

PLANNING COMMISSION REPORT
Regular Agenda – Action Item

PC Staff Report
4/21/14

ITEM NO. 5: COMPREHENSIVE PLAN AMENDMENT TO HORIZON 2020 CHAPTER 6 and to the Area Plan for the Intersection Area of West 6th Street and Wakarusa Drive (JSC)

CPA-14-00059: Consider a Comprehensive Plan Amendment to Chapter 6 to revise the maximum retail cap from 72,000 SF to 122,000 square feet to permit a proposed grocery development in Bauer Farm, located at 4700 Overland Drive. Requested by Treanor Architects, P.A. for Free State Group, L.L.C., property owner of record.

STAFF RECOMMENDATION: Staff recommends approval of this Comprehensive Plan Amendment to *Horizon 2020 Chapter 6: Commercial Land Use, Chapter 14: Specific Plans*, and the *Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive* to revise the retail/commercial gross square-footage cap from 72,000 gross square feet to 122,000 gross square feet, and recommends forwarding this Comprehensive Plan Amendment to the Lawrence City Commission with a recommendation for approval.

STAFF RECOMMENDATION: If appropriate, approve and sign Planning Commission Resolution PCR-14-00135.

KEY POINTS

1. An amendment is requested by the applicant to allow for a 38,839 square foot commercial structure to house a 28,000 square-foot food and beverage retail sales (specialty retail grocery) and 10,839 square-feet of commercial tenant space at the northeast corner of West 6th Street and Wakarusa Drive.
2. Increasing the cap would allow for the construction of the currently approved 55,240 square feet of retail space, while allowing for the construction of 38,839 square feet of retail space for a food and beverage retail sales (specialty retail grocer) and other retail tenant space.
3. Cap expansion would be a 69.4% increase over the presently adopted cap of 72,000 square feet for the northeast quadrant of the West 6th Street and Wakarusa Drive node.
4. The amendment would also remove the mixed-use design what was intended with the original proposal from this quadrant of the West 6th Street and Wakarusa Drive node.
5. Presently, this node is permitted to have 434,600 square feet of retail space, but has historically been identified as a CC200 in adopted plans, which only permits 200,000 square feet of retail space. This amendment would permit 484,600 square feet of retail space at the node and following adopted naming conventions for Community Commercial (CC) nodes, this node should be revised to a CC600 Center, though *Horizon 2020* policies do not support a CC600 at this location.

SUMMARY

The applicant has requested an amendment to *Horizon 2020: Chapter 6, Commercial Land Use*, and *Chapter 14, Specific Plans*, amending the *Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive* to revise the retail cap for retail development at West 6th Street and Wakarusa Drive, and to revise the previously requested development typology. The reason for this Comprehensive Plan Amendment is to allow for an expansion of the commercial center at West 6th Street and Wakarusa by increasing the retail cap for the northeast quadrant of the intersection from 72,000 gross square feet to 122,000 gross square feet.



Figure 1: Portion requesting the Retail Cap Expansion (Key parcels highlighted)

Items related to this Comprehensive Plan Amendment include:

- **Z-14-00057:** Consider a request to rezone approximately 8 acres from PCD-[Bauer Farm] to PCD-[Bauer Farm Northwest], located at 4700 Overland Drive. The zoning application proposes modifying the uses in the PD (Planned Development) from a mix of residential and office with 14,440 square feet of retail space to a combination of 45,048 square feet of retail space, 6,150 square feet of office space, and no residential use. Submitted by Treanor Architects for Free State Group, LLC and Bauer Farms Residential, LLC, property owners of record.
- **PDP-14-00055:** Consider a Revised Preliminary Development Plan for Bauer Farm and Bauer Farm Northwest, and Bauer Farm Residential to include the addition of a 108 room hotel with two retail stores and one mixed-use building in Bauer Farm Northwest, located at 4700 Overland Drive. The plan proposes 45,048 square feet of retail uses

where 14,440 square feet was previously approved. Changes to Bauer Farm Residential include a revision to the number of residential dwelling units from 272 to 342, removing a street connection to Overland Drive, and revising the building form from row houses to apartments along West 6th Street and Overland Drive. Submitted by Treanor Architects for Free State Group, LLC and Bauer Farms Residential, LLC, property owners of record.

STAFF REVIEW

The applicant is requesting to expand the existing retail cap from 72,000 gross square feet to 122,000 gross square feet. The proposal would allow for the development of a new food and beverage retail sales (specialty retail grocer) and other retail establishments within the surrounding context. At present, the proposal would not comply with the existing retail cap within the *Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive*. Due to this limitation, the applicant is requesting to amend the adopted area plan to align policy with the requested rezoning and preliminary development plan proposal requests.

Staff reviewed this amendment based upon the Comprehensive Plan Amendment review criteria listed below, as identified in Chapter 17 (Implementation) of *Horizon 2020*. The applicant's responses are also provided below:

COMPREHENSIVE PLAN AMENDMENT REVIEW

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

Applicant's response: Yes. Although the Bauer Farm commercial node is approved for retail uses, at the time the plan was adopted it was not known exactly what users would desire to be located in the development. An overall maximum retail cap of 72,000 square feet was adopted, and there was an additional stipulation that no "big box" type store would be permitted, evidenced by an overall limitation on size of anyone building to no more than 50,000 square feet. We now have identified a specialty retail grocer user for the site and there is a 38,839 square foot building that is proposed, which will have two users (the specialty retail grocery will occupy approximately 28,000 square feet of the building). This use is consistent with the overall type of retail use contemplated for Bauer Farm commercial development, and also is consistent with the goal of not permitting a "big box" type of user.

Staff's response: While there have been refinements in the prevailing commercial real estate market environment, the overall spatial conditions related to this location have not seen a significant change since its last revision in 2012. The principal driver for this request is a fundamental shift in the overall development proposal for the commercial component of this development from a mixed-use, multi-story construction pattern into a traditional, single-story purpose-built commercial retail building. While the proposed development type is consistent with the currently constructed buildings constructed at this commercial node, it does not fit with the previously adopted area and development plans for this particular quadrant of the node.

2. Does the proposed amendment advance a clear public purpose?

Applicant's response: Yes. The existing proposal is a minor expansion of the allowed amount of retail square footage to permit a proposed use, and not a proposal to strip out commercial uses along West 6th Street. The size of the commercial node will not change, and the addition of approximately 28,000 square feet of additional retail square footage will have minimal impact on the node, especially considering that it will significantly reduce other planned office and residential uses for the site. Permitting the proposed use enables infill commercial development and thereby limits further sprawl.

Staff's response: The proposed amendment would constitute a 69% increase in the permissible retail development for this quadrant of the node. This corresponds to a 100% decrease in the amount of residential units to be located within this portion of the Bauer Farms development. The residential density previously planned for within the PCD portion of the Bauer Farms development has been reallocated into the existing PRD section (see Figure 2), which would approximately include an additional 70 units within the PRD, while removing the mixed-use component from the PCD. This alteration to the development creates a bright-line between the two districts, making separate and distinct commercial and residential portions at this quadrant of the node.

Originally, the Bauer Farms PCD was proposed to be a mixed-use, neighborhood-style development that emphasized walkability and de-emphasized automobile reliance. This amendment proposes moving towards completion of a vehicular-centered commercial node, while maintaining a residential component within the PRD. This realignment of commercial development pattern is different than originally anticipated at the on-set of the development, specifically removing the mixed-use development component. The geographic limits of the node are not being proposed for modification; however, this will increase the amount of retail activity that would be permissible under the currently adopted plans.

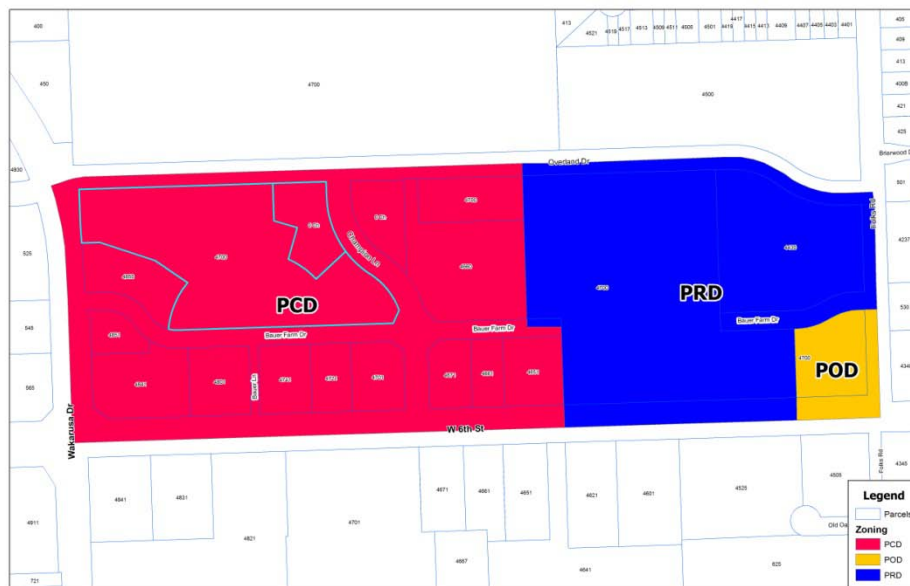


Figure 2: Existing Zoning Districts for the Bauer Farms Quadrant of the Area Plan

