

STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT

PLN-MAR-17-00027: MEADOWTHORPE SENIOR HOUSING, LLLP

DESCRIPTION

Zone Change: From a Neighborhood Business (B-1) zone
To a High Density Apartment (R-4) zone

Acreage: 3.72 net (4.43 gross) acres

Location: 1447 Antique Drive

EXISTING ZONING & LAND USE

<u>Properties</u>	<u>Zoning</u>	<u>Existing Land Use</u>
Subject Property	B-1	Vacant
To North	B-1	Apartments
To East	B-1	Offices
To South	B-1	Shopping Center
To West	B-1 & R-1C	Shopping Center & Single Family

URBAN SERVICES REPORT

Roads – Leestown Road (US 421), which becomes West Main Street a short distance to the southwest of the subject property, is a major arterial that serves this portion of the community. It carries approximately 22,000 vehicle trips per day, as it is the primary route for the area’s industrial traffic and some large residential subdivisions such as Meadowthorpe and Masterson Station. Antique Drive, which provides the subject property’s frontage, is a public street that connects Burke Road and North Forbes Road, both of which have signalized intersections with Leestown Road. Antique Drive was accepted for dedication by the Urban County Government several years ago, and it functions as a service road for truck traffic serving the businesses, offices and restaurants in the Meadowthorpe Shopping Center along Leestown Road.

Curb/Gutter/Sidewalks – Antique Drive and Leestown Road do not have a curb, gutter, or sidewalks along their frontages between Burke Road and North Forbes Road. However, Burke Road and North Forbes Road were constructed to full urban standards with curb, gutter, and sidewalks.

Storm Sewers – This property is within the Town Branch watershed. Although the subject property does not abut a creek or an obvious drainage way, the property is a known low-lying area with historic drainage issues. Stormwater detention will likely be required on site, so as not to allow any increase in the rate of stormwater runoff onto surrounding properties, since the property currently has no impervious surface area.

Sanitary Sewers – This property is in close proximity to the Town Branch Wastewater Treatment Facility, owned by the Urban County Government. There are no known sanitary sewer problems between this location and the treatment plant.

Refuse – This area is served by the Urban County Government with collection on Thursdays. Multi-family residential developments often contract with private companies to provide additional refuse collection, as needed.

Police – The nearest police station is the West Sector Roll Call Center, which is located on Old Frankfort Pike, approximately one mile to the southwest of the subject property.

Fire/Ambulance – The nearest fire station is Station #13, which is located on Leestown Road, one block to the southwest of the subject property.

Utilities – Natural gas, electric, streetlights, phone, water, and cable are all available to this area, and can be upgraded and/or extended to serve the proposed development.

COMPREHENSIVE PLAN AND PROPOSED USE

The 2013 Comprehensive Plan's mission statement is to "provide flexible planning guidance to ensure that development of our community's resources and infrastructure preserves our quality of life, and fosters regional planning and economic development." The mission statement notes that 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 petitioner is requesting a High Density Apartment (R-4) zone in order to develop a multi-family residential building for seniors on the subject property. The petitioner proposes to construct 61 dwelling units, for a residential density of 16.4 dwelling units per acre.

CASE REVIEW

The petitioner has requested a zone change from a Neighborhood Business (B-1) zone to a High Density Apartment (R-4) zone for approximately four acres of property located on Antique Drive.

The subject property is a triangular shaped piece of property located at 1447 Antique Drive, immediately to the northeast of the Meadowthorpe Shopping Center, which has frontage along Leestown Road (US 421). Meadowthorpe Shopping Center is a strip center built in the 1950s, with its service entries along Antique Drive. The vacant subject property has very little visibility from Leestown Road, although a parking lot in the center of the shopping center does offer a view of the subject property. The property has two "wings" which provide 40 feet of lot frontage on both North Forbes Road and Burke Road. The portion of the property that fronts along North Forbes Road also provides off-street parking for an adjacent office building.

The immediate vicinity is characterized by a mixture of residential, professional office and neighborhood-oriented businesses, such as restaurants and retail sales establishments. The subject property is entirely surrounded by B-1 zoning, which also includes several non-conforming residential four-plexes and duplex units. Additional multi-family dwelling units exist in the area along North Forbes Road, to the east of the subject property (R-4 zoning). Beyond Burke Drive and Meadowthorpe Drive is the Meadowthorpe Subdivision (R-1C zoning).

