycle parking:

c. Vehicular; and

d. Transit.

Policy 3.65: Criteria for Neighborhood Commercial Centers

- A. Neighborhood Commercial Centers shall be located at the arterial/arterial or arterial/collector street intersections.
- B. Limit the commercial uses in neighborhood centers to one corner of the intersection.
- C. New Neighborhood Commercial Centers shall be at least one (1) mile from any existing or new Commercial Center.
- D. Neighborhood Commercial Centers shall contain no more than 100,000 gross square feet of commercial space with the exception of Neighborhood Commercial Centers that include a grocery store. Neighborhood Commercial Centers with a grocery store of 60,001 or more gross square feet may have up to a total of 125,000 gross square feet of commercial space.
- E. No one commercial use in a Neighborhood Commercial Center shall occupy an area larger than 40,000 gross square feet. The only exception is a grocery store, which may occupy an area up to 80,000 gross square feet.
- F. A nodal plan shall be completed before a proposal for a Neighborhood Commercial Center goes before the Planning Commission.
- G. Locate office, public, semi-public, parks and recreation or medium- and higher-density residential developments on remaining corners of intersection to avoid excessive concentrations of commercial traffic and unnecessary duplication of commercial services.
- H. Low-density residential uses may be located at the remaining corners of the intersection if sufficient screening measures are provided to offset noise and views of the intersection are provided.
- I. Integrate neighborhood commercial centers into the surrounding residential neighborhoods by including pedestrian access, appropriate transitional elements and, if possible, the location of public or semi-public uses or parks and recreation uses adjacent to the commercial development.
- J. Neighborhood Commercial Centers shall be designed with pedestrian mobility as a top priority.

1. Pedestrians shall be able to easily walk to all stores in a neighborhood center without using a vehicle.
 2. Parking lots shall provide pedestrian accessways to reduce the potential of pedestrian/vehicle conflicts.
- K. Façades shall have a variety of textures, colors, shapes, etc. such that the buildings in a Neighborhood Center do not have a single uniform appearance.
- L. Neighborhood Centers should have dedicated open space areas that useable by **the Center’s employees and shoppers.**
- M. Neighborhood Commercial Centers shall not expand into the surrounding portions of the neighborhood.
- N. Any commercial development proposal for a corner in a new Neighborhood Commercial Center shall have a length-to-depth ratio between 1:1 and 3:2.
- O. Neighborhood Commercial Centers shall develop in a manner that is consistent with the city’s **adopted design guidelines.**

Policy 3.76: Criteria for Existing Strip Commercial areas

- A. A redevelopment plan should be made for each existing Strip Commercial Center
- B. Tools such as public/private partnerships, special overlay districts, reduced development standards, lot consolidation and purchase, access management plans, cross access easements, etc. should be used to enhance redevelopment opportunities for existing Strip Commercial areas.
- C. Existing Strip Commercial areas shall not expand into surrounding lower-intensity zoning areas.
- D. Curb cut consolidation and cross access easements shall be included when an existing site plan is revised or a new site plan proposed.
- E. Existing Strip Commercial areas shall develop or redevelop in a manner consistent with the city’s **adopted design guidelines.**

Policy 3.78: Criteria for Community Commercial Centers (under 200,000 square feet) CC200

- A. CC200 Centers shall be located at the intersection of arterial/arterial streets.
- B. CC200 Centers shall have no more than 200,000 gross square feet of commercial space.
- C. No single store shall occupy more than 100,000 gross square feet.

- D. A general merchandise store (including discount and apparel stores) shall not exceed 65,000 gross square feet.
- E. The sum of the gross square footage for all stores occupying space between 40,000 and 125,000 shall not be more than 75 percent of gross commercial square footage for the corner of the intersection.
- F. Corners of the node not developed with commercial uses shall have extensive on-site screening and shall be utilized for office, employment-related, public and semi-public, parks and recreation, and higher-density residential uses. Encourage the development of mixed-use centers (office, employment-related uses, public and semi-public uses) adjacent to community commercial development to provide mutual attraction to employees and retailers and to enhance the visual image of the area.
- G. New or existing CC200 Centers shall not encroach or expand into the surrounding residential or lower-intensity uses.
- H. A proposal requiring a revised or new site plan for property in a CC200 Center shall include plan for reducing curb cuts, providing cross access easements to adjacent properties, and buffering for adjacent non-commercial uses.
- I. A nodal plan shall be completed before proposals for the redevelopment or expansion of an existing CC200 Center that include more than 50 percent of the existing gross commercial square footage or plans to expand the center by more than 20 percent go before the Planning Commission.
- J. Proposals for the redevelopment or expansion of an existing CC200 Center that include more than 50 percent of the existing gross commercial square footage or plans to expand the center by more than 20 percent shall include a building with at least 40,000 gross square feet of commercial space.
- K. A nodal plan shall be completed before a proposal for a new CC200 Center goes before the Planning Commission.
- L. Proposals for a new CC200 Center shall include a building with at least 40,000 gross square feet of commercial space.
- M. CC200 Centers shall develop or redevelop in a manner that is consistent with the city's adopted design guidelines.

Policy 3.98: Criteria for Community Commercial Centers (under 400,000 square feet) CC400

- A. CC400 Centers shall be located at the intersection of two arterial streets that both have at least a four lane cross-section or the intersection of a four-lane arterial and a state or federally designated highway.
- B. CC400 Centers must be a minimum of 3.75 miles apart.

- C. CC400 Centers shall have a maximum of 400,000 gross square feet of commercial space.
- D. At least 95 percent of the commercial gross square footage in a new CC400 Center shall be located on two corners of the intersection. The remaining five percent shall be located on one of the remaining two corners.
- E. No single store in a CC400 Center shall occupy more than 175,000 gross square feet.
- F. The sum of the gross square footage for all stores occupying between 100,000 and 175,000 cannot be more than 70 percent of the gross commercial square footage for the corner of the intersection.
- G. If the proposal for a corner of the intersection includes more than 100,000 gross square feet of commercial space, the proposal shall include a single building that has at least 40,000 gross square feet of commercial space.
- H. Proposals in which the commercial gross square footage is less than ten percent of the total square footage of the project do not have to meet the minimum acreage and lot depth.
- I. Any commercial development proposal for a single corner in a new CC400 Center shall be a minimum of 20 acres in size.
- J. Any commercial development proposal for a single corner in a new CC400 Center shall have a length-to-depth ratio between 1:1 and 3:2.
- K. Access points into a new CC400 Center shall be from the two points furthest from the intersection.
- L. CC400 Centers shall be designed with feeder and/or reverse frontage streets to collect internal traffic and for easy access from the surrounding community.
- M. CC400 Centers shall be designed with pedestrian mobility as a top priority.
 - 1. Centers shall be designed to facilitate the movement of pedestrians from store to store and building to building.
 - 2. Parking lots shall provide pedestrian accessways to reduce the potential of pedestrian/vehicle conflicts.
- O. Facades shall have a variety of textures, colors, shapes, etc. such that the buildings in a CC400 Center do not have a single uniform appearance.
- P. CC400 Centers should have dedicated open space areas that useable are by the **center's employees and shoppers.**

- Q. Buildings shall not be separated from adjacent street rights-of-way by large expanses of parking.
- R. Corners of the node that are not developed with commercial uses should be utilized for office, employment-related, public and semi-public, parks and recreation, and higher-density residential uses with extensive on-site screening. Encourage the development of mixed-use centers (office, employment-related uses, public and semi-public uses) adjacent to community commercial development to provide mutual attraction to employees and retailers and to enhance the visual image of the area.
- S. Existing CC400 Centers shall not expand into areas with existing less intensive uses (low-intensity residential, institutional uses, office, multi-family residential, etc.).
- T. A nodal plan must be completed before a development proposal for any corner of CC400 Center is forwarded to the Planning Commission.
- U. **CC400 Centers shall develop in a manner that is consistent with the city's adopted design guidelines.**

Policy 3.10: Criteria for Community Commercial Centers (under 600,000 square feet) CC600

- A. CC600 Centers shall be located at the intersection of two state or federally designated highways.
- B. CC600 Centers shall have a maximum of 600,000 gross square feet of commercial retail space as defined in this chapter. Other uses of a non-retail nature shall not have a space limitation.
- C. A maximum of 90 percent of the commercial square footage, as defined in this chapter, in a new CC600 Center shall be located on two corners of the intersection. The remaining commercial square footage, as defined in this chapter, shall be located on one or both of the remaining corners.
- D. No more than two commercial buildings over 100,000 gross square feet each may be located on a single corner of the node.
- E. Corners of the node that are not developed with commercial uses should be utilized for office, employment-related, public and semi-public, parks and recreation, and higher-density residential uses with extensive on-site screening. Encourage the development of mixed-use centers (office, employment-related uses, public and semi-public uses) adjacent to community commercial development to provide mutual attraction to employees and retailers and to enhance the visual image of the area.
- F. A nodal or area plan must be completed before a development proposal for any corner of a CC600 Center is forwarded to the Planning Commission. Expansion of

the CC600 center shall require amendment of the nodal or area plan.

G. CC600 Centers shall develop in a manner that is consistent with the city's adopted design guidelines.

Policy 3.119:Nodal Plan Criteria

- A. The city should attempt to complete a nodal plan for newly designated Commercial Center before there is pressure to develop the node.
- B. A nodal plan shall be completed for any new Commercial Center before a development proposal for the node can go before the Planning Commission.
- C. A nodal plan shall include the following information:
 - 1. Existing natural features;
 - 2. Appropriate transitional uses;
 - 3. Appropriate use for each specific corner of the intersection;
 - 4. Access points from each location;
 - 5. Necessary infrastructure improvements;
 - 6. Overall traffic flow in and around the node and the surrounding area;
 - 7. **The "ultimate geometric design" for the intersection based on the proposed land uses for the intersection; and**
 - 8. Any and all other necessary information needed to create the nodal plan.

Policy 3.120:Criteria for the Regional Retail/Commercial/Office/Cultural Center

- A. Recognize and emphasize Downtown Lawrence as the Regional Retail/Commercial/Office/Cultural Center -- which is an intensely developed, large-scale, mixed use location that serves as an activity center for the community.
- B. Continue to encourage a broad mix of uses in downtown Lawrence, including retail, office, residential, entertainment, lodging, unique visitor attractions, expanded conference facilities. Maintain the core concentration of governmental, cultural/social facilities and services and recreation, leisure and community events in this area.
- C. Encourage the continuation of community social activities (Art in the Park, holiday parades, etc.) to occur in Downtown Lawrence.
- D. **Continue to support the building design criteria set forth in the "Downtown Architectural Design Guidelines".**
- E. **The "Downtown Architectural Design Guidelines" should be amended to include the W. 9th Street area that serves as a gateway into Downtown Lawrence.**

- F. Maintaining and protecting the vitality of Downtown Lawrence is important to the citizens of Lawrence. Because of its high importance as an asset to the community, any new proposal for a new Regional Commercial Center must demonstrate that it will not have a substantial impact on Downtown Lawrence.