3. Is the proposed amendment consistent with the long-range goals and policies of the plan?

Applicant's response: No. As proposed, the amendment does not align itself with the adopted policies within the Area Plan. That is the foundation for the request of this amendment. While not fitting the with the currently adopted area plan, the proposal would fill in an existing commercial node while maintaining the clear geographic boundary of this particular node. This will also increase the intensity of retail/commercial uses within this quadrant of the node. The proposed amendment augments the clear public purpose of nodal development by adjusting the density permitted in the node but not adjusted the existing node's boundaries. There is no risk of "leap frog" development to the west, and there is an adequate buffer to existing or proposed new neighborhoods because the corridor on north side of West 6th Street has already been developed with the Wal-Mart located to the west, the Free State High School located to the North, existing fully development commercial uses to the south, and the remaining Bauer Farm commercial development to the east. The proposed amendment is consistent with the overall goals and policies of Chapter 6 of Horizon 2020. The amendment preserves Horizon 2020's central policy of encouraging nodal development. The amendment advances Policy 1.6 in Chapter 6 of Horizon 2020, by promoting an appropriate supply of commercial inventory.

Staff's response: Overall, there are two major plans that encompass this particular intersection. The first is *Horizon 2020*, which principally defers most of the fine-detail planning to the appropriate area plan, which is the *Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive*. This area plan anticipated this intersection becoming a community commercial center, specifically developing as a commercial node. At the time it was written, this plan was created to ensure consistent and compatible growth of this northern portion of the node with the already developed southern half of West 6th Street.

The overall vision for this quadrant of the intersection was for development to:

"incorporate some kind of recreational commercial use, mixed-use office-residential activity, public or semi-public/institutional use, or other such use or activity that can be demonstrated as having a less intensive impact on traffic patterns and surrounding land use activities and neighborhoods. It is also recommended that up to 62,000 gsf would be permissible for retail commercial use if planned as part of an overall development plan incorporating a mix of uses that are designed to be pedestrian-friendly." (*Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive*, p.18)

In July 2012, the area plan was specifically amended to allow an increase in retail square footage from the above mentioned 62,000 gross square feet, to a new cap of 72,000 gross square feet. Under this current proposed amendment application, the cap for this quadrant would increase to a new total of 122,000 gross square feet. This would be a 96.8% increase over the original cap created in December 2003, and a 69.4% increase over the amended and currently adopted cap created in July 2012.

Total Approved Retail/Commercial Square Footage					
<i>Corner of 6th St. & Wakarusa Dr.</i>	Allowed	Existing	Planned	Total	Remaining
Northwest	127,487	99,840	21,500	121,340	6,147
Southwest	78,096	75,349	0	75,349	2,747
Southeast	157,017	122,818	0	122,818	34,199
Northeast	72,000	37,752	33,740	71,492	508
<i>Totals</i>	434,600	335,759	55,240	390,999	43,601

Figure 3: Currently Constructed & Approved Retail/Commercial Developments

Total Approved Retail/Commercial Square Footage					
<i>Corner of 6th St. & Wakarusa Dr.</i>	Allowed	Existing	Planned	Total	Remaining
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Southwest	78,096	75,349	0	75,349	2,747
Southeast	157,017	122,818	0	122,818	34,199
Northeast	122,000	37,752	83,740	121,492	508
<i>Totals</i>	484,600	335,759	105,240	440,999	43,601

Figure 4: Retail/Commercial Developments considering Applicant's Requested Expansion

As noted above in Figures 3 and 4, at present all quadrants of this particular node currently have a remaining balance of 43,601 gross square feet that could be future retail developments as part of the currently approved plans. While not zoned as a Community Commercial (CC) Center, this node is permitted to have 434,600 square feet of retail space, but has historically been identified as a CC200 in adopted plans. This amendment would permit 479,648 square feet of retail space at the node and following adopted policies for Community Commercial nodes, this node should be revised to a CC600 center. The distance between the anticipated edges of the recently adopted CC600 commercial node at the intersection of K-10 and West 6th Street to the edge of this commercial node at West 6th Street and Wakarusa Drive is approximately 1.5 miles. Consideration should be given to the potential deterioration of the separate commercial nodes, resulting in a more commercial-strip style development due to the short separation that would exist between these two larger, commercial centers.

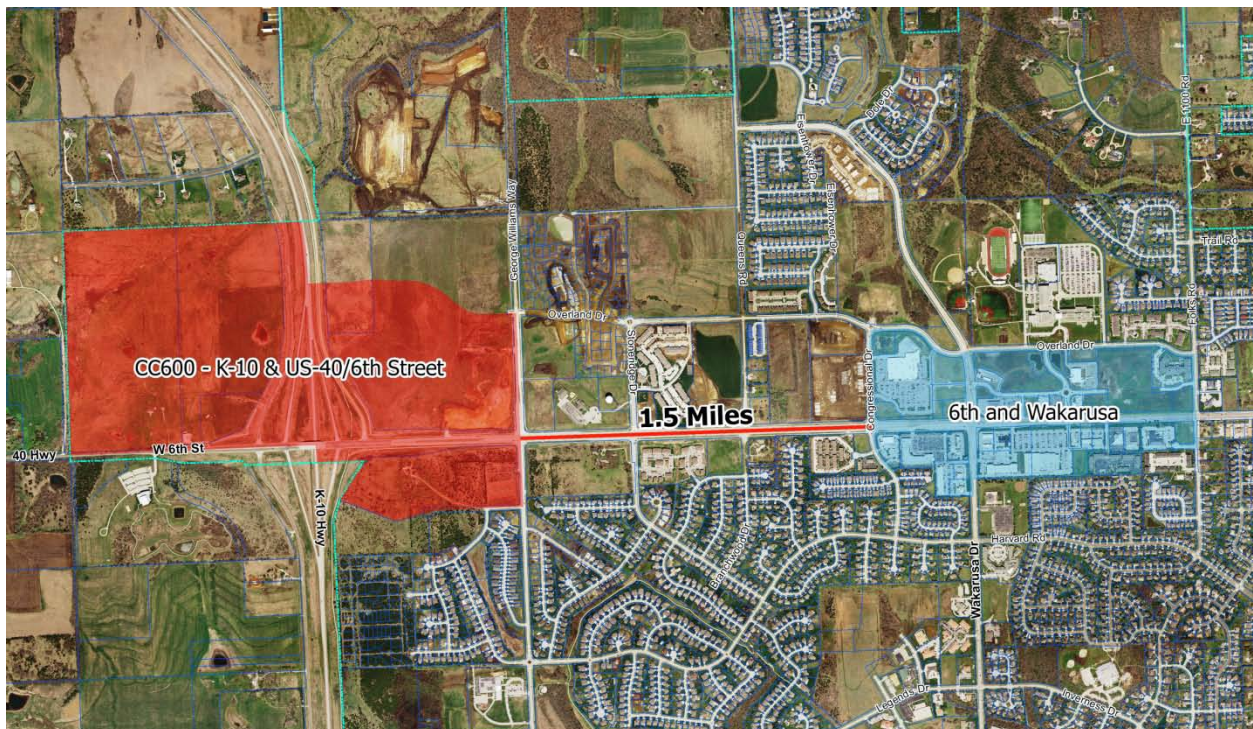


Figure 5: Edge Measurement between Bauer Farms PCD and CC600 at K-10 Highway

Below is Policy 3.10: Criteria for Community Commercial Centers (under 600,000 square feet) CC600 and the criteria associated with this policy:

- A. CC600 Centers shall be located at the intersection of two state or federally designated highways.

