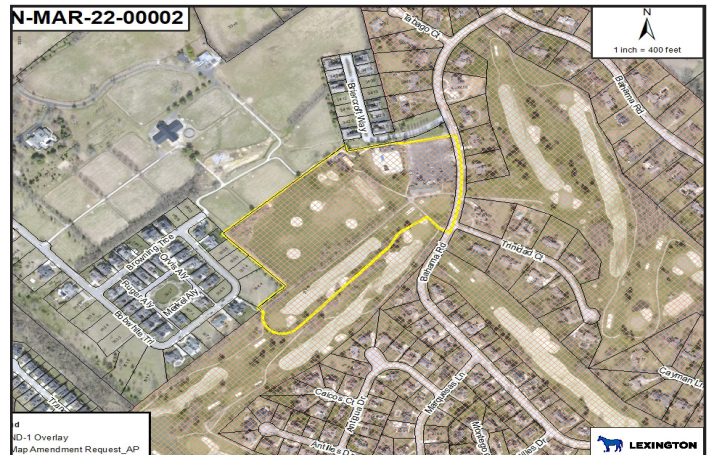


STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-22-00002: HART FAMILY ENTERPRISES, LLC

DESCRIPTION OF ZONE CHANGE

Zone	From an Agricultural Rural (A-R) zone
Change:	To an Expansion Area Residential 1 (EAR-1) zone
Acreage:	21.616 net (22.085 gross) acres
Location:	2179 Bahama Road (a portion of)



EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Property	A-R	Golf Course
To North	EAR-1	Agricultural & Residential
To East	EAR-1	Single Family Residential
To South	R-1T	Single Family Residential
To West	EAR-1	Single Family Residential

URBAN SERVICE REPORT

Roads - The subject property fronts on Bahama Road, a two lane local road. Bahama Road intersects with Winchester Road (KY 60), a major arterial roadway, approximately a ½ mile north of the subject property. In this vicinity, Winchester Road narrows to a two-lane highway as it proceeds east from the I-75 interchange.

Curb/Gutter/Sidewalks - Bahama Road has been constructed with curb and gutter. Sidewalk facilities are present along the eastern portion of Bahama Road; however, they are not present on along the western portion of Bahama Road.

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 - This portion of the subject property is primarily located within the North Elkhorn Creek watershed. A small portion of the site's parking lot is located within the David creek watershed. The Greenbrier Subdivision was built with minimal stormwater facilities due to its location in the rural service area at the time. There are no known FEMA Special Flood Hazard Areas or known flooding issues within the immediate area.

Sanitary Sewers - The subject property and surrounding residential uses located within the North Elkhorn Sewershed and are served by the Town Branch Wastewater Treatment facility located off of Lisle Industrial Avenue.

Refuse - Refuse collection is provided by the Urban County Government to this portion of the Urban Service Area on Tuesdays. Commercial developments often necessitate supplemental service, which is supplied by private refuse contractors.

Police - The nearest police station to this location is the Central Sector Roll Call Center on Industry Road, near the interchange of Winchester Road and New Circle Road, approximately 4.25 miles west of this location.

Fire/Ambulance - The nearest fire station (No. 17) is located approximately 1.3 miles northeast of the subject property at the intersection of Winchester Road and Royster Road in the Rural Service Area. In addition, Fire Station No. 21 is located about 2.75 miles southwest of the subject property on Mapleleaf Drive, just south of Man o' War Boulevard. A new fire station is planned on Polo Club Boulevard, south of Winchester Road.

Transit - There is no LexTran service available within close proximity of the subject property.

Parks - There are no public parks within proximity of the subject property.

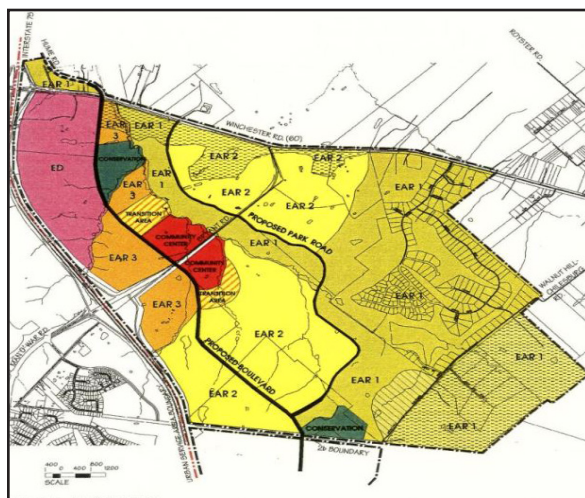
SUMMARY OF REQUEST

A petition for a zone map amendment from an Agricultural Rural (A-R) zone to an Expansion Area Residential 1 (EAR-1) zone, for 21.616 net (22.085 gross) acres, for a portion of property at 2179 Bahama Road.

PROPOSED ZONING



This zone is intended to provide a mixture of low density residential uses which will serve as a transition between the more intensely developed suburban neighborhoods and the Rural Service Area.