Two zone changes have been successful for the site in the past decade, yet the site has not developed probably mostly due to its poor visibility from Leestown Road. In 2008, there was a request to rezone from a B-1 zone to B-4 (MAR 2008-24: Southern Industrial, LLC), in order to allow shops of special trade and accessory office uses for the subject property. Very little traffic or noise was anticipated for the proposed "special trade" uses. The rezoning to B-4 was approved with conditional zoning restrictions to prohibit many of the uses with the most likelihood to cause an impact upon the neighborhood. In 2015, there was a request to rezone back to the B-1 zone (MAR 2015-12: Solomon Van Meter), in order to develop an assisted living facility. Again, very little traffic was anticipated along Antique Drive for the proposed use.

Similar to the most recent request, the petitioner plans to develop a land use to address the projected increase in the senior population of Lexington-Fayette County in the coming years, this time by developing low-income "elderly housing" rather than an assisted living facility on the subject property. The 2013 Comprehensive Plan (p.17) reported that about 11% of Lexington-Fayette County's 2010 population was 65 years of age, or older, and according to recent data presented to the Planning Commission, that percentage is expected to increase to 17% by 2035.

The petitioner opines that the requested R-4 zone is in agreement with the Goals and Objectives of the 2013 Comprehensive Plan. Specifically, to expand housing choices by planning for safe, affordable, and accessible housing to meet the needs of older and/or disadvantaged residents (Theme A, Goal #1c.); to support infill and redevelopment that is context sensitive to the adjoining neighborhood (Theme A, Goal

#2a.); to provide well-designed neighborhoods, and in this case to provide a transitional land use between commercial development along Leestown Road and the established single-family residences (Theme A, Goal #3); and to develop vacant and/or underutilized property for compact, contiguous and sustainable development (Theme E, Goal #1b.).

Although the existing B-1 zone is consistent with the majority of the zoning that exists in this location, the property does not have the demand or visibility to develop for a business use, despite having had B-4 or B-1 zoning for over three decades. The staff agrees with the applicant that the proposed use is one of the few that would be well-suited to locate on the subject property, and is very similar to the most recent proposal. A multi-family residential building focused on low-income elderly housing would meet one of the community's documented needs, and do so in a location that would encourage the development of a more walkable neighborhood. Sidewalks along the Antique Drive frontage will provide a safe, desirable link from the neighborhood into the center of the Meadowthorpe Shopping Center. In addition, the use is planned to be situated so as to complement the existing residential and office uses in the area.

The staff agrees that the proposed low-income elderly housing development and this zone change to R-4 are in agreement with the 2013 Comprehensive Plan.

The Staff Recommends: **Approval**, for the following reasons:

1. The requested High Density Apartment (R-4) zone for the subject property is in agreement with the 2013 Comprehensive Plan for the following reasons:
 - a. The Goals and Objectives of the 2013 Plan recommend planning for safe, affordable, and accessible housing to meet the needs of older residents of Lexington-Fayette County (Theme A., Goal #1c). This development will accomplish that goal, by providing affordable, elderly housing within the established Meadowthorpe neighborhood and near one of the community's largest shopping areas.
 - b. The Goals and Objectives support infill and redevelopment that is context sensitive to the adjoining neighborhood (Theme A, Goal #2a.); and recommend the provision of well-designed neighborhoods (Theme A, Goal #3). In this case, the proposed elderly housing will be a transitional land use between commercial development along Leestown Road and the existing neighborhood, which includes a variety of housing types, and will create affordable residential dwelling units.
 - c. The Plan's Goals and Objectives recommend the development of vacant and/or underutilized property for compact, contiguous and sustainable development (Theme E, Goal #1b.). The petitioner proposes a residential density of over 16 dwelling units per acre, adjacent to professional offices, neighborhood businesses and other multi-family residential land uses to further implement the concept of a mixed-use neighborhood node, which is a sustainable land use pattern. Additionally, the development will help to create a more walkable neighborhood by providing a safe, desirable link from the neighborhood into the adjoining Meadowthorpe Shopping Center.
2. This recommendation is made subject to approval and certification of PLN-MJDP-17-00080: Meadowthorpe Community Business Center, Unit 1 (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.

TLW/dw

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