

PLANNING COMMISSION REPORT
Regular Agenda – Public Hearing Item

PC Staff Report
05/21/08

**ITEM NO. 13: COMPREHENSIVE PLAN AMENDMENT TO HORIZON 2020;
CREATING CHAPTER 15 (MJL)**

CPA-2007-6: Amend Horizon 2020 by creating Chapter 15 – Place Making to ensure proper comprehensive plan language is in place for the proposed *Lawrence SmartCode* in the City of Lawrence. This item was initiated by the City Commission at their December 18, 2007 meeting.

STAFF RECOMMENDATION: Staff recommends approval of Chapter 15.

SUMMARY

In the fall of 2006, the City Commission authorized the contract with PlaceMakers for services to create a parallel TND development code for the city. In late January 2006 and early February 2007, the PlaceMakers team and city staff held a design charrette to gather public input on the drafting of the SmartCode and the infill plan for four identified areas to be analyzed during the process. These areas were used as examples to show how the SmartCode could be used in the community. PlaceMakers also identified that *Horizon 2020* did not entirely support the concepts of the SmartCode. This proposed chapter would incorporate the SmartCode concepts into *Horizon 2020* to support SmartCode development in the city and the adoption of the related regulatory tools.

A definitions section has been added to the draft chapter since the initiation of the comprehensive plan amendment. This was done to further clarify terms in the chapter that are used from the SmartCode.

STAFF REVIEW

Included as part of this staff report is the proposed Chapter 15 - Place Making document.

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, it relied on the suburban model for development and the SmartCode is a form-based code. The original *Horizon 2020* did not contemplate mixed-use development, a mix of housing types, a variety of living and working options within walking distance of each other, and creating a place that offers a good pedestrian experience. The proposed chapter identifies general locations of land uses that are to be located within a development and relational information, community types, and transects along with goals and policies to be used in conjunction with the *Lawrence SmartCode*.

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 chapter allows for support of development that utilizes the *Lawrence SmartCode*. The City Commission has shown interest in offering the community an option to develop under a different type of regulation than provided in the current *Land Development Code*. By adding this chapter to *Horizon 2020*, the concepts offered in the SmartCode can be supported. Further, the goals and policies in the Place Making chapter stay consistent with the overall intent of *Horizon 2020*.

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

As the City of Lawrence continues to grow and expand, there is an opportunity for a type of development that is different than the way it has been occurring for the past 30+ years. The SmartCode is an optional code that prioritizes the pedestrian experience and creates a harmonious urban streetscape by closely regulating building frontage and building forms. The SmartCode offers the opportunity for construction of a more traditional type of mixed-use development. Chapter 15-Place Making supports the shift in public policy to offer an option from the current development format to the SmartCode form based code. This is a clear change in public policy from when *Horizon 2020* was initially adopted in the late 1990s.

PROFESSIONAL STAFF RECOMMENDATION

Staff recommends approval the following:

- Recommend approval of Chapter 15-Place Making and forwarding the recommendation to the governing bodies for concurrence, and
- authorize the chair to sign PC Resolution 2008-01 pertaining to CPA-2007-06.

Place Making Elements

CHAPTER FIFTEEN – PLACE MAKING

Complete neighborhoods require a mix of land uses (residential, retail, office, civic uses, etc.) and a mix of housing types and prices (single-family detached, townhouses, duplexes, apartments, etc.) arranged to provide a variety of living and working options within walking distance of each other. Current zoning codes segregate uses, limiting the creation of complete neighborhoods. The SmartCode, a transect-based form-based code, is a tool that guides the form of greenfield or infill development into complete neighborhoods.

Complete neighborhoods depend on having a consistently good pedestrian experience. The prime determinant of the pedestrian experience is the quality of the streetscape: walkable streets are visually stimulating, while environments that are hostile or uninteresting immediately turn pedestrians away. Specifically, the most important element of a good streetscape is quality frontage – the manner in which the public realm of the street and sidewalk meet the private line of the building face. The SmartCode prioritizes the pedestrian experience and creates a harmonious urban streetscape by closely regulating building frontages.

DEFINITIONS

These definitions and further explanation can be found in the *Lawrence SmartCode*.

Clustered Land Development (CLD)

A type of development of at least 40 contiguous greenfield acres with specific allocations of each transect zone and containing a large amount of open space.

Traditional Neighborhood Development (TND)

A type of development of at least 60 contiguous greenfield acres with specific allocations of each transect zone with a more urban feel. TND developments are allowed in infill situations.