Policy 3.131: Criteria for Regional Commercial Centers

- A. The Comprehensive Plan does not anticipate the need for a new Regional Commercial Center within the planning period.
- B. Designating a new Regional Commercial Center will require an amendment to the Comprehensive Plan.
- C. Design Criteria
 - 1. The commercial development plan for a corner shall have a minimum of 40 acres;
 - 2. The development shall have a minimum of 1,400 linear feet of frontage on a public street;
 - 3. A Regional Commercial Center shall not have more than 1.5 million gross square feet of commercial space; and
 - 4. A Regional Commercial Center shall be located at the intersection of two state or federally designated highways or the intersection of an arterial street and a state or federally designated highway.
- D. A nodal plan shall be completed before a development proposal for a Regional Commercial Center is forwarded to the Planning Commission.
- F. Parking lots shall be designed to minimize conflicts between pedestrians and vehicles.
- G. Centers shall be designed to facilitate the movement of pedestrians from store to store and building to building.
- H. Buildings shall be placed near adjacent street right-of-way.
- I. The majority of parking for the center shall be behind the front building line.
- J. A proposal requiring a revised or new site plan for property in an existing Regional Commercial Center shall include a plan for reducing curb cuts, providing cross access easements to adjacent properties, and buffering for adjacent non-commercial uses.
- K. New or existing Regional Commercial Centers shall not intrude or expand into the surrounding residential or lower-intensity uses.
- L. CC400 Centers shall develop in a manner that is consistent with the city's adopted design guidelines.

Policy 3.142: Criteria for Commercial Development in Unincorporated Areas

- A. Existing commercial areas that are located at the intersection of a hard surfaced County Route and a state or federally designated highway should be allowed to expand if the necessary infrastructure (water, road, approved wastewater treatment facility, etc.) is available.
- B. Encourage new commercial development at key access points on major corridors only if served by adequate infrastructure, community facilities and services.
- C. The commercial gross square footage of a development shall be limited to a total of 15,000 gross square feet.
- D. The only new commercial area shall be located at the intersection of either US-56 and K-33 or US-56 and County Route 1061.

Policy 3.153: Require a Market Impact Analysis

- A. Proposals to create any shopping district that, when considering the entire node, will result in greater than 150,000 gross square feet of commercial building space shall include an independent market analysis. Initial development proposals of 50,000 gross square feet or less on any single corner are exempt from this market analysis requirement, but will be limited to one exemption per corner of the intersection. The market analysis shall adhere to all of the following criteria:
 - 1. The entity proposing the commercial project shall provide the funding of the study.
 - 2. The independent consultant that performs the market study shall be chosen by the city and agreed upon by the entity submitting the proposal for the shopping center.
 - 3. The study shall analyze the commercial proposal and provide at least the following information:
 - a. The overall viability of the proposal;
 - b. The validity of the proposal considering any community retail vacancy, sales/square foot and square footage/capita data as outlined in Policy 1.7;
 - c. How the proposal will impact existing commercial development in the community;
 - d. How the mix and sizes of proposed uses of the development will impact the viability of Downtown Lawrence;
 - e. **A building phasing schedule based upon the community's ability to absorb the additional commercial square footage; and**

- f. Any other additional information required by the Planning Commission.

- B. The project shall not be approved if the market study indicates the commercial project or any proposed phase cannot be absorbed into the community within three years from the date of its estimated completion, or that it would result in a community-wide retail vacancy rate of greater than eight percent.

~~Policy 3.14: Criteria for Mixed-Use Districts~~

- ~~A. Encourage preservation of areas that are mixed use in nature, as well as development and redevelopment of areas with vacant land, or where existing structures are underutilized, have experienced a high turnover rate, or have remained vacant for an extended period of time.~~

- ~~B. Mixed-Use Districts shall be no larger than 20 acres in size.~~

- ~~C. Mixed-Use Districts shall include a mix of the following uses within the subject area and where possible, in mixed-use structures:
 - ~~a. Residential;~~
 - ~~b. Non-residential.~~~~

- ~~D. Mixed-Use Districts shall maintain the character of the surrounding neighborhoods by:
 - ~~a. Achieving integration with adjacent land uses by providing transitions through alleyways, variation among development intensity, and implementation of landscape buffers;~~
 - ~~b. Incorporating existing structures wherever possible;~~
 - ~~c. Maintaining general structure spacing, massing, scale, and street frontage relationship when incorporating new structures.~~~~

- ~~E. Mixed-Use Districts shall provide multi-modal services to include the following options:
 - ~~a. Pedestrian-oriented public spaces, which shall include pedestrian-scaled street furnishings, and plantings;~~
 - ~~b. Bicycle, including bicycle parking;~~
 - ~~c. Vehicular; and~~
 - ~~d. Transit.~~~~

Traffic impacts continue to be a major concern in commercial developments. Ensure safe and efficient access and circulation within and around commercial areas.

GOAL 4: **Transportation Considerations**

Promote a multi-modal transportation system that provides or improves access and circulation within and adjacent to commercial areas.

Policy 4.1: **Levels of Service**

The expansion of existing or new commercial development shall not occur until the surrounding street system can provide an acceptable level of service.

Policy 4.2: **Evaluate Traffic Impacts**

An evaluation of the traffic impacts of a development on the surrounding area shall consider the existing and projected traffic conditions in relation to the existing transportation system. This evaluation should be based on planned improvements identified in the *Capital Improvement Plan (CIP)*, the *Comprehensive Plan*, and/or the *Long-Range Transportation Plan*. These plans shall be updated periodically to recognize changes in priorities and to add new projects with designated priorities.

Policy 4.3: **Minimize Traffic Diversion**

- A. Prohibit direct vehicular access from commercial developments to local residential streets.
- B. Discourage commercial traffic through residential neighborhoods.

Policy 4.4: **Ensure Adequate Ingress and Egress**

- A. Limit the principal access of commercial development to arterial, collector or access/frontage streets.
- B. Develop ways to improve access to downtown and other commercial centers within the community through improved bike and pedestrian paths, bus access (loading/unloading) and parking areas, public transportation, and vehicular access.

Policy 4.5: **Limit Access**

- A. Minimize curb cuts along arterial and collector streets.
- B. Encourage shared access between adjacent commercial developments and coordinated traffic circulation within proposed development areas.

- C. Lot access and street configurations shall be designed to avoid curb cuts and local street intersections on arterial streets and to coordinate access with adjacent developments.

Policy 4.6: Provide Vehicular Circulation

- A. Development proposals shall provide adequate internal circulation within commercial developments that allows access to adjacent commercial buildings and commercial or mixed-use centers.
- B. Development proposals shall ensure that vehicular circulation related to a specific proposal does not rely on public streets for internal traffic circulation needs but provides circulation within the development.

Policy 4.7: Provide Pedestrian Access

- A. The city should develop a pedestrian/bicycle pathway system that provides access from the University of Kansas campus to Downtown Lawrence.
- B. Development proposals should provide safe, convenient pedestrian access to concentrated retail areas from parking areas.
- C. Development proposals should include sidewalks on one side of local streets (public and private) and both sides of collector and arterial streets.
- D. Development proposals should include pedestrian access linking developments to neighborhoods while ensuring physical separation from vehicles along both public and private streets and within parking areas.
- E. Development proposals shall give consideration to providing a safe, reasonable method for pedestrian access across major intersections.

Policy 4.8: Provide Bicycle Access

- A. Commercial development proposals should provide for interior bicycle access.
- B. The city should develop a plan to provide bicycle links between major activity generators within the community.

Policy 4.9: Encourage Convenient Parking within Commercial Areas

- A. Development proposals shall provide convenient parking for retail areas.
- B. The city and property owners should work together to develop convenient parking for short-term visitors and long-term parking areas for employees.

Policy 4.10: Utilize Outlying Parking Lots

Identify potential parking areas which can serve mass transit and carpooling.

Policy 4.11: Ensure Adequate Truck Loading and Maneuvering Areas

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

DRAFT Map 6-1 Existing and Potential Commercial Land Use Locations

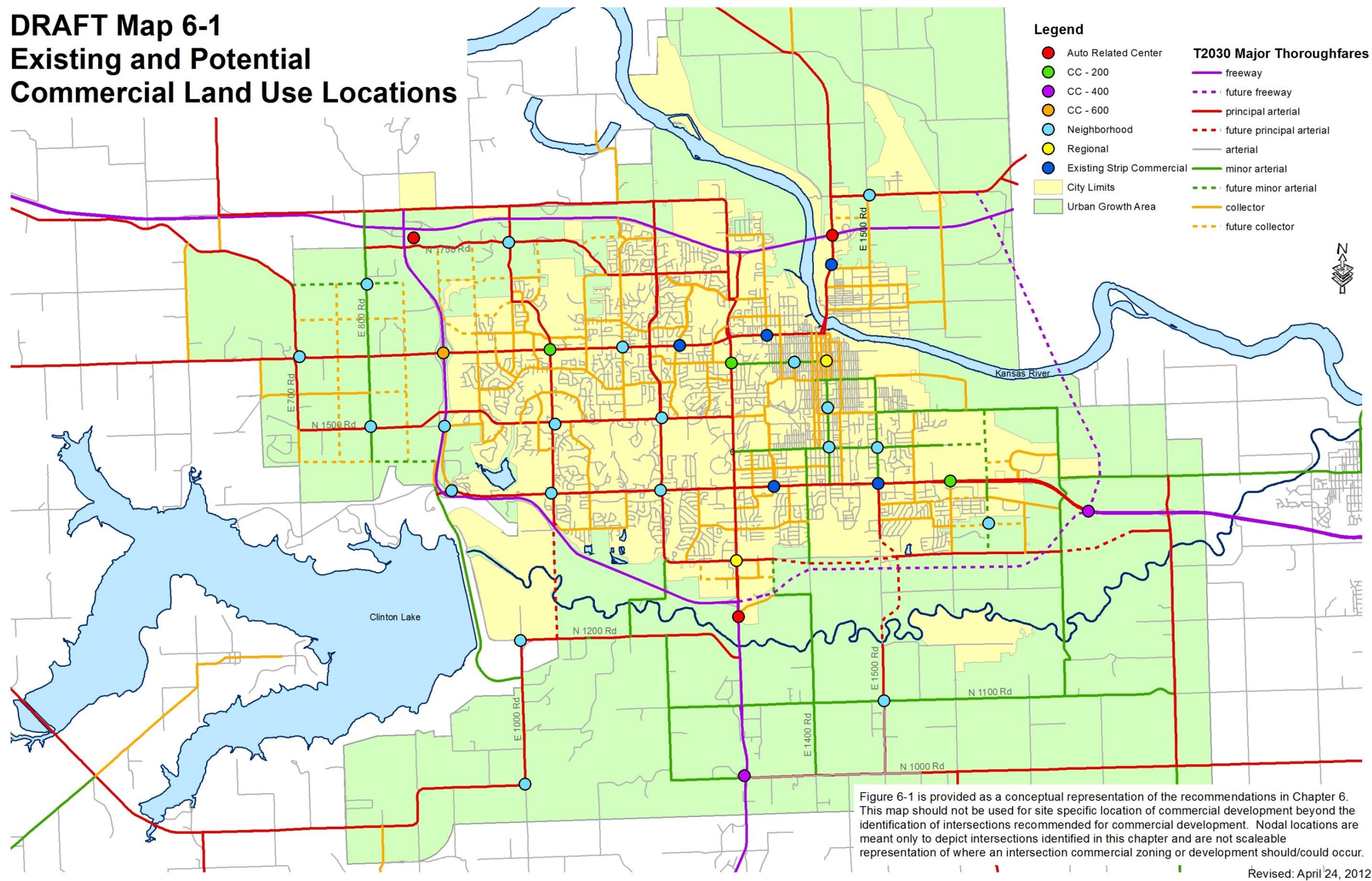


Figure 6-1 is provided as a conceptual representation of the recommendations in Chapter 6. This map should not be used for site specific location of commercial development beyond the identification of intersections recommended for commercial development. Nodal locations are meant only to depict intersections identified in this chapter and are not scaleable representation of where an intersection commercial zoning or development should/could occur.

