

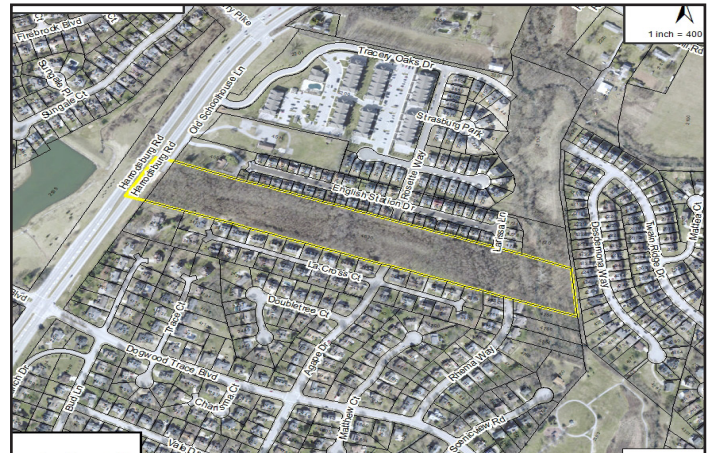
STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-22-00005: COWGILL DEVELOPMENT, LLC

DESCRIPTION OF ZONE CHANGE

Zone: From an Agricultural Urban (A-U) zone
Change: To a Planned Neighborhood Residential (R-3) zone
Acreage: 14.773 net (15.519 gross) acres
Location: 4630 Old Schoolhouse Lane

EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	A-U	Vacant
To North	R-1E	Single Family Residential
To East	R-1D	Single Family Residential
To South	R-3	Single Family Residential
To West	R-3	Stormwater Detention



URBAN SERVICE REPORT

Roads - The subject property is located on the east side of Harrodsburg Road (US 68), which is a major four-lane, divided highway at this location, and is one of two major commuter routes connecting Jessamine and Fayette Counties. Harrodsburg Road intersects Military Pike (KY 1966) and Old Schoolhouse Lane at a signalized intersection to the north of the subject property. There are five stub streets into the subject property: Old Schoolhouse Lane, Rosette Way, Larissa Lane, Agape Drive, and Rhema Way. Old Schoolhouse Lane is a substandard local roadway that was constructed by the Kentucky Transportation Cabinet when Harrodsburg Road was improved and widened. The roadway has been improved in sections as new development has occurred. Rosette Way and Agape Drive are both collector roadways, whereas Larissa Lane and Rhema Way are local roadways. Per the Zoning Ordinance and Land Subdivision Regulations, stub streets are planned for connections and shall be continued. The stub of Agape Drive was barricaded by Council resolution in 2014 (Res. No. 610-2014).

Curb/Gutter/Sidewalks - Rosette Way, Larissa Lane, Agape Drive, and Rhema Way were constructed with curb, gutter and sidewalks. Improvements are required to be made along the unimproved sections of Old Schoolhouse Lane along the portions of the roadway that are within the property, and all new roadways will need to be built with all urban 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 subject property is located within the South Elkhorn watershed. Storm sewers and basins will be constructed by the developer, as necessary, in accordance with the LFUCG Engineering Manuals to protect water quality. FEMA Digital Flood Insurance Rate Maps (D-FIRMS) indicate that a Special Flood Hazard Area (floodplain) exists on the subject property associated with Drive-In Tributary. Based upon the D-FIRM, it is estimated that the floodplain covers about 10% of the site. The confluence of the South Elkhorn Creek and the Drive-In Tributary occurs north of the subject property. Known flooding occurs along the South Elkhorn Creek and its tributaries in the immediate area. Development on the subject property will not be allowed to exacerbate any known flooding problems on the site or nearby. During the construction of Harrodsburg Road along the subject property's frontage the state constructed stormwater drainage features that were focused on lessening impacts on the surrounding neighborhoods.

Sanitary Sewers - This property is located in the South Elkhorn sewershed and is served by the West Hickman Wastewater Treatment Facility, in northern Jessamine County. Sanitary sewer trunk lines exist along Harrodsburg Road to the west of the subject property, as well as along the northern and southern boundaries of the property within the adjoining subdivisions. Extension of the sanitary sewer system will need to be built by the developer in accordance with the adopted Engineering Manuals.

