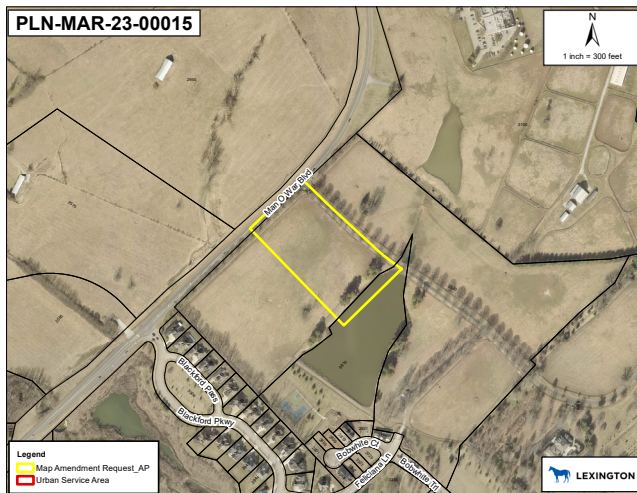


STAFF REPORT ON PETITION FOR ZONE MAP AMENDMENT PLN-MAR-23-00015 MEADOW OAKS FARM, LLC

DESCRIPTION OF ZONE CHANGE

Zone Change: From an Expansion Area Residential 2 (EAR-2) zone To an Community Center (CC) zone
Acreage: 5.64 net and gross acres
Location: 6810 Man O War Boulevard (a portion of) 3320 Feliciana Lane (A portion of)



EXISTING ZONING & LAND USE

| PROPERTIES | ZONING | EXISTING LAND USE |
|------------------|-----------|---------------------------|
| Subject Property | EAR-2/CC | Agriculture |
| To North | A-R/EAR-2 | Radio Station |
| To East | EAR-2 | Agriculture |
| To South | EAR-1 | Single Family Residential |
| To West | A-R/EAR-1 | Agriculture |

URBAN SERVICE REPORT

Roads - The subject properties are located on Man O War Boulevard, which is a two-lane major arterial roadway in the vicinity. Future connectivity to the south is proposed with an extension of Feliciana Lane, a two lane local road. The internal drive network is comprised of private access drives, with shared access to Man O War Boulevard via an access easement.

Curb/Gutter/Sidewalks - Man O War Boulevard does not have curb, gutter or sidewalks presently. Such improvements should be considered in association with the proposed land use change. Feliciana Lane has been constructed with full curbs, gutters, and sidewalks, and other local streets will be required to have these same improvements throughout the proposed development.

Storm Sewers - This property lies within the North Elkhorn Creek watershed. The developer will be required to construct the storm sewer lines in this area. The overall storm water management system in this area will utilize the regional retention techniques designed for the Expansion Area - in compliance with the adopted LFUCG Engineering Manuals. The existing pond and drainage areas on the subject property are recommended for pond improvements and bank stabilization by the Expansion Area Stormwater Master Plan.

Sanitary Sewers - This property is located within the North Elkhorn sewershed, and will be served by the Town Branch Wastewater Treatment Facility on Lisle Industrial Road. The Expansion Area Master Plan planned a major trunk line through the Blackford Property to the southeast, and the developer will construct sanitary sewers to connect to the trunk line as development occurs.

Utilities - Electric, phone, water, natural gas, cable television, and streetlights are available within the already developed portion of the Meadow Oaks subdivision and should be able to be extended to the subject property.

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

Police - The nearest police station is the Central Sector roll call center, located off Winchester Road near its interchange with New Circle Road, approximately 3½ miles to the northwest of the subject properties.

Fire/Ambulance - The nearest fire station (#17) is located at the intersection of Winchester Road and Royster Road, approximately two miles to the east of the subject property.

