

City of Lawrence
Douglas County
PLANNING & DEVELOPMENT SERVICES



Comprehensive Plan Update Guide



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A. Introduction

[*Horizon 2020*](#) was the first modern comprehensive plan that provided guidance for both the unincorporated portions of Douglas County and the City of Lawrence. It began in 1992 when governing bodies of Douglas County and the City of Lawrence appointed a 15 member steering committee to oversee the creation process. It was a citizen-based plan, drawing on public participation in defining the needs and concerns at that time.

Over the 20+ years that *Horizon 2020* provided guidance for our community, many aspects of our daily lives and the places we visit to live, learn, work, and play have changed. As significant changes occurred in our community, *Horizon 2020* changed with them by incorporating over 50 amendments during its time.

In 2013, Douglas County & Lawrence came together again to begin updating & revising *Horizon 2020*, acknowledging that while it was performing well, it could be updated and streamlined to continue changing with the times. This Update Guide provides a quick reference to show key changes that have been incorporated, where old sections have been realigned, and to provide a clear linkage from the former format to the new plan's design.

After undertaking a multi-faceted public input program, and with considerable discussion among the *Horizon 2020* Steering Committee, Staff and the Steering Committee created the [Issue Action Report](#) and it was adopted by [Joint Resolution 7143/15-27](#). *Horizon 2020* provides clear and strong guidance on many of the issues that are priorities to the community today; however, several issues identified through the Steering Committee input process have little to no policy strength, or are in need of review due to the community's changing needs and desires.



Photo by A. Shafer Photography

HORIZON 2020

The Comprehensive Plan
for Lawrence and
Unincorporated Douglas County

12/13/2016
Amendment

Plan prepared by the Lawrence/Douglas County Metropolitan Planning Office based upon recommendations from the HORIZON 2020 Steering Committee.
Adopted by the Planning Commission on May 22, 1996.
Adopted by the City Commission January 28, 1997.
Douglas County Board of County Commissioners May 18, 1998.





Photo by A. Shafer Photography



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 improving the transportation infrastructure.

Document Updates

One of the key issues in the Issue Action Report was to create a plan that is accessible and concise, with a wide-range of availability. Creating a plan that is accessible in both content and delivery are paramount priorities of this update process.

Readability

From the beginning, the new Comprehensive Plan has been drafted to be more approachable in both appearance and readability. The plan has been reworked to choose fonts that are readable both in print and electronically.

Purpose & Vision Statement

The Steering Committee identified creating a new mission & vision of the Comprehensive Plan as the key foundation for this new document. Both guide the goals, policies, and actions items throughout the new document, as well as lay out the community's vision for its future.

Syntax & Diction

Words within the plan have been carefully chosen in an effort to make it clear and readable. In order to make the plan accessible to all, technical terms have been avoided when possible. If a term or description couldn't be reduced, the term was defined in the side column, like the example for **Intelligent Transportation Systems**.

Interactive Mapping

One of the most significant changes since 1992 has been the advancement in geographic information systems and mapping abilities. In the past, every aspect of a plan required a separate map. Now we have an ability to combined different map layers into a single map pertaining to a particular section. We have combined different map layers into a single map related to the particular section. We have also linked the maps to our system ensuring they're always up-to-date in relation to items like city limits, addresses, and other infrastructure as it is developed. While the boundaries and districts in the map may change occasionally, much of the other day-to-day changes will be shown as they become available.

Digitally Enabled Publishing

While the Internet has evolved to become a key outlet for reading and searching for data, this was not the case when *Horizon 2020* was first written. The new Comprehensive Plan is being created primarily for use as a digital document. The plan will contain links to other plans, maps, and websites that it references.

It also contains links within the text to jump immediately to the chapter, map, or section referenced within the text. The plan is also searchable, allowing people to look for keywords throughout the plan.

New Additions

Since 1998, many parts of our community have changed or have been developed. There are also some parts of *Horizon 2020* that continue to be points of emphasis even today. Two new sections to the Comprehensive Plan are in Chapter 7: Community Resources. As part of the public input process, the community placed significant emphasis on the roles that **Local Foods** and **Arts & Culture** have in making Douglas County & Lawrence the unique and vibrant place we know today.

Another key new addition was the creation of Ch. 3: **Neighborhoods & Housing**. While this was present in *Horizon 2020*, the update makes an effort to focus on what makes the places we live unique, and to show the distinct role they play in creating the places we readily identify as being Douglas County & Lawrence.

Renewed Emphasis

The [Issue Action Report](#) also identified portions of the old Comprehensive Plan that required continued attention as the new Comprehensive Plan was constructed. One of the key aspects from the Issue Action Report was the need to continue working to create employment opportunities. This, along with a need to continue studying & developing policies relating to height and density in appropriate locations, is re-emphasized throughout the new Comprehensive Plan.



Photo by A. Shafer Photography



Photo by A. Shafer Photography



B. Crosswalk Table

This table provides a “map” from the old arrangement of *Horizon 2020* into the new Comprehensive Plan. The following pages summarize each chapter of Horizon 2020, note key revisions to the policies of each chapter, and reflect where in the updated Comprehensive Plan the policies can now be found.

Horizon 2020		Updated Comprehensive Plan	
Chapter	Title	Chapter	Title
3	General Plan Overview	2	Growth & Development
4	Growth Management		
5	Residential Land Use		
6	Commercial Land Use		
7	Industrial & Employment Related Land Use		
15	Place Making	3	Neighborhoods & Housing
8	Transportation	4	Transportation
12	Economic Development	5	Economic Development
16	Environment	6	Natural Resources
9	Parks, Recreation, & Open Space	7	Community Resources
10	Community Facilities		
11	Historic Resources		
2	Summary of Background Studies	8	Appendix
14	Specific Plans		
17	Implementation		

2. Summary of Background Studies

Horizon 2020 Chapter Review

This chapter principally contained population and housing statistics from the 1990 Census. It also contained some information & maps that were disassociated from their chapters, such as Drainage Basins and Economic Development data.

Key Revisions in Updated Comprehensive Plan

- Demographics section updated to latest available Census figures
- Incorporation of the latest Planning Department Population Projections & Estimates for Lawrence

Updated Comprehensive Plan Alignment

- Ch. 2: **Growth & Development**
Planning Area Boundary included into chapter
- Ch. 6: **Natural Resources**
Drainage Basin Map incorporated
- Ch. 8: **Appendix**
Demographics relocated

CHAPTER TWO - SUMMARY OF BACKGROUND STUDIES

PLANNING AREA

The land use component of the plan includes Lawrence and the unincorporated areas of Douglas County; the economic development component of the Plan has a countywide focus that also includes the incorporated cities of Eudora, Baldwin and Leocompton. The planning area is illustrated in Map 2-1, *HORIZON 2020 Planning Area*.

