



# CHAPTER FOUR

## CITY OF SHAWNEE COMPREHENSIVE PLAN

## LAND USE

### INTRODUCTION

Shawnee is a unique community with characteristics that make it distinctive. Like many communities those characteristics are changing. New businesses are created. New homes are built. While certain areas of the community become desirable, other facets of the community begin to decline. As changes occur they have the capacity to strengthen or weaken the distinct character of the community. This is particularly true in Shawnee where change has historically been cyclical. During “boom” times, change moves quickly and the reactive effort to keep up does not always include consideration of the impact on community character. Likewise, during periods without strong growth, decisions are made in an effort to spur growth that may positively or negatively impact character and local quality of life.

Nearly all action related to land use involves conscious decisions from the private sector to build, invest or move and from government to restrict, regulate, permit, or motivate. The purpose of the Land Use element is to provide a framework for those individual land use decisions, both in government and the private sector, that are based on a common vision established by the community regarding the long term order and magnitude of growth, relationship anticipated between uses and expected quality of development.

The element includes a new Future Land Use Plan, which is a graphic representation of the City’s desired long-term growth pattern. The Future Land Use map is supported by goals and objectives plus more specific policy statements regarding the community’s

ongoing growth and development. All of these tools will serve as the basis for development review recommendations and decisions and potential adjustments to the City's development-related ordinances and growth management policies.

As one component of the Comprehensive Plan, the Land Use element is designed to coordinate with various other elements of the urban fabric including transportation, housing and neighborhoods, image and design, parks and recreation, and utilities. For example, Shawnee Municipal Airport is a tremendous and obvious land use that also has implications on the transportation system of the community. Downtown revitalization requires a strong mix of residential and commercial activity as well as dynamic and accessible neighborhoods. Continued industrial development requires qualified labor, improved access and sufficient water and sewer capacity.

## KEY LAND USE ISSUES

Land use issues have been developed through an analysis of the existing pattern of development and uses in and around Shawnee, an understanding of the major features that define the community, and significant citizen input. Solutions to these issues form the foundation and structure for the Future Land Use Plan as well as goals, objectives and action statements regarding land use.

**Strengthen and Diversify Neighborhoods.** This issue is also significantly addressed in the Housing and Neighborhoods element; however, it is testament to the importance that area residents and leaders place on the quality of life in neighborhoods that it is additionally considered as a component of the Land Use element. From the perspective of this element, dynamic, accessible neighborhoods are an important component to the successful revitalization of downtown and the marketability of Shawnee as a place separate from Oklahoma City and desirable for its "small town atmosphere." Many comments suggested the need to diversify land uses within neighborhoods in the historic character of neighborhood design.

**Revitalize Downtown.** While certainly not a new concept, revitalization of downtown remains a very important issue both from an economic aspect and because of the impact a healthy, functional downtown has on the pride and marketability of the community. Downtown Shawnee offers some tremendous opportunities to serve as a hub for commercial, government, entertainment and residential activity. However, revitalization of downtown will require substantial commitment by the community and difficult decisions regarding land use in other areas.





**Build on Assets.** For a community of its size, the City of Shawnee includes a number of major features that act as “magnets” for land use – meaning that certain activities are (or should be) attracted to those features while others naturally keep a distance. Oklahoma Baptist University and St. Gregory University not only offer an educational “presence” but additionally offer cultural facilities and are natural attractors for dynamic neighborhoods, both for students and instructors. The Shawnee Mall, particularly with its premium location along Interstate 40 and Kickapoo Street, attracts commercial retail establishments such as Chilis, Hampton Inn and Cracker Barrel. The industrial park has a long term opportunity to attract industries looking to locate in the Oklahoma City market. Shawnee Municipal Airport is a tremendous benefit to the community as a tool for economic development. Like the industrial park, the airport is an attraction to certain industries and commercial activities. At the same time, residential activity tends to steer clear of airports and industrial activity. By recognizing and enhancing the natural relationships offered by these and other major features, the community can become better organized and more efficient.

**Grow Sensibly.** Not too surprisingly, the City of Shawnee has followed recent traditional patterns of development by permitting land use to be dictated by the automobile. Perhaps this is most obvious along roadways such as Kickapoo and Harrison Streets. The majority of destinations in Shawnee are accessible by one means – the car. A more appropriate pattern of development focuses on “districts.” It may no longer be possible (or desirable) for all major shopping activity to occur in and around downtown or the Shawnee Mall, however, establishments can be developed in a manner that promotes multiple destinations in a single trip. While the community is not rapidly expanding and consuming surrounding rural land, it is growing outward. If Shawnee is to maintain and enforce an image of a small town alternative to Oklahoma City, efforts will have to be made to define and protect rural areas from sprawl, including slow but nonetheless obvious strip development of farm land. Strategic annexation may allow the community to manage fringe development and address opportunities such as development associated with Interstate 40.

## LAND USE GOALS

Goals for land use are a reflection of the development issues facing the City of Shawnee and the community’s vision for the future. Goals are developed with the understanding that the decision to alter land use does not simply impact the site, but can positively or negatively impact the surrounding environment. Land use goals and subsequent objectives and action statements allow the community to take an aggressive stand on the manner in which changes to land use should occur.

The following goals are designed to guide land use decisions so that Shawnee is a community that offers:

- ◆ A variety of dynamic and diverse residential areas that meet the needs of Shawnee residents;
- ◆ A thriving downtown that represents the unique character of Shawnee, exists to meet the needs of its residents and also attract others to the area;
- ◆ Respect and understanding of the major amenities that impact the physical, economic and cultural fabric of the City, as well as an effort to build upon these assets; and,
- ◆ High-quality development that promotes sensible development patterns, respects the small town and surrounding rural image of the area, does not overburden public services and infrastructure, and is appropriate to achieve an efficient, diverse and balanced pattern of land uses.

## LAND USE OBJECTIVES & ACTIONS

### STRENGTHEN NEIGHBORHOODS

**Goal One:** A variety of dynamic and diverse residential areas that meet the needs of Shawnee residents.

#### POTENTIAL OBJECTIVES

- ◆ Promote pedestrian activity, sense of place, communication and dynamic character in existing and future neighborhoods through incorporation of complementary uses.
- ◆ Establish a sense of physical, social and cultural identity in the various existing and future neighborhoods of Shawnee.

#### POSSIBLE ACTIONS

- ✓ Strategically mix uses, including limited neighborhood commercial development as well as major focal points such as schools, places of worship, parks, open spaces, day care, post office, emergency service, and allow for each to be interconnected by pedestrian friendly corridors.
- ✓ Consider alternative uses for vacant lots, such as creation of a neighborhood park or a neighborhood commercial establishment in strategically appropriate areas.
- ✓ In coordination with research for the next Consolidated Plan, conduct a detailed housing condition survey to determine the quality of the existing housing stock and identify all substandard housing visible from the exterior.
- ✓ Utilize planned unit development provisions to encourage innovative and imaginative site design that minimizes adverse impacts on adjacent properties.
- ✓ Require parks, schools, places of worship, neighborhood centers, or other options as a means of creating a





community focal point. Consider appropriate zoning for these public and institutional uses.

- ✓ Residential areas should be appropriately buffered and screened from primary streets and adjacent commercial, office and community facility uses. Residential areas should not be next to industrial areas.
- ✓ Neighborhood retail and service uses should be located at intersections of arterial or collector streets or at the edge of logical neighborhood areas unless appropriately placed within a planned development.
- ✓ Permit secondary dwellings with appropriate restrictions such as above-garage apartments and “granny flats” in all residential zoning districts by right to improve diversity, affordability and efficiency of area neighborhoods.