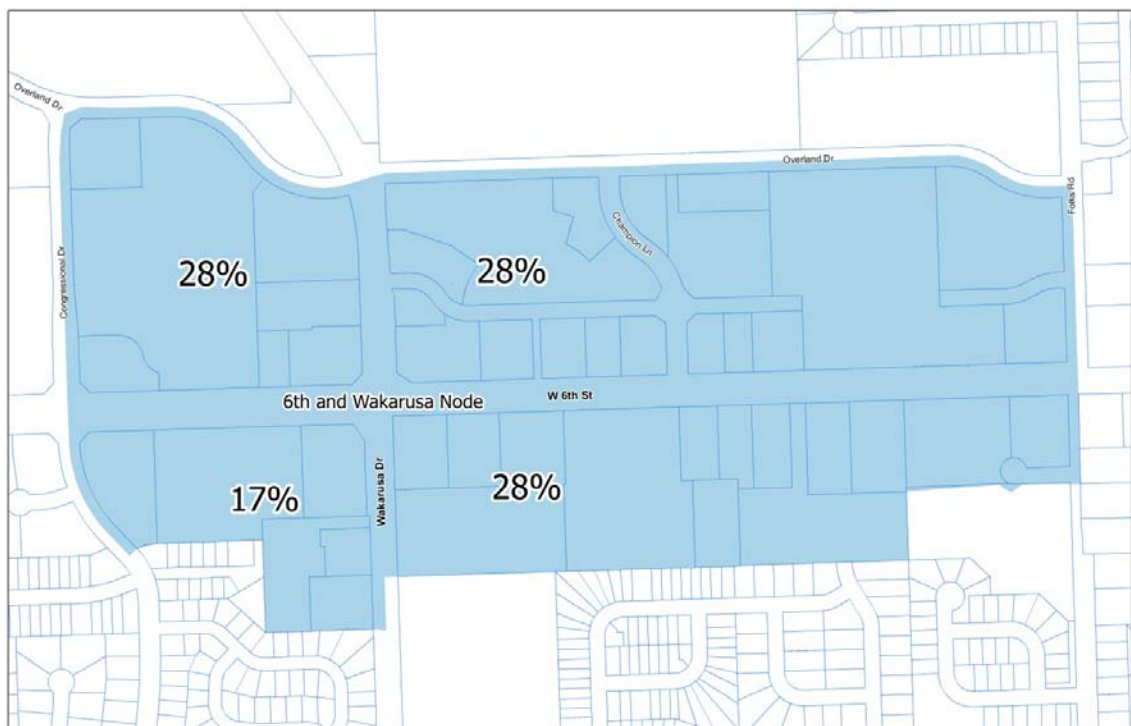
Staff Finding: The node is inconsistent with this criterion. West 6th Street is a Federal highway (US-40), Wakarusa Drive is not.

- 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.

Staff Finding: Considering the existing square footage and the amount requested within this amendment, the node is consistent with this criterion.

- 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.

Staff Finding: Considering the proposed amendment size request, the corners of W. 6th Street and Wakarusa Drive will have the following percentages of square feet:



At this time, the node is consistent with this criterion.

- D. No more than two commercial buildings over 100,000 gross square feet each may be located on a single corner of the node.

Staff Finding: The node is consistent with this criterion.

- 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.

Staff Finding: All corners of the nodes are currently commercial, but other uses are anticipated for at northwest corner of the node. If developed as approved, the node will be consistent with this criterion.

- 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.

Staff Finding: The designation of this node as a CC600 is to ensure the node is accurately defined as outlined within Chapter 6 of *Horizon 2020*. *Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive* has been in place since 2003, this amendment would be consistent with this criterion.

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

Staff Finding: The existing development has been completed to be consistent with the designation and policies that were applicable at the time. Future development would be expected to be consistent with adopted design guidelines.

Presently, this amendment and the node itself are not aligned with the currently adopted plan in terms of the amount of retail space, and in the development type anticipated. Weighing the long-range considerations for both this area of the city, as well as the overall real estate market city-wide, it is within the interest of both the community and *Horizon 2020* to label this commercial node as a CC600 in Chapter 6. With the amount of retail development currently allocated within this node, it is best defined as being a CC600 Community Commercial Center as it presently exceeds the 400,000 square-foot maximum permitted under the CC400 definition with a retail cap of 434,600 square feet.

While this proposal is not aligned with the currently adopted policies, it is fulfilling requirements to help limit the continued outward expansion of retail spaces, in-filling an existing commercial node, and is slightly minor the amount of retail uses within this existing node.

4. Does the proposed amendment result from a clear change in public policy?

Applicant's response: No. There is no change in public policy. The proposed amendment is consistent with existing public policy. The proposed amendment, which makes no attempt to alter the policy of nodal development as opposed to strip development, is a rational extension of public policy to slightly increase permitted density with little or no overall impact to traffic or surrounding neighborhood. In addition, the proposed increase in density does not exceed the 50,000 square foot limitation on building size.

Staff's response: There is no change in public policy. The proposal is to modify the existing commercial center's development mixture and will slightly increase the amount of retail space at the node in comparison to what is approved today. The proposal maintains the existing node by staying within the existing anticipated commercial area, and does not directly perpetuate

commercial strip development along West 6th Street, as long as the boundaries of the planned retail area are not expanded.

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

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

Applicant's response: No, there will be little or no impact on existing or planned facilities and services. Infrastructure in the area is adequate to support this commercial development. The traffic impact is discussed in the Preliminary Development Plan application.

Staff's response: Infrastructure in this area is adequate to support this commercial development. Further analysis regarding the specifics towards traffic impacts and infrastructure capacity will be addressed in the subsequent rezoning (Z-14-00057), preliminary development plan proposal (PDP-14-00055), and approval of a final plat.

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

Applicant's response: Yes. The proposed commercial building and proposed commercial use will be consistent with other retail uses in the Bauer Farm commercial district, and is compatible with other surrounding uses.

Staff's response: The proposed development pattern and use is consistent with the patterns and use present at the other three corners of this node. As further development occurs within the surrounding vicinity of this proposal, it will also be primarily commercial in form. Free State High School is located due north; the development will remain commercial in nature and has always been envisioned at this node. This amendment does not seek to change the boundary, only to allow more retail square footage and remove the mix of uses originally proposed.

7. 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?

Applicant's response: Yes. The proposed change benefits the citizens of Lawrence by providing a unique retail offering that is not otherwise exactly matched in the community and is compatible with the existing commercial development along a principal arterial roadway, offering services that are readily accessible and desirable for the entire population, not just those residing in northwest Lawrence.

Staff's response: This proposed amendment does not necessarily advance the interests the citizens of Lawrence and Douglas County as a whole but neither does it harm them. However, this change will not alter the original boundaries of the commercial area. This change seeks to alter the mix of uses within the development by adding 38,839 retail square footage to the existing development. For residents within closer proximity to this node, it would likely have the ability to shorten their shopping trips to other various specialty retail grocers throughout Lawrence.

PROFESSIONAL STAFF RECOMMENDATION

On the balance of criteria, staff finds that this amendment will change the type of retail/commercial design and increases the amount of retail/commercial square footage within the node. It also maintains the geographic boundary of the node, and presents a reasonable alternative compatible with the existing land use pattern; therefore should be supported. When the CC600 district was created, staff did not anticipate the creation of another CC600 node other than at West 6th Street and K-10. Given the already approved and developed retail/commercial square-footage, and the amount of additional square-footage requested within this application, staff recommends identifying the node at West 6th Street and Wakarusa Drive as CC600 as it accurately identifies the existing developed condition of the node at present, and thereby, maintains consistency with the node size allotments as outlined in Chapter 6 of *Horizon 2020*.

Staff recommends approval of this Comprehensive Plan Amendment to *Horizon 2020 Chapter 6: Commercial Land Use*, *Chapter 14: Specific Plans*, and the *Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive* to revise the retail gross square-footage cap from 72,000 gross square feet to 122,000 gross square feet, and recommends forwarding this Comprehensive Plan Amendment to the Lawrence City Commission with a recommendation for approval.

An Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive City of Lawrence, Kansas

December 2003

Amended ~~July 2012~~ <DATE PENDING>

Approved by the Lawrence City Commission on December 2, 2003

Amended by the Lawrence City Commission on July 10, 2012

Amended by the Lawrence City Commission on <DATE PENDING>

AREA PLAN
West 6th Street & Wakarusa Drive

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Introduction

Background & Purpose

The purpose of this small area plan is to help ensure appropriate and compatible development of the West 6th Street/Wakarusa Drive intersection. This intersection is currently designated appropriate as a Community Commercial Center in Horizon 2020, the comprehensive, long-range plan for the City of Lawrence and unincorporated Douglas County. The south side of the intersection has developed into a commercial node and the Lawrence City Commission has directed Planning staff to develop a plan ensuring the north side of the intersection does not become oversaturated with commercial, primary retail, development.

An area plan is a useful planning tool intended as a furtherance of a more generalized long-range plan, such as Horizon 2020. Area plans are site-specific plans of an area whose purpose is to ensure appropriate and compatible development of an area. This area plan also intends to encourage development that is consistent with the goals and policies found in Horizon 2020 and that development is non-intrusive to surrounding neighborhoods.

