

STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT

PLN-MAR-18-00013: NEW LEXINGTON CLINIC, PSC

DESCRIPTION

Zone Change:	<u>REQUEST</u>		<u>ACREAGE</u>	
	<u>FROM</u>	<u>TO</u>	<u>NET</u>	<u>GROSS</u>
	R-1C	P-1	1.41	1.88
	R-3	P-1	0.42	0.75
	TOTAL		1.83	2.63

Location: 437, 441, 445, 449 & 451 Parkway Drive; and 1221 South Broadway (a portion of)

EXISTING ZONING & LAND USE

<u>Properties</u>	<u>Zoning</u>	<u>Existing Land Use</u>
Subject Properties	R-1C & R-3	Single Family Residences
To North	P-1	Professional Offices & Surgery Center
To East	B-1	Restaurants & Neighborhood Commercial
To South	B-1 & B-3	Neighborhood Commercial & Hotel
To West	R-1C & B-3	Single Family Residences, Parking Lot & Hotel

URBAN SERVICES REPORT

Roads – The site is bounded by South Broadway along its southeastern boundary, by Parkway Drive along its southwestern boundary, and by Gibson Avenue at its eastern corner. The South Broadway/Harrodsburg Road (US 68) corridor is a five-lane major arterial roadway in this vicinity that carries approximately 32,000 daily vehicle trips. Parkway Drive and Gibson Avenue are both local streets that border the Lexington Clinic site. The petitioner is proposing to close their primary entrance along South Broadway, and utilize the two local streets for all access. Gibson Avenue has a traffic signal at its intersection with South Broadway, but Parkway Drive does not.

Curb/Gutter/Sidewalks – South Broadway, Parkway Drive and Gibson Avenue have all been constructed with curb, gutter and sidewalk facilities. Additional sidewalks may need to be installed internal to the site to ensure safe pedestrian connections between buildings on the campus and parking areas.

Storm Sewers – The subject properties are located within the Wolf Run watershed. Storm sewers exist in this portion of the Urban Service Area, and will most likely be adequate to handle the proposed redevelopment at this location. The Vaughn’s Branch tributary, and its associated FEMA special flood hazard area, of Wolf Run Creek crosses the subject site, along its northern edge, and then flows through the Gay Brewer Jr. (Picadome) Golf Course, to the northwest of the site. The Divisions of Engineering and Water Quality will work together to determine if any modifications to the on-site stormwater facilities will be required per the Engineering Stormwater Manuals.

Sanitary Sewers – The subject properties are located within the Wolf Run sewershed, and are served by the Town Branch Wastewater Treatment Facility, which is located on Lisle Industrial Road, just inside of New Circle Road. The Capacity Assurance Program (CAP) indicates that there is approximately 2 million gallons per day (gpd) of available flow capacity within the Wolf Run Pump Station sewer bank.

Refuse – The Urban County Government serves this area with refuse collection on Mondays. However, supplemental service is commonly utilized for commercial and/or medical office land uses, such as those proposed by the petitioner.

Police – The subject properties are located within the West Sector, and are served by the West Sector Roll Call Center, which is located on Old Frankfort Pike, approximately two miles to the northwest of the

subject properties. The downtown Police Headquarters is also in close proximity to the subject site, about 1½ miles to northeast on East Main Street.

Fire/Ambulance – The nearest fire station (#11) is located approximately 1/3 mile to the southwest on Harrodsburg Road, between St. Joseph Hospital and Picadome Elementary School.

Utilities – All utilities, including gas, electric, water, phone, and cable TV are available in the area.

COMPREHENSIVE PLAN AND PROPOSED USE

The 2013 Comprehensive Plan’s mission statement is to “provide flexible planning guidance to ensure that development of our community’s resources and infrastructure preserves our quality of life, and fosters regional planning and economic development.” The mission statement notes that this will be accomplished while protecting the environment, promoting successful, accessible neighborhoods, and preserving the unique Bluegrass landscape that has made Lexington-Fayette County the Horse Capital of the World.