## REVITALIZE DOWNTOWN

**Goal Two:** A thriving downtown that represents the unique character of Shawnee, exists to meet the needs of its residents and also attract others to the area.

### *POTENTIAL OBJECTIVES*

- ◆ Build upon the excitement generated through development of the Downtown Action Agenda 2000.
- ◆ Ensure that government offices remain in downtown and that new government facilities complement historic structures.
- ◆ Establish a solid downtown District that can be expanded to represent and revitalize the entire commercial core.

### *POSSIBLE ACTIONS*

- ✓ Ensure that the public is aware of progress in implementing the Downtown Action Agenda 2000 and market success stories.
- ✓ Mandate that government facilities that serve as offices or places involving public interaction, other than annex facilities such as branch libraries, locate in the downtown.
- ✓ New, expanded or renovated government structures should, to the extent practical, be complementary to downtown design and represent an example to the private sector.
- ✓ Consider design guidelines for specific districts, such as the Downtown District that ensure complementary design, particularly from those receiving low interest loans, grant funds, tax incentives or other measures.
- ✓ Expand the boundaries selected for the Downtown Action Agenda, if appropriate, and designate them as the initial boundaries for the Downtown District.
- ✓ Establish a Strategic Plan or an Implementation Checklist based upon the Downtown Action Agenda that adds accountability to accomplishing actions.

## BUILD ON ASSETS

**Goal Three:** Respect and understanding of the major amenities that impact the physical, economic and cultural fabric of the City, as well as an effort to build upon these assets.

### POTENTIAL OBJECTIVES

- ◆ Strategically establish districts around key amenities such as St. Gregory's and Oklahoma Baptist Universities, the Expo Center, Gordon Cooper Technology Center, Downtown, the Shawnee Mall, the industrial park, and any neighborhoods that seek to offer distinctive character and identity.

### POSSIBLE ACTIONS

- ✓ Seek funds such as the Economic Adjustment Program available through the Economic Development Administration for planning and improvements designed to improve community marketability.
- ✓ Coordinate with major amenities and develop specific area plans designed to build upon the strengths of the major features, including solidifying edges, nodes, landmarks and paths.
- ✓ Designate district boundaries for the area surrounding each of the major features such as the Shawnee Municipal Airport and implement a specific area plan in coordination with the major features and other community partners.
- ✓ Ensure that development within each district is compatible and cohesive to the extent possible.
- ✓ Establish an appropriate theme for each district designed to build upon the area's character and establish identity including use of physical improvements such as signage, landscaping, gateways, façade improvements and other streetscape features.

## GROW SENSIBLY

**Goal Four:** High-quality development that promotes sensible development patterns, respects the small town and surrounding rural image of the area, does not overburden public services and infrastructure, and is appropriate to achieve an efficient, diverse and balanced pattern of land uses.

### POTENTIAL OBJECTIVES

- ◆ Promote growth where adequate infrastructure exists.
- ◆ Encourage infill development where appropriate (utilities, compatibility, etc.).
- ◆ Ensure that development within targeted growth areas will not reduce the adequacy of public facilities and services.
- ◆ Coordinate the location, type and density of land use activity with utilities and transportation planning to ensure desired development outcomes.





- ◆ Plan for mixing and/or separation of land use types based on desired location, density and pattern of development.
- ◆ Undertake annexation and extension of services in a coordinated and timely manner to protect public interest and assure continued orderly growth and development.
- ◆ Annex key growth areas when and where appropriate.

#### *POSSIBLE ACTIONS*

- ✓ Determine acceptable levels of service for all public services and facilities and make them a consideration in approval of new development to ensure that water, wastewater, law enforcement, fire protection, emergency medical service, trash disposal, and recreational opportunities are adequately available.
- ✓ Maintain the Future Land Use Plan consistent with development trends and patterns.
- ✓ Identify targeted, preferred growth areas just beyond the existing city limits (through utility extension planning, advance parkland and school site acquisition, Thoroughfare Plan implementation, annexation planning).
- ✓ Monitor changes in land use allocation over time relative to the Future Land Use Plan.
- ✓ Review zoning and other development ordinances to ensure they support infill strategies and desired land use intensities and patterns.
- ✓ Adopt infill/redevelopment incentives (flexibility in development regulations, waiver of development fees, direct grants, tax incentives).
- ✓ Offer tax incentives or other financial participation for infill and/or redevelopment projects.
- ✓ Begin incremental implementation of a long-term annexation strategy, both through landowner-requested as well as City-initiated annexations.
- ✓ Use capital improvements planning to focus road and utility upgrades in preferred growth, infill and redevelopment areas.
- ✓ Consider "Adequate Public Facility" provisions to ensure infrastructure concurrent with new development.

### **EXISTING LAND USE & DEVELOPMENT**

Existing land use provides clues to historic and current development trends and provides a "snapshot" of uses available throughout Shawnee. An inventory of existing land use was conducted in June 2003 as a basic data collection activity utilized to gain an understanding of the location, pattern and extent of development in and around the City of Shawnee, including the Twin Lakes area. The analysis involved an extensive windshield survey as well as use of recent aerial imagery provided by City staff. Land use information in rural and relatively undeveloped

portions of the City was more generalized to reflect the limited extent of development.

**EXISTING USES**

Table 4.1, *Estimated 2003 Land Use* provides a glimpse into the current composition of land uses in the Shawnee Planning Area. Categories used to collect data were typical of general land use analysis, including various categories of residential, commercial, industrial, and public or semi-public activity. Undeveloped areas within the municipal limits of Shawnee were categorized as vacant property while areas of rural or agricultural character, including the occasional residence or incidental commercial activity were categorized as “rural development.”



Table 4.1  
Estimated 2003 Land Use

Land Use	Existing Land Use		
	Acreage	Composition	
		Total Area	Developed Area
<b>Residential Use</b>	<b>7,925.4</b>	<b>10.8%</b>	<b>56.4%</b>
Single Family	7,720.2	10.5%	54.9%
Multifamily	118.2	0.2%	0.8%
Manufactured Housing/Mobile Homes	87.0	0.1%	0.6%
<b>Commercial</b>	<b>623.9</b>	<b>0.8%</b>	<b>4.4%</b>
Commercial General	476.9	0.6%	3.4%
Commercial Office	147.0	0.2%	1.0%
<b>Industrial</b>	<b>707.0</b>	<b>1.0%</b>	<b>5.0%</b>
Light Industrial	296.3	0.4%	2.1%
Heavy Industrial	410.7	0.6%	2.9%
<b>Public/Semi Public</b>	<b>4,799.9</b>	<b>6.5%</b>	<b>34.1%</b>
Public/Semi Public Facilities	1,217.4	1.7%	8.7%
Parks & Open Space	483.1	0.7%	3.4%
Right of Way	3,099.4	4.2%	22.0%
<b>Vacant or Rural Development</b>	<b>59,509.2</b>	<b>80.9%</b>	
Undeveloped	4,966.0	6.8%	
Rural Development	53,090.2	72.2%	
Water	1,453.0	2.0%	
<b>Total Planning Area</b>	<b>73,565.3</b>	<b>100.0%</b>	
<b>Total Developed Area</b>	<b>14,056.1</b>	<b>19.1%</b>	<b>100.0%</b>

Source: Wilbur Smith Associates

Results of the analysis are not surprising, although they solidify the notion that Shawnee includes traits that are often unavailable to communities of similar size. Of the more than 73,500 acres that comprise the Shawnee Planning Area, approximately 80.9% represents rural development, vacant land in municipal limits, or water (Twin Lakes composes 2% of the planning area). As is common, residential activity occupies the majority of **developed** land in the Shawnee Planning Area.

