

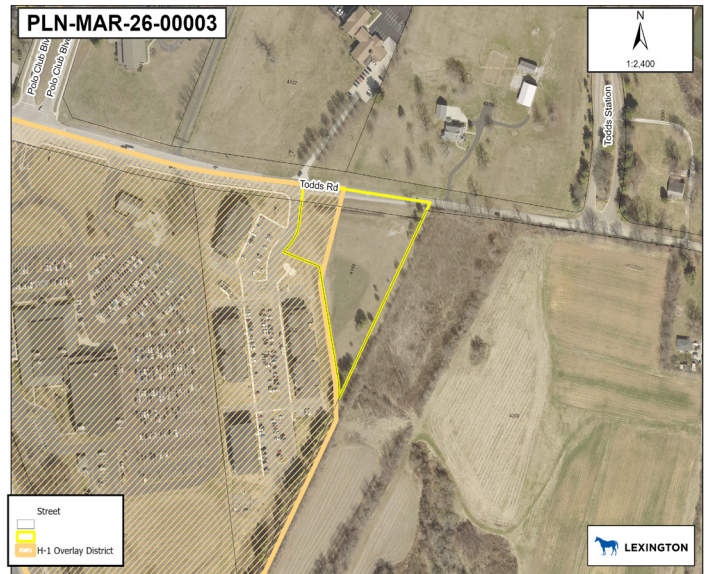
# STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-26-00003: 4184 TODDS LLC

## DESCRIPTION OF ZONE CHANGE

Zone Change:	From: Expansion Area Residential-1 (EAR-1) & Agricultural Rural (A-R) To: Expansion Area Residential-2 (EAR-2) & Medium Density Residential (R-4)
Acreage:	2.33 net (2.77 gross) acres
Location:	4184 Todds Road

## EXISTING ZONING & LAND USE

PROPERTIES	ZONING	
Subject Property	EAR-1/A-R	Vacant
To North	A-R	Church
To East	A-R	Agricultural
To South	A-R	Agricultural
To West	EAR-2	Multi- Family Residential



## URBAN SERVICE REPORT

**Roads** - The subject property fronts on Todds Road, in an area where the road transitions from a Rural Urban Collector to an Urban Minor Arterial. To the west, Todds Road is an urban, multi-lane road with curb, gutter and sidewalks while the eastern section is a rural two-lane road without curb, gutter or sidewalks. The roadway system east of the subject property is expected to be improved as development occurs within the 2024 Urban Growth Master Plan expansion areas. Access to the site is via easement through the adjacent residential development at 4176 Todds Road.

**Curb/Gutter/Sidewalks** - The rural section of Todds Road is a narrow, rural roadway with no gutter, curbing or sidewalks while the developed

**Storm Sewers** - The subject property is located within the Baughman Fork area of the Boone Creek Watershed. The developer will be required to address stormwater management on the subject property in compliance with the Engineering Stormwater Manual. There are no known flooding issues on the subject property.

**Sanitary Sewers** - The subject property is located within the East Hickman sewershed and will be serviced by the West Hickman sewage treatment facility located in northern Jessamine County. The applicant stated that this site would access the pump station located on the adjacent property.

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

**Refuse** - The Urban County Government provides refuse collection on Fridays to residences within this portion of the Urban Service Area. Additional refuse collection services may be contracted for the proposed development, as necessary.

**Police** - The property is located within Police Sector 3 and will be served by the East Sector Roll Call Center. This police station is located off Centre Parkway in the Bates Creek area, about six miles to the northwest of the subject property.

**Fire/Ambulance** - Fire Station #21, located on Mapleleaf Drive, is the nearest station to the subject property. It is south of Man O War Boulevard, approximately two miles west of the subject property. An additional fire station has been proposed near the intersection of Hays Boulevard and Athens-Boonesboro Road.

**Transit** - There is no Lextran service in the area.

**Parks** - The subject property is located approximately 1.3 miles south of Deer Haven Park.

## SUMMARY OF REQUEST

The petitioner has requested a zone change from an Expansion Area Residential-1 (EAR-1) zone to an Expansion Area Residential (EAR-2) zone and from an Agricultural Rural (A-R) zone to Medium Density Residential (R-4) zone for property located at 4184 Todds Road, in order to construct 20 single-family townhomes.