The area expected to become urbanized in the next 20 years is illustrated in Map 2-2, *Urban Area Boundary*. This urban area boundary is based on development trends and other factors, including physical constraints (e.g., floodplains) and the projected availability of urban services such as sewer and water. As with any plan, the urban area boundary is subject to change as conditions change. The Lawrence/Douglas County Metropolitan Planning Commission designated the current urban area boundary with the concurrence of the Kansas Department of Transportation (KDOT), in 2003. The urban area, as defined by KDOT standards, encompasses approximately 40 square miles and includes the proposed alignment of the South Lawrence Trafficway (SLT). Changes in the assumed alignment of this circumferential route could affect the urban area boundary and assumptions in the Plan.

In addition to this urbanized area, the Plan identifies the Urban Growth Areas (UGAs) for the incorporated cities within the county. The UGA encompasses more area than the delineated urbanized area, so that an area of influence is identified in which additional standards for development are established because of the area's proximity to an urban area and the impacts development along the fringe may have on future development.

HORIZON 2020

2-1

BACKGROUND STUDIES



CHAPTER THREE - GENERAL PLAN OVERVIEW

A Comprehensive Plan provides a guide for future land development decisions within the community. It identifies which areas should be utilized for residential, commercial, industrial, open space and public land use activities. The Plan also describes interrelationships between various land use areas, and the types of projects and improvements desirable within each area.

KEY FEATURES OF THE PLAN

Key features of the Plan are listed below. They provide the basic framework for specific land use recommendations found in the plan.

- The Plan supports infill development and redevelopment which provides a range of residential, commercial, office, industrial and public uses within these parcels, consistent and compatible with the established land use pattern in surrounding areas.
- The Plan encompasses goals and policies which are representative of the community's desires for the future. It recognizes the numerous plans and projects that are either underway or pending and anticipates that the Plan will be reviewed when significant land use changes occur within the community.
- The Plan promotes development in the UGA through an adopted annexation policy which anticipates well-planned development of fringe areas.
- The Plan defines the urbanizing areas of the county and directs development to these areas.
- The Plan encourages the development of neighborhoods in a range of densities to provide a sense of community and to complement and preserve natural features in the area.
- The Plan proposes the progression of land uses to help achieve a transition in land use and intensity levels, and to help avoid major or abrupt changes in density and building type.
- The Plan recommends the protection and preservation of the extensive floodplains and riparian ways throughout the planning area. These resources often are a constraint to urban development.
- The Plan encourages the identification, protection and adaptive reuse of the wide diversity of historic buildings, structures, sites and archeological sites that can be found in Lawrence and Douglas County. Considering historic preservation issues in combination with other land use decisions assures the preservation of historic resources but also fosters the image, identity and economic development goals in the Comprehensive Plan.

HORIZON 2020

3-1

BACKGROUND STUDIES

3. General Plan Overview

Horizon 2020 Chapter Review

This chapter provided a general overview of the major goals and aspects for all of *Horizon 2020*. It also contained Map 3.1: Lawrence Urban Growth Area, Service Areas & Future Land Use map, Map 3.2: Lawrence Future Land Use Map, and Map 3.3: Douglas County Urban Growth Areas.

Key Revisions in Updated Comprehensive Plan

- Service Areas revised & updated to Tiers
- Incorporate 3 maps into the condensed Chapter 2: Growth & Development
- GIS modeling to determine the timing and location of growth for Lawrence and other municipalities within the Plan's time horizon of 2040
- Repackages "Service Areas" and "Urban Growth Area" into the new Tiers to provide a concise and paired future development scope for Douglas County and Lawrence
- Aligned future growth to match existing adopted Sector Plans

Updated Comprehensive Plan Alignment

Plan-wide: Plan goals and Overviews relocated to each corresponding chapter

Ch. 2: Growth & Development



4. Growth Management

Horizon 2020 Chapter Review

Chapter 4 defined the policies to direct growth in appropriate areas, and provided guidance on how to annex these areas into the City of Lawrence. This chapter also provided some guidance regarding growth within the rural areas of Douglas County. The overall intent of this chapter was to ensure adequate facilities and services were available or planned in conjunction with development.

Key Revisions in Updated Comprehensive Plan

- The major revision to this chapter is the introduction of Geographic Information System (GIS) modeling to predict & refine the potential timing and location of growth through this plan's time frame of 2040.
- Define the 3 Growth Tiers to fit with the overall vision of the Comprehensive Plan's goals
- Update Annexation policies and expectations to require demonstrating a need for growth and that a community benefit is provided
- Provides clearer definitions and expectations to define separation between Urban and Rural development patterns within the community
- More inclusive integration of the [SmartCode](#) into the Growth & Development chapter and not a standalone chapter
- Strengthens the connection between Capital Improvement Planning and supporting growth

Updated Comprehensive Plan Alignment

Ch. 2: Growth & Development

CHAPTER FOUR - GROWTH MANAGEMENT

Growth management is a fundamental tool for ensuring timely and orderly growth of Lawrence and unincorporated Douglas County. The recommended growth management policies do not seek to limit the amount of land for future development. Rather, the Plan directs development to growth areas and suggests that development occur where necessary infrastructure is in place or planned to serve proposed uses, subject to the policies of the Plan.

The growth management policies seek to ensure that adequate facilities and services are provided or assured in connection with development. The policies also continue to require new development to bear its share of the costs for the extension and improvement of required facilities and services and to assure that the residents of Lawrence and unincorporated Douglas County are not unreasonably burdened by these costs.

STRATEGIES: GROWTH MANAGEMENT

The principal strategies for guiding and serving future growth and development are:

- Establish UGA's for all Douglas County cities. In the Lawrence UGA, ensure that staging, density and intensity of development corresponds with the availability of facilities and services.
- For Lawrence, establish urban service areas where adequate facilities and services already exist.
- For the Lawrence UGA, define conditions which development must meet to conform with the overall intent of the plan as identified in the Growth Management Element.

CITY OF LAWRENCE URBAN GROWTH AREA

Land within the Lawrence UGA is encouraged, over the planning period, to be annexed into Lawrence prior to urban densities of development, subject to the goals and policies for Growth Management indicated above and the Plan in general. Map 3-1, Lawrence Urban Growth Area - Service Areas & Future Land Use, identifies four service areas of the overall UGA which have specific recommendations for growth and development. The Plan suggests establishing a range of development standards within these service areas.

