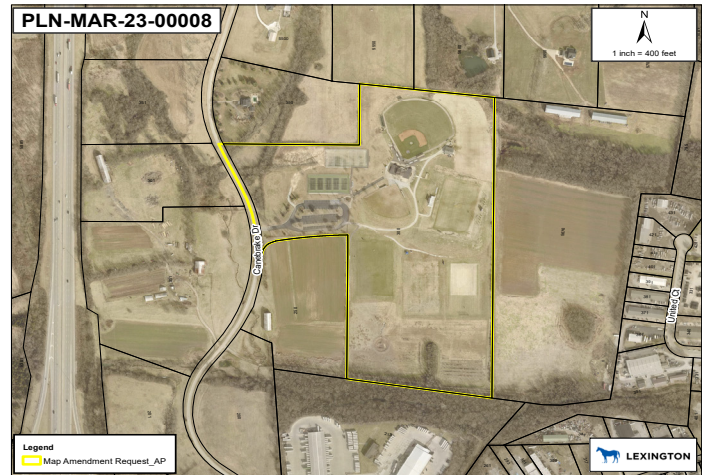


STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-23-00008: SAYRE COLLEGE

DESCRIPTION OF ZONE CHANGE

Zone Change: From a Agricultural Rural (A-R) zone
To a Agricultural Buffer (A-B) zone
Acreage: 50.10 net (50.68 gross) acres
Location: 300 Canebrake Drive



EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	A-R	Sayre Athletic Complex
To North	A-R	Residential/ Agricultural
To East	A-R	Agricultural
To South	I-1	Industrial
To West	A-R	Residential/ Agricultural

URBAN SERVICE REPORT

Roads - Canebrake Drive is a two-lane local road within the Rural Service Area. Canebrake Drive is accessible from Athens Boonesboro Road (KY 418), a five-lane major arterial roadway. Interstate 75 (I-75) runs parallel to Canebrake Drive.

Curb/Gutter/Sidewalks - Canebrake Drive has been constructed without gutters curbs, or sidewalks along this rural roadway. Rural roads typically do not have such improvements.

Utilities - All utilities, including natural gas, electric, water, phone, cable television, and internet are available in the area, and are available to serve future development.

Storm Sewers - The property is located within the Boone Creek watershed. Storm sewer facilities do not serve this area. The southern portions of the subject property contain areas of FEMA designated floodplain associated with a tributary of the Baughman Fork of Boone Creek.

Sanitary Sewers - The use is currently supported by septic systems, with any expansion to the existing system subject to permitting by the Department of Health.

Refuse - The Urban County Government does not serve the rural area. Refuse collection for the facility will need to be preformed by a private company.

Police - The nearest police station is the East Sector Roll Call Center, located approximately 5.4 miles to the west, on Centre Parkway.

Fire/Ambulance - The property is situated approximately 3 miles from Fire Stations #18 and #21. Fire Station #21, located on Mapleleaf Drive, just south of Man O War Boulevard, has first response responsibilities for the immediate area west of Interstate 75 along Athens Boonesboro Road.

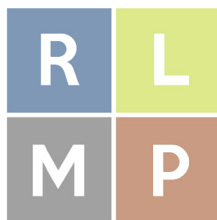
Transit - There is no LexTran service available within close proximity of the subject property.

Parks - The Athens Ballfield Complex is located approximately half a mile south of the subject property, on Athens Boonesboro Road.

SUMMARY OF REQUEST

The applicant is seeking to rezone the subject property from an Agricultural Rural (A-R) zone to an Agricultural Buffer (A-B) zone to expand the existing Sayre Athletic Complex.

