



SUPPLEMENTAL STAFF REPORT ON PETITION FOR ZONING ORDINANCE TEXT AMENDMENT

PLN-ZOTA-22-00006: AMENDMENT TO ARTICLE 22, APPENDIX C TO CREATE THE PLANNED UNIT DEVELOPMENT 3 (PUD-3) ZONE

APPLICANT: TURNER PROPERTY 4, LLC

PROPOSED TEXT: See Attached

STAFF REVIEW:

Since the April Zoning Committee meeting the petitioner, Turner Property 4, LLC, has been working with the staff and the public to clarify and finalized their requested text amendment to the Zoning Ordinance to create a new Planned Unit Development (PUD) zone within the Urban County. The addition of Appendix 22C has been intended to create mixed-use development that allows a blend of residential, commercial, entertainment, and industrial land uses that are not currently allowable in one zone by the Zoning Ordinance. The submitted revised language is reflective of the applicant’s vision for the PUD, their engagement with the public, and the collaboration with the Planning staff.

The proposed language seeks 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 industrial uses, due to their proximity to non-industrial uses. This Planned Unit Development Zone provides desirable housing, work, and entertainment options while preserving some of the compatible traditional light industrial uses.

The applicant indicates that the proposed PUD-3 zone is supportive of the adopted 2018 Comprehensive Plan and is in agreement with the Plan’s Goals, Objectives and land use Policies. The applicant opines that the proposed zone will support redevelopment opportunities in the Urban County by promoting infill, redevelopment, adaptive reuse, and mixed-use development (Theme A, Goal 2, Objective a), while respecting the built form and context of surrounding neighborhoods. The applicant’s focus on areas that are zoned industrial, but are no longer appropriate is similar to the adoption of the Adaptive Reuse Project in the Wholesale and Warehousing (B-4), Light Industrial (I-1), and Heavy Industrial (I-2) zones. Furthermore, the uses in the proposed zone are substantially similar to those allowable within the Adaptive Reuse Project. The primary difference between the proposed zone and the associated is the requirements of the adaptive reuse of older structures within an Adaptive Reuse Project. However, the proposal by the applicant would necessitate a greater involvement and outreach, as any use of the zone would necessitate a zone change,



extensive review by associated professionals, and outreach with the surrounding neighborhoods, and property owners.

Additionally, the applicant opines that the new PUD-3 zone will expanded opportunities for neighborhood character preservation, and reaffirms the public commitment to expand options for mixed-use and mixed-type housing throughout Lexington-Fayette County (Theme A, Goal 2, Objective a). The requirement of the development plan, and the inclusion of multiple professionals in the development plan does indicate a want for cohesive design and focus on design excellence. The addition of housing into the proposed zone, as well as the proposed setbacks and buffers also indicate the want to maintain an adequate transition into surrounding neighborhoods.

Furthermore, the applicant indicates that the proposed uses within the zone will provide flexibility that strengthen efforts to develop a variety of job opportunities that lead to prosperity for all (Theme C, Goal 1, Objective a). Over the course of the last decade, the uses within the I-1 zone have become less nuisance based and have shifted to a cleaner perspective of light production and manufacturing. These uses have also become more closely associated with 24-hour activity. The LFUCG has made similar changes to our industrial zoning with the establishment and modification of the Economic Development (ED) zone in the Expansion Areas.

Finally, the applicant suggests that the zone will encourage development that promotes and enhances tourism (Theme C, Goal 1, Objective d), while also providing entertainment and other quality of life opportunities that attract young and culturally diverse professionals, and a work force of all ages and talents to Lexington (Theme C, Goal 2, Objective d). The jobs producing uses coupled with residential and entertainment uses promote a mixed-use development that can allow a live, work, play environment that is sought by the applicant and is recommended by the Comprehensive Plan.

The staff is supportive of the petitioner's request to create a PUD-3 zone, a unique zoning tool that will allow the community to be more creative about how land is utilized within the Urban Service Area.

