



**City of Lawrence
Douglas County**
PLANNING & DEVELOPMENT SERVICES



Horizon 2020 Steering Committee
City Commission Room
4:00 – 6:00pm
July 16, 2018

AGENDA

- 1) Approve the April 30, 2018 Meeting Notes**
- 2) Receive correspondence from Commissioner Willey regarding agriculture and rural communities**
- 3) Receive correspondence from the Lawrence Board of Realtors**
- 4) Discussion on Updates to Draft Plan**
- 5) Consider submitting Revised Draft Plan to the Lawrence-Douglas County Metropolitan Planning Commission and the Governing Bodies**

List of Relevant Items

- [Revised July 2018 Draft Plan](#) (clean version)
- [Revised July 2018 Draft Plan](#) (redline version)

**Horizon 2020 Steering Committee
April 16, 2018
Meeting Notes**

Members Present: Comm. Thellman, Vice Mayor Larsen, Bill Ackerly, Scott Zaremba, John Gascon, Karen Willey, G.R. Gordon-Ross, Patrick Kelly, Charlie Bryan (ex officio)

Members Absent: Lisa Harris

Staff Present: Scott McCullough, Jeff Crick, Amy Miller

Others Present: Several members of the public were present.

The meeting notes from the April 16, 2018 meeting was discussed. Motioned by Larsen, seconded by Gordon-Ross to approve the April 16, 2018 notes. Motion passed 7-0.

McCullough introduced the next item which was to review the Growth & Development Chapter neighborhoods discussion. Staff gave a presentation regarding the chapter and the methodology behind the growth tiers. The Committee discussed this section and provided staff with feedback.

(Patrick Kelly arrived after the above item.)

McCullough introduced the next item which was to discuss title page alternatives. The Committee suggested that pictures should be varied in size, the picture in the lower left corner should be changed and directed staff to use a title page with many pictures.

The Committee adjourned the meeting at 5:51pm.

Chapter 1 Introduction

Our Community Vision

I would echo Mary's public comment about adding a vision statement for the unincorporated areas. "Douglas County's rural countryside has thriving farms, rural neighborhoods and villages, protected open space, and historic sites. Agriculture, the principal land use in rural Douglas County, is a major contributor to the county's economy, providing both local foods and commodities for world-wide use. Our citizens value preserving the agricultural lands to insure continued agricultural production as well as maintaining the rural character of the county."

Play

Add something about our rural recreation areas: Clinton Lake, Lone Star Lake, Douglas County Fishing Lake, Kansas River, future rural bike trails, etc.
Add agrotourism opportunities like the local wineries, u-pick operation, and farm tours.

Chapter 2 Growth and Development

A. Growth Management

Vision: Strike "...accommodating demand for other use." Or add, "...other *compatible* uses".

Last sentence: "Our vision is to manage growth within rural Douglas County by encouraging agricultural uses while protecting environmental resources."

1.3 "Identify and adopt appropriate land divisions and development patterns that support rural character."

1.5 "...within Tiers 2 and 3."

1.6 "Maintain working lands and prime soils for future generations."

1.7 "Reclassify rural zoning to align with current land use." (May be an action item; this is underway.)

B. Residential

"Ensure a variety of appropriate housing options in the rural areas to strengthen rural communities and agriculture."

1.0 "Minimize non-agricultural residential development outside the UGA."

1.1 Strike "Maintain existing," and add, "Revise and develop new..."

2.0 "Require residential development in Tier 3 to cluster, maximizing open space and planning for future incorporation into the city beyond the plan's time horizon."

4.3 Need higher and better tools to protect sensitive lands. Maybe add sector plans, or other tools.

Chapter 3 Neighborhoods and Housing

Can we re-label this chapter *Urban* Neighborhoods and Housing or *Lawrence* Neighborhoods and Housing? That would leave rural housing in chapter 2.

Chapter 7 Community Resources

1.2 "Adopt an agricultural preservation plan to preserve working lands."

Discussion of this is already underway.



Lawrence Board of REALTORS®

3838 W. SIXTH ST., LAWRENCE, KANSAS 66049 / (785) 842-1843
www.LawrenceRealtor.com

Horizon 2020 Steering Committee,

While the open period for public comment has expired, the Lawrence Board of Realtors® feels it important to reach out one last time before you conclude your work on Plan 2040 on July 16. As LBOR has previously commented through written submission, we have considerable concern regarding the policy contained in Chapter 2 which mandates a "community benefit" as a precondition of annexation and receipt of city services. This policy will stifle necessary growth and development in our community and further exacerbate the current gap in low to moderate income housing availability in Lawrence.

The recent Housing Market Study, the results of which have been partially released and presented to the Affordable Housing Advisory Board and the City Commission, largely bears this out. As noted in the June 4, 2018 presentation by BBC Research & Consulting, "affordable, accessible housing is extremely difficult to find" (emphasis in original) and "renters who want to buy are younger workers without families, needing homes priced between \$100,000 and \$250,000." Indeed, the study shows that the inventory in highest demand in Lawrence is homes between \$110,000 and \$201,000 but that "2018 has lower inventory and homes spend far fewer days on the market before being sold." This is consistent with a national trend of gaps in low to moderate housing availability as set forth in the recently released Harvard Housing Study¹.

Mandating a community benefit for annexation is a bad policy for Lawrence for many reasons, including

- (1) it will discourage growth and development in areas surrounding our current City limits or
- (2) it will foster development only of bigger, higher income housing to offset additional costs of the community benefit.

Lawrence housing costs are already higher than surrounding communities and has a sufficient inventory of higher income properties for the need. Conversely, there is an entire generation of renters who would like to buy a home but there is insufficient inventory in the \$100,000 to \$250,000 price point. Addressing that problem would allow for a number of rentals to open up to lower income individuals who need housing.

Accordingly, it is the position of LBOR that rather than adopting a mandate which will further exacerbate the already high cost of housing and insufficient inventory of low to moderate income housing in Lawrence, this Committee should direct the City to follow the guidance of the Housing Study and "focus on facilitating new affordable development, incentivizing and partnering with the private sector."

I am enclosing LBOR's White Paper on this issue. Please feel free to contact any of us with questions or for further discussion on this important policy decision.

Sincerely,

Rob Hulse
Executive Vice-President

John Esau
Governmental Affairs Chair

Danielle Davey
Governmental Affairs Director

¹ The State of the Nation's Housing 2018, Joint Center for Housing Studies of Harvard University,
<http://www.jchs.harvard.edu/livestream-son-2018>

HOUSING AFFORDABILITY IN PLAN 2040



L A W R E N C E
Board of REALTORS®

Lawrence Board of REALTORS® - 3838 W 6th Street, Lawrence KS 66049 - 785-842-1843

WHAT IS AFFORDABLE HOUSING?

Often, when we think of “Affordable Housing” we think of low or moderate-income housing initiatives which receive support in the form of grants or government subsidies from a variety of housing programs. These are the homes that we often see built by Tenants-to-Homeowners or Habitat for Humanity.

However, the Federal Government defines “Affordable Housing” much more broadly – as housing for which the occupants are paying no more than 30% of their income for gross housing costs, including utilities. Families who pay more than 30% of their income for housing are considered cost burdened and may have difficulty affording other necessities such as food, clothing, transportation or medical care.



This broader definition takes into consideration that there is more to housing affordability than just a manageable purchase price. Homeowners and renters alike have ongoing monthly expenses such as utilities, maintenance and insurance. Homeowners have the additional expense of property taxes.

THE CURRENT PROPOSAL

For several years, the Horizon 2020 Steering Committee has been working on Plan 2040, a comprehensive plan for unincorporated Douglas County and the City of Lawrence. Chapter 2 of Plan 2040 includes a policy proposal that requires new developments outside current city limits to provide a community benefit as a condition of annexation into the City to receive city water, sewer and sanitation service. The policy defines the required community benefit as

- Creation of permanently affordable housing or provision of a land donation to the Housing Trust Fund
- Provision of land, amenities and/or facilities for a public purpose such as parks, public safety, facilities, education facilities, cultural and arts amenities, utility enhancements, etc. above that required to serve the development
- Preservation of significant amounts of environmentally sensitive lands above that minimally required by code
- Creation of primary employment opportunities

A requirement of developers of new single-family or multi-family neighborhoods to set aside a certain percentage (generally between 10% and 30%) of any newly constructed housing units at below market sales prices or rents, for households with a household income below a certain threshold, is called “inclusionary zoning.”

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WHAT'S WRONG WITH THAT?

The Lawrence Board of REALTORS® has several concerns with this proposed policy and the effect that it will have on housing affordability and development in Lawrence. We have tried through written submissions to the Steering Committee and in-person communications with some of the committee members to express these concerns. We are concerned that these policies are being established without full consideration of the consequences to the real estate market, development trends, and overall housing availability and affordability in Lawrence. These are the reasons we think this is a bad policy:

Mandating Affordable Housing in Private Development is Price Fixing in Violation of Law

As a basic premise, private property ownership and land use are fundamental rights enshrined in the United State Constitution and the Kansas Constitution.

More specifically, this policy is a violation of K.S.A. § 12-16,120. That statute (1) prohibits governmental entities from controlling the amount of rent charged or the purchase price agreed upon between parties for the lease or purchase of privately owned property and (2) prohibits governmental entities from forcing upon a property owner any requirements which would control the rent charged or purchase price of privately owned property as a condition for consideration or approval of building permits or plats or zoning requests.

This statute is intended to preserve private property rights and protect from government intrusion. Requiring private development of rent-controlled or below market priced housing as a condition of receiving city services is akin to requiring price controls for a building permit. The practical effect is the City extorting low income housing from developers in order for them to develop market properties. This is exactly what the Kansas legislature intended to avoid.

This policy would have the effect of permanently impairing the value of privately owned property regardless of market conditions. This also artificially caps your property tax base.

Mandating Affordable Housing as Part of Private Development is Bad Policy

- (1) Adding requirements on new development results in passing additional costs on to market buyers or renters, effectively creating LESS overall housing affordability.

A study conducted by economists at New York University found that inclusionary zoning requirements in Boston and San Francisco “constrain new development, particularly during periods of regional price appreciation.” Moreover, the study found “there is also strong evidence

that implementation of region-wide inclusionary zoning put upward pressure on single-family home prices in the Boston-area suburbs between 1987 and 2008.” *“Silver Bullet or Trojan Horse: The Effects of Inclusionary Zoning on Local Housing Markets in the United States,”* Schuetz, Meitzer and Been, Furman Center, New York University, June 2010.

CASE STUDY: Madison, Wisconsin

In February 2004, the City of Madison, Wisconsin enacted an ordinance requiring new developments with ten or more rental dwelling units to provide no less than 15% of its total number of dwelling units as “inclusionary dwelling units.” For the purpose of that ordinance an “inclusionary dwelling unit” was defined as a “dwelling unit for rent to a family with a median income at or below sixty percent (60%) of the Area Median Income (AMI) and capped the monthly rent and utilities for those units at no more than thirty percent (30%) of the monthly income for the applicable AMI.

Prior to the enactment of the inclusionary zoning requirements, from 2001 to 2003, developers in Madison had constructed 3,257 housing units of varying types. Following the enactment of the ordinance, from 2004 to 2006, developers constructed only 1,954 housing units. As a result, there was a 40% reduction in the number of housing units constructed in Madison following the enactment of the inclusionary zoning requirements.

In 2006, the City of Madison issued only 143 permits for market-rate apartment units, compared to the 660 market-rate apartment unit permits issued in 2003 (a 78% reduction). According to one study on the Madison inclusionary zoning requirements, the drastic downturn in new housing construction caused vacancy rates to decline in existing rental units and led to an increase in net rents, thereby achieving the opposite effect of what the city had intended in enacting the requirements. “How Inclusionary Zoning Backfired on Madison,” Terrence Wall, Madison Isthmus Weekly, March 15, 2007.

Following this downturn in development and a 2006 Wisconsin Court of Appeals decision that the ordinance violated the state’s rent control prohibition, the City of Madison abandoned the inclusionary zoning program when it came up for renewal in 2009.

Similarly, a study by economists at San Jose State University found that these kind of inclusionary zoning programs in California led to a 20 percent increase of market rate housing and a seven percent decrease in the number of market rate housing units constructed between 1990 and 2000. Although the introduction of inclusionary zoning does lead to an increase in the construction of below market rate housing units, at the same time it leads to a decrease in the number of market rate housing constructed and an increase in the cost of market rate units. “Unintended or Intended Consequences? The Effect of Below-Market Housing Mandates on Housing Markets in California,” Means and Stringham, Journal of Public Finance and Public Choice, Vol. XXX 1-3/2012.

2) Neighboring Communities Are More Development Friendly

Neighboring communities like Topeka and Kansas City DO NOT have similar mandates for housing development. As a result, this kind of government strong arming can disincentivize development in our community and send that development – and the jobs and tax collection that come with them – to other communities.

Housing costs in Lawrence are already higher than in neighboring communities due to years of government mandates in excess of industry standards. Cost of land, material, and labor costs, along with increased costs of utility hookups and compliance with local building codes have all contributed to an ever-escalating cost of the dollar per square foot of new construction and remodeling. Newer and updated Energy Efficiency Codes, Fire Codes, Plumbing & Electrical Codes, Wind Load Requirements, etc. have all added to the cost of building in Lawrence. Required sidewalks, round-a-bouts, traffic calming and speed bump devices add to infrastructure cost and must be maintained once built.

CASE STUDY: Home values in Lawrence v Topeka v Kansas City, Kan.

Lawrence	Topeka	Edwardsville, KS
3 bdrm	3 bdrm	3 bdrm
2.5 bath	3 bath	2 bath
2 car garage	2 car garage	2 car garage
1,873 sq ft	1,965 sq ft	1,893 sq ft
(built 2003)	(built 2013)	(built 2006)
\$214,950	\$179,950	\$184,500

*Taken from listings on Realtor.com as of April 10, 2018

(3) Mandating affordable housing as part of private residential development encourages the development of more expensive market rate housing than the community needs to offset development expenses. Saddled with rising construction costs and with caps on rent or sales price of some units, some developers may opt to offset their loss by focusing on “higher-end” market rate houses with a higher profit margin even if those properties may not be meet the community need or demand. This further depletes an already insufficient inventory of modestly priced homes.

[Affordable Housing Advisory] Board member Thomas Howe, who represents the Lawrence Board of REALTORS®, said there is less than a month’s worth of inventory of houses under \$200,000, and that those houses are selling quickly and for more than their asking price.

“Buyers at that lower price point are frustrated by their inability to find properties that work for their budget and that they can actually buy,” Howe said.

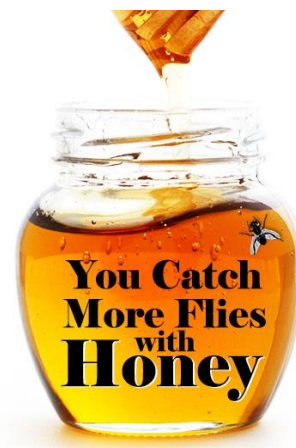
“Responses from housing survey indicate starter homes in short supply in Lawrence” Rochelle Valverde, Lawrence Journal-World, April 9, 2018

Development Friendly Incentives are the Better Approach

Rather than mandate development of affordable housing units without regard to who ends up shouldering the cost of the mandate, the City should incentivize the outcomes it hopes to achieve to encourage more development.

Possible incentives available are:

- Density bonuses to encourage development of current vacant infill
- Zoning variances
- Fee Waivers
- Expedited permitting and inspection processes
- Public subsidy/TIF/CID



This Policy is Premature!

The Lawrence City Commission wisely undertook a Housing Study to determine factually based information as it relates to housing inventory and affordability. It would be premature to make any decisions until the information from that study is complete, analyzed and made public so that the findings can be taken into consideration.

Please do not put the cart before the horse!



Preliminary survey data presented to the Affordable Housing Advisory Board already shows that **72%** of responding employers reported that their employees have a difficult or very difficult time finding affordable housing to buy and 1 in 5 employers have had trouble recruiting employees due to housing conditions in Lawrence. We need to see the full results of the study to analyze current issues, and consider future issues along with the needs and desires of the public when it comes to housing, and all of the available options.

Census data alone does not justify the urgent need for greater density, and the need for greater density must also be balanced by the realities of what the public actually wants. More data is needed, both quantifiable and anecdotal, and a broader discussion with the public and stakeholders is necessary. What has been developed to date has largely left out those who know the most about what homeowners want ... real estate professionals and builders.



LBOR'S COMMITMENT TO AFFORDABLE HOUSING

Commitment to Affordable housing is enshrined in the Preamble to the REALTOR® Code of Ethics:

“Under all is the land. Upon its wise utilization and widely allocated ownership depend the survival and growth of free institutions and of our civilization. REALTOR® should recognize that the interests of the nation and its citizens require the highest and best use of the land and the widest distribution of land ownership. They require the creation of adequate housing, the building of functioning cities, the development of productive industries and farms, and the preservation of a healthful environment.”

LBOR is committed to housing affordability at all levels.

As REALTORS® we live, work and play right here in Lawrence. We are your neighbors. Our children and grandchildren attend Lawrence schools. We are friends and colleagues with the vast network of Lawrencians who make a living in real estate – from construction workers and skilled tradesmen to appraisers and mortgage lenders. We are personally and professionally vested in the success of Lawrence.



We believe that housing affordability and accessibility is just as important for those who are trying to buy their first home, as it is for a retiree who is on a fixed monthly income.

Lawrence Board of REALTORS® is committed to local agencies advocating for and providing affordable housing in Lawrence. In 2017 alone, the LBOR provided time and financial assistance to support Family Promise, Salvation Army, Lawrence & Douglas County Housing Authority and others. We believe that these organizations are in the best position to leverage community support, along with city, county, state and national incentives and subsidies to develop affordable housing and to maintain affordable housing for future use.



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Memorandum

City of Lawrence/Douglas County

Planning and Development Services

TO: Comprehensive Plan Steering Committee

FROM: Jeff Crick, Planning Manager

CC: Scott McCullough, Director
Amy Miller, Assistant Director

Date: 2 July 2018

RE: Major Revisions to *Plan 2040* July 2018 Draft

A majority of the edits between the February 2018 and July 2018 drafts of *Plan 2040* are minor corrections helping improve formatting, grammar, and syntax to ensure consistency throughout the document.

In addition to these minor changes, some significant revisions were included based on direction and guidance from the Steering Committee's spring 2018 meeting discussions. Others were incorporated by Staff to provide clarity and/or data in support of the plan's goals and action items. The major revisions include:

1. Redesigned cover
2. Revision to the Residential Density Table (p.17)
 - Created the "Very High" residential density category
 - Revised Dwelling Units per Acre table to include "Very High" residential density category
3. Revision to the Zoning District – Density Linkage Table (p.17)
 - Table revised to account for changes to account for "Very High" residential density category
4. Gateway Definition (p.24)
 - Refined for greater clarity and intent
5. Added Policy 2.2 to Historic Resources (p.65)
 - Clarify and strengthen language to support community values for historic preservation and new housing options
6. Population per Square Mile chart added to appendix (p.84)
7. Median Residential Market Value to Personal Income per Capita Ratio chart and explanation added to appendix (p.87)



Photo by A. Shafer Photography



Photo by A. Shafer Photography



PLAN 2040

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

DRAFT

PLAN 2040

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

<DATE APPROVED>

Draft | Final | Amended



Adopted by:

Lawrence / Douglas County Metropolitan Planning Commission

<DATE>

Douglas County Board of County Commissioners

<DATE>

Lawrence City Commission

<DATE>

Joint Ordinance 0000 / Resolution 00-0

Prepared by the Lawrence / Douglas County Planning Office

DRAFT

Acknowledgments

Steering Committee

Nancy Thellman, Co-Chair (County Commission)
Lisa Larsen, Co-Chair (City Commission)
Bill Ackerly (City: At-Large)
Charlie Bryan (Lawrence-Douglas County
Health Department: Ex Officio)
G.R. Gordon-Ross (U.S.D. 497 Representative)
John Gascon (Neighborhoods: City)
Karen Willey (Planning Commission: County)
Lisa Harris (County: At-Large)
Patrick Kelly (Planning Commission: City)
Scott Zarembo (County: Business Community)

Previous Members

Mike Amyx, Co-Chair (City Commission)
Clay Britton (Planning Commission: County)
Stan Rasmussen (Planning Commission: City)
Dr. Rick Doll (U.S.D. 497 Representative)
Marcel Harmon (U.S.D. 497 Representative)
Kyra Martinez (Joint Real Estate/Development)



Douglas County Board of County Commissioners

Mike Gaughan
Nancy Thellman
Michelle Derusseau



Lawrence City Commission

Jennifer Ananda
Leslie Soden
Stuart Boley
Matthew Herbert
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Lawrence / Douglas County Metropolitan Planning Commission

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Eric Struckhoff (County)
Rob Sands (City)
Jim Weaver (County)
Julia Butler (City)
Karen Willey (County)
Patrick Kelly (City)
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City of Lawrence Douglas County

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Becky Pepper
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Maps

Growth & Development

Future Land Use

Commercial

Industrial

Natural Resources

Parks & Open Space



Photo by A. Shafer Photography

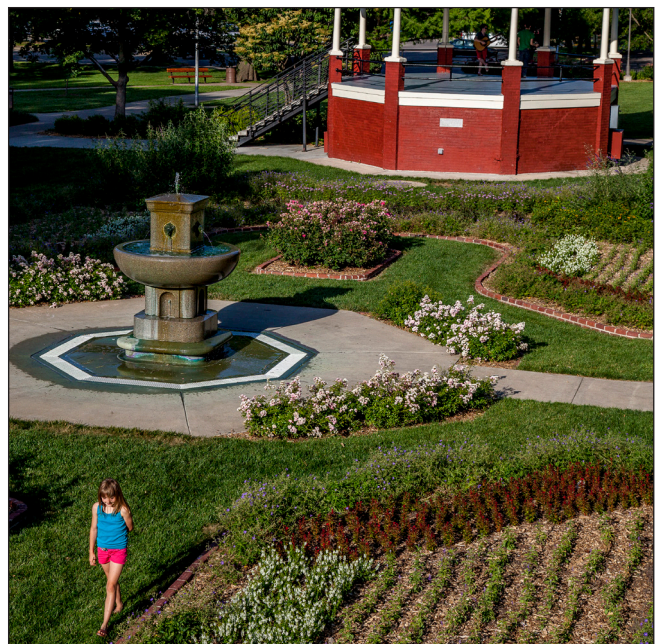


Photo by Harland J. Schuster

Amendments

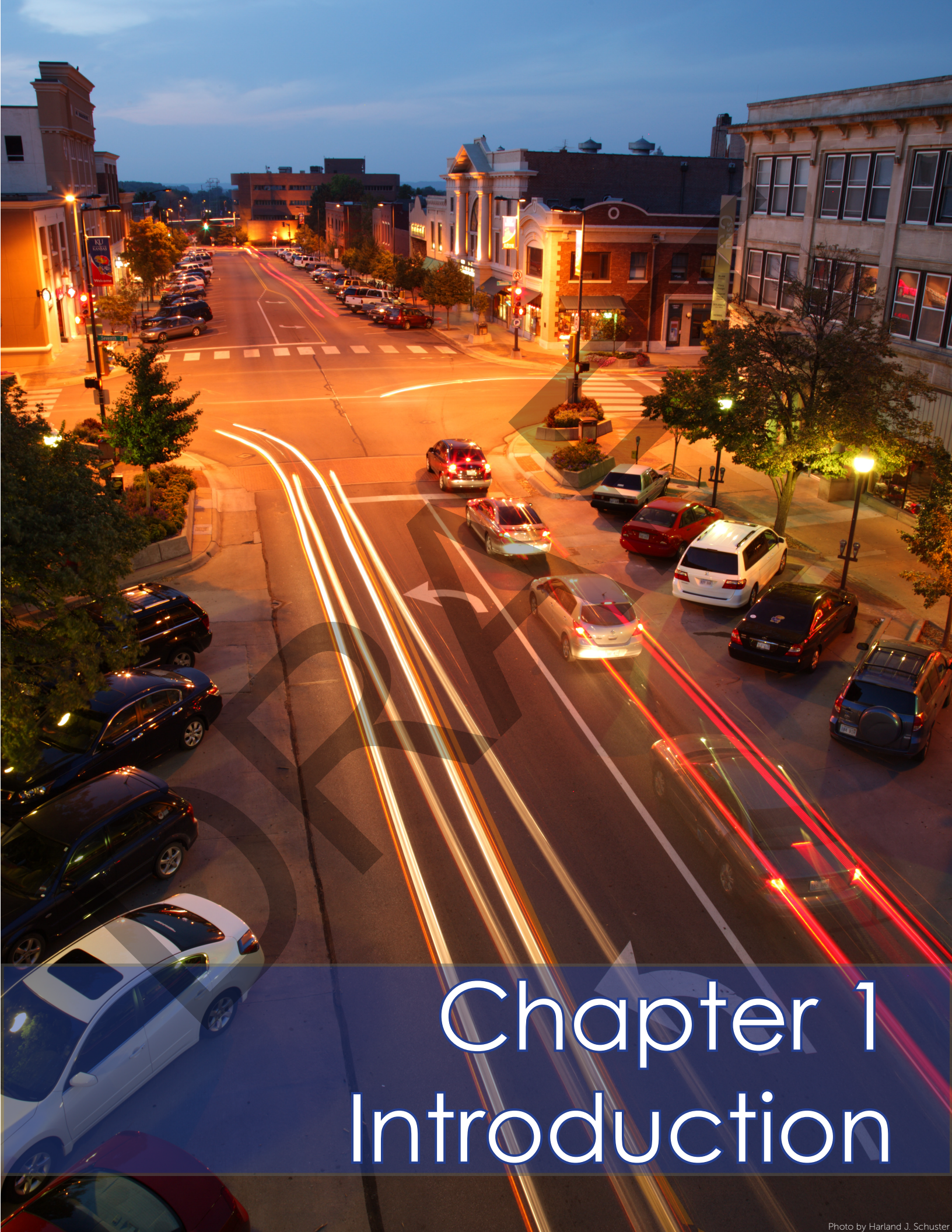
DRAFT

A Native American man, identified as Black Elk, is captured in a dynamic pose while performing a hula hoop dance. He is wearing traditional regalia, including a yellow vest with eagle feathers, a white headband with a feather, and a large, fringed yellow skirt. He is holding a white hula hoop with both hands, and his right leg is raised, with the hoop around it. He is wearing tan moccasins with colorful fringes. In the background, a crowd of people is seated on bleachers, watching the performance. The scene is outdoors on a grassy field under a clear sky.

*"...so long as the hoop was
unbroken —
the people flourished."*

- Black Elk, Oglala Sioux Holy Man

DRAFT



Chapter 1

Introduction

About Douglas County



Established: 1855
Population (2017) 120,793
Land Area 475 Square Miles

About Lawrence



Established: 1854
Population (2017) 99,496
Land Area 34 Square Miles

1. Introduction

The Comprehensive Plan provides a vision and expresses a community's desires about the future. It provides the foundation and framework for making future physical development and policy decisions. It is used as a policy guide that identifies the community's goals for directing future land use decisions. The Plan also is used by property owners to identify where and how development should occur; by residents to understand what the city and county anticipates for future land uses within the community; and by the city, county and other public agencies to plan for future improvements to serve the growing population of the community.

Specifically, the **City of Lawrence** and **Douglas County** use this plan to evaluate and coordinate development proposals; as the foundation for [specific land use plans](#); project future service and facility needs; guide the establishment of regulations, and implement the community's desired future. The Comprehensive Plan is often employed as a tool to guide and assist the community's decision makers when evaluating development proposals. The comprehensive plan allows for a look at the entire community, and the effects of land use decisions on the community, to determine whether individual proposals are consistent with the overall community goals and vision.

Purpose of the Plan

PLAN 2040 is a comprehensive guide that empowers our citizens to make our community vision a reality. It sets the foundation for the type of welcoming and sustainable community we truly want to be. PLAN 2040 reflects resiliency in an ever-changing world (changes that are short term and multi-generational in nature), and recommends goals to promote a high quality of life in both urban and rural settings. It establishes policies that guide our future growth while carefully managing our natural resources, improving public health and safety, and bolstering our economic vitality. This plan is a product of substantial community input. It is intentionally flexible through the public amendment process to accommodate future development ideas and innovations that would help achieve the community vision. PLAN 2040 directs growth in a manner that preserves and enhances the heritage and spirit of our community and creates unique places to **live, work, learn and play**.

Our Community Vision

The City of Lawrence and rural Douglas County are among the most desirable places in the United States to call home. A well-educated community with a unique free state spirit, we are diverse, publicly engaged, and boldly innovative. We are prosperous, with full employment and a broad tax base.

Our development is human-scale and our vibrant and liveable neighborhoods allow people to age in place. We have ample choices for safe, efficient transportation including bicycling, walking and transit. The City’s lively and historic downtown attracts residents and visitors for commerce and cultural arts. Our citizens value preserving and enhancing the natural environment for our enjoyment and for future generations. The proximity of rural and agricultural land to the city provides beauty and respite, and we enjoy the economic and health benefits of a robust local food system.

We make Lawrence and rural Douglas County a place where creativity thrives, sustainability is a way of life, and community pride is contagious.



Our Community

Population (2017)	120,793
Median Family Income	\$68,500
Median Age	29.1
College Educated (Bachelors +)	49.7%

Source: U.S. Census



Online Maps

- [Douglas County](#)
- [City of Lawrence](#)



Photo by Harland J. Schuster



Photo by A. Shafer Photography

Our Vision Will Create and Maintain:



Live

- Places and neighborhoods that encourage healthy living for all ages.
- Neighborhoods that are compact, walkable, diverse and connected, providing for all ages and incomes.
- A convenient and efficient multi-modal transportation system that provides for choice, flexibility, and reduces automobile reliance.
- Growth in a fiscally and environmentally responsible manner with the goal of using existing infrastructure and in-fill opportunities before opening new areas for development.
- Preservation and celebration of our rich history, along with new places with unique character.



Work

- Investment in a growing population with diverse economic opportunities, including local businesses, new primary employers, and thriving creative arts and entrepreneurial communities.
- A robust agricultural sector valued for its economic, health and cultural contribution, including the emerging local and regional food system.
- Integrated communications networking technology that supports local business, education and entrepreneurship, providing the opportunity to compete globally.



Learn

- World-class universities that are integrated into the cultural fabric of the local community.
- Strong network of public and private schools that strive for excellence in education and attract new residents to the community.
- Dedication and access to high-quality lifelong learning.
- Investment in alternative vocational and training opportunities, such as The Dwayne Peaslee Technical Training Center and the Lawrence College and Career Center.



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Play

- A thriving mix of activity centers, schools, and parks/trails within walking and biking distance of residential uses.
- Conservation, preservation, and measured use of our finite natural resources and open space.
- A historic downtown with diverse uses that is the cultural and commercial heart of the region.
- Creative arts and cultural heritage as integral components of community identity.





Douglas County Zoning Code

The comprehensive plan is implemented within unincorporated Douglas County through the [County Zoning Code](#).



Lawrence Land Development Code

The comprehensive plan is implemented within the City of Lawrence through the [Land Development Code](#).



Lawrence SmartCode

The comprehensive plan is also implemented within the City of Lawrence through the [Lawrence SmartCode](#).



Joint Subdivision Regulations

The comprehensive plan is implemented within Lawrence and unincorporated Douglas County through the joint [Subdivision Regulations](#).

Use

This plan is a binding document outlining the community's aspirations and expectations for our future growth and development. In this role, the plan serves in several key capacities:

1. Provide guidance for elected and appointed officials to evaluate needs and make long-range decisions about the community's future.
2. Inform residents, owners, developers, and others about our community's priorities, future intentions, and implementation of these priorities.
3. Promote continued coordination and collaboration with neighboring municipalities and other agencies that have significant roles in Douglas County.
4. Outline expectations and principles that the community values and strives to uphold for future generations.

Authority

The comprehensive plan is a binding land use document that outlines the general principles, goals, and policies the community of unincorporated Douglas County and the City of Lawrence value and expect within the community.

The comprehensive plan is implemented by the Land Development Code within the City of Lawrence, the Planning and Zoning Chapter of the Douglas County Code, and the Subdivision Regulations for Lawrence and the Unincorporated Areas of Douglas County, Kansas.

All development proposals must comply with the Comprehensive Plan. If a proposal does not comply with Comprehensive Plan requirements, then the applicant must pursue a plan amendment. In pursuing an amendment, the applicant must show that the proposal is reasonable within the context of the entire Comprehensive Plan.



Amendments

A comprehensive plan by nature must be flexible given the 20-year time frame that this plan is anticipated to cover. Rigid plans may not be able to accommodate and cope with the changes that occur over time. Amendments to this plan are expected to help ensure flexibility, allowing this plan to consider other variables that arise over time.

Strategic Plan



The Comprehensive Plan is not a static document, and the review process must be continuous. Amending the plan can result from many influences, but most frequently amendments are the result of emerging trends or changes in assumptions made at the time the Plan was adopted.

Proposing an amendment to the Comprehensive Plan can be brought forward at any time; however, but it should be considered in context to the whole of Douglas County and Lawrence, and the Lawrence/Douglas County Metropolitan Planning Commission should undertake a thorough review of any amendment at this scale. The following questions should be considered and evaluated as part of the amendment process.

Amendment Questions

1. *How does the proposed amendment address or result from changed circumstances or unforeseen conditions not understood or addressed at the time the plan was adopted?*
2. *How does the proposed amendment advance a clear public purpose?*
3. *How is the proposed amendment consistent with the long-range goals and policies of the plan?*
4. *How does the proposed amendment affect the adequacy of existing or planned facilities and services?*
5. *How does the proposed amendment result in reasonably compatible land use relationships?*
6. *How does the proposed amendment reflect the adjacent neighborhoods' desired outcome?*
7. *How will the proposed amendment advance the interests of the citizens of Lawrence and Douglas County as a whole?*



Who considers Amendments?

Amendments to the Comprehensive Plan are given a public hearing by the [Lawrence - Douglas Co. Planning Commission](#) and approved by the respective governing body(ies).



Where is the Amendment Application?

The Amendment Application can be found on the [Lawrence/Douglas Co. Planning Department website](#).



Capital Improvement Plan and the Comprehensive Plan

A Capital Improvement Plan (CIP) is a community planning and fiscal management tool used to coordinate the location, timing, and financing of capital improvements over a multi-year period; usually 4-6 years.

The Comprehensive Plan is much longer in scope. The State of Kansas requires communities to have a Comprehensive Plan to authorize subdivision regulations and guide public spending decisions on infrastructure and facility projects.

- [Douglas County CIP](#)
- [City of Lawrence CIP](#)

How is the Plan Formatted?



Throughout this Plan, each chapter will follow the general outline below, which contains a vision for each topic, goals to support the vision and actions items to carry out those goals.

VISION

Is a statement of the community's desired outcomes.



GOAL

An introductory paragraph contains some key highlights, and will contain a **bold general description** to highlight the keywords of the goal.

1. Goals are often broadly written and should be stated specifically enough to evaluate progress in achieving them.



ACTION ITEM

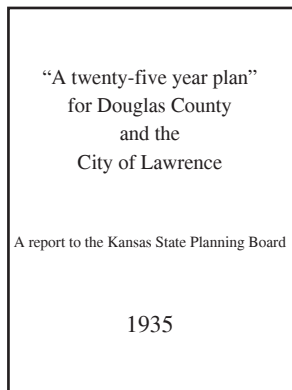
- 1.1 Are more specific statements providing measurable strategies. They also can be operational actions performed to meet the vision and goals.

A Brief History of Comprehensive Planning

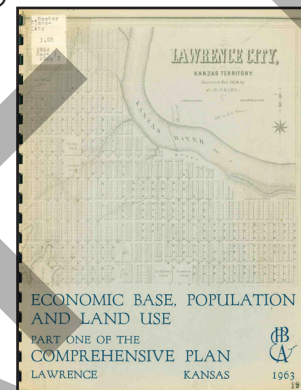
Both Lawrence and Douglas County have a long history with planning for the community's future. *Horizon 2020* was the first modern plan to combine planning for the urban Lawrence area and unincorporated Douglas County lands.

Below is the timeline of comprehensive plans for Douglas County & Lawrence.

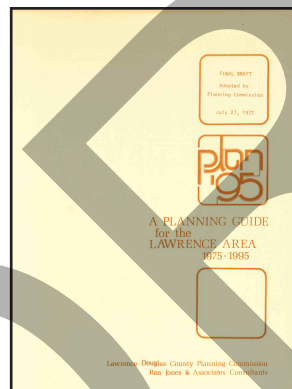
1935



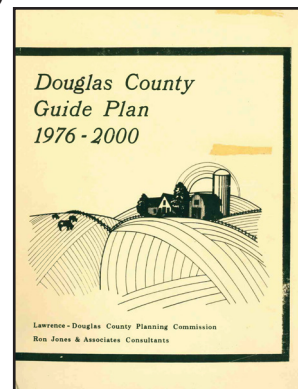
1963



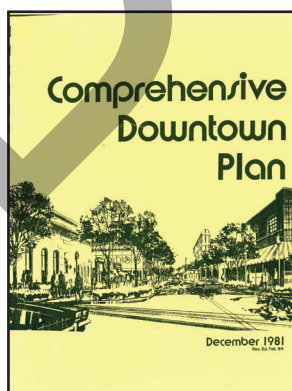
1977



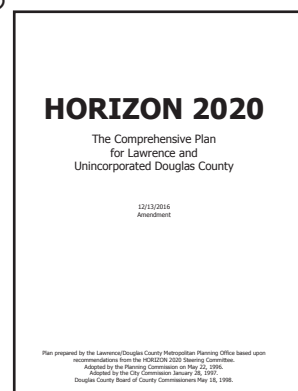
1980

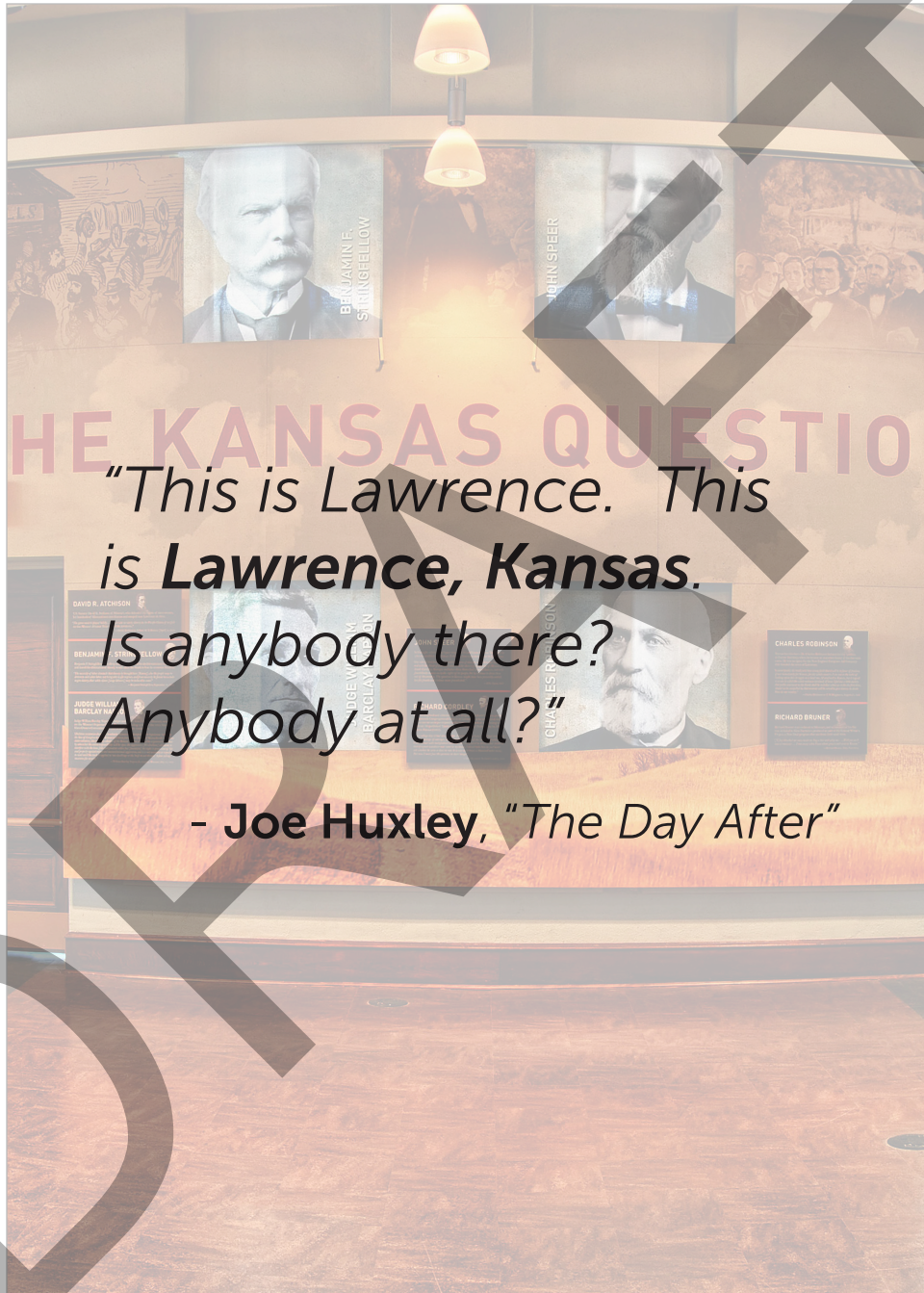


1984



1998

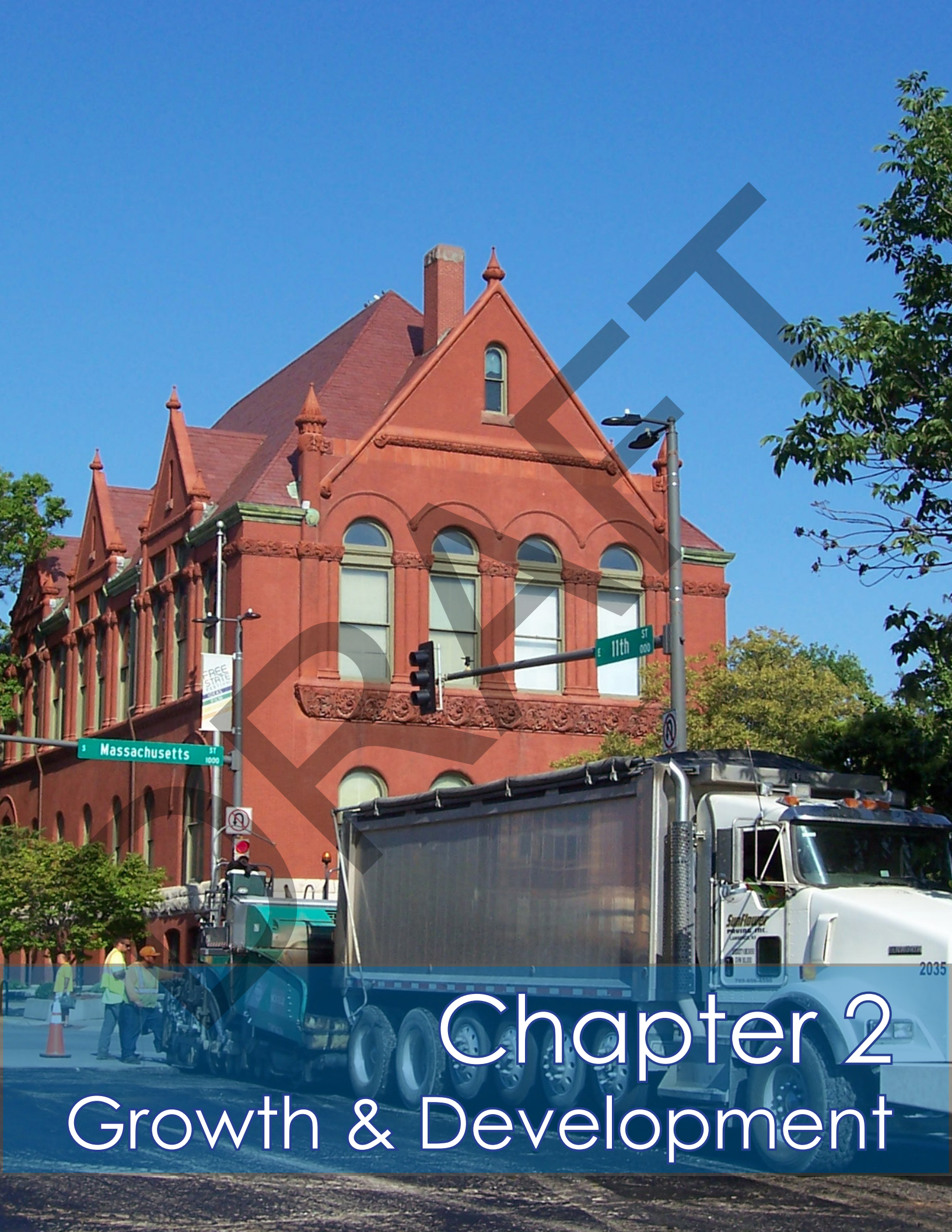




THE KANSAS QUESTION

*"This is Lawrence. This
is **Lawrence, Kansas.**
Is anybody there?
Anybody at all?"*

- Joe Huxley, "The Day After"



Chapter 2

Growth & Development



Lawrence and Douglas County Growth Tiers

This plan establishes two tiers of Lawrence growth areas based on the availability of infrastructure and utilities in order to develop in a sustainable, cost-effective manner, and one future growth area.

Tier 1 (Within Lawrence)

- Within Lawrence City Limits
- Readily serviceable with utilities (water, sewer, stormwater) with minor system enhancements
- Serviceable by fire with current infrastructure
- Develop to suburban and urban standards per adopted plans and policies

Tier 2 (Lawrence's Growth Area)

- Within the Urban Growth Area and requires annexation
- Readily serviceable with utilities with minor system enhancements necessary for development
- Serviceable by fire with current infrastructure
- Develop to suburban and urban standards per adopted plans and policies after considering infill opportunities

Tier 3 (Future Lawrence Growth Area)

- Develop to rural standards while planning for future urban growth at a point beyond this plan's time horizon
- Major utility system enhancements necessary for development (e.g. treatment plant, water tower)
- Requires investment in fire infrastructure and personnel

2. Growth & Development

A. Growth Management

VISION

Our vision is to manage growth within the city by capitalizing on in-fill opportunities and directing growth to new areas where infrastructure is planned to be cost-effective and sustainable, while maintaining existing residents' quality of life. Our vision is to manage growth within rural Douglas County by encouraging agricultural uses and accommodating the demand for other uses while protecting environmental resources.

GOALS

Retaining the rural character of Douglas County is vital for our community.

1. **Protect and preserve rural character through compatible design, conservation, and strong growth management principles.**

- 1.1 Conserve the visual distinction between urban and rural areas throughout Douglas County.
- 1.2 Seek conservation of identified natural resources that define Douglas County's rural character.
- 1.3 Maintain the existing rural character through appropriate land divisions and development patterns.
- 1.4 Minimize agricultural land conversion to other non-agricultural uses.
- 1.5 Cluster residential developments to preserve agricultural lands.

Defining the potential areas for growth is key to ensuring efficient and adequate development takes place. Identifying **3 tiers of development** for land in and surrounding Lawrence is based on planned availability of infrastructure and utilities to develop in a sustainable, cost-effective manner.

2. **Direct growth in alignment with planned infrastructure, prioritizing in-fill development before expanding through annexation, while ensuring community needs are met through benefits provided as Lawrence grows.**

- 2.1 Tier 1 is prioritized for development at any time.
- 2.2 Tier 2 land shall only be annexed if the need to accommodate demand is established, and if a community benefit is provided. Consider community land use inventories, market sector health, and residential valuation to income ratio, among other factors, when assessing need for annexation.
- 2.3 Tier 3 is not designated to be annexed within this plan's time horizon, unless the proposal is found to be the **only way** to address an identified community need and provide community benefit(s).

Proposed annexations shall be considered when they are in the best interest of Douglas County and Lawrence residents. While growth generally is considered to be good because it expands the tax base, accommodates an increasing population and involves more people in the political processes, it also can have financial implications for the community. The financial considerations of providing and maintaining infrastructure and services to a new area could place an additional burden on existing municipal residents if it is not fully accounted for by the development.

3. Annexation into Lawrence shall be economical and efficient for all parties.

- 3.1 Lawrence should annex 'unincorporated islands' which are completely surrounded by the city and where infrastructure can be extended.
- 3.2 The City shall require property owners to annex to receive city water, sanitary sewer, and/or sanitation service.
- 3.3 Require development contiguous to city limits to annex and develop to urban standards when city services are reasonably available.
- 3.4 Require rural development not annexed in Tiers 2 and 3 to agree not to protest future annexation.
- 3.5 Annexations shall maximize the return on the City's infrastructure investments and business incentives, while protecting and expanding the tax base.
- 3.6 Annexations and service delivery shall align with the adopted [Lawrence Capital Improvement Plan](#), Lawrence utility master plans, and adopted development policies.
- 3.7 Annexation requests shall include a service delivery plan that identifies the impact of growth on city



Photo by A. Shafer Photography



What is a Community Benefit?

A community benefit may include:

Creation of permanent [affordable housing](#), or provision of a land donation to the Housing Trust Fund.

Provision of land, amenities, and/or facilities for a public purpose such as parks, public safety facilities, education facilities, cultural and arts amenities, utility enhancements, etc. above that required to serve the development.

Preservation of significant amounts of environmentally [sensitive lands](#) above that minimally required by code.

Creation of primary employment opportunities.



Photo by A. Shafer Photography



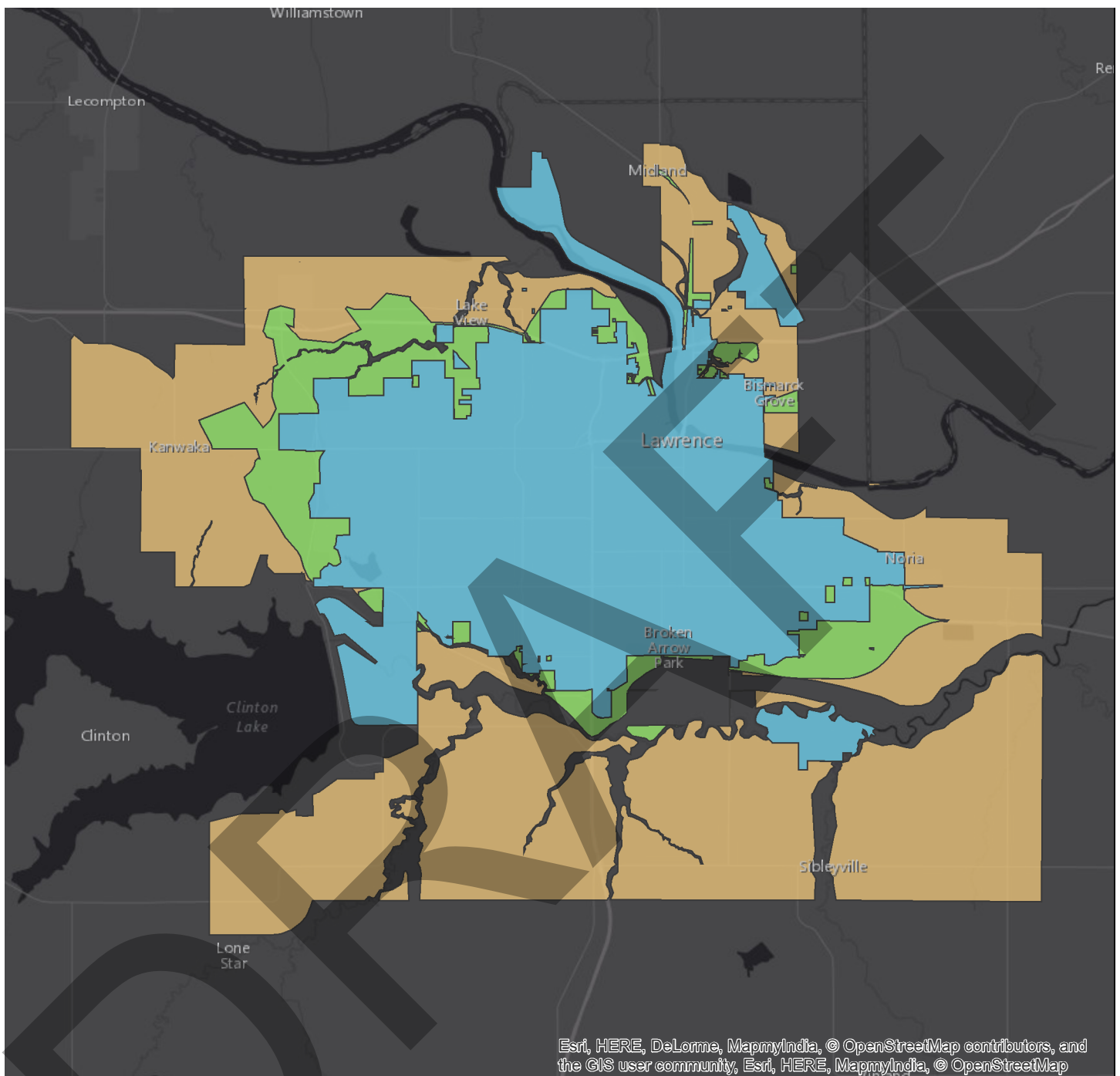
Photo by A. Shafer Photography



Photo by A. Shafer Photography

services (utilities, emergency services, transportation services, etc.) and must demonstrate how the project will address any outcomes.

- 3.8 Annexation requests shall identify the community benefit or benefits provided, be considered by the Planning Commission, approved by the City Commission, and implemented through an annexation agreement.
- 3.9 Annexation requests for existing developments seeking infrastructure shall be reviewed in the context of the annexation policies and may not require a community benefit to be provided.

