## Planning Commission

 Staff ReportOctober 6, 2022

Case No:
Project Name:
Location:
Owner(s):
Applicant:
Jurisdiction:
Council District:
Case Manager:

22-ZONE-0014
Hopewell Animal Hospital
12404/12406 Taylorsville Rd \& 3830 Sweeney Ln
AFB Properties LLC
Hopewell Animal Hospital
Louisville Metro
20- Stuart Benson
Julia Williams, AICP, Planning Supervisor

## REQUEST(S)

- Change in zoning from R-4 to C-1
- Variance from 5.3.1 to permit the building to exceed the $80^{\prime}$ maximum setback along the proposed access easement
- Detailed District Development plan


## CASE SUMMARY/BACKGROUND

The proposed is for the construction of a 6,000 SF veterinary clinic building. Access to the site is from Taylorsville Road with an access stub to the remaining R-4 property to the south and west. The proposal is for $\mathrm{C}-1$ zoning located near the intersection of Taylorsville Road and Sweeney Lane.

## STAFF FINDING

Staff finds that the proposal meets the guidelines of the Comprehensive Plan and requirements of the Land Development Code.

## TECHNICAL REVIEW

Transportation Planning and MSD have preliminarily approved the proposal.

## INTERESTED PARTY COMMENTS

Please see attached citizen letters.

## STANDARD OF REVIEW FOR REZONING

Criteria for granting the proposed form district change/rezoning: KRS Chapter 100.213

1. The proposed form district/rezoning change complies with the applicable guidelines and policies Plan 2040; OR
2. The existing form district/zoning classification is inappropriate and the proposed classification is appropriate; OR
3. There have been major changes of an economic, physical, or social nature within the area involved which were not anticipated in Plan 2040 which have substantially altered the basic character of the area.

## STAFF ANALYSIS FOR CHANGE IN ZONING

Following is staff's analysis of the proposed rezoning against the Guidelines and Policies of Plan 2040.

## The site is located in the Neighborhood Form District

Neighborhood Form is characterized by predominantly residential uses that vary from low to high density and that blend compatibly into the existing landscape and neighborhood areas. High-density uses will be limited in scope to minor or major arterials and to areas that have limited impact on the low to moderate density residential areas.

The Neighborhood Form will contain diverse housing types in order to provide housing choice for differing ages, incomes and abilities. New neighborhoods are encouraged to incorporate these different housing types within a neighborhood as long as the different types are designed to be compatible with nearby land uses. These types may include, but not be limited to, large lot single family developments with cul-de-sacs, traditional neighborhoods with short blocks or walkways in the middle of long blocks to connect with other streets, villages and zero-lot line neighborhoods with open space, and high density multi-family housing.

The Neighborhood Form may contain open space and, at appropriate locations, civic uses and neighborhood centers with a mixture of uses such as offices, retail shops, restaurants and services. These neighborhood centers should be at a scale that is appropriate for nearby neighborhoods. The Neighborhood Form should provide for accessibility and connectivity between adjacent uses and neighborhoods by automobile, pedestrian, bicycle and transit.

Neighborhood streets may be either curvilinear, rectilinear or in a grid pattern and should be designed to support physical activity for all users and invite human interaction. Streets are connected and easily accessible to each other, using design elements such as short blocks or bike/walkways in the middle of long blocks to connect with other streets. Examples of design elements that encourage this interaction include narrow street widths, street trees, sidewalks, shaded seating/gathering areas and bus stops. Placement of utilities should permit the planting of shade trees along both sides of the streets.

## STANDARD OF REVIEW AND STAFF ANALYSIS FOR VARIANCE

(a) The requested variance will not adversely affect the public health, safety or welfare.

STAFF: The requested variance will not adversely affect the public health, safety or welfare since the access easement is internal to the site.
(b) The requested variance will not alter the essential character of the general vicinity.

STAFF: The requested variance will not alter the essential character of the general vicinity since the access easement is internal to the site and acts like a driveway rather than a roadway.
(c) The requested variance will not cause a hazard or nuisance to the public.