Maps 4-1 & 4-2 illustrate graphically the different land use assessment criteria that are to be used in the evaluation of development requests for rural residential land divisions within the unincorporated areas of the County. Map 4-1 illustrates these criteria within the Urban Growth Area of the City of Lawrence. Prior to annexation, only development for agricultural purposes is permitted within Service Area 1. Rural residential development and other non-agricultural types of uses within Service Area 1 shall not proceed until the property is annexed into the city; has access to public utilities and services, is platted and [zoned] to a city zoning category.

HORIZON 2020

4-1

GROWTH MANAGEMENT



CHAPTER FIVE - RESIDENTIAL LAND USE

Lawrence and Douglas County have traditionally been strong and desirable residential communities. The Comprehensive Plan strives to strengthen and reinforce existing residential areas and promote quality new residential development in select areas. It includes strategies and general development policies for guiding improvement and development within residential areas, and specific recommendations for the type and location of new residential development.

STRATEGIES: RESIDENTIAL DEVELOPMENT

The principal strategies for approaching residential land use areas are:

- Requests for annexation shall be consistent with approved watershed/sub-basin, sector, neighborhood, nodal, corridor, specific issue/district plans.
- Infill residential development should be considered prior to annexation of new residential areas.
- A mixture of housing types, styles and economic levels should be encouraged for new residential and infill developments.
- Compatible densities and housing types should be encouraged in residential neighborhoods by providing appropriate transition zones between low density residential land uses and more intensive residential development, and between higher density residential uses and non-residential land uses.
- The character and appearance of existing residential neighborhoods should be protected and enhanced. Infill development, rehabilitation or reconstruction should reflect architectural qualities and styles of existing neighborhoods.
- Neighborhood plans, area development plans and sector plans should be developed or amended to reflect the Comprehensive Plan's goals and policies for residential development.
- Design, site improvements and infrastructure shall be consistent with adopted neighborhood plans, with the development of a neighborhood concept and with area plans and sector plans.
- New residential development in Douglas County should protect and enhance the rural character and quality of unincorporated portions of the County.
- Clustering of development shall be encouraged when considering residential development in the unincorporated portions of the county to preserve the rural character, protect environmentally sensitive areas and to more efficiently provide services.

HORIZON 2020

S-1

RESIDENTIAL

5. Residential Land Use

Horizon 2020 Chapter Review

Although this chapter mainly provided guidance for residential land uses, it also incorporated elements related to neighborhoods.

Key Revisions in Updated Comprehensive Plan

- Create a separate neighborhoods chapter addressing their specific concerns and issues
- Restructure the chapter to align with new Growth Tiers
- Density limit has been adjusted to provide more infill opportunities
- Incorporate the findings of the Affordable Housing Advisory Board

Updated Comprehensive Plan Alignment

Ch. 2: Growth & Development

Ch. 3: Neighborhoods & Housing



6. Commercial Land Use

Horizon 2020 Chapter Review

One of the most commonly referenced and amended elements within *Horizon 2020*, this chapter was reconstructed to streamline how information was organized, and to provide clarification and consistency. It also needed updating as a whole.

Key Revisions in Updated Comprehensive Plan

- Reconstructed the commercial districts to fit with economic and development realities
- Create the Commercial Criteria Table
- Combine information in Horizon 2020 together based on Commercial Intensity types
- Maintains the nodal development concept for new commercial areas
- Incorporating small/large neighborhood commercial into neighborhood design
- Rewrite intensity-specific site and design guidelines for each commercial district
- Protection of Sensitive Lands expanded to include Commercial uses

Updated Comprehensive Plan Alignment

Ch. 2: Growth & Development

CHAPTER SIX - COMMERCIAL LAND USE

The Plan's goal is to strengthen and reinforce the role and function of existing commercial areas within Lawrence and Douglas County and promote economically sound and architecturally attractive new commercial development and redevelopment in selected locations.

STRATEGIES: COMMERCIAL DEVELOPMENT

The principal strategies for the development and maintenance of commercial land use areas are:

- Support downtown Lawrence as the Regional Retail/Commercial/Office/Cultural Center with associated residential uses through the careful analysis of the number, scale, and location of other mixed-use commercial/retail developments in the community. Downtown Lawrence is the cultural and historical center for the community and shall be actively maintained through implementation of the adopted design guidelines that regulate the architectural and urban design character of this regional center.
- Establish and maintain a system of commercial development nodes at selected intersections which provide for the anticipated neighborhood, community and regional commercial development needs of the community throughout the planning period.
- Require commercial development to occur in "nodes", by avoiding continuous linear and shallow lot depth commercial development along the city's street corridors and Douglas County roads.
- Encourage infill development and/or redevelopment of existing commercial areas with an emphasis on Downtown Lawrence and existing commercial gateways. Sensitivity in the form of site layout and design considerations shall be given to important architectural or historical elements in the review of development proposals.
- Improve the overall community image through development of site layout and accessibility plans that are compatible with the community's commercial and retail areas.
- Require new Commercial Centers in the unincorporated portion of Douglas County to be located at the intersection of two hard surfaced County Routes or the intersection of a hard surfaced county route and a state or federally designated highway and no closer than four miles to another Commercial Center in the unincorporated portion of Douglas County.

HORIZON 2020

6-1

COMMERCIAL



Photo by Harland J. Schuster

7. Industrial & Employment Related Land Use

Horizon 2020 Chapter Review

Primarily focused on the land use aspects of Industrial & Employment uses, this chapter worked in conjunction with *Horizon 2020's* Chapter 12: Economic Development.

Key Revisions in Updated Comprehensive Plan

- Strengthens connections to Economic Development chapter
- Stronger emphasis on creating employment opportunities
- Protection of Sensitive Lands expanded to include Industrial uses

