

STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-24-00004: RED DRAW DEVELOPMENT, LLC

DESCRIPTION OF ZONE CHANGE

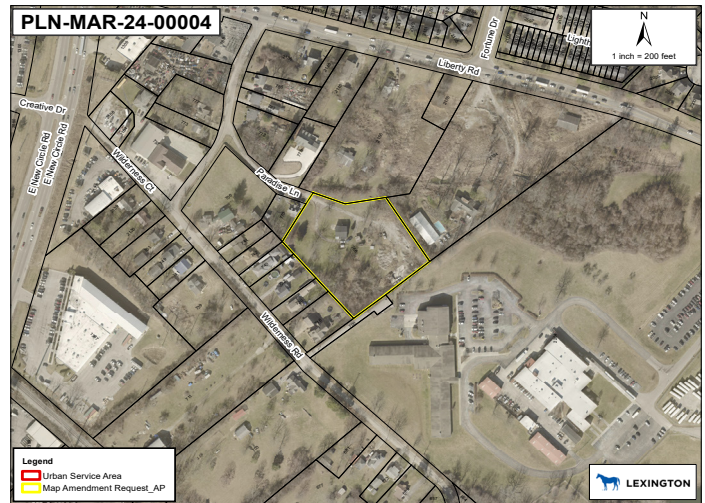
Zone Change: From a Single Family Residential (R-1B) zone
To a Medium Density Residential (R-4) zone

Acreage: 2.462 net (2.462 gross) acres

Location: 766 Paradise Lane

EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	R-1B	Single-Family
To North	R-4	Single-Family
To East	R-1B	School
To South	R-1B	Single-Family
To West	R-1B	Single-Family



URBAN SERVICE REPORT

Roads - The subject property is located at the termination of Paradise Lane, a substandard local roadway. While the cross section of Paradise Lane shows 33 feet of right-of-way, only approximately 12 feet of the road is paved. There are no current plans to expand or improve Paradise Lane. Under the applicant's proposal, the parcel would be incorporated into a larger development with the properties at 2156, 2176, and 2184 Liberty Road, and would use Liberty Road for the primary access to the site. Liberty Road (KY 1927), is a three lane arterial roadway in the vicinity, and is slated for future expansion in 2025, per the 2040 Metropolitan Transportation Plan.

Curb/Gutter/Sidewalks - Curb and gutter is present for a small portion of the subject property's Liberty Road frontage, but the majority of the frontage lacks all three facilities. All of these urban improvements are planned as part of the improvements to this section of Liberty Road in the 2040 Metropolitan Transportation Plan. Paradise Lane lacks sidewalk, curb, and gutter facilities.

Storm Sewers - The subject property is located within the North Elkhorn Creek watershed. Stormwater improvements may be required to address both water quantity and water quality. Any such improvements shall be designed and constructed in accordance with the LFUCG Engineering Manuals. While there appear to be FEMA Special Flood Hazard Areas on the adjoining property at 2264 Liberty Road, there are no known flooding issues on the subject property.

Sanitary Sewers - The subject property is located in the North Elkhorn sewershed, which is served by the West Hickman Wastewater Treatment Plant in northern Jessamine County. Sanitary sewer capacity will need to be verified prior to certification of a final development plan for the proposed change of land use at this location.

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

Refuse - The Urban County Government serves residences in this portion of the Urban Service Area with collection on Tuesdays.

Police - The nearest police station is located near the Eastland Shopping Center at the Central Sector Roll Call Center, on Goodwin Drive just off Winchester Road, about 1½ miles northwest of the subject property.

Fire/Ambulance - The nearest fire station (#9) is located approximately one mile southwest of the subject property on Richmond Road, near the Kentucky American Water company offices.

Transit - Lextran services the area with the #10 Route, with stops approximately 400 feet from the site, at the intersection of Liberty Road and Wilderness Road, as well as along Fortune Drive.

Parks - The subject property is located approximately 1/2 of a mile northeast of Idle Hour Park.

SUMMARY OF REQUEST

The petitioner has requested a zone change from a Single Family Residential (R-1B) zone to a Medium Density Residential (R-4) zone order to expand a proposed multi-family residential development.

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

MEDIUM DENSITY RESIDENTIAL

Primary Land Use, Building Form, & Design
Primarily attached and multi-family units. Multi-family units should complement and enhance existing development through quality design and connections.

Transit Infrastructure & Connectivity
Nearby commercial/employment uses and greenspaces 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



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 expand a proposed multi-family residential development. The applicant is proposing to increase the total number of dwelling units from 168 to 216, and increase the number of three-story multi-family residential buildings from seven (7) to nine (9). The residential density of the site is proposed to slightly decrease, from 22.3 units per acre to 21.6 units per acre. The applicant is also proposing to increase the overall number of parking spaces in the development from 203 spaces to 333 spaces.

APPLICANT & COMMUNITY ENGAGEMENT



The applicant has indicated that they scheduled a public meeting to discuss the proposal with the surrounding neighborhood. The applicant should provide further information on those efforts or any subsequent attempts to engage with the surrounding area.

PROPERTY & ZONING HISTORY



The subject property has been zoned Single Family Residential (R-1B) prior to the 1969 Comprehensive Rezoning of the city and county, and contains a single-family residential use. In 1972, a rezoning request to the Light Industrial zone (I-1) was denied, due to the property's lack of sewer service at the time (MAR-72-18). In 2023, another applicant sought to rezone the subject property to the Townhouse Residential (R-1T) zone in order to establish a townhouse development (MAR-23-00020). Due to concerns of using the sub-standard Paradise Lane as the sole access to the site, the request was ultimately withdrawn.