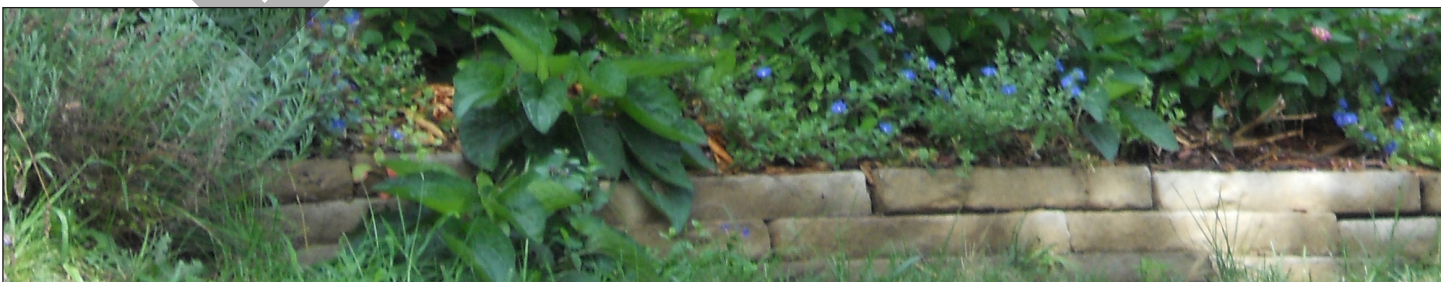
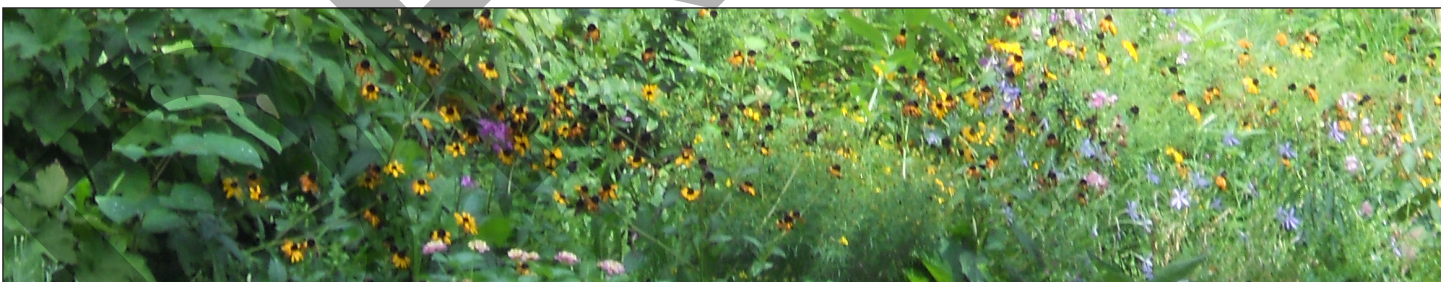
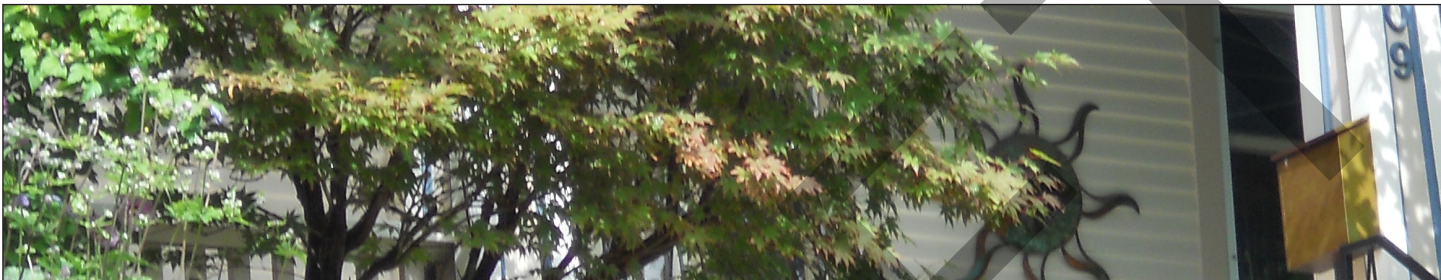


Map 2.1: Growth & Development / Future Land Use Map

[Click on Map Image to view Complete Map](#)

What is the "Urban Growth Area" (UGA)?

An area surrounding an existing urbanized area in which future urban development is anticipated within the scope of this plan, including Growth Tiers 1, 2, and 3.



B. Residential

VISION

Both Douglas County and Lawrence are desirable residential locations. This plan promotes a balanced mix of housing throughout the community allowing for a wide range of housing types and residential densities based on the surrounding context.

The plan includes **5 residential density** designations:

Plan Density	Dwelling Units*
Rural	<0.3 per acre
Very Low	1 per acre
Low	1 - 6 per acre
Medium	7 - 15 per acre
High	16 - 32 per acre
Very High	32 + per acre

* Densities reflected above refer to gross density (total land area including rights-of-way) to establish zoning districts and evaluate conformance with the Comprehensive Plan. The Lawrence Land Development Code establishes maximum thresholds based on net density (total land area excluding rights-of-way). Provisions in the Lawrence Land Development Code for zoning density bonuses and calculated density in Planned Development overlay districts are permissible increases to the maximum gross and net densities above.

Unincorporated Douglas County (Outside the UGA)

GOAL

Ensure a variety of housing options in the rural areas to meet the needs of agriculture and the rural economy.

- 1. Provide housing opportunities, while conserving the overall rural character of Douglas County.**
 - 1.1 Maintain existing and develop new residential development regulations that conserve and enhance the rural character of Douglas County.
 - 1.2 Maintain existing and develop new codes accommodating various types of housing to support agricultural uses.
 - 1.3 Create zoning regulations to provide guidance and protection for the County's historic unincorporated towns.



Photo by A. Shafer Photography

Density	Zoning Districts
Rural	County: A A-1 R-1
Very Low	City: RS40 RS20
Low	City: RS10 RS7 RS5
Medium	City: RS5 RS3 RSO RM12 RM12D RM15 MU
High	City: RMO RM24 RM32 MU
Very High	City: MU* CD

* Higher densities possible through Development Bonuses.



Within Tier 3 (Future Lawrence Growth Area)

Establish land uses patterns **accommodating Lawrence's future growth** and preserve infrastructure corridors for urban development.

- 2. Require cluster residential development in unincorporated areas in Tier 3 maximizing open space and to plan for growth beyond the plan's time horizon.**
 - 2.1 Preserve transportation and utility corridors as outlined in the Subdivision Regulations and plans incorporated by reference into this Comprehensive Plan.
 - 2.2 Protect and preserve natural environmental features and [sensitive lands](#).
 - 2.3 Support agricultural uses.
 - 2.4 Minimize changes to the natural topography.
 - 2.5 Maintain regulations accommodating agricultural supported housing.
 - 2.6 Driveway access to individual residential lots should be from a local roadway when possible.
 - 2.7 Strengthen screening and landscaping requirements to utilize landscaping and existing natural vegetation to integrate the natural landscape into the residential environment.
 - 2.8 Review and revise Douglas County agritourism and agricultural heritage tourism policies.

Within Tier 2 (Lawrence's Growth Area)

GOAL

Tier 2 is **planned and expected to urbanize** within this plan's time horizon requiring high levels of coordination to ensure sustainable, cost-efficient development.

- 3. Ensure an efficient and planned coordination of infrastructure to prepare the area for annexation and development.**
 - 3.1 Collaborate with state, local, and private entities to plan for and invest in infrastructure, such as roads, utilities and fiber consistent with the Capital Improvement Plan.
 - 3.2 Ensure that transportation plans, strategies, and investments are coordinated and support the City's land use objectives.

- 3.3 Require cluster residential development when not reasonable to be annexed, maximizing open space and preparing for urban development.

Ensuring orderly and planned development is critical to clearly establish a boundary between the rural and urban areas of our community.

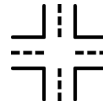
4. Identify suitable lands to accommodate residential growth facilitating orderly, planned development.

- 4.1 Modify existing [Specific Land Use Plans](#) to accommodate higher future land use densities and locations.
- 4.2 Ensure the transition from rural residential neighborhoods is compatible with more intensive land uses.
- 4.3 Preserve [sensitive lands](#) through site planning, platting, and design.

Agriculture is a vital part of our identity and our economy. Ensuring its **viability within Tier 2 is critical for maintaining our way of life and productivity** while allowing Lawrence to grow.

5. As Tier 2 develops, maintain an active and productive agricultural community.

- 5.1 Support agricultural uses as Tier 2 urbanizes.
- 5.2 Protect and preserve natural environmental features and [sensitive lands](#).
- 5.3 Minimize changes to the natural topography.
- 5.4 Maintain regulations accommodating agricultural supported housing.
- 5.5 Driveway access to individual residential lots should be from a local roadway when possible.
- 5.6 Strengthen screening and landscaping requirements to utilize landscaping and existing natural vegetation to integrate the natural landscape into the residential environment.



What is a Nodal Plan?

Nodal Plans and Development encompasses all corners of an intersection, although all corners do not need to be commercially developed.

The concept of nodal development is applied to new development and redevelopment of existing commercial areas when the redevelopment enlarges the existing commercial area.



What is a Mixed-Use Development?

Mixed-use developments integrate two or more different uses including residential, office, commercial, service, entertainment, or employment into a single site.

Mixed-use buildings are a common feature of older developments, such as Downtown Lawrence where people live above ground-floor businesses, but they can take on many different shapes and styles.



Within Tier 1 (Within Lawrence)

GOAL

Tier 1 is **prioritized for growth and redevelopment** because infrastructure and services exist within this area making it the most **economical and sustainable** way to serve a growing population.

6. Maximize development opportunities within Lawrence before expanding into Tier 2.

- 6.1 Accommodate infill housing development in appropriate locations.
- 6.2 Increase the overall height and density of certain zoning districts in Lawrence to accommodate sustainable growth in areas that can take advantage of existing infrastructure.
- 6.3 Expand opportunities to create Accessory Dwelling Units in all Lawrence RS Zoning Districts.
- 6.4 Support Mixed-Use development when contextually appropriate.

Ensuring **new developments maintain and enhance the unique character** that makes Lawrence special is a key priority for future generations.

7. Create a functional and aesthetically unique residential environment for Lawrence.

- 7.1 Encourage a variety of housing types including single family residences, townhouses, zero-lot line homes, accessory dwellings, cluster housing, work/live housing, apartments, retirement, and supportive housing.
- 7.2 Intersperse [affordable housing](#) throughout Lawrence.
- 7.3 Provide options throughout Lawrence for smaller residential development lots.
- 7.4 Utilize appropriate access management standards in subdivision and residential development.
- 7.5 Include multiple points of access directing vehicles to higher capacity roadways in residential developments and subdivisions.
- 7.6 Provide compatible transitions from residential neighborhoods to more intensive uses for both established and new neighborhood areas.
- 7.7 Accommodate pedestrian use and neighborhood interaction through pedestrian easements, trails/ bicycle paths, and sidewalks in subdivision design.

- 7.8 Locate [open space](#)/recreation areas within walking distance of all residential areas, and provide planned access to parks and [open spaces](#) in subdivisions.
- 7.9 Encourage usable [open space](#) by clustering buildings to minimize the creation of marginal-use areas on development sites.
- 7.10 Adopt advanced parking strategies in transit-served areas and for compact, mixed-use developments.

Integrating higher-density residential development can become an asset to a neighborhood if designed to fit within the environment properly.

8. Encourage integration of higher-density residential developments through compatible design.

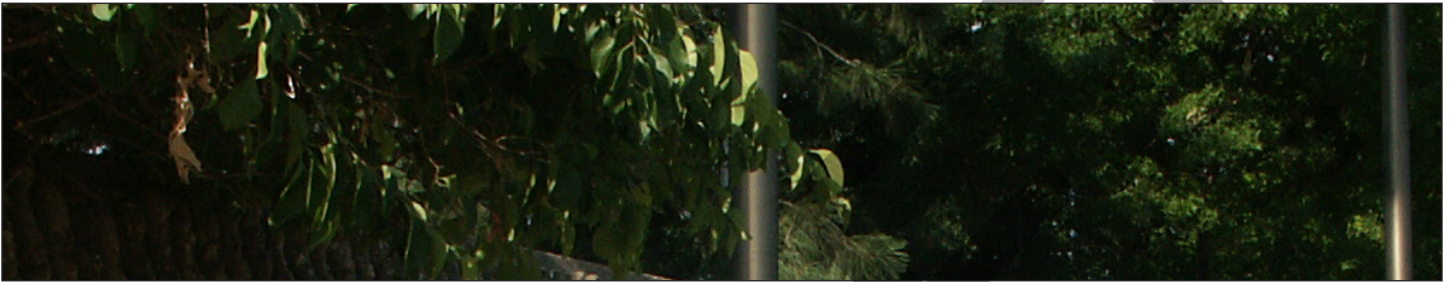
- 8.1 Site design shall be oriented so that less compatible facets, such as trash, loading and parking areas, are located in the interior of the development and not in close proximity to low-density uses.
- 8.2 Transition areas between different housing types shall be designed and planned to ensure compatibility of uses with the surrounding area.
- 8.3 Integrate compatible community facilities, such as schools and religious institutions, within developments and subdivisions, and not at the edges.
- 8.4 Integrate medium and higher-density housing types so that uses are compatible in density, scale and aesthetics, and are appropriately mixed into the larger neighborhood context.
- 8.5 Require developments to be located to maximize the use of existing infrastructure, and minimize the cost of expanding facilities and services.



Photo by A. Shafer Photography



Photo by A. Shafer Photography



C. Commercial

VISION

Strengthen and reinforce the role of commercial areas within Douglas County and Lawrence, promote economically sound and architecturally attractive new and redeveloped commercial properties in planned locations, and continue supporting Downtown Lawrence as the cultural and historical center of the community.

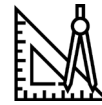
GOALS

Utilizing existing commercial centers and buildings helps create a **continuity of place, maximizes our existing resources and infrastructure, and maintains vibrant neighborhoods.**

1. **Encourage the retention and redevelopment of the community's established commercial areas.**
 - 1.1 Emphasize Downtown Lawrence as the commercial, office, civic, and cultural center of the city.
 - 1.2 Sustain and continue to develop Downtown Lawrence as a [Mixed-Use](#) activity center.
 - 1.3 Encourage development and redevelopment to consider proportions, building forms, massing, and materials with the surrounding area in accordance with the [Community Design Manual](#) or adopted [design guidelines](#).
 - 1.4 Encourage improvement and redevelopment of existing commercial areas.
 - 1.5 Require enhanced design elements at or along gateways to communicate a sense of place.
 - 1.6 Encourage redevelopment and limited expansion of existing commercial areas in Unincorporated Douglas County on hard surfaced roads.
 - 1.7 Promote access to established commercial areas by enhancing multi-modal transportation options in and between these existing areas.

One key element to create compatible arrangements of differing land uses is to **carefully develop transitions** between commercial and other types of uses.

2. **Require compatible transitions from commercial developments to other land uses.**



What is the Community Design Manual?

The [manual](#) provides a vision for a different approach to commercial and industrial design that can be beneficial both the community and to developers. Design guidelines emphasize key concepts such as creating a unique sense of place within the development and along the streetscape, promoting pedestrian-scaled design and connectivity, and ensuring the aesthetic character of developments are compatible with the established neighborhood character.

Commercial Type	Zoning Districts
Rural	County: R-T B-1 B-2 B-3
Small Neighborhood	City: RSO RMO CN1
Large Neighborhood	City: CN1 CN2 CO
Mixed-Use	City: MU
Community	City: CC IL
Regional	City: CD CR



How is Gateway Defined?

Gateways are a major corridor or a point along a major corridor at which a person gains a sense of having entered the city. This impression can be imparted through such things as monuments, landscaping, architectural elements, or natural features.



How is Retail Defined?

Retail is defined within the Land Development Code as one whose primary coding under the [North American Industrial Classification System](#) (NAICS) falls into at least one of the following sectors:

Sector 44 - 55

"Retail Trade"

Subsector 722

"Food Service & Drinking Places"

Subsector 811

"Repair & Maintenance"

Subsector 812

"Personal and Laundry Services"

- 2.1 Ensure compatible transitions from commercial land uses to other, less intensive uses to mitigate impacts, which may include landscaping, transition yards, and open spaces.
- 2.2 Screen building services (loading docks, trash enclosures, mechanical equipment, etc.) through appropriate landscaping and architectural methods.
- 2.3 Require site placement and design to orient buildings in a compatible and appropriate manner.
- 2.4 Buildings shall be located adjacent to public rights-of-way, with parking screened by the buildings from view.
- 2.5 Evaluate commercial vehicle traffic impacts on the surrounding area, and minimize commercial traffic through residential neighborhoods.

Ensuring commercial sites are integrated within their surroundings is essential. Requiring **site design and architectural standards** ensures the quality and character of the overall community and incorporates elements familiar to the community's unique sense of place.

3. Utilize design standards for commercial site development.

- 3.1 Commercial nodes shall occur at intersections depending on the commercial center type.
- 3.2 Limit the expansion of Commercial Strip development by directing new developments into nodes.
- 3.3 Commercial development shall avoid substantial disruption of natural vegetation and drainage.
- 3.4 Encourage commercial nodes to maximize use of infrastructure and services, minimize adverse impacts, and effectively serve the community.
- 3.5 Ensure commercial development integrates multi-modal transportation options and provides connections to surrounding neighborhoods.
- 3.6 Utilize the [Community Design Manual](#) for new and redeveloping commercial development to ensure they are designed to fit into the surroundings, encourage pedestrian movement, and create a unique definable Lawrence architecture.
- 3.7 Encourage mixed-use projects that integrate residential and other uses.
- 3.8 Complete a [Specific Land Use Plan](#) for any new commercial area with the potential to create more

than 100,000 square feet of retail space.

- 3.9 Protect environmentally [sensitive lands](#) as new and existing areas develop or redevelop.

Understanding how new and redeveloping large commercial areas change the landscape is vital for Lawrence, especially in how it **impacts existing retail** developments.

4. Proposals that will create more than 100,000 square feet of retail space within Lawrence shall be analyzed by staff to determine the market impact.

- 4.1 All market impact analyses shall comply with the requirements as outlined in the [Land Development Code](#).
- 4.2 Ensure that any proposal will not create detrimental impacts to the existing market.

The **intensity-specific site and design criteria** below, and in the [Commercial Criteria Table](#), are the means by which the community expresses its vision for the differing levels of commercial use and intensity throughout the community.

5. Commercial Development Design Criteria

Rural Commercial

- 5.1 Existing commercial areas at the intersection of a hard-surfaced County route and designated highway may expand if utilities and infrastructure are available and if the expansion is compatible with surrounding uses.
- 5.2 Allow new commercial developments to serve rural communities at an appropriate scale where infrastructure can support the intensity of the development.
- 5.3 Ensure Rural Commercial developments are compatible with surrounding environments and uses.

Small Neighborhood Commercial

- 5.4 Incorporate Small Neighborhood Commercial options into [Specific Land Use Plans](#) to increase opportunities for walkable neighborhood services.
- 5.5 Encourage appropriate development and redevelopment of local commercial areas to serve the



Commercial Criteria Table

Commercial Type	Plan Level Required	Appropriate Site Location	Typical Site Size	Location Criteria (Map 2.2)	Maximum Retail Square Footage
Rural	Comprehensive Plan Policies	Rural	Context Sensitive	County route and designated highway	
Small Neighborhood	Comprehensive Plan Policies	Urban	1 to 3 acre		
Large Neighborhood	Nodal Plan per Policy 3.7	Urban	3 to 10 acres	Collector Street Frontage	
Commercial Strip	Comprehensive Plan Policies	Urban	Variable	Arterial Frontage	
CC 200	Nodal Plan	Urban	10 to 30 acres	Arterial Intersection	200,000
CC 400	Nodal Plan	Urban	20 to 80 acres	Arterial Intersection	400,000
CC 600	Nodal Plan	Urban	70 to 160 acres	2 State or Federal Highways	600,000
Regional	Nodal Plan	Urban	Variable	2 State or Federal Highways	
Mixed-Use	Comprehensive Plan Policies	Urban	Variable		50% of development

surrounding existing and future neighborhoods.

- 5.6 Utilize the [Community Design Manual](#) and appropriate design standards (multi-modal, pedestrian-scale, etc.), acknowledging that local commercial may require flexibility in design.
- 5.7 Encourage commercial uses to be integrated into residential areas.

Large Neighborhood Commercial

- 5.8 Integrate Large Neighborhood Commercial into the surrounding area with pedestrian access, transitional elements, open spaces, and appropriate scale, when possible.
- 5.9 Prioritize pedestrian access and mobility in site design.
- 5.10 Permit expansion of Large Neighborhood Commercial in ways that appropriately integrate into and respect the surrounding neighborhoods.

Commercial Strip Development

- 5.11 Expand commercial strip development only in limited instances along existing commercial corridors when compatible with surrounding zoning.
- 5.12 Coordinate access points and use cross-access easements as sites redevelop.

Community Commercial Center (200, 400, 600)

Develop per Commercial Criteria Table and locations on [Map 2.2](#).

Regional Commercial

Develop per Commercial Criteria Table and locations on [Map 2.2](#).

Downtown Lawrence

- 5.13 Highlight Downtown as the community's activity center.
- 5.14 Promote a broad mix of uses and activities in Downtown.
- 5.15 Maintain and increase the core concentration of residential, retail, office, civic, cultural, and recreational activities in Downtown.
- 5.16 Utilize the [Downtown Area Design Guidelines](#) to support the continued development of Downtown.





Photo by Harland J. Schuster



5.17 Enhance appropriate areas of the Kansas River as an urban amenity for the surrounding neighborhoods and Downtown Lawrence.

Mixed-Use

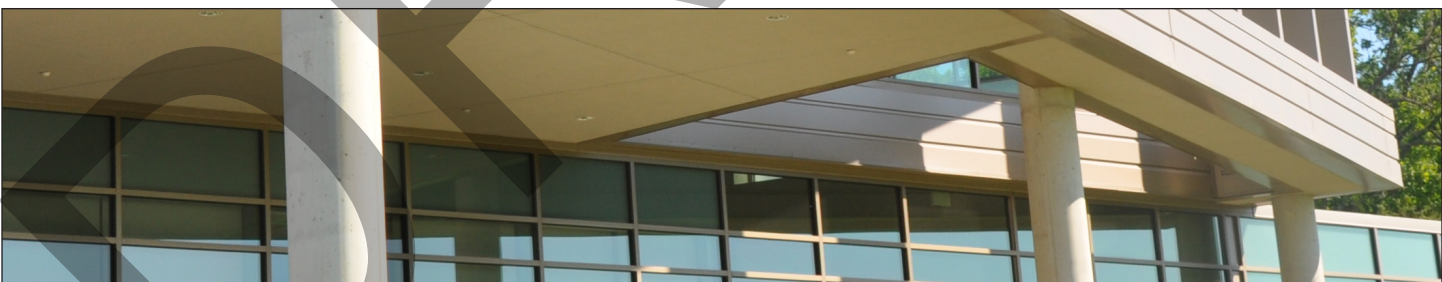
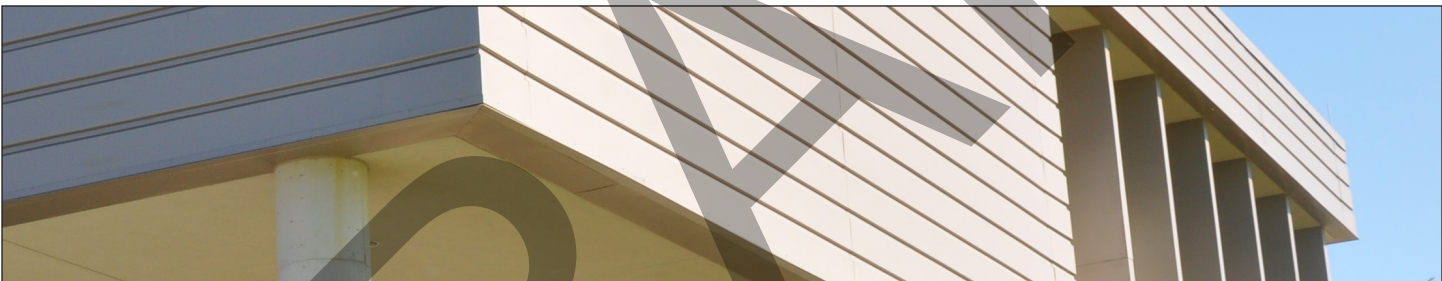
5.18 Promote mixed-use as an option where existing structures are underutilized, have a high turnover rate, or have been vacant for long periods of time.

5.19 Incorporate a mixture of uses within the development.

5.20 Incorporate existing structures and architecture when possible, and match the design, massing, placement and other site design elements of the surrounding area to preserve the existing development context.



Map 2.2: Commercial Map
[Click on Map Image to view Complete Map](#)



D. Industrial

VISION

Reinforce the role of industrial areas in order to strengthen our local economy and diversify employment opportunities by planning for new areas and supporting existing areas. Maintain a robust inventory of appropriate locations that are compatible with surrounding land uses.

GOAL

Support industrial growth and expansion through **integrated design and compatibility** with surrounding uses.

1. Industrial sites shall ensure integrated design and compatibility with surrounding uses by meeting the following criteria.

- 1.1 Develop according to the locations identified on the [Industrial Map \(Map 2.3\)](#).
- 1.2 Sites shall have feasible access to Federal and State transportation networks.
- 1.3 Sites should be varied in size and location to accommodate a range of users.
- 1.4 Sites shall primarily be out of regulatory [floodplains](#).
- 1.5 Sites shall contain minimal slopes.
- 1.6 Protect environmentally [sensitive lands](#) as new and existing areas develop or redevelop.
- 1.7 Natural stormwater management should be incorporated and designed into sites as appropriate.
- 1.8 Compatibility with existing and future land use patterns should be evaluated.
- 1.9 If adjacent to Lawrence, annexation shall occur prior to the submission of a development proposal.
- 1.10 Promote transportation linkages, including multi-modal, and provide adequate and clear access and movement throughout the site.
- 1.11 All industrial development within Lawrence shall comply with the [Community Design Manual's](#) Industrial Development Design guidelines.



Intensity	Zoning Districts
Limited	County: I-1 City: IBP
Light	County: I-2 City: IL
Medium	City: IM
Heavy	County: I-3 I-4 City: IG



**For more details on
Economic
Development**

See [Chapter 5:
Economic Development](#)



Protecting and enhancing existing developments helps retain the investment and the jobs that are integral parts of our community today, and in the future.

2. Retain established developments, and encourage redevelopment and expansion of existing sites.

- 2.1 Encourage parcel consolidation to provide land for infill development and expansion opportunities.
- 2.2 Incentivize existing facility expansion and redevelopment of vacant buildings and lands.
- 2.3 Maintain an appropriate supply of industrially-zoned sites to provide a variety of location and lot size options.
- 2.4 Upgrade infrastructure and services to support redevelopment opportunities.
- 2.5 Encourage partnerships for redevelopment opportunities.

Staying ahead of new trends and needs requires a **proactive market response for new developments** to a constantly changing environment.

3. Provide sites to meet the future needs of the community.

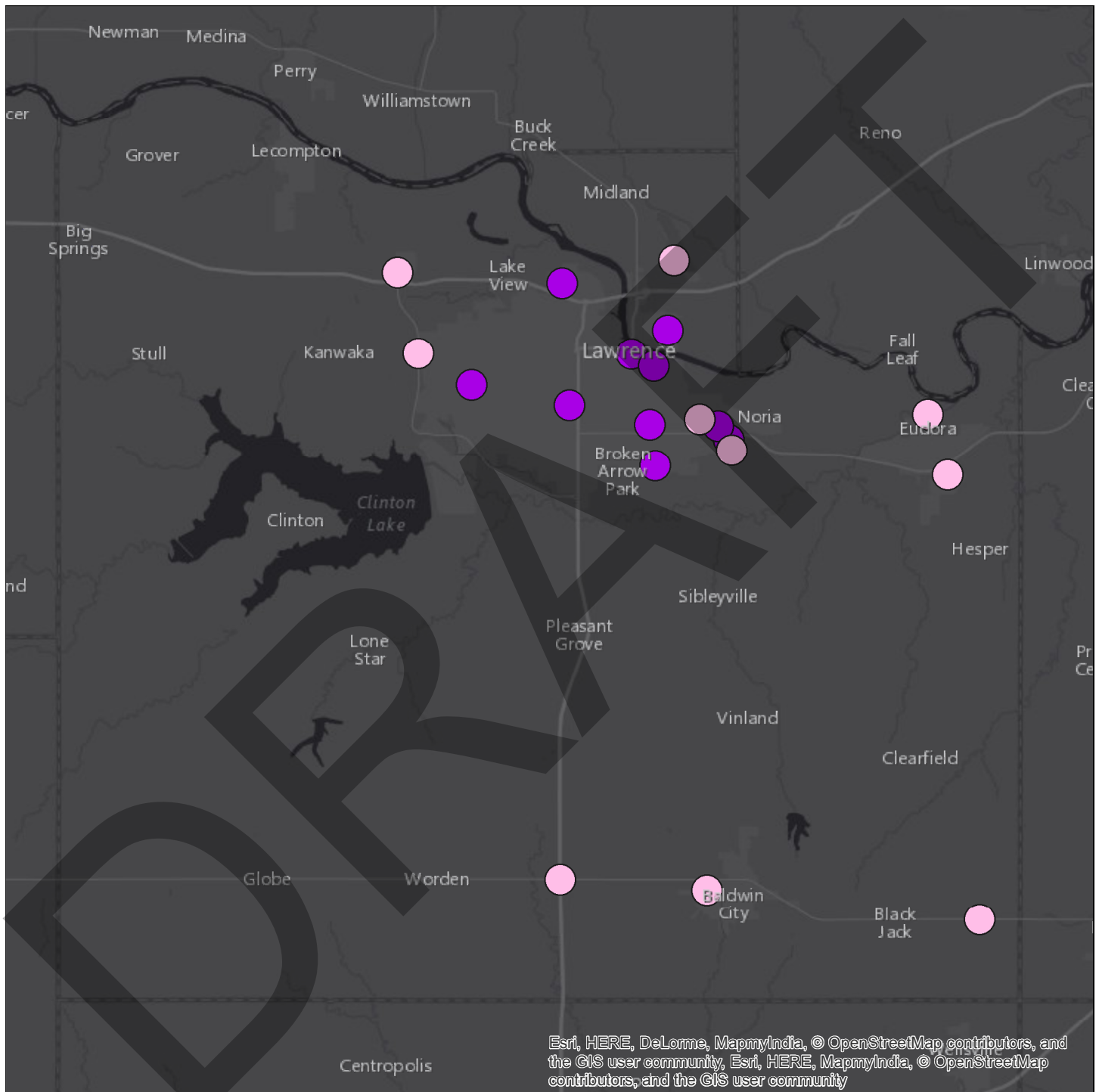
- 3.1 Develop existing planned industrial areas by annexing, platting, zoning, and extending infrastructure to enable immediate development.
- 3.2 Utilize appropriate locational criteria identified in Goal 1 for the use and site considerations for new or expanding areas.
- 3.3 Designate areas to support future industrial development needs.
- 3.4 Ensure developments are concentrated with compatible uses.
- 3.5 Monitor and maintain a site inventory to match a variety of potential users' needs that fit within our community goals.

Designing and planning for redeveloping and new industrial sites is critical to their utility and integration into the larger community.

4. Ensure site design and architecture provide adequate separation and compatible development patterns.

- 4.1 Encourage facilities and structures that have a positive impact on neighboring uses.
- 4.2 Protect environmentally [sensitive lands](#) as new and existing areas develop or redevelop.
- 4.3 Locate higher-intensity users and activities together in an industrial park.
- 4.4 Industrial development within Lawrence shall comply with the [Community Design Manual](#)'s Industrial Development Design guidelines.





Map 2.3: Industrial Map
[Click on Map Image to view Complete Map](#)



Photo by A. Shafer Photography



Photo by A. Shafer Photography





*"There's no better place **to coach**,
there's no better place **to go to school**,
there's no better place **to play**.*

- Former KU Head Coach **Larry Brown**



Chapter 3

Neighborhoods & Housing



ADVISORY BOARDS

- [Affordable Housing Advisory Board](#)
- [Community Development Advisory Committee](#)
- [Homeless Issues Advisory Committee](#)



Photo by A. Shafer Photography



For more on
Historic Preservation

See [Chapter 7A](#)
[Historic Resources](#)

3. Neighborhoods & Housing

VISION

Neighborhoods promote social interaction and provide residents of all ages and abilities with a safe, functional and aesthetically unique environment. They are where a sense of identity is created, historic features and cultural traditions are respected, attractive and affordable housing choices are offered, and connections to a common past maintained. Neighborhoods shape vibrant and strong communities.

GOALS

Lawrence is comprised of many distinct neighborhoods, each with different characteristics. Neighborhoods are components of the larger whole, and should be **integrated into the larger community**.

1. **Strengthen neighborhoods' ties to the larger Lawrence community.**

- 1.1 Provide alternative routes via connective road patterns to ease traffic congestion and help limit the use of cul-de-sacs.
- 1.2 Utilize alleys and short blocks to maximize connectivity.
- 1.3 Orient buildings to reflect the predominant neighborhood pattern.
- 1.4 Use [open spaces](#), greenbelts, and trails to provide linkages throughout the neighborhood.
- 1.5 Integrate non-motorized transportation options when possible.
- 1.6 Plan for neighborhoods within all future [Specific Land Use Plans](#).

Lawrence has a remarkable heritage and unique history that **promotes the character of neighborhoods** throughout the city. Preserving the character of existing neighborhoods while encouraging creative and unique new neighborhoods will enhance Lawrence's identity.

2. Create and encourage vibrant neighborhoods that have distinctive identities that together make Lawrence unique.

- 2.1. Maintain the form and pattern of established neighborhoods.
- 2.2. Use innovative programs to minimize or eliminate conditions causing decline.
- 2.3. Create neighborhood identity through recognizing historic and cultural landmarks, integrating public art and wayfinding signs, arts and culture programming, and supporting policies that create neighborhood cohesion.
- 2.4. Clearly define neighborhood edges by either natural or man made features.

Conserving and enhancing the characteristics and structures that define our neighborhoods is critical to defining the uniqueness of Lawrence.

3. Preserve and enhance the character elements of existing neighborhoods.

- 3.1. Protect and improve the character and appearance of existing residential neighborhoods to sustain their values and enhance the quality of life.
- 3.2. Maintain historic structures and elements to help conserve the unique aspects of the neighborhood, as well as the whole community.
- 3.3. Define the character by highlighting places of meaning or the unique value of each neighborhood.



What are Connective Road Patterns?

Connectivity in and between neighborhoods is critical. Grid designs create an interconnected street system offering pedestrians and vehicles many choices in navigating through their neighborhood. Neighborhoods with limited connections force traffic onto collectors causing jams and access problems. Curvilinear streets should be avoided.



Grid Pattern



Disconnected Grid Pattern



Curvilinear Pattern



[Lawrence Association of Neighborhoods Map](#)



How is Affordable Housing Defined?

The [Affordable Housing Advisory Board](#) defines affordable housing generally as housing for which the occupants are paying no more than 30% of their income for gross housing costs, including utilities.

Renters

Housing units with monthly rent and utilities not exceeding 110% of the [HUD defined Fair Market Rent](#), as determined yearly by the Lawrence Douglas County Housing Authority.

Owners

Housing units for those earning up to 80% of [Median Family Income](#), as established yearly by HUD for the Lawrence, KS Metropolitan Statistical Area.

Redeveloping and new neighborhoods should be **designed to strengthen** the unique character that people associate with Lawrence.

4. Create a safe, functional, and aesthetically unique residential environment for new and redeveloping neighborhoods in Lawrence.

- 4.1 Create a place to allow neighborhood residents to gather ensuring that future neighborhoods are unmistakably Lawrence.
- 4.2 Incorporate a mixture of housing types, styles, densities, and price ranges.
- 4.3 Design neighborhoods to a human scale, including building elements, street design and other design elements.
- 4.4 Include vehicular and non-vehicular connections within and to surrounding neighborhoods.
- 4.5 Incorporate safe routes to schools in neighborhood planning and design.
- 4.6 Create residential design guidelines to enhance the aesthetics of multi-dwelling development in neighborhoods.
- 4.7 Integrate small/large neighborhood commercial options into neighborhood designs.
- 4.8 Incorporate pocket parks and green spaces into new neighborhood developments that encourage connectivity and green corridors.
- 4.9 Incorporate public health planning into land use planning.
- 4.10 Work with neighborhoods to update and maintain [Specific Land Use Plans](#) as appropriate.
- 4.11 Plan for and incorporate an evolving multi-modal transportation system.

Designing neighborhoods to **allow residents to age in place** provides a higher quality of life and more choices.

5. Create complete neighborhoods that mix compatible land uses, include varied housing types and prices, and provide services and amenities to residents of all ages.

- 5.1 Design neighborhoods to provide a variety of walkable live, work, learn, and play options.
- 5.2 Design neighborhoods to accommodate aging in place.

- 5.3 Create high-quality pedestrian spaces and networks connecting neighborhoods and prioritizing the pedestrian experience.
- 5.4 Identify and plan for service needs and resources for residents of all ages and abilities.
- 5.5 Incorporate universal design into building codes.

Ensuring that our community has **affordable and safe housing** is paramount to the quality of life we all enjoy.

6. Provide affordable housing for all segments throughout the community.

- 6.1 Implement the policies of the Affordable Housing Advisory Board.
- 6.2 Encourage developments to account for all income ranges when creating new developments and subdivisions.
- 6.3 Promote partnerships to advance affordable and safe housing options.

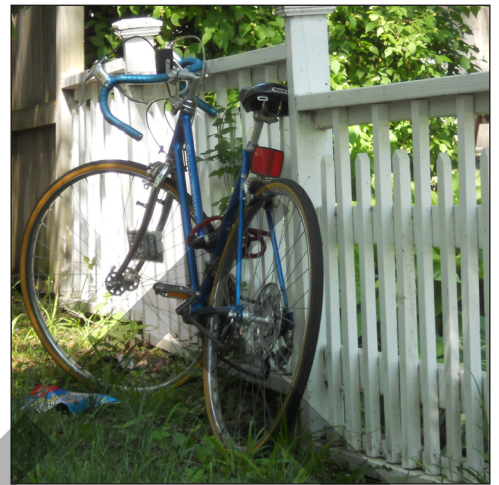
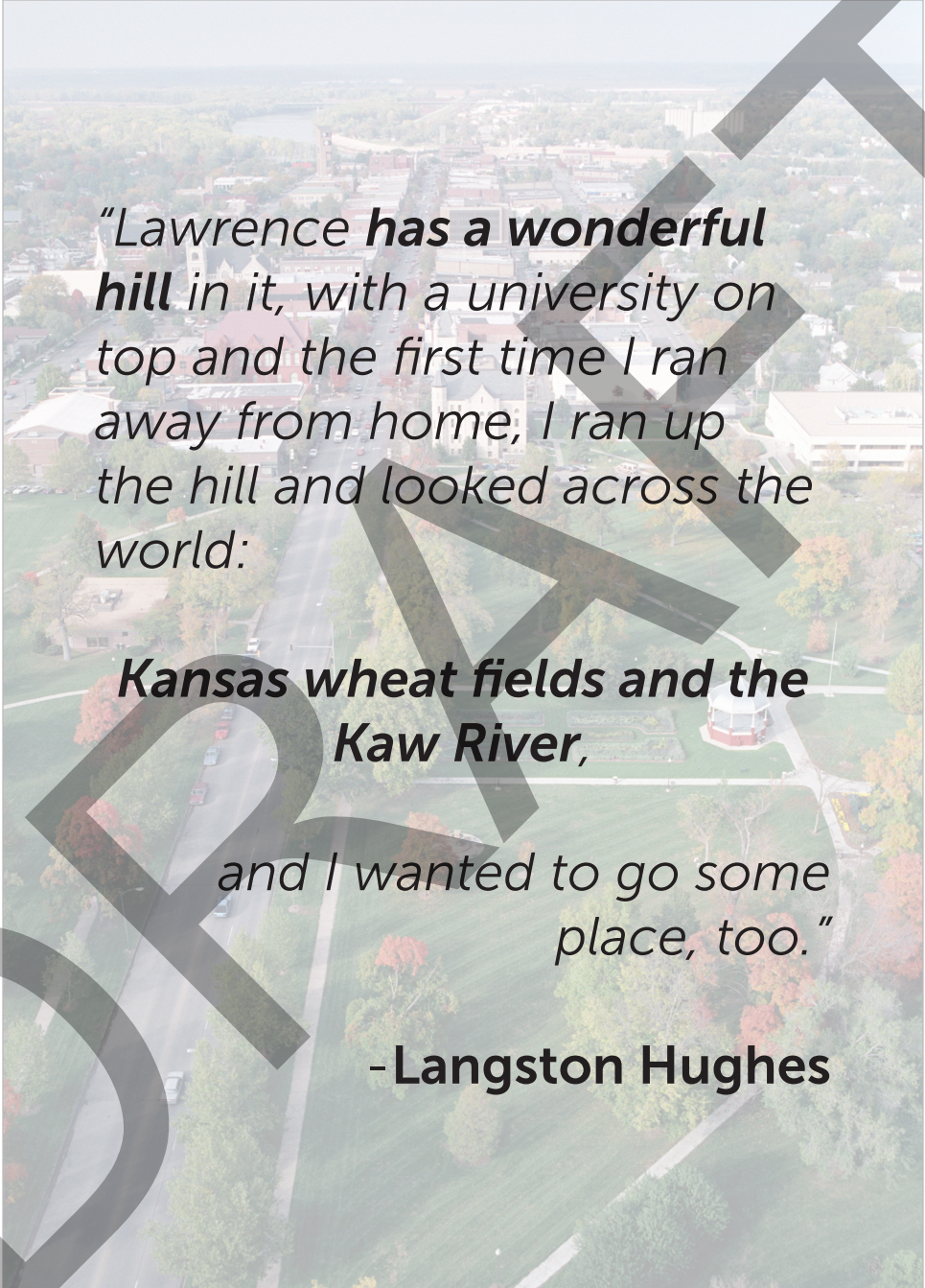


Photo by A. Shafer Photography



An aerial photograph of Lawrence, Kansas, showing a mix of urban buildings, green spaces, and a river in the distance. A large, semi-transparent 'DRAFT' watermark is oriented diagonally across the image. Overlaid on the image is a quote in a serif font, with the words 'has a wonderful hill' in bold.

*"Lawrence **has a wonderful hill** in it, with a university on top and the first time I ran away from home, I ran up the hill and looked across the world:*

Kansas wheat fields and the Kaw River,

and I wanted to go some place, too."

-Langston Hughes



Chapter 4

Transportation



ADVISORY BOARDS

- [Transportation Commission](#)
- [Public Transit Advisory Committee](#)
- [MPO Bicycle Advisory Committee](#)
- [MPO Regional Transit Advisory Committee](#)



What is a MPO?

The [Metropolitan Planning Organization](#) is a federally designated agency responsible for coordinating transportation planning and programming for all of Douglas County. The MPO's mission is to provide planning and programming services for the safe and efficient movement of people and goods consistent with the region's overall goals.

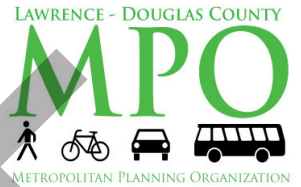
Our region includes:

- [Douglas Co.](#)
- [Lawrence](#)
- [Eudora](#)
- [Leocompton](#)
- [Baldwin City](#)

4. Transportation

Metropolitan Transportation Plan

[*Transportation 2040*](#) sets regional transportation policies, and articulates goals and objectives for the creation of a multi-modal transportation system complimenting the comprehensive plan's land use plans, economic development plans, environmental plans, and other plans for the region. It assists state and local government agencies with improving the quality of life for our community.



Transportation



The creation of *Transportation 2040* is supported by an open public participation process, and the willingness of the local, state and federal officials involved in developing this document, to chart a comprehensive regional transportation system.

This plan reflects the short and long-term needs of the region; land use patterns; planning decisions impacting transportation systems; the desire to provide mobility for all users; and the relationships between the transportation system, the environment, and the economy.

This chapter references *Transportation 2040* as the key plan guiding our community's transportation network. This chapter reflects the goals of the transportation plan, and enhances key aspects related to unincorporated Douglas County and the City of Lawrence.



VISION

To maintain and enhance a complete, safe, and efficient multi-modal transportation system for users of all ages and abilities.

GOALS

Planning must consider **access and choices for all residents**. Individuals who cannot, or prefer not to, drive should have the same equal access to safe and efficient transportation choices as those that are offered to drivers.

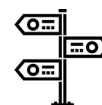
1. Enhance transportation options and choices for improved system performance.

- 1.1 Provide viable transportation alternatives with stronger interconnectivity and multi-modal elements by considering transit, bikeway and pedestrian details in site planning, and also adhering to [Complete Streets policies](#).
- 1.2 Create land development patterns and transportation designs allowing and encouraging people to use all transportation modes.
- 1.3 Enhance transit service, amenities, and facilities by establishing a transit center(s) within Lawrence.
- 1.4 Enhance the coordinated transit system, such as providing special services for senior citizens and persons with disabilities, and their connections to regional commuter services.
- 1.5 Build [Americans with Disabilities Act](#) (ADA) connections between rights-of-way and building entries, accessible transit stops, and implement the [transit amenities policy](#).

The **interrelation of transportation and land use planning** is critical since the design of one directly affects the other. Understanding the linkage of these two aspects can produce positive impacts for residents and lead to more efficient systems.

2. Focus efforts on the efficient movement of people and goods.

- 2.1 Improve multi-modal connectivity between existing employment centers, retail activity areas, and regional destinations to foster continued growth and vitality of those areas.



What is Transportation 2040?

[T2040](#) is the long-range transportation plan for Douglas County. It is a vision for a healthy, safe, and efficient transportation system that adequately serves the region's future. The plan identifies transportation needs and investments, and recommends system improvements for all modes of transportation: automobile, public transit, bicycle, pedestrian, etc.



What are Intelligent Transportation Systems?

ITS applies technology and communication systems to improve the multi-modal movement.

It includes traffic conditions detection systems and cameras, dynamic message signs providing real-time travel information, agency coordination, and a host of other technologies to improve the transportation infrastructure.



- 2.2 Develop in accordance with the Major Thoroughfares Map as designated on the [Growth & Development Map \(Map 2.1\)](#).
- 2.3 Coordinate transportation improvements with future land uses to minimize infrastructure costs.
- 2.4 Further maximize accessibility of the transportation system, and increase the mobility options for all residents.
- 2.5 Utilize techniques and technologies, such as Intelligent Transportation Systems, to maximize network capacity and increase efficiency.

While moving people is one of the paramount concerns of a transportation network, the **safety and security** of the people using it is one of the overarching concerns for all aspects. One of the keys to good planning involves **efficiency and effectiveness** of the public transportation investments to further services and infrastructure consistent with the community's desires.

3. **Prioritize preservation, safety, and security of the transportation network.**
 - 3.1 Preserve and enhance the condition of transportation infrastructure and assets.
 - 3.2 Design streets and subdivisions for safe and secure transportation.
 - 3.3 Review land development projects when they are initially submitted for safety and design implications.
 - 3.4. Develop criteria focusing on the safety aspect of transportation projects requiring that safety be addressed before a project is approved.
 - 3.5 Monitor and inventory the transportation system's physical condition for items such as asset management, pavement condition, sidewalk maintenance, [Americans with Disabilities Act](#) compliance, and other similar aspects.
 - 3.6 Coordinate with local, state, and federal agencies to quickly respond during times of natural disasters, extreme accidents, or other emergencies.

One of the most important ways that transportation planning impacts our communities is in how we move about Lawrence and Douglas County. Minimizing issues is key to **creating an efficient and equitable transportation system.**

4. Minimize adverse social, economic, and environmental impacts created by transportation.

- 4.1 Create land development patterns that promote transportation efficiency, sustainability and livability through coordinated review of land use plans.
- 4.2 Reduce single occupancy vehicle trips through Travel Demand Management, multi-modal site design, policies, and programs.
- 4.3 Strengthen linkages between transportation planning and environmental planning.
- 4.4 Strengthen linkages between transportation planning and public health planning.
- 4.5 Implement actions to transition to the use of alternative transportation modes, low emissions vehicles, alternate transit energy sources, emerging technology, and market driven transportation (autonomous vehicles, electric vehicles, and ride-share).



What is Environmental Justice?

The Environmental Protection Agency defines Environmental Justice as the fair treatment for people of all races, cultures, and incomes, regarding the development of environmental laws, regulations, and policies.

It requires that projects using Federal funds be selected and distributed fairly to all people regardless of income or race, and that all people have equal access to the benefits afforded by these projects, including equal access to the decision-making process for project selection.



*"I am a New Yorker by
birth, **but I love my
adopted country -
the West.**"*

*-**Lucy Hobbs Taylor***

A large, grey, rectangular sign for Lawrence Venture Park. The sign features a logo on the right side consisting of a stylized building with three grey rectangular sections, three green curved lines below it, and three blue wavy lines to the right. The word "LAWRENCE" is in small, grey, capital letters above the word "Venture", which is in blue. "Park" is in green. The sign is mounted on a concrete base. A large, semi-transparent "DRAFT" watermark is overlaid diagonally across the sign.

LAWRENCE
VenturePark

Chapter 5

Economic Development



ADVISORY BOARDS

- [Public Incentives Review Committee](#)



What does Economic Development mean?

Economic development is the sustained, concerted efforts of a community and its policymakers to improve the standard of living and economic health of an area.

Implementing economic development involves targeting activities and programs that improve the economic well-being and quality of life of a community by building local wealth, diversifying the economy, creating and retaining jobs, and building the local tax base.



5. Economic Development

VISION

Create a diverse range of employment opportunities by capitalizing on our highly-educated workforce, attracting new employers, retaining and growing existing business, and maximizing our potential through innovative technology sectors.

GOALS

Continuing to **diversify the range of jobs and employers** helps buffer our community from economic shifts, and provides greater opportunity for both employees and employers within Douglas County.

1. Diversify the community's economic base.

- 1.1 Identify strategies and pursue a dedicated funding source to attract, develop, and retain employers and jobs.
- 1.2 Enhance Downtown Lawrence as an employment destination.
- 1.3 Recruit and attract new and developing green/ environmentally friendly jobs.
- 1.4 Capitalize on local resources, such as the University of Kansas [Small Business Development Center](#) and the [Bioscience and Technology Business Center at the University of Kansas](#), to help nurture and attract small and start-up businesses.
- 1.5 Target career business attraction building on the existing economic and educational assets of Douglas County.

Encouraging discussions with local colleges and schools, employers, and our community's workers helps **continue workforce retention and development** for future economic development.

2. Expand the pool of quality jobs, workforce retention, and new job advancement.

- 2.1 Develop housing options to meet the needs and incomes of a diversified workforce.
- 2.2 Create quality working environments that foster a strong sense of place, and uniquely identify as being part of our community.

- 2.3 Foster educational partnerships with schools to help formalize career pathways throughout the community's job market.
- 2.4 Develop and expand educational facilities to provide job and skills training to the community's workforce.
- 2.5 Capitalize on Douglas County's educated workers to attract new and developing industries.

Strengthening the employment base and focusing on community development adds to the quality of life and attracts new opportunities to the community.

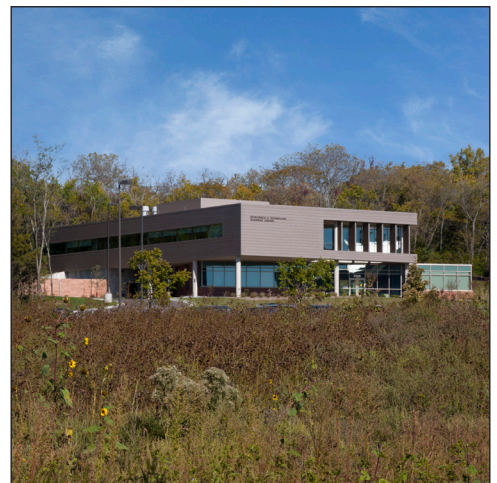
3. Strengthen and stabilize the tax base and existing businesses.

- 3.1 Support and grow small to medium sized businesses throughout our community.
- 3.2 Evaluate existing available large-lot locations for large-scale primary employers, and pursue as necessary locations for new industrial parks.
- 3.3 Create a strategy to provide development-ready sites for large-scale primary jobs employers.
- 3.4 Retain and promote expansion of existing businesses within the community.
- 3.5 Establish initiatives designed to encourage retention of businesses and employment.
- 3.6 Promote and support the redevelopment of underutilized employment sites.

Preparing for new technologies and innovations, while also capitalizing on the existing and developing resources available in our community, is key to growing our local economy.

4. Pursue technology and advancements to expand our existing local economy, and attract new jobs and industries to our community.

- 4.1 Support the community's ability to capitalize on high tech infrastructure and other emergent technologies.
- 4.2 Recruit and promote innovative technologies within industry sectors that foster the community's higher education institutions and industries, such as life sciences, information technology, engineering, math, software and communications, and others.





- 4.3 Consider providing seed and venture capital to high technology, start-up companies to establish operations in our community.
- 4.4 Identify and develop partnerships filling capital market and employment gaps to help start-ups, retain existing technology sector employers, and expand job opportunities.
- 4.5 Support businesses transitioning to new green practices.
- 4.6 Develop policies to support and encourage new farmers.



Photo by A. Shafer Photography



What are Economic Development Assistance Tools?

The City has a variety of economic development tools that can be implemented to achieve community goals. In most cases, the programs are implemented in a “pay-as-you-go” manner in which the property owner fronts the improvement expense and is reimbursed over time through project generated tax revenues.

The City also participates in other types of direct support such as assistance with infrastructure, relocation grants, employee training grants, etc. The primary “pay-as-you-go” tools include:

Industrial Revenue Bonds (IRB)

IRBs are a conduit financing tool used to obtain favorable rate financing for constructing or purchasing a facility or equipment, obtaining a sales tax exemption on project construction materials, or to get an exemption of real property taxes for business types that would not qualify for an Real Property Tax (EDX) abatement.

Real Property Tax Abatement (EDX Abatement)

An EDX real property tax abatement provides an exemption of real property taxes on improvements to land and buildings for businesses primarily involved in manufacturing articles of commerce, conducting research & development, or warehousing and distribution of goods used in interstate commerce.

Neighborhood Revitalization Areas (NRA)

The NRA is a revitalization tool used to help eliminate blight, correct health and safety issues, preserve historic properties, correct legal issues with the property, or convert under-productive properties to more productive use. Funding is provided via a property tax rebate based on the incremental increase in property value resulting from project improvements.

Tax Increment Financing District (TIF)

A TIF district is used to assist project redevelopment in blighted or challenging development areas by pledging future gains in sales and/or property taxes generated within the TIF district to finance improvements which will result in those tax gains.

