



PLAN 2040

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

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Unincorporated Douglas County
& The City of Lawrence

25 October 2023
Final | Amended



Adopted by:

Lawrence / Douglas County Metropolitan Planning Commission

20 November 2019

Douglas County Board of County Commissioners

16 October 2019

Lawrence City Commission

1 October 2019

PCR-19-00512 / Joint Ordinance 9699 - Resolution 19-31

Prepared by the Lawrence / Douglas County Planning Office

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Prepared by
City of Lawrence
Douglas County
PLANNING & DEVELOPMENT SERVICES

Table of Contents

1. Introduction	2
2. Environment & Natural Resources	12
3. Growth & Development	20
A. Growth Management	20
B. Residential	25
C. Commercial	31
D. Industrial	39
4. Lawrence Neighborhoods & Housing	46
5. Transportation	52
6. Economic Development	58
7. Community Resources	64
A. Historic Resources	64
B. Parks, Recreation, & Open Space	67
C. Community Facilities	71
D. Arts & Culture	73
E. Food Systems Development	75
8. Appendix	80
A. Community Profile	80
B. Specific Land Use Plans	90
C. Reference Plans	93
D. Implementation	100



Maps

Natural Resources

Growth & Development

Future Land Use

Commercial

Industrial

Parks & Open Space



Photo by A. Shafer Photography

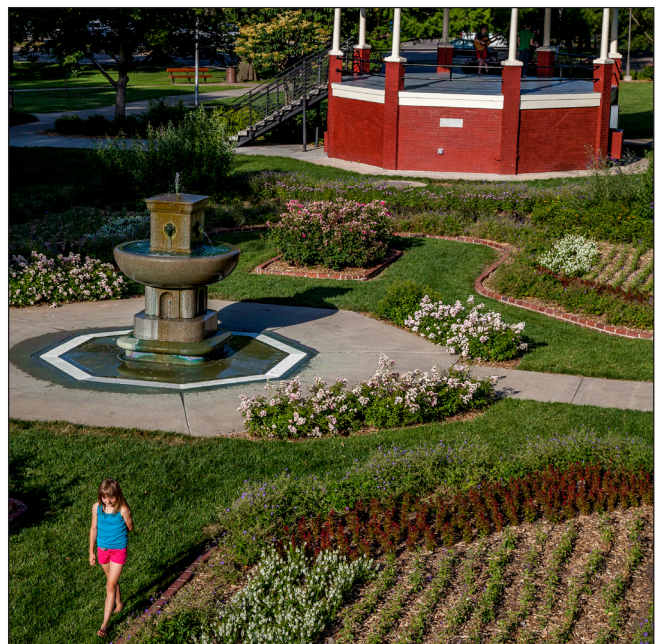


Photo by Harland J. Schuster

Amendments

Amendment 1: *Revision to HOP District Plan, Future Land Uses*

County Resolution: 21-01 | City Ordinance: 9831 | CPA-20-00443

Planning Commission 27 January 2021

Lawrence City Commission 9 March 2021

Douglas County Board of County Commissioners 17 March 2021

Amendment 2: *Revision to West of K-10 Plan, Future Land Uses*

County Resolution: 21-49 | City Ordinance: 9882 | CPA-21-00258

Planning Commission 22 September 2021

Lawrence City Commission 7 December 2021

Douglas County Board of County Commissioners 17 November 2021

Amendment 3: *Revision to K-10 & Farmer's Turnpike Plan, Future Land Uses*

County Resolution: 22-39 | City Ordinance: 9939 | CPA-21-00379

Planning Commission Recommendation 15 December 2021

Lawrence City Commission 4 October 2022

Douglas County Board of County Commissioners 12 October 2022

Amendment 4: *Revision to Southeast Area Plan, Future Land Uses*

County Resolution: 23-05 | City Ordinance: 9961 | CPA-22-00315

Planning Commission Recommendation 16 November 2022

Lawrence City Commission 7 February 2023

Douglas County Board of County Commissioners 8 February 2023

Amendment 5: *Revision to Farmland Industries Redevelopment Plan, Future Land Uses*

County Resolution: 23-16 | City Ordinance: 9980 | CPA-22-00408

Planning Commission Recommendation 22 February 2023

Lawrence City Commission 11 April 2023

Douglas County Board of County Commissioners 26 April 2023

Amendment 6: *Incorporation of Transportation 2050*

County Resolution: 23-31 | City Ordinance: 10002 | CPA-23-00154

Planning Commission Recommendation 26 July 2023

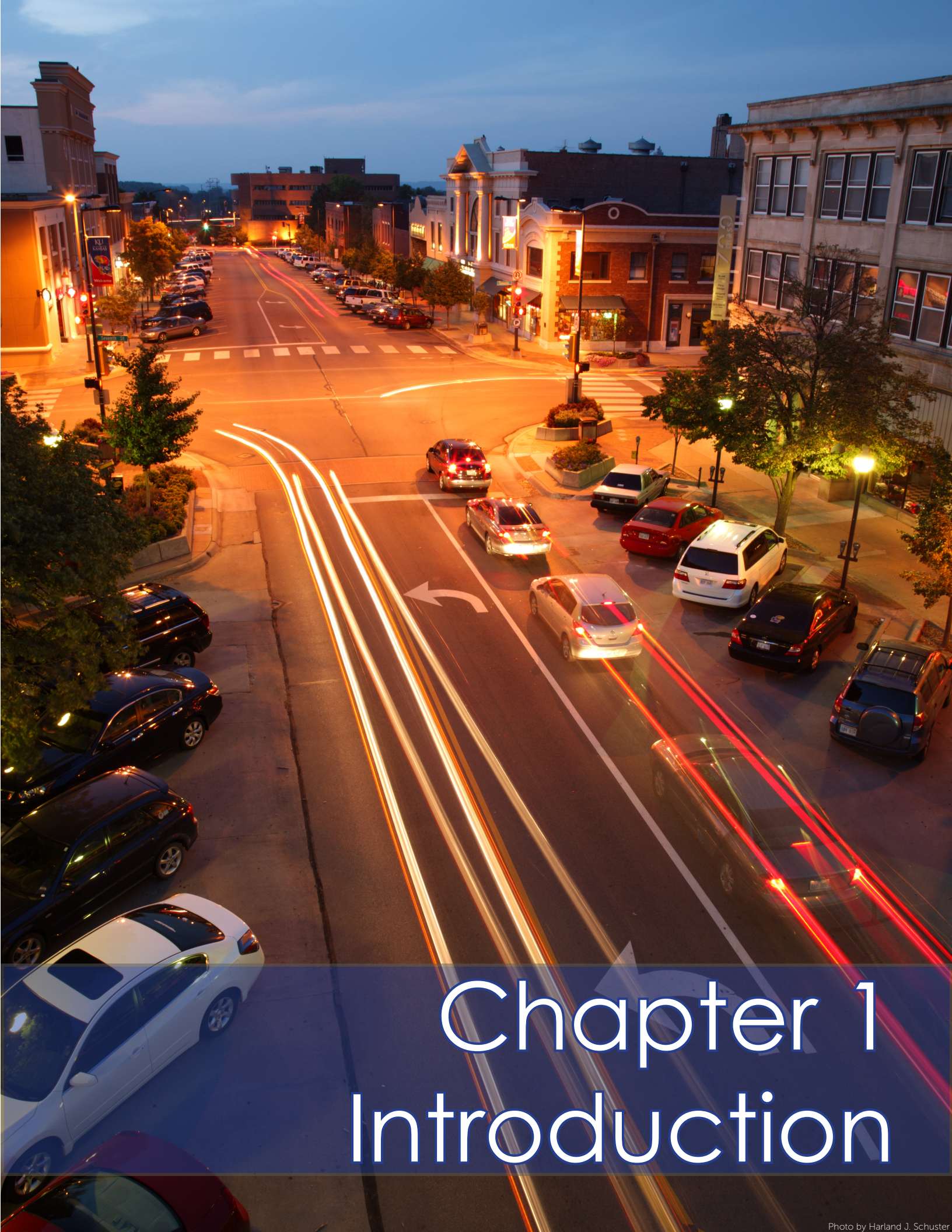
Lawrence City Commission 3 October 2023

Douglas County Board of County Commissioners 11 October 2023

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 black and red patterns, a white headband with a feather, and a large, flowing yellow skirt. He is holding a large 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 group of people are sitting on white bleachers, watching the performance. The setting appears to be an outdoor grassy area with a white tent in the background.

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

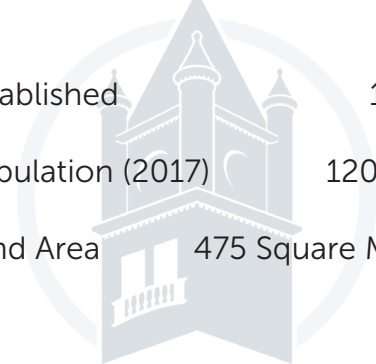
- Black Elk, Oglala Sioux Holy Man



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 preserving and enhancing the natural environment, 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 urban development is human-scale and our vibrant and livable neighborhoods allow people to age in place. We have ample choices for safe, efficient transportation including bicycling, walking and transit. We strive to create a community where people of all races, cultures, and incomes are treated fairly and are ensured equal access to the decision-making process and to the benefits the process creates. 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. Our countryside has thriving farms, rural neighborhoods and towns, protected open space, and historic sites. Agriculture, the principal land use in rural Douglas County, is a major contributor to the county’s economy. Our citizens value preserving the agricultural lands to insure continued agricultural production while maintaining the rural character of the county.

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.



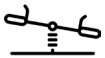
Work

- 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, environmental, 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.



Play

- A thriving mix of activity centers, schools, and parks/trails within walking and biking distance of residential uses.
- Conservation, protection, and promotion of our rural recreation and open spaces, as well as our growing agritourism opportunities.
- 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.



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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, 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?

All amendments to the Comprehensive Plan must be considered and approved by the [Lawrence - Douglas Co. Planning Commission](#), [Lawrence City Commission](#) and [Douglas County Board of Commissioners](#).



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

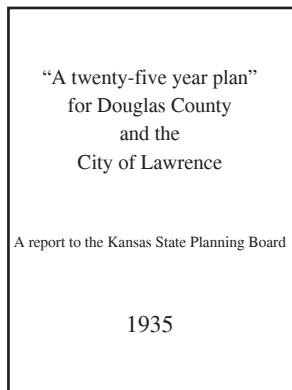
- 1.1 Are more specific statements providing measurable strategies. They also can be operational actions performed to meet the vision and goals.

A Brief History of Comprehensive Planning

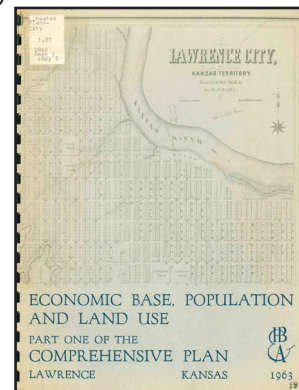
Both Lawrence and Douglas County have a long history with planning for the community's future. *Horizon 2020* was the first modern plan to combine planning for the urban Lawrence area and unincorporated Douglas County lands.

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

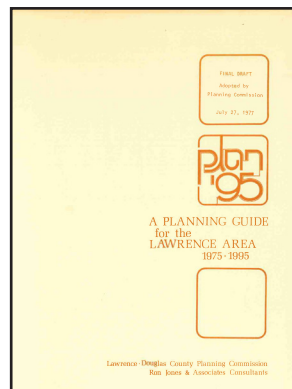
1935



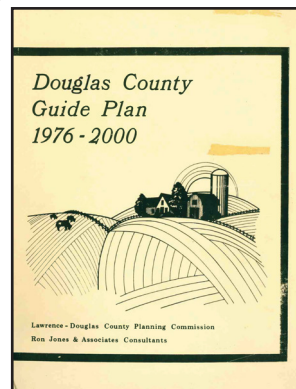
1963



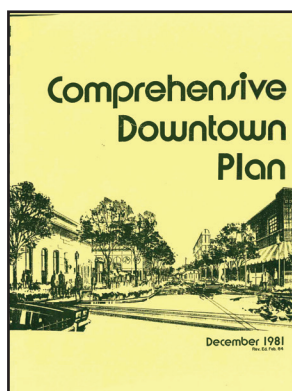
1977



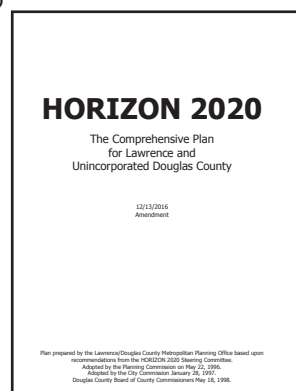
1980

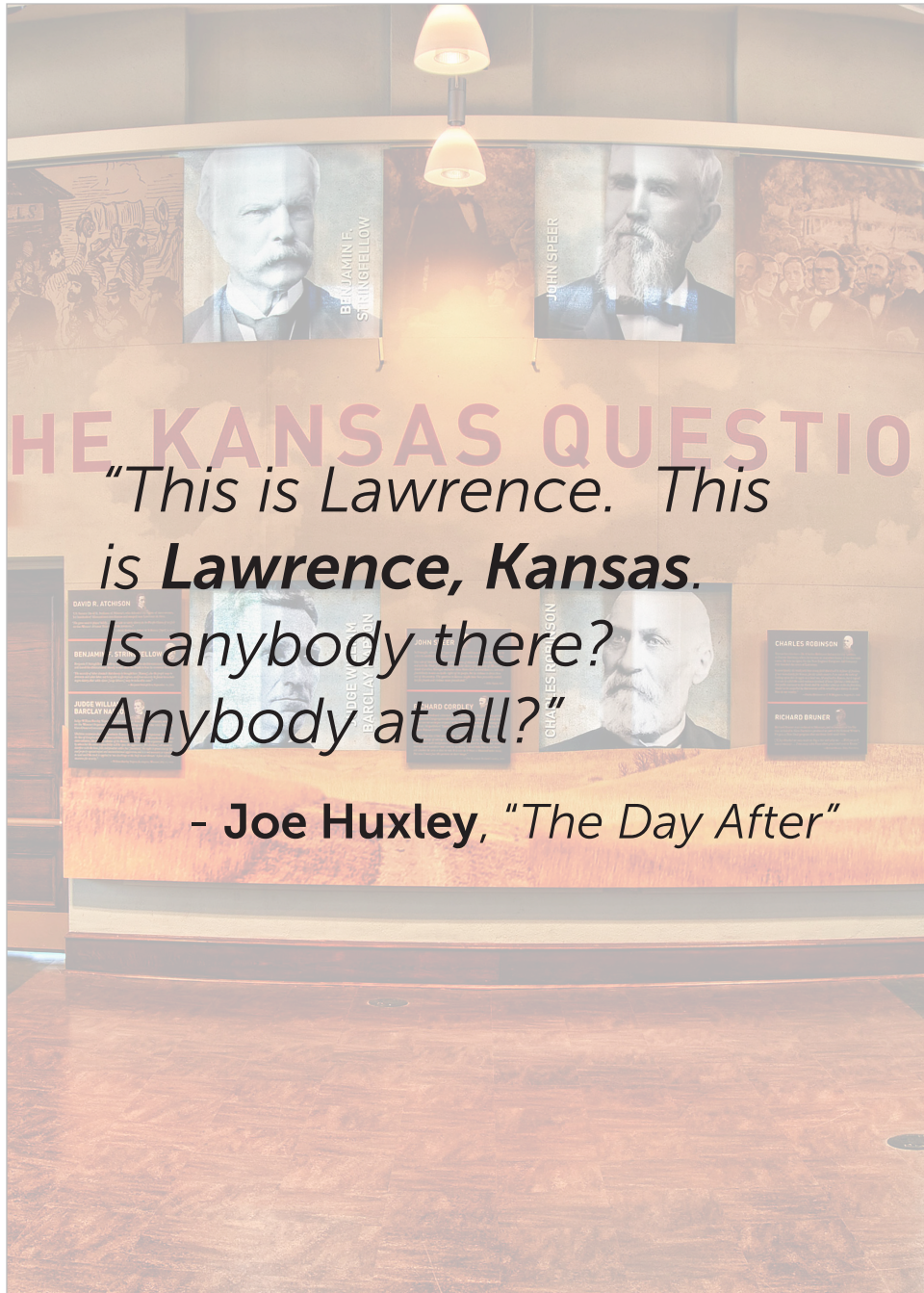


1984



1998





THE KANSAS QUESTION

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

- Joe Huxley, "The Day After"



Chapter 2

Environment & Natural Resources



ADVISORY BOARDS

- [Sustainability Advisory Board](#)
- [Douglas County Conservation District](#)
- [KSU Research & Extension: Douglas County](#)
- [Heritage Conservation Council of Douglas County](#)
- [Food Policy Council](#)



What are Ecosystem Services?

Ecosystem services are the set of known and unknown beneficial outcomes of healthy functioning biological systems.

They may include:

- Flood Control
- Erosion Control
- Water Purification
- Pollination
- Refuge for Beneficial Insects
- Carbon Sequestration
- Nutrient Cycling
- Food Production



2. Environment & 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

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

1. **Manage water resources to ensure continued natural habitat ecosystem services.**

- 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.
- 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.
- 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.
- 1.12 Encourage site design best management practices.

Land resources, such as woodlands, prairies and soils, provide wildlife habitats and ecosystem services. 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 restore native prairies, including utilizing conservation easements.
- 2.3 Protect the urban tree canopy throughout Lawrence.
- 2.4 Preserve and sustain native woodlands through the development of regulations and incentives providing protection.
- 2.5 Identify important wildlife habitats and prioritize them for protection and conservation to establish corridors.



What are Sensitive Lands

Sensitive lands are places that have unique environmental attributes worthy of retention or special care. They are critical to the maintenance of ecosystem services and healthy plant and wildlife populations. Protection of sensitive lands reduces vulnerability to natural hazards and enhances quality of life.

These include:

- Rare Plant and Animal Habitats
- [Floodway](#) and [Floodplain](#)
- [High Quality Agricultural Soils](#)
- Native Prairies
- Native Woodlands
- Urban Tree Canopy
- Wetlands & Stream Corridors
- 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

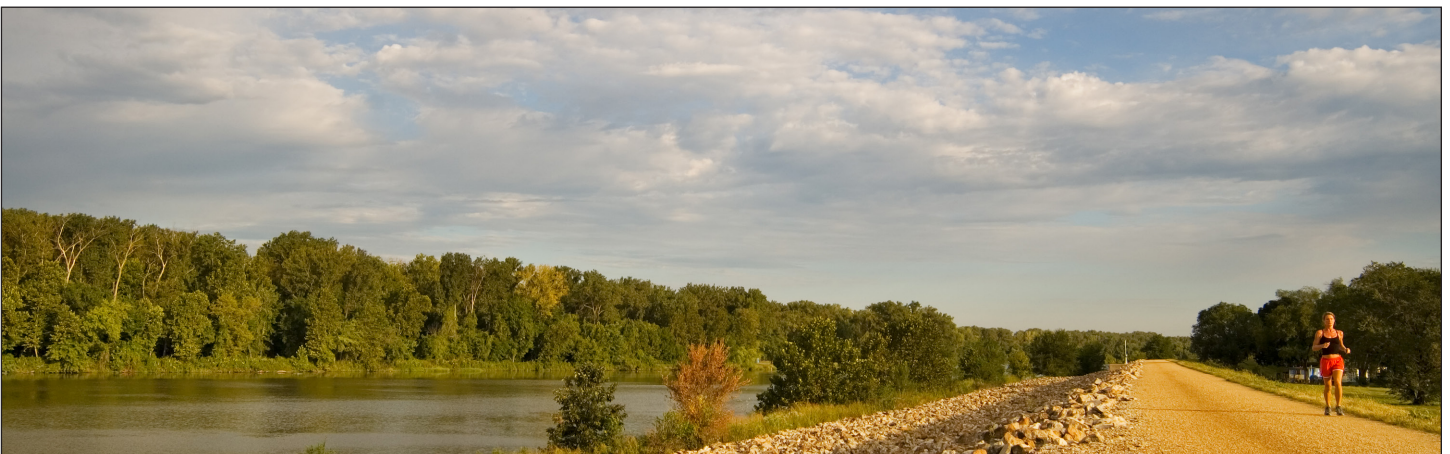


Photo by Harland J. Schuster



What is a Geologic Floodplain?