The applicant is proposing to incorporate this parcel with development proposed on the adjoining parcels to the north. These parcels were rezoned to Medium Density Residential (R-4) in 2023 by the applicant in order to develop a 168-unit multi-family residential development (MAR-23-00017).

COMPREHENSIVE PLAN COMPLIANCE



GOALS, OBJECTIVES, AND POLICIES

The 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 proposed rezoning encourages the expansion of housing choices by prioritizing a higher density residential development (Theme A, Goal #1.b and c). The applicant opines that the site is meeting goals relating to the intensification of underutilized properties (Theme A, Goal #1.a). The applicant further states that the development will provide for safe social interactions by providing a pedestrian connection to Paradise Lane, as well as providing connectivity to transit stops and the surrounding neighborhoods (Theme A, Goal#3.b). Staff agrees that these Goals and Objectives can be met with this request.

The applicant opines that their request also meets several policies of the 2045 Comprehensive Plan, primarily discussing policies relating to encouraging pedestrian mobility and providing connections to transit (Design Policies #1, #2 and #5). While staff agrees that these policies are being met with this request, there are several policies that require further discussion:

Theme A, Design Policy #2: Ensure proper road connections are in place to enhance service times and access to public safety, waste management, and delivery services for all residences.

Due to the number of residential units being proposed, a secondary access to the overall development is required by emergency services. Currently, a gated emergency access connection is shown connecting to Paradise Lane. As identified in previous rezoning requests, the current state of Paradise Lane is substandard. While it is being proposed as an emergency-only access, improvements may be necessary to Paradise Lane in order to meet emergency services requirements.

Multi-family residential development must comply with the Multi-Family Design Standards (Theme A, Design Policy #3).

The information provided by the applicant to demonstrate compliance with the Multi-family Design Standards is not sufficient. The justification lacks meaningful responses to many of the criteria, stating "This will be done where feasible" for many of the responses. Additionally, no renderings or depictions of the proposed structures have been provided for this application. The applicant should articulate how the proposed expansion will meet the criteria and function within the rest of the 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 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 indicates that the project is located within the Enhanced Neighborhood Place-Type and is a Medium 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 Medium Density Residential Development Type should avoid homogeneous neighborhoods and should be supplemented by a variety of uses and housing options to create sustainable places.

Based on the property's location in an existing residential area, staff finds the applicant's choice in Place Type appropriate. The applicant's chosen Medium Density Residential Development Type is a recommended Development Type within the Enhanced Neighborhood Place-Type, and can be appropriate at this location. The applicant's choice in zone, the Medium Density Residential (R-4) zone is a recommended zone for the chosen Place-Type and Development Type.



DEVELOPMENT CRITERIA

The applicant appears to have responded to the Placebuilder element of the 2018 Comprehensive Plan, rather than the criteria for the 2045 Comprehensive Plan. The applicant should provide a revised justification that adequately addresses the updated criteria that are reflective of the most recent Comprehensive Plan update.



PARKING DEMAND MITIGATION STUDY

Under the requirements of the newly adopted Parking and Landscaping Zoning Ordinance Text Amendment, all "Significant Developments," or developments with over 5,000 square-feet of building coverage that require a Zoning Map Amendment, shall provide a Parking Demand Mitigation Study for the project that details the following information:

1. Review of national best practices for parking calculations for the project, including the current ITE Manual Parking ranges or the ranges produced by the ITEParkGen Report;
2. The anticipated parking demand for the project;
3. How the anticipated parking demand will be satisfied on-site or off-site;
4. The methods and strategies to be implemented in order to reduce vehicle trips by site users;
5. The methods and strategies to be implemented in order to promote transportation options by site users;
6. The projected mode share by site users from the utilization of the study's strategies.

Within the applicant's review of the parking demand, they have provided specific calculations based on the ITE manual for the proposed residential multi-family use. Based on the provided square footage, the ITE manuals project a peak demand of 346 spaces for the entire development, which slightly exceeds the 333 proposed spaces for this development. As a part of the zone change for the original development plan on the parcels to the north, the applicant indicated that a parking rate of 1.4 parking spaces per unit was needed. Under the current proposal, the parking rate has increased to 1.54 spaces per unit, resulting in approximately 30 more parking spaces than the previous rate would require. The applicant should provide further information as to why the proposed parking rate has increased relative to the number of units being provided.

STAFF RECOMMENDS: POSTPONEMENT, FOR THE FOLLOWING REASONS:



1. The applicant should provide information relating to their public outreach efforts.
2. The applicant should provide information on compliance with the following Policies of the 2045 Comprehensive Plan.
 - a. *Ensure proper road connections are in place to enhance service times and access to public safety, waste management, and delivery services for all residences (Theme A, Design Policy #2)*
 - b. *Multi-family residential development must comply with the Multi-Family Design Standards (Theme A, Design Policy #3).*
3. The zone change application should remove references to the 2018 Comprehensive Plan.
4. The zone change application for the subject properties does not address the correct criteria for zone change within the Enhanced Neighborhood Place Type, and the Medium Density Residential Development Type within the 2045 Comprehensive Plan.
5. The applicant should provide information relating to the increase in the parking rate relative to their previous development plan at this location.