Revised: April 24, 2012

SPECIFIC PLANS

CHAPTER FOURTEEN – SPECIFIC PLANS

Purpose

Long-range planning in an area specific manner is an important aspect of the overall community planning process. Specific plans provide the focused guidance necessary for proper decision making regarding an area's future. Chapter 14 references adopted specific plans and provides guidance, through the Hierarchy of Plans, for completing the proper type of plan for an area.

The plans referenced below have been adopted through a Comprehensive Plan process, as described on pages 17-8 and 17-9. As such, these plans are considered Comprehensive Plan policy and are an element of *Horizon 2020*. The plans are separate documents from *Horizon 2020* and can be accessed online at <http://www.lawrenceplanning.org> or copies can be obtained by contacting the Lawrence-Douglas County Planning Department.

Plans prepared for specific areas, whether they are areas within the City of Lawrence or areas within unincorporated Douglas County contain detailed policy guidance for those areas. The plans, when adopted through a Comprehensive Plan process, and referenced in this chapter, become the official Comprehensive Plan policy for the respective areas. The policy contained in the plans take precedence over other policy found in *Horizon 2020*, unless specifically stated otherwise in the Plans.

Plan Review

Plans can eventually lose their relevance to a specific area. Additionally, some plans will require review to confirm if policies are being followed, goals are being met, and implementation is occurring.

Therefore, it is necessary to ensure plans are reviewed on a regular basis to update them or to rotate them out of the Comprehensive Plan if they have lost their relevance. Each plan listed below has a date which will trigger a review of that plan. Planning Staff will review the plan to determine if it meets one of the following criteria and needs the required action:

1. Plan remains relevant - no action necessary.
2. Plan has been superseded by another plan - remove from Chapter 14.
3. Plan is out of date and no longer relevant – remove from Chapter 14.
4. Plan requires updating – staff will update and forward recommendations for Commission consideration.

Staff will report on the review of a specific plan to the Planning Commission along with a recommendation for action, if necessary. If an update is required, staff will provide the Planning Commission a plan to complete the update. A Comprehensive Plan Amendment will be required to remove a specific plan from Chapter 14 or to update a specific plan.

Specific Plans

- ~~6th and SLT Nodal Plan~~

~~**Location:** The intersection of 6th Street (US Highway 40) and the SLT (South Lawrence Trafficway)~~

~~**Adoption Date:** November 11, 2003 by Lawrence City Commission~~

~~**Review Date:** 2009~~

- **6th and Wakarusa Area Plan**

Location: The intersection of 6th Street and Wakarusa Drive

Adoption Date: December 2, 2003 by Lawrence City Commission

Review Date: 2009

- **HOP District Plan**

Location: Bordered by W. 5th St. on the north, California St. on the west, W. 7th St. on the south and Alabama St. on the east.

Adoption Date: May 10, 2005 by Lawrence City Commission

Review Date: 2010

- **Burroughs Creek Corridor Plan**

Location: Area around the former BNSF railroad corridor between E. 9th St. and E 31st St.

Adoption Date: February 14, 2006 by Lawrence City Commission

Review Date: 2011

- **East Lawrence Neighborhood Revitalization Plan**

Location: Bordered by the Kansas River on the North; Rhode Island Street from the Kansas River to E. 9th Street, New Hampshire Street from E. 9th Street to approximately E. 11th Street, Massachusetts Street from approximately E. 11th Street to E. 15th Street on the west; E. 15th Street on the south; BNSF railroad on the east.

Adoption Date: November 21, 2000 by Lawrence City Commission

Review Date: 2010

- **Revised Southern Development Plan**

Location: Bounded roughly to the north by W. 31st Street and the properties north of W. 31st Street between Ousdahl Road and Louisiana Street; to the west by E. 1150 Road extended(Kasold Drive); to the south by the north side of the Wakarusa River; and to the east by E. 1500 Road (Haskell Avenue).

Adoption Date: December 18, 2007 by Lawrence City Commission

January 7, 2008 by Douglas County Board of Commissioners

Review Date: 2017

- **Southeast Area Plan**

Location: Bounded roughly to the north by E. 23rd Street/K-10 Highway; to the west by O'Connell Road; to the south by the northern boundary of the FEMA designated floodplain for the Wakarusa River; and to the east by E. 1750 Road (Noria Road).

Adoption Date: January 8, 2008 by Lawrence City Commission
January 28, 2008 by the Douglas County Board of Commissioners
REVISED
June 14, 2008 by Lawrence City Commission
July 24, 2008 by Douglas County Board of Commissioners
REVISED
October 7, 2008 by Lawrence City Commission
November 10, 2008 by Douglas County Board of Commissioners
UPDATED
September 27, 2011 by Lawrence City Commission
November 11, 2011 by Douglas County Board of Commissioners

Review Date: 2021

- **Farmland Industries Redevelopment Plan**

Location: The former Farmland Industries property is located east of Lawrence along K-10 Highway and just west of the East Hills Business Park. It is approximately one half mile south of the Kansas River.

Adoption Date: March 11, 2008 by Lawrence City Commission
March 31, 2008 by Douglas County Board of Commissioners

Review Date: 2013

- **K-10 & Farmer's Turnpike Plan**

Location: Generally located around the intersection of I-70 and K-10 and to the east approximately four miles.

Adoption Date: December 9, 2008 by Lawrence City Commission
January 7, 2009 by Douglas County Board of Commissioners

Review Date: 2019

- **Lawrence SmartCode Infill Plan**

Location: General areas are: 19th St. and Haskell Ave., 23rd St. and Louisiana St.

Adoption Date: January 27, 2009 by Lawrence City Commission
February 23, 2009 by Douglas County Board of Commissioners

Review Date: 2019

- **West of K-10 Plan**

Location: Generally located north and south of Highway 40 and west of K-10 Highway. It does contain some land east of K-10 Highway

Adoption Date: June 9, 2009 by Lawrence City Commission
May 6, 2009 by Douglas County Board of Commissioners

REVISED

XXXX by Lawrence City Commission

XXXX by Douglas County Board of Commissioners

Review Date: 2019

- **Oread Neighborhood Plan**

Location: Generally located between W. 9th Street and W. 17th Street and between the KU campus and Massachusetts Street.

Adoption Date: September 28, 2010 by Lawrence City Commission

Review Date: 2020

- **Inverness Park District Plan**

Location: Generally located south of Clinton Parkway between Inverness and Crossgate Drives, and north of K-10 Highway.

Adoption Date: September 20, 2011 by Lawrence City Commission

November 12, 2011 by Douglas County Board of Commissioners

Review Date: 2021

Hierarchy of Plans

The following Hierarchy of Plans describes the types of plans that can be used for the long-range planning of the community. The Hierarchy also provides guidance as to when it is appropriate to use each type of plan and the typical process used to complete a type of plan. The Hierarchy of Plans was adopted by the Lawrence-Douglas County Planning Commission on June 26, 2006, by the Lawrence City Commission on August 15, 2006, and by the Board of County Commissioners on September 11, 2006. Figure 14-1 provides an abbreviated description of each type of plan.

Comprehensive Plan

A Comprehensive Plan expresses a community's desires about the future image of the community. It provides the foundation and framework for making physical development and policy decisions in the future. The Comprehensive Plan is a policy guide which describes in text and displays in graphics the community's vision for directing future land development. A Plan includes several components:

- It is a policy plan, stating the community's desires for directing land use decisions through the identified goals and policies.
- It provides a physical plan component by mapping generalized land uses and describing in policies the relationships between different land uses.
- It is long-range, considering a community's expected growth in the future. Future land use maps graphically display the potential development of the community.
- It is comprehensive, considering issues such as demographic, economic and transportation factors which have shaped and will continue to influence land development in a community.

How is the comprehensive plan used?

The Comprehensive Plan provides a vision for the community. It is used as a policy guide that identifies the community's goals for directing future land use decisions. The Plan is also used by property owners to identify where and how development should occur; by residents to understand what the city and county anticipates for future land uses within the community; and by the city, county and other public agencies to plan for future improvements to serve the growing population of the community.

Specifically, the city and county use the Comprehensive Plan to evaluate development proposals; to coordinate development at the fringes of the county's cities; to form the foundation for specific area plans; to project future service and facilities needs; and to meet the requirements for federal and state grant programs. The Comprehensive Plan is used most often as a tool to assist the community's decision makers in evaluating the appropriateness of land development proposals. The Comprehensive Plan allows the decision makers to look at the entire community and the effects of land use decisions on the community as a whole to determine whether individual proposals are consistent with the overall goals of the community.

Typical Process

The typical process of a comprehensive plan and the plan itself could include any of the following:

- Identify the study area boundary
- Identify key stakeholders
- Public meetings
- Inventory survey and data analysis
- Goals, visions, policies, and objectives
- Plan drafts
- Adoption process
- Maps of existing and proposed land use

Watershed or Sub-basin Plan

A watershed or sub-basin plan is a document that studies stormwater runoff and the potential for flooding and environmental impact of a particular watershed or sub-basin, before and after potential development, which drains into a river or other body of water. This plan has boundaries defined by the natural watershed basin or sub-basin of the area. It uses multiple layers of information pertaining to the natural and built environment to develop a comprehensive picture of the carrying capacity of the land for urban densities of development.

This is the second largest and most challenging type of plan to develop. A watershed or sub-basin plan is similar to the development of a comprehensive land use plan in its level and intensity of work. This type of plan could take 24 to 36 months to complete.

When is a watershed or sub-basin plan appropriate?

This type of plan is commonly used to study greenfield, undeveloped, natural, or agriculturally used areas on the fringe of urban development. A watershed or sub-basin plan is used to determine the long-term future (potential) for urban densities of development and their impact on the natural environment.

Purpose or reasons to use a watershed or sub-basin plan are to:

1. Provide information regarding the impact of the natural environment on the potential for future development.
2. Determine any environmental constraints and hazards for future development.
3. **Provide a shared vision for area's residents/owners and local government entities.**
4. **Provide information regarding the area's needs, priorities, and proposed projects.**
5. Provide guidance on matters of land use, development, and site layout to possible area residents or investors.
6. Determine if development proposals and land use changes are in accordance with the **community's long term vision.**
7. Provide implementation recommendations for coordination of development with **adequate public facility's goals.**
8. **Provide a framework to guide an area's development efforts and track development trends and progress.**
9. Provide maps showing existing information and proposed information.

