

# SUPPLEMENTAL STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-25-00023: ANDERSON VILLAGE AT GREAT ACRES, LLC



## STAFF REVIEW

In the period following the initial Zoning Committee meeting, the applicant met with staff to discuss the concerns described within the initial staff report and the comments received during the committee meetings. Since that time, the applicant has submitted updated application materials, including a revised development plan and a supplemental letter of justification.

The revisions to the proposed development plan include reducing the amount of parking between the building and Leestown Road and reconfiguring the drive-through. This reduction has eliminated the need for a the applicant's requested variance.

The applicant initially selected the Enhanced Neighborhood Place-Type with The Low-Density/ Non-Residential Development type as part of the map amendment request to the Corridor Business (B-3) zone. The supplemental justifications are now based on the Corridor Place-Type and the Medium Density-Non-Residential Development-Type. Staff agrees that the amended Place-Type and Development-Type are more appropriate for a Corridor Business (B-3) zone request.

## PLACE-TYPE

### CORRIDOR

Lexington's major roadways focused on commerce and transportation. The overriding emphasis of Imagine Lexington is significantly overhauling the intensity of the major corridors. The future of Lexington's corridors lies in accommodating the shifting retail economic model by incorporating high density residential and offering substantial flexibility to available land uses. Adding a mix of land uses to support the existing retail will provide a built-in customer base, create a more desirable retail experience, and allow a greater return on investment for landholders. Additional focus is on increasing the viability of enhanced mass transit, thereby reducing the reliance on single-occupancy vehicles and improving Lexington's overall transportation efficiency.

## DEVELOPMENT TYPE

### MEDIUM DENSITY NON-RESIDENTIAL MIXED-USE

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

Primarily community-serving commercial uses, services, places of employment, and/or a mix of uses within mid-rise structures with a higher Floor Area Ratio. Mixed-use structures typically include more multi-family residential units and places of employment, and retail and commercial options generally draw from a larger geographic area. An activated and pedestrian-scale ground level should be provided. These developments may include more employment space for professional office and can include some larger entertainment spaces.

### Transit Infrastructure & Connectivity

Though they draw more external users, they should still include multimodal connections allowing for easy neighborhood access. Mass transit infrastructure is to be provided on par with that of other modes, and the higher-density housing types should be located in close proximity.

### Parking

Parking should be minimized and, where necessary, located internally.

## COMPREHENSIVE PLAN COMPLIANCE



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.

### GOALS AND OBJECTIVES

In the initial staff report, staff requested that the applicant demonstrate how they were in agreement with the following Goals, Objectives, and Policies of the Comprehensive Plan:

*Theme E, Goal #1.e: Maximize development on vacant land within the Urban Service Area and promote redevelopment of underutilized land in a manner that enhances existing urban form and/or historic features.*

Staff initially had concerns with the proposed low-density design along a corridor. The Comprehensive Plan specifically calls for increased density in these areas, but as the applicant points out in the justification statement, this proposed development is more dense than the adjacent Starbucks drive-through coffee facility and would create a gradual transition to higher density development. Additionally, the applicant's requested zone would allow for the potential for further intensification of the parcel in the future.

In addition, the applicant opines that the proposal complies with the Goals and Objectives of the 2045 Comprehensive Plan in the following ways:

*Theme A, Objective #2.b - Respect the context and design features of areas surrounding development projects and develop design standards and guidelines to ensure compatibility with the existing urban form.*

The applicant acknowledges that the proposed development is located along the corridor, but will be oriented to primarily integrate and serve the adjoining neighborhood. The applicant states that the development will follow the design requirements of the Great Acres development. This, along with the previously mentioned incremental density increase, will help ensure integration into the existing development.

*Theme A, Goal #3.d - Improve Lexington's transportation network through ample street and sidewalk connections between new and existing development.*

The site plan shows sidewalk connections to both Leestown Road and Ruby River Drive to provide service to the neighborhood as well as other users along the corridor.

*Theme C, Goal #1.a - Strengthen efforts to develop a variety of job opportunities that support a living wage and lead to prosperity for all.*

The applicant states that this facility would provide approximately eight jobs as well as services to the community.



### POLICIES

Within the letter of justification, the applicant opines that the project is meeting Comprehensive Plan policies that call for proper road connections and pedestrian-friendly street patterns & walkable blocks in an area with excellent access to transit routes (Design Policy #2, Design Policy #5 and Connectivity Policy #3). Additionally, the applicant states that the proposed development will integrate well with the existing developments and provide a transition to higher-density development (Design Policy #4) while providing pedestrian access to the adjacent neighborhood (Connectivity Policy #2). Staff agrees with the applicant's assessment of this application's compliance with the Policies of the Comprehensive Plan.



## 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 properties. 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 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 now indicates that the project is located within the Corridor Place-Type which is where Placebuilder calls for increased density and transit-oriented designs. The applicant is also proposing a Medium Density Non-Residential/ Mixed-Use Development Type. Although this Development Type is not expected to be as intensely developed as Placebuilder suggests, lower-density developments are not precluded provided that they are context-sensitive. The forward trend for development in the Corridor areas should be towards increased walkability and intensity.

Based on the property's location along Leestown Road, staff finds the choice in Place Type appropriate. The applicant's chosen Development Type is a recommended Development Type within the Corridor Place-Type, and can be appropriate at this location with appropriate consideration given to the transition between the proposed development and the existing development in the area. The applicant's choice in zone, the Corridor Business (B-3) zone, is a recommended zone for the chosen Place-Type and Development Type.