The percentage of developed land in Shawnee devoted to public or semi-public activities is uncommon and represents the unique attributes of the community, including the two universities, Gordon Cooper Technology Center, the airport, the Expo Center and the hospital. While the percentage of public and semi-public



space is larger as a result of these facilities, the increase is not extraordinarily substantial for a variety of reasons. First, the large majority of public and semi-public land continues to be consumed by right-of-way, mostly for streets. Second, residential, commercial and industrial activities also increase to serve these facilities. In this manner, presence of these features is somewhat muted but remains noteworthy. Their impact is, however, prominent in the **pattern** of land uses in Shawnee.

### **LAND USE PATTERN**

Kevin Lynch, a renowned urban planner with a strong understanding of the physical, social and economic patterns of sites and communities, proposed that communities are dictated by five key features: paths, districts, nodes, edges and landmarks. All five are key ingredients found in most successful communities. Interestingly, as time progresses, the features have changed in location and magnitude. In many communities, features such as edges and districts had begun to disappear. However, in recent years and with the advent of Smart Growth, planners and community leaders are once again realizing the important role that each feature plays in establishing a strong sense of community character.

**Paths.** Paths are channels for residents and visitors to travel from one destination to another. These may include roads, sidewalks, trails, waterways, and railroads. Paths create the framework of the community on which all other components fit. More, they provide the uses along major paths that provide the impression or “experience” of a place. Paths in Shawnee are largely limited to streets, including major roadways such as Business Route 270, State Road 18, Farral/Harrison Street, Kickapoo Street, and Independence Street. The Union Pacific Rail lines that bisect the City of Shawnee offer an informal path. Arterial roadways often also serve as edges.

On a smaller scale, paths include local and collector streets within various neighborhoods, such as Market, Center and University Streets. The absence of sidewalks or a substantial trail system is an obvious disadvantage to the pedestrian experience.

**Districts.** Districts are identifiable areas within a community or neighborhood. Each has a distinct character that is separate from other areas but is clear as people enter and leave districts by traveling along various paths. That character is generally physical and can be as simple as a stark change in land use, such as an industrial district, a transition in development styles, or distinct gateways (entry/exit landmarks) and edges. Within a community, neighborhoods can function as districts or can be combined into larger “residential districts.” Over past decades, during the advent of the automobile, the concept of districts began to fade as

commercial activities spread along roadways and interconnected, adjacent neighborhoods gave way to single access, remote subdivisions. However, in recent years, districts have been reinvigorated and the concept has become a major tool for revitalization of urban areas. Within Shawnee, the most recognizable districts are the grounds of the two universities. Other areas, such as downtown and the Shawnee Mall offer certain characteristics, but do not offer sufficient contrast to be considered districts. Locations such as the industrial park, Gordon Cooper Technology Center, and new subdivisions such as Enchanted Garden are isolated “islands” more than districts. Missed opportunities include the vast network of established neighborhoods and the Expo Center.

**Nodes.** Nodes are significant destinations where people eventually arrive. They primarily include focused concentrations of land uses, a major feature (perhaps at the intersection of several paths), or any other location or event that commonly draws individuals together. On a communitywide scale, nodes may include such destinations as the Shawnee Mall, the Expo Center, the industrial park, and the Gordon Cooper Technology Center. On a smaller scale, a node offers local destinations such as neighborhood parks, schools or a neighborhood grocery store. To be a successful district, an area should have at least one node as a means of local gathering and communication. In some instances, such as the two universities, an area serves as a node, a district and possibly a landmark.

**Edges.** Edges are the distinct ending of one area and, if well designed, the obvious beginning of another. An edge is always a physical presence, such as where a residential neighborhood abuts a non-residential district. In most successful cases, edges are not only physical, but also mental in the sense that the “experience” changes. Unfortunately, many of today’s edges represent barriers rather than unique character. Harrison Street, for example, serves as a path, but also forms a tremendous barrier that is strong enough to create an edge. Nationally, a trend among many new subdivisions is to limit access and surround development with a wall or fence. While this successfully forms an edge, it also represents division and exclusion. The most obvious edges in Shawnee are those that form barriers and are primarily roadways or railways. The Union Pacific Rail line that travels north and south through the city, for example, creates a stark edge that bisects the city.

Sometimes activities on either side of an edge are not compatible, leading to problematic edge conditions and the perceived need to establish barriers. Managing edge conditions is a major focus of city planning and development regulations. Edges should not be





confused with gateways, which are landmarks limited to high-profile entries and exit points.

**Landmarks.** Landmarks are focal points. They help to orient the resident or visitor within the community or neighborhood, and they often imprint a mental image of an area. The impact of a landmark, however, depends not only on its magnitude but also upon its uniqueness. In urban areas such as Shawnee, a landmark may include a major monument or structure or an obvious feature, such as the Santa Fe Depot or Kidspace Park. In a more rural setting, items such as a barn, large house, an unusual sign, or even a particularly recognizable tree can become landmarks.

The City of Shawnee has its own unique versions of these city “building blocks.” Their location and nature are determined by the community’s historic development pattern as well as the needs and desires of its residents. A general depiction of these physical features was prepared during the comprehensive planning process as a hand-drawn sketch map, which is on file with the City of Shawnee Planning Department and was instrumental in drafting the Future Land Use and Thoroughfare Plans.

### **ANTICIPATED TRENDS**

Several trends are occurring that continue to impact land development patterns. In preparation for development of the Future Land Use Plan, the following trends appear to warrant consideration and discussion. It should be noted that the following trends represent themes that are based upon professional expertise and general observation of development patterns. It should also be noted that the following themes are anticipated without the influence of the Future Land Use Plan. Some, like continued growth from individuals seeking the small town feel within the Oklahoma City market are opportunities that can be recognized and enhanced through the Future Land Use Plan. Others, such as continued strip commercial growth along Harrison and Kickapoo Streets are contradictory to promotion of commercial districts and can be reduced by following the recommendations of the Comprehensive Plan.

- ◆ Residents and businesses interested in Oklahoma City are likely to increasingly consider Shawnee as a small town alternative.
- ◆ Residential activity will continue to occur along the fringes of Shawnee in conventional fashion, such as developments currently under construction along 45<sup>th</sup> Street and along Gray Dove.
- ◆ Commercial activity will likely develop in an ad-hoc fashion with tourist and interstate related activities likely to occur

along Interstate 40 and other activities to locate along major strip corridors such as Kickapoo and Harrison Streets. Harrison Street offers significant, large lot, undeveloped or underdeveloped land near Interstate 40 that will witness pressure for growth.

- ♦ Rural residential development will continue to occur as single lot, strip development along the various roadways surrounding Shawnee, particularly along linkages to Twin Lakes.
- ♦ The high poverty level in Shawnee will continue to be a factor that inhibits individual efforts for rehabilitation of commercial or residential structures. This may, to an extent, be mitigated by new industrial growth and continued effort of the Gordon Cooper Technology Center.
- ♦ Industrial activity will continue to develop in the industrial park and outside of the jurisdiction of Shawnee Public Schools. As a result, the significant tax base that accompanies industrial development will continue to benefit surrounding school districts.
- ♦ Oklahoma Baptist and St. Gregory's Universities will experience slow, but steady growth. Oklahoma Baptist has recently purchased land north of MacArthur with the long term intent of development of new athletic facilities.
- ♦ Activity around Shawnee Municipal Airport will increase. Some existing businesses in the area have already indicated a need to expand and efforts are underway to generate additional activity including a grant awarded to generate a web site for information about the airport.
- ♦ Downtown revitalization efforts are expected to steadily increase in coming years. The Downtown Action Agenda 2000 sparked new interest in downtown development. The five major banks in Shawnee pooled resources to form a revolving loan fund offering low interest loans (\$250,000) to persons interested in downtown restoration. The Federal National Bank and Masonic Building proposed for renovation and rehabilitation of The Aldridge will soon begin. The Ritz Theatre has been donated to the Downtown Shawnee Main Street Program and has received needed façade treatments. Baptist Athletics recently renovated the façade of the facility formerly known as Baptist Hardware. Several opportunities exist to incorporate residential development into downtown.
- ♦ Construction of the new WalMart adjacent to the Shawnee Mall will generate significant additional retail investment along the north and south sides of the Interstate 40 corridor. The portion of the Shawnee Mall currently occupied by WalMart will likely be removed and replaced with outdoor entry retail.



