

Farmland Industries Redevelopment Plan

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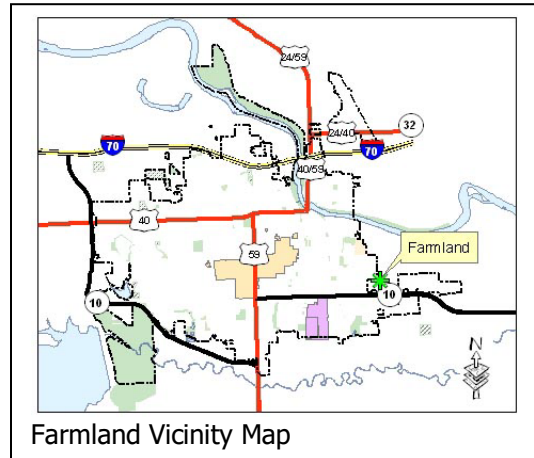
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I. Introduction and Purpose

Location

The Farmland Industries property is approximately 467 acres and is located east of Lawrence along K-10 Highway and just west of the East Hills Business Park. It is approximately one half mile south of the Kansas River. The site extends into Sections 4 and 5 of Township 13 South, Range 20 East.



Setting

Heavily traveled K-10 Highway borders the property to the south and 15th Street and the Burlington Northern Santa Fe Railroad border it to the north. The area is predominately industrial in nature, with some residential uses west of the property. In addition, the Douglas County Fairgrounds are nearby to the west and agricultural uses are to the north. South of K-10 is an industrial park.

Background

The former Farmland Nitrogen Manufacturing plant began operations in 1954. It produced throughout its operating period various nitrogen-containing chemicals. Manufacturing operations were shut down in 2001 due to an economic downturn of the agricultural fertilizer market, rising energy costs, and the bankruptcy of Farmland Industries. The Kansas Department of Health (KDHE) began monitoring and regulating environmental issues at the site in the early 1990's. The site has been inactive since its closure in 2001.

In May 2004, KDHE and Farmland reached settlement through bankruptcy proceedings, with Farmland contributing money to an independent trust fund (FI Kansas Remediation Trust) for future cleanup activities at the site.

Under the direction of KDHE, a Site Characterization Report was completed for the site in 2006 by Shaw Environmental, Inc. Extensive field work was conducted for the report in the summer of 2005. Approximately 1,200 soil, sediment, and ground water samples were collected from more than 400 locations, with the intent of both evaluating cleanup options and supporting potential site redevelopment. A major conclusion of that report is that a significant portion of the property has been found to be suitable for reuse in its present state.

The Farmland Industries Redevelopment Plan planning process was initiated by the Lawrence City Commission in early 2007.

Purpose

The Farmland Industries Redevelopment Plan brings together the community goals of creating additional employment by providing a plan to redevelop a brownfield into a major community asset. This Plan will act as the City's official land use guide for Farmland Industries redevelopment. The Plan should be reviewed every 5 years to ensure it is being implemented and remains relevant.

Relation to Other Plans

This Plan constitutes an amendment to Horizon 2020, The Comprehensive Plan for Lawrence and Unincorporated Douglas County. It is consistent with Horizon 2020. Additional policy guidance has foundation in the following plans:

- 23rd Street Corridor Study, Lawrence-Douglas County Metropolitan Planning Office. September 2002.
- Transportation 2025, Lawrence/Douglas County Long Range Transportation Plan. Lawrence/ Douglas County Metropolitan Planning Office and LSA Associates. September 2002.
- K-10 Transportation Study, HDR and HTNB, May, 2005.
- K-10 Corridor Study, Johnson County Planning Office, April 1991.
- K-10 Corridor Study Update, Johnson County Planning, Development and Codes Office, January, 2004.
- Lawrence-Douglas County Bicycle Plan, Lawrence/Douglas County Metropolitan Planning Office. May 2004.
- City of Lawrence, Kansas Water Master Plan. Black & Veatch. December 2003.
- City of Lawrence, Kansas Wastewater Master Plan. Black & Veatch. December 2003.
- Site Characterization Report Former Farmland Industries Plant, Lawrence, KS, Shaw Environmental, Inc, February, 2006.
- Explanation of Significant Difference former Farmland Industries, Inc – Nitrogen Fertilizer Plant Site Lawrence, Douglas County Kansas. KDHE report 2022.

