

**PLANNING COMMISSION REPORT**  
**Regular Agenda – Action Item**

PC Staff Report  
9/26/16

**ITEM NO. 7: COMPREHENSIVE PLAN AMENDMENT TO HORIZON 2020 CHAPTER 14 (JSC)**

**CPA-16-00309:** Consider a Comprehensive Plan Amendment to *Horizon 2020*: Chapter 14: Specific Plans (*Oread Neighborhood Plan*) to the Future Land Use Map, located at the Northeast Corner of Illinois Street and Fambrough Drive. Submitted by Landplan Engineering, Inc., for STADPKG L.L.C., property owner of record.

**STAFF RECOMMENDATION:** Staff recommends approval of this Comprehensive Plan Amendment to Horizon 2020: Chapter 14: Specific Plans, and the *Oread Neighborhood Plan* to revise the Future Land Use map from Low-Density Residential to High-Density Residential for the parcel located at the northeast corner of Illinois Street and Fambrough Drive, with the inclusion of narrative into the *Oread Neighborhood Plan* that this particular property shall only serve as parking for the University of Kansas/HERE Kansas project, and recommends forwarding this Comprehensive Plan Amendment to the Lawrence City Commission with a recommendation for approval.

**ALTERNATIVE RECOMMENDATIONS:** The Planning Commission does have options available when considering this item. The Planning Commission could also:

1. Recommend not approving the requested comprehensive plan amendment, thereby maintaining the existing Low-Density Residential as currently indicated on the *Oread Neighborhood Plan's* Future Land Use map, but support the rezoning request to accommodate the surface parking lot. This conveys the desired building intensity of the site at Low-Density, but resolves an issue for this HERE Kansas project to provide parking for the mixed-use project.
2. Recommend denying the requested Comprehensive Plan Amendment, thereby not supporting the rezoning request to accommodate the proposed surface parking lot.

**STAFF RECOMMENDATION:** If appropriate, approve and sign Planning Commission Resolution PCR-16-00379.

## KEY POINTS

1. Location is currently designated for Low-Density Residential land use. Proposed amendment would change to High-Density Residential land use to accommodate a parking lot, not a multi-dwelling residential building.
2. The parcel is an existing surface parking lot, which would not change use under the associated development applications.
3. The block was identified as currently being a High-Density Residential level within the neighborhood plan.
4. The request would allow for the required parking associated with the application for the HERE Kansas project to be constructed.
5. The request would permit the realignment of 11<sup>th</sup> Street / Fambrough Drive at Mississippi Street as sought by both the University of Kansas and the City of Lawrence.
6. This application adds the parcel to the current boundary of High-Density Residential.
7. The amendment does not modify the definitions or standards for either Low-Density Residential or High-Density Residential within the neighborhood plan.

## SUMMARY

The applicant has requested an amendment to *Horizon 2020*: Chapter 14: Specific Plans, amending the *Oread Neighborhood Plan* by revising the Future Land Use Map at the northeast corner of Illinois Street and Fambrough Drive. The reason for this Comprehensive Plan Amendment is to request changing the current designation from Low-Density Residential land use to High-Density Residential land use to accommodate the development of an off-site surface parking lot for HERE Kansas, which is located at 1111 Indiana Street. The reason for this request is to provide the required amount of parking to accommodate the capacity of the structure after the bankruptcy of the initially specified parking system, allowing for the complete utilization of both the commercial and residential spaces of the building.

The proposed amendment is a request to align the existing *Oread Neighborhood Plan*, which is incorporated into Chapter 14: Specific Plans of *Horizon 2020*, with the rezoning request to RM32-PD to accommodate a parking lot. The Land Development Code establishes the requirement that off-site parking must be located in a base zoning district that is equal to, or greater, in use intensity to be considered for the off-site parking use. This amendment would adjust the Future Land Use map to include this existing surface parking lot into the High-Density Residential, which would permit the rezoning application to move forward.

Items related to this Comprehensive Plan Amendment include:

- **Z-16-00310:** Consider a request to rezone approximately .918 acres from RM32 (Multi-Dwelling Residential) District and U-KU (University of Kansas) District to RM32-PD (Multi-Dwelling Residential with Planned Development Overlay) District, located at 1029 & 1031 Mississippi St and 0 Illinois St. Submitted by Landplan Engineering PA on behalf of 1029 Mississippi LLC, RGAPTS LLC, and KU Endowment Association, property owners of record.

- **PDP-16-00311:** Consider a Preliminary Development Plan for HERE @ Kansas, located at 1029 Mississippi, 1031 Mississippi, and 0 Illinois St. Submitted by Landplan Engineering PA on behalf of 1029 Mississippi LLC, RGPTS LLC, and KU Endowment Association, property owners of record.

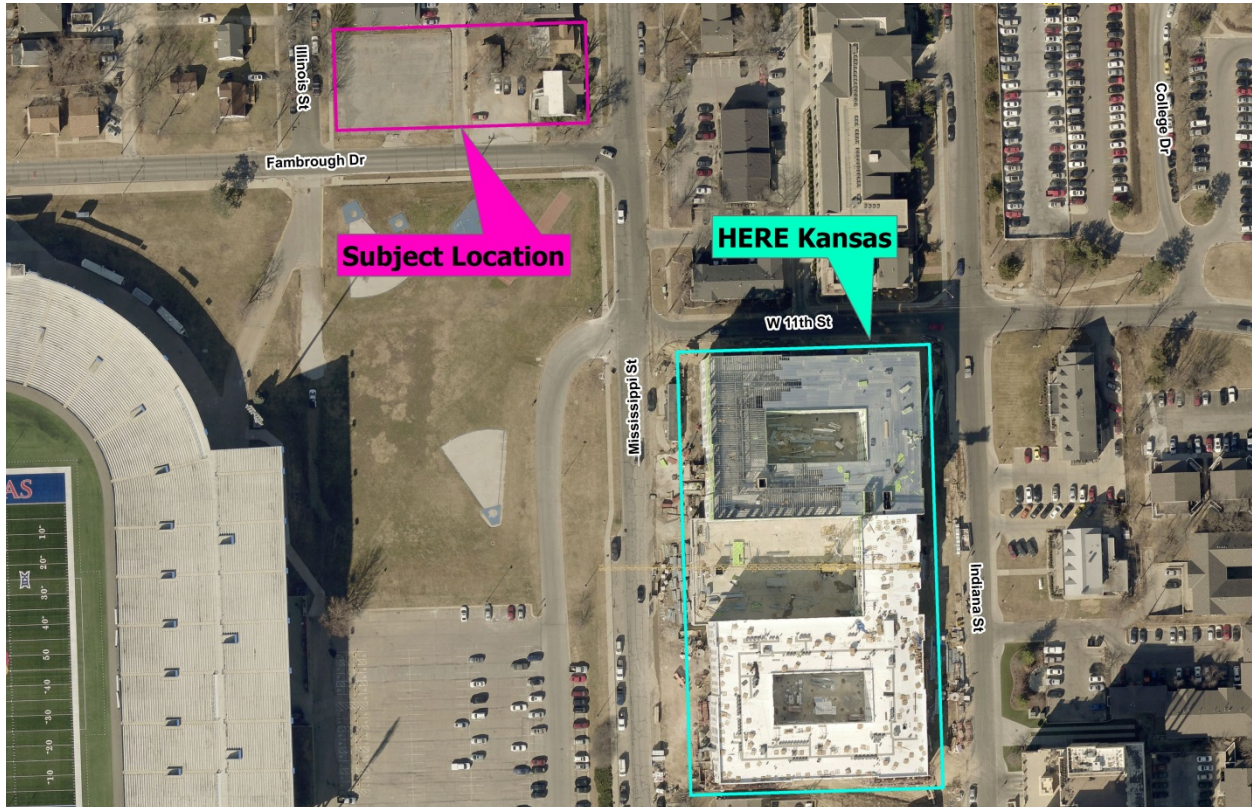


Figure 1: Subject Locations

## STAFF REVIEW

The applicant is requesting to revise Map 4-1: Future Land Use to change the northeast corner of Illinois Street and Fambrough Drive from the current Low-Density Residential land use designation to the High-Density Residential land use designation.

Presently, the proposed rezoning would not comply with Section 20-909(d), which states, "shared and off-site parking areas require the same or a more intensive zoning classification than that required for the most intensive of the uses served by the shared or off-site parking area." For the zoning to be consistent with *Horizon 2020*, a modification to the *Oread Neighborhood Plan* is necessary. The parcel's current designation as Low-Density Residential permits 6 or fewer dwelling units per acre. To comply with Section 20-909(d) requirements, the property would need to be zoned to RM32, which is listed as a High-Density Residential land use within the neighborhood plan to meet the Land Development Code requirement and to match the existing designation for the other two parcels that are part of this development proposal. This section of the Land Development Code does not require that residential development occur on this site, only that it has the same zoning designation, or greater, to the site that it serves.



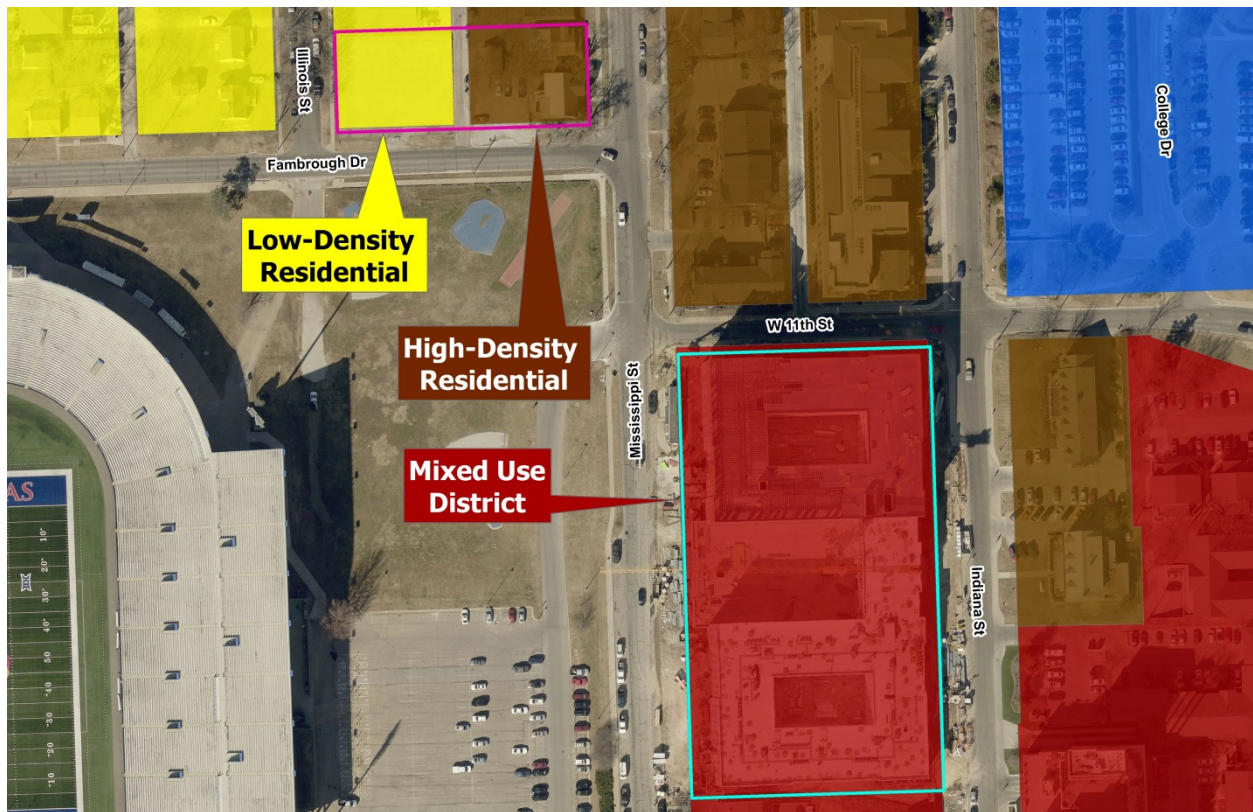


Figure 2: *Current Oread Neighborhood Plan* Future Land Use Designations

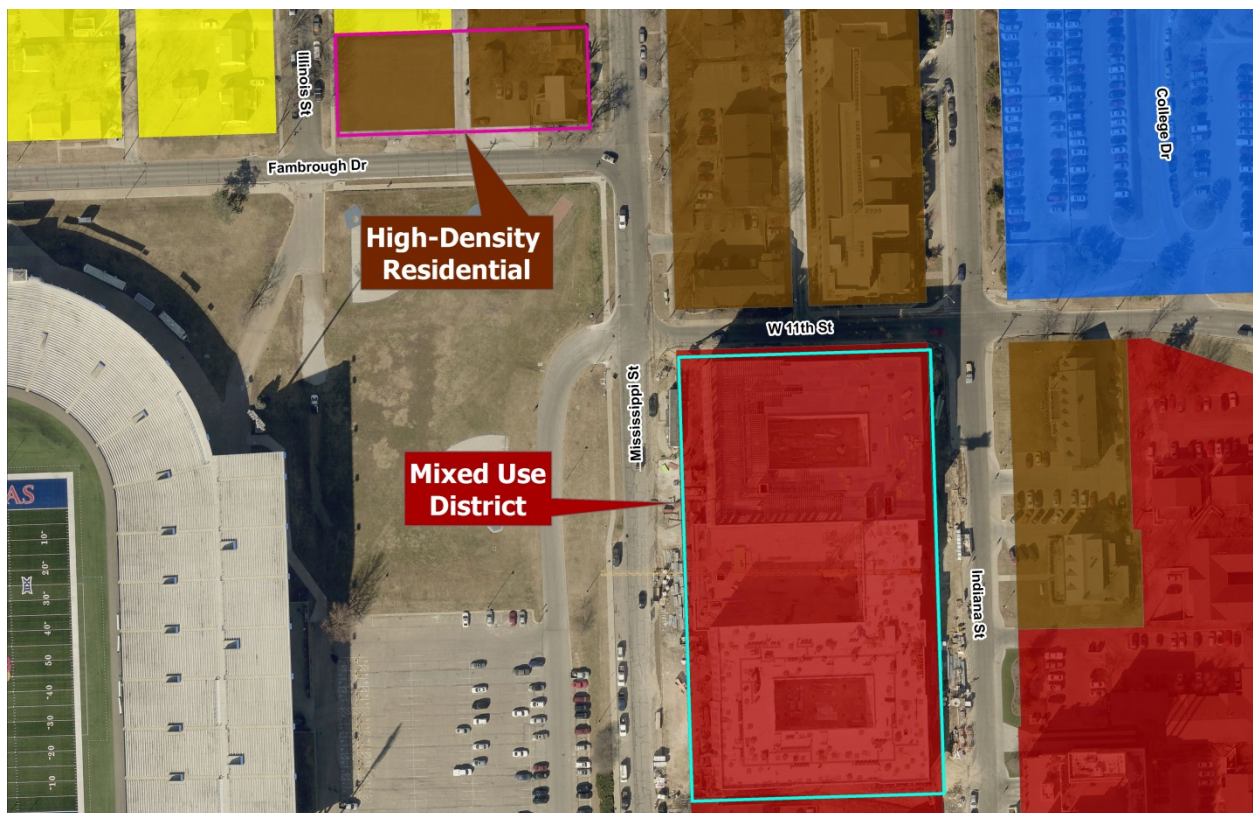


Figure 3: Proposed Future Land Use Amendment



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: To be clear, the proposed text amendment results directly from the need to create an offsite off-street parking lot for the HERE @ Kansas mixed-use development. It is a fact that both the Oread Neighborhood Plan and the existing zoning designations already allow the development of a parking lot on the subject site. It is also a fact that half of the subject site already features (and has for decades) an off-site off-street parking lot to serve the occasional needs of the university. However, to redevelop this same property into a code-compliant parking lot which would serve the needs of the nearby HERE @ Kansas project requires this proposed text amendment. Based on Section 20-909(d) of the City of Lawrence Land Development Code, "shared and off-site parking areas require the same or a more intense zoning classification than that required for the most intensive of the uses served by the shared or off-site parking area." Based on the density of the residential uses within the HERE @ Kansas development, which this parking lot is proposed to serve, the off-site parking area must be zoned RM32. The subject site proposed for this parking lot straddles two different future land use districts per the Future Land Use Map of the Oread Neighborhood Plan. The eastern half of the site is located within a future high density residential district and thus is eligible for RM32 zoning. However, the western half of the site (which ironically features a longstanding off-site parking serving KU's Memorial Stadium) is designated for low density residential uses and thus, per the language of Comprehensive Plan, is incompatible with a RM32-zoned off-site parking lot.*

*Certainly the development of the HERE @ Kansas project was unforeseen at the time the Oread Neighborhood Plan was adopted in 2010. That version of the plan provides for a Mixed Use District at the southeast corner of Mississippi and 11<sup>th</sup> Streets (which is where the HERE project is located) and then transitions down to High Density Residential and then Low Density Residential to the north and northwest. For the area around the subject site, that plan followed existing land use patterns and did not anticipate the need for future off-site parking.*

*To be fair, the parking shortfall currently plaguing the HERE project was also unforeseen to its developers when the project applied for its initial entitlements nearly 3 years ago. The developers certainly did not initially plan for their project to include insufficient parking. The project is the victim of a bankruptcy by one of its subcontractors who was retained to provide a robotic parking system. Without that system, the project is left with a garage that can only accommodate 88% of its residential parking requirement. And thus, as the construction of the building wraps up and students prepare to move in, the developers are still seeking a creative solution to provide those last required parking stalls.*

*The proposed solution, as depicted in the accompanying Preliminary Development Plan, would not be possible without the partnership of the University of Kansas and the KU Endowment*

*Association (KUEA). Development of this parking lot will happen in concert with the realignment of Fambrough Drive so as to create a new 4-way intersection with 11<sup>th</sup> and Mississippi Streets. This street realignment is recommended in KU's 2014-2024 Campus Master Plan. KU's latest master plan is more recent than the Oread Neighborhood Plan and thus this street realignment was not contemplated at the time of its adoption in 2010. The partnership between KU, KUEA and the HERE development team will allow both the street realignment and parking lot construction to happen in concert. Both projects provide tangible public benefits to the University and the Oread Neighborhood. However, they cannot happen together at this time without this amendment to the Comprehensive Plan.*

*Staff's response:* The *Oread Neighborhood Plan* was adopted in 2010 and, "outlines future land uses for the planning area to be used as a long-term guide for urban development and redevelopment." (p. 1-1) At the time of the plan's adoption, it was anticipated and expected that some consolidation and redevelopment would be occurring within the High-Density Residential District as illustrated in Map 4-1, "Future Land Use." This map shows the existing layout of the streets and parcels at the time of adoption, and does not reflect the realignment of Fambrough Drive. However, given the recent developments within this district and with the adoption of the [2014-2024 University of Kansas Campus Master Plan](#) (Figure 3-9, p.136) the realignment of Fambrough Drive has been included in campus master planning since at least the 1973.