## PLACE-TYPE

ENHANCED  
NEIGHBORHOOD

An existing residential area to be enhanced with additional amenities, housing types, and neighborhood-serving retail, services, and employment options. Development should be context-sensitive to surrounding areas and should add to the sense of place. Incorporating multimodal connections is crucial to neighborhood success and viability.

## DEVELOPMENT TYPE

MEDIUM DENSITY RESIDENTIAL

### Primary Land Use, Building Form, & Design

Primarily attached and multi-family units, with interspersed single-family detached dwellings. Multi-family units should complement and enhance existing development through quality design and connections.

### Transit Infrastructure & Connectivity

Nearby commercial/employment uses and greenspace should be easily accessible, and bicycle and pedestrian modes should be maximized to connect residents to destinations.

### Quality of Life Components

These developments should include intentional open space designed to fit the needs of area residents, and a variety of neighborhood-serving commercial/employment uses.

## PROPOSED ZONING

EAR-2

Expansion Area Residential 2 (EAR-2) zoning is intended to accommodate residential uses of all types and sizes with a minimum density of (3) three dwelling units per acre and a maximum of (6) six units per acre. The maximum density is extended to (9) nine units per acre with transferable development rights.

Expansion Area Residential 2 is listed as Medium Density Residential by the 1996 Expansion Area Master Plan, but the density range more closely aligns with the Low Density Residential Placebuilder Development type.

R-4

The intent of this zone is to provide for medium to medium-high density multi-family dwellings and supporting uses. This zone should be located in areas of the community where services and facilities are/ will be adequate to serve the anticipated population. The medium to medium-high density residential uses should be located along collector and arterial streets. Where lower density development occurs in this zone, it should be located along local streets. Adequate multi-modal connections should be available to all residents. Development should be in areas of the community where necessary services and facilities will be adequate to serve the anticipated population. Medium to medium-high density multi-family dwellings should be established in accordance with the Goals, Objectives, Policies, and Development Criteria of the Comprehensive Plan.

## PROPOSED USE



The petitioner is proposing to construct 20 townhomes on 2.33 acres. The applicant's proposal results in a total residential density of approximately 8.6 dwelling units per net acre.

## APPLICANT & COMMUNITY ENGAGEMENT



On November 24, 2025, the Applicant held a public meeting at Crossroads Church for the purpose of obtaining neighbor feedback. Staff did not attend the meeting.

