

STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-19-00007: EASLEY & FAUST PROPERTIES, LLC

DESCRIPTION OF ZONE CHANGE

Zone Change: From a Single Family Residential (R-1B) zone
To a Planned Neighborhood Residential (R-3)
zone

Acreage: 12.55 net (13.83 gross) acres

Location: 1500-1561 Winner Cir.
3298-3300 Versailles Rd



EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	R-1B	Vacant / Single Family
To North	A-R	Agricultural
To East	R-1A	Park
To South	R-1A	Single Family
To West	R-1A	Single Family

URBAN SERVICE REPORT

Roads - Versailles Road (US 60) is a six-lane, divided, principal arterial highway at this location, and bounds the subject property to the north. The interchange of Versailles Road and New Circle Road is approximately one half mile to the east of the subject property. This portion of Versailles Road experiences approximately 45,500 AADT. Winners Circle is a private roadway that wraps around the historic residence at the center of the subject property.

Curb/Gutter/Sidewalks - Versailles Road has been constructed without curbs, gutters, and sidewalks. This portion of the road is rural in nature and would not require such improvements. Emergency shoulders are present along both sides of the roadway. Winners Circle has been constructed without curbs, gutters, and sidewalks. The applicant is proposing limited sidewalks throughout the site, and curbs along the private street.

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

Storm Sewers - The subject property is located within the Wolf Run watershed. Storm sewers and basins will be constructed by the developer in accordance with LFUCG Engineering Manuals to protect water quality as needed. No FEMA special flood hazard area exists on the site and no known flooding issues are present.

Sanitary Sewers - Sanitary sewers currently serve the subject property, which is currently located in the Wolf Run sewershed, and are served by the Town Branch Sewage 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 townhouse residential land use.

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

Police - The nearest police station is the West Sector Roll Call Center, which is located on Old Frankfort Pike near New Circle Road, approximately 3 miles northeast of the subject property.

Fire/Ambulance - The nearest fire station (# 14) is located approximately 1½ miles southeast of the subject property at Roanoke Road and Maywick View Lane, within the Gardenside subdivision.

SUMMARY OF REQUEST

The petitioner has requested a zone change from a Single Family Residential (R-1B) zone to a Planned Neighborhood Residential (R-3) zone for 12.55 net (13.83 gross) acres for the properties located at 1500-1561 Winner Circle and 3298-3300 Versailles Road. The proposed development includes 44 attached single family dwelling units and the reuse of the existing historic house as a common space or club house for the residents of the development. The proposed development represents a density of 3.5 dwelling units per acre.

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 must 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 Life 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 Planned Neighborhood Residential (R-3) 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) to construct a single family residential development containing attached single family dwelling units (townhouses). The developer is planning to subdivide the properties as part of a 55 and older community. Additionally, the petitioner will be maintaining the historic residence located at the center of the subject property, and will utilize the space as a clubhouse or community facility, which will be supported and maintained by an HOA.

APPLICANT & COMMUNITY ENGAGEMENT



The applicant has indicated to staff that they have met with the neighboring Wellesley Heights Neighborhood Association, but has not provided details regard date, attendance or discussion.

PROPERTY & ZONING HISTORY



The subject property is located on the south side of Versailles Road across from the main entrance to Calumet horse farm, and between the Wellesley Heights neighborhood and Cardinal Run Park North. The interchange of Versailles Road and New Circle Road is located less than a mile east of the property. The property's western boundary and Versailles Road are the Urban/Rural Service Area boundary line at this location. The subject property is bounded to the west and south by the Wellesley Heights subdivision (zoned R-1A); to the north by Versailles Road, and Calumet farm (zoned A-R); and to the east by the park (zoned R-1A).