The Staff Recommends: **Approval**, for the following reasons:

1. The current Zoning Ordinance is able to accomplish the task of creating a unique zoning tool through the use of Article 22, where a Planned Unit Development can be designed to allow for innovation that may not be accomplished using traditional zoning techniques.
2. The proposed text amendment to establish the Industrial Redevelopment Planned Unit Development-3 (PUD-3) zone will permit mixed-use developments that allow for a blending of uses similar to an Adaptive Reuse or Industrial Reuse Projects, but do not have the historical structures that are required for those projects.
3. The proposed plan review process will allow for a greater amount of design review of redevelopment properties and will provide for increased opportunity for public involvement in the land use process.



4. The proposed PUD-3 zone will allow an innovative program that supports the 2018 Comprehensive Plan and is in agreement with the Comprehensive Plan for the following reasons:
 - a. The PUD-3 zone will expand opportunities for neighborhood character preservation, and reaffirms the public commitment to expand options for mixed-use and mixed-type housing throughout Lexington-Fayette County (Theme A, Goal 2, Objective a).
 - b. The proposed uses within the zone will provide flexibility that strengthen efforts to develop a variety of job opportunities that lead to prosperity for all (Theme C, Goal 1, Objective a).
 - c. The zone will encourage development that promotes and enhances tourism (Theme C, Goal 1, Objective d), while also providing entertainment and other quality of life opportunities that attract young and culturally diverse professionals, and a work force of all ages and talents to Lexington (Theme C, Goal 2, Objective d).

HB/TLW
8/24/22

Planning Services/Staff Reports/ZOTA/2022/PLN-ZOTA-22-00006 Supplemental Staff Report.doc



INDUSTRIAL REDVELOPMENT

PLANNED UNIT DEVELOPMENT (PUD-3) ZONE

Sec. 22C-1. Intent.

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.

Sec. 22C-2. Relationship to the comprehensive plan.

This PUD-3 zone is based upon furthering the following goals, objectives and land use policies of the 2018 Comprehensive Plan:

1. Identify areas of opportunity for infill, redevelopment, adaptive reuse, and mixed-use development (Theme A, Goal 2, Objective a);
2. Enable existing and new neighborhoods to flourish through improved regulation, expanded opportunities for neighborhood character preservation, and public commitment to expand options for mixed-use and mixed-type housing throughout Lexington-Fayette County (Theme A, Goal 2, Objective a);
3. Strengthen efforts to develop a variety of job opportunities that lead to prosperity for all (Theme C, Goal 1, Objective a);
4. Encourage development that promotes and enhances tourism (Theme C, Goal 1, Objective d); and
5. Provide entertainment and other quality of life opportunities that attract young and culturally diverse professionals, and a work force of all ages and talents to Lexington (Theme C, Goal 2, Objective d).

Sec. 22C-3. Minimum site criteria.

Application for a map amendment request to a PUD-3 zone shall be made only on property that meets the following criteria:

1. *Location.* The parcel shall meet all of the following criteria:
 - a. The parcel is located within the Urban Service Area;
 - b. The parcel has direct access to a major arterial roadway or a corridor (as that term is used in the Comprehensive Plan);
 - c. The parcel contains at least ten (10) acres; and
 - d. The parcel is currently zoned for primarily business or industrial use.
2. *Other Locations.* A parcel which does not meet all criteria under Section 22C-4(1) above may nevertheless be rezoned to PUD-3 if it meets all of the following criteria:
 - a. The parcel is adjacent to an existing PUD-3 zoned parcel or is adjacent to a parcel for which PUD-3 zoning is being simultaneously sought;
 - b. Connectivity between the parcel and the adjacent PUD-3 parcel is included in the Planned Unit Development Plan;
 - c. The parcel is to be incorporated into the existing PUD-3 development; and
 - d. If the parcel is split-zoned, at least a portion of the parcel is within a business or industrial zone.

Sec. 22C-4. Permitted uses.

The following uses shall be permitted in the PUD-3 zone.