The exact development and project scope for HERE Kansas could not have been anticipated at the time of the *Oread Neighborhood Plan's* adoption. While the density and location were identified within the plan, the exact design and configuration of the property were items that could not be predicted in 2010. The plan did anticipate high-density development at that location and along Mississippi Street. The plan's vision was to provide some capacity to allow higher density development along the gateways to the University of Kansas.

This higher-density development was planned for along Mississippi Street from W. 10<sup>th</sup> Street to W. 11<sup>th</sup> Street/Fambrough Drive. However, the alley between the parcels fronting Mississippi Street and those fronting Illinois Street was the planned boundary between the Low-Density and High-Density Residential that exists on the Future Land Use map as adopted. Additionally, the existing residential density at the time of the plan's adoption found that the eastern side of the 1000 Block of Illinois Street was already at a density that would be considered high density (Map 2-2), which was defined as 16 or more units per acre. (p. 2-3)

While the realignment has been included in plans for many years, the reconstruction of the roadway has not been a funded project for either the University of Kansas or the City of Lawrence. With the recent redevelopment of the HERE Kansas project, this has facilitated the realignment project as part of this development proposal.

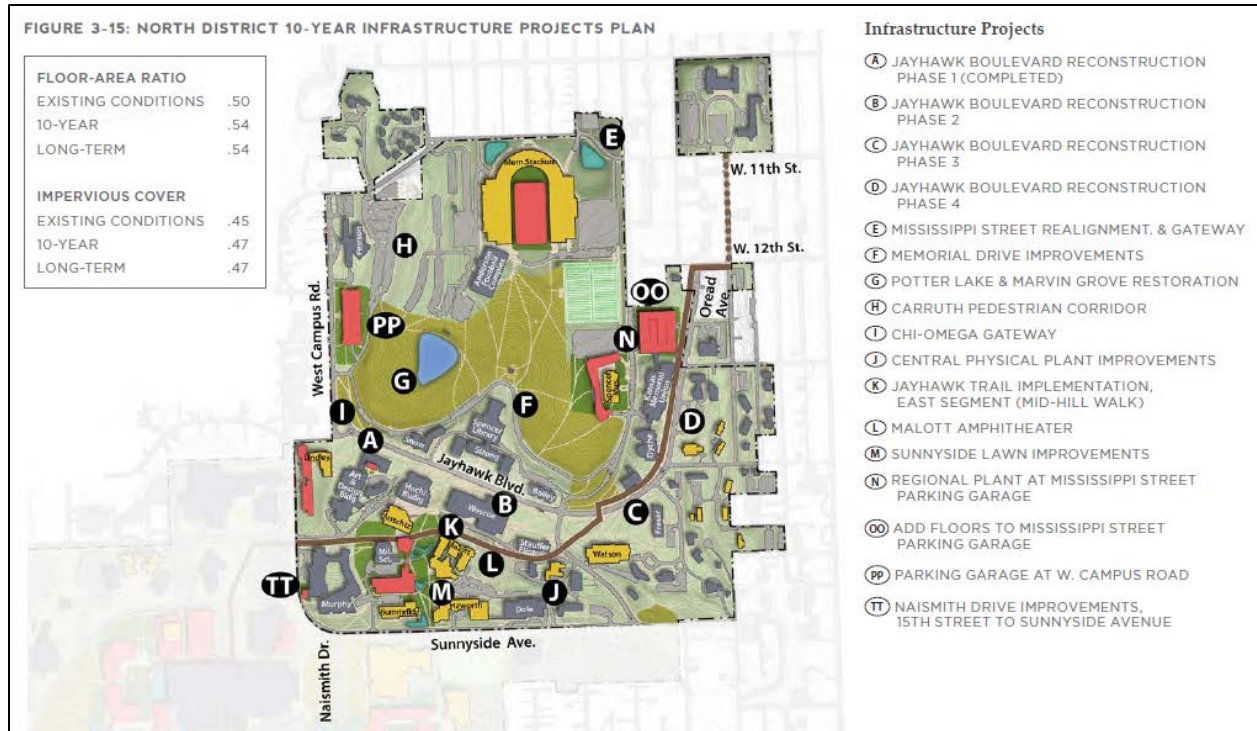


Figure 4: KU North District Master Plan: Infrastructure Projects Plan

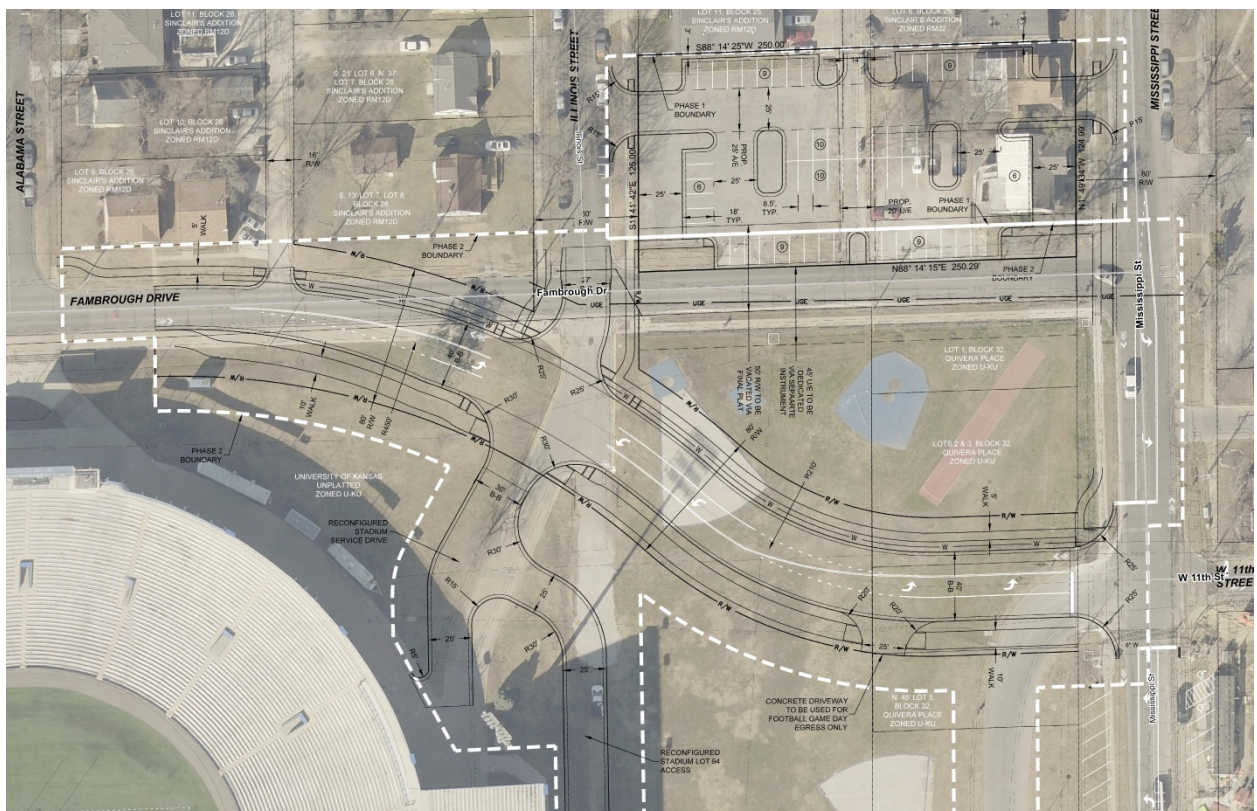


Figure 5: Proposed Realignment for Fambrough Drive



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

*Applicant's response:* The proposed CPA would facilitate the development of additional off-street parking in the Oread Neighborhood as well as the realignment of Fambrough Drive. Parking demand within the Oread Neighborhood has outpaced the supply provided on streets and in alleys for many years. Development of this parking lot would ensure that the HERE project does not further contribute to this problem. The realignment of Fambrough Drive will create a new 4-way intersection with 11th and Mississippi Streets and will reduce traffic congestion in this portion of the neighborhood by eliminating a dog-legged intersection. The improvements will also include new sidewalks and bike lanes where none previously existed. Ample green space will remain north of the new intersection which KU anticipates developing into a gateway feature in the near future.

*Staff's response:* Amending the designation from the current Low-Density Residential to the proposed High-Density Residential presents opportunities and challenges. One of the challenges is eroding the distinction presently drawn in the Future Land Use map defining a clear separation of the Low-Density Residential from the High-Density Residential that is anticipated along Mississippi Street. However, the anticipation that the existing surface parking lot at the northeast corner of Illinois Street and Fambrough Drive would redevelop into the Low-Density Residential would seem unlikely given its history and long-standing existing condition.

The realignment of Fambrough Drive would advance a distinct public purpose to help solve the misalignment of the streets that has existed since this portion of Lawrence was platted between 1865 and 1909. This would correct a long-standing misalignment of the intersection that has existed since at least 1937.



Figure 6: 1937 Aerial Photograph

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

*Applicant's response:* The proposed CPA is consistent with multiple policies laid out in the *Oread Neighborhood Plan*. That plan encourages "creative ideas to deal with parking congestion in the neighborhood that address commuter parking and issues with parking for uses that lack appropriate off-street parking" (Policy 3.1.1.1 (C)). This request is made expressly to facilitate development of new parking infrastructure which would address the needs of the HERE @ Kansas project. The plan also recommends that "streets and sidewalks be maintained and repaired on a regular basis" and that "sidewalk gaps be identified and included in plans to complete them." (Policies 3.1.3.1(A) and (C)). This request will facilitate significant street and sidewalk improvements to Fambrough Drive and Mississippi Street, both of which are collector streets that serve motorists, cyclists and pedestrians, living in or passing through the *Oread Neighborhood*.

*Staff's response:* As previously noted, the realignment of Fambrough Drive is a public improvement that has been planned for a few decades. The proposed amendment creates the potential for the realignment to be undertaken as part of this proposed development plan.

Staff does not view altering this designation of the parcel's future land use as erosion into the Low-Density Residential portion of the neighborhood plan at this time. The unique, existing use and condition of the lot, and the block's current residential density, show a presence that is consistent with the plan's High-Density defined designation. The request would incrementally increase the existing amount of land designated High-Density Residential on Map 4-1: Future Land Use; however, the proposal is maintaining the present use on this parcel, while providing improvements that would be consistent with the Land Development Code standards and consistent with the policies and goals of the *Oread Neighborhood Plan*.

In some respects, this requested amendment and the proposed development plan are consistent with the *Oread Neighborhood Plan's* policy to find creative solutions to help assist with parking throughout the neighborhood. While the solution is driven by the need to solve a problem for the associated project, this proposal could additionally address some of the infrastructure issues that exist within this area, such as sidewalk maintenance and ADA improvements.

Given the recent projects within the vicinity, the amendment does work with the stated policies and goals of the *Oread Neighborhood Plan*, and does provide some public benefit while providing required elements for the associated development project.

On the balance, the comprehensive plan amendment could allow for the public benefit that realigning Fambrough Drive would provide for the neighborhood and larger area. The details and requirements of which would be outlined in the associated development plans. The change in designation of the subject parcel would result in an agreement with the current and future use of the parcel, while creating an option for the creation of a benefit for the applicant and for the community through the infrastructure improvements associated with the realignment. It is important to note that an amendment to *Horizon 2020* and the *Oread Neighborhood Plan* does not constitute an entitlement in respects to the Land Development Code.

Table 1: *Oread Neighborhood Plan* Land Use to Zoning Designations

Oread Neighborhood Plan: Residential Land Use				
Intensity	Base Zoning District	Low-Density	Medium Density	High-Density
Low	RS40			
	RS20			
	RS10			
	RS7			
	RS5			
	RS3			
	RS0			
Medium	RM12			
	RM12D			
	RM15			
	RM24			
	RM32			
	RMG			
	RMO			

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

*Applicant's response:* Please see the response to question #1. In general, this proposed CPA focuses on finding a creative solution to an unintended parking dilemma facing the HERE @ Kansas project. The solution makes use of a subject site which already features (and has for many years) an off-site parking lot and thus would not dramatically change the land use pattern in this portion of the neighborhood. The new parking lot would be developed in conjunction with the realignment of Fambrough Drive thus providing significant street and sidewalk improvements to this area. While this CPA will certainly benefit the HERE @ Kansas project, it proposes numerous benefits to the University of Kansas as well as residents of the Oread Neighborhood.

*Staff's response:* There has not been change in public policy. The proposal does not require an amendment to Chapter 5 of *Horizon 2020*, nor does it modify the overall boundary of the existing neighborhood plan. The proposed amendment is a request to align the existing *Oread Neighborhood Plan*, which is incorporated into Chapter 14: Specific Plans of *Horizon 2020*, with the rezoning request to RM32-PD to accommodate a parking lot. The Land Development Code establishes the requirement that off-site parking must be located in a base zoning district that is equal to, or greater, in use intensity to be considered for the off-site parking use. This amendment would adjust the Future Land Use map to include this existing surface parking lot into the High-Density Residential, which would permit the rezoning application to move forward. The proposed amendment aligns the *Oread Neighborhood Plan* with the proposed land use for this location. This proposal would not introduce a new land use at this location.



**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:* The proposed CPA would facilitate significant public improvements to streets and sidewalks in this portion of the Oread Neighborhood. The applicant has held multiple meetings with KU and City staff to discuss these matters. An accompanying Preliminary Development Plan depicts these improvements.

*Staff's response:* Infrastructure in this area is adequate to support this type of development. Further analysis regarding the specifics related to traffic impacts and infrastructure capacity will be addressed in the subsequent rezoning (Z-16-00310), preliminary development plan proposal (PDP-16-00311), and approval of a final development plan.

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

*Applicant's response:* Yes, the proposed CPA will facilitate the development of a surface parking lot which will provide a land use transition buffer between low density residential to the northwest, high density residential to the northeast, mixed use development to the southeast and KU to the southwest. It should also be noted that this CPA results in minimal changes to the existing land use pattern in this area since half of the subject site is already a surface parking lot.

*Staff's response:* The portion of land that the proposed amendment would revise is presently a surface parking lot that is utilized in this capacity incrementally throughout the year. The other half of the proposed new surface parking lot is currently designated as High-Density Residential within the *Oread Neighborhood Plan*, which is consistent with the corresponding rezoning request. This comprehensive plan amendment, as recommended by staff, would align the *Oread Neighborhood Plan* with the site's existing and proposed future intended use, while precluding high-density building development. It would also provide a buffer from Memorial Stadium and the realigned Fambrough Drive for the present apartment building that would be northerly adjacent to the proposed amendment request.

**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:* The proposed CPA will facilitate the realignment of Fambrough Drive to create a new 4-way intersection with 11th and Mississippi Streets, thereby eliminating an existing dog-legged intersection and reducing traffic congestion in this part of the Oread Neighborhood. The street realignment will include significant improvements to pedestrian and bicycle infrastructure and benefit pedestrians and cyclists living within or passing through the

*neighborhood. The street realignment will also create a pocket of green space north of the new intersection slated for the development of a gateway feature for the university.*

*Staff's response:* This proposed amendment does not necessarily advance the interests of the citizens of Lawrence and Douglas County as a whole, but neither does it harm them. The principal benefit that would arise as a byproduct of this Comprehensive Plan Amendment is that it would allow for consideration of the other aspects of this development proposal, including the realignment option. While this amendment is necessary to begin the process to move toward this benefit, it would not directly lead to its development.


## **PROFESSIONAL STAFF RECOMMENDATION**

The requested amendment is prompted by Section 20-909(d) of the Land Development Code requiring shared and off-site parking areas to be zoned the same, or a more intensive zoning classification than that required for the most intensive of the uses it serves. The requested RM32-PD zoning designation requested in Z-16-00310 would achieve this Land Development Code requirement, except it would not be consistent with *Oread Neighborhood Plan's* current designation. The associated development plan also addresses parking to help mitigate potential on-street parking issues and a long-standing street misalignment.

Staff recommends approval of this Comprehensive Plan Amendment to Horizon 2020: Chapter 14: Specific Plans, and the *Oread Neighborhood Plan* to revise the Future Land Use map from Low-Density Residential to High-Density Residential for the parcel located at the northeast corner of Illinois Street and Fambrough Drive, with the inclusion of narrative into the *Oread Neighborhood Plan* that this particular property shall only serve as parking for the University of Kansas/HERE Kansas project, and recommends forwarding this Comprehensive Plan Amendment to the Lawrence City Commission with a recommendation for approval.

Alternatively, The Planning Commission does have options available when considering this item. The Planning Commission could also:

1. Recommend not approving the requested comprehensive plan amendment, thereby maintaining the existing Low-Density Residential as currently indicated on the *Oread Neighborhood Plan's* Future Land Use map, but support the rezoning request to accommodate the parking lot. This conveys the desired building intensity of the site at Low-Density, but resolves an issue for this HERE Kansas project to provide parking for the mixed-use project.
2. Recommend denying the requested Comprehensive Plan Amendment, thereby not supporting the rezoning request to accommodate the proposed surface parking lot.