## LAND USE PROJECTIONS

Land use projections for the City of Shawnee and the Shawnee Planning Area are based upon existing conditions, anticipated growth and trends that will likely result in increased or decreased development of a certain land use. Projections represent a forecast of future land use requirements that aid in development of the Future Land Use Plan and the Future Land Use Map. As with housing and population projections, it is important to note that land use projections represent possible scenarios. While an effort is made to anticipate future events, it is impossible to anticipate all of the events that will impact land use in and around the community of Shawnee. Regular review of the composition of land uses in the planning area is recommended to determine if

Table 4.2  
Estimated 2020 Land Use

Land Use	2020 Scenario W/O Plan			2020 Scenario With Plan		
	Acreage	Composition		Acreage	Composition	
		Total Area	Developed Area		Total Area	Developed Area
<b>Residential Use</b>	<b>10,659.6</b>	<b>14.5%</b>	<b>54.0%</b>	<b>9,537.2</b>	<b>13.0%</b>	<b>52.6%</b>
Single Family	10,383.7	14.1%	52.6%	9,264.3	12.6%	51.1%
Multifamily	158.9	0.2%	0.8%	177.3	0.2%	1.0%
Manufactured Housing/ Mobile Homes	117.0	0.2%	0.6%	95.7	0.1%	0.5%
<b>Commercial</b>	<b>1,093.6</b>	<b>1.5%</b>	<b>5.5%</b>	<b>921.1</b>	<b>1.3%</b>	<b>5.1%</b>
Commercial General	858.4	1.2%	4.4%	715.3	1.0%	3.9%
Commercial Office	235.2	0.3%	1.2%	205.8	0.3%	1.1%
<b>Industrial</b>	<b>1,201.9</b>	<b>1.6%</b>	<b>6.1%</b>	<b>1,201.9</b>	<b>1.6%</b>	<b>6.6%</b>
Light Industrial	503.7	0.7%	2.6%	503.7	0.7%	2.8%
Heavy Industrial	698.2	0.9%	3.5%	698.2	0.9%	3.8%
<b>Public/Semi Public</b>	<b>6,772.3</b>	<b>9.2%</b>	<b>34.3%</b>	<b>6,479.9</b>	<b>8.8%</b>	<b>35.7%</b>
Public/Semi Public Facilities	1,637.5	2.2%	8.3%	1,582.7	2.2%	8.7%
Parks & Open Space	966.2	1.3%	4.9%	966.2	1.3%	5.3%
Right of Way	4,168.6	5.7%	21.1%	3,874.2	5.3%	21.4%
<b>Vacant or Rural Development</b>	<b>53,838.0</b>	<b>73.2%</b>		<b>55,425.3</b>	<b>75.3%</b>	
Undeveloped	996.1	1.4%		1,290.5	1.8%	
Rural Development	51,388.9	69.9%		52,681.8	71.6%	
Water	1,453.0	2.0%		1,453.0	2.0%	
<b>Total Planning Area</b>	<b>73,565.3</b>	<b>100.0%</b>	<b>100.0%</b>	<b>73,565.3</b>	<b>100.0%</b>	
<b>Total Developed Area</b>	<b>19,727.3</b>	<b>26.8%</b>		<b>18,140.0</b>	<b>24.7%</b>	

Source: Wilbur Smith Associates

projections remain appropriate or require amendment.

As noted in *Table 4.2, Estimated 2020 Land Use*, the Comprehensive Plan anticipates that Shawnee and its developed area will grow within the next two decades. This is partially the result of anticipated growth in population; however, it is also recognition that the consistent desire for new development will ensure that even times of slow growth will result in some expansion of the developed area.

Projections for future land use are based upon two development scenarios. Both assume that population growth will follow the

recommended polynomial population projection presented in *Chapter 2, Community Profile*. The first scenario suggests possible land use growth if current trends continue absent the recommendations of this Comprehensive Plan. The second scenario highlights the potential impact that the Comprehensive Plan can have on anticipated growth.

### **SCENARIO ONE: DEVELOPMENT FOLLOWING CURRENT TRENDS**

The first scenario proposes growth during the two decades between 2000 and 2020 will expand the developed area of Shawnee by 40% in response to national and local trends. This scenario recognizes a national trend for increased land consumption above an increase in number of units or facilities as homebuyers and developers of commercial, industrial and public facilities seek larger lots. By 2020, developed land is expected to grow to over 19,700 acres and represent nearly 27% of the current planning area.

#### *RESIDENTIAL GROWTH*

- ◆ Land needed for residential development will grow at a consistent pace with population projections. National trends point to continued growth in average home sizes, including apartment units and manufactured housing. The composition of residential development is expected to largely consist of separate, single use, single family subdivisions.
- ◆ Multifamily development will also continue to follow a “bigger is better” mentality, including more units per complex and more property consumed. Little development of residential alternatives is expected.
- ◆ Factory-built housing is expected to be relegated to manufactured housing communities with little opportunity for development as an affordable alternative for homeownership.
- ◆ Without a planned approach, residential development will increasingly sprawl and provide few answers to major housing issues such as affordability and neighborhood character.

#### *COMMERCIAL GROWTH*

- ◆ Commercial growth – and the land consumed for commercial development - will likely outpace population growth over the course of the next two decades.
- ◆ Commercial retail is expected to be among the most expansive of land uses as national brands continue to diversify and expand into markets previously considered too small to be profitable. Shawnee will see particular expansion of commercial activity surrounding the Shawnee Mall and Interstate 40 as the community enhances its role as a regional shopping destination and a viable stop for travelers.





- ◆ Commercial office activity is expected to outpace population growth as Shawnee becomes more attractive as an alternative location to Oklahoma City. Office space is likely to grow in a strip fashion along Kickapoo Street, Harrison Street, MacArthur Street, 45<sup>th</sup> Street, and in downtown.
- ◆ Kickapoo Street is likely to continue growing as a commercial strip corridor with residential units turned into commercial office and service establishments, as well as commercial construction.

#### *INDUSTRIAL GROWTH*

- ◆ Industrial activity will likely outpace population growth as industries seek an alternative to Oklahoma City. Light and heavy industry are expected to see equal growth. Industrial development will most likely occur in the area of Wolverine, Harrison and Kickapoo Streets. Growth may occur around the Shawnee Municipal Airport and pressure may occur for development of additional industry along Old Highway 270.

#### *PUBLIC & SEMI-PUBLIC GROWTH*

- ◆ A new park master plan in development of the City of Shawnee will place added emphasis on development of recreation opportunities, including the proposed regional park located north of Shawnee along Kickapoo Street. The emphasis on parks improvements is expected to result in additional growth for parks and recreational spaces during the course of the Comprehensive Plan that outpaces population growth.
- ◆ Public facilities and right-of-way are expected to grow as needed with the pace of population growth.

#### *VACANT OR RURAL DEVELOPMENT*

- ◆ New development activity will result in loss of more 5,600 acres of undeveloped municipal land or rural areas. Approximately 70% of land consumed for development is expected to occur in areas that are within the municipal limits of Shawnee.