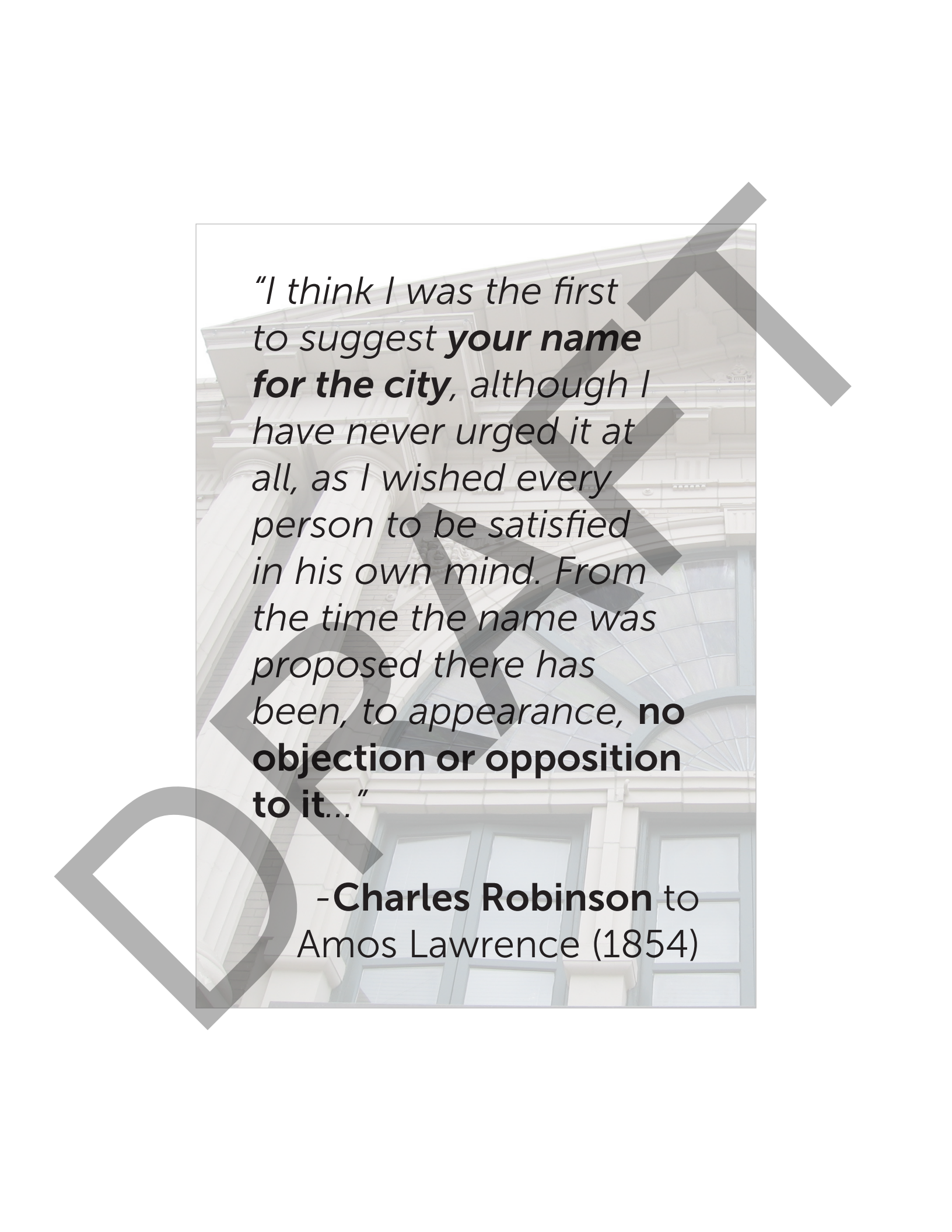
Transportation Development Districts (TDD)

TDDs are a funding tool used to support eligible, transportation-related improvements within a specified district through special assessments or a new transportation sales tax.

Community Improvement Districts (CID)

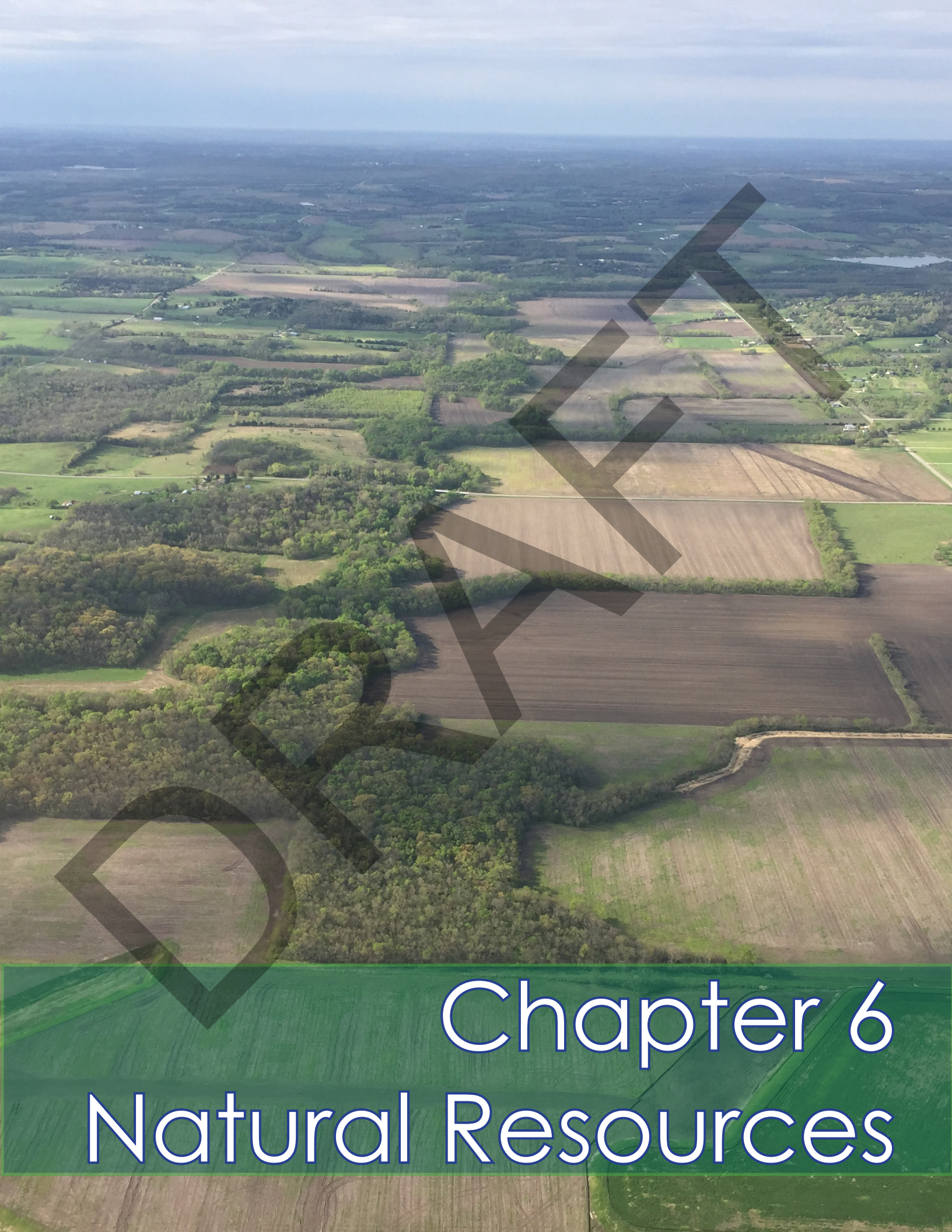
CIDs are an economic development tool designed to finance public or private facility improvements or services within a specified district through special assessments or a new district sales tax.

More can be found in the [City of Lawrence’s Economic Development Policy](#).



*"I think I was the first
to suggest **your name
for the city**, although I
have never urged it at
all, as I wished every
person to be satisfied
in his own mind. From
the time the name was
proposed there has
been, to appearance, **no
objection or opposition
to it...**"*

**- Charles Robinson to
Amos Lawrence (1854)**



Chapter 6

Natural Resources



ADVISORY BOARDS

- [Sustainability Advisory Board](#)
- [Douglas County Conservation District](#)
- [KSU Research & Extension: Douglas County](#)



What are Watersheds?

A watershed is an area of land above a river or stream that contributes water to its flow. The entire watershed is drained by a river or stream to another river or lake.

Watersheds are important because all of the water that falls on it or flows through it will ultimately drain to other bodies of water. It is essential to consider these downstream impacts when developing and implementing water quality protection and restoration actions.

6. Natural Resources

VISION

To protect and enhance our rich natural heritage and environment. Lawrence and Douglas County shall strive to balance the needs of a vibrant economy, an equitable society, and a healthy, sustainable environment.

GOALS

From recreation to drinking sources, **water** plays a vital role in both our natural and built environments. Managing water resources ensures that water quality is maintained for a drinking sources and for recreational purposes. It also is vital to help limit and mitigate flooding in areas throughout our community.

- 1. Manage all water resources to protect natural habitats, mitigate hazards, and ensure water quality.**
 - 1.1 Evaluate development proposals for their impacts on critical water sources providing drinking water for Lawrence and Douglas County.
 - 1.2 Consider and mitigate development impacts on the watershed.
 - 1.3 Preserve and protect natural surface streams and rivers.
 - 1.4 Develop stream corridor buffers to preserve and enhance natural water features.
 - 1.5 Encourage low-impact uses of riparian areas for parks and trail connections.
 - 1.6 Encourage minimal and appropriate use of fertilizer, pesticides, and other chemicals to reduce stormwater pollutants, maintaining water quality through watershed protection measures.
 - 1.7 Identify, preserve, and protect wetlands.
 - 1.8 Strengthen [floodplain](#) regulations to mitigate flood hazards and decrease vulnerability of life and property.
 - 1.9 Inventory and protect groundwater resources and their recharge lands.
 - 1.10 Develop stormwater management policies for unincorporated Douglas County to evaluate development proposals to limit runoff and protect water quality.

1.11 Promote voluntary water usage reductions and encourage site design best management practices.

Land resources, such as woodlands, prairies and soils, provide wildlife habitats and open space. Preserving and maintaining these resources provides both economic and quality of life benefits.

2. Manage land resources to maintain their natural functions and ensure their sustainability for the future.

- 2.1 Adopt regulations requiring grading permits to minimize grading and [steep slope](#) development when possible.
- 2.2 Preserve and sustain native woodlands through the development of regulations and incentives providing protection.
- 2.3 Protect the urban tree canopy throughout Lawrence.
- 2.4 Preserve and restore native prairies, including utilizing conservation easements.
- 2.5 Identify important wildlife habitats and prioritize them for protection and conservation to establish corridors.



Sensitive Lands

Sensitive lands are part of the natural environment that provide habitat for wildlife, endangered ecosystems, or presently unique settings that are rare in Douglas County. By protecting these designated spaces we can protect natural habitats, provide recreation areas, and help minimize development impacts in sensitive areas.

These include:

- Endangered Species Habitats
- [Floodway](#) and [Floodplain](#)
- [High Quality Agricultural Soils](#)
- Native Prairies
- Rural Woodlands and Urban Forests
- Wetlands & Stream Corridors
- [Steep Slopes](#)

“Through the reduction of local GHG (greenhouse gas) emissions, the City of Lawrence can recognize cost savings, attract environmentally friendly businesses to the area, and help Lawrence establish a leadership role in climate risk mitigation in Kansas.”

Climate Protection Task Force: [Climate Protection Plan](#), p. 4

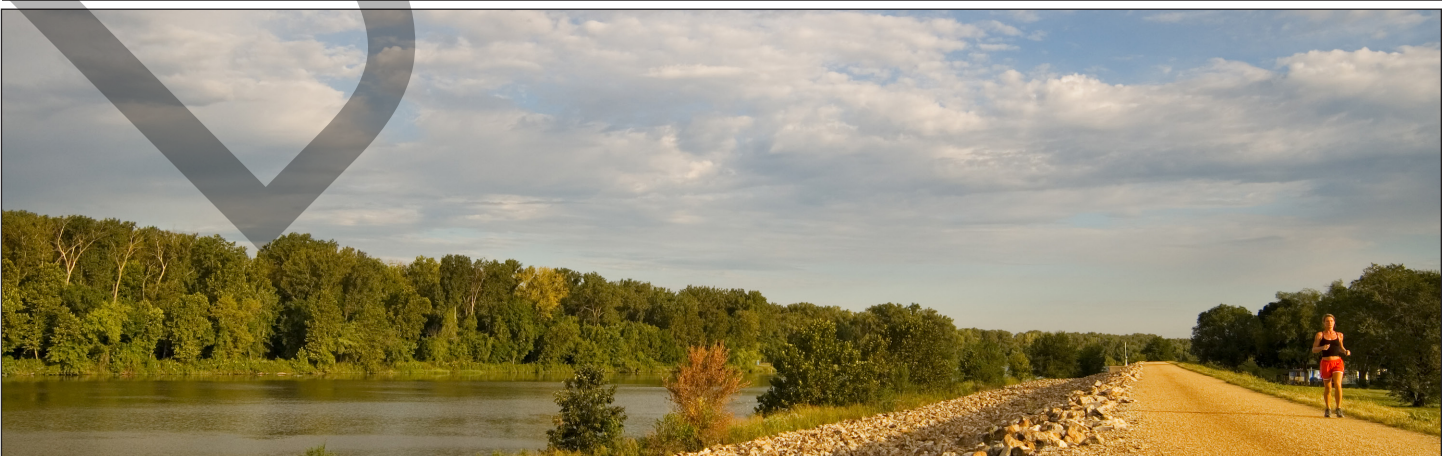


Photo by Harland J. Schuster



What is Indoor Air Quality?

Many people associate air quality with emissions that are outside of buildings. However, indoor air quality can be equally as important.

Air quality has a profound effect on the environment and human health. If not addressed, poor air quality can lead to water and soil contamination, significant community health impacts, and or increased greenhouse gas emissions.

Indoor Air Quality includes:

- Control of airborne pollutants, such as secondhand smoke, radon, paint fumes, etc.
- Introducing and distributing outdoor air adequately
- Proper temperature and relative humidity

- 2.6 Consider the complete natural system in identifying and preserving sensitive lands as individual developments occur to maintain continuity throughout the ecosystem.
- 2.7 Protect [high-quality agricultural soils](#), as defined in each [Specific Land Use Plan](#), as the community develops to urban densities.
- 2.8 Protect high-quality agricultural soils in rural areas that exist in significant, contiguous amounts for continued productive use in the future.
- 2.9 Protect native ecosystems by addressing invasive species, with priority given to non-chemical methods.

Air pollution has a profound impact on the environment and leads to water and soil contamination, community health impacts, and contributes to adding greenhouse gases to the environment.

- 3. Manage air quality in the community to limit outdoor air pollution, excessive greenhouse gases, and indoor air pollution.**
 - 3.1 Develop policies to reduce vehicle emissions by reducing the amount of vehicle miles traveled.
 - 3.2 Develop land use regulations and incentives to reduce greenhouse gas emissions.
 - 3.3 Reduce toxic emissions in the community and comply with regional, state, and federal clean air regulations.
 - 3.4 Address sources of indoor air pollutants to improve community health.
 - 3.5 Continue conducting the [Lawrence-Douglas County Sustainability Office](#) community-wide [greenhouse gas inventory](#) every 5 years.



3.6 Prioritize efforts to reduce greenhouse gas emissions in municipal operations.

Proper extraction and remediation of natural materials, such as sand, gravel, timber, oil, gas and stone, are essential to sustainable development activity.

4. Properly manage natural resources to ensure sustainability, marketability, and environmental quality for the community.

- 4.1 Work with partner agencies to develop sustainable harvesting standards and effective reclamation procedures.
- 4.2 Recognize the need for the extraction of local natural resources to keep construction costs economically reasonable, while mitigating impacts to the environment and surrounding land uses in the evaluation of new extraction proposals.
- 4.3 Document and map active and suspended quarries, and analyze their environmental impacts as operational levels evolve at the sites.

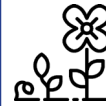
Proper disposal of **daily, and hazardous, waste** can have dramatic impacts on the natural environment and community health, and can reduce numerous forms of pollution.

5. Reduce the amounts of waste sent to landfills.

- 5.1 Manage solid waste by emphasizing reducing, reusing, and recycling across all industries.
- 5.2 Support proper disposal of household hazardous waste with the [Lawrence - Douglas County Household Hazardous Waste](#) Program.
- 5.3 Encourage recycling, composting, and other efforts throughout Douglas County to reduce the amounts of material and food deposited in landfills.

Many of the factors that impact the natural environment in Douglas County are created by urban settings and climate change. Efforts to improve the **urban environment** can serve to protect and sustain our natural resources.

6. Strengthen environmental protection through sustainable development of the built/urban environment.



What are High-Quality Agricultural Soils?

High Quality Agricultural Soils are locations that have been graded as being the best land for agricultural production. This includes 2 classes:

Class 1: Soils in this class are best suited for cultivated crops, pasture, range, woodland, and wildlife. They are deep, generally well drained, easily worked, and less prone to erosion.

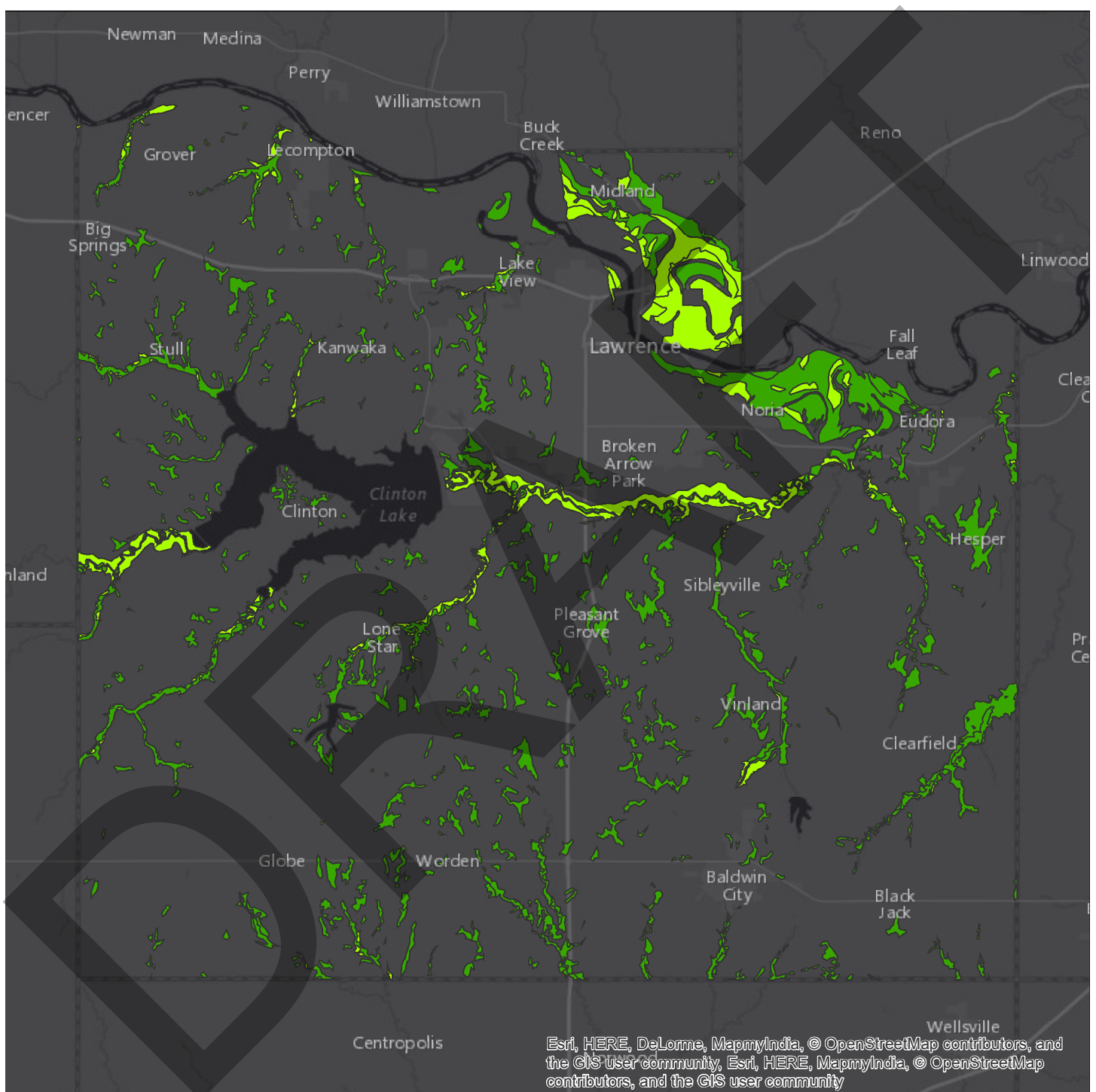
Class 2: They require careful management to prevent deterioration or to improve air and water relations when cultivated. The limitations are few, and the necessary management is easy to apply. The soils may be used for cultivated crops, pasture, range, woodland, or wildlife food and cover.



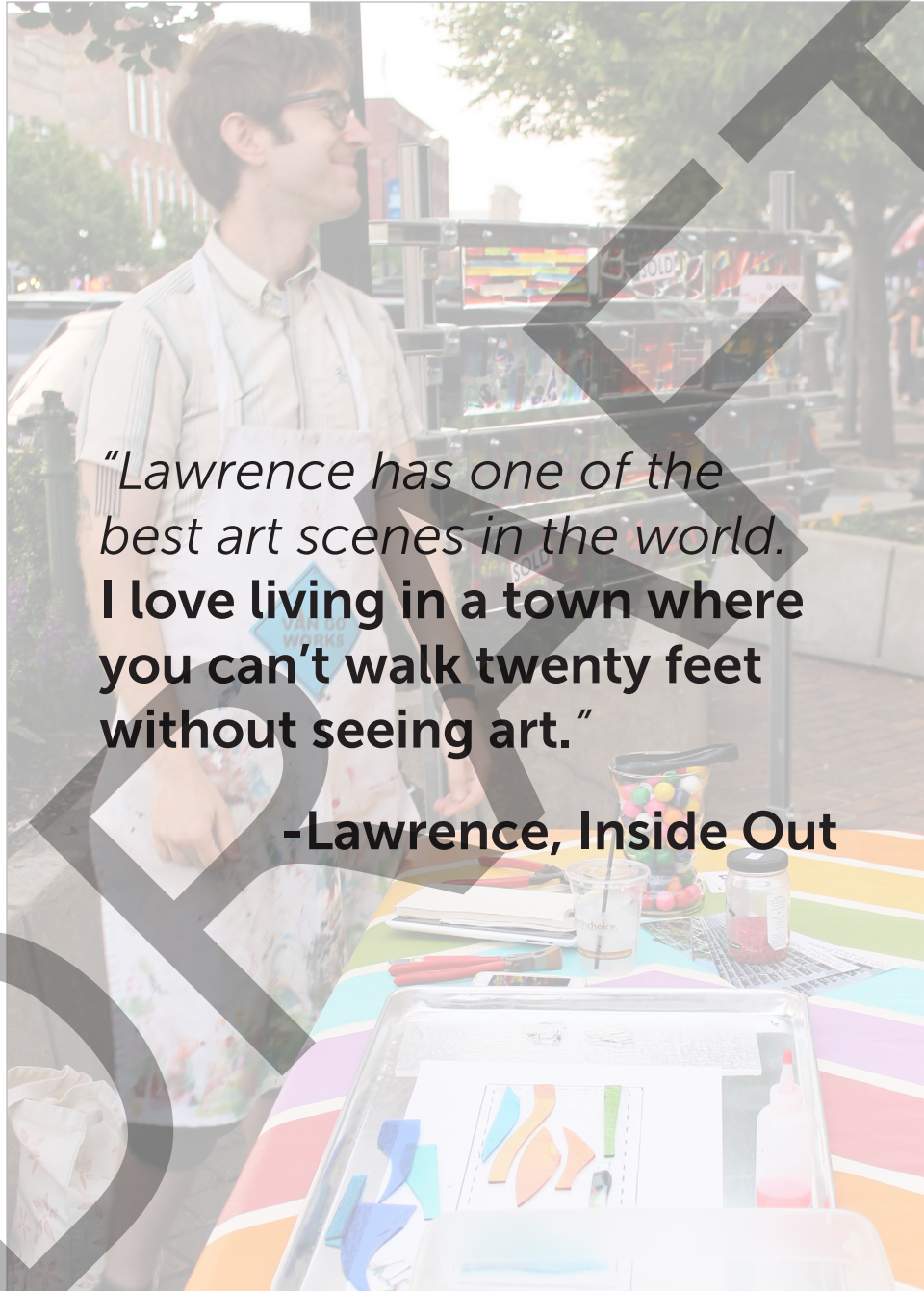


Photo by A. Shafer Photography

- 6.1 Adopt a climate change adaptation plan incorporating potential climate change scenarios and identifying specific actions to reduce risk and exposure from hazards.
- 6.2 Mitigate impacts caused by noise and light pollution, and development activities.
- 6.3 Foster and encourage healthy lifestyle options through development and design of the built environment.
- 6.4 Develop a sustainable multi-modal transportation system.
- 6.5 Promote sustainable building practices by leading and promoting green building standards and practices, and by creating incentives to improve opportunities for distributed generation of renewable energy sources.
- 6.6 Promote responsible use and conservation of energy and natural resources by enhancing current building codes to increase energy efficiency of new construction and significant remodels.
- 6.7 Continue developing [local food](#) programs and implement the [Food System Plan](#) throughout Douglas County and Lawrence.
- 6.8 Develop strategies for energy conservation and adaptive reuse of existing structures.
- 6.9 Utilize green infrastructure and best management practices to manage stormwater impacts.
- 6.10 Support state legislation giving local governments more authority to mitigate the potential environmental harm of large-scale agricultural and energy industries.

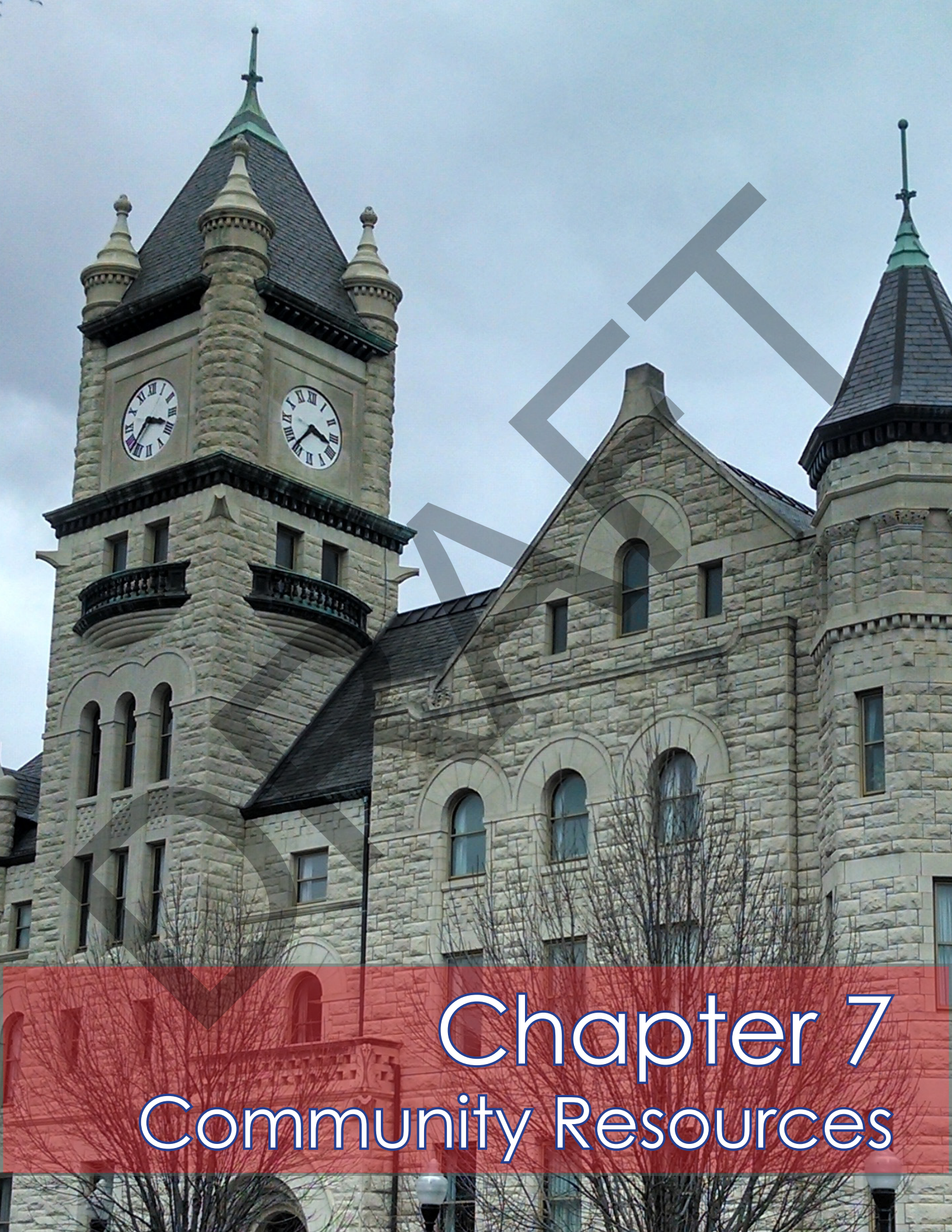


Map 6.1: Natural Resources Map
[Click on Map Image to view Complete Map](#)



"Lawrence has one of the best art scenes in the world. I love living in a town where you can't walk twenty feet without seeing art."

-Lawrence, Inside Out



Chapter 7

Community Resources



ADVISORY BOARDS

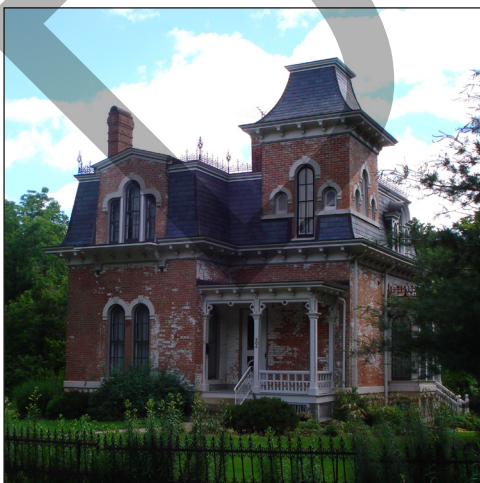
- [Heritage Conservation Council of Douglas County](#)
- [Historic Resources Commission](#)



Design Guidelines

Design guidelines convey general policies about the design of alterations to existing structures, additions, new construction, and site work. They do not dictate solutions; instead, they define a range of appropriate responses to a variety of specific design issues. Lawrence has 3 sets of design guidelines tailored to specific areas of our community:

- [Downtown Area Design Guidelines](#)
- [8th & Penn Neighborhood Redevelopment Zone](#)
- [Oread Neighborhood Design Guidelines](#)



7. Community Resources

A. Historic Resources

VISION

We honor the city's and county's vibrant history by protecting appropriate historical assets, which contribute to our sense of place. Future growth will complement our community's historical assets and enhance our unique character.

GOALS

Working to **locate and study historic resources** is a large undertaking. This necessary process ensures these resources are retained for future generations.

1. Identify, evaluate, designate, and preserve our community's historic resources.

- 1.1 Maintain Certified Local Government status for both Douglas County and the City of Lawrence.
- 1.2 Maintain and strengthen the local preservation ordinances for both Douglas County and the City of Lawrence.
- 1.3 Adopt a comprehensive historic resources preservation plan.
- 1.4 Integrate historic preservation elements in [Specific Land Use and Neighborhood](#) plans.
- 1.5 Create incentives to encourage adaptive reuse of historic structures.
- 1.6 Encourage and facilitate adaptive reuse of historic structures.
- 1.7 Continue locating, surveying, and assessing historic resources throughout Douglas County and the City of Lawrence.
- 1.8 Establish funding priorities for evaluation and protection efforts.
- 1.9 Evaluate all structures over 50 years old for their historic significance and educate owners on the ways such structures could be protected as a historic asset.

While landmark structures and buildings are important in their own right, the **area and context** in which they sit also provides critical historical backing to fully illustrate their significance to the community.

2. Conserve and protect the visual context of historic resources.

- 2.1 Encourage infill development that is compatible with historic patterns and styles.
- 2.2 Maintain historic patterns and styles while accommodating accessory dwelling units in all Lawrence RS zoning districts.
- 2.3 Create appropriate transition areas between historic districts and structures, and adjacent development.
- 2.4 List eligible properties to the local, state, and/or national registers of historic places.
- 2.5 Expand the use of overlay districts and design guidelines to enhance unique places in our community.
- 2.6 Create conservation districts to protect historic environs.
- 2.7 Implement a demolition by neglect ordinance to protect significant historic structures from neglect.
- 2.8 Adopt rehabilitation building and fire codes.
- 2.9 Reuse and reinvest in existing structures to strengthen their longevity and use.
- 2.10 Develop historic district sustainability guidelines to encourage maintaining the historic fabric and resources invested in existing structures and sites.



What is Demolition by Neglect?

A term used to describe a situation where a property owner allows a structure to suffer severe deterioration, potentially beyond the point of repair, making demolition necessary to protect public health and safety, with the consequence of losing the otherwise usable property.



What is a Certified Local Government?

The Certified Local Government Program is a partnership between local, state, and federal government to promote the preservation of a wide range of historic resources. Participants act independently to develop and maintain a preservation program, showing their commitment to conserving significant resources from the past for future generations.





Some historic buildings and structures are owned and maintained by **local governments and agencies**. Ensuring their continued use and preservation provides longevity and character unique to these parts of our community.

3. Protect and maintain publicly owned historic resources.

- 3.1 Maintain, protect, and restore existing brick streets, sidewalks, and hitching posts within Lawrence.
- 3.2 Formalize a review process for all public improvements to determine potential effects on preservation efforts.
- 3.3 List community owned buildings to the historic registers and promote appropriate repairs and maintenance to ensure compatibility with listings.

Providing financial relief is one of the best methods to help owners protect and continue using the historic buildings and places that make our community unique.

4. Incentivize the preservation of historic resources.

- 4.1 Incorporate historic conservation and preservation in Lawrence's and Douglas County's economic development programs.
- 4.2 Promote the utilization of existing tax credits, exemptions, and investment programs.
- 4.3 Promote the [Historic Preservation Tax Incentives program](#) to encourage compatible sustainability on historic structures and sites.
- 4.4 Create and promote tax incentives and abatements for the restoration, renovation, and re-use of historically designated buildings and structures.
- 4.5 Implement façade improvement grants and incentives for occupants of historic structures.
- 4.6 Implement incentives for conserving historically significant farming lands and structures.
- 4.7 Incentivize environmental hazards abatement in significant historic structures.
- 4.8 Retain and maintain historic single-family residences in residential historic and conservation districts.
- 4.9 Incentivize the appropriate reuse and revitalization of historic structures.
- 4.10 Maintain the Douglas County [Natural and Cultural Heritage Grant Program](#).

B. Parks, Recreation, & Open Space

VISION

Create and maintain a variety of recreational opportunities and open spaces to increase options for residents of all ages to lead a healthy and active lifestyle.

GOALS

Throughout Douglas County and Lawrence, there has been a **strong, beneficial relationship** between the city, the county, the school districts, and other public agencies to help create, use, and maintain parks and open spaces throughout the greater community.

1. Maintain coordinated and cooperative planning and development opportunities with community partners.

- 1.1 Establish park and open space standards for unincorporated Douglas County.
- 1.2 Coordinate recreational services and facilities to maximize resources and minimize community expense.
- 1.3 Coordinate park and open space standards between Douglas County and Lawrence.

One of the most important facets of parks and open spaces is being able to **locate new spaces** that best serve community use, and protect key aspects of our community.

2. Encourage innovative land acquisition and open space preservation.

- 2.1 Incentivize land dedications and other voluntary mechanisms to protect natural and historic areas of the community for public purposes.
- 2.2 Use easements, landowner agreements, and deed restrictions for multi-use trails and open spaces, especially key natural and historic areas.
- 2.3 Create awareness and education programs showing the benefits of key natural and historic areas.



ADVISORY BOARDS

- [Parks & Recreation Advisory Board](#)



What are Open Spaces?

Open Spaces can take many forms, but generally, there are 2 types that are predominant in our community.

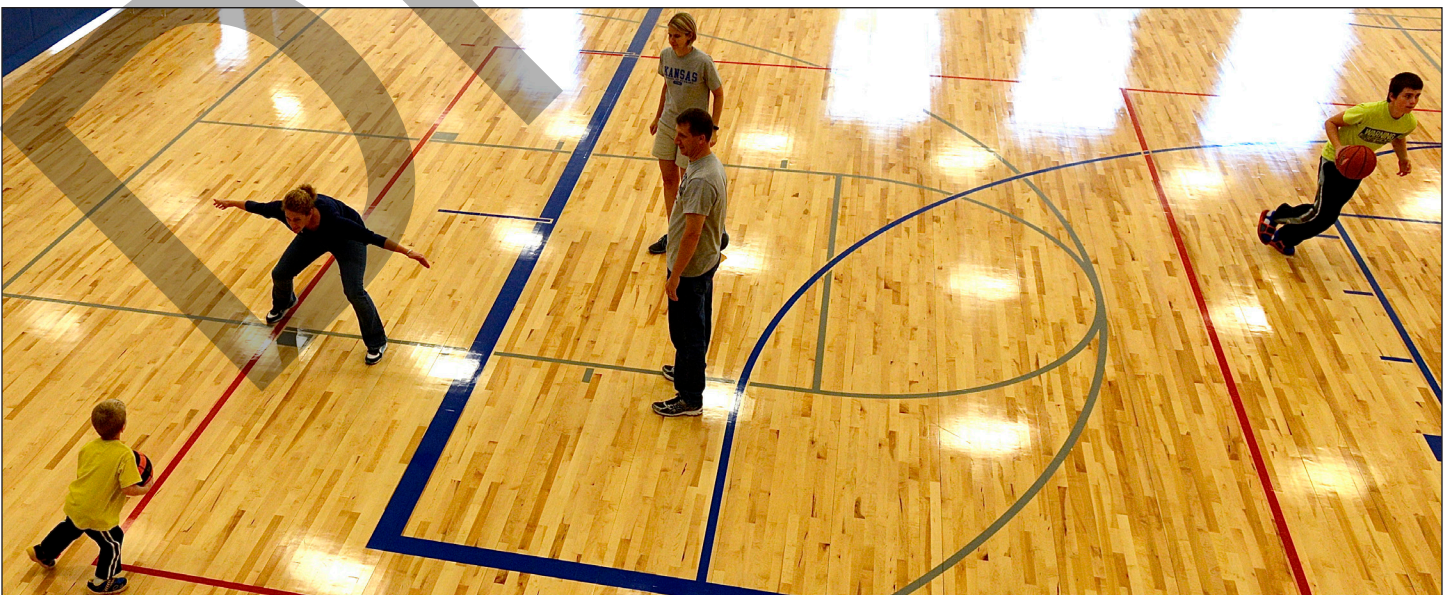
- Active:
Playgrounds, ballfields, recreation centers
- Passive:
Trails, nature preserves, scenic overlooks



Creating parkland and open space areas as the community grows is necessary to maintain a key component of our quality of life.

3. Identify and expand existing park, recreation, and open space systems.

- 3.1 Ensure adequate and equitable access to park, recreation, and open spaces to all community residents.
- 3.2 Locate and develop park, recreation, and open space locations consistent with the Lawrence Parks and Recreation Master Plan and other [Specific Land Use Plans](#).
- 3.3 Facilitate new park, recreation, and open space locations in conjunction with the growth and development of the community.
- 3.4 Locate park, recreation, and open space locations near other community facilities, such as schools, when possible to maximize resources and minimize expenses.
- 3.5 Utilize floodplains for low-impact park, recreation, and open space uses, such as play fields, trails and passive recreation.
- 3.6 Facilitate open space preservation by working with property owners.



Linkages are equally as important as having park, recreation, and open space land available to the community. **Improving these linkages** via trails, sidewalks, and paths ensures accessibility to all residents to match transportation and recreation needs.

4. Connect and link parks, recreation, and open space locations.

- 4.1 Create connections throughout the community using existing and unique features to provide connections, such as parkways and boulevards, greenways, riparian corridors and other methods.
- 4.2 Capitalize on street and utility improvement projects as opportunities to include sidewalks, bikeways, and trails.
- 4.3 Provide linkages within Lawrence and unincorporated Douglas County connecting park, recreation, and open space locations.
- 4.4 Connect lands providing continuity for floodplains, watercourses, and wildlife.

Some of the most valuable lands in our community are ones on which we don't build. **Preserving natural features and areas** throughout Douglas County for the community's benefit and enjoyment is critical to preserving our natural spaces.

5. Preserve and enhance natural areas of the community.

- 5.1 Promote sensitive land retention through programs such as conservation easements.
- 5.2 Incorporate natural elements such as floodplains, watercourses, wetlands, and steep slopes into development proposals as preserved features.
- 5.3 Design historic sites and historic ecosystems into spaces for conservation and enjoyment by future generations.



What is a Floodplain?

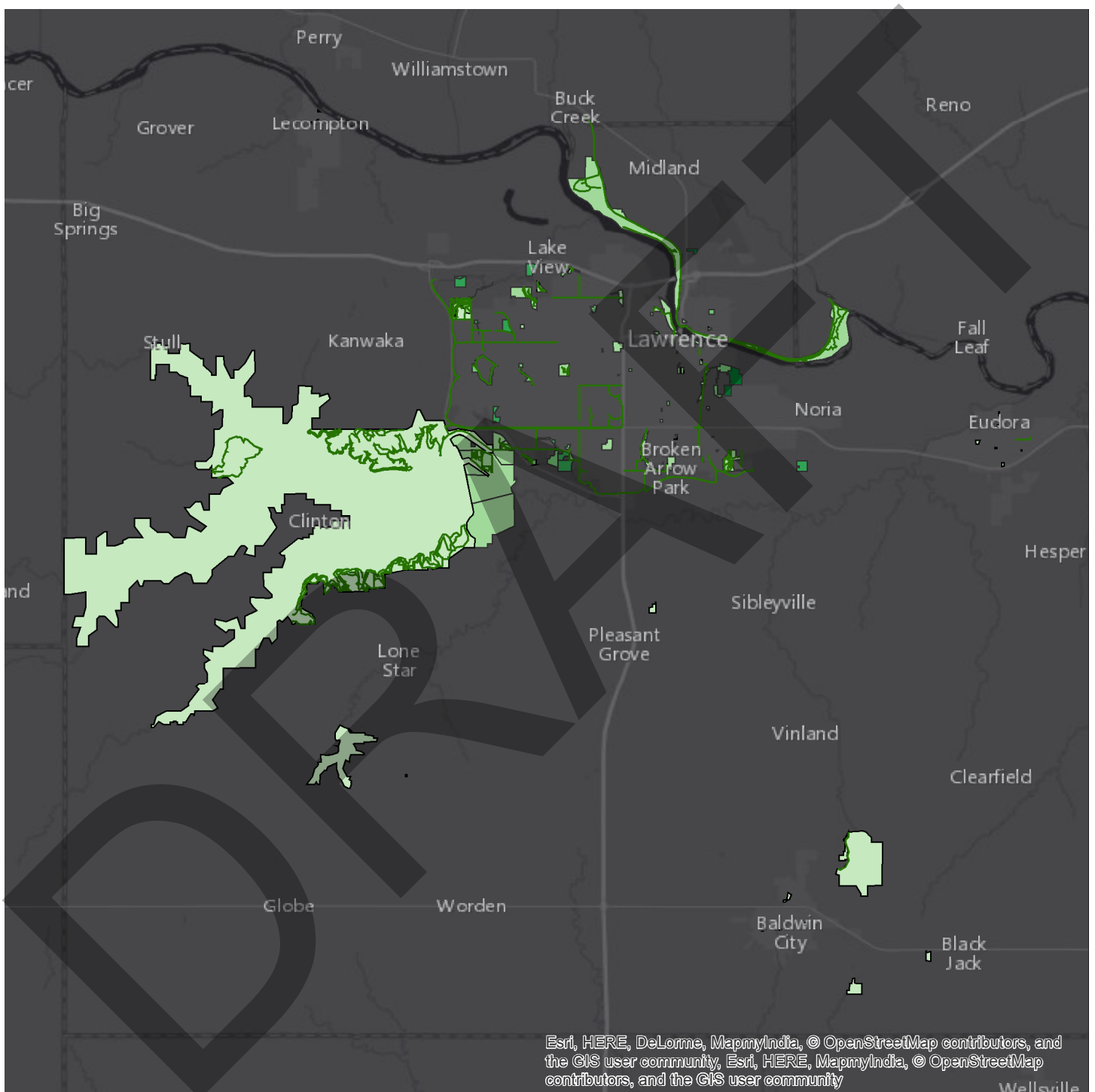
Any land area susceptible to being inundated by floodwaters from any source.



What is a Steep Slope?

Those areas of land characterized by a change in elevation of 15 percent.





Map 7.1: Parks & Open Space Map
[Click on Map Image to view Complete Map](#)

C. Community Facilities

VISION

We will be a community with facilities to serve our residents and enhance the quality of life in a sustainable and efficient manner.

GOALS

Responsible government ensures that **facilities and structures are maintained** and upgraded to maximize the life of these assets.

1. Maintain and construct quality and sustainable community facilities.

- 1.1 Identify appropriate locations for new facilities, and maintain existing locations throughout the community.
- 1.2 Collaborate with community partners (schools, hospitals, universities, etc.) on future efforts, including siting facilities that can be shared to maximize public investment.
- 1.3 Encourage combining or creating multiple use facilities when appropriate, such as schools/ community centers, Fire/Police stations, to improve accessibility and efficiency.
- 1.4 Incorporate multi-modal transportation elements into facility planning and design.

Siting community facilities can be difficult and dependent on a variety of factors. **Using locational criteria** helps ensure a best fit for the use and for the community.

2. Consider the following Locational Criteria when siting community facilities.

- 2.1 Locate and design sites to minimize impacts on adjacent areas.
- 2.2 Utilize innovative designs to enhance Lawrence and Douglas County.
- 2.3 Buffer potential nuisances by appropriate means.



© Gayle Babcock, Architectural Imageworks LLC.



Ensure the long-term viability and service provision by supporting the **community's general hospital** in a changing health care market.

3. Maintain support for the community's public general hospital.

- 3.1 Review impacts of any new proposed hospital on the economic viability of the community's existing general hospital.



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D. Arts & Culture

VISION

Promote and foster our community's pride and diversity through arts and culture to strengthen our sense of place, and reflect on our commitment to crafting our unique identity.

GOALS

With a strong foundation of work already completed in our community, continue to **incorporate existing plans and studies** to ensure our unique identity.

1. Integrate arts and culture into the built environment through the planning process.

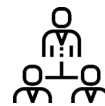
- 1.1 Implement the goals of the [City-Wide Cultural Plan](#) in the development process.

With a well-developed community of artists and activities, **building on these existing assets** helps create a stronger vision and place for the arts in our community.

2. Build on existing assets our community enjoys to strengthen Lawrence's and Douglas County's unique arts atmosphere.

- 2.1 Develop strategies for public-private partnerships for arts and culture programming.

Weaving arts and culture elements cohesively into development is critical to retaining the distinctive qualities of older neighborhoods and fostering the emergence of cohesive identities for newer areas.



ADVISORY BOARDS

- [Lawrence Cultural Arts Commission](#)





- 3. Expand the way that arts and cultural amenities can be incorporated and planned into our community.**
 - 3.1 Develop strategies for incorporating public art in built projects.
 - 3.2 Incorporate [public arts programming](#) into all eligible City of Lawrence projects.
 - 3.3 Design, maintain, and complement infrastructure for creative, cultural, and celebratory activities throughout the community.



"The mission of the Citywide Cultural Plan is to engage the Lawrence community in expressing its collective creative capacity in order to support and sustain a vibrant and robust community."

Building on Lawrence's Creative Capital: A City-Wide Cultural Plan for Lawrence, KS, p. 19



E. Food Systems Development

VISION

Create a robust local food system that enriches producers and consumers, and that bolsters our communities' health and resilience.

GOALS

Local foods are a large part of our culture and economy, including producing, buying and consuming food products. Ensuring **agriculture's role in our community** helps signify its importance in our local economy and shapes our local identity.

1. Identify and encourage opportunities for growth in local agricultural employment, tax base, and income.

- 1.1 Plan in accordance with and implement the [Douglas County Food Systems Plan](#).
- 1.2 Maintain and protect working lands and [high-quality agricultural soils](#) for future generations.
- 1.3 Plan for the conservation and protection of [high-quality agricultural soils](#) as part of [Specific Land Use Plans](#).
- 1.4 Identify and maintain funding for conservation easements.
- 1.5 Guide the expansion of local farmers markets throughout the community as feasible.
- 1.6 Maintain economic development support for the development of regional food system infrastructure and value-added agricultural production.
- 1.7 Plan for equitable healthy and local food access throughout Douglas County.



ADVISORY BOARDS

- [Food Policy Council](#)



Photo by A. Shafer Photography



What are Local Foods?

Local food and eating locally mean building new markets that connect area producers and consumers, keeping food dollars within our community.

This includes how we produce, buy, eat, and throw away food in Douglas County.



Photo by A. Shafer Photography

A woman with long brown hair, wearing a pink tank top, black leggings, and a white visor, is walking two dogs on a paved path. The dog on the left is a German Shepherd, and the dog on the right is a light-colored dog, possibly a Weimaraner. The path is lined with green grass and pink flowers. In the background, there are trees and a wooden fence. A large, stylized, semi-transparent 'DRAFT' watermark is overlaid diagonally across the image.

*"Than the coming of spring in
Kansas nothing can be more
beautiful.*

***It is day after day
of perfection."***

-Kate Stephens
Life at Laurel Town



Chapter 8

Appendix



Key Numbers

(Source: U.S. Census Bureau)

Population (2015)

Douglas Co.	118,053
Lawrence	93,917

Population: Under 18 (2015)

Douglas Co.	21,735
Lawrence	15,793

Population: Over 65 (2015)

Douglas Co.	11,500
Lawrence	8,070

Median Household Income (2015)

Douglas Co.	\$50,939
Lawrence	\$46,406

Housing Tenure (2015)

Douglas Co.	Own: 52%/Rent:48%
Lawrence	Own: 46%/Rent:54%

Persons in Poverty (2015)

Douglas Co.	19.4%
Lawrence	21.8%

Educational Attainment (2015)

High School graduate or higher	
Douglas Co.	94.9%
Lawrence	95.2%

Median Housing Value (2015)

Douglas Co.	\$179,800
Lawrence	\$176,300

Total Housing Units (2015)

Douglas Co.	47,812
Lawrence	38,189

Number of Companies (2012)

Douglas Co.	10,121
Lawrence	8,238

8. Appendix

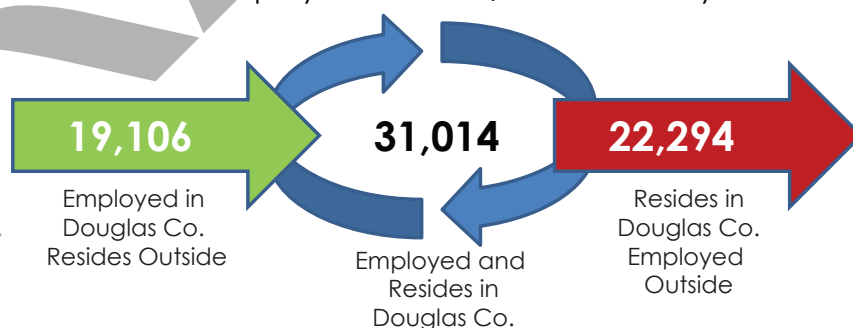
A. Community Profile

Both Douglas County and Lawrence have experienced considerable population growth since the 1950s. Understanding the people of our community has direct effects on how we plan for housing, jobs, transportation, and many other services.

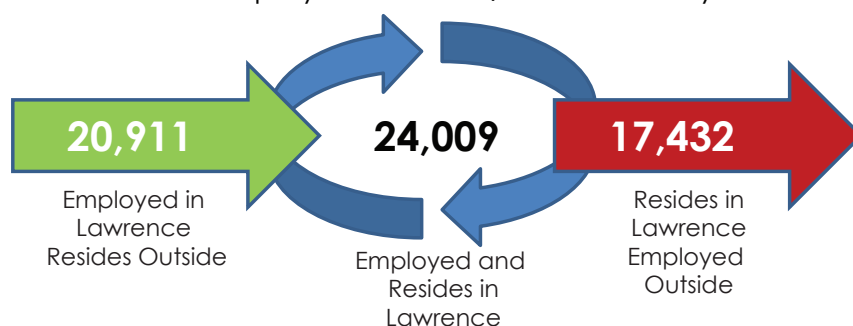
This portion of the comprehensive plan captures a snapshot of the key figures for population, housing, and economics within our community.

Applying the [2010 Census residence concept](#) means that people will not always be counted at the place where they happen to be staying on Thursday, April 1, 2010. People who live at more than one residence during the week, month, or year should be counted at the place where they live most of the time. College students living away from their parental home while attending college in the U.S. (living either on-campus or off-campus) are counted at the on-campus or off-campus residence where they live and sleep most of the time.

