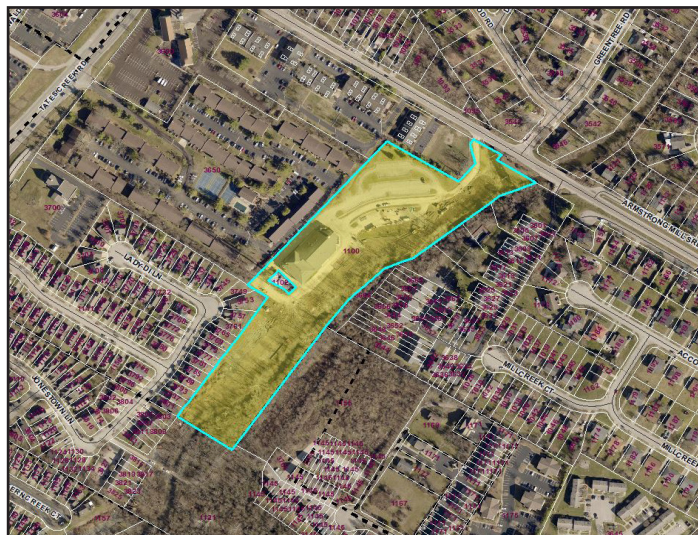


STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-21-00003: WYNNDALE DEVELOPMENT, LLC

DESCRIPTION OF ZONE CHANGE

Zone Change & Acreage:	R-1C to R-3: 5.04 net (5.04 gross) acres R-1D to R-3: 0.18 net (0.38 gross) acres R-1T to R-3: <u>0.64 net (0.64 gross) acres</u> Total: 5.86 net (6.06 gross) acres
Location:	1100 Armstrong Mill Road (a portion of)



EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	R-1C / R-1D / R-1T / R-3	Vacant Church / Cell Tower
To North	R-3 / R-1C	Single & Multi-Family Residential
To East	R-1T / R-1D	Townhomes / Open Space
To South	R-4	Townhomes / Open Space
To West	R-3	Single & Multi-Family Residential

URBAN SERVICE REPORT

Roads - The subject property has frontage along a small portion of Armstrong Mill Road at its northern boundary. Armstrong Mill Road is a minor Arterial roadway, which connects Tates Creek Road and Man O War Boulevard. Armstrong Mill Road will be enhanced with a capital improvement project, which will include the establishment of a shared-use trail along the southern portion of the roadway.

Curb/Gutter/Sidewalks - In this area, Armstrong Mill Road does not have curb and gutter, or sidewalks. A proposed roadway improvement project will include greater facilities including curb, gutter, sidewalks, and a shared-use trail.

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

Storm Sewers - The subject property is located within the West Hickman watershed. The northern portion of the site is the location of the confluence of the Landsdowne Drive Tributary and West Hickman Creek. The subject property is within a special hazard area as the majority of the site is covered by a FEMA floodplain, which includes the West Hickman Creek floodway. The applicant must comply with all local, state, and federal regulations to best protect the waterway, as well as the potential users of the subject property.

Sanitary Sewers - Sanitary sewers exist in the immediate area. The subject property would be served by the West Hickman Wastewater Treatment Facility, in northern Jessamine County. A sanitary sewer line was recently constructed along the West Hickman Creek to serve the surrounding neighborhoods. There is a potential retired sanitary sewer line that cuts through the site. The current state of this line must be determined. Sanitary sewer capacity will need to be verified by the Capacity Assurance Program (CAP) prior to certification of the final development plan.

Refuse - The Urban County Government serves this area with refuse collection on Mondays. However, supplemental service by private refuse haulers is commonly utilized for multi-family residential land uses, such as the proposed.

Police - The nearest police station is the East Sector Roll Call Center, located less than 1.5 miles to the north of the subject property, off Centre Parkway in Gainesway.

Fire/Ambulance - Fire Station #7 is located less than 1.5 miles northwest of the subject property, along Tates Creek Road between Raven Road and Dove Run Road.

Transit - LexTran transit route service is available along Armstrong Mill Road via the Tates Creek Road Route (#3). The current facility does not include a transit seating or shelter.