# Oread Neighborhood Plan

Lawrence-Douglas County Planning Office

Planning Commission Approved 1/27/10  
City Commission Approved 9/21/10

[Amended: <DATE PENDING>](#)







## Table of Contents

	Page
Section 1: Introduction	
Purpose .....	1-1
Description of Planning Area .....	1-2
Background and History.....	1-5
Policy Framework .....	1-7
Section 2: Existing Conditions	
Land Use and Density .....	2-1
Zoning Patterns.....	2-5
Historic Resources .....	2-7
Infrastructure.....	2-12
Public Community Facilities .....	2-23
Section 3: Goals, Policies and Implementation Strategies	
Goals, Policies and Implementation Strategies .....	3-1
Implementation Priority Schedule .....	3-10
Section 4: Future Land Use and Overlay Districts	
Future Land Use.....	4-1
Overlay Districts .....	4-5

### List of Tables

Table 2-1	Existing Land Use Summary .....	2-1
Table 2-2	Zoning Classifications .....	2-5
Table 2-3	Oread Listed Historic Properties.....	2-8
Table 3-1	Implementation Schedule .....	3-10

### List of Maps

Map 1-1	Planning Area Boundary in Relation to Lawrence .....	1-3
Map 1-2	Planning Area Boundary and Parcels.....	1-4
Map 2-1	Existing Land Use .....	2-2
Map 2-2	Residential Density .....	2-4
Map 2-3	Existing Zoning .....	2-6
Map 2-4	Local Properties and Environs.....	2-9
Map 2-5	State and National Properties and Environs .....	2-10
Map 2-6	Brick Streets .....	2-11
Map 2-7	Water, Storm and Sanitary Sewer Infrastructure .....	2-13
Map 2-8	On-Street Parking and Parking Lot Locations .....	2-16
Map 2-9	Street Classification .....	2-18
Map 2-10	Bus Routes .....	2-20
Map 2-11	Bicycle Facilities .....	2-22
Map 2-12	Public Community Facilities .....	2-24
Map 4-1	Future Land Use.....	4-4
Map 4-2	Proposed Overlay Districts .....	4-7



## Section 1: Introduction

### 1.1 Purpose

The purpose of the *Oread Neighborhood Plan* is to outline specific goals, policies and recommendations for the planning area shown on Map 1-2, while being consistent with the overall adopted comprehensive plan for the community. The scope of the *Oread Neighborhood Plan* comprehensively addresses land use, historic preservation, infrastructure, and neighborhood atmosphere. It establishes a multi-year vision with supportive goals, policies and actions.

The Oread Neighborhood is a place where a diverse array of people live, work, study and celebrate. Existing compatibility with its character, maintaining housing variety and maintaining neighborhood scale commercial areas are important. Supporting a healthy and safe environment is essential for the neighborhood to maintain its sense of community. Creative solutions to address crime, owner occupants, landlords and structural neglect are recommended as part of the implementation of this plan.

The plan outlines future land uses for the planning area to be used as a long-term guide for urban development and redevelopment. This plan does not rezone property upon adoption. Development requests are typically made by the property owners and/or developers that have stake in such property and wish to develop or redevelop.

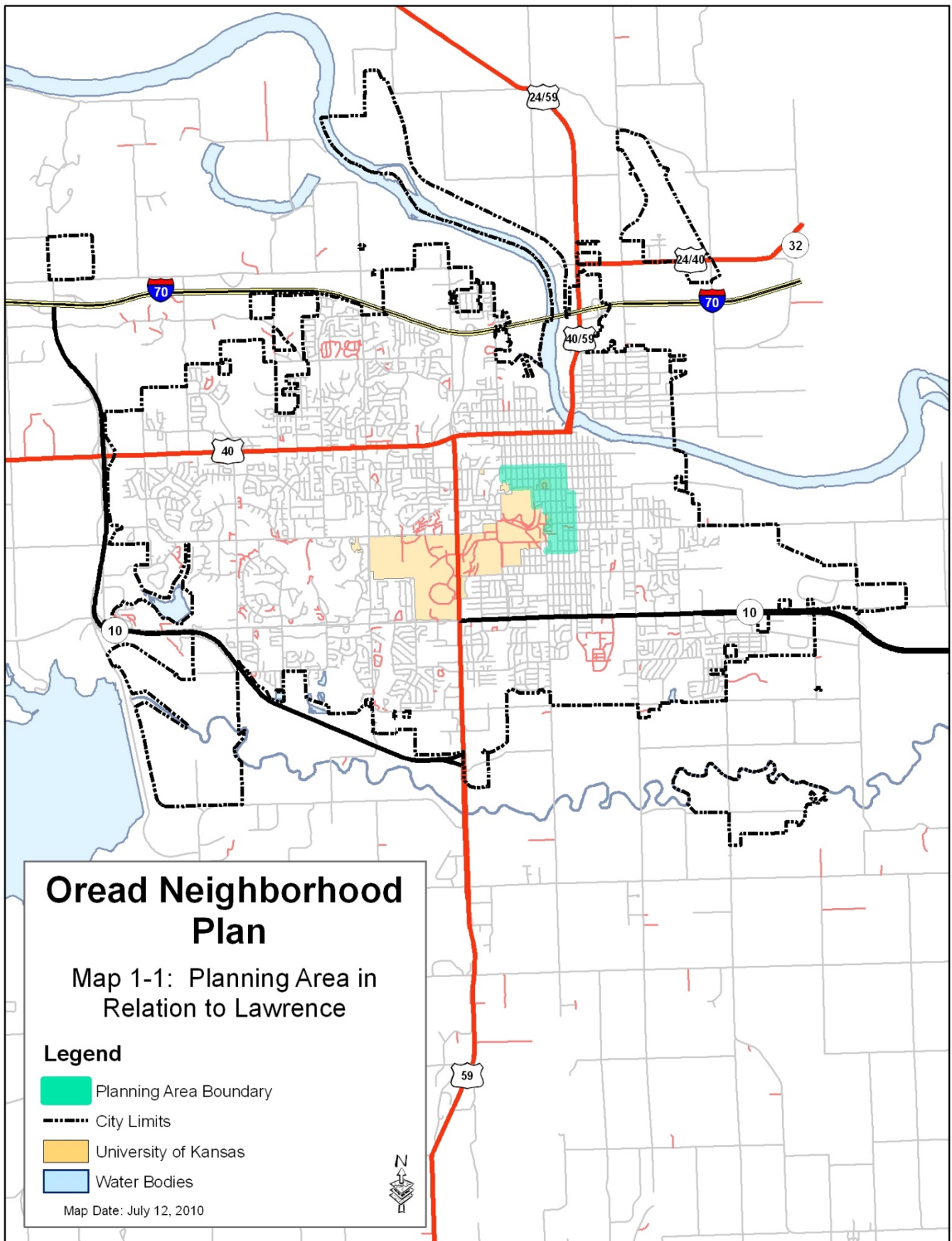
## 1.2 Description of Planning Area

The *Oread Neighborhood Plan* planning area is located in central Lawrence, with the main campus of the University of Kansas on the west and downtown Lawrence on the northeast. The planning area contains approximately 239 acres. The planning area boundaries are shown on Map 1-2.

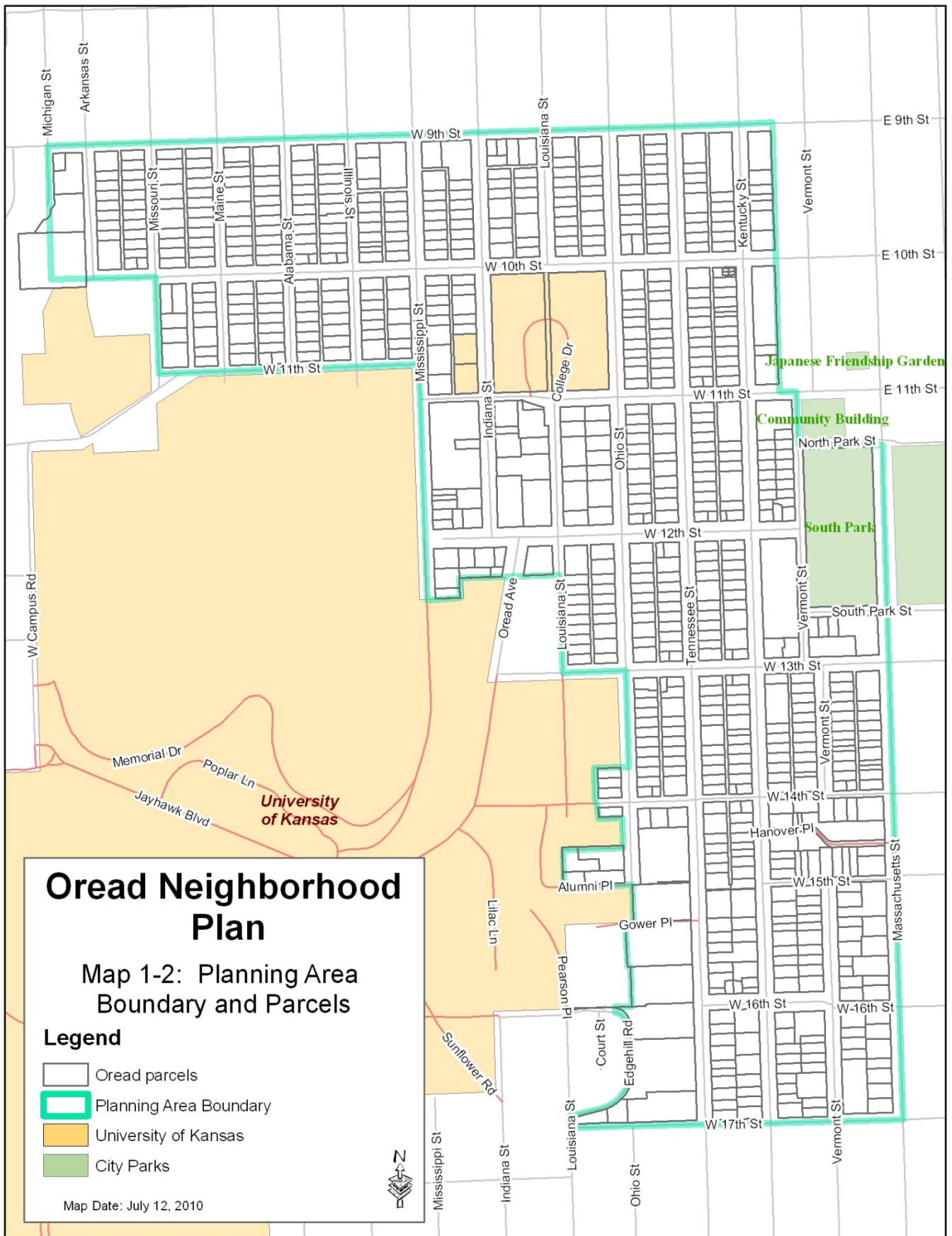
The neighborhood has historically had a mix of uses with the dominant character as residential in a variety of structure types. The planning area also includes commercial uses along the northern boundary along W. 9<sup>th</sup> Street between Vermont and Illinois Streets. Over the years, the housing in the neighborhood has become predominately rental in nature and referred to by some as the “student ghetto” because of the increase in crime, large student population, and the neglect of some structures.

North of the planning area is predominantly residential and some commercial uses. East of the planning area is commercial and residential uses. South of the planning area is residential and west of the planning area is the University of Kansas main campus. While the areas described are outside of the planning area boundaries, they influence the land use development patterns within the Oread Neighborhood area.

The planning area contains mostly small ownership parcel sizes as part of the Original Town Plat. The planning area parcel composition is illustrated in Map 1-2.







### 1.3 Background and History

Lawrence was laid out by A.D. Searle in 1854 on relatively level ground located between the two valleys of the Kansas and Wakarusa Rivers. He used a grid system of eighty feet wide streets, except for three major thoroughfares which were planned to connect blocks reserved for public or quasi-public uses, such as parks and a college. South Park was formed by combining four blocks into one park. Though this plan was revised just one year later, the basic grid pattern of streets, combined with the reservations for parks, schools, and public buildings, remained a significant factor in Lawrence's future development. Also, plans for a college west of the Oread Neighborhood moved forward in 1856 when Amos A. Lawrence donated notes and stocks for the foundation of a proposed "Free State College". A large portion of the planning area was platted in the Original Townsite, Oread Addition, Lane's Addition and Babcock's Addition plats in the early 1860's.



On August 21, 1863, William Quantrill led a large group of men in an attack against Lawrence. The result was the destruction of † the majority of structures in the central portion of the town and the deaths of nearly one hundred fifty people. The George and Annie Bell House at 1008 Ohio Street survived from this earliest settlement period.

After Quantrill's raid, there were several factors which contributed to a residential construction boom in Lawrence. Mail service improved significantly, telegraph service arrived in 1863, and a railroad was secured in 1864. The end of the Civil War not only saw the return of soldiers, but also new settlers were pouring into Lawrence. The city's population rose from 1,645 in 1860 to 8,320 in 1870. The Oread Neighborhood appealed to the upper middle class citizens and they looked to an area of town that had room for large homes to reflect their newly acquired wealth.

In addition to its proximity to downtown, other factors affected the development of the neighborhood. The first permanent public school building in Lawrence was built on the northeast edge of the neighborhood. Central School was constructed in 1865 on the southwest corner of 9th and Kentucky Streets. The western boundary of the neighborhood was completed in 1866 with Governor Robinson's gift of land for the University of Kansas. The first classes were held in the North College Hall in 1866, which was built north of the campus between 10<sup>th</sup> and 11<sup>th</sup> Streets and Ohio and Indiana Streets, to make use of an existing foundation. The university and its growth would continue to affect the neighborhood in the coming decades.

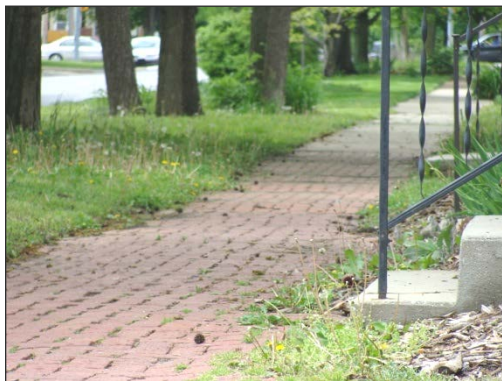
The proximity of the university clearly influenced the development patterns of the neighborhood. Many of the residents in the neighborhood between 1874 and 1899 were university students. The first campus dormitory was not built until 1923 so several homes were operated as congregate living. Families with university age students also moved into the neighborhood so that their children could attend KU and live nearby.

The University of Kansas began to take on a greater importance in the local economy after 1900. While the



town was growing at a slow rate, the number of students enrolled at the university was increasing dramatically. This caused a number of commercial properties catering to students to spring up around the campus. This created a concern among the nearby property owners as well as city officials which resulted in the first Lawrence Planning Commission and zoning ordinance to be created for Lawrence in June 1926. The 1926 zoning ordinance allowed for apartments, congregate living, and fraternity and sorority houses in the neighborhood. As a result, a large number of students lived in the area immediately east and northeast of the university. The Oread Neighborhood was therefore increasingly associated with student housing after the turn of the century with many of these structures being private congregate living uses. As in the previous decades, families moved to the neighborhood so their children would be close to campus.

In addition to student residents, the neighborhood remained popular for university professors as well. After the turn of the century important business leaders in Lawrence were moving into the Oread neighborhood and building new residences. Middle class families were also attracted to the area.



The Oread Neighborhood was still attractive for families during the early twentieth century. In addition to electricity, water and sewer, the streets and even some alleys were paved, curbing was introduced, and stone or brick sidewalks were installed. During the 1930's and again in the post-war boom of the 1940's and 1950's, many of the larger homes were converted to apartments and cooperatives or fraternity and sorority houses. Eventually many of the homes began to suffer from lack of maintenance. By the 1970's, however, new residents interested in rehabilitating historic homes began moving back into the neighborhood and in 1977

the Oread Neighborhood Association was created. The neighborhood association has used community Development Block Grant funds to build alley parking, dumpster pads and screening, repair steps, and for other projects. This was used to assist the neighborhood in crime prevention, provide dumpster pads, repair of stairs and various other projects. The growing appreciation for historic buildings resulted in several buildings returning to single-family use and being rehabilitated. The new residents of the Oread Neighborhood worked to establish Lawrence's preservation ordinance and nominated the east side of the 1000 block of Ohio Street and the west side of the 1000 block of Tennessee Street as the first local historic district.

Today the planning area is primarily residential in character with a variety of housing types to accommodate the diversity of people calling the neighborhood home. The area contains commercial areas on the edge along W. 9<sup>th</sup> and also a few commercial areas mixed into the interior of the neighborhood. Most recently a commercial development is being constructed at the corner of Indiana Street and W. 12<sup>th</sup> Street. This development contains a mix of residential, commercial and hotel use.



## 1.5 Policy Framework

*Horizon 2020* serves as the overall planning guide and policy document for this plan. In addition to *Horizon 2020*, guiding policy is also obtained in other adopted physical element plans. Together, these plans provide the general “umbrella” policies under which this plan is developed. Listed, these plans are:

- *Horizon 2020*, the Comprehensive Plan for Lawrence and Unincorporated Douglas County. Lawrence-Douglas County Metropolitan Planning Office. 1998 as amended.
- *Transportation 2030*, Lawrence/Douglas County Long Range Transportation Plan. Lawrence/ Douglas County Metropolitan Planning Office and Parsons Brinkerhoff. March 26, 2008.
- *Lawrence-Douglas County Bicycle Plan*, Lawrence/Douglas County Metropolitan Planning Office. May 2004.
- *Oread Neighborhood Plan*, Lawrence-Douglas County Planning Office. March 21, 1979.
- United States Department of the Interiors National Register of Historic Places Registration Form for the Oread Neighborhood Historic District. Three Gables Preservation. August 2007.
- *Lawrence Parks & Recreation Department A Comprehensive Master Plan*. Leon Younger & PROS. 2000.
- *City of Lawrence, Kansas Water Master Plan*. Black & Veatch. December 2003.
- *City of Lawrence, Kansas Wastewater Master Plan*. Black & Veatch. December 2003.
- *2008-2013 Capital Improvement Plan*. City of Lawrence. June 26, 2007.

## Section 2 - Existing Conditions

The inventory and analysis of existing conditions in this plan are intended to serve as a resource and background for the recommendations included in Section 3 of this plan.