Refuse - The Urban County Government serves this area with refuse collection on Mondays.

Police - The nearest police station is the West Sector Roll Call Center, located approximately 6 miles to the north of the subject property on Old Frankfort Pike, near New Circle Road.

Fire/Ambulance - The nearest fire station (#20) is located on Arrowhead Drive at Harrodsburg Road, approximately 2 miles northeast of the subject property.

Transit - LexTran service is not available within the immediate area of the subject property.

Parks - Dogwood Park is located less than 200 feet southeast of the subject property. The applicant is proposing a pedestrian connection to the planned trail that connects to the park.

SUMMARY OF REQUEST

The applicant is seeking to rezone the subject property from an Agricultural Urban (A-U) zone to the Planned Neighborhood Residential (R-3) zone in an effort to develop a single family residential development with 88 dwelling units.

PLACE-TYPE

ENHANCED NEIGHBORHOOD
An Enhanced Neighborhood is an existing residential area that could be enhanced with additional amenities, housing types, and neighborhood-serving retail, services, and employment options that contribute to a sustainable neighborhood. Vibrant neighborhoods include a range of uses. The development that occurs in this place-type should be context-sensitive to the surrounding area and implemented in a way that adds to the sense of place. Multi-modal connections from new elements within enhanced neighborhoods are crucial to their success and long-term viability.

DEVELOPMENT TYPE

LOW DENSITY RESIDENTIAL
Primary Land Use, Building Form, & Design
Primarily attached and detached single family homes of varying formats, including accessory dwelling units. Homogeneous neighborhoods that do not include a mix of housing types should be avoided. Low density residential is only appropriate as a component of “Enhanced Neighborhoods” and “New Complete Neighborhoods”, and should be supplemented by a variety of uses and housing options to create sustainable places.
Transit Infrastructure & Connectivity
Multi-modal network connections, including connected streets, are required to keep an efficient transportation network that provides viable options for all users..
Parking
These developments should include intentional open space designed to fit the needs of area residents, and be in walking distance of nearby neighborhood-serving commercial/employment uses.

PROPOSED ZONING



This zone is primarily for multi-family dwellings and other residential uses. This zone should be at locations and at the density (units/acre) recommended by the Comprehensive Plan, and in areas of the community where necessary services and facilities will be adequate to serve the anticipated population.

PROPOSED USE



The petitioner proposes the rezoning of the subject property to the Planned Neighborhood Residential (R-3) zone to allow for the construction of single family dwelling units and associated infrastructure. The applicant is seeking to develop a total of eighty-eight (88) single family lots, at a residential density of approximately 5.9 dwelling units per net acre.

APPLICANT & COMMUNITY ENGAGEMENT



On February 15th, 2022, prior to the submission of their application, the petitioner met with neighborhood representatives to introduce themselves and the proposed application. At this meeting members of the Dogwood Trace Neighborhood Association discussed the proposed development with the applicant and asked questions of Planning staff who attended the meeting. Comments during the meeting were focused on the previous development of the area, traffic, the barricading of roadways, stormwater infrastructure, and the potential layout of the proposed development.

PROPERTY & ZONING HISTORY



The subject property was initially zoned Agricultural District (A-1) until 1967 when the property owner requested a rezoning to the Agricultural Urban (A-U) zone. The A-U zone is intended to control the development of rural land within the Urban Service Area over a period of time so as to manage the growth of the community. In order to avoid premature or improper development, land should remain in this zone until public facilities and services are or will be adequate to serve urban uses. Residential development started in the areas surrounding the property in the late 1980s and early 1990s, filling in vacant tracts as time went on. The subject property is the last remaining agriculturally zone land, and would complete the planned street network in the immediate area.

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.

