

**A RESOLUTION ADOPTING AMENDMENTS TO HORIZON 2020, THE COMPREHENSIVE PLAN FOR THE CITY OF LAWRENCE AND UNINCORPORATED DOUGLAS COUNTY, KANSAS PERTAINING TO THE IMPLEMENTATION CHAPTER.**

**WHEREAS**, the City Commission of Lawrence, Kansas and the Board of County Commissioners of Douglas County, Kansas, for the purpose of promoting the public health, safety, morals, comfort and general welfare, conserving and protecting property values throughout Lawrence and Douglas County, are authorized by K.S.A. 12-741 *et seq.* to provide for the preparation, adoption, amendment, extension and carrying out of a comprehensive plan; and

**WHEREAS**, the Lawrence-Douglas County Metropolitan Planning Commission, the City Commission of Lawrence, Kansas and the Board of County Commissioners of Douglas County, Kansas have adopted an official comprehensive plan for the coordination of development in accordance with the present and future needs and to conserve the natural resources of the City and County, ensure efficient expenditure of public funds and promote the health, safety, convenience, prosperity and general welfare of the citizens of Lawrence and Douglas County; and

**WHEREAS**, the Lawrence-Douglas County Metropolitan Planning Commission held a public hearing on September 21, 2009, for the proposed amendments to Horizon 2020, the comprehensive plan, to repeal Chapter 13 and reserve the same for future use and adopt Chapter 17 – Implementation, after notice by publication in the official city and county newspaper.

**BE IT RESOLVED BY THE LAWRENCE-DOUGLAS COUNTY METROPOLITAN PLANNING COMMISSION:**

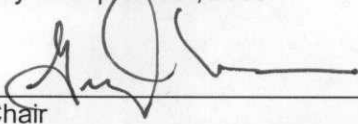
**SECTION ONE:** The above stated recitals are by reference incorporated herein, and shall be as effective as if repeated verbatim.

**SECTION TWO:** Pursuant to K.S.A. 12-747, the Lawrence-Douglas County Metropolitan Planning Commission adopts and recommends for approval the amendments to Horizon 2020, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, to repeal Chapter 13 and reserve the same for future use and adopt Chapter 17 - Implementation.

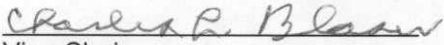
**SECTION THREE:** The amendment to *Horizon 2020*, Chapter 17 – Implementation, attached as Exhibit 1.

**SECTION FOUR:** This resolution together with a certified copy of the amendments to Horizon 2020, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, and a written summary of the public hearing shall be submitted to the City Commission and the Board of County Commissioners.

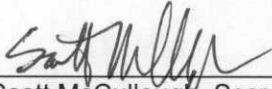
Adopted by the Lawrence-Douglas County Metropolitan Planning Commission on this, the 21st day of September, 2009.



Chair  
Lawrence-Douglas County Metropolitan  
Planning Commission



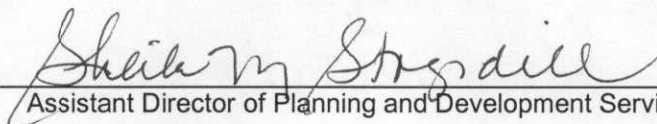
Vice-Chair  
Lawrence-Douglas County Metropolitan  
Planning Commission



Scott McCullough, Secretary  
Lawrence-Douglas County Metropolitan  
Planning Commission

## Implementation

I hereby certify that this is a true and correct copy of the comprehensive plan or part of the plan; that the Lawrence-Douglas County Metropolitan Planning Commission adopted said comprehensive plan or part of the plan on September 21, 2009.

  
Assistant Director of Planning and Development Services.

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## CHAPTER SEVENTEEN - IMPLEMENTATION

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This phase of the planning process in Lawrence and Douglas County is ongoing. In many ways, formal adoption of the Comprehensive Plan is the first step, not the last. Without continuing action to implement and update the Plan, efforts up to this point will have little lasting impact.

The Comprehensive Plan sets forth an agreed-upon "road map" for the next 20-25 years. It is the product of considerable effort on the part of the citizens of Lawrence and Douglas County, the HORIZON 2020 Steering Committee, city and county governing bodies and staff. The Plan presents a strategy for retaining and enhancing those characteristics seen as most important to the community, including sound neighborhoods, a strong and vital downtown, a quality park and recreational system, continued economic development, good schools and a strong, positive physical identity. The Plan also promotes responsible growth and development to protect the city's investment in high quality community facilities and services.