### 2.1 Land Use and Density

#### 2.1.1 Existing Land Uses

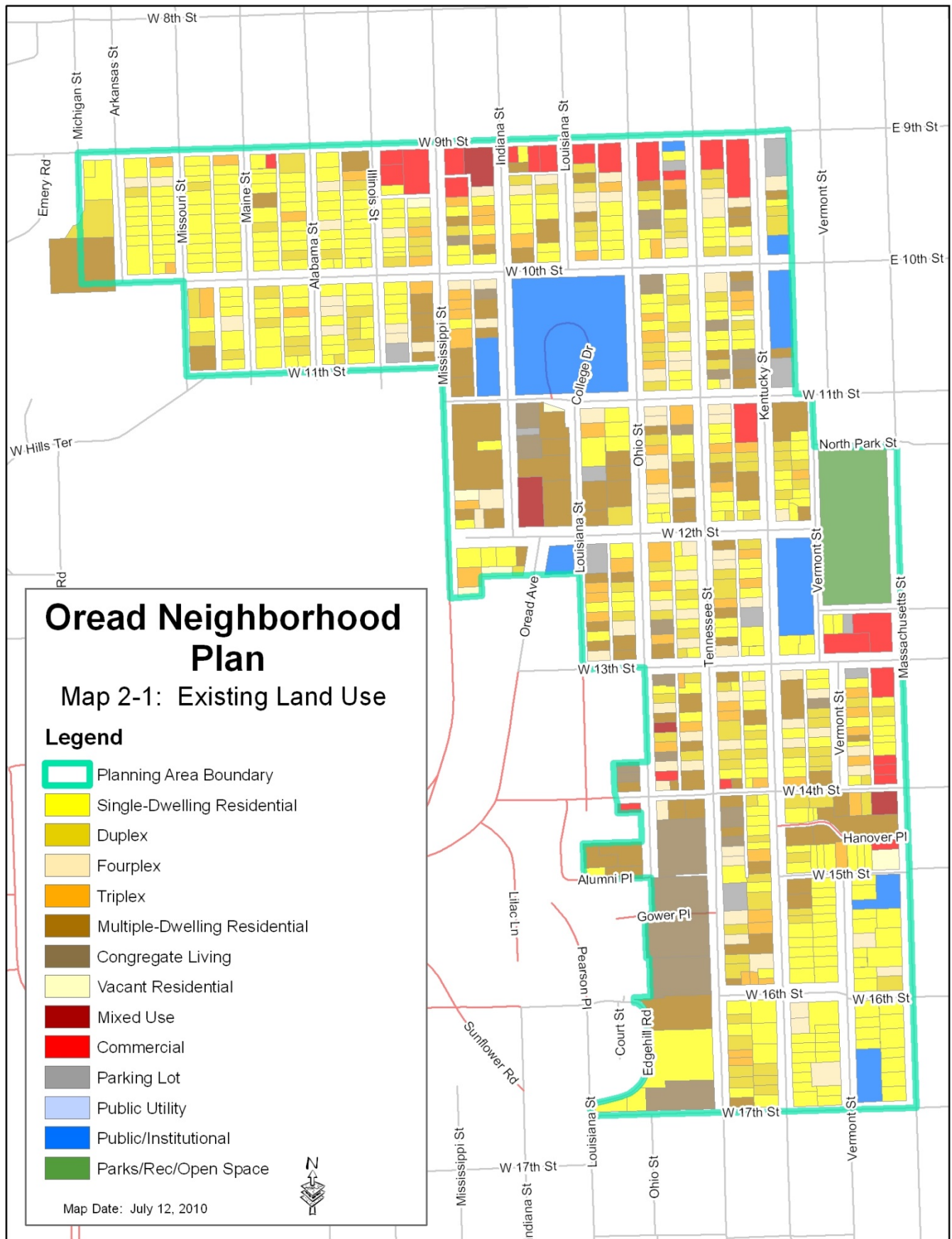


There are currently a variety of land uses within the planning area. The planning area has approximately 161 acres of land dedicated to uses other than public rights-of-way. The source information for the existing land use summary and map are based on the County Appraisers land use code and updated by planning staff. The largest land use within the planning area is the residential land uses which encompass roughly 127 acres or almost 80% of the planning area. Approximately 18% of the planning area is owner occupied housing. Residential land uses are further broken down into single-dwelling, duplex, triplex, fourplex, congregate living and multiple-dwelling

residential land uses. The neighborhood also has commercial within the boundaries along W. 9<sup>th</sup> Street and other small locations within the planning area. The existing land uses are shown on Map 2-1 and the planning area breakdown is described in Table 2-1.

Table 2-1 Existing Land Use Summary

Land Use	Acres	Percent of Acreage
Single-Dwelling Residential	51.19	32%
Duplex	16.63	10%
Triplex	10.09	6%
Fourplex	12.44	8%
Congregate Living	10.81	7%
Multiple-Dwelling Residential	26.23	16%
Vacant Residential	1.08	1%
Mixed Use	1.90	1%
Commercial	8.06	5%
Parking Lot	2.96	2%
Parks/Rec/Open Space	6.43	4%
Public/Institutional	14.26	9%
Total Acres	162.07	100%

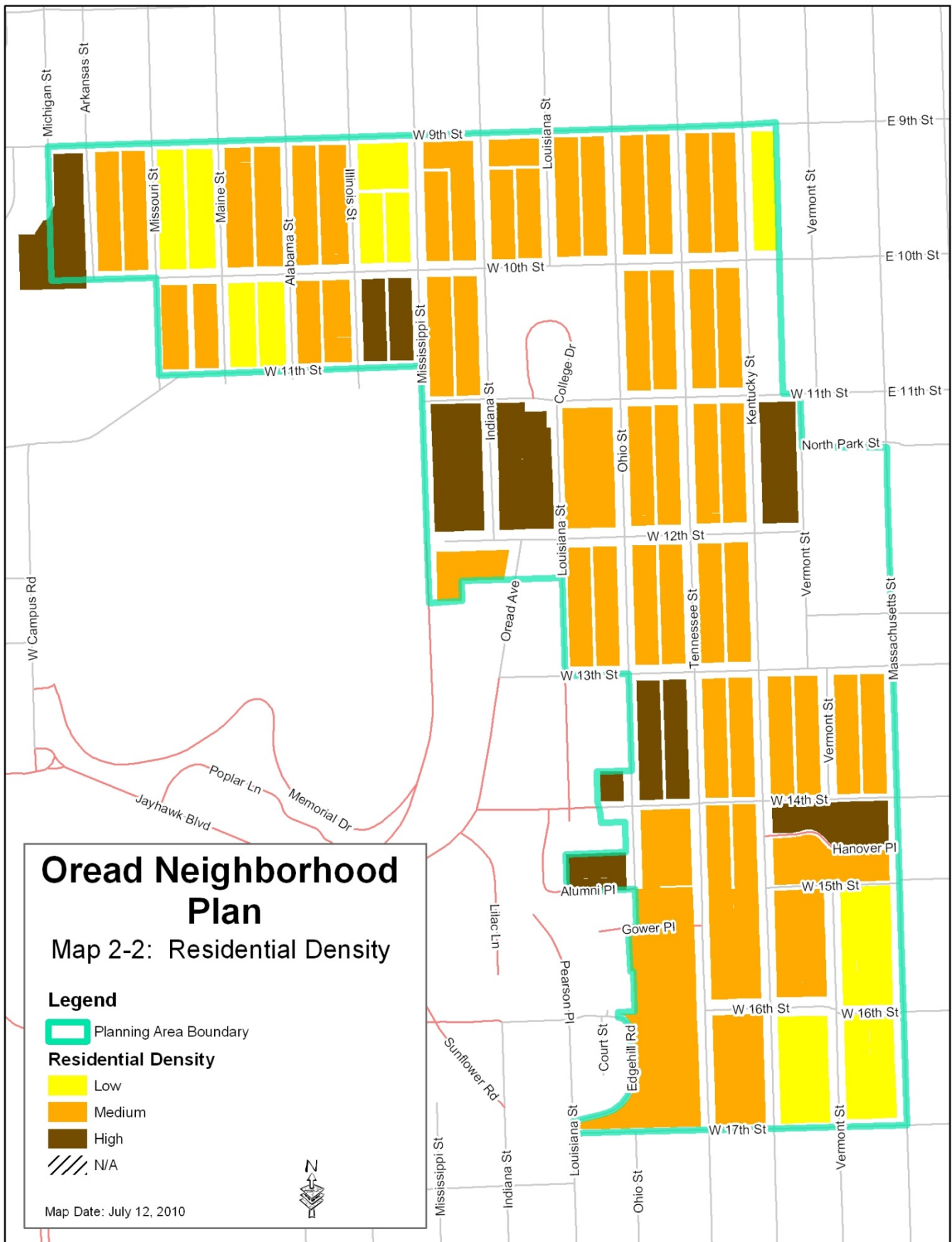




### *2.1.2 Existing Residential Density*

Densities are calculated on a gross density based on units per acre. Residential densities on a block by block basis for the planning area are shown in Map 2-2. The number of units for each residential structure was derived from Douglas County Appraiser records and the acreage is calculated to the centerline of each blocks' adjoining streets. Only blocks that are primarily residential are included in the calculations and KU residential dormitory uses are not included. Identified congregate living uses were assigned a count of 1 unit per 4 bedrooms and therefore a congregate living with 8 bedrooms received a unit count of 2. A fraternity or sorority use was assigned a count of 1 unit per four occupants.

Each block is given a rating of low-density, medium-density or high-density. Low-density is described as 6 or few units per acre, medium-density as 7-15 units per acre and high-density as 16 or more units per acre. These density designations are defined in *Horizon 2020*, Chapter 5 – Residential Land Use.



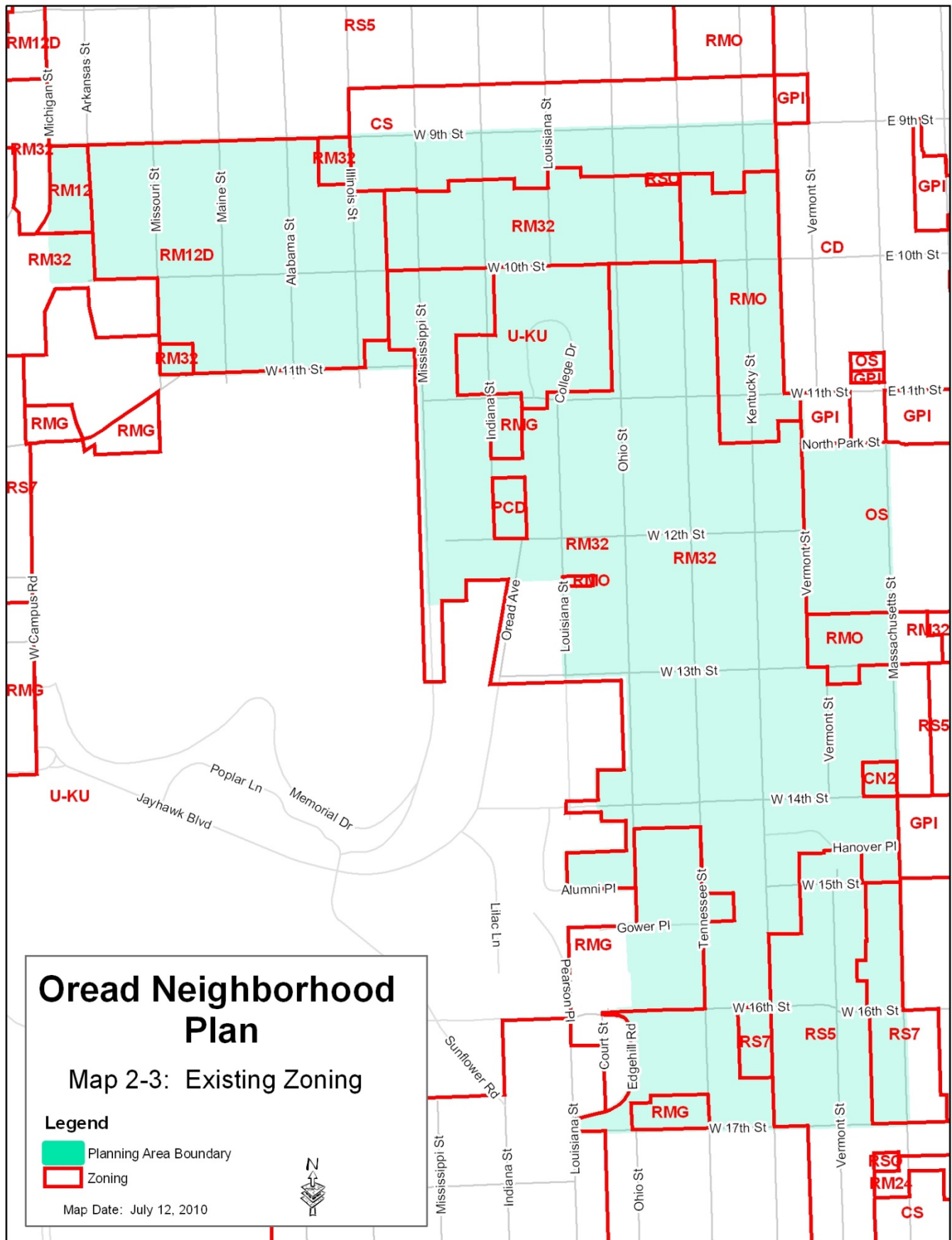
## 2.2 Zoning Patterns

The planning area encompasses approximately 239 acres of land including public rights-of-ways and incorporates a wide range of zoning designations. The majority of the planning area is zoned one of four types of multi-dwelling residential district listed below in Table 2-2. The planning area also includes areas of single-dwelling residential and commercial zonings. See Map 2-3.



Table 2-2 Zoning Classifications

Zoning	District Name	Comprehensive Plan Designation
RS7	Single-Dwelling Residential (7,000 sq. feet per dwelling unit)	Low-Density Residential
RS5	Single-Dwelling Residential (5,000 sq. feet per dwelling unit)	Low- or Medium-Density Residential
RSO	Single-Dwelling Residential-Office (2,500 sq. feet per dwelling unit)	Low- or Medium-Density Residential
RM12/RM12D	Multi-Dwelling Residential (12 dwelling units per acre)	Medium-Density Residential
RM32	Multi-Dwelling Residential (32 dwelling units per acre)	High-Density Residential
RMG	Multi-Dwelling Residential-Greek Housing	High-Density Residential
RMO	Multi-Dwelling Residential-Office (22 dwelling units per acre)	High-Density Residential
CN2	Neighborhood Shopping Center	Neighborhood Commercial Center
CS	Strip Commercial	N/A
PCD	Planned Commercial District	N/A
OS	Open Space	N/A
U-KU	University-Kansas University	N/A
OS	Open Space	N/A





## 2.3 Historic Resources



The neighborhoods surrounding downtown were among the first to develop in Lawrence. Many of the structures date back to the late 1800's and early 1900's. The city of Lawrence currently has five types of preservation designations possible for historic properties. These designations include an Urban Conservation Overlay District (UCO), Lawrence Register of Historic Places (Local), Register of Historic Kansas Places (State), the National Register of Historic Places (National) and a National Historic Landmark. The Oread Neighborhood has properties listed under all of the different protection types except for the National Historic Landmark

designations and Urban Conservation Overlay District. See Table 2-3. Once a structure is listed on the National Register of Historic Places, it is automatically placed on the Register of Historic Kansas Places.

Properties listed in the Lawrence Register of Historic Places are protected by Chapter 22 of the Code of the City of Lawrence. The City's historic preservation ordinance and the state historic preservation statutes require projects within a certain distance of the listed property be reviewed for possible effects on the listed property. Structures or sites located within 250 feet of a property listed on the Lawrence Register of Historic Places are considered to be within the environs of the listed property and are subject to review under Chapter 22. Structures or sites located within 500 feet of a property listed on the Register of Historic Kansas Places or the National Register of Historic Places are considered to be within the environs of the listed property and subject to state law review. The review of changes to historic properties and their environs is conducted by the Lawrence Historic Resources Commission (HRC). See Map 2-4 and Map 2-5.

The Kansas Historic Preservation Act (KSA-75-2715-75-2726), under the State of Kansas requires the State Historic Preservation Officer (SHPO) be given the opportunity to comment on proposed projects affecting historic properties or districts. Currently, the city of Lawrence has entered into an agreement with the State Historic Preservation Officer for the HRC to conduct reviews required by this statute in Lawrence. This provides for the protection of properties listed on the Register of Historic Kansas Places and the National Register of Historic Places. This statute also provides for the review of projects located in the "environs" (notification boundary identified as 500 feet) of the listed properties.

Only a portion of the planning area has been assessed for the identification of historic resources.

