

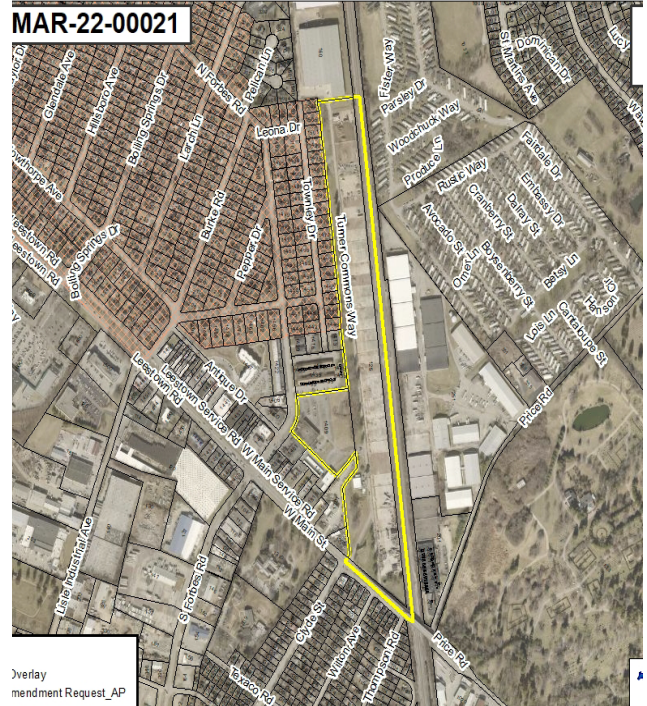
STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-22-00021: TURNER PROPERTY 4, LLC

DESCRIPTION OF ZONE CHANGE

Zone Change: From a Light Industrial (I-1), Neighborhood Business (B-1), and High-Density Apartment (R-4) zones
To an Industrial Redevelopment Planned Unit Development (PUD-3) Zone

Acres: 26.944 net (27.457 gross) acres

Location: 125 Turner Commons Way & 1409 N. Forbes Road



EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Properties	I-1/B-1/R-4	Equipment Storage/Office
To North	I-1	Industrial
To East	I-1/B-4/ R-4/ M-1P	Railroad/ Industrial/ Residential/ Mobile Home Park
To South	B-3/ R-1C	Auto Service/ Residential
To West	B-4/B-1/R-4/ R-1C	Auto Service/Retail/ Restaurant/Residential

URBAN SERVICE REPORT

Roads - The subject properties have frontage on W. Main Street, a major arterial roadway, N. Forbes Road, a collector roadway, and Old Main Street, a local roadway. The property is also served by a private internal roadway, Turner Commons Way, which will provide the primary internal circulation for the site. Primary access to the property is proposed along W. Main Street and N. Forbes Road.

Curb/Gutter/Sidewalks - Curb, gutter and sidewalks exist along both W. Main Street and Old Main Street. This portion of N. Forbes Road contains curb and gutter, but lacks sidewalk infrastructure. Internal roadways will be constructed with all necessary curb, gutter, and sidewalk facilities.

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

Storm Sewers - The subject properties are located within the Town Branch watershed. There are no FEMA Special Flood Hazard Areas on the properties or in the immediate vicinity. Storm sewers exist in this portion of the Urban Service Area.

Sanitary Sewers - The subject properties are located within the Town Branch watershed. The property is served by the Town Branch Waste Water Treatment Facility, located on Lisle Industrial Avenue, inside New Circle Road, and west of Leestown Road. Since the use of the site is proposed for a major redevelopment, the petitioner will need to secure Capacity Assurance Program approval prior to the final development plan being certified.

Refuse - The Urban County Government serves this area with refuse collection on Thursdays. Supplemental service may be required to serve the needs of the proposed mixed-use development. This can be accomplished by contracting with private refuse collectors, if desired.

Police - The subject properties are located within the West Sector and are served by the West Sector Roll Call Center, located on Old Frankfort Pike, approximately one mile west of the subject properties

Fire/Ambulance - Fire Station #13 is located less than 600 feet southwest of the subject properties on Leestown Road.