STAFF: The requested variance will not cause a hazard or nuisance to the public since the access easement is internal to the site where it will not affect the public.
(d) The requested variance will not allow an unreasonable circumvention of the zoning regulations.

STAFF: The requested variance will not allow an unreasonable circumvention of the zoning regulations since the access is more of a driveway than a roadway.

## ADDITIONAL CONSIDERATIONS:

1. The requested variance arises from special circumstances which do not generally apply to land in the general vicinity or the same zone.

STAFF: The variance arises due to the access easement to the adjacent R-4 portion of the property which is not a usual circumstance.
2. The strict application of the provisions of the regulation would deprive the applicant of the reasonable use of the land or create an unnecessary hardship on the applicant.

STAFF: The access easement is more of a driveway than a roadway where compliance with the setback would put the structure closer to the driveway and alter the maneuverability to the parking lot.
3. The circumstances are the result of actions of the applicant taken subsequent to the adoption of the zoning regulation from which relief is sought.

STAFF: The circumstances are the result of action of the applicant taken subsequent to the adoption of the zoning regulations from which relief is sought.

## STANDARD OF REVIEW AND STAFF ANALYSIS FOR RDDDP and AMENDMENT TO BINDING ELEMENTS

a. The conservation of natural resources on the property proposed for development, including: trees and other living vegetation, steep slopes, water courses, flood plains, soils, air quality, scenic views, and historic sites;

STAFF: There do not appear to be any environmental constraints or historic resources on the subject site. Tree canopy requirements of the Land Development Code will be provided on the subject site.
b. The provisions for safe and efficient vehicular and pedestrian transportation both within the development and the community;

STAFF: Provisions for safe and efficient vehicular and pedestrian transportation within and around the development and the community has been provided, and Metro Public Works and the Kentucky Transportation Cabinet have approved the preliminary development plan.
c. The provision of sufficient open space (scenic and recreational) to meet the needs of the proposed development;

STAFF: There are no open space requirements pertinent to the current proposal. Future multifamily development proposed on the subject site will be required to meet Land Development Code requirements.
d. The provision of adequate drainage facilities on the subject site in order to prevent drainage problems from occurring on the subject site or within the community;

STAFF: The Metropolitan Sewer District has approved the preliminary development plan and will ensure the provision of adequate drainage facilities on the subject site in order to prevent drainage problems from occurring on the subject site or within the community.
e. The compatibility of the overall site design (location of buildings, parking lots, screening, landscaping) and land use or uses with the existing and projected future development of the area;

STAFF: The overall site design and land uses are compatible with the existing and future development of the area. Appropriate landscape buffering and screening will be provided to screen adjacent properties and roadways.
f. Conformance of the development plan with the Comprehensive Plan and Land Development Code.

STAFF: The development plan conforms to applicable guidelines and policies of the Comprehensive Plan and to requirements of the Land Development Code.

## REQUIRED ACTIONS:

- RECOMMEND that the Louisville Metro Council APPROVE or DENY the Change-in-Zoning from R-4 to C-1
- APPROVE or DENY the Variance
- APPROVED or DENY the Detailed District Development Plan

Based upon the information in the staff report, the testimony and evidence provided at the public hearing, the Planning Commission must determine if the proposal is in conformance with the Comprehensive Plan; OR the existing form district/zoning classification is inappropriate and the proposed classification is appropriate; OR if there have been major changes of an economic, physical, or social nature within the area involved which were not anticipated in Plan 2040 which have substantially altered the basic character of the area.