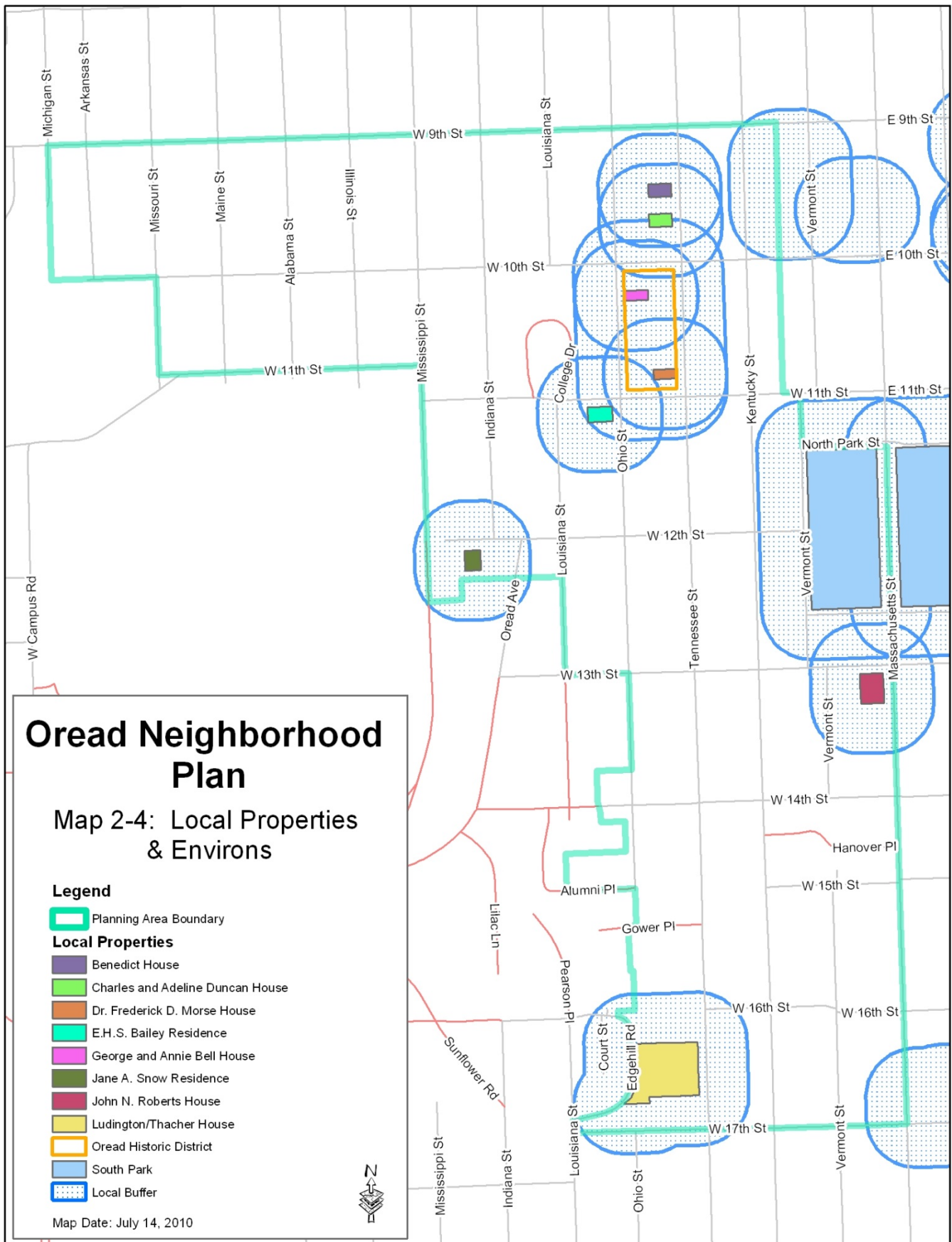
The Oread Neighborhood has other historic elements within the neighborhood. These elements include hitching posts, limestone curbs, stairs, and brick streets. Map 2-6 identifies the locations of the brick streets and specifically, the blocks where the brick is exposed.

A survey to identify historic resources has been initiated for the area immediately north of the KU football stadium.

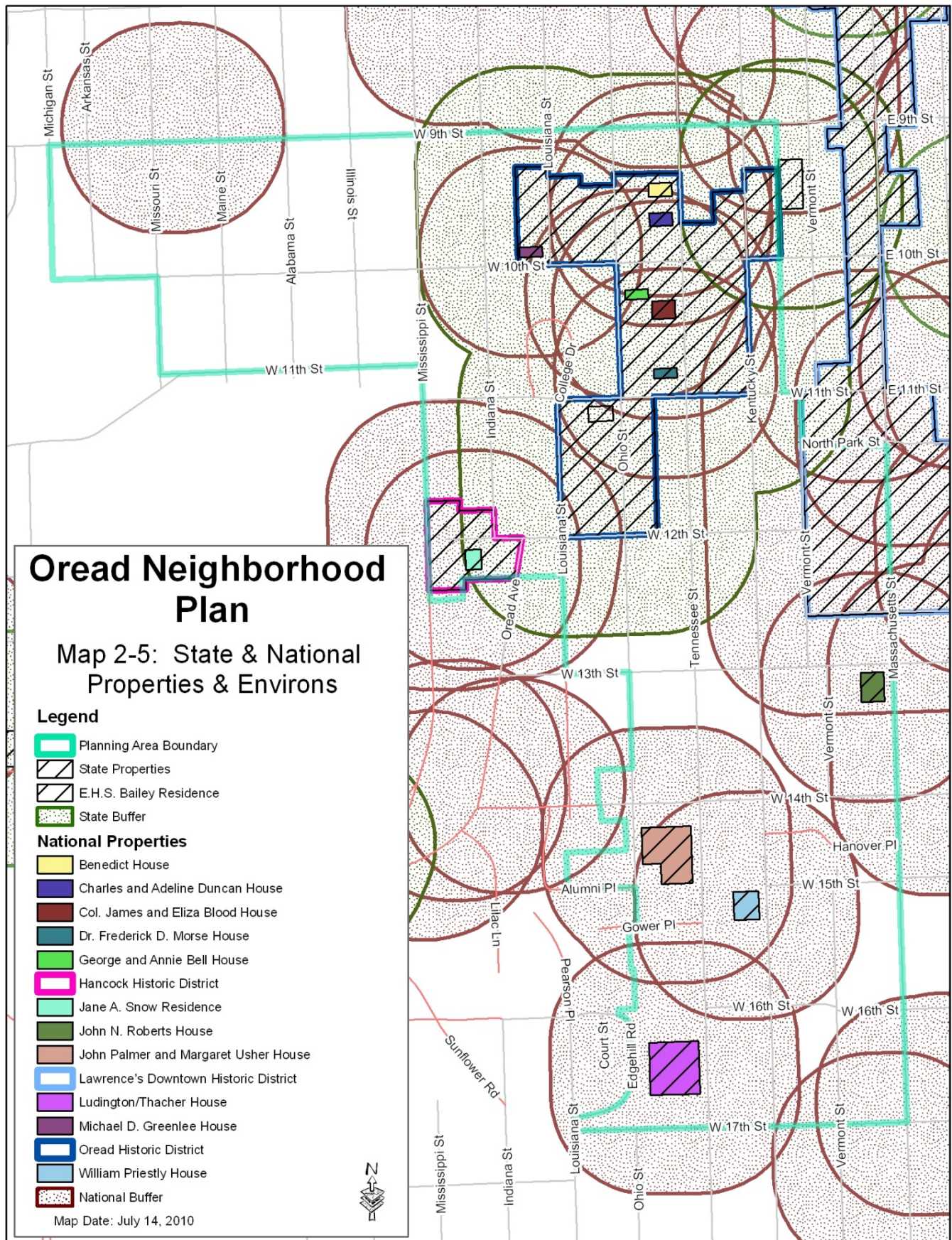


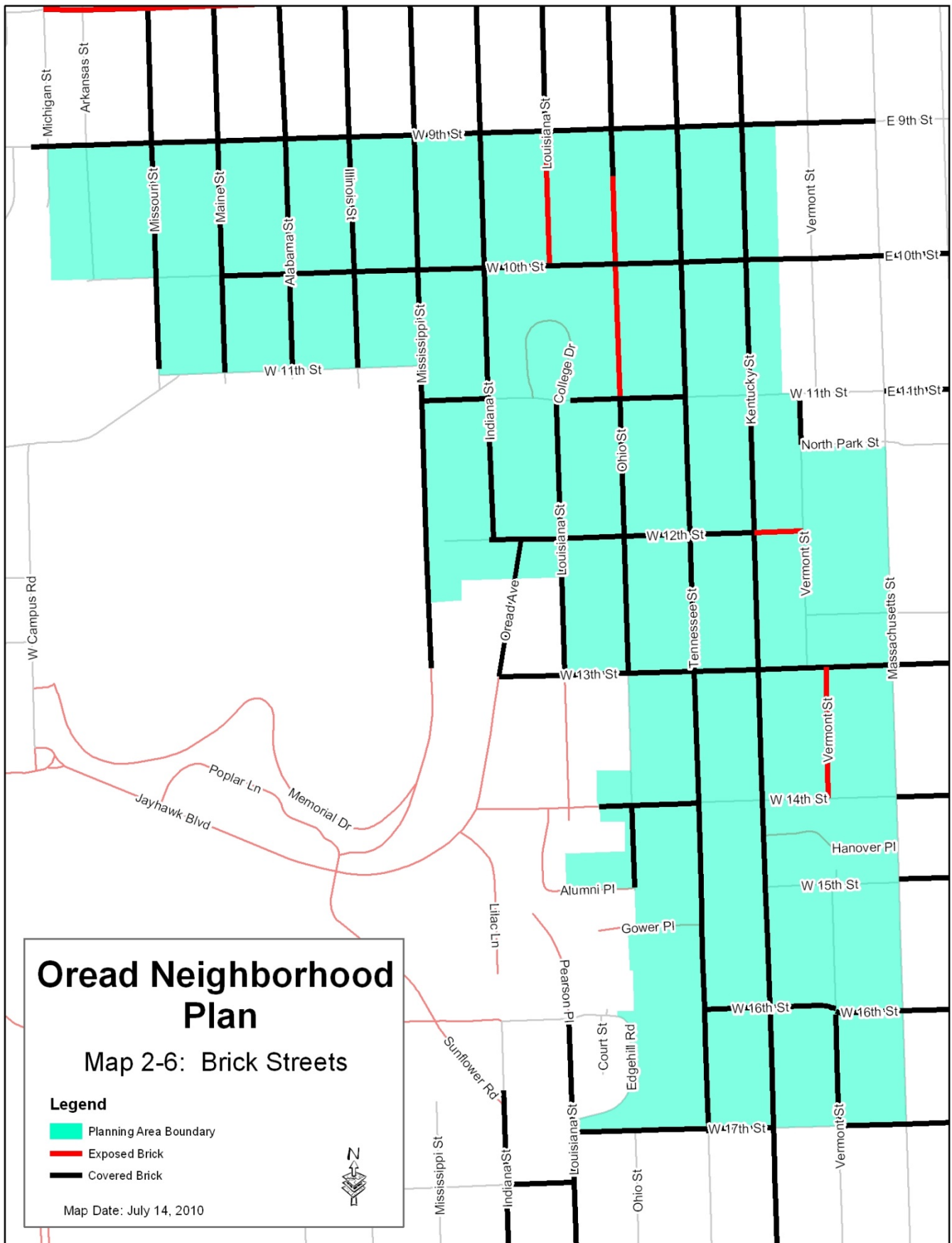
Table 2-3 Oread Listed Historic Properties

<b>Name</b>	<b>Location</b>	<b>Listing(s)</b>
Benedict House	923 Tennessee Street	Local, State & National
Charles and Adeline Duncan House	933 Tennessee Street	Local, State & National
Col. James and Eliza Blood House	1015 Tennessee Street	State & National
Dr. Frederick D. Morse House	1041 Tennessee Street	Local, State & National
E.H.S. Bailey Residence	1101 Ohio Street	Local & State
George and Annie Bell House	1008 Ohio Street	Local, State & National
Hancock Historic District		State & National
Jane A. Snow Residence	706 W 12 <sup>th</sup> Street	Local, State & National
John N. Roberts House	1307 Massachusetts Street	Local, State & National
John Palmer and Margaret Usher House	1425 Tennessee Street	State & National
Lawrence's Downtown Historic District	Massachusetts Street	State & National
Ludington/Thacher House	1613 Tennessee Street	Local, State & National
Michael D. Greenlee House	947 Louisiana Street	State & National
Oread Historic District		Local
Oread Historic District		State & National
South Park	1141 Massachusetts Street	Local
William Priestly House	1505 Kentucky Street	State & National











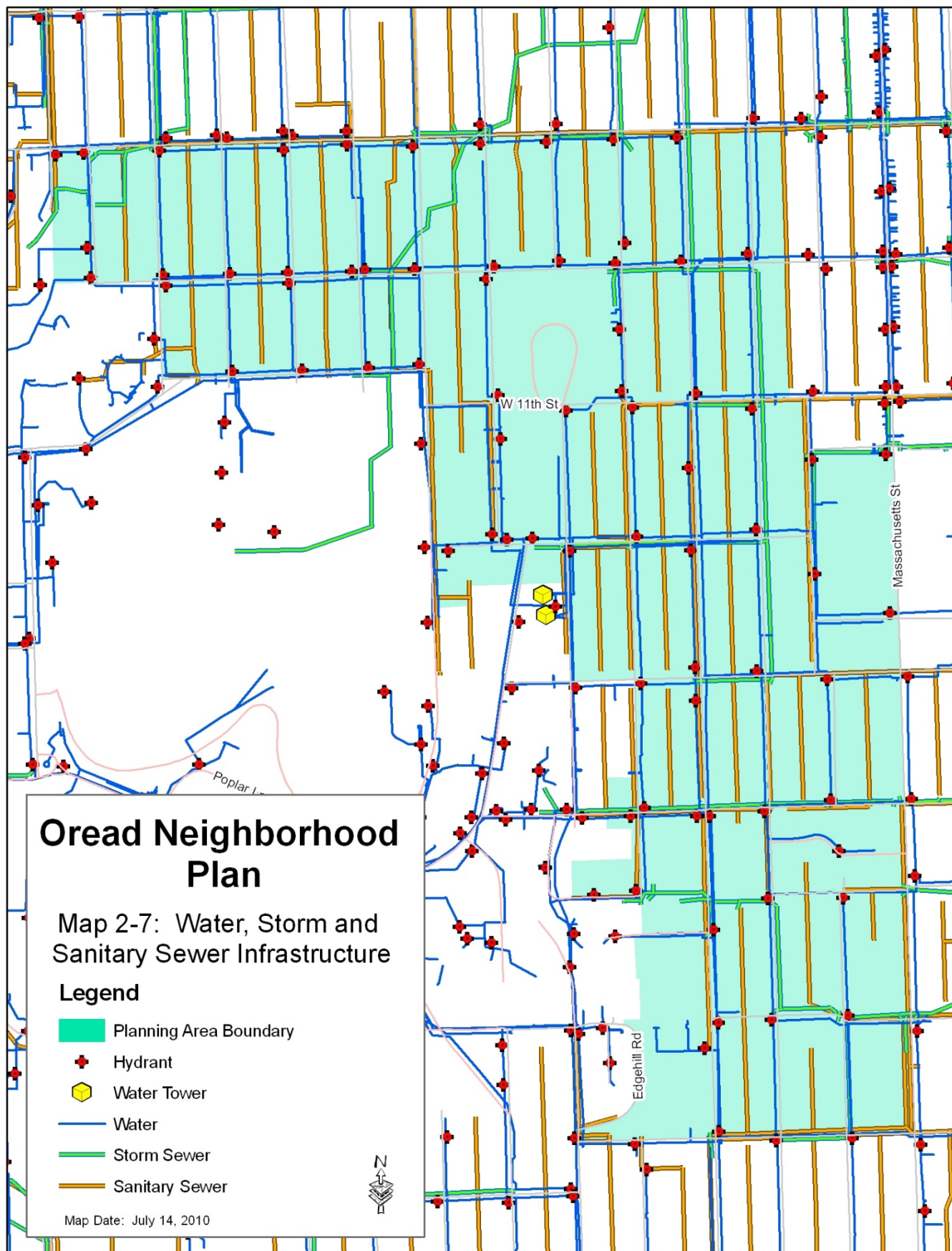
## **2.5 Infrastructure**

### *2.5.1 Water, Sanitary Sewer and Stormwater Infrastructure*

A summary of the existing utilities are shown on Map 2-8. Municipal water is provided to the properties within the planning area. Two water storage towers are located just outside of the planning area on the west side of the 1200 block of Louisiana Street.

Municipal wastewater is provided to the properties within the planning area.

A summary of the existing infrastructure is shown on Map 2-7.



### 2.5.2 *Trash*

Trash has been an issue in the neighborhood for a long period of time. Discussion is typically related to the use of dumpsters, cans and their locations. Inconsistencies with collection facilities, location of pick-up, and certain behavioral issues of people who live and visit the neighborhood for large events have all contributed to trash issues in the neighborhood.



The type of collection facilities and pick up location depends on many factors. If there is an improved alley in the block, trash pick-up will be made off the alley. The Public Works Solid Waste Division determines the type of collection facility structures will use, whether it is cans or a dumpster. Dumpsters are not necessarily linked to specific addresses. Many of the dumpsters are jointly used by many properties and the Solid Waste Division will place more dumpsters at locations where continuous overflow is noted.

Currently the city Solid Waste Division picks up trash in the majority of the neighborhood twice a week, on Tuesday and Friday, and every day during the move in and move out times of the year at KU. In addition to the traditional trash pick-up, most Fridays the Solid Waste staff will walk certain street and alleys and pick up trash by hand.