2015 Employment Inflow/Outflow Analysis



2015 Employment Inflow/Outflow Analysis



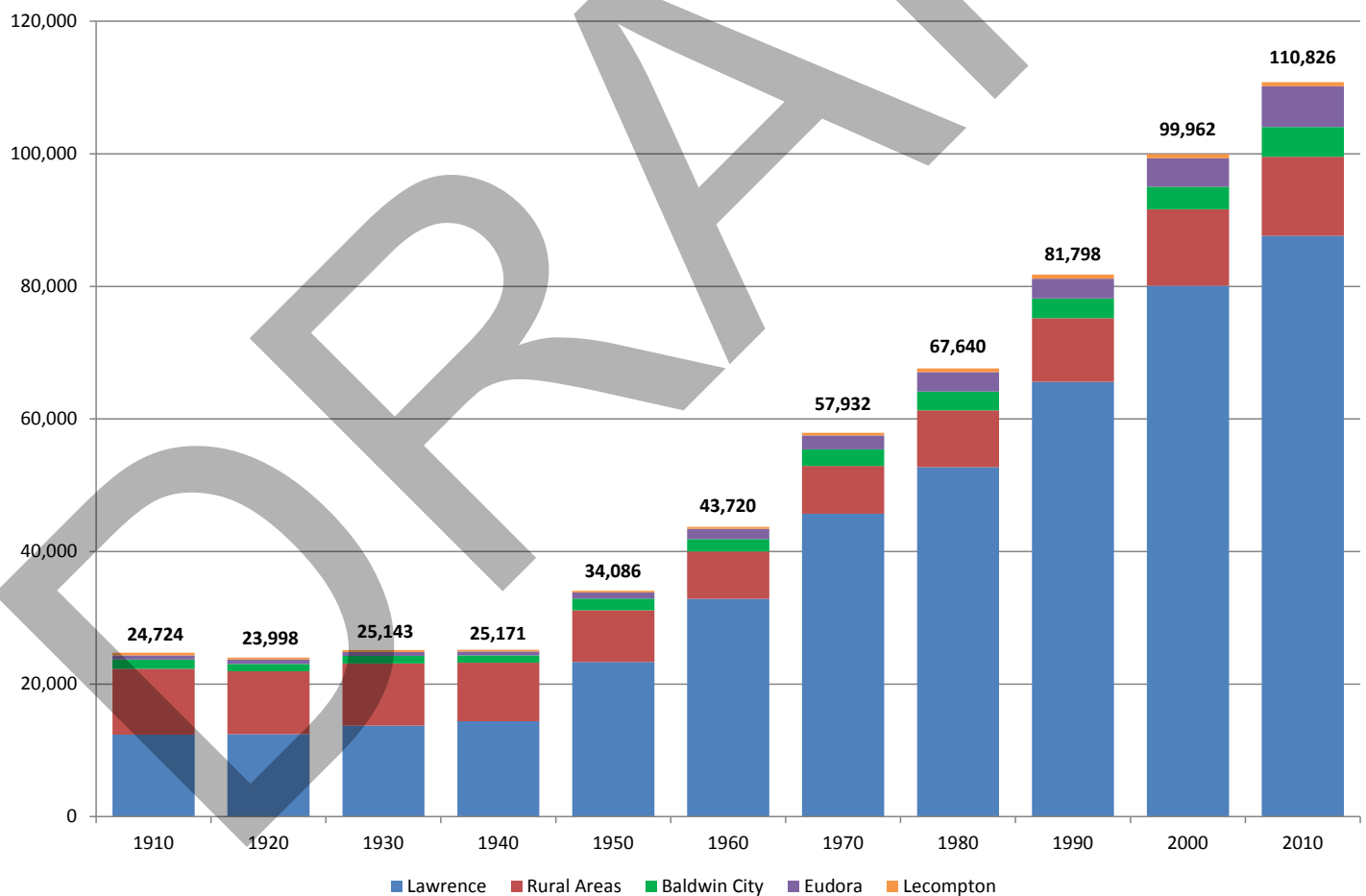
Source: U.S. Census

	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
Douglas County	24,724	23,998	25,143	25,171	34,086	43,720	57,932	67,640	81,798	99,962	110,826
Baldwin City	1,386	1,137	1,127	1,096	1,741	1,877	2,520	2,829	2,961	3,400	4,515
Eudora	640	627	599	603	929	1,526	2,071	2,934	3,006	4,307	6,136
Lawrence	12,374	12,456	13,726	14,390	23,351	32,858	45,698	52,738	65,608	80,098	87,643
Lecompton	386	310	288	250	263	304	434	576	619	608	625
Rural Areas	9,938	9,468	9,403	8,832	7,802	7,155	7,209	8,563	9,604	11,549	11,907

Source: U.S. Census

Decennial Population: Douglas County by Municipality

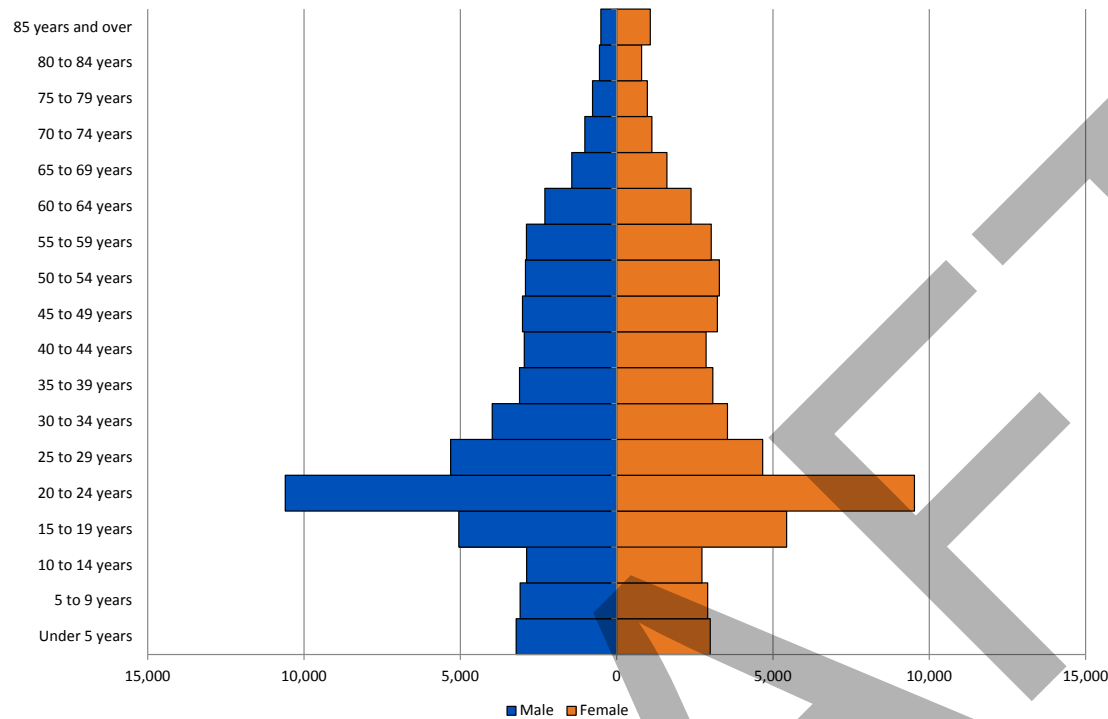
Source: U.S. Census Bureau



Population Pyramids

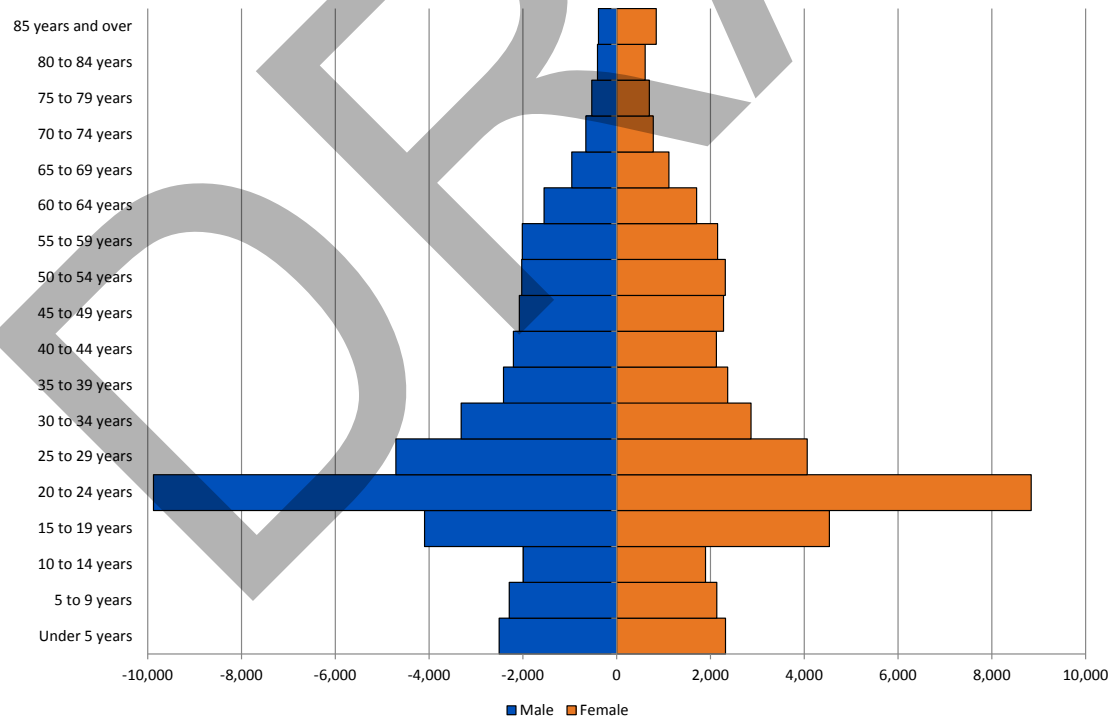
Douglas Co. Population Pyramid

Source: U.S. Census Bureau



Lawrence Population Pyramid

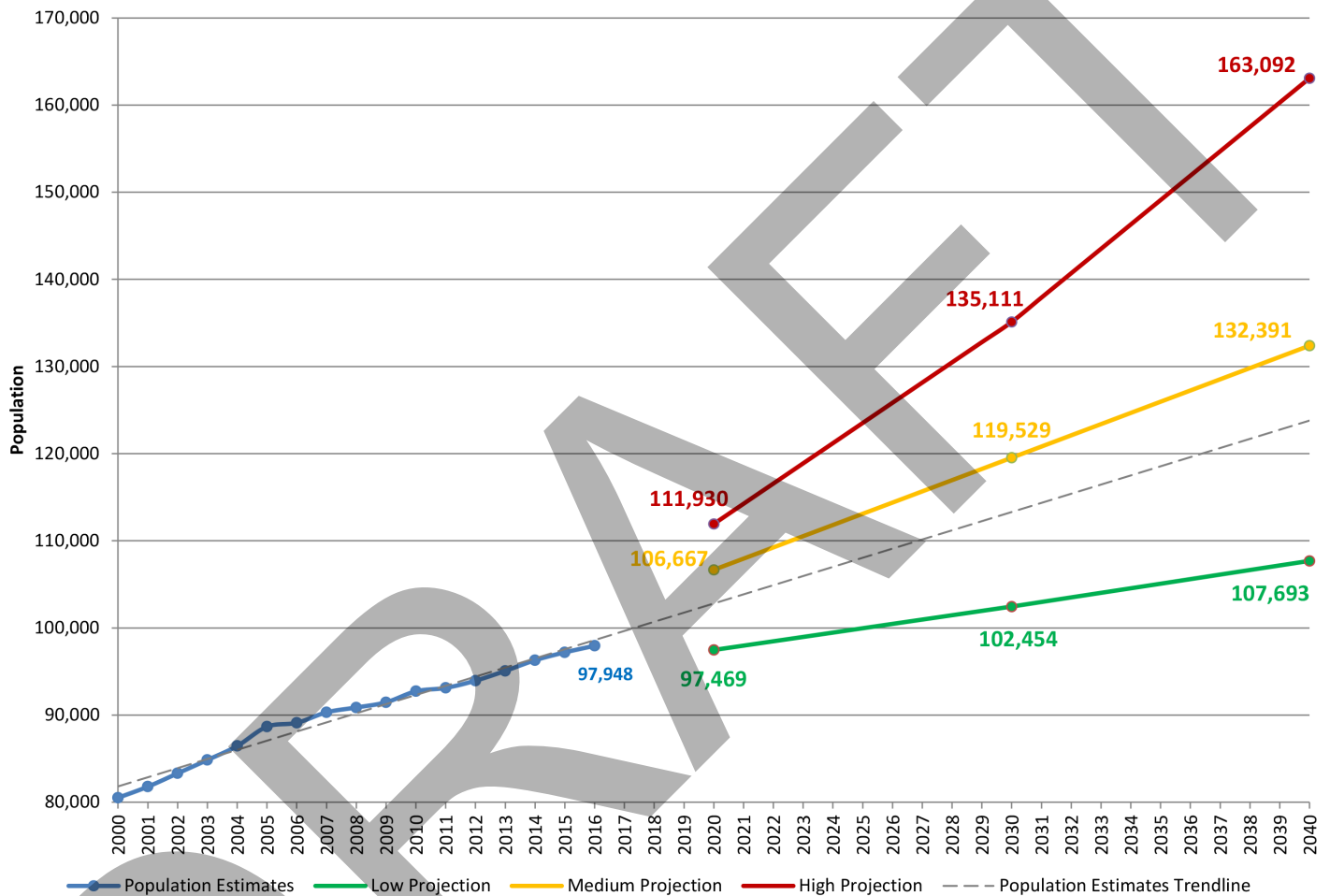
Source: U.S. Census Bureau



Population Projection

Population projections are a means of providing a picture of Lawrence as it may develop in future years, under varying sets of real-world growth conditions. Population projection methods are primarily based on trend data, and the most accurate projections can only be completed every 10 years after sufficient trend data has been established.

Lawrence Population Projections: 2020 to 2040



2011 Population Projections - City of Lawrence

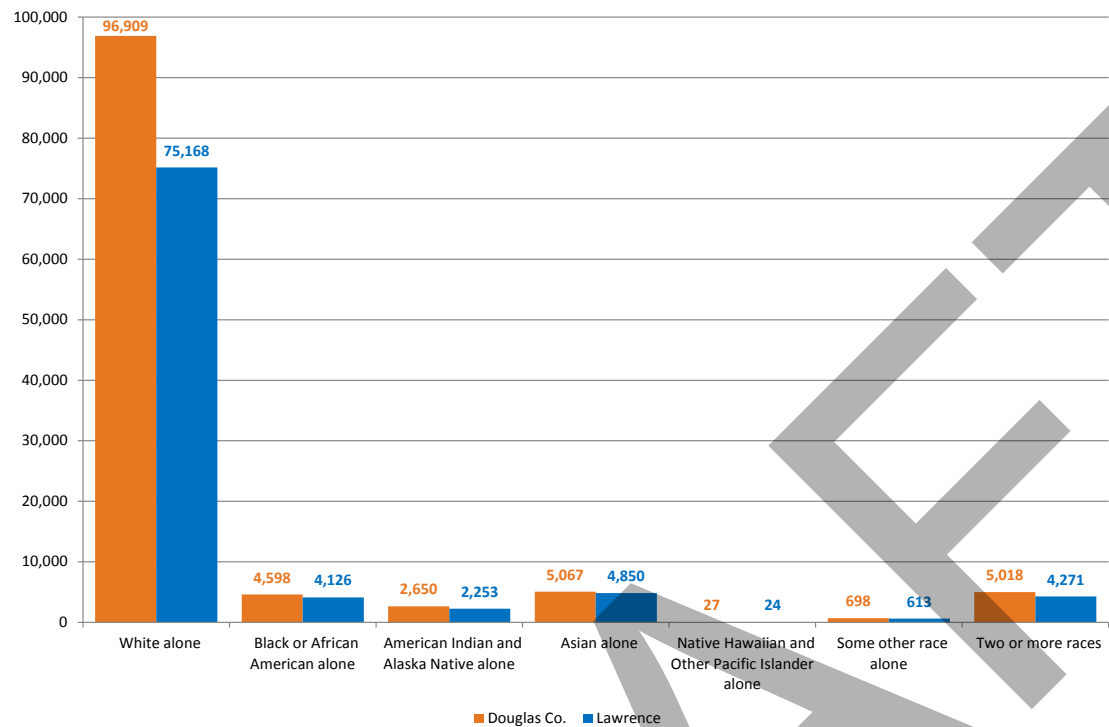
Projections	2020	2030	2040
Low Average Growth Rate 2005 - 0.5%	97,469	102,454	107,693
Medium Linear Regression 2000-2009	106,667	119,529	132,391
High Average Growth Rate 2000-2005 - 1.9%	111,930	135,111	163,092

Source: Lawrence / Douglas County Planning Office

Demographics

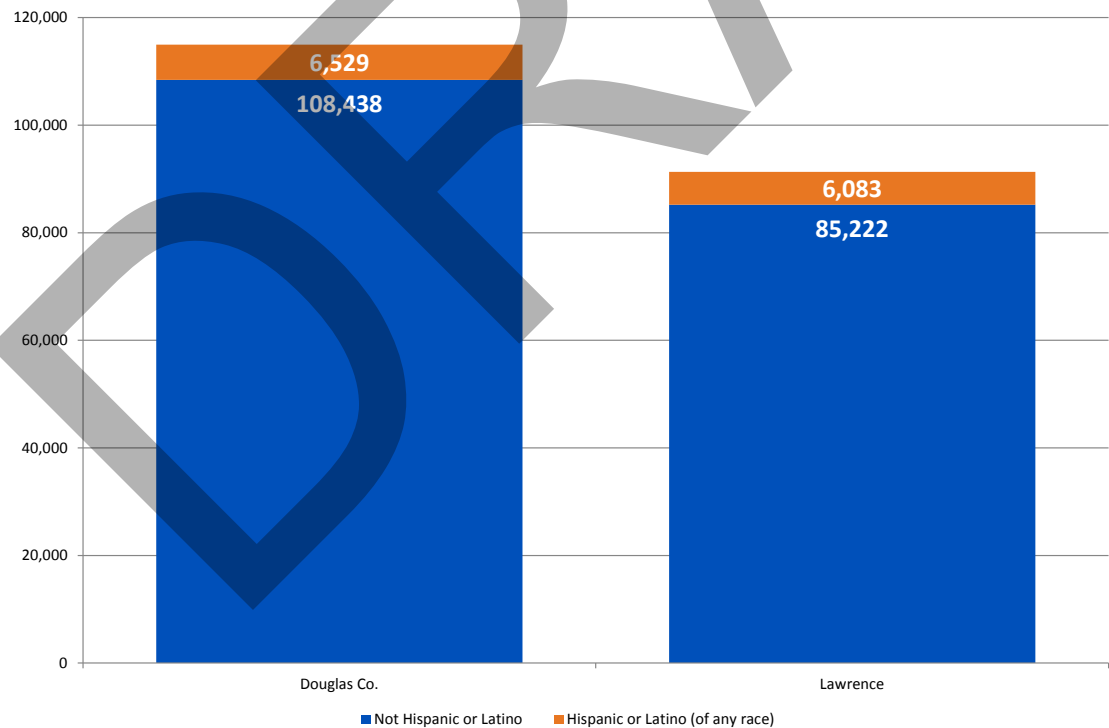
Race: Total Population

Source: U.S. Census Bureau



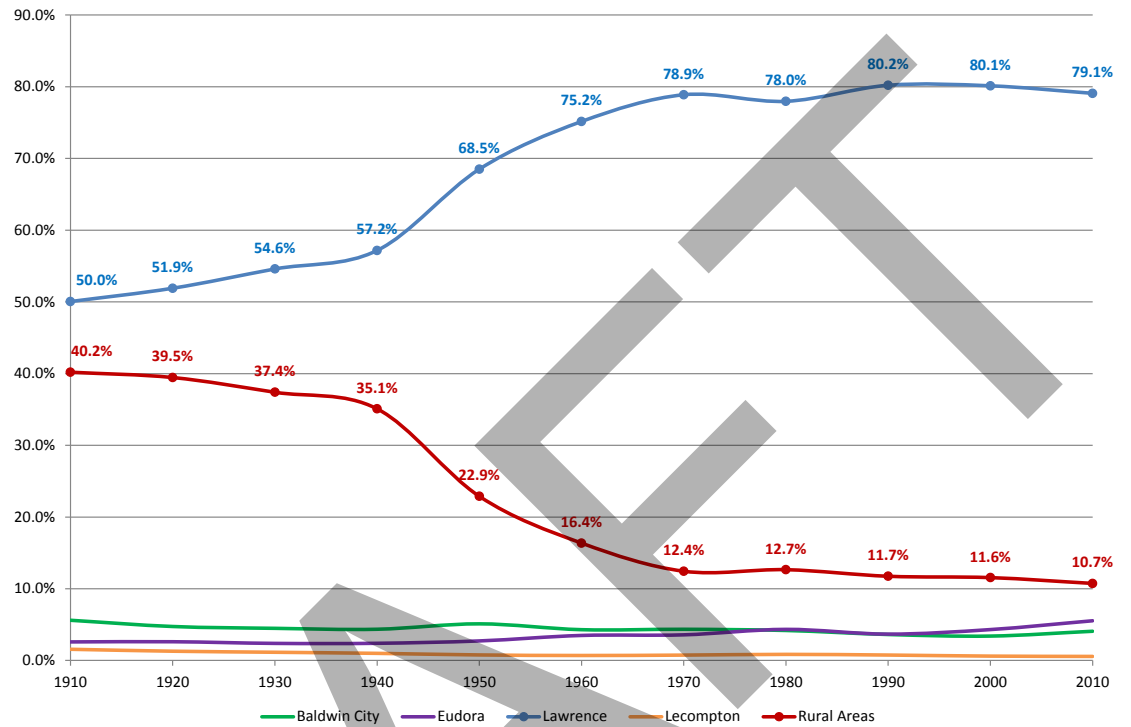
Hispanic or Latino and Race

Source: U.S. Census Bureau



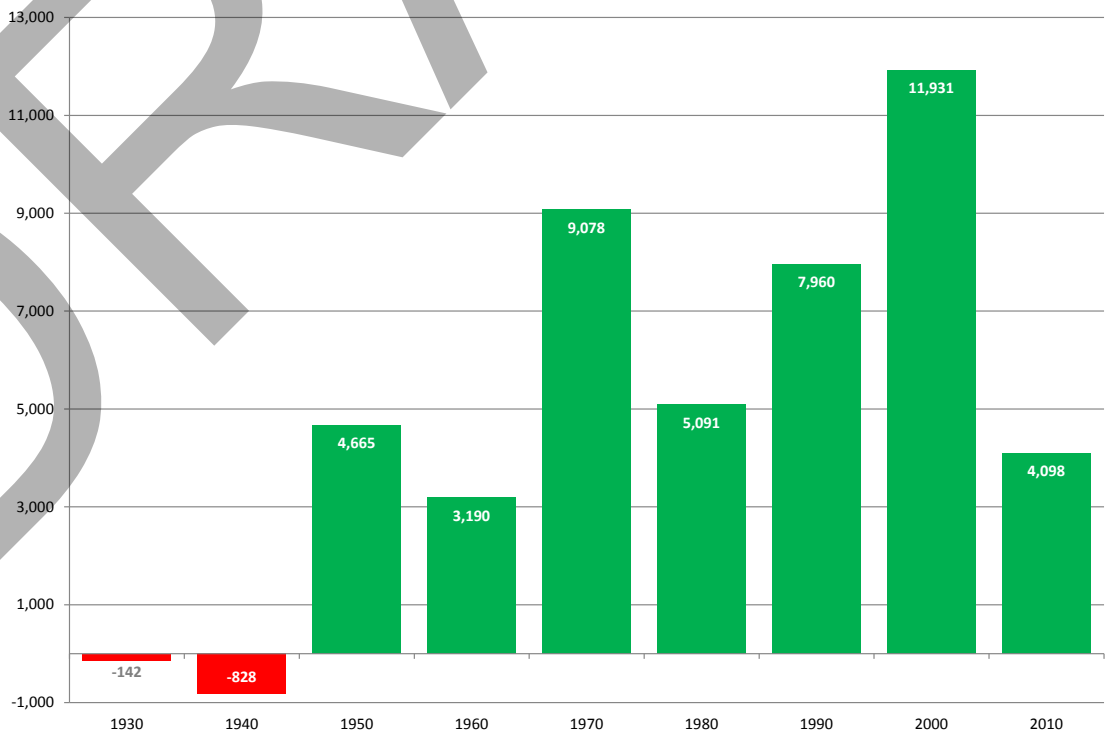
Decennial Population: Percent of Douglas County

Source: U.S. Census Bureau



Douglas County: Net Migration Decade Ending

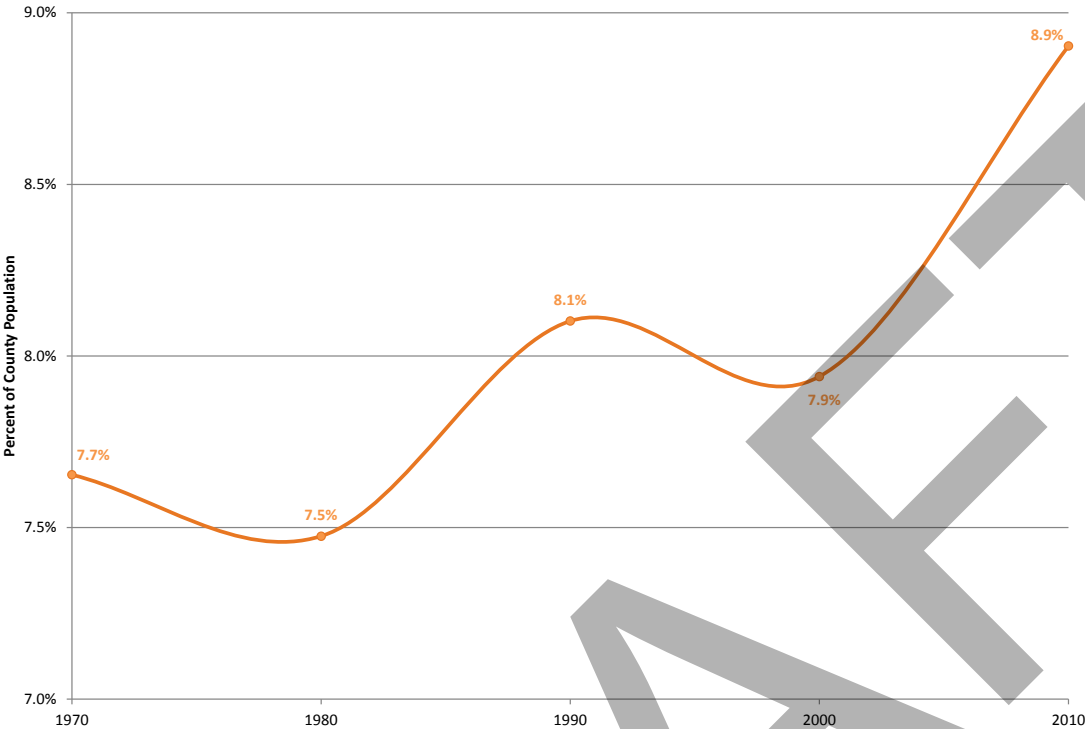
Source: Institute for Policy and Social Research, The University of Kansas



Demographics

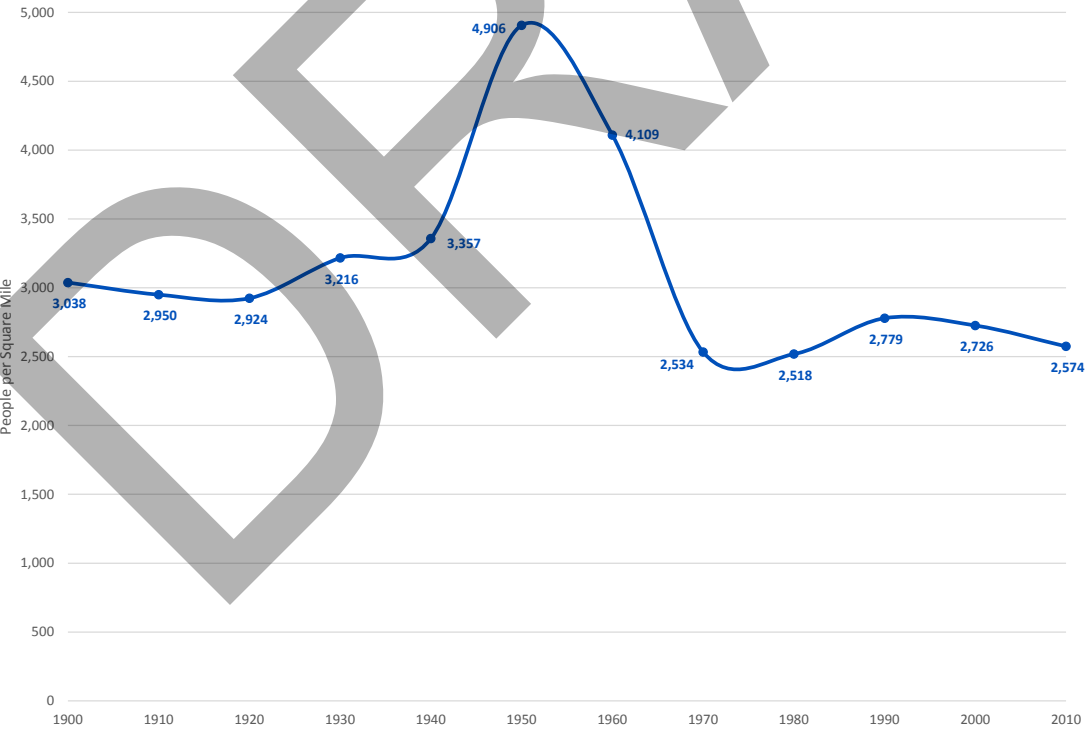
Percent of Douglas Co. Population Aged 65+

Source: University of Kansas: Institute for Policy & Social Research



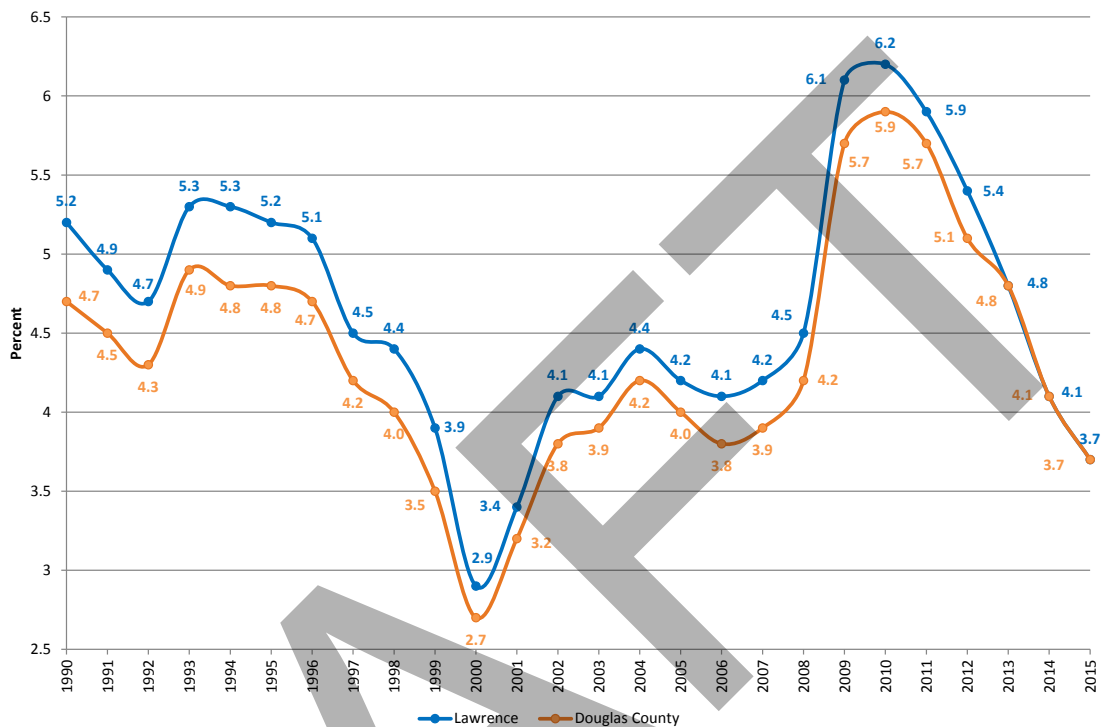
Population Density per Square Mile

Source: City of Lawrence GIS, U.S. Census Bureau



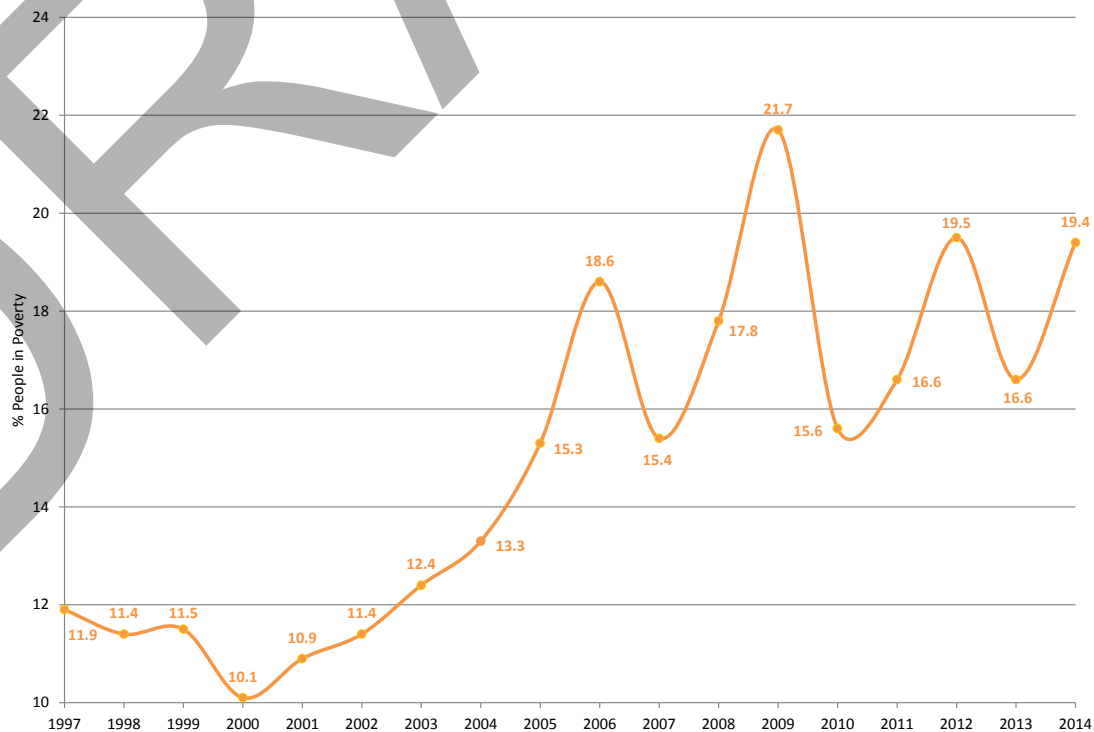
Local Area Unemployment Statistics (Not Seasonally Adjusted)

Source: U.S. Bureau of Labor Statistics



Douglas County: Estimate Percent of People in Poverty

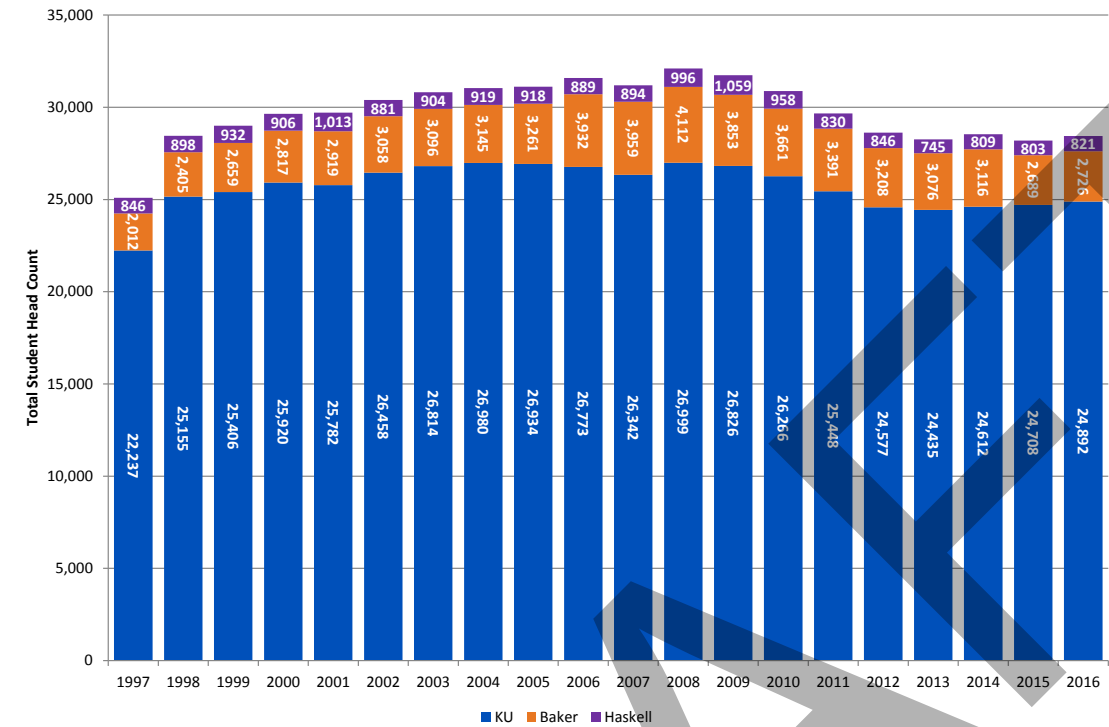
Source: University of Kansas: Institute for Policy & Social Research



Education

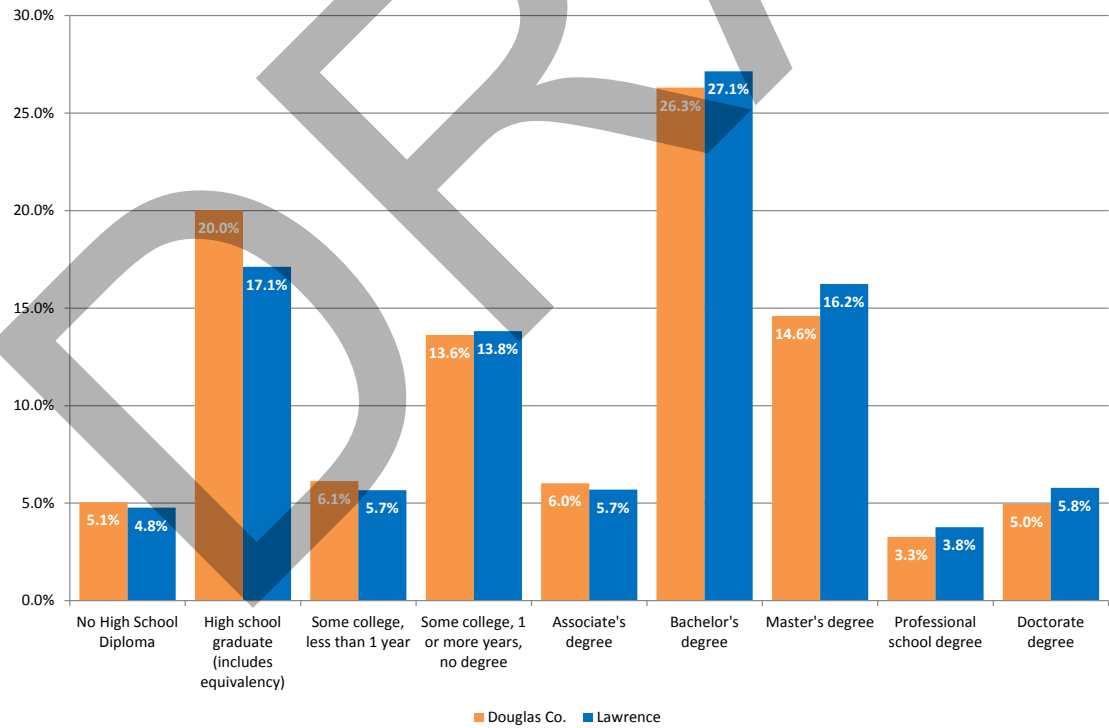
Enrollment in Douglas Co. Colleges and Universities

Source: KU Institute for Policy & Social Research / Kansas Board of Regents



Educational Attainment: Population 25 years and over

Source: U.S. Census Bureau



Median Residential Market Value to Personal Income per Capita Ratio

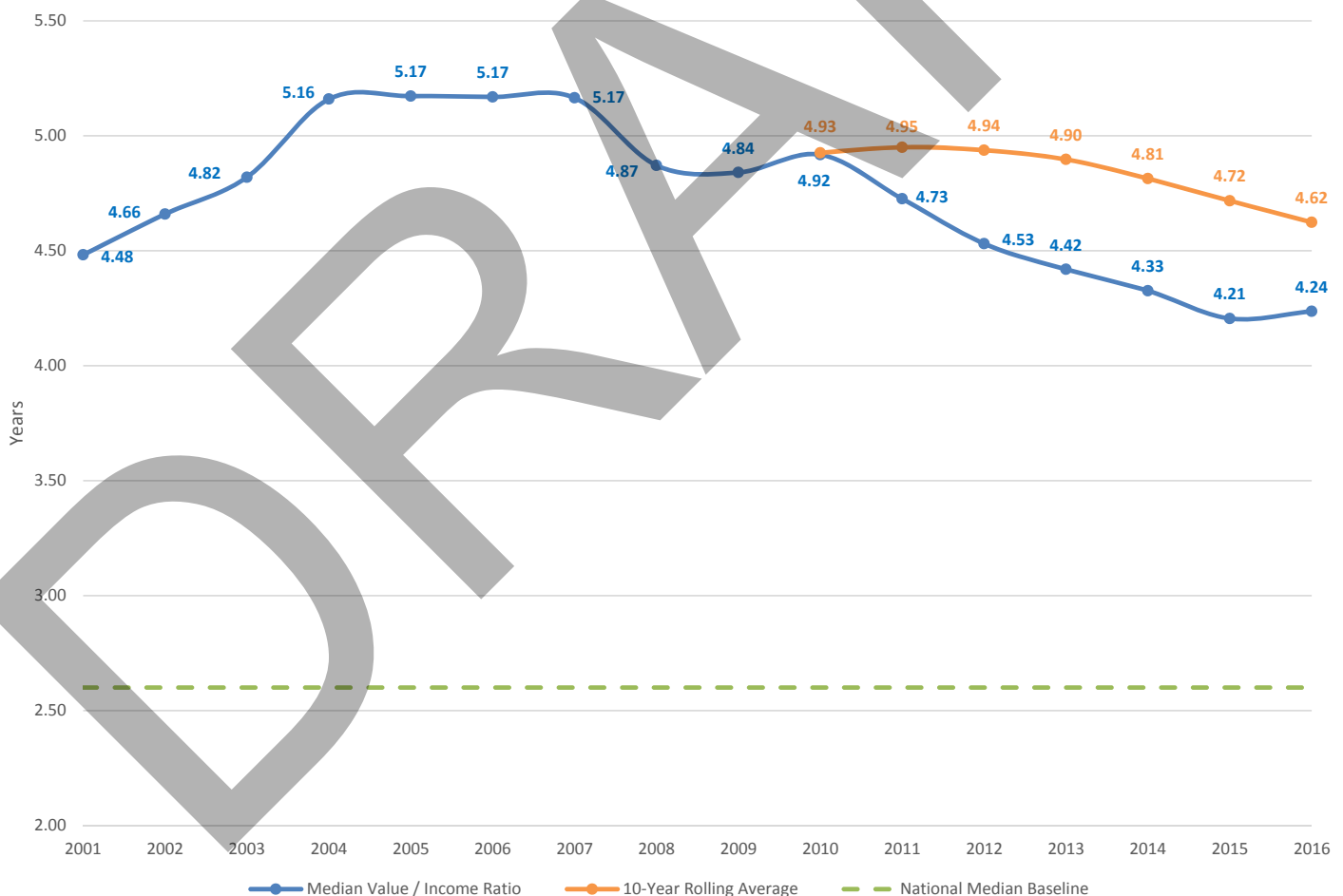
This ratio reflects the years of income an average Lawrence resident would need to make in order to purchase a home at Lawrence's median residential market value, excluding interest, insurance, and other related purchasing costs. Personal income per capita is provided by the U.S. Department of Commerce, Bureau of Economic Analysis and the median residential housing market values are provided by the Douglas County Appraiser's Office.

The value-to-income ratio looks at the property value/price of a home relative to median annual incomes of Lawrence residents. Historically, the typical median home in the United States cost 2.6 times as much as the median annual income.

This means that homes in Lawrence are relatively more expensive to own versus the national average.

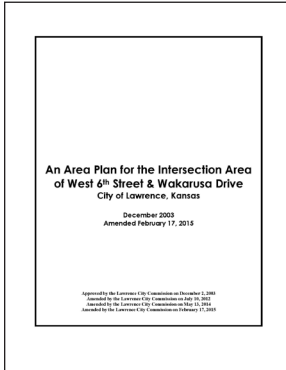
Median Residential Market Value to Income Per Capita Ratio

Source: Douglas Co. Appraiser & U.S. Bureau of Economic Analysis



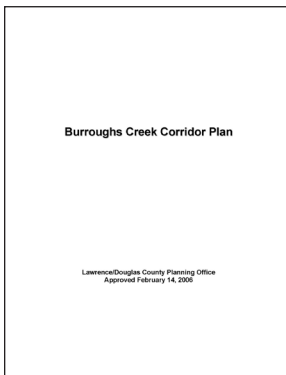
B. Specific Land Use Plans

Specific Land Use Plans provide a [detailed land use vision](#) for future development or redevelopment within a study area. The scope and area studied vary and utilize context-based data and public input to determine land use recommendations. When adopted, such plans become the primary guide for land use decisions. The following plans are hereby incorporated by reference.



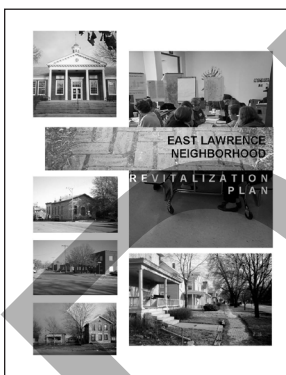
An Area Plan for the Intersection of W. 6th Street and Wakarusa Drive Adopted: 2003 | Amended: 2015

This small area plan ensures appropriate and compatible development of the W. 6th Street and Wakarusa Drive intersection. Initially anticipated to evolve into one of the more prominent commercial centers of the community, this intersection is recommended as most appropriate for commercial development.



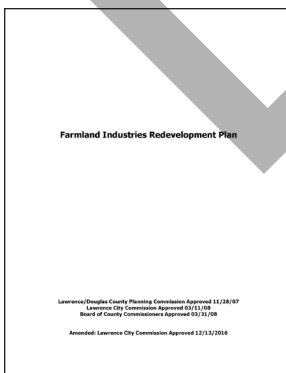
Burroughs Creek Corridor Plan Adopted: 2006

Until the 1960s, this portion of Lawrence was beyond the eastern most city limits. After the railroad line was abandoned in 1987, almost all of the industrial uses and zonings have remained. The purpose of this plan is to provide guidelines for using the abandoned railroad corridor as a linear park and recreational trail, emphasizing residential infill and neighborhood friendly redevelopment of existing industrial and commercial uses.



East Lawrence Neighborhood Revitalization Plan Adopted: 2000

The East Lawrence Neighborhood Revitalization Plan includes initiatives in virtually every area of neighborhood life. This neighborhood revitalization plan is not a land use plan but a preservation and social action strategy to maintain features that are most important to the homeowners, property owners, business owners, and tenants.



Farmland Industries Redevelopment Plan Adopted: 2008 | Amended: 2016

The former Farmland Nitrogen Manufacturing plant began operations in 1954 and closed in 2001. This plan brings together the community goals of creating additional employment and open space by providing a plan to redevelop an approximately 467 acre brownfield site into a community asset.

HOP District Plan

Adopted: 2005

The Hillcrest, Old West Lawrence and Pinckney Neighborhood Associations jointly requested this plan which includes portions of each neighborhood. This district plan was named the HOP (Hillcrest, Old West Lawrence, and Pinckney) District Plan. This plan provides direction for residential and commercial infill and redevelopment, while preserving the character of the area, its historic environs and properties.

HOP District Plan

Lawrence-Douglas County Planning Office
Approved May 18, 2005

Inverness Park District Plan

Adopted: 2013

The Inverness Park area began developing when annexation was approved in 1999. The Inverness Park District Plan is the official land use guide for the remaining undeveloped property within the planning area.

Inverness Park District Plan

Lawrence-Douglas County Planning and Development Services
Lawrence-Douglas County Planning Commission - 4/23/13
Lawrence City Commission - 5/15/13
Douglas County Board of County Commissioners - 6/13/13

K-10 and Farmer's Turnpike Plan

Adopted: 2009 | Amended: 2016

Located northwest of Lawrence and southeast of Lecompton, this planning area is anticipated to develop with a wide range of uses and intensities extending from very low-density residential to industrial uses as Lawrence grows into this planning area.

K-10 & Farmer's Turnpike Plan

Lawrence-Douglas County Planning Office

Adopted: Lawrence-Douglas County Planning Commission 11/17/09
Lawrence City Commission 12/8/09
Douglas County Board of County Commissioners 1/7/10
Amended: Lawrence-Douglas County Planning Commission 3/2/16
Lawrence City Commission 4/28/16
Douglas County Board of County Commissioners 4/29/16

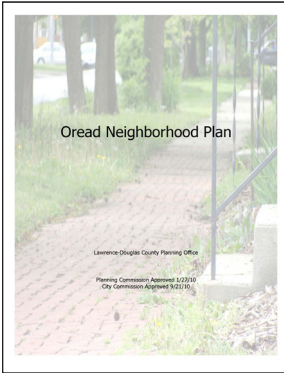
Northeast Sector Plan

Adopted: 2003 | Amended: 2015

The dominant character of this portion of Douglas County is rural, although there are a variety of uses within the area. This area is agriculturally used throughout the majority of the planning area, which is not anticipated to urbanize in the foreseeable future.

Northeast Sector Plan

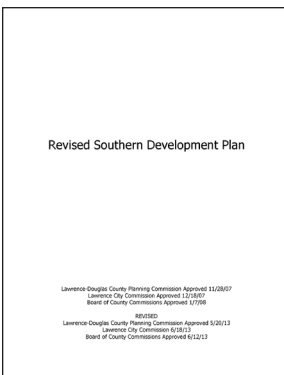
Lawrence-Douglas County Planning and Development Services
Lawrence-Douglas County Planning Commission - 5/21/2013
Douglas County Board of County Commissioners - 6/13/2013
Lawrence City Commission - 9/11/2013



Oread Neighborhood Plan

Adopted: 2010

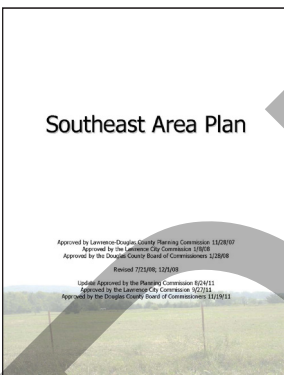
Today this planning area is primarily residential, with a variety of housing types to accommodate the diversity of people calling the neighborhood home. Addressing compatibility, maintaining housing variety, and continuing neighborhood-scale commercial areas are addressed by this plan. Creative solutions to address crime, owner occupants, landlords and structural neglect are recommended.



Revised Southern Development Plan

Adopted: 2007 | Amended: 2013

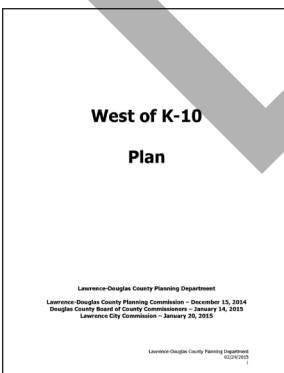
The original Southern Development Plan was adopted in 1994, at a time when this part of the community was principally agriculture. As Lawrence grew south and west, a development guide was needed. Growth did not develop to the extent that the original plan anticipated; therefore, this revision updates the boundary, land use policies, and future land use maps to reflect the current conditions and community visions.



Southeast Area Plan

Adopted: 2008 | Amended: 2011

The development of a Southeast Area Plan began in 1997, with the primary issues at that time being the timing of development, the completion of the South Lawrence Trafficway, and the extension of city utilities. This area is anticipated to develop with a wide-range of uses with more intensive industrial and commercial use areas in close proximity to E. 23rd Street/K-10 Highway, and residential uses generally located in the southern portion of the planning area.



West of K-10 Plan

Adopted: 2008 | Amended: 2015

This plan initially started with the W. 6th Street and K-10 Nodal Plan in 2003, but soon an expanded scope was needed for growth in this area. This revision supersedes the former plan, and provides guidance for urban density growth in the area west of K-10.

C. Reference Plans

The comprehensive plan establishes the overall future vision for the community; it can't match the subject detail or expertise that is found in specific community plans. Because of this, the comprehensive plan incorporates these plans by reference to provide land use guidance, where appropriate.

Affordable Housing / CHAT Update

Adopted: 0000

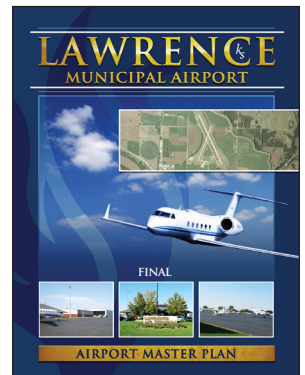
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Airport Master Plan

Adopted: 2012

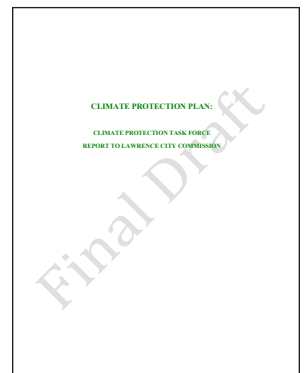
The Airport Master Plan was undertaken to evaluate the airport's capabilities and role, to forecast future aviation demand, and to plan for the timely development of new or expanded facilities that may be required to meet that demand. The master plan is intended to be proactive in identifying and planning for future facility needs in advance of the actual need for the facilities.



Climate Protection Task Force Report

Adopted: 2009

Recognizing a need for action, Lawrence signed on to the U.S. Conference of Mayors Climate Protection Agreement in March 2006. This report developed a goal to reduce Lawrence's greenhouse gas emissions by 80% by 2050, establishing Lawrence as a leader in climate risk mitigation in Kansas.

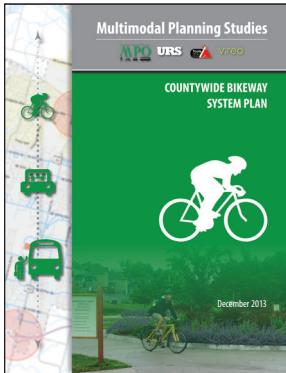


Coordinated Public Transit – Human Services Transportation Plan

Adopted: 2016

The CPT-HSTP for Douglas County is required by federal laws and regulations governing the MPO planning process. This plan outlines how providers can most efficiently and effectively work together to improve mobility for individuals with special transportation needs.





Countywide Bikeway Plan

Adopted: 2013

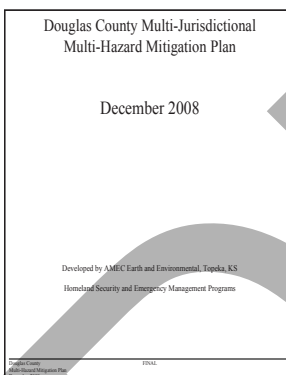
The Countywide Bikeway System Plan serves to update and expand the existing bikeway system planning initiated in T2040. This plan provides updates to the existing and planned T2040 bikeway network for Lawrence and proposes bikeway connections throughout Douglas County, including Eudora, Baldwin City and Leocompton.

Lawrence Cultural Plan

Adopted: 2015



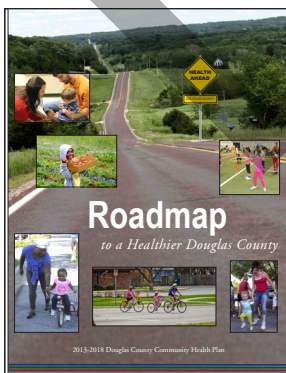
This plan calls on Lawrence to build on the multitude of assets the city enjoys and in ways that address challenges unique to Lawrence, some or which are common among smaller cities. It also calls on the community's robust creative sector to contribute to the vision for Lawrence set forth in the City's comprehensive plan: to make Lawrence and Douglas County a place where creativity thrives, sustainability is a way of life, and community pride is contagious.



Douglas Co. All Hazards Mitigation Plan

Adopted: 2008

This plan identifies proactive mitigation planning at the local level that can help reduce the cost of disaster response and recovery for property owners and government by protecting critical community facilities, reducing liability exposure, and minimizing overall community impacts and disruption.



Community Health Plan

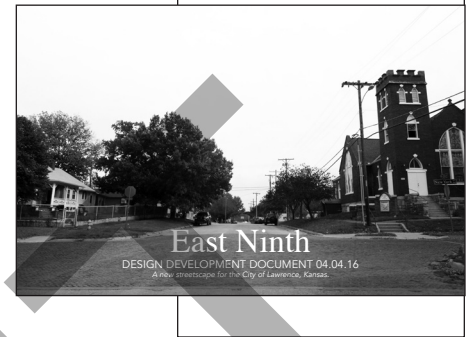
Adopted: 2013

The plan provides a comprehensive look at the health of our community through a process known as the Community Health Assessment. The findings of the assessment are used to create a five-year Community Health Plan that will be used to address community priorities and promote the health of residents throughout Douglas County.

