

# STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-19-00009: WINTERWOOD, INC.

## DESCRIPTION OF ZONE CHANGE

Zone Change: From a Two Family Residential (R-2) zone  
To a Planned Neighborhood Residential (R-3)  
zone

Acreage: 3.82 net (3.92 gross) acres

Location: 1812 Versailles Road



## EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	R-2	Single Family
To North	R-1C	Single Family
To East	R-2	Duplex
To South	R-1C	Single Family / Park
To West	R-3	Multi-Family

## URBAN SERVICE REPORT

**Roads** - Versailles Road (US 60) is a four-lane, principal arterial roadway at this location, and bounds the subject property to the north. The subject property is situated at the mid-point between the interchange of New Circle Road and downtown Lexington. This portion of Versailles Road experiences approximately 24,800 AADT and feeds directly into the downtown area. A second local road, Hill Rise Drive, stubs into the middle section of the property and feeds into Terrace View Drive. The corollary development plan depicts a proper termination of the stub street, per the land subdivision regulations.

**Curb/Gutter/Sidewalks** - The right-of-way along Versailles Road currently has curb, gutter and sidewalk facilities. The sidewalks along the Versailles Road currently measure four (4) feet and are situated directly adjacent to the roadway, without a utility strip.

**Utilities** - All utilities, including gas, electric, water, phone, and cable TV are available in the area, and have served the properties for many years.

**Storm Sewers** - The subject properties are located within the Wolf Run watershed. Storm sewers exist in this portion of the Urban Service Area, and will most likely be adequate to handle the proposed development of the subject property. The southern portion of the subject property contains a blue line stream and is mostly comprised of a FEMA special flood hazard area (100 yr floodplain). As such the applicant will need to provide the required vegetative buffer and no construction will be permitted within the floodplain without meeting all required local, state, and federal regulations.

**Sanitary Sewers** - Sanitary sewers currently serve the subject property, which is located in the Wolf Run sewershed. The property is served by the Town Branch Wastewater Treatment Facility, located on Old Frankfort Pike. Sanitary sewer capacity will need to be verified by the Capacity Assurance Program (CAP) prior to certification of the final development plan, as an increase in sanitary sewer flows are anticipated for the multi-family residential land use.

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

**Police** - The subject property is located within the West Sector Roll Call Center. The Center is located approximately two (2) miles to the northwest of the subject property, on Old Frankfort Pike.

**Fire/Ambulance** - The nearest fire station (#14) is located approximately 1mile to the southwest on Alexandria Drive.

## SUMMARY OF REQUEST

The petitioner has requested a zone change from a Two Family Residential (R-2) zone to a Planned Neighborhood Residential (R-3) zone for 3.82 net (3.92 gross) acres for the properties located at 1812 Versailles Road. The proposed development includes four (4) multi-family apartment buildings, with a total of 28 dwelling units, and an associated community center. The proposed development represents a density of 7.33 dwelling units per acre. In compliance with the LFUCG Zoning Ordinance (8-12(d)(3)), the applicant is seeking a conditional use for the establishment of the community center.

## PLACE-TYPE

**ENHANCED NEIGHBORHOOD**  
An Enhanced Neighborhood 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



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 to construct a medium density residential development containing four (4) two-story, multi-family structures and an associated community center. The developer is planning to own and manage the multi-family buildings, and will have staff on-site at the community center. The developer has indicated that the proposed development will be affordable housing and is in the process of obtaining additional subsidies to lessen the financial impact on potential residents.

## APPLICANT & COMMUNITY ENGAGEMENT



The petitioner's efforts at neighborhood outreach included one-on-one discussions with key stakeholders, including former Council member Peggy Henson, and calls to several area neighborhood organizations, prior to the submission of their application. On May 13th, the applicant also conducted an open house style meeting at the Village Branch of the Lexington Public Library. The applicant brought information regarding the proposed rezoning and the development plans to discuss with the attendants, and had representatives from its engineering and architecture firms present, as well as legal counsel available to answer questions. While attendance was not high, representatives from the Pine Meadows Neighborhood Association and the Hamilton Park/Westgate Neighborhood Association were present. An attendance sheet was provided to the Division of Planning following the meeting.



Topics discussed during the May 13th meeting included drainage from the site to Vaughn's Branch, traffic to and from the site, pedestrian access through the site and along Versailles Road, the impact of affordable housing on area property values, buffering adjacent properties and property management. Residents of the Pine Meadows neighborhood suggested that the proposal integrate some recreational space for residents. Several residents suggested that the proposal integrate with planned improvements on Versailles Road. At the plan level, there were questions about the number and type of units, the use of the community center building and the building design. The open house lasted approximately two hours, with some attendees staying longer than others.

Staff was in attendance during the petitioner's open house and was available to answer questions regarding the zone change process.

## PROPERTY & ZONING HISTORY



The subject property is located within a mixed-use neighborhood that currently includes various residential, business, and professional office land uses. Those properties that directly abut the property include detached single family residences (R-1C and R-3 zones), duplexes (R-2 zone), and multi-family residential (R-3) zone. The neighborhood also includes the Cardinal Hill Rehabilitation Hospital and support medical offices (P-1 zone), two neighborhood parks (Hillcrest Memorial Park and Pine Meadows Park), neighborhood shopping areas along Oxford Circle (B-1 zone), and a place of religious assembly.