## NOTIFICATION

| Date | Purpose of Notice | Recipients |
| :---: | :---: | :---: |
| 9/9/22 | Hearing before LD\&T on 9/22/22 | $1^{\text {st }}$ and $2^{\text {nd }}$ tier adjoining property owners Registered Neighborhood Groups in Council District 20 |
| 9/22/22 | Hearing before PC on 10/6/22 | $1^{\text {st }}$ and $2^{\text {nd }}$ tier adjoining property owners Registered Neighborhood Groups in Council District 20 |
| 9/22/22 | Hearing before PC | Sign Posting on property |
|  | Hearing before PC | Legal Advertisement in the Courier-Journal |

## ATTACHMENTS

1. Zoning Map
2. Aerial Photograph
3. Staff Plan 2040 Checklist
4. Proposed Binding Elements
5. Zoning Map

6. Aerial Photograph


## 3. Staff Plan 2040 Checklist

## $+\quad$ Exceeds Guideline

$\checkmark \quad$ Meets Guideline

- Does Not Meet Guideline
+/- More Information Needed
NA Not Applicable


## Neighborhood: Non-Residential

| \# | Plan 2040 Plan Element | Land Use \& Development Policy | Staff Finding | Staff Analysis |
| :---: | :---: | :---: | :---: | :---: |
| 1 | Community Form: Goal 1 | 6. Discourage non-residential expansion into existing residential areas unless applicant can demonstrate that any adverse impact on residential uses will be mitigated. Evaluation of impacts may include, but not be limited to, displacement of residents, loss of affordable housing units, traffic, parking, signs, lighting, noise, odor, and stormwater. <br> Appropriate transitions from nonresidential to residential uses should depend on the pattern of development of the Form District and may include natural vegetative buffers, landscaping or the use of higher density residential between lower density residential and/or non-residential. | $\checkmark$ | The proposal for non-residential zoning is located along Taylorsville Road across the street and in the vicinity of other nonresidential zoning. |
| 2 | Community Form: Goal 1 | 7. Locate higher density and intensity uses near major transportation facilities and transit corridors, employment centers, in or near activity centers and other areas where demand and adequate infrastructure exists or is planned. | $\checkmark$ | The proposal is located along a major arterial. Near the activity center that has been created at Stone Lakes Dr. |
| 3 | Community Form: Goal 1 | 8. Encourage industries to locate in workplace Form Districts or in areas readily served by infrastructure and transportation facilities, including transit, rather than isolated industrial sites. | NA | The proposal is not for industrial. |
| 4 | Community Form: Goal 1 | 15. When reviewing proposals for siting hazardous uses and uses with air, noise and light emissions, ensure disadvantaged populations are not disproportionally impacted. | $\checkmark$ | The proposal does not include issues with light and air. |


| \# | Plan 2040 Plan Element | Land Use \& Development Policy | Staff Finding | Staff Analysis |
| :---: | :---: | :---: | :---: | :---: |
| 5 | Community Form: Goal 1 | 16. Consider impacts on human health, quality of life and the environment including prevailing meteorological conditions and the potential to transport noxious odors, particulates and emissions when reviewing new developments and redevelopments. Special attention should be paid to air and water quality when residences, schools, parks or vulnerable populations will be impacted. Mitigate impacts to areas that are disproportionally affected. | $\checkmark$ | The proposal will not negatively affect air quality. |
| 6 | Community Form: Goal 1 | 17. Mitigate adverse impacts of traffic from proposed development on nearby existing communities. | $\checkmark$ | Transportation Planning has not indicated any issues with traffic with the proposal. |
| 7 | Community Form: Goal 1 | 18. Mitigate adverse impacts of noise from proposed development on existing communities. | $\checkmark$ | All required buffers are in compliance with the LDC. |
| 8 | Community Form: Goal 1 | 21. Require that industries which handle hazardous or flammable materials or are potentially offensive such as junkyards, landfills and quarries are sited to protect public health, safety and welfare and are located away from residential areas and population centers. | NA | The proposal is not for industrial. |
| 9 | Community Form: Goal 2 | 1. Locate activity centers in appropriate areas in all Form Districts. Design and density should be compatible with desired form, adjacent uses, and existing and planned infrastructure. | $\checkmark$ | The proposal is located across Taylorsville Road from other commercial zoning but is also located near an activity center that has been created at Taylorsville and Stone Lakes. |
| 10 | Community Form: Goal 2 | 4. Allow non-residential development within the Neighborhood, Traditional Neighborhood and Village Form Districts to occur only at locations with appropriate access and connectivity. | $\checkmark$ | The proposal is located within the neighborhood form with access to both a local level road and a major arterial. Sidewalks are proposed. |
| 11 | Community Form: Goal 2 | 5. Locate retail commercial development in activity centers where it can be demonstrated that sufficient population exists or is anticipated to support it. | $\checkmark$ | The proposal is located along a major arterial near an existing activity center. Population is proposed and exists in the area to support the use. |
| 12 | Community Form: Goal 2 | 6. Encourage a more compact development pattern in activity centers that result in efficient land use and cost-effective infrastructure investment. | $\checkmark$ | The proposal for mixed use on the site encourages efficient land use and cost effective infrastructure. |