Updated Comprehensive Plan Alignment

Ch. 2: Growth & Development

Ch. 5: Economic Development

CHAPTER SEVEN		
INDUSTRIAL AND EMPLOYMENT-RELATED LAND USE		
<p>Over time, the City of Lawrence and portions of unincorporated Douglas County have experienced business and industrial development and growth. In recent years, this growth and development has taken the form of new industrial and business development, as well as expansion of existing industries and businesses. As Douglas County continues to grow, and with more residents expected to commute outside of the community for employment, there is a recognized need that more industrial and business development is necessary to provide local job opportunities. Of particular interest to the community is the attraction of industries and employment-related uses that are based in biosciences, agriculture and natural resources, technology, and telecommunications.</p> <p>Both Douglas County and the City of Lawrence consider a healthy natural environment, a diversified economy, and a fiscally stable government as being interdependent and further recognize that new industrial and employment-related land uses contribute to the local tax base and the creation of a full-service community where residents can live and work. Douglas County and the City of Lawrence are in the unique position of being able to fulfill this vision by tying into the needs and services related to the various University of Kansas research programs and technological developments. It is also recognized that growth in the greater Kansas City and Topeka metropolitan areas indicate the potential for substantial new future job opportunities and industrial development within Douglas County.</p> <p>The ECO² Commission presented their report to both the City and County Commissions in 2007 that develops a long term plan of a public/private partnership for the advancement of industrial/business parks and open space preservation in Douglas County. This Comprehensive Plan, in conjunction with the ECO² report, provides a methodology to weigh specific criteria to identify and recommend a number of new business and industrial development locations in the City of Lawrence and unincorporated Douglas County.</p> <p>While industrial land uses and employment-related land uses share some similar characteristics, such as the need for large areas of land and the ability to provide employment opportunities, they also each have distinct characteristics, such as locational requirements within the community in terms of compatibility with other land uses, as well as co-locational criteria with the specific types of services/industries provided. For this reason, this chapter has been divided into two sections. The first section deals with industrial land uses and the second section deals with employment-related land uses.</p> <p>STRATEGIES: INDUSTRIAL AND EMPLOYMENT-RELATED LAND USE</p> <p>The principal strategies for the identification, development, and maintenance of industrial and employment-related areas are:</p> <ul style="list-style-type: none">• Increase the number and diversity of jobs available to the citizens of Douglas County to stabilize the future employment base and generate additional wealth in the community.		
HORIZON 2020	7-1	INDUSTRIAL & EMPLOYMENT



8. Transportation

Horizon 2020 Chapter Review

Horizon 2020 directly referenced [Transportation 2040](#), our regional transportation plan, as the primary long-range transportation plan for the comprehensive plan.

Key Revisions in Updated Comprehensive Plan

- Strengthen focus on land use & transportation relationship
- Continue utilizing Transportation 2040 as the principal plan

Updated Comprehensive Plan Alignment

- Ch. 3: Neighborhoods & Housing
- Ch. 4: Transportation
- Ch. 8: Appendix: Incorporated Plans

CHAPTER EIGHT - TRANSPORTATION

This chapter references the Metropolitan Transportation Plan (MTP) as the Transportation Chapter of *Horizon 2020*, reflects the goals of the MTP as adopted, and presents a brief explanation of the regional transportation planning process conducted in Douglas County by the Lawrence-Douglas County Metropolitan Planning Organization (L-DC MPO) and how that regional transportation planning program relates to the land use planning activities conducted by the Lawrence-Douglas County Metropolitan Planning Commission. This chapter also explains how both transportation planning and land use planning for the area are documented in the regional comprehensive plan.

METROPOLITAN TRANSPORTATION PLAN

The MTP, currently titled Transportation 2040 or T2040 is a document produced and approved by the L-DC MPO. The MTP sets regional transportation policies and it articulates goals and objectives for the creation of a multi-modal transportation system that complements land use plans, economic development plans, environmental plans, and other comprehensive plan elements for the region. The MTP assists state and local government agencies in improving the quality of life for area residents by developing a safe and efficient transportation system. The library of L-DC MPO documents, including the MTP, along with a description of the MPO process can be found on the web at <http://www.lawrenceds.org/mpo/>.

In addition to the regional scale planning policies found in the MTP which show major transportation corridors and services in a systematic way, there are smaller scale planning and design issues that are also important to the safe and efficient development of a multi-modal transportation system. Although many of these detailed items are more traffic engineering concerns than planning level issues, it is important to note that some items that need to be included in the transportation element of a comprehensive plan are not always included in the MTP. However, the MTP does reference the need for corridor and access management and other traffic engineering items designed to protect the operational integrity of the major roads in the region. This is important to support system planning for the regional multi-modal transportation system that is described in the MTP. For this reason, the state and local policies that address traffic engineering and transportation planning need to be used along with this chapter and the MTP in the review of proposed developments and infrastructure improvements. Local development codes should be supportive of the transportation planning policies set forth in this Comprehensive Plan Chapter and in the MTP.

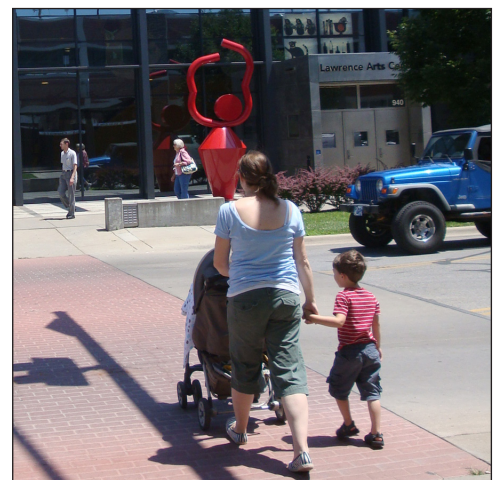
MPO PLANNING PROCESS

The MPO transportation planning process is designed to provide a regional forum for decision-making for the development and operation of a multi-modal transportation system designed to provide safe and efficient mobility for all of the region's residents and businesses. Coordination and information sharing among jurisdictions are important elements of MPO activities. The L-DC MPO covers the entirety of Douglas County including the three smaller cities (Baldwin City, Eudora, and Leocompton) which are not included in or approving bodies for this comprehensive plan and may produce their own comprehensive plans.

HORIZON 2020

8-1

TRANSPORTATION



CHAPTER NINE – PARK, RECREATION, OPEN SPACE AREAS AND FACILITIES

Park, recreation, and open space areas and facilities play an important role in the everyday life of individuals and help increase the overall quality of life in a community. By addressing parks, recreation, and open space in a comprehensive plan, specific goals for meeting the outdoor and recreational needs of a community are identified. This Chapter complements the Lawrence Parks and Recreation Department's Parks and Recreation Comprehensive Master Plan, or PRCMP (adopted 2000, next revision due in 2005), which helps plan for future parks and recreational opportunities for the residents of Lawrence and unincorporated Douglas County.

This Comprehensive Plan also encourages the development of a comprehensive network of open spaces that connects neighborhoods together, provides increased recreational opportunities, preserves natural ecological functions, and promotes an improved quality of life for the community. It is also important to note that drainageways or undevelopable land can be used as connections (i.e., greenways) to and from park, recreational, and open space facilities, but such areas may not be credited towards land dedication requirements if they do not meet the criteria for such facilities as set forth in this chapter, the PRCMP, and in the city/county land subdivision regulations.