East Ninth: A New Streetscape for the City of Lawrence

Adopted: 2016

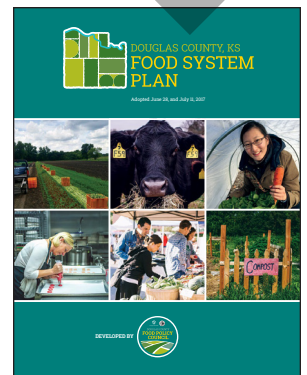
Downtown Lawrence and East Lawrence have historically been a regional hub for arts and culture. Anchored by a strong business district, multiple significant cultural institutions and a rich arts history, these vital communities have long served as a cultural center for Lawrence. This plan identifies a right-of-way improvement project that includes integrated artworks and new multi-modal transportation strategies.



Food System Plan

Adopted: 2017

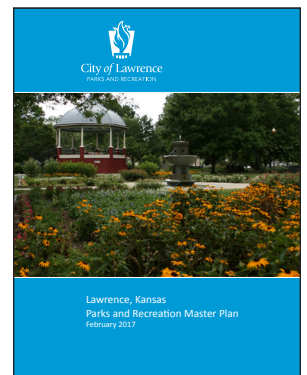
This plan provides strategic recommendations to help guide the development of the local food system and enhance agricultural uses and rural character in Douglas County. The plan develops a set of goals, objectives, and policies to ensure the master plan is fitting the true needs of the community for the next 10 years.



Parks and Recreation Master Plan

Adopted: 2017

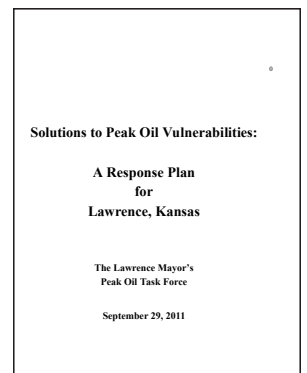
For over 70 years, Lawrence Parks and Recreation has grown and developed programs, activities, parks, and its trail system to accommodate the growth and expanding needs of our community. With these factors in mind, a new master plan was critical to guide the department in its future development and assist in defining its role within the community.



Solutions to Peak Oil Vulnerabilities: A Response Plan for Lawrence

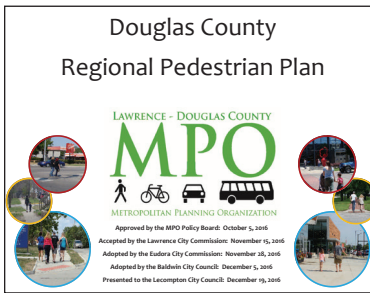
Adopted: 2011

Peak oil does not mean the end of oil, but the end of cheap oil. This report anticipates the negative consequences and plans for energy conservation, identifies beneficial energy and related land use policies, and addresses peak oil-related threats to emergency preparedness. The plan recommends tactics both for long-term and short-term time-frames.



Regional Pedestrian Plan

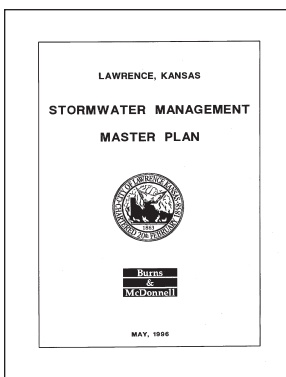
Adopted: 2016



The Regional Pedestrian Plan presents a vision of safe and accessible pedestrian environments for all users. This plan aims to help guide the planning of our diverse communities so that they develop into places where people are allowed the choice to get to their destinations on foot. The plan recommends priorities for projects and programs to improve the regions' walkability.

Stormwater Master Plan

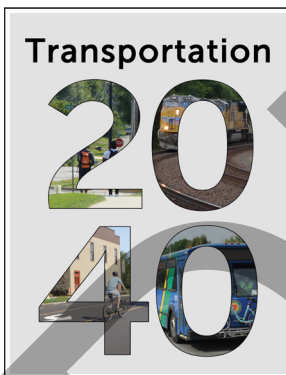
Adopted: 1996



Initially completed in 1994, this plan presents the detailed report from studying the city's major drainage system completed by the 1993 Stormwater Task Force report. The report provides guidance on key capital improvements to be made throughout the stormwater system.

Transportation 2040

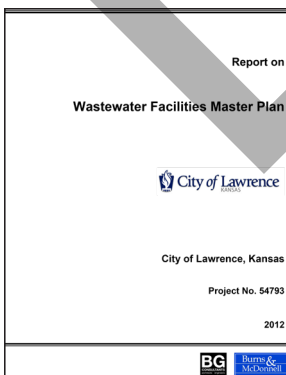
Adopted: 2018



T2040 is the long-range transportation blueprint for our future transportation system. It envisions a healthy, safe, and efficient transportation system adequately serving our region into the future. The plan identifies transportation needs, investments, and improvement recommendations for all modes of transportation (automobile, public transit, bicycle, pedestrian, etc.). The plan is updated every 5 years.

Integrated Wastewater Utilities Plan

Adopted: 2012

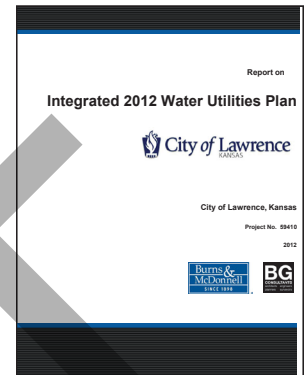


The purpose of the master plan is to evaluate the wastewater treatment and collections systems for improvements to address regulatory requirements, system maintenance and improvements, and potential development planning through 2030. The City uses the master plan to guide decisions in construction including timing, location, and size, based on these factors.

Integrated Water Utilities Plan

Adopted: 2012

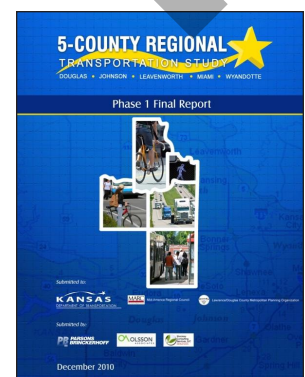
The purpose of the master plan is to evaluate the water treatment and collections systems for improvements to address regulatory requirements, system maintenance and improvements, and potential development planning through 2030. The City uses the master plan to guide decisions in construction including timing, location, and size, based on these factors.



5-County Regional Transportation Planning Study

Adopted: 2013

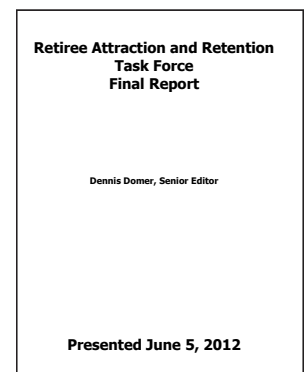
A 2-phase study was completed by the [Kansas Department of Transportation](#), the [Mid-America Regional Council](#) and the Lawrence-Douglas County Metropolitan Planning Organization assessing the transportation needs in Douglas, Johnson, Leavenworth, Miami, and Wyandotte Counties. The study recommends strategies to improve the region's transportation system through 2040.



Retiree Attraction and Retention Task Force

Adopted: 2012

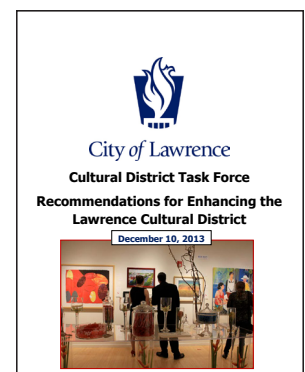
Created by Lawrence and Douglas County in July 2011, this report makes recommendations to assist efforts to retain and attract retirees to our community. The plan developed 3 immediate action steps and 5 near-term recommendations to consider.



Recommendations for Enhancing the Lawrence Cultural District

Adopted: 2013

The Cultural District Task Force was created by the City Commission by [Resolution 7021](#) and charged with identifying 3 cultural arts district models to support improvements in cultural districts and make recommendations.



**North Lawrence
Watershed Drainage Study**

Completed: 2005

North Lawrence Drainage Study

Adopted: 2005

The City of Lawrence embarked on a program to develop a stormwater management plan for the North Lawrence watershed, based on a recognized need to upgrade existing facilities to modern design standards and to provide coordinated facilities in developing areas. The Lawrence-Douglas County Planning Commission proposed this study to address repeated concerns from residents of the North Lawrence area.

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Downtown Lawrence Master Plan

Adopted: 0000

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Photos by A. Shafer Photography



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D. Implementation

A key to the Comprehensive Plan is how it will be implemented after adoption. Implementation translates a plan's vision, goals and actions into the [City Land Development Code](#), [County Zoning Code](#), [Joint Subdivision Regulations](#), and other regulatory documents.

This section provides direction and process for implementing new action items and an on-going review of Plan 2040. Status for each Action Item will be updated as steps are taken outside of the Comprehensive Planning process.

The Planning Commission, Board of County Commissioners, and the City Commission will prioritize the action items as they deem appropriate.

Chapter 2: Growth & Development

A. Growth Management

- 3.5 Annexations shall maximize the return on the City's infrastructure investments and business incentives, while protecting and expanding the tax base. (P: 13)

STATUS: <Not initiated, Completed, In-Progress, Determined to not be pursued> | As of: 00 June 0000

B. Residential

- 1.3 Create zoning regulations to provide guidance and protection for the County's historic unincorporated towns. (P: 17)

STATUS:

- 2.8 Review and revise Douglas County agritourism and agricultural heritage tourism policies. (P: 18)

STATUS:

- 4.3 Preserve sensitive lands through site planning, platting, and design. (P: 19)

STATUS:

5.6 Strengthen screening and landscaping requirements to utilize landscaping and existing natural vegetation to integrate the natural landscape into the residential environment. (P: 19)

STATUS:

6.2 Increase the overall height and density of certain zoning districts in Lawrence to accommodate sustainable growth in areas that can take advantage of existing infrastructure. (P: 20)

STATUS:

6.3 Expand opportunities to create Accessory Dwelling Units in all Lawrence RS Zoning Districts. (P: 20)

STATUS:

7.10 Adopt advanced parking strategies in transit-served areas and for compact, mixed-use developments. (P: 21)

STATUS:

8.4 Integrate medium and higher-density housing types so that uses are compatible in density, scale and aesthetics, and are appropriately mixed into the larger neighborhood context. (P: 21)

STATUS:

C. Commercial

3.9 Protect environmentally sensitive lands as new and existing areas develop or redevelop. (P: 25)

STATUS:

5.4 Incorporate Small Neighborhood Commercial options into Specific Land Use Plans to increase opportunities for walkable neighborhood services. (P: 25)

STATUS:

5.17 Enhance appropriate areas of the Kansas River as an urban amenity for the surrounding neighborhoods and Downtown Lawrence. (P: 28)

STATUS:



Photo by A. Shafer Photography





Photo by A. Sater Photography

D. Industrial

- 2.2 Incentivize existing facility expansion and redevelopment of vacant buildings and lands. (P: 32)

STATUS:

- 3.5 Monitor and maintain a site inventory to match a variety of potential users' needs that fit within our community goals. (P: 32)

STATUS:

- 4.2 Protect environmentally sensitive lands as new and existing areas develop or redevelop. (P: 33)

STATUS:

Chapter 3: Neighborhoods & Housing

- 2.2 Use innovative programs to minimize or eliminate conditions causing decline. (P: 39)

STATUS:

- 4.6 Create residential design guidelines to enhance the aesthetics of multi-dwelling development in neighborhoods. (P: 40)

STATUS:

- 4.7 Integrate small/large neighborhood commercial options into neighborhood designs. (P: 40)

STATUS:

- 5.2 Design neighborhoods to accommodate aging in place. (P: 40)

STATUS:

- 5.5 Incorporate universal design into building codes. (P: 41)

STATUS:

- 6.1 Implement the policies of the Affordable Housing Advisory Board. (P: 41)

STATUS:

Chapter 4: Transportation

- 1.4 Enhance the coordinated transit system, such as providing special services for senior citizens and persons with disabilities, and their connections to regional commuter services. (P: 45)

STATUS:

- 2.1 Improve multi-modal connectivity between existing employment centers, retail activity areas, and regional destinations to foster continued growth and vitality of those areas. (P: 45)

STATUS:

- 3.3 Set high priority areas for safety improvement through available data sources. (P: 100)

STATUS:

- 3.5 Facilitate, develop, and distribute safety education materials. (P: 100)

STATUS:

- 4.3 Strengthen linkages between transportation planning and environmental planning. (P: 47)

STATUS:

- 4.4 Strengthen linkages between transportation planning and public health planning. (P: 47)

STATUS:

- 4.5 Implement actions to transition to the use of alternative transportation modes, low emissions vehicles, alternate transit energy sources, emerging technology, and market driven transportation (autonomous vehicles, electric vehicles, and ride-share). (P: 47)

STATUS:



Photo by A. Shafer Photography





Photo by A. Shafer Photography



Chapter 5: Economic Development

- 1.1 Identify strategies and pursue a dedicated funding source to attract, develop, and retain employers and jobs. (P: 50)

STATUS:

- 1.2 Enhance Downtown Lawrence as an employment destination. (P: 50)

STATUS:

- 1.3 Recruit and attract new and developing green/ environmentally friendly jobs. (P: 50)

STATUS:

Chapter 6: Natural Resources

- 1.1 Evaluate development proposals for their impacts on critical water sources providing drinking water for Lawrence and Douglas County. (P: 56)

STATUS:

- 1.2 Consider and mitigate development impacts on the watershed. (P: 56)

STATUS:

- 1.4 Develop stream corridor buffers to preserve and enhance natural water features. (P: 56)

STATUS:

- 1.5 Encourage low-impact uses of riparian areas for parks and trail connections. (P: 56)

STATUS:

- 1.7 Identify, preserve, and protect wetlands. (P: 56)

STATUS:

- 1.8 Strengthen floodplain regulations to mitigate flood hazards and decrease vulnerability of life and property. (P: 56)

STATUS:

1.9 Inventory and protect groundwater resources and their recharge lands. (P: 56)

STATUS:

1.10 Develop stormwater management policies for unincorporated Douglas County to evaluate development proposals to limit runoff and protect water quality. (P: 56)

STATUS:

1.11 Promote voluntary water usage reductions and encourage site design best management practices. (P: 57)

STATUS:

2.2 Preserve and sustain native woodlands through the development of regulations and incentives providing protection. (P: 57)

STATUS:

2.3 Protect the urban tree canopy throughout Lawrence. (P: 57)

STATUS:

2.4 Preserve and restore native prairies, including utilizing conservation easements. (P: 57)

STATUS:

2.5 Identify important wildlife habitats and prioritize them for protection and conservation to establish corridors. (P: 57)

STATUS:

2.7 Protect high-quality agricultural soils, as defined in each Specific Land Use Plan, as the community develops to urban densities. (P: 58)

STATUS:

2.8 Protect high-quality agricultural soils in rural areas that exist in significant, contiguous amounts for continued productive use in the future. (P: 58)

STATUS:



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- 3.1 Develop policies to reduce vehicle emissions by reducing the amount of vehicle miles traveled. (P: 58)

STATUS:

- 3.2 Develop land use regulations and incentives to reduce greenhouse gas emissions. (P: 58)

STATUS:

- 4.3 Document and map active and suspended quarries, and analyze their environmental impacts as operational levels evolve at the sites. (P: 59)

STATUS:



- 6.1 Adopt a climate change adaptation plan incorporating potential climate change scenarios and identifying specific actions to reduce risk and exposure from hazards. (P: 60)

STATUS:

- 6.6 Promote responsible use and conservation of energy and natural resources by enhancing current building codes to increase energy efficiency of new construction and significant remodels. (P: 60)

STATUS:

- 6.7 Continue developing local food programs and implement the Food System Plan throughout Douglas County and Lawrence. (P: 60)

STATUS:



- 6.8 Develop strategies for energy conservation and adaptive reuse of existing structures. (P: 60)

STATUS:

Chapter 7: Community Resources

A. Historic Resources

- 1.2 Maintain and strengthen the local preservation ordinances for both Douglas County and the City of Lawrence. (P: 64)

STATUS:

- 1.3 Adopt a comprehensive historic resources preservation plan. (P: 64)

STATUS:

- 1.5 Create incentives to encourage adaptive reuse of historic structures. (P: 64)

STATUS:

- 1.6 Encourage and facilitate adaptive reuse of historic structures. (P: 64)

STATUS:

- 1.8 Establish funding priorities for evaluation and protection efforts. (P: 64)

STATUS:

- 1.9 Evaluate all structures over 50 years old for their historic significance and educate owners on the ways such structures could be protected as a historic asset. (P: 64)

STATUS:

- 2.5 Expand the use of overlay districts and design guidelines to enhance unique places in our community. (P: 65)

STATUS:

- 2.6 Create conservation districts to protect historic environs. (P: 65)

STATUS:

- 2.7 Implement a demolition by neglect ordinance to protect significant historic structures from neglect. (P:



Photo by A. Shafer Photography





65)

STATUS:

2.8 Adopt rehabilitation building and fire codes. (P: 65)

STATUS:

2.10 Develop historic district sustainability guidelines to encourage maintaining the historic fabric and resources invested in existing structures and sites. (P: 65)

STATUS:

3.2 Formalize a review process for all public improvements to determine potential effects on preservation efforts. (P: 66)

STATUS:

3.3 List community owned buildings to the historic registers and promote appropriate repairs and maintenance to ensure compatibility with listings. (P: 66)

STATUS:

4.1 Incorporate historic conservation and preservation in Lawrence's and Douglas County's economic development programs. (P: 66)

STATUS:

4.4 Create and promote tax incentives and abatements for the restoration, renovation, and re-use of historically designated buildings and structures. (P: 66)

STATUS:

4.5 Implement façade improvement grants and incentives for occupants of historic structures. (P: 66)

STATUS:

4.6 Implement incentives for conserving historically significant farming lands and structures. (P: 66)

STATUS:

4.7 Incentivize environmental hazards abatement in significant historic structures. (P: 66)

STATUS:

4.8 Retain and maintain historic single-family residences in residential historic and conservation districts. (P: 66)

STATUS:

4.9 Incentivize the appropriate reuse and revitalization of historic structures. (P: 66)

STATUS:

B. Parks, Recreation, & Open Space

1.3 Coordinate park and open space standards between Douglas County and Lawrence. (P: 67)

STATUS:

2.1 Incentivize land dedications and other voluntary mechanisms to protect natural and historic areas of the community for public purposes. (P: 67)

STATUS:

2.3 Create awareness and education programs showing the benefits of key natural and historic areas. (P: 67)

STATUS:

5.1 Promote sensitive land retention through programs such as conservation easements. (P: 69)

STATUS:

C. Community Facilities

1.1 Identify appropriate locations for new facilities, and maintain existing locations throughout the community. (P: 71)



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Photo by A. Shafer Photography



STATUS:

- 1.3 Encourage combining or creating multiple use facilities when appropriate, such as schools/ community centers, Fire/Police stations, to improve accessibility and efficiency. (P: 71)

STATUS:

D. Arts & Culture

- 1.1 Implement the goals of the City-Wide Cultural Plan in the development process. (P: 73)

STATUS:

- 2.1 Develop strategies for public-private partnerships for arts and culture programming. (P: 73)

STATUS:

- 3.1 Develop strategies for incorporating public art in built projects. (P: 74)

STATUS:

E. Food System Development

- 1.3 Plan for the conservation and protection of high-quality agricultural soils as part of Specific Land Use Plans. (P: 75)

STATUS:



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7/2/2018 8:10:07 AM

Compare Results

Summary of Comments on PLAN 2040: A Comprehensive Plan for Unincorporated Douglas County

This page contains no comments

Old File:

Draft-Comprehensive-Plan-2018-February.pdf

120 pages (75.01 MB)
2/21/2018 8:23:15 AM

versus

New File:

Draft-Comprehensive-Plan-2018-July.pdf

120 pages (77.81 MB)
7/2/2018 8:08:55 AM

Total Changes

381

Text only comparison

Content

189

Replacements

112

Insertions

74

Deletions

Styling and Annotations

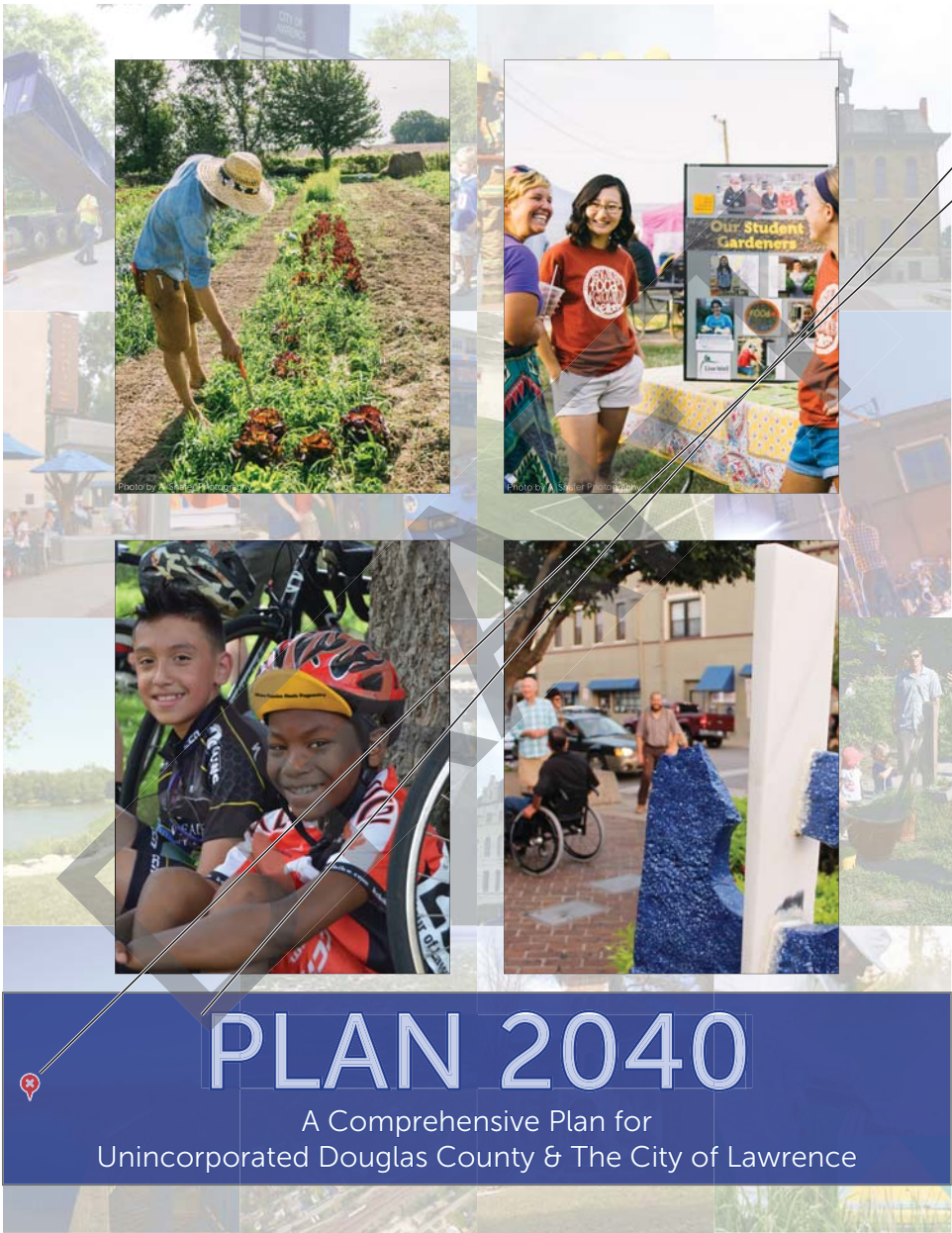
6

Styling

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Annotations

[Go to First Change \(page 1\)](#)



- Text Inserted
"PLAN 2040"
- Text Deleted
"PLAN 2040"

PLAN 2040

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

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PLAN 2040

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

<DATE APPROVED>

Draft | Final | Amended



Adopted by:

Lawrence / Douglas County Metropolitan Planning Commission

Douglas County Board of County Commissioners

Lawrence City Commission

<DATE>

<DATE>

<DATE>

Joint Ordinance 0000 / Resolution 00-0

Prepared by the Lawrence / Douglas County Planning Office

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This page contains no comments

DRAFT

Acknowledgments

Steering Committee

Nancy Thellman, Co-Chair (County Commission)
 Lisa Larsen, Co-Chair (City Commission)
 Bill Ackerly (City: At-Large)
 Charlie Bryan (Lawrence-Douglas County Health Department: Ex Officio)
 G.R. Gordon-Ross (U.S.D. 497 Representative)
 John Gascon (Neighborhoods: City)
 Karen Willey (Planning Commission: County)
 Lisa Harris (County: At-Large)
 Patrick Kelly (Planning Commission: City)
 Scott Zaremba (County: Business Community)

Previous Members

Mike Amyx, Co-Chair (City Commission)
 Clay Britton (Planning Commission: County)
 Stan Rasmussen (Planning Commission: City)
 Dr. Rick Doll (U.S.D. 497 Representative)
 Marcel Harmon (U.S.D. 497 Representative)
 Kyra Martinez (Joint Real Estate/Development)



Douglas County Board of County Commissioners

Mike Gaughan
 Nancy Thellman
 Michelle Derusseau



Lawrence City Commission

Jennifer Ananda
 Leslie Soden
 Stuart Boley
 Matthew Herbert
 Lisa Larsen



Lawrence / Douglas County Metropolitan Planning Commission

David Cattar (City)
 Eric Struckhoff (County)
 Rob Sands (City)
 Jim Weaver (County)
 Julia Butler (City)
 Karen Willey (County)
 Patrick Kelly (City)
 Erin Paden (County)
 James Carpenter (City)
 Luke Sinclair (County)

Text Inserted

"Douglas County Board of County Commissioners Mike Gaughan Nancy Thellman Michelle Derusseau Lawrence City Commission Jennifer Ananda Leslie Soden Stuart Boley Matthew Herbert Lisa Larsen Lawrence / Douglas County Metropolitan Planning Commission"

Text Deleted

"<PENDING> (Joint Real Estate/Development)"

Text Deleted

"Douglas County Board of County Commissioners Mike Gaughan Nancy Thellman Michelle Derusseau Lawrence City Commission Jennifer Ananda Leslie Soden Stuart Boley Matthew Herbert Lisa Larsen Lawrence / Douglas County Metropolitan Planning Commission"

Text Replaced

[Old]: "Bryan Culver"
 [New]: "David Cattar"

City of Lawrence
 Douglas County
 PLANNING & DEVELOPMENT SERVICES

Scott McCullough
 Amy Miller
 Sheila Stogsdill
 Denny Ewert
 Caitlyn Dolar
 Sandra Day
 Mary Miller
 Lynne Braddock Zollner

David Guntert
 Jeff Crick
 Becky Pepper
 Katherine Weik
 Lucas Mortensen
 Joe Beeler
 Jessica Mortinger
 Ashley Myers

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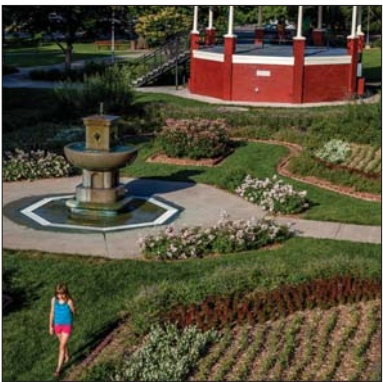
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Maps

- [Growth & Development](#)
- [Future Land Use](#)
- [Commercial](#)
- [Industrial](#)
- [Natural Resources](#)
- [Parks & Open Space](#)



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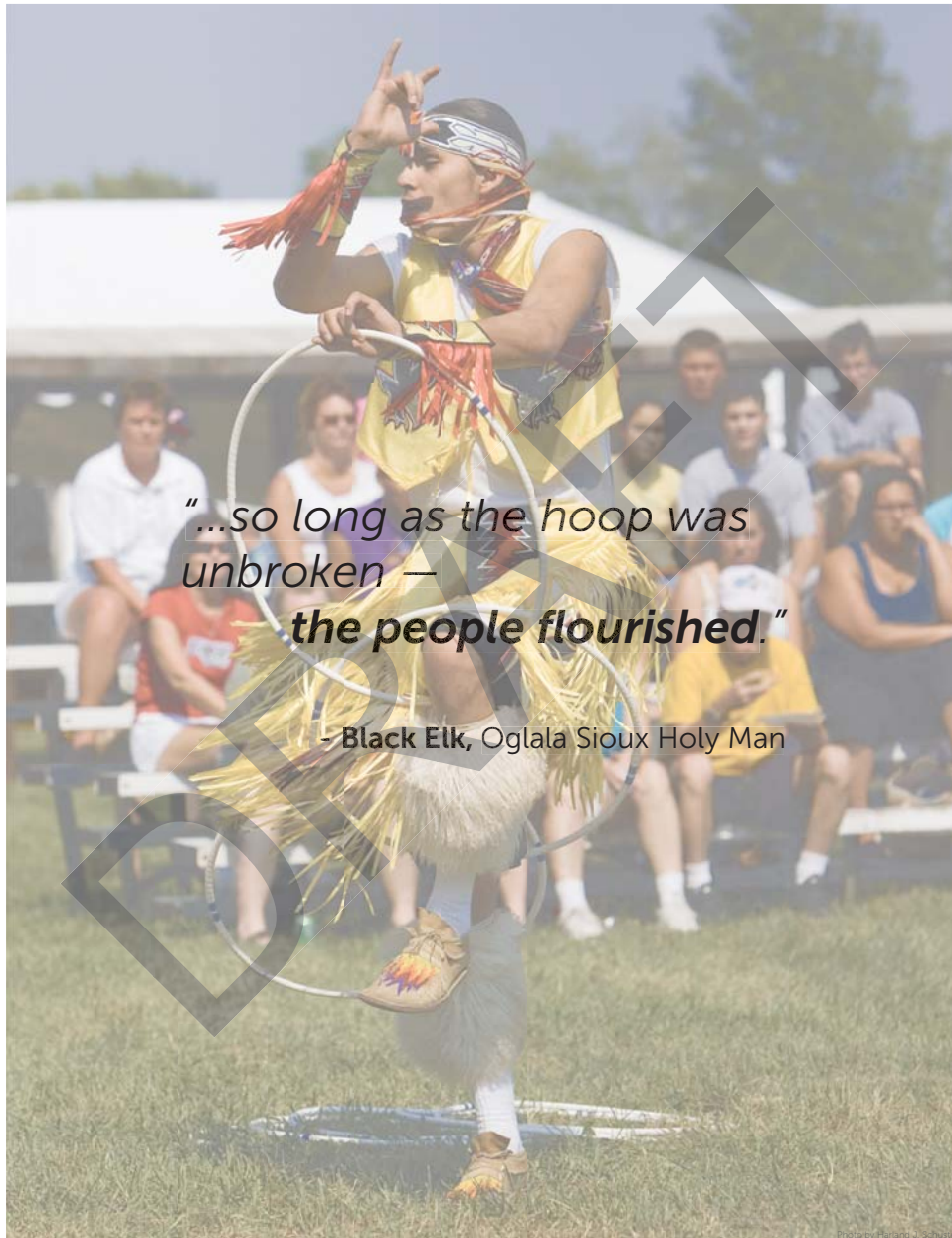
Amendments

Page: 8

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Amendment 0: Revision to West of K-10 Plan, Future Land Use Map County Resolution: 00-0 | City Ordinance: 0000 Planning Commission Recommendation 00 January 0000 Lawrence City Commission 00 January 0000 Douglas County Board of County Commissioners 00 January 0000

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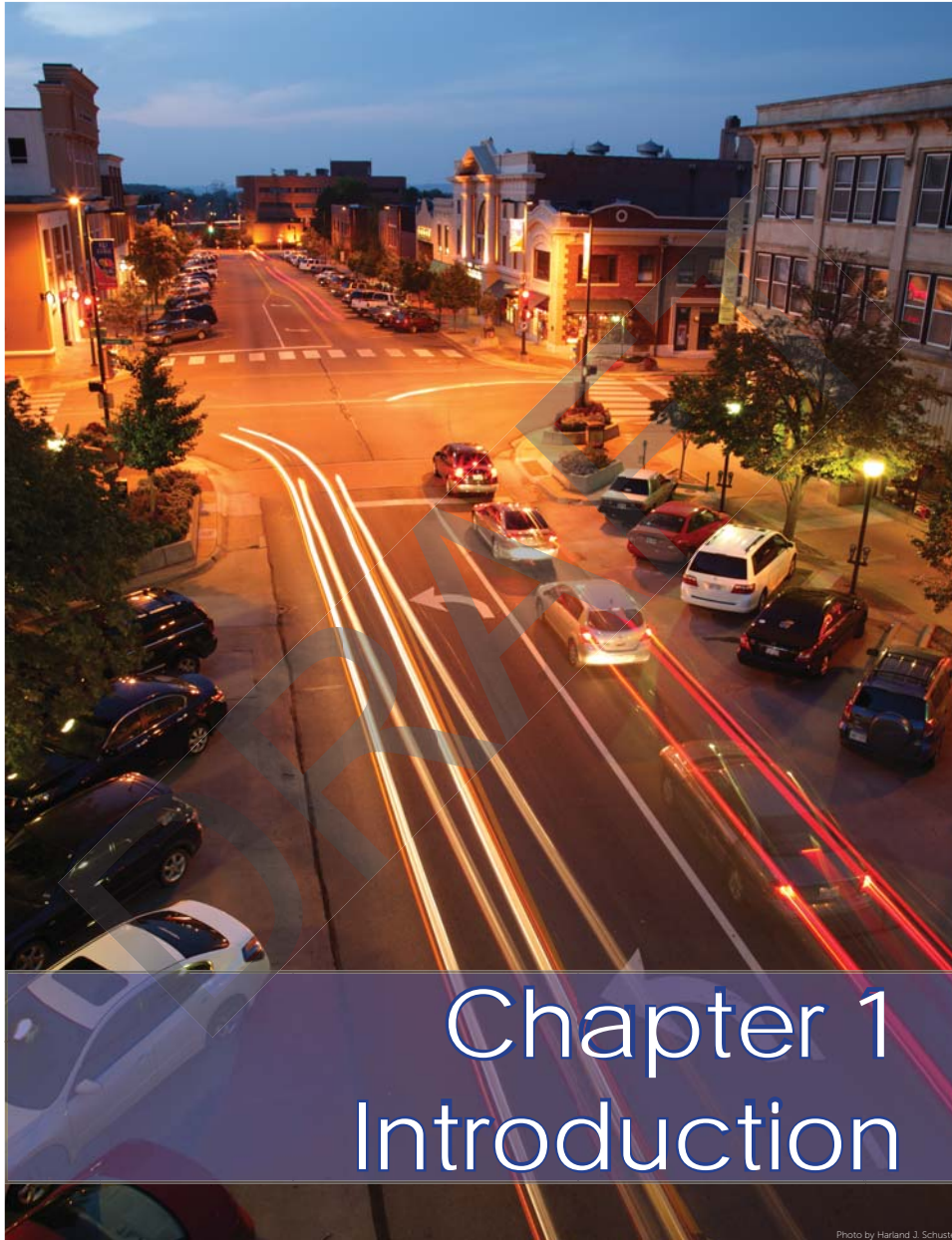
*"...so long as the hoop was
unbroken —
the people flourished."*

— Black Elk, Oglala Sioux Holy Man

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About Douglas County

Established: 1855
Population (2017) 120,793
Land Area 475 Square Miles

About Lawrence

Established: 1854
Population (2017) 99,496
Land Area 34 Square Miles

1. Introduction

The Comprehensive Plan provides a vision and expresses a community's desires about the future. It provides the foundation and framework for making future physical development and policy decisions. It is used as a policy guide that identifies the community's goals for directing future land use decisions. The Plan also is used by property owners to identify where and how development should occur; by residents to understand what the city and county anticipates for future land uses within the community; and by the city, county and other public agencies to plan for future improvements to serve the growing population of the community.

Specifically, the City of Lawrence and Douglas County use this plan to evaluate and coordinate development proposals; as the foundation for specific land use plans; project future service and facility needs; guide the establishment of regulations, and implement the community's desired future. The Comprehensive Plan is often employed as a tool to guide and assist the community's decision makers when evaluating development proposals. The comprehensive plan allows for a look at the entire community, and the effects of land use decisions on the community, to determine whether individual proposals are consistent with the overall community goals and vision.

Purpose of the Plan

PLAN 2040 is a comprehensive guide that empowers our citizens to make our community vision a reality. It sets the foundation for the type of welcoming and sustainable community we truly want to be. **PLAN 2040** reflects resiliency in an ever-changing world (changes that are short term and multi-generational in nature), and recommends goals to promote a high quality of life in both urban and rural settings. It establishes policies that guide our future growth while carefully managing our natural resources, improving public health and safety, and bolstering our economic vitality. This plan is a product of substantial community input. It is intentionally flexible through the public amendment process to accommodate future development ideas and innovations that would help achieve the community vision. **PLAN 2040** directs growth in a manner that preserves and enhances the heritage and spirit of our community and creates unique places to live, work, learn and play.

Page: 12

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[Old]: "is also"
[New]: "also is"

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[Old]: "(2016) 110,826"
[New]: "(2017) 120,793"

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[Old]: "(2016) 97,948"
[New]: "(2017) 99,496"

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"2040"

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"2040"

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"2040"

Our Community Vision

The City of Lawrence and rural Douglas County ~~are~~ among the most desirable places in the United States to call home. A well-educated community with a unique free state spirit, we are diverse, publicly engaged, and boldly innovative. We are prosperous, with full employment and a broad tax base.

Our development is human-scale and our vibrant and liveable neighborhoods allow people to age in place. We have ample choices for safe, efficient transportation including bicycling, walking and transit. The City's lively and historic downtown attracts residents and visitors for commerce and cultural arts. Our citizens value preserving and enhancing the natural environment for our enjoyment and for future generations. The proximity of rural and agricultural land to the city provides beauty and respite, and we enjoy the economic and health benefits of a robust local food system.

We make Lawrence and rural Douglas County a place where creativity thrives, sustainability is a way of life, and community pride is contagious.



Our Community

Population	(2017)	120,793
Median Family Income		\$68,500
Median Age		29.1
College Educated (Bachelors +)		49.7%

Source: U.S. Census



Online Maps

- [Douglas County](#)
- [City of Lawrence](#)

Page: 13

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[Old]: "is one of"
[New]: "are among"

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[Old]: "(2016) 118,053"
[New]: "(2017) 120,793"

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Photo by Harland J. Schuster

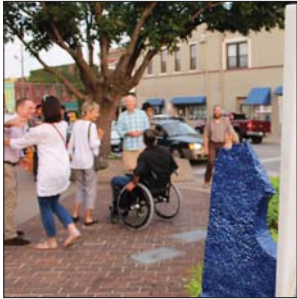


Photo by A. Sharma Photography

Our Vision Will Create and Maintain:



Live

- Places and neighborhoods that encourage healthy living for all ages.
- Neighborhoods that are compact, walkable, diverse and connected, providing for all ages and incomes.
- A convenient and efficient multi-modal transportation system that provides for choice, flexibility, and reduces automobile reliance.
- Growth in a fiscally and environmentally responsible manner with the goal of using existing infrastructure and in-fill opportunities before opening new areas for development.
- Preservation and celebration of our rich history, along with new places with unique character.



Work

- Investment in a growing population with diverse economic opportunities, including local businesses, new primary employers, and thriving creative arts and entrepreneurial communities.
- A robust agricultural sector valued for its economic, health and cultural contribution, including the emerging local and regional food system.
- Integrated communications networking technology that supports local business, education and entrepreneurship, providing the opportunity to compete globally.

Page: 14

Text Replaced
[Old]: "diverse,"
[New]: "diverse"

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[Old]: "choice and flexibility"
[New]: "choice, flexibility,"

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[Old]: "health,"
[New]: "health"



Learn

- World-class universities that are integrated into the cultural fabric of the local community.
- Strong network of public and private schools that strive for excellence in education and attract new residents to the community.
- Dedication and access to high-quality lifelong learning.
- Investment in alternative vocational and training opportunities, such as The Dwayne Peaslee Technical Training Center and the Lawrence College and Career Center.



©2016 University of Kansas (Marketing Communications/Meg Kurnin)



Play

- A thriving mix of activity centers, schools, and parks/trails within walking and biking distance of residential uses.
- Conservation, preservation, and measured use of our finite natural resources and open space.
- A historic downtown with diverse uses that is the cultural and commercial heart of the region.
- Creative arts and cultural heritage as integral components of community identity.

Page: 15

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[Old]: "schools"

[New]: "schools,"

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[Old]: "preservation"

[New]: "preservation,"



Douglas County Zoning Code

The comprehensive plan is implemented within unincorporated Douglas County through the [County Zoning Code](#).



Lawrence Land Development Code

The comprehensive plan is implemented within the City of Lawrence through the [Land Development Code](#).



Lawrence SmartCode

The comprehensive plan is also implemented within the City of Lawrence through the [Lawrence SmartCode](#).



Joint Subdivision Regulations

The comprehensive plan is implemented within Lawrence and unincorporated Douglas County through the joint [Subdivision Regulations](#).

Use

This plan is a binding document outlining the community's aspirations and expectations for our future growth and development. In this role, the plan serves in several key capacities:

1. **Provide** guidance for elected and appointed officials to evaluate **needs** and make long-range decisions about the community's future.
2. Inform **residents, owners, developers, and others** **about** our community's priorities, future intentions, and implementation of these priorities.
3. Promote continued coordination and collaboration with neighboring municipalities and other agencies that have significant roles in Douglas County.
4. Outline expectations and principles that the community values and strives to uphold for future generations.

Authority

The comprehensive plan is a binding land use document that outlines the general principles, goals, and policies the community of unincorporated Douglas County and the City of Lawrence value and expect within the community.

The comprehensive plan is implemented by the Land Development Code within the City of Lawrence, the Planning and Zoning Chapter of the Douglas County Code, and the Subdivision Regulations for Lawrence and the Unincorporated Areas of Douglas County, Kansas.

All development proposals must comply with the Comprehensive Plan. If a proposal does not comply with Comprehensive Plan requirements, then the applicant must pursue a plan amendment. In **pursuing** an amendment, the applicant must show that the proposal is reasonable within the context of the entire Comprehensive Plan.



Page: 16

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[Old]: "Providing"
[New]: "Provide"

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[Old]: "need"
[New]: "needs"

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"about"

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[Old]: "pursing"
[New]: "pursuing"

Amendments

A comprehensive plan by nature must be flexible given the 20-year time frame that this plan is anticipated to cover. Rigid plans may not be able to accommodate and cope with the changes that occur over time. Amendments to this plan are expected to help ensure flexibility, allowing this plan to consider other variables that arise over time.

Strategic Plan



The Comprehensive Plan is not a static document, and the review process must be continuous. Amending the plan can result from many influences, but most frequently amendments are the result of emerging trends or changes in assumptions made at the time the Plan was adopted.

Proposing an amendment to the Comprehensive Plan can be brought forward at any time, however, but it should be considered in context to the whole of Douglas County and Lawrence, and the Lawrence/Douglas County Metropolitan Planning Commission should undertake a

thorough review of any amendment at this scale. The following questions should be considered and evaluated as part of the amendment process.

Amendment Questions

1. How does the proposed amendment address or result from changed circumstances or unforeseen conditions not understood or addressed at the time the plan was adopted?
2. How does the proposed amendment advance a clear public purpose?
3. How is the proposed amendment consistent with the long-range goals and policies of the plan?
4. How does the proposed amendment affect the adequacy of existing or planned facilities and services?
5. How does the proposed amendment result in reasonably compatible land use relationships?
6. How does the proposed amendment reflect the adjacent neighborhoods' desired outcome?
7. How will the proposed amendment advance the interests of the citizens of Lawrence and Douglas County as a whole?



Who considers Amendments?

Amendments to the Comprehensive Plan are given a public hearing by the [Lawrence - Douglas Co. Planning Commission](#) and approved by the respective governing body(ies).



Where is the Amendment Application?

The Amendment Application can be found on the [Lawrence/Douglas Co. Planning Department website](#).



Capital Improvement Plan and the Comprehensive Plan

A **Capital Improvement Plan (CIP)** is a community planning and fiscal management tool used to coordinate the location, timing, and financing of capital improvements over a multi-year period; usually 4-6 years.

The Comprehensive Plan is much longer in scope. The State of Kansas requires communities to have a Comprehensive Plan to authorize subdivision regulations and guide public spending decisions on infrastructure and facility projects.

- [Douglas County CIP](#)
- [City of Lawrence CIP](#)

Page: 17

- Text Replaced
[Old]: "20 year time-frame"
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- Text Replaced
[Old]: "time,"
[New]: "time; however,"
- Text Inserted
"should undertake a"
- Text Deleted
"should undertake a"
- Text Replaced
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[New]: "Capital Improvement Plan (CIP)"
- Text Replaced
[Old]: "timing"
[New]: "timing,"

How is the Plan Formatted?



Throughout this Plan, each chapter will follow the general outline below, which contains a vision for each topic, goals to support the **vision** and actions items to carry out those goals.

VISION

Is a statement of the community's desired outcomes.

GOAL

An introductory paragraph contains some key highlights, and will contain a **bold general description** to highlight the keywords of the goal.

1. Goals are often broadly written and should be stated specifically enough to evaluate progress in achieving them.

ACTION ITEM

- 1.1 Are more specific statements providing measurable strategies. They **also can** be operational actions performed to meet **the** vision and goals.

Page: 18

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[Old]: "vision,"
[New]: "vision"

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[Old]: "can also"
[New]: "also can"

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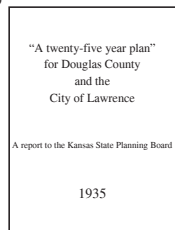
"the"

A Brief History of Comprehensive Planning

Both Lawrence and Douglas County have a long history with planning for the community's future. *Horizon 2020* was the first modern plan to combine planning for the urban Lawrence area and unincorporated Douglas County lands.

Below is the timeline of comprehensive plans for Douglas County & Lawrence.

1935



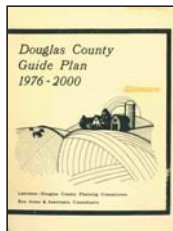
1963



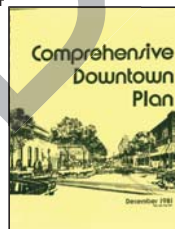
1977



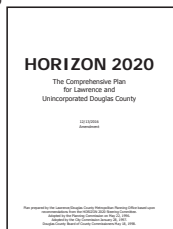
1980



1984

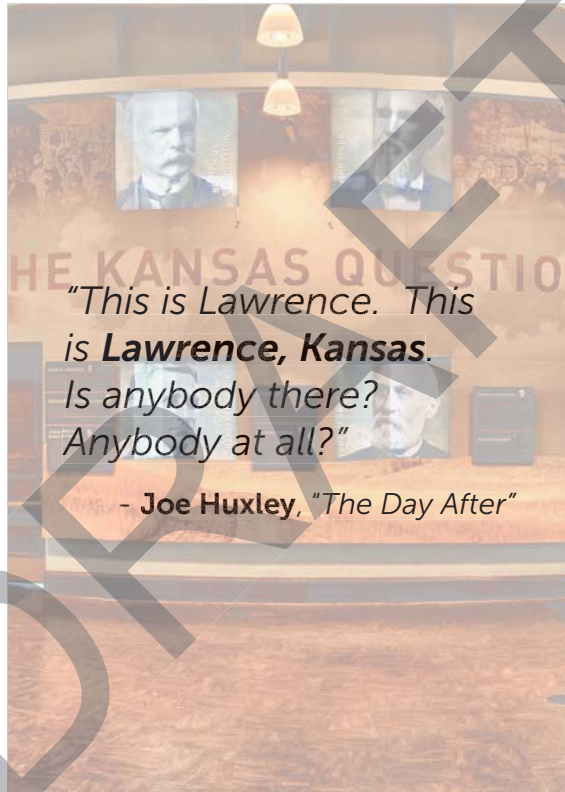


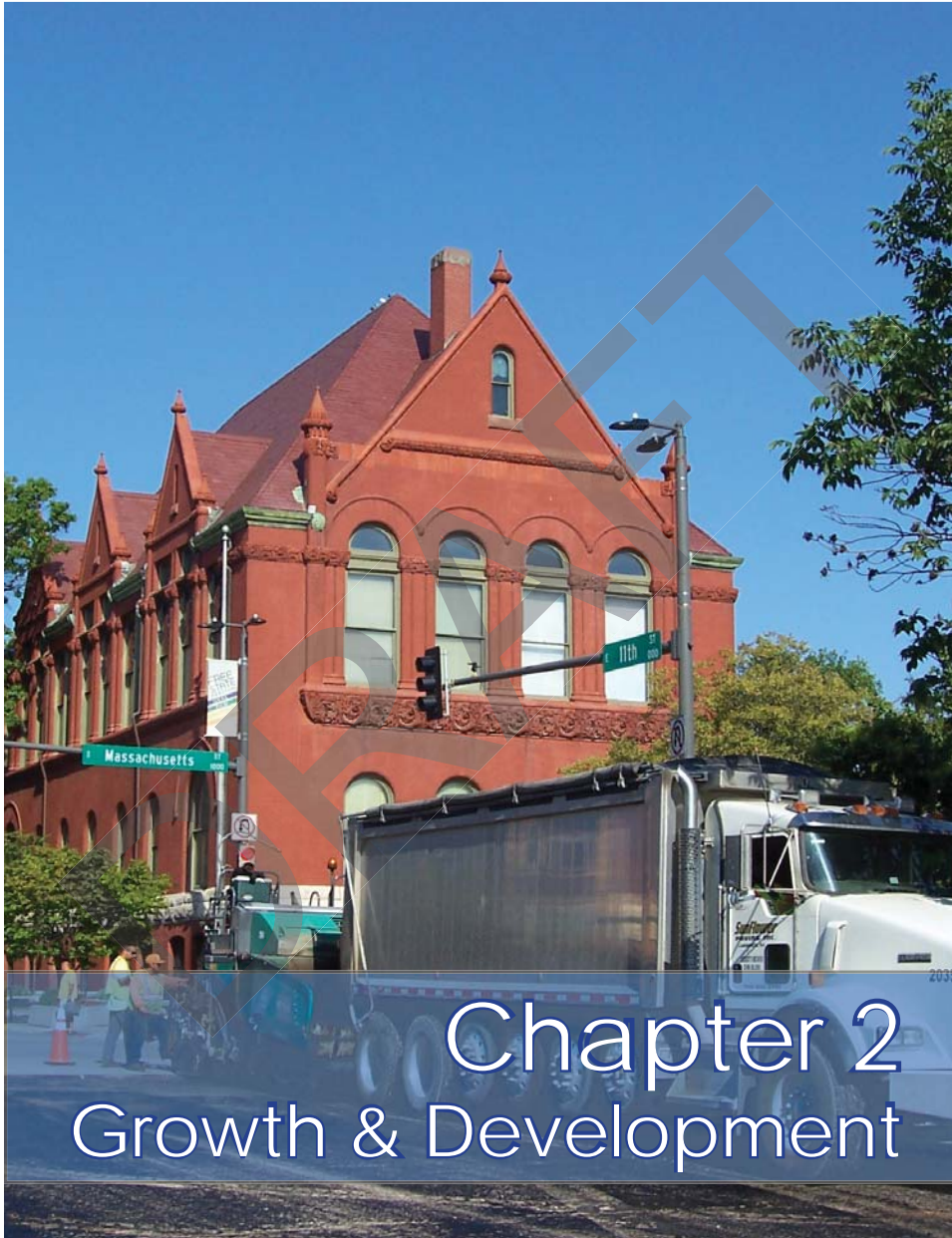
1998



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Lawrence and Douglas County Growth Tiers

This plan establishes **two** tiers of Lawrence growth areas based on the availability of infrastructure and utilities in order to develop in a sustainable, **cost-effective** manner, and **one** future growth area.

Tier 1 (Within Lawrence)

- Within Lawrence City Limits
- Readily serviceable with utilities (water, sewer, stormwater) with minor system enhancements
- Serviceable by fire with current infrastructure
- Develop to suburban and urban standards per adopted plans and policies

Tier 2 (Lawrence's Growth Area)

- Within the Urban Growth Area and requires annexation
- Readily serviceable with utilities with minor system enhancements necessary for development
- Serviceable by fire with current infrastructure
- Develop to suburban and urban standards per adopted plans and policies after considering infill opportunities

Tier 3 (Future Lawrence Growth Area)

- Develop to rural standards while planning for future urban growth at a point beyond **this** plan's time horizon
- Major utility system enhancements necessary for development (e.g. treatment plant, water tower)
- Requires investment in fire infrastructure and personnel

2. Growth & Development

A. Growth Management

VISION

Our vision is to manage growth within the city by capitalizing on in-fill opportunities and directing growth to new areas where infrastructure is planned to be **cost-effective** and sustainable, while maintaining existing residents' quality of life. Our vision is to manage growth within rural Douglas County by encouraging agricultural uses and accommodating the demand for other uses while protecting environmental resources.

GOALS

Retaining the rural character of Douglas County is vital for our community.

1. Protect and preserve rural character through compatible design, conservation, and strong growth management principles.

- 1.1 Conserve the visual distinction between urban and rural areas throughout Douglas County.
- 1.2 Seek conservation of identified natural resources that define Douglas County's rural character.
- 1.3 Maintain the existing rural character through appropriate land divisions and development patterns.
- 1.4 Minimize agricultural land conversion to other non-agricultural uses.
- 1.5 Cluster residential developments to preserve agricultural lands.

Defining the potential areas for growth is key to ensuring efficient and adequate development takes place. Identifying **3 tiers of development** for land in and surrounding Lawrence is based on planned availability of infrastructure and utilities to develop in a sustainable, cost-effective manner.

2. Direct growth in alignment with planned infrastructure, prioritizing in-fill development before **expanding** through annexation, while ensuring community needs are met through benefits provided as Lawrence grows.

Page: 22

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[Old]: "2"
[New]: "two"

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[Old]: "1"
[New]: "one"

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[Old]: "the"
[New]: "this"

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[Old]: "expansion"
[New]: "expanding"

- 2.1 Tier 1 is prioritized for development at any time.
- 2.2 Tier 2 ~~land~~ shall only be annexed if the need to accommodate demand is established, and if a community benefit is provided. Consider community land use inventories, market sector health, and residential valuation to income ratio, among other factors, when assessing need for annexation.
- 2.3 Tier 3 is not designated to be annexed within this plan's time horizon, unless the ~~proposal~~ is found to be the **only way** to address an identified community need and provide **community benefit(s)**.



Photo by A. Shaler Photography

Proposed annexations shall be considered when they are in the best interest of Douglas County and Lawrence residents. While growth ~~generally is considered~~ to be good because it expands the tax base, **accommodates** an increasing population and ~~involves more people in the political processes, it also can~~ have financial implications for the community. The financial considerations of **providing and maintaining** infrastructure and services to a new area could place an additional burden on existing municipal residents if it is not fully accounted for by the development.



What is a Community Benefit?

A community benefit may include:

Creation of **permanent affordable housing**, or provision of a land donation to the Housing Trust Fund.

Provision of land, amenities, and/or facilities for a public **purpose**, such as parks, public safety facilities, education facilities, cultural and arts amenities, utility enhancements, etc. above that required to serve the **development**.

Preservation of significant amounts of environmentally **sensitive lands** above that minimally required by code.

Creation of primary employment opportunities.