| \# | Plan 2040 Plan <br> Element | Land Use \& Development <br> Policy | Staff <br> Finding |  |
| :--- | :--- | :--- | :--- | :--- |
| 13 | Community Form: <br> Goal 2 | 7. Encourage activity centers to <br> include a mixture of compatible <br> land uses in order to reduce <br> traffic congestion by requiring <br> fewer trips, support and enhance <br> alternative modes of travel, and <br> encourage vitality and a sense of <br> place. | $\checkmark$ | The proposal is not located in an activity <br> center but is located near an existing activity <br> center. The proposed zonings support fewer <br> trips by allowing commercial uses close to <br> residential. |
| 14 | Community Form: <br> Goal 2 | 8. Encourage residential land <br> uses in designated centers. <br> Encourage residential and office <br> uses above retail and other <br> mixed-use multi-story retail <br> buildings. | $\checkmark$ | The proposal allows for mixed use. |


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| 20 | Community Form: Goal 3 | 11. Encourage land uses within the Ohio River Corridor that are appropriate for and related to river corridor activities and that are consistent with the goals and objectives of the Ohio River Corridor Master Plan. Reserve appropriate riverfront sites such as the Upper River Road industrial area for river-related development. Allow development of commercial leisure businesses related to the river, such as boating services and restaurants in appropriate locations. Encourage new development in the Ohio River corridor and along key greenway and street connections to provide for public access in new riverfront development and to maintain views of the river from public rights-of-way. | NA | The proposal is not located in the Ohio River Corridor. |
| 21 | Community Form: Goal 3 | 12. When reviewing proposed <br> developments consider changes to flood-prone areas and other features vulnerable to natural disasters such as sinkholes and Iandslides. Ensure appropriate measures to protect health, safety and welfare of future users of the development. | $\checkmark$ | The proposal is not located in the floodplain. |
| 22 | Community Form: Goal 4 | 1. Preserve buildings, sites, districts and landscapes that are recognized as having historic or architectural value and ensure that new land uses are compatible in height, massing, scale, architecture style and placement when located within the impact area of such resources. | $\checkmark$ | The proposal does not have any historical or cultural value. |
| 23 | Community Form: Goal 4 | 2. Encourage preservation of distinctive cultural features including landscapes, natural elements and built features. | $\checkmark$ | The proposal does not have any historical or cultural value. |
| 24 | Mobility: Goal 1 | 4. Encourage higher densities and intensities within or near existing marketplace corridors, existing and future activity centers, and employment centers to support transit-oriented development and an efficient public transportation system. | $\checkmark$ | The proposal is located near the existing activity center located along Taylorsville Road and Stone Lakes. Transit is not currently operating along Taylorsville Road in this area. |
| 25 | Mobility: Goal 2 | 4. Avoid access to development through areas of significantly lower intensity or density development if such access would create significant nuisances. | $\checkmark$ | Access to the development is by way of a local road and major arterial. |