Parks - There are two public parks within close proximity of the development. Kirklevington Park is located approximately ¾ mile west of the subject property, located along Redding Road, and Gainesway Park is located approximately ½ mile northeast of the subject property located on Appian Way.

SUMMARY OF REQUEST

The applicant is seeking a zone change from the Single Family Residential (R-1C and R-1D) zones and the Townhouse Residential (R-1T) zone to the Planned Neighborhood Residential (R-3) zone for a portion of the property located at 1100 Armstrong Mill Road. The zone change application is seeking to construct four, three-story multi-family residential structures (a total of 96 dwelling units) and an accessory clubhouse.

PLACE-TYPE

ENHANCED NEIGHBORHOOD
An existing residential area that could be enhanced with additional amenities, housing types, and neighborhood-serving retail, services, and employment options that contribute to a sustainable neighborhood. Vibrant neighborhoods include a range of uses. The development that occurs in this place-type should be context-sensitive to the surrounding area and implemented in a way that adds to the sense of place. Multi-modal connections from new elements within enhanced neighborhoods are crucial to their success and long-term 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 High Density Apartment (R-4) zone to construct a residential development comprised of four, three-story multi-family structures. The proposed development will include one, two, and three bedroom units, a clubhouse, and associated parking. The development proposes a total of 96 units at a residential density of 10 dwelling units per net acre.

APPLICANT & COMMUNITY ENGAGEMENT



Within their letter of justification, the applicant indicated that they planned to hold at least two virtual meetings for the surrounding neighbors to learn about the project and provide feedback. To date, the applicant has not submitted any material regarding those meetings. They should report to the Committees and the Planning Commission any comments or interactions regarding the proposed rezoning and development.

PROPERTY & ZONING HISTORY



The subject property has gone through numerous changes over the years, both in lotting and zoning. The portion of the property that is currently zoned Single Family Residential (R-1C) and the area that is zoned Planned Neighborhood Residential (R-3) along the frontage of the property were zoned as such prior to the comprehensive rezoning of Fayette County in 1969. The areas east of West Hickman Creek were rezoned Single Family Residential (R-1D) and Townhouse Residential (R-1T) in 1974, which allowed the development of the single family residential on the Leisure Creek and James S. Bird Properties. These portions of the property were consolidated to the subject property in 1990 (Cabinet I, Slide 229). The southern most portion of the site was rezoned from the Agricultural Urban (A-U) zone to the Planned Neighborhood Residential (R-3) zone to allow for the construction of the multi-family residential to the west of the site. This portion of the property was consolidated to the subject property in 1996 (Cabinet K, Slide 112).

While much of the surrounding development shifted to residential over the course of the last five decades, the subject property remaining in local government ownership until 1987, when it was purchased by the Lexington Baptist Temple. In the early 1990s, the church leased a portion of its land in the rear of the property to allow for the construction of a large lattice cell tower. The church operated in the area until the late 2010s, when the property was purchased by CBT Real Estate Holdings, LLC.

In 2015, the Urban County Planning Commission adopted the Armstrong Mill West Small Area Plan. The plan incorporated extensive community engagement and was produced to guide both public improvements and private investment. The themes of the Plan include a focus on placemaking, enhancing connectivity, enhancing the pedestrian environment, improving public safety through design, re-greening impervious areas, improving access to housing with a specific emphasis on affordability, and creating a healthy food oasis. Any future development in the area should incorporate these recommendations into their design.

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.

The applicant opines that their proposed rezoning is in agreement with several goals, objectives, and policies of the 2018 Comprehensive Plan. In the following section, the staff describes some of the elements that are in agreement with the Comprehensive Plan and some areas that necessitate greater discussion.

GOALS & OBJECTIVES

The applicant opines that they are in agreement with the adopted Goals and Objectives of the 2018 Comprehensive Plan. They state that the proposed rezoning will grow successful neighborhoods (Theme A) by expanding housing choices by accommodating the demand for housing in Lexington responsibly, prioritizing a higher density development and allowing for a mix of housing types (Theme A, Goal #1.a). The proposed development also seeks to support infill and redevelopment (Theme A, Goal #2) by developing a residential land use on a parcel that is currently vacant, while also providing a well-designed neighborhood and community (Theme A, Goal #3) that integrates multi-family residential development within the established mixed-type housing area. Finally, the applicant indicates that by including multi-family residential on vacant land they are reducing pressure on the Urban Service Area boundary (Theme E, Goal #1.a).

