



City of Lawrence
Douglas County
PLANNING & DEVELOPMENT SERVICES



Horizon 2020 Steering Committee
City Commission Room
4:00 – 6:00pm
January 12, 2015

AGENDA

- 1) Approve December 8, 2014 Meeting Notes**
- 2) Receive correspondence from Candice Davis on Neighborhood Issues**
- 3) Receive correspondence from Kirk McClure on Growth Management**
- 4) Receive correspondence from the Lawrence Affordable Housing Coalition**
- 5) Review Requested Additional Meeting Dates**
- 6) Discussion of Mission/Vision Statement, Community Values, and Draft Document Framework**

**Horizon 2020 Steering Committee
December 8, 2014
Meeting Notes**

Members Present: Comm. Thellman, Mayor Amyx, Bill Ackerly, Clay Britton, Lisa Harris, Stan Rasmussen, Kyra Martinez, John Gascon, Charlie Bryan (ex officio)

Members Absent: Dr. Rick Doll, Scott Zaremba

Staff Present: Scott McCullough, Jeff Crick, Amy Miller, Dave Corliss

Others Present: Several members of the public were present.

Chairperson Thellman welcomed everyone.

The meeting notes from the November 17, 2014 meeting were discussed. Motioned by Britton and seconded by Harris the November 17, 2014 notes. Motion passed 6-0-1(Rasmussen abstained since he was not present at the November 17, 2014 meeting).

The committee then received correspondence from the Lawrence Board of Realtors, Lawrence Preservation Alliance, and Tenants to Homeowners.

The committee received a presentation by Linda Bush, Lawrence Association of Neighborhoods on Neighborhoods.

(Mayor Amyx joined the meeting during the presentation on Neighborhoods.)

The committee received a presentation from Candice Davis on Resident Land Use Issues.

The committee received a presentation from Marci Francisco following up on Resident Land Use Issues.

Stan Rasmussen informed the committee that this was his last meeting on the Steering Committee since he is resigning his appointment to the Planning Commission because he is a candidate for the 2015 City Commission election. The Steering Committee and staff thanked him for his service.

Dear Horizon 2020 Steering Committee Members,

12-9-14

I am grateful to have had the opportunity to inform you about life in the Oread Neighborhood and how resident home owners continue to work to make it a more livable and desirable neighborhood.

As an active supporter of my neighborhood and the Lawrence Association of Neighborhoods (LAN) for many years, I would like to add my thoughts on how the City could work better with neighborhoods.

1. LAN and neighborhood leaders would like to be included in appointments to city advisory boards. The ability to be taken seriously comes from sharing ideas and perspectives. Reducing parking requirements has never been brought up at any neighborhood meeting I have attended. That idea has only come from developers who wish to decrease cost and increase tenants. Good for them, bad for neighborhoods.
2. Neighborhoods would be better served if the City adhered to Neighborhood Plans.
3. Neighborhoods would feel more secure if City governing bodies followed their city codes and planning documents and made fewer exceptions.

The idea that sustainability was related to not providing adequate parking was confusing. While cars are a reality of our present day life, not providing a place for them to park presents a host of community problems. Cars will continue to be manufactured until alternatives are available. It seems that sustainability must include an array of many possible actions that precede parking reduction.

For example:

1. Convenient and reliable public transportation that runs 7 days a week with frequent stops, improved routes, and shelters at most stops.
2. Consumption of locally grown food.
3. Buy from locally owned businesses.
4. Maintain prime agricultural land.
5. Access to health care and family planning.
6. Population control.
7. Develop renewable, clean energy.
8. Less reliance on fossil fuels.
9. Convenient shopping.
10. Concentration of retail shops should not be primarily on South Iowa.
11. Manufacture and sell smaller cars.
12. Require safe emission standards for business and industry.
13. Reduce toxic pollutants of all kinds.
14. Stop building more and more highways.
15. Reduce highway speed limits.
16. Address problems caused by global warming.
17. Support public education.

These are just a few ideas of steps I believe need to be taken in order to move forward in a sustainable way.

Thank you for your consideration,
Candice Davis, Oread Resident Association co-chair

Kirk McClure
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Lawrence, Kansas 66044-2369
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(785) 842.8968

December 11, 2014

Horizon 2020 Update Steering Committee
Planning & Development Services
6 E. Sixth St.
Lawrence KS 66044
CompPlanUpdate@lawrenceks.org

Re: **The Need for Growth Management and the Harm of Planning Without It**

Members of the Horizon 2020 Update Steering Committee,

Do Lawrence and Douglas County need growth management?