- (a) *Principal Permitted Uses.* Other uses substantially similar to those listed herein shall also be deemed permitted.
1. The principal permitted uses in the I-1 zone except as expressly prohibited in this Article.
 2. Artisan food and beverage production (as defined in the PUD-2 zone).
 3. Artisan manufacturing (as defined in the PUD-2 zone).
 4. Dwelling units of any kind except as prohibited.
 5. Schools; libraries; museums; art galleries; studios for work or teaching of fine arts, metal work, photography, dance, drama or theater; and theaters, including movie theaters and other indoor amusements, including without limitation live entertainment and event facilities, billiard or pool halls, bowling alleys, dance halls, skating rinks, arcades, pinball, miniature golf, and similar activities.

6. Outdoor amusement or entertainment enterprises such as circuses, carnivals, rodeos, horse shows or automobile shows; provided such activity is operated on a temporary basis, not to exceed two weeks.
 7. Community centers, places of religious assembly and private clubs.
 8. Restaurants, with or without outdoor seating and with or without live entertainment.
 9. Establishments for the retail sale of food, dairy, bakery, meat, beer, liquor, wine and other food products; the retail sale of merchandise, including new or used clothing and books, gifts, toys, antiques, furnishings, housewares, jewelry, electronics, and other goods.
 10. Pharmacies.
 11. Banquet facilities or private clubs with or without live entertainment, brewpubs, bars, cocktail lounges and nightclubs.
 12. Offices, banks, and clinics, including medical and dental offices, clinics, and laboratories.
 13. Beauty shops, barber shops, shoe repair, dressmaking, or tailoring.
 14. Hotels, inns, and bed-and-breakfasts.
 15. Health clubs, athletic clubs, and spas.
 16. Retail sales of plant, nursery or greenhouse products or agricultural products, produce or goods, including market gardens.
 17. Kindergartens, nursery schools and child care centers for four (4) or more children. A fenced and screened play area shall be provided, which shall contain at least 25 square feet per child.
 18. Parks, open space, greenspace, and recreational areas.
 19. Radio, television, and similar media studios.
 20. Special events space (including social and business purposes), meeting rooms, and conference rooms.
 21. Animal grooming facilities.
 22. Offices of veterinarians, animal hospitals or clinics, provided that:
 - a. All exterior walls are completely soundproofed;
 - b. Animal pens are located completely within the principal building; and
 - c. Boarding is limited to only animals receiving medical treatment.
- (b) *Accessory Uses.* (Uses and structures which are customarily accessory, clearly incidental and subordinate to the principal uses.)

1. Parking areas and structures; loading facilities.
2. Swimming pools, tennis courts, hiking and bicycling trails, botanical gardens, and other similar recreational uses.
3. Drive-through facilities.

(c) Conditional Uses. (Permitted only with Board of Adjustment approval.)

1. Tattoo parlors.
2. Establishments and lots for the display, rental, sale, and repair of farm equipment; contractor equipment; automobiles, trucks; recreational vehicles, such as mini-bikes, motorcycles, bicycles; boats or supplies for such items.

(d) *Prohibited Uses*. The uses below are prohibited.

1. Mobile homes.
2. All adult uses, as listed in Sections 8-16(e)(14 through 17).
3. Commercial wood lots.
4. Columbariums and crematories.
5. Establishments for the display or sale of trailers, mobile homes, and precut, prefabricated, modular, or shell homes.
6. Mining.

Sec. 22C-5. Design standards.

The following design standards and criteria shall be applicable in the PUD-3 zone. The following table shall establish what standards and what process is suggested for each project or parcel; however, applicants may seek dimensional variances from the Board of Adjustment.

Building Height	<p>Maximum of sixty (60) feet</p> <p>This maximum shall not apply to existing structures on the property</p>
Buffers and Yards	<p>Fifteen (15) feet buffer along boundaries adjacent to residential zones</p> <p>Minimum twenty (20) feet yard on any frontage adjoining a major arterial or corridor (as defined in Comprehensive Plan)</p>
Setbacks	<p>Minimum right-of-way to structure setback: equal to or great than five (5) ft.</p> <p>Minimum structure to structure setback: equal to or great than six (6) ft.</p>

Open Space	Minimum ten percent (10%) of parcel must be usable
Tree Canopy Coverage	Minimum fifteen percent (15%) of parcel