## 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 has indicated that the site is located within the Corridor place-type and is seeking to develop a credit union along an arterial roadway. Staff concurs with the applicant's assessment of the Place-Type and agrees that the Corridor Business (B-3) zone can be appropriate for the subject property.

### 1. Land Use

Staff finds that this request meets the Development Criteria for Land Use. The applicant's proposal is located adjacent to a neighborhood and other retail services (A-DS12-1). This proposal would provide services to the community (E-ST8-2).

### 2. Transportation and Pedestrian Connectivity

Staff finds that this request meets the Development Criteria for Transportation and Pedestrian Connectivity. The proposal will provide multi-modal facilities (A-DS5-1) that incorporates connections to community anchors (A-DS10-1) with accessible pedestrian linkages directly to transit (A-DS1-2).

### 3. Environmental Sustainability and Resiliency

The proposed rezoning meets the criteria for Environmental Sustainability and Resiliency as the proposal will increase tree canopy (B-RE1-1) and have no impact on environmentally sensitive areas (B-PR2-1).

### 4. Site Design

Staff finds that this request meets the requirements for Site Design. In response to comments from staff and the Zoning Committee, the applicant reduced the vehicular use area on the proposed development plan (C-PS10-2).



## DEVELOPMENT CRITERIA

### 5. Building Form

The applicant has stated that the new building will use the same design standards as the adjacent apartment complex. The request meets the criteria for Building Form, as the applicant's proposal will minimize contrasts in design and scale to the surrounding context (A-DN2-2), while creating a transition area between areas of existing low-density and future higher-density development (A-EQ5-1).

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



1. The proposed Corridor Business (B-3) zone is in agreement with the Imagine Lexington 2045 Comprehensive Plan's Goals and Objectives, for the following reasons:
  - a. The request would integrate well with the existing development and provide a transitional area for future, higher-density development (*Theme A, Objective #2.b*).
  - b. The request would create opportunity for business and job growth (*Theme C, Goal #2.a*).
  - c. The request would improve Lexington's transportation network by providing for pedestrian, bicycle and vehicular access (*Theme A, Goal #3.d; Theme D, Goal #1.a, #1.b, and #1.d*).
2. The proposal is in agreement with the Policies of the 2045 Comprehensive Plan for the following reasons:
  - a. The request provides pedestrian connections to Leestown Road and the adjacent neighborhood (*Design Policy #1*).
  - b. Although this proposed development does not provide the density that the Comprehensive Plan calls for along our corridors, the proposed zone would allow for additional opportunities for growth or redevelopment that would build towards greater density in the area (*Design Policy #4*).
  - c. The proposal provides infrastructure for a variety of transportation modes th sidewalk connections to Leestown Road and Ruby River Drive as well as bike lanes and transit connections along Leestown Road (*Design Policy #5 and #6*).
3. The justification statement and corollary development plan are in agreement with the Development Criteria of the 2045 Comprehensive Plan.
  - a. The proposed development meets the criteria for Transportation, Connectivity and Walkability and is located in an area accessible by pedestrians, cyclists, motorists and transit users (A-DS4-1) and reflects the desired Place-Type (D-CO1-1).
  - b. The plan meets the criteria for Land Use as the site is conveniently located near neighboring residential areas (A-DS12-1).
  - c. The request meets the criteria for Environmental Sustainability and Resiliency, as the request does not impact any environmentally sensitive areas (B-PR-2-1) and increases tree canopy (B-RE1-1).
  - d. The proposal meets the criteria for Site Design, as the applicant reduced the parking area in response to concerns from staff and the Zoning Committee (C-PS10-2) which eliminated the need for a variance.
  - e. The plan meets the criteria for Building Form, as the request is scaled appropriately for the area (A-DS4-2) and can create a context sensitive transition to higher density development.
4. This recommendation is made subject to approval and certification of PLN-MJDP-25-00071 GREATHOUSE PROPERTY (THE VILLAGE AT GREAT ACRES)(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.
5. This recommendation of approval is subject to the following conditional zoning restrictions:  
Under the provisions of Article 6-7 of the Zoning Ordinance, the following use restrictions are recommended via conditional zoning for the B-3 zone on the subject property:  
PROHIBITED USES
  - a. Establishments and lots for the display, rental, sale, service and minor repair of farm equipment, contractor equipment, automobiles, motorcycles, trucks, boats, travel trailers, mobile homes, or supplies for such items.
  - c. Drive-in restaurants.

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



- b. Indoor amusements, such as billiard or pool halls; dancing halls; skating rinks; miniature golf or putting courses; theaters or bowling alleys.
- c. Drive-in restaurants.
- d. Tattoo parlors.
- e. Carnivals and circuses.
- f. Pawn shops.
- g. Adult arcades, massage parlors, adult book stores, adult video stores, adult cabarets, adult dancing establishments, adult entertainment establishments, and sexual entertainment centers.
- h. Advertising signs as regulated under Article 17 of the Zoning Ordinance (billboards).
- i. Hotels and motels.
- j. Cocktails lounges and nightclubs as principal uses.
- k. Outdoor recreational facilities, including go-cart tracks; archery courts; skate-board and roller skating tracks; trampoline centers; rifle and other firearm ranges; water parks; and other similar uses.

These restrictions are appropriate in order to protect the adjacent residential properties from the possible negative impacts of the most intense business uses permitted in the B-3 zone, and to more fully implement the Comprehensive Plan.