Description of Study Area

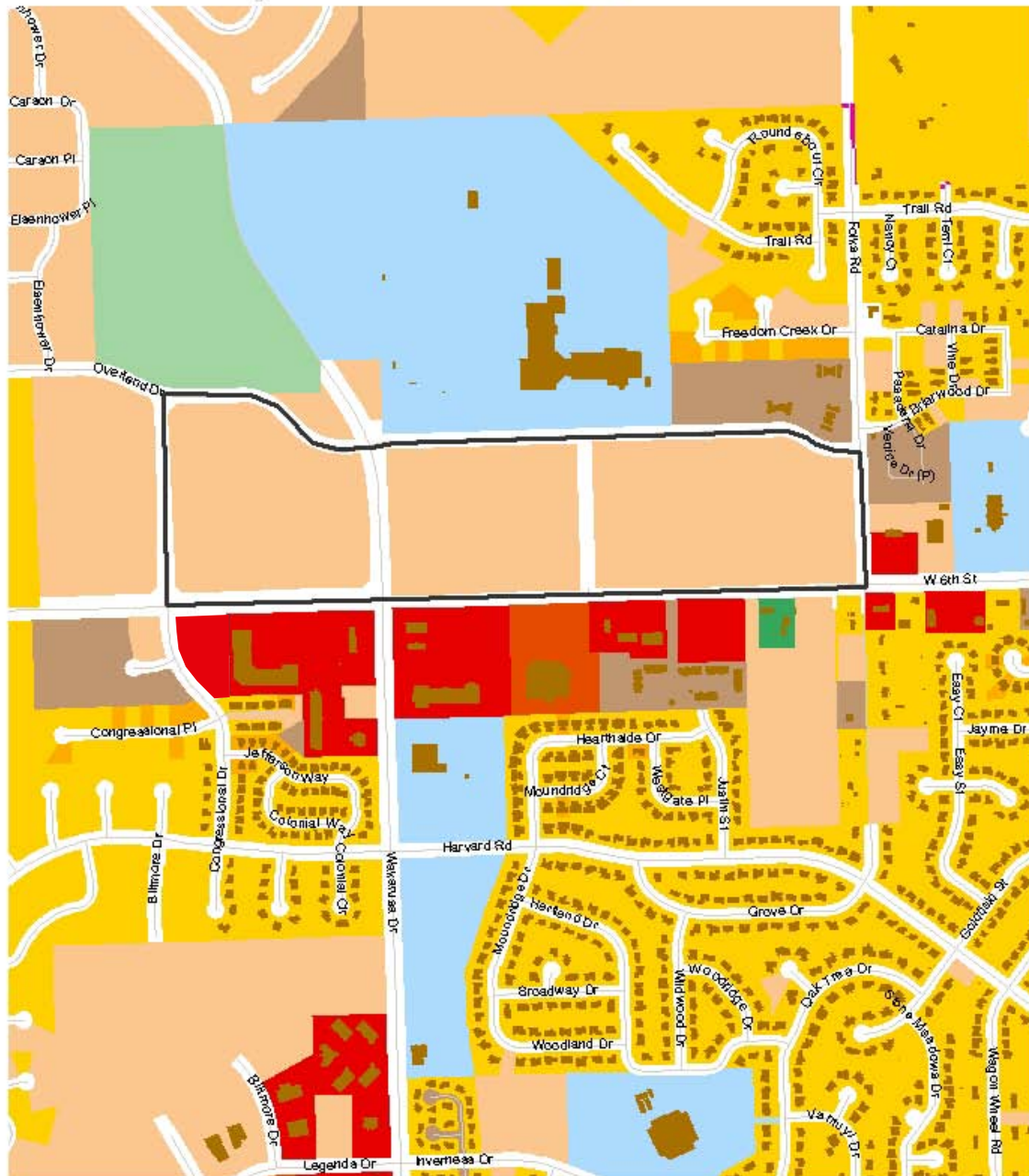
The study area for this plan is an area bounded to the west by Congressional Drive; to the north by Overland Drive; to the east by Folks Road; and to the south by West 6th Street. The study area includes the north half of the West 6th Street/Wakarusa Drive intersection. The study area is located in Township 12 S, Range 19 E, Section 28, which is located in northwest Lawrence. The study area encompasses approximately eighty (80) acres (one-eighth of a mile). Refer to Figure 1 for the location of the West 6th Street/Wakarusa Drive intersection. The study area is currently undeveloped, but is surrounded on three sides by urban development. The western portion of the study area lies within the West Lawrence Neighborhood Association.

Figure 1
Study Area
6th & Wakarusa Dr.



Legend

	Cemetery		Public/Institutional
	Commercial		Single Family
	Ram		Parking/Utilities/Transportation
	Industrial Warehouse		Duplex/Triples/Fourplex
	Multiple Family		Vacant
	Parks/Rec./Open Space		Study Area



Date: July 10, 2012

Existing Conditions

The first step in development of this area plan was an inventory of existing conditions at the West 6th Street/Wakarusa Drive study area. An analysis of those conditions as they relate to the future development of this study area was conducted by Planning staff. The inventory and analysis of existing conditions in this plan are intended to serve as a guide and to act as a support mechanism for the recommendations outlined at the end of this plan.

Existing Land Uses

As mentioned previously, the West 6th Street/Wakarusa Drive study area is currently undeveloped but is surrounded by urban development to the north, east, and south. The study area is surrounded by a variety of land uses in various stages of development: to the north is the Free State High School campus and Indoor Aquatic Center; to the northeast is residential, comprising of single- and multiple-family dwellings; to the east are banks and offices; to the southeast is residential, primarily single-family dwellings; to the south and southwest is commercial retail; to the west is vacant, undeveloped land with proposals for multiple-family residential development; and to the northwest is parkland and a developing single-family residential neighborhood.

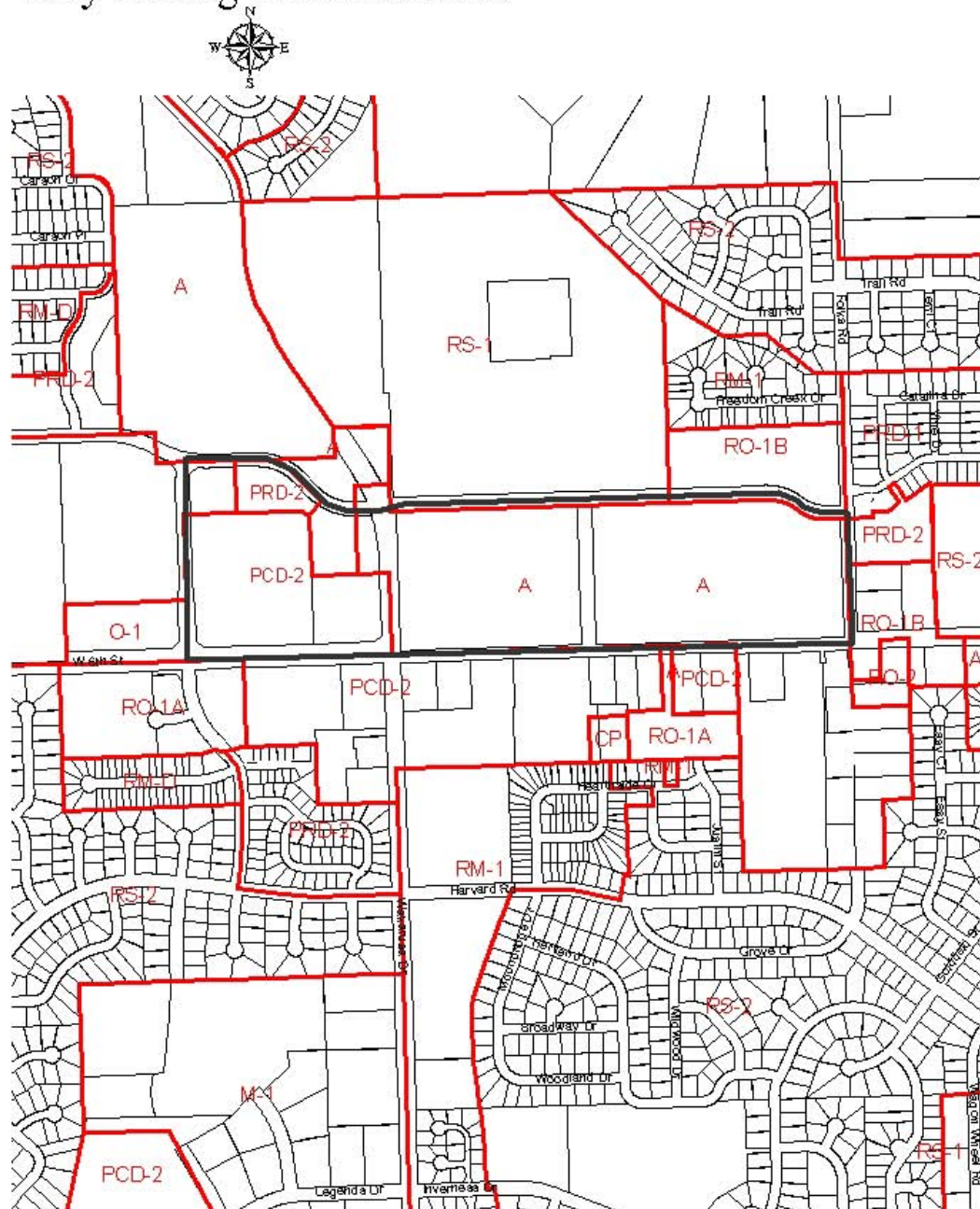
Existing Zoning Patterns

The entire study area lies within the corporate limits of the City of Lawrence. The land east of Wakarusa Drive is currently zoned A, Agricultural, and encompasses approximately fifty-three (53) acres. This is a Douglas County zoning district, which was retained upon annexation into the City. The land west of Wakarusa Drive has multiple zoning designations and encompasses approximately twenty-seven (27) acres. The majority of the western portion is zoned PCD-2, Planned Commercial Development, and the remaining portions zoned PRD-2, Planned Residential Development, and A, Agricultural.