Growth management is one approach to planning. This approach recognizes that the development industry tends to overbuild. Growth management overcomes this tendency by restricting the growth in the supply of housing or retail space or any other type of development to just the amount that satisfies the growth in demand.

Table 1 looks at the changes in households and housing units in Douglas County and in Lawrence from 2000 to 2013. It is clear that the area experienced significant overbuilding of housing during this period.

From 2000 to 2013, Douglas County grew by 4,912 households, but it allowed developers to build 6,810 homes. This generated a surplus of 1,898 homes over the period or 146 surplus homes per year.

From 2000 to 2013, Lawrence grew by 3,038 households, but it allowed developers to build 4,532 homes. This generated a surplus of 1,494 homes over the period or 115 surplus homes per year.

Table 1: Growth in Households and Housing Units

	2013	2000	Change
<i>Douglas County, Kansas</i>			
Households	43,398	38,486	4,912
Housing Units	47,060	40,250	6,810
Surplus Units			1,898
Surplus Units per year			146
<i>Lawrence, Kansas</i>			
Households	34,426	31,388	3,038
Housing Units	37,324	32,792	4,532
Surplus Units			1,494
Surplus Units per year			115

Source: U.S. Bureau of the Census

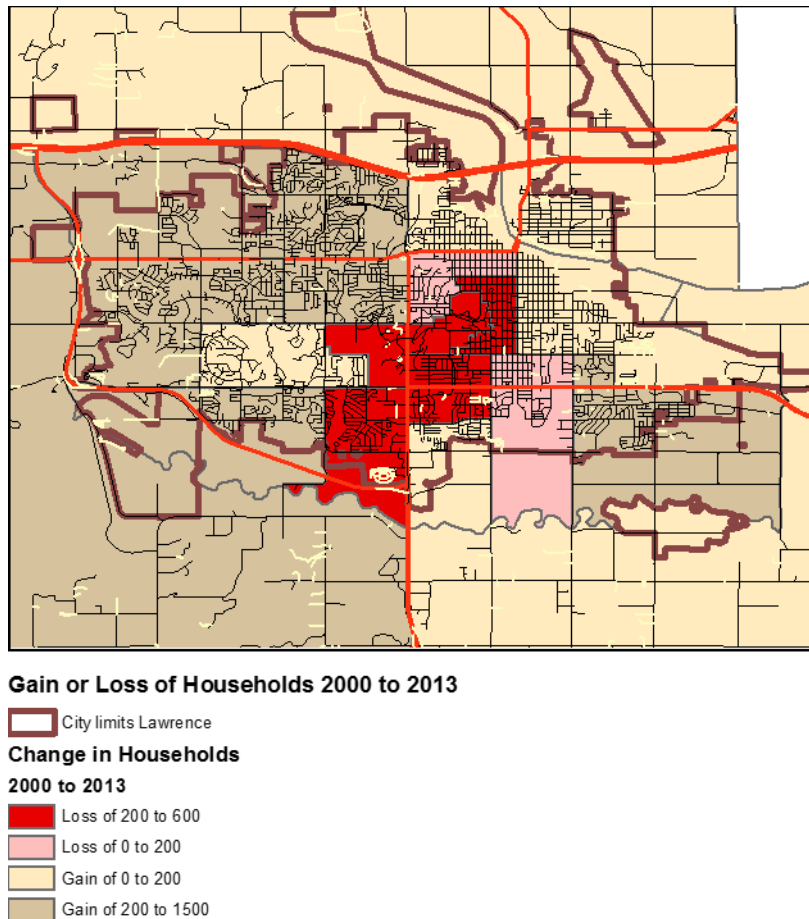
Planning Implications

Lawrence and Douglas County have seen a long-term process of overbuilding by developers. This long history of overbuilding is compelling evidence that the development industry does not police itself well, nor does the current approach to planning, which simply zones land and assumes that the development industry will pace itself so as to match the expansion and contraction of demand.

This overbuilding harms the community by causing disinvestment in older neighborhoods and sprawl at the perimeter.

Map 1 examines the spatial distribution of the changes in the counts of households in census tracts from 2000 to 2013. It is readily apparent that the overbuilding is not evenly spread across Lawrence. Rather, the overbuilding is most intense in the western parts of the city and in the Prairie Park area in the southeast. This has not left the other neighborhoods unharmed. The older neighborhoods in the central part of the city have lost population as the surplus stock built at the perimeter draws the population away from older neighborhoods causing them to lose population and investment.