| \# | Plan 2040 Plan Element | Land Use \& Development Policy | Staff Finding | Staff Analysis |
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| 26 | Mobility: Goal 3 | 1. Encourage a mix of complementary neighborhood serving businesses and services in neighborhood and village centers to encourage short trips easily made by walking or bicycling. | $\checkmark$ | The proposal allows for a mix of uses and density which encourages short trips that once a fully connected pedestrian system is made can be accessed by walking. |
| 27 | Mobility: Goal 3 | 2. To improve mobility, and reduce vehicle miles traveled and congestion, encourage a mixture of compatible land uses that are easily accessible by bicycle, car, transit, pedestrians and people with disabilities. Housing should be encouraged near employment | $\checkmark$ | The proposal allows for a mix of uses and density which encourages short trips that once a fully connected pedestrian system is made can be accessed by walking. |
| 28 | Mobility: Goal 3 | 3. Evaluate developments for their ability to promote public transit and pedestrian use. Encourage higher density mixeduse developments that reduce the need for multiple automobile trips as a means of achieving air quality standards and providing transportation and housing choices. | $\checkmark$ | The proposal allows for a mix of uses and density which encourages short trips that once a fully connected pedestrian system is made can be accessed by walking. |
| 29 | Mobility: Goal 3 | 4. Encourage development of walkable centers to connect different modes of travel. Siting of these multi-modal centers shall consider the effects of the following: <br> 4.1. nodal connections identified by Move Louisville; <br> 4.2. impact on freight routes; <br> 4.3. time of operation of facilities; <br> 4.4. safety; <br> 4.5. appropriate linkages between neighborhoods and employment; and <br> 4.6. the potential for reducing travel times and vehicle miles traveled. | $\checkmark$ | The proposal allows for a mix of uses and density which encourages short trips that once a fully connected pedestrian system is made can be accessed by walking. |
| 30 | Mobility: Goal 3 | 5. Evaluate developments for their impact on the transportation network (including the street, pedestrian, transit, freight movement and bike facilities and services) and air quality. | $\checkmark$ | Transportation Planning has preliminarily approved the proposal. |
| 31 | Mobility: Goal 3 | 6. Ensure that those who propose new developments bear or share in rough proportionality the costs of transportation facilities and services made necessary by development. | $\checkmark$ | Transportation Planning has preliminarily approved the proposal. |


| \# | Plan 2040 Plan <br> Element | Land Use \& Development <br> Policy | Staff <br> Finding |  |
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| 32 | Mobility: Goal 3 | 9. When existing transportation <br> facilities and services are <br> inadequate and public funds are <br> not available to rectify the <br> situation, the developer may be <br> asked to make improvements, <br> roughly proportional to the <br> projected impact of the proposed <br> development, to eliminate <br> present inadequacies if such <br> improvements would be the only <br> means by which the development <br> would be considered appropriate <br> at he proposed location. | $\checkmark$ | Transportation Planning has preliminarily <br> approved the proposal. |
| 33 | Mobility: Goal 3 | 10. Ensure that necessary <br> improvements occur in <br> accordance with long-range <br> transportation plans and level of <br> mobility criteria for all modes of | $\checkmark$ | Transportation Planning has preliminarily <br> travel |
| approved the proposal. |  |  |  |  |


| \# | Plan 2040 Plan <br> Element | Land Use \& Development <br> Policy | Staff <br> Finding |  |
| :--- | :--- | :--- | :--- | :--- |
| 39 | Economic <br> Development: Goal 1 1 | U. Utilize industrial sites near the <br> airport and the Ohio River to sup- <br> port the growth and development <br> of uses whose infrastructure and <br> production needs require such a <br> location or for land uses that <br> suport airport-oriented or river- <br> oriented industrial uses. | NA | The proposal is not for industrial. |
| 40 | E. Require industrial <br> developments to locate with the <br> appropriate transportation <br> connectivity, near an arterial <br> street or within existing industrial <br> subdivisions. | NA | The proposal is not for industrial. |  |
| Development: Goal 1 |  |  |  |  |


| \# | Plan 2040 Plan <br> Element | Land Use \& Development <br> Policy | Staff <br> Finding | Staff Analysis |
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## 4. Proposed Binding Elements