Transect Zone (T-Zone)

Zones are similar to the land-use zones in conventional codes, except that in addition to the usual building use, density, height, and setback requirements, other elements are integrated including those of the private lot, building, and the enfronting public streetscape.

Pedestrian Shed

The area covered by a 5 minute walk which is usually a distance of ¼ mile, a distance a pedestrian would feel comfortable walking. A standard pedestrian shed is ¼ mile radius.

STRATEGIES: PLACEMAKING

The Place Making Chapter adds the following land use categories to the comprehensive plan that are only applicable for land annexed by the city and for use with the *Lawrence SmartCode*. (See Sector Plan Map on page 15-7 for locations):

GENERAL LOCATIONAL & RELATIONAL INFORMATION PER LAND USE AS REQUIRED BY KSA 12-747		
LAND USE CATEGORY	GENERAL LOCATION	EXTENT & RELATIONSHIP OF LAND USES
(O-1) PRESERVED OPEN SECTOR:	The Preserved Open Sector shall be assigned to open space that is protected from development in perpetuity. The Preserved Open Sector includes areas under environmental protection by law or regulation, as well as land acquired for conservation through purchase, by easement, or by past transfer of development rights.	The Preserved Open Sector shall consist of the aggregate of the following categories: <ul style="list-style-type: none">a. Surface Water bodiesb. Protected Wetlandsc. Protected Habitatd. Riparian Corridorse. Purchased Open Spacef. Conservation Easementsg. Transportation Corridorsh. Residual to Clustered Land Developments (CLD)
(O-2) RESERVED OPEN SECTOR	The Reserved Open Sector shall be assigned to open space that should be, but is not yet, protected from development.	The Reserved Open Sector shall consist of the aggregate of the following categories: <ul style="list-style-type: none">a. Flood Way and Flood Fringeb. Steep Slopesc. Open Space to be Acquiredd. Corridors to be Acquirede. Buffers to be Acquiredf. Legacy Woodlandg. Legacy Farmland and High-Value Agricultural Soilsh. Legacy Viewsheds

LAND USE CATEGORY	GENERAL LOCATION	EXTENT & RELATIONSHIP OF LAND USES
(G-1) RESTRICTED GROWTH SECTOR	The Restricted Growth Sector shall be assigned to areas that have value as open space but nevertheless are subject to development, either because the zoning has already been granted or because there is no legally defensible reason, in the long term, to deny it.	Within the Restricted Growth Sector, Clustered Land Developments (CLD) shall be permitted By Right. CLDs shall consist of no more than one Standard Pedestrian Shed with that portion of its site assigned to the T1 Natural or T2 Rural Zones
(G-2) CONTROLLED GROWTH SECTOR	The Controlled Growth Sector shall be assigned to those locations where development is encouraged, as it can support mixed-use by virtue of proximity to a Thoroughfare or Fixed Transit Route.	Within the Controlled Growth Sector, Traditional Neighborhood Developments (TND) shall be permitted By Right, as well as CLDs. TNDs shall consist of at least one partial or entire Standard Pedestrian Sheds.
(G-4) INFILL GROWTH SECTOR	The Infill Growth Sector shall be assigned to areas already developed. Such areas may include conventional suburban developments, greyfield and brownfield sites, and historic urban areas.	Infill Community Plans shall be based on conserving, completing or creating Transect-based urban structure. Infill Community Plans may be Infill TNDs (at least 40 contiguous acres). For any Infill sites comprising at least 40 contiguous acres, the Developer or the Planning Division of Planning and Development Services Department ("Planning Division") may prepare an Infill Community Plan. For sites comprising less than 40 contiguous acres, only the Planning Department may prepare an Infill Community Plan.

The following Community Types are allowed within the new Growth Sector Land Use Categories:

	Clustered Land Development (CLD)	Traditional Neighborhood Development (TND)
(G-1) RESTRICTED GROWTH SECTOR	X	
(G-2) CONTROLLED GROWTH SECTOR	X	X
(G-4) INFILL GROWTH SECTOR		X

Each Community Type shall include the range of Transect Zones (T-Zones):