This section presents several key actions which the city, county and others should undertake to implement the Plan. It should be noted that no attempt was made to document all actions that might be undertaken to implement the Plan. Since the "community" is not static and conditions will change over time, the Plan should be amended as needed to respond to changes in the local community, public policy, and citizen attitudes and intentions.

There are a number of actions which should be undertaken to implement the plan. Many of these actions are the responsibility of or require the leadership of Lawrence and Douglas County.

### ADMINISTRATIVE ACTIONS

1. Continue to fund and support the Planning Commission and the Lawrence/Douglas County Metropolitan Planning Office as a joint planning agency for the city and unincorporated Douglas County. The implementation and success of the Comprehensive Plan relies on this governing structure.
2. Seek informal agreements and cooperation between Lawrence, Baldwin City, Eudora, Lecompton and Douglas County to utilize a standard budgetary format.
3. Provide funding for additional technical, professional and enforcement personnel. Specifically, there is a need to:
  - ☐ Develop and implement a geographic information system.
  - ☐ Support the planning process in a manner that allows the Lawrence/Douglas County Metropolitan Planning staff and other local governmental agencies to be proactive, not reactive, with a constant focus on the long-range goals of this plan.
  - ☐ Develop a land use inventory and data base to be maintained by the Planning Office which should include:
    - Existing acreage zoned for residential, commercial, and industrial uses;

- Gross square feet of existing residential, commercial, and industrial space, by location; and
  - Vacant acreage zoned for residential, commercial, and industrial use.
- ☐ Maintain an inventory and database to assist the community in monitoring changes and patterns related to land use development. An information system, continually updated, will provide a mechanism to evaluate the economic health of the community and assist citizens and community leaders in making decisions related to land use issues.
  - ☐ Undertake an impact study of requests for development of community and/or regional commercial centers to ensure that such development does not have a negative impact on the primary Regional Retail Commercial Center (Downtown Lawrence). This analysis would be used to evaluate the potential impact on the future viability of Downtown Lawrence as a whole and not the potential impact on individual businesses or properties.
  - ☐ Develop measurement techniques to gauge the community's ability to absorb and support new commercial development. Evaluate the need to amend the Comprehensive Plan to include adopted measurement techniques.
  - ☐ Implement a "certified" housing program in collaboration with local universities. Certification would provide a voluntary incentive for property owners to maintain a specified minimum level of maintenance in exchange for inclusion in lists of certified properties provided to new residents in the community.
  - ☐ Increase enforcement efforts throughout the community to ensure that developments are constructed and maintained as planned.

## **DEVELOPMENT CONTROLS UPDATE**

The city and the county's development regulations represent important tools for the implementation of many recommendations contained in the Plan. While the regulations should be frequently reviewed to respond to changing conditions, unforeseen needs, or new policies, the Plan has identified a variety of actions required to implement the new Plan which should be undertaken in the early years of Plan implementation. These are briefly summarized in this section.

### **City of Lawrence**

- ***Zoning Regulations***
  1. Throughout the planning process, public comment has sought improved landscaping and site development requirements, particularly in non-residential areas of the city. Site development plan and landscape plan approval, procedures and standards should be formally incorporated into the Zoning regulations. Site plan requirements should encompass all site development features and improvements, and require site designs to demonstrate proper access and circulation, pedestrian access, and relationship to buildings and adjoining sites. Public sector and private sector projects should be developed to similar standards.