There are a variety of zoning designations surrounding the study area. The areas to the north and northeast have primarily residential zoning designations, including RS-1 (Single-Family), RS-2, RM-1 (Multiple-Family), RO-1B (Residential-Office), and PRD-1. The areas to the east and southeast have primarily residential-office zoning designations, including RO-1B, RO-2, PRD-2, and A. The areas to the south and southwest have commercial and office zoning designations, including O-1 (Office), RO-1A, and PCD-2. The areas to the west and northwest have primarily residential designations, including RS-2, RM-D (Duplex), PRD-2, and A.

Zoning classifications for the study area and its surroundings are illustrated in Figure 2.

Figure 2
City Zoning Classifications



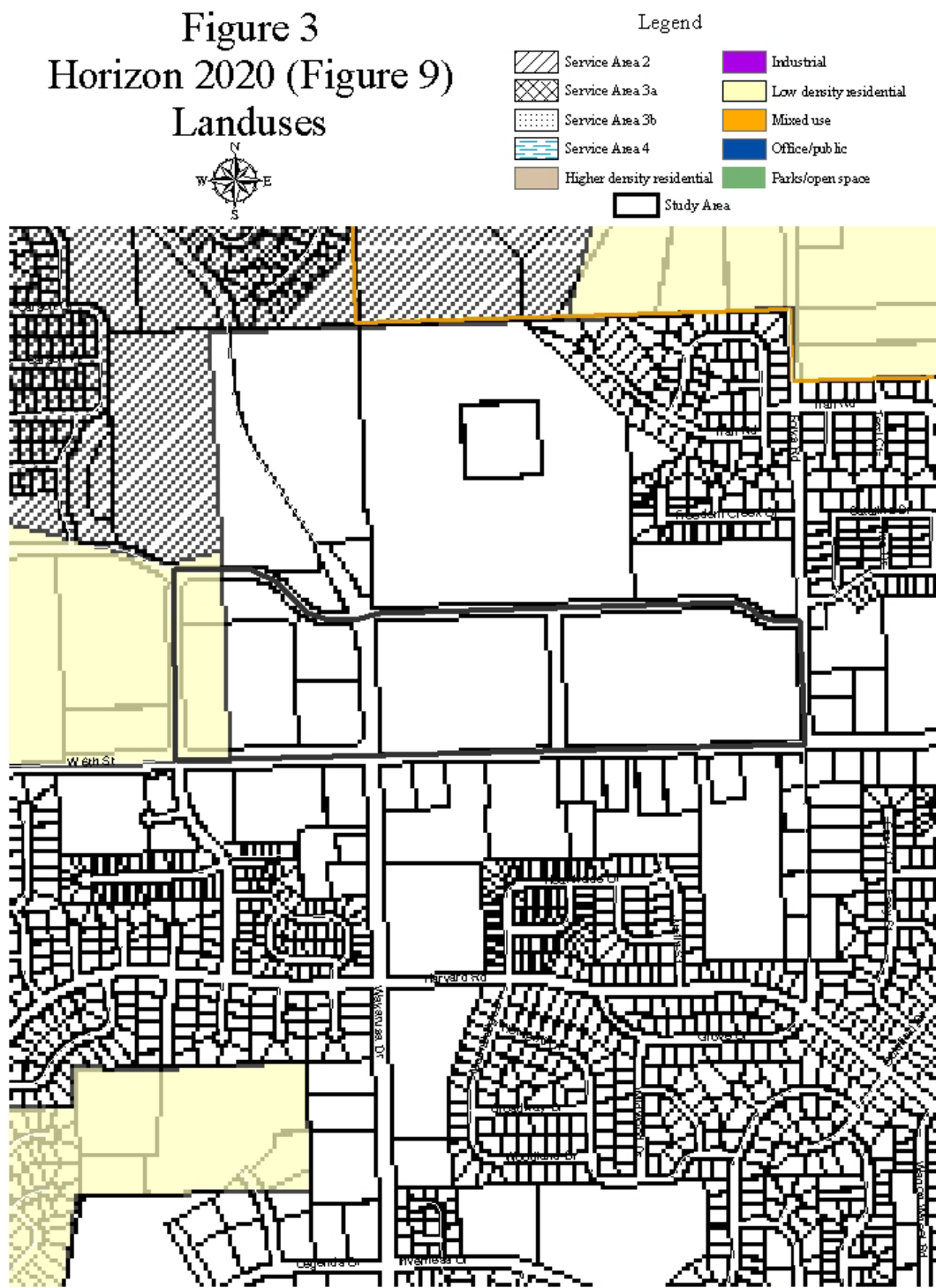
Date: June 26, 2003

Future Land Use/UGA Designation

The following is a brief summary of the future land uses for this area as they were initially generated. Two land use plans have been developed that influence the future development of the West 6th Street/Wakarusa Drive study area: Horizon 2020 and the Northwest Plan. Horizon 2020 identifies that portions of the West 6th Street/Wakarusa Drive intersection are appropriate for a Community Commercial Center. In the areas east of Wakarusa Drive, the majority has been designated appropriate for office uses. A small portion of this area has been designated appropriate for office or commercial uses. In the areas west of Wakarusa Drive, low-density residential uses are designated to be appropriate. Land use designations come from Figure 9 (Lawrence Urban Growth Area, Service Areas, and Future Land Use) and Figure 9.Inset (Lawrence Future Land Use).

Land use designations from Horizon 2020 for the study area are illustrated in Figures 3 and 4.

Figure 3
Horizon 2020 (Figure 9)
Landuses

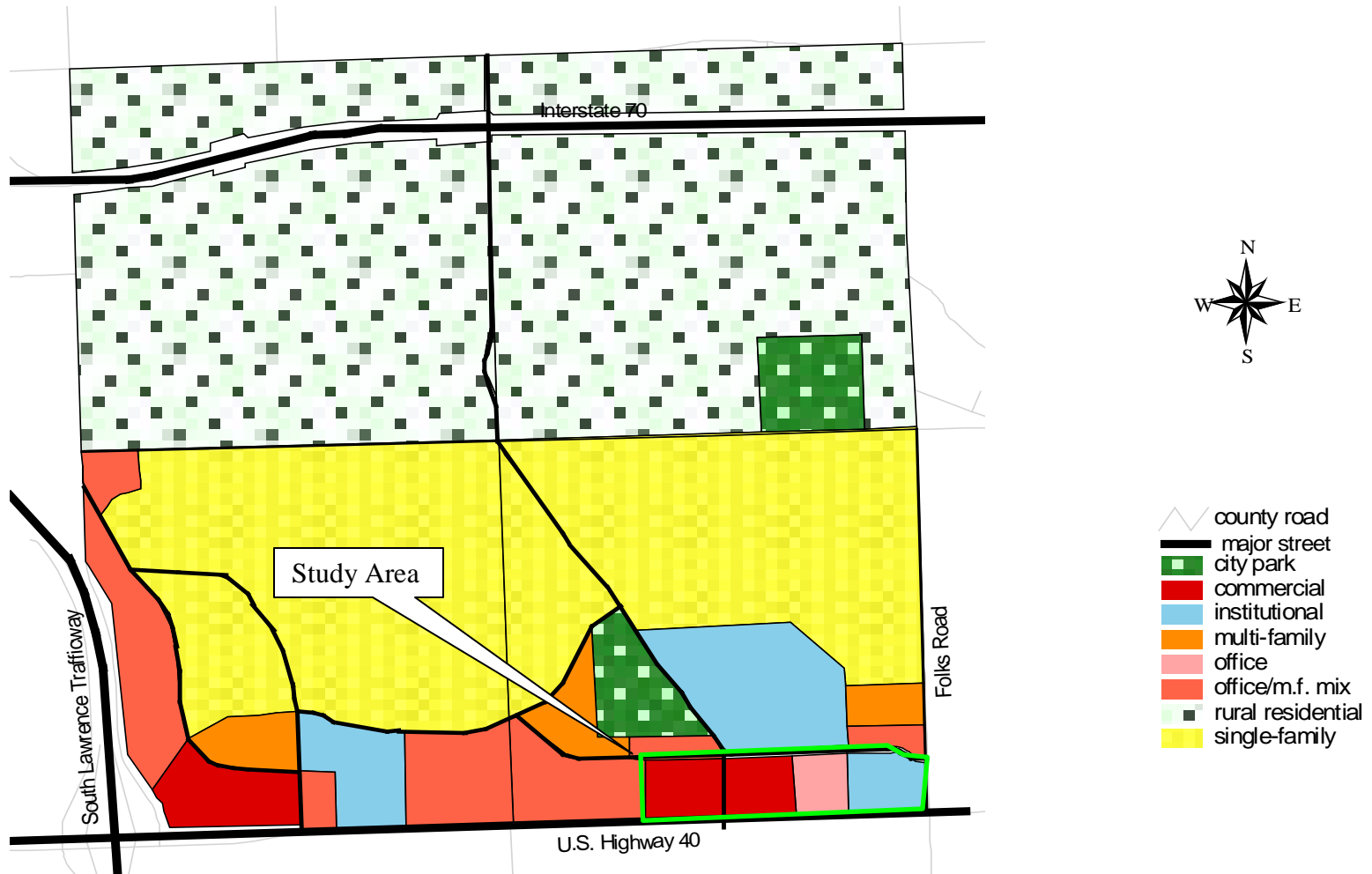


Date: June 23, 2003

The Northwest Plan is the most recent, detailed guide for the future land use and development for the West 6th Street/Wakarusa Drive study area. While the study area only represents a small portion of the Northwest Plan study area, the Northwest Plan has a direct influence on recommended land uses for the West 6th Street/Wakarusa Drive study area. Both the northwest and northeast corners of the intersection are designated appropriate for commercial uses. The remaining area between Wakarusa Drive and Folks Road has been designated appropriate for office and institutional uses, with institutional uses at the northwest intersection of West 6th Street and Folks Road.