Process

Planning Staff developed a draft Plan with input from other City departments. The draft Plan was made available for public review for a period of approximately one month. Staff made changes to the draft plan based on comments received and produced a final draft. The final draft was discussed at the Lawrence-Douglas County Planning Commission's Mid-Month meeting on November 14, 2007. Unanimous action to approve the Plan, after the appropriate public hearing, was taken by the Lawrence-Douglas County Planning Commission at their regular meeting on November 28, 2007. The City Commission unanimously approved the Plan at their meeting on March 11, 2008.

The Board of County Commissioners approved the Plan on March 31, 2008.

II. Existing Conditions

Environmental

Brownfields are properties whose expansion, redevelopment, or reuse may be complicated by the presence, or perceived presence, of contamination. The Farmland Industries property has environmental issues, but the reality of those issues



Farmland Industries Property

perhaps isn't quite as severe as the general perception of those issues. As stated earlier in this document, a major conclusion of the Site Characterization Report for the Farmland Industries property is that a significant portion of the property has been found to be suitable for reuse in its present state. More specifically, 225 acres of the 467-acre site that were tested were deemed to not have been impacted by former plant operations and require no further action. These are areas C, E and F of the property as identified in the Site Characterization Report. This information can be found on pages ii and iii of the Executive Summary of the Site Characterization Report.

The environmental issues identified on the remainder of the site include elevated nitrogen levels in soil, localized groundwater contamination, and pond sediment contamination. Please see the Site Characterization Report for a full accounting of the environmental issues.

Cleanup activities on the site are either underway or in the planning stages for future implementation. Existing cleanup activities includes the neutralization of acidic groundwater in the regulated Resource Conservation and Recovery Act (RCRA) unit. Dewatering of the wastewater ponds and land application for beneficial re-use on agricultural farmland in North Lawrence is ongoing. Dewatering the most contaminated ponds will allow for the cleanup of the sludge and contaminated soil in those ponds, which is the major source of pollution at the site. KDHE will place emphasis on cleanup strategies for the ponds that employ beneficial re-use of the contaminated sludge and soils as fertilizers.

Future cleanup activities will likely include: excavation and disposal of chrome-contaminated waste catalyst material from the Catalyst Landfill; consolidation of nitrogen-contaminated soils into the East Lime Pond for capping in place and closure; and stormwater pollution prevention.

Transportation

The property is bordered by the Burlington Northern Santa Fe Railroad and also by K-10 highway. The multi-modal aspect of the property is an advantage for future redevelopment. There also is a spur from the mainline railroad that runs through the property.

The local road system is limited in serving the property. N 1500 Rd is a county road that serves the Farmland property along its northern boundary. 19th Street dead ends on the west edge of the property. No roads currently extend into the property from East Hills Business Park. No connections exist to the industrial park south of K-10 either. No roads bisect the property.

K-10 is state highway that connects Lawrence and Douglas County to Johnson County and the Kansas City Metro area. It is a heavily traveled highway that also functions as a commuter route. The road is a divided highway with two lanes each westbound and eastbound. The speed limit along the section that fronts East Hills



Traveling west on K-10 just beyond East Hills Business Park

Business Park and the Farmland property is 65 miles per hour. Speeds gradually reduce as the roadway narrows to a 5-lane road in the city just beyond Farmland.

The divided highway, high speeds, and large volume of traffic on K-10 make accessing the property safely a priority for future redevelopment.