EXPANSION AREA

Expansion Area 2 is an area of approximately 4,213 acres of land which is located between Winchester Road and the western end of Jacobson Reservoir. The future land use element divides Expansion Area 2 into three subareas - Expansion Area 2a, Expansion Area 2b and Expansion Area 2c. Expansion Areas 2a and 2b are envisioned to have a full range of housing densities including low-, medium- and high-density; lands for economic development, and community centers. The western most portions of Expansion Area 2a were recommended as a primarily low density residential area that would serve as a buffer between the higher density residential and community center uses along Man O War Boulevard and Winchester Road, and the rural land uses to the north and east.

PROPOSED USE



The applicant is rezoning the property to allow for the operation of a 14,789 square-foot amenity space or “lifestyle center” as an accessory use to the existing Greenbrier Golf Course at this location. The lifestyle center will include additional amenities for the club members, including a health spa, exercise facilities, children’s areas, and electronic golf simulations.

APPLICANT & COMMUNITY ENGAGEMENT



According to the submitted justification letter, the applicant conducted neighborhood meetings with the Greenbrier, Ashford Oaks, and Briercroft neighborhoods. In addition, letters were given to the respective neighborhood groups by the applicant detailing the request and inviting the residents to reach out with any questions or concerns.

PROPERTY & ZONING HISTORY



The subject property is a large, 163.66 acre parcel that is zoned Agricultural Rural (A-R), and has been the location of Greenbrier Golf Course and Country Club since 1971. Prior to 1971, the subject property had been a large tract of undeveloped farmland. Over time, the Greenbrier Golf Course and Country Club has expanded, receiving conditional use permits in 1996 (CV-1996-5: Hart Properties/Greenbrier) and 2021 (BOA-21-00046: Hart Family Enterprises, LLC) to allow facility expansions which include a driving range, swimming pool, golf pro shop, and storage buildings.

In 2004, the Greenbrier ND-1 Overlay Zone was created, establishing additional zoning restrictions and development criteria for the subject property and the adjacent Greenbrier Neighborhood. While no restrictions were recommended for the Greenbrier Country Club, the property was included to maintain the neighborhood character should the golf course redevelop in the future.

Under the property’s current A-R zoning, the Greenbrier Golf Course is restricted to a total of 10,000 square-foot of additional structure space. Due to the prior development at this location, this restriction would require



the applicant to remove existing storage buildings in order to accommodate the proposed lifestyle center expansion. This restriction is not present in the Expansion Area Residential 1 (EAR-1) zone, which permits a golf course as a principal use. The applicant is seeking to rezone a portion of the subject property to EAR-1 in order to allow for the operation of the lifestyle center while retaining all existing structures.

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.

EXPANSION AREA MASTER PLAN

In 1996, the subject property was added to the Urban Service Area with the approval of the Expansion Area and adoption of the Expansion Area Master Plan (EAMP). During the 1996 expansion, the Planning Commission initiated and recommended approval of a zone change for the entire 5,400 acres of the Expansion Area to update the zone across the county. However, at that time, the Urban County Council denied the zone change because of community concerns and a want to have a broader discussion regarding the potential zoning in the area. In 2001, the EAMP became an adopted element of the Comprehensive Plan, and its future land use recommendations have been carried forward to the 2018 Comprehensive Plan.

Within the 1996 Expansion Area Master Plan, the subject property was recommended for Expansion Area Residential 1 (EAR-1) land uses. When the EAMP was drafted, the EAMP envisioned the golf course property and surrounding neighborhoods as a primarily low density residential area that would serve as a buffer between the higher density residential and community center uses along Man O War Boulevard and Winchester Road, and the rural land uses to the north and east. Within this plan, the Greenbrier Golf Course and Country Club were planned to be retained as a neighborhood amenity to serve these residential uses, and as a result golf courses were included in the principal uses of the EAR-1 zone. The planning staff agrees that the proposed Expansion Area Residential 1 rezoning is in keeping with the recommendations and policies of the Expansion Area Master Plan.

GREENBRIER SMALL AREA PLAN

In 2003, a Small Area Plan (SAP) was adopted for the Greenbrier neighborhood. This plan, spanning 409 acres of land within Expansion Area 2A, built upon the recommendations of the 1996 Expansion Area Master Plan, as well as the 2001 Comprehensive Plan, and offered more specific guidelines for further development in the Greenbrier area and the adjacent golf course.

The applicant contends that this SAP supports the applicant's proposed rezoning of a portion of the subject property to the EAR-1 zone. A core goal of this SAP was to ensure the long term viability of the Greenbrier Golf Course as an amenity to the community, stating that based on survey responses, residents "strongly desired that the golf course and club remain an integral part of the community in the future" (pg. 22). This plan identified the 10,000 square-foot size restriction for additional structures as a barrier to the long term viability of the gold course amenity. The small area plan was supportive of means to remove this restriction on the club, which noted could be achieved through a rezoning to the EAR-1 zone or a zoning ordinance text amendment to remove the size restriction within the Agricultural Rural (A-R) zone.

The surveys conducted in conjunction with the 2003 Greenbrier Small Area Plan did identify a concern in the neighborhood regarding the potential for the golf course property to be rezoned to EAR-1, as it would allow for more dense residential development in the area. The applicant's proposal speaks to these concerns by rezoning only the portion of the site that are needed to accommodate the golf course facilities, leaving a perimeter buffer of A-R zoning that would significantly limit the ability of the majority of the subject property to be redeveloped residentially.