This Comprehensive Plan recognizes that the City of Lawrence has four cornerstone natural areas in each quadrant of the community. This Plan further recognizes a need to emphasize these existing facilities and the connections to them by way of a greenbelt/greenway system, such as, along the Kaw, the Wakarusa, and the South Lawrence Trafficway. An example of such a greenway is the Wakarusa River floodplain and the Burroughs Creek Area Plan trail area. Specifically, these four showcase facilities include:

- Clinton Lake property, leased from the US Corps of Engineers (southwest);
- Haskell and Baker Wetlands (southeast);
- Riverfront Park and the Kansas River (northeast);
- Martin Park and undeveloped parklands (northwest).

This Comprehensive Plan further recognizes that opportunities exist in unincorporated Douglas County for parks, recreation, and open spaces. It is important that the County take an active role in preserving unique landscapes, open spaces, and historic sites that present recreational opportunities. It is also important that the County work in partnership with the communities of Baldwin City, Eudora, Lawrence, and Leocompton to help create a regional park, recreation, and open system that ties the communities together and furthers the intent of each community's desire to provide quality services to its residents and visitors.

HORIZON 2020

9-1

PARKS, RECREATION, OPEN SPACE

9. Parks, Recreation, & Open Space

Horizon 2020 Chapter Review

Primarily based on the previous edition of the Lawrence Parks & Recreation Master Plan adopted in 2000, this chapter encouraged development of a comprehensive network of open spaces that connected neighborhoods, provided increased recreational opportunities, preserved natural ecological functions, and promoted an improved quality of life for the community.

Key Revisions in Updated Comprehensive Plan

- Incorporates the updated Parks & Recreation Master Plan
- Expands the scope to include a more county-wide focus
- Includes Agriculture as an Open Space use

Updated Comprehensive Plan Alignment

Ch. 7b: Community Facilities: Parks, Recreation, & Open Space

Ch. 8c: Appendix: Incorporated Plans



10. Community Facilities

Horizon 2020 Chapter Review

This chapter mainly focused on the civic and utility roles of our local governments, such as schools, Fire/Medical, Police, Public Works, libraries and museums. Most of this section has been replaced by systems master plans such as the Stormwater Management Plan, Utilities master plans, and other various documents by those specific agencies. In essence, this chapter provides very broad & basic “best management” policies that were replicated either by other subject-matter plans or elsewhere within *Horizon 2020*.

Key Revisions in Updated Comprehensive Plan

- Incorporates stronger connections to the Capital Improvement Plans

Updated Comprehensive Plan Alignment

Ch. 2: Growth & Development

Ch. 7c: Community Resources: **Community Facilities**

Ch. 8c: **Appendix: Incorporated Plans**

CHAPTER TEN - COMMUNITY FACILITIES		
<p>The Comprehensive Plan includes a number of recommendations for new and existing public land uses. Public and semi-public land uses include municipal facilities, schools, universities, parks, recreation and open space, and a range of institutions. Specific recommendations are provided below.</p> <p>The need for public and semi-public land uses is difficult to project. One difficulty is that such facilities are often monitored by jurisdictions over which the city and/or county has limited (or no) control. These entities are encouraged, through the Plan, to work with the city and county in identifying possible sites for their facilities.</p> <p>The nature of public and semi-public uses and the fact that they are permitted in residential areas makes it difficult to identify all appropriate sites. The Plan therefore regards areas shown for the various residential categories as appropriate for many public and semi-public uses, provided access and buffering are considered in their location.</p> <p>This section discusses public and semi-public land uses and facilities under three categories: 1) Educational Facilities; 2) Municipal Buildings and Facilities; and 3) Utilities.</p>		
1. EDUCATIONAL FACILITIES		
<p>Schools, universities and other educational facilities are among the most important facilities in a predominantly residential community such as Lawrence and unincorporated Douglas County. They not only provide educational services, but also play an important cultural, recreational and social role as well.</p>		
STRATEGIES: EDUCATION		
<p>The following strategies express key elements of the Lawrence and unincorporated Douglas County approach to education:</p>		
<ul style="list-style-type: none">• The Plan seeks cooperation by independent entities, such as local school districts, universities and municipalities, at all levels of decision-making and acknowledgement that actions of all agencies influence the overall character of the community.• Educational and governmental institutions should meet regularly to discuss current needs and issues as well as pending plans and projects, with the intent to collaborate on joint solutions which meet the widest range of jurisdictional needs.		
HORIZON 2020	10-1	COMMUNITY FACILITIES



CHAPTER ELEVEN - HISTORIC RESOURCES

Citizens of Lawrence and Douglas County recognize the importance of historic resources in the county. Understanding and preserving the past not only helps define a community's sense of place but provides a sense of direction for future development and growth. Citizens view historic resources with a sense of pride, community identity, and a respect for the physical and cultural heritage of the community.

The Comprehensive Plan encourages identification, protection, preservation and adaptive reuse of the wide diversity of historic buildings, structures, sites and archeological sites that can be found in Lawrence and Douglas County. The Plan seeks to balance historic preservation and land use issues when making planning decisions.

STRATEGIES: HISTORIC RESOURCES

The following statements summarize the goals and objectives of the city and county's overall approach for the protection, development and utilization of historic resources:

- Facilitate the identification, evaluation, designation and preservation of historic and archeological resources by developing and implementing a Comprehensive Historic Preservation Plan for Lawrence and the unincorporated portions of Douglas County. When practical, the plan should seek the involvement and cooperation of all municipalities within Douglas County.
- Integrate the identification, evaluation and designation of Lawrence's and Douglas County's significant historical and archeological resources into the planning process, including the funding of a comprehensive resources inventory program.
- Develop appropriate mechanisms for the identification, evaluation, designation and preservation of historic and archeological resources at all levels of municipal government. Efforts to maintain and strengthen preservation efforts among municipal, county, state and federal entities are strongly encouraged.
- Establish traditional and non-traditional economic incentives and adaptive reuse alternatives for historic resources.
- Increase awareness of historic preservation through development of public education programs, technical assistance programs and heritage tourism. Information regarding historic preservation and historic resources should be readily accessible in a variety of locations and mediums.
- Develop appropriate zoning and building code regulations to facilitate the preservation, renovation and rehabilitation of historic resources.

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HISTORIC RESOURCES

11. Historic Resources

Horizon 2020 Chapter Review

This particular chapter had both an adopted chapter, as well as a draft chapter that was never completed. As part of the update, these 2 chapters were evaluated & incorporated into the new document.