The site also has existing rail connections that could be used to maximize the capacity of the network and improve the operational efficiencies of the transport system including the enhancement of intermodal facilities (e.g., rail-truck) that would facilitate freight handling between modes to improve freight mobility to enhance the region's economy.

Demolition

Farmland Industries ceased operations at the Lawrence facility in 2001. Some of the processing equipment and buildings have been purchased and removed from the site. Those that remain, however, will need to be removed, along with concrete pads and foundations that are assumed to be incompatible with redevelopment.



Farmland Industries Buildings and Equipment

Natural Features

While a good portion of the property has been developed, there remain areas that have mature tree stands and retain the natural contours of the land. These areas are located in the southwestern part of the site and in the northwest section. The northwest and north part of the property is the area with the steepest slopes. There is a sandstone bluff overlooking the Kansas River valley near the Bag Warehouse. Generally the property drains from the southwest to the northeast, towards the Kansas River. There currently is no flood hazard area on the property.

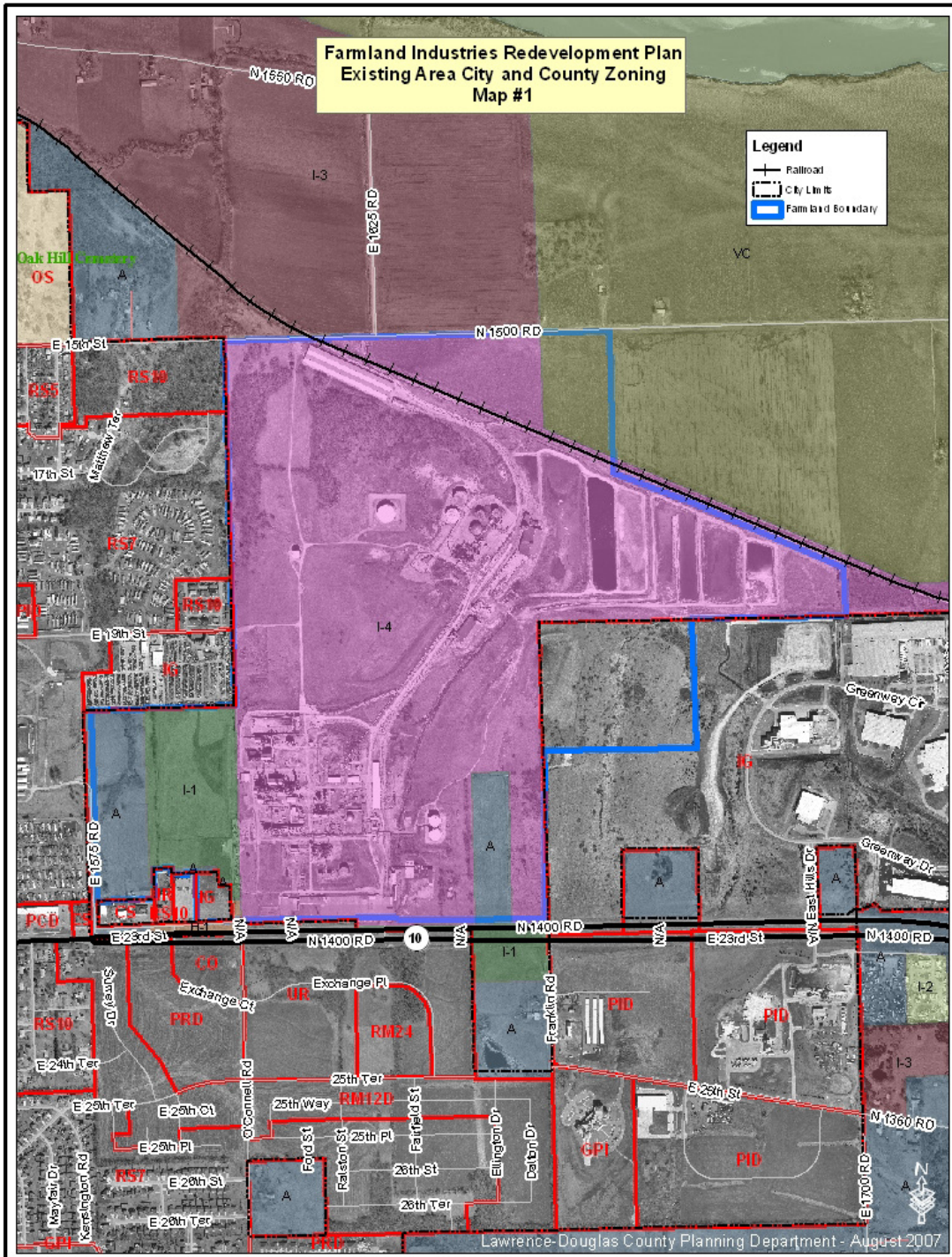
Surrounding Land Uses

Adjacent to the west of the property are a variety of land uses including residential, salvage, and the Douglas County Fairgrounds. North and northeast of the property is primarily agriculture uses. East of the property is the East Hills Business Park. South of the property and across K-10 is another business park. Map #1 details the surrounding City and County zoning.

Infrastructure

There are public water connections to the property. However, private infrastructure on the property needs to be identified in order to provide an inventory and condition assessment for future use of that infrastructure. A 16-inch City of Lawrence water transmission line runs along the north side of K-10 and serves the East Hills Business Park.

City of Lawrence wastewater service is provided to adjacent properties and does not serve this property. It's likely that future wastewater service to this property will be extended from East Hills Business Park.



II. Goals and Guiding Principles

Employment

Goal – Create an area that will further the City’s efforts to promote additional employment opportunities for economic development and tax base expansion.

Guiding Principles

- Redevelop the Farmland Industries property to support employment center development.
- Connect the property to East Hills Business Park to help foster a synergy of employment opportunities.
- Promote and market the area as a strong employment center.