### **SCENARIO TWO: UTILIZING THE PLAN**

An alternative scenario more closely resembles the anticipated rate of growth if recommendations of the Comprehensive Plan are instituted. This scenario also envisions expansion of the developed area. However, unlike the 40% growth anticipated between 2000 and 2020 by the initial scenario, Scenario Two proposes growth of only 29%. More important, Scenario Two does not envision fewer homes or businesses locating in Shawnee. Rather, use of less land results from better land management practices.

#### *RESIDENTIAL GROWTH*

- ◆ Land needed for residential development will grow at a slower rate than population projections through a variety of activities

designed to increase affordability and neighborhood character. Residential areas will increase slightly in density, but will further benefit from alternative designs for new neighborhoods such as clustering, traditional neighborhood design, zero-lot line development, and incorporation of “life-cycle” housing.

- ◆ Multifamily development will consume land at a rate faster than population growth and faster than that proposed for Scenario One. However, while some additional large scale multifamily development will occur, most growth will occur through a variety of lower density options such as granny flats, triplexes, and townhomes. Planned, limited integration of low density, multifamily units into single family neighborhoods will add a diverse and dynamic character to neighborhoods while also establishing the options needed for “life-cycle” housing – housing alternatives that provide individuals ample opportunity to remain in the same area as their housing needs change.
- ◆ Factory-built housing communities are expected to grow at a rate that is slower than population growth. However, this is not because of reduced desire for affordable housing. Introduction of modular homes – designed to meet the community’s expectations - into neighborhoods will reduce demand for development of manufactured housing communities that are not designed to the standards of a neighborhood.

#### COMMERCIAL GROWTH

- ◆ As expected in Scenario One, commercial growth will likely outpace population growth over the course of the next two decades. However, innovative land management practices incorporated into Scenario Two suggest that such growth can be accommodated successfully while utilizing less land.
- ◆ Commercial retail is still expected to grow at a strong rate. However, through mixed use development and clustering of businesses (rather than strip commercial activity) the amount of land needed is expected to be substantially smaller. Still, however, land needed to accommodate commercial retail demands is expected to outpace population growth.
- ◆ Commercial office activity will also outpace population growth, however, unlike Scenario One, the difference will be minimal. As with retail, commercial office space will benefit from development of dynamic, mixed use areas and a renewed focus on concentrating office space in downtown.
- ◆ In Scenario Two, strip commercial development may still occur, but it will managed and minimized to the extent possible in order to promote more focused and pedestrian friendly commercial opportunities.





### *INDUSTRIAL GROWTH*

- ◆ Industrial growth will likely remain similar to Scenario One in terms of land required. However, activity is expected to occur in a fashion designed to benefit both industry and the surrounding areas. The majority of development is still expected to occur in the area of Kickapoo, Wolverine and Harrison Streets, but will develop as an internally oriented industrial park. Other areas of industrial growth, particularly near Shawnee Municipal Airport, will be managed to address the needs of surrounding residential areas.

### *PUBLIC & SEMI-PUBLIC GROWTH*

- ◆ Growth of parks and trails will remain as expected in Scenario One, however, the amount of land needed for right-of-way and development of facilities is expected to grow more slowly than population.
- ◆ Public and semi-public facilities are expected to follow an increasing trend toward shared resources. Typical examples include school facilities that also function as local libraries, parks, and community centers.
- ◆ Right-of-way is expected to grow more slowly than population growth in anticipation of limited sprawl, mixed use activity and incorporation of design techniques such as clustering that reduce right-of-way (as well as infrastructure, street and maintenance costs).

### *VACANT OR RURAL DEVELOPMENT*

- ◆ Better management of land in Scenario Two is expected to result in slightly more than 4,000 additional acres consumed for development – roughly 1,600 less than Scenario One. More, approximately 90% of development is expected to occur on undeveloped property within the City of Shawnee resulting in reduced development in rural areas.

## **FUTURE LAND USE PLAN**

The Future Land Use Plan builds upon growth trends, land use projects, the physical features of the community and surrounding area, needs expressed through the Community Forum, Key Person Interviews and coordination with staff and the Comprehensive Plan Advisory Committee. The result is a plan that builds upon the strengths of Shawnee and utilizes features such as the universities, growing interest in downtown, commercial growth near the Shawnee Mall and Interstate 40, and the presence of the Gordon Cooper Technology Center.

The Future Land Use Plan is based upon existing land uses and development patterns. As such, it offers a vision for future activity while also recognizing that today's uses represent the foundation for preservation or change. The Future Land Use Plan does not simply assume that today's uses will exist in 2020. Rather, it recognizes the strengths and weaknesses of today's pattern of

land uses and proposes changes to be made over time that will improve the character and quality of life in Shawnee.

The Future Land Use Plan focuses upon development of specific character districts designed to emphasize both the small town character of Shawnee as well as utilize the unique characteristics of the community. *Figure 4.1, Character Districts*, indicates districts to be developed in Shawnee while the Future Land Use Plan provides detail regarding the opportunities to establish the districts as a series of interconnected entities with distinct and desirable features.

## CHARACTER DISTRICTS

### *DOWNTOWN DISTRICT*

The Downtown District largely represents the Central Business District of Shawnee. As noted, significant effort has already gone into promotion and planning for revitalization of the downtown area and it appears that interest is growing. The Downtown District developed in the Future Land Use Plan potentially expands the boundaries established by the Shawnee Downtown Action Agenda by including nearby commercial activity along Main Street and transition areas into surrounding neighborhoods.

The Downtown District proposes the following:

- ◆ a wide mix of land uses designed to reflect the dynamic nature of a strong downtown. Downtown is a destination for numerous Shawnee residents, although it is currently a sporadic destination. A strong blend of residential, commercial, recreational and public uses will create a more robust environment that can enhance pedestrian and vehicular traffic as well as interest in downtown as a regular destination;
- ◆ continued commitment of government facilities, when appropriate, to be located in the downtown area. Government remains a strong contributor to the vitality of downtown, including such facilities as City Hall and the library. Government facilities, because of their numerous functions, represent a destination for many of the individuals traveling to downtown. It is likely that private development will look to the government sector in downtown to gauge the community's commitment to redevelopment. Therefore, it is important that government facilities not only remain in downtown, but also represent the quality of development expected from the private sector.
- ◆ substantial commercial office, retail and service activity that includes specialty retail and entertainment. Downtown should maintain its role as the primary source for commercial office activity in Shawnee, bolstered by support activities such as





office supplies and dining services. At the same time, sufficient evening activity should be available to support downtown as an evening destination, particularly for those individuals that choose to live in and around downtown;

- ◆ residential opportunities including upper story apartments and flats above commercial activity, townhomes and other medium to high density residential opportunities along the outskirts of the district as it transitions into neighborhoods, and reuse of historic structures for multifamily living. Seniors, students, and young couples without children are the most likely candidates for downtown living;
- ◆ development that is sensitive to the historic, architectural character of downtown, as well as the surrounding residential areas. Significant effort should continue to be made to redevelop historic structures. Pedestrian amenities should be abundant in the downtown district.

#### *UPTOWN DISTRICT*

While downtown should continue to serve as the commercial office and government/institutional hub for Shawnee, the reality is that large scale commercial retail activity will locate along Interstate 40 in proximity to the Shawnee Mall. This area also offers immediate access to the interstate for potential commuters that work in Oklahoma City but are seeking a small town escape from the large urban area.