Land use designations from the Northwest Plan for the study area are illustrated in Figure 5.

The Northwest Area Proposed Land Uses



Note: Actual environmental conditions which place constraints on development are not shown on this map. Refer to the comprehensive plan for guidance on environmental condition maps, studies and policies.

Lawrence-Douglas County Metropolitan Planning Office
October 2, 1996

Environmental Conditions

The entire West 6th Street/Wakarusa Drive study area is, or previously had been, agricultural pasture and range land. The study area is relatively flat, moderately sloping downhill to the north and west from its highest point at the northwest corner of the West 6th Street/Folks Road intersection. Along the western edge of the study area lie the upper reaches of a naturally occurring drainage channel, which is part of the Baldwin Creek Drainage Basin. This drainage channel flows into naturally maintained parkland located northwest of the study area. Since the study area is situated already within an increasingly urbanizing area of the city, no other major environmental features are present.

Public Services

The West 6th Street/Wakarusa Drive study area is currently served by city infrastructure and services. Sanitary sewer service is available to all areas of the study area. In those areas east of Wakarusa Drive, sewer service is available from the north, east, and southwest. In those areas west of Wakarusa Drive, sewer service is available from the Baldwin Creek Sewer Benefit District located to the north. Water service is also readily available. In those areas east of Wakarusa Drive, water service is available from all sides. In those areas west of Wakarusa Drive, water service is available from the east and south.

Improvements are planned for West 6th Street beginning in 2004, west of Folks Road, which will widen the street from two-lanes to four-lanes with a separated recreational path. As part of these improvements, water lines will be extended making water service available to the western portion of the study area more accessible on its southern and western edges. The improvements to West 6th Street are anticipated to be completed in 2006. In conjunction with the West 6th Street improvements, Wakarusa Drive is also being improved between West 6th Street and Overland Drive.

Circulation & Access

West 6th Street and Wakarusa Drive are the arterial streets providing primary access to the study area: West 6th Street, along the southern edge of the study area, provides east-west access; Wakarusa Drive, cutting through the study area, provides north-south access. Secondary access is also provided to the study area from secondary arterial and/or collector streets: Congressional Drive, along the western edge, provides access from the south; Folks Road, along the eastern edge, provides access from the north; Overland Drive, along the northern edge, provides east-west access. Champion Lane is anticipated to provide access to the properties between Wakarusa Drive and Folks Road.

West 6th Street also serves as US Highway 40 and connects to Kansas Highway 10 (K-10) (also referred to as the South Lawrence Trafficway or SLT), which is located within two miles of the study area. This close proximity makes the West 6th Street/Wakarusa Drive study area easily accessible to the community's regional transportation network, including the Kansas Turnpike/Interstate 70 and US Highway 59.

Bike paths, sidewalks, and multiple-use recreational trails are located throughout the West 6th Street/Wakarusa Drive study area. A ten-foot (10') wide recreation path on the south side of

West 6th Street is planned with the road improvement/widening project. The study area is also served by Lawrence Public Transit.

Envisioned Future

This section of the plan involves a summary of the existing plans and improvement projects of the City's future specifically as they relate to the West 6th Street/Wakarusa Drive intersection and its future development. This summary of the future visions and improvements is intended to serve as a guide and act as a support mechanism for the recommendations outlined in this area plan.

Horizon 2020

Horizon 2020 is the long-range plan for Douglas County and the City of Lawrence, outlining future land use growth and development over the next twenty years. This plan was developed during the mid-1990s utilizing a community-wide public participation process allowing the residents of the community to envision what they would like their hometown to be in the future. This part of the study looks at the existing intent of Horizon 2020, specifically Chapter 6, Commercial Land Use, as it relates to development at the West 6th Street/Wakarusa Drive intersection. Also identified are those relevant goals found in the other chapters of Horizon 2020 related to the planned development of the West 6th Street/Wakarusa Drive intersection.

Existing Chapter 6, Commercial Land Use in Horizon 2020

The current commercial land use element in Horizon 2020 identifies the West 6th Street/Wakarusa Drive intersection as appropriate for a Community Commercial Center since such centers should be located at arterial street intersections. These centers typically require ten to thirty acre sites to accommodate buildings, parking areas, and open spaces. They generally contain leasable space of 150,000 gross square feet (gsf) but may range from 100,000gsf to 450,000gsf, and can include a food/drug store along with a mix of retail and other uses and usually anchored with a small retail sales store type tenant.

There is approximately ~~380,000~~440,999 gsf of retail space currently approved at the intersection of West 6th Street and Wakarusa Drive. This includes existing and proposed developments. This is 130,000gsf more than the "typical" amount of retail square footage and 70,000gsf below the "typical" amount recommended by Horizon 2020 for a Community Commercial Center. Areas that are designated Community Commercial Centers do not necessarily infer a large-scale commercial development. These areas are intended to concentrate commercial development of the community, however, "leapfrog" development from the contiguous urbanized area of the community is discouraged. Centers are intended to be easily accessible from surrounding neighborhoods.

Relevant goals and policies related to the development of the West 6th Street/Wakarusa Drive nodal study area come from Chapter 6, Commercial Land Use and include the following. For a more detailed look at the goals and policies, refer to Horizon 2020.

- ❑ ***Goal 2: Compatible Transition from Commercial Development to Less Intensive Uses.***
Ensure compatible transition from commercial development to residential neighborhoods & other less intensive land uses.
 - ***Policy 2.1: Use Appropriate Transitional Methods.***
 - ***Policy 2.3: Higher-Density Residential Development as Transitional Use.***

- **Policy 2.5: Office, Research & Semi-Public Development as Transitional Use.**
- **Policy 2.6: Parks, Recreation & Open Space as Transitional Use.**
- ❑ **Goal 3: Criteria for Location of Commercial Development.** *Provide regional, community & neighborhood shopping opportunities to meet the commercial & retail needs of the community.*
 - **Policy 3.1: Utilize Locational Criteria for Commercial Development.**
 - **Policy 3.3: Utilize Locational Criteria for Community Centers.**
 - **Policy 3.7: Require an Impact Analysis.**
- ❑ **Goal 4: Transportation Considerations.** *Promote a multi-modal transportation system which provides or improves access & circulation within and adjacent to commercial areas.*
 - **Policy 4.1: Levels of Service.**
 - **Policy 4.2: Evaluate Traffic Impacts.**
 - **Policy 4.3: Minimize Traffic Diversion.**
 - **Policy 4.4: Ensure Adequate Ingress & Egress.**
 - **Policy 4.5: Limit Access.**
 - **Policy 4.7: Provide Pedestrian Access.**
 - **Policy 4.8: Provide Bicycle Access.**
 - **Policy 4.9: Encourage Convenient Parking within Commercial Areas.**

Additional Goals from Horizon 2020

Additional relevant goal statements from Horizon 2020 that support the recommendations of this plan help guide the future development of the study area so that it is consistent with the intent of the City's long-range vision of its future are highlighted below.

Chapter 5, Residential Land Use (low-density)

- ❑ **Goal 3: Neighborhood Conservation.** *The character & appearance of existing low-density residential neighborhoods should be protected & improvements made where necessary to maintain the values of properties & enhance the quality of life.*
- ❑ **Goal 5: Create a Functional & Aesthetic Living Environment.** *Create & maintain neighborhoods that are aesthetically pleasing & functionally efficient & practical.*
- ❑ **Goal 6: Compatible Transition from Low-Density Residential Development to More Intensive Land Uses.** *Ensure transition from low-density residential neighborhoods is compatible with more intensive residential & nonresidential land uses.*

Chapter 5, Residential Land Use (medium- & higher-density)

- ❑ **Goal 1: Criteria for Location of Medium- & Higher-Density Residential Development.** *Adopt criteria which will ensure that livability, property values, open space, safety & the general welfare are sustained.*
- ❑ **Goal 2: Create a Functional & Aesthetic Living Environment.** *Create & maintain medium- & higher-density residential developments that are aesthetically pleasing & functionally efficient & practical.*
- ❑ **Goal 3: Compatible Transition from Medium- & Higher-Density Residential Development to Both More Intensive & Less Intensive Land Uses.** *Ensure transition from medium- & higher-density residential neighborhoods is compatible with nonresidential land uses or low-density residential land uses.*
- ❑ **Goal 4: Transportation Considerations.** *Promote a transportation system which provides or improves access & circulation within & adjacent to medium- & higher-density residential areas.*

Chapter 7, Industrial & Employment Related Land Use

- ❑ **Goal 2: Compatible Transition from Industrial/Employment-Related Development to Less Intensive Uses.** *Ensure a compatible transition between industrial & employment-related developments & less intensive land uses.*

- ❑ **Goal 3: Criteria for Location of Industrial or Employment-Related Development.** Provide industrial & employment areas to meet the economic needs of the community.
- ❑ **Goal 4: Transportation Considerations.** Promote a multi-modal transportation system which provides or improves access & circulation within & adjacent to industrial areas.