Land Use

Goal – Redevelop the Farmland Industries property to support the employment and open space needs of the community.

Guiding Principles

- Industrial/Business/Research Park land use should be the dominant future land use of the property.
- Limited commercial should be allowed to support the needs of the workers in the area. Commercial of a neighborhood, community, or regional nature shall not be allowed. Commercial shall not be permitted along the frontage of K-10 Highway as the Plan discourages strip commercial development along K-10.
- Integrate open space into the property to serve the workers and the community at-large.
- Provide civic space and civic uses to integrate with the neighboring Douglas County Fairgrounds.
- Residential is not an allowable use for future redevelopment of the property.

Public Infrastructure

Goal - Provide ongoing improvement of infrastructure and public facilities that will facilitate the redevelopment of the Farmland Industries property.

Guiding Principles

- Ensure safe access to K-10 from the site.
- Provide a road network through the site that provides connections to the City's existing road system and connects to East Hills Business Park.
- Provide sewer and water connections and ensure adequate City system capacity to handle the redevelopment of the property.
- Continue to manage the stormwater system with the existing mechanisms that are in place. Improve the stormwater system when appropriate in the future.

III. Future Land Use

The Farmland Future Land Use Plan (Map #2) graphically illustrates a conceptual guide for future redevelopment that embodies the goals and guiding principles presented in Section III. The map is conceptual and should not be used to determine precise zoning boundaries. This future land use plan only supports commercial uses necessary for the long-term redevelopment of the property. In addition, residential uses are not permitted.

Industrial/Business/Research Park

This category applies to the majority of the Farmland Industries property to support redevelopment for a future employment area. This category includes office uses, light to heavy industrial, manufacturing and warehousing. Attention should be paid to site buffering and design as the property borders a major highway which is a gateway into the community. Civic or Governmental uses, should be assigned to the westernmost part of the property. Civic uses are also allowed uses.

Primary Uses: office, light industrial, manufacturing, warehousing, arts & culture, education, and government

Zoning Districts: IBP (Industrial/Business Park), IL (Limited Industrial District), IM (Medium Industrial District), IG (General Industrial District), PID (Planned Industrial District), and GPI (General Public and Institutional Use District).