The staff agrees that these aspects of the applicant's proposal and that these Goals and Objectives of the 2018 Comprehensive can be met with the proposed development. However, staff currently has concerns as to how the applicant will connect their development for safe positive interactions for pedestrians and provide enhanced access to various modes of transportation (Theme A, Goal #3.b), and how they will minimize the disruption of natural features when building new communities (Theme A, Goal #3.c). Each of these elements are referenced in the applicant's justification, but there is no clear understand as to how they are being achieved with the associated development.



ARMSTRONG MILL WEST SMALL AREA PLAN

As an adopted element of the 2018 Comprehensive Plan, the 2015 Armstrong Mill West Small Area Plan is an important element of review for a zone change request that is within the plan's boundaries. Within the letter of justification, the applicant indicates that they are in agreement with the Small Area Plan. They opine that through the development of the subject property they will improve neighborhood safety and security, (SAP Goal #1) by reducing vacant land, increase the lighting of the area, and "provide eyes on the street." Additionally, the applicant indicates that they will maintain the character of the neighborhood form and enhance areas in need of improvement (SAP Goal #4), by developing in a large vacant lot.

Staff agrees with these two elements of the applicant's justification. However, the applicant also indicates that they will improve circulation by focusing on improved connectivity, alternative transportation infrastructure, and increased safety of streets (SAP Goal #2) and promote peaceful, safe and livable neighborhoods with equitable and affordable housing choices (SAP Goal #3). The applicant's current development plan does not depict the access and circulation that is described within the letter of justification. The applicant should seek to clarify how they will achieve the circulation and improved connectivity. Additionally, in reference to Goal #3, the applicant indicates that they will be providing market rate housing. This goal is specifically focused on owner-occupancy, affordable housing, infrastructure updates, and adaptive reuse of structures. The staff cannot find that the applicant would be able to achieve this goal with the proposed 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 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 Type. Within this Place-Type and Development Type, the Comprehensive Plan states that special care should be taken to address mixing housing types, connecting the pedestrian and multi-modal transportation networks, context sensitive development, and the inclusion of neighborhood serving amenities and green spaces. Staff concurs with the applicant's assessment of the Place-Type and agrees that medium density residential development can be appropriate for the subject property within a High Density Apartment (R-4) zone.

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.

1. Site Design, Building Form and Location

Despite compliance with some of the criteria for Site Design, Building Form and Location, there were several criteria that necessitated added discussion and warranted a staff response.

A-DS3-1 Multi-family residential developments should comply with the Multi-family Design Standards in Appendix 1.

The applicant has not addressed the Multi-family Design Standards with their letter of justification nor the development plan. The applicant must address the site planning, open space and landscaping, and architectural design of Appendix A of the 2018 Comprehensive Plan. Special attention should be paid to the circulation throughout the site and how the open space will be accessed. Elevation drawings or renderings may be submitted to illustrate how the application is seeking to meet the Multi-family Design Standards.

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

The current development plan depicts a single access point to the structures from Armstrong Mill Road. Within the Greenway Master Plan there is a secondary trail that is planned along West Hickman Creek that is meant to provide greater connectivity to the community. The applicant should include an easement for the trail and should provide internal connections for the potential residents.

B-PR9-1 Minimize disturbances to environmentally sensitive areas by utilizing the existing topography to



the greatest extent possible.

The applicant has indicated that they will minimize disturbances to the environmentally sensitive areas; however, they plan to construct both the clubhouse and a portion of one of the buildings in the FEMA regulatory floodplain. To do so, the applicant has submitted documentation as to how they will raise the elevation of the land to bring the buildings out of the floodplain. The applicant should consider low impact solutions that will not modify the floodplain in such a way that would change the water flow patterns.

B-SU11-1 Green infrastructure should be implemented in new development.

Within the applicant's letter of justification, they indicate that the inclusion of green infrastructure where feasible. The applicant should explore how and/or where such infrastructure could be utilized on site.