Typical Process of a Watershed Plan

- Identify the study area boundary
- Identify key stakeholders
- Public meetings
- Inventory survey and data analysis
- Goals, visions, policies, and objectives
- Plan drafts
- Adoption process

A sector plan covers one or more sections of land and uses geographic and demographic information to develop a detailed land use vision for future development or redevelopment of the study area. Boundaries are generally based on physical features such as arterial thoroughfares, rivers, or other natural geographic elements.

In the hierarchy of plans, a sector or area plan is the third tier. Based on the size of the area being studied, one or more sections of land, it could take between 18 and 24 months to develop.

When is a sector plan appropriate?

This type of plan is used to forecast development trends or future development patterns for building out or redeveloping an area. This planning tool is most useful when an area is largely undeveloped and/or on the edges of current development.

Purpose or reasons to use a sector plan are to:

1. Provide guidance on matters of land use, development and site layout to possible area residents or investors.
2. Provide implementation recommendations for coordination of development with **adequate public facility's goals.**
3. **Provide information regarding the area's needs, priorities, and proposed projects.**
4. Determine if development proposals and land use changes are in accordance with the **community's long term vision.**
5. **Provide a shared vision for area's residents/owners and local government entities.**
6. **Provide a framework to guide an area's development efforts and track development trends and progress.**

Typical Process

The typical process of a sector plan and the plan itself could include any of the following:

- Identify the study area boundary
- Identify key stakeholders
- Public meetings
- Inventory survey and data analysis
- Goals, visions, policies, and objectives
- Plan drafts
- Adoption process
- Maps of existing and proposed land use

Neighborhood Plan

A neighborhood plan is a document that studies the issues of a specific, established neighborhood association, or an area that could be covered by a neighborhood association. If a neighborhood association exists, the boundaries of the neighborhood plan shall conform to those of the neighborhood association. If no neighborhood association exists, the boundaries of the neighborhood plan shall be defined using other methods such as natural features and/ or streets. Neighborhood plans use geographic and demographic information to develop a detailed land use vision for the future development or redevelopment of the neighborhood.

A neighborhood plan is the fourth tier in the hierarchy of plans. Depending on the amount of current development, a neighborhood plan could take from 9 to 12 months to develop.

When is a neighborhood plan appropriate?

A neighborhood plan is appropriate when there are traffic issues or significant development, redevelopment, or infill development in a neighborhood.

Purpose or reasons to use a neighborhood plan are to:

1. Provide guidance on matters of land use, development and site layout to possible area residents or investors.
2. Provide implementation recommendations for coordination of development with **adequate public facility's goals.**
3. **Provide information regarding the area's needs, priorities, and proposed projects.**
4. Determine if development proposals and land use changes are in accordance with the **community's long term vision.**
5. **Provide a shared vision for area's residents/owners and local government entities.**
6. **Provide a framework to guide an area's development efforts and track development trends and progress.**

Typical Process

The typical process of a neighborhood plan and the plan itself could include any of the following:

- Identify the study area boundary
- Identify key stakeholders
- Public meetings
- Inventory survey and data analysis
- Goals, visions, policies, and objectives
- Plan drafts
- Adoption process
- Maps of existing and proposed land use

Nodal Plan

A nodal plan is a document based on a prescribed radius around the intersection of two or more major thoroughfares. This plan studies specifically defined criteria such as vehicular and pedestrian circulation and connectivity in association with the density and intensity of proposed land uses.

In the hierarchy of plans, a nodal plan is under the category of “special area” plans. This plan’s level of study and detail is restricted because the boundaries are restricted. The process could take 6 to 12 months.

When is a nodal plan appropriate?

Examples when this type of plan is useful are:

- The study of major road intersections where large-scale commercial developments are proposed.
- A siting study is requested for a public facility, branch libraries or community building, where the service area radiates outward from the site.

Purpose or reasons to use a nodal plan are to:

1. Provide guidance on matters of land use, development and site layout to possible area residents or investors.
2. Provide implementation recommendations for coordination of development with **adequate public facility’s goals.**
3. **Provide information regarding the area’s needs, priorities, and proposed projects.**
4. Determine if development proposals and land use changes are in accordance with the **community’s long term vision.**
5. **Provide a shared vision for area’s residents/owners and local government entities.**
6. **Provide a framework to guide an area’s development efforts and track development trends and progress.**

Typical Process

The typical process of a nodal plan and the plan itself could include any of the following:

- Identify the study area boundary
- Identify key stakeholders
- Public meetings
- Traffic counts
- Inventory survey and data analysis
- Goals, visions, policies, and objectives
- Plan drafts
- Adoption process
- Maps of existing and proposed land use

Corridor Plan

A corridor plan is a document that studies a linear development, natural or man-made, and the adjacent area bounding this feature. A corridor plan is used to develop an integrated vision that coordinates multiple planning disciplines such as transportation, environmental, and/or land use.

The corridor plan is a type of a “specific issue” plan because it is predominately used to assess transportation and land use planning issues. The timeline of completion of this type of plan varies depending on the length of the corridor and the level of development that have already occurred along the corridor. This process could take 9 to 24 months.

When is a corridor plan appropriate?

Examples when this type of plan is useful are:

- Along major arterial streets
- When studying access management
- When studying riverine, riparian, and wildlife habitat areas
- Along abandoned railroad corridors for rails-to-trails applications

Purpose or reasons to use a corridor plan are to:

1. Provide guidance on matters of land use, development and site layout to possible area residents or investors.
2. Provide implementation recommendations for coordination of development with **adequate public facility’s goals.**
3. **Provide information regarding the area’s needs, priorities, and proposed projects.**
4. Determine if development proposals and land use changes are in accordance with the **community’s long term vision.**
5. **Provide a shared vision for area’s residents/owners and local government entities.**
6. **Provide a framework to guide an area’s development efforts and track development trends and progress.**

Typical Process

The typical process of a corridor plan and the plan itself could include any of the following:

- Identify the study area boundary
- Identify key stakeholders
- Public meetings
- Inventory survey and data analysis
- Goals, visions, policies, and objectives
- Plan drafts
- Adoption process
- Maps of existing and proposed land use

Specific Issue/District Plan

A specific issue or district plan is a document that is developed to address a defined geographic area, development proposal, the coordination of the extension of public services, or infrastructures as part of a unilateral annexation, or land use issue that does not clearly fall in one of the other plan categories.

In the hierarchy of plans, a specific issue/district plan falls under “special area” plans. The level of detail in this plan is concentrated on a specific subject based on the study issues identified. This type of plan could take 6 to 12 months to develop.

When is a specific issue or district plan appropriate? Examples where these types of plan are useful are:

- When the study of a sub-area of a neighborhood is needed to evaluate a rise in housing types [rental housing vs. owner-occupied]
- When there is significant redevelopment in an established neighborhood
- When there is a request for a predominate change in land use
- When a major redevelopment plan is proposed
- When there is a conflict between land use and zoning
- Where there is concern that an area is underserved by parks or other public facilities

Purpose or reasons to use a specific issue or district plan are to:

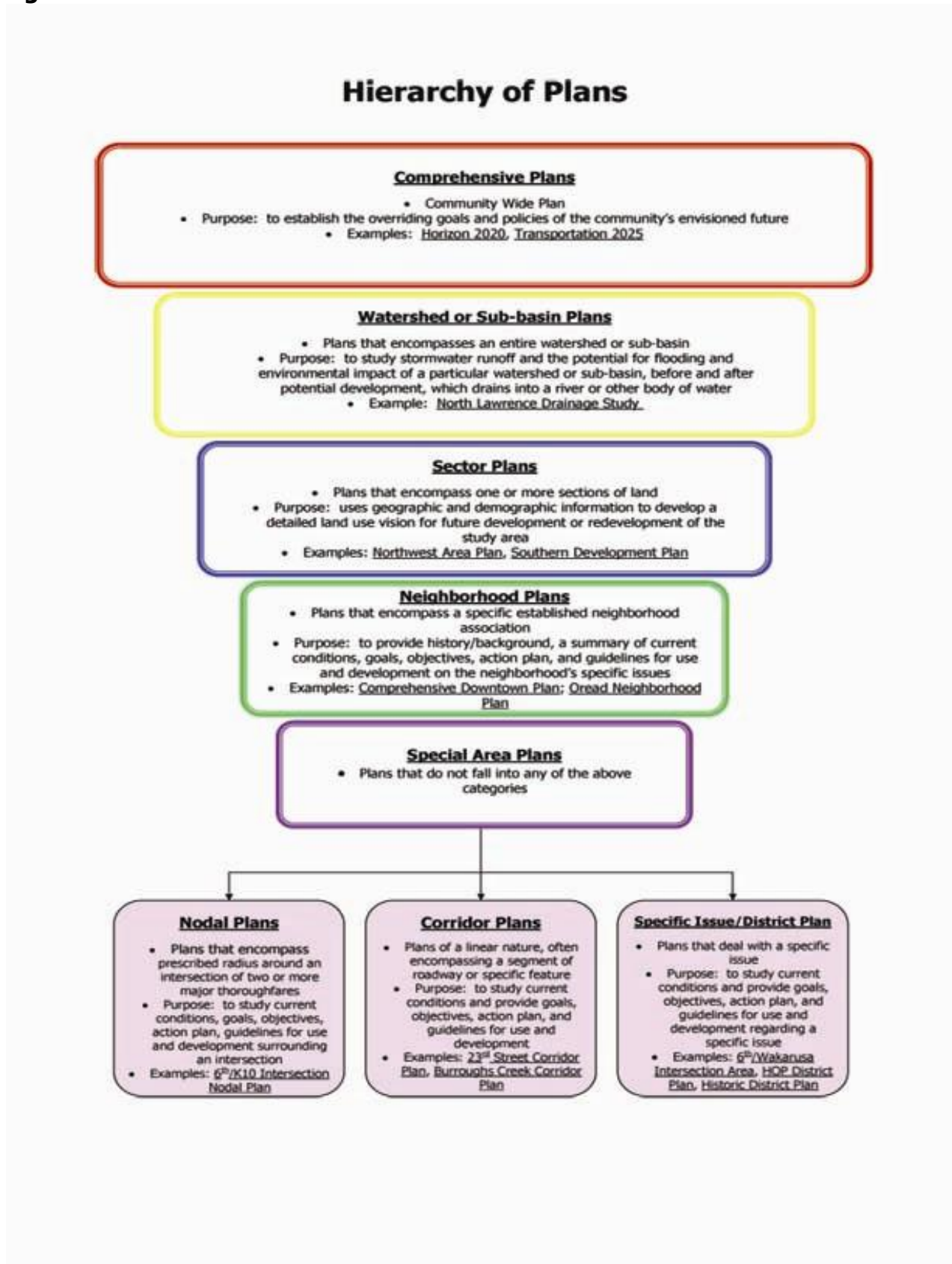
1. Provide guidance on matters of land use, development and site layout to possible area residents or investors.
2. Provide implementation recommendations for coordination of development with **adequate public facility’s goals.**
3. **Provide information regarding the area’s needs, priorities, and proposed projects.**
4. Determine if development proposals and land use changes are in accordance with the **community’s long term vision.**
5. **Provide a shared vision for area’s residents/owners and local government entities.**
6. **Provide a framework to guide an area’s development** efforts and track development trends and progress.