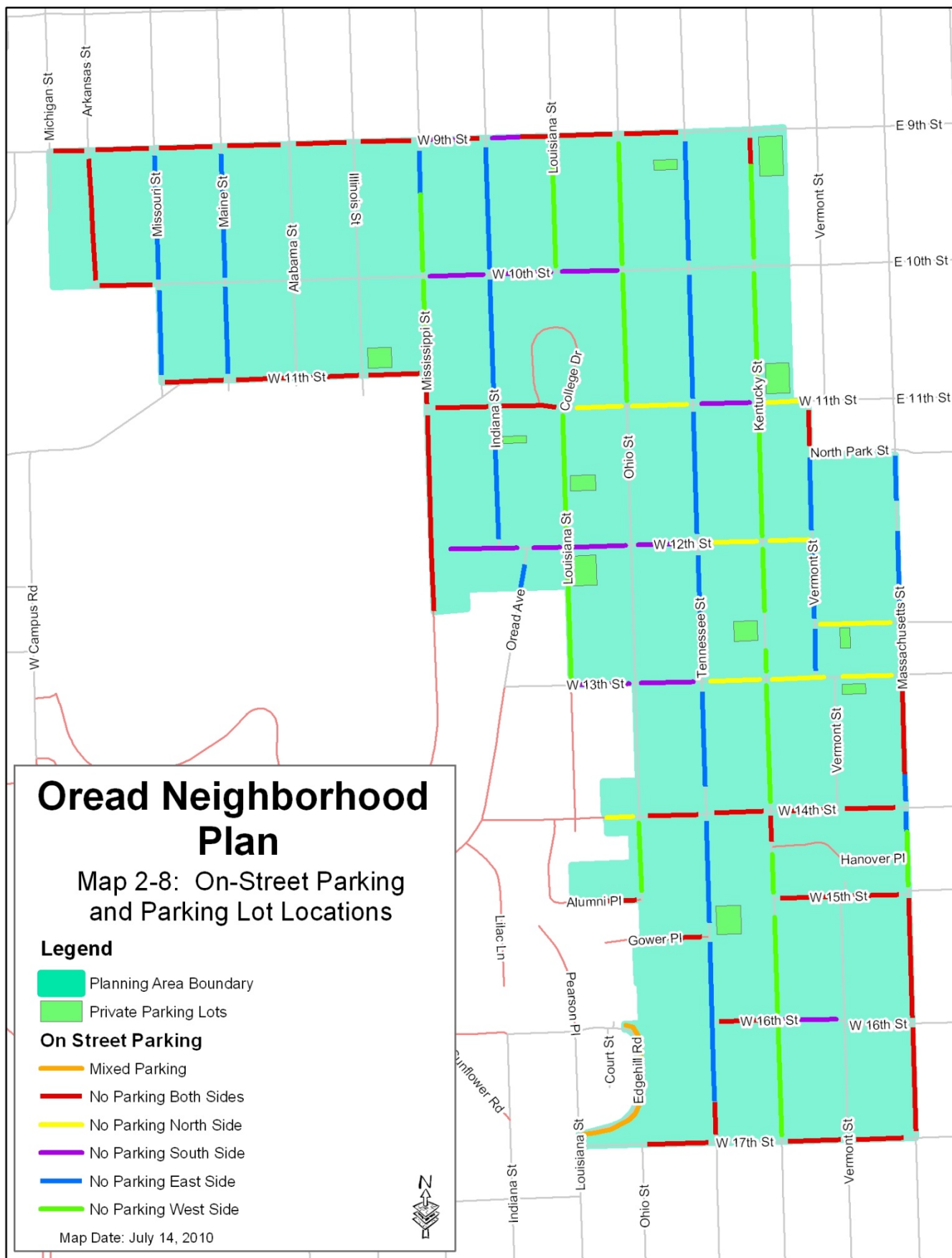
The Environmental Code of the City of Lawrence has recently been updated to improve the trash abatement violations process. This provides a more immediate notice to help accelerate the compliance and allows for a shorter time period for property owners to come into compliance with the violation.

### *2.5.3 On and Off-Street Parking*



On and off-street parking is provided throughout the Oread Neighborhood. Parking space is an issue in the neighborhood. Alleys generally allow for off-street parking, however increasing densities prior to required increases in off-street parking and greater car ownership means many residents must park on the streets. Residents compete for street parking with students commuting to KU or living in the scholarship and residence halls. The KU scholarship halls built in the 1950s had no parking because it was assumed that students living there would not own automobiles; the parking space at Corbin-GSB cannot accommodate the

demand. Map 2-8 illustrates locations of both private and public lots and shows on-street parking availability. Streets not shown with a color have parking available on both sides of the street.

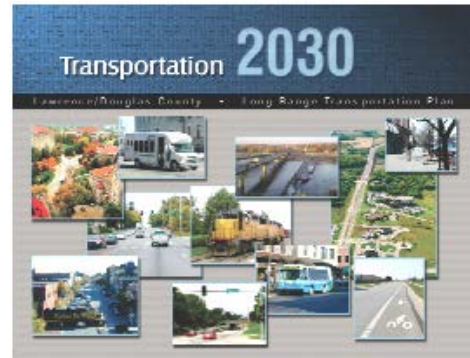




## 2.5.4 Transportation

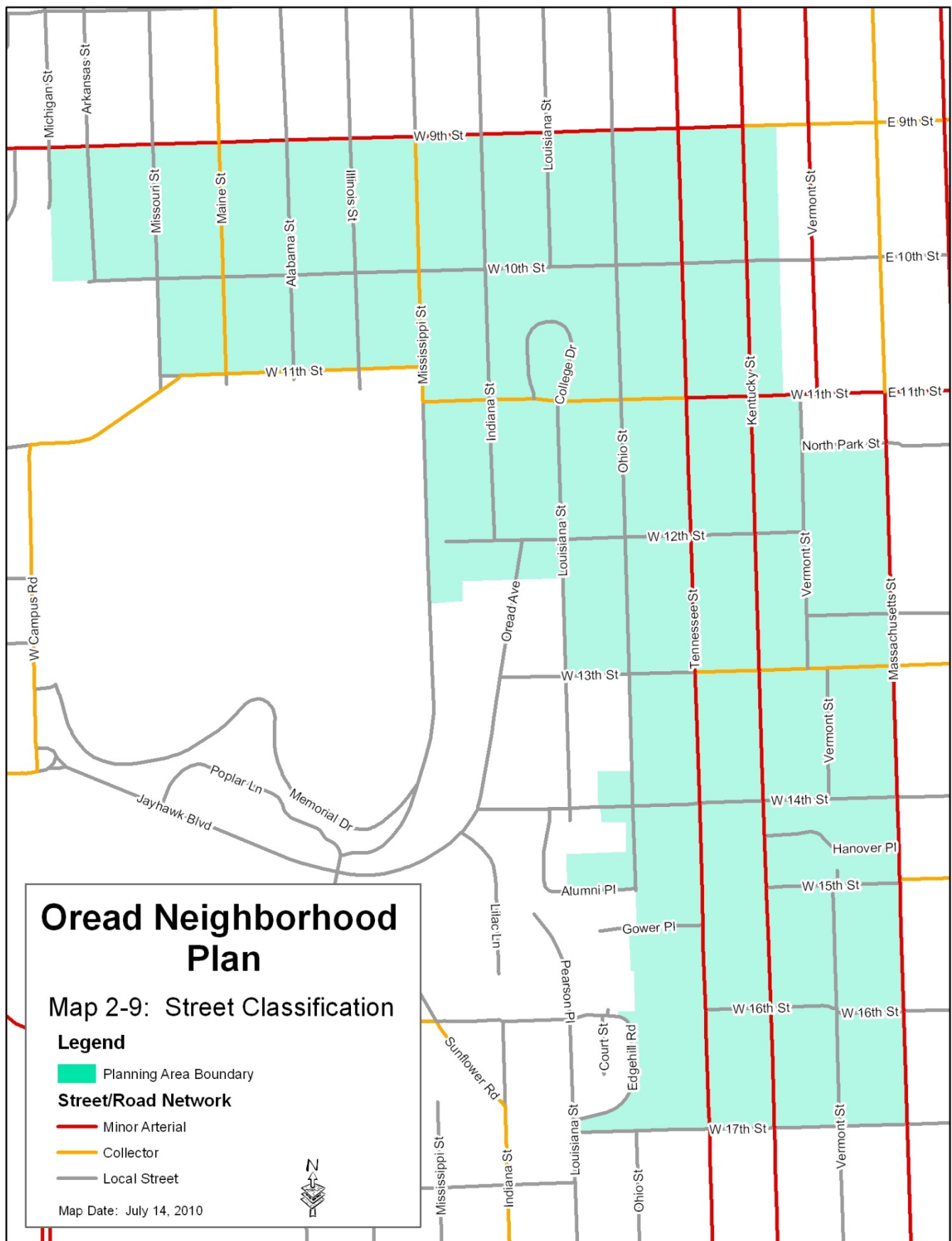
### 2.5.4.1 Streets

*Transportation 2030* (T2030) is the comprehensive, long-range transportation plan for the metropolitan area. T2030 designates streets according to their functional classification or their primary purpose. These functional classifications are shown on Map 2-9. The classification system can be described as a hierarchy from the lowest order, (local streets) that serve to provide direct access to adjacent property, to (collector streets) that carry traffic from local streets, to major thoroughfares (arterial streets) that carry traffic across the entire city. Freeways and expressways are the highest order of streets and are designed with limited access to provide the highest degree of mobility to serve large traffic volumes with long trip lengths.



T2030 shows minor arterial, collector and local streets in the planning area. T2030 is updated at least every 5 years.

The existing street pattern in the planning area is a standard grid pattern with the majority of the blocks having alleys.

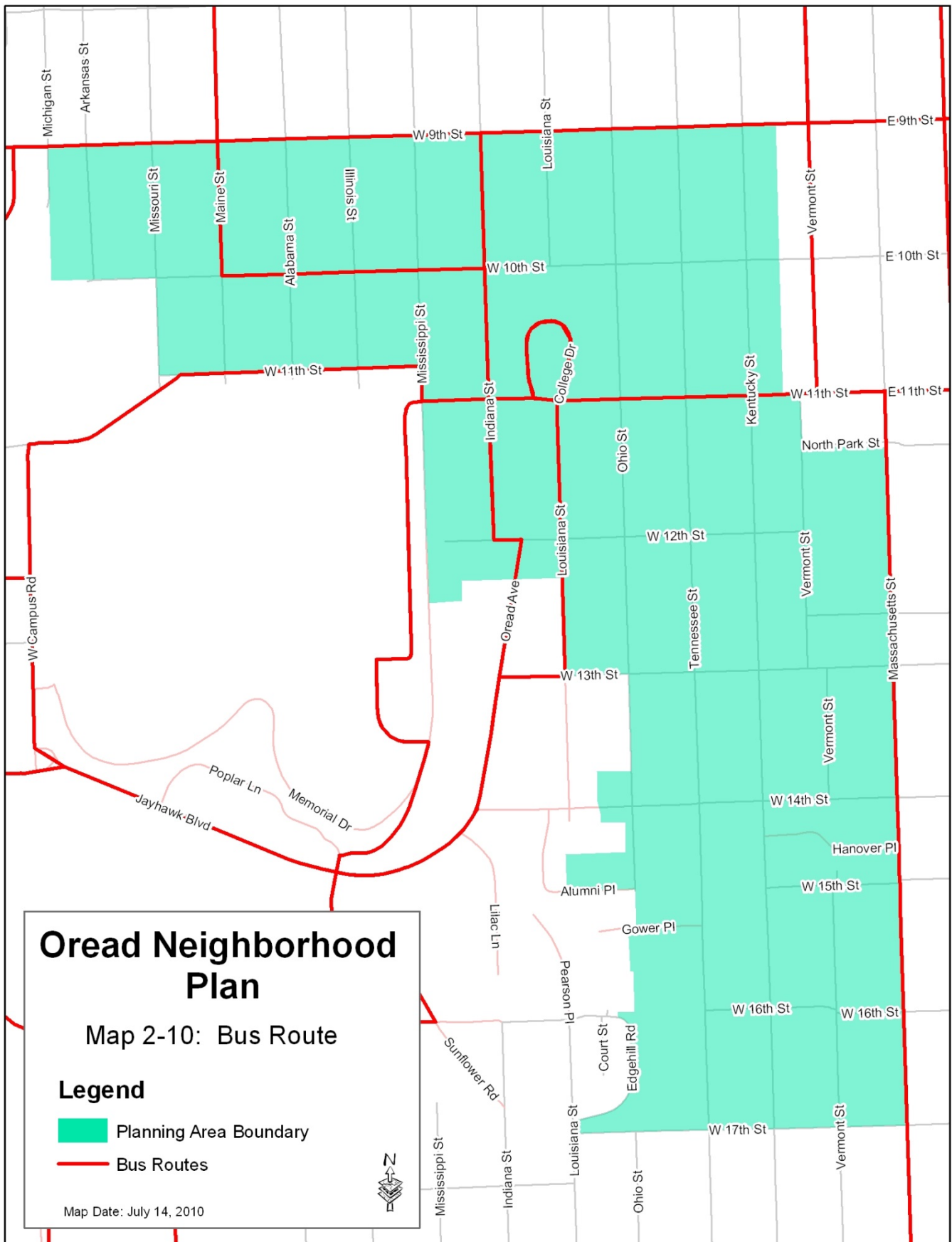


#### 2.5.4.2 Transit



Lawrence and KU have recently completed efforts to have a coordinated public transportation system (The T and KU on Wheels) which operate throughout the city. The coordinated system will better help serve KU and the Lawrence community. A bus system allows people to travel to other areas of the city without relying on a personal automobile.

This system has many routes that travel through the northwestern portion of the planning area. The southern area remains largely not served except for the route that runs along Massachusetts Street. The routes are shown on Map 2-10. A transfer point is located at W. 9<sup>th</sup> Street and Massachusetts Street adjacent to the planning area. This serves as a major hub and center point for the rest of the system.

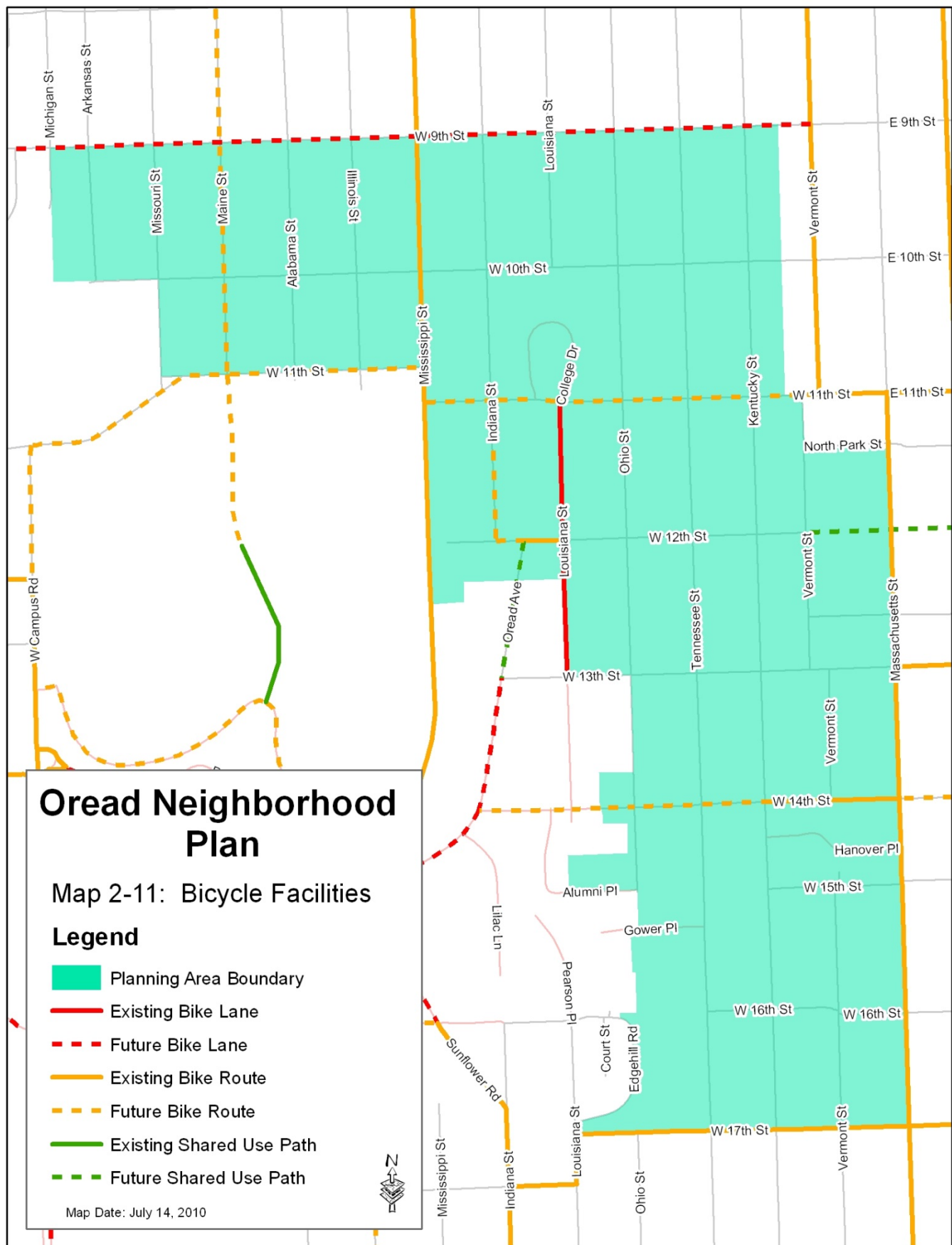


#### 2.5.4.3 Bicycle Facilities

Lawrence and Douglas County have a joint bicycle plan for the community, the *Lawrence-Douglas County Bicycle Plan* and is currently in the process of being updated. This plan identifies existing and future bicycle routes, lanes, and shared use paths and the map has recently been updated. A bicycle route is a network of streets to enable direct, convenient and safe access for bicyclists. A bicycle lane is a separate space designated with striping, signage or pavement markings for exclusive use by bicycles within a street. A shared use path is a separate path, typically adjacent to and independent of the street and is intended solely for non-motorized travel. These facilities are shown on Map 2-11.







## 2.6 Public Community Facilities

Community facilities are services provided by government agencies for the benefit of, and use of, the community. The community facilities including public services, schools, fire/medical, law enforcement, developed parks, etc. are shown on Map 2-12.



The planning area is served by Lawrence-Douglas County Fire & Medical Station Number 1, a facility located at 764 Kentucky Street. Law enforcement is provided by the City of Lawrence Police Department which is located in the Law Enforcement Center in downtown Lawrence.

The planning area is located within the Lawrence Public School District (USD 497). The students currently within the planning area attend either Cordley Elementary or Hillcrest Elementary for elementary school (kindergarten through 6th grades); Central Junior High or West Junior High for junior high (7<sup>th</sup> through 9<sup>th</sup> grades); and Free State High or Lawrence High for high school (10<sup>th</sup> through 12<sup>th</sup> grades). Additionally, St. John's Catholic School is located within the planning area. This private school serves children in preschool through 6<sup>th</sup> grade.

Kansas University's main campus is located adjacent to the planning area to the west and the university also owns property within the planning area. KU is a public university that also offers services to the community.

South Park is partially located within the planning area and is bisected by Massachusetts Street. South Park includes a recreational center, a playground, butterfly garden and wading pool.





## Section 3 – Goals, Policies and Implementation Strategies

The Oread Neighborhood planning area is anticipated to continue in the future to be a neighborhood with a mix of residential housing types as the dominate land uses and various mixed use and commercial areas. Preserving the existing housing stock, increasing homeownership and improving property maintenance will be important for the future.

The goals, policies and implementation strategies for this plan were the result of three public meetings. At these public meetings, attendees were asked to brainstorm, comment and “vote” on items to prioritize.

