

# STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-25-00013: SCOTTY BAESLER

## DESCRIPTION OF ZONE CHANGE

Zone Change:	From: Agricultural Rural (A-R) Zone
	To: Medium Density Residential (R-4) and Light Industrial (I-1) Zones
Acreage:	65.69 net (73.72 gross) acres
Location:	200, 201, 250, 251, and 301 Canebrake Drive

## EXISTING ZONING & LAND USE

PROPERTIES	ZONING	EXISTING LAND USE
Subject Properties	A-R	Agricultural
To North	A-R	Residential
To East	I-1/A-B	Industrial/Sports Complex
To South	B-5P	Commercial
To West	I-1/A-R	Vacant/Agricultural

## URBAN SERVICE REPORT

Roads - The subject properties are located on both the east and west sides of Canebrake Drive, just north of the existing commercial development. The western portion is bordered by Interstate 75, while Athens Boonesboro Road (KY 418), is to the south. As part of the recent expansion of the Urban Service Area, a number of improvements to Canebrake Drive are specified in the 2024 Urban Growth Master Plan.

Curb/Gutter/Sidewalks - None of the properties within this development are served by curbs, gutters, or sidewalks. Such urban improvements will be required along Canebrake Drive and all proposed streets.

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 future development.

Storm Sewers - The subject property is located within the Baughman Fork watershed. The developer will be required to address stormwater management on the site in compliance with the Engineering Stormwater Manual. The subject properties include a blue line stream, as well as portions of FEMA floodplain. At this time, it appears that the entire extent of the hundred year floodplain has not been fully mapped on the property. Staff is requesting that the applicant denote the full extent of the 100-year floodplain areas on the proposed plan.

Sanitary Sewers - Until recently, the subject properties were located outside of the Urban Service Area, which typically indicates that the area is not serviced by public sanitary sewer. However, in 2017 a public trunk line was completed that extended sanitary sewer to the Blue Sky Rural Activity Center (RAC). The package treatment plant was removed and replaced by several pump stations to provide service to all properties within the Blue Sky RAC. The property is served by the West Hickman Wastewater Treatment Plan located approximately 11 miles southwest of the site.

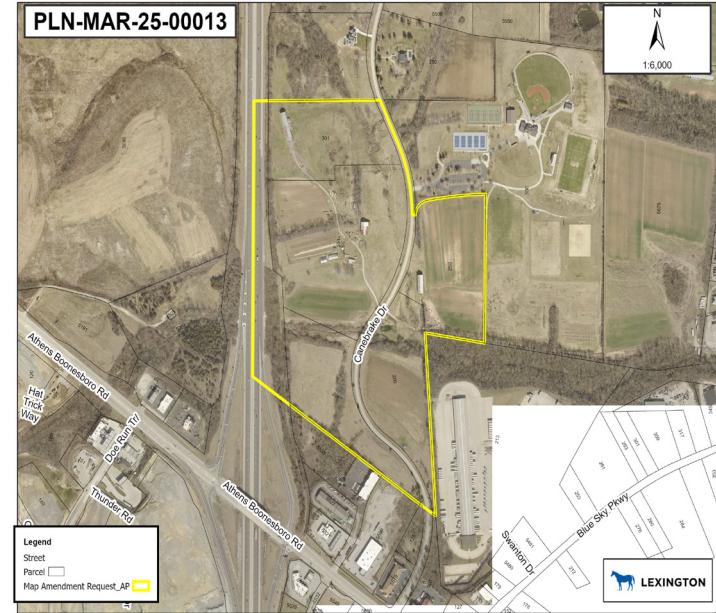
Refuse - The Urban County Government does not serve the subject properties currently but will once development occurs in this expansion area. Commercial and multi-family development often supplement this service with additional private collection.

Police - The nearest police station is the East Sector Roll Call Center, located approximately 5.4 miles to the west, on Centre Parkway.

Fire/Ambulance - The site is situated approximately 3 miles from Fire Stations #18 and #21. Fire Station #21, located on Mapleleaf Drive, just south of Man O War Boulevard, has first response responsibilities for the immediate area east of Interstate 75 along Athens Boonesboro Road.

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

Parks - The Athens Ballfield Complex is located approximately half a mile south of the subject property, on Athens Boonesboro Road.