3. Annexation into Lawrence shall be economical and efficient for all parties.

- 3.1 Lawrence should annex 'unincorporated islands' which are completely surrounded by the city and where infrastructure can be extended.
- 3.2 The City shall require property owners to annex to receive city water, sanitary sewer, and/or sanitation service.
- 3.3 Require development contiguous to city limits to annex and develop to urban standards when city services are reasonably available.
- 3.4 Require rural development not annexed in Tiers 2 and 3 to agree not to protest future annexation.
- 3.5 Annexations shall maximize the return on the City's infrastructure investments and business incentives, while protecting and expanding the tax base.
- 3.6 Annexations and service delivery shall align with the adopted **Lawrence Capital Improvement Plan**, Lawrence utility master plans, and adopted development policies.
- 3.7 Annexation requests shall include a service delivery plan that identifies the impact of growth on city

Page: 23

Text Inserted
"land"

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[Old]: "additional community benefits."
[New]: "community benefit(s)."

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[Old]: "is generally"
[New]: "generally is"

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"and maintaining"

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Text Inserted
"3.4 Require rural development not annexed in Tiers 2 and 3 to agree not to protest future annexation."

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"the adopted Lawrence Capital Improvement Plan, Lawrence utility master plans, and adopted development policies."

Text Inserted
"the adopted Lawrence Capital Improvement Plan, Lawrence utility master plans, and adopted development policies."

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"Chapter 2 | Growth & Development"



Photo by A. Shaller Photography



Photo by A. Shaller Photography



Photo by A. Shaller Photography

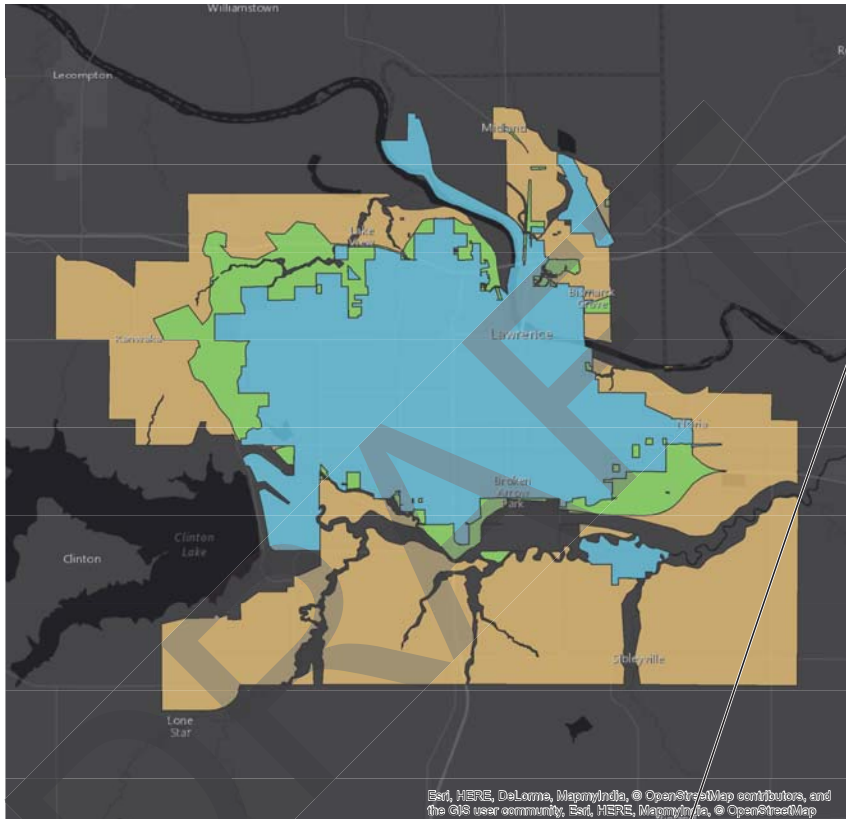
services (utilities, emergency services, transportation services, etc.) and must demonstrate how the project will address any outcomes.

- 3.8 Annexation requests shall identify the community benefit or benefits provided, be considered by the Planning Commission, approved by the City Commission, and implemented through an annexation agreement.
- 3.9 Annexation requests for **existing developments seeking infrastructure** shall be reviewed in the context of the annexation policies and may not require a community benefit to be provided.

Page: 24

- Text Deleted
"Chapter 2 | Growth & Development"
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[New]: "existing developments seeking infrastructure"

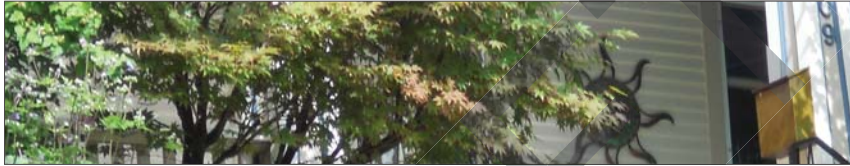
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[Old]: "Area"?
[New]: "Area" (UGA)?"



Map 2.1: Growth & Development / Future Land Use Map
[Click on Map Image to view Complete Map](#)

What is the "Urban Growth Area" (UGA)?

An area surrounding an existing urbanized area in which future urban development is anticipated within the scope of this plan, including Growth Tiers 1, 2, and 3.



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B. Residential

VISION

Both Douglas County and Lawrence are desirable residential locations. This plan promotes a balanced mix of housing throughout the community allowing for a wide range of housing types and residential densities based on the surrounding context.

The plan includes **5 residential density** designations:

Plan Density	Dwelling Units*
Rural	<0.3 per acre
Very Low	1 per acre
Low	1 - 6 per acre
Medium	7 - 15 per acre
High	16 - 32 per acre
Very High	32 + per acre

* Densities reflected above refer to gross density (total land area including rights-of-way) to establish zoning districts and evaluate conformance with the Comprehensive Plan. The Lawrence Land Development Code establishes maximum thresholds based on net density (total land area excluding rights-of-way). Provisions in the Lawrence Land Development Code for zoning density bonuses and calculated density in Planned Development overlay districts are permissible increases to the maximum gross and net densities above.

Unincorporated Douglas County (Outside the UGA)

GOAL

Ensure a variety of housing options in the rural areas to meet the needs of agriculture and the rural economy.

1. Provide housing opportunities, while conserving the overall rural character of Douglas County.
- 1.1 Maintain existing and develop new residential development regulations that conserve and enhance the rural character of Douglas County.
- 1.2 Maintain existing and develop new codes accommodating various types of housing to support agricultural uses.
- 1.3 Create zoning regulations to provide guidance and protection for the County's historic unincorporated towns.



Photo by A. Shaler Photography

Density	Zoning Districts
	County:
Rural	A A-1
Very Low	City: RS40 RS20
Low	City: RS10 RS7 RS5
	City: RS5 RS3
Medium	RSO RM12 RM12D RM15 MU
High	City: RMO RM24 RM32 MU
Very High	City: MU* CD

* Higher densities possible through Development Bonuses.

Page: 27

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"Geography"

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"Rural"

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"Suburban"

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"Suburban"

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"Urban"

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"-32 per acre"

Text Inserted
"Density Zoning Districts"

Text Replaced
[Old]: "+ per acre Urban"
[New]: "Very High 32 + per acre County;"

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"A A-1"

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"Rural"

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"Density Zoning Districts"

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"A A-1"

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"County;"

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"Rural"

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"Unincorporated Douglas County (Outside the UGA) GOAL Ensure a variety of housing options in the rural areas to meet the needs of agriculture and the rural economy."

Text Inserted
"Unincorporated Douglas County (Outside the UGA) GOAL Ensure a variety of housing options in the rural areas to meet the needs of agriculture and the rural economy."

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"City: RMO High"

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"RM24"

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"RM32"

Comments from page 27 continued on next page

B. Residential

VISION

Both Douglas County and Lawrence are desirable residential locations. This plan promotes a balanced mix of housing throughout the community allowing for a wide range of housing types and residential densities based on the surrounding context.

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High	16 - 32 per acre
Very High	32 + per acre

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Ensure a variety of housing options in the rural areas to meet the needs of agriculture and the rural economy.

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Photo by A. Shaler Photography

Density	Zoning Districts
Rural	County: A A-1 A-1
Very Low	City: RS40 RS20
Low	City: RS10 RS7 RS5
Medium	City: RS5 RS3 RSO RM12 RM12D RM15 MU
High	City: RM10 RM7.4 RM52 MU
Very High	City: MU* CD

* Higher densities possible through Development Bonuses.

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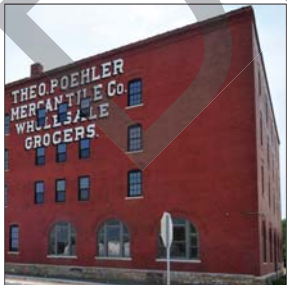
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"RMO High"

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"RM32"

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"Very High MU"

Text Replaced
[Old]: "MU"
[New]: "CD * Higher densities possible through Development Bonuses."



Within Tier 3 (Future Lawrence Growth Area)

Establish land uses patterns **accommodating Lawrence's future growth** and preserve infrastructure corridors for urban development.

2. Require cluster residential development in unincorporated areas in Tier 3 maximizing open space and to plan for growth beyond the plan's time horizon.

- 2.1 Preserve transportation and utility corridors as outlined in the Subdivision Regulations and plans incorporated by reference into this Comprehensive Plan.
- 2.2 Protect and preserve natural environmental features and [sensitive lands](#).
- 2.3 Support agricultural uses.
- 2.4 Minimize changes to the natural topography.
- 2.5 Maintain regulations accommodating agricultural supported housing.
- 2.6 Driveway access to individual residential lots should be from a local roadway when possible.
- 2.7 Strengthen screening and landscaping requirements to utilize landscaping and existing natural [vegetation](#) to integrate the natural landscape into the residential environment.
- 2.8 Review and revise Douglas County agritourism and agricultural heritage tourism policies.

Within Tier 2 (Lawrence's Growth Area)

GOAL

Tier 2 is **planned and expected to urbanize** within this [plan's](#) time horizon requiring high levels of coordination to ensure sustainable, cost-efficient development.

3. Ensure an efficient and planned coordination of infrastructure to prepare the area for annexation and development.

- 3.1 Collaborate with state, local, and private entities to plan for and invest in infrastructure, such as roads, [utilities](#) and fiber consistent with the Capital Improvement Plan.
- 3.2 Ensure that transportation plans, strategies, and investments are coordinated and support the City's land use objectives.

Page: 28

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[Old]: "utilities,"
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- 3.3 **Require** cluster residential development **when not reasonable to be annexed**, maximizing open space and preparing for urban development.

Ensuring orderly and planned development is critical to clearly establish a boundary between the rural and urban areas of our community.

4. **Identify suitable lands to accommodate residential growth facilitating orderly, planned development.**
- 4.1 **Modify existing Specific Land Use Plans** to accommodate higher future land use densities and locations.
- 4.2 Ensure the transition from rural residential neighborhoods is compatible with more intensive land uses.
- 4.3 Preserve **sensitive lands** through site planning, platting, and design.

Agriculture is a vital part of our identity and our economy. Ensuring **its viability within Tier 2 is critical for maintaining our way of life and productivity** while allowing Lawrence to grow.

5. **As Tier 2 develops, maintain an active and productive agricultural community.**
- 5.1 Support agricultural uses as Tier 2 urbanizes.
- 5.2 Protect and preserve natural environmental features and **sensitive lands**.
- 5.3 Minimize changes to the natural topography.
- 5.4 Maintain regulations accommodating agricultural supported housing.
- 5.5 Driveway access to individual residential lots should be from a local roadway when possible.
- 5.6 Strengthen screening and landscaping requirements to utilize landscaping and existing natural **vegetation** to integrate the natural landscape into the residential environment.



What is a Nodal Plan?

Nodal Plans and Development encompasses all corners of an intersection, although all corners do not need to be commercially developed.

The concept of nodal development is applied to new development and redevelopment of existing commercial areas when the redevelopment enlarges the existing commercial area.



What is a Mixed-Use Development?

Mixed-use developments integrate two or more different uses including residential, office, commercial, service, entertainment, or employment into a single site.

Mixed-use buildings are a common feature of older developments, such as Downtown Lawrence where people live above ground-floor businesses, but they can take on many different shapes and styles.

Page: 29

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[Old]: "Encourage"
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[Old]: "for future land use locations and densities,"
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[New]: "Mixed-Use Development? Mixed-use developments integrate"

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Within Tier 1 (Within Lawrence)

GOAL

Tier 1 is **prioritized for growth and redevelopment** because infrastructure and services exist within this area making it the most **economical and sustainable** way to serve a growing population.

6. Maximize development opportunities within Lawrence before expanding into Tier 2.

- 6.1 Accommodate infill housing development in appropriate locations.
- 6.2 Increase the overall height and density of certain zoning districts in Lawrence to accommodate sustainable growth in areas that can take advantage of existing infrastructure.
- 6.3 Expand opportunities to create Accessory Dwelling Units in all Lawrence RS Zoning Districts.
- 6.4 Support **Mixed-Use** development when contextually appropriate.

Ensuring **new developments maintain and enhance the unique character** that makes Lawrence special is a key priority for future generations.

7. Create a functional and aesthetically unique residential environment for Lawrence.

- 7.1 Encourage a variety of housing **types** including single family residences, townhouses, zero-lot line homes, accessory dwellings, cluster housing, work/live housing, apartments, retirement, and supportive housing.
- 7.2 Intersperse [affordable housing](#) throughout Lawrence.
- 7.3 Provide options throughout Lawrence for smaller residential development lots.
- 7.4 Utilize appropriate access management standards in subdivision and residential development.
- 7.5 Include multiple points of access directing vehicles to higher capacity roadways in residential developments and subdivisions.
- 7.6 Provide compatible transitions from residential neighborhoods to more intensive uses for both established and new neighborhood areas.
- 7.7 Accommodate pedestrian use and neighborhood interaction through pedestrian easements, trails/ bicycle paths, and sidewalks in subdivision design.

Page: 30

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- 7.8 Locate [open space](#)/recreation areas within walking distance of all residential areas, and provide planned access to parks and [open spaces](#) in subdivisions.
- 7.9 Encourage usable [open space](#) by clustering buildings to minimize [the creation of](#) marginal-use areas on development sites.
- 7.10 Adopt advanced parking strategies in transit-served areas and for compact, mixed-use developments.

Integrating higher-density residential development can become an asset to a neighborhood if designed to fit within the environment properly.

8. Encourage integration of higher-density residential developments through compatible design.

- 8.1 Site design shall be oriented so that less compatible facets, such as trash, loading and parking areas, are located in the interior of the development **and not** in close proximity to low-density uses.
- 8.2 Transition areas between different housing types shall be designed and planned to ensure compatibility of uses with the surrounding area.
- 8.3 Integrate compatible community facilities, such as schools and religious [institutions](#), within developments and subdivisions, **and not at the edges**.
- 8.4 Integrate medium and higher-density housing types so that uses are [compatible in density](#), [scale and](#) aesthetics, and are appropriately mixed into the larger neighborhood context.
- 8.5 Require developments to be located to maximize the use of [existing infrastructure](#), and minimize the cost of expanding facilities and services.



Page: 31

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C. Commercial

VISION

Strengthen and reinforce the role of commercial areas within Douglas County and Lawrence, promote economically sound and architecturally attractive new and redeveloped commercial properties in planned locations, and continue supporting Downtown Lawrence as the cultural and historical center of the community.

GOALS

Utilizing existing commercial centers and buildings helps create a **continuity of place, maximizes our existing resources and infrastructure, and maintains vibrant neighborhoods.**

1. Encourage the retention and redevelopment of the community's established commercial areas.

- 1.1 Emphasize Downtown Lawrence as the commercial, office, civic, and cultural center of the city.
- 1.2 Sustain and continue to develop Downtown Lawrence as a **Mixed-Use** activity center.
- 1.3 Encourage development and redevelopment to consider proportions, building forms, massing, and materials with the surrounding area in accordance with the **Community Design Manual** or adopted design guidelines.
- 1.4 Encourage improvement and redevelopment of existing commercial areas.
- 1.5 **Require enhanced design elements at or along gateways to communicate a sense of place.**
- 1.6 **Encourage redevelopment and limited expansion of existing commercial areas in Unincorporated Douglas County on hard surfaced roads.**
- 1.7 Promote access to established commercial areas by enhancing multi-modal transportation options in and between these existing areas.

One key element to create compatible arrangements of differing land uses is to **carefully develop transitions** between commercial and other types of uses.

2. Require compatible transitions from commercial developments to other land uses.



What is the Community Design Manual?

The **manual** provides a vision for a different approach to commercial and industrial design that can be beneficial both **the community** and to developers. Design guidelines emphasize key concepts such as creating a unique sense of place within the development and along the streetscape, promoting pedestrian-scaled design and connectivity, and ensuring the aesthetic character of developments are compatible with the established neighborhood character.

Commercial Type	Zoning Districts
Rural	County:
	B-1
	B-2
	B-3
Small Neighborhood	City:
	RSO
	BMO
Large Neighborhood	City:
	CN1
	CN2
	CO
Mixed-Use	City:
	MU
Community	City:
	CC
	IL
Regional	City:
	CD
	CR

Page: 33

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"Lawrence to communicate a sense of arrival by including unique and distinctive streetscape, architecture, and design elements."

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"1.6 Encourage redevelopment and limited expansion of"

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"existing commercial areas in Unincorporated Douglas County on hard surfaced roads."

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"One key element to create compatible arrangements of differing land uses is to carefully develop transitions between commercial and other types of uses."

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"2. Require compatible transitions from commercial developments to other land uses."



How is Gateway Defined?

Gateways are a major corridor or a point along a major corridor at which a person gains a sense of having entered the city. This impression can be imparted through such things as monuments, landscaping, architectural elements, or natural features.



How is Retail Defined?

Retail is defined within the Land Development Code as one whose primary coding under the [North American Industrial Classification System](#) (NAICS) falls into at least one of the following sectors:

Sector 44 - 55

"Retail Trade"

Subsector 722

"Food Service & Drinking Places"

Subsector 811

"Repair & Maintenance"

Subsector 812

"Personal and Laundry Services"

- 2.1 Ensure compatible transitions from commercial land uses to other, less intensive uses to mitigate impacts, which may include landscaping, transition yards, and open spaces.
- 2.2 Screen building services (loading docks, trash enclosures, mechanical equipment, etc.) through appropriate landscaping and architectural methods.
- 2.3 Require site placement and design to orient buildings in a compatible and appropriate manner.
- 2.4 Buildings shall be located adjacent to public rights-of-way, with parking screened by the buildings from view.
- 2.5 Evaluate commercial vehicle traffic impacts on the surrounding area, and minimize commercial traffic through residential neighborhoods.

Ensuring commercial sites are integrated within their surroundings is essential. Requiring site design and architectural standards ensures the quality and character of the overall community and incorporates elements familiar to the community's unique sense of place.

3. Utilize design standards for commercial site development.

- 3.1 Commercial nodes shall occur at intersections depending on the commercial center type.
- 3.2 Limit the expansion of Commercial Strip development by directing new developments into nodes.
- 3.3 Commercial development shall avoid substantial disruption of natural vegetation and drainage.
- 3.4 Encourage commercial nodes to maximize use of infrastructure and services, minimize adverse impacts, and effectively serve the community.
- 3.5 Ensure commercial development integrates multi-modal transportation options and provides connections to surrounding neighborhoods.
- 3.6 Utilize the Community Design Manual for new and redeveloping commercial development to ensure they are designed to fit into the surroundings, encourage pedestrian movement, and create a unique definable Lawrence architecture.
- 3.7 Encourage mixed-use projects that integrate residential and other uses.
- 3.8 Complete a Specific Land Use Plan for any new commercial area with the potential to create more

Page: 34

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"2.2 Screen building services (loading docks, trash enclosures, mechanical equipment, etc.) through appropriate landscaping and architectural methods. 2.3 Require site placement and design to orient buildings in a compatible and appropriate manner. 2.4 Buildings shall be located adjacent to public rights- How is Gateway Defined?"
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"2.2 Screen building services (loading docks, trash enclosures, mechanical equipment, etc.) through appropriate landscaping and architectural methods. 2.3 Require site placement and design to orient buildings in a compatible and appropriate manner. 2.4 Buildings shall be located adjacent to public rights-"
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"multi-modal transportation options and provides connections to surrounding neighborhoods."
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- 3.7 Encourage mixed-use projects that integrate residential and other uses.
- 3.8 Complete a [Specific Land Use Plan](#) for any new commercial area with the potential to create more

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than 100,000 square feet of retail space.

- 5.9 Protect environmentally [sensitive lands](#) as new and existing areas develop or redevelop.

Understanding how new and redeveloping large commercial areas change the landscape is vital for Lawrence, especially in how it **impacts existing retail** developments.

4. **Proposals that will create more than 100,000 square feet of retail space within Lawrence shall be analyzed by staff to determine the market impact.**

- 4.1 All market impact [analyses](#) shall comply with the requirements as [outlined](#) in the [Land Development Code](#).
- 4.2 Ensure that any proposal will not create detrimental impacts to the existing market.

The **intensity-specific site and design criteria** below, and in the [Commercial Criteria Table](#), are the means by which the community expresses its vision for the differing levels of commercial use and intensity throughout the community.

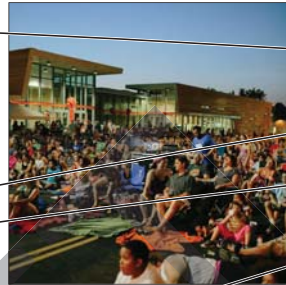
5. Commercial Development Design Criteria

Rural Commercial

- 5.1 Existing commercial areas at the intersection of a [hard-surfaced](#) County route and designated highway may expand if utilities and infrastructure are available and [if the expansion is compatible with](#) surrounding uses.
- 5.2 Allow new commercial developments to serve rural communities at an appropriate scale where infrastructure can support the intensity of the development.
- 5.3 Ensure [Rural Commercial](#) developments are compatible with surrounding environments and uses.

Small Neighborhood Commercial

- 5.4 Incorporate [Small Neighborhood Commercial](#) options into [Specific Land Use Plans](#) to increase opportunities for walkable neighborhood services.
- 5.5 [Encourage appropriate development and redevelopment of local commercial areas to serve the](#)



Page: 35

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"5.5 Encourage appropriate development and"

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Commercial Criteria Table

Commercial Type	Plan Level Required	Appropriate Site Location	Typical Site Size	Location Criteria (Map 2.2)	Maximum Retail Square Footage
Rural	Comprehensive Plan Policies	Rural	Context Sensitive	County route and designated highway	
Small Neighborhood	Comprehensive Plan Policies	Urban	1 to 3 acre		
Large Neighborhood	Nodal Plan per Policy 3.7	Urban	3 to 10 acres	Collector Street Frontage	
Commercial Strip	Comprehensive Plan Policies	Urban	Variable	Arterial Frontage	
CC 200	Nodal Plan	Urban	10 to 30 acres	Arterial Intersection	400,000
CC 400	Nodal Plan	Urban	20 to 80 acres	Arterial Intersection	400,000
CC 600	Nodal Plan	Urban	70 to 160 acres	2 State or Federal Highways	600,000
Regional	Nodal Plan	Urban	Variable	2 State or Federal Highways	
Mixed-Use	Comprehensive Plan Policies	Urban	Variable		50% of development

surrounding existing and future neighborhoods.

5.6 Utilize the [Community Design Manual](#) and appropriate design standards (multi-modal, pedestrian-scale, etc.), acknowledging that local commercial may require flexibility in design.

5.7 Encourage commercial uses to be integrated into residential areas.

Large Neighborhood Commercial

5.8 Integrate Large Neighborhood Commercial into the surrounding area with pedestrian access, transitional elements, open spaces, and appropriate scale when possible.

5.9 Prioritize pedestrian access and mobility in site design.

5.10 Permit expansion of Large Neighborhood Commercial in ways that appropriately integrate into and respect the surrounding neighborhoods.

Commercial Strip Development

5.11 Expand commercial strip development only in limited instances along existing commercial corridors when compatible with surrounding zoning.

5.12 Coordinate access points and use cross-access easements as sites redevelop.

Community Commercial Center (200, 400, 600)

Develop per Commercial Criteria Table and locations on [Map 2.2](#).

Regional Commercial

Develop per Commercial Criteria Table and locations on [Map 2.2](#).

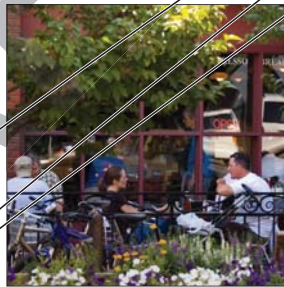
Downtown Lawrence

5.13 Highlight Downtown as the community's activity center.

5.14 Promote a broad mix of uses and activities in Downtown.

5.15 Maintain and increase the core concentration of residential, retail, office, civic, cultural, and recreational activities in Downtown.

5.16 Utilize the [Downtown Area Design Guidelines](#) to support the continued development of Downtown.



Page: 37

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[Old]: "5.5 Encourage appropriate development and redevelopment of local commercial areas to serve the surrounding existing and future neighborhoods. 5.6"
[New]: "surrounding existing and future neighborhoods. 5.6"

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"and"

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"and locations on Map 2.2."

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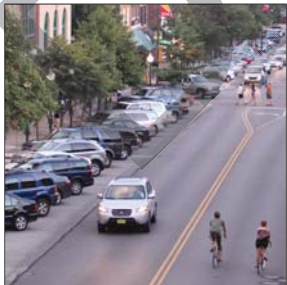
"and locations on Map 2.2."

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"residential,"



Photo by Harland J. Schuster



- 5.17 Enhance appropriate areas of the Kansas River as an urban amenity for the surrounding neighborhoods and Downtown Lawrence.

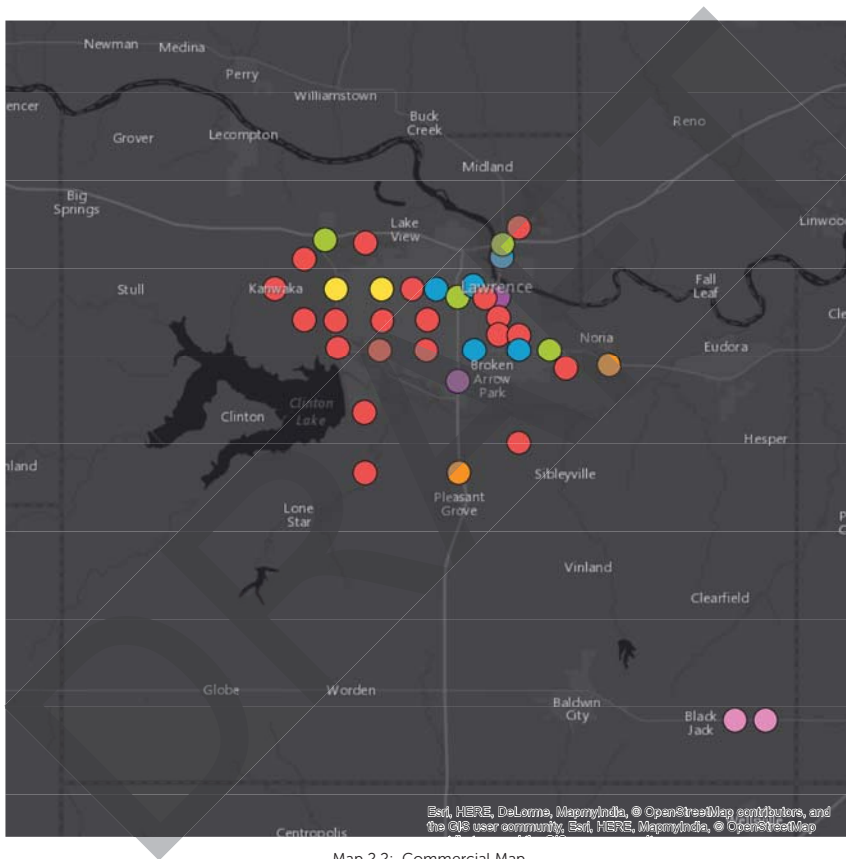
Mixed-Use

- 5.18 Promote mixed-use as an option where existing structures are underutilized, have a high turnover rate, or have been vacant for long periods of time
- 5.19 Incorporate a mixture of uses within the development.
- 5.20 Incorporate existing structures and architecture when possible, and match the design, massing, placement and other site design elements of the surrounding area to preserve the existing development context.

Page: 38

- Text Replaced
[Old]: "Mixed Use 5.18 Require a development plan with any zoning application request. 5.19 Promote"
[New]: "Mixed-Use 5.18 Promote mixed-use"
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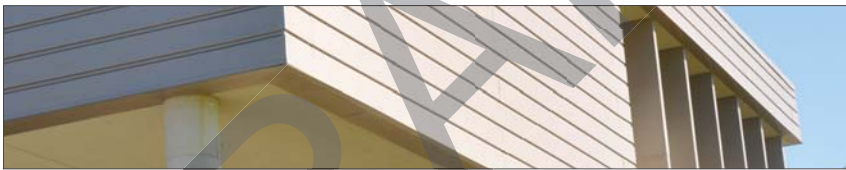
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Map 2.2: Commercial Map

[Click on Map Image to view Complete Map](#)

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D. Industrial

VISION

Reinforce the role of industrial areas in order to strengthen our local economy and diversify employment opportunities by planning for new areas and supporting existing areas. Maintain a robust inventory of appropriate locations that are compatible with surrounding land uses.

GOAL

Support industrial growth and expansion through **integrated design and compatibility** with surrounding uses.

1. **Industrial sites shall ensure integrated design and compatibility with surrounding uses by meeting the following criteria.**

- 1.1 Develop according to the locations identified on the [Industrial Map \(Map 2.3\)](#).
- 1.2 Sites shall have feasible access to Federal and State transportation networks.
- 1.3 Sites should be varied in size and location to accommodate a range of users.
- 1.4 Sites shall primarily be out of regulatory [floodplains](#).
- 1.5 Sites shall contain minimal slopes.
- 1.6 Protect environmentally [sensitive lands](#) as new and existing areas develop or redevelop.
- 1.7 Natural stormwater management should be incorporated and designed into sites as appropriate.
- 1.8 Compatibility with existing and future land use patterns should be evaluated.
- 1.9 If adjacent to Lawrence, annexation shall occur prior to the submission of a development proposal.
- 1.10 Promote transportation linkages, including multi-modal, and provide adequate and clear access and movement throughout the site.
- 1.11 All industrial development within Lawrence shall comply with the [Community Design Manual](#)'s Industrial Development Design guidelines.



Intensity	Zoning Districts
Limited	County: I-1
	City: IBP
Light	County: I-2
	City: IL
Medium	City: IM
Heavy	County: I-3
	City: I-4 IG



**For more details on
Economic
Development**

See [Chapter 5:
Economic Development](#)

Page: 41

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"1.1 Develop according to the locations identified on the Industrial Map (Map 2.3)."

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Protecting and enhancing existing developments helps retain the investment and the jobs that are integral parts of our community today, and in the future.

2. Retain established developments, and encourage redevelopment and expansion of existing sites.

- 2.1 Encourage parcel consolidation to provide land for infill development and expansion opportunities.
- 2.2 Incentivize existing facility expansion and redevelopment of vacant buildings and lands.
- 2.3 Maintain an appropriate supply of industrially-zoned sites to provide a variety of location and lot size options.
- 2.4 Upgrade infrastructure and services to support redevelopment opportunities.
- 2.5 Encourage partnerships for redevelopment opportunities.

Staying ahead of new trends and needs requires a **proactive market response for new developments** to a constantly changing environment.

3. Provide sites to meet the future needs of the community.

- 3.1 Develop existing planned industrial areas by annexing, platting, zoning, and extending infrastructure to enable immediate development.
- 3.2 Utilize appropriate locational criteria identified in Goal 1 for the use and site considerations for new or expanding areas.
- 3.3 Designate areas to support future industrial development needs.
- 3.4 Ensure developments are concentrated with compatible uses.
- 3.5 Monitor and maintain a site inventory to match a variety of potential users' needs that fit within our community goals.

Page: 42

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Designing and planning for redeveloping and new industrial sites is critical to their utility and integration into the larger community.

4. Ensure site design and architecture provide adequate separation and compatible development patterns.

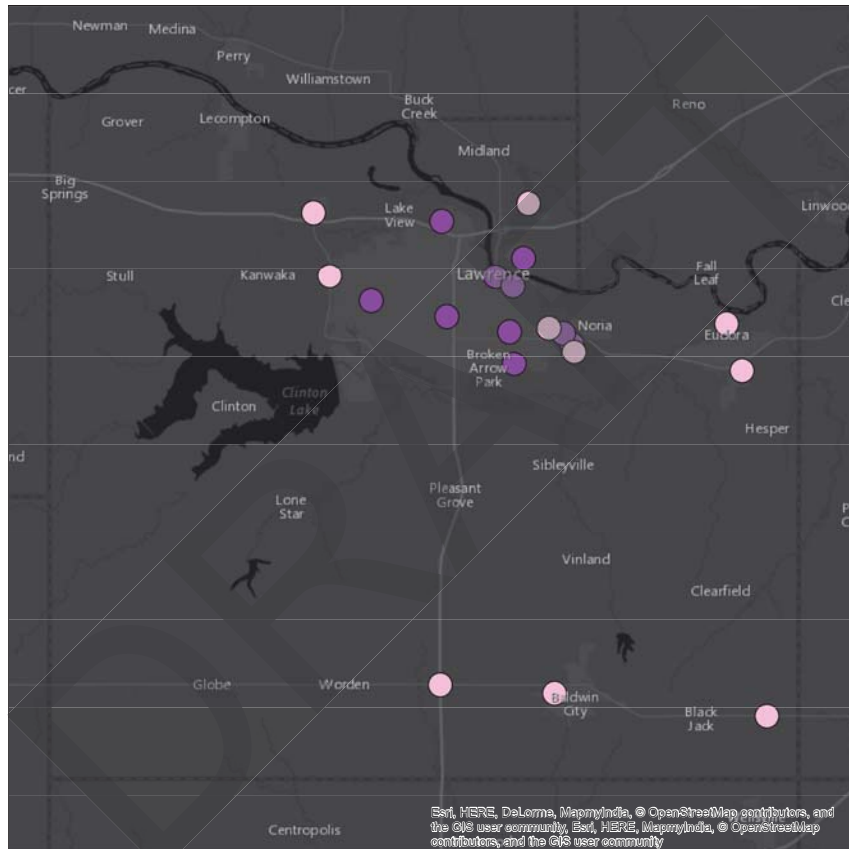
- 4.1 Encourage facilities and structures that have a positive impact on neighboring uses.
- 4.2 Protect environmentally [sensitive lands](#) as new and existing areas [develop or redevelop](#).
- 4.3 Locate higher-intensity users and activities together in an industrial park.
- 4.4 Industrial development within Lawrence shall comply with the [Community Design Manual](#)'s Industrial Development Design guidelines.



Page: 43

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Map 2.3: Industrial Map

[Click on Map Image to view Complete Map](#)



Photo by A. Shaler Photography




Photo by A. Shaler Photography



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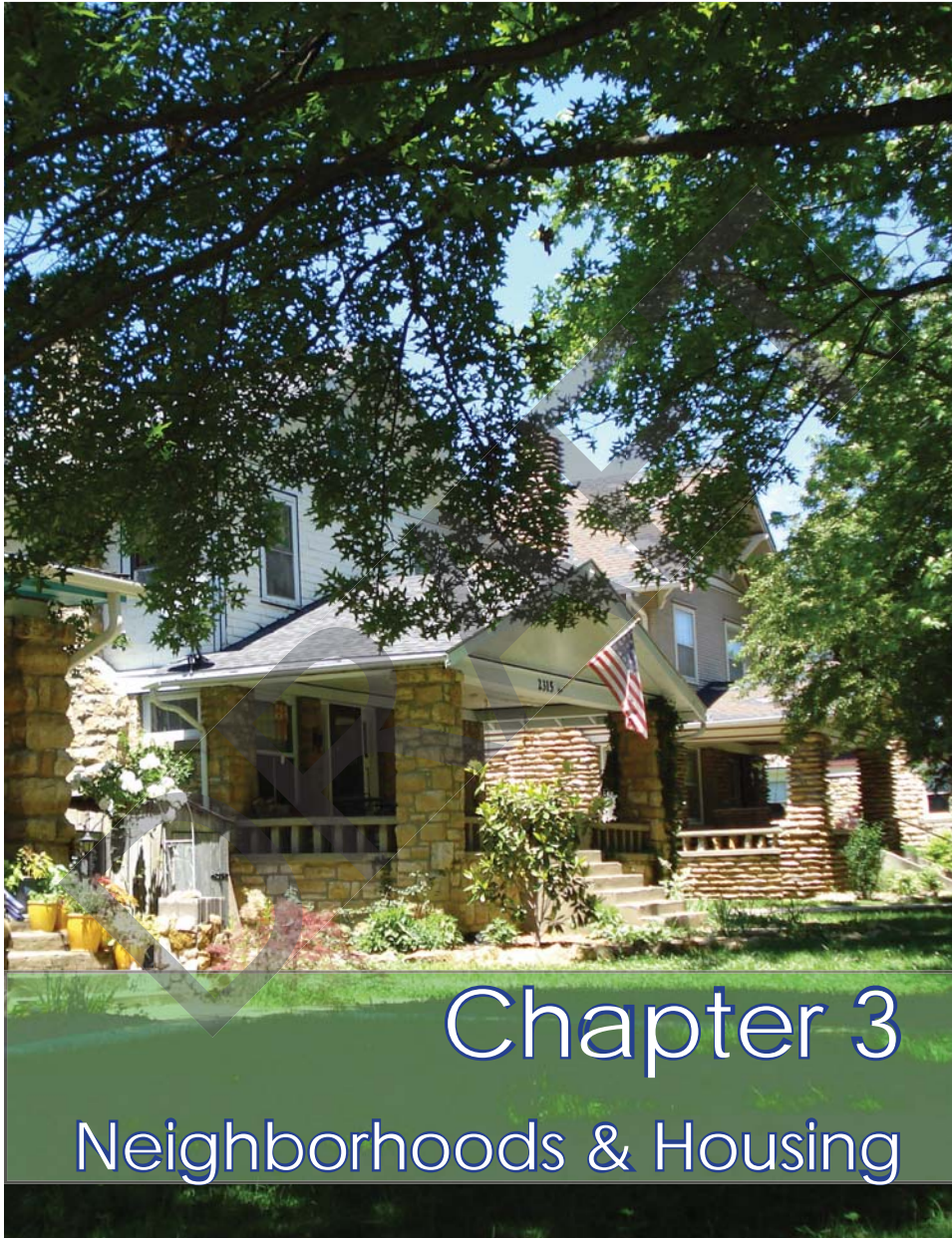
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*"There's no better place **to coach**,
there's no better place **to go to school**,
there's no better place **to play**."*

- Former KU Head Coach **Larry Brown**

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ADVISORY BOARDS

- [Affordable Housing Advisory Board](#)
- [Community Development Advisory Committee](#)
- [Homeless Issues Advisory Committee](#)



Photo by A. Shafar Photography



For more on
Historic Preservation

See [Chapter 7A
Historic Resources](#)

3. Neighborhoods & Housing

VISION

Neighborhoods promote social interaction and provide residents of all ages and abilities with a safe, functional and aesthetically unique **environment**. **They are where** a sense of identity is created, historic features and cultural traditions are respected, attractive and affordable housing choices are offered, and connections to a common past maintained. Neighborhoods shape vibrant and strong communities.

GOALS

Lawrence is **comprised** of many distinct neighborhoods, each with different characteristics. Neighborhoods are components of the larger whole, and should be **integrated into the larger community**.

- 1. Strengthen neighborhoods' ties to the larger Lawrence community.**
 - 1.1 Provide alternative routes via connective road patterns to ease traffic congestion and help limit the use of cul-de-sacs.
 - 1.2 Utilize alleys and short blocks to maximize connectivity.
 - 1.3 Orient buildings to reflect the predominant neighborhood pattern.
 - 1.4 Use [open spaces](#), greenbelts, and trails to provide linkages throughout the neighborhood.
 - 1.5 Integrate non-motorized transportation options when possible.
 - 1.6 Plan for neighborhoods within all future [Specific Land Use Plans](#).

Page: 48

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Lawrence has a remarkable heritage and unique history that **promotes the character of neighborhoods** throughout the city. Preserving the character of existing neighborhoods while encouraging creative and unique new neighborhoods will enhance Lawrence's identity.

2. Create and encourage vibrant neighborhoods that have distinctive identities that together make Lawrence unique.

- 2.1. Maintain the form and pattern of established neighborhoods.
- 2.2. Use innovative programs to minimize or eliminate conditions causing decline.
- 2.3. Create neighborhood identity through recognizing historic and cultural landmarks, integrating public art and wayfinding signs, arts and culture programming, and supporting policies that create neighborhood cohesion.
- 2.4. **Clearly define neighborhood** edges by either natural or man made features.

Conserving and enhancing the characteristics and structures that define our neighborhoods is critical to defining the uniqueness of Lawrence.

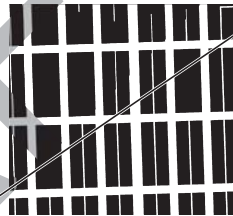
3. Preserve and enhance the character elements of existing neighborhoods.

- 3.1. Protect and improve the character and appearance of existing residential neighborhoods to sustain their values and enhance the quality of life.
- 3.2. Maintain historic structures and elements to help conserve the unique aspects of the neighborhood, as well as the whole community.
- 3.3. Define the character by highlighting places of meaning or the unique value of each neighborhood.



What are Connective Road Patterns?

Connectivity in **and between neighborhoods** is critical. Grid designs create an interconnected street system offering pedestrians and vehicles many choices in navigating through their neighborhood. Neighborhoods with limited connections force traffic onto collectors causing jams and access problems. Curvilinear streets should be avoided.



Grid Pattern



Disconnected Grid Pattern



Curvilinear Pattern

Page: 49

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[Old]: "neighborhoods, as well as surrounding neighborhoods,"
[New]: "and between neighborhoods"

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[Old]: "cultural,"
[New]: "culture programming,"

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[Old]: "Neighborhoods should have clearly defined"
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"the"



[Lawrence Association of
Neighborhoods Map](#)



How is Affordable Housing Defined?

The [Affordable Housing Advisory Board](#) defines affordable housing generally as housing for which the occupants are paying no more than 30% of their income for gross housing costs, including utilities.

Renters

Housing units with monthly rent and utilities not exceeding 110% of the [HUD defined Fair Market Rent](#), as determined yearly by the Lawrence Douglas County Housing Authority.

Owners

Housing units for those earning up to 80% of [Median Family Income](#), as established yearly by HUD for the Lawrence, KS Metropolitan Statistical Area.

Redeveloping and new neighborhoods should be **designed to strengthen** the unique character that people associate with Lawrence.

4. Create a safe, functional, and aesthetically unique residential environment for new and redeveloping neighborhoods in Lawrence.

- 4.1 Create a place **to allow** neighborhood residents to gather ensuring that future neighborhoods are unmistakably Lawrence.
- 4.2 Incorporate a mixture of housing types, styles, densities, and price ranges.
- 4.3 Design neighborhoods to a human scale, including building elements, **street design** and other design elements.
- 4.4 Include vehicular and non-vehicular connections within and to surrounding neighborhoods.
- 4.5 Incorporate safe routes to schools in neighborhood planning and design.
- 4.6 Create residential design guidelines to enhance the aesthetics of multi-dwelling development in neighborhoods.
- 4.7 Integrate small/large neighborhood commercial options into neighborhood designs.
- 4.8 Incorporate pocket parks and green spaces into new neighborhood developments that encourage connectivity and green corridors.
- 4.9 Incorporate public health planning into land use planning.
- 4.10 Work with neighborhoods to update and maintain [Specific Land Use Plans](#) as appropriate.
- 4.11 Plan for and incorporate an evolving multi-modal transportation system.

Designing neighborhoods to **allow residents to age in place** provides a higher quality of life and more choices.

5. Create complete neighborhoods that mix compatible land uses, include varied housing types and prices, and provide services and amenities to residents of all ages.

- 5.1 Design neighborhoods to provide a variety of walkable live, work, learn, and play options.
- 5.2 Design neighborhoods to accommodate aging in place.

Page: 50

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[Old]: "allowing"
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[Old]: "design,"
[New]: "design"

5.3 Create high-quality pedestrian spaces and networks connecting neighborhoods and prioritizing the pedestrian experience.

5.4 Identify and plan for service needs and resources for residents of all ages and abilities.

5.5 Incorporate universal design into building codes.

Ensuring that our community has **affordable and safe housing** is paramount to the quality of life we all enjoy.

6. Provide affordable housing for all segments throughout the community.

6.1 Implement the policies of the Affordable Housing Advisory Board.

6.2 Encourage developments to account for all income ranges when creating new developments and subdivisions.

6.3 Promote partnerships to advance affordable and safe housing options.

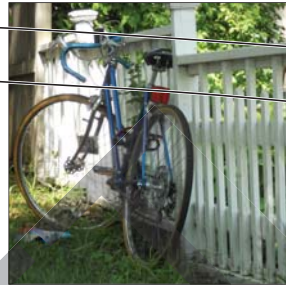
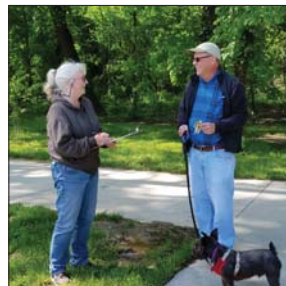


Photo by A. Shaler Photography



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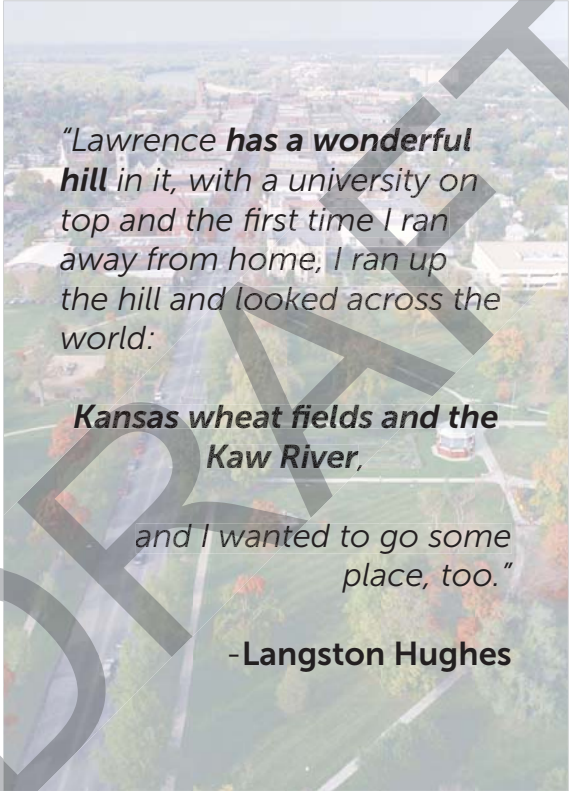
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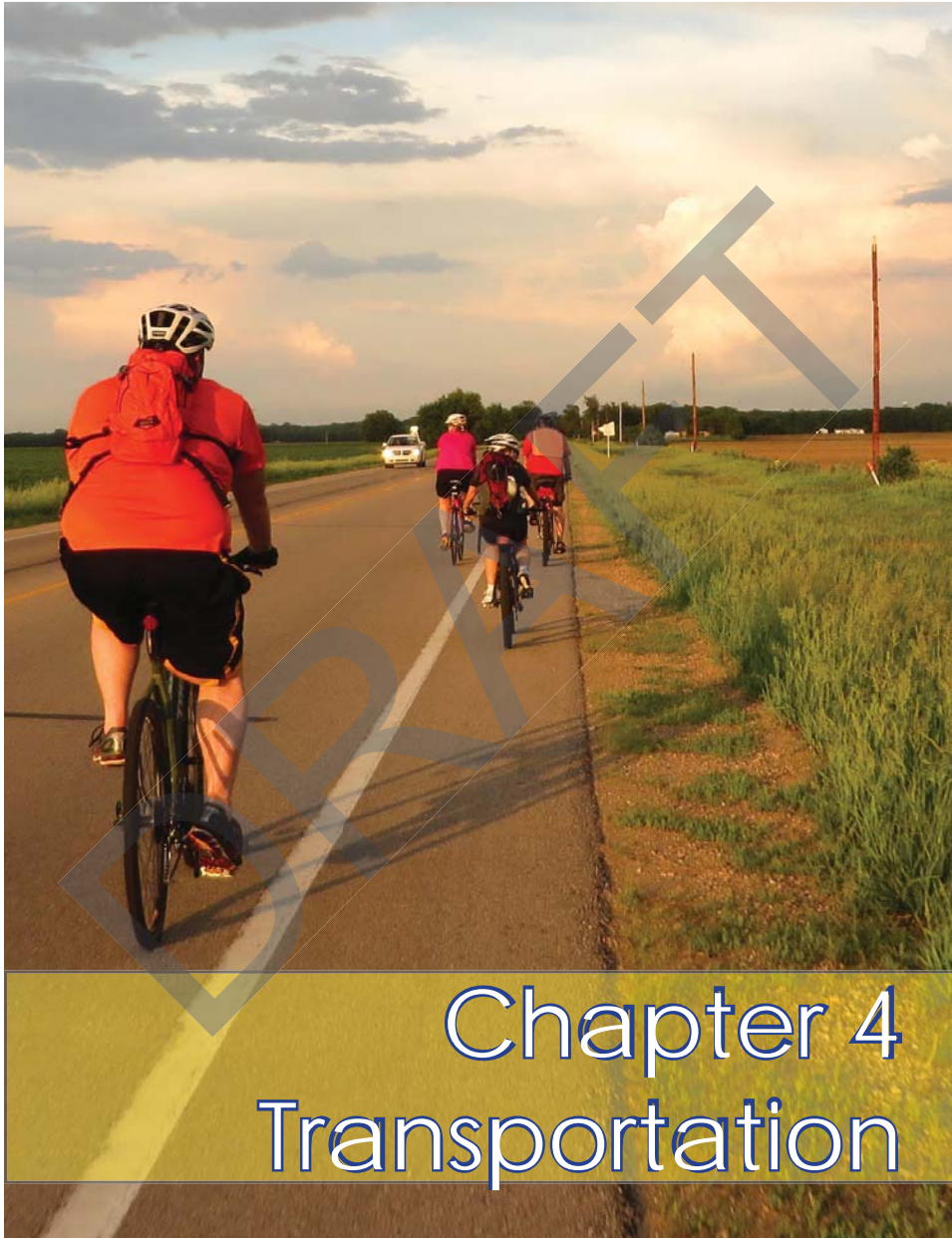


*"Lawrence **has a wonderful hill** in it, with a university on top and the first time I ran away from home, I ran up the hill and looked across the world:*

***Kansas wheat fields and the
Kaw River,***

*and I wanted to go some
place, too."*

-Langston Hughes



Chapter 4 Transportation

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ADVISORY BOARDS

- [Transportation Commission](#)
- [Public Transit Advisory Committee](#)
- [MPO Bicycle Advisory Committee](#)
- [MPO Regional Transit Advisory Committee](#)



What is a MPO?

The [Metropolitan Planning Organization](#) is a federally designated agency responsible for coordinating transportation planning and programming for all of Douglas County. The MPO's mission is to provide planning and programming services for the safe and efficient movement of people and goods consistent with the region's overall goals.

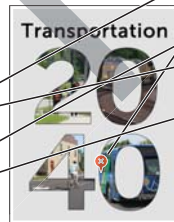
Our region includes:

- [Douglas Co.](#)
- [Lawrence](#)
- [Eudora](#)
- [Leocompton](#)
- [Baldwin City](#)

4. Transportation

Metropolitan Transportation Plan

Transportation 2040 sets regional transportation policies, and articulates goals and objectives for the creation of a multi-modal transportation system complementing the comprehensive plan's land use plans, economic development plans, environmental plans, and other plans for the region. It assists state and local government agencies with improving the quality of life for our community.



The creation of *Transportation 2040* is supported by an open public participation process, and the willingness of the local state and federal officials involved in developing this document, to chart a comprehensive regional transportation system.

This plan reflects the short and long-term needs of the region; land use patterns; planning decisions impacting transportation systems; the desire to provide mobility for all users; and the relationships between the transportation system, the environment, and the economy.

This chapter references *Transportation 2040* as the key plan guiding our community's transportation network. This chapter reflects the goals of the transportation plan, and enhances key aspects related to unincorporated Douglas County and the City of Lawrence.

Page: 54

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VISION

To maintain and enhance a complete, safe, and efficient multi-modal transportation system for users of all ages and abilities.

GOALS

Planning must consider **access and choices for all residents**. Individuals who **cannot**, or prefer not **to**, drive should have **the same** equal access to safe and efficient transportation choices as those **that are** offered to drivers.

1. **Enhance transportation options and choices for improved system performance.**
 - 1.1 Provide viable transportation alternatives with stronger interconnectivity and multi-modal elements by considering transit, **bikeway** and pedestrian details in site planning, and **also** adhering to [Complete Streets policies](#).
 - 1.2 Create land development patterns and transportation designs allowing and encouraging people to use all transportation modes.
 - 1.3 Enhance transit service, amenities, and facilities by establishing a transit center(s) within Lawrence.
 - 1.4 Enhance the coordinated transit system, such as providing special services for senior citizens and persons with disabilities, and their connections to regional commuter services.
 - 1.5 Build [Americans with Disabilities Act \(ADA\)](#) connections between rights-of-way and building entries, accessible transit stops, and implement the [transit amenities policy](#).

The **interrelation of transportation and land use planning** is critical since the design of one directly affects the other. Understanding the linkage of these two aspects can produce positive impacts for residents and lead to more efficient systems.

2. **Focus efforts on the efficient movement of people and goods.**
 - 2.1 Improve multi-modal connectivity between existing employment centers, retail activity areas, and regional destinations to foster continued growth and vitality of those areas.



What is Transportation 2040?

[T2040](#) is the **long-range** transportation plan for Douglas County. It is a vision for a healthy, safe, and efficient transportation system that adequately serves the region's future. The plan identifies transportation **needs and** investments, and recommends system improvements for all modes of transportation: automobile, public transit, bicycle, pedestrian, etc.

Page: 55

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[New]: "needs and"



What are Intelligent Transportation Systems?

ITS applies technology and communication systems to improve the multi-modal movement.

It includes traffic conditions detection systems and cameras, dynamic message signs providing real-time travel information, agency coordination, and a host of other technologies to improve the transportation infrastructure.



- 2.2 Develop in accordance with the Major Thoroughfares Map as designated on the Growth & Development Map (Map 2.1).
- 2.3 Coordinate transportation improvements with future land uses to minimize infrastructure costs.
- 2.4 Further maximize accessibility of the transportation system, and increase the mobility options for all residents.
- 2.5 Utilize techniques and technologies, such as Intelligent Transportation Systems, to maximize network capacity and increase efficiency.

While moving people is one of the paramount concerns of a transportation network, the safety and security of the people using it is one of the overarching concerns for all aspects. One of the keys to good planning involves efficiency and effectiveness of the public transportation investments to further services and infrastructure consistent with the community's desires.