Transit - This area is served by the Leestown Road Route (#12), with outbound and inbound service at the intersection of Leestown Road and N. Forbes Road.

Parks - The subject properties are a walkable distance to Meadowthorpe Park, which is located approximately 600-feet northwest of the subject properties.

SUMMARY OF REQUEST

The applicant is seeking a zone change from the Light Industrial (I-1), Neighborhood Business (B-1), and High-Density Apartment (R-4) zones to the Industrial Redevelopment Planned Unit Development (PUD-3) zone in order to create a mixed-use industrial development.

PLACE-TYPE

2ND TIER
URBAN

2nd Tier Urban development consists of areas that complement the urban core, generally located within the established Infill and Redevelopment Boundary. Development within the 2nd Tier Urban Place-Type should promote walkability, increased intensity, and should promote appropriate stewardship of the available opportunities that will accommodate Lexington's future growth.

DEVELOPMENT TYPE

MEDIUM DENSITY NON-RESIDENTIAL /
MIXED-USE

Primary Land Use, Building Form, & Design

Primarily community-serving commercial uses, services, places of employment, and/or a mix of uses within mid-rise structures with a higher Floor Area Ratio. Mixed-use structures typically include more multi-family residential units and places of employment, and retail and commercial options generally draw from a larger geographic area. An activated and pedestrian-scale ground level should be provided. These developments may include more employment space for professional office and can include some larger entertainment spaces.

Transit Infrastructure & Connectivity

Though they draw more external users, they should still include multi-modal connections allowing for easy neighborhood access. Mass transit infrastructure is to be provided on par with that of other modes, and the higher-density housing types should be located in close proximity.

Parking

The buildings should be oriented to the street, and developments should avoid over-parking, with provided parking located internally.

PROPOSED ZONING



The intent of the Planned Unit Development (PUD-3) zoning classification is to:

1. Implement the Goals and Objectives of the 2018 Comprehensive Plan.
2. Promote the innovative reuse and redevelopment of underutilized sites in Lexington-Fayette County, which is consistent with the Goals and Objectives of the 2018 Comprehensive Plan.

This Planned Unit Development Zone is established to ensure redevelopment that supplements neighborhood character, offers new entertainment and "live where you work" opportunities, and encourages innovation and unique mixed-use development on sites that were used for traditional industrial purposes but which over time have become less suited to traditional industrial uses due to their proximity to non-industrial uses. This Planned Unit Development Zone provides desirable housing, work, and entertainment options to creative professionals while preserving some of the compatible traditional light industrial uses.

PROPOSED USE



This petitioner is proposing the Industrial Redevelopment Planned Unit Development (PUD-3) zone in order to create a mixed-use industrial development. The applicant's proposal includes 14 commercial buildings ranging from 1-3 stories that will incorporate a wide variety of uses including: restaurants, a winery, retail, office space, and flex industrial space. The development will also include a residential component, with 25 attached townhouse units located near the center of the development. The proposal includes 674 total parking spaces.

The development will also create a linear park that will run adjacent to the western property line and serve as a buffer between the development and the adjacent single-family residential neighborhood. A centralized pond will serve as both an amenity and a stormwater management feature located along the western edge of the development.

APPLICANT & COMMUNITY ENGAGEMENT



The applicant met with stakeholders within the Meadowthorpe neighborhood while crafting the language for the Industrial Redevelopment Planned Unit Development (PUD-3) Zoning Ordinance text amendment. The applicant should conduct further outreach to discuss the proposed rezoning and most recent iteration of the development plan.

PROPERTY & ZONING HISTORY



The property at 125 Turner Commons Way has been zoned Light Industrial (I-1) and Neighborhood Business (B-1) since before the 1969 comprehensive rezoning of the city and county. The property historically was used as tobacco warehouses, with connections to the adjoining railroad. The warehouses adjoining the railroad were demolished in 2016, and since that time the property has primarily been used for equipment and recreational vehicle storage since then. In addition to the storage use, this parcel does have a 5,000 square-foot building near its southern end that is currently being utilized as a contractor's office.