## SUMMARY OF REQUEST

The applicant is seeking a zone change in order to construct an industrial flex space development and a residential development with a variety of housing types, including single-family, duplexes and multi-family structures.

## PLACE-TYPES

INDUSTRY AND PRODUCTION CENTER	Where Lexington's most intense types of economic development and job creation occur. These places should be located near major corridors to facilitate efficient and affordable shipping and transportation of goods throughout the region. Developments should minimize negative impacts on adjoining lower intensity uses.
NEW COMPLETE NEIGHBORHOOD	New Complete Neighborhoods are undeveloped areas designed to provide housing in a sustainable format. These areas should include neighborhood-serving retail, services, & employment options, as well as town centers. Accessible greenspace, neighborhood focal points, & a multimodal transportation network should be provided to add a sense of place & connectivity.

## DEVELOPMENT TYPES

INDUSTRIAL AND PRODUCTION & MEDIUM DENSITY RESIDENTIAL	<p><u>Industrial &amp; Production Non-Residential</u> Primarily employment land dedicated to the most intense types of employment-centric development. This is the only category where uses are inherently incompatible and are best separated from adjacent uses. These uses are best suited in areas where they already exist, collocating to utilize industrial-scale Infrastructure to serve the needs of the users. Environmental protection measures should be taken to minimize impacts.</p> <p><u>Medium Density Residential</u> Primarily attached and multi-family units, with interspersed single-family detached dwellings. Multi-family units should complement and enhance existing development through quality design and connections.</p>
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## PROPOSED ZONING

I-1 R-4	<p>The intent of the Light Industrial (I-1) zone is to provide appropriately located manufacturing, industrial, and related uses and it is intended to bolster Lexington's economy through diverse employment opportunities. The uses allowable within this zone involve low-impact manufacturing, industrial, and related uses not involving a potential nuisance in terms of smoke, noise, odor, vibration, heat, light or industrial waste. To a lesser extent and where applicable, this zone is also intended to provide for the mixture of uses that promotes the adaptive reuse and redevelopment of older structures. The reuse of older structures is intended to allow for a more sustainable option for the revitalization of applicable properties, while providing employment, residential, and/or entertainment opportunities for the surrounding neighborhoods. Adequate buffering and separation from lower intensity land uses is necessary.</p> <p>The intent of the Medium Density Residential (R-4) zone is to provide for medium to medium-high density multi-family dwellings and supporting uses and should be located in areas of the community where services and facilities are/will be adequate to serve the anticipated population. The medium to medium-high density residential uses should be located along collector and arterial streets. Where lower density development occurs in this zone, it should be located along local streets. Adequate multi-modal connections should be available to all residents. Development should be in areas of the community where necessary services and facilities will be adequate to serve the anticipated population.</p>
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## PROPOSED USE



The applicant is seeking to rezone the subject properties from the Agricultural Rural (A-R) zone to the Medium Density Residential (R-4) and Light Industrial zones in order to construct an industrial flex space development and a residential development with a variety of housing types, including single-family, duplexes and multi-family structures.

## APPLICANT & COMMUNITY ENGAGEMENT



The applicant has not provided any information regarding efforts at public engagement.

## PROPERTY & ZONING HISTORY



The subject property was originally zoned Agricultural Rural (A-R) prior to the comprehensive rezoning of the city and county in 1969. It has remained unchanged and this request is the result of the property recently being added to the Urban Service Area as a part of the 2024 Urban Growth Master Plan expansion.