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

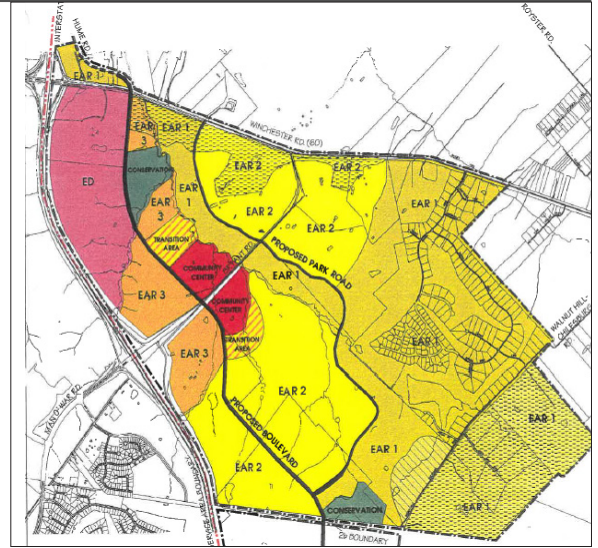
Parks - There are no public parks within the vicinity of the subject properties, although one is recommended by the EAMP along Polo Club Boulevard, northwest of the site.

SUMMARY OF REQUEST

A petition for a zone map amendment from an Expansion Area Residential 2 (EAR-2) to a Community Center (CC) zone, for 5.64 net and gross acres, in order to expand a previously approved Community Center development.

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 Area 2a was envisioned to have a full range of housing densities, including low, medium, and high density; lands for community development, and community centers. Expansion area 2a is approximately 2,400 acres in size, with the majority of the development since 1996 occurring along Interstate I-75 and Polo Club Boulevard.



PLACE-TYPE

NEW COMPLETE NEIGHBORHOOD
New Complete Neighborhood consists of currently undeveloped areas designed to provide housing within a sustainable format. These areas include a mix of uses such as neighborhood-serving retail, services, and employment options, as well as larger town centers, will allow citizens to fully realize their day-to-day needs without having to leave their immediate area. Providing a wider variety of housing options rather than large homogeneous sections dedicated to a single type, will ensure that residents of all income levels can afford a home. Intentional greenspaces and neighborhood focal points accessible to all residents should also be provided to add to the sense of place and community. A well-connected multi-modal transportation network is also a key component of a New Complete Neighborhood's success.

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 midrise 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 Community Center zone is intended to implement the Community Center land use designation in the Expansion Area Master Plan by providing a mixture of residential uses and nonresidential uses which serve the needs of the surrounding residential neighborhoods. Development in the CC Zone shall comply with the Community Design Element of the Expansion Area Master Plan. The zone should be established in accordance with the Goals, Objectives, Policies and Development Criteria in the Comprehensive Plan.

APPLICANT'S PROPOSAL



The applicant is rezoning the property to allow for an expansion to the previously approved Community Center within the Meadow Oaks development. The applicant proposes a new 117,000 square-foot hotel, with spa and restaurant amenities. The applicant is proposing to locate 10 multi-family residential units within the hotel structure. The request also intensifies the existing CC area by adding additional commercial buildings and increasing their height to three and four stories. This proposal results in a total of 90 residential multi-family units within the CC zoned areas, for a density of 9.1 units per gross acre. The Community Center will be served by 334 parking spaces, spread around the perimeter of the buildings.

PROPERTY & ZONING HISTORY



Historically, the subject properties were zoned Agricultural Rural (A-R) and were utilized in connection with Meadow Oaks Farm. In 1996, the subject properties were included within Expansion Area 2a. The subject properties, were rezoned to Expansion Area Residential 2 (EAR-2) in 2001(2001-29), as recommended by the Expansion Area Master Plan's future land use map. At that time, the subject properties were envisioned to be a townhome and apartment development that would compliment lower density residential development present on other parcels of the Meadow Oaks farm.

In 2017, the applicant sought to rezone approximately 5 acres of the northernmost portion of the site in order to establish a Community Center (CC) zone at this location. The intent behind the application was to establish a mixed use development that would compliment a planned assisted living facility to the south, in the EAR-2 zoned portion of the development. This proposal included restaurant, office, retail, and residential units centered around open space and an existing private cemetery. The proposed CC rezoning was approved; however, the proposed mixed-use development was never established.