Density/Intensity: Light to heavy

Commercial

This land use is limited to the areas adjacent to the intersection of E. 23rd Street and Street FF to support existing and future commercial development within this portion of the planning area. The intent is to square the boundaries of the existing commercial development at this intersection, but not further expand commercial into the Farmland site. Any further expansion of commercial land use designation along K-10 or Street FF is inconsistent with the overall intent of this plan.

Primary Uses: Commercial, Office, Retail

Zoning Districts: CS (Commercial Strip), CO (Office Commercial District)

Intensity: Light to Medium

Open Space

This category applies to the areas of the property with existing natural features and sensitive lands such as but not limited to steep slopes, stands of mature trees, and regulatory floodplain areas. These areas should be incorporated into site designs and preserved. The areas are not generally suitable for public open spaces or active or passive recreation activities.

Primary Uses: Open space

Zoning Districts: OS (Open Space), IL (Limited Industrial District), IM (Medium Industrial District), IG (General Industrial District), PD (Planned

Development Overlay District), and GPI (General Public and Institutional Use District).

Intensity: Light

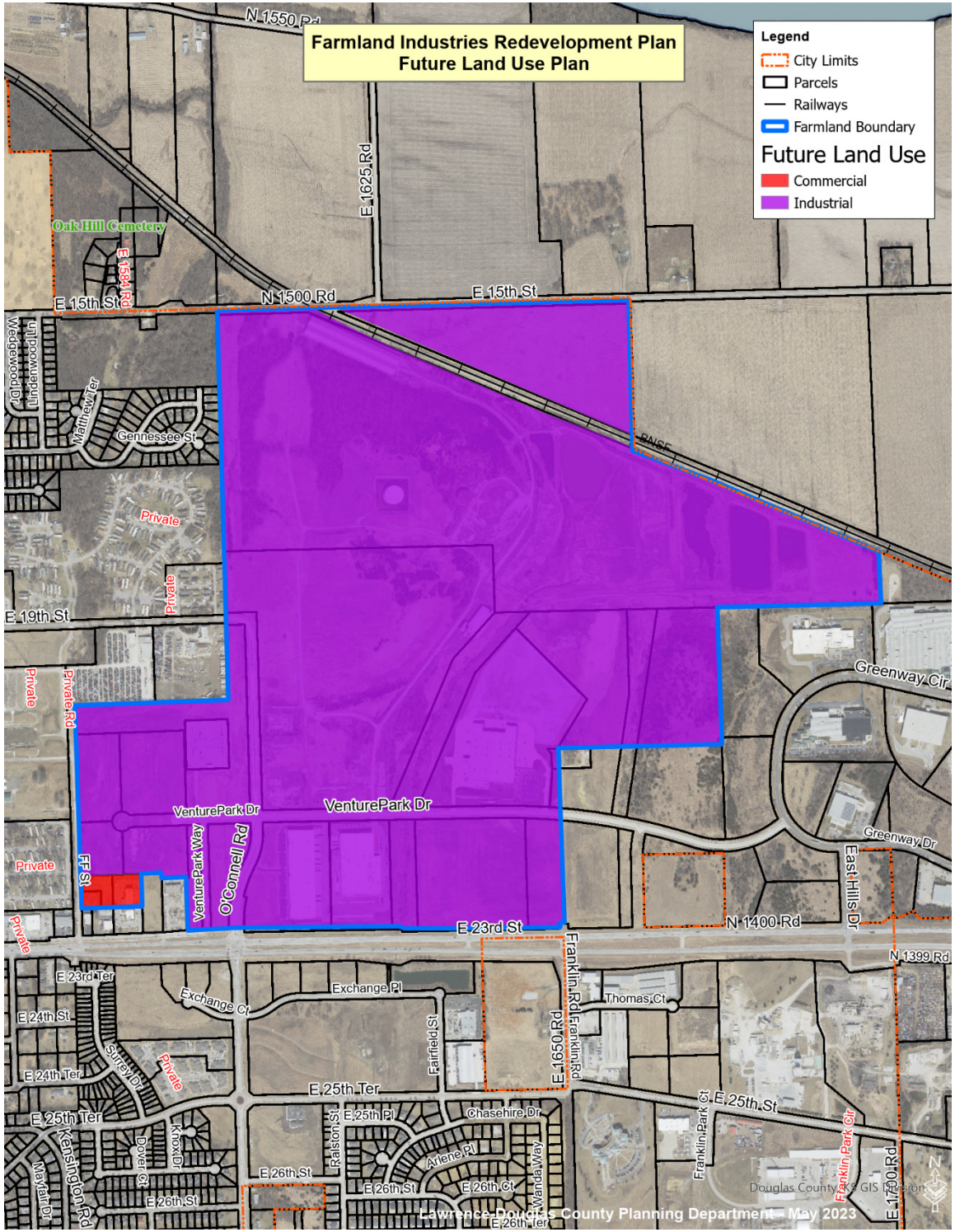
Utility

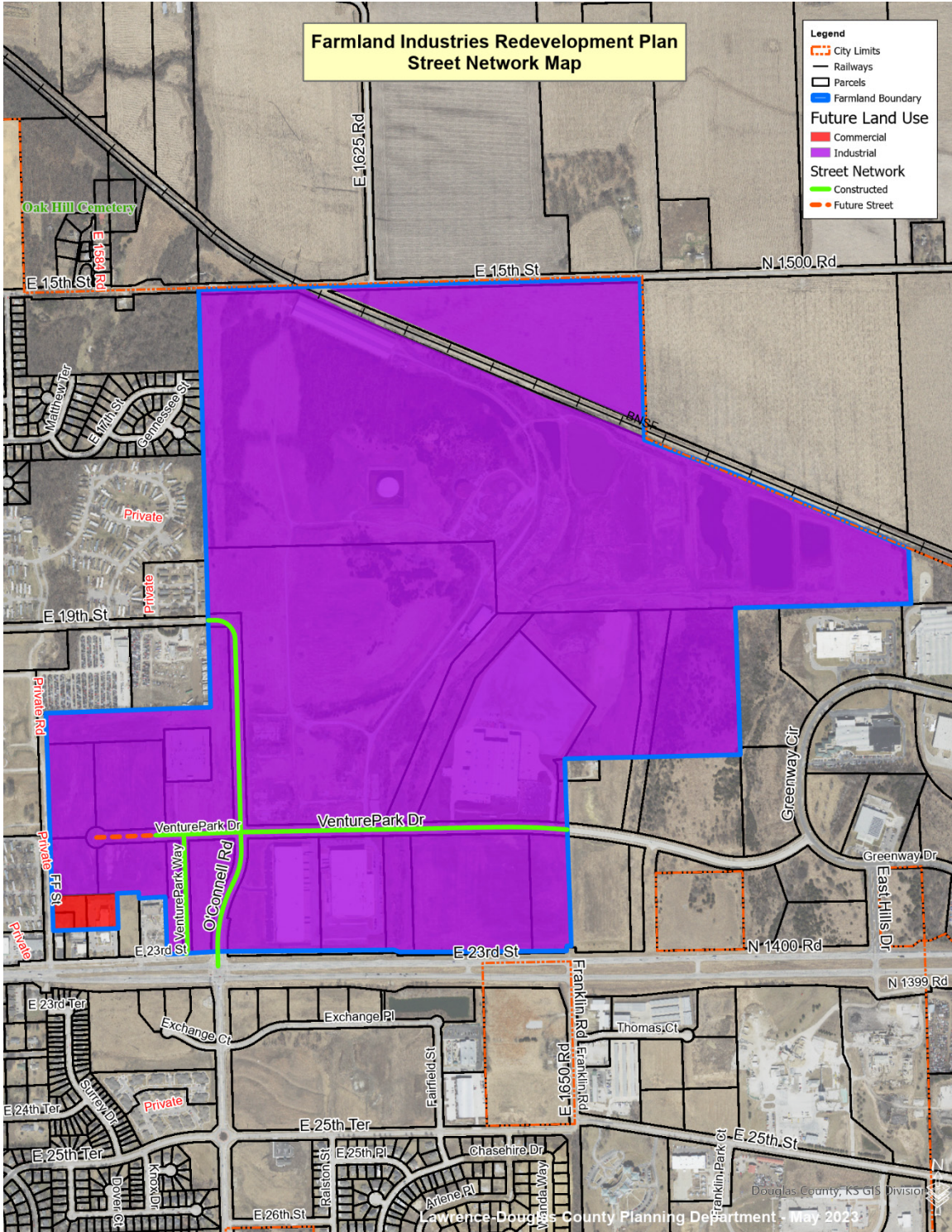
This category designates those areas of the property necessary for public sewer and water service. Uses include pump stations, water storage, etc.

