

# Memorandum

## City of Lawrence – Douglas County Planning & Development Services

**To:** Lawrence-Douglas County Planning Commission

**From:** Dan Warner, AICP, Long Range Planner

**Date:** For April 23, 2012 Planning Commission Meeting

**RE:** CPA-2-1-12: Comprehensive Plan Amendment to Horizon 2020 Chapter 14 to consider changes to the Inverness Park District Plan.

### Introduction:

The Inverness Park District Plan was approved by the Lawrence-Douglas County Planning Commission on July 17, 2011. The Lawrence City Commission approved the Plan on September 13, 2011 and the Douglas County Board of Commissioners approved the Plan on October 12, 2011.

The Lawrence City Commission denied a rezoning request for the Remington Square property on December 12, 2011 to rezone to a higher residential density to accommodate additional multi-family development on the undeveloped portion of the property. Since the Inverness Park District Plan designated the Remington Square property as High Density Residential, the City Commission subsequently initiated a Comprehensive Plan Amendment on January 17, 2012 to change the Inverness Park District Plan.

The City Commission directed Planning Staff to make changes to the Remington Square property by planning for the undeveloped portion of the property to be a future non-residential use.

The Lawrence-Douglas County Planning Commission reviewed the Inverness Park District Plan at their meeting on March 26, 2012. The Commission took public comment and discussed the Plan. The Commission supported the designation of CO for the currently undeveloped portion of the Remington Square property. The Commission directed Staff to bring back a proposal to designate the currently developed portion of the Remington Square property as Medium Density with a caveat that the developed portion of the property will need a higher density zoning district in the event the undeveloped portion of the Remington Square property is divided for development in the future.

### Remington Square Proposal

This proposal designates the existing Remington Square property as Medium Density Residential to reflect the existing density of the development. This proposal also accounts for the fact that if the undeveloped portion is separated from the developed

portion the density of the property will no longer be medium density as it exists today. The Medium Density category recognizes that the property owner would need to rezone the property to a higher density in order to be compliant with a zoning district after the separation of the undeveloped portion. A plan to develop the undeveloped portion should accompany any proposed division. The plan to develop must be shown to be compliant with this District Plan as any rezoning of the existing development proceeds for review.

The undeveloped portion is classified as Commercial Office, which the corresponding permitted zoning district would be CO (Commercial Office) District. The CO zoning district does not permit residential uses. It permits office uses, religious uses, some community facilities, medical facilities, etc. The commercial retail that is permitted in this category is limited to mixed use situations within an office development. Commercial retail is generally not permitted as a stand-alone use. A summary of the permitted uses (P), special use permit (S), and accessory uses (A) for the CO District, including descriptions of particular use standards (\*) that apply to the CO District:

Use	P/S/A	Use Standard
<b>Group Living</b>		
Group Home, General (11 or more)	S	
<b>Community Facilities</b>		
Cemetery	P*	505
College/University	P	
Cultural Center/Library	S	
Day Care Center	S*	507
Lodge, Fraternal & Civic Assembly	S*	512
Postal & Parcel Service	P	
Public Safety	P	
School	P	
Funeral and Interment	P*	505
Temporary Shelter	S*/A*	544/522
Social Service Agency	P	
Community Meal Program	S/A*	522
Utilities, Minor	P*/A*	530
Utilities and Service, Major	S	
Extended Care Facility, General	P	
<b>Medical Facilities</b>		
Health Care Office, Health Care Clinic	P	
Outpatient Care Facility	P*	519
<b>Recreation Facilities</b>		
Active Recreation	S	
Passive Recreation	P	
Nature Preserve/Undeveloped	P	
<b>Religious Assembly</b>		
Campus or Community Institution	P*	522
Neighborhood Institution	P*	522
<b>Animal Services</b>		
Sales and Grooming	P	
Veterinary	P	

<b>Eating and Drinking Establishments</b>		
Accessory Bar	A*	509
Fast Order Food	P*	511 & 509 – Floor area does not exceed 10% of all floors of building or all buildings in the office complex.
Private Dining Establishments	P*	539
Restaurant, Quality	P*	524 - Floor area does not exceed 10% of all floors of building or all buildings in the office complex.
<b>Office</b>		
Administrative and Professional	P*	518
Financial, Insurance & Real Estate	P*	510
Other	P*	537
<b>Parking Facilities</b>		
Accessory	A*	535 – Accessory parking for a use permitted in a C Zoning District may be permitted in an RO or RM Zoning District, provided that the parking area shall be no greater than 10,000 square feet.
Commercial	S	
<b>Retail Sales &amp; Service</b>		
Business Support	P	
Food and Beverage	P*	511 – Floor area does not exceed 10% of all floors of building or all buildings in the office complex.
Mixed Media Store	P*	516 – Gross floor area shall not exceed 5,000 square feet.
Retail Sales, General	P*	525 - Floor area does not exceed 10% of all floors of building or all buildings in the office complex.
<b>Industrial Facilities</b>		
Research Service	S	
<b>Adaptive Reuse</b>		
Designated Historic Property	S*	501

**Residential – ~~High~~ Medium Density**

~~The intent of the high density residential category is to allow for compact residential development. These developments are primarily located at the intersection of two major roads or adjacent to commercial or employment uses. The intent of the medium-density residential category is to reflect the~~ in this District Plan, only the area located adjacent to the east of what is development that is currently named Remington Square Apartments is designated for this land use. Residential development in the High Medium Density Residential category is limited to 1-bedroom, 2-story apartments ~~That is a similar use to reflect the existing Remington Square property.~~