APPLICANT & COMMUNITY ENGAGEMENT



The applicant has stated that they met with adjoining property owners, as well as the Blackford Oaks Place Association, and Greenbrier Resident Association to discuss the proposal. The applicant indicated in their letter of justification that these groups were supportive of the application.

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 properties were 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 zoning 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 properties were recommended for Expansion Area Residential 2 (EAR-2) land uses, which allows for residential development of 3-6 units per gross acre.

With regards to the applicant's proposed Community Center (CC) zone, the EAMP future land use element contemplated that commercial, office and institutional uses would be located in community centers which have the form and function of a traditional village or town center, where individual uses are organized



around public spaces and streets that are attractive and open to multiple modes of transportation. The EAMP also emphasizes that the key elements of a community of place are multi-purpose trips, reliance on alternative modes of transportation, calmed traffic and a mix of uses organized around places of public and private assembly.

While the applicant contends that their development is in agreement with the land use element of the Expansion Area Master Plan, staff disagrees. In addition to not being recommended in the future land use element, the applicant's proposed residential density of 9.1 units per gross acre in the CC portion of the site diverges from the 3-6 units per acre recommended by the EAMP for this portion of Expansion Area 2a. In staff's recommendation of approval for the initial 2019 CC rezoning in this area, staff supported the application as the proposed residential density was in line with the densities allowed under the previous EAR-2 zoning. This request significantly increases the size and scope of development within the Community Center area, doubling the size of the CC zone, and increasing the total amount of building area in the CC zone from 48,000 square feet to 235,000 square feet.

While staff is not in agreement with the applicant with regards to their compliance with the Expansion Area Master Plan, the applicant has also made an appropriateness argument based on compliance with the Placebuilder element of the 2018 Comprehensive Plan. With regard to balancing the recommendations of the two plans, the Comprehensive Plan states that considerations regarding the EAMP "should be in addition to, and not in place of, the Placebuilder process and criteria" (pg 268).

GOALS, OBJECTIVES, & POLICIES

In their justification statement, the applicant identifies several goals and objectives within the 2045 Comprehensive Plan that they opine are being met with this request.

The applicant opines that the request will promote and enhance tourism by providing accommodations for vacationers and individuals traveling to the proposed healthcare campuses on Polo Club Boulevard, and that the on-site amenities will attract young professionals (Theme C, Goal #1.d; Theme C, Goal #2.d). The applicant states that the project will expand on the scope of the previously approved mixed-use development (Theme A, Goal #3.a).

The applicant indicates that the proposal meets goals relating to providing for positive & safe social interactions in neighborhoods, including neighborhoods that are connected for pedestrians & various modes of transportation (Theme A, Goal #3.b). While sidewalks are proposed along the southern portion of the site, no sidewalk facilities are proposed along the property's northern Man O War Boulevard frontage. These facilities should be provided in order to facilitate the safe movement of pedestrians along a major roadway.

The letter of justification submitted with this request did not include a discussion of the Comprehensive Plan Policies. The applicant should provide further information regarding how their proposal is in line with these components of the 2018 Comprehensive Plan.

PLACE TYPE, DEVELOPMENT TYPE, AND ZONE

In an effort to allow for the greatest contextual development of Lexington's Urban Service Area, a Place-Type based on the location of the subject property is identified. 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 applicant has indicated that the site is located within a New Complete Neighborhood Place Type and is seeking to develop the property as a Medium Density Non-Residential / Mixed Use Development Type. Staff concurs with the applicant's assessment of the Place-Type, as the proposal is located in an undeveloped area slated for future residential growth and development. At a maximum of four stories, the proposed development is in line with the characteristics of the Medium Density Non-Residential/ Mixed Use Development Type. The Medium Density Non-Residential / Mixed Use Development Type is a recommended Development Type

within the New Complete Neighborhood Place Type, and could be appropriate for the subject property with adequate connectivity, site design, and buffering.

As the Community Center (CC) zone is limited to the Expansion Areas, it is not included as a recommended zone within the Placebuilder element of the Comprehensive Plan. As such, the applicant should provide information as to why the proposed zone is appropriate for the chosen Place-Type and Development Type.