2. The structure of the current zoning districts should be reviewed to reflect the general intent of the Land Use Plan. For example, the Plan calls for the creation of an office-research district of a low-density "campus-like" setting, as well as a new very low-density (large-lot) residential classification. These new distinctions are required to carry out the intent of the Land Use Plan.
3. The zoning regulations should establish transition yard requirements where non-residential uses adjoin low-density residential areas. A transition yard would require increased yard depths and landscaping and screening improvements to soften the potential negative effects of development.
4. The planned unit development standards and procedures should be amended to clarify development plan requirements, update development standards, and streamline procedures.
5. The city should review and update its development performance standards, as appropriate.
6. The zoning regulations should be modified to include clustered development regulations as a voluntary option to development permitted by right within the residential zoning districts.
7. In the site development review process, new development or redevelopment should require architectural elevations illustrating spacing and massing to assist in determining the compatibility of the project design with surrounding land uses, the neighborhood plan and the Comprehensive Plan.
8. For large non-residential developments, an impact analysis should be required. The city should develop a tailor-made analysis model and require it be uniformly applied to all developments.
9. Over time, land should be rezoned to achieve consistency with the land use plan. The Planning Commission should initiate cases where rezoning is needed.
10. An Original Townsite Ordinance should be adopted which recognizes the development pattern existing on platted lots in many of the older areas of the city. Setback and development regulations should be considered which permits the continuation of established patterns.

• ***Subdivision Regulations***

1. The city should develop park and school land dedication provisions, with options for land acquisition and development, for incorporation in the subdivision regulations consistent with the recommendations for parks and recreation in the Plan.
2. The city should establish requirements consistent with the sidewalk improvement policy.

3. The city should amend its subdivision regulations to apply within the UGA. These would include the public improvement standards and dedication requirements normally imposed within the corporate limits (or modified standards as appropriate), except it would provide for public water and wastewater extensions consistent with the policies established in the utilities section of this plan.

- ***Building Regulations***

1. The city should update its minimum property maintenance code for residential, commercial and industrial areas.
2. The city's building codes should be reviewed to:
  - ☐ Meet objectives in allowing the economical conversion of existing historic buildings through special building code provisions for the adaptation of existing structures.
  - ☐ Respond to technological advances in new types of building construction materials which reduce construction costs and yet maintain the overall quality and safety in construction and design.

The city should compile all separate codes and ordinances relating to development into a single unified development code. This could include regulations regarding subdivision, zoning, housing, building, traffic and access and other related codes.

## **Douglas County**

- ***Zoning Regulations***

1. The regulations should be amended to provide for minimum lot size and frontage requirements recommended in the Plan.
2. New site plan regulations should be prepared for the review of development applications in natural or environmentally sensitive locations and for all non-residential development in the county.
3. The zoning regulations should include a system using land evaluation and site assessment as evaluation tools to identify prime agricultural lands.

## **FOLLOW-UP STUDIES**

Through the planning process, many issues/topics have been discussed which need additional in-depth study. As studies are prepared, additional emphasis should be given to the accessibility of information in a variety of formats to meet the changing needs of the community. This section provides an overview of key projects which could significantly augment the ongoing planning program.

### **Joint Lawrence/Douglas County Studies**

While the following studies need not necessarily be completed as joint studies, conducting a combined effort would provide a more coordinated and comprehensive strategy to deal with long-term needs important to both Lawrence and Douglas County.

***Historic Resources Survey and Plan.*** The Plan has identified the need to complete a historic resources inventory and prepare a historic preservation plan for Douglas County. This preservation plan should include a number of governmental agencies. Because of overlapping jurisdictions, this project should be organized through the Lawrence/Douglas County Metropolitan Planning Commission and the Planning Office.

***Intergovernmental Services and Facilities Study.*** Citizens of Lawrence and Douglas County recommended a county-wide study be undertaken to identify services which could be consolidated, reorganized, or eliminated because of duplication. A study group should be formed to investigate, analyze and recommend actions which might be undertaken to increase efficiency and reduce service costs.

***Law Enforcement and Fire Protection Study.*** The potential for coordinated and combined emergency and public safety services has been identified as an area of further study. The potential to enhance urban and rural services through combined resources would be one objective of the study.

***City and County Bicycle and Pedestrian Facilities.*** Once needs are identified on a neighborhood level within Lawrence, plans for these facilities on a county-wide basis should be re-evaluated and confirmed. Because the improvements represent substantial capital investments, they should be carefully coordinated.