GOALS & OBJECTIVES

The applicant opines that they are in agreement with the adopted Goals and Objectives of the 2018 Comprehensive Plan. The applicant indicates that the proposed project offers a chance to develop longtime underutilized agriculturally zoned property located within the Urban Service Area for a residential land use (Theme E, Goal #1.d and #1.e). They opine that the property is ideal for the proposed development, consisting of single-family residential with access to the established trail system as it will conform to the current context and add housing to a desirable area (Theme A, Goal#2.b; Theme D, Goal#1.a). The applicant indicates that the area is primarily comprised of single family residential. The proposed development seeks to respect the design features of the area, while providing varied housing choices with the proposed lot layout, which differs slightly from the general area, but retains a similar lot size (Theme A, Goal #1.c; Theme A, Goal #3.a). The applicant cites the need for additional single-family houses as detailed in the 2017 Fayette County Housing Demand Study as part of their justification for selecting that housing type.

The applicant indicates that the proposed project aligns with several aspects of a desirable community and the placemaking concepts the Comprehensive Plan stresses, including openness, social offerings, and aesthetics. The applicant states that the proposed connectivity with the greenway and nearby park system will provide a safe and well designed pedestrian and bike system (Theme A, Goal #3.b). Additionally, the applicant indicates that the proposed development will not impact the floodplain area and is focused on protecting the environment (Theme B, Goal #3.b).

Finally, the applicant opines that the proposed project upholds the Urban Service Area preservation strategy, and is seeking to provide an appropriate and sustainable development of a long-underutilized parcel (Theme E, Goal #1.b).

POLICIES

In addition to the discussion of the goals and objectives of the Comprehensive Plan, the applicant highlighted several Policies of the Comprehensive Plan that they are in agreement with. The applicant opines that the proposed development will be a well-designed project, as it furthers many of the design policies laid out in the Comprehensive Plan. They indicate that by providing pedestrian sidewalks and greenway connections to the planned trail system located along the Drive-In Tributary, they are seeking to emphasize a people-first/pedestrian friendly street pattern design with an efficient transportation system (Design Policy #1, #2, #5, #6, and #13).

The applicant indicates that the usable open space along the eastern edge of the site is an amenity that would be accessible through a dedicated 15-foot easement. They opine that by incorporating the established open space amenities and tying them into the neighborhood they are in agreement with many of the neighborhood design policies, specifically those that encourage accessible greenspace to be in close proximity to residents (Design Policy #9, and #10).

In addition to their focus on alternate modes of mobility, the applicant indicates that they are seeking to promote access to all portions of the area. They indicate that by providing a modern street system that is connected they will be able to enhance emergency service accessibility, while creating inviting streetscapes (Design Policy #2).

Finally, the applicant indicates that the proposed residential use is sensitive to the surrounding context of both the adjacent neighborhoods as it is proposing single family lots adjacent to single family lots (Design Policy #4). They state that while this tract is only proposed for single family lots, the area already has a strong mix of single-family, townhouses, and apartments that provide varied housing choices (Design Policy #8).

The staff agrees with these aspects of the applicant's proposal and that these Goals, Objectives, and Policies of



the 2018 Comprehensive can be met with the proposed development

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 2018 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 Low Density Residential Development Type. The Enhanced Neighborhood Place-Type is an existing residential area that could be enhanced with additional amenities, housing types, and neighborhood-serving retail, services, and employment options that contribute to a sustainable neighborhood. Within their application, the petitioner describes that the Enhanced Neighborhood Place-Type is the most appropriate Place-Type as they are seeking to provide additional single family residential housing with a different lotting pattern, but on a similar sized lot to the established area. This variability can allow for varied single family detached housing, while also conforming with the established character. Staff agrees with the applicant's assessment of the proposed Enhanced Neighborhood Place-Type.

Additionally, the applicant is seeking to apply the Low Density Residential Development Type, which is recommended within the Enhanced Neighborhood Place-Type and is meant to be comprised of primarily detached and attached single family dwelling units. The applicant has proposed the establishment of eighty-eight single family detached dwelling units situated along a primary roadway and providing adequate connections to the established roadway and future trail network. Staff agrees that the proposed Development Type can be appropriate for the subject property.

