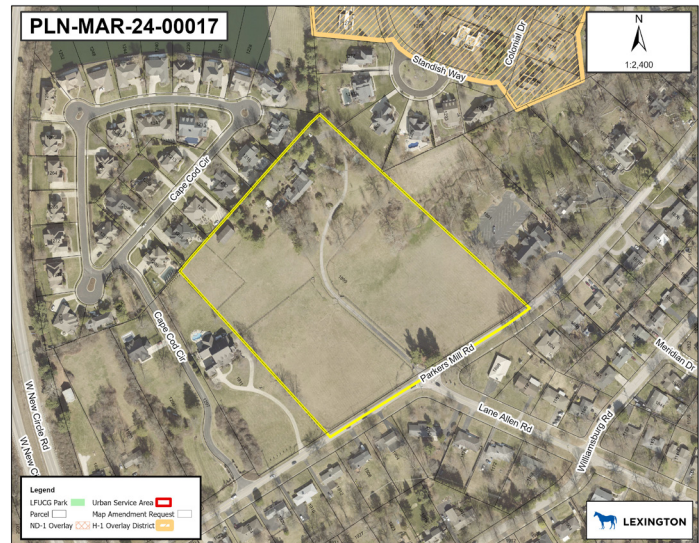


STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-24-00017: ROSE HOLDINGS-LEXINGTON, LLC

DESCRIPTION OF ZONE CHANGE

Zone Change:	From a Single Family Residential (R-1A) zone To a Planned Neighborhood Residential (R-3) zone
Acreage:	11.587 net (11.924 gross) acres
Location:	1899 Parkers Mill Road



EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	R-1A	Single Family Residential
To North	R-1B	Single Family Residential
To East	R-1A	Church
To South	R-1B/R-1C	Single Family Residential
To West	R-1A	Single Family Residential

URBAN SERVICE REPORT

Roads - The subject property is located at the intersection of Parkers Mill Road (KY 1968) and Lane Allen Road. Parkers Mill Road is a two-lane state-owned collector roadway. Lane Allen Road is a two-lane collector roadway that is maintained by the city. Improvements to Parkers Mill Road from Lane Allen to Man O War Blvd. are proposed as a future project within the Lexington Area 2050 Metropolitan Transportation Plan.

Curb/Gutter/Sidewalks - This portion of Parkers Mill Road has sidewalks along its southern side, but none along the subject property's frontage. This portion of Parkers Mill Road was constructed without curb and cutter.

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 Wolf Run watershed. There does not appear to be any stormwater improvements along the subject property's frontage. The subject property contains the headwater for a tributary of the Wolf Run Creek, as well as areas of partially mapped floodplain and floodway near the middle of the site. A flood study to identify the extent of the impact of the flood areas present on the site is necessary. Development on this parcel will require compliance with Article 19 of the Zoning Ordinance; and water quality will need to be addressed by the developer in accordance with the adopted Engineering Stormwater Manuals.

Sanitary Sewers - The subject property is located in the Wolf Run sewershed, and are served by the Town Branch Wastewater Treatment Facility on Lisle Industrial Avenue

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

Police - The subject property is located within the West Sector and is served by the West Sector Roll Call Center, located on Old Frankfort Pike, approximately 3.3 miles northeast of the subject property.

Fire/Ambulance - The closest station is Fire Station #14, located on Roanoke Road, between Alexandria Drive and Maywick View Lane, located approximately 1.3 miles northeast of the subject property.

Transit - LexTran service is not available within the immediate area of the subject property. The closest Lextran Stop is 0.5 miles to the east, at the intersection of Darien Drive and Alexandria Drive (Route #8).

Parks - Cardinal Run Park is located approximately 0.2 miles southwest of the subject property. Additionally, Cross Keys Park is located 0.5 miles to the northeast of the subject property.

SUMMARY OF REQUEST

The applicant is seeking to rezone the subject property from a Single Family Residential (R-1A) zone to the Planned Neighborhood Residential (R-3) zone in order to construct a single-family detached 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

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 Lifer 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



The intent of this zone is to provide for medium density mixed residential development, including multi-family dwellings, group residential housing, compact housing types, attached and detached single 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. This zone should provide a variety of housing options rather than a single type. The medium density residential uses should be located along local and collector streets, with lower density residential uses located along local streets. Adequate multi-modal connections should be available to all residents, so to allow for long term viability and incremental growth. Low and Medium density residential land uses should be established in accordance with the Goals, Objectives, Policies, and Development Criteria of the Comprehensive Plan.