The property at 1409 N. Forbes Road is split zoned High Density Apartment (R-4) Zone and Neighborhood Business (B-1) zone, and has had this zoning configuration prior to the 1969 comprehensive rezoning of the city and county. This property contains a 32,000 square-foot office building that was constructed in 1959, along with accessory parking areas. The applicant has indicated that they wish to retain this existing structure and utilize it for office space.

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.

GOALS, OBJECTIVES, & POLICIES

The applicant opines that they are in agreement with the adopted Goals and Objectives of the 2018 Comprehensive Plan. The applicant states that their proposal supports infill and redevelopment throughout the Urban Service Area as a strategic component of growth (Theme A, Goal #2). While the office use at 1409 N Forbes Road is still in operation, the adjoining property at 125 Turner Commons Way has not functioned as warehousing space for a significant portion of time. This request will activate an underutilized portion of land within the Infill and Redevelopment Area, and will serve to strengthen an underutilized portion of the W. Main Street/Leestown Road Corridor (Theme E, Goals #1.c, 1.d).

The applicant then states that the proposal also fulfills the goals of improving neighborhoods through expanded opportunities for mixed-use developments in Lexington-Fayette County (Theme A, Goal #3.a). The request will change this area from underutilized industrial space to a mix of neighborhood scale commercial, retail, and industrial flex office space. Included with this proposal is a residential component that incorporates attached townhome units to provide additional housing stock and housing-type diversity for the Meadowthorpe area (Theme A, Goal #1.b).

The applicant further opines that the request is in keeping with the Comprehensive Plan's goal supporting and showcasing local assets to further the creation of a variety of jobs (Theme C, Goal #1). The applicant's proposal creates the flexibility to incorporate a wide variety of employment opportunities, including restaurant, office, entertainment, and flex industrial uses into the subject properties. The applicant also opines that the particular entertainment, dining, and retail uses detailed within the proposal will help create a development that is appealing to both tourists and young professionals (Theme C, Goal #1.d, Theme C Goal #2.d).

The staff agrees with these aspects of the applicant's proposal and that these Goals and Objectives of the 2018



Comprehensive can be met with the proposed development.

While the applicant does not directly reference any specific Comprehensive Plan Policies within their letter of justification, staff has identified several policies listed within the 2018 Comprehensive Plan that are being met with this request. In expanding the allowable uses, the request meets Density Policy #3 and Design Policy #12, which advocates for opportunities for additional neighborhood supportive uses and amenities. The Industrial Redevelopment Planned Unit Development zone will give this area additional flexibility in uses, allowing the applicant to create walkable neighborhood amenities such as restaurants, breweries, and wineries that will help supplement the residential component of the Meadowthorpe Neighborhood. In expanding the number and type of permitted uses, this request significantly increases the job opportunities available in this area, meeting Diversity Policy #2.

The request also meets Livability Policy #6, which focuses on attracting and retaining young professionals by improving amenities and entertainment options. This proposed rezoning would create an attractive destination-type environment that would include popular amenities and uses.

Finally, the proposed development meets Design Policy #5 by utilizing the linear park and multi-modal pathways to create pedestrian friendly street patterns and walkable blocks to create inviting streetscapes. The linear park is centrally located, and is adjacent to the residential units being proposed with this request, meeting Sustainability Policy #4.

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 properties. 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 2018 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 2nd Tier Urban Place-Type is an area where significant infill and redevelopment opportunities exist to complement the urban core. While not expected to be as intensely developed as the downtown core, high-rise opportunities are not precluded provided that they are context-sensitive. The forward trend for development in the 2nd tier urban areas should be towards increased walkability and intensity. The Medium Density Non-Residential / Mixed-Use Development Type should be primarily community-serving commercial uses, services, places of employment, and/or a mix of uses within mid-rise structures with a higher floor area. These developments are intended to draw more external users, which include more multi-modal connections that promote mass transit and walkability, and deemphasize the impact of single occupancy vehicles. The staff agrees that the subject properties are located within the 2nd Tier urban area and that the proposed development would provide services within an area that transitions from an industrial into a more residential context in line with the Medium Density Non-Residential/Mixed Use Development Type.