~~A public process for site planning this property, such as rezoning with a Planned Development Overlay or rezoning with conditions that require site plan approval from the City Commission, is required. This requirement is in place due to the property's unique situation of its location on a major thoroughfare, its location in a developed area, and the public interest in the potential infill development of~~

~~the remaining portion of the property. A public process for site planning will permit the governing body the ability to require the development to exceed certain Development Code minimums such as open space, landscaping, building design, etc.~~

While the existing density of the Remington Square property is medium density, this category recognizes that the property will have a higher density in the event the undeveloped portion to the east of the existing apartments is separated from the development. This Plan recognizes that the property owner will need to seek a rezoning to a higher density zoning district in order to maintain compliance with the Development Code should the property to the east be divided from the current Remington Square property. A plan to develop the undeveloped portion should accompany any proposed division. The plan to develop must be shown to be compliant with this District Plan as any rezoning of the existing development proceeds for review.

No additional development density or intensity is anticipated on the Remington Square property with this designation.

***Primary Uses:*** 1-bedroom, 2 story multi-dwelling structures

***Zoning Districts:*** RM2415 (Multi-Dwelling Residential) as developed; and PD (Planned Development Overlay) District RM24 (Multi-Dwelling Residential) if divided, but with no additional density or intensity at the Remington Square property.

***Density:*** ~~16 dwelling units/acre, not to exceed 24 dwelling units per acre~~ 15 dwelling units/acre (24 dwelling units/acre if the property is rezoned after a division)

### **Commercial Office**

The intent of the Commercial Office category is to function as a medium-intensity office zoning district. It is also intended to prevent strip commercial development by allowing office uses and only limited commercial retail uses and to serve as a land use buffer between Arterial streets and residential neighborhoods. The category allows freestanding office buildings as well as office parks.

The category permits general office uses along with other uses such as medical offices, community facilities, religious institutions, etc. The category permits limited commercial retail uses, generally limited to being a part of a mixed use office development and not as free standing commercial uses. The Commercial Office category **does not** permit residential uses.

***Primary Uses:*** offices, medical offices, churches, schools, social service agency, post office, limited retail, and banks

***Zoning Districts:*** CO (Commercial Office)

***Density:*** medium

## Neighborhood Commercial

It's also important to note that the Plan as originally approved contains language in the Neighborhood Commercial future land use description discouraging residential development in the commercial district. Therefore, no change is proposed to the Neighborhood Commercial category. Note the existing description below with the emphasis added to the relevant language:

### **Commercial – Neighborhood Center**

The intent of the commercial use is to allow for retail and service uses. A Neighborhood Commercial Center provides for the sale of goods and services at the neighborhood level.

*Multi-family residential uses are not appropriate for this category. The planning area contains a number of existing multi-family residential uses. Additional multi-family uses in areas designated as Neighborhood Commercial are not suitable for the area.*

The property on the Inverness corner is approximately 11 acres and could support a commercial strip center or one large anchor with a smaller center. This intensification would lead to more activity, traffic, noise, and light while providing the benefit of additional commercial services within walking distance for residents in the area. For comparison purposes, the neighborhood commercial centers around Lawrence with similar land areas include the Hy-Vee center at Kasold Drive and Clinton Parkway (13.6 acres), the Orchards center at Bob Billings Parkway and Kasold Drive (9 acres), the Hy-Vee center at Monterey Way and 6<sup>th</sup> Street (12 acres), and the center at Bob Billings Parkway and Wakarusa Drive (8 acres).

Particular attention should be paid to properly designing a large-scale development on the Inverness corner to fit into the context of a developed residential area. Preserving open space to help mitigate the size and scale of the development should be a priority. In addition, 4-sided architecture will be critical here because the property has road frontage on 3 sides (including Clinton Parkway) and is surrounded by a developed residential area. Providing easy pedestrian connections into the development from the residential areas and from the multi-use pathway on Clinton Parkway is also important. New commercial development will have to comply with the Commercial Design Standards. Further, a review of the use table at the time of rezoning may be appropriate to analyze uses that limit impacts from traffic, noise, etc.

The property on the Crossgate corner is approximately 3 acres and could be developed with retail uses. This smaller property should have less impact with regards to traffic, noise, and light compared with the Inverness corner, while still providing commercial services within a walkable distance for neighborhood residents. New commercial development should provide pedestrian connections, will need to include 4-sided architecture and comply with the Commercial Design Standards.

A public process for site planning these properties, such as rezoning with a Planned Development Overlay or rezoning with conditions that require site plan approval from the City Commission, is required. This requirement applies to these properties because of their location on Clinton Parkway, the fact they are within a developed neighborhood, and because there is public interest in the potential infill development of these properties. A public process for site planning will permit the governing body the ability to require the development to exceed certain Development Code minimums such as open space, landscaping, building design, etc.

***Primary Uses:*** eating and drinking establishments, general office, retail sales and services, fuel sales, car wash, civic and public uses, medical facilities

***Zoning Districts:*** CN1 (Inner Neighborhood Commercial District), CN2 (Neighborhood Commercial Center District), CO (Office Commercial) District and PD (Planned Development Overlay) District

***Intensity:*** medium-high

# Inverness Park District Plan Future Land Use