D-PL7-1 Stakeholders should be consulted to discuss site opportunities and constraints prior to submitting an application.

The applicant should provide information as to how they have interacted with the surrounding neighbors.

2. Transportation and Pedestrian

Despite compliance with some of the criteria for Transportation and Pedestrian, there is still an area of concern. The applicant should expand upon the following development criterion and staff comments.

A-DS1-1 Mass transit infrastructure such as seating and shelters should be provided/enhanced along transit routes.

Within the applicant's letter of justification, they indicate that this criteria is being met on the development plan. There is no indication of an enhanced transit shelter or seating to be provided at the transit stop along Armstrong Mill Road. If the applicant is seeking to provide a shelter at this location, they should work with the Division of Planning, Transportation Section, and LexTran to discuss the design and viability of such a shelter.

A-DS5-1 Adequate multi-modal infrastructure should be provided to ensure vehicular separation from other modes of transport.

D-CO2-1 Safe facilities for all users and modes of transportation should be provided.

The current development plan depicts a single access point to the structures from Armstrong Mill Road. Within the Greenway Master Plan there is a secondary trail that is planned along West Hickman Creek that is meant to provide greater connectivity to the community. The applicant should include an easement for the trail and should provide internal connections for the potential residents.

3. Greenspace and Environmental Health

The proposed rezoning meets the criteria for Greenspace and Environmental Health as it works with the current landscape, limits the impacts on the surrounding environment, and adds both street trees and internal tree canopy coverage.

A-DS4-3 Development should work with the existing landscape to the greatest extent possible, preserving key natural features.

The applicant has indicated that they will minimize disturbances to the environmentally sensitive areas; however, they plan to construct both the clubhouse and a portion of one of the buildings in the floodplain. Again, the applicant should consider low impact solutions that will not modify the floodplain.

B-PR2-3 Floodplains should be incorporated into accessible greenspace, and additional protection should be provided to areas around them.

Within the Greenway Master Plan there is a secondary trail that is planned along West Hickman Creek that is meant to provide greater connectivity to the community. An easement for the trail and internal connections for the potential residents should be depicted.

B-PR7-2 Trees should be incorporated into development plans; prioritize grouping of trees to increase



survivability.

B-PR7-3 Developments should improve the tree canopy.

The applicant should provided staff with a tree inventory map and a proposed planting plan to show how they will be providing trees on the site.

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



1. The applicant should provide greater information as to how they are meeting the following Goals and Objectives:
 - a. Theme A, Goal #3.b: Strive for positive & safe social interactions in neighborhoods, including, but not limited to, neighborhoods that are connected for pedestrians & various modes of transportation.
 - b. Theme A, Goal #3.c: Minimize disruption of natural features when building new communities.
2. The applicant should provide greater information as to how they are meeting the Armstrong Mill West Small Area Plan. They should provide greater information as to how they are meeting the following Goals:
 - a. SAP Goal #2: Connectivity and mobility
 - b. SAP Goal #3: Housing
3. The zone change application 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.
 - b. A-DS5-3 Building orientation should maximize connections with the surrounding area and create a pedestrian-friendly atmosphere.
 - c. B-PR9-1 Minimize disturbances to environmentally sensitive areas by utilizing the existing topography to the greatest extent possible.
 - d. B-SU11-1 Green infrastructure should be implemented in new development.
 - e. D-PL7-1 Stakeholders should be consulted to discuss site opportunities and constraints prior to submitting an application.
 - f. A-DS1-1 Mass transit infrastructure such as seating and shelters should be provided/enhanced along transit routes.
 - g. A-DS5-1 Adequate multi-modal infrastructure should be provided to ensure vehicular separation from other modes of transport.
 - h. D-CO2-1 Safe facilities for all users and modes of transportation should be provided.
 - i. A-DS4-3 Development should work with the existing landscape to the greatest extent possible, preserving key natural features.
 - j. B-PR2-3 Floodplains should be incorporated into accessible greenspace, and additional protection should be provided to areas around them.
 - k. B-PR7-2 Trees should be incorporated into development plans; prioritize grouping of trees to increase survivability.
 - l. B-PR7-3 Developments should improve the tree canopy.

HBB/TLW
3/2/2021

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