The property was rezoned in 1969 from a Single Family Residential (R-1) zone to the Two-Family Residential (R-2) zone to better conform with the surrounding land uses. Since that time, many of the properties to the east and west have rezoned to allow for increased residential densities.

One of the limiting factors for development along this portion of Versailles Road has been the floodplain that runs along the rear of the this property and includes a blue line stream, Vaughn's Branch. This has pushed much of the development up to the front of Versailles Road, and has created a large open space along the rear of the property. Two lots to the west of the subject property, 1824 and 1816 Versailles Road, have been purchased by the city and act as a contiguous greenway.

## COMPREHENSIVE PLAN COMPLIANCE



### GOALS & OBJECTIVES

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.

The applicant opines that the proposed development is in agreement with the 2018 Comprehensive Plan. They state that the proposed rezoning encourages expanding housing choices (Theme A, Goal #1), supports infill and redevelopment (Theme A, Goal #2), and provides a well-designed neighborhood (Theme A, Goal #3). Furthermore, the petitioner indicates that their plan works to achieve an effective and comprehensive transportation system (Theme D, Goal #1) by better utilizing and supporting the multi-modal system along Versailles Road and by properly terminating Hill Rise Drive. The applicant also indicates that the proposed rezoning seeks to accommodate the demand for housing in Lexington responsibly, prioritizing higher-density residential and a mixture of housing types (Theme A, Goal #1, Objective b.). They emphasize that the proposed development will build a multi-family, affordable development, which will expand housing choices in the neighborhood and increase the intensity of use on the site. Finally, the applicant states that the proposed development will be more consistent with the surrounding multi-family uses and offer an appropriate increase in density from the neighboring two-family residential housing.

Staff agrees with these aspects of the applicant's proposal and that goals and objectives are being met.

## COMPREHENSIVE PLAN COMPLIANCE CONTINUED



### 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 2018 Comprehensive Plan. The 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. The applicant has indicated that the site is located within the Enhanced Neighborhood place-type and is seeking to create a medium density residential development. Staff concurs with the applicant's assessment of the place-type and agrees that medium density residential can be appropriate for the subject property within a Planned Neighborhood Residential (R-3) zone.

#### 1. Site Design, Building Form and Location

While staff agrees with much of the justification provided by the applicant, there are several areas of concern as to how the applicant has applied, not applied, or not addressed the criteria. While the applicant has indicated that they are meeting the Multi-family Design Standards (A-DS3-1), there are still several areas of discussion remaining related to these standards. In their justification and the subsequent submission of additional documentation, the applicant has given some thought to the Architectural Design standards. Despite discussing these standards, the petitioner has not adequately addressed the Site Planning standards nor the Open Space and Landscaping standards. The Site Planning Standards seek to enhance the natural environment, connect the project to its surroundings, promote walkability, ensure effective access and circulation, include green-design features, and provide for services and storage. The Open Space and Landscaping standards seek to provide safe, active, and accessible gathering places in the community that encourage social interaction and a sense of community. Staff is understanding of the restrictions of the site and that it may not be possible for all these standards to be applied; however, the standards should be discussed by the applicant to demonstrate that they are meeting this criteria to the fullest extent possible.

Additionally, while the applicant indicates that they are allowing and encouraging new compact single-family housing types (A-DN6-1), they are seeking to provide multi-family housing, which would suggest that this criteria is not applicable to the proposed rezoning.

#### 2. Transportation and Pedestrian Connectivity

Through the location of the site and the applicants work with the Division's of Traffic Engineering and Planning, the applicant has met the criteria associated with Transportation and Pedestrian Connectivity.

#### 3. Greenspace and Environmental Health

The location of the proposed development presents both limitations and advantages. The development potential of the subject property is limited due to the large amount of floodplain located on the southern portion of the site. With this floodplain the applicant has utilized this space as their accessible greenspace (B-PR2-3); however, they are not linking their site with the nearby Pine Meadows Park and the LFUCG land located to the west of the subject property (B-PR7-1). Furthermore, staff would like the applicant to discuss how their new focal points emphasize geographic features unique to the site (E-GR3-2).

**STAFF RECOMMENDS: POSTPONEMENT, FOR THE FOLLOWING REASON:**



1. The zone change application for the subject property, as proposed, does not completely address the development criteria for a zone change within the Enhanced Neighborhood Place Type, and the Medium Density Residential Development Type. The following criteria require further discussion by the applicant to address compliance with the Comprehensive Plan:
  - a. A-DS3-1: Multi-family residential developments should comply with the Multi-family Design Standards in Appendix 1.
    1. Site Planning
    2. Open Space and Landscaping
  - c. B-PR7-1: Connections to greenways, tree stands, and stream corridors should be provided.
  - d. E-GR3-2: New focal points should emphasize geographic features unique to the site.