Map 1: Gain or Loss in Households in Census Tracts 2000 to 2013



Planning in a community like Lawrence should seek to protect and even enhance the condition of older neighborhoods. Continuation of the overbuilding will only continue to exacerbate the population losses and value losses in the older neighborhoods. Thus, the concern for the older neighborhoods is not to increase density in lieu of sprawl at the perimeter of the city. Rather, the concern is to manage the growth of the community so as to replenish the population losses in the older neighborhoods. If some share of the growth can be attracted back to the older neighborhoods it can help to restore those neighborhoods and stimulate reinvestment in them.

Appropriate Planning Response

Growth management has the potential to bring balance to the development process by keeping the growth of supply in balance with the growth in demand.

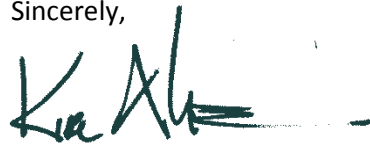
It is recommended that Lawrence and Douglas County adopt growth management in its comprehensive plan. The concept is straightforward; if the community is growing by 250 households per year, the planning process should not permit more than 250 additional units to be added to the supply.

To rectify the harm that has been done to older neighborhoods, the planning process should strive to keep the growth in supply below the growth in demand for a period of time so as to direct some portion of the growth back into the older neighborhoods restoring the population, investment and value previously lost.

Growth management offers a new, more beneficial form of competition to the development process. Under the current approach, developers compete with each other for a limited demand, harming older neighborhoods in the process. Under growth management, developers compete with each other for selection as one of the designated developers for the limited amount of development that will be permitted given the growth in demand. As the developers compete for this designation, they tend to enhance their projects through the provision of community services and other amenities in order to be selected. This permits the community to gain from these enhancements and to better direct growth in supply where it is needed, more effectively than can be done through zoning alone.

I hope that you will help to guide the planning process in Lawrence and Douglas County toward a better approach that will serve to limit sprawl and restore the older parts of the community.

Sincerely,

A handwritten signature in dark ink, appearing to read "Kirk McClure", with a stylized, fluid script.

Kirk McClure

January 5, 2015

Dear H2020 Steering Committee Members:

As you know the results of a June 2014 community survey of 3,300 households, conducted by ETC for Douglas County and the City of Lawrence, in conjunction with a Horizon 20/20 update, found one of the three most frequently referenced needs was “quality housing for all income levels.”

Formed in April 2014, the Lawrence Affordable Housing Coalition has met monthly to advocate for affordable housing solutions to be added to a revised & updated version of Horizon 2020, our community plan for Lawrence and Douglas County. Members of the Coalition have one overriding concern: safe, well-maintained, and affordable housing for Lawrence residents.

Our coalition members have considerable professional experience in advocating for different areas of safe & affordable housing. These members have identified four distinct but broad based affordable housing needs:

- Affordable housing for extremely low income (ELI) households (including transitional housing for residents currently without homes).
- A variety of community-based affordable housing options for seniors.
- Affordable workforce housing for those who do not earn a living wage and/or those who cannot afford the average cost of traditional rental or owner-occupied housing with stagnant “middle class” incomes.
- Preservation of affordable housing, particularly in low to moderate income neighborhoods.

Our coalition would like to point Horizon 2020 steering committee members to an affordable housing task force that met in 2005 and 2006. This “Housing Needs Task Force” was charged with how to fund affordable housing solutions, and their report and recommendations were published in 2007. The present-day Lawrence Affordable Housing Coalition is formally requesting the Horizon 2020 Steering Committee to take another look at that 2007 report, and we endorse the following recommendations:

- Alternative building: consider affordability & regulatory barriers associated with modular homes (In 2014, please add tiny homes & co-op housing; micro units if there are necessary zoning & parking caveats).
- Inclusionary zoning: requiring a certain percentage of development to be affordable development and/or density increases in exchange for developers adding affordable housing to new developments; developers could also donate the cost of an affordable

unit(s) into a fund in lieu of building affordable homes; each community determines criteria; mandatory preferred.