Chapter 8, Transportation

- ❑ **Goal 1: Transportation Considerations.** Promote a multi-modal transportation system which provides or improves access & circulation throughout the city & county.
- ❑ **Goal 2: Street System Goal.** Provide an efficient & effective network of streets & roads which access all appropriate areas, provide continuity & connections into & beyond the City of Lawrence & Douglas County, & support the arrangements of various land uses within the urbanized area.
- ❑ **Goal 3: Access Management Goal.** Promote the mixture of planning, design, traffic operations, & administrative actions to coordinate roadway access in order to maximize safety & mobility while reducing delays to travel.
- ❑ **Goal 4: Public Transportation System Goal.** Implement a coordinated public transportation system that offers a viable choice of travel which addresses the needs of individuals & the community as a whole. Public transportation should be viewed as an alternative mode of transportation to reduce localized traffic congestion, improve air quality, conserve energy, & provide better transportation for those who choose not to or are unable to drive.
- ❑ **Goal 5: Pedestrian & Bicycle Transportation System Goal.** Establish an integrated system of bicycle & pedestrian improvements which provide for safe & efficient connections throughout the community, & offers viable choices of travel. Walking is a form of transportation. Recognize that walking is an important form of transportation especially for children, the elderly, & those who cannot afford other transportation modes.

Chapter 9, Parks, Recreation, & Open Space

- ❑ **Goal 1: Balance Between Natural & Man-Made Environments.** A balance between the natural & man-made environments is needed to conserve & protect natural features while allowing new development.
- ❑ **Goal 2: Protect & Expand the System of Park, Recreation & Open Space.**
- ❑ **Goal 3: Criteria for the Location of Parks & Open Space.** Create a park, recreation & open space system that is sensitive to both the recreational needs & the environmental/ecological needs of the community.
- ❑ **Goal 4: Compatible Transition from Recreation Facilities to Residential Land Uses.** Ensure compatible transition from recreational facilities whether public or private to residential land uses.

Chapter 10, Community Facilities

- ❑ **Goal 1: Provide Facilities & Services to Meet the Needs of the Community.** Provide quality public & semi-public facilities equitably distributed throughout the community.
- ❑ **Goal 2: Criteria for the Location of Community Facilities.** Adopt criteria which will ensure that community facilities are located, designed & operated in a manner compatible with neighboring uses.
- ❑ **Goal 3: Transportation Considerations.** Promote a multi-modal transportation system which provides or improves access & circulation within & adjacent to community facilities.

Chapter 12, Economic Development

- ❑ **Goal 1: Increase Job Growth.** Increase job growth at a rate equal to or above that of population & housing to maintain a separate community identity.
- ❑ **Goal 2: Increase Tax Base.** Ensure tax base growth equals or exceeds population & housing growth.

The Northwest Plan

The Northwest Plan is the most recent, detailed guide (completed in 1997) for the future land use and development for the West 6th Street/Wakarusa Drive study area. The Northwest Plan covers approximately four square miles (Sections 20, 21, 28, 29) in northwest Lawrence bounded by West 6th Street to the south, Folks/E 1100 Road to the east, Douglas County Road 438/Farmers Turnpike to the north, and E 900 Road to the west. While the study area only represents a small portion (approximately eighty acres) of the Northwest Plan study area, the Northwest Plan has a direct influence on recommended land uses for the West 6th Street/Wakarusa Drive study area.

The Northwest Plan indicates the West 6th Street/Wakarusa Drive study area should be urbanized calling for high intensity land uses to be located within the study area and that land uses “step-down,” or decrease, in intensity as activities move north and west away from the intersection. Any new development occurring in this area needs to be compatible with the adopted policies and regulations of the City. The Plan also stresses the importance of maintaining any unique environmental features and conditions, perhaps by incorporating them into development.

As mentioned previously in this area plan, the Northwest Plan envisions commercial, office, and institutional land uses within the West 6th Street/Wakarusa Drive study area. The Northwest Plan identifies both the northwest and northeast corners of the West 6th Street/Wakarusa Drive intersection appropriate for commercial uses. It identifies the northwest corner of the West 6th Street/Folks Road intersection appropriate for institutional uses. It identifies that the area between the commercial and institutional uses appropriate for office activities. The Northwest Plan also states that industrial uses are not appropriate for the Northwest Plan study area, but office and office-research activities are. Residential development is also recommended in the Northwest Plan as an appropriate transitional use between the high-intensive uses recommended along West 6th street and the less-intensive uses as development “steps-down” to the north of West 6th Street. The Plan sets a maximum residential density of 15 dwelling units per acre (15du/ac) within the entire Northwest Plan study area.

West 6th Street Access Management Plan

Access from West 6th Street will be limited in accordance to the provisions of City Ordinance #7465 (adopted in 2002), based on the West 6th Street Access Management Plan completed in 1998. While improvements to West 6th Street west of Folks Road are a priority, access into activities of the West 6th Street/Wakarusa Drive study area will also be generated by developed and developing neighborhoods surrounding the study area. The development of a multi-modal circulation pattern is highly encouraged. Pedestrian accessibility is a priority of the City and the provision of bike paths and sidewalks connecting internal and external neighborhoods are emphasized. It is also recommended that the development of multiple-use recreational trails be included as part of the development of this study area. Consideration of public transit is also important in the study area. Planning for public transit includes, but is not limited to, bus turnaround areas, bus loading areas, and bus routing.

Recommendation

The West 6th Street/Wakarusa Drive study area is anticipated to evolve into one of the more prominent commercial centers of the community. The Lawrence City Commission has directed City staff to ensure new development at this intersection area is appropriate for the surrounding neighborhoods and also within the context of the entire community. The City Commission has also directed City staff to ensure that new development is compatible with existing development located within and adjacent to the intersection area. Any development proposals for this intersection will come under close scrutiny to ensure this direction is abided by. The following land use recommendations regarding the development of the West 6th Street/Wakarusa Drive study area are based on the analysis of the above identified existing conditions and envisioned future of this intersection area. In addition to the recommendations below, it is recommended that no building permits be issued for the study area until the West 6th Street Improvement Project is substantially completed.

The Area West of Wakarusa Drive

The area located west of Wakarusa Drive (the northwest corner of the West 6th Street/Wakarusa Drive intersection) is recommended as most appropriate for commercial development of a retail focus. Given the amount of existing commercial retail development located south of West 6th Street, it is recommended the existing zoning designation of PCD-2 be retained with additional restrictions placed upon it. The restriction being that retail development located at this corner is limited to 154,000gsf. This is the amount of retail gross square footage that was approved by the Planning and City Commissions. An additional restriction is that a single building footprint shall not exceed 80,000gsf. Such a footprint is typical of a grocery store “anchor” having additional service-oriented commercial development. It is also recommended the remaining zoning designations remain intact without additional restrictions.

The Area East of Wakarusa Drive

The area located east of Wakarusa Drive (the northeast corner of the West 6th Street/Wakarusa Drive intersection) is recommended as most appropriate for commercial development ~~of a non-retail focus~~. As three (3) corners of this intersection are likely to develop as retail centers, it is recommended the remaining corner incorporate less-intensive commercial development. This corner is in closest proximity to the high school complex and indoor aquatic center to the north and adjacent residential neighborhoods to the northeast. It is recommended the existing A, Agricultural, zoning designation be rezoned to PCD-2 with restrictions. ~~The restriction being that the development of this corner of the intersection incorporate some kind of recreational commercial use, mixed-use office-residential activity, public or semi-public/institutional use, or other such use or activity that can be demonstrated as having a less-intensive impact on traffic patterns and surrounding land use activities and neighborhoods.~~ It is also recommended that up to ~~62,000~~122,000gsf would be permissible for retail commercial use if planned as part of an overall development plan incorporating a ~~mix of uses that are designed~~ design to be pedestrian-friendly.