Prior to 1996, the subject property was partially in the Urban Service Area and partially in the Rural Service Area because the boundary line followed the watershed divide, which crosses the subject property. During the 1996 Comprehensive Plan update, an Urban Service Area boundary adjustment was adopted by the Planning Commission, which added the remaining 2.9 acres of the property, and simultaneously removed a portion of the Wellesley Heights subdivision from the Urban Service Area. The Urban Service Area boundary currently borders the site to the west and south. The 2001 and 2007 Comprehensive Plans recommended Low Density Residential future land use for the subject property, which is defined as 0–5 dwelling units per net acre.

In 2006, a zone change application was approved for this location, shifting from the R-1A zone to the R-1B zone to allow for the construction of 17 detached single family residential units on the subject property, for a residential density of 1.35 units per net acre. While the proposed plan and density were both in compliance the 2001 Comprehensive Plan, the developments impact on the scenic Versailles Road corridor led to the use of conditional zoning, which included the limiting of the density of the site, the inclusion of a 75 to 100-foot buffer area from the right-of-way of Versailles Road, and the prohibition of residential dwelling units within 200 feet of the right-of-way of Versailles Road.

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 they are in compliance with the adopted Goals and Objectives of the 2018 Comprehensive Plan. They state that the proposed rezoning encourages the expansion of housing choices (Theme A, Goal #1.b and c), while also supporting infill and redevelopment (Theme A, Goal #2.a, b and c), and providing well-designed neighborhoods (Theme A, Goal #3.b). While the applicant is proposing single family residential dwelling units, which is a continuation of the current composition of the area, they are seeking an attached townhouse development, which provides variability in housing type and a modest increase in housing density. Additionally, by utilizing the historic residence and by providing the residents of the community private access to the neighboring Cardinal Run Park North, the applicant is providing amenities to the potential residents and opportunities for healthy activities (Theme D, Goal #2 and 3). Staff agrees with these aspects of the proposal and that several goals and objectives are being met.

In addition to those aspects that staff agrees meet the Goals and Objectives of the 2018 Comprehensive Plan, the applicant indicates that they seeking to reduce Lexington-Fayette County's carbon footprint (Theme B, Goal #2). While the proposed site is located along a LexTran transit corridor, and the applicant has stated that they would work with LexTran (Theme D, Goal #1.a and c), without providing specific solutions as to how they are limiting greenhouse emissions, staff cannot concur with this supposition.

Staff is also concerned with the need for separation of vehicular and pedestrian movement throughout the subject property. While there are some sidewalks depicted on the corollary development plan, there are areas of improvement, specifically concerning access to the park, where separation of vehicles and pedestrians can allow for safer movement throughout the subject property. This element is further described in the analysis of the criteria applied to the site under the proposed place-type.

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 members of the Lexington-Fayette Urban County community in hopes of developing a better built environment. The criteria are refined by the applicant 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 low density residential development. Staff concurs with the applicant's assessment of the place-type and agrees that low 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 utilizing green infrastructure through their development (B-SU11-1), a greater description of how this is being completed should be provided. The comprehensive plan notes several forms of green infrastructure, including but not limited to urban agriculture, green walls, urban woodlands, suburban street trees, green roofs, and sensitive urban design.

Additionally, new development should address how safe access to community facilities, greenspace, employment, businesses, shopping, and entertainment (C-LI7-1) is being addressed. As stated, there are some sidewalks depicted on the corollary development plan, there are areas where separation of vehicles and pedestrians are needed for safer movement to community facilities. In the case of this development, there are three community facilities of concern: the clubhouse, the park, and a mail box kiosk. Residents of the community should have delineated pedestrian access from their residences or community parking to these facilities.

In an effort to provide increased communication between the development community and the nearby established communities, stakeholders should be consulted to discuss site opportunities and constraints prior to submitting an application (D-PL7-1). The applicant has indicated that they have conducted some outreach, however, no description of the meetings was provided.