- Establishing a Housing Trust Fund with a stable funding source: many communities have such Funds, usually managed and allocated by an independent third party Trust Fund Committee.
 - Trust Funds often rely on Land or Housing Trusts, Co-ops or other proven nonprofit affordable housing developers to manage subsidized housing, to build housing and to lock in subsidies for an extended period of time, as private developer interest in affordable housing is usually limited to tax credit property development.
- Land Acquisition: incentives for individuals, businesses or communities to donate land.
- Supportive transitional housing for extremely low income populations: often homeless including those at risk of being homeless (ex. medical hardship, disability or domestic violence) or those sleeping in cars or tents who don't meet the government definition of homelessness.
- Housing Co-ops or Housing/Land Trusts: providing both ownership and rental opportunities at below market prices and, within reason, with higher but managed density.
- Meeting the needs of 80 to 100% of median income households when threatened with homelessness: due to lack of funds for utilities, property taxes or maintenance.
- More affordable possibilities for in-fill development (due to current shortage or acquisition expense). This was accomplished as scattered site housing by LDCHA in the 60's & 70's.
- A variety of affordable senior housing options: including property tax relief, the Community Village concept, developing affordable senior housing communities, etc.

The Coalition also embraces the 2007 Task Force recommendations already implemented:

- Energy Efficiency (built into much affordable housing) & Removing Regulatory Barriers (see relaxed code of mid 2000's)

Thank you for your continued work in updating our comprehensive plan, and please let us know if you have any further questions or concerns.

Leslie Soden & Robert Baker

Co-Chairs, Lawrence Affordable Housing Coalition



Memorandum

Douglas County/City of Lawrence

Planning and Development Services

TO: *Horizon 2020 Steering Committee*

FROM: Planning Staff

CC:

Date: For January 12, 2015 meeting

RE: Requested Additional Calendar Dates

As requested at the December 8, 2014 Steering Committee meeting, staff has detailed a calendar setting the dates of the meetings for every two weeks for the first half of 2015.

January	8 26	Same date as Planning Commission
February	9 23	Same date as Planning Commission
March	9 23	Same date as Planning Commission
April	13 27	Same date as Planning Commission
May	11 25	Conflicts with Memorial Day. Likely either May 18th (1 week) or June 1 (3 weeks)
June	8	

Name this Plan



A Comprehensive Plan for Unincorporated Douglas County & the City of Lawrence

DRAFT: Revised: 6 January 2015



City of Lawrence
Douglas County
PLANNING & DEVELOPMENT SERVICES



BACK OF COVER

NAME THAT PLAN

A COMPREHENSIVE PLAN FOR UNINCORPORATED DOUGLAS COUNTY
AND
THE CITY OF LAWRENCE



City of Lawrence
Douglas County
PLANNING & DEVELOPMENT SERVICES



REVISION HISTORY

Horizon 2020 Adopted

Lawrence/Douglas County Metropolitan Planning Commission
22 May 1996

Lawrence City Commission
28 January 1997

Douglas County Board of County Commissioners
18 May 1998

Adopted: 3 January 1776
Ordinance: 0007
Revision to Map 3-2: "Future Land Use"

Adopted: 3 January 1776
Ordinance: 0007
Revision to Map 3-2: "Future Land Use"

Adopted: 15 December 1812
Ordinance: 0301
Revision to "Something Else"

Adopted: 15 December 1812
Ordinance: 0301
Revision to "Something Else"

Adopted: 24 December 1936
Ordinance: 9875
Revision to "That Other Page"

Adopted: 24 December 1936
Ordinance: 9875
Revision to "That Other Page"

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- 4.1 Future Land Use Map
- 4.2 Community Characteristics
- 4.3 Sector Plans
 - 4.3.1 Burroughs Creek Corridor Plan
 - 4.3.2 East Lawrence Neighborhood Revitalization Plan
 - 4.3.3 Farmland Industries Redevelopment Plan
 - 4.3.4 Hillcrest, Old West Lawrence, and Pinckney District Plan
 - 4.3.5 Inverness Park District Plan
 - 4.3.6 K-10 & Farmer's Turnpike Plan
 - 4.3.7 Lawrence SmartCode Infill Plan
 - 4.3.8 Northeast Sector Plan
 - 4.3.9 Oread Neighborhood Plan
 - 4.3.10 Revised Southern Development Plan
 - 4.3.11 Southeast Area Plan
 - 4.3.12 An Area Plan for the Intersection Area of West 6th Street & Wakarusa Drive
 - 4.3.13 West of K-10 Plan

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INTRODUCTION



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INTRODUCTION



Figure 1: Public Meeting No. 1 at Lawrence High School
(16 April 2014)

The history of comprehensive planning in our area dates back almost a century since the adoption of Lawrence's first general plan in 1926. Since that time other plans, such as the *Guide Plan*, *Plan 95* and *Horizon 2020* have helped set out the course for the growth of our region. In the years since *Horizon 2020* was adopted, Douglas County and Lawrence have seen a variety of changes not only physically and socially, but also economically and culturally. This comprehensive plan responds to those changes, building on the foundation established in *Horizon 2020*, to guide the next era of growth and development in our community.