The Area West of Folks Road

The area located west of Folks Road (the northwest corner of the West 6th Street/Folks Road intersection) is recommended as most appropriate for medium- to high- density residential development. This area could also serve well as a mixed office-residential development or public/semi-public/institutional use. It is recommended no commercial, retail or otherwise, be located at this intersection as such activity would disrupt the residential character and feel of adjacent land use activities and residential neighborhoods. Commercial activity at this intersection would also expand the commercial center at West 6th Street and Wakarusa Drive from a center into a strip development, which is in conflict with the goals and policies of Horizon 2020 and the Northwest Plan. It is recommended the existing A, Agricultural, zoning designation be rezoned to PRD-2 with the intent of encouraging a mixed-use office-residential development that would be complimentary to existing and future developments and neighborhoods.

Additional Recommendations

It is also recommended that the total approved retail commercial square footage be limited to ~~444,600~~484,600gsf for the four corners of the West 6th Street/Wakarusa Drive intersection. A breakdown of square footage allocation is illustrated in the table below.

Total Approved Retail/Commercial Square Footage					
<i>Corner of 6th St. & Wakarusa Dr.</i>	Allowed	Existing	Planned	Total	Remaining
Northwest	127,487	99,840	21,500	121,340	6,147
Southwest	78,096	75,349	0	75,349	2,747
Southeast	157,017	122,818	0	122,818	34,199
Northeast	122,000	37,752	83,740	121,492	508
<i>Totals</i>	484,600	335,759	105,240	440,999	43,601

Total Approved Retail Commercial Square Footage	444,600-gsf
Southeast side of West 6th Street (existing development)	157,017-gsf
Southwest side of West 6th Street (existing development)	78,096-gsf
Northwest Corner of West 6th Street/Wakarusa Drive	127,487-gsf
Northeast Corner of West 6th Street/Wakarusa Drive	72,000-gsf
Southwest side of West 6th Street (new development)	10,000-gsf

2012 Plan Update Notes:

The 2012 modifications to this Plan designate the southeast corner of the W. 6th Street and Congressional Drive as a commercial use. The changes also make Congressional Drive the western boundary of the W. 6th Street and Wakarusa Drive commercial center.

The approved retail commercial square footage updates to the Additional Recommendations section are derived from the most recent approved development plans for the four corners of the intersection. Non-retail square footage numbers from the development plans are not

included in the approved retail commercial square footage numbers. The table on page 19 was revised to reflect the existing approvals and to provide information for all four corners.

The revision to Figure 4 will also mean a revision to Map 3-2 Lawrence Future Land Use in *Horizon 2020*. An amendment has been initiated previously for Map 3-2 and this revision will be included with that amendment.

2014 Plan Update Notes:

The 2014 modification is to expand the allowable retail/commercial space for the northeast quadrant of West 6th Street and Wakarusa Drive from a limitation of no more than 72,000 gross square feet to a new cap of no more than 122,000 gross square feet.

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, CC600, 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:

1. Sector 44-45: Retail Trade;
2. Subsector 722: Food Services and Drinking Places;
3. Subsector 811: Repair and Maintenance; and
4. Subsector 812: Personal and Laundry Services

■ ***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 maybe 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, restaurants, hotels, and other similar uses that attract a large amount of the traveling public. 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 for parking or sales display.

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 between 1:1 and 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 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. A ction 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.

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~~600,000 square feet of commercial gross square footage (~~CC200-CC600~~ Center) with a nodal development pattern. While this intersection is designated a ~~CC200-CC600~~ Center, there already exists more commercial gross square footage at the intersection than is recommended for a ~~CC200-CC600~~ Center.

Portions of the intersection of W. 6th Street and Wakarusa Drive are still developing. However, the southern half of the intersection is almost completely developed and shall not be expanded beyond Congressional Drive to the west. 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	CC600	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	400,480,000			X		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, CC600 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. 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- 20,000	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
120,001-00,000	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 3.6: 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. Facades 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 3.7: 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 3.8: 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 3.9: 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 3.11: 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 3.12: 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 3.13: 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 3.14: 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 3.15: 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 3.16: Criteria for Auto-Related Commercial Centers

- A. Auto-Related Centers shall be located at the intersection of two state or federally designated highways.
- B. Auto-Related Centers shall have a lot length-to-depth ratio between 1:1 and 3:2 and shall be a minimum of 20 acres in size.
- C. As Auto-Related Centers are located in areas that serve as “gateways” to the city, any proposal shall be closely scrutinized for architectural appearance, landscaping, signage, etc.

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.

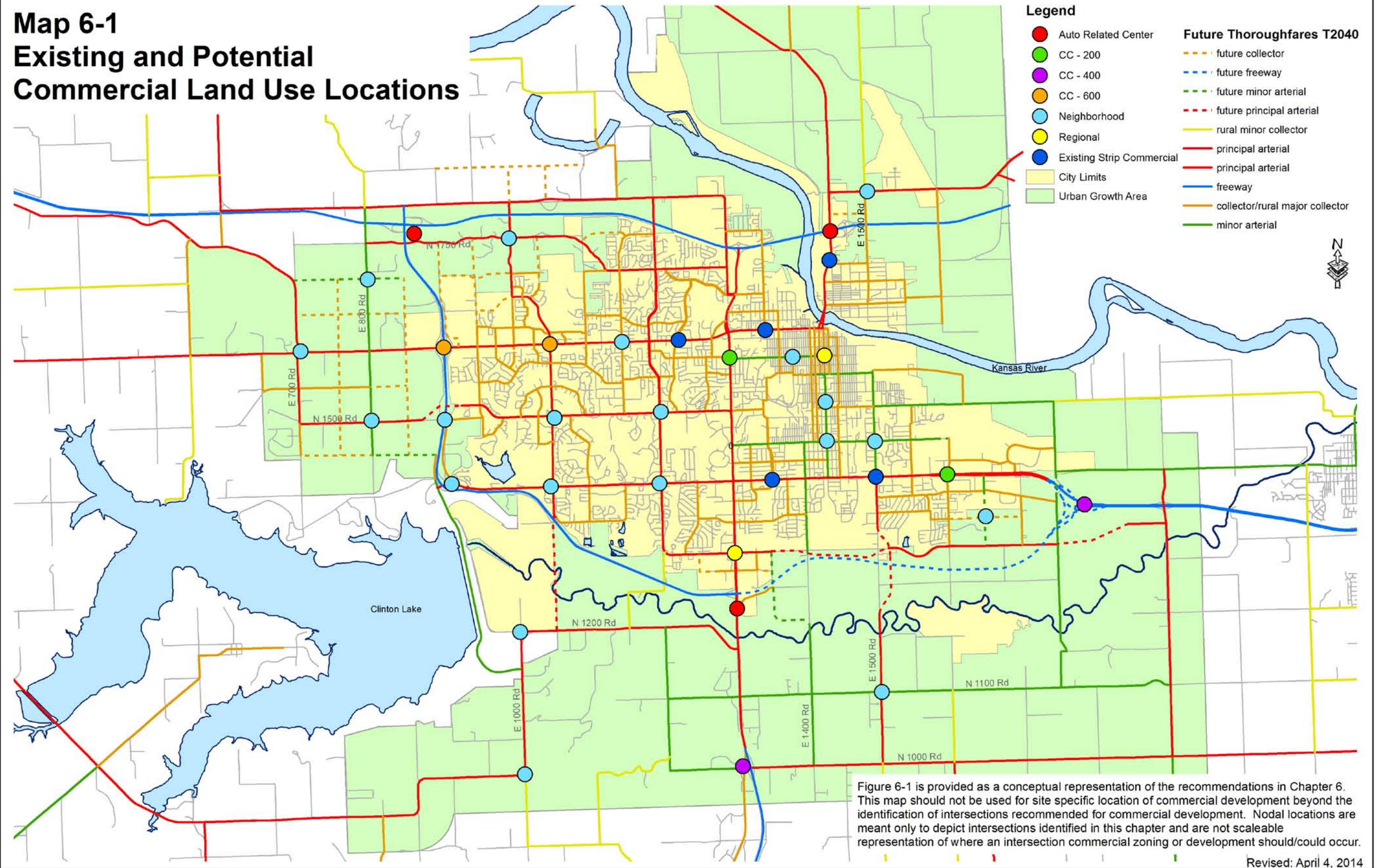
Policy 4.10: Utilize Outlying Parking Lots

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.

Map 6-1 Existing and Potential Commercial Land Use Locations



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 Wakarusa Area Plan**

Location: The intersection of 6th Street and Wakarusa Drive

Adoption Date: December 2, 2003 by Lawrence City Commission

REVISED

July 10, 2012 by Lawrence City Commission

REVISED

<DATE PENDING> by Lawrence City Commission

Review Date: 2017

- **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

REVISED

June 18, 2013 by Lawrence City Commission

June 12, 2013 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
March 26, 2013 by Lawrence City Commission
April 10, 2013 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
REVISED
May 15, 2012 by Lawrence City Commission
June 13, 2012 by Douglas County Board of Commissioners

Review Date: 2021

- **Northeast Sector Plan**

Location: Generally located north and east of Lawrence and north of the Kansas River to the Douglas County line.

Adoption Date: September 11, 2012 by Lawrence City Commission
June 13, 2012 by Douglas County Board of Commissioners

Review Date: 2022

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

Sector Plan

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