It encompasses the relatively flat area of ground adjacent to a river or stream stretching from the active channel to the outer edges of the valley. Floodplains are formed mainly of sediments deposited by moving water.

For discussion of flooding, this document will refer to the FEMA map delineating FEMA floodplain and FEMA floodways which will not always co-occur with the geologic floodplain.



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.

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



What is Health Planning?

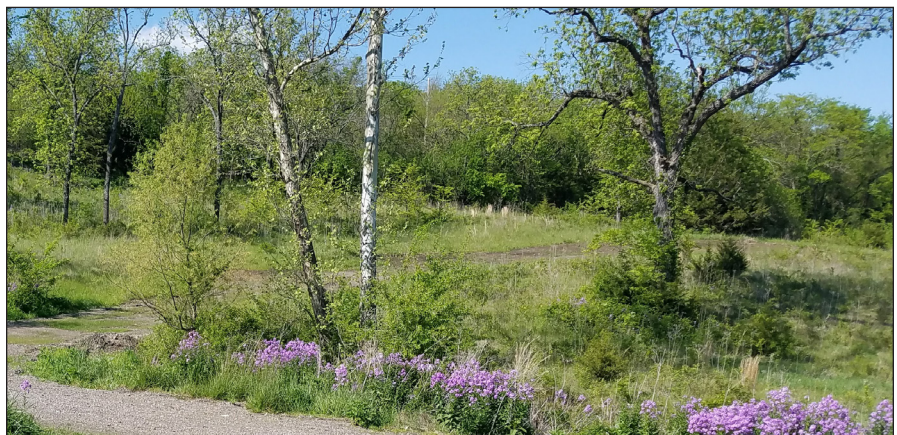
Health planning is a process guided by health equity principles that develops safe and sustainable environments, which strives to meet the basic needs of all residents through community collaboration.

- 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 identified in each [Specific Land Use Plan](#), as the community develops to urban densities.
- 2.8 Protect contiguous amounts of agricultural land in rural areas for continued productive future use.
- 2.9 Promote agricultural practices that mitigate erosion and preserve and enhance soil fertility for future productivity.
- 2.10 Protect native ecosystems by addressing invasive species, with preference given to non-chemical methods.
- 2.11 Develop programs to preserve and promote open spaces throughout Douglas County.
- 2.12 Encourage the use of native plantings.

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

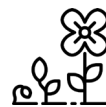
4. Properly manage natural resources to ensure sustainability, marketability, environmental protection, and value for the community.

- 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.
- 4.4 Work to move sand dredging out of the Kansas River and into the floodplain to protect riparian habitat and reduce upstream erosion of banks and destabilization of infrastructure.
- 4.5 Exceed state standards for reclaiming extraction operations.

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, households, and institutions.
- 5.2 Support proper disposal of household hazardous waste with the [Lawrence - Douglas County Household Hazardous Waste](#) Program.



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. In Douglas County, soils of this class occur only in the geologic floodplain along larger drainages.

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. These occur within the geologic floodplain of rivers and streams of all sizes in the county, and on level uplands where windblown silt is a major component.





What are Watersheds?

Watersheds consist of surface waters such as rivers, streams, lakes and wetlands, as well as all of the groundwater under the soil. A watershed is more than a drainage area in and around our communities, it provides drinking water for people and wildlife, diverse native landscapes, wildlife habitat, nourishes our gardens, produces energy and is the basic foundation for life. Protection of our natural resources and our watershed is essential to maintain the health of all living things.



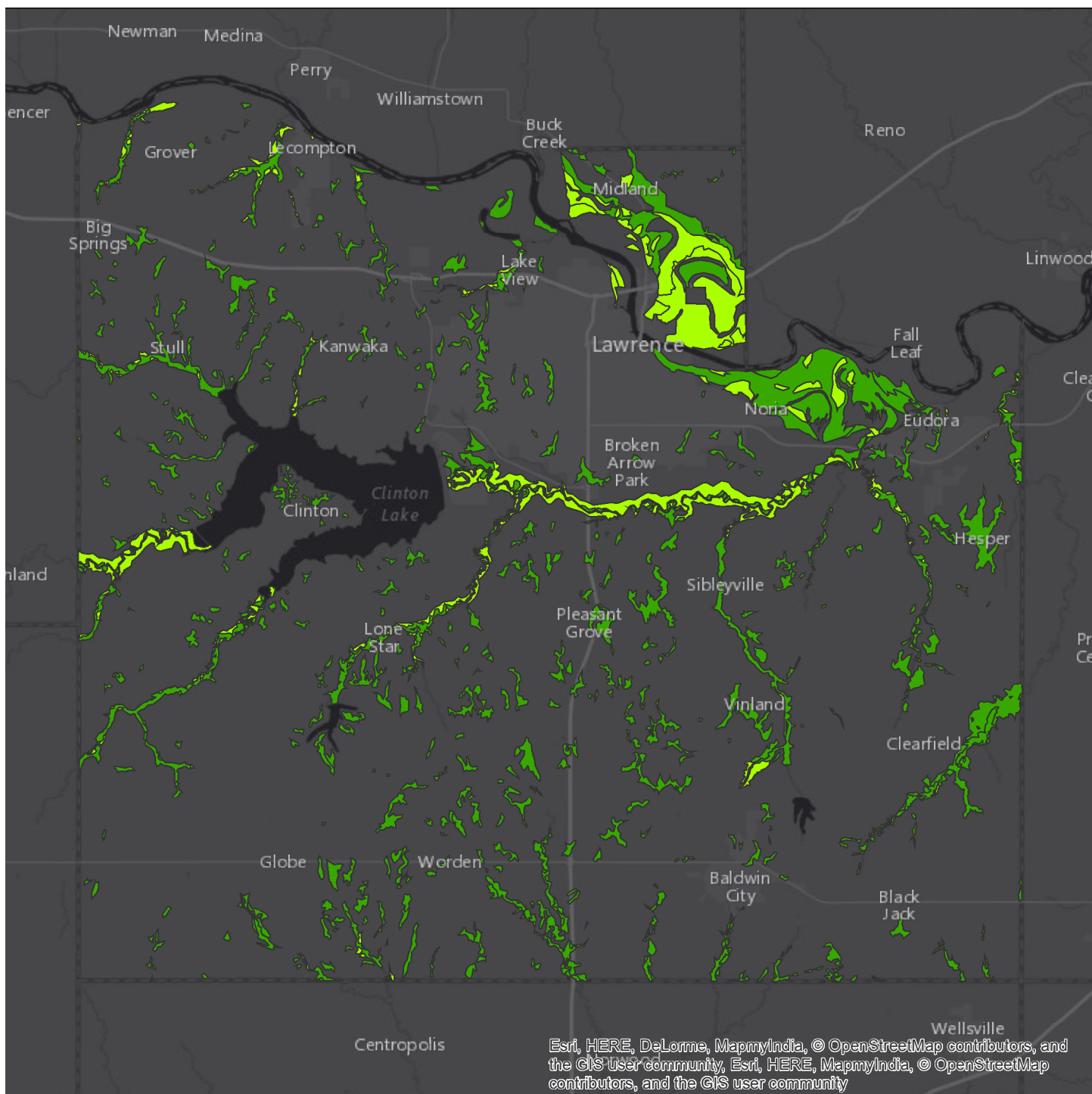
Photo by A. Shafer Photography

- 5.3 Encourage composting, donations, and other efforts throughout Douglas County to reduce the amounts of food deposited in landfills.

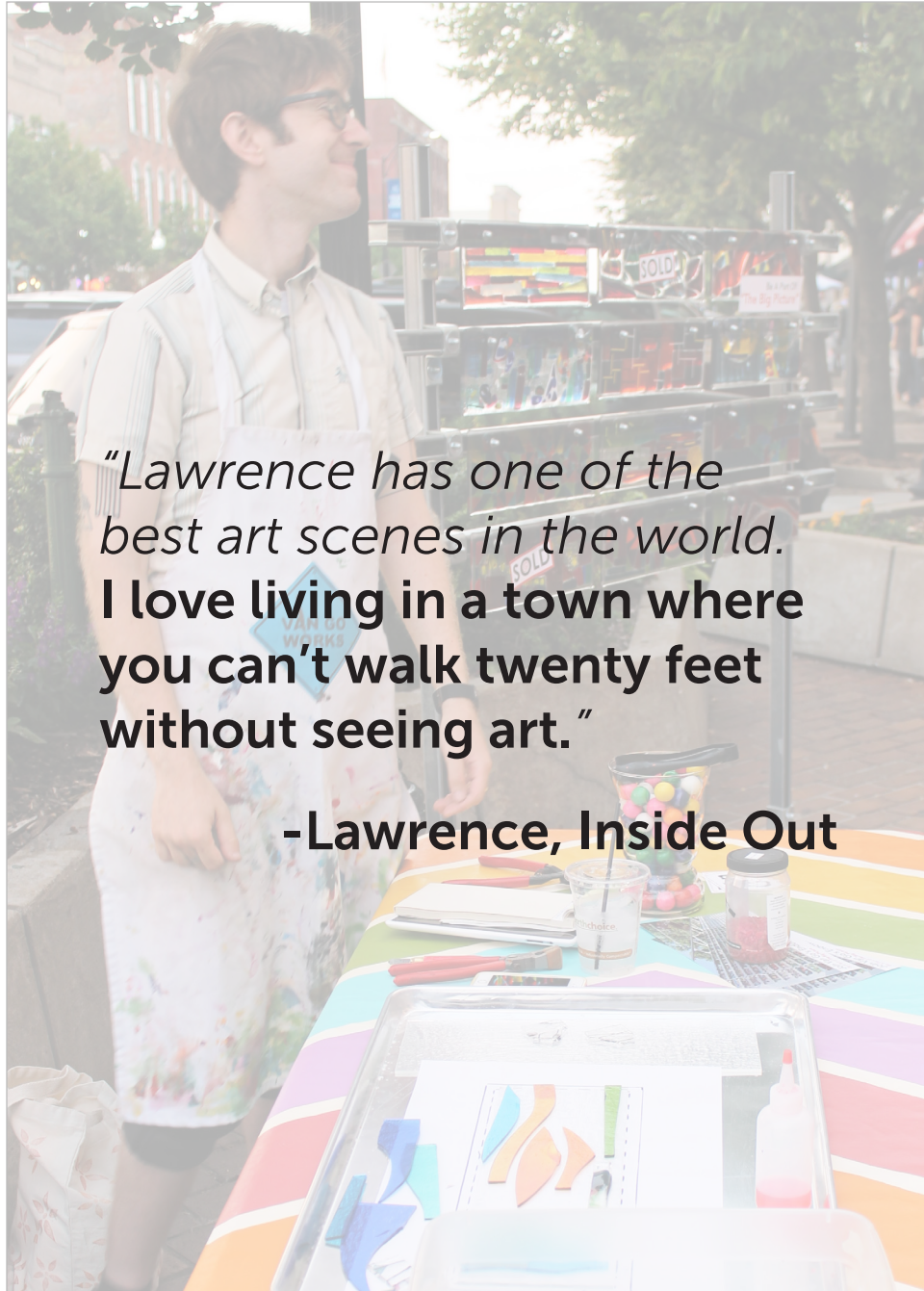
Many of the factors that impact the natural environment in Douglas County are created by urban settings and climate change. Efforts to improve the **urban environment** can serve to protect and sustain our environment and natural resources.

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

- 6.1 Adopt a climate change adaptation and mitigation plan incorporating potential climate change scenarios and identifying specific actions to reduce greenhouse gases, risk, and exposure to 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, interconnected multi-modal transportation system.
- 6.5 Promote sustainable building practices by leading and promoting green building standards and practices, and by creating incentives and reducing barriers to improve opportunities for distributed generation of renewable energy sources.
- 6.6 Promote responsible use and conservation of energy and natural resources for increasing energy efficiency of new construction and significant remodels.
- 6.7 Consider the goals and policies of the [Food System Plan](#) when creating land use plans and reviewing development applications.
- 6.8 Develop strategies for energy conservation in existing buildings.
- 6.9 Develop strategies for the adaptive reuse of existing structures.
- 6.10 Utilize green infrastructure and best management practices to manage stormwater impacts.
- 6.11 Support state legislation giving local governments more authority to mitigate the potential environmental harm of large-scale agricultural and energy industries.

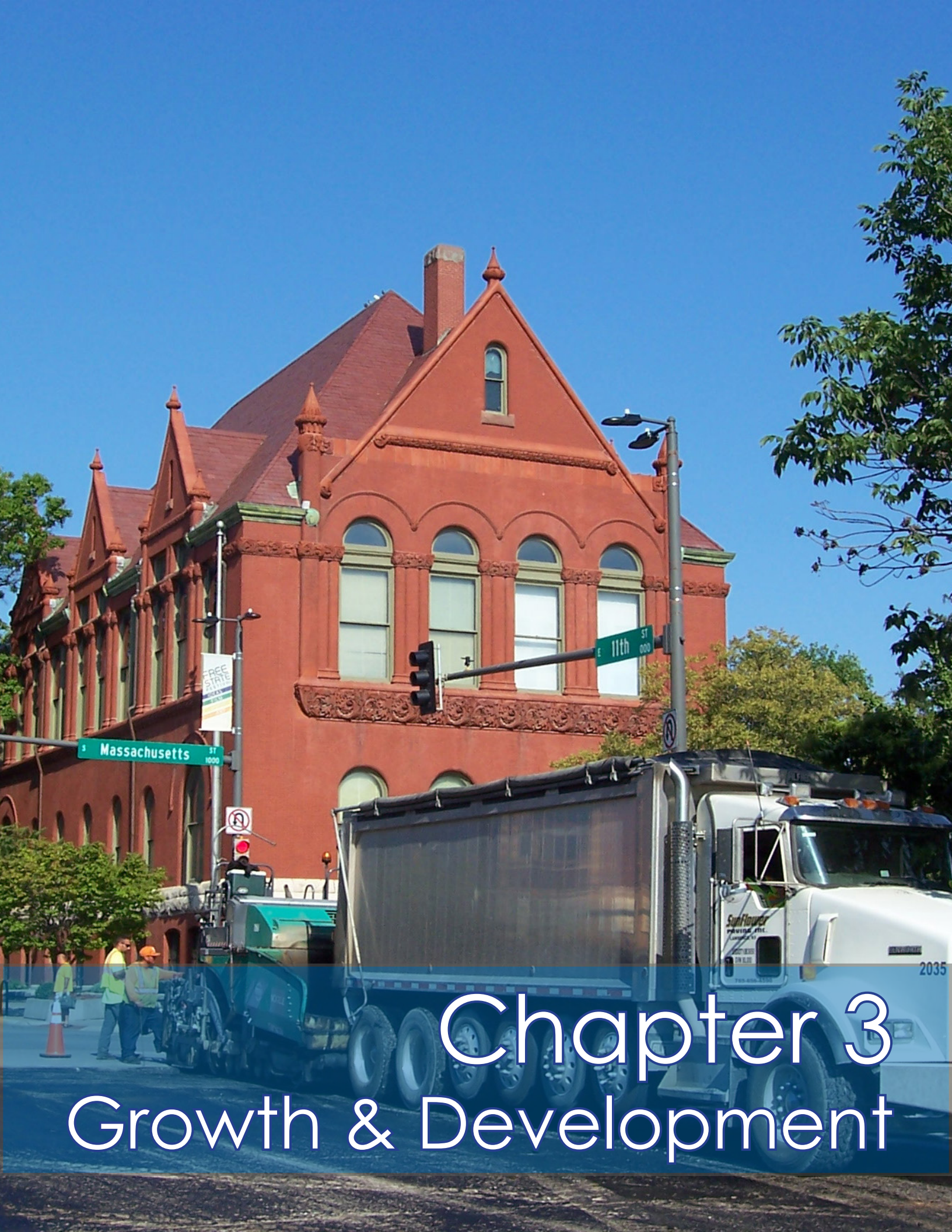


Map 2.1: Natural Resources Map
[Click on Map Image to view Complete Map](#)



"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 3

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

3. 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 compatible 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 [sensitive lands](#) that define Douglas County's rural character.
- 1.3 Identify and adopt appropriate land division and zoning regulations that support rural character and development patterns.
- 1.4 Minimize agricultural land conversion to other non-agricultural uses.
- 1.5 Cluster residential developments to preserve agricultural lands within urban growth areas.
- 1.6 Maintain working lands and [high-quality agricultural soils](#) for future generations.

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 land is prioritized for development at any time.
- 2.2 The City may, at its discretion, annex Tier 2 land. When addressing the annexation of Tier 2 land, the City shall consider factors such as, but not limited to, community land use inventories, market sector health, residential valuation to income ratio, and the community benefit provided.
- 2.3 Tier 3 land 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 developments 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.



Photo by A. Shafer Photography



What is a Community Benefit?

A community benefit may include, but is not limited to:

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.

Addressing goals of the City Commission's current strategic plan.



Photo by A. Shafer Photography

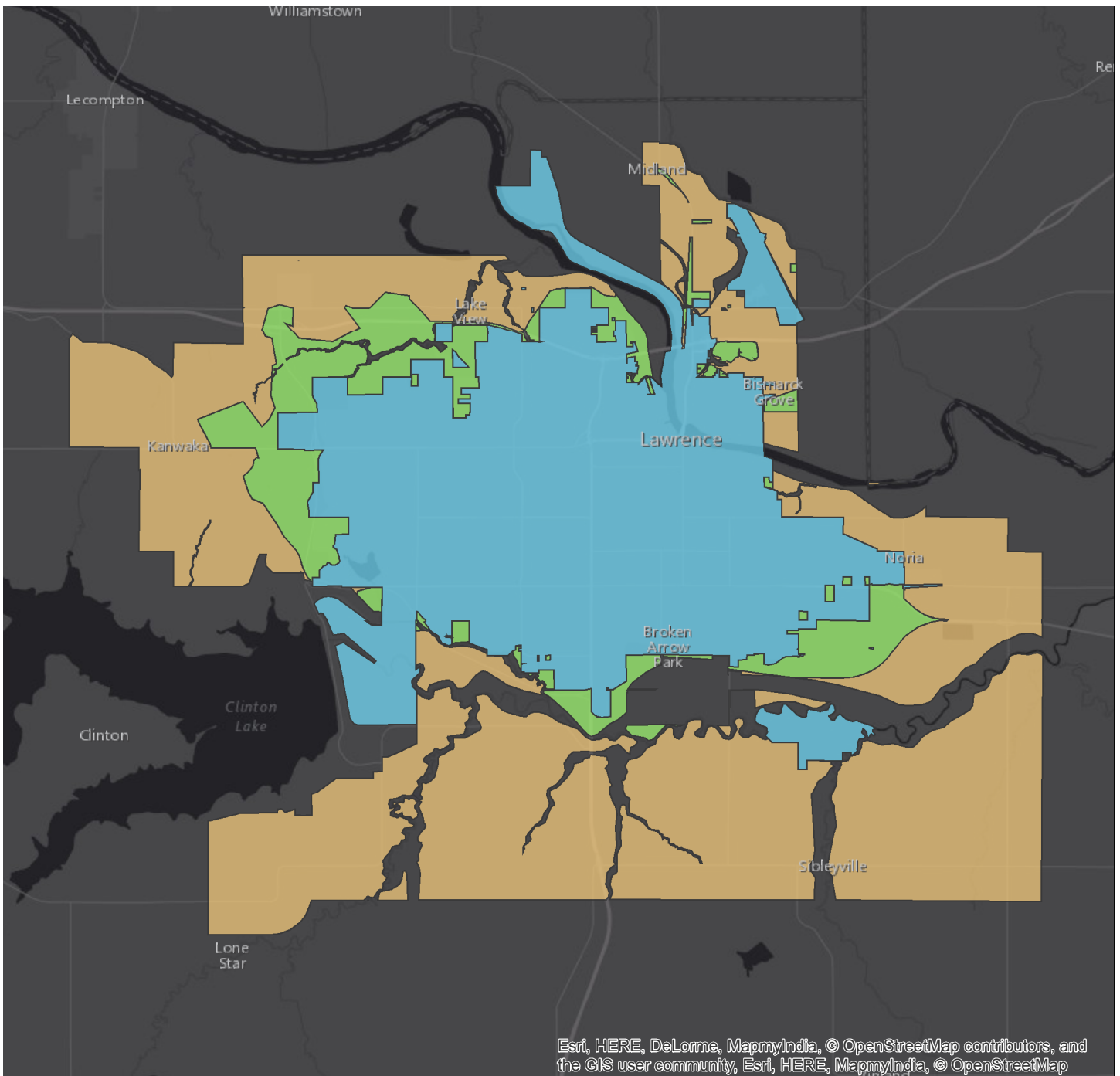


Photo by A. Shafer Photography



Photo by A. Shafer Photography

- 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 services (utilities, emergency services, transportation services, etc.) and must demonstrate how the project will address any outcomes.
- 3.8 Annexation requests shall include a community benefit(s) identified in consultation with staff based on the needs of the community, which may include offsetting incentives to the requester, and in the context of what the annexation request can support. Collaboration between the developer and governmental and community partners and programs is encouraged in the implementation of providing the community benefit(s). The community benefit(s), including the provision method, shall be considered by the Planning Commission, approved by the City Commission, and included in 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.