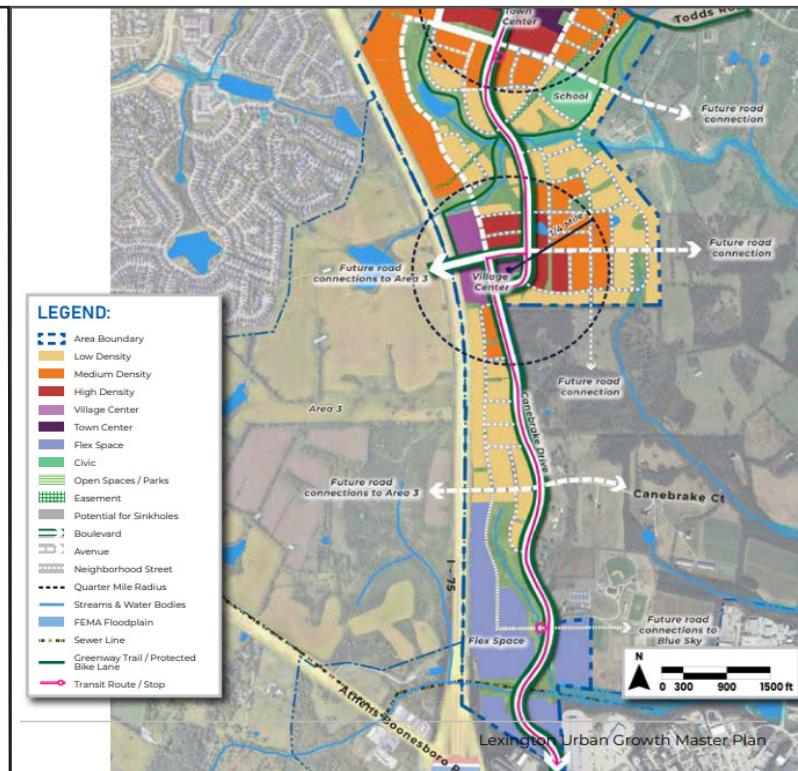
## 2024 URBAN GROWTH MASTER PLAN



As part of the adoption of the 2045 Comprehensive Plan, the Urban County Council initiated goals and objectives related to an expansion of the Urban Service Area boundary. As a part of the growth process, approximately 2,700 acres were designated for inclusion into the Urban Service Area, and were included in a master planning process known as the Urban Growth Master Plan. The intent behind the plan was primarily to address needed housing, but also included provisions for commercial and industrial growth.

The subject properties are included in Area #4 within the Urban Growth Master Plan. This area is directly adjacent to the eastern edge of Interstate 75 and has the potential to provide another circulation option from Todds Road to Athens Boonesboro Road, while unlocking land for development in an area of Lexington that has seen steady growth. The plan denotes several future land use types including Residential, Village/Town Center and Flex Space. The higher density residential areas are located in the northern portion of Area #4 and are clustered around the Village and Town Center areas while the southern half calls for Low Density Residential and Flex Space.

Although the applicant's justification letter states that the proposal meets the Area #4 land use map, no details are provided as to how the proposal aligns with the other elements of the 2024 Urban Growth Master Plan, such as the regulatory framework and development criteria.



## COMPREHENSIVE PLAN COMPLIANCE



The 2045 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 AND OBJECTIVES

Within the letter of justification for the request, the applicant identifies several Goals and Objectives of the Comprehensive Plan that they opine are being met with the request. The applicant states that the request will expand housing choices (Theme A, Goal #1.), and incorporates a mixture of housing types and densities (Theme A, Objective 1.b). The applicant indicates that the proposal creates a mixed-use development that provides both housing, as well as employment opportunities, on a vacant parcel that is now located within the Urban Services Area (Theme A, Objective #2.a; Theme C, Objective #2.a; Theme E, Objective 1.E).

While the request does meet several aspects highlighted by the applicant, there are other areas that Staff has identified that require further justification or consideration from the applicant:

*Respect the context and design features of areas surrounding development projects and develop design standards and guidelines to ensure compatibility with existing urban form (Theme A, Goal #2.b).*

The Urban Growth Master Plan requires development that adjoins Agricultural Zones within the Rural Service Area to provide a 100-foot buffer to ensure development does not adversely impact the adjoining parcels. No such buffer is shown on the plan, which would result in significant impacts to the proposed layout of the industrial flex space uses that have been proposed on the south side of Canebrake Drive.

*Improve Lexington's transportation network through ample street and sidewalk connections between new and existing development (Theme A, Goal #3.d);*

The Urban Growth Master Plan calls for a local street to run parallel to Canebrake Drive and provide connectivity to adjoining parcels to the north within the Urban Services Area. At this time, no street connection is shown extending north.