- (a) *Design and Construction.* There shall be consistency of complementary, durable materials that reflect the context of the property and the intent of this PUD-3 zone. The applicant shall file with its application an architectural packet identifying 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.
- (b) *Other Design Considerations.* The following design considerations should be implemented where feasible:
1. Structures should be oriented toward the primary internal streets, roads, or access ways.
 2. Parking and loading/unloading areas should be oriented to the side or rear of buildings where feasible, or shall be screened or landscaped if in front of the building.
 3. Pedestrian walkways should be provided for each structure.
 4. Site sustainability factors should be considered, including (i) stormwater management, (ii) preservation and enhancement of tree canopy and native plants, (iii) protection of streams, (iv) facilitation of rideshare, multimodal transportation, pedestrian, and bicycle traffic, (v) walkability, and (vi) green infrastructure.
 5. Building sustainability factors should be considered, including (i) green building practices, (ii) eco-friendly energy systems, (iii) enhanced permeable surfaces, and (iv) durable building materials.

Sec. 22C-6. Application review procedures.

All applications for a PUD-3 shall be reviewed under the following procedure:

- (a) *Authorization to Prepare Required Materials.* In order to ensure that the Planned Unit Development Plan has been prepared in a professional manner using a multi-discipline approach, it shall be certified by an architect registered to practice in the State of Kentucky and one (1) or more of the following professionals:
1. An urban planner who is a full member of AICP.
 2. An architect or landscape architect licensed to practice in the State of Kentucky.
 3. A civil engineer registered to practice in the State of Kentucky.

-
- (b) *Plan and Permit Process.* Any map amendment request to a PUD-3 zone shall be filed in such form and such materials as required by Article 6 of this Zoning Ordinance and the by-laws of the Planning Commission; however, the Planned Unit Development Plan shall be submitted as required by this Article. It is the intent of the PUD-3 zone that Planned Unit Development Plans shall be approved by the Planning Commission, while zone map amendment requests to a PUD-3 zone shall receive zoning approval from the Urban County Council. The applicant may request recommendations from the Division of Planning at any point in the review process and make changes so that the revisions can be submitted to the remaining review groups. Subdivision plans and plats shall only be required if a subdivision of the parcel is proposed. If a subdivision plan is required, it may be submitted together with a Planned Unit Development Plan.
1. *Pre-Application Conference.* A pre-application conference as set forth in Article 6 shall be required prior to the submission of a map amendment request to a PUD-3 zone. At the conference a sketch or concept plan and a preliminary site inventory shall also be presented.
 2. *Filing.* To formally request Planning Commission action on the map amendment to a PUD-3 zone, the applicant shall submit to the Division of Planning a completed application form, all materials as required herein and a fee as required by the Commission's adopted filing and fee schedule. The Planned Unit Development Plan submitted shall conform to the informational requirements of a final development plan under Article 21.
 3. *Technical Committee.* The Division of Planning and other concerned agencies shall review the submitted materials and meet together as a Technical Committee to discuss the technical aspects of the physical design elements of the proposed development and to delineate and try to resolve any conflicts. The Technical Committee shall make recommendations that shall be utilized in preparation of the staff's recommendation to the Commission's Zoning and Subdivision Committees.
 4. *Staff Recommendation.* The Division of Planning shall review all land use and physical design elements of the PUD-3 proposal for compliance with the provisions and intent of this Article, and shall prepare a written report, including recommendations, for consideration by the Commission's Zoning and Subdivision Committees. The staff report shall also be included in information forwarded to the full Commission and Council.
 5. *Subdivision Committee.* The Subdivision Committee shall review the recommendations of the staff and shall evaluate the Planned Unit Development Plan to determine its compliance with the requirements of this Article. The Subdivision Committee shall give special consideration to the physical design aspects of the development proposal in making its recommendation to the Commission.
-