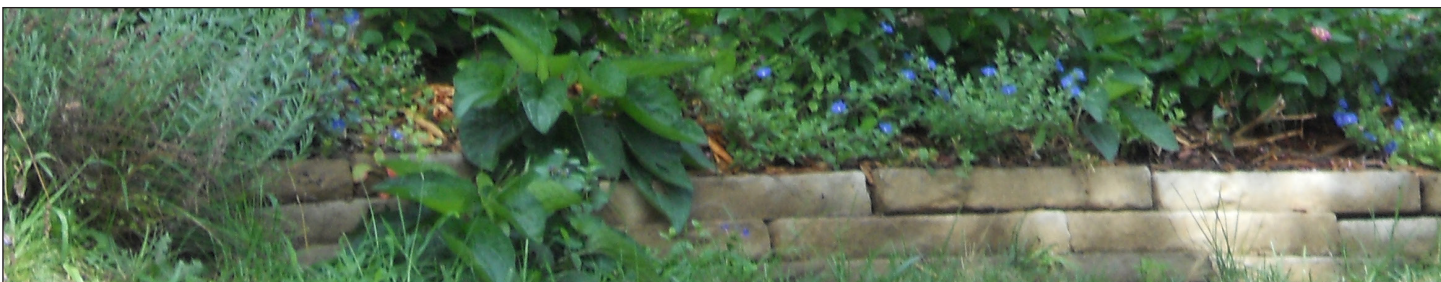
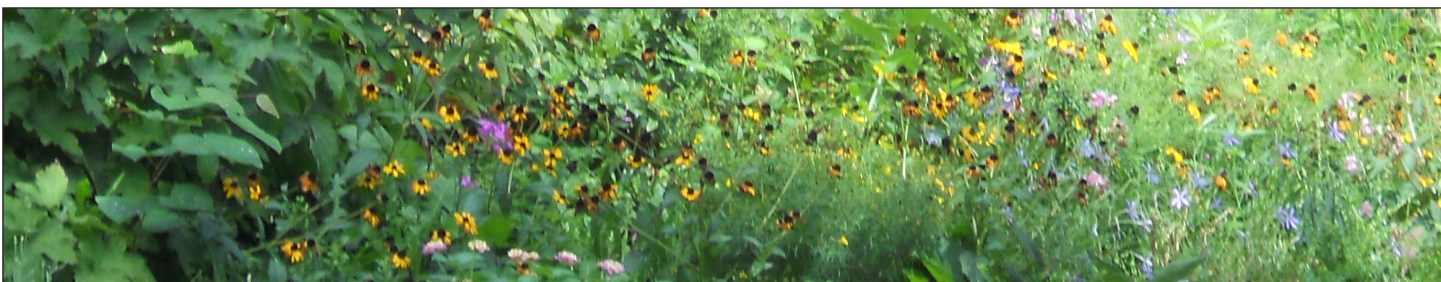
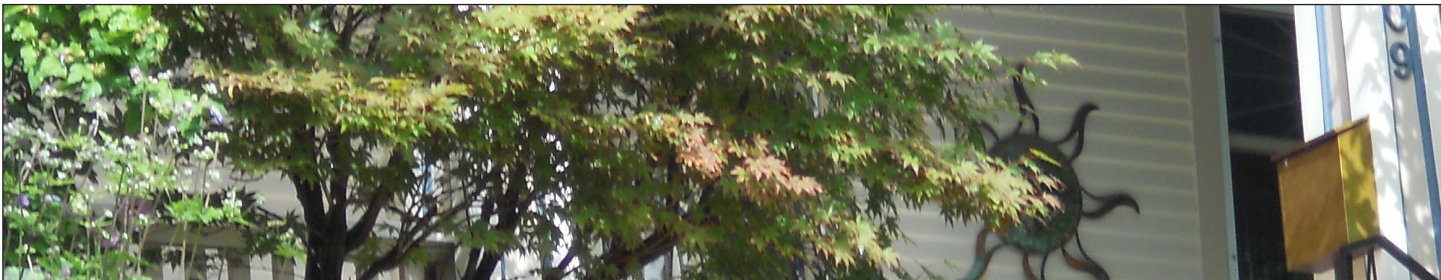


Map 3.1: Growth & Development / Future Land Use Map

[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 for Lawrence.



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 appropriate housing options in the rural areas to meet the needs of the rural communities, economy, and agriculture industry.

- 1. Provide housing opportunities, while conserving the overall rural character of Douglas County.**
 - 1.1 Minimize non-agricultural residential development outside the Urban Growth Area.
 - 1.2 Revise residential development regulations to better conserve and enhance the rural character of Douglas County.
 - 1.3 Maintain existing and develop new codes accommodating various types of housing to support agricultural uses.



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.



- 1.4 Create zoning regulations to provide guidance and protection for the County's historic unincorporated towns.

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 residential development in Tier 3 to cluster, maximizing open space and to plan for future incorporation into Lawrence 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 Maintain 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 Capital Improvement Plan(s).

- 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.

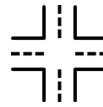
4. Identify suitable lands to accommodate residential growth facilitating orderly, planned development.

- 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 [Specific Land Use Plans](#), 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?

A nodal plan identifies elements of development (land use, transportation systems, relationships with adjacent properties) for all corners of an intersection. It reflects the concept of developing commercial uses in nodes, 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.

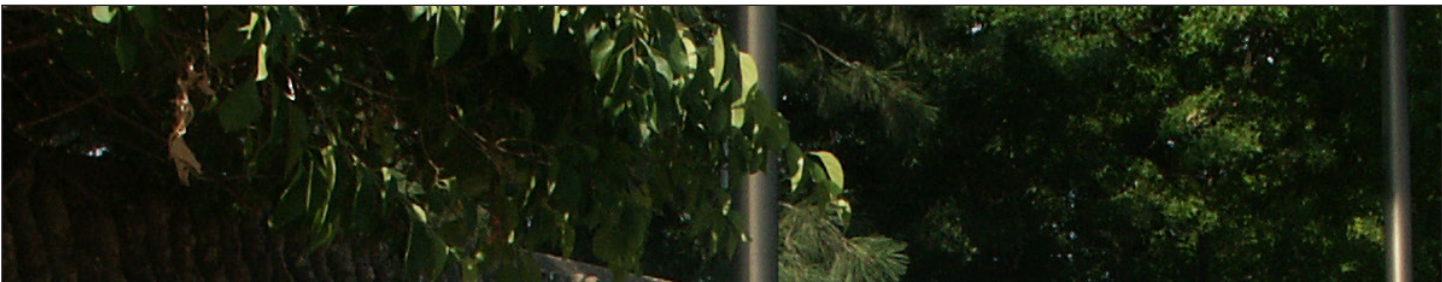
- 8.1 Site design shall be oriented so that less compatible facets, such as trash, loading and parking areas, are located in the interior of the development and not in close proximity to low-density uses.
- 8.2 Transition areas between different housing types shall be designed and planned to ensure compatibility 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.

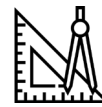
GOALS

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 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 in scale 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.



Commercial Criteria Table

Commercial Type	Plan Level Required	Appropriate Site Location	Typical Site Size	Location Criteria (Map 3.2)	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

- 5.5 Encourage appropriate development and redevelopment of local commercial areas to serve the 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 neighborhood-scale 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 3.2](#).

Regional Commercial

Develop per Commercial Criteria Table and locations on [Map 3.2](#).

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.

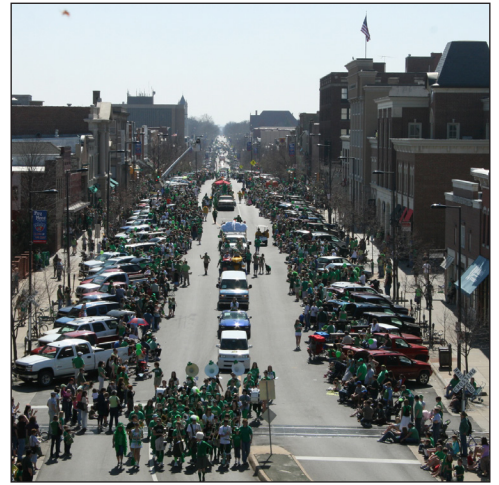




Photo by Harland J. Schuster



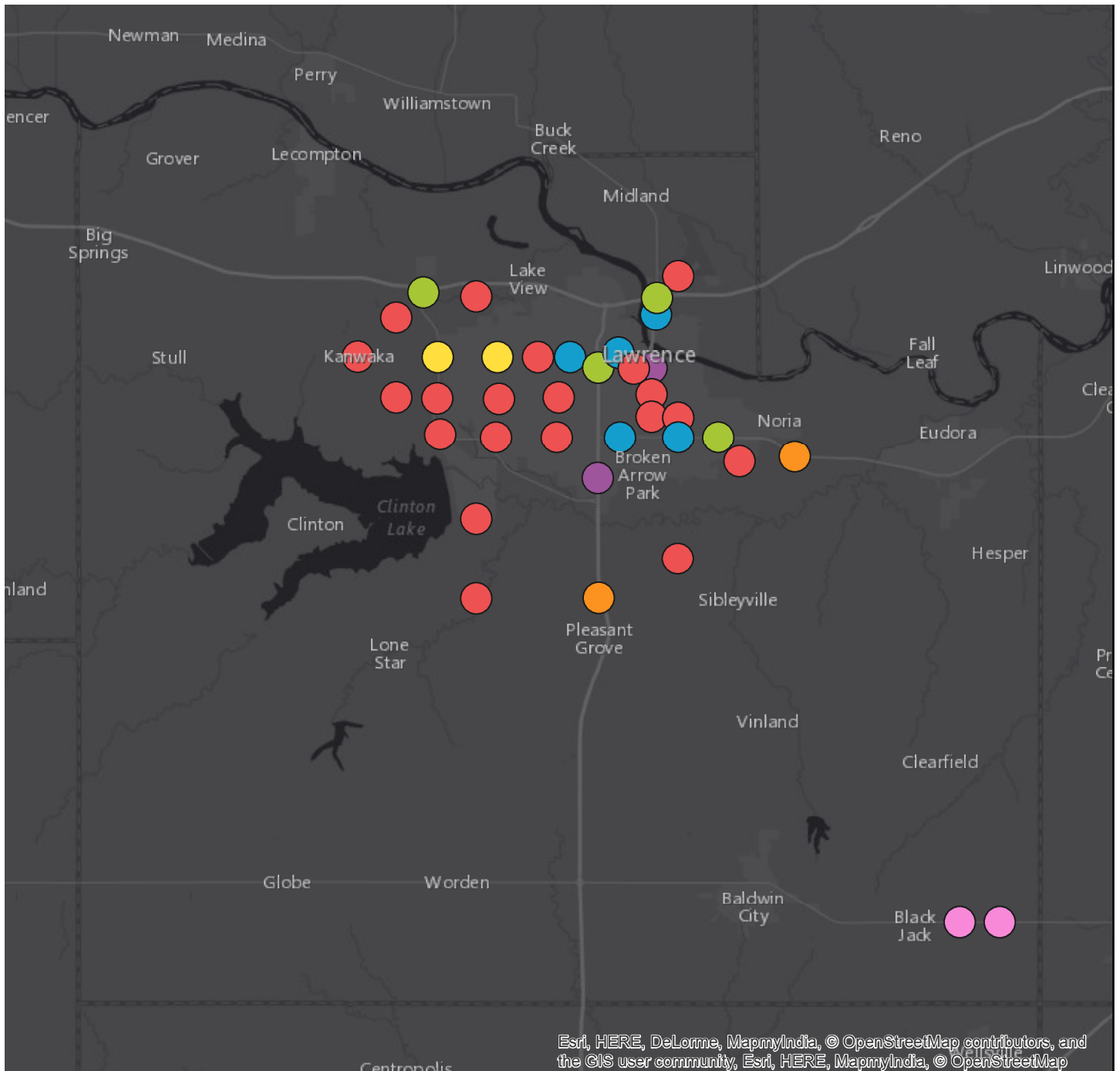
- 5.16 Utilize the [Downtown Area Design Guidelines](#) to support the continued development of Downtown.
- 5.17 Enhance appropriate areas of the Kansas River as an urban amenity for the surrounding neighborhoods and Downtown Lawrence.

Mixed-Use

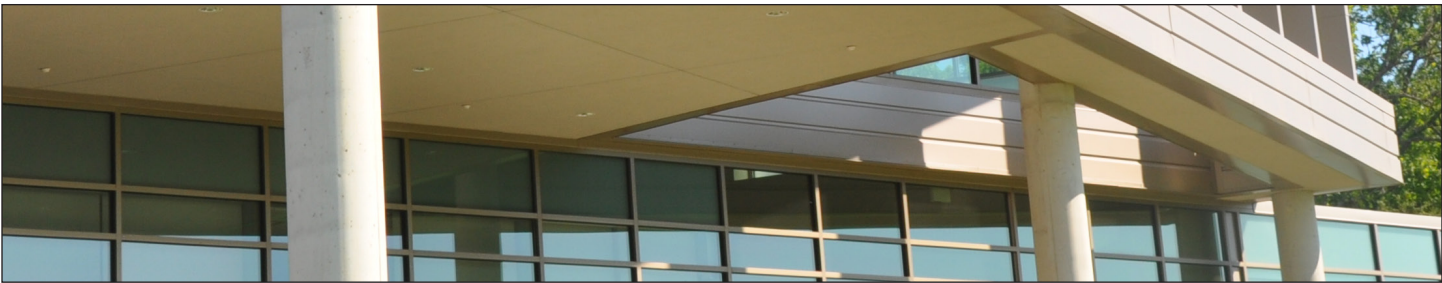
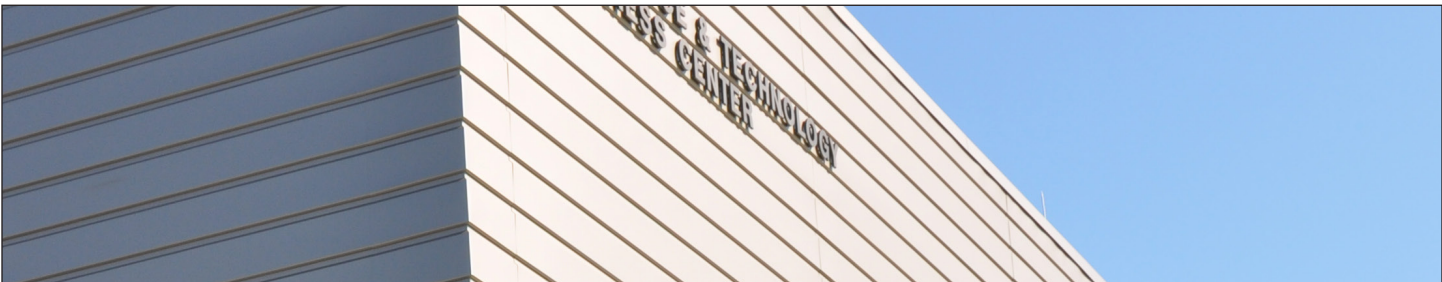
- 5.18 Promote mixed-use as an option where existing structures are underutilized, have a high turnover rate, or have been vacant for long periods of time.
- 5.19 Incorporate a mixture of uses within the development.
- 5.20 Incorporate existing structures and architecture when possible, and complement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

Home Occupations

- 5.21 Encourage and support entrepreneurs and home-based businesses.
- 5.22 Review and revise the home occupation codes to encourage and support start-up businesses.



Map 3.2: 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 \(Map 3.3\)](#).
- 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 or concurrent with 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.

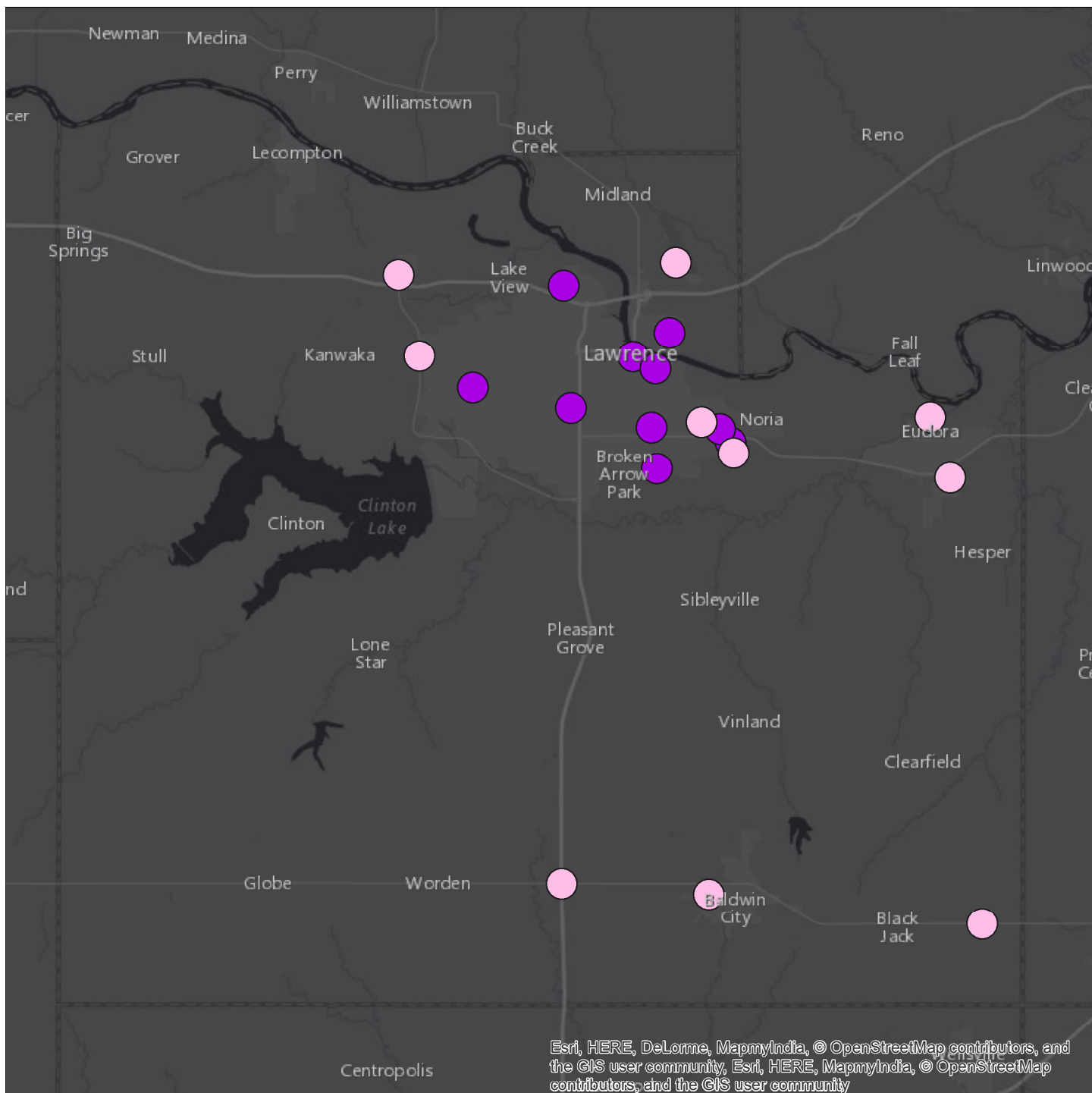


Designing and planning for redeveloping and new industrial sites is critical to their utility and integration into the larger community.