	Natural Zone (T1)	Rural Zone (T2)	Sub-Urban Zone (T3)	General Urban Zone (T4)	Urban Center Zone (T5)	Special Urban Center Zone (T5.5)
	THE NATURAL ZONE consists of lands approximating or reverting to a wilderness condition, including lands unsuitable for settlement due to topography, hydrology or vegetation.	THE RURAL ZONE consists of lands in open or cultivated state or sparsely settled. These include woodland, agricultural lands, grasslands and irrigable deserts.	THE SUB-URBAN ZONE consists of low-density suburban residential areas, differing by allowing home occupations. Planting is naturalistic with setbacks relatively deep. Blocks may be large and the roads irregular to accommodate natural conditions.	THE GENERAL URBAN ZONE consists of a mixed-use but primarily residential urban fabric. It has a wide range of building types: single, sideyard, and rowhouses. Setbacks and landscaping are variable. Streets typically define medium-sized blocks.	THE URBAN CENTER ZONE consists of higher density mixed-use building types that accommodate retail, offices, rowhouses and apartments. It has a tight network of streets, with wide sidewalks, steady street tree planting and buildings set close to the frontages.	THE SPECIAL URBAN CENTER ZONE consists of the highest density, with the greatest variety of uses, and civic buildings of regional importance. It may have larger blocks; streets have steady street tree planting and buildings set close to the frontages.
CLD	no minimum	30% MIN	10 - 30%	20 - 50%	prohibited	prohibited
TND	no minimum	no minimum	10 - 30%	30 - 60 %	10 - 30%	prohibited

Placemaking Goals and Policies

Guidelines are needed to guide the development of greenfield or infill neighborhoods (mixed-use neighborhoods) within the city limits of Lawrence.

Mixed-Use Neighborhood Land Uses

GOAL 1: Establish Mixed-Use Neighborhood Growth Areas (Sectors)

Mixed-Use Neighborhood Growth Areas are needed in key locations throughout the City of Lawrence. The character of each mixed-use neighborhood should be determined by its Growth Sector and its Community Type.

Policy 1.1: Establish Growth Sectors

- a. Define Growth Sector types and requirements (G1 Restricted Growth, G2 Controlled Growth, G4 Infill Growth).
- b. Direct more intense development to areas with existing infrastructure.
- c. Limit development in areas with natural and agricultural resources.
- d. Maintaining and protecting the vitality of Downtown Lawrence is important to the citizens of Lawrence. G3 Intended Growth Area shall not be permitted by right since a secondary Regional Commercial District is not planned to compete with Downtown Lawrence.

Policy 1.2: Establish Community Types and Development Standards for each type.

- a. Define Community Types and requirements (Cluster Land Development, Traditional Neighborhood Development).
- b. Direct higher intensity Community Types to areas with existing infrastructure.
- c. Maintaining and protecting the vitality of Downtown Lawrence is important to the citizens of Lawrence. Regional Commercial Districts shall not be permitted by right since a secondary Regional Commercial District is not planned to compete with Downtown Lawrence.
- d. Direct lower intensity Community Types to areas with natural and agricultural resources.

Policy 1.3 Establish mixed-use zoning categories as the building blocks for Community Types

- a. Establish mixed-use zoning categories based on the rural-urban transect to provide the elements for Community Types (T1: Natural, T2: Rural, T3: Sub-Urban, T4: General Urban, T5: Urban Center, T5.5: Special Urban Center).
- b. Maintaining and protecting the vitality of Downtown Lawrence is important to the citizens of Lawrence. The most intense mixed-use zoning category (T5.5: Special Urban Center) is reserved for downtown.

Policy 1.4 Establish the Lawrence SmartCode as an optional tool for development in the city limits of Lawrence.

GOAL 2: Establish Open Lands Areas (Sectors)

Open Lands Areas are needed in key locations throughout the community to preserve natural and agricultural land.

Policy 2.1: Establish Open Lands Sectors

- a. Define Open Lands Sector types and requirements (O1 Preserved, O2 Reserved).
- b. Direct more intense development to areas with existing infrastructure.
- c. Limit development in areas with natural and agricultural resources.

GOAL 3: Establish street and thoroughfare types that support the development of mixed-use neighborhoods.

Streets should be designed to support the land use that the community articulates in its vision.