The petitioner proposes to redevelop the Lexington Clinic site, and incorporate several single-family lots that front along Parkway Drive into the professional office development. The six-story medical office structure and a secondary office are proposed to be removed, and replaced with two medical office buildings with 120,000 square feet of space. Additional off-street parking is also proposed on the site.

CASE REVIEW

The petitioner has requested a zone change from a Single Family Residential (R-1C) zone and from a Planned Neighborhood Residential (R-3) zone to a Professional Office (P-1) zone for a total of 1.41 acres of property located along the northeast side of Parkway Drive.

The subject property is comprised of five single-family lots, and a portion of the larger Lexington Clinic property that was a single-family lot prior to about 1980. The land proposed for rezoning is located along the southwestern edge of the existing Lexington Clinic site on South Broadway. The Vaughn’s Branch tributary of Wolf Run Creek runs through the Lexington Clinic site, along its northern boundary.

The South Broadway/Harrodsburg Road corridor is predominantly commercial in nature within the immediate vicinity of the proposed zone change, and includes the following land uses: restaurants, retail establishments, automobile-oriented gas stations and repair shops, and a hotel. St. Joseph Hospital and its associated office park are located south of the Mason Headley Road/Waller Avenue intersection with South Broadway, and an office building (with residential above the first floor) is located directly across South Broadway from the Lexington Clinic. These uses are located primarily within the P-1, B-1, and B-3 zoning categories. The Gay Brewer Jr. Golf Course, historically known as Picadome, and the Division of Parks and Recreation offices are located at the end of Parkway Drive. There are an additional five single-family residences remaining along the southwest side of Parkway Drive, all within the R-1C zone.

The Lexington Clinic is a major healthcare provider in the community, with over 1,000 employees that care for more than 2,000 patients daily and over 600,000 patients annually. The Clinic was originally located in the Gratz Park Inn at N. Upper and Second Street, but moved to their South Broadway location in 1959, after nearly 30 years downtown. The Lexington Clinic site has expanded over time from its original configuration. The Lexington Clinic rezoned the R-3 portion of their property in 1981 in order to expand off-street parking; however, those plans did not move forward, and the site remains an open space that provides a view of the office tower from South Broadway. In 1983, the Clinic rezoned 1215 South Broadway and 1301 Duncan Avenue in order to construct the one-story diagnostics building, add off-street parking and address stormwater issues on the rear of the site. The development that followed converted a neighborhood park (proposed for disposition by the Division of Parks and Recreation at the time) into a developable portion of the Lexington Clinic site. In 2003, a surgery center was constructed to the rear of the site. At this time, the petitioner proposes to demolish the office tower, and the one-story office building, expand the site to Parkway Drive, and construct two new, state-of-the-art medical office buildings to suit the growing healthcare needs of the community.

The 2013 Comprehensive Plan no longer makes a specific land use recommendation for the subject properties, but rather directs the Planning Commission to consider planning policies and the Goals and Objectives of the Plan for guidance when considering zone change requests. The petitioner contends that the rezoning is in agreement with the Goals and Objectives of the 2018 Comprehensive Plan, but does not generally make any reference to the body of the adopted 2013 Plan. The petitioner cites the following newly adopted Goals and Objectives of the 2018 Plan: supporting infill and redevelopment throughout the Urban Service Area as a strategic component of growth (Theme A, Goal #2); support local assets to further the creation of a variety of jobs (Theme C, Goal #1); attract the world's finest jobs [employees] (Theme C, Goal #2); work to achieve an effective and comprehensive transportation network, specially by prioritizing pedestrian-first design (Theme D, Goal #1 and #1a.); and uphold the Urban Service Area concept (Theme E, Goal #1). The petitioner opines that they are meeting these goals and objectives by creating a state-of-the-art healthcare facility that will work to provide a variety of job opportunities and continue to attract top physicians to our community. Additionally, the redevelopment of the site works to uphold the Urban Service Area concept by reducing pressure to expand elsewhere, and potentially improve the transportation network along South Broadway.