***Stormwater Management Study.*** As the city and unincorporated Douglas County continue to grow in the future, proper stormwater improvements will be required to minimize flood hazards in existing developed portions of the county and to provide for proper improvements to new areas. These include the management of natural stream corridors, wetlands and floodplains. In order to provide properly sized and located stormwater drainage improvements, a stormwater management study of all drainage basins within the Lawrence UGA should be undertaken and include select areas of unincorporated Douglas County. Based on the study, the city and county should evaluate its engineering, zoning and other requirements to ensure system implementation in the future. *[This study is underway and a draft report was presented to the City Commission in November 1995.]*

***Growth and Industries Opportunity Study.*** This study will provide an understanding of those prospective firms which will have a natural fit in the Lawrence/Douglas County



community. Specific anchor firms will be identified to help strengthen industry and employment "clusters". *[The draft Strengths and Weaknesses Report, the first product of this study, was released in October 1995.]*

**Create an Economic Development Board.** The primary purpose of this board is to implement the economic development recommendations of the Comprehensive Plan. The ongoing work of this board is critical to continued momentum in the business community to carry out the Plan. *[The Economic Development Board was created in 1994.]*

## **City of Lawrence**

**Major Street Corridor Studies.** Throughout the HORIZON 2020 process many concerns and improvement needs of the community have been raised which, directly or indirectly, relate to key land use and transportation corridors. These corridors include, but are not limited to: Iowa Street, 23rd Street, 6<sup>th</sup> Street, N. 2<sup>nd</sup> Street and 9<sup>th</sup> Street. A much more specific improvement program should be developed, uniquely tailored to each corridor to specifically address land use and density, environmental conditions, traffic circulation improvements, parking improvements, gateway areas, pedestrian and open space improvements, site and building development and urban design.

**Urban Design Guidelines.** Lawrence maintains a variety of architectural styles within its neighborhoods. Locations which may be subject to change or new development in the future would benefit from urban design guidelines reflecting existing neighborhood conditions. Guidelines would serve to enhance the values of both historic and non-historically significant areas of the community. Design guidelines could also address other site improvement or public facilities improvement features as well.

**Update and Complete Neighborhood Plans.** The adoption of the Comprehensive Plan has put in place a new planning framework that represents an ideal time to re-examine existing neighborhood plans and prepare plans for new or developing areas.

**Amend Transportation 2025.** The more specific transportation plan should be included as an amendment to the Comprehensive Plan. Because land use and transportation are inextricably intertwined, Transportation 2025 should be included in the Comprehensive Plan to ensure consistency in major land use and transportation policy decisions.

**Review and Update the Downtown Lawrence Comprehensive Plan.** The Comprehensive Plan identifies the need for a strong and vital downtown. However, more specific needs and potentials of Downtown Lawrence should be examined. The Plan has identified the need to examine the potential for new development and redevelopment, including the potential expansion of the downtown boundaries, the location of new and reorganized off-street parking and many other factors. A focused study should consider these needs in the context of plans for the greater Lawrence community.

## **Douglas County**

***Undertake a Transportation Improvement Program for the County and its Townships.*** The planning and program needs of the county road system would be better understood if a comprehensive transportation plan was prepared for the unincorporated county. Initially, this could include the collection of current traffic operational data for county and township roads to better grasp the functional operations of the existing system.

***Study the Potential for a County Unit Road System.*** The Plan identifies the need to study the feasibility of a County Unit Road system. The potential costs and benefits of such a system should be evaluated with respect to the current individual township road systems and the impacts such a system would have for Douglas County residents.

## **CAPITAL IMPROVEMENTS PLAN**

A Capital Improvements Plan (CIP) is a critically important mechanism to implement key aspects of the Plan. Lawrence/Douglas County's fiscal resources will always be limited, and public dollars must be spent wisely. An important recommendation of the Comprehensive Plan is to include plan recommendations as part of the city and county's long-range capital improvements programs. A CIP which annually evaluates all of the community's needs, including establishing priorities and determining funding sources, will enable the city and county to systematically appraise, coordinate and monitor improvement needs. Even though the Comprehensive Plan recommends a number of improvement needs, the CIP should include and prioritize all anticipated capital improvements for the budget period. The CIP can then become an important tool in the annual budget process and the allocation of local funds.

## **IMPLEMENTATION PRIORITIES**

The implementation of the Comprehensive Plan will involve many Douglas County citizens and organizations. Initially, among the many projects and programs planned, there are a few projects which should be considered priorities and acted upon within the very near future for the Plan to influence desired change. While all projects and programs are important, the following actions and projects (in no rank or specific order) should be pursued in advance of all other recommendations contained in the plan.