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 when feasible.





Map 3.3: Industrial Map
 Click on Map Image to view Complete Map



Photo by A. Shafer Photography

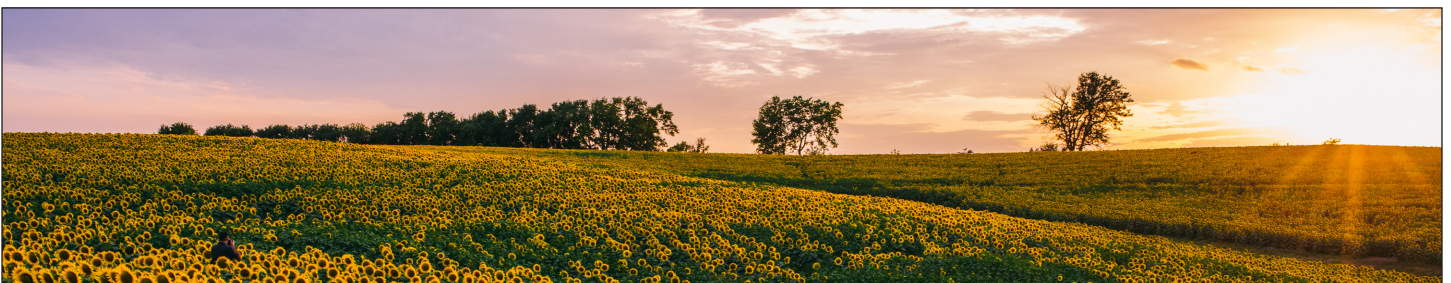


Photo by A. Shafer Photography





*"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 4

Lawrence Neighborhoods & Housing



ADVISORY BOARDS

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



Photo by A. Shafer Photography



What is Aging in Place?

It is the ability to live in one's own home and community safely, independently, and comfortably, regardless of age, income, or ability level.



For more on Historic Preservation

See [Chapter 7A Historic Resources](#)

4. Lawrence 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](#).
- 1.7 Integrate public transportation throughout neighborhoods to ease traffic and parking congestion.

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 constructed 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.

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

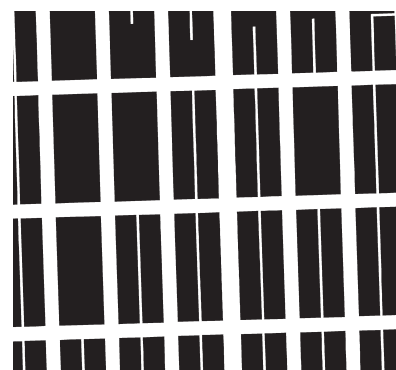
4. Create a safe, functional, and aesthetically unique residential environment for new and redeveloping neighborhoods in Lawrence.

- 4.1 Create places to allow neighborhood residents to gather ensuring that future neighborhoods are connected to each other and the larger community.
- 4.2 Incorporate a mixture of housing types, styles, densities, and price ranges.



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 Neighborhood Associations 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.

- 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 Account for the impact of land use planning on public health.
- 4.10 Work with neighborhoods to create, update, and maintain [Specific Land Use Plans](#) as appropriate.
- 4.11 Plan, develop, 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 principles into building codes, site design, and public improvements.

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 Consider the goals and policies of the Affordable Housing Advisory Board when creating land use plans and reviewing development applications.
- 6.2 Encourage consideration of all income ranges when creating new developments and subdivisions.
- 6.3 Promote partnerships to advance affordable and safe housing options.



What does Human Scale mean?

It means to create an environment that is designed to be comfortable to a person interacting with, traveling through, or using a space or building. It strives to create a built environment that respond to the size of the human body and that fits well with the human senses in terms of interest and aesthetic.




Photo by A. Shafer Photography



What is Universal Design?

It is the design and composition of the built environment meeting the needs of all people who wish to use it, regardless of age, ability, or other factors.

An aerial photograph of Lawrence, Kansas, showing a mix of urban and natural landscapes. In the foreground, a wide, tree-lined street runs vertically. To the right of the street is a large green lawn with scattered trees, some showing autumn colors. In the background, a dense urban area with various buildings, including a prominent church steeple, is visible. A river or large body of water is seen in the far distance under a hazy sky.

*"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 5

Transportation



ADVISORY BOARDS

- [Multi-Modal Transportation Commission](#)
- [Public 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.

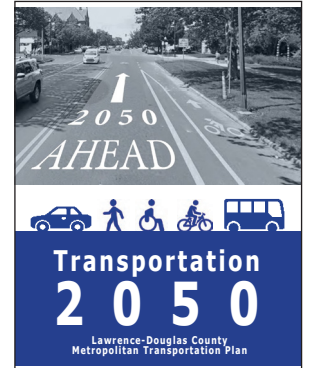
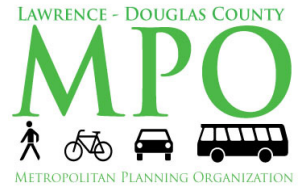
Our region includes:

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

5. Transportation

Metropolitan Transportation Plan

[Transportation 2050](#) 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, while accounting for environmental justice.



The creation of *Transportation 2050* 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 2050* 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 enhance and maintain 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 [Bus Stop Improvement Technical Guidelines](#).

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.

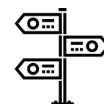
2. Focus efforts on the efficient movement of people and goods.

- 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 are Complete Streets?

Complete Streets are designed for safe access for all users (pedestrians, bicyclists, motorists, and transit riders), ages, and abilities.



What is Transportation 2050?

[T2050](#) 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 and movement of goods.
- 2.5 Utilize techniques and technologies, such as Intelligent Transportation Systems, to maximize network capacity and increase efficiency.

While moving people and goods 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, programs, and partnerships with employment centers.
- 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 Travel Demand Management (TDM)?

Travel Demand Management refers to strategies to help people use the infrastructure for transit, ride-sharing, walking, bicycling that changes their travel behavior (how and when people travel) to increase transportation system efficiency and achieve specific objectives.



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 tiers, green wavy lines below it, and blue wavy lines to the right. The word "LAWRENCE" is in small, grey, capital letters. Below it, "Venture" is in blue and "Park" is in green, both in a large, bold, sans-serif font. The sign is mounted on a concrete base and is set against a blue sky with white clouds and a field of dry grass in the background.

LAWRENCE
VenturePark

Chapter 6
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.



6. Economic Development

VISION

Create a diverse range of employment opportunities by capitalizing on our highly-educated workforce, attracting new employers, encouraging and supporting entrepreneurs, 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](#), [Lawrence Metro E-Community](#), and the [Bioscience and Technology Business Center at the University of Kansas](#), to help nurture and attract small and start-up businesses.
- 1.5 Attract career business by building on the existing economic and educational assets of Douglas County.
- 1.6 Monitor new and developing industries for their potential to add to our economic base.
- 1.7 Encourage and support diversifying local ownership of the agricultural economy.

Encouraging collaborations 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 Retain and promote expansion of existing businesses within the community.
- 3.3 Establish initiatives designed to encourage retention of businesses and employment.

Growing the primary employment inventory helps to diversify the economy and strengthen wages.

4. Expand opportunities to accommodate primary employers and employment centers.

- 4.1 Evaluate existing available large-lot locations for large-scale primary employers, and pursue as necessary locations for new industrial parks.
- 4.2 Create a strategy to provide development-ready sites for large-scale primary jobs employers.
- 4.3 Promote and support the redevelopment of underutilized employment sites.



What is a Quality Job?

The specific elements of a Quality Job vary by industry, business size, job function, and employee demographic, but typically a Quality Job provides a majority of the following:

- Meeting or exceeding the community's average wages
- Basic employment benefits
- Career advancement options
- Wealth building opportunities
- A fair & engaging workplace
- Stable & predictable hours





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.

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

- 5.1 Support the community's ability to capitalize on high tech infrastructure and other emergent technologies.
- 5.2 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.
- 5.3 Consider providing seed and venture capital to high technology, start-up companies to establish operations in our community.
- 5.4 Identify and develop partnerships filling capital market and employment gaps to help start-ups, retain existing technology sector employers, and expand job opportunities.
- 5.5 Create and promote incentives for businesses transitioning to environmentally sustainable practices.



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.

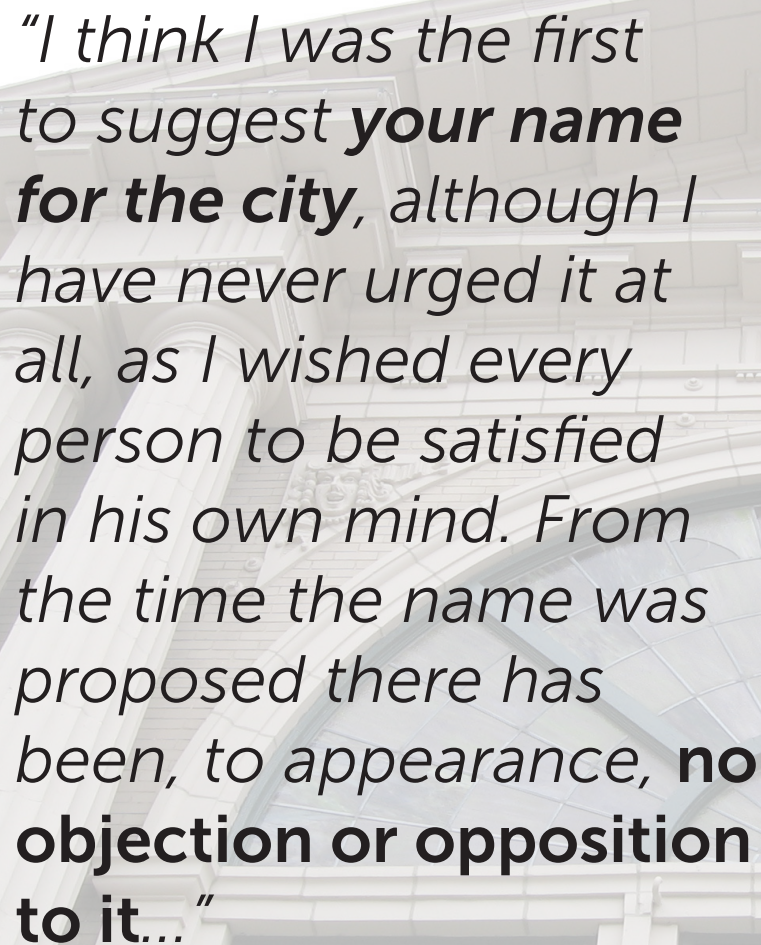
Transportation Development Districts (TDD)

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)

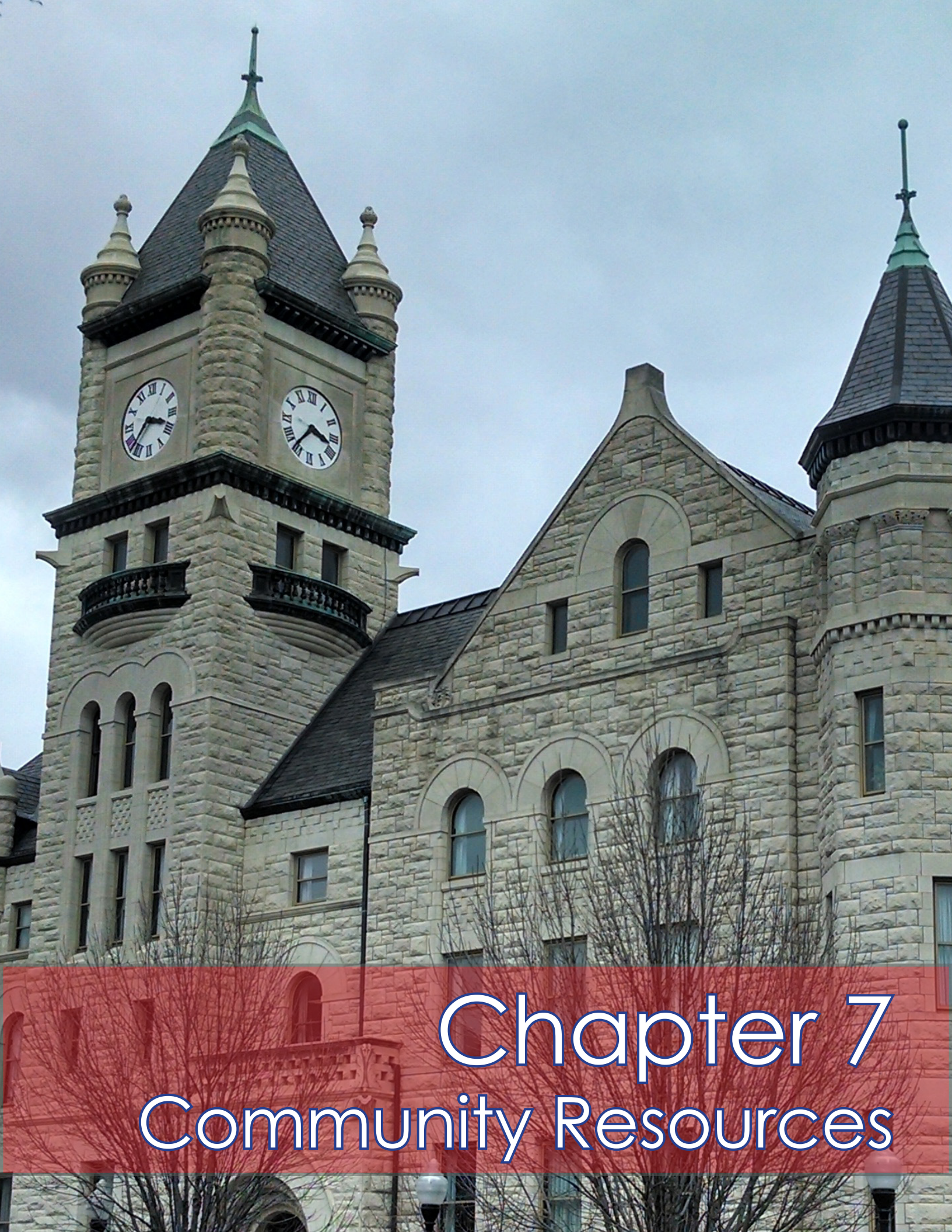
CIDs are an economic development tool designed to finance public or private facility improvements or services within a specified district through special assessments or a new district sales tax.

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 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 vibrant history of the county and city 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 Support property owners who want to 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.





What is a Conservation District?

A conservation district is a local historic designation applied to a neighborhood or other defined geographic area to protect, revitalize, and enhance significant older areas within a community.

Guidance for each neighborhood or defined geographic area will differ depending on each neighborhood or area's unique characteristics and needs.



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 Evaluate community owned buildings for significance 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 protect [sensitive lands](#) and increase options for residents of all abilities and ages to lead a healthy and active lifestyle.

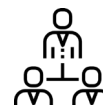
GOALS

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 a unincorporated Douglas County open space program.
 - 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, conservation easements, 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 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.

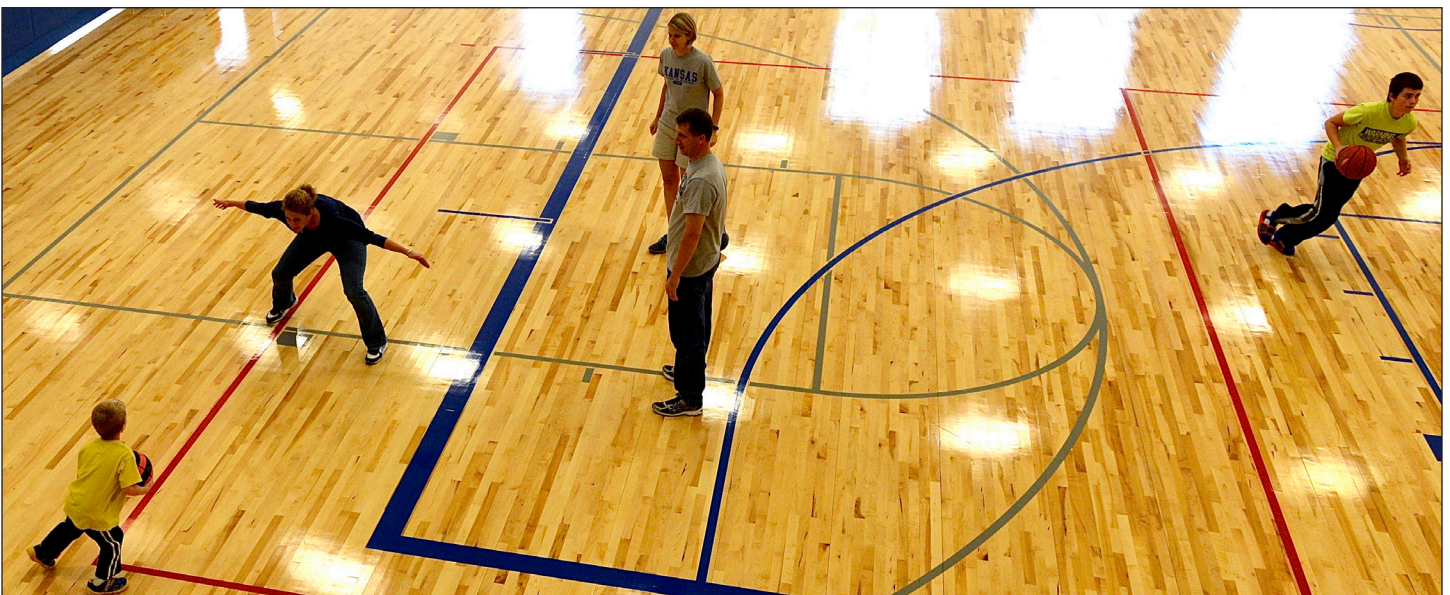
- Active:
Playgrounds, ballfields, recreation centers, etc.
- Passive:
Trails, nature preserves, scenic overlooks, cemeteries, etc.



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

3. Identify new 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 Plan 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 Co-locate park, recreation, and open space systems with 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 our 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 corridors.

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 and other voluntary programs.
- 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.
- 5.4 Prioritize inclusion of wild spaces in parks, recreation, and open space systems.



What is a Floodplain?

