

PLANNING COMMISSION REPORT
Regular Agenda – Action Item

PC Staff Report
11/17/08

ITEM NO. 3: COMPREHENSIVE PLAN AMENDMENT TO HORIZON 2020 CHAPTER 6 (DDW)

CPA-2008-3: Hold public hearing on a Comprehensive Plan Amendment (CPA) to Horizon 2020 Chapter 6, Commercial Land Use – Inner Neighborhood Commercial Centers, to correct inconsistencies between the description in the comprehensive plan and the *Land Development Code* including location and an update as to where existing neighborhood commercial centers are located. Initiated by the Lawrence-Douglas County Planning Commission on 04/23/08 as part of the Comprehensive Plan Annual Review process.

STAFF RECOMMENDATION: Staff recommends approval of this comprehensive plan amendment Chapter 6, Commercial Land Use – Inner Neighborhood Commercial Centers, to correct inconsistencies between the description in the comprehensive plan and the *Land Development Code* including location and an update as to where existing inner neighborhood commercial centers are located and recommends forwarding this comprehensive plan amendment to the Lawrence City Commission and the Douglas County Board of County Commissioners with a recommendation for approval.

STAFF RECOMMENDATION: If appropriate, approve and sign Planning Commission Resolution 2008-12.

STAFF REVIEW

The basis for this CPA is to ensure *Horizon 2020* policy regarding Inner-Neighborhood Commercial Centers is consistent with the *Land Development Code* and also to update neighborhood center locations. Issues regarding consistency have arisen as staff has tried to apply Inner-Neighborhood Commercial Center policy to development proposals. This amendment was initiated by the Planning Commission during their annual review of the Comprehensive Plan on 04/23/08.

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

Included as an attachment to this staff report is the proposed amendment to Chapter 6 (Commercial Land Use). If approved this amendment will be added to the Inner-Neighborhood Commercial Centers description (pg. 6-6), below the table on pg. 6-19, to the Lawrence – New Commercial Areas section (pg. 6-20), and to Policy 3.3: Criteria for Inner-Neighborhood Commercial Centers (pg 6-31).

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?

The proposed amendment is a result of the changing circumstances that have occurred since the comprehensive plan was first written. At the time *Horizon 2020* was written, Lawrence was using a different development code. The existing Land Development Code became effective on July 1, 2006. As a result, a few inconsistencies regarding Inner-Neighborhood Commercial Centers arose between *Horizon 2020* and the *Land Development Code*. This amendment addresses those inconsistencies by making a few changes to *Horizon 2020*.

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

The proposed amendment is an advancement of a clear public purpose and is consistent with the long-range planning goals and policies of the community. The proposed amendment helps further the goals and policies for commercial land use while staying consistent with the overall intent of *Horizon 2020* by clarifying Inner-Neighborhood Commercial Center policy for redevelopment and new centers. The proposed amendment clarifies location criteria and provides better guidance regarding new Inner-Neighborhood Commercial Centers.

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

As the City of Lawrence and unincorporated Douglas County continue to grow and expand, there is a need to include the opportunity for development and redevelopment of small areas into Inner-Neighborhood Commercial Centers. These developments can offer the opportunity for limited commercial services within existing neighborhoods. Inner-Neighborhood Commercial Center policy is currently found in *Horizon 2020*. The proposed amendment is clarifying that policy.

PROFESSIONAL STAFF RECOMMENDATION

Staff recommends approval of this comprehensive plan amendment Chapter 6, Commercial Land Use – Inner Neighborhood Commercial Centers, to correct inconsistencies between the description in the comprehensive plan and the *Land Development Code* including location and an update as to where existing inner neighborhood commercial centers are located and recommends forwarding this comprehensive plan amendment to the Lawrence City Commission and the Douglas County Board of County Commissioners with a recommendation for approval.

Attachments:

- Proposed new text
- Horizon 2020 Chapter 6, Commercial Land Use

Description inserted in Horizon 2020 Text, shown in italics:

CPA-2008-3

Proposed Text Changes

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.

~~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 collector or arterial street. Inner Neighborhood Commercial Center uses may include book stores, dry cleaning services, food stores, beauty salons, etc.~~

~~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.~~

[This deleted text has been moved to "Lawrence – New Commercial Areas"]

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				

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 6-8.

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

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 overall new planned neighborhoods.*

- ***Inner Neighborhood Commercial Centers*** [Language below was moved from pg. 6-6. *Italicized* language is new]

New Inner-Neighborhood Commercial Centers shall be allowed in very unique situations, such as when *the* 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 may 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 2 miles north of US US-40
8. E 700 Rd and US US-40
9. E 800 Rd and N 1750 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.

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*
- ~~E~~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;*
 - ~~3~~4. Centers shall no more than 3,000 gross square feet of commercial space; and
 - ~~4~~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.