### 3.1 Goals, Policies and Implementation Strategies

#### Goals

Goals are broad statements of ideal future conditions that are desired by the community. Policies are guiding principles that provide direction for decisions to be made regarding the planning area in order to meet the goals. These policies are in addition to the policies in *Horizon 2020* and are only applicable to the property within the *Oread Neighborhood Plan* planning area. The implementation strategies outline action steps that could help meet the goals and policies of the plan.

#### Policies

The policy statements below are provided to help guide the development and redevelopment of the Oread Neighborhood area. “Should” and “encouraged” statements identify the items that are strongly recommended to be incorporated into development within the planning area. Other statements are items that should be considered for the neighborhood to achieve the stated goals.

#### Implementation Strategies

The Implementation strategies are actions to help achieve the goals and policies of the plan.

#### 3.1.1 Goal 1 – Land Use

Maintain a variety of housing types to provide a balance in the diversity of people living in the neighborhood while maintaining strong neighborhood scale commercial areas.

##### 3.1.1.1 Land Use Policies

- A. Maintain and stabilize the strongest concentrations of owner-occupied housing and encourage owner occupancy throughout the neighborhood.
- B. Create overlay district(s) to establish appropriate standards for specific areas regarding density, bulk, massing, and scale, building coverage, mix of housing types, and parking requirements.
- C. Explore creative ideas to deal with parking congestion in the neighborhood that address commuter parking and issues with parking for uses that lack appropriate off-street parking.
- D. Maintain the existing commercial areas in their current locations in the planning area and support new mixed and light commercial uses, if they are determined to not be detrimental to existing downtown commercial uses.
- E. New development should respect the historic integrity of the neighborhood.

### 3.1.1.2 Land Use Implementation Strategies

- A. Encouraging more owner occupants and families to locate in the planning area is an important key to the long-term health of the neighborhood. Families can bring an increased level of stability and contribute to the diversity of the character of the area. (Policy 3.1.1.1.A )
  - 1. Action  
Amend the *Land Development Code* to permit by right detached dwellings (single-dwelling use) in multi-dwelling zoning districts (RM) with certain standards.
  - 2. Action  
Explore tax incentive programs to support owner occupancy throughout the neighborhood.
- B. There is growing concern about congregate living. Parking, building lot coverage, and number of bedrooms permitted are some of the issues that have been identified. (Policy 3.1.1.1.B and Policy 3.1.1.1.C)
  - 1. Action  
Amend the *Land Development Code* to address neighborhood concerns while maintaining congregate living as a feasible option for owners and students.
- C. There are areas of the neighborhood that are zoned more intensely than the historical development pattern and zoning regulations are not always consistent with development expectations. Most platted lots in the area are approximately 5,850 square feet and can not support the maximum density permitted for the zoning district. For example, a 5,850 square foot lot that is zoned RM32 would permit 32 dwelling units per acre by code. Based on the lot size, the property could develop with 4 units. Setbacks, parking, and building height requirements would also have to be taken into consideration when developing the lot.

In addition, increasing the number of dwelling units on the lot and maximizing the structure size by building to setback lines and occupying space that formerly was open have become common place. Oftentimes the mass and scale of the new structure is out of context with the historical pattern of development in the Original Town Site area and surrounding structures. (Policy 3.1.1.1.C and Policy 3.1.1.1.E)

- 1. Action  
Create an overlay district(s) that establish standards to regulate bulk and mass of structures, maintain open space on individually platted lots, and regulate parking.
- 2. Action  
Create an overlay district(s) that provides greater latitude to certain areas (generally most closely adjacent to KU) to develop more densely by allowing increased building heights, etc.



D. Parking is a major issue in the planning area. This complicated issue has different facets including commuter parking and appropriate parking for new uses. (Policy 3.1.1.1.C)

1. Action

Develop a parking system to help address commuter parking.

### 3.1.2 Goal 2 - Preservation

Preserve and improve the character of the neighborhood by encouraging the preservation of existing historic structures and features and by supporting infill development that is compatible with the surrounding neighborhood.

#### 3.1.2.1 Preservation Policies

- A. Continue the preservation and protection of historic resources in the neighborhood.
- B. Infill structures should be compatible with the massing, scale, and bulk of the historic structures in the surrounding area.
- C. Historic infrastructure should be preserved and repaired. (eg. stone curbs, hitching posts, steps, brick streets and sidewalks).
- D. Explore educational opportunities to promote and inform citizens of the benefits of protecting historic resources and existing programs to assist in protection.
- E. Support planning efforts that identify and protect the area's historic resources.

#### 3.1.2.2 Preservation Implementation Strategies

- A. A survey to identify existing historic resources within the planning area. (Policy 3.1.2.1.A, Policy 3.1.2.1.C and Policy 3.1.2.1.E)
  - 1. Action  
Complete a historic survey for the area north of the football stadium.
  - 2. Action  
Complete a historic survey of the remainder of the planning area and encourage the listing of additional historic resources.
  - 3. Action  
If historic resources are identified as a product of historic resources surveys, update the *Oread Neighborhood Plan* to reflect the new resources.
- B. Utilization of the Lawrence Register of Historic Places will help with the protection of identified historic resources. (Policy 3.1.2.1.A and Policy 3.1.2.1.E)
  - 1. Action  
Consider creating a local ordinance historic district with design guidelines for the Hancock Historic District.
  - 2. Action  
Consider creating design guidelines for the Lawrence Register, Oread Historic District.
  - 3. Action  
Encourage property owners to list historic structures in the Lawrence Register of Historic Places.

C. An overlay district(s) could help in guiding proper infill development. (Policy 3.1.2.1.B)

1. Action

Consider creating an overlay district(s) to give proper guidance to infill development. The district(s) could address such issues as the mass, scale and bulk of the development as well as imperious and pervious coverage.

D. Brick streets and sidewalks and steps are important elements of the historic infrastructure in the area. Restoring brick streets, whether covered or uncovered, and sidewalks will enhance the historic character of the area. (Policy 3.1.2.1.C)

1. Action

Include the restoration of brick streets in the city's brick streets program and Capital Improvement Plan (CIP).

2. Action

Seek grants that will assist in the restoration of brick streets, sidewalks, stone curbs, steps, and hitching posts.

### **3.1.3 Goal 3 - Infrastructure**

Promote improvements and maintenance of existing infrastructure on a regular basis, and upgrade infrastructure when redevelopment occurs.

#### **3.1.3.1 Infrastructure Policies**

- A. Streets and sidewalks should be maintained and repaired on a regular basis.
- B. Increased pedestrian lighting in the neighborhood should be considered as a safety measure for the area.
- C. Sidewalk gaps should be identified and included in plans to complete them.

#### **3.1.3.2 Infrastructure Implementation Strategies**

- A. Public Works is responsible for ongoing street maintenance. Property owners are responsible for maintaining sidewalks in front of their property. (Policy 3.1.3.1.A and Policy 3.1.3.1.C)
  - 1. Action  
Allocate funds yearly to the Public Works maintenance budget for street repair and replacement.
  - 2. Action  
Increase owner compliance of repairing sidewalks or seek alternative programs for city-wide sidewalk repair.
- B. Increased pedestrian activity will help make the area safer. Considerations should be given to providing a well lit path from campus to downtown. New lighting should be scaled appropriately to provide safety while minimizing impacts on adjoining residences and historic character. (Policy 3.1.3.1.B)
  - 1. Action  
Seek grants and other funding to help pay for pedestrian lighting for a path from campus to downtown.

### **3.1.4 Goal 4 – Neighborhood Atmosphere**

Promote a healthy and safe living, working, studying, and celebrating environment with a sense of community.

#### **3.4.1 Neighborhood Atmosphere Policies**

- A. Strive to maintain property owner compliance with housing/nuisance standards.
- B. Encourage property owners to participate in housing rehabilitation activities.
- C. Encourage landlords to responsibly address problems with tenants.
- D. Neighborhood clean-up should be an ongoing priority for the neighborhood.
- E. Explore alternative trash policies to help keep the area cleaner.
- F. Strive to improve residents' behavior regarding trash, celebrations and day-to-day activities.
- G. Support programs that encourage permanent housing for the homeless.
- H. Explore public safety programs that support safe and friendly celebrations in the area.

#### **3.1.4.2 Neighborhood Atmosphere Implementation Strategies**

- A. Property maintenance is one of the issues that can impact the viability of an area. Well maintained structures provide strength and confidence to neighbors that the area is healthy and vibrant. This confidence will help property owners make ongoing decisions to continue to invest in the neighborhood. Continued investment contributes to improved property values.

The city currently inspects rental units in single-dwelling zoning districts for their rental inspection program. Discussions to expand the program have recently been held but not implemented. (Policy 3.1.4.1.A and Policy 3.1.4.1.B)

##### **1. Action**

Support the expansion of the rental registration and inspection program to address areas of blight and demolition by neglect in the planning area.

##### **2. Action**

Maintain information on Community Block Grant Programs (CDBG) rehabilitation programs in the neighborhood association newsletter.

##### **3. Action**

Explore stricter code language for enforcement of blighted properties and support additional enforcement staff for enforcement.

- B. Incentives to encourage the rehabilitation of the existing housing stock in the neighborhood would benefit the planning area. Incentives could provide the extra encouragement for property owners who want to rehabilitate existing structures but lack the resources. (Policy 3.1.4.1.B)



1. Action  
Implement the use of programs, such as the Neighborhood Revitalization Program, as an incentive option to encourage rehabilitation. The program is a property tax rebate program used in Kansas communities to reimburse a certain percentage of property taxes for the rehabilitation.
  2. Action  
Promote and educate owners about tax incentive programs available for historic properties.
- C. Property clean-up is an ongoing responsibility for property owners and tenants. Neighborhood property owners, renters and service groups are potential sources for volunteer labor. (Policy 3.1.4.1.D )
1. Action  
Continue sponsorship of volunteer neighborhood clean-up days.
  2. Action  
Identify and employ service groups and student groups that may be willing to help with a volunteer "adopt a block" clean up programs.
  3. Action  
Develop a predictable schedule, while taking into consideration the break schedule for KU, for street sweeping and restrict parking accordingly.
- D. Trash pick up is an issue in the area. The city currently picks up trash in the alley where properties have alley access. Concerns were raised for those properties without alley access and the location of trash cans in front yards. Concerns were also raised about dealing with the additional trash during large events in the area (e.g. KU football games). (Policy 3.1.4.1.E)
1. Action  
A trash strategy for the area should be developed regarding storage of trash cans in front yards and include policies for handling trash for large events in the area. Attention should be paid to where trash receptacles are located on properties. Properties without alley access should discreetly store trash receptacles in the side or rear yard.
  2. Action  
Review the *Land Development Code* to ensure appropriate dumpster and trash enclosure standards for any multi-family or congregate living structure that includes more than 4 bedrooms.
- E. Inappropriate resident behavior should be addressed so as to not negatively impact the neighborhood. (Policy 3.1.4.1.F)

1. Action  
Step-up neighborhood outreach efforts to educate residents about being good neighbors. Good neighbor pamphlets should be routinely distributed.
2. Action  
Seek grants that will help pay for additional police officer presence in the area during large events (e.g. KU football games).
3. Action  
Continue enforcement of the Disorderly House Nuisance Ordinance.

### 3.2 Implementation Priority Schedule

The priority of the actions for the plan was identified through an exercise completed at a public meeting. The table below lists the actions in priority order from the highest priority item being first.

Table 3-1 Implementation Schedule

Action	Who	When
<p>Consider creating an overlay district(s) to:</p> <ul style="list-style-type: none"> <li>– provide a greater latitude to certain areas (generally most closely adjacent to KU) to develop more densely by allowing increased building heights, etc. [Land Use 3.1.1.2(C)(2)]</li> <li>– give proper guidance to infill development. The district(s) could address such issues as the mass, scale and bulk of the development as well as imperious and pervious coverage. [Preservation 3.1.2.2(C)(1)]</li> <li>– establish standards to regulate bulk and mass of structures, maintain open space on individually platted lots, and regulate parking. [Land Use 3.1.1.2(C)(1)]</li> </ul>	Oread Neighborhood Association, Planning Commission, Historic Resources Commission, City of Lawrence	2011
<p>Review the <i>Land Development Code</i>:</p> <ul style="list-style-type: none"> <li>– to address neighborhood concerns while maintaining congregate living as a feasible option for owners and students. [Land Use 3.1.1.2(B)(1)]</li> <li>– to ensure appropriate dumpster and trash enclosure standards for any multi-family or congregate living structure that includes more than 4 bedrooms. [Neighborhood Atmosphere 3.1.4.2(D)(2)]</li> <li>– to permit by right detached dwellings (single-dwelling use) in multi-dwelling zoning districts (RM) with certain standards. [Land Use 3.1.1.2(A)(1)]</li> </ul>	Planning Commission, City of Lawrence	2010
Allocate funds yearly to the Public Works maintenance budget for street repair and replacement. [Infrastructure 3.1.3.2(A)(1)]	City of Lawrence	Ongoing
Support the expansion of the rental registration and inspection program to address areas of blight and demolition by neglect in the planning area. [Neighborhood Atmosphere 3.1.4.2(A)(1)]	City of Lawrence	TBD
Explore stricter code language for enforcement of blighted properties and support additional enforcement staff for enforcement. [Neighborhood Atmosphere	City of Lawrence	1-3 years

Action	Who	When
3.1.4.2(A)(3)]		
Seek grants that will assist in the restoration of brick streets, sidewalks, stone curbs, steps, and hitching posts. [Preservation 3.1.2.2(D)(2)]	Oread Neighborhood Association, City of Lawrence	Ongoing
Seek grants and other funding to help pay for pedestrian lighting for a path from campus to downtown. [Infrastructure 3.1.3.2(B)(1)]	Oread Neighborhood Association, City of Lawrence, KU	1-5 years
Implement the use of programs, such as the Neighborhood Revitalization Program, as an incentive option to encourage rehabilitation. The program is a property tax rebate program used in Kansas communities to reimburse a certain percentage of property taxes for the rehabilitation. [Neighborhood Atmosphere 3.1.4.2(B)(1)]	City of Lawrence	1-5 years
Seek grants that will help pay for additional police officer presence in the area during large events (e.g. KU football games). [Neighborhood Atmosphere 3.1.4.2(E)(2)]	City of Lawrence, KU	Ongoing
Maintain information on Community Block Grant Programs (CDBG) rehabilitation programs in the neighborhood association newsletter. [Neighborhood Atmosphere 3.1.4.2(A)(2)]	Oread Neighborhood Association	Ongoing
Complete a historic survey of the remainder of the planning area and encourage the listing of additional historic resources. [Preservation 3.1.2.2(A)(2)]	City of Lawrence, Historic Resources Commission	1-5 years
Develop a parking system to help address commuter parking. [Land Use 3.1.1.2(D)(1)]	City of Lawrence, Oread Neighborhood Association, KU	1-2 yrs
Complete a historic survey for the area north of the football stadium. [Preservation 3.1.2.2(A)(1)]	Planning Commission, City of Lawrence, Historic Resources Commission	Ongoing
If historic resources are identified as a product of historic resources surveys, update the <i>Oread Neighborhood Plan</i> to reflect the new resources. [Preservation 3.1.2.2(A)(3)]	Planning Commission, City of Lawrence, Historic Resources Commission	Ongoing
Include the restoration of brick streets in the city's brick streets program and Capital Improvement Plan (CIP). [Preservation 3.1.2.2(D)(1)]	City of Lawrence	Ongoing

Action	Who	When
Increase owner compliance of repairing sidewalks or seek alternative programs for city-wide sidewalk repair. [Infrastructure 3.1.3.2(A)(2)]	Property owners, City Code Enforcement, City of Lawrence	Ongoing
Continue sponsorship of volunteer neighborhood clean-up days. [Neighborhood Atmosphere 3.1.4.2(C)(1)]	Oread Neighborhood Association	Ongoing
Identify and employ service groups and student groups that may be willing to help with a volunteer "adopt a block" clean up programs. [Neighborhood Atmosphere 3.1.4.2(C)(2)]	Oread Neighborhood Association	Ongoing
Develop a predictable schedule, while taking into consideration the break schedule for KU, for street sweeping and restrict parking accordingly. [Neighborhood Atmosphere 3.1.4.2(C)(3)]	City of Lawrence	Ongoing
A trash strategy for the area should be developed regarding storage of trash cans in front yards and include policies for handling trash for large events in the area. Attention should be paid to where trash receptacles are located on properties. Properties without alley access should discreetly store trash receptacles in the side or rear yard. [Neighborhood Atmosphere 3.1.4.2(D)(1)]	Oread Neighborhood, City of Lawrence	1-2 years
Step-up neighborhood outreach efforts to educate residents about being good neighbors. Good neighbor pamphlets should be routinely distributed. [Neighborhood Atmosphere 3.1.4.2(E)(1)]	Oread Neighborhood Association, City of Lawrence, Development Services, KU	Ongoing
Promote and educate owners about tax incentive programs available for historic properties. [Neighborhood Atmosphere 3.1.4.2(B)(2)]	City of Lawrence, Historic Resources Commission	Ongoing
Continue enforcement of the Disorderly House Nuisance Ordinance. [Neighborhood Atmosphere 3.1.4.2(E)(3)]	City of Lawrence, City of Lawrence Police Department	Ongoing
Consider creating a local ordinance historic district with design guidelines for the Hancock Historic District. [Preservation 3.1.2.2(A)(1)]	City of Lawrence, Historic Resources Commission	1-5 years
Consider creating design guidelines for the Lawrence Register, Oread Historic District. [Preservation 3.1.2.2(A)(2)]	City of Lawrence, Historic Resources Commission	1-5 years
Encourage property owners to list historic structures in the Lawrence Register of Historic Places. [Preservation 3.1.2.2(A)(3)]	City of Lawrence, Historic Resources Commission	Ongoing



Action	Who	When
Consider creating design guidelines for the Lawrence Register, Oread Historic District. [Preservation 3.1.2.2(B)(2)]	City of Lawrence, Historic Resources Commission	1-5 years
Encourage property owners to list historic structures in the Lawrence Register of Historic Places. [Preservation 3.1.2.2(B)(3)]	City of Lawrence, Historic Resources Commission	Ongoing
Explore tax incentive programs to support owner occupancy throughout the neighborhood. [Land Use 3.1.1.2(A)(2)]	City of Lawrence	1-3 years
Maintain and work toward a greater collaboration with KU regarding long-range planning efforts.	City of Lawrence, KU	Ongoing

## Section 4 – Future Land Use and Overlay Districts

This section outlines the recommended land uses for the planning area and identifies proposed overlay districts. Land use descriptions and overlay district elements are explained on the subsequent pages. Map 4-1 is an illustration to help visually identify the recommended land uses in the *Oread Neighborhood Plan* planning area and Map 4-2 illustrates the proposed boundaries of the different overlay districts.