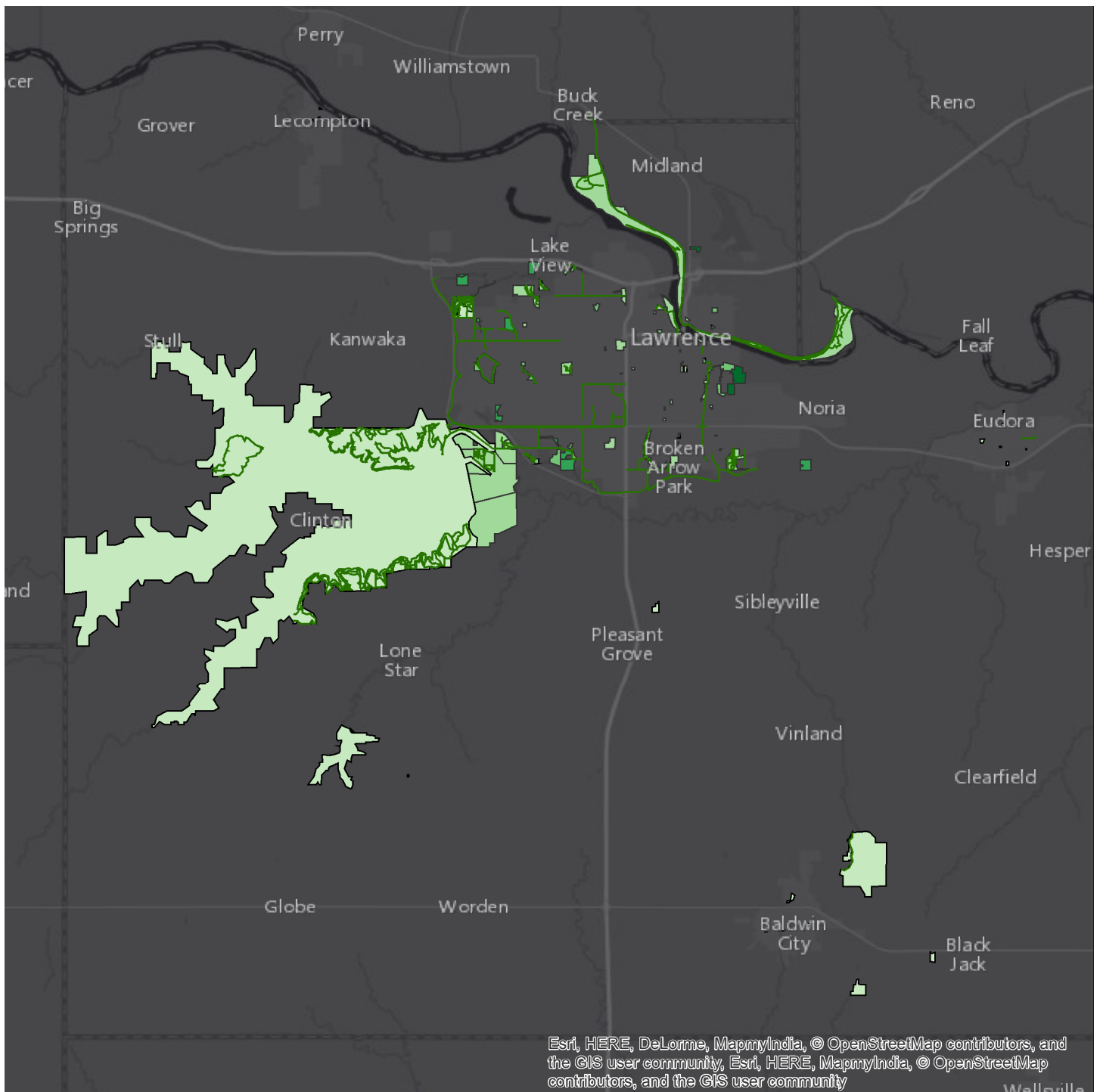
Any land area susceptible to being inundated by floodwaters from any source.



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.
- 1.5 Promote green building practices and standards.

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 Consider infill opportunities and reuse options for new community facilities.



© 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.

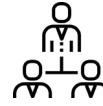
1. Integrate arts and culture into the built environment through the planning process.

- 1.1 Consider the goals and policies of the [City-Wide Cultural Plan](#) when creating land use plans and reviewing development applications.

With a well-developed community of artists, performers, and patrons, **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 the arts.
- 2.2 Prioritize cultural programming in civic life.



ADVISORY BOARDS

- [Lawrence Cultural Arts Commission](#)





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.

- 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 performance 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, wealth, and resilience.

GOALS

The **local food system is a large part of our culture and economy**. The Douglas County [Food System Plan](#) provides a framework for guiding food system development in our community.

- 1. Build upon our community food system resources and assets.**
 - 1.1 Consider the goals and policies of the Food Policy Council when creating land use plans and reviewing development applications.
 - 1.2 Strengthen collaboration among public, private, and community partners to ensure a robust food system.

Ensuring agriculture's role in our community helps signify its importance in our local economy and shapes our local identity.

- 2. Identify and encourage opportunities for growth in local agriculture and food-based enterprises, including employment, tax base, and income.**
 - 2.1 Develop support for economic development and business support services tailored to a diversified agricultural system, including infrastructure and value-added agricultural production.

A strong local food system includes **equitable healthy and local food access throughout Douglas County** that celebrates our cultural diversity.

- 3. Enhance connectivity to the built environment to promote healthy food access through the planning process.**
 - 3.1 Develop infrastructure to support food waste diversion and expand food rescue efforts to feed our community.
 - 3.2 Support the availability and accessibility of culturally significant foods and traditions for all members of the community.



ADVISORY BOARDS

- [Food Policy Council](#)



Photo by A. Shafer Photography



What is a Local Food System?

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

Our local food system includes how we produce, buy, eat, and dispose of food in Douglas County. Food system development includes working together to strengthen connections between area producers and consumers to keep food dollars local and collaborating to promote healthy, local foods access.



Photo by A. Shafer Photography

- 3.3 Expand integration of food production within communities, including community gardens and agriculture-based cluster subdivisions.

Our local food system depends on the **integrity of our agricultural landscapes**, including healthy soils, clean water, and biodiversity, all of which will be impacted by climate change.

4. Ensure a resilient future for our food system.

- 4.1 Adopt and implement a climate change adaptation and mitigation plan and open space plan promoting the resilience of our agricultural future.
- 4.2 Incentivize conservation and preservation practices for agricultural landscapes, pollinator habitats, and connected waterways.
- 4.3 Maintain and protect working lands and [high-quality agricultural soils](#) for future generations, including as part of [Specific Land Use Plans](#).



Photo by A. Shafer Photography

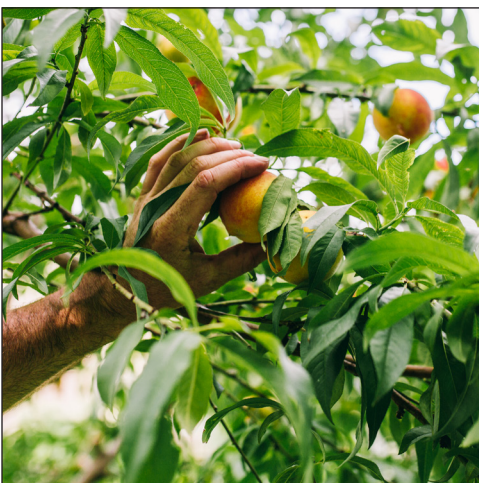
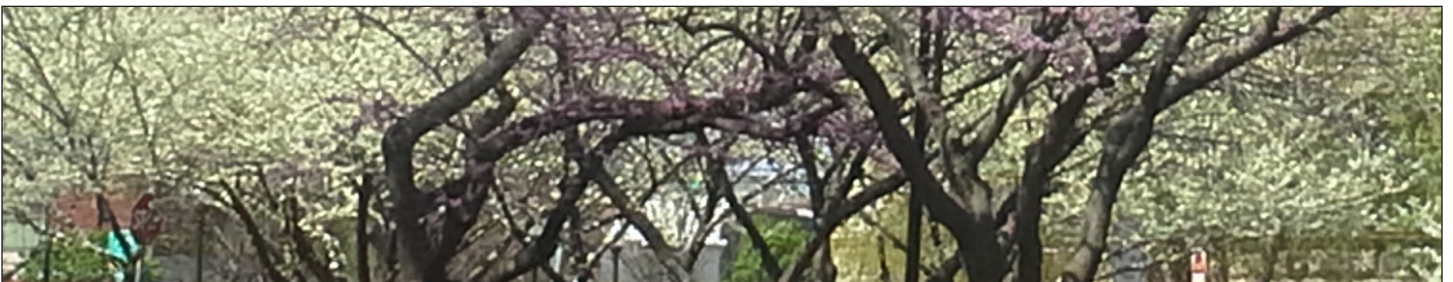
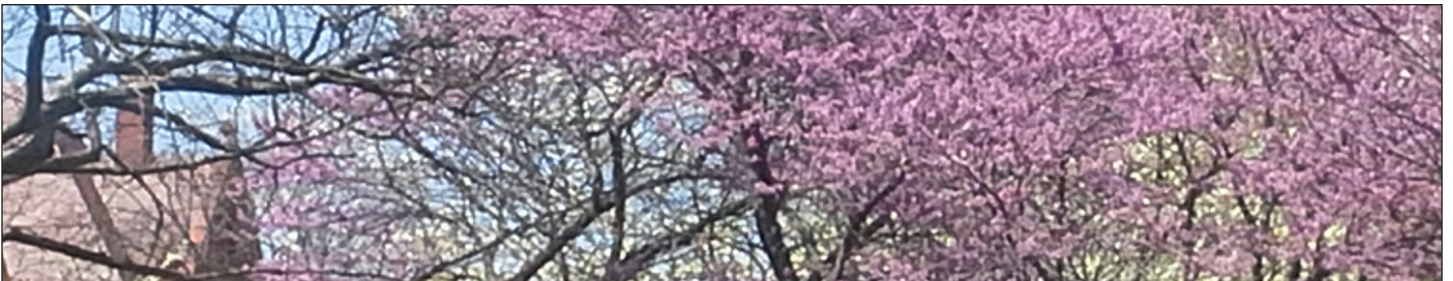
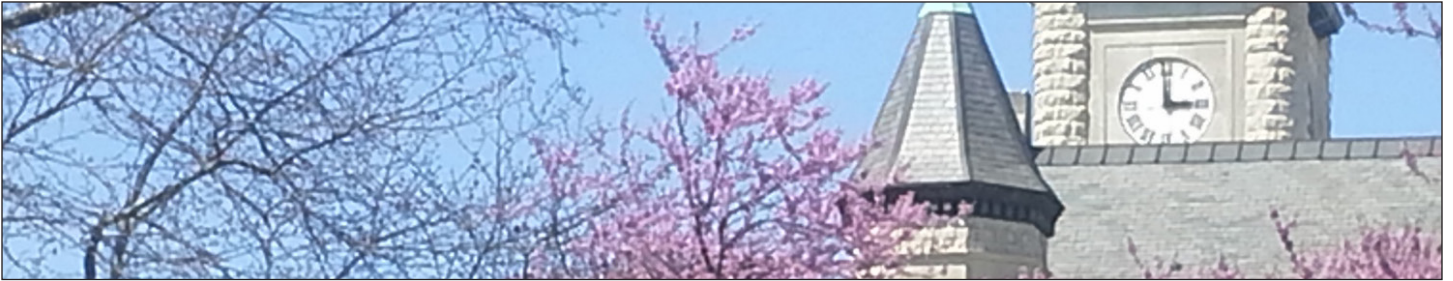


Photo by A. Shafer Photography



A woman with long brown hair, wearing a pink tank top and black pants, is walking two dogs on a paved path. She has a baby in a carrier on her back. The dog on the left is a German Shepherd, and the dog on the right is a greyhound. They are walking past a large bush of pink flowers. The background is a grassy area with trees.

*"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

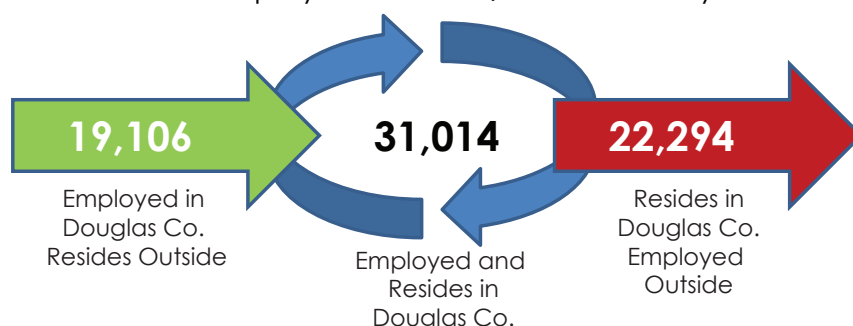
A. Community Profile

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.

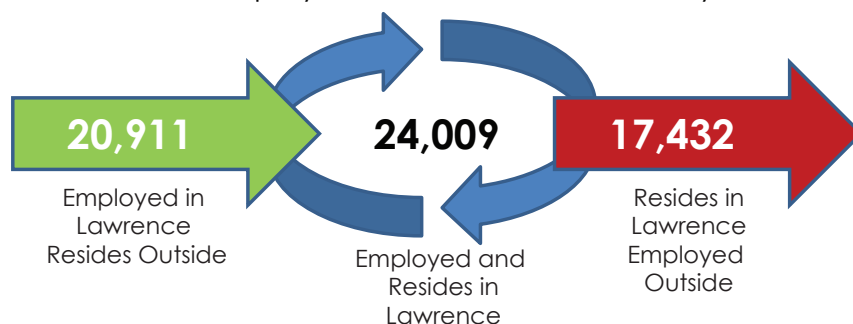
This portion of the comprehensive plan captures a snapshot of the key figures for population, housing, and economics within our community.