*Implement the Complete Streets policy, prioritizing a pedestrian-first design that also accommodates the needs of bicycle, transit and other vehicles (Theme D, Objective 1.a); Expand the network of accessible transportation options for residents and commuters, which may include the use of mass transit, bicycles, walkways, ride-sharing, greenways and other strategies (Theme D, Objective 1.b).*

The Urban Growth Master Plan calls for improvements to Canebrake Drive, which is designated as a Boulevard street type. These improvements include dedicated protected bike lanes, which are not shown on the cross-section for the proposal.

*Improve traffic operation strategies, traffic calming, and safety for all users (Theme D, Objective 1.d).*

The Urban Growth Master Plan calls for the inclusion of traffic circles/ roundabouts into the design of projects in order to more effectively and safely manage traffic for each area. While a portion of a roundabout is shown at one intersection, the development's primary intersection with Canebrake Drive does not include this feature.

## COMPREHENSIVE PLAN POLICIES



The letter of justification submitted by the applicant did not address any of the Policies of the Comprehensive Plan. The applicant should provide a discussion of the relevant policies, and detail how they are being met with this request.

## 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 property. 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 2045 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 applicant has indicated that the southern and eastern areas (200, 201, & 250 Canebrake Drive) are located within the Industry and Production Center Place-Type, and the Industrial and Production Non-Residential Development Type. Due to the property's location in close proximity to Interstate-75 and the Blue Sky industrial area, staff agrees with the choice in Place-Type.

For the remaining properties (251 & 301 Canebrake Drive), the applicant has identified New Complete Neighborhood and Medium Density Residential as the Place-Type and Development Type. The associated development plan calls for a variety of housing types, including single-family, duplexes and multi-family structures.

The applicant's zone choices, Light Industrial (I-1) and Medium Density Residential (R-4), are recommended within the Placebuilder element for these Place-Types and Development types, and are recommended within the Future Land Use Recommendation element of the Urban Growth Master Plan.

## DEVELOPMENT CRITERIA



As a part of the Urban Growth Master Plan process, the Placebuilder Element of the Comprehensive Plan was updated to reflect additional criteria that pertain to development within the areas brought into the Urban Services Area as a result of the master plan. These criteria, in addition to the standard Placebuilder Criteria, demonstrate that a proposal is in agreement with the Urban Growth Master Plan as well as the overall Imagine Lexington Comprehensive Plan.

The applicant has responded to the Development Criteria for both the New Complete Neighborhood development as well as the Industry and Production development, but did not address any criteria specific to the Urban Growth Master Plan. Below, staff have identified a number of criteria that require further evaluation and response from the applicant:

*Regulating Plan Section 1.d: Where development is adjacent to agriculturally zoned land in the Rural Service Area, a buffer of a minimum of 100 feet, subject to the following (Regulating Plan Section 1.d):*

1. *The buffer depth should be measured parallel to the edge of the Rural Service Area.*



2. No principal or accessory building, parking, signage, or driveways should occupy the buffer.
3. Stub-Streets, Shared-use paths and vegetated open space should be allowed in the buffer.
4. A maximum length of a stub-street of 15 feet with the remaining length to the boundary of the Urban Service Area dedicated for future roadway construction.
5. If the buffer is used to meet open space requirements, it should remain open space unless its loss would not render the development nonconforming with regard to open space requirements.

The applicant's proposal does not include the required buffer from the Rural Service Area.

*Regulating Plan Section 3.a.4: Curb cuts. No more than one non-alley curb cut should be placed along a given block face; Regulating Plan Section 3.f.1: Single-family and townhouse dwellings should not have vehicular access directly from or across an arterial, collector, boulevard, or shared-use path right-of-way, unless from an alley that is shared by multiple lots.*

A point of emphasis for the Urban Growth Master Plan was the adoption of a modified grid street system, which prioritizes connectivity, shorter block lengths, alleys, and limited curb cuts. The applicant's proposal does not follow the prescribed roadway system, utilizes parcels with direct individual curb cuts, and does not utilize alleys.

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

The applicant has not provided any information relating to their public outreach efforts.

*A-DS4-2: A plan for a connected multi-modal network to adjacent neighborhoods, greenspaces, developments and complementary uses should be provided.*

As stated earlier, the proposal lacks roadway connections to the adjoining parcel, and is missing dedicated bicycle facilities for Canebrake Drive.