Typical Process

The typical process of a specific issue/district plan and the plan itself could include any of the following:

- Identify the study area boundary
- Identify key stakeholders
- Public meetings
- Inventory survey and data analysis
- Goals, visions, policies, and objectives
- Plan drafts
- Adoption process
- Maps of existing and proposed land use

Figure 14-1





League of Women Voters Lawrence-Douglas County

P.O. Box 1072 • Lawrence, Kansas 66044-1072

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MAY 21 2012

City County Planning Office
Lawrence, Kansas

May 20, 2012

2012-2013
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STATE:
www.lwvk.org

NATIONAL:
www.lww.org

Email:
league@sunflower.com

Mr. Richard Hird, Chairman
Members
Lawrence-Douglas County Metropolitan Planning Commission
City Hall
Lawrence, Kansas 66044

RE: Item No. 5: Comprehensive Plan Amendment to H2020 – Chp. 6 And Chp. 14; CC600
Item No. 6: Text Amendment to City Of Lawrence Development Code; Amending Various
Sections to Add A CC600 District
Item No. 7: A & B1 To Cc600; 146 Acres; W 6th St & K-10

Dear Chairman Hird and Planning Commissioners:

We urge you to deny all of Items No. 5, 6, and 7.

We are asking this for the following reasons:

1. There are some serious procedural problems occurring here. First, the comprehensive plan (Item 5) needs to be officially amended and approved, not only by the Planning Commission but also by both the City and County Commissions. Only then should zoning text amendments be adopted that are dependent on the comprehensive plan, as is Item No. 6, the new CC600 District. Following the adoption and official incorporation of the new CC600 District into the City Code, only then should the process for a public hearing to amend the zoning district properly proceed (Item No. 7).

2. A major consideration that is driving all of these deliberations is whether the city should actually approve the location for and participate in building a recreational facility of the proposed intensity in the suggested location. *The issue is not whether the facility is needed or appropriate, but whether that particular location for that facility is appropriate.*

Furthermore, it would be surrounded by 100 or more acres of unplanned commercial land. If the proposed development were to occur in that location the traffic impact on 6th Street, and the potential effect of shifting the “center of activity” from the Downtown to that location, could have a very negative impact on the city as a whole.

3. Horizon 2020 should be followed, and the city should consider hiring a consultant to do an independent market analysis of the impact that this use in this location would have on the city as a whole, especially the Downtown. (Horizon 2020, Chapter 6, **policy 3.13**)

- a. City staff analysis is not a proper substitution for an “independent market analysis. [...performed by an] **independent consultant** chosen by the city...” The analysis is **supposed to be** unbiased and done by qualified professional consultants. The planning staff has seemingly justified the additional commercial land that would be added to the currently overstocked inventory of available commercial area and vacant buildings.

The thought seems to be, *don't worry, no one will use the land unless there is a demand (which admittedly doesn't exist).* **Wouldn't it be better to preserve the land for an employment-related and manufacturing use that the studies up to now have proposed for the area?**



4. We request that an independent traffic analysis also be undertaken:

a. The Staff Report (Item No. 5) states that "Commercial uses are generally viewed by the Development Code as equal to or lesser uses compared to industrial uses and so the project can feasibly be viewed as compatible with the comprehensive plan designation." The traffic impact analysis that the staff report mentioned indicating that industrial and commercial traffic impacts are interchangeable, or commercial uses are lesser in intensity than industrial uses, may have come from the Lesser Change Table. In this table the three categories of Residential, Commercial and Industrial cannot be compared with each other in intensity. Only within each category is this comparison intended. (20-1301(k)). Therefore, based on the source in the Staff Report, it is not a valid comparison to say that the traffic intensity of commercial land use and industrial land use are the same

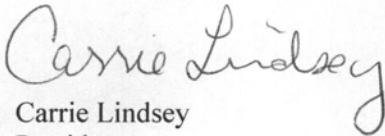
b. According to a study that was made in 2006 by the consultants, TischlerBise, hired by the City for their study, "The Cost of Land Uses and Fiscal Impact Analysis," the uses of manufacturing and commercial retail are **quite different in their impact** on traffic intensity. The vehicle trip rates per 1000 square feet **are much higher with commercial land use than with industrial land use** (page 11, Figure 4, TischlerBise).

c. Consider that the Transportation Plan for that node, which was recently presented to you by the MPO (Lawrence-Douglas County Metropolitan Planning Organization), must be studied by them before any changes to it are considered. Also, all of the other considerations that need to be made regarding the improvements to that intersection, to 6th Street, and to Highway 40 extended, must take into consideration the increased traffic intensity that will occur with the change in use from manufacturing to recreation and commercial uses.

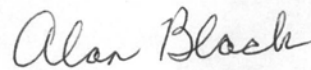
5. Once the CC600 District is actually incorporated into the zoning text (assuming that it is), it should have some method to actually control the maximum size and use of retail buildings. We suggest that any retail establishment that meets the requirement for a CC600 should also require a Special Use Permit or a Planned Development Overlay District.

Thank you for your patience in reading this material. We hope that you will carefully consider these points.

Sincerely yours,

Handwritten signature of Carrie Lindsey in cursive.

Carrie Lindsey
President

Handwritten signature of Alan Black in cursive.

Alan Black, Chairman
Land Use Committee

**RONALD SCHNEIDER
ATTORNEY AT LAW, P.A.**

900 MASSACHUSETTS ST., SUITE 600
LAWRENCE, KANSAS 66044
TELEPHONE: (785) 841-2040
FACSIMILE: (785) 856-0243

RONALD SCHNEIDER

OF COUNSEL:
CURTIS BARNHILL
MARGARET FARLEY

May 18, 2012

Richard Hird
Chairman of Lawrence-
Douglas County Metropolitan
Planning Commission
FAX: 832-3160

RE: CPA -4-2-12
TA -4-3-12
Z-4-5-12

Dear Mr. Rick:

I represent a number of landowners who live near or adjacent to the 146 acres associated with Z-4-5-12, change of zone request.

As you know, the City Commissioners recently voted to annex this property. During the annexation hearing, all City Commissioners expressed their intentions to devote extra-ordinary time and consideration to the zoning issues and contemplated land of the entire project and development due the importance and scope of this proposed project. The City Commissioners confirmed that this project requires time and thoughtful consideration. The Commission expressed its desire **NOT** to rush the zoning and land use components of this project.

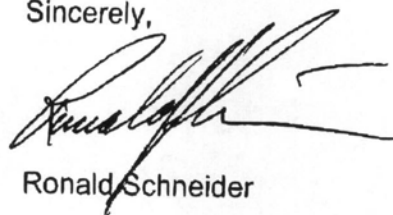
It is my opinion that the proposed public hearing on this rezoning and related planning matters is premature. Public opinion will be greatly affected by the information and dialogue at the public forum in June scheduled by the City. The proposed rezoning, changes to the code, and revision to the Nodal Plan should be considered only after this forum and additional information and reliable plans are available to the public.

On behalf of my clients, I respectfully request that the Planning Commission continue the hearing on these matters to enable the City to provide answers to the many unanswered questions on this immense and important project. I am confident that this request is consistent with the consensus and statements made by the Mayor and other Commissioners at their hearing on May 21, 2012.

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May 18, 2012

I await your response.

Sincerely,

A handwritten signature in black ink, appearing to read "Ronald Schneider", with a stylized flourish at the end.

Ronald Schneider

RS:cw

cc: Scott McCullough, VIA FAX
Mayor Robert Schumm, VIA FAX
City Commissioners, VIA FAX

May 20, 2012

Scott and Jodi Bouyack
887 N. 1663 Road
Lawrence, KS 66049

Lawrence City Hall
City Planning Office
Attn: Mary Miller
6 East Sixth Street
Lawrence, KS 66044

Ms. Miller,

As a resident and landowner in Northwood Estates with property bordering on the north end of the 146 acre tract of land that is being considered for CC600 zoning, I write today to make a few comments which I hope the Planning Commission will consider as it determines its recommendation on this issue during the May 21, 2012 meeting.

My wife and I purchased our home in early 2010. Prior to making a decision to purchase our home, I conducted a fair amount of research with regard to future development plans in the vicinity of Northwood Estates. Of particular interest to me was the future plans for the acreage now referred to as the Northwest Quadrant of the intersection of W. 6th Street/Highway 40 and Kansas Highway 10 (K-10). My research indicated to me that we should expect that at some point the Northwest Quadrant would become developed. Thus, it has always been my expectation that as much as we enjoy having vacant fields and cows behind us, that at some point that would become developed territory.

Although I could have no way of definitively knowing in 2010 what sort of development might be built behind our house, there were two expectations my research uncovered that I felt I could count on relative to any future development, and thus provided me the assurance I was looking for to proceed with the purchase of our home. The first expectation was that the City of Lawrence desired for the future development of the W. 6th Street/Highway 40 and K-10 intersection to become an attractive "gateway" entrance for the city. This expectation provided me the assurance that whatever development would eventually be built behind our house would be done so in an attractive, well-planned, well-maintained manner, and would most likely not include unattractive business uses that the city would not be proud to display at such a prominent gateway.

The second expectation my research uncovered that gave me comfort was the designation in the Nodal Plan of a green space buffer along the northern edge of the Northwest Quadrant to help preserve the Baldwin Creek drainage basin and to "act as a transitional buffer for the lower-density residential development and agricultural activities for unincorporated Douglas County adjacent to this corner."

As of today, I am reasonably confident that the first expectation above will be adhered to in this future development. It seems clear that the City Commissioners, City Staff, City Planners, and Developers all still strongly desire for the development on this Northwest Quadrant to maintain the attractive characteristics of a prominent city gateway as described in the Nodal Plan and other planning documents. Further to that point, I can envision that the proposed development of a regional recreation center on this property could result in a more desirable development than many alternatives. For example, the fact that the Planning Staff, in its recommendation to the Planning Commission, has restricted several uses from the proposed CC600 zone because such uses would not enhance the site as a regional recreation facility is a positive benefit for adjoining neighbors, as it helps to assure us that we will not have business such as big box retail, vehicle sales, mini-warehouses and several other uses that would be considered undesirable to the neighborhood.

However, at this point in the process, I am not certain that the second expectation, the green space buffer, will be adequately met. Although city officials have stated on several occasions that they recognize the need for such a buffer, and further recognize that the Nodal Plan calls for such a green space buffer, the specifics of such a buffer are lacking. To that point, the City has recently provided an initial rendering of the site plan for the recreation center, and the lack of any green space buffer is highly conspicuous by its absence. In fact, I cannot even consider such a rendering to be a viable first draft, as it does not include this very important component, and look forward to the City and Developers providing a true, viable first draft in the very near future.

Considering the above, I would like to make one simple request of the Planning Commission as it considers its recommendation relative to this zoning question. My request is that should the Planning Commission go forward in recommending this property in question be zoned to CC600, that it do so with the condition that a green space buffer, one which reflects the spirit of such an element as described in the Nodal Plan, be required to be part of the future development.

Once again, we appreciate the City's willingness to engage us in this process and listen to our concerns. I will be attending the meeting on May 21, and any such subsequent relevant meetings, and look forward to being a part of the process. If at any time you would like to talk to me directly, I can be reached via phone at (678) 778-0797 or email at scott.bouyack@gmail.com.