The Uptown District is proposed as a means to maximize the full potential of the land along the interstate and near Shawnee Mall through development in a planned, coordinated manner. Features of the Uptown District include:

- ◆ Expansion of the commercial retail activity between Kickapoo and Harrison Streets along both sides of Interstate 40. Activity is anticipated to include “big box” development such as the new WalMart, integrated with national brand chain stores, restaurants and lodging. Commercial activity along the Interstate is expected to meet many of the retail needs of residents while also serving as an immediate destination for travelers.
- ◆ Commercial activity in the Uptown District need not maintain a strict, singular design standard. However, the district will be most recognizable if common themes are found in architecture, landscaping and along the streetscape. Common and interconnected pathways will further promote a single identity.
- ◆ Mixed residential development is proposed along the east and west edges of the Uptown District. Housing in the Uptown District is expected to range from medium to high density with limited commercial retail and office space integrated into

development. Floodplains and waterways should be preserved and utilized as a recreational and aesthetic amenity that is creatively integrated into development. Areas adjacent to traditional residential development, such as that along 45<sup>th</sup> Street east of Kickapoo, should be scaled appropriately to successfully provide a transition into low density neighborhoods.

- ◆ Due to the density of residential areas in the Uptown District, it is recommended that open space and active recreation amenities, such as trails within the floodplain and parks be an integral part of the district.

#### *INDUSTRIAL "PARK"*

The Future Land Use Plan proposes significant revision to industrial uses serving Shawnee by consolidation into established and protected industrial "parks" designed for industrial efficiency and compatibility between uses. More recent industrial development has occurred along Harrison, Kickapoo and Wolverine Streets, but also exists in other areas of the community. The Future Land Use Plan proposes the area located north of the Shawnee Mall as the primary location for industrial activity. Other industrial locations are not proposed to be eliminated while industry continues to exist, however, promotion of industrial activity is proposed to be limited to industrial parks that offer:

- ◆ internal access to facilities along interior collector and local roadways instead of heavily traveled roads such as Kickapoo and Harrison Streets;
- ◆ an integrated mix of heavy and light industrial activity;
- ◆ design standards, particularly along the periphery of the industrial park that address issues such as landscaping, open space, screening, lighting, signage, access management and building materials;
- ◆ a commercial hub located at Wolverine and Harrison Streets that caters to needs of surrounding facilities;
- ◆ an integrated drainage system as opposed to individual retention areas that can be visually pleasing, environmentally friendly and better address storm drainage;
- ◆ potential incorporation of industrial activity that is developed through partnerships between education and the private sector, such as a construction facility for development of affordable, modular housing.

#### *AIRPORT DISTRICT*

Shawnee Municipal Airport is an important economic feature of the City of Shawnee. Building upon increased activity already occurring around the airport, the Future Land use Plan proposes





to expand commercial and business opportunities in the area to enhance airport use. District features include:

- ◆ a mix of commercial office and retail activities, limited industrial development, and institutional activities such as the airport;
- ◆ a mix of airport-related commercial and industrial activities along Kickapoo Spur;
- ◆ enhancement and expansion of recreational amenities such as the trail system that is adjacent to the airport;
- ◆ design restrictions that respect the needs of the airport, such as height and lighting, while also considering such features as location of parking, shared infrastructure, signage and landscaping;

#### *TECHNOLOGY CAMPUS*

While Shawnee will maintain its small town character, it is important to also take full advantage of features such as the Gordon Cooper Technology Center that can establish Shawnee as a resource for skilled, talented labor. The Technology Center provides a unique opportunity for the City of Shawnee to build upon the proximity to Oklahoma City, as well as the various additional amenities of the community, to establish a small technology campus. The proposed campus stretches from Harrison Street to property west of the technology center. The technology campus is proposed to feature:

- ◆ a mixed use environment featuring commercial retail and office, and institutional uses, with limited light industrial or high density residential activity assuming that such uses can be completely integrated into campus design. The campus should focus upon integration of education opportunities with businesses practices.
- ◆ walkability within the campus setting that will serve to further strengthen the tie between education and business.
- ◆ aesthetic open spaces that are prominent in a campus setting with facilities planned for interconnectivity.
- ◆ clear and delineated boundaries, but also compatibility and coordination with surrounding districts, such as the proposed Uptown District.

#### *HARRISON COMMERCIAL CORRIDOR*

The Future Land Use Plan recognizes that commercial development is most effective as a land use when clustered to permit shopping and employment opportunities without the need for multiple trips. At the same time, the commercial strip along Harrison Street has grown steadily over the years and has consumed a significant portion of the roadway with strip

development. Given the magnitude of strip commercial activity along Harrison Street, it is extremely unlikely that the area will return to residential use. Likewise, if left unattended, the distinct possibility exists that the corridor will eventually decline as commercial activity moves to clustered commercial districts such as those proposed around the Shawnee Mall and downtown.

The Future Land Use Plan proposes to address these issues by introducing a dynamic mix of uses into the corridor and establishing Harrison Street as a separate and recognizable district. Specifically, the Harrison Commercial Corridor is proposed to include properties adjacent to Harrison Street from 45<sup>th</sup> Street to Whitaker Street. Features of the Corridor include:

- ◆ an array of land uses ranging from commercial retail and commercial office to low, medium and high density residential development;
- ◆ pedestrian opportunities by increasing density along the corridor and promoting commercial clusters in appropriate areas such as the intersection of Harrison and Independence Streets;
- ◆ shared use of facilities such as multistory structures with first floor commercial activity;
- ◆ improved and shared parking and access to promote traffic safety, walking and interconnectivity while also creating space for landscaping and beautification;
- ◆ improved signage and overall reduction of visual clutter; and
- ◆ recognizable features to act as gateways at the entrances into the corridor along Harrison Street.

#### *EXTENDED EDUCATION CAMPUS*

Coupled with the Gordon Cooper Technology Center, Oklahoma Baptist and St. Gregory's Universities offer a distinction to Shawnee as a small town with an immense capacity for higher education that should be attractive for both obtaining a degree or for continuing education. The Extended Education Campus is proposed to protect the expansion capabilities of the two universities while also surrounding the campuses with compatible residential development. The Extended Education Campus includes:

- ◆ public and semi-public land uses that primarily include the two universities, but also incorporate medical facilities or other future public uses that are related to university activity.
- ◆ low and medium density residential development that is connected to the universities through pedestrian and vehicular corridors including streets, sidewalks and trails.





- ◆ an enhanced campus setting through use of open space and vegetation that creates a pedestrian oriented atmosphere while also defining the campus as a single entity with the universities as nodes and specific structures as landmarks.

#### *ENHANCED EXISTING NEIGHBORHOODS*

While new residential development is needed in Shawnee, strong consideration should be given to protection and enhancement of existing neighborhoods. The Future Land Use Plan proposes the following activities related to existing neighborhoods:

- ◆ use of vacant parcels for infill residential development and neighborhood park space as needed. New housing should not strongly differentiate from the surrounding housing stock in terms of size, style and type of housing. However, incorporation of appropriately designed alternatives such as duplexes and flats should be considered appropriate.
- ◆ elimination of uses that negatively impact the residential environment such as deteriorating or out of place commercial or industrial activity. Higher density residential activity should be limited, if permitted, and required to compliment the character of the surrounding low density residential area.
- ◆ incorporation of complimentary uses, including parks, schools, places of worship, and appropriately placed neighborhood commercial facilities that add amenities and a dynamic character to existing neighborhoods. Such uses should be placed in a manner that connects or clusters multiple destinations for access by walking, bicycling or by automobile.

#### *NEIGHBORHOOD COMMERCIAL NODES*

In an effort to promote clustered commercial retail and services that successfully meet the needs of the surrounding area, the Comprehensive Plan proposes a series of Neighborhood Commercial Nodes. As noted in *Figure 4.1*, nodes are located throughout the community at strategic intersections. Some, like the node proposed at the corner of Harrison and Wolverine Streets, enhance existing commercial clusters while others anticipate future development. Nodes promote the concept of clustering over strip development and once again seek to establish commercial centers as connected destinations.