3. Prioritize preservation, safety, and security of the transportation network.
- 3.1 Preserve and enhance the condition of transportation infrastructure and assets.
- 3.2 Design streets and subdivisions for safe and secure transportation.
- 3.3 Review land development projects when they are initially submitted for safety and design implications.
- 3.4 Develop criteria focusing on the safety aspect of transportation projects requiring that safety be addressed before a project is approved.
- 3.5 Monitor and inventory the transportation system's physical condition for items such as asset management, pavement condition, sidewalk maintenance, Americans with Disabilities Act compliance, and other similar aspects.
- 3.6 Coordinate with local, state, and federal agencies to quickly respond during times of natural disasters, extreme accidents, or other emergencies.

Page: 56

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[Old]: "Map."
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"What are Intelligent Transportation Systems?"

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[Old]: "improving"
[New]: "to improve"

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[Old]: "condition,"
[New]: "condition"

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[Old]: "emergencies"
[New]: "emergencies."

One of the most important ways that transportation planning impacts our communities is in how we move about Lawrence and Douglas County. Minimizing issues is key to **creating an efficient and equitable transportation system.**

4. Minimize adverse social, economic, and environmental impacts created by transportation.

- 4.1 Create land development patterns that promote transportation efficiency, sustainability and livability through coordinated review of land use plans.
- 4.2 Reduce single occupancy vehicle trips through Travel Demand Management, multi-modal site design, policies, and programs.
- 4.3 Strengthen linkages between transportation planning and environmental planning.
- 4.4 Strengthen linkages between transportation planning and public health planning.
- 4.5 Implement actions **to transition** to the use of alternative transportation modes, low emissions vehicles, alternate transit energy sources, emerging technology, and market driven transportation (autonomous vehicles, electric vehicles, and ride-share).



What is Environmental Justice?

The Environmental Protection Agency defines Environmental Justice as the fair treatment for people of all races, cultures, and incomes, regarding the development of environmental laws, regulations, and policies.

It requires that projects using Federal funds be selected and distributed fairly to all people regardless of income or race, and that all people have equal access to the benefits afforded by these projects, including equal access to the decision-making process for project selection.

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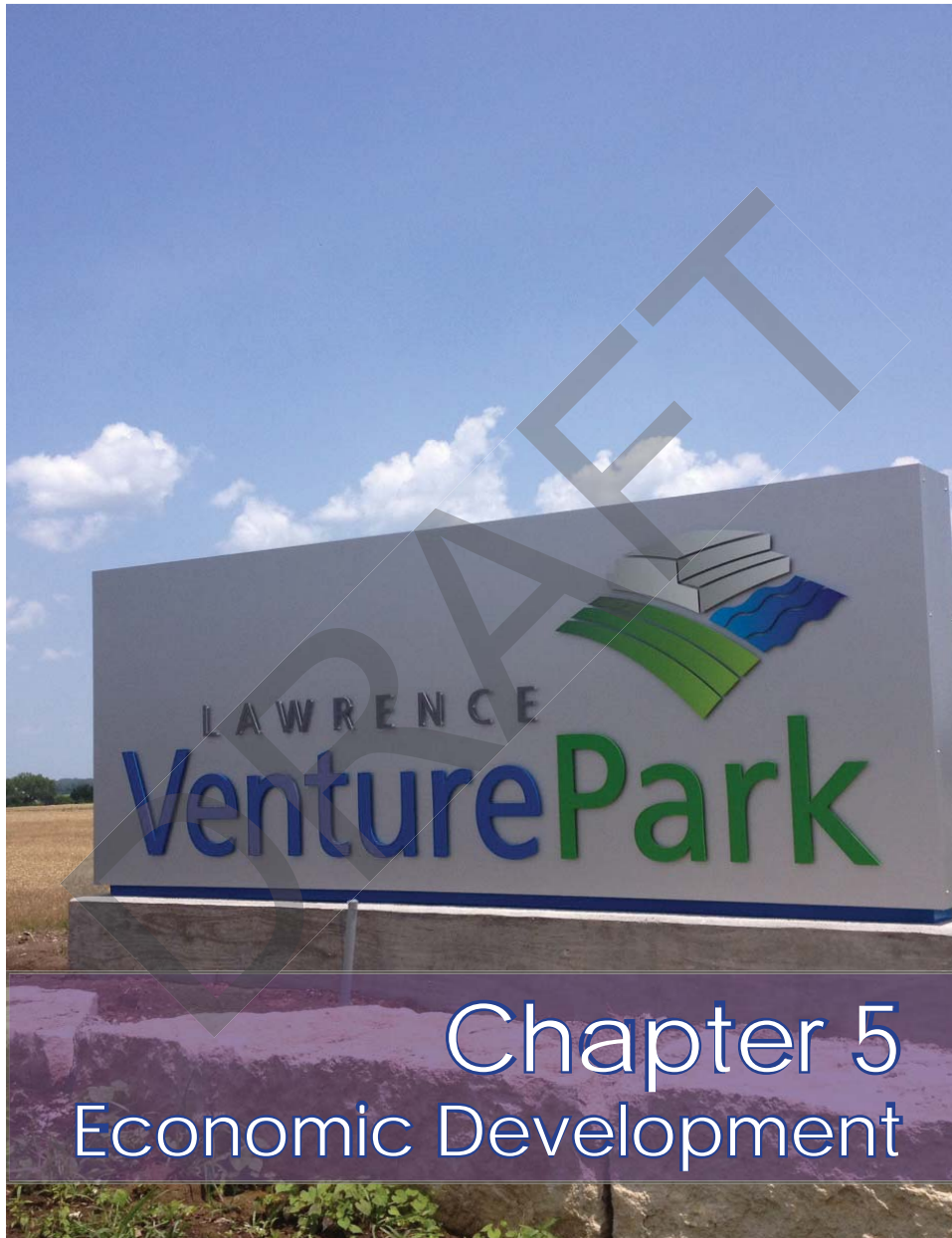
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[New]: "to transition"

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*"I am a New Yorker by birth, **but I love my adopted country** - the West."*

-Lucy Hobbs Taylor



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ADVISORY BOARDS

- [Public Incentives Review Committee](#)



What does Economic Development mean?

Economic development is the sustained, concerted efforts of a community and its policymakers to improve the standard of living and economic health of an area.

Implementing economic development involves targeting activities and programs that improve the economic well-being and quality of life of a community by building local wealth, diversifying the economy, creating and retaining jobs, and building the local tax base.



5. Economic Development

VISION

Create a diverse range of employment opportunities by capitalizing on our **highly-educated** workforce, attracting new employers, retaining and growing existing business, and maximizing our potential through innovative technology sectors.

GOALS

Continuing to **diversify the range of jobs and employers** helps buffer our community from economic shifts, and provides greater opportunity for both employees and employers within Douglas County.

- 1. Diversify the community's economic base.**
 - 1.1 Identify strategies and pursue a dedicated funding source to attract, develop, and retain employers and jobs.
 - 1.2 Enhance Downtown Lawrence as an employment destination.
 - 1.3 Recruit and attract new and developing green/ environmentally friendly jobs.
 - 1.4 Capitalize on local resources, such as the University of Kansas [Small Business Development Center](#) and the [Bioscience and Technology Business Center at the University of Kansas](#), to help nurture and attract small and start-up businesses.
 - 1.5 Target career business attraction building on the existing economic and educational assets of Douglas County.

Encouraging discussions with local colleges and schools, employers, and our community's workers helps **continue workforce retention and development** for future economic development.

- 2. Expand the pool of quality jobs, workforce retention, and new job advancement.**
 - 2.1 Develop housing options to meet the needs and incomes of a diversified workforce.
 - 2.2 Create quality working environments that foster a strong sense of place, and uniquely identify as being part of our community.

Page: 60

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[Old]: "highly educated"
[New]: "highly-educated"

- 2.3 Foster educational partnerships with schools to help formalize career pathways throughout the community's job market.
- 2.4 Develop and expand educational facilities to provide job and skills training to the community's workforce.
- 2.5 Capitalize on Douglas County's educated workers to attract new and developing industries.

Strengthening the employment base and focusing on community development adds to the quality of life and attracts new opportunities to the community.

3. Strengthen and stabilize the tax base and existing businesses.

- 3.1 Support and grow small to medium sized businesses throughout our community.
- 3.2 Evaluate existing available large-lot locations for large-scale primary employers, and pursue as necessary locations for new industrial parks.
- 3.3 Create a strategy to provide development-ready sites for large-scale primary jobs employers.
- 3.4 Retain and promote expansion of existing businesses within the community.
- 3.5 Establish initiatives designed to encourage retention of businesses and employment.
- 3.6 Promote and support the redevelopment of underutilized employment sites.

Preparing for new technologies and innovations, while also capitalizing on the existing and developing resources available in our community, is key to growing our local economy.

4. Pursue technology and advancements to expand our existing local economy, and attract new jobs and industries to our community.

- 4.1 Support the community's ability to capitalize on high tech infrastructure and other emergent technologies.
- 4.2 Recruit and promote innovative technologies within industry sectors that foster the community's higher education institutions and industries, such as life sciences, information technology, engineering, math, software and communications, and others.

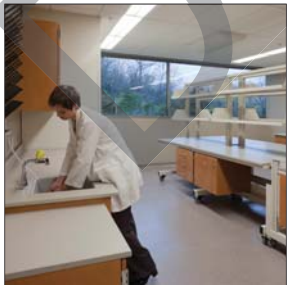


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- Text Inserted
"Support and grow small to medium sized businesses throughout our community. 3.2"
- Text Deleted
"Support and grow small to medium sized businesses throughout our community. 3.6"
- Text Replaced
[Old]: "infrastructure, such as fiber,"
[New]: "infrastructure"



Photo by A. Shaler Photography



- 4.3 Consider providing seed and venture capital to high technology, start-up companies to establish operations in our community.
- 4.4 Identify and **develop** partnerships filling capital market and employment gaps to help start-ups, retain existing technology sector employers, and expand job opportunities.
- 4.5 Support businesses transitioning to new green practices.
- 4.6 Develop policies to support and encourage **new farmers**.

Page: 62

- Text Replaced
[Old]: "development"
[New]: "develop"
- Text Replaced
[Old]: "first time farm buyers and operators."
[New]: "new farmers."

What are Economic Development Assistance Tools?

The City has a variety of economic development tools that can be implemented to achieve community goals. In most cases, the programs are implemented in a "pay-as-you-go" manner in which the property owner fronts the improvement expense and is reimbursed over time through project generated tax revenues.

The City also participates in other types of direct support such as assistance with infrastructure, relocation grants, employee training grants, etc. The primary "pay-as-you-go" tools include:

Industrial Revenue Bonds (IRB)

IRBs are a conduit financing tool used to obtain favorable rate financing for constructing or purchasing a facility or equipment, obtaining a sales tax exemption on project construction materials, or to get an exemption of real property taxes for business types that would not qualify for an **Real Property Tax (EDX)** abatement.

Real Property Tax Abatement (EDX Abatement)

An EDX real property tax abatement provides an exemption of real property taxes on improvements to land and buildings for businesses primarily involved in manufacturing articles of commerce, conducting research & development, or warehousing and distribution of goods used in interstate commerce.

Neighborhood Revitalization Areas (NRA)

The NRA is a revitalization tool used to help eliminate blight, correct health and safety issues, preserve historic properties, correct legal issues with the property, or convert **under-productive** properties to more productive use. Funding is provided via a property tax rebate based on the incremental increase in property value resulting from project improvements.

Tax Increment Financing District (TIF)

A TIF district is used to assist project redevelopment in blighted or challenging development areas by pledging future gains in sales and/or property taxes generated within the TIF district to finance improvements which will result in those tax gains.

Transportation Development Districts (TDD)

TDDs are a funding tool used to support eligible, transportation-related improvements within a specified district through special assessments or a new transportation sales tax.

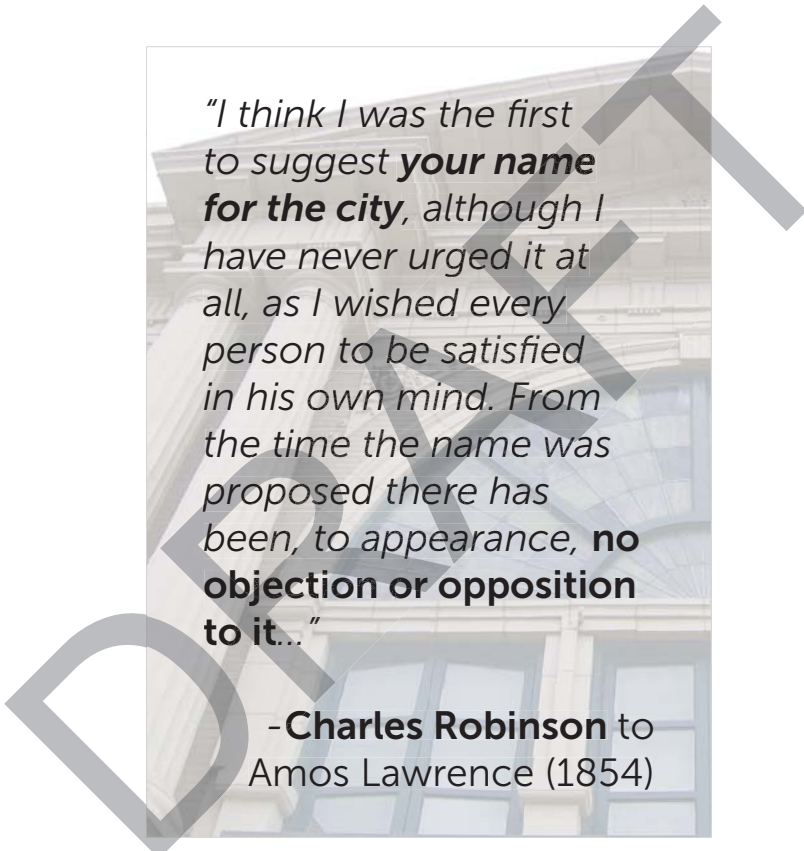
Community Improvement Districts (CID)

CIDs are an economic development tool designed to finance public or private facility improvements or services within a specified district through special assessments or a new district sales tax.

More can be found in the [City of Lawrence's Economic Development Policy](#).

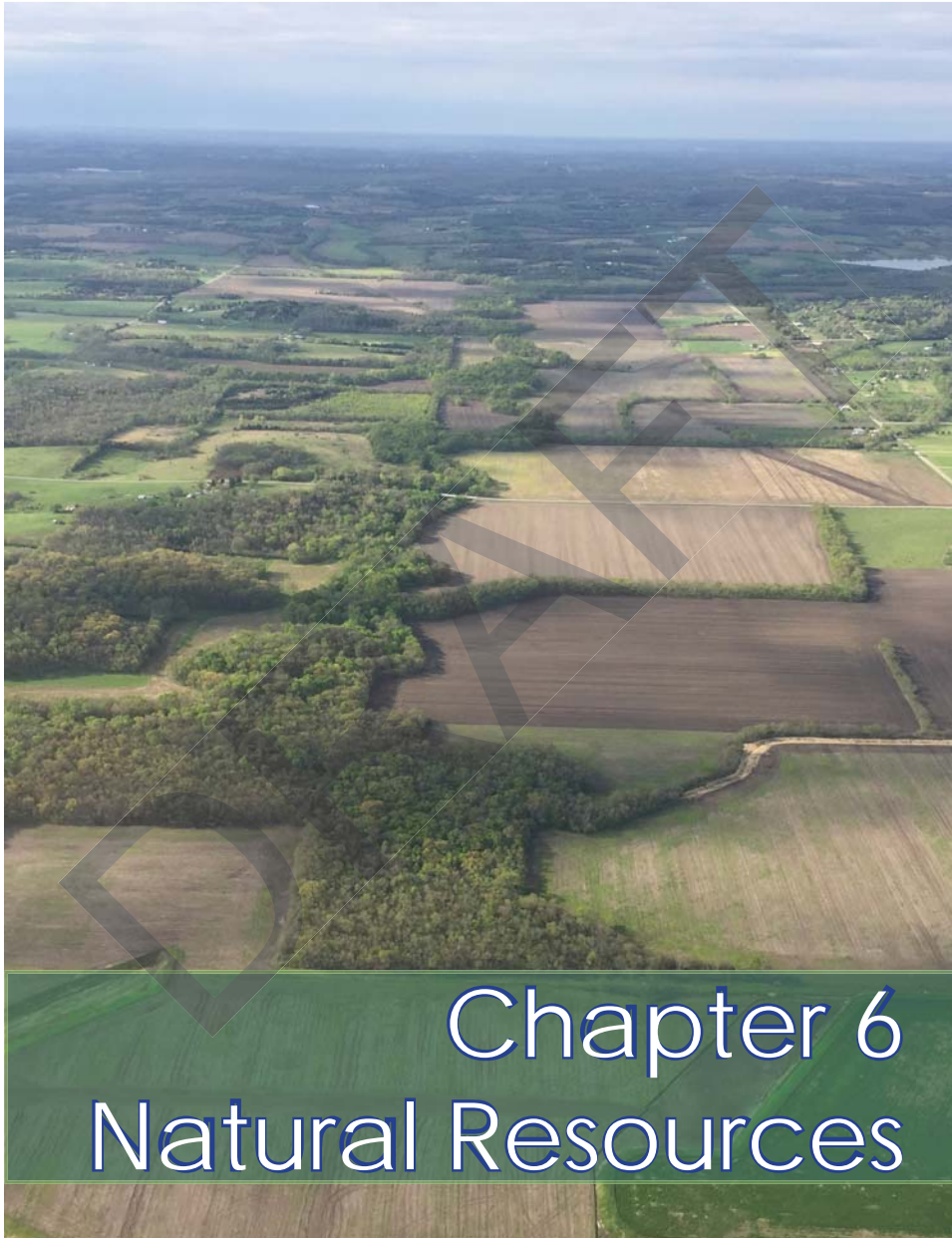
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*"I think I was the first to suggest **your name for the city**, although I have never urged it at all, as I wished every person to be satisfied in his own mind. From the time the name was proposed there has been, to appearance, **no objection or opposition to it...**"*

-Charles Robinson to
Amos Lawrence (1854)



Chapter 6

Natural Resources

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ADVISORY BOARDS

- [Sustainability Advisory Board](#)
- [Douglas County Conservation District](#)
- [KSU Research & Extension: Douglas County](#)



What are Watersheds?

A watershed is an area of land above a river or stream that contributes water to its flow. The entire watershed is drained by a river or stream to another river or lake.

Watersheds are important because all of the water that falls on it or flows through it will ultimately drain to other bodies of water. It is essential to consider these downstream impacts when developing and implementing water quality protection and restoration actions.

6. Natural Resources

VISION

To protect and enhance our rich natural heritage and environment. Lawrence and Douglas County shall strive to balance the needs of a vibrant economy, an equitable society, and a healthy, sustainable environment.

GOALS

From recreation to drinking sources, **water** plays a vital role in both our natural and built environments. Managing water resources ensures that water quality is maintained for a drinking sources and for recreational purposes. It also is vital to help limit and mitigate flooding in areas throughout our community.

1. Manage all water resources to protect natural habitats, mitigate hazards, and ensure water quality.

- 1.1 Evaluate development proposals for their impacts on critical water sources providing drinking water for Lawrence and Douglas County.
- 1.2 Consider and mitigate development impacts on the watershed.
- 1.3 Preserve and protect natural surface streams and rivers.
- 1.4 Develop stream corridor buffers to preserve and enhance natural water features.
- 1.5 Encourage low-impact uses of riparian areas for parks and trail connections.
- 1.6 Encourage minimal and appropriate use of fertilizer, pesticides, and other chemicals to reduce stormwater pollutants, maintaining water quality through watershed protection measures.
- 1.7 Identify, preserve, and protect wetlands.
- 1.8 Strengthen floodplain regulations to mitigate flood hazards and decrease vulnerability of life and property.
- 1.9 Inventory and protect groundwater resources and their recharge lands.
- 1.10 Develop stormwater management policies for unincorporated Douglas County to evaluate development proposals to limit runoff and protect water quality.

Page: 66

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[Old]: "both drinking sources, as well as recreational purposes. It is also"
[New]: "a drinking sources and for recreational purposes. It also is"

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[Old]: "fertilizer use,"
[New]: "use of fertilizer,"

1.11 Promote voluntary water usage reductions and encourage site design best management practices.

Land resources, such as woodlands, prairies and soils, provide wildlife habitats and open space. Preserving and maintaining these resources provides both economic and quality of life benefits.

2. Manage land resources to maintain their natural functions and ensure their sustainability for the future.

2.1 Adopt **regulations** requiring grading permits to minimize grading and **steep slope** development when possible.

2.2 Preserve and sustain **native woodlands through the development of regulations and incentives providing protection.**

2.3 Protect the urban tree canopy throughout Lawrence.

2.4 Preserve and restore native prairies, including utilizing conservation easements.

2.5 Identify important wildlife habitats and prioritize them for protection and conservation to establish corridors.

Sensitive Lands



Sensitive lands are part of the natural environment that provide habitat for wildlife, endangered ecosystems, or presently unique settings that are rare in Douglas County. By protecting these designated spaces we can protect natural habitats, provide recreation areas, and help minimize development impacts in sensitive areas.

These include:

- Endangered Species Habitats
- [Floodway](#) and [Floodplain](#)
- [High Quality Agricultural Soils](#)
- Native Prairies
- Rural Woodlands and Urban Forests
- Wetlands & Stream Corridors
- [Steep Slopes](#)

Page: 67

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[New]: "Sensitive lands are part of Land resources, such as woodlands, prairies and soils,"

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"Through the reduction of local GHG (greenhouse gas) emissions, the City of Lawrence can recognize cost savings, attract environmentally friendly businesses to the area, and help Lawrence establish a leadership role in climate risk mitigation in Kansas."

Climate Protection Task Force: [Climate Protection Plan](#), p. 4



Photo by Harland J. Schuster



What is Indoor Air Quality?

Many people associate air quality with emissions that are outside of buildings. However, indoor air quality can be equally as important.

Air quality has a profound effect on the environment and human health. If not addressed, poor air quality can lead to water and soil contamination, significant community health impacts, and **or increased** greenhouse gas emissions.

Indoor Air Quality includes:

- Control of airborne pollutants, such as secondhand smoke, radon, paint fumes, etc.
- Introducing and distributing outdoor air adequately
- Proper temperature and relative humidity

2.6 Consider the complete natural system in identifying and preserving sensitive lands as individual developments occur to maintain continuity throughout the ecosystem.

2.7 Protect **high-quality agricultural soils**, as defined in each **Specific Land Use Plan**, as the community develops to urban densities.

2.8 Protect **high-quality agricultural soils in rural areas** that exist in significant, contiguous **amounts for** continued productive use **in the future**.

2.9 **Protect native ecosystems by addressing invasive species, with priority given to non-chemical methods.**

Air pollution has a profound impact on the environment and leads to water and soil contamination, community health impacts, and contributes to adding greenhouse gases to the environment.

3. Manage air quality in the community to limit outdoor air pollution, excessive greenhouse gases, and indoor air pollution.

- 3.1 Develop policies to reduce vehicle emissions by reducing the amount of vehicle miles traveled.
- 3.2 Develop land use regulations and incentives to reduce greenhouse gas emissions.
- 3.3 Reduce toxic emissions in the **community** and comply with regional, state, and federal clean air regulations.
- 3.4 Address sources of indoor air pollutants to improve community health.
- 3.5 Continue conducting the **Lawrence-Douglas County Sustainability Office** community-wide **greenhouse gas inventory** every 5 years.

Page: 68

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"• Control of airborne pollutants, such as secondhand smoke, radon, paint fumes, etc. • Introducing and distributing outdoor air adequately • Proper temperature and relative humidity"

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"Sustainability Office"

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"• Control of airborne pollutants, such as secondhand smoke, radon, paint fumes, etc. • Introducing and distributing outdoor air adequately • Proper temperature and relative humidity"



3.6 Prioritize efforts to reduce greenhouse gas emissions in municipal operations.

Proper extraction and remediation of natural materials, such as sand, gravel, timber, oil, **gas** and stone, are essential to sustainable development activity.

4. **Properly manage natural resources to ensure sustainability, marketability, and environmental quality for the community.**
- 4.1 Work with partner agencies to develop sustainable harvesting standards and effective reclamation procedures.
- 4.2 Recognize the need for the extraction of local natural resources to keep construction costs economically reasonable, while mitigating impacts to the environment and surrounding land uses in the evaluation of new extraction proposals.
- 4.3 Document and map active and suspended quarries, and analyze their environmental impacts as operational levels evolve at the sites.

Proper disposal of **daily, and hazardous, waste** can have dramatic impacts on the natural environment and community health, and can reduce numerous forms of pollution.

5. **Reduce the amounts of waste sent to landfills.**
- 5.1 Manage solid waste by emphasizing reducing, reusing, and recycling across all industries.
- 5.2 Support proper disposal of household hazardous waste with the [Lawrence - Douglas County Household Hazardous Waste](#) Program.
- 5.3 Encourage recycling, composting, and other efforts throughout Douglas County to reduce the amounts of material and food deposited in landfills.

Many of the factors that impact the natural environment in **Douglas County** are created by urban settings and climate **change**. Efforts to improve the **urban environment** can serve to protect and sustain our natural resources.

6. **Strengthen environmental protection through sustainable development of the built/urban environment.**



What are High-Quality Agricultural Soils?

High Quality **Agricultural Soils** are locations that have been graded as being the best land for agricultural production. This includes 2 classes:

Class 1: Soils in this class are best suited for cultivated crops, pasture, range, woodland, and wildlife. They are deep, generally well drained, easily worked, and less prone to erosion.

Class 2: They require careful management to prevent deterioration or to improve air and water relations when cultivated. The limitations are **few**, and the necessary management is easy to apply. The soils may be used for cultivated crops, pasture, range, woodland, or wildlife food and cover.



Page: 69

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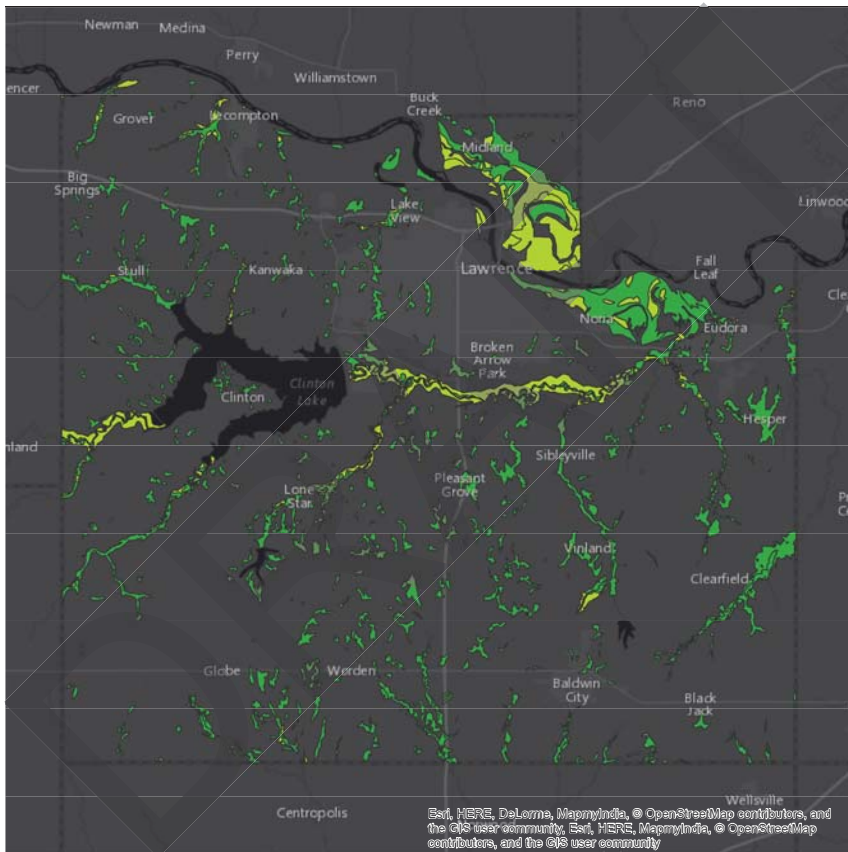
Photo by A. Shaffer Photography

- 6.1 Adopt a climate change adaptation plan incorporating potential climate change scenarios and identifying specific actions to reduce risk and exposure from hazards.
- 6.2 Mitigate impacts caused by noise and light pollution, and development activities.
- 6.3 Foster and encourage healthy lifestyle options through development and design of the built environment.
- 6.4 Develop a sustainable multi-modal transportation system.
- 6.5 Promote sustainable building practices by leading and promoting green building standards and practices, and by creating incentives to improve opportunities for distributed generation of renewable energy sources.
- 6.6 Promote responsible use and conservation of energy and natural resources by enhancing current building codes to increase energy efficiency of new construction and significant remodels.
- 6.7 Continue developing local food programs and implement the Food System Plan throughout Douglas County and Lawrence.
- 6.8 Develop strategies for energy conservation and adaptive reuse of existing structures.
- 6.9 Utilize green infrastructure and best management practices to manage stormwater impacts.
- 6.10 Support state legislation giving local governments more authority to mitigate the potential environmental harm of large-scale agricultural and energy industries.

Page: 70

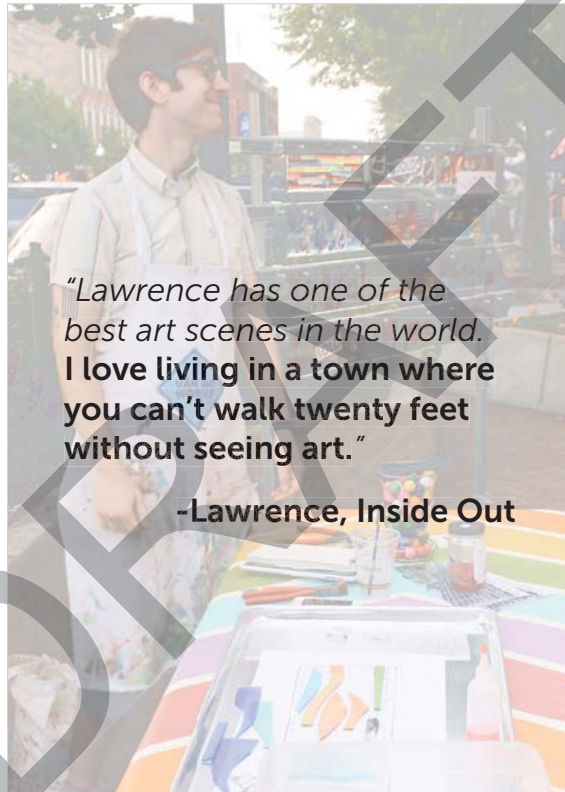
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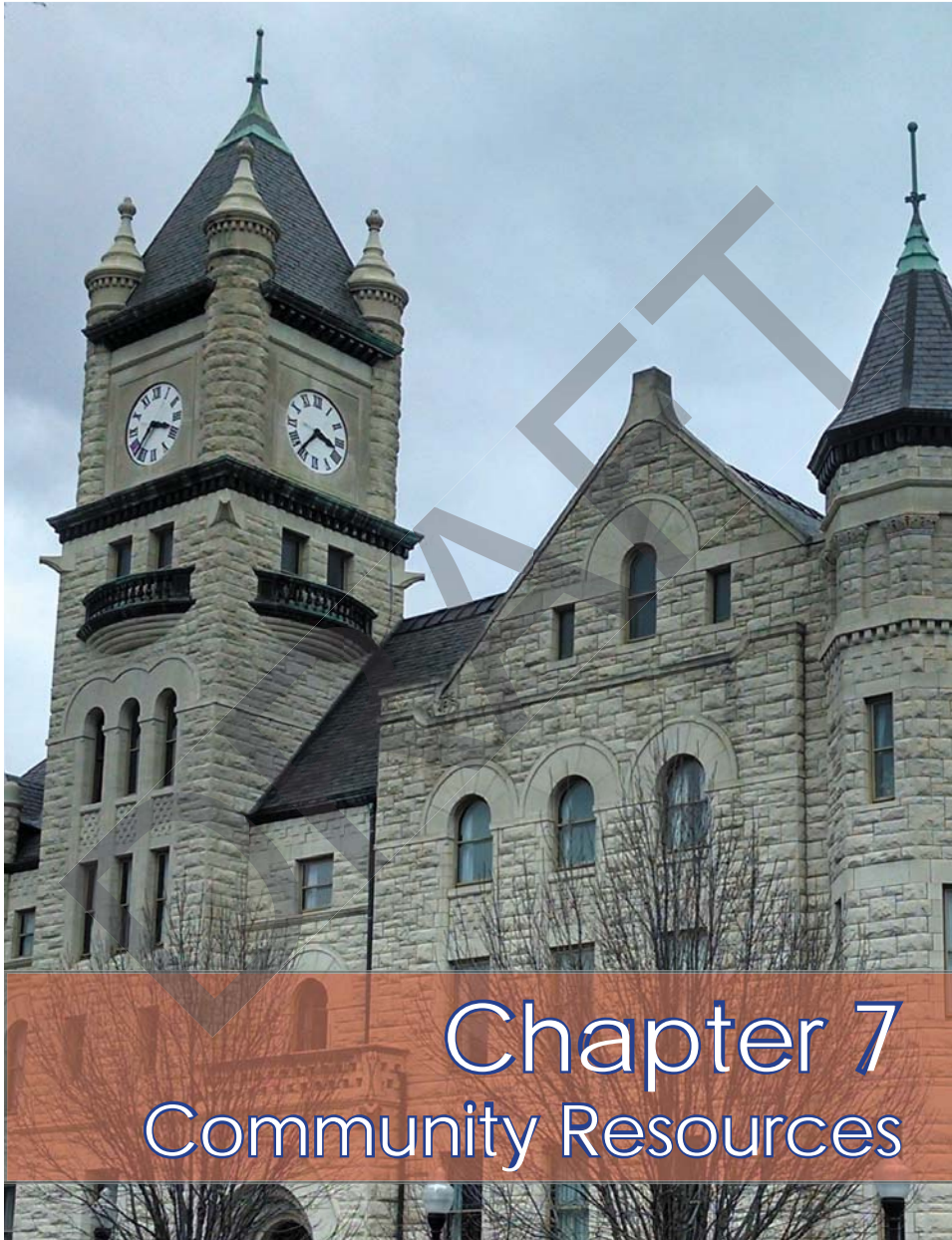
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Map 6.1: Natural Resources Map
[Click on Map Image to view Complete Map](#)

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ADVISORY BOARDS

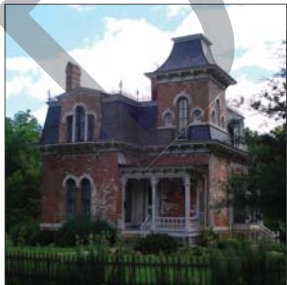
- [Heritage Conservation Council of Douglas County](#)
- [Historic Resources Commission](#)



Design Guidelines

Design guidelines convey general policies about the design of alterations to existing structures, additions, new construction, and site work. They do not dictate solutions; instead, they define a range of appropriate responses to a variety of specific design issues. Lawrence has 3 sets of design guidelines tailored to specific areas of our community:

- [Downtown Area Design Guidelines](#)
- [8th & Penn Neighborhood Redevelopment Zone](#)
- [Oread Neighborhood Design Guidelines](#)



7. Community Resources

A. Historic Resources

VISION

We honor the city's and county's vibrant history by protecting appropriate historical assets, which contribute to our sense of place. Future growth will complement our community's historical assets and enhance our unique character.

GOALS

Working to locate and study historic resources is a large undertaking. This necessary process ensures these resources are retained for future generations.

1. Identify, evaluate, designate, and preserve our community's historic resources.

- 1.1 Maintain Certified Local Government status for both Douglas County and the City of Lawrence.
- 1.2 Maintain and strengthen the local preservation ordinances for both Douglas County and the City of Lawrence.
- 1.3 Adopt a comprehensive historic resources preservation plan.
- 1.4 Integrate historic preservation elements in [Specific Land Use and Neighborhood](#) plans.
- 1.5 Create incentives to encourage adaptive reuse of historic structures.
- 1.6 Encourage and facilitate adaptive reuse of historic structures.
- 1.7 Continue locating, surveying, and assessing historic resources throughout Douglas County and the City of Lawrence.
- 1.8 Establish funding priorities for evaluation and protection efforts.
- 1.9 Evaluate all structures over 50 years old for their historic significance and educate owners on the ways such structures could be protected as a historic asset.

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[Old]: "unincorporated Douglas County."
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[Old]: "consideration to be listed on the historic inventory."
[New]: "their historic significance and educate owners on the ways such structures could be protected as a historic asset."

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While landmark structures and buildings are important in their own right, the **area and context** in which they sit also provides critical historical backing to fully illustrate their significance to the community.

2. Conserve and protect the visual context of historic resources.

- 2.1 Encourage infill development that is compatible with historic patterns and styles.
- 2.2 Maintain historic patterns and styles while accommodating accessory dwelling units in all Lawrence RS zoning districts.
- 2.3 Create appropriate transition areas between historic districts and **structures**, and adjacent development.
- 2.4 List eligible properties to the local, state, **and/or** national registers of historic places.
- 2.5 Expand the use of overlay districts and design guidelines to enhance unique places in our community.
- 2.6 Create conservation districts to protect historic environs.
- 2.7 Implement a demolition by **neglect ordinance** to protect significant historic **structures** from **neglect**.
- 2.8 Adopt rehabilitation building **and fire codes**.
- 2.9 Reuse and reinvest in **existing structures** to **strengthen** their longevity **and use**.
- 2.10 Develop historic district sustainability guidelines **to encourage maintaining the historic fabric and resources invested in existing structures and sites**.



What is Demolition by Neglect?

A term used to describe a situation where a property owner allows a structure to suffer severe deterioration, potentially beyond the point of repair, making demolition necessary to protect public health and safety, with the consequence of losing the **otherwise usable property**.



What is a Certified Local Government?

The **Certified Local Government Program** is a partnership between **local, state, and federal government** to promote the preservation of a wide range of historic resources. Participants act independently to develop and maintain a preservation program, showing their commitment to conserving significant resources from the past for future generations.



Page: 75

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"2.2 Maintain historic patterns and styles while accommodating accessory dwelling units in all Lawrence RS zoning districts."
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Some historic buildings and structures are owned and maintained by **local governments and agencies**. Ensuring **their** continued use and preservation provides longevity and character unique to these parts of our community.

3. Protect and maintain publicly owned historic resources.

- 3.1 Maintain, protect, and restore existing brick streets, sidewalks, and hitching posts within Lawrence.
- 3.2 Formalize a review process for all public improvements to determine potential effects on preservation efforts.
- 3.3 List community owned buildings to the historic registers and promote appropriate repairs and maintenance to ensure compatibility with listings.

Providing financial relief is one of the best methods to help owners protect and continue using the historic buildings and places that make our community unique.

4. Incentivize the preservation of historic resources.

- 4.1 Incorporate historic conservation and preservation in Lawrence's and Douglas County's economic development programs.
- 4.2 Promote the utilization of existing tax credits, exemptions, and investment programs.
- 4.3 Promote the [Historic Preservation Tax Incentives program](#) to encourage compatible sustainability on historic structures and sites.
- 4.4 Create and promote tax incentives and abatements for the restoration, renovation, and re-use of historically designated buildings and structures.
- 4.5 Implement façade improvement grants and incentives for occupants of historic structures.
- 4.6 Implement incentives for conserving historically significant farming lands and structures.
- 4.7 Incentivize environmental hazards abatement in significant historic structures.
- 4.8 Retain and maintain historic single-family residences in **residential** historic and conservation districts.
- 4.9 Incentivize the appropriate reuse and revitalization of historic structures.
- 4.10 Maintain the Douglas County [Natural and Cultural Heritage Grant Program](#).



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"What is a Certified Local Government? The Certified Local Government Program is a partnership between local, state, and federal government to promote the preservation of a wide range of historic resources. Participants act independently to develop and maintain a preservation program, showing their commitment to conserving significant resources from the past for future generations."

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B. Parks, Recreation, & Open Space

VISION

Create and maintain a variety of recreational opportunities and open spaces to increase options for residents of all ages to lead a healthy and active lifestyle.

GOALS

Throughout Douglas County and Lawrence, there has been a **strong, beneficial relationship** between the city, the county, the school districts, and other public agencies to help create, use, and maintain parks and open spaces throughout the greater community.

1. **Maintain coordinated and cooperative planning and development opportunities with community partners.**
 - 1.1 Establish park and open space standards for unincorporated Douglas County.
 - 1.2 Coordinate recreational services and facilities to maximize resources and minimize community expense.
 - 1.3 Coordinate park and open space standards between Douglas County and Lawrence.

One of the most important facets of parks and open spaces is being able to **locate new spaces** that best serve community use, and protect key aspects of our community.

2. **Encourage innovative land acquisition and open space preservation.**
 - 2.1 Incentivize land dedications and other voluntary mechanisms to protect natural and historic areas of the community for public purposes.
 - 2.2 Use easements, **landowner** agreements, and deed restrictions for multi-use trails and open spaces, especially key natural and historic areas.
 - 2.3 Create awareness and education programs showing the benefits of key natural and historic areas.



ADVISORY BOARDS

- [Parks & Recreation Advisory Board](#)



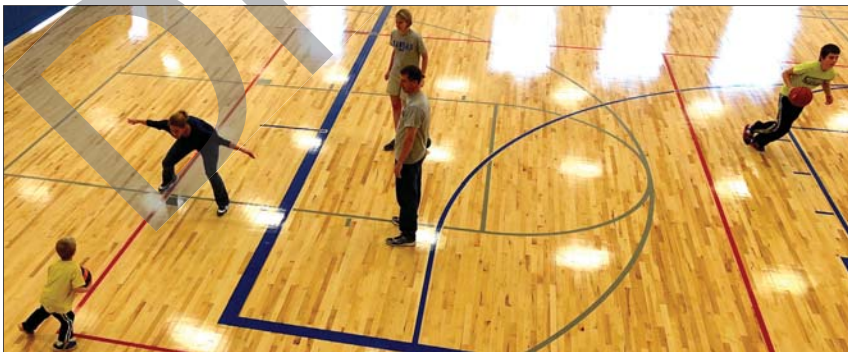
What are Open Spaces?

Open Spaces can take many forms, but generally, there are 2 types that are predominant in our community.

- Active:
Playgrounds, ballfields, recreation centers
- Passive:
Trails, nature preserves, scenic overlooks

Page: 77

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Creating parkland and open space areas as the community grows is necessary to maintain a key component of our quality of life.

3. Identify and expand existing park, recreation, and open space systems.

- 3.1 Ensure adequate and equitable access to park, recreation, and open spaces to all community residents.
- 3.2 Locate and develop park, recreation, and open space locations consistent with the Lawrence Parks and Recreation Master Plan and other Specific Land Use Plans.
- 3.3 Facilitate new park, recreation, and open space locations in conjunction with the growth and development of the community.
- 3.4 Locate park, recreation, and open space locations near other community facilities, such as schools, when possible to maximize resources and minimize expenses.
- 3.5 Utilize floodplains for low-impact park, recreation, and open space uses, such as play fields, trails and passive recreation.
- 3.6 Facilitate open space preservation by working with property owners.

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Linkages are equally as important as having park, recreation, and open space land available to the community. **Improving these linkages** via trails, sidewalks, and **paths** ensures accessibility to all residents to match transportation and recreation needs.

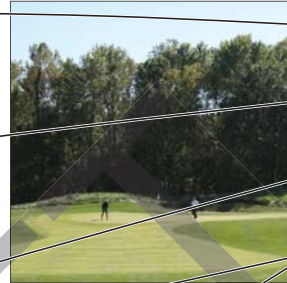
4. Connect and link parks, recreation, and open space locations.

- 4.1 Create connections throughout the community using existing and unique **features** to provide connections, such as **parkways** and boulevards, greenways, riparian **corridors** and other methods.
- 4.2 Capitalize on street and utility improvement projects as opportunities to include sidewalks, bikeways, and trails.
- 4.3 Provide linkages within Lawrence and unincorporated Douglas County connecting park, recreation, and open space locations.
- 4.4 Connect lands providing continuity for floodplains, **watercourses, and wildlife**.

Some of the most valuable lands in our community are ones on which we don't build. Preserving natural features and areas throughout Douglas County for the community's benefit and enjoyment is critical to preserving our natural spaces.

5. Preserve and enhance natural areas of the community.

- 5.1 Promote sensitive land retention through programs such as **conservation easements**.
- 5.2 Incorporate **natural elements** such as floodplains, watercourses, wetlands, and steep slopes into development proposals as preserved features.
- 5.3 Design historic sites and historic ecosystems into spaces for conservation and enjoyment by future generations.



What is a Floodplain?

Any land area susceptible to being inundated by floodwaters from any source.



What is a Steep Slope?

Those areas of land characterized by a change in elevation of 15 percent.



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"Any land area susceptible to being inundated by floodwaters from any source."

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"watercourses, and wildlife."

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[Old]: "The land area susceptible to inundation by water as a result of the flood. This typically includes areas of low-lying ground adjacent to rivers or streams. Some of the most valuable lands in our community are ones we don't build on."
[New]: "Some of the most valuable lands in our community are ones on which we don't build."

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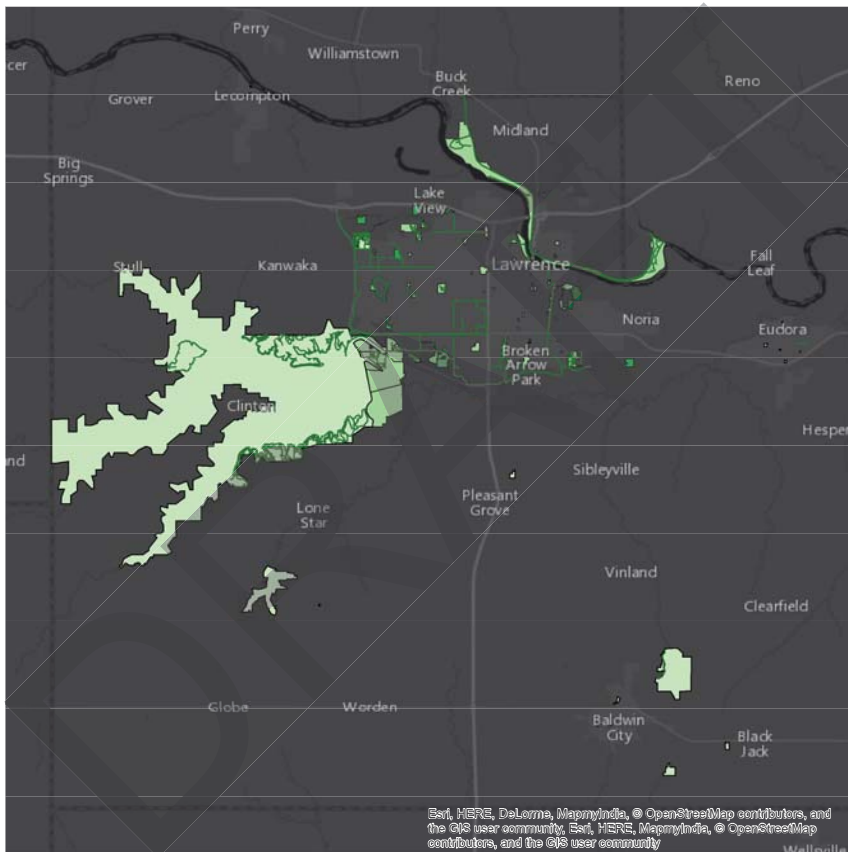
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Map 7.1: Parks & Open Space Map
[Click on Map Image to view Complete Map](#)

C. Community Facilities

VISION

We will be a community with facilities to serve our residents and enhance the quality of life in a sustainable and efficient manner.

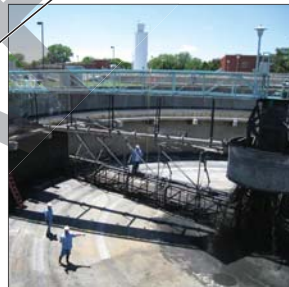
GOALS

Responsible government ensures that **facilities and structures are maintained** and upgraded to maximize the life of these assets.

1. **Maintain and construct quality and sustainable community facilities.**
 - 1.1 Identify appropriate locations for new facilities, and maintain existing locations throughout the community.
 - 1.2 Collaborate with community partners (schools, hospitals, universities, etc.) on future efforts, including siting facilities that can be shared to maximize public investment.
 - 1.3 Encourage combining or creating multiple use facilities when appropriate, such as schools, community centers, Fire/Police stations, to improve accessibility and efficiency.
 - 1.4 Incorporate multi-modal transportation elements into facility planning and design.

Siting community facilities can be difficult and dependent on a variety of factors. **Using locational criteria** helps ensure a best fit for the use and for the community.

2. **Consider the following Locational Criteria when siting community facilities.**
 - 2.1 Locate and design sites to minimize impacts on adjacent areas.
 - 2.2 Utilize innovative designs to enhance Lawrence and Douglas County.
 - 2.3 Buffer potential nuisances by appropriate means.



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Ensure the long-term viability and service provision by supporting the community's general hospital in a changing health care market.

3. Maintain support for the community's public general hospital.

3.1 Review impacts of any new proposed hospital on the economic viability of the community's existing general hospital.

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[New]: "any new proposed hospital on the economic viability of the community's existing general hospital. © Gayle Babcock, Architectural Imageworks LLC."

D. Arts & Culture

VISION

Promote and foster our community's pride and diversity through arts and culture to **strengthen** our sense of place, and reflect on our commitment to crafting our unique identity.

GOALS

With a strong foundation of work already completed in our community, **continue to incorporate existing plans and studies** to ensure our unique identity.

1. Integrate arts and culture into the built environment through the planning process.

- 1.1 Implement the goals of the [City-Wide Cultural Plan](#) in the development process.

With a well-developed community of artists and activities, **building on these existing assets** helps create a stronger vision and place for the arts in our community.

2. Build on existing assets our community enjoys to strengthen Lawrence's and Douglas County's unique arts atmosphere.

- 2.1 Develop strategies for public-private partnerships for arts and culture programming.

Weaving arts and culture elements cohesively into development is critical to retaining the distinctive qualities of older neighborhoods and fostering the emergence of cohesive identities for newer areas.



ADVISORY BOARDS

- [Lawrence Cultural Arts Commission](#)



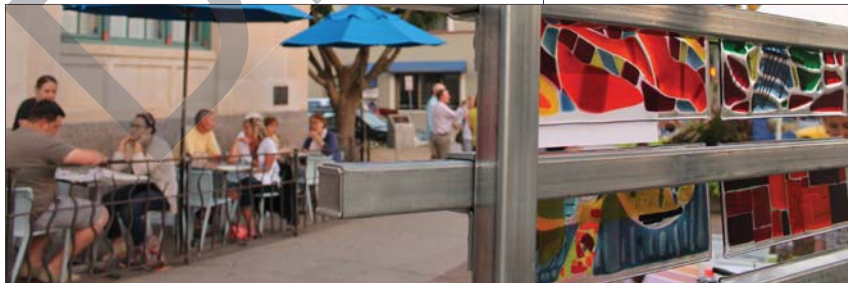
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"3. Expand the way that arts and cultural amenities can be incorporated and planned into our community."





3. ~~Expand the way that arts and cultural amenities can be incorporated and planned into our community.~~

- 3.1 Develop strategies for incorporating public art in built projects.
- 3.2 Incorporate [public arts programming](#) into all eligible City of Lawrence projects.
- 3.3 Design, maintain, and complement infrastructure for creative, cultural, and celebratory activities throughout the community.

Page: 84

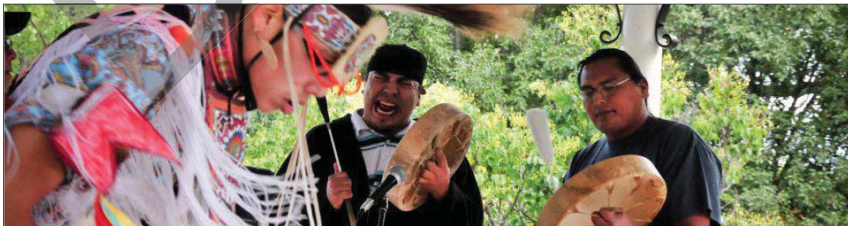
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"3. Expand the way that arts and cultural amenities can be incorporated and planned into our community."



"The mission of the Citywide Cultural Plan is to engage the Lawrence community in expressing its collective creative capacity in order to support and sustain a vibrant and robust community."

[Building on Lawrence's Creative Capital: A City-Wide Cultural Plan for Lawrence, KS, p. 19](#)



E. Food Systems Development

VISION

Create a robust local food system that enriches producers and consumers, and that bolsters our communities' health and resilience.

GOALS

Local foods are a large part of our culture and economy, including producing, buying and consuming food products. Ensuring agriculture's role in our community helps signify its importance in our local economy and shapes our local identity.

1. **Identify and encourage opportunities for growth in local agricultural employment, tax base, and income.**
 - 1.1 Plan in accordance with and implement the [Douglas County Food Systems Plan](#).
 - 1.2 Maintain and protect working lands and high-quality agricultural soils for future generations.
 - 1.3 Plan for the conservation and protection of high-quality agricultural soils as part of [Specific Land Use Plans](#).
 - 1.4 Identify and maintain funding for conservation easements.
 - 1.5 Guide the expansion of local farmers markets throughout the community as feasible.
 - 1.6 Maintain economic development support for the development of regional food system infrastructure and value-added agricultural production.
 - 1.7 Plan for equitable healthy and local food access throughout Douglas County.



ADVISORY BOARDS

- [Food Policy Council](#)



Photo by A. Shaler Photography



What are Local Foods?

Local food and eating locally mean building new markets that connect area producers and consumers, keeping food dollars within our community.

This includes how we produce, buy, eat, and throw away food in Douglas County.