2. Transportation and Pedestrian

Additionally, the applicant has indicated on the illustrative document that the townhouses provide some pedestrian facilities. Staff suggests greater separation for other modes of transportation (A-DS5-1) or safe facilities for all users and modes of transportation (D-CO2-1). Without those additional facilities the proposed development can put pedestrians at greater risk of endangerment.

3. Greenspace and Environmental Health

The applicant has met the criteria associated with Greenspace and Environmental Health.



CONDITIONAL ZONING RESTRICTIONS

The Versailles Road corridor has been identified as one of Lexington's historic turnpikes and is a connection point for one of the gateways into the Bluegrass Region by the Rural Land Management Plan (RLMP), an adopted element of the 2018 Comprehensive Plan. As a gateway and historic turnpike, Versailles Road provides "a glimpse of the rural area as it was in the past." One of the primary goals of the RLMP is the preservation of the existing character of the rural roads, which encompasses such physical features as fencing, walls, trees, creeks and streams, shrubs, houses and barns. Based upon the goals and recommendations of the RLMP, and in order to protect the unique character of the corridor, conditional zoning restrictions are recommended for the subject property.

To protect the historic turnpike there shall be a 100-foot buffer area from the right-of-way of Versailles Road. Within the buffer area there shall be no principal or accessory structures. Additionally a Tree Preservation Area (TPA) shall be established within the buffer area. Only damaged or diseased trees, or those trees necessary for a public or private street may be removed, but shall be replaced in equal number to preserve the existing tree canopy and buffer. Replacement trees may be selected from Group A or B of the Plant List as referenced by Article 18 of the Zoning Ordinance.

STAFF RECOMMENDS: APPROVAL, FOR THE FOLLOWING REASONS:



1. The requested Planned Neighborhood Residential (R-3) zone is in agreement with the 2018 Comprehensive Plan's Goals and Objectives, for the following reasons:
 - a. The proposed rezoning encourages the expansion of housing choices (Theme A, Goal #1), while also supporting infill and redevelopment (Theme A, Goal #2), and providing well-designed neighborhoods (Theme A, Goal #3).
 - b. The proposal seeks to accommodate the demand for housing in Lexington responsibly, by prioritizing a mixture of housing types (Theme A, Goal #1.b).
 - c. By utilizing the historic household and by providing the residents of the community private access to the neighboring Cardinal Run Park North, the applicant is providing amenities to the potential residents and opportunities for healthy activities (Theme D, Goal #2 and 3).
2. The justification and corollary development plan are in agreement with the policies and development criteria of the 2018 Comprehensive Plan.
 - a. The proposed rezoning meets the criteria for Site Design, Building Form and Location as the site creates a residential development that is pedestrian-friendly, while also providing access to focal points and public green space. Additionally, the proposed rezoning seeks to utilize a vacant parcel of land while also minimizing the impacts on the surrounding environment and communities. Finally, the proposed development retains the historic structure and adaptively reuses it as a clubhouse for the community.
 - b. The proposed rezoning meets the criteria for Transportation and Pedestrian Connectivity providing safe facilities for the potential residents of the site. Should LexTran determine a stop at this location, the applicant has indicated a willingness to work to achieve proper facilities.
 - c. 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, maintains the current tree lines and canopy, and provides delineated access to the nearby public park.
3. Under the provisions of Article 6-7 of the Zoning Ordinance, the following use and buffering restrictions are recommended via conditional zoning:
 - a. There shall be a 100-foot buffer area (building setback) from the right-of-way of Versailles Road. The following shall apply within the buffer area:
 1. There shall be no principal or accessory structures; and
 2. A Tree Preservation Area (TPA) shall be established. Only damaged or diseased trees, or those trees necessary for a public or private street may be removed, but shall be replaced in equal number to preserve the existing tree canopy and buffer. Replacement trees may be selected from Group A or B of the Plant List as referenced by Article 18 of the Zoning Ordinance.
4. This recommendation is made subject to approval and certification of PLN-MJDP-19-00019: Lexingtonian Estates (The Silks Club) (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.