PROPOSED USE



The petitioner proposes the rezoning of the subject property to the Planned Neighborhood Residential (R-3) zone to construct a 25 lot detached single-family residential development.

APPLICANT & COMMUNITY ENGAGEMENT



The applicant conducted a neighborhood meeting on August 13th to discuss the proposal. Attendees of the meeting expressed concerns regarding traffic, stormwater runoff, and the density and uses allowed in the R-3 zone.

PROPERTY & ZONING HISTORY



The property is a remnant portion of the Frazer farm, and contains a single-family residence on the property that dates back to 1813, and has been certified by the Bluegrass Trust for Historic Preservation. The subject property has been zoned Single Family Residential (R-1A) since before the comprehensive rezoning of the City and the County in 1969.

COMPREHENSIVE PLAN COMPLIANCE



The 2045 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, Objectives, and Policies of the 2045 Comprehensive Plan. The applicant indicates that their proposal will increase the current allowable density of seven one-acre lots to twenty-five (25) single family lots (Theme A, Density Policy #4). The applicant additionally states that their proposal will remain sensitive to the surrounding context through developing lot sizes that are consistent with nearby developments (Theme A, Goal #2.b). Lastly, the applicant states that their development would create a useable open space that will provide connections for residents to other open spaces and parks within walking distance (Theme D, Design Policy #9).

While these aspects of the Comprehensive Plan are being met, the applicant should provide greater information as to how they are in agreement with these Goals, Objectives, and Policies of the Comprehensive Plan:

Theme D, Goal #1.a: Implement the Complete Streets policy, prioritizing a pedestrian-first design that also accommodates the needs of bicycle, transit and other vehicles; Theme D, Connectivity Policy #2: Create multi-modal streets that satisfy all user needs and provide equitable multi-modal access for those who do not drive due to age, disability, expense, or choice.

While the proposal includes interior sidewalks to serve the development, these facilities are not being depicted along the Parkers Mill Road frontage. In order to promote connectivity to nearby parks, amenities, and neighborhoods, dedicated pedestrian sidewalks should be provided.

Theme D, Goal #3.b: Incentivize the renovation, restoration, development and maintenance of historic residential and commercial structures; Theme D, Goal #3.c: Develop incentives to retain, restore, preserve and continue use of historic resources such as historic sites, rural settlements and urban and rural neighborhoods; Theme D, Growth Policy #5: Identify and preserve Lexington's historic assets, while minimizing unsubstantiated calls for preservation that can hinder the city's future growth

The applicant's proposal includes the demolition of the existing single-family residential structure on the property. According to historical records, the earliest portions of the home were constructed around the early 1800s. While the structure has not been placed on a National Historic Register, it has received certification from the local Bluegrass Historical Trust. The applicant should provide greater information regarding the current condition and habitability of the home, and explore opportunities to retain the structure.

Theme B, Protection Policy #2: Conserve and protect environmentally sensitive areas, including sensitive natural habitats, greenways, wetlands and water bodies; Theme B, Protection Policy #9: Respect the geographic context of natural land, encourage development to protect steep slopes, and locate building structures to reduce unnecessary earth disruption.

Currently, the proposed plan details modifications to the topography of the site in order to reduce the number of lots that contain areas of floodway and floodplain. These floodplain areas do not appear to have been completely mapped, and as such, it is necessary for the applicant to conduct a flood study to identify the full extent of the floodplain 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 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 2045 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. Primarily attached and detached single-family homes of varying formats, including accessory dwelling units. This Development Type should avoid homogeneous 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 another housing form within an area that is primarily single family detached in nature. The staff agrees that the Enhanced Neighborhood Place-Type and the Low Density Residential Development Type are appropriate. The applicant's choice in zone is recommended for this Place-Type and Development Type.

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 2045 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.

While the applicant has addressed some of the Development Criteria, there are areas of concern as to how the applicant has applied or not applied the development criteria. The following criteria should be further described by the applicant to demonstrate how they are in agreement with the Comprehensive Plan.

1. Land Use

E-ST8-2: Development should provide community oriented places and services.

The applicant should provide more details surrounding the utilization of the floodplain and greenspace as a community-oriented area and amenity.

2. Transportation, Connectivity, and Walkability

A-DS4-1: A plan for a connected multi-modal network to adjacent neighborhoods, greenspaces, developments and complementary uses should be provided

The applicant should provide sidewalk facilities along the roadway to enable connections to adjacent neighborhoods, greenspaces, and other uses that will complement this development.