*A-DS11-1: Street layouts should provide clear, visible access to neighborhood focused open space and greenspaces; B-RE2-1: Lexington's green infrastructure network, including parks, trails, greenways, or natural areas should be highly visible and accessible.*

The applicant designates several large areas as dedicated open space; however, the applicant has not provided information as to how these spaces will be accessible and usable for the users of the site.

*B-PR2-1: Impact on environmentally sensitive areas should be minimized within and adjacent to the proposed development site.*

The subject properties include areas of FEMA designated floodplain. Based on the mapping extent that has been provided, it appears that the floodplain for the property has not been entirely mapped. Staff requests that the applicant conduct a flood study to demonstrate the extend of the floodplain areas on the properties, and to ensure that the appropriate vegetative buffer and 25' setback is being provided.

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

The applicant has not submitted any information to demonstrate compliance with the Multi-Family Design Standards.



## PARKING DEMAND MITIGATION STUDY

Under the requirements of the 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;
6. The projected mode share by site users from the utilization of the study’s strategies.

A parking demand mitigation study was not included with the submitted materials.

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



- The letter of justification does not include any substantive discussion of the Urban Growth Master Plan (UGMP) other than the land use element. The applicant should provide a discussion of the aspects of the Master Plan that are being met with this request.
- The applicant should address the following Goals and Objectives of the Comprehensive Plan:
  - a. Respect the context and design features of areas surrounding development projects and develop design standards and guidelines to ensure compatibility with existing urban form (Theme A, Goal #2.b).
  - b. Improve traffic operation strategies, traffic calming, and safety for all users (Theme D, Objective 1.d).
  - c. Implement the Complete Streets policy, prioritizing a pedestrian-first design that also accommodates the needs of bicycle, transit and other vehicles (Theme D, Objective 1.a).
  - d. Expand the network of accessible transportation options for residents and commuters, which may include the use of mass transit, bicycles, walkways, ride-sharing, greenways and other strategies (Theme D, Objective 1.b).
- The letter of justification does not include any substantive discussion of the Urban Growth Master Plan (UGMP) other than the land use element. The applicant should provide a discussion of the aspects of the Master Plan that are being met with this request.
- The applicant should address the following Goals and Objectives of the Comprehensive Plan:
- The letter of justification does not address any of the Policies of the Comprehensive Plan that are being met with this request.
- The zone change application for the subject property necessitates a Parking Demand Mitigation Study in accordance with Article 16-14 of the Zoning Ordinance.
- The applicant should provide further information regarding the following Development Criteria:
  - a. Regulating Plan Section 1.d: Where development is adjacent to agriculturally zoned land in the Rural Service Area, a buffer of a minimum of 100 feet, subject to the following (Regulating Plan Section 1.d):
    - i. The buffer depth should be measured parallel to the edge of the Rural Service Area.
    - ii. No principal or accessory building, parking, signage, or driveways should occupy the buffer.
    - iii. Stub-Streets, Shared-use paths and vegetated open space should be allowed in the buffer.
    - iv. A maximum length of a stub-street of 15 feet with the remaining length to the boundary of the Urban Service Area dedicated for future roadway construction.
    - v. If the buffer is used to meet open space requirements, it should remain open space unless its loss would not render the development nonconforming with regard to open space requirements.

- b. Regulating Plan Section 3.a.4: No more than one non-alley curb cut should be placed along a given block face;
- c. Regulating Plan Section 3.f.1: Single-family and townhouse dwellings should not have vehicular access directly from or across an arterial, collector, boulevard, or shared-use path right-of-way, unless from an alley that is shared by multiple lots
- d. Stakeholders should be consulted to discuss site opportunities and constraints prior to submitting an application.
- e. A-DS4-1: A plan for a connected multi-modal network to adjacent neighborhoods, greenspaces, developments and complementary uses should be provided.
- f. A-DS11-1: Street layouts should provide clear, visible access to neighborhood focused open space and greenspaces.
- g. B-RE2-1: Lexington's green infrastructure network, including parks, trails, greenways, or natural areas should be highly visible and accessible.
- h. C-LI8-1: Development should enhance a well-connected and activated public realm.
- i. B-PR2-1: Impact on environmentally sensitive areas should be minimized within and adjacent to the proposed development site.
- j. A-DS3-1 Multi-family residential developments should comply with the Multifamily Design Standards in Appendix A.