### 4.1 Future Land Use

The land use descriptions are more detailed information regarding the different land use categories. The official definitions, density and dimensional standards, and the permitted uses within each zoning district are outlined in the *Land Development Code* for the City of Lawrence. Map 4-1 and the text descriptions must be used in conjunction with one another in order to obtain the complete recommendation for each particular area.

#### 4.1.1 Low-Density Residential

The intent of the low-density residential use is to allow for detached dwelling residential uses.

Density: 6 or fewer dwelling units per acre

Intensity: Low

Zoning Districts: RS7 (Single-Dwelling Residential), RS5 (Single-Dwelling Residential), RM12D (Multiple-Dwelling Duplex Residential) [Area north of the stadium only]

Primary Uses: Detached dwellings, manufactured home residential-design

#### 4.1.2 Medium-Density Residential

The intent of the medium-density residential use is to allow for a variety of types of residential options for the area.

Density: 7-15 dwelling units per acre

Intensity: Medium

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

Primary Uses: Detached dwellings, attached dwellings, cluster dwellings, manufactured home residential-design, zero lot line dwellings, duplex, multi-dwelling structures, congregate living, group home, civic and public uses

#### 4.1.3 High-Density Residential

The intent of the high-density residential use is to allow for compact residential development. [The property at the northeast corner of Illinois Street and Fambrough Drive shall only serve as parking for the University of Kansas/HERE Kansas project. Future building development shall comply with the intensity, design, and uses associated with Low-Density Residential.](#)

Density: 16+ dwelling units per acre

Intensity: High

Zoning Districts: RM15 (Multi-Dwelling Residential), RM24 (Multi-Dwelling Residential), RM32 (Multi-Dwelling Residential), RMG (Multi-Dwelling Residential-Greek Housing), PD (Planned Development Overlay)

Primary Uses: Attached dwellings, zero lot line dwellings, congregate living, multi-dwelling structures, Fraternity or sorority house, group home, civic and public uses

#### *4.1.4 Residential/Office*

The intent of the residential/office use is to accommodate mixed use development of administrative and professional offices with varying degrees of residential. This may be achieved by the use of work/live units.

Density: 6-22 dwelling units per acre

Intensity: Medium-high

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

Primary Uses: Work/live units, non-ground floor dwellings, attached dwellings, multi-dwelling structures, civic and public uses, office

#### *4.1.5 Mixed-Use District*

The intent of the mixed-use district use is to accommodate a mix of uses designed to maintain the character of the surrounding neighborhood and achieve integration with adjacent land uses.

Intensity: Medium-High

Zoning Districts: MU (Mixed Use), PD (Planned Development Overlay)

Primary Uses: non-ground floor dwellings, civic and public uses, eating and drinking establishments, general office, retail sales and services, hotels

#### *4.1.6 Inner-Neighborhood Commercial*

The intent of the inner-neighborhood commercial district is to accommodate small-scale commercial uses intended to serve adjacent residents. *Horizon 2020* identifies the west side of the intersection of W. 14<sup>th</sup> Street and Massachusetts Street as an Inner-Neighborhood Commercial Center.

Intensity: Medium

Zoning Districts: MU (Mixed Use), CN1 (Inner Neighborhood Commercial District), CN2 (Neighborhood Commercial Center District)

Primary Uses: Work/live units, non-ground floor dwellings, multi-dwelling structures, civic and public uses, office uses, eating and drinking establishments, retail sales and services

#### *4.1.7 Neighborhood Commercial Center*

The intent of the neighborhood commercial use is to allow for retail and service uses. This designation is located along W. 9<sup>th</sup> Street at the northern edge of the planning area.

Intensity: Medium-High

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

Primary Uses: non-ground floor dwellings, multi-dwelling structures, civic and public uses, eating and drinking establishments, office uses, eating and drinking establishments, retail sales and services, gas and fuel sales

#### *4.1.8 Public/Institutional*

The intent of the public/institutional use is to allow for public, civic, and utility uses.

Intensity: Variable

Zoning Districts: GPI (General Public and Institutional), U-KU (University – Kansas University)

Primary Uses: Cultural center/library, school, utilities, recreational facilities, utility services, college/university

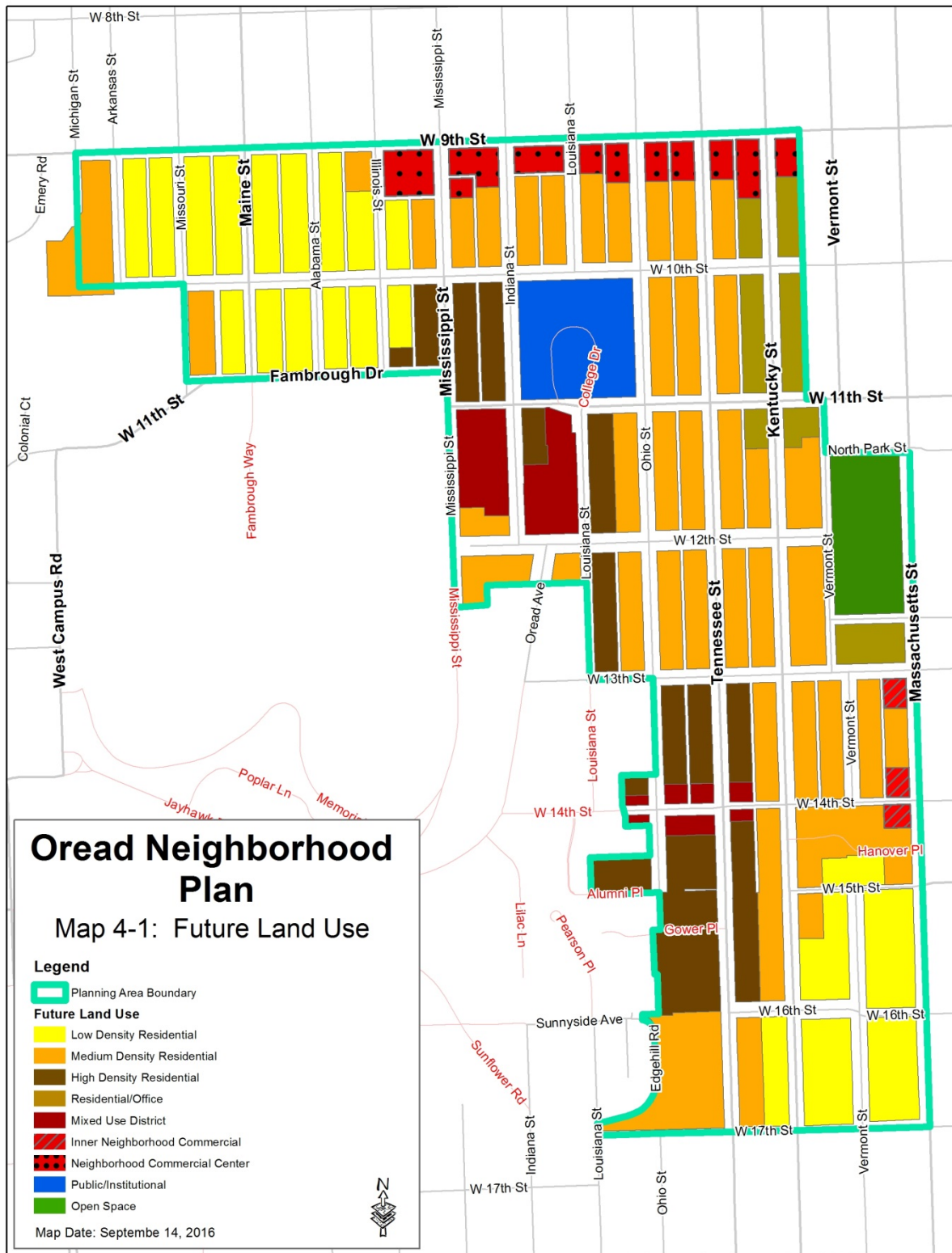
#### *4.1.9 Open Space*

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

Intensity: Low

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

Primary Uses: cultural center, active recreation, passive recreation, nature preserve, entertainment and spectator sports, participant sports and recreation outdoor, private recreation





## 4.2 Overlay Districts

The *Oread Neighborhood Plan* recommends the implementation of 5 overlay districts. Overlay districts are zoning overlays that are used in conjunction with the base zoning districts and include design guidelines. The overlay districts are tools for dealing with special situation for accomplishing special zoning goals. This plan recommends 2 different types of overlay districts, the Urban Conservation Overlay District and the Historic District Overlay. The overlay districts are intended to: encourage development that conforms to the size, orientation and setting of existing buildings in a neighborhood or area; reduce the need for zoning variances for development that conforms to the size, orientation and setting of existing buildings in a neighborhood or area; provide building setbacks, lot dimensions and related physical characteristics; foster development that is compatible with the scale and physical character of original buildings in a neighborhood or area through the use of development/design standards and guidelines; and conserve the cultural resources, historic resources and property values within an identified neighborhood or area.

The proposed overlay districts are illustrated on Map 4-2 and the elements listed below. These elements are intended to be addressed for that specific area in the overlay standards.

### 4.2.1 Urban Conservation Overlay Districts

#### 4.2.1.1 District 1 (Low-Density)

District 1 is the area north of the football stadium that is generally identified on the future land use map as low-density and a small amount of medium-density residential.

- A. Minimum lot size for duplex
- B. Minimum required parking number and location
- C. Maximum number of bedrooms permitted in each dwelling unit of a duplex
- D. Maximum lot coverage
- E. Lot size (assembly)
- F. Alley access as opposed to street access
- G. Setbacks

#### 4.2.1.2 District 2 (High-Density)

District 2 is generally the area directly adjacent to KU on the west side of the planning area. This area is mainly identified as high-density and mixed use on the future land use map.

- A. Minimum parking requirements for uses
- B. Massing, scale, bulk, and articulation for new development
- C. Maximum lot coverage
- D. Height and density maximum increase
- E. Larger structures located on corners of certain streets
- F. Lot size (assembly)
- G. Alley access as opposed to street access
- H. Setbacks

#### 4.2.1.3 District 3 (Medium-Density)

District 3 is generally located between District 2 and the eastern side of the planning area. This area is mainly identified as medium density and residential-office on the future land use map.

- A. Limit size of building additions
- B. Maximum lot coverage
- C. Minimum required parking number
- D. Massing, scale, and bulk for new development
- E. Lot size (assembly)
- F. Alley access as opposed to street access
- G. Setbacks

#### 4.2.2 *Historic District Overlay*

##### 4.2.2.1 District 4 (Hancock Historic District)

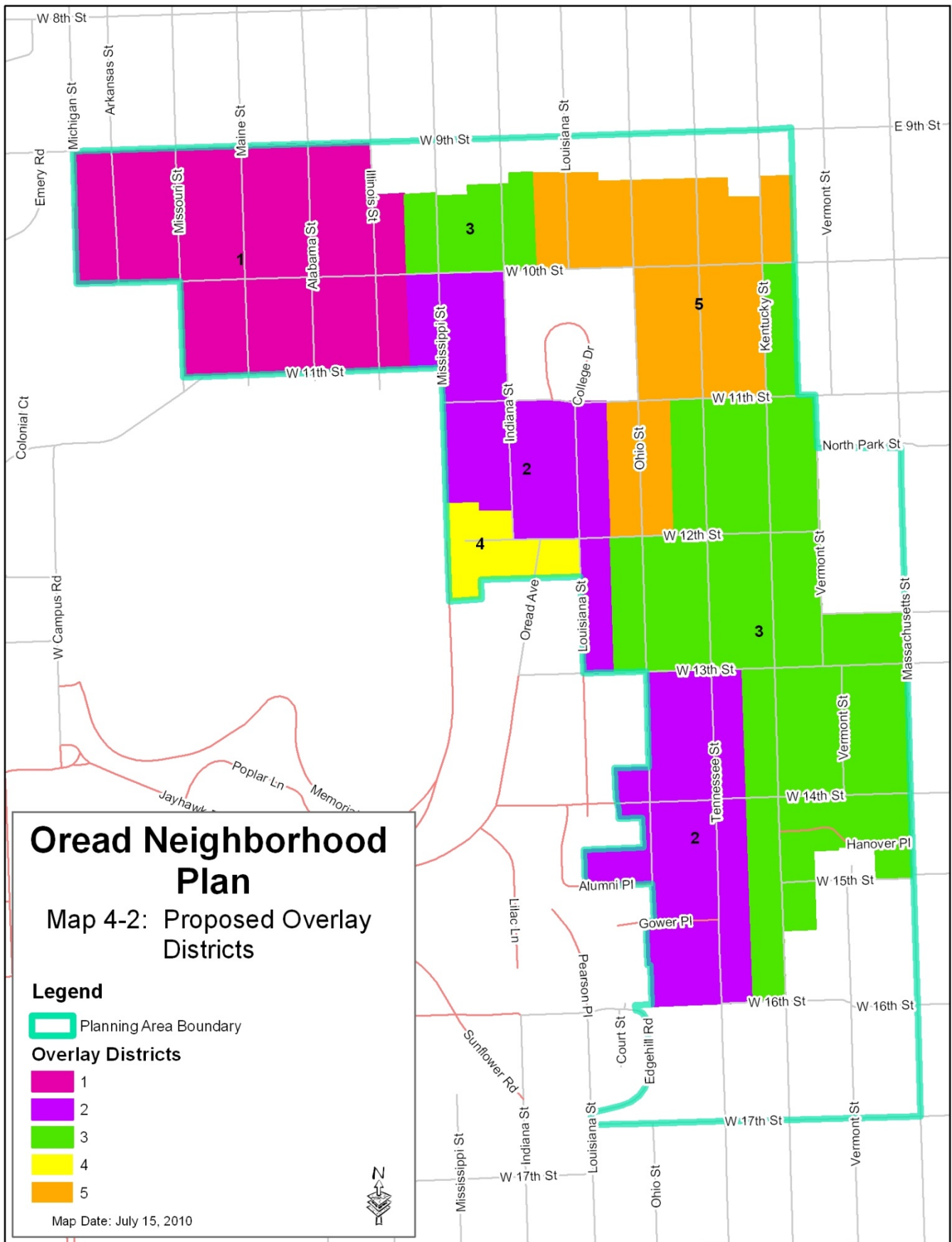
District 4 is generally located at the western side of the planning area at the end of W. 12<sup>th</sup> Street. The majority of this district is a National Historic District but it is recommended to be listed on the Lawrence Register of Historic Places.

- A. Minimum parking requirements for uses
- B. Massing, scale, bulk, and articulation for new development
- C. Maximum lot coverage
- D. Setbacks
- E. Compatible materials
- F. Lot size (assembly)
- G. Limit size of building additions

##### 4.2.2.2 District 5 (Oread Historic District)

District 5 is generally located on the north and eastern side of the planning area. The majority of this area is a National Historic District but it is recommended to be listed on the Lawrence Register of Historic Places.

- A. Minimum parking requirements for uses
- B. Massing, scale, bulk, and articulation for new development
- C. Maximum lot coverage
- D. Setbacks
- E. Compatible materials
- F. Lot size (assembly)
- G. Limit size of building additions
- H. Alley access as opposed to street access



**A RESOLUTION OF THE LAWRENCE-DOUGLAS COUNTY METROPOLITAN PLANNING COMMISSION ADOPTING AND RECOMMENDING ADOPTION OF A PROPOSED AMENDMENT TO *HORIZON 2020*, THE COMPREHENSIVE PLAN FOR THE CITY OF LAWRENCE AND UNINCORPORATED DOUGLAS COUNTY, AMENDING CHAPTER 14 – SPECIFIC PLANS, TO AMEND THE FUTURE LAND USE MAP OF THE *OREAD NEIGHBORHOOD PLAN*.**

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

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

**WHEREAS**, on September 26, 2016, after giving lawful notice by publication in the official City and County newspaper, the Lawrence-Douglas County Metropolitan Planning Commission conducted a public hearing regarding a proposed amendment of *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, as set forth in Planning Staff Report, CPA-16-00309, amending Chapter 14 – Specific Plans, to amend the Future Land Use Map in *Oread Neighborhood Plan*.

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

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

**SECTION 2.** Pursuant to K.S.A. 12-747, the Lawrence-Douglas County Metropolitan Planning Commission hereby adopts and recommends to the governing bodies of the City of Lawrence, Kansas, and Douglas County, Kansas, that they adopt the proposed amendment to *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, as set forth in Planning Staff Report, CPA-16-00309, amending Chapter 14 – Specific Plans, to amend the future land use map of the *Oread Neighborhood Plan*.

**SECTION 3.** The revised and updated Chapter 14 – Specific Plans, affixed hereto as Exhibit 1, shall, upon adoption by governing bodies of the City of Lawrence, Kansas, and Douglas County, Kansas, be incorporated into *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County.

**SECTION 4.** This Resolution, together with a certified copy of the proposed amendment to *Horizon 2020*, the Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County, and a written summary of the September 26, 2016, public hearing, shall be transmitted to the governing bodies of the City of Lawrence, Kansas, and Douglas County, Kansas, as appropriate.

**ADOPTED** by the Lawrence-Douglas County Metropolitan Planning Commission this 26th day of September, 2016.

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Patrick Kelly, Chair  
Lawrence-Douglas County Metropolitan  
Planning Commission

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Eric Struckhoff, Vice-Chair  
Lawrence-Douglas County Metropolitan  
Planning Commission

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Scott McCullough, Secretary  
Lawrence-Douglas County Metropolitan  
Planning Commission