3. Environmental Sustainability and Resiliency

B-PR2-1 Impact on environmentally sensitive areas should be minimized within and adjacent to the proposed development site; B-RE5-1: Dividing floodplains into privately owned parcels with flood insurance should be avoided; B-RE5-2: Floodplains should be incorporated into accessible greenspace, and additional protection should be provided to areas around them

As proposed, portions of the development will occur within the mapped 2014 FEMA Floodplain, which could greatly impact the proposed lots on site as well as adjacent properties. It appears that there may be portions of this floodplain that have not been mapped, which could impact a greater number of lots than those indicated on the plan currently. It is necessary for the applicant to conduct a flood study that demonstrates the impact on the entirety of the development.

Additionally this property sits at the beginning of a tributary stream that feeds into Wolf Run Creek. Portions of this property were highlighted for conservation in the Wolf Run Conservation Greenway in the Greenway

Master Plan in order to preserve floodplains and habitat within a proposed greenway. Developing within these areas can have a direct impact on the City of Lexington's environmental resources and could negatively impact the floodplain. Staff is concerned that the applicant's proposal will divide the floodplain into privately owned parcels that will constitute the necessity for flood insurance for these lots. Although the applicant plans to dedicate one lot as greenspace and stormwater detention, two other lots are demonstrated to be completely within the floodplain, with the potential for more to be impacted, while no additional buffering and protection has been proposed to mitigate this development.

4. Site Design

A-DS9-1: Development should provide active and engaging amenities within neighborhood focused open spaces.

The applicant should provide further information as to how their proposed open space will be utilized.

C-LI8-1: Development should enhance a well-connected and activated public realm.

The applicant should extend their internal sidewalk network along the Parkers Mill Road frontage.

5. Building Form

(E-GR4-1): Developments should incorporate reuse of viable existing structures; (E-GR5-1): Structures with demonstrated historic significance should be preserved or adapted.

Staff is concerned that the development will demolish a Bluegrass Historical Trust registered property. The applicant should provide further information on the condition of the structure, and explore the viability of retaining or reusing the structure.

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



1. The applicant should conduct a flood study to determine the extent of the flood hazard areas present on the property prior to the consideration of the proposed zone change to substantially increase the allowable density on the subject property.
2. The applicant should address the following Goals, Objectives, and Criteria of the 2045 Comprehensive Plan:
 - a. Theme D, Goal #1.a: Implement the Complete Streets policy, prioritizing a pedestrian-first design that also accommodates the needs of bicycle, transit and other vehicles;
 - b. Theme D, Connectivity Policy #2: Create multi-modal streets that satisfy all user needs and provide equitable multi-modal access for those who do not drive due to age, disability, expense, or choice.
 - c. Theme D, Goal #3.b: Incentivize the renovation, restoration, development and maintenance of historic residential and commercial structures;
 - d. Theme D, Goal #3.c: Develop incentives to retain, restore, preserve and continue use of historic resources such as historic sites, rural settlements and urban and rural neighborhoods;
 - e. Theme D, Growth Policy #5: Identify and preserve Lexington's historic assets, while minimizing unsubstantiated calls for preservation that can hinder the city's future growth
 - f. Theme B, Protection Policy #2: Conserve and protect environmentally sensitive areas, including sensitive natural habitats, greenways, wetlands and water bodies;
 - g. Theme B, Protection Policy #9: Respect the geographic context of natural land, encourage development to protect steep slopes, and locate building structures to reduce unnecessary earth disruption.

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3. The applicant should address the following development criteria for the Enhanced Neighborhood Place-Type, and Low Density Residential Development Type
 - a. E-ST8-2: Development should provide community oriented places and services.
 - b. A-DS4-1: A plan for a connected multi-modal network to adjacent neighborhoods, greenspaces, developments and complementary uses should be provided
 - c. B-PR2-1 Impact on environmentally sensitive areas should be minimized within and adjacent to the proposed development site;
 - d. B-RE5-1: Dividing floodplains into privately owned parcels with flood insurance should be avoided;
 - e. B-RE5-2: Floodplains should be incorporated into accessible greenspace, and additional protection should be provided to areas around them
 - f. A-DS9-1: Development should provide active and engaging amenities within neighborhood focused open spaces.
 - g. C-LI8-1: Development should enhance a well-connected and activated public realm.
 - h. E-GR4-1: Developments should incorporate reuse of viable existing structures
 - i. E-GR5-1: Structures with demonstrated historic significance should be preserved or adapted.