The Comprehensive Plan recommends six zoning categories within the 2nd Tier Urban Place-Type: the Neighborhood Business (B-1), Neighborhood Node (MU-1), Mixed-Use Corridor (MU-2), Mixed-Used Community (MU-3), High Density Apartment (R-4), and High Rise Apartment (R-5) zones. The recommended zones within the Place-Type are meant to guide future development; however, an applicant can request a different zone provided that there is an appropriate justification for the zone. The applicant's proposed Industrial Redevelopment Planned Unit Development (PUD-3) zone allows for a dense mixing of uses that is called for within the 2nd Tier Urban Place-Type, and as a result staff agrees that this zone can be appropriate for the subject property.



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 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.

1. Site Design, Building Form and Location

The proposed rezoning meets the criteria for Site Design, Building Form and Location. The applicant's proposal intensifies an underutilized site and creates a true mixing of uses that provides safe pedestrian-scale connections to community facilities, greenspace, employment, business, shopping, and entertainment for users of the development as well as the surrounding neighborhoods. Despite agreement with the majority of the criteria for the Site Design, Building Form, and Location, there is one criterion the applicant must further address

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

As the development includes attached townhouse units, the development is required to meet the 2018 Comprehensive Plan's Multi Family Design Standards. Staff finds that the proposed request meets the site-related Multi-Family Design standards as they are centrally located, are oriented around communal open space, feature activated first floors, and are effectively connected to the multi-modal paths that span the development. While a partial rendering of the proposed residential units that was provided as a component of the PUD-3 Architectural packet, which includes some detail as to the design of these structures, further information regarding the proposed architectural design of the townhomes should be provided by the applicant to demonstrate full compliance with the required architectural standards.

2. Transportation and Pedestrian

Staff finds that this request meets the requirements for Transportation and Pedestrian Connectivity. The proposed development provides new roadway connections between N. Forbes Road and W. Main Street, incorporates direct pedestrian linkages to the nearby transit stop, and provides safe multi-modal connections throughout the development.

3. Greenspace and Environmental Health

The proposed rezoning meets the criteria for Greenspace and Environmental Health as it will significantly increase the amount of green open space, tree canopy coverage, and reduce the overall amount of impervious surface on-site.

PUD-3 REQUIREMENTS



The Industrial Redevelopment Planned Unit Development PUD-3 zone has additional zone-specific requirements, which include location requirements, site design criteria, an architectural design packet, and a certification from a select list of design professionals. While the majority of the PUD-3 requirements were met with the applicant's submission, the architectural detail packet requires further discussion.

The ordinance requires that said architectural packet "Identify the proposed styles, materials, and finishes of any proposed structures which shall be considered by the Planning Commission in determining whether to approve the Planned Unit Development Plan". The architectural packet submitted by the applicant is too vague to be useful in evaluating the project. The applicant notes that the buildings will be of a "post-modern" style; however, this can refer to a wide variety of potential buildings/structure styles. Similarly, the materials cited by the applicant: wood, masonry, and metal, are also vague and encompass a wide variety of styles and visual appearances that do not provide specific enough detail to allow the Planning Commission to effectively evaluate the proposal. The applicant does not indicate whether there will be a cohesive color scheme, and what those colors may be.

While staff understands that many of the designs of the proposed structures have not yet been finalized at this time, greater detail should be provided regarding the overarching architectural elements and design features that will be consistent throughout the development in order to achieve the cohesiveness called for by the ordinance.