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



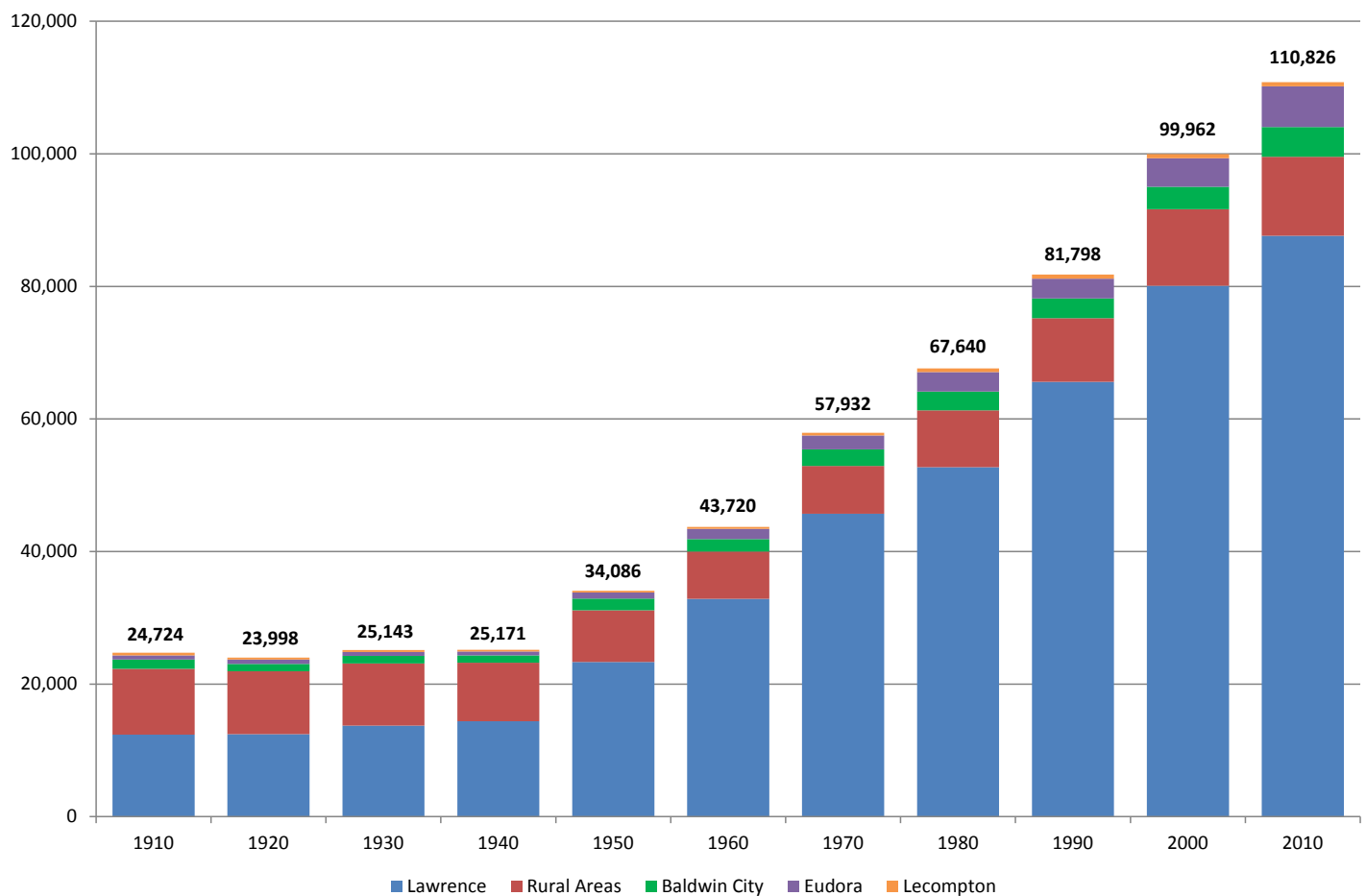
Source: U.S. Census

	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

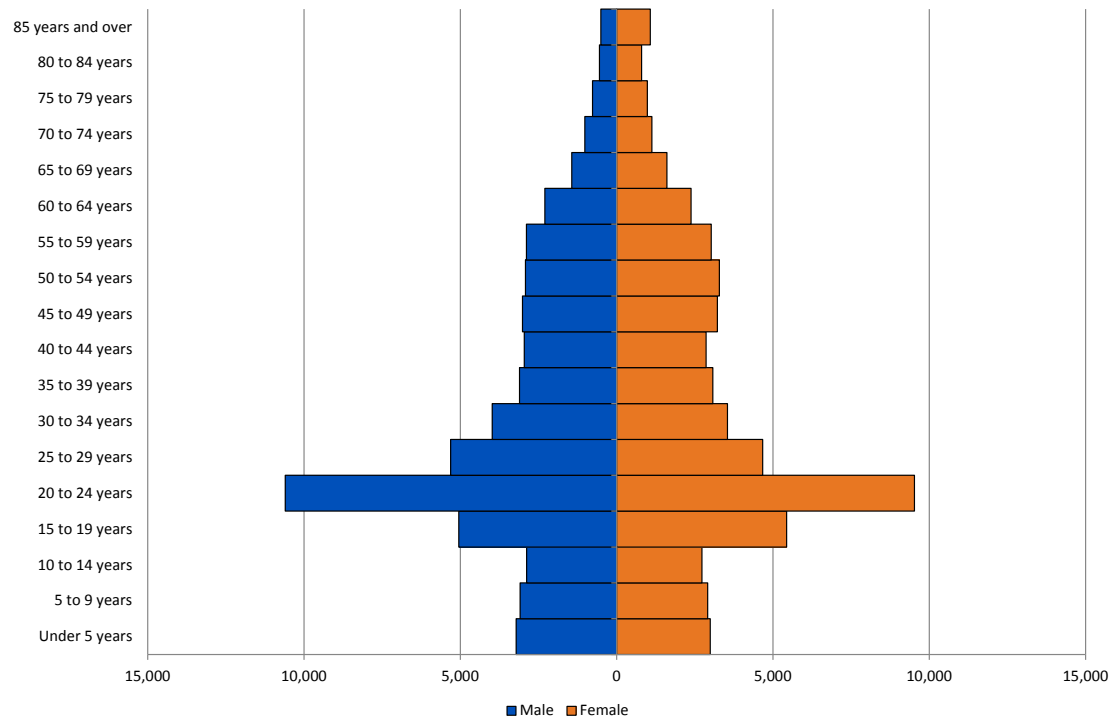
Source: U.S. Census Bureau



Population Pyramids

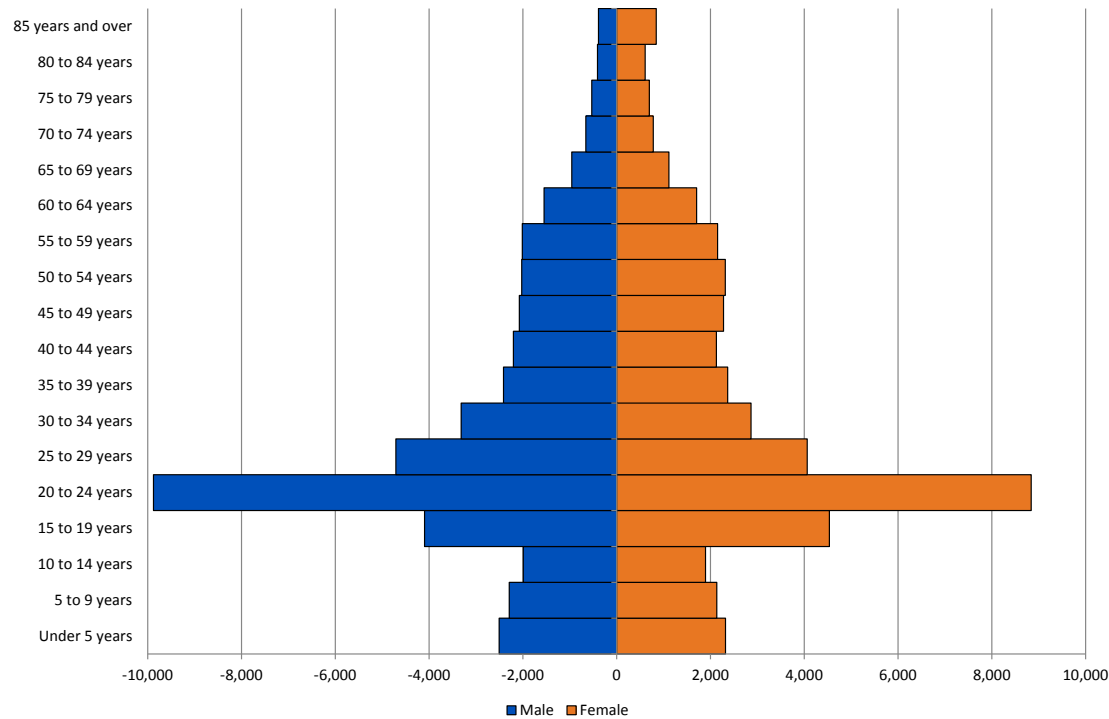
Douglas Co. Population Pyramid

Source: U.S. Census Bureau



Lawrence Population Pyramid

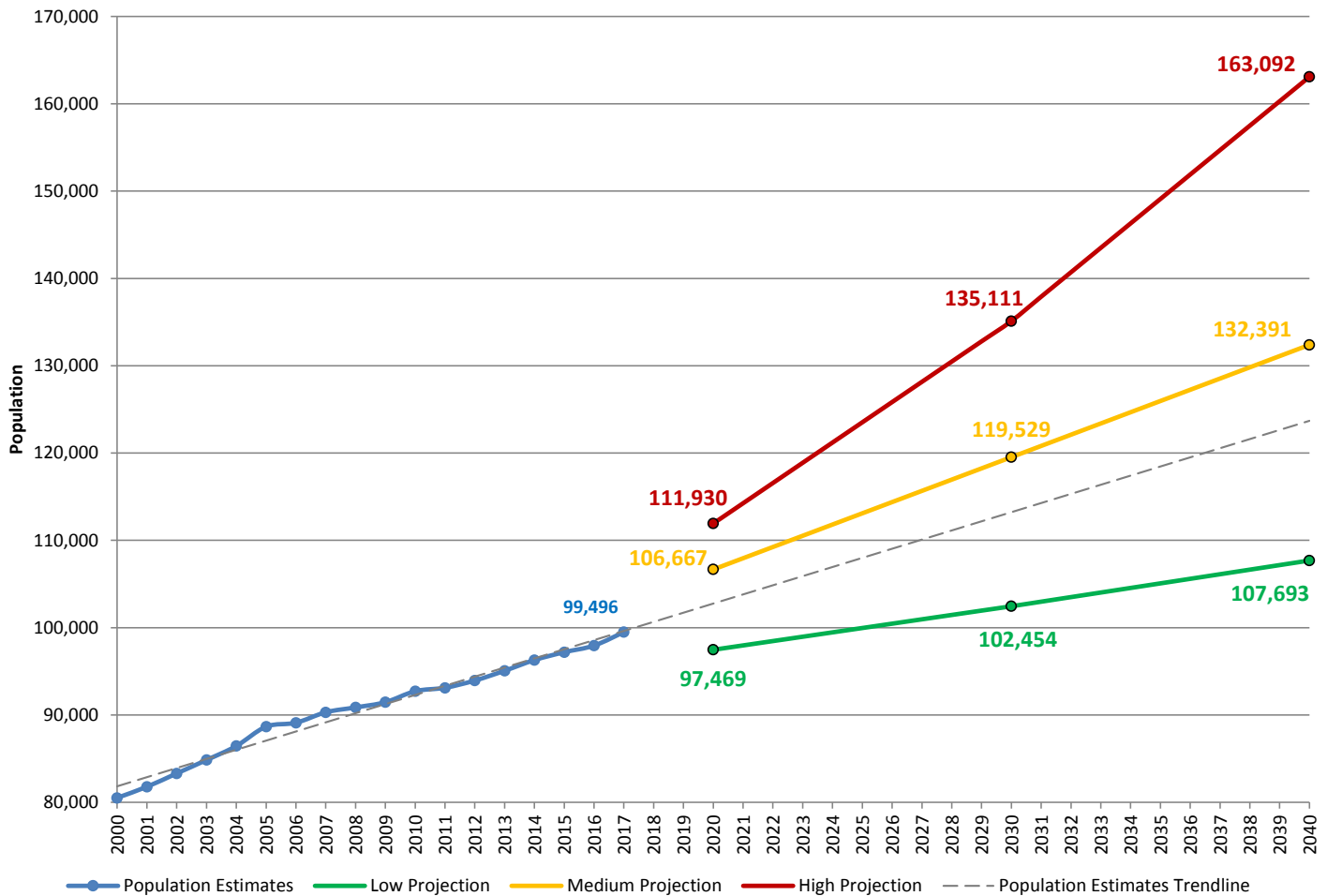
Source: U.S. Census Bureau



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

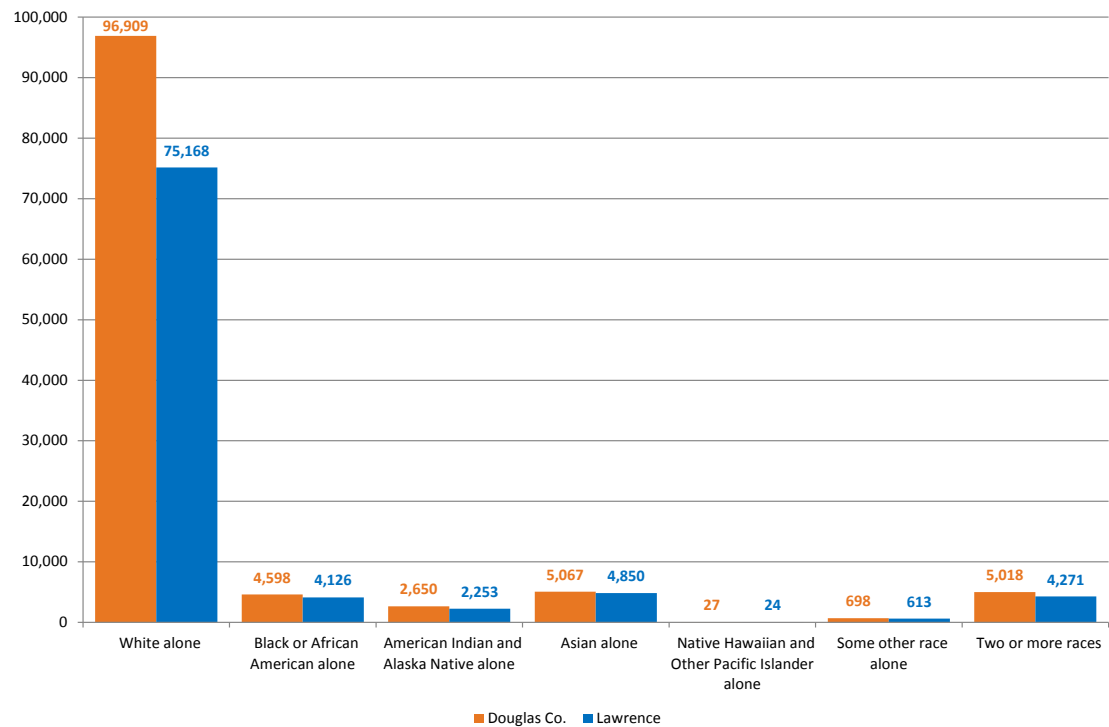
Projections	2020	2030	2040
Low Average Growth Rate 2005 - 0.5%	97,469	102,454	107,693
Medium Linear Regression 2000-2009	106,667	119,529	132,391
High Average Growth Rate 2000-2005 - 1.9%	111,930	135,111	163,092

Source: Lawrence / Douglas County Planning Office

Demographics

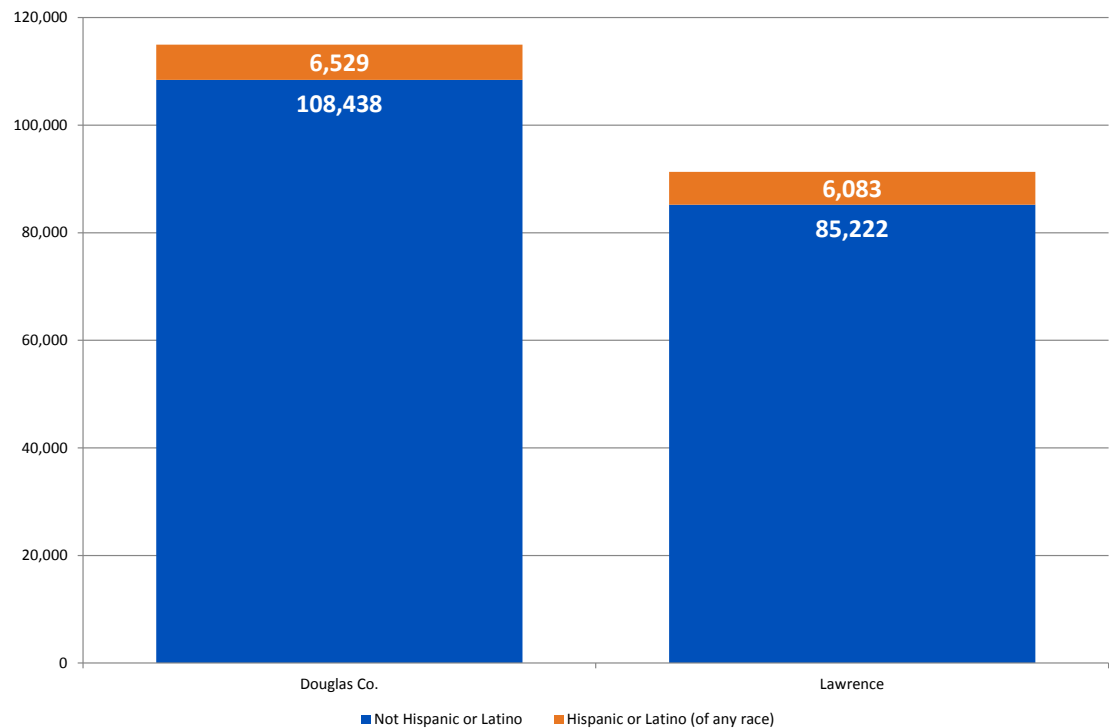
Race: Total Population

Source: U.S. Census Bureau



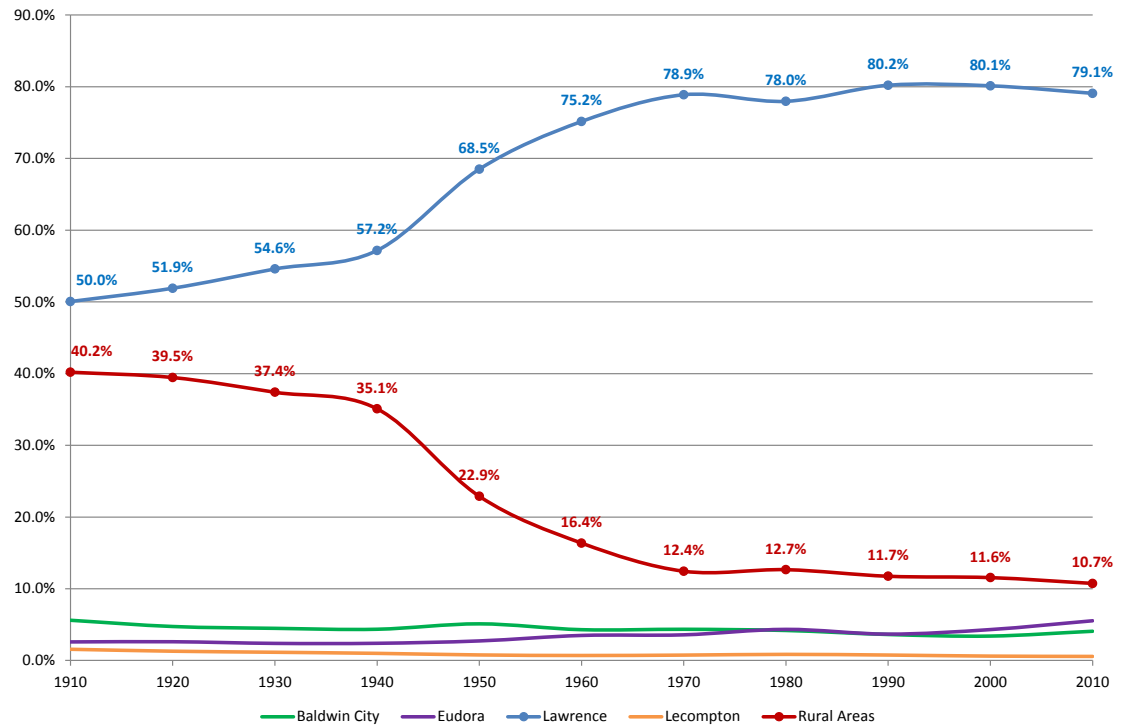
Hispanic or Latino and Race

Source: U.S. Census Bureau



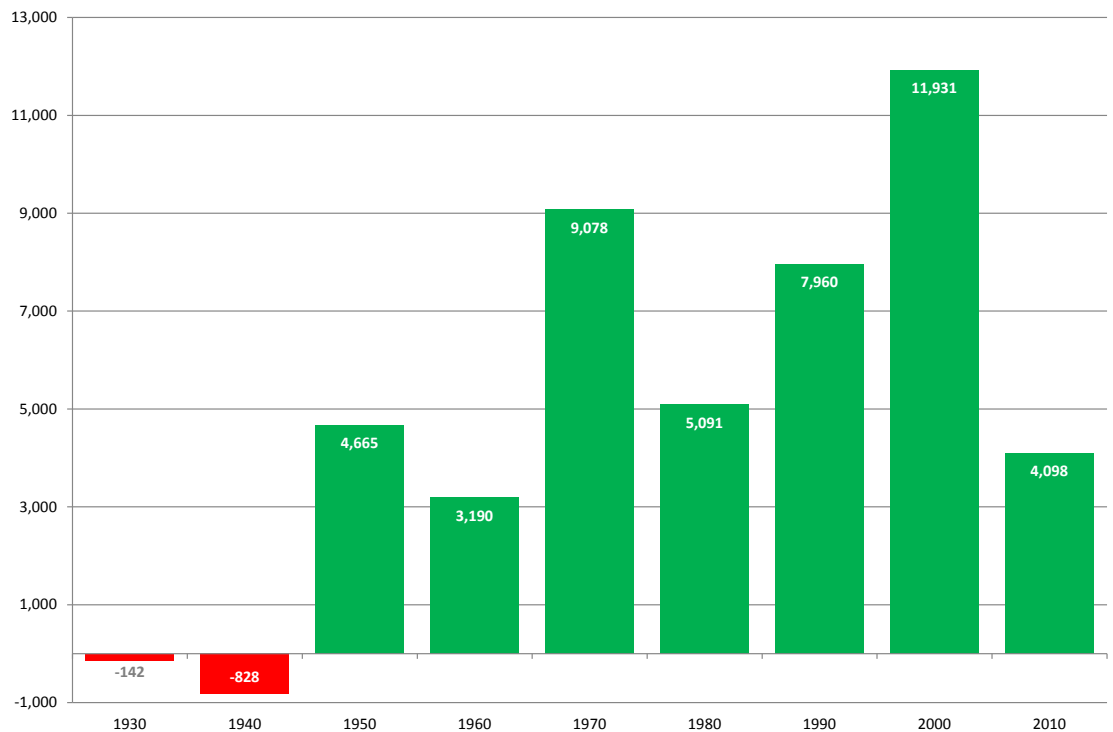
Decennial Population: Percent of Douglas County

Source: U.S. Census Bureau



Douglas County: Net Migration Decade Ending

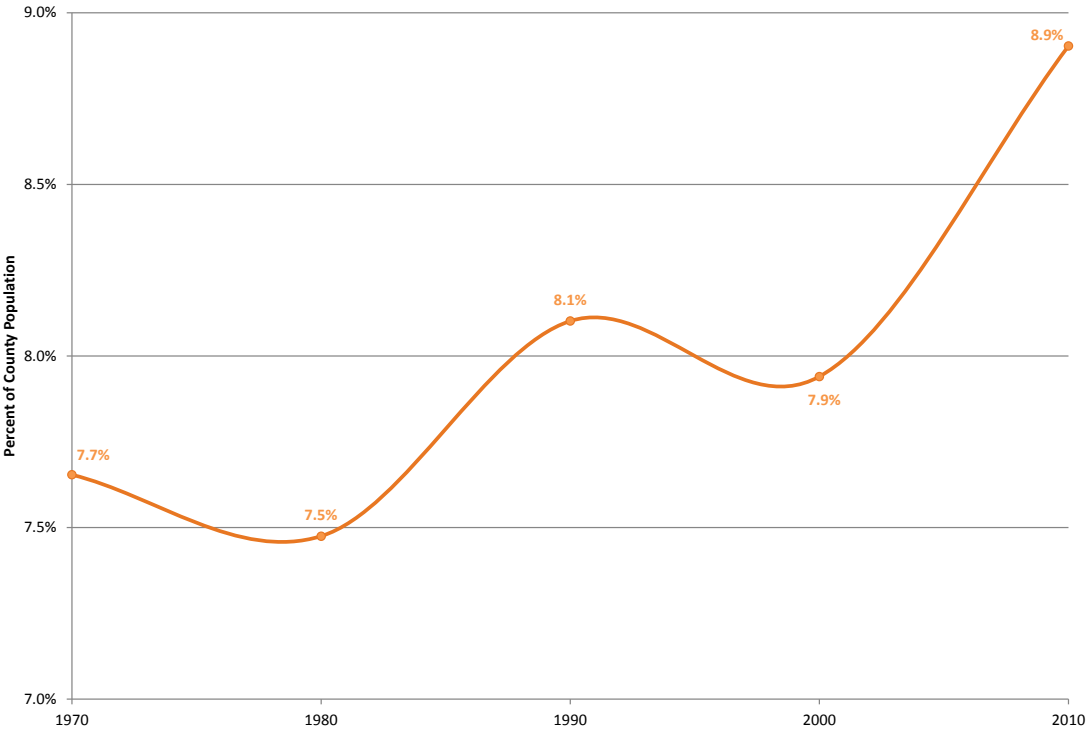
Source: Institute for Policy and Social Research, The University of Kansas