-
6. *Zoning Committee.* The Zoning Committee shall review the recommendations of the staff and shall evaluate the map amendment request to determine its compliance with the requirements of this Article. The Zoning Committee shall give special consideration to the land use aspects of the application but shall consider all aspects of the development proposal in making its recommendation to the Commission.
 7. *Planning Commission.* The Planning Commission shall conduct a public hearing on the zone map amendment and Planned Unit Development Plan following the Commission procedure as set forth in Article 6 and shall vote to recommend approval, conditional approval, or disapproval of the proposed map amendment and Planned Unit Development Plan within ninety (90) days of the date of filing unless the applicant agrees to a longer time period. The Commission shall review all submitted material and shall recommend approval if it is found that all materials including the Planned Unit Development Plan substantially comply with the requirements and the intent of this Article.
 8. *Urban County Council.* Action on the proposed zone map amendment by the Urban County Council shall be as set forth in Section 6-6 of the Zoning Ordinance.
 9. *Certification of the Planned Unit Development Plan.* Within six (6) months of the Council's action to approve a PUD-3 zone, unless a time extension has been granted, the following steps shall be completed:
 - a. The applicant shall submit a completed and corrected tracing of the Planned Unit Development Plan to the Division of Planning. This plan shall include any restrictive notes required by the Commission or agreed to by the applicant at public hearings.
 - b. The Planned Unit Development Plan shall be certified by the Commission's Secretary if it is in conformance with all requirements.
 - c. Required copies of the tracing shall be made by the Division of Planning at the applicant's expense. If the requirements listed above have not been met within six (6) months, the staff shall notify the Commission, which may initiate a map amendment to the previous zone or other appropriate zone. The Commission shall have authority to grant a time extension or to re-approve an expired plan. The Commission may require changes in the Planned Unit Development Plan where it is found that time has necessitated such changes for the health, safety or welfare of the community.
 10. *Effect of Approval of the Planned Unit Development Plan.* Upon certification of the Planned Unit Development Plan, the applicant shall be authorized to do the following:
-

-
- a. *Preparation of Improvement Plans.* The applicant may proceed to prepare improvement plans in conformance with the requirements for preparation and review of such plans contained within the Land Subdivision Regulations.
 - b. *Preparation of Final Subdivision Plan.* A final subdivision plat shall be required for all Planned Unit Development Plans which propose a subdivision of the parcel. Such plat shall be prepared, reviewed, and recorded in conformance with the requirements for final subdivision plats contained within the Land Subdivision Regulations in accordance with the intent and requirements of this Article. Such subdivision plat may be submitted together with a Planned Unit Development Plan or prepared separately after certification of the Planned Unit Development Plan.
 - c. *Issuance of Building Permits.* Upon certification of the Planned Unit Development Plan and recording of the final subdivision plat (if required), the Division of Planning shall forward copies to the Division of Building Inspection which may issue permits in accord with the approved Planned Unit Development Plan and the final subdivision plat. The plans shall limit and control the issuance of all building and occupancy permits and restrict the construction, location and use of all land and structures to the conditions set forth in the plans.
11. *Amendments to Planned Unit Development Plans.* Amendments to Planned Unit Development Plans shall require the same information and shall be reviewed and processed in accordance with the requirements and design standards contained herein for the original plan submission, except that amendments which meet the definitions of minor amendments under Section 21-7(a)(1)-(2) of this Zoning Ordinance may be approved by the Division of Planning in accordance with the procedures contained within Section 21-7.
 12. *Sign Submittal.* Any plan or permit which proposes construction of a new sign shall require as part of the application submittal of the proposed signage. The sign submittal shall set forth the size, location, material, and other dimensions and characteristics, which shall comply with Section 22C-7 below. Nothing in this section shall require approval to utilize, update, maintain, and repair existing signs.

Sec. 22C-7. Signs.

1. Signs shall be regulated as in the Mixed-Use Community (MU-3) zone.
 2. Existing signs may remain so long as they are maintained in good condition and are not expanded. Existing signs may be repainted (including logos, names, and similar marks) and indirectly illuminated.
-

Sec. 22C-8. Timing of development.

Within five (5) years of the approval of the Planned Unit Development Plan (as applicable), unless an extension of the time period is granted, the applicant shall be required to obtain building permits for all structures shown thereon. No permits for unconstructed buildings may be issued after that date based on the Planned Unit Development Plan. The applicant may submit the plan for reapproval.