Sincerely,

Scott Bouyack

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MAY 21 2012

City County Planning Office
Lawrence, Kansas

May 21, 2012

City of Lawrence
Attn: Mary Miller - City Planning Office
6 East Sixth Street
Lawrence, KS 66044

Dear Ms. Miller:

As residents of the Estates of Northwood, we are writing to formally express our concerns regarding the proposed development of the land located at 6th street and E. 900 road.

Following the recent City Council meeting, we were provided a concept plan for the proposed development. This proposal raised significant red flags for residents of our neighborhood.

First, the concept plan does not honor the green space originally outlined in the nodal plan. Placing the recreation center, stadium and parking lots directly adjacent to our property provides no buffer between our backyards and the development. The resident of our neighborhood purchased land and built homes based on an understanding of green space outlined in the City's nodal plan.

Second, the concept plan does not appear to preserve the natural drainage system provided by the Baldwin Creek drainage basin. While the city may plan to remove this naturally occurring pathway, several of the properties on the south side of our neighborhood have this creek continuing through their property. This could result in significant drainage issues in the future. Additionally, other properties on the south side currently have flooding concerns during heavy rains and this development could further exacerbate this issue.

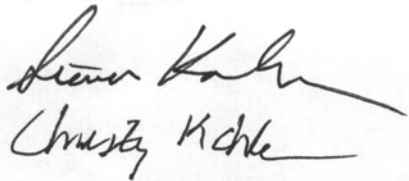
Third, the concept plan does not appear to have addressed the traffic issue through our neighborhood sufficiently. Requiring our neighbors to proceed through the new development to reach our homes is not a satisfactory solution. Given times of heavy activity in the area, this could place us in the middle of significant event traffic. As discussed at the meeting held at the Indoor Aquatic Center in April, we would prefer to have access to our neighborhood to the west of the development with proper signage to discourage non-residents from entering N. 1663 Road. This could be accomplished by alternating the dead end on N. 1663 from the west end to the east end.

Finally, without the proper market studies to understand the needs of the community, it is premature to determine the appropriate zoning for this area.

The City has a unique opportunity for this development. Unlike most instances, there is sufficient space to plan the site in a way that can truly accommodate the needs of the city and the surrounding community. We encourage you to take advantage of this opportunity to create a "gateway" for our city in a manner that is acceptable to all parties involved.

Thank you in advance for considering our concerns. We look forward to continued dialogue as the process progresses.

Sincerely,

Handwritten signatures of Steven Kahle and Christy Kahle. The signature for Steven Kahle is written in black ink and is a cursive script. The signature for Christy Kahle is also in black ink and is a cursive script.

Steven & Christy Kahle
875 N. 1663 Road

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MAY 21 2012

City County Planning Office
Lawrence, Kansas

Kenneth and Anna Oliver
873 N. 1663 RD
Lawrence, KS 66049

785-550-7746

May 21, 2012

Mary Miller
City/County Planner
Lawrence City Hall
6 East 6th St
Lawrence, KS 66049

Dear Ms. Miller,

Please include this letter regarding the rezoning of the NW corner of K-10/US-40 in the packet to be presented during your May 21 Planning Commission meeting. We will not be able to attend the meeting because of our work schedules, but would appreciate your taking our concerns into consideration.

We appreciate your notifying us of the completed staff report and at first blush, we are generally in agreement with the conditional zoning restrictions you are recommending. We also want to thank you for your time and effort in restricting uses that would not be complimentary to the proposed recreation center and that would be detrimental to our neighborhood.

We are however, frustrated that a new zone designation (CC600) is being proposed for the first time and recommended for this property with conditions, while the City does not know the size, scope and cost of their portion of the project and no sight plans have been submitted. There are many unanswered questions as to whether the rezoning and proposed development complies with the Nodal and Horizon 2020 plans. We received the staff report for the CC600 rezoning on Thursday the 17th, tried to research the hundreds of pages of reports and plans, formulate and draft comments to be delivered prior to 10:00am the following Monday morning. That's hardly enough time for the residents of our neighborhood to cipher through all the information and provide meaningful input, which is what the Mayor, City Commissioners, Planning Commission and City Manager have requested. We are not grasping for stalling tactics, as we firmly believe this project could be very good for the community. We are however very concerned that this project has not been given due diligence and many requirements for development are being overlooked. For example, considering the proposed uses, has the necessary traffic and marketing studies been completed, and has the Nodal and other planning documents been updated?

Along with our neighbors, we purchased our property and built our home after reviewing the Nodal Plan and learning the property in question was planned for low-density industrial/warehouse/office uses with a large green zone buffer between our homes and future development. After seeing examples around town of similar buildings, we found them acceptable, purchased our property and built our homes. Now the uses being proposed would have significantly more traffic, noise and light pollution. For this reason, as the project moves forward we are strongly encouraging the city to exceed the standards for mitigating the negative effects to surrounding neighborhoods per the following plan excerpt:

20-1101

PROTECTION STANDARDS FOR RESIDENTIAL DISTRICTS

(a) Design and Operational Compatibility Standards—Discretionary Approvals

As a condition of approval of any Special Use Permit, Map Amendment, site plan or other discretionary approval of any multi-Family use or nonresidential use located within 500 feet of any less intensive residential district, the City Commission, Planning Director, Planning Commission or other review body may impose conditions that exceed the minimum requirements of this Chapter and that, in the opinion of the review body, are necessary to reduce or minimize any potentially adverse impacts on residential property, including, but not necessarily limited to, the following:

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City Council Planning Office
Lawrence, Kansas

- (1) location on a site of activities that generate potential adverse impacts on adjacent uses, such as noises and glare;
 - (2) placement and buffering of trash receptacles;
 - (3) location of loading and delivery areas;
 - (4) lighting location, intensity, and hours of illumination;
 - (5) placement and illumination of outdoor vending machines, telephones, and similar outdoor services and activities;
 - (6) additional Landscaping and buffering;
 - (7) Height restrictions to preserve light and privacy and views of significant features as viewed from public property and rights-of-way;
 - (8) preservation of natural lighting and solar Access;
 - (9) ventilation and control of odors and fumes; and
 - (10) paving or other surface treatment for dust control.
- (b) Height Limit on Projects Adjoining Certain Residential Zoning Districts
See Section 20-701(g) for Height limits in the PD district.

Consideration needs to be given to the neighbors for the significant negative effects of the rezoning and subsequent development in the form of a green space buffer, additional large caliper trees, directional and timed exterior lighting, and a large berm. An acceptable berm would be similar to the one immediately behind the Walmart on 6th Street. However, because of the direction and location of the proposed street into the recreation center, stadiums and the proximity to our homes, an even taller berm would be necessary.

There is a significant grade from our property line up to US-40. Because the proposed stadium would be situated on the hill, we think an in-ground stadium would be beneficial for several reasons. An in-ground stadium would reduce the height of the structure and make it more visually appealing. The noise and light pollution would be contained significantly and the dirt removed for the stadium could be used for a berm to further reduce those negative effects. It is also my understanding that track and field events need to be sheltered from excessive wind for the competitor's results to be recognized as records. An in-ground stadium would go a long way in making it an elite track and field venue.

Our other concerns have not changed since our last correspondence as we are anxious to maintain the dead end access to N.1663 RD. The concept plan that was recently released proposed a convoluted route to our neighborhood. We would rather have a dead end entrance on the west side of 1663 RD to US 40 in lieu of the entrance shown on the concept drawing. In addition, we are very concerned that the manipulation of the Baldwin Drainage basin would potentially flood our property during seasonal heavy rains.

Thank you again for taking our concerns into consideration. We know a lot of questions will come to light when sight plans are eventually submitted, and we are hopeful that this will be a great development for our community, but the City needs to take a step back and complete the processes that are in place to ensure all involved (The City, Taxpayers, Developers, and Neighbors) are on the same page and protected before moving forward. The public forum on June 6th is a great start, and we are hopeful that more information will flow between the city and the public at that time.

Sincerely,



Kenneth and Anna Oliver

ITEM NO. 5 COMPREHENSIVE PLAN AMENDMENT TO H2020 - CHP 6; CC600 DISTRICT (AAM)

CPA-4-2-12: Consider a Comprehensive Plan Amendment to Chapter 6 of Horizon 2020 to create CC600 District policies and to Chapter 14 Specific Plans, to revise the West of K-10 Plan and A Nodal Plan for the Intersection of West 6th Street & Kansas Highway 10 (K-10) designating the node of 6th Street and K-10 as a CC600. *Initiated by City Commission on 4/10/12.*

ITEM NO. 6 TEXT AMENDMENT TO THE LAND DEVELOPMENT CODE; AMENDING VARIOUS SECTIONS TO ADD A CC600 DISTRICT (SMS)

TA-4-3-12: Consider a text amendment to the City of Lawrence Land Development Code, Articles 1, 2 and 13, to provide for a CC600 (Community Commercial) District. *Initiated by City Commission on 4/10/12.*

ITEM NO. 7 A & B1 TO CC600; 146 ACRES; W 6TH ST & K-10 (MKM)

Z-4-5-12: Consider a request to rezone approximately 146 acres located in the NW quadrant of the intersection of West 6th Street/Hwy 40 and Kansas Hwy 10 (K-10) from County A (Agriculture) District and County B1 (Neighborhood Business) District to the pending district CC600 (Community Commercial) District to accommodate a regional recreation facility. *Initiated by City Commission on 4/10/12.*

STAFF PRESENTATION

Mr. Scott McCullough presented items 5, 6, and 7 together.

Commissioner Liese asked staff to address the League of Women Voters claim of serious procedural problems.

Mr. McCullough said there were no legal procedural issues. He said the value of the comment was to plan linearly. He stated in this case City Commission directed staff to build them a package with all the zoning tools for their consideration that could accommodate a recreation center at this location. He said staff believed it was fully appropriate to look at them concurrently. He said the Mayor contacted him about a half hour before this meeting and he was aware of some of the procedural questions and wanted him to convey to Planning Commission that during the May 15th City Commission meeting they discussed that when this package gets out of Planning Commission they are likely not to act on the zoning until they vet out and resolve other issues. He said City Commission had a broader scope than Planning Commission.

APPLICANT PRESENTATION

Mr. Dave Corliss, City Manager, said Planning Commissions decisions were land use related; specifically what types of uses would be allowed. He said the City had begun discussions with the property owner and a potential builder. He said they want to seek additional public input regarding what type of City building would be appropriate for the site. He said they scheduled a public meeting on June 6th to conduct that. He said the proposed grant was for a recreation use. He said they discussed with the KU Athletic Department regarding the potential use of the property and that they had not made any agreement with the City. He said one of the challenges with this is that the discussion to date has been that the builder indicated a willingness to put forward a project much larger than the City and KU can afford which presented a unique opportunity and challenge. He said the road improvements from Folks Road to K-10 were financed from a combination of City and K-10 funding and he would expect that discussion to continue for Hwy 40.

Commissioner Liese inquired about what City Commission has asked Planning Commission to do.

Mr. Corliss said Planning Commissions role was set out in statute. He said at the City level they did not plan on acting on the zoning request before they knew what they plan to do with the 50 acre donation.