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 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 applicant's proposed New Complete Neighborhood Place Type and is seeking to create an Medium Density Non-Residential/ Mixed Use Development Type.

1. Site Design, Building Form and Location

Despite compliance with several of the criteria for Site Design, Building Form and Location, there are additional criteria that necessitate further discussion.

A-DS7-1 Parking should be oriented to the rear of the property for non-residential or multi-family residential development; A-DS5-3 Building Orientation should maximize connections with the surrounding area and create a pedestrian-friendly atmosphere.

The proposed hotel is set back from the roadway, with parking areas between the structure and Man O War Boulevard, as well as the proposed private access drive. Consolidating some of the parking to the rear of the site would allow the structures to move closer to the roadway and provide for a better pedestrian experience.

D-PL2-1 Developments should aim to provide a neighborhood-serving use that does not already exist in the vicinity, or that fills a specific need.

While the proposed Community Center expansion does include cafe and spa space that could be used on a day-to-day basis by individuals in the surrounding area, the primary intent behind the proposed expansion is to accommodate the proposed 117,000 square-foot hotel. While hotels are a permitted use in the CC zone, this use is primarily oriented towards the traveling public rather than the surrounding community. The applicant should provide additional information on how the hotel meets the needs of the neighborhood and surrounding area.

2. Transportation and Pedestrian Connectivity

The request meets several criteria for Transportation and Pedestrian Connectivity; however, there is one criteria that warrants further discussion:

D-CO2-2 Development should create and/or expand a safe, connected multi-modal transportation network that satisfies all users' needs, including those with disabilities

The proposal does depict pedestrian connections to the Blackford Oaks development to the south, as well as internal connections to other portions of the Meadow Oaks development. However, in order to provide greater, more efficient connectivity, pedestrian facilities should be provided on the northern portion of the site, along the Man O War Boulevard frontage.

3. Greenspace and Environmental Health

The request meets the criteria for Greenspace and Environmental Health, as the request will preserve the existing farm pond for use as an amenity, and will improve the tree canopy.



PARKING DEMAND MITIGATION STUDY

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

Within the applicant’s most recent review of the parking demand, they have provided specific calculations based on the ITE manual for the proposed residential, restaurant, retail, and hotel uses. Based on the provided square footage, the ITE manuals indicate that the development as a whole would require 356 spaces, which exceeds the 334 proposed spaces. The applicant indicates that a portion of the demand from the restaurants and retail would come from hotel residents, who would from their hotel, reducing the number of spaces needed.

The applicant indicates that they expect that due to the property’s location and the lack of available transit service nearby, that the vast majority of the traffic to the site will be from automobile users.

Lastly, a Traffic Impact Study was submitted for MPO and Traffic Engineering to review to meet Article 6 requirements.

STAFF RECOMMENDS: POSTPONEMENT, FOR THE FOLLOWING REASONS:



1. The applicant should provide a justification for the appropriateness of the chosen Community Center (CC) zone within the chosen Place-Type and Development Type.
2. The applicant should provide further information on how the proposal is in line with the policies of the 2018 Comprehensive Plan.
3. The zone change application for the subject property, as proposed, does not completely address the development criteria for a zone change within the New Complete Neighborhood Place Type, and the Medium Density Non-Residential/Mixed Use Development Type. The following criteria require further discussion by the applicant to address compliance with the Comprehensive Plan:
 - a. A-DS7-1 Parking should be oriented to the rear of the property for non-residential or multi-family residential development.
 - b. A-DS5-3 Building Orientation should maximize connections with the surrounding area and create a pedestrian-friendly atmosphere.
 - c. D-CO2-2 Development should create and/or expand a safe, connected multi-modal transportation network that satisfies all users’ needs, including those with disabilities.
 - d. D-PL2-1 Developments should aim to provide a neighborhood-serving use that does not already exist in the vicinity, or that fills a specific need.

DC/TLW
10/04/2023

Planning Services/Staff Reports/MAR/2023/PLN-MAR-23-00015 MEADOW OAKS FARM, LLC