RURAL DEVELOPMENTS



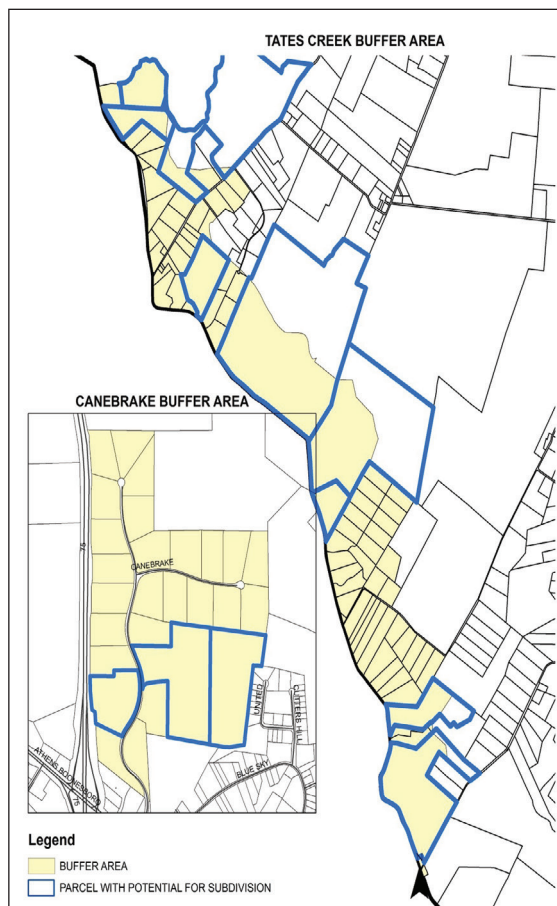
Development within the Rural Service Area (RSA) should consider the unique assets and opportunities offered by Lexington's agricultural landscape. For this reason, the 2017 Rural Land Management Plan (RLMP), in tandem with applicable policies from Imagine Lexington, should act as the primary guide for all rural development endeavors and should be directly addressed in development proposals within the RSA.

Due to the distinct difference between urban place-types and rural area considerations, the RLMP is better suited to guide the limited development within the RSA than the criteria set out in the Placebuilder. Additionally, the numerous policies, goals, and objectives within Imagine Lexington focusing on rural development link directly to the goals and objectives laid out by the RLMP. These provide additional support for defining the intended nature of rural development and its impacts on the agricultural community.

PROPOSED ZONING



This zone is established to preserve the rural character of the agricultural service area by establishing agricultural land that can serve as buffer areas between urban uses and agricultural land, and between land outside Fayette County and agricultural uses. It is the intent of this zone to provide separation between conflicting uses by requiring appropriate landscaping, fencing, and compatible uses. The Land Use Element of the Comprehensive Plan shall be used to determine the appropriate location for the Agricultural Buffer (A-B) zone.



BUFFER AREAS

This land use category encompasses the areas that can serve as buffers between conflicting urban uses and/or between higher intensive uses in adjoining counties and agricultural land. All but one of the buffer areas are located on or near the edge of the Urban Service Area. The other buffer area is along Tates Creek Road, and it is intended to transition from possible incompatible land uses in Jessamine County. Buffer Areas are predominated by lots that are ten acres or less in size. The total land area for this category is 2,525 acres.

The Canebrake Subdivision, located off Athens Boonesboro Road is a Buffer Area wedged between the Blue Sky Industrial Park and I-75. The subdivision has 27 lots, of which 24 are 10-acre parcels. There are only nine residences built, and Sayre School has its athletic facilities on one 50-acre tract. The remaining parcels are vacant/agriculture, including one 22-acre lot and one 42-acre parcel without road frontage.

Since the adoption of the first Rural Service Area Land Management Plan in 1999, the Agriculture-Buffer (A-B) zone was created for this land use category. The intent is to separate the conflicting uses by requiring appropriate landscaping, fencing and compatible uses. The principal permitted uses for the zone are agricultural and single family dwellings. A minimum lot size of 10 acres is required.

PROPOSED USE



The applicant is seeking to rezone the subject property to the Agricultural Buffer (A-B) zone to allow for the construction of a 7,200 square-foot training room addition to the Sayre Athletic Complex. Existing facilities at this site include tennis courts, and baseball, softball, soccer, lacrosse, and football fields. The athletic functions on-site are supplemented by an existing athletic pavilion and several maintenance structures.

The applicant is also seeking a conditional use permit to allow for the existing Sayre Athletic Complex use and proposed expansion in the proposed Agricultural Buffer zone.

APPLICANT & COMMUNITY ENGAGEMENT



The applicant has not indicated that there has been any neighborhood engagement or outreach regarding the proposed zone change.

PROPERTY & ZONING HISTORY



The subject property has been zoned Agricultural Rural (A-R) since before the comprehensive rezoning of the city and county in 1969. In 2005, the Sayre School consolidated several properties into the current tract, and obtained a conditional use permit for outdoor recreational facilities at this location. The approval included various types of athletic fields as well as a 10,000 square-foot pavilion, and paved parking areas. The following year, the applicant applied for another conditional use permit to modify the layout of the proposed complex, as well as to allow for outdoor lighting.

The restrictions on structure sizes for conditional uses in the Agricultural Rural (A-R) zone did not allow for any further expansion of the current complex, and so the applicant sought a Zoning Ordinance text amendment to allow the use under the Agricultural Buffer (A-B) zone, and expand the size limitations for the zone (ZOTA-22-00019). The Zoning Ordinance text amendment was approved in early 2023, and the applicant is now seeking a zoning map amendment request to the newly amended zone to allow for the proposed expansion.