Demographics

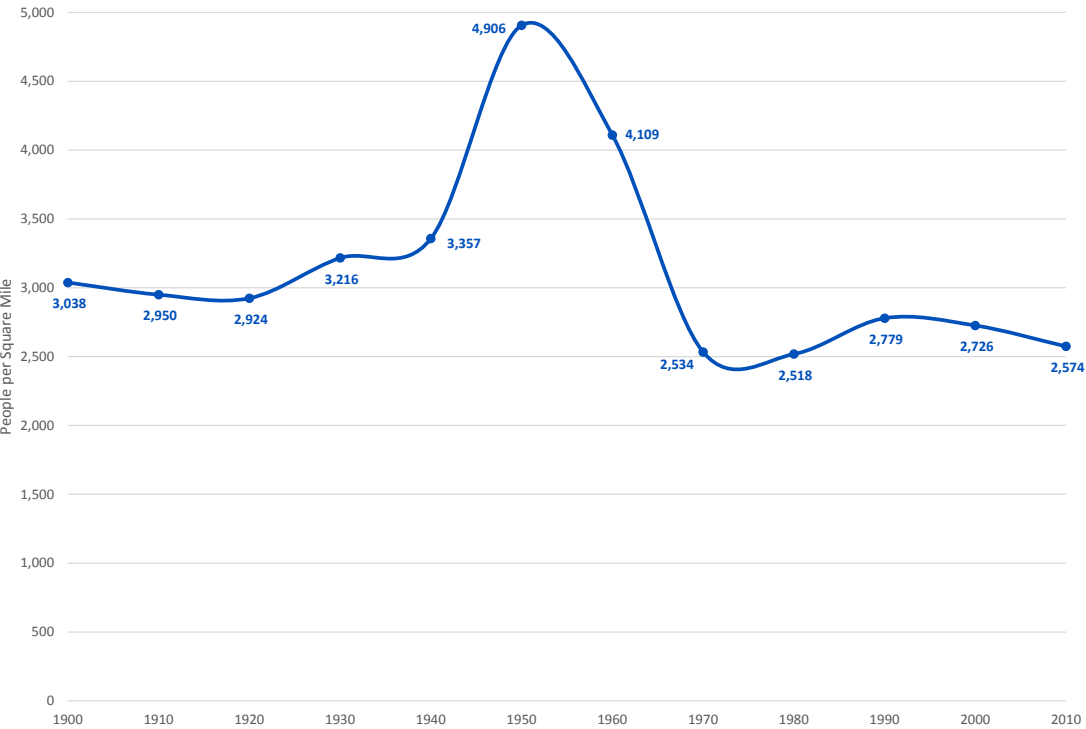
Percent of Douglas Co. Population Aged 65+

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



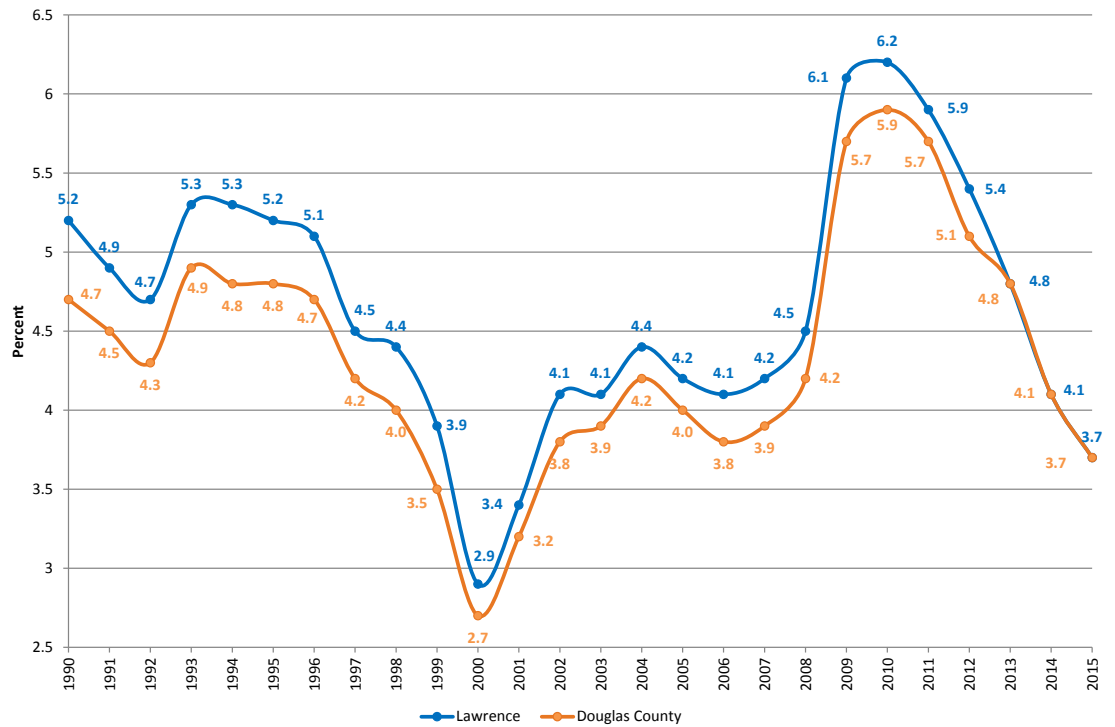
Population Density per Square Mile

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



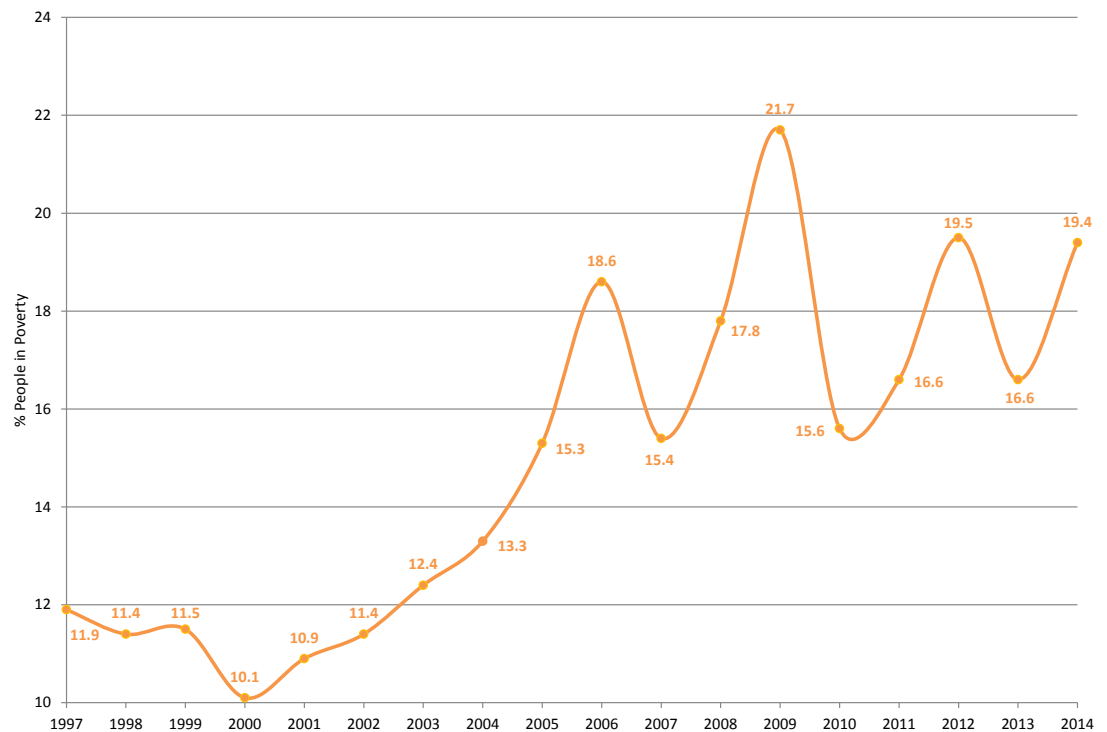
Local Area Unemployment Statistics (Not Seasonally Adjusted)

Source: U.S. Bureau of Labor Statistics



Douglas County: Estimate Percent of People in Poverty

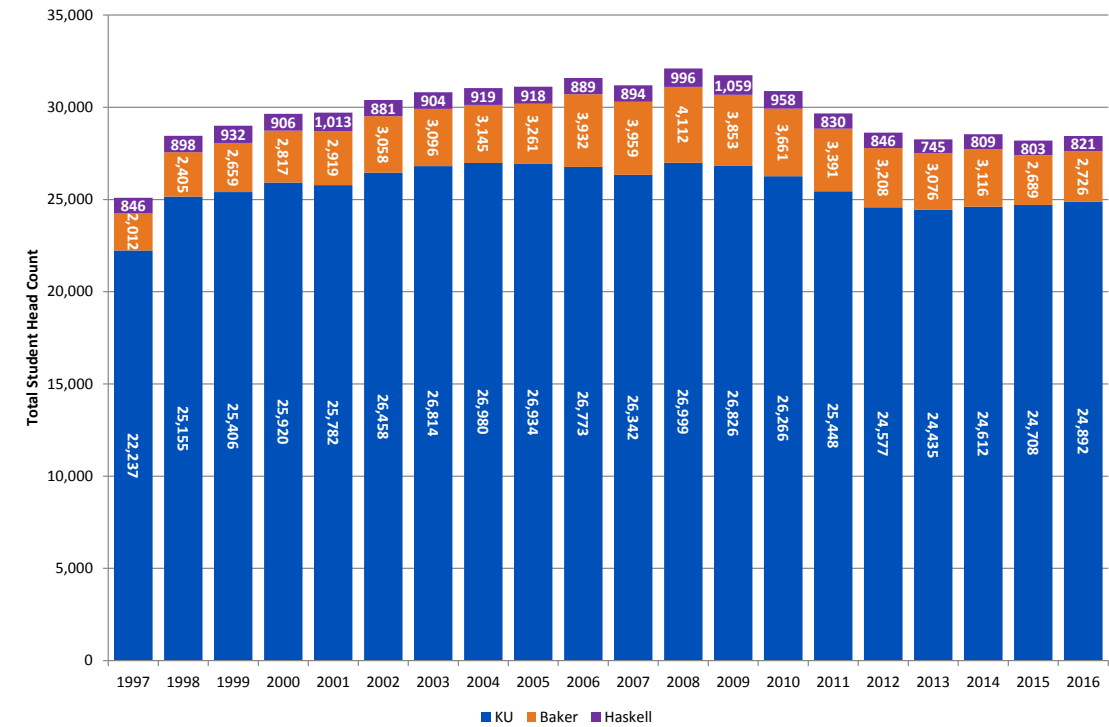
Source: University of Kansas: Institute for Policy & Social Research



Education

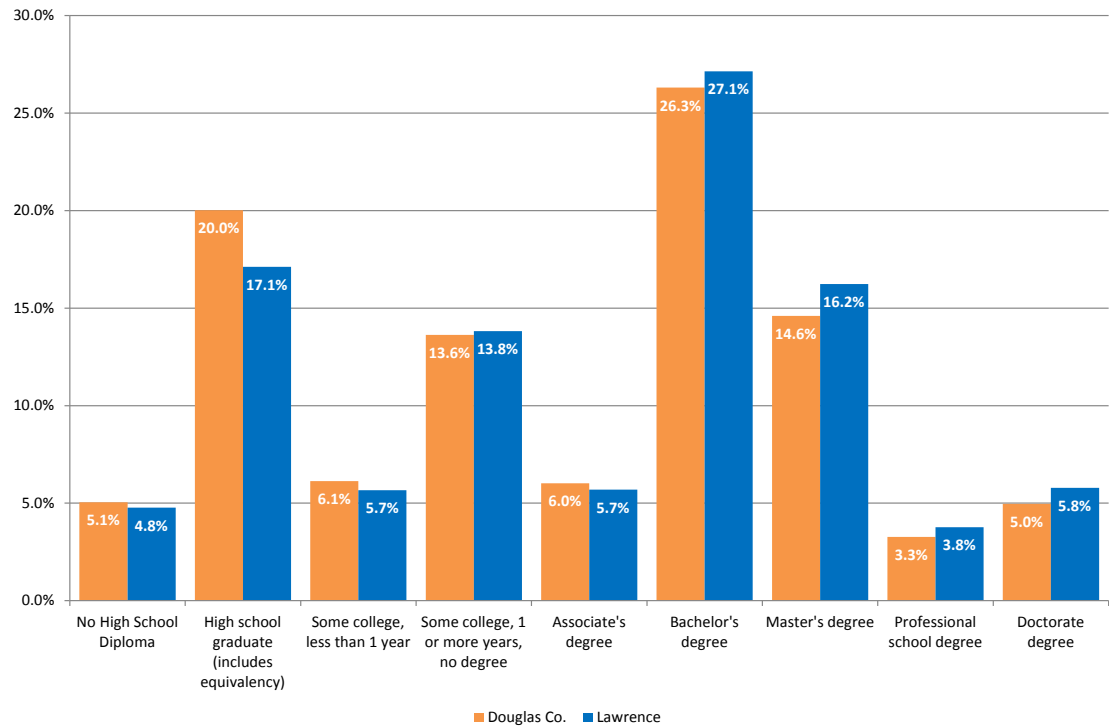
Enrollment in Douglas Co. Colleges and Universities

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



Educational Attainment: Population 25 years and over

Source: U.S. Census Bureau

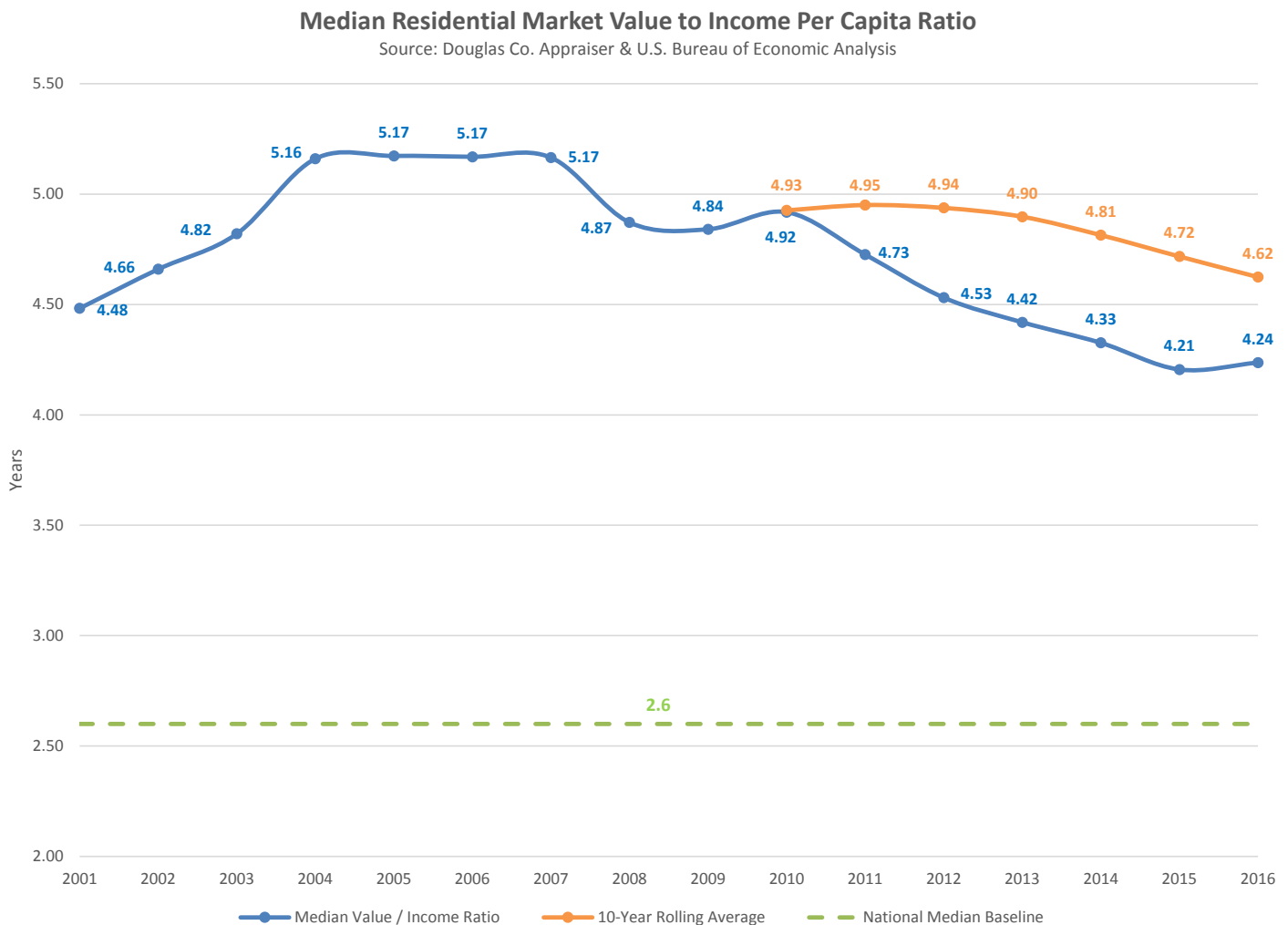


Median Residential Market Value to Personal Income per Capita Ratio

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.

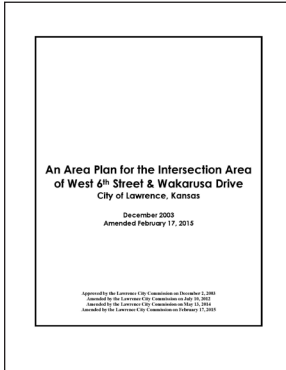
The value-to-income ratio looks at the property value/price of a home relative to median annual incomes of Lawrence residents. Historically, the typical median home in the United States cost 2.6 times as much as the median annual income.

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



B. Specific Land Use Plans

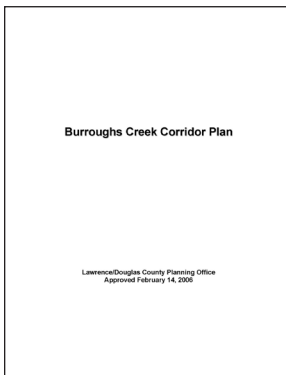
Specific Land Use Plans provide a [detailed land use vision](#) for future development or redevelopment within a study area. The scope and area studied vary and utilize context-based data and public input to determine land use recommendations. When adopted, such plans become the primary guide for land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

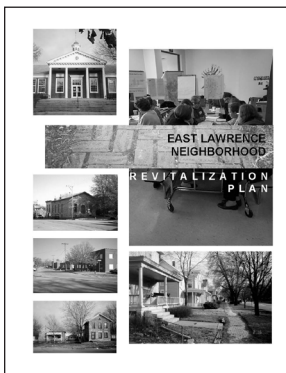
This small area plan ensures appropriate and compatible development of the W. 6th Street and Wakarusa Drive intersection. Initially anticipated to evolve into one of the more prominent commercial centers of the community, this intersection is recommended as most appropriate for commercial development.



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: 2023

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 | Amended: 2021

The Hillcrest, Old West Lawrence and Pinkney Neighborhood Associations jointly requested this plan which includes portions of each neighborhood. This district plan was named the HOP (Hillcrest, Old West Lawrence, and Pinkney) 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 15, 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 - 4/21/12
Lawrence City Commission - 5/15/12
Douglas County Board of County Commissioners - 6/13/12

K-10 and Farmer's Turnpike Plan

Adopted: 2009 | Amended: 2021

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 3/21/15
Lawrence City Commission 4/16/15
Douglas County Board of County Commissioners 4/20/15

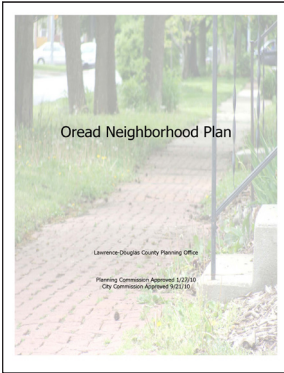
Northeast Sector Plan

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

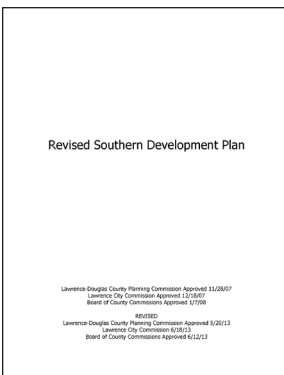
Lawrence-Douglas County Planning and Development Services
Lawrence-Douglas County Planning Commission - 5/21/2003
Douglas County Board of County Commissioners - 6/13/2003
Lawrence City Commission - 9/11/2003



Oread Neighborhood Plan

Adopted: 2010

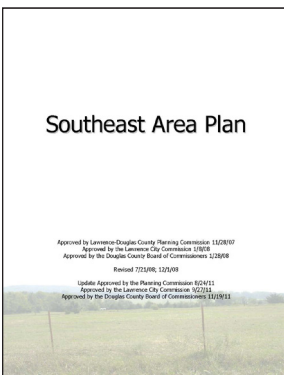
Today this planning area is primarily residential, with a variety of housing types to accommodate the diversity of people calling the neighborhood home. Addressing compatibility, maintaining housing variety, and continuing neighborhood-scale commercial areas are addressed by this plan. Creative solutions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



Revised Southern Development Plan

Adopted: 2007 | Amended: 2013

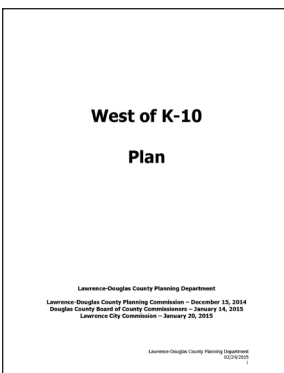
The original Southern Development Plan was adopted in 1994, at a time when this part of the community was principally agriculture. As Lawrence grew south and west, a development guide was needed. Growth did not develop to the extent that the original plan anticipated; therefore, the 2013 revision updated the boundary, land use policies, and future land use maps to reflect the current conditions and community visions.