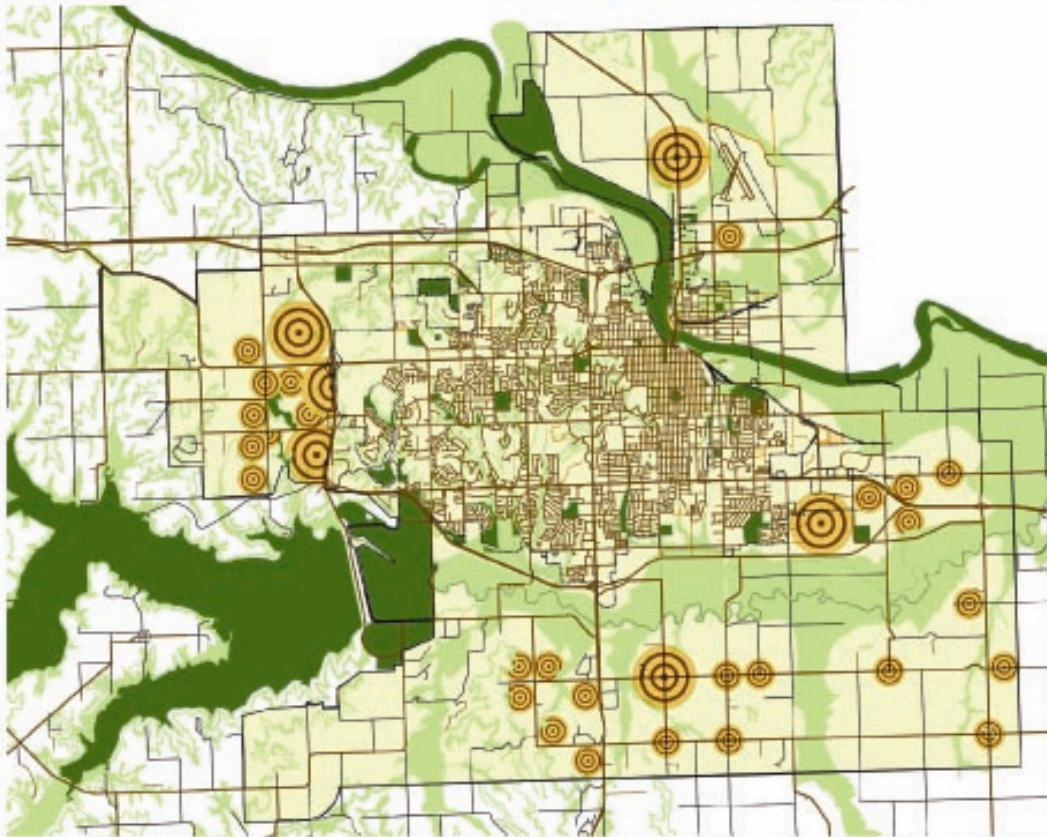
Policy 3.1: Define requirements for various street and thoroughfare types, including consideration of multiple travel modes (auto, pedestrian, bicycle, transit).

- a. Utilize thoroughfare types identified in the Lawrence SmartCode.
- b. Identify opportunities for additional connectivity on the east side of Lawrence. Look for options to add more two-lane streets.
- c. Limit widening of existing roads.
- d. Encourage shared use of roads. Target bicycle lanes to only those roads that do not allow for shared use (speeds over 35 mph, grades above 6% for extended lengths, long blocks, or very high-volume traffic).

LAWRENCE SMARTCODE SECTOR PLAN






The following Lawrence SmartCode Sector Plan is applicable only to property that has been annexed by the City of Lawrence.

LAWRENCE, KANSAS SMARTCODE CALIBRATION SECTOR PLAN



A key issue to citizens of Lawrence is how and where growth will occur. The Sector Plan for the city addresses the most beneficial locations for growth, and also puts in place a mechanism for protecting the rolling hills, key drainages, wetlands and prairie.

In the SmartCode there are six specific Sectors that establish where development is allowed. Two Sectors (O-1, O-2) are for open lands (Preserve and Reserve) and the other four (G-1, G-2, G-3, G-4) are for urban growth of varying intensity (Restricted, Controlled, and Intended Growth Sectors for new communities, and the Infill Growth Sector for existing urbanized areas.)

-  O1 Preserved Open Areas that consists of areas protected from development in perpetuity. This Sector includes areas under environmental protection by law or regulation, as well as land acquired for conservation through purchase or by easement.
-  O2 Reserved Open Areas that consist of open space that should be, but is not yet, protected from development.
-  G1 Restricted Growth Areas that have value as open space but are subject to development
-  G2 Controlled Growth Areas where development is encouraged, as it can support mixed-use by virtue of proximity to a thoroughfare.
-  G3 Intended Growth Areas along high-capacity thoroughfares that can support a substantial commercial program.
-  G4 Infill Growth Areas consisting of traditional urbanism and/or conventional suburban developments. Both subject to revitalization or infill according to Article 4.

No G3 is permitted by right since a secondary Regional Commercial District is not planned to compete with Downtown Lawrence. The target size within G2 indicates a cluster development or traditional neighborhood development.