COMPREHENSIVE PLAN COMPLIANCE



The 2018 Comprehensive Plan, *Imagine Lexington*, seeks to provide flexible yet focused planning guidance to ensure equitable development of our community's resources and infrastructure that enhances our quality of life, and fosters regional planning and economic development. 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.

In 1999, the first Rural Service Area Land Management Plan was adopted as an element of the 1996 Comprehensive Plan. The document was the first extensive effort dedicated to the planning and management of land uses in the Rural Service Area and recommended minimum lot sizes, establishment of rural land use categories, utilization of greenways and Focus Areas for recreation, preservation of rural settlements and scenic roads, infill and redevelopment, considerations for potential adjustments to the Urban Service Area Boundary, buffering of the urban edge, and the recommendations for the Purchase of Development Rights Program. In 2017, the Rural Land Management Plan was adopted, updating the recommendations made within the 1999 Plan. The 2017 Rural Land Management Plan is an adopted element of the 2018 Comprehensive Plan.

The applicant opines that the proposed rezoning for the subject property is in agreement with the 2018 Comprehensive Plan and meets the recommendations of the 2017 Rural Land Management Plan.

GOALS & OBJECTIVES

The applicant opines that they are in agreement with the adopted Goals, Objectives, and Policies of the 2018 Comprehensive Plan. The applicant indicates that the proposed project will improve the community by providing accessible community facilities and services to meet the health, safety and quality of life needs of Lexington-Fayette County's residents and visitors (Theme D, Goal #2). Furthermore the applicant opines that the request will uphold the Urban Service Area concept (Theme E, Goal #1), by ensuring that all types of development are environmentally, economically and socially sustainable to accommodate the future growth needs of all residents while safeguarding rural land (Theme E, Goal #1.b).

Staff agrees that the proposed zoning expands that the proposed rezoning will allow for an expansion of the Sayre School's facilities, while also continuing to act as a buffer between the urbanized industrial uses found in the Blue Sky Rural Activity Center and the adjoining rural land uses.

RURAL LAND MANAGEMENT PLAN

The applicant also opines that the subject rezoning is in agreement with the 2017 Rural Land Management Plan. The 1999 and 2017 Rural Land Management Plans specifically delineated areas to act as buffers between more intense urban uses and agricultural uses. In this instance, the Canebrake area was specifically called out as a buffer area due to its proximity to the Blue Sky Rural Activity Center and the Interstate I-75 interchange. The Policy Emphasis and Recommendations for Buffer Areas within the Rural Land Management Plan specifically state proposed development or use must be rigorously reviewed to ensure it is compatible with any housing on the parcel, housing in its vicinity, or with surrounding agricultural activities. In this instance, the proposed use has been operating without issue at this location since 2005, and the proposed building addition is enclosed and located near the center of the site, away from residential and agricultural uses.

Staff finds that the proposed rezoning will not negatively impact the adjoining residential uses in the Canebrake Subdivision, nor the adjoining agricultural uses. Staff also agrees that the requested Agricultural Buffer (A-B) zoning is the zone that is intended to implement the buffer recommendation, established by the Rural Land Management Plan and carried forward by the 2018 Comprehensive Plan.

STAFF RECOMMENDS: **APPROVAL**, FOR THE FOLLOWING REASONS:



1. The requested Agricultural Buffer (A-B) zone is in agreement with the 2018 Comprehensive Plan and the 2017 Rural Land Management Plan, for the following reasons:
 - a. The request will improve the community by providing accessible community facilities and services to meet the health, safety and quality of life needs of Lexington-Fayette County's residents and visitors (Theme D, Goal #2).
 - b. The proposed project will uphold the Urban Services Area concept (Theme E, Goal #1), by ensuring that all types of development are environmentally, economically and socially sustainable to accommodate the future growth needs of all residents while safeguarding rural land (Theme E, Goal #1.b).
 - c. The plans recommend a Buffer Area land use for the subject property. The petitioner proposes Agricultural Buffer (A-B) zoning for the property, which is the zoning category intended to establish the recommended buffer. The recreational use is an appropriate buffer between agricultural and industrial land uses.
2. This recommendation is made subject to approval and certification of PLN-MJDP-23-00038 Sayre Athletic Complex (Canebrake, Lot 24) prior to forwarding a recommendation to the Urban County Council. This certification must be accomplished within two weeks of the Planning Commission's approval.