Neighborhood Commercial Nodes feature:

- ◆ commercial retail and service activity that may include such daily needs as cleaners, gas stations, convenience stores, hair care, or coffee shops. Nodes may also include larger retail needs such as grocery stores, but are primarily designed for smaller shops that serve the needs of the immediate area.
- ◆ a reflection of the needs of the particular area. For example, the proposed node along Kickapoo Street near the Expanded

Education Campus may include a copy center while a node near the Airport District may include a sandwich shop to serve nearby employees.

- ◆ the scale and design of each node should equally reflect the surrounding activity. Two story structures with pedestrian amenities may be appropriate near the universities but less appropriate in other areas.

#### *TRADITIONAL NEIGHBORHOOD DEVELOPMENT*

Several areas throughout and nearby Shawnee are currently experiencing significant residential development pressure. Unfortunately, the various new subdivisions are providing little in the amenities and interconnectivity needed to transform from a series of subdivisions to recognizable, dynamic neighborhoods. Areas designated as Traditional Neighborhood Development seek to enhance typical development by incorporating many of history's successful amenities and attributes. Specifically, Traditional Neighborhood Development includes:

- ◆ areas that are primarily low-density single family residential, but also permit low-density multifamily activities such as duplexes, granny flats and townhomes. Incorporation of multifamily uses should be planned and developed in a manner that complements surrounding single family activity.
- ◆ amenities such as parks, schools, places of worship and limited, appropriately placed neighborhood commercial activity.
- ◆ characteristics that promote pedestrian activity, including incorporation of trails and sidewalks, preferably connecting residents with amenities and destinations.
- ◆ potential use of traditional design concepts such as streets designed in a grid pattern, reduced front yard setbacks, and lot sizes that permit stronger association with the street and sidewalk.

#### *RURAL VILLAGES*

Rural Villages are proposed along the fringes of the City of Shawnee as a transition between the small town, urban environment and the surrounding rural area. Rural villages maintain the agrarian atmosphere through creation of tight-knit villages surrounded by open space as an aesthetic and character-driven alternative to typical strip residential development that ultimately benefits relatively few while requiring increased costs for service and maintenance. Features of Rural Villages include:

- ◆ residential activity that clusters homes and preserves a significant portion of a site as rural open space that can be used for recreation, actively farmed (with proceeds from leasing the land going to the cost of maintaining the common





space), or converted to low maintenance natural habitat. The benefit for homeowners is the ability to achieve the “escape” from urban living without maintaining a large personal space. Clustered homes require reduced infrastructure costs that result in reduced construction costs over the short term and reduced maintenance over the long term. Additionally, the large open area better preserves rural character without reducing the number of potential lots for development.

- ♦ village design that offers the creativity and flexibility to adapt to any scale of development. One rural village may be comprised of four homes while another is made up of more than 100 units. Rural villages may include a variety of housing types, including single family residences, duplexes, townhomes and apartments. If a village is built with significant density, neighborhood commercial uses may be integrated into the development. Similarly, uses such as places or worship, schools and recreation areas can serve as village landmarks.

#### *AGRICULTURAL HOLDING AREAS*

The Future Land Use Plan recognizes that even significant growth will not require consumption of all land currently within the boundaries of the City of Shawnee. It is recommended that, to the extent possible, land retain its rural character until needed for managed growth. This will preserve the boundaries of the community, further defining and maintaining the small town and rural character that so many in the area consider to be an important and marketable feature of Shawnee. This will also ensure that development occurs in a cost effective manner and continues to provide a barrier between activities such as the commercial and residential development along Interstate 40 and the industrial park along Wolverine Street.

#### **FUTURE LAND USE MAP**

The land use categories displayed on the Future Land Use Map differ from the City’s Official Zoning District Map. Together with policies, goals, objectives, action statements, and the concept of recognizable character districts, the Future Land Use Map is a guide for development, redevelopment and daily decision making. Categories for the Future Land Use Map have been designed to capture the character of distinct areas such as the Downtown District and Harrison Commercial Corridor and reaffirm a commitment to vibrant neighborhoods that are safe from inappropriate encroachment. In all cases, the Future Land Use Map supports appropriate mix of land uses. The level of mix and “appropriateness” is derived from the expected character of the area. For example, low density, single family neighborhoods benefit from incorporation of schools, parks and places or worship into the area, as well as limited, well designed,

neighborhood commercial activity. The Future Land Use Map does not specifically set aside areas in each neighborhood designated as “Public” or “Commercial” to accommodate those uses. Rather, each definition describes uses that are appropriate. Areas such as the Harrison Commercial Corridor benefit from a substantial mix of residential and commercial land uses. To recognize this, mixed use categories such as “Residential/Commercial” have been created.

The following categories are used in *Figure 4.2, Future Land Use Plan*:

*RURAL DEVELOPMENT/AGRICULTURE (LIGHT GREEN):*  
Rural Development represents uses that are typically associated with “rural character,” particularly agricultural activity and natural areas. Rural development may include large lot residential development, although new large lot residential development should be minimized. Commercial or industrial activity that is of a small scale and directly related to agricultural activity is generally considered permissible. Agricultural Holding Areas are districts most closely associated with the Rural Development/Agriculture land use category.

*RESIDENTIAL (YELLOW):*  
Within the Residential category, conventional one-family detached dwellings represent the primary use, although two-family units such as duplexes and “granny flats” are acceptable throughout the area. Public uses such as places of worship, schools, parks, and other neighborhood-oriented public facilities are acceptable throughout the area, assuming that they are designed to respect and enhance the character of the community. When appropriate, other uses may include multifamily residential activity and neighborhood commercial. Rural Villages, Traditional Neighborhood Development and Enhanced Existing Neighborhoods are districts closely associated with the Residential land use classification.

*RESIDENTIAL/COMMERCIAL (ORANGE):*  
Substantially mixing uses creates a more dynamic environment that promotes interaction and walkability. The Residential/Commercial category is located in areas where a dynamic mix is likely to flourish and also as a transition between predominantly residential and commercial areas. Residential uses include all housing types, although medium to high density housing is considered most appropriate. Commercial activity in such areas may include commercial retail, service and office functions. Institutions such as places of worship, lodges and meeting halls are appropriate in the Residential/Commercial area. Large scale, “big-box” uses are preferred to be located outside of Residential/Commercial in areas designated for pure commercial





use, unless designed to be successfully integrated with the surrounding area. The Harrison Commercial Corridor and portions of the Uptown District are closely associated with the Residential/Commercial land use category.

*COMMERCIAL (RED):*

Commercial areas are designed to specifically promote commercial retail and service activities, although they may also include office uses. Common uses in the commercial area will include shopping and service facilities for the sale of goods and services, including small shops and larger retail stores and centers, restaurants, hotels and motels, service stations, and various other customer-oriented establishments. Large scale, “big box” retail is most appropriate in the Commercial areas, particularly in the area along Interstate 40 near the Shawnee Mall. The Uptown District is the only district associated with the Commercial land use category.

*RESIDENTIAL/PUBLIC/COMMERCIAL (PEACH):*

The Downtown District is representative of the Residential/Public/Commercial land use category and represents a substantial blend of uses found only in the central core of a community. The category is recognition that a myriad of uses are both appropriate and necessary for success of the Downtown District. The appropriate mix of uses may include government facilities and offices, retail, office and medium to high density residential activity. Places of worship, meeting halls and other public/semi-public facilities are equally appropriate to this particular category. The dynamic mix of uses will continue to provide downtown Shawnee a character that is unique in comparison to other areas of the community.