The staff agrees that the proposed rezoning is in keeping with the recommendations and policies of the Greenbrier Small Area Plan.



GOALS & OBJECTIVES

The petitioner opines that the proposed development is in agreement with the 2018 Comprehensive Plan. In their justification statement, the applicant identifies several goals and objectives within the 2018 Comprehensive Plan that they claim are being met with this request.

The first goal cited by the applicant is the Comprehensive Plan's goal to respect the context and design of the existing neighborhood by matching the scale, design, and intensity of existing golf course structures at this location (Theme A, Goal #2b).

Furthermore, the applicant opines that this proposal also fulfills the Comprehensive Plan goal of providing well designed neighborhoods and amenities (Theme A, Goal #3). The applicant's justification letter states that the proposed rezoning will allow the club to "continue to be an amenity in the Greenbrier neighborhood and to do so without creating an opportunity for overdevelopment within the neighborhood." By limiting the scale and scope of the proposed rezoning to the interior portion of the site containing the existing golf course facilities, the applicant claims that the character of the existing neighborhood will not be impacted by the request (Theme A, Goals #3a, 3b). As the proposed building expansion is limited to an area already containing existing development, the applicant indicates that they are preserving green space and minimizing the disruption of any natural features (Theme A Goals #2c, 3c, 3d)

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

DEVELOPMENT CRITERIA

While not required for map amendment requests within the Expansion Area, the applicant has identified a Place-Type and Development Type for the development, and has addressed some of the Development Criteria they contend are being met with this request. The applicant has indicated that the site is located within the Enhanced Neighborhood Place-Type and is seeking to develop the subject property for a Low Density Non-Residential Development Type. Staff concurs with the applicant's assessment of the Place-Type and agrees that a Low Density Non-Residential Development Type can be appropriate for the subject property.

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 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's letter of justification makes the case for the appropriateness of the chosen urban form, noting that the newly constructed amenities or "lifestyle center" is planned at an appropriate scale relative to the existing development on-site (A-DS4-2). The proposed expansion will take place in a developed area, and will not result in any alteration to environmentally sensitive areas (B-PR9-1, B-PR2-1), and will not result in the removal of any key natural features (A-DS4-3).

The applicant addresses connectivity, noting that the proposed plan includes a southern connection to the existing pedestrian facilities along the eastern portion of Bahama Road (A-DS1-2, ADS4-1). While there are not mass transit opportunities proposed at the site, the applicant contends the site is accessible by both bike and pedestrian transportation modes from the surrounding neighborhood (D-SP6-1).

Finally, the applicant opines that the proposed use will be a low-intensity amenity that will provide a year-round amenity to the surrounding neighborhood (E-GR9-2).

For these reasons, the staff agrees that the requested Expansion Area Residential 1 (EAR-1) zone is in agreement with the 2018 Comprehensive Plan, the adopted 1996 Expansion Area Master Plan (EAMP), and the 2003 Greenbrier Small Area Plan for the subject property.

STAFF RECOMMENDS: APPROVAL, FOR THE FOLLOWING REASONS:



1. The requested Expansion Area Residential 1 (EAR-1) zone is in agreement with the 2018 Comprehensive Plan, the 1996 Expansion Area Master Plan (EAMP), and the 2003 Greenbrier Small Area Plan for the following reasons:
 - a. The proposed project is in agreement with the 2018 Comprehensive Plan's Goals and Objectives, for the following reasons:
 - i. The proposed rezoning will respect the design features of areas surrounding development to ensure compatibility with the existing form (Theme A, Goal #2.b.). The proposed lifestyle center will be consistent with the design and scale of the existing golf course facilities at this location.
 - ii. The proposed development will improve an existing neighborhood amenity (Theme A, Goal 3) by expanding the services provided to its members, allowing for additional activities to take place during the off-season.
 - iii. The proposed development will preserve the character of the existing neighborhood (Theme A, Goal #3.a.). The Greenbrier Golf and Country Club has been an integral part of the character of this neighborhood since its inception in 1971, and applicant's proposal will help ensure the future success of this neighborhood feature.
 - iv. The proposed development will retain the site's open and green space (Theme A, Goal #2.c.), limiting new construction to previously developed areas of the site.
 - b. The EAMP recommends Expansion Area Residential 1 (EAR-1) future land use for the subject property. The applicant has requested the EAR-1 zoning for the subject property, and is in agreement with the Plan's recommendation.
 - c. The Greenbrier Small Area Plan seeks to ensure the vitality and growth of the existing golf course use. The proposed rezoning will allow the Greenbrier Golf Course to increase the size and utility of the on-site facilities to ensure that the use can meet the community demand and continue to be an amenity for the neighborhood.
2. This recommendation is made subject to approval and certification of PLN-MJDP-22-00005: Greenbrier Estates Golf Course ,Unit 2J, prior to forwarding a recommendation to the Urban County Council. This certification must be accomplished within two weeks of the Planning Commission's approval.