

STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-22-00026: LEXINGTON HABITAT FOR HUMANITY, INC

DESCRIPTION OF ZONE CHANGE

Zone Change:	From a Neighborhood Business (B-1) zone To a Planned Neighborhood Residential (R-3) zone
Acreage:	0.102 net (0.123 gross) acres
Location:	712 Lancaster Ave

PLN-MAR-22-00026



EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	B-1	Vacant
To North	R-3	Residential
To East	I-1/B-4	Residential/ Industrial
To South	B-1	Residential
To West	R-3	Residential

URBAN SERVICE REPORT

Roads - The subject property has frontage on Lancaster Avenue, a two lane local roadway that terminates at the railroad northeast of the subject property.

Curb/Gutter/Sidewalks - Curb, gutter and sidewalks exist along Lancaster Avenue.

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

Storm Sewers - The subject property is located within the Cane Run watershed. There are no FEMA Special Flood Hazard Areas on the property or in the immediate vicinity. Storm sewers exist in this portion of the Urban Service Area.

Sanitary Sewers - The subject property is located within the Cane Run sewershed. The property is served by the Town Branch Waste Water Treatment Facility, located on Lisle Industrial Avenue, inside New Circle Road, and west of Leestown Road approximately 3 miles to the northwest of the subject property.

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

Police - The subject property is located within the Central Sector and is served by the Central Sector Roll Call Center, located on Industry Road approximately 1.25 miles southeast of the subject property.

Fire/Ambulance - Fire Station #1 is located approximately 0.65 miles southwest of the subject property, on E Third Street.

Transit - This area is served by Route #7, with outbound and inbound service at North Limestone and W Seventh Street, approximately 1/4 mile northwest of the subject property.

Parks - The subject property is a walkable distance to Castlewood Park, which is located approximately 0.2 miles northwest of the subject property.

SUMMARY OF REQUEST

The applicant is seeking a zone change from the Neighborhood Business (B-1) to the Planned Neighborhood Residential (R-3) zone in order to construct a single-family residential home.

PLACE-TYPE

ENHANCED NEIGHBORHOOD

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. Development should be context sensitive to surrounding areas and should add to the sense of place. Incorporating multi-modal connections is crucial to neighborhood success and 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.

Quality of Life Components
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



This petitioner is proposing the Planned Neighborhood Residential (R-3) zone in order to construct a single-family residence in connection with the Habitat for Humanity non-profit organization. The proposal includes a 1,750 square-foot single-family residential dwelling, with an 286 square-foot attached garage and driveway access on to Lancaster Avenue.

APPLICANT & COMMUNITY ENGAGEMENT



The applicant has spoken with several neighbors regarding the proposal, but have not indicated that any larger public engagement outreach has occurred. The applicant should conduct further outreach with the East End Community Development Corporation neighborhood association to discuss the proposed rezoning and development plan.

PROPERTY & ZONING HISTORY



The subject property has been zoned Neighborhood Business (B-1) since before the 1969 comprehensive rezoning of the city and county. While the property has historically contained commercial zoning, the property was not utilized commercially, and contained a single-family residence until 2021, when the existing home on the property was demolished due to safety concerns.

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, & POLICIES

The applicant opines that they are in agreement with the adopted Goals and Objectives of the 2018 Comprehensive Plan. The applicant states that their proposal supports infill and redevelopment throughout the Urban Service Area as a strategic component of growth (Theme A, Goal #2). This request will activate an vacant and underutilized portion of land within the Infill and Redevelopment Area for affordable housing. The applicant also states that the proposal fulfills the goals of expanding housing choices (Theme A, Goal #1). The project will continue the established pattern of single-family land uses on the subject property, and will be adding additional affordable housing stock to the East End Community Development Corporation neighborhood (Theme A, Goal #1.d).

Finally, by matching the existing setbacks and established pattern of single-family residential land use, the proposal respects the design and context of the surrounding area (Goal #2.b).

The staff agrees with these aspects of the applicant's proposal and that these Goals and Objectives of the 2018 Comprehensive can be met with the proposed development.

While the applicant does not directly reference any specific Comprehensive Plan Policies within their letter of justification, staff has identified several policies listed within the 2018 Comprehensive Plan that are being met with this request.

By matching the size and scope of existing residential development along this portion of Lancaster Avenue, the applicant is providing development that is sensitive to the surrounding context (Theme A, Design Policy #4). In addition, the proposed development will increase the supply of affordable housing within the East End Community Development Corporation neighborhood (Theme A, Equity Policies #1 and #2).