Primary Uses: Public utilities

Zoning Districts: GPI

Intensity: Light to medium





IV. Design Guidelines and Standards

Purpose

K-10 Highway is a major gateway into the community. As such, future development and redevelopment of the Farmland property should respect this roadway's prominence for drivers entering the community. In addition, the overall development of the Farmland property should:

- Facilitate safe, functional and attractive development.
- Protect investment in the community by encouraging consistently high quality development.
- Foster a sense of community and encourage pride of ownership.

Building Orientation

1. While development lots in the Farmland property will not be able to take direct access to K-10, buildings that are adjacent to K-10 will be required to present their best faces to K-10. In other words, buildings must present a front door image to K-10. Parking must be located behind the building and opposite of K-10.

Further, buildings throughout the entire development shall orient a front door to street from which the property is taking access.



Pedestrian and Employee Amenities

1. Provide for a continuation of pedestrian access when employment-related developments are located adjacent to existing or planned open space.
2. Accessible parking spaces shall be convenient to building entries.
3. Organize the site layout to provide functional employee spaces, including shade structures and amenities between or in front of buildings.



Employee seating in shaded courtyard

Vehicle Circulation and Parking

1. Public/visitor areas shall be separate from truck delivery and maneuvering areas.
2. Coordinate circulation and parking areas with adjoining lots to the extent possible.
3. Reduce pavement widths whenever possible in favor of greater landscaped open space.
4. Use canopy trees in parking lots to break up the scale of large parking lots, provide additional shading and reduce "heat island" impacts.

Loading Areas and Accessory Equipment

1. Service areas, loading and storage areas, and refuse enclosures should be oriented away from public street frontages or screened from these frontages.
2. Locate ground-mounted utility cabinets where they do not conflict with prominent site views or impair vehicle site distances and can be screened from major streets and public areas. Paint cabinets and screen walls to match the principal structure. Where space allows, provide landscaping in front of screening walls.

Landscaping

1. Design the project landscape theme to complement and enhance project architecture
2. Incorporate perimeter landscaping where sites border non-industrial uses.
3. Shade trees should be located throughout all paved parking areas wherever they are located on site and in association with pedestrian and employee amenities and gathering areas. Enclosed service, loading and storage areas are excluded.
4. Provide significant foundation and/or accent plantings, including trees, around buildings to accentuate or screen building and parking structure elements.
5. In highly visible areas, use taller and larger caliper trees.

Lighting

1. Provide pedestrian scale lighting fixtures adjacent to pedestrian paths and employee amenities. Select lighting fixtures that complement the general architectural style of the development.
2. Highlighting of significant architectural features, specimen trees and artwork with accent lighting should be considered. Lighting an entire building or major portion thereof is discouraged.
3. Provide security lighting that is both effective and attractive to promote a safe and secure facility.

Signs

1. Coordinate signage design and materials, including building addresses, to create a consistent style of building identification.