STAFF REPORT ON CONDITIONAL USE PERMIT REQUEST



In association with the zone change request for the property, the applicant is seeking a Conditional Use Permit within the Agricultural Buffer (A-B) zone to expand the existing recreational facilities at this location. With any zone change the Planning Commission shall have the power to hear and decide applications for conditional use permits. These permits are to allow the proper integration into the planning area of uses which are specifically named in this Zoning Ordinance, which may be suitable only in specific locations in the zone only if certain conditions are met and which would not have an adverse influence on existing or future development of the subject property or its surrounding neighborhood.

ZONING ORDINANCE

Article 6-4(c) states that the Planning Commission may hear and act upon requested conditional uses and variances associated with a zone change. If the Planning Commission should choose to hear a conditional use or variance request, the Planning Commission shall have all of the powers and responsibilities of the Board of Adjustment, as defined in Sections 7-6(a) and 7-6(b) of the Zoning Ordinance. All conditional use and variance applications shall be acted upon by the Planning Commission within ninety (90) days from the date of the application, unless postponed further by the applicant.

Article 8-2(d)(21) states that commercial and non-commercial indoor and outdoor recreational facilities (excluding golf courses), with outdoor lighting, loudspeakers, and limited concession sales: but without retail sales of merchandise, and the like: but only when located immediately adjacent to the Blue Sky Rural Activity Center defined in the adopted Comprehensive Plan are a conditional use within the Agricultural Buffer (A-B) zone.

CASE REVIEW

The applicant is requesting to continue to utilize the property located at 300 Canebrake Drive as an outdoor recreational facility. The Sayre School initially obtained conditional use approval for an athletic complex at location for up to 500 people in 2005. The school returned to the Board of Adjustment in 2006 to reconfigure the layout of the site, and adding the ability to utilize outdoor lighting. Currently, the recreational facilities on-site consist of tennis courts, baseball and softball fields, a football field, and soccer/lacrosse fields. These facilities are supplemented by an athletic pavilion that houses locker rooms and a concession stand, maintenance structures, and a paved parking area.

The proposed additions to the existing complex include an indoor training facility located near the existing athletic pavilion, as well as a parking expansion to the west. The proposed training facility will be approximately 7,200 square feet in size, and will contain a practice field area, as well as weightlifting equipment. The applicant has indicated that this will be for training purposes only, and will not be utilized for games. The parking expansion will consist of 85 new paved spaces, as well as a grass overflow parking area.

The proposed rezoning to the A-B zone affords the applicant additional flexibility relative to the site's current A-R zoning. The A-B zone allows for conditional uses to have a total structure size of up to 2% of the area of the site area, rather than a flat 10,000 square-foot limit found in the A-R zone. The conditional use in the A-B zone also allows for approval of loudspeaker systems. The site currently operates with a loudspeaker system that was installed several years ago; however, this system does not comply with the requirements of their current conditional use permit, as loudspeakers were prohibited. Due to the existing vegetative buffering and significant distance to adjoining residents, the allowance of outdoor speakers should have a minimal impact on the adjoining 10-acre residential lots to the north. The 2% limitation equates to a maximum of 43,647 square-feet of structures on the property. The applicant's expansion is well within the limitations established by the Zoning Ordinance.

In review of the applicant's submission and the historical use of the property, staff finds that the continuation of the Sayre Athletic Complex is appropriate and that the location of the property and the facilities available to the property are adequate to serve the site and land use.

STAFF RECOMMENDS: APPROVAL, FOR THE FOLLOWING REASONS:



1. The continued use of the Sayre Athletic Complex is suitable at its current location and does not have an adverse influence on existing or future development of the subject property or its surrounding area.
2. The proposed indoor training facility will not negatively impact the adjoining residential uses, as it is located over 800 feet from the nearest residential use, and is screened by existing vegetation on adjoining properties.
3. The allowance of loudspeaker systems will not negatively impact the adjoining uses as they are oriented away from adjoining properties.
4. All necessary public facilities and services are available and adequate for the proposed use.

This recommendation of Approval is subject to the following conditions:

1. Provided the Urban County Council approves the requested zone change to the A-B zone, otherwise the requested conditional use shall be null and void.
2. The development shall be constructed in accordance with the approved Final Development Plan, or as amended by the Planning Commission.
3. All necessary permits shall be obtained from the Divisions of Planning, Traffic Engineering, Engineering, and Building Inspection prior to construction and occupancy.
4. Action of the Planning Commission shall be noted on the Development Plan for the subject property.
5. All outdoor speakers shall be oriented away from surrounding properties.

DAC/TLW

07/05/2023

Planning Services/Staff Reports/MAR/2022/PLN-MAR-23-00008 Sayre College.pdf