Photo by A. Shaler Photography

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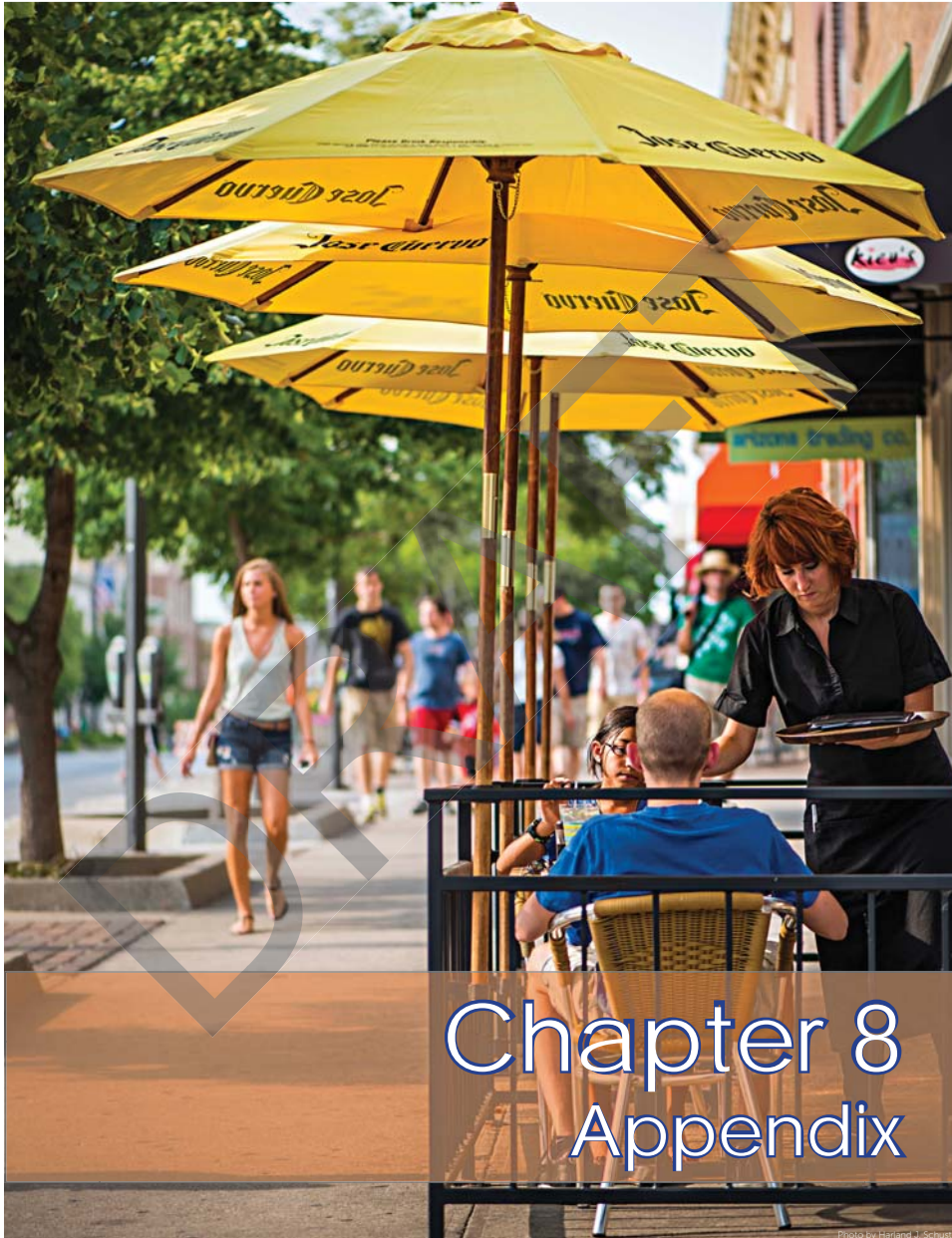
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Chapter 8

Appendix

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Key Numbers

(Source: U.S. Census Bureau)

Population ⁽²⁰¹⁵⁾		
Douglas Co.	118,053	
Lawrence	93,917	
Population: Under 18 ⁽²⁰¹⁵⁾		
Douglas Co.	21,735	
Lawrence	15,793	
Population: Over 65 ⁽²⁰¹⁵⁾		
Douglas Co.	11,500	
Lawrence	8,070	
Median Household Income ⁽²⁰¹⁵⁾		
Douglas Co.	\$50,939	
Lawrence	\$46,406	
Housing Tenure ⁽²⁰¹⁵⁾		
Douglas Co.	Own: 52%/Rent:48%	
Lawrence	Own: 46%/Rent:54%	
Persons in Poverty ⁽²⁰¹⁵⁾		
Douglas Co.	19.4%	
Lawrence	21.8%	
Educational Attainment ⁽²⁰¹⁵⁾		
High School graduate or higher		
Douglas Co.	94.9%	
Lawrence	95.2%	
Median Housing Value ⁽²⁰¹⁵⁾		
Douglas Co.	\$179,800	
Lawrence	\$176,300	
Total Housing Units ⁽²⁰¹⁵⁾		
Douglas Co.	47,812	
Lawrence	38,189	
Number of Companies ⁽²⁰¹²⁾		
Douglas Co.	10,121	
Lawrence	8,238	

8. Appendix

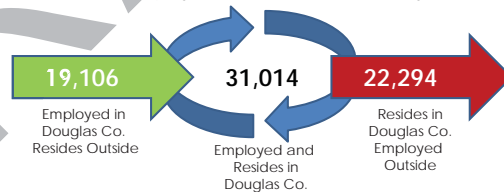
A. Community Profile

Both Douglas County and Lawrence have experienced considerable population growth since the 1950s. Understanding the people of our community has direct effects on how we plan for housing, jobs, transportation, and many other services.

This portion of the comprehensive plan captures a snapshot of the key figures for population, housing, and economics within our community.

Applying the [2010 Census residence concept](#) means that people will not always be counted at the place where they happen to be staying on Thursday, April 1, 2010. People who live at more than one residence during the week, month, or year should be counted at the place where they live most of the time. College students living away from their parental home while attending college in the U.S. (living either on-campus or off-campus) are counted at the on-campus or off-campus residence where they live and sleep most of the time.

2015 Employment Inflow/Outflow Analysis



2015 Employment Inflow/Outflow Analysis



Source: U.S. Census

PLAN 2040

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Population

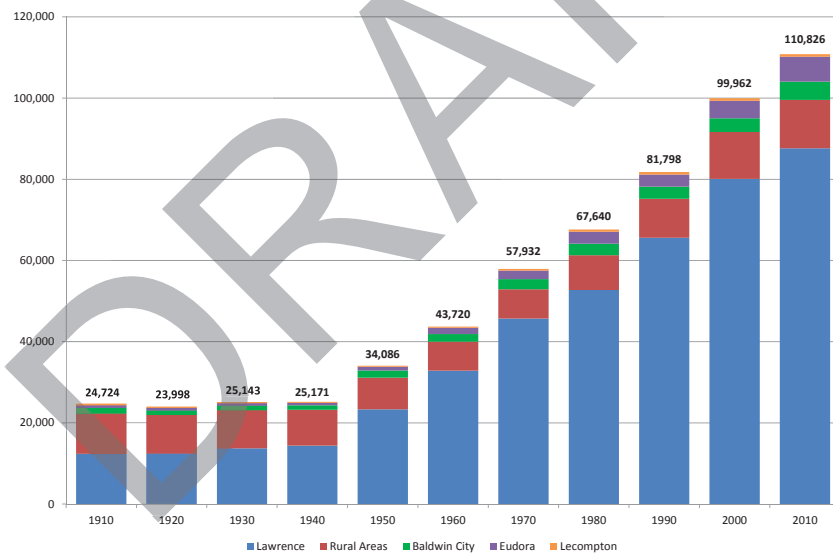
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	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
Douglas County	24,724	23,998	25,143	25,171	34,086	43,720	57,932	67,640	81,798	99,962	110,826
Baldwin City	1,386	1,137	1,127	1,096	1,741	1,877	2,520	2,829	2,961	3,400	4,515
Eudora	640	627	599	603	929	1,526	2,071	2,934	3,006	4,307	6,136
Lawrence	12,374	12,456	13,726	14,390	23,351	32,858	45,698	52,738	65,608	80,098	87,643
Lecompton	386	310	288	250	263	304	434	576	619	608	625
Rural Areas	9,938	9,468	9,403	8,832	7,802	7,155	7,209	8,563	9,604	11,549	11,907

Source: U.S. Census

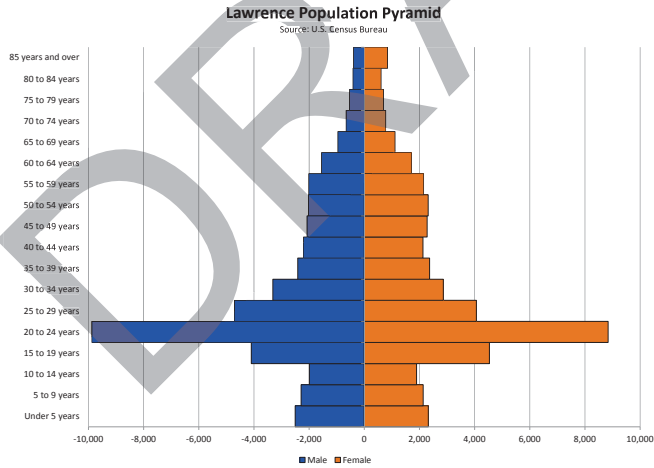
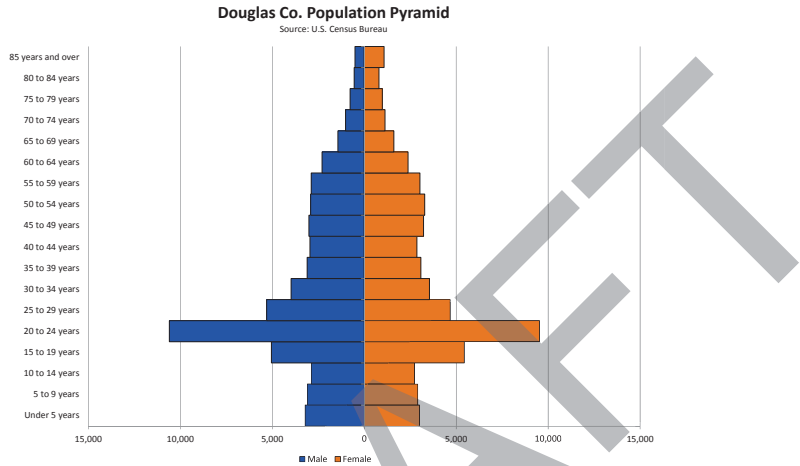
Decennial Population: Douglas County by Municipality

Source: U.S. Census Bureau



Population Pyramids

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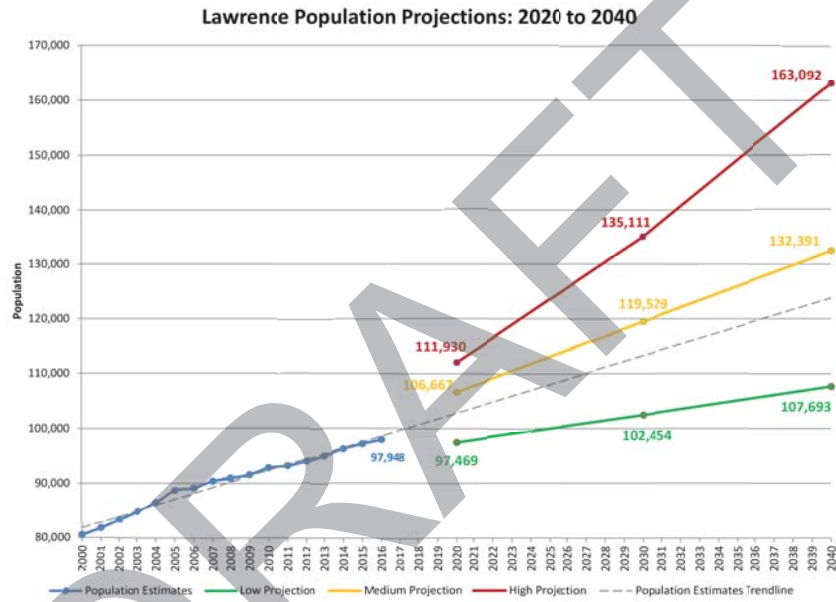


Population Projection

Population projections are a means of providing a picture of Lawrence as it may develop in future years, under varying sets of real-world growth conditions. Population projection methods are primarily based on trend data, and the most accurate projections can only be completed every 10 years after sufficient trend data has been established.

Page: 91

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2011 Population Projections - City of Lawrence			
Projections	2020	2030	2040
Low Average Growth Rate 2005 - 0.5%	97,469	102,454	107,693
Medium Linear Regression 2000-2009	106,667	119,529	132,391
High Average Growth Rate 2000-2005 - 1.9%	111,930	135,111	163,092

Source: Lawrence / Douglas County Planning Office

Demographics

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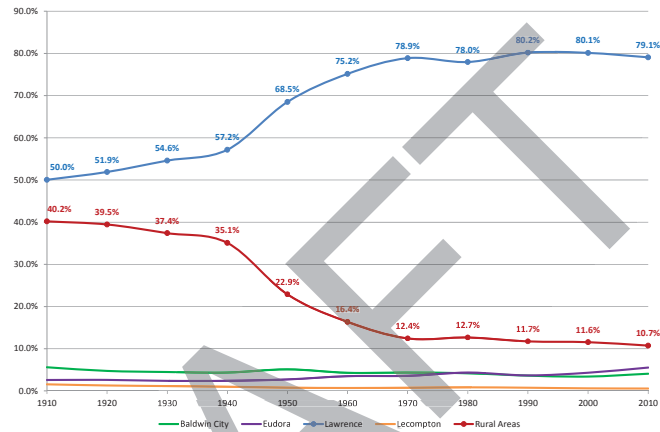


Population Trends

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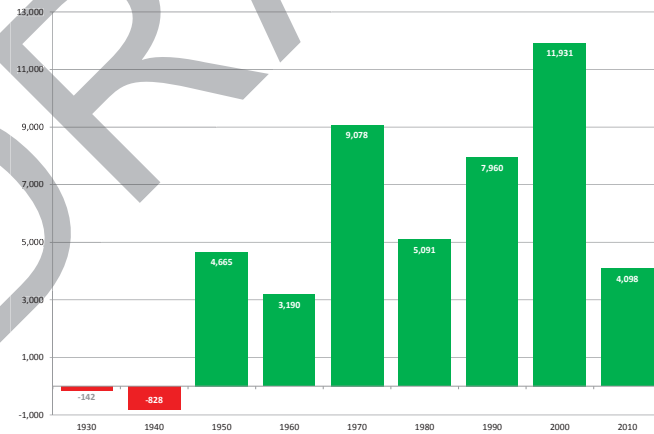
Decennial Population: Percent of Douglas County

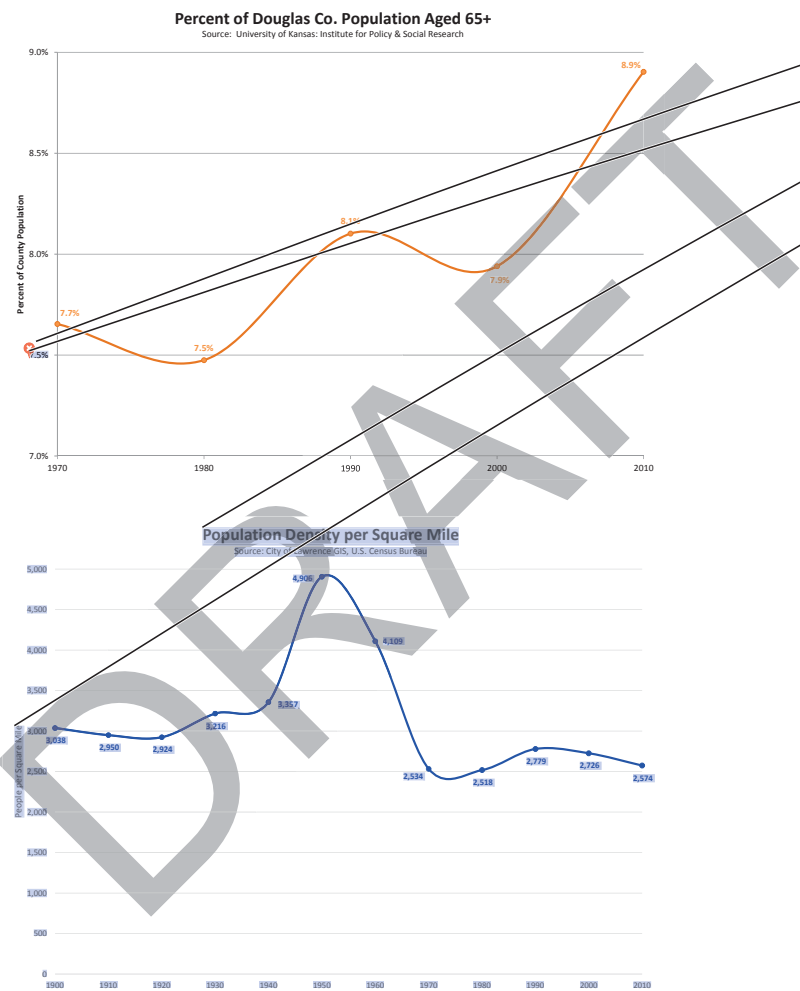
Source: U.S. Census Bureau



Douglas County: Net Migration Decade Ending

Source: Institute for Policy and Social Research, The University of Kansas





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7.5%

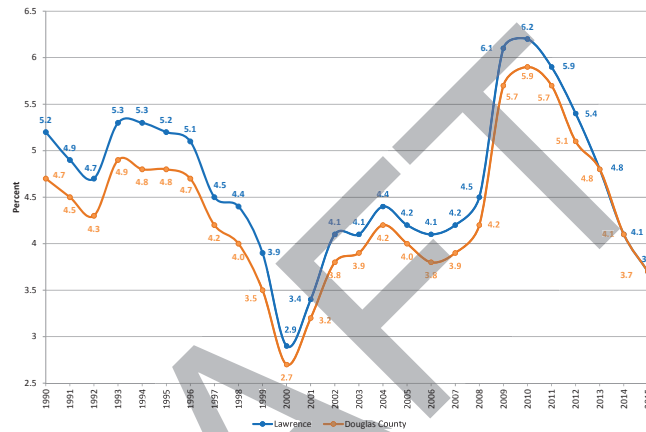
Text Inserted
7.5%

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Population Density per Square Mile Source: City of Lawrence GIS, U.S. Census Bureau 4,906 5,000 4,500 4,000 4,109 3,500 3,357 3,216 3,000 3,038 2,950 2,924 2,779 2,726 2,500 2,534 2,574 2,518 2,000 1,500 1,000 500 0 1900 1910 1920 1930 1940 1950 1960 1970 1980 1990 2000 2010"

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People per Square Mile"

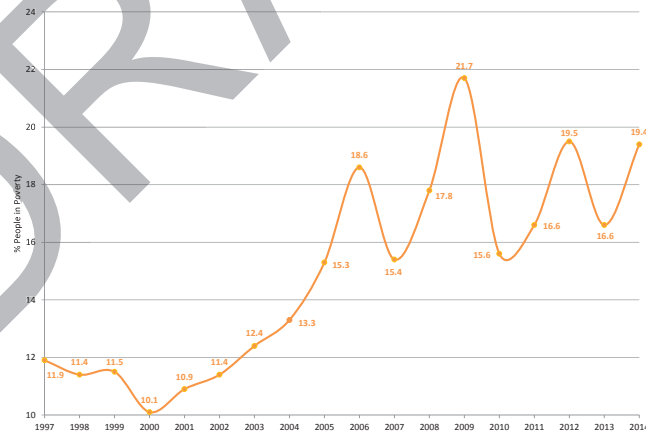
Local Area Unemployment Statistics (Not Seasonally Adjusted)

Source: U.S. Bureau of Labor Statistics



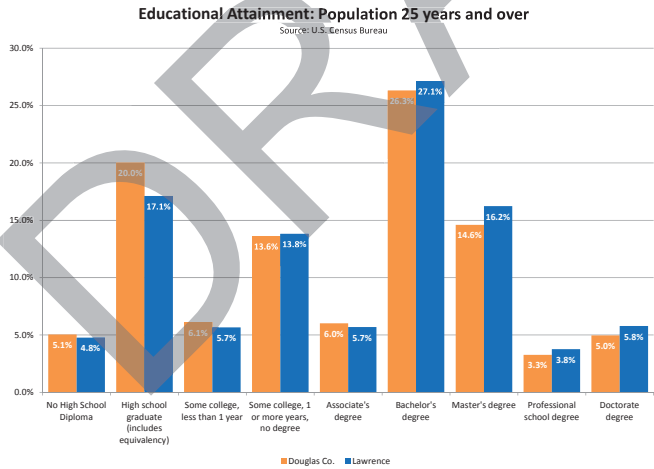
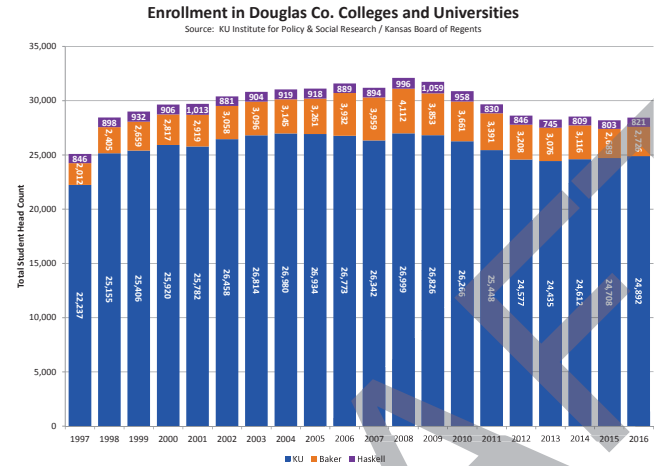
Douglas County: Estimate Percent of People in Poverty

Source: University of Kansas: Institute for Policy & Social Research



Education

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Median Residential Market Value to Personal Income per Capita Ratio

This ratio reflects the years of income an average Lawrence resident would need to make in order to purchase a home at Lawrence's median residential market value, excluding interest, insurance, and other related purchasing costs. Personal income per capita is provided by the U.S. Department of Commerce, Bureau of Economic Analysis and the median residential housing market values are provided by the Douglas County Appraiser's Office.

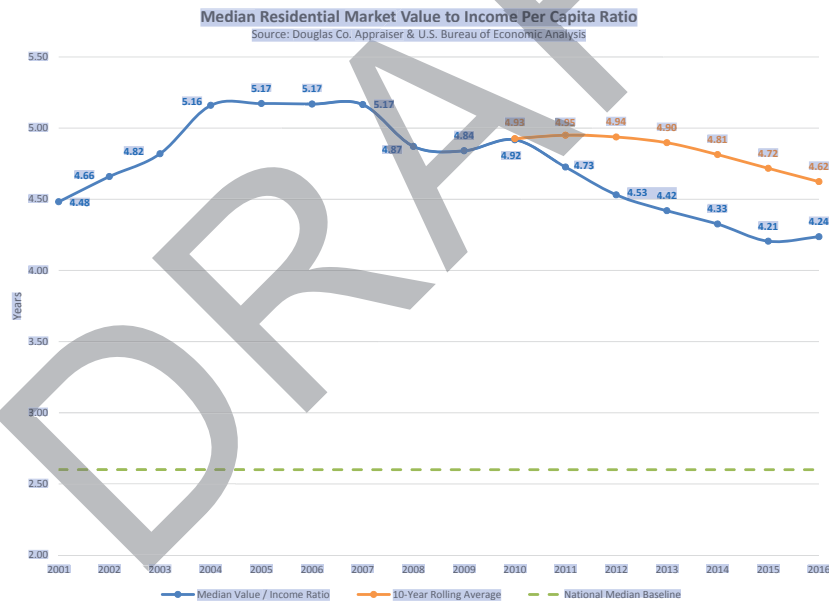
The value-to-income ratio looks at the property value/price of a home relative to median annual incomes of Lawrence residents. Historically, the typical median home in the United States cost 2.6 times as much as the median annual income.

This means that homes in Lawrence are relatively more expensive to own versus the national average.

Page: 97

Text Inserted

"Median Residential Market Value to Personal Income per Capita Ratio This ratio reflects the years of income an average Lawrence resident would need to make in order to purchase a home at Lawrence's median residential market value, excluding interest, insurance, and other related purchasing costs. Personal income per capita is provided by the U.S. Department of Commerce, Bureau of Economic Analysis and the median residential housing market values are provided by the Douglas County Appraiser's Office. The value-to-income ratio looks at the property value/price of a home relative to median annual incomes of Lawrence residents. Historically, the typical median home in the United States cost 2.6 times as much as the median annual income. This means that homes in Lawrence are relatively more expensive to own versus the national average. Median Residential Market Value to Income Per Capita Ratio Source: Douglas Co. Appraiser & U.S. Bureau of Economic Analysis 5.50 5.17 5.17 5.16 5.17 4.84 4.93 4.95 4.94 4.90 4.92 4.73 4.53 4.42 5.00 4.81 4.82 4.87 4.72 4.62 4.66 4.50 4.48 4.33 4.21 4.24 4.00 3.50 Years 3.00 2.50 2.00 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016 Median Value / Income Ratio 10-Year Rolling Average National Median Baseline"



B. Specific Land Use Plans

Specific Land Use Plans provide a [detailed land use vision](#) for future development or redevelopment within a study area. The scope and area studied vary and utilize context-based data and public input to determine land use recommendations. When adopted, such plans become the primary guide for land use decisions. The following plans are hereby incorporated by reference.



An Area Plan for the Intersection of W. 6th Street and Wakarusa Drive Adopted: 2003 | Amended: 2015

This small area plan ensures appropriate and compatible development of the W. 6th Street and Wakarusa Drive intersection. Initially anticipated to evolve into one of the more prominent commercial centers of the community, this intersection is recommended as most appropriate for commercial development.



Burroughs Creek Corridor Plan Adopted: 2006

Until the 1960s, this portion of Lawrence was beyond the eastern most city limits. After the railroad line was abandoned in 1987, almost all of the industrial uses and zonings have remained. The purpose of this plan is to provide guidelines for using the abandoned railroad corridor as a linear park and recreational trail, emphasizing residential infill and neighborhood friendly redevelopment of existing industrial and commercial uses.



East Lawrence Neighborhood Revitalization Plan Adopted: 2000

The East Lawrence Neighborhood Revitalization Plan includes initiatives in virtually every area of neighborhood life. This neighborhood revitalization plan is not a land use plan but a preservation and social action strategy to maintain features that are most important to the homeowners, property owners, business owners, and tenants.



Farmland Industries Redevelopment Plan Adopted: 2008 | Amended: 2016

The former Farmland Nitrogen Manufacturing plant began operations in 1954 and closed in 2001. This plan brings together the community goals of creating additional employment and open space by providing a plan to redevelop an approximately 467 acre brownfield site into a community asset.

Page: 98

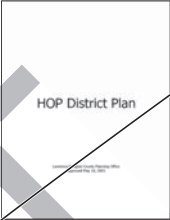
Text Replaced
[Old]: "1960's,"
[New]: "1960s,"

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[Old]: "acres"
[New]: "acre"

HOP District Plan

Adopted: 2005

The Hillcrest, Old West Lawrence and Pinckney Neighborhood Associations jointly requested this plan which includes portions of each neighborhood. This district plan was named the HOP (Hillcrest, Old West Lawrence, and Pinckney) District Plan. This plan provides direction for residential and commercial infill and redevelopment, while preserving the character of the area, its historic environs and properties.



Text Replaced
[Old]: "focusing on providing future land use guidance for the remaining undeveloped property within the planning area, acting as the official land use guide for the remaining undeveloped land"
[New]: "the official land use guide for the remaining undeveloped property"

Inverness Park District Plan

Adopted: 2013

The Inverness Park area began developing when annexation was approved in 1999. The Inverness Park District Plan is the official land use guide for the remaining undeveloped property within the planning area.



K-10 and Farmer's Turnpike Plan

Adopted: 2009 | Amended: 2016

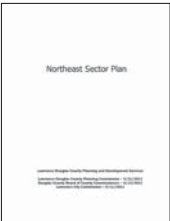
Located northwest of Lawrence and southeast of Lecompton, this planning area is anticipated to develop with a wide range of uses and intensities extending from very low-density residential to industrial uses as Lawrence grows into this planning area.



Northeast Sector Plan

Adopted: 2003 | Amended: 2015

The dominant character of this portion of Douglas County is rural, although there are a variety of uses within the area. This area is agriculturally used throughout the majority of the planning area, which is not anticipated to urbanize in the foreseeable future.





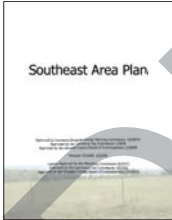
Oread Neighborhood Plan
Adopted: 2010

Today this planning area is primarily residential, with a variety of housing types to accommodate the diversity of people calling the neighborhood home. Addressing compatibility, maintaining housing variety, and continuing neighborhood-scale commercial areas are addressed by this plan. Creative solutions to address crime, owner occupants, landlords and structural neglect are recommended.



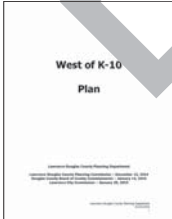
Revised Southern Development Plan
Adopted: 2007 | Amended: 2013

The original Southern Development Plan was adopted in 1994, at a time when this part of the community was principally agriculture. As Lawrence grew south and west, a development guide was needed. Growth did not develop to the extent that the original plan anticipated; therefore, this revision updates the boundary, land use policies, and future land use maps to reflect the current conditions and community visions.



Southeast Area Plan
Adopted: 2008 | Amended: 2011

The development of a Southeast Area Plan began in 1997 with the primary issues at that time being the timing of development, the completion of the South Lawrence Trafficway, and the extension of city utilities. This area is anticipated to develop with a wide-range of uses with more intensive industrial and commercial use areas in close proximity to E. 23rd Street/K-10 Highway, and residential uses generally located in the southern portion of the planning area.



West of K-10 Plan
Adopted: 2008 | Amended: 2015

This plan initially started with the W. 6th Street and K-10 Nodal Plan in 2003, but soon an expanded scope was needed for growth in this area. This revision supersedes the former plan, and provides guidance for urban density growth in the area west of K-10.

Page: 100

- Text Inserted
"the"
- Text Replaced
[Old]: "wide range"
[New]: "wide-range"
- Text Deleted
"are"

C. Reference Plans

The comprehensive plan establishes the overall future vision for the community; it can't match the subject detail or expertise that is found in specific community plans. Because of this, the comprehensive plan incorporates these plans by reference to provide land use guidance, where appropriate.

Affordable Housing / CHAT Update

Adopted: 0000

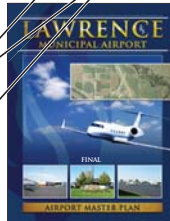
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Airport Master Plan

Adopted: 2012

The Airport Master Plan was undertaken to evaluate the airport's capabilities and role, to forecast future aviation demand, and to plan for the timely development of new or expanded facilities that may be required to meet that demand. The master plan is intended to be proactive in identifying and planning for future facility needs in advance of the actual need for the facilities.



Climate Protection Task Force Report

Adopted: 2009

Recognizing a need for action, Lawrence signed on to the U.S. Conference of Mayors Climate Protection Agreement in March 2006. This report developed a goal to reduce Lawrence's greenhouse gas emissions by 80% by 2050, establishing Lawrence as a leader in climate risk mitigation in Kansas.



Coordinated Public Transit – Human Services Transportation Plan

Adopted: 2016

The CPT-HSTP for Douglas County is required by federal laws and regulations governing the MPO planning process. This plan outlines how providers can most efficiently and effectively work together to improve mobility for individuals with special transportation needs.



Page: 101

Text Inserted
"PLACEHOLDER"

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[Old]: "Human"
[New]: "Human"

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[Old]: "County,"
[New]: "County"

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"The"



Countywide Bikeway Plan
Adopted: 2013

The Countywide Bikeway System Plan serves to update and expand the existing bikeway system planning initiated in T2040. This plan provides updates to the existing and planned T2040 bikeway network for Lawrence and proposes bikeway connections throughout Douglas County, including Eudora, Baldwin City and Leocompton.

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[Old]: "City,"
[New]: "City"

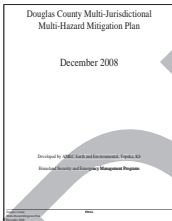
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"or which are"

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[Old]: "to"
[New]: "for"



Lawrence Cultural Plan
Adopted: 2015

This plan calls on Lawrence to build on the multitude of assets the city enjoys and in ways that address challenges unique to Lawrence, some or which are common among smaller cities. It also calls on the community's robust creative sector to contribute to the vision for Lawrence set forth in the City's comprehensive plan: to make Lawrence and Douglas County a place where creativity thrives, sustainability is a way of life, and community pride is contagious.



Douglas Co. All Hazards Mitigation Plan
Adopted: 2008

This plan identifies proactive mitigation planning at the local level that can help reduce the cost of disaster response and recovery for property owners and government by protecting critical community facilities, reducing liability exposure, and minimizing overall community impacts and disruption.

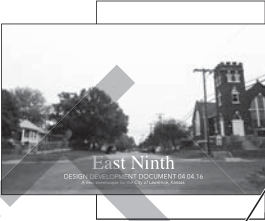


Community Health Plan
Adopted: 2013

The plan provides a comprehensive look at the health of our community through a process known as the Community Health Assessment. The findings of the assessment are used to create a five-year Community Health Plan that will be used to address community priorities and promote the health of residents throughout Douglas County.

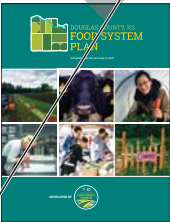
East Ninth: A New Streetscape for the City of Lawrence
Adopted: 2016

Downtown Lawrence and East Lawrence have historically been a regional hub for arts and culture. Anchored by a strong business district, multiple significant cultural institutions and a rich arts history, these vital communities have long served as a cultural center for Lawrence. This plan identifies a right-of-way improvement project that includes integrated artworks and new multi-modal transportation strategies.



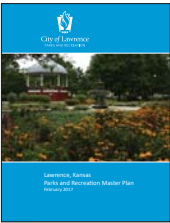
Food System Plan
Adopted: 2017

This plan provides strategic recommendations to help guide the development of the local food system and enhance agricultural uses and rural character in Douglas County. The plan develops a set of goals, objectives, and policies to ensure the master plan is fitting the true needs of the community for the next 10 years.



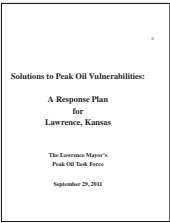
Parks and Recreation Master Plan
Adopted: 2017

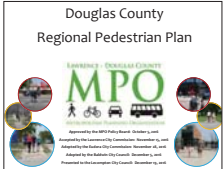
For over 70 years, Lawrence Parks and Recreation has grown and developed programs, activities, parks, and its trail system to accommodate the growth and expanding needs of our community. With these factors in mind, a new master plan was critical to guide the department in its future development and assist in defining its role within the community.



Solutions to Peak Oil Vulnerabilities: A Response Plan for Lawrence
Adopted: 2011

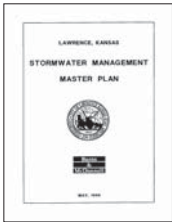
Peak oil does not mean the end of oil, but the end of cheap oil. This report anticipates the negative consequences and plans for energy conservation, identifies beneficial energy and related land use policies, and addresses peak oil-related threats to emergency preparedness. The plan recommends tactics both for long-term and short-term time-frames.





Regional Pedestrian Plan
Adopted: 2016

The Regional Pedestrian Plan presents a vision of safe and accessible pedestrian environments for all users. This plan aims to help guide the planning of our diverse communities so that they develop into places where people are allowed the choice to get to their destinations on foot. The plan recommends priorities for projects and programs to improve the regions' walkability.



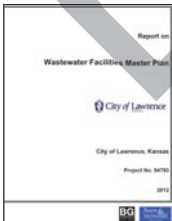
Stormwater Master Plan
Adopted: 1996

Initially completed in 1994, this plan presents the detailed report from studying the city's major drainage system completed by the 1993 Stormwater Task Force report. The report provides guidance on key capital improvements to be made throughout the stormwater system.



Transportation 2040
Adopted: 2018

T2040 is the long-range transportation blueprint for our future transportation system. It envisions a healthy, safe, and efficient transportation system adequately serving our region into the future. The plan identifies transportation needs, investments, and improvement recommendations for all modes of transportation (automobile, public transit, bicycle, pedestrian, etc.). The plan is updated every 5 years.



Integrated Wastewater Utilities Plan
Adopted: 2012

The purpose of the master plan is to evaluate the wastewater treatment and collections systems for improvements to address regulatory requirements, system maintenance and improvements, and potential development planning through 2030. The City uses the master plan to guide decisions in construction including timing, location, and size, based on these factors.

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[Old]: "2013"

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[Old]: "long range"

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[Old]: "system; it"

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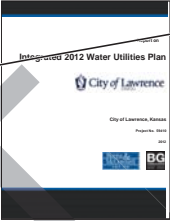
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Integrated Water Utilities Plan

Adopted: 2012

The purpose of the master plan is to evaluate the water treatment and collections systems for improvements to address regulatory requirements, system maintenance and improvements, and potential development planning through 2030. The City uses the master plan to guide decisions in **construction** including timing, location, and size, based on these factors.



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5-County Regional Transportation Planning Study

Adopted: 2013

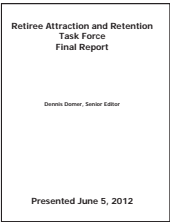
A 2-phase study was completed by the [Kansas Department of Transportation](#), the [Mid-America Regional Council](#) and the Lawrence-Douglas County Metropolitan Planning Organization assessing the transportation needs in Douglas, Johnson, Leavenworth, Miami, and Wyandotte Counties. The study recommends strategies to improve the region's transportation system through 2040.



Retiree Attraction and Retention Task Force

Adopted: 2012

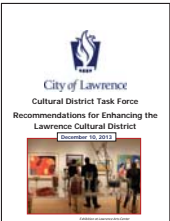
Created by Lawrence and Douglas County in July 2011, this report makes recommendations to assist efforts to retain and attract retirees to our community. The plan developed 3 immediate action steps and 5 near-term recommendations to consider.



Recommendations for Enhancing the Lawrence Cultural District

Adopted: 2013

The Cultural District Task Force was created by the City Commission by [Resolution 7021](#) and charged with identifying 3 cultural arts district models to support improvements in cultural districts and make recommendations.



North Lawrence
Watershed Drainage Study

Completed: 2005

North Lawrence Drainage Study
Adopted: 2005

The City of Lawrence embarked on a program to develop a stormwater management plan for the North Lawrence watershed, based on a recognized need to upgrade existing facilities to modern design standards and to provide coordinated facilities in developing areas. The Lawrence-Douglas County Planning Commission proposed this study to address repeated concerns from residents of the North Lawrence area.

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Downtown Lawrence Master Plan
Adopted: 0000

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"Downtown Lawrence Master Plan Adopted: 0000 <PLACEHOLDER>"

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Photo by A. Shafer Photography



D. Implementation

A key to the Comprehensive Plan is how it will be implemented after adoption. Implementation translates a plan's vision, goals and actions into the [City Land Development Code](#), [County Zoning Code](#), [Joint Subdivision Regulations](#), and other [regulatory documents](#).

This section provides direction and process for [implementing new action items and an on-going review of Plan 2040](#). [Status for each Action Item will be updated as steps are taken outside of the Comprehensive Planning process](#).

[The Planning Commission, Board of County Commissioners, and the City Commission will prioritize the action items as they deem appropriate.](#)

Chapter 2: Growth & Development

A. Growth Management

3.5 [Annexations shall maximize the return on the City's infrastructure investments and business incentives, while protecting and expanding the tax base. \(P: 13\)](#)
[STATUS: <Not initiated, Completed, In-Progress, Determined to not be pursued> | As of: 00 June 0000](#)

B. Residential

1.3 [Create zoning regulations to provide guidance and protection for the County's historic unincorporated towns. \(P: 17\)](#)
[STATUS:](#)

2.8 [Review and revise Douglas County agritourism and agricultural heritage tourism policies. \(P: 18\)](#)
[STATUS:](#)

4.3 [Preserve sensitive lands through site planning, platting, and design. \(P: 19\)](#)
[STATUS:](#)

Page: 108

	Text Replaced [Old]: "Planning" [New]: "regulatory"
	Text Replaced [Old]: "implementation and an on-going review" [New]: "implementing new action items and an on-going review of Plan 2040."
	Text Inserted "Status for each Action Item will be updated as steps are taken outside of the Comprehensive Planning process."
	Text Replaced [Old]: "of the Comprehensive Plan." [New]: "The Planning Commission, Board of County Commissioners, and the City Commission will prioritize the action items as they deem appropriate."
	Text Deleted "Status for each Action Item will be updated as steps are taken outside of the Comprehensive Planning process."
	Text Inserted "3.5 Annexations shall maximize the return on the City's infrastructure investments and business incentives, while protecting and expanding the tax base. (P: 13)"
	Text Inserted "STATUS: <Not initiated, Completed, In-Progress, Determined to not be pursued> As of: 00 June 0000"
	Text Deleted "STATUS: <Not initiated, Completed, In-Progress, Determined to not be pursued> As of: 00 June 0000"
	Text Inserted "STATUS: 2.8 Review and revise Douglas County agritourism and agricultural heritage tourism policies. (P: 18) STATUS: 4.3 Preserve sensitive lands through site planning, platting, and design. (P: 19) STATUS:"

5.6 Strengthen screening and landscaping requirements to utilize landscaping and existing natural **vegetation** to integrate the natural landscape into the residential environment. (P: 19)

STATUS:

6.2 Increase the overall height and density of certain zoning districts in Lawrence to accommodate sustainable growth in areas that can take advantage of existing infrastructure. (P: 20)

STATUS:

6.3 Expand opportunities to create Accessory Dwelling Units in all Lawrence RS Zoning Districts. (P: 20)

STATUS:

7.10 Adopt advanced parking strategies in **transit-served** areas and for compact, mixed-use developments. (P: 21)

STATUS:

8.4 Integrate medium and higher-density housing types so that uses are compatible in density, **scale and** aesthetics, and are appropriately mixed into the larger neighborhood context. (P: 21)

STATUS:

C. Commercial

3.9 Protect environmentally sensitive lands as new and existing areas develop or redevelop. (P: 25)

STATUS:

5.4 Incorporate **Small Neighborhood Commercial** options into Specific Land Use Plans to increase opportunities for walkable neighborhood services. (P: 25)

STATUS:

5.17 Enhance appropriate areas of the Kansas River as an urban amenity for the surrounding neighborhoods and Downtown Lawrence. (P: 28)

STATUS:



Page: 109

Text Replaced
[Old]: "vegetation,"
[New]: "vegetation"

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[Old]: "scale,"
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Text Replaced
[Old]: "3.8"
[New]: "3.9"

Text Replaced
[Old]: "small neighborhood commercial"
[New]: "Small Neighborhood Commercial"

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"Chapter 8 | Appendix"



Photo by A. Shafer Photography

- D. Industrial
- 2.2 Incentivize existing facility expansion and redevelopment of vacant buildings and lands. (P: 32)
STATUS:
- 3.5 Monitor and maintain a site inventory to match a variety of potential users' needs that fit within our community goals. (P: 32)
STATUS:
- 4.2 Protect environmentally sensitive lands as new and existing areas develop or redevelop. (P: 33)
STATUS:

Chapter 3: Neighborhoods & Housing

- 2.2 Use innovative programs to minimize or eliminate conditions causing decline. (P: 39)
STATUS:
- 4.6 Create residential design guidelines to enhance the aesthetics of multi-dwelling development in neighborhoods. (P: 40)
STATUS:
- 4.7 Integrate small/large neighborhood commercial options into neighborhood designs. (P: 40)
STATUS:
- 5.2 Design neighborhoods to accommodate aging in place. (P: 40)
STATUS:
- 5.5 Incorporate universal design into building codes. (P: 41)
STATUS:
- 6.1 Implement the policies of the Affordable Housing Advisory Board. (P: 41)

Text Replaced	
[Old]: "develop."	
[New]: "develop or redevelop."	
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"Chapter 8 Appendix"	
Text Inserted	
"4.7 Integrate small/large neighborhood commercial options into neighborhood designs. (P: 40) STATUS: 5.2 Design neighborhoods to accommodate aging in place. (P: 40) STATUS:"	
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STATUS:

Chapter 4: Transportation

- 1.4 Enhance the coordinated transit system, such as providing special services for senior citizens and persons with disabilities, and their connections to regional commuter services. (P: 45)

STATUS:

- 2.1 Improve multi-modal connectivity between existing employment centers, retail activity areas, and regional destinations to foster continued growth and vitality of those areas. (P: 45)

STATUS:

- 3.3 Set high priority areas for safety improvement through available data sources. (P: 100)

STATUS:

- 3.5 Facilitate, develop, and distribute safety education materials. (P: 100)

STATUS:

- 4.3 Strengthen linkages between transportation planning and environmental planning. (P: 47)

STATUS:

- 4.4 Strengthen linkages between transportation planning and public health planning. (P: 47)

STATUS:

- 4.5 Implement actions to transition to the use of alternative transportation modes, low emissions vehicles, alternate transit energy sources, emerging technology, and market driven transportation (autonomous vehicles, electric vehicles, and ride-share). (P: 47)

STATUS:



Page: 111

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Text Deleted
"101"

Text Replaced
[Old]: "transitioning"
[New]: "to transition"

Text Replaced
[Old]: "Photo by A. Shafer Photography"
[New]: "Chapter 8 | Appendix"

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Photo by A. Shafer Photography



Chapter 5: Economic Development

- 1.1 Identify strategies and pursue a dedicated funding source to attract, develop, and retain employers and jobs. (P: 50)
STATUS:
- 1.2 Enhance Downtown Lawrence as an employment destination. (P: 50)
STATUS:
- 1.3 Recruit and attract new and developing green/ environmentally friendly jobs. (P: 50)
STATUS:

Chapter 6: Natural Resources

- 1.1 Evaluate development proposals for their impacts on critical water sources providing drinking water for Lawrence and Douglas County. (P: 56)
STATUS:
- 1.2 Consider and mitigate development impacts on the watershed. (P: 56)
STATUS:
- 1.4 Develop stream corridor buffers to preserve and enhance natural water features. (P: 56)
STATUS:
- 1.5 Encourage low-impact uses of riparian areas for parks and trail connections. (P: 56)
STATUS:
- 1.7 Identify, preserve, and protect wetlands. (P: 56)
STATUS:
- 1.8 Strengthen floodplain regulations to mitigate flood hazards and decrease vulnerability of life and property. (P: 56)
STATUS:

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Text Deleted	"(P: 56) STATUS:"
Text Deleted	"enhance natural water features."
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1.9 Inventory and protect groundwater resources and their recharge lands. (P: 56)

STATUS:

1.10 Develop stormwater management policies for unincorporated Douglas County to evaluate development proposals to limit runoff and protect water quality. (P: 56)

STATUS:

1.11 Promote voluntary water usage reductions and encourage site design best management practices. (P: 57)

STATUS:

2.2 **Preserve and sustain native** woodlands through the development of regulations and incentives providing protection. (P: 57)

STATUS:

2.3 Protect the urban tree canopy throughout Lawrence. (P: 57)

STATUS:

2.4 **Preserve and restore native prairies**, including utilizing conservation easements. (P: 57)

STATUS:

2.5 Identify important wildlife habitats and prioritize them for protection and conservation to establish corridors. (P: 57)

STATUS:

2.7 Protect **high-quality** agricultural soils, as defined in each Specific Land Use Plan, as the community develops to urban densities. (P: 58)

STATUS:

2.8 **Protect high-quality** agricultural soils in rural areas that exist in significant, contiguous amounts for continued productive use in the future. (P: 58)

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"Photo by A. Shafer Photography STATUS: 2.2 Preserve and sustain native"

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- 3.1 Develop policies to reduce vehicle emissions by reducing the amount of vehicle miles traveled. (P: 58)
STATUS:
- 3.2 Develop land use regulations and incentives to reduce greenhouse gas emissions. (P: 58)
STATUS:
- 4.3 Document and map active and suspended quarries, and analyze their environmental impacts as operational levels evolve at the sites. (P: 59)
STATUS:
- 6.1 Adopt a climate change adaptation plan incorporating potential climate change scenarios and identifying specific actions to reduce risk and exposure from hazards. (P: 60)
STATUS:
- 6.6 Promote responsible use and conservation of energy and natural resources by enhancing current building codes to increase energy efficiency of new construction and significant remodels. (P: 60)
STATUS:
- 6.7 Continue developing local food programs and implement the Food System Plan throughout Douglas County and Lawrence. (P: 60)
STATUS:
- 6.8 Develop strategies for energy conservation and adaptive reuse of existing structures. (P: 60)
STATUS:

Chapter 7: Community Resources

A. Historic Resources

- 1.2 Maintain and strengthen the local preservation ordinances for both Douglas County and the City of Lawrence. (P: 64)

STATUS:

- 1.3 Adopt a comprehensive historic resources preservation plan. (P: 64)

STATUS:

- 1.5 Create incentives to encourage adaptive reuse of historic structures. (P: 64)

STATUS:

- 1.6 **Encourage and** facilitate adaptive reuse of historic structures. (P: 64)

STATUS:

- 1.8 Establish funding priorities for evaluation and protection efforts. (P: 64)

STATUS:

- 1.9 **Evaluate** all structures over 50 years old for their historic significance and educate owners on the ways such structures could be protected as a historic asset. (P: 64)

STATUS:

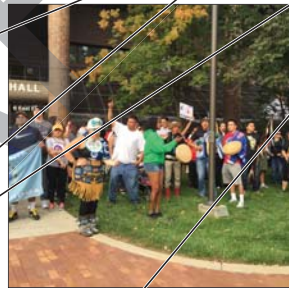
- 2.5 Expand the use of overlay districts and design guidelines to enhance unique places in our community. (P: 65)

STATUS:

- 2.6 Create conservation districts to protect historic environs. (P: 65)

STATUS:

- 2.7 Implement a demolition by neglect ordinance to protect significant historic structures from neglect. (P:



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[Old]: "consideration to be listed on the historic inventory."

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65)

STATUS:

2.8 Adopt rehabilitation building and fire codes. (P: 65)

STATUS:

2.10 Develop historic district sustainability guidelines to encourage maintaining the historic fabric and resources invested in existing structures and sites. (P: 65)

STATUS:

3.2 Formalize a review process for all public improvements to determine potential effects on preservation efforts. (P: 66)

STATUS:

3.3 List community owned buildings to the historic registers and promote appropriate repairs and maintenance to ensure compatibility with listings. (P: 66)

STATUS:

4.1 Incorporate historic conservation and preservation in Lawrence's and Douglas County's economic development programs. (P: 66)

STATUS:

4.4 Create and promote tax incentives and abatements for the restoration, renovation, and re-use of historically designated buildings and structures. (P: 66)

STATUS:

4.5 Implement façade improvement grants and incentives for occupants of historic structures. (P: 66)

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4.6 Implement incentives for conserving historically significant farming lands and structures. (P: 66)

STATUS:

4.7 Incentivize environmental hazards abatement in significant historic structures. (P: 66)

STATUS:

4.8 Retain and maintain historic single-family residences in **residential** historic and conservation districts. (P: 66)

STATUS:

4.9 Incentivize the appropriate reuse and revitalization of historic structures. (P: 66)

STATUS:

B. Parks, Recreation, & Open Space

1.3 Coordinate park and open space standards between Douglas County and Lawrence. (P: 67)

STATUS:

2.1 Incentivize land dedications and other voluntary mechanisms to protect natural and historic areas of the community for public purposes. (P: 67)

STATUS:

2.3 Create awareness and education programs showing the benefits of key natural and historic areas. (P: 67)

STATUS:

5.1 Promote sensitive land retention through programs such as conservation easements. (P: 69)

STATUS:

C. Community Facilities

1.1 Identify appropriate locations for new facilities, and maintain existing locations throughout the community. (P: 71)



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STATUS:

- 1.3 Encourage combining or creating multiple use facilities when appropriate, such as schools/ community centers, Fire/Police stations, to improve accessibility and efficiency. (P: 71)

STATUS:

D. Arts & Culture

- 1.1 Implement the goals of the City-Wide Cultural Plan in the development process. (P: 73)

STATUS:

- 2.1 Develop strategies for public-private partnerships for arts and culture programming. (P: 73)

STATUS:

- 3.1 Develop strategies for incorporating public art in built projects. (P: 74)

STATUS:

E. Food System Development

- 1.3 Plan for the conservation and protection of high-quality agricultural soils as part of Specific Land Use Plans. (P: 75)

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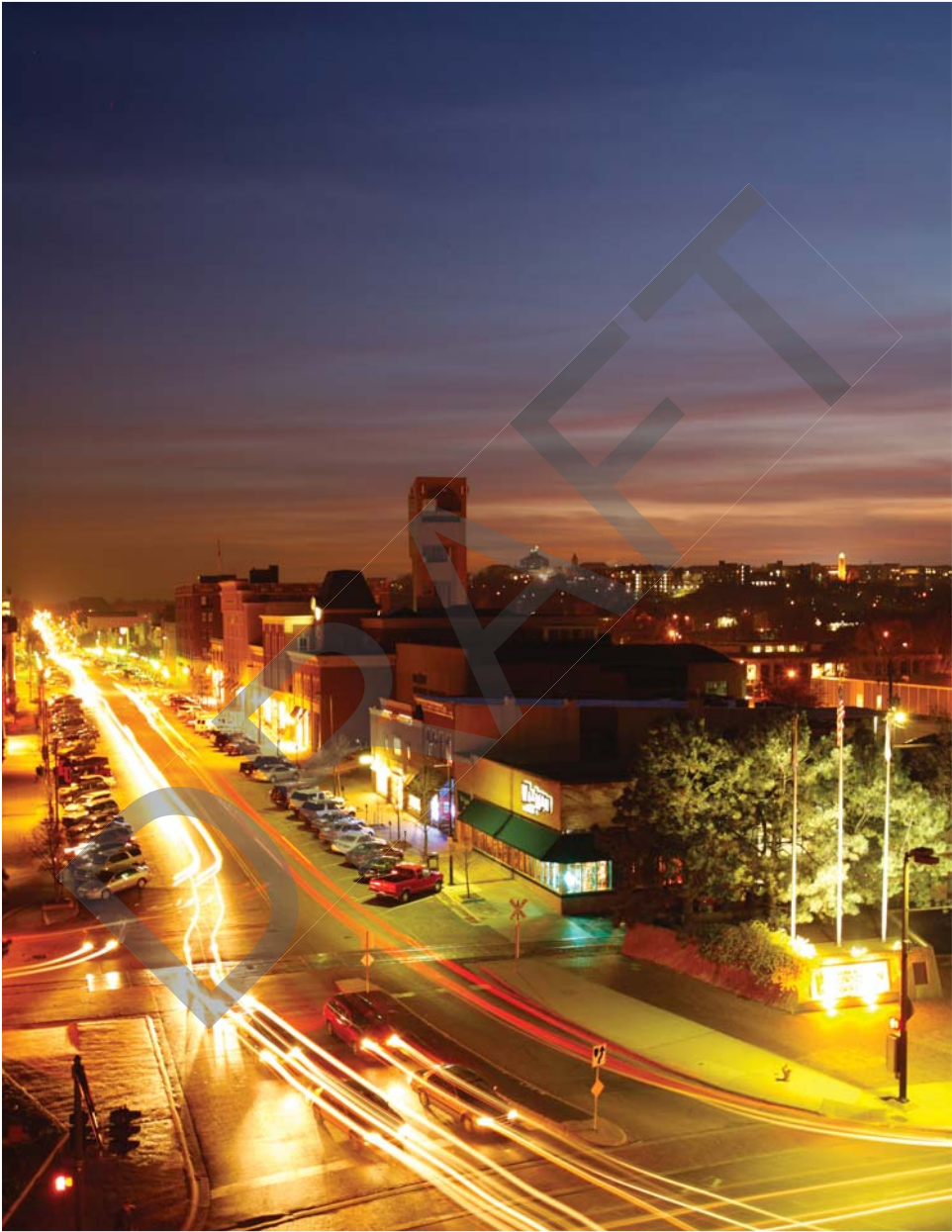
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