While the applicant's proposal does not currently represent an increase in the density of the parcel, the proposed change to the Planned Neighborhood Residential (R-3) zone allows for the potential of higher density residential redevelopment of the parcel in the future, which meets (Theme A, Density Policy # 2).

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 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 to be enhanced with additional amenities, housing types, and neighborhood serving retail, services, and employment options. The Low Density Residential Development Type primarily consists of attached and detached single-family homes of varying formats, including accessory dwelling units. This Development Type should create context-sensitive 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 within an



established neighborhood and the proposed development would provide a context-sensitive addition to the housing stock present in the area. The staff agrees that the Enhanced Neighborhood Place-Type and the Low Density Residential Development Type are appropriate for the subject property.

The Planned Neighborhood Residential (R-3) zone is a recommended zone for the applicant's chosen Place-Type and Development Type, and provides an avenue for increased residential density if the property is redeveloped in the future. Staff agrees that the Planned Neighborhood Residential (R-3) zone can be appropriate at this location.

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 for development 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 Place-Type and Development Type.

1. Site Design, Building Form and Location

The applicant contends that due to the relatively small size of the parcel and the limited scope of this request, many of the criteria for Site Design, Building Form, & Location are not applicable with this request. The applicant does highlight several criteria being met with this request including:

E-GR9-4 Development should Intensify Underutilized properties and develop vacant and underutilized gaps within neighborhoods

Currently, the subject property is a vacant lot in an existing residential area within the Infill and Redevelopment Area. The proposal will fill this existing gap with additional housing stock.

B-PR9-1 Minimize disturbances to environmentally sensitive areas by utilizing the existing topography to the greatest extent possible.

The request will not disturb the existing topography of the site by rebuilding at the same location as the single-family residence that preceded it.

A-DS5-3 Building orientation should maximize connections with the surrounding area and create a pedestrian-friendly atmosphere.

The proposed structure will reinforce the streetscape along Lancaster Avenue and will retain the existing sidewalk network at this location.

2. Transportation and Pedestrian

Staff finds that this request meets the requirements for Transportation and Pedestrian Connectivity, as the proposed development maintains the existing pedestrian infrastructure and connectivity present on-site.

3. Greenspace and Environmental Health

The proposed rezoning meets the criteria for Greenspace and Environmental Health as the proposal works with the existing landscape and has no impact on environmentally sensitive areas.

STAFF RECOMMENDS: APPROVAL, FOR THE FOLLOWING REASONS:



1. The requested Planned Neighborhood Residential (R-3) zone is in agreement with the 2018 Comprehensive Plan's Goals and Objectives, for the following reasons:
 - a. The request will activate an underutilized parcel within the Infill and Redevelopment Area in order to develop additional affordable housing (Theme A, Goal #2).
 - b. The request will strengthen opportunities for housing affordability by introducing additional affordable housing stock into the East End Community Development Corporation neighborhood (Theme A, Goal #1.d).
 - c. By matching the existing setbacks and established pattern of single-family residential land use, the proposal respects the design and context of the surrounding area (Theme A, Goal #2.b).
2. The requested Planned Neighborhood Residential (R-3) zone is in agreement with the 2018 Comprehensive Plan's Policies, for the following reasons:
 - a. The proposed development meets Equity Policies #1 and #2 by increasing the supply of affordable housing within the community.
 - b. The proposed single-family residential development meets Design Policy #4 by providing development that matches the surrounding single-family residential context of this portion of Lancaster Avenue.
 - c. The proposed change to the Planned Neighborhood Residential (R-3) zone allows for the potential of higher density residential redevelopment of the parcel in the future, which meets Density Policy #2.
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 it will intensify an underutilized property in a manner that utilizes the existing topography, at a pedestrian friendly scale.
 - b. These proposed rezoning addresses the Transportation and Pedestrian Connectivity development criteria, as the proposed development maintains the existing pedestrian infrastructure and connectivity present on-site.
 - c. The proposed rezoning meets the criteria for Greenspace and Environmental Health as the proposal works with the existing landscape and has no impact on environmentally sensitive areas.
4. This recommendation is made subject to approval and certification of [PLN-MJDP-22-00081 LANCASTER & KEISER PROPERTY OF BELT LAND CO](#) prior to forwarding a recommendation to the Urban County Council. This certification must be accomplished within two weeks of the Planning Commission's approval.

DAC/HBB/TLW
1/3/2023

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