Finally, the applicant has requested the rezoning of the property to the Planned Neighborhood Residential (R-3) zone. This zone is a recommended zone associated the Enhanced Neighborhood Place-Type and the Low Density Residential Development Type. Furthermore, the established single family residential development located to the south of the subject property is currently zoned R-3.

DEVELOPMENT CRITERIA

The development criteria for a zone change are the distillation of the adopted Goals and Objectives, as well as the policies put forth in the 2018 Comprehensive Plan. The development criteria represent the needs and desires of the Lexington-Fayette Urban County community in hopes of developing a better built environment. The applicable criteria are defined based on the proposed Enhanced Neighborhood Place-Type and Low Density Residential Development Type.

1. Site Design, Building Form and Location

The proposed rezoning meets the criteria for Site Design, Building Form and Location, as the development will provide additional single-family residential dwelling units in a manner that is safe and pedestrian oriented.

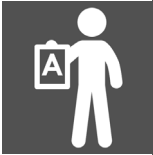
2. Transportation and Pedestrian

The proposed rezoning meets the criteria for Transportation and Pedestrian Connectivity, as the development will connect with the established roadway and future trail network.

3. Greenspace and Environmental Health

The proposed rezoning meets the criteria for Greenspace and Environmental Health as it will respect the environmentally sensitive area, and will provide street tree canopy coverage.

STAFF RECOMMENDS: APPROVAL, FOR THE FOLLOWING REASONS:



1. A Planned Neighborhood Residential (R-3) zone is in agreement with the 2018 Comprehensive Plan's Goals and Objectives, for the following reasons:
 - a. The proposed rezoning will allow for the development of an vacant and underutilized property located within the Urban Service Area for a residential use (Theme E, Goal #1.d and #1.e).
 - b. The proposed rezoning will support infill and redevelopment (Theme A, Goal #2), by establishing a single family residential area within context of the surrounding development and tying into the established roadway and trail networks (Theme A, Goal#2.b; Theme D, Goal#1.a).
 - c. The proposed development will respect the design features of the area, while providing varied housing choices with the proposed lot layout, which differs slightly from the general area, but retains a similar lot size (Theme A, Goal #1.c; Theme A, Goal #3.a).
 - d. The proposed development will connect with the greenway and nearby park system to provide a safe and well designed pedestrian and bike system (Theme A, Goal #3.b) and will not impact the floodplain area (Theme B, Goal #3.b).
 - e. The proposed rezoning will uphold the Urban Service Area preservation strategy by providing an appropriate and sustainable development of a long-underutilized parcel (Theme E, Goal #1.b).
2. A Planned Neighborhood Residential (R-3) zone is in agreement with the 2018 Comprehensive Plan's Policies, for the following reasons:
 - a. The proposed project will connect to the future trail network through a dedicated 15-foot easement, integrating pedestrian and bicycle access to established open space amenities within close proximity for residents (Design Policy #9 and #10).
 - c. The proposed project will provide a connected street system that will enhance emergency service accessibility while creating inviting streetscapes (Design Policy #2).
 - d. The proposed rezoning is sensitive to the surrounding context of the adjacent neighborhoods, as it is proposing a similar built form as the adjacent developments (Design Policy #4).
3. The justification and corollary development plan are in agreement with the policies and development criteria of the 2018 Comprehensive Plan.
 - a. The proposed rezoning meets the criteria for Site Design, Building Form and Location, as the development will provide additional single-family residential dwelling units in a manner that is safe and pedestrian oriented.
 - b. The proposed rezoning meets the criteria for Transportation and Pedestrian Connectivity, as the development will connect with the established roadway and future trail network.
 - c. The proposed rezoning meets the criteria for Greenspace and Environmental Health as it will respect the environmentally sensitive area, and will provide street tree canopy coverage.
4. This recommendation is made subject to approval and certification of PLN-MJSUB-22-00001: Margaret W. Camic Property (W.E. Savage Property), prior to forwarding a recommendation to the Urban County Council. This certification must be accomplished within two weeks of the Planning Commission's approval.