Commissioner Liese said there would be a public meeting on June 6th. He wondered how the Planning Commission's decision tonight would relate to that.

Mr. Corliss said the public meeting was a comment/question period on June 6th in the commons area of Free State High School. He said they were trying to hear the pros and cons from the public regarding such things as hours, accessibility, etc.

Ms. Jane Eldredge, Barber Emerson, represented the property owner. She said the property owner had been in discussions with various members of City staff for months about this tract of land.

PUBLIC HEARING

Ms. Gwen Klingenberg, Lawrence Association of Neighborhoods, expressed concern about the process. She said CC600 could not be picked by the applicant until after approved and published. She felt the neighbors concerns should be addressed. She also felt the stream corridor should be protected. She said the traffic impact study was based on industrial not commercial.

Mr. Dave Reynolds said he was not here to argue against CC600 but wanted to discuss the recommended uses. He said it was a residential neighborhood and that it was low density. He said the plan calls for uses in the CC600 that would be compatible with the recreation uses. He felt the square footage should be restricted to 180,000 square feet max on the commercial side.

Mr. McCullough said Mercato accommodates and accounts for approximately 340,000 of what would be 600,000 of retail square feet. The northwest corner would account for approximately 180,000 square feet of retail space. He said that was not the limit of development on either one of those properties, it was just the retail.

Mr. Reynolds felt there should be a reasonable restriction of total amount of square footage allowed. He inquired about utility major and utility minor and wondered if that meant a power plant or somewhere to pay a bill. He said the neighbors did not want a truck stop and felt there should be specific language addressing that. He said a normal filling station was fine but not a truck stop. He felt some of the allowed uses should be restricted or eliminated, such as communication facilities, recycle centers, hotels and motels.

Commissioner Finkeldei asked if there was currently a cellular tower on the site.

Mr. McCullough said yes, there was one at the location now.

Commissioner Finkeldei said regarding manufacturing limitations it was currently planned for light industrial so there could be a large manufacturing plant there. He asked if Mr. Reynolds wanted to limit the retail uses or would he prefer that to light industrial.

Mr. Reynolds said the recreation center would go right up against residential property with no buffer space. He wanted to limit the intensity so that it wouldn't impact the neighbors.

Ms. Melinda Henderson felt a small collection recycle facility would not be inappropriate and that an example would be something along the lines of the new Ripple glass containers. She encouraged recycling at the site.

Mr. Thomas Johnson expressed concern about the process moving forward too quickly. He requested the items be deferred until after the public meeting on June 6th and when additional information was available.

Mr. Kirk McClure, Old West Lawrence Neighborhood Association, felt more information was needed. He expressed concern about Lawrence being overbuilt. He felt the project should be approached with a smart growth mentality.

Mr. Ron Schneider, attorney for neighbors, disagreed that the procedural process was followed. He said it was illogical and illegal for a change of zone for a site when that zoning classification does not exist. He said the property could not be considered for change of zone because it was not within city boundaries yet. He asked Planning Commission to defer the items. He said there were far more questions than answers. He said the neighbors could not take a position when they did not know the details. He said there were concepts but no project to look at. He expressed concern with the nodal plan green space/buffer area.

APPLICANT CLOSING COMMENTS

Mr. Corliss said he couldn't think of a better buffer area than City owned property that would be used for recreation.

Commissioner Liese asked staff to address questions about the procedural process and if it was legitimate.

Mr. Randy Larkin, staff attorney, said there was nothing in State law or in City ordinances that would preclude Planning Commission from making a recommendation for property outside of City limits.

COMMISSION DISCUSSION

Commissioner Finkeldei asked if that was the same explanation for recommending a rezoning category that does not exist.

Mr. Larkin said that was correct.

Commissioner Finkeldei asked staff to follow up on the legal point of view.

Mr. McCullough said they do that with text amendments to create a new use and rezonings with specific project in mind. He said Planning Commission was only a recommending body.

Commissioner Finkeldei asked staff to respond to Mr. Reynolds inquiry about utility major and utility minor.

Mr. McCullough said the conditional zoning would get at some of how it would develop. He said utility major and minor could span from a water tower to pump station or electrical sub-station, or something necessary to develop and urbanize the property. He stated a recent amendment to the Code removed truck stop from the CC zoning district all together and was not permitted. He stated manufacturing could be cleared up with that information as well. He said manufacturing uses permitted in the CC district were contained uses within a building.

Commissioner Finkeldei asked staff to respond to the height of a motel/hotel.

Mr. McCullough said the district had height limitations. He said it was not known if Mercato or the northwest corner would ever live up to its full potential of retail uses. He said there were a number of uses that could enhance and compliment the recreation center.

Commissioner Finkeldei asked staff to speak about the buffer zone and the Baldwin Creek drainage area.

Mr. McCullough said staff could not find a reason for the shape of it. He said it was at the top of the Baldwin Creek drainage area and a lot of the sensitive lands as it heads down toward the river were preserved and maintained in the Baldwin Creek sewer easement and some property donated for park purposes. He said it was likely that the drainage bed would be piped, moved, and relocated which was pretty standard development in an area for non-residential uses.

Commissioner Culver asked Mr. McCullough about the traffic impact study based on industrial not retail.

Mr. McCullough said the recent corridor study that KDOT, City, County, and MPO partnered on had as its based assumptions the West of K-10 Plan land use categories and designations. He said this opportunity

presented itself as that process was ending its completion. He said BG Consultants essentially said because it was such a high cross section of urban corridor anyway it would work. He said it needed to be studied further to determine such things as how many lanes and lengths. He said the plat would be one of the next steps and KDOT offered to do a full traffic study with new assumptions based on the commercial aspects of the property.

Commissioner Burger asked if the Kansas Department of Revenue factor internet sales in their analysis.

Mr. McCullough said no.

Commissioner Burger asked if going from 400 to 600 was to accommodate the recreation square footage.

Mr. McCullough said partially. He said it was primarily to accommodate the property off the 50 acres as compatible with recreation uses.

Commissioner Burger inquired about class I or II soils.

Mr. McCullough said he did not believe there were any at the site.

Commissioner Burger asked if there was commercial recreational acreage in the county or city that could be considered to be zoned industrial to replace what would be lost if the West of K-10 Plan was approved.

Mr. McCullough said not outside of what was already designated for those uses. He said essentially about 145 acres would be lost.

Commissioner Burger asked if Planning Commission voted to defer the item could staff look at increasing industrial in the West of K-10 Plan.

Mr. McCullough said staff did briefly look at that. He said there were very good reasons for designating it for industrial employment warehouse, such as two state highways and good topography. He said that could be an appropriate land use for the area but this opportunity presenting itself changed that. He did not believe there would be other areas in the West of K-10 Plan that had the same characteristics that this site does for industrial employment zoning.

Commissioner von Achen asked staff to address the stormwater management.

Mr. McCullough said the stormwater management plan was in the beginning stage so there was no full plan yet. He displayed the general aspects of it on the overhead. He said the concept plan showed regional detention.

Commissioner von Achen inquired about the impact to the neighbors to the north.

Mr. McCullough said staff believed it was an opportunity to improve some of the current drainage issues. He said the City Stormwater Engineer would be very involved with the process.

Commissioner von Achen inquired about limiting the size of some of the non-retail buildings.

Mr. McCullough said there could be with conditions placed on the zoning to limit the overall development. He said staff did not think it was necessary because there were compatible uses.

Commissioner von Achen inquired about the lack of need for more retail space that Mr. McClure discussed.

Mr. McCullough said staff disagrees with Mr. McClure on the analysis of some specific areas of the city. He said development does not happen all at once overnight. He said they needed to get somewhat ahead of the market on commercial areas so that it was in place when the market needs it.

Commissioner Burger inquired about funding for improvements needed within the development of the project for the highway going west.

Mr. Corliss said they were working on those details. He said KDOT has indicated they should have available funds to signalize the existing 6th & K-10 intersection. He stated it would not only be a City project but that it would be a State project as well. He said he was in the process of putting together the budget on how the City would be involved with putting in necessary infrastructure. He stated the City project was not likely to proceed if there was no city funding for that. He said the initial numbers indicate it was likely the City would be able to do it over multiple years. He said it was such a unique project that it was likely the City would stretch to do it.

Commissioner Blaser said studies and research indicated facilities were needed in the western part of the City.

Mr. Corliss said that was correct, a recreational facility with indoor gym space was needed on the west side of town.

Commissioner Liese said there were different combinations to think about taking action on this evening. He inquired about the implications of deferral.

Mr. Corliss said if Planning Commission wanted to spend more time on this they would need to be specific on the details they would want. He said the site plan would go before City Commission and they would spend excruciating time on the details. He said there were continued concerns from the neighbors about drainage. He said the City could not negatively exacerbate stormwater issues for the neighbors or the City would end up with a lawsuit. He said the City would be responsible for maintaining the 50 acres so they would need to be smart about the buffering.

Mr. McCullough said if Planning Commission needed more information then staff would like specific information of what was requested.

Commissioner Liese inquired about the noise volume and lights in the Oread neighborhood from KU events at the stadium.

Mr. Corliss said he did not know that it would a similar use as the recreation facility. He said the recreation facilities uses would be indoors. He said the soccer and track field would be outside but that it would not be the same volume and intensity as a KU game.

Commissioner Belt asked if it would be comparable to Lawrence High School.

Mr. Corliss said it may be more appropriate to compare it to Free State High School. He said Free State had some level of distance and separation from the neighborhood. He said the recreation facility site was at the intersection of two state highways and would likely urbanize and develop with something. He said the key was how to do it in a way to help the neighbors and have adequate distance and buffers.

Commissioner Liese asked if it was reasonable to assume that the project would attract enough tourists to bring more retail activity into town.

Mr. Corliss said these types of facilities would not only support local recreational needs but would support regional needs as well.

Commissioner Britton asked if KU had committed to anything.

Mr. Corliss said the University of Kansas Athletic Corporation would be considering the next steps this week. He said their level of commitment was similar to the City and they agree to continue to work on some type of arrangement. He said the City had not accepted the donation of land yet.

Commissioner Britton asked what would happen if the City accepted the donated land but KU does not sign on.

Mr. Corliss said it was the expectation that the property would be accepted for a regional recreational facility.

Commissioner Finkeldei said items 5 & 6 were related but were not dependent on a recreation center going in at the location. He said item 7 was tailored to the recreation center.

Mr. McCullough said that was correct. He said the intersection would be the only designated CC600 in the Comprehensive Plan if approved.

Commissioner Finkeldei asked if a recreation center was not proposed to go in that location would staff support the change.

Mr. McCullough said this intersection had been the subject of debate in context of the 6th and Wakarusa site as to which should hold more intensity of development. He said if presented with an application for an increase of commercial retail at this particular node of 6th & SLT staff would probably support it given the justification, reasons, and findings in the current staff report.

Commissioner Finkeldei said item 7 was dependent on the recreation center.

Mr. McCullough said yes.

Commissioner Finkeldei asked if the donating land owner would be in favor of rezoning the property if the recreation center didn't come with it.

Ms. Eldredge said it was still appropriate to rezone with the limited uses because the recreation facility could still happen in the future. She said the limitations on zoning were still appropriate because there would be provisions for other kinds of retail.