Southeast Area Plan

Adopted: 2008 | Amended: 2019

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: 2021

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.

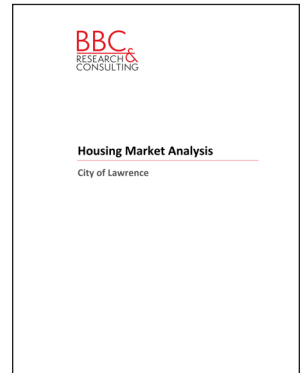
C. Reference Plans

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 and studies by reference to provide land use guidance, where appropriate.

Lawrence Housing Market Analysis

Adopted: 2018

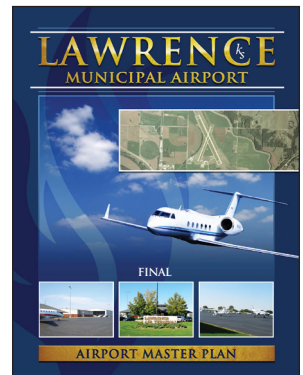
The primary purpose of this study was to conduct a comprehensive housing market study, updating and expanding the 2005 Community Housing Assessment Team (CHAT) report. The study highlights expected demographic trends, future demands for housing, regulations, and obstacles preventing the market from effectively responding to this demand, and an inventory of the assets and programs currently available to help the community address these challenges.



Airport Master Plan

Adopted: 2012

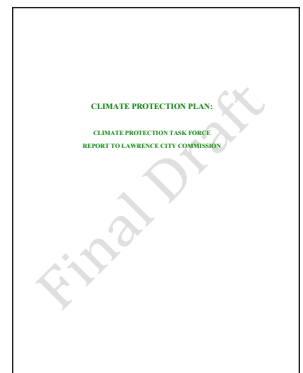
The Airport Master Plan was undertaken to evaluate the airport's capabilities and role, to forecast future aviation demand, and to plan for the timely development of new or expanded facilities that may be required to meet that demand. The master plan is intended to be proactive in identifying and planning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

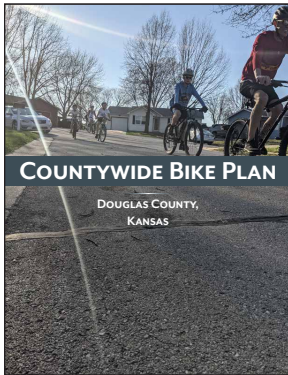


Coordinated Public Transit – Human Services Transportation Plan

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

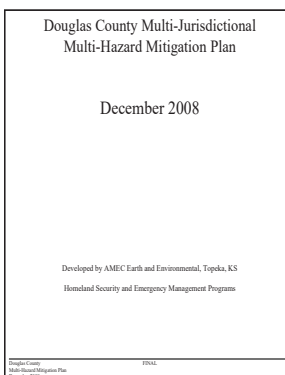
The Countywide Bikeway System Plan serves to update and expand the existing bikeway system planning initiated in T2040. This plan provides updates to the existing and planned T2040 bikeway network for Lawrence and proposes bikeway connections throughout Douglas County, including Eudora, Baldwin City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

Lawrence Cultural Plan

Adopted: 2015



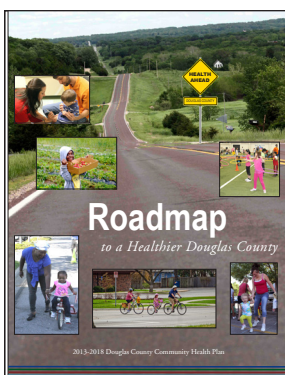
This plan calls on Lawrence to build on the multitude of assets the city enjoys and in ways that address challenges unique to Lawrence, some or which are common among smaller cities. It also calls on the community's robust creative sector to contribute to the vision for Lawrence set forth in the City's 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

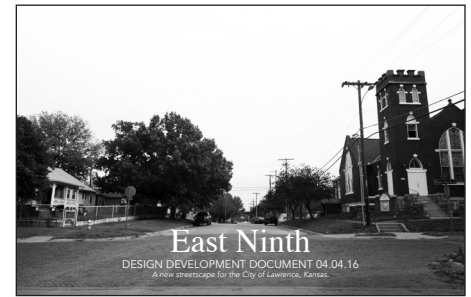
Adopted: 2013

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

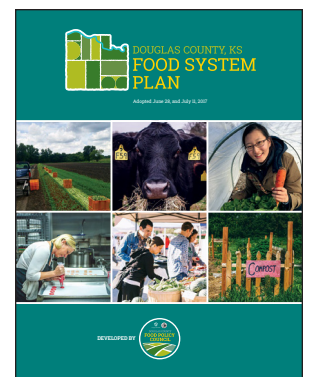
Downtown Lawrence and East Lawrence have historically been a regional hub for arts and culture. Anchored by a strong business district, multiple significant cultural institutions and a rich arts history, these vital communities have long served as a cultural center for Lawrence. This plan identifies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



Food System Plan

Adopted: 2017

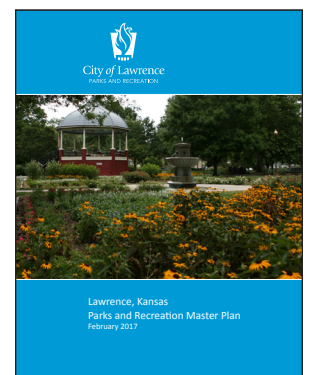
This plan provides strategic recommendations to help guide the development of the local food system and enhance agricultural uses and rural character in Douglas County. The plan develops a set of goals, objectives, and policies to ensure the master plan is fitting the true needs of the community for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



Parks and Recreation Master Plan

Adopted: 2017

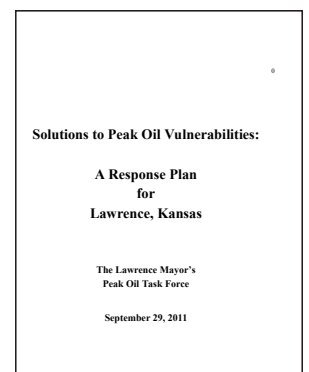
For over 70 years, Lawrence Parks and Recreation has grown and developed programs, activities, parks, and its trail system to accommodate the growth and expanding needs of our community. With these factors in mind, a new master plan was critical to guide the department in its future development and assist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



Solutions to Peak Oil Vulnerabilities: A Response Plan for Lawrence

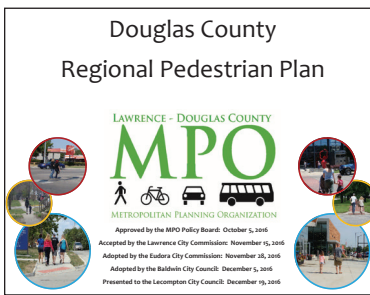
Adopted: 2011

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

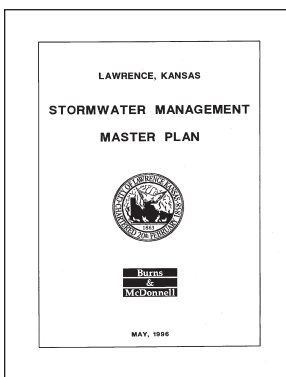
Adopted: 2016



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 2050

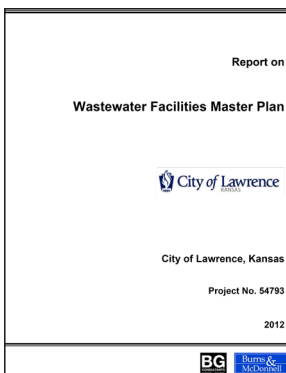
Adopted: 2023



T2050 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

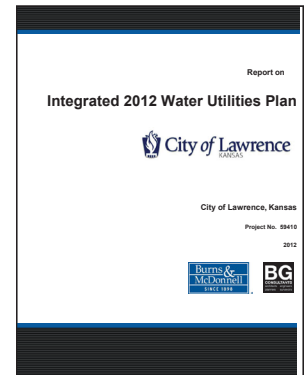


The purpose of the master plan is to evaluate the wastewater treatment and collections systems for improvements to address regulatory requirements, system maintenance and improvements, and potential development planning through 2030. The City uses the master plan to guide decisions in construction including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

Integrated Water Utilities Plan

Adopted: 2012

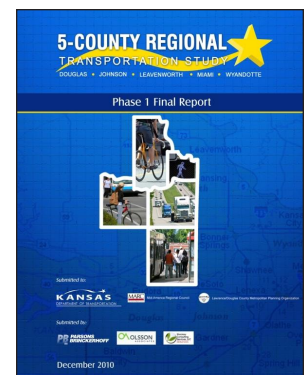
The purpose of the master plan is to evaluate the water treatment and collections systems for improvements to address regulatory requirements, system maintenance and improvements, and potential development planning through 2030. The City uses the master plan to guide decisions in construction including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



5-County Regional Transportation Planning Study

Adopted: 2013

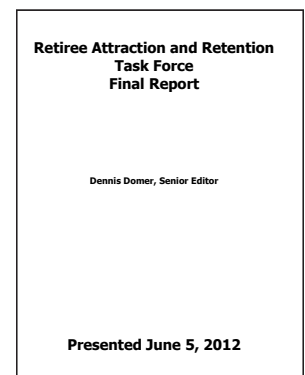
A 2-phase study was completed by the [Kansas Department of Transportation](#), the [Mid-America Regional Council](#) and the Lawrence-Douglas County Metropolitan Planning Organization assessing the transportation needs in Douglas, Johnson, Leavenworth, Miami, and Wyandotte Counties. The study recommends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



Retiree Attraction and Retention Task Force

Adopted: 2012

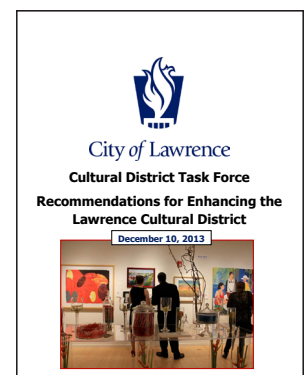
Created by Lawrence and Douglas County in July 2011, this report makes recommendations to assist efforts to retain and attract retirees to our community. The plan developed 3 immediate action steps and 5 near-term recommendations to consider.

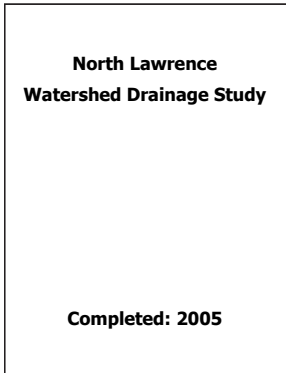


Recommendations for Enhancing the Lawrence Cultural District

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 Drainage Study

Adopted: 2005

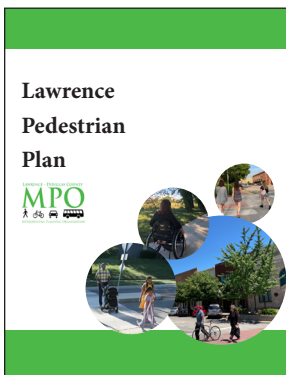
The City of Lawrence embarked on a program to develop a stormwater management plan for the North Lawrence watershed, based on a recognized need to upgrade existing facilities to modern design standards and to provide coordinated facilities in developing areas. The Lawrence-Douglas County Planning Commission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



Downtown Lawrence Plan

Adopted: 2020

A priority initiative identified by the City Commission during the strategic planning process, this plan identifies needed and desirable assets, identifying existing infrastructure and uses, and discovering potential uses and obstacles. The plan explores land use relationships, development and redevelopment opportunities, public spaces, landscaping, transportation, infrastructure and streetscape, with an emphasis on cultural and historical resources and activities.



Lawrence Pedestrian Plan

Adopted: 2022

This plan updates and replaces the first pedestrian plan for Lawrence and Douglas County, which was completed in 2016. The 2016 plan was regional and included all the cities in Douglas County, however this plan establishes a Lawrence specific plan. This update establishes a renewed vision for walkability and to set recommended action steps for the next five years.



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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 following represents discussions on action items, but does not establish priorities. The Planning Commission, Board of County Commissioners, and the City Commission will prioritize the action items annually as they deem appropriate.

Chapter 2: Environment & Natural Resources

- 1.1 Evaluate development proposals for their impacts on critical water sources providing drinking water for Lawrence and Douglas County. (P: 12)
STATUS:
- 1.2 Consider and mitigate development impacts on the watershed. (P: 12)
STATUS:
- 1.4 Develop stream corridor buffers. (P: 12)
STATUS:
- 1.5 Encourage low-impact uses of riparian areas for parks and trail connections. (P: 12)
STATUS:
- 1.7 Identify, preserve, and protect wetlands. (P: 12)
STATUS:

1.8 Strengthen floodplain regulations to mitigate flood hazards and decrease vulnerability of life and property. (P: 12)

STATUS:

1.9 Inventory and protect groundwater resources and their recharge lands. (P: 12)

STATUS:

1.10 Develop stormwater management policies for unincorporated Douglas County to evaluate development proposals to limit runoff and protect water quality. (P: 12)

STATUS:

1.11 Promote voluntary water usage reductions. (P: 12)

STATUS:

2.2 Preserve and restore native prairies, including utilizing conservation easements. (P: 13)

STATUS:

2.3 Protect the urban tree canopy throughout Lawrence. (P: 13)

STATUS:

2.4 Preserve and sustain native woodlands through the development of regulations and incentives providing protection. (P: 13)

STATUS:

2.5 Identify important wildlife habitats and prioritize them for protection and conservation to establish corridors. (P: 13)

STATUS:

2.7 Protect high-quality agricultural soils, as identified in each Specific Land Use Plan, as the community develops to urban densities. (P: 14)

STATUS:



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- 2.8 Protect contiguous amounts of agricultural land in rural areas for continued productive future use. (P: 14)

STATUS:

- 3.1 Develop policies to reduce vehicle emissions by reducing the amount of vehicle miles traveled. (P: 14)

STATUS:

- 3.2 Develop land use regulations and incentives to reduce greenhouse gas emissions. (P: 14)

STATUS:

- 4.3 Document and map active and suspended quarries, and analyze their environmental impacts as operational levels evolve at the sites. (P: 15)

STATUS:



- 6.1 Adopt a climate change adaptation and mitigation plan incorporating potential climate change scenarios and identifying specific actions to reduce greenhouse gases, risk, and exposure to hazards. (P: 16)

STATUS:

- 6.6 Promote responsible use and conservation of energy and natural resources for increasing energy efficiency of new construction and significant remodels. (P: 16)

STATUS:



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- 6.7 Consider the goals and policies of the Food System Plan when creating land use plans and reviewing development applications. (P: 16)

STATUS:

- 6.8 Develop strategies for energy conservation in existing buildings. (P: 16)

STATUS:

Chapter 3: 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: 21)

STATUS:

- 3.8 Annexation requests shall include a community benefit(s) identified in consultation with staff based on the needs of the community, which may include offsetting incentives to the requester, and in the context of what the annexation request can support. Collaboration between the developer and governmental and community partners and programs is encouraged in the implementation of providing the community benefit(s). The community benefit(s), including the provision method, shall be considered by the Planning Commission, approved by the City Commission, and included in an annexation agreement. (P: 22)

STATUS:

B. Residential

- 1.4 Create zoning regulations to provide guidance and protection for the County's historic unincorporated towns. (P: 26)

STATUS:

- 2.8 Review and revise Douglas County agritourism and agricultural heritage tourism policies. (P: 26)

STATUS:

- 4.3 Preserve sensitive lands through Specific Land Use Plans, site planning, platting, and design. (P: 27)

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: 27)

STATUS:



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Photo by A. Shafer Photography



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: 28)

STATUS:

6.3 Expand opportunities to create Accessory Dwelling Units in all Lawrence RS Zoning Districts. (P: 28)

STATUS:

7.10 Adopt advanced parking strategies in transit-served areas and for compact, mixed-use developments. (P: 29)

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: 29)

STATUS:

C. Commercial

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

STATUS:

5.4 Incorporate Small Neighborhood Commercial options into Specific Land Use Plans to increase opportunities for walkable neighborhood services. (P: 33)

STATUS:

5.17 Enhance appropriate areas of the Kansas River as an urban amenity for the surrounding neighborhoods and Downtown Lawrence. (P: 36)

STATUS:

D. Industrial

2.2 Incentivize existing facility expansion and redevelopment of vacant buildings and lands. (P: 40)

STATUS:

3.5 Monitor and maintain a site inventory to match a variety of potential users' needs that fit within our community goals. (P: 40)

STATUS:

4.2 Protect environmentally sensitive lands as new and existing areas develop or redevelop. (P: 41)

STATUS:

Chapter 4: Neighborhoods & Housing

2.2 Use innovative programs to minimize or eliminate conditions causing decline. (P: 47)

STATUS:

4.1 Create places to allow neighborhood residents to gather ensuring that future neighborhoods are connected to each other and the larger community. (P: 47)

STATUS:

4.6 Create residential design guidelines to enhance the aesthetics of multi-dwelling development in neighborhoods. (P: 48)

STATUS:

4.7 Integrate small/large neighborhood commercial options into neighborhood designs. (P: 48)

STATUS:

5.2 Design neighborhoods to accommodate aging in place. (P: 48)

STATUS:

5.5 Incorporate universal design principles into building codes, site design, and public improvements. (P: 48)

STATUS:



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- 6.1 Consider the goals and policies of the Affordable Housing Advisory Board when creating land use plans and reviewing development applications. (P: 49)

STATUS:

Chapter 5: 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: 53)

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: 53)

STATUS:

- 4.3 Strengthen linkages between transportation planning and environmental planning. (P: 55)

STATUS:

- 4.4 Strengthen linkages between transportation planning and public health planning. (P: 55)

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: 55)

STATUS:

Chapter 6: Economic Development

- 1.1 Identify strategies and pursue a dedicated funding source to attract, develop, and retain employers and jobs. (P: 58)

STATUS:

- 1.2 Enhance Downtown Lawrence as an employment destination. (P: 58)

STATUS:

- 1.3 Recruit and attract new and developing green/ environmentally friendly jobs. (P: 58)

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: 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 Evaluate community owned buildings for significance 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, conservation easements, and other voluntary mechanisms to protect natural and historic areas of the community for public purposes. (P: 67)

STATUS:



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

STATUS:

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

STATUS:

C. Community Facilities

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

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 Consider the goals and policies of the City-Wide Cultural Plan when creating land use plans and reviewing development applications. (P: 73)

STATUS:

- 2.1 Develop strategies for public-private partnerships for the arts. (P: 73)

STATUS:

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

STATUS:

E. Food System Development