## PROPERTY & ZONING HISTORY

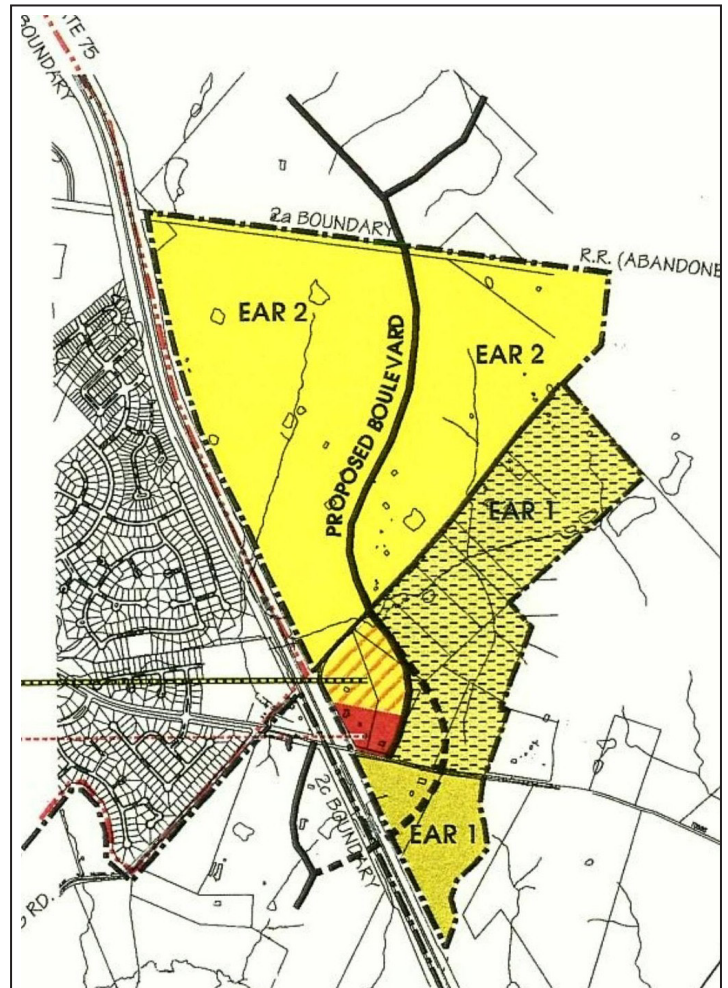


The majority (1.97 net acres) of the subject property has been located within the Agricultural Rural (A-R) zone since before the comprehensive rezoning of the City and County in 1969. A small portion (0.36 net acres) was incorporated into the Urban Service Area during the 1996 expansion and rezoned to the Expansion Area Residential-1 (EAR-1) zone in 2001. The remainder of the property was brought into the Urban Service Area as a part of the 2024 Urban Growth Master Plan. Despite being included within the scope of the 2024 boundary expansion, the property did not receive any land use recommendations within the plan.

## EXPANSION AREA

Expansion Area 2 is an area of approximately 4,213 acres of land which is located between Winchester Road and the western end of Jacobson Reservoir. The future land use element divides Expansion Area 2 into three subareas - Expansion Area 2a, Expansion Area 2b and Expansion Area 2c.

The subject property is located within Expansion Area 2b which was envisioned to be a low-to mid-density residential area that served as a transitional buffer between existing urbanized areas and the agricultural areas in the eastern portion of the county. Expansion area 2b is approximately 486 acres in size, and large areas remain undeveloped since 1996.



## COMPREHENSIVE PLAN COMPLIANCE



### EXPANSION AREA MASTER PLAN

In 1996, a portion of the subject property was added to the Urban Service Area with the approval of the Expansion Area and adoption of the Expansion Area Master Plan (EAMP). During the 1996 expansion, the Planning Commission initiated and recommended approval of a zone change for the entire 5,400 acres of the Expansion Area to update the zoning across the county. However, at that time, the Urban County Council denied the zone change because of community concerns and a want to have a broader discussion regarding the potential zoning in the area. In 2001, the EAMP became an adopted element of the Comprehensive Plan, and its future land use recommendations have been carried forward to the 2045 Comprehensive Plan.

Within the 1996 Expansion Area Master Plan, the subject property was recommended for Expansion Area Residential 1 (EAR-1) land uses, which allows for residential development of 0-3 units per gross acre. When the EAMP was drafted, the EAMP envisioned the area around the subject property as a low density residential development.

While the majority of the land within Expansion Area #2.b have developed in line with the EAMP's land use recommendations, there are a couple of areas with land uses that differ from the recommendations. In particular, the Community Center area that was called for within the plan to be located along Todds Road between I-75 and Polo Club Boulevard never developed the commercial component described in the CC zone. As a result of the shift to predominantly residential construction in the area zoned CC, the intended Transition Area north of the Community Center failed to develop the secondary uses designed to accompany commercial areas.

In their letter of justification, the applicant acknowledges that the Expansion Area Master Plan calls for EAR-1 zoning in this area, but opines that such zoning is inappropriate due to the increased need for housing and a higher density zone change on the adjoining property. Absent from the applicant's discussion of the zone change request is any mention of the Community Design Element of the Expansion Area Master Plan, an adopted element of the 2045 Comprehensive Plan. The applicant should provide further detail on how the plan addresses these elements.

### GOALS AND OBJECTIVES

The 2045 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.