Commissioner Britton asked if all 50 acres would be on the same plan when it gets to the site planning state.

Mr. McCullough said yes. He said Planning Commission would see the plat but City Commission would see the site plan.

Commissioner Finkeldei said items 5 and 6 were pure zoning with or without the recreation center. He said the question was that at the intersection of 6th & SLT was it appropriate to have some retail component at the intersection as opposed to industrial on this corner. He said Diamondhead on the southeast corner originally had a large retail component at the corner. He said Mercato came in later and had a retail component. He said mainly 90% of the retail was divided between Diamondhead and Mercato. He stated then Diamondhead expired and Mercato came back and Planning Commission discussed about was it appropriate to move retail from the southeast to the northeast corner to make Mercato a place where it could have a stronger retail node. So now there was CC400 with 340,000 square feet of retail in the one Mercato corner. He believed that was appropriate because it was decided that was a good location for a big box store. He felt it was the perfect location for something larger than 400,000 square feet. He said currently the Code allows CC400 or regional of 1.5 million, nothing in between. He said the question was if this location was a good place to do something between CC400 and 1.5 million. He believed it was the perfect location to create CC600 and a good location to put in the Comprehensive Plan as to what was wanted at the intersection. He said the limitations of the CC600 to not allow big box stores on the other corners was thought through. He said he would support with or without the recreation center. He said what was actually in the West of K-10 Plan was light industrial and also had a couple other limiting words in there. He said it was never meant to be heavy industrial. He felt the rezoning was specific to a recreation center. He said if the recreation center did not go in then he would not like the limitations on the uses at that intersection. He said it made sense that with the rezoning they would

add a condition that the rezoning was contingent upon approval of site plan. He felt it sent the message that they want this zoning to be there after a full public process for the City Commission to address site plan issues. He said when City Commission approves the site plan the zoning can go with it. He felt it was important to address Baldwin Creek and drainage but that it was a site plan issue. He said buffering was important but it was also a site plan issue. He said traffic was important but was also a site plan issue for the most part. He said he disagreed with Mr. McClure's analysis about retail. He said there was a big difference between what was planned, what was zoned, and what was actually built. He said a lot more was planned for than what was actually built. He said projects get retrofitted such as the Tanger Outlet Mall into office space. He said there was overall support of this being a recreation center. He strongly believed that the pull factor of a regional recreation center would be immense and would help overall retail sales of the city and sales tax. He felt that whatever was built around this will do well and not cause detriment to the rest of the community.

Commissioner Britton said in general he would end up supporting this. He said the property would be developed at some point and this seemed to be a good way to develop a chunk of it. He said the neighbors adequately communicated their concerns and he was confident issues could be addressed to reasonable satisfaction. He felt this was a great way to develop the property and felt it would benefit the community. He was concerned about the retail markets ability to sustain whatever eventually goes there. He said it was a unique and great opportunity and they needed to be cognizant of the details.

Commissioner Blaser said he would support all three items. He felt they needed a recreation center in the northwest section of town. He believed it would become a main gateway to the city and needed to be an appropriate one. He did not feel that CC600 would change much out there but did allow some conditional zoning on the west side. He felt City Commission would do the site plan right and would hopefully solve some of the issues.

Commissioner Culver said the scope of Planning Commission was to focus on land uses. He said the questions in his mind were answered to make a recommendation for the potential land use. He did not feel that by deferring any or all of the items they would obtain additional information that would help with land use decisions. He felt that issues and concerns could be addressed during the site planning stage. He said he would support the rezoning being contingent on City Commission approval of the recreation center.

Commissioner von Achen said through tonight's discussion with the audience most questions were somewhat addressed so she felt more comfortable supporting the items. She felt other concerns would be addressed during the site planning stage. She said her major concerns were the Baldwin Creek area, drainage, traffic, and how they would impact the adjacent neighbors, but she felt they could be addressed.

Commissioner Liese said all his questions were answered and he would support all three items.

Commissioner Belt asked if there was any scenario where Planning Commission could see any of the site plan.

Mr. McCullough said the site plan was an administrative process and City Commission would review and consider it.

Commissioner Belt said he was grateful someone was willing to donate land for a recreation center. He said during the last meeting Mr. Crawford made an important plea about this being a unique opportunity for us and to make sure the public had the opportunity for input. He said in his mind he would like Planning Commission to see more of the plan before it moved forward. He would like the public to have more opportunities to have their say. He said he would not support any of the three items.

Commissioner Burger said she had hesitancy about moving forward with this but that City Commission provided Planning Commission with a package on how to plan faster with the same attention to detail and input. She said City Commission and County Commission had the final say and that there were additional opportunities to talk about this more. She said the plan was very comprehensive and the three items bundled together could be a new efficiency. She said CC600 gave options with responsible restraints. She asked City

Commission to look at initiating some type of referral to increase light industrial in the area. She said the opportunity to get a much needed recreation center was exciting. She said she would support all three items. She thanked the public for attending this evening.

ACTION TAKEN on Item 5

Motioned by Commissioner Finkeldei, seconded by Commissioner Blaser, to forward a recommendation of approval of the comprehensive plan amendment to Horizon 2020, to the Lawrence City Commission to amend Chapter 6: Commercial Land Use to create CC600 District policies, Chapter 14: Specific Plans to revise the West of K-10 Plan to change the designation of the 6th and K-10 node to a CC600 commercial center, and to remove A Nodal Plan for the Intersection of West 6th Street and Kansas Highway 10 (K10) from Chapter 14: Specific Plan.

Motion carried 7-1-1, with Commissioner Belt voting in opposition. Commissioner Hird abstained.

Motioned by Commissioner Finkeldei, seconded by Commissioner Blaser, to approve and sign Planning Commission Resolution PCR-5-4-12.

Motion carried 7-1-1, with Commissioner Belt voting in opposition. Commissioner Hird abstained.

ACTION TAKEN on Item 6

Motioned by Commissioner Finkeldei, seconded by Commissioner Blaser, to approve the proposed amendment TA-4-3-12 to the Land Development Code and forward to the City Commission based on the analysis in the staff report.

Motion carried 7-1-1, with Commissioner Belt voting in opposition. Commissioner Hird abstained.

ACTION TAKEN on Item 7

Motioned by Commissioner Finkeldei, seconded by Commissioner Blaser, to approve the rezoning request for approximately 146 acres from A (County-Agriculture) District and B-1 (County-Neighborhood Business) District to CC600 (Community Commercial) District and forwarding it to the City Commission with a recommendation for approval based on the findings of fact found in the body of the staff report and subject to the following condition:

The permitted uses in this District shall be limited to those listed in Table 1 of this staff report.

Motion carried 7-1-1, with Commissioner Belt voting in opposition. Commissioner Hird abstained.

A RESOLUTION OF THE LAWRENCE-DOUGLAS COUNTY METROPOLITAN PLANNING COMMISSION ADOPTING AND RECOMMENDING ADOPTION OF A PROPOSED AMENDMENT TO *HORIZON 2020*, THE COMPREHENSIVE PLAN FOR THE CITY OF LAWRENCE AND UNINCORPORATED DOUGLAS COUNTY, AMENDING CHAPTER 6 - COMMERCIAL, TO ESTABLISH THEREIN POLICIES GOVERNING CC600 (COMMUNITY COMMERCIAL) DISTRICTS, AND CHAPTER 14 - SPECIFIC PLANS, TO REVISE THEREIN THE "WEST OF K-10 PLAN" TO DESIGNATE THE SIXTH STREET AND K-10 NODE AS A CC600 COMMERCIAL NODE AND TO DELETE THEREFROM THE EXISTING "A NODAL PLAN FOR THE INTERSECTION OF WEST SIXTH STREET AND KANSAS HIGHWAY 10 (K-10)."

WHEREAS the City of Lawrence, Kansas, and Douglas County, Kansas, in order to promote the public health, safety, morals, comfort, and general welfare and to conserve and to protect property values in the City and the County, are authorized by K.S.A. 12-741, *et seq.*, to prepare, adopt, amend, extend, and execute a comprehensive plan;

WHEREAS the City of Lawrence, Kansas, Douglas County, Kansas, and the Lawrence-Douglas County Metropolitan Planning Commission, in order to coordinate development in accordance with the present and future needs of the City and the County, to conserve the natural resources of the City and the County, to ensure efficient expenditures of public funds in the City and the County, and to promote the health safety, convenience, prosperity, and the general welfare of the residents of the City and the County, have adopted *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County; and

WHEREAS, on May 21, 2012, after giving lawful notice by publication in the official City and County newspaper, the Lawrence-Douglas County Metropolitan Planning Commission conducted a public hearing regarding a proposed amendment of *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, as set forth in Planning Staff Report, CPA-4-2-12, amending Chapter 6 - Commercial, to establish therein policies governing CC600 (Community Commercial) Districts, and amending Chapter 14 - Specific Plans to revise therein the "West of K-10 Plan" to designate the Sixth Street and K-10 Node as a CC600 Commercial Node and to delete therefrom the existing "A Nodal Plan for the Intersection of West Sixth Street and Kansas Highway 10 (K-10)."

NOW, THEREFORE, BE IT RESOLVED BY THE LAWRENCE-DOUGLAS COUNTY METROPOLITAN PLANNING COMMISSION:

SECTION 1. The above-stated recitals are incorporated herein by reference and shall be as effective as if set forth in full.

SECTION 2. Pursuant to K.S.A. 12-747, the Lawrence-Douglas County Metropolitan Planning Commission hereby adopts and recommends to the governing bodies of the City of Lawrence, Kansas, and Douglas County, Kansas, that they adopt the proposed amendment to *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, as set forth in Planning Staff Report CPA-4-2-12, amending Chapter 6 - Commercial, to

establish therein policies governing CC600 (Community Commercial) Districts, and Chapter 14 - Specific Plans, to revise therein the "West of K-10 Plan" to designate the Sixth Street and K-10 Node as a CC600 Commercial Node and to delete therefrom the existing "A Nodal Plan for the Intersection of West Sixth Street and Kansas Highway 10 (K-10)."

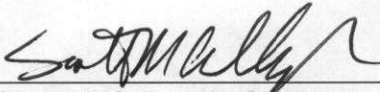
SECTION 3. The revised and updated Chapter 6 - Commercial, affixed hereto as Exhibit 1, the revised and updated Chapter 14 - Specific Plans, affixed hereto as Exhibit 2, and the revised and updated "West of K-10 Plan," which is incorporated by reference into Chapter 14 - Specific Plans, affixed hereto as Exhibit 3, shall upon adoption by governing bodies of the City of Lawrence, Kansas, and Douglas County, Kansas, be incorporated into *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County.

SECTION 4. This Resolution, together with a certified copy of the proposed amendment to *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, and a written summary of the May 12, 2012, public hearing, shall be transmitted to the governing bodies of the City of Lawrence, Kansas, and Douglas County, Kansas, as appropriate.

ADOPTED by the Lawrence-Douglas County Metropolitan Planning Commission this 12th day of May, 2012.



Vice-Chair
Lawrence-Douglas County Metropolitan
Planning Commission



Scott McCullough, Secretary
Lawrence-Douglas County Metropolitan
Planning Commission