*PUBLIC/COMMERCIAL (PINK):*

The Public/Commercial land use category is designed to facilitate the Technology Campus including and surrounding the Gordon Cooper Technology Center. The category promotes the relationship between education facilities such as the Technology Center and various office and complementary commercial activities needed to create a technology campus. Limited light industrial and high density residential activity may also be appropriate to the technology campus if all potential conflicts are appropriately mitigated, although such activities should be minimized and must be integrated into the campus design. Daily commercial retail and service activities such as grocery stores or “big box” retail centers are not compatible with the Public/Commercial land use category, particularly as proposed to support the Technology Campus.

*PUBLIC (BLUE):*

The Public land use category recognizes the substantial presence of facilities such as the two universities, Shawnee Municipal Airport, Gordon Cooper Technology Center, and the Expo Center in the community of Shawnee. Uses compatible with the Public land use category include government facilities, educational institutions, medical facilities, and semi-public uses such as places of worship and meeting halls. The Future Land Use Plan recognizes that several, small scale public facilities such as community centers, schools and swimming pools are appropriately located in predominantly residential areas outside of the Public land use category. The Expanded Education Campus, Airport District and Technology Campus are all associated with the Public land use category.

*RESIDENTIAL/PUBLIC (AQUA):*

The Residential/Public land use category addresses the transition and interrelationship between public uses such as the two universities and the potential for surrounding residential development. The Residential/Public land use category may include public uses such as education facilities, meeting halls, fraternal organizations and activity centers mixed appropriately with residential development. Residential uses may include single family neighborhoods with limited multifamily presence. The Expanded Education Campus is associated with the Residential/Public land use category.

*INDUSTRIAL/COMMERCIAL (LIGHT PURPLE):*

Several areas throughout Shawnee have the opportunity to benefit from both commercial and industrial development. Sites along Old Highway 270, particularly in the area of the proposed Airport District, offer access to Interstate 40 and air service. In many cases, an appropriate mix of uses such as industrial assembly and support commercial activity also enhances both businesses. The Industrial/Commercial land use category is most directly associated with the Airport District.

*INDUSTRIAL (PURPLE):*

Significant portions of Shawnee are set aside for industrial activity, although in instances such as the grain processing facilities in downtown, the classification is recognition of an industry that may not be in the most desirable location, but would have difficulty moving or departure would result in unwanted consequences such as leaving a large facility vacant and unutilized. The majority of proposed new industrial activity is focused north of Shawnee in the area proposed as the Industrial Park. Uses associated with industrial activity include manufacturing, assembly, warehousing, distribution, or maintenance of products. Heavy industrial activity is often also





accompanied by outdoor activity areas or storage. Limited, associated commercial activity may be appropriate.

#### *OTHER USES*

Limited additional uses that appear on the Future Land Use Map represent existing uses that will continue to be utilized or expand, but do not represent all such uses. Location of Parks and Open Space will be dictated by the Parks Master Plan, including a new regional park to be located along Kickapoo Street north of the Industrial Park. Parks and Open Spaces will also be reflected in the direction of residential growth as parks are placed within new neighborhoods. Likewise, Right-of-way is categorized as a land use but also represents only existing rights-of-way. Future areas will be set aside as additional development occurs.

### **FUTURE LAND USE POLICIES**

Shawnee can grow sensibly by balancing economic development and environmental protection, focusing new development where public services and utilities are already available, actively supporting redevelopment of older areas and vacant buildings, valuing its traditional downtown and vibrant mixed-use areas, maintaining an efficient street network and infrastructure systems, providing convenient neighborhood shopping and attractive parks, and ensuring pedestrian-friendly commercial districts and walking connections between neighborhoods, parks and schools.

Through effective land use planning and urban design, Shawnee can fulfill its paramount responsibility to promote the public health, safety and welfare while also providing predictability in the development process.

Policies serve as a guide and reference for planning officials and City staff and should be utilized when making decisions regarding future development. In particular, policies should be utilized in implementing goals, objectives and actions, and in reviewing zoning classification changes or amendments to the Future Land Use Plan. The following policy statements reflect sound land use planning practices and are intended to supplement the Future Land Use Plan Map.

#### **IN GENERAL**

- ◆ Neighboring land uses should not detract from the enjoyment or value of properties.
- ◆ Potential negative land use impacts (noise, odor, pollution, excessive light, traffic, etc.) should be considered and minimized.
- ◆ Transportation access and circulation should be provided for uses that generate large numbers of trips. Pedestrian and bicycle access should be addressed where appropriate.

- ◆ Compatibility with existing uses should be maintained. Well planned, mixed uses which are compatible are to be encouraged.
- ◆ Sensitive areas such as woodlots, wetlands and high-quality farmland should be protected and, when appropriate, utilized as amenities.

### **RESIDENTIAL**

- ◆ Schools, parks and community facilities should be located close to or within residential neighborhoods.
- ◆ Residential and commercial areas may be adjacent or mixed if all impacts are appropriately addressed, including provision of a buffer, if needed.
- ◆ Houses should have direct access to residential streets but not to primary streets.
- ◆ Houses should not be adjacent to major highways.
- ◆ Neighborhoods should be buffered from primary streets.
- ◆ Residential developments should include adequate area for parks and recreation facilities, schools and places of worship.

### **RETAIL/OFFICE**

- ◆ Neighborhood retail and service uses should be placed appropriately to accommodate pedestrian traffic or otherwise located at intersections or along the edge of logical neighborhood areas.
- ◆ Retail development should be clustered throughout the City and convenient to residential areas.
- ◆ Buffers should separate retail/office uses and residential areas if designed to perform as separate districts.
- ◆ Downtown should be the major focus of government and related office activities and should be considered an appropriate location for retail, entertainment and residential activities, particularly through adaptive reuse of existing structures or redevelopment of vacant or industrial use parcels.
- ◆ Office and professional uses should be compatible with nearby residential areas and other uses through appropriate building height limitations and adequate buffering and landscaping.
- ◆ Low-intensity office and professional uses should provide a transition between more intense uses and residential areas.

### **COMMERCIAL**

- ◆ The City's commercial areas should include a range of development types to serve regional as well as local needs, from large commercial developments to smaller, free-standing commercial sites.





- ◆ Commercial development should be concentrated in nodes at intersections and along major thoroughfares that are designed and constructed to accommodate heavy traffic.
- ◆ Parcels should be large enough to accommodate commercial use.
- ◆ Commercial uses with more intensive operational or traffic service characteristics should be located away from most residential areas.
- ◆ Buffers should separate commercial accessories such as storage or display of merchandise or materials from residential areas.

### **INDUSTRIAL**

- ◆ Industrial development should have good access to truck routes, hazardous material routes, railroads and the Shawnee Municipal Airport.
- ◆ Industrial uses should be targeted in selected industrial development areas.
- ◆ Industrial development should have good access to primary streets and major highways.
- ◆ Industrial development should be separated from other uses by buffers.
- ◆ Industrial development should not be directly adjacent to residential areas.

### **PARKS AND OPEN SPACE**

- ◆ Parks should be evenly distributed throughout the City and include larger community parks and smaller neighborhood parks.
- ◆ There should be linkages between parks, schools, employment centers and residential areas.
- ◆ Parks are a desirable use for floodplain areas.
- ◆ Parks and open space may be used to buffer incompatible land uses.
- ◆ Natural features should be used as buffers or open space between or around developed areas.

### **COMMUNITY FACILITIES**

- ◆ Community facilities should be located adjacent to major streets to accommodate traffic.
- ◆ Community facilities should be centrally located in easily accessible areas within the community.
- ◆ Downtown should be enhanced as a civic and cultural entertainment/tourism center.
- ◆ Community facilities should be well buffered from nearby residential areas.
- ◆ When appropriate, facilities should be clustered and shared to improve efficiency, such as schools, parks and libraries.