The applicant opines that they are in compliance with the adopted Goals and Objectives of the 2045 Comprehensive Plan. They state that the request will allow for the site to redevelop into a higher density housing product that will help meet an increase in the demand for housing while providing variety in housing types (Theme A, Goal #1.a, #1.b and #1.d; Theme A, Goal #2.a; Theme A, Goal #2.b). The applicant's justification letter also states that the development will maximize utility of the development while maintaining the character of adjacent development (Theme E, Goal #1.e) by providing connections to adjacent and future developments (Theme A, Goal #3.b, #3.c, and #3.e). By providing pedestrian connections to neighboring parcels, the applicant also cites compliance with the Comprehensive Plan's recommendations for people-first designs (Theme D, Goal #1.a, #1.b).

### POLICIES

Within the letter of justification, the applicant opines the request meets many of the design and density policies laid out in the Comprehensive Plan. The applicant states that the proposal increases residential density while still being sensitive to the surrounding context and connecting into the adjacent developed properties (Design Policy #4; Density Policy #1 and #2). The applicant states that many of the neighborhoods in the area are dominated by single-family residences, this proposal will increase the stock of much-desired

townhomes that are available for home ownership into the immediate area to help diversify the housing options (Design Policy #8).

Staff agrees that the Goals, Objectives and Policies of the Comprehensive Plan can be met with this request.



### **PLACE-TYPE, DEVELOPMENT TYPE AND ZONE**

In an effort to allow for the greatest contextual development of Lexington's Urban Service Area, applicants are asked to identify a Place-Type based on the location of the subject property. Within each Place-Type there are recommended Development Types based on the form and function of the proposed development. Based on the Place-Type and Development Type there are also several recommended zones that are most appropriate based on the Goals, Objectives, and Policies of the 2045 Comprehensive Plan. While these zones are the ideal zoning categories to develop within a specified area, other zones may be considered, provided there is an appropriate justification addressing the unique situation and provided the development is able to adequately meet the associated Development Criteria.

The applicant indicates that the project is located within the Enhanced Neighborhood Place-Type and is a Medium Density Residential Development Type. While Staff agrees with the Place-Type, the density range of three to six dwelling units per acre more closely aligns with Low Density Residential in the current Comprehensive Plan. Staff has determined that assessing the proposal by Low Density Residential standards is more appropriate, acknowledging that the significant overlap between the two should not affect the recommendation from Staff.

The Enhanced Neighborhood Place-Type is an existing residential area to be enhanced with additional amenities, housing types, and neighborhood serving retail, services, and employment options. These developments primarily consist attached and detached single-family homes of varying formats, including accessory dwelling units. This Development Type should avoid homogeneous neighborhoods and should be supplemented by a variety of uses and housing options to create sustainable places. The staff agrees that the subject property is located adjacent to existing residential development, and the proposed development would provide another housing form within the area.

With respect to the applicant's choice in zones, the Medium Density Residential (R-4) zone is a recommended zone within the Enhanced Neighborhood Place-Type; however, at this time the proposed lot configuration exceeds the maximum lot sizes allowable within the zone. The applicant's proposed Expansion Area Residential 2 (EAR-2) zone is not recommended for this area within the 1996 EAMP.

### **DEVELOPMENT CRITERIA**

The criteria for a zone change are the distillation of the adopted Goals and Objectives, as well as the policies put forth in the 2045 Comprehensive Plan. The criteria for development represent the needs and desires of the members of the Lexington-Fayette Urban County community in hopes of developing a better built environment. The criteria are refined by the applicant based on the proposed place-type and development type.

The applicant addresses a number of the development criteria within the submitted letter of justification; however, staff is requesting further information regarding the following:

*A-DS5-3: Building orientation should maximize connections with the street and create a pedestrian-friendly atmosphere.*

The applicant should provide information regarding the orientation of the townhome structures along Todds Road, and how the development will impact the streetscape in this area.

**STAFF RECOMMENDS: **POSTPONEMENT** FOR THE FOLLOWING REASONS:**



1. The applicant should provide information addressing the Community Design Element of the 1996 Expansion Area Master Plan.
2. The applicant should address the lots that exceed the maximum size for the proposed zone.
3. The applicant should provide further information on the following development criteria:
  - a. A-DS5-3: Building orientation should maximize connections with the street and create a pedestrian-friendly atmosphere.