Key Revisions in Updated Comprehensive Plan

- Incorporate the Draft Historic Resources Chapter
- Includes Douglas County preservation activities, such as the Heritage Conservation Council of Douglas County
- Stronger alignment with neighborhoods & historic preservation's role in creating a unique community

Updated Comprehensive Plan Alignment

Ch. 3: Neighborhoods & Housing

Ch. 7a: Community Facilities: Historic Resources



12. Economic Development

Horizon 2020 Chapter Review

Identified as one of the more important sections through the public input process, this section is seen as a key component of the updated Comprehensive Plan. While this chapter was initially added on to *Horizon 2020* late in the writing process, it was also identified as having high policy strength in the existing plan.

Key Revisions in Updated Comprehensive Plan

- Aligns with the Community's other economic development plans
- Stronger emphasis on job creation and development

Updated Comprehensive Plan Alignment

Ch. 2d: Growth & Development: Industrial

Ch. 5: Economic Development

CHAPTER TWELVE - ECONOMIC DEVELOPMENT

According to the International Economic Development Council, the definition of economic development is creating wealth in a community through job creation, job retention, quality of life improvement and tax base enhancement.

In order to understand the shared vision of the residents of Douglas County with regard to economic development, public hearings were conducted in Baldwin City, Eudora, Lawrence and Leecompton for the purpose of updating the Economic Development Element of the HORIZON 2020 Strategic Plan for Douglas County. The results of the public hearings are encompassed in the body of this document.

Douglas County has engaged in traditional marketing and business attraction as its primary tool for economic development. These efforts have been successful in the past, but differ little from those of competing communities. If the County is to maintain its distinctive and unique identity, a new and innovative approach for marketing and business attractions must be adopted. We must build on opportunities created by economic change and the need for value-added businesses with growing wages and employment.

This element of the Strategic Economic Development Plan has a countywide scope and includes the incorporated cities of Eudora, Baldwin City, Lawrence, and Leecompton in the overall recommendations, along with the unincorporated areas of Douglas County. In order to adhere to the format of HORIZON 2020, the strategies of the Economic Development Plan element are called "policies", and the priorities are called "action priorities".

GOALS: ECONOMIC DEVELOPMENT

The following goals express key elements of the overall city and county approach to economic development.

1. Employment Growth

Jobs will grow at a rate greater than or above that of population and housing in pursuit of enhanced quality of life. Quality jobs with desirable incomes, benefits and career opportunities will be targeted.

2. Tax Base Growth

Increase tax base at a rate equal to or greater than the rate of population and housing growth in pursuit of an enhanced quality of life. The tax base will increase at a rate equal to or above the rate of tax-funded service demand. To achieve this goal, industrial and non-retail commercial growth must at least keep pace with population growth.

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ECONOMIC DEVELOPMENT



13. Reserved

Horizon 2020 Chapter Review

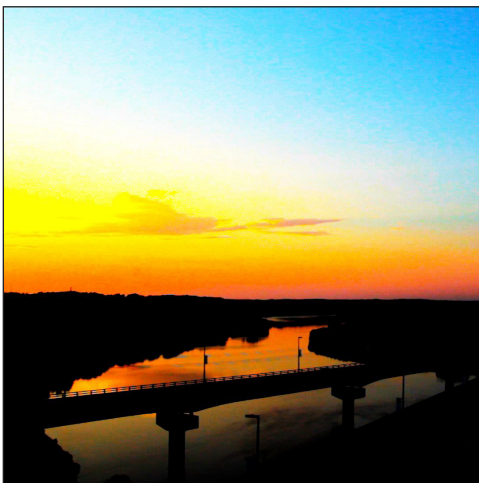
Reserved for future use in 2009 with the creation of Chapter 14: Specific Plans

Key Revisions in Updated Comprehensive Plan

- Removed from document

Updated Comprehensive Plan Alignment

None



14. Specific Plans

Horizon 2020 Chapter Review

One of the key evolutions within Horizon 2020 was the more focused planning analysis completed around Lawrence through the Sector Plans.

Sector Plans become part of the Comprehensive Plan, and the policies contained within them are then used in the determination of planning applications. The more tailored & smaller-area planning completed in these plans provides a more thorough analysis for these portions of our community.

Key Revisions in Updated Comprehensive Plan

- Stronger integration of the Sector Plans into the overall fabric of the Comprehensive Plan
- Utilizes Sector Plans as the foundation for the Future Land Use map & in the Growth Tiers creation and development.
- Incorporates Referenced Plans where they speak to land use policies

Updated Comprehensive Plan Alignment

Chapter 8b: Appendix: Land Use / Sector Plans

CHAPTER FOURTEEN – SPECIFIC PLANS

Purpose

Long-range planning in an area specific manner is an important aspect of the overall community planning process. Specific plans provide the focused guidance necessary for proper decision making regarding an area's future. Chapter 14 references adopted specific plans and provides guidance, through the Hierarchy of Plans, for completing the proper type of plan for an area.

The plans referenced below have been adopted through a Comprehensive Plan process, as described on pages 17-8 and 17-9. As such, these plans are considered Comprehensive Plan policy and are an element of *Horizon 2020*. The plans are separate documents from *Horizon 2020* and can be accessed online at <http://www.lawrenceks.org/pds> or copies can be obtained by contacting the Lawrence-Douglas County Planning Department.

Plans prepared for specific areas, whether they are areas within the City of Lawrence or areas within unincorporated Douglas County contain detailed policy guidance for those areas. The plans, when adopted through a Comprehensive Plan process, and referenced in this chapter, become the official Comprehensive Plan policy for the respective areas. The policy contained in the plans take precedence over other policy found in *Horizon 2020*, unless specifically stated otherwise in the Plans.

Plan Review

Plans can eventually lose their relevance to a specific area. Additionally, some plans will require review to confirm if policies are being followed, goals are being met, and implementation is occurring.

Therefore, it is necessary to ensure plans are reviewed on a regular basis to update them or to rotate them out of the Comprehensive Plan if they have lost their relevance. Each plan listed below has a date which will trigger a review of that plan. Planning Staff will review the plan to determine if it meets one of the following criteria and needs the required action:

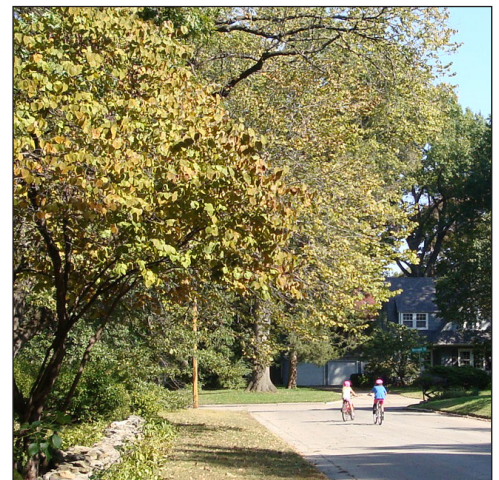
1. Plan remains relevant - no action necessary.
2. Plan has been superseded by another plan - remove from Chapter 14.
3. Plan is out of date and no longer relevant - remove from Chapter 14.
4. Plan requires updating - staff will update and forward recommendations for Commission consideration.

