

STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT

PLN-MAR-16-00016: BALL HOMES, INC.

DESCRIPTION

Zone Change:	Request		Acreages	
	From	To	Net	Gross
	A-U	R-3	67.58	67.65
	A-U	R-4	<u>22.01</u>	<u>22.18</u>
	TOTAL		89.59	89.83

Location: 478 and 480 Squires Road

EXISTING ZONING & LAND USE

<u>Properties</u>	<u>Zoning</u>	<u>Existing Land Use</u>
Subject Property	A-U	Vacant
To North	R-1D, R-1T, R-2, R-4 & B-1	Single-Family & Townhouse Residential, & Neighborhood Commercial
To East	A-U & R-4	Reservoir & Single-Family Residential
To South	A-U, A-R & EAR-1	Reservoir & Single-Family Residential
To West	A-U & R-1T	Reservoir & Single-Family Residential

URBAN SERVICES REPORT

Roads – Squires Road is a two-lane collector roadway that connects Alumni Drive to Richmond Road (US25/421), south of Man o’ War Boulevard. The subject property is located south of Squires Road and Squires Circle, but north of the Kentucky American Water Reservoir #4. Squires Circle is bifurcated by Squires Road near the subject site, and it stubs into the subject property. The applicant plans to realign the west side of Squires Road to create a T-intersection, and also intends to connect their proposed development to the extending stub street. Rather than completing the Squires Circle, the applicant proposes a slightly altered interior circulation for the subject property.

Curb/Gutter/Sidewalks – Curbs, gutters and sidewalks exist along both Squires Road and Squires Circle, as well as along many other local and collector roadways in the neighborhood. Such urban improvements will be required throughout the site. Additionally, the Lakeside Trail is planned to follow the water’s edge along Reservoir #4 to connect between the existing Squires Trail in the neighborhood to the west and the trails along Richmond Road in Jacobson Park.

Storm Sewers – The subject property is located within the East Hickman watershed. A FEMA Special Flood Hazard Area does exist along the edge of the existing reservoir, and does encroach on the subject property in a few locations. The corollary development does not depict any stormwater facilities on-site, but improvements will be required to be constructed in compliance with the Division of Engineering Stormwater Manual for this site.

Sanitary Sewers – The subject property is in the East Hickman sewershed, and is served by the West Hickman Wastewater Treatment Plant, located in northern Jessamine County. Sanitary sewer lines do run along the southern and eastern property boundaries at the water’s edge. Service may need to be improved to serve the full development, including a middle school site. There is currently sanitary sewer capacity available in this sewershed, according to the latest Capacity Assurance Program information; however, it is not enough to permit a full build-out of the residential development or the school.

Refuse – The Urban County Government serves this portion of the Urban Service Area with collection on Fridays. Apartment complexes and townhouse developments sometimes contract with private waste haulers for more frequent service.

Police – The subject property is located approximately two miles to the northeast of the East Sector Roll Call Center on Centre Parkway.

Fire/Ambulance – The subject property is located about 1½ miles from the nearest fire stations. It is equidistant from Fire Station #21 on Mapleleaf Drive and Fire Station #16 on Man o' War Boulevard at Bold Bidder Drive. Another fire station is planned in the vicinity of Hays Boulevard and Athens Boonesboro Road to the southeast of the subject property.

Utilities – All utilities, including street lights, natural gas, telephone service, electric, water, and cable television are available in the adjoining neighborhoods, and should be able to be extended to serve the subject property.

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 Plan encourages infill, redevelopment and adaptive reuse that respects the area's context and design features (Theme A, Goal #2a), providing well-designed neighborhoods (Theme A, Goal #3); protecting the environment (Theme B); working to achieve an effective and comprehensive transportation system (Theme D, Goal #1); providing for accessible community facilities and services to meet the health, safety and quality of life needs of residents and visitors (Theme D, Goal #2); protecting and enhance natural landscapes that give Lexington its unique identity and image (Theme D, Goal #3); compact and contiguous development within the Urban Service Area (Theme E, Goal #1); and encourages development of vacant and underutilized parcels (Theme E, Goal #3). Additional policy statements in the Plan are also relevant to the proposed zone change request.

The petitioner proposes a combination of Planned Neighborhood Residential (R-3) and High Density Apartment (R-4) zoning for the subject property in order to develop a mixture of single-family, townhouse and multi-family residential dwelling units, for a residential density of 7.11 dwelling units per acre. The subject site is also the location of a proposed middle school.

CASE REVIEW

The petitioner has requested a zone change from an Agricultural Urban (A-U) zone to Planned Neighborhood Residential (R-3) zone and a High Density Apartment (R-4) zone for approximately 90 acres located between Squires Road and the Kentucky American Water Reservoir #4.