MISSION

The comprehensive plan is a document meant to articulate the vision for growth for the Unincorporated Area of Douglas County and the City of Lawrence. It provides goals, policies, and recommendations based on community values within a flexible framework that can adapt to changing conditions over time.

VISION

Our vision for the Lawrence and Douglas County region is to accommodate a growing population with **diverse economic opportunities, sustainable quality development** that invokes a sense of place, and abundant recreational opportunities while enhancing the agricultural industry, institutions for higher education, and downtown Lawrence that form the foundation for the region's unique identity. The vision creates a **great community for all ages to live, work, learn, and play.**



Figure 2: Public Meeting No. 3 at the Lecompton Community Building (7 May 2014)

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PAGE**

COMMUNITY VALUES

At the heart of the **<NAME THAT PLAN>** are 16 core value statements that were identified through a public participation process that started in 2014. These values are intended to guide decisions related to the physical growth of the community.

RESIDENTS OF DOUGLAS COUNTY AND THE CITY OF LAWRENCE VALUE:



COMMUNITY PLANNING

We value community planning that establishes the expectations for how the county and city will jointly grow and recognize that the established land use patterns are but one feasible outcome of the plan. The plan is flexible enough to accommodate changing conditions over time and other feasible development patterns.

Planning in this community follows an established process that involves input from all stakeholders.

(Alt 1) Development projects that meet the plan will be presumed approvable. Development projects that do not meet the plan will require a request to change to the comprehensive plan in order to review their impacts from a long-range perspective.

(Alt 2) Development projects that meet the plan will be presumed approvable. Development projects that do not meet the plan will be evaluated for their impacts on the community and compliance with the plan, but will not necessarily require a request to change the comprehensive plan.



COMMUNITY PARTICIPATION

We value community participation in all aspects of community planning in order to create a community where citizens' voices matter. Interactions among city/county leaders, city/county employees and the public are respectful, unbiased, and without prejudice.



SECTOR PLANNING

We value planning within the context of the region's various areas and will strive to complete planning efforts at the sector plan or high levels.

ECONOMIC VITALITY

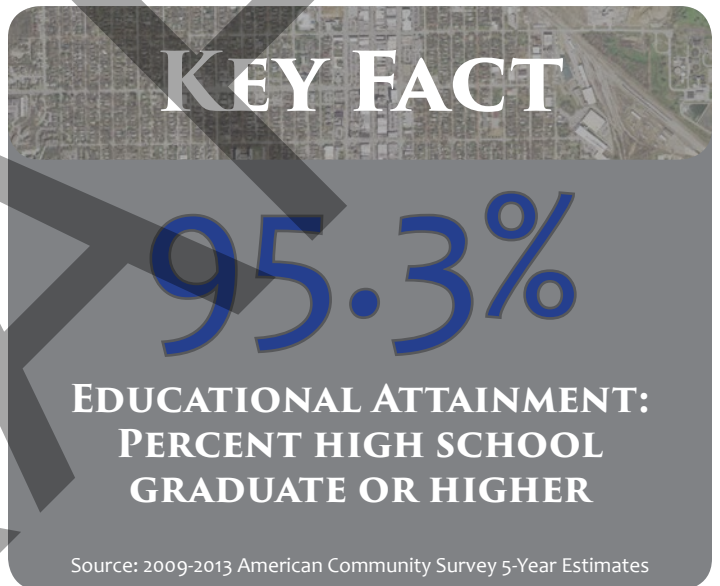
We value an economy that is healthy, adaptable and sustainable. Furthering the growth of employment opportunities and constructing a strong commercial base is key to helping provide and support the residents of our community retaining existing employers and attracting new employers to our community should be emphasized to ensure a strong and diverse tax base.

(Option 1) Managing the timing, location, and amount of office/commercial/retail development to ensure a healthy commercial market is a priority.