Staff will report on the review of a specific plan to the Planning Commission along with a recommendation for action, if necessary. If an update is required, staff will provide the Planning Commission a plan to complete the update. A Comprehensive Plan Amendment will be required to remove a specific plan from Chapter 14 or to update a specific plan.

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SPECIFIC PLANS



CHAPTER FIFTEEN – PLACE MAKING

Complete neighborhoods require a mix of land uses (residential, retail, office, civic uses, etc.) and a mix of housing types and prices (single-family detached, townhouses, duplexes, apartments, etc.) arranged to provide a variety of living and working options within walking distance of each other. Current zoning codes segregate uses, prohibiting the creation of complete neighborhoods. The SmartCode, a transect-based form-based code, is a tool that guides the form of greenfield or infill development into complete neighborhoods.

Complete neighborhoods depend on having a consistently good pedestrian experience. The prime determinant of the pedestrian experience is the quality of the streetscape: walkable streets are visually stimulating, while environments that are hostile or uninteresting immediately turn pedestrians away. Specifically, the most important element of a good streetscape is quality frontage – the manner in which the public realm of the street and sidewalk meet the private line of the building face. The SmartCode prioritizes the pedestrian experience and creates a harmonious urban streetscape by closely regulating building frontages.

STRATEGIES: PLACE MAKING

The Place Making Chapter adds the following Land Use Categories to the Comprehensive Plan that are only applicable for land annexed by the City and for use with the Lawrence SmartCode. (See Sector Plan Map on page 15-7 for locations):

GENERAL LOCATIONAL & RELATIONAL INFORMATION PER LAND USE AS REQUIRED BY KSA 12-747		
LAND USE CATEGORY	GENERAL LOCATION	EXTENT & RELATIONSHIP OF LAND USES
(O-1) PRESERVED OPEN SECTOR:	The Preserved Open Sector shall be assigned to open space that is protected from development in perpetuity. The Preserved Open Sector includes areas under environmental protection by law or regulation, as well as land acquired for conservation through purchase, by easement, or by past transfer of development rights.	The Preserved Open Sector shall consist of the aggregate of the following categories: a. Surface Water bodies b. Protected Wetlands c. Protected Habitat d. Riparian Corridors e. Purchased Open Space f. Conservation Easements g. Transportation Corridors h. Residual to Clustered Land Developments (CLD)

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PLACE MAKING

15. Place Making Elements

Horizon 2020 Chapter Review

This chapter was added to *Horizon 2020* with the creation of the [Lawrence SmartCode](#). Principally, this chapter sought to allow for the creation of complete neighborhoods that have a mix of land uses, a mix of housing types and prices while provide a variety of living and working options within walking distance. This created an alternative to the Land Development Code for development options.

Key Revisions in Updated Comprehensive Plan

- Integrate into Ch. 3 Neighborhoods & Housing
- Align with the other codes for implementing the Comprehensive Plan

Updated Comprehensive Plan Alignment

Ch. 2: Growth & Development

Ch. 3: Neighborhoods & Housing



16. Environment

Horizon 2020 Chapter Review

This particular chapter was a later addition to *Horizon 2020*. Through the update process, segments of this chapter were better integrated throughout the plan instead of isolating them strictly into a single chapter. While the update contains a dedicated chapter, the update was written to thread sustainability and environmental protection throughout.

Key Revisions in Updated Comprehensive Plan

- Stronger integration of the original chapter's goals throughout the update.
- Expands definition of "Sensitive Lands"
- Strengthens Floodplain Development protections to prohibit development in regulatory floodplains for newly annexed properties

Updated Comprehensive Plan Alignment

- Ch. 2: Growth & Development
- Ch. 3: Neighborhoods & Housing
- Ch. 6: Natural Resources

CHAPTER SIXTEEN - ENVIRONMENT

"The nation behaves well if it treats the natural resources as assets which it must turn over to the next generation increased, and not impaired, in value."
—Theodore Roosevelt, 1907

OVERVIEW

Douglas County has a rich and valuable heritage that is characterized by a variety of environmental and natural conditions. Prairies, rivers, forests, wetlands, agricultural soils, and other natural features provide scenic beauty, recreation, natural habitats, flood protection, and opportunities for interpretation, appreciation, and education.

Protecting and enhancing Douglas County's environment, including its built environment, is the focus of this chapter. The recommendations are intended to foster a healthy environment that contributes to a growing economy and a livable community. This concept is in line with an overall goal of Horizon 2020 (see Chapter 1) regarding sustainability that states: "We will strive to ensure the sustainability of our physical environment, both natural and built, the health of our economy and the efficient and effective functioning of our community."

Environmental quality and appropriate use of natural resources are essential elements of an area's livability and greatly enhance the quality of life for Douglas County residents. Protection of natural resources is an important component in planning for growth and development in Douglas County since all development activities create some level of impact on the air, water and land resources mentioned in this chapter. While land development is important to economic vitality, natural resources and climate protection are increasingly recognized as equally important to the health and vitality of the community and must be protected for future generations. The responsible way to achieve the mutual goals of environmental protection and planned growth is to develop in a sustainable manner, one that is capable of being continued with minimal long term effects on the environment.

There are already a few programs in place that aim to achieve some of the sustainability goals of this chapter, such as the county-wide ECO² program which is a tool used to promote the dual goal of open space preservation and economic development. The program uses a concept of net equity that states an amount equal to a portion of the investment of public funds for industrial development be used for open space preservation. In addition, the City of Lawrence adopted a Land Development Code in 2006 which addresses some recommendations of this chapter, including standards for impervious surface coverage, open space requirements, and landscaping. The City and Douglas County also have recently revised the subdivision regulations which include provisions for land divisions which contain environmentally sensitive features. The City of Lawrence also has multiple efforts currently underway with similar goals as presented in this chapter, including work by the Sustainability Advisory Board, the Mayor's Climate Protection Task Force, and the Peak Oil Task Force. These advisory boards review issues and make recommendations to the Lawrence City Commission. Douglas County has recently established a

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ENVIRONMENT



Photo by A. Shafer Photography

CHAPTER SEVENTEEN - IMPLEMENTATION

This phase of the planning process in Lawrence and Douglas County is ongoing. In many ways, formal adoption of the Comprehensive Plan is the first step, not the last. Without continuing action to implement and update the Plan, efforts up to this point will have little lasting impact.