The petitioner also contends that the proposed rezoning is appropriate and the existing zoning is inappropriate, in support of their request for the rezoning. First, the proposed zone is appropriate because it is compatible with the adjacent P-1 zoning for the Lexington Clinic and will allow for a uniform redevelopment of the site. Second, the existing residential zones are inappropriate because the business and recreational uses along South Broadway and Parkway Drive have surrounded the subject properties, making residential living uncharacteristic. The existing residential zoning is bound by the right-of-way of Parkway Drive, the existing Lexington Clinic medical office zoning and development, and the Division of Parks and Recreation's parking lot for its facilities at the end of Parkway Drive. If converted to professional office use, the proposed redevelopment will be adequately buffered by the 100-foot wide right-of-way of Parkway Drive (boulevard style), as well as the existing parking lot. The R-3 zoned lot has also been underutilized over the past 30 years as part of the Lexington Clinic site. In addition, the expanded P-1 zoning will allow for a consistent redevelopment frontage along South Broadway, disperse traffic by eliminating the front entrance to the clinic on South Broadway and allow the campus to remain in its currently location.

Lastly, the petitioner has suggested conditional zoning restrictions for the subject property; however, the staff does not believe such restrictions are necessary in this situation. The Professional Office zone is the most restrictive business zoning category, and is often utilized as a buffer between residential land use and higher intensity zones. The existing streets and floodplain provide an adequate land use buffer to the residential neighborhood to the north and west.

The Staff Recommends: **Approval**, for the following reasons:

1. The requested rezoning to a Professional Office (P-1) zone is appropriate, and the existing Single Family Residential (R-1C) and Planned Neighborhood Residential (R-3) zones are no longer appropriate for the following reasons:
 - a. The P-1 zone is compatible with the existing Lexington Clinic and will allow for a uniform redevelopment of the site.
 - b. The expanded P-1 zoning will allow for a consistent redevelopment frontage along South Broadway, disperse traffic by eliminating the front entrance to the clinic on South Broadway and allow the campus to remain in its currently location.
 - c. The existing residential zones are inappropriate because the business and recreational/governmental uses along South Broadway and Parkway Drive have surrounded the subject properties, making residential living uncharacteristic. The existing residential zoning is bound by Parkway Drive, the existing Lexington Clinic medical office zoning and development, and the Division of Parks and Recreation's parking lot for its facilities at the end of Parkway Drive.

In addition, a small hotel exists along the south side of Parkway Drive at its intersection with South Broadway.

- d. The Parkway Drive right-of-way and the existing parking lot are appropriate land use buffers between the remaining residential properties on the opposite side of Parkway Drive and the R-1C zoning associated with the Gay Brewer Jr. golf course.
 - e. The existing vacant residential lot at the corner of Parkway Drive and South Broadway has been underutilized along this urban major arterial corridor for more than 30 years.
2. The requested rezoning is supported by several of the recently adopted 2018 Comprehensive Plan's Goals and Objectives. The proposed zone change associated with the expansion and redevelopment of the Lexington Clinic site with a state-of-the-art healthcare facility will support infill and redevelopment throughout the Urban Service Area as a strategic component of growth (Theme A, Goal #2); support local assets to further the creation of a variety of jobs (Theme C, Goal #1); attract the world's finest jobs [employees] (Theme C, Goal #2); work to achieve an effective and comprehensive transportation network, specially by prioritizing pedestrian-first design (Theme D, Goal #1 and #1a.); and uphold the Urban Service Area concept (Theme E, Goal #1).
 3. This recommendation is made subject to the approval and certification of PLN-MJDP-18-00053: Lexington Clinic (LaBelle Subdivision, Unit 1) (Amd), prior to forwarding a recommendation to the Urban County Council. This certification must be accomplished within two weeks of the Planning Commission's approval.

TLW/HB/DW

7/5/18

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