RESPONSIBLE GROWTH

We value responsible growth that manages where and how growth occurs in order to contribute to a sustainable community. Responsible growth supports the preservation of environmental and natural resources, the conservation of land and the management of costs associated with development. Establishment of growth policies for the City of Lawrence is important in providing for controlled, well planned growth that utilizes existing investments for the future growth of our community.



OUR AGRICULTURAL HERITAGE

We value our agricultural heritage and wish to preserve and promote agricultural land uses. In-fill development within city boundaries should be encouraged in order to conserve our agricultural heritage. Locally sourced food systems should continue to be enhanced and developed as part of our region's economy and tradition.





KEY FACT

LAWRENCE POPULATION
87,643

DOUGLAS CO. POPULATION
110,826

PLACEHOLDER
12,345

PLACEHOLDER
123,456

Source: 2010 Census

LIVABLE NEIGHBORHOODS

We value creating and maintaining quality neighborhoods where residents of all ages can live, work, learn, and play. As the demographics of our community change, neighborhoods should be developed in a way that accommodates aging in place.

ARTS, CULTURE, & HISTORIC RESOURCES

We value arts, culture and historic resources in our community in order to preserve our historic and cultural identity, and celebrate our artistic, cultural and historic assets. Development projects that help to identify our community as a destination, stimulate growth of creative businesses and preserve historic resources will strengthen the community.

TRANSPORTATION FOR ALL USERS

We value multi-modal transportation (complete streets) for all users and all abilities in order to provide safe and efficient transportation options. Implementation of complete streets principles will result in options for pedestrians, bicyclists, transit riders, automobiles and shipments of goods and services.

QUALITY HOUSING FOR ALL INCOMES

We value quality housing for all income levels and acknowledge an increase in affordable housing is a need in our community. Quality housing for all incomes should be integrated in an equitable fashion throughout the city.

(Alt 1) Policies should be established that require that housing projects of a certain size include a percentage of affordable housing. As an alternative to building new required affordable housing units, a payment into an affordable housing trust fund is acceptable.

(Alt 2) Policies should be established to incentivize a greater number of affordable housing units in new developments through methods such as density bonuses, housing grants, height bonuses, mixed-use opportunities, etc. As an alternative to building new required affordable housing units, a payment into an affordable housing trust fund is acceptable.

BEING A COMMUNITY FOR ALL AGES

We value nurturing and creating a community that provides for the needs and wishes of the youngest resident to the oldest resident. Our community should continue to be a place that is attractive and inviting to all ages.

DOWNTOWN LAWRENCE AS A DESTINATION

We value having a stable and vital Downtown Lawrence that provides a destination for residents and visitors, fosters a sense of place by respecting its history, contributes to a vital economy and provides increased opportunities for people to live, work, and play.

HEALTHY LIFESTYLE

We value development that contributes to a healthy lifestyle by incorporating multi-modal transportation networks, creating a system of interconnecting green spaces, reducing air and water pollution, and providing recreation spaces that help enhance the health and well-being of the community members.

COMMUNITY FACILITIES

We value creating and maintaining civic spaces and services that are a benefit to all in our community. We strive to create efficient, environmentally sensitive, and economically advantageous facilities to support the community population and economy, and strategic investment in infrastructure to serve predictable land use decisions.

PARKS, RECREATION, & OPEN SPACE

We value providing parks and open spaces for the benefit of the community, and also the conservation of our area's natural environment. Continuing to ensure that sensitive lands are protected, and that recreation trails and spaces are equitably distributed for all residents strengthens our community's livability and character.



KEY FACT

95.3%

**EDUCATIONAL ATTAINMENT:
PERCENT HIGH SCHOOL
GRADUATE OR HIGHER**

Source: 2009-2013 American Community Survey 5-Year Estimates





KEY FACT

LAWRENCE POPULATION

87,643

DOUGLAS CO. POPULATION

110,826

PLACEHOLDER

12,345

PLACEHOLDER

123,456

Source: 2010 Census

ENVIRONMENT & NATURAL RESOURCES

We value the environment and natural resources in our community. Protecting and enhancing our natural resources fosters a healthy environment that contributes to a growing economy and a livable community.

(ALT 1) Maintaining environmental protection standards for residential developments and encouraging protection for non-residential land uses is a priority.

(ALT 2) Establishing environmental protection standards for all land uses is a priority.



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Recommendations Values &

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