- ***Amend Transportation 2025.*** Transportation 2025 should be integrated into the Comprehensive Plan to firmly establish the most fundamental program elements of the new plan.
- ***Development Controls Regulations Update.*** This will embrace important land use and development aspects of the new plan. Because the update is a legislative act directly under the control of the governing bodies, this process should begin immediately.
- ***Historic Resources Comprehensive Plan.*** Many strategies in the Plan relate to the historic resources of the city and unincorporated county. These include tourism, image and identity. Because the resources are many, and will continue to be threatened by development and the lack of a focused policy, these studies should be undertaken as soon as possible.

- ***Update the Downtown Lawrence Comprehensive Plan.*** Continued preservation and enhancement of Downtown Lawrence is a commonly shared goal in the community.
- ***Examine the Roadway Improvement Needs of Unincorporated Douglas County.*** As growth and development continues in unincorporated Douglas County, it will be important to properly plan for the most extensive and expensive facilities - the road system.
- ***Implementation Resources.*** Plan implementation is broadly shared and will require many citizens and organizations to collaborate for successful change in the community. As an early step in plan implementation, it will be important for the city and county to identify and mobilize as many resources as possible toward realization of plan goals and policies.

## **COMPREHENSIVE PLAN REVIEW AND AMENDMENT PROCESS**

The Comprehensive Plan is not a static document; the planning process must be continuous. The Plan should be monitored and updated on a regular basis. The need for Plan amendments is the result of many community influences. Most frequently these are brought about by changes in attitudes, assumptions or emerging needs not foreseen at the time of Plan adoption. The following procedures would apply to any amendment of the Comprehensive Plan.

- ***Timing of Plan Review***

Although a proposal to amend the Plan can be brought forth by petition at any time, the Lawrence/Douglas County Metropolitan Planning Commission should undertake a thorough review of the Plan on a regular basis. The continuous nature of the Comprehensive Planning process should be emphasized so that substantial plan review and update occurs at least once every five years. Ideally, the review would coincide with the annual review of anticipated capital improvements planning for both the city and county.

- ***Plan Amendment Procedures and Criteria***

### **I. Amendments**

All proposed amendments shall be subject to public hearing by the Lawrence/Douglas County Metropolitan Planning Commission and approved by the appropriate governing body/bodies according to the nature of the amendment:

1. Map amendments for Lawrence and its UGA shall require the approval of the Lawrence City Commission.
2. Map amendments for unincorporated Douglas County and changes to the UGA's shall require approval by the County Commission.
3. All other amendments which clearly affect either the city or unincorporated Douglas County shall require approval by the appropriate governing body. Any other portion of the amendment relating to both the city and county shall require the approval of both the City and County Commissions.

4. In cases where only one of the two governing bodies is required to take action on a proposed amendment, the other governing body may forward comment or make a recommendation to approve, deny or approve with conditions the proposed amendment.

II. All proposed amendments to the Plan shall consider the following:

- A. The proposed amendment results from changed circumstances or unforeseen conditions not understood or addressed at the time the Plan was adopted.
- B. The proposed amendment advances a clear public purpose and is consistent with the long-range goals and policies of the Plan.
- C. The proposed amendment results from a clear change in public policy.

III. Map Amendments

Subject to hearing, review and recommendation of the Planning Commission, the governing bodies may adopt proposed amendments to Lawrence or unincorporated Douglas County Plan Maps upon findings that each of the following additional criteria are met:

- A. The proposed amendment does not affect the adequacy of existing or planned facilities and services;
- B. The proposed change results in reasonably compatible land use relationships; and
- C. The proposed change advances the interests of the citizens of Lawrence and Douglas County as a whole, not solely those having immediate interest in the affected area.

In the Plan review and update process, the Planning Commission may maintain a list of agencies and organizations to be notified of the annual Comprehensive Plan review and the topics subject to discussion and hearing. The Planning Commission should also maintain a list of active projects and accomplishments under the direction of the plan to report on the progress of these implementation steps. This is a useful exercise to continue to test the reasonableness of the Plan and the aggressiveness with which Plan implementation is pursued. This review can be used as a vehicle to engage other agencies and organizations in the implementation of the new Plan.