The Comprehensive Plan sets forth an agreed-upon "road map" for the next 20-25 years. It is the product of considerable effort on the part of the citizens of Lawrence and Douglas County, the HORIZON 2020 Steering Committee, city and county governing bodies and staff. The Plan presents a strategy for retaining and enhancing those characteristics seen as most important to the community, including sound neighborhoods, a strong and vital downtown, a quality park and recreational system, continued economic development, good schools and a strong, positive physical identity. The Plan also promotes responsible growth and development to protect the city's investment in high quality community facilities and services.

This section presents several key actions which the city, county and others should undertake to implement the Plan. It should be noted that no attempt was made to document all actions that might be undertaken to implement the Plan. Since the "community" is not static and conditions will change over time, the Plan should be amended as needed to respond to changes in the local community, public policy, and citizen attitudes and intentions.

There are a number of actions which should be undertaken to implement the plan. Many of these actions are the responsibility of or require the leadership of Lawrence and Douglas County.

ADMINISTRATIVE ACTIONS

1. Continue to fund and support the Planning Commission and the Lawrence/Douglas County Metropolitan Planning Office as a joint planning agency for the city and unincorporated Douglas County. The implementation and success of the Comprehensive Plan relies on this governing structure.
2. Seek informal agreements and cooperation between Lawrence, Baldwin City, Eudora, LeCompton and Douglas County to utilize a standard budgetary format.
3. Provide funding for additional technical, professional and enforcement personnel. Specifically, there is a need to:
 - ☐ Develop and implement a geographic information system.
 - ☐ Support the planning process in a manner that allows the Lawrence/Douglas County Metropolitan Planning staff and other local governmental agencies to be proactive, not reactive, with a constant focus on the long-range goals of this plan.
 - ☐ Develop a land use inventory and data base to be maintained by the Planning Office which should include:

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IMPLEMENTATION

17. Implementation

Horizon 2020 Chapter Review

This chapter provided guidance on next steps after the adoption of *Horizon 2020*, but it did not indicate progress or provide direct linkages to the text within the chapters. It also did not provide an indication of how and when these measures were completed.

Key Revisions in Updated Comprehensive Plan

- Cross-Referenced with text showing parts requiring implementing.
- Including "Status" indicators tracking progress of the document.

Updated Comprehensive Plan Alignment

Chapter 8d: Appendix: Implementation





Photo by Earl Richardson

"I love how



eclectic Lawrence is.



There's a spot for everybody."



Photo by A. Shafer Photography

- Lawrence, Inside Out





Photo by A. Shafer Photography

C. Issue Action Report Alignment

This list provides a “map” from the old arrangement of *Horizon 2020* into the new Comprehensive Plan.

Issue 1: Enhance Readability & Track Performance of the Plan

The design of the new plan prioritizes readability and interactivity throughout the document. The text has been streamlined and the syntax has been scrutinized to ensure the whole document is clear and concise.

Issue 2: Maintain a Strong & Stable Downtown

The role of Downtown Lawrence is emphasized beyond a commercial one, and now includes a greater role in employment development, arts & culture, and other aspects of the plan.

Issue 3: Address Quality Housing for All Incomes

With the Affordable Housing Advisory Board taking the lead role on this item, the Comprehensive Plan will incorporate their findings and recommendations from their forthcoming Housing Study.

Issue 4: Protect Natural Resources

Policies in this chapter were evaluated and revised to bolster new findings and plans, while ensuring the key findings and actions of the existing Chapter 16 were included.

Issue 5: Preserve Historic Buildings & Structures

Combining of the existing and draft chapters for Historic Resources, the new plan continues to encourage cataloging and recording, while setting a foundation to reuse historic places, as possible.

Issue 6: Create Quality Neighborhoods for All Ages

To help address this issue, a new chapter was created for Neighborhoods to address the unique issues and provide solutions.

Issue 7: Create Employment Opportunities

Policy language for green jobs, high-tech infrastructure, and recommendations to help with small-scale studies was included to fit this needs. Additional policies for recruitment and retention

were also included to mesh with the efforts under way by all organizations within the community.

Issue 8: Manage Future Lawrence Growth

A key concern throughout the public input phase, the Growth & Development chapter was created to combine management with the policies of the key drivers of urban development. This helps ensure less redundant and conflicting language, while also connecting growth in equal measure to population, development, and employment.

Issue 9: Plan For the Size & Location of Retail Development

General policies were included and revised to meet this need, including the adjustment of the existing commercial location criteria. This will be further incorporated as Sector Plans are revisited and new plans as they are adopted.

Issue 10: Provide Opportunities for Small Neighborhood Retail

Retooling the policies of the Comprehensive Plan helps set the framework to revise and update the Land Development Code. Policies focusing on incorporating commercial/retail opportunities into walkable neighborhoods is a key component of the new document.

Issue 11: Encourage Infill Development

The new plan prioritizes infill development opportunities, while allowing for expansion into Growth Areas based on stronger growth management policies focused on the community's ability to provide infrastructure and community expectations.

Issue 12: Consider Increasing Height/Density in Appropriate Locations

While the specifics of this issue will need further public input and analysis, the foundation for this work is incorporated throughout the Comprehensive Plan.

Issue 13: Enhance Agricultural Uses & Rural Character in Douglas County

A vital part of our identity and community, the plan works to provide greater protections for the rural areas, while also capitalizing on their role





Issue 14: Encourage/Support Local Food System Development

The Food Policy Council worked to develop the Food System Plan providing key subject matter expertise to help address this issue.

Issue 15: Enhance Sidewalks/Trails/Walking Paths

By continuing to adopt *Transportation 2040* as the Transportation chapter for this plan, this continues to ensure a long-term expert analysis of these components of our community.

Issue 16: Plan For and Provide Arts & Cultural Amenities

With the adoption of the Lawrence Cultural Plan, this revised Comprehensive Plan incorporates those findings into the new Community Resources chapter and into the rest of the document where appropriate.

Issue 17: Enhance Bicycle & Pedestrian Safety

The updated Comprehensive Plan strengthens the linkage between *Transportation 2040* and other associated transportation plans addressing this aspect of our community.

Issue 18: Maintain a Strong System of Parks, Recreation, and Open Space

The new Comprehensive Plan incorporates the newly adopted Parks & Recreation Master Plan by reference into the Appendix.

Issue 19: Enhance the Transportation Network

Continuing the linkage established with *Horizon 2020*, the new Comprehensive Plan directly incorporates *Transportation 2040* as the key component of the Transportation chapter.