1. The development shall be in accordance with the approved district development plan, all applicable sections of the Land Development Code (LDC) and agreed upon binding elements unless amended pursuant to the Land Development Code. Any changes/additions/alterations of any binding element(s) shall be submitted to the Planning Commission or the Planning Commission's designee for review and approval; any changes/additions/alterations not so referred shall not be valid.
2. No outdoor advertising signs, small freestanding signs, pennants, balloons, or banners shall be permitted on the site.
3. The existing access point(s) to Taylorsville Road (are) to be closed and access to the site be made from the new curb cuts as shown on the development plan.
4. Construction fencing shall be erected when off-site trees or tree canopy exists within 3' of a common property line. Fencing shall be in place prior to any grading or construction to protect the existing root systems from compaction. The fencing shall enclose the entire area beneath the tree canopy and shall remain in place until all construction is completed. No parking, material storage or construction activities are permitted within the protected area.
5. Before any permit (including but not limited to building, parking lot, change of use, site disturbance) is requested:
a. The development plan must receive full construction approval from Construction Review, Louisville Metro Public Works and the Metropolitan Sewer District.
b. Encroachment permits must be obtained from the Kentucky Transportation Cabinet.
c. A minor subdivision plat or legal instrument shall be recorded creating the lot lines as shown on the development plan and dedicating additional right-of-way to Taylorsville Road to provide a total of 65 feet from the centerline. The minor plat shall also show an access easement to the R-4 property to the south. A copy of the recorded instrument shall be submitted to the Division of Planning and Design Services prior to obtaining a building permit.
d. The property owner/developer must obtain approval of a detailed plan for screening (buffering/landscaping) as described in Chapter 10 prior to requesting a building permit. Such plan shall be implemented prior to occupancy of the site and shall be maintained thereafter.
e. A Tree Preservation Plan in accordance with Chapter 10 of the LDC shall be reviewed and approved prior to obtaining approval for site disturbance.
f. The materials and design of proposed structures shall be substantially the same as depicted in the rendering as presented at the October 6, 2022 Planning Commission meeting. A copy of the approved rendering is available in the case file on record in the offices of the Louisville Metro Planning Commission.
6. A certificate of occupancy must be received from the appropriate code enforcement department prior to occupancy of the structure or land for the proposed use. All binding elements requiring action and approval must be implemented prior to requesting issuance of the certificate of occupancy, unless specifically waived by the Planning Commission.
7. There shall be no outdoor music (live, piped, radio or amplified) or outdoor entertainment or outdoor PA system permitted on the site.
8. The applicant, developer, or property owner shall provide copies of these binding elements to tenants, purchasers, contractors, subcontractors and other parties engaged in development of this site and shall advise them of the content of these binding elements. These binding elements shall run with the land and the owner of the property and occupant of the property shall at all times be responsible for compliance with these binding elements. At all times during development of the site, the applicant and developer, their heirs, successors; and assignees, contractors, subcontractors, and other parties engaged in development of the site, shall be responsible for compliance with these binding elements.
9. The fencing along Taylorsville Road shall be a four board horse fence with wire fencing attached to the back.
10. Lighting:
a) All exterior lighting, whether freestanding or attached to any structure, including street lights, lot lights and lighting for any signage, shall be fully shielded, shall utilize flat or hidden lenses, and shall be pointed directly to the ground. The following are exceptions to this requirement:
i) Low voltage landscape lighting aimed away from adjacent properties and not exceeding 2000 lumens in output per fixture.
b) No lighting shall have a correlated color temperature (CCT) exceeding 2700 degrees Kelvin.
c) No parking lot light fixtures shall be more than fourteen feet high, measured from ground level.
11. Signage:
a) No lighted signage shall be placed above the first-floor level, except it shall be allowed on a gable over an entrance if fully shielded and pointed directly to the ground and not backlit.
b) No changing image or moving signs shall be permitted.
c) All freestanding signage shall not exceed six feet in height, measured from ground level