The subject property is bounded on the north by a mixture of land uses and zoning categories, including single-family residences in the Hunter's Point and East Hills neighborhoods, townhouses along Squires Road, an apartment complex and a small convenience store/gas station and neighborhood business area. The property is surrounded on the west, south and east by the reservoir and a small amount of property that Kentucky American Water plans to maintain along the water's edge. The reservoir and water's edge will remain in the existing Agricultural Urban zone.

The petitioner proposes a combination of Planned Neighborhood Residential (R-3) and High Density Apartment (R-4) zoning for the subject property in order to develop a mixture of single-family, townhouse and multi-family residential dwelling units. The subject site is also the location of a proposed middle school. A revised corollary development plan submission now depicts 156 single-family homes, 31 townhomes, and 308 multi-family residential dwelling units, along with a neighborhood clubhouse facility, for a residential density of 7.11 dwelling units per acre.

The 2013 Comprehensive Plan focuses on general land use policies, such as land use compatibility; well-designed neighborhoods; improving a desirable community; protecting the natural landscapes and the environment; and making the best use of land inside the Urban Service Boundary for the protection of the surrounding rural areas. The Plan no longer relies upon a future land use map with specific land use recommendations. However, the general concepts, policies and guiding principles of the Plan should always be considered by the Planning Commission and the Urban County Council.

The Plan encourages infill, redevelopment and adaptive reuse that respects the area's context and design features (Theme A, Goal #2a), providing well-designed neighborhoods (Theme A, Goal #3), protecting the environment (Theme B), working to achieve an effective and comprehensive transportation system (Theme D, Goal #1); providing for accessible community facilities and services to meet the health, safety and quality of life needs of residents and visitors (Theme D, Goal #2), protecting and enhance natural landscapes that give Lexington its unique identity and image (Theme D, Goal #3), compact and contiguous development within the Urban Service Area (Theme E, Goal #1) and encourages development of vacant and underutilized parcels (Theme E, Goal #3).

The 2013 Comprehensive Plan did not identify the subject property as vacant land during its inventory analysis, as the land is and has been held by a public utility company for nearly a century. Now that the parcel is being made available by Kentucky American Water for development, the staff considers the parcel "found land" and encourage its future development as an infill site.

Additional policy statements in the Plan, especially within *Chapter 3: Growing Successful Neighborhoods*, are also relevant to the proposed zone change request. These include references to providing abundant open space such as neighborhood parks or shared-use trails (as referenced in the Greenway Master Plan and Pedestrian and Bike Master Plan); varied housing choices; encouraging single-loaded streets along open space and greenways; incorporating focal points within neighborhoods, such as school sites; providing inviting streetscapes and walkable neighborhoods; and providing quality connections with parks, schools and stores. Connections of planned collector streets is also recommended by the Comprehensive Plan.

The petitioner contends that the requested zone change is in agreement with the 2013 Comprehensive Plan. The applicant further opines that the proposed project meets several of the Goals and Objectives of the Plan and that "this project is an ideal iteration of Lexington's guiding principles for infill development inside the Urban Service Area." The development certainly has many positive elements, including the incorporation of varied housing choices, greater compatibility with adjoining land uses, inclusion of a middle school site for Fayette County Public Schools, the continuation of Squires Road/Squires Circle which is a planned collector street system, and some open space along the eastern side of the property with two identified locations with a "view to water."

Still the staff is concerned about the applicant's proposal for a number of reasons. First, the broad strokes of the Comprehensive Plan appear to be addressed with this application, but the more specific policies seem almost lost in this proposal. For instance, the zone change justification states that the proposal respects its "neighbors with landscaping, buffers, greenspace and a trail system along the Kentucky-American reservoir," but no trail has been identified on the corollary development plan in accordance with the Greenway Master Plan and the Bicycle and Pedestrian Master Plan, both of which are guiding documents for the Comprehensive Plan. In addition, the Comprehensive Plan states that connectivity to schools is vital and developments should not "turn their backs" to a neighborhood focal point, such as a neighborhood center, school, park or trail system. The staff questions some of the connectivity and design proposed to support that new neighborhood focal point.

The established tree canopy along the edge of the reservoir should also be considered for some form of preservation and buffering and to accommodate the trail system, as recommended by the Comprehensive Plan. A buffer area, similar to those that exist for other adjoining single-family residential

neighborhoods, should be considered to help protect the shoreline, reduce the risk of stormwater impacts to the reservoir, and help maintain a healthy ecosystem around one of Lexington's drinking water reservoirs.

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

1. The applicant has not demonstrated consideration of Comprehensive Plan recommendations related to connectivity to a school site; single-loaded streets along neighborhood focal points and open space/greenways; protection of the natural landscape along the water's edge or incorporation of a trail system. The staff recommends further consideration of these elements of the Comprehensive Plan prior to making a substantial recommendation.
2. The staff would like to discuss the needs of Fayette County Public Schools, as a future owner, and Kentucky American Water, as the current owner of the site, and how those needs can be addressed while supporting the Comprehensive Plan and the community needs, as a whole.

TLW/WLS

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