PARKING REVIEW



Under the requirements of the newly adopted Parking and Landscaping Zoning Ordinance Text Amendment, all “Significant Developments,” or developments with over 5,000 square-feet of building coverage that require a Zoning Map Amendment, shall provide a Parking Demand Mitigation Study for the project that details the following information:

1. Review of national best practices for parking calculations for the project, including the current ITE Manual Parking ranges or the ranges produced by the ITEParkGen Report.
2. The anticipated parking demand for the project;
3. How the anticipated parking demand will be satisfied on-site or off-site
4. The methods and strategies to be implemented in order to reduce vehicle trips by site users;
5. The methods and strategies to be implemented in order to promote transportation options by site users; and
6. The projected mode share by site users from the utilization of the study’s strategies.

Without taking any additional steps to mitigate the traffic to the site, the ITE Parking generator projects a peak parking demand of 709 spaces for weekdays, and 663 parking spaces needed at peak times during the weekend. In order to reduce parking demand, the applicant is proposing several avenues of reducing vehicular trips, including: incorporating shared parking, potentially utilizing live-work units, transit stops, rideshare areas, and bike parking. By incorporating these measures, the applicant’s Parking Demand Mitigation Study projects that the adjusted peak mitigated demand for weekdays will be 631 spaces, and for weekends will be 593 spaces.

Based on the submitted development plan, the applicant is planning to provide a total of 674 spaces. While this number is 6% greater than the number of spaces that was recommended by the Parking Demand Mitigation Study, the applicant opines that the extra spaces are necessary in order to provide extra convenience during peak hours, and to address neighborhood concerns of parking spilling out of the development and into the adjacent residential areas.

STAFF RECOMMENDS: APPROVAL, FOR THE FOLLOWING REASONS:



1. The requested Industrial Redevelopment Planned Unit Development (PUD-3) zone is in agreement with the 2018 Comprehensive Plan's Goals and Objectives, for the following reasons:
 - a. The request will activate an underutilized parcel within the infill and redevelopment area (Theme A, Goal #2) and will include a significant increase in density and mixing of uses.
 - b. The proposal will help reinforce an underutilized portion of the W Main Street corridor by redeveloping a primarily vacant tract into a destination-type development (Theme E, Goal#1.c)
 - c. The request will expand opportunities for mixed use development within Lexington-Fayette county and will provide diversity in housing types for the Meadowthorpe area (Theme A, Goal #3.a)
 - d. The proposed rezoning will help with the creation of a variety of jobs (Theme C, Goal #1.a) by allowing for the incorporation of neighborhood-scale retail and commercial uses.
 - e. The entertainment, dining, and retail uses detailed within the proposal will help create a development that is appealing to both tourists and young professionals (Theme C, Goal #1d, Theme C Goal #2.d)

2. The requested Industrial Redevelopment Planned Unit Development (PUD-3) zone is in agreement with the 2018 Comprehensive Plan's Policies, for the following reasons:
 - a. The proposed development meets Density Policy #3 and Design Policy #12, as it will create walkable neighborhood amenities such as a park, restaurants, breweries, and wineries that will help supplement the residential component of the Meadowthorpe Neighborhood.
 - b. The increase in allowable uses will increase the diversity of job types available in this area, meeting Diversity Policy #2.
 - c. The proposed development meets Design Policy #5 by utilizing the linear park and multi-modal pathways to create pedestrian-friendly street patterns and walkable blocks to create inviting streetscapes.
 - d. The proposed development meets Sustainability Policy #4 by creating centrally located greenspace that is directly adjacent to the development's residential component.
 - e. The request meets Livability Policy #6 by providing the opportunities to accommodate additional entertainment and amenity opportunities that appeal to young professionals.

3. 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 it intensifies an underutilized site and creates a true mixing of uses that provides safe pedestrian-scale connections to community facilities, greenspace, employment, business, shopping, and entertainment for users of the development as well as the surrounding neighborhoods.
 - b. These proposed rezoning addresses the Transportation and Pedestrian Connectivity development criteria, as the proposed development provides new roadway connections between N. Forbes Road and W. Main Street, incorporates direct pedestrian linkages to the nearby transit stop, and provides safe multi-modal connections throughout the development.
 - c. The proposed rezoning meets the criteria for Greenspace and Environmental Health as the request will increase the amount of green open space, tree canopy coverage, and reduce the overall amount of impervious surface on-site.