

Planning Commission

Staff Report

August 16, 2018



Case No: 18NEIGHPLAN1002 & 18NEIGHPLAN1003

Project Name: Dixie Highway Town Center - Lower Hunters Trace Plan

Applicant: Louisville Metro Advanced Planning

Jurisdiction: Louisville Metro

Council District: 12 (Rick Blackwell)

Case Manager: Kendal Baker, AICP

REQUEST

- Review and Approval of Dixie Highway Town Center – Lower Hunters Trace Plan - 18NEIGHPLAN1002
- Executive Summary of Plan to be Amendment to Cornerstone 2020 - 18NEIGHPLAN1003

CASE SUMMARY

Background

The Lower Hunters Trace (LHT) Town Center study is an outgrowth of the larger Dixie Highway Corridor Master Plan performed by HNTB and Associates and adopted by Metro Council in 2012. This Study looked at the length of Dixie Highway from Broadway to Valley Station, and made recommendations for public improvements to enhance safety along the corridor, create a greener more pedestrian friendly environment, and most specifically, to establish four new planned town centers at key nodes along the corridor, including the Lower Hunters Trace Town Center.

Planned town centers were identified around distinct cores, typically at the intersection of major roads and transit routes. The other town centers are proposed by the Master Plan are: Oak Street, South of I-264, and Valley Station. An town center at Shively/Crums Lane already exists. These town centers were envisioned to be denser, mixed-use communities that meet the daily needs of residents and are proposed to be pedestrian and transit oriented. Of the four new town centers, Metro Louisville initially commissioned this study to focus on the Lower Hunters Trace Area.

The development of new Town Centers is consistent with one of the principal themes of Cornerstone 2020: *Encourage town centers that serve multiple neighborhoods and provide places to work and shop in close proximity allowing many people to conveniently walk, bicycle or ride transit. Encourage town centers to have a defined center such as a plaza or square about which development or redevelopment occurs in a centralized rather than a linear pattern.*

This study seeks to expound upon and implement the recommendations of the prior Dixie Highway Corridor Master Plan and to provide development alternatives previously unavailable in the project area. A Planned Development District (PDD) will be drafted and available for adoption by the Planning Commission and the Louisville Metro Council, formally designating this area as a Town Center Form District and putting in place the Lower Hunters Trace PDD zoning.

Public Process

This Study's recommendations and the supporting Planned Development District (PDD) are the result of a year long work effort conducted with multiple citizen and property owner meetings. A team of citizen stakeholders representing various property and interest groups was assembled to advise the process. Other input was sought through a public charrette on Dixie Highway that was conducted at National College in early June 2014.

Key properties were identified that could be prioritized for redevelopment as hallmarks for the future Town Center character. Individual meetings were conducted with these property owners about this study and master plan, the future zoning change to PDD, and the role their property could play in the Town Center growth and development. The key properties are: Dixie Manor Shopping Center; St. Paul Catholic Church; and Southwest Government Center.

A common theme to all discussions was the goal of creating a simple-to-use format that encourages redevelopment. Providing incentives that support implementation of the master plan has also been uppermost in discussions with local elected officials and the administration.

Lower Hunters Trace Town Center Plan Vision Statement

Using the Planned Development District (PDD) to create a compact and economically viable mixed-use development pattern, Lower Hunters Trace should be the pedestrian-friendly focal point of the surrounding community. Its location along the Dixie corridor will enable true Lower Hunters Trace Plan multi-modal access by bus, car, and bicycle, while promoting the pedestrian experience. The PDD design guidelines will strive for a small-town character for the area that also promotes sustainable building and site development practices.

Goals and Objectives

These goals and objectives were developed as part of the Lower Hunters Trace study:

- Goal 1: Engage the community in an effort to proactively address and encourage development.
- Goal 2: Establish a town center design concept that promotes the surrounding area and creates desirable small town character.
- Goal 3: Promote a pedestrian-friendly environment.
- Goal 4: Coordinate infrastructure development needed to support growth as outlined in the project area.

Planned Development District

This plan produced an overall framework plan for the Town Center, using Planned Development District (PDD) zoning to codify the proposed structure of redevelopment. Conceptually, the plan calls for new streets and for raising the zoning use category to a consistent C-2 level over the entire area, as the foundation for the PDD zoning. This would significantly increase the list of potential uses as well as the density and intensity of possible development patterns.

Also, the charrette produced specific vignettes and potential redevelopment sites that could set the tone and establish the future character. The three primary potential redevelopment sites are:

- 1.) **A Revitalized Dixie Manor** – The phased redevelopment plans for Dixie Manor, that create four new city blocks of potential mixed use infill.
- 2.) **The Golden Zone** – The development of the vacant land adjacent to Dixie Manor and owned by St. Paul's Church as a planned retirement community, with specific land use restrictions to assure a "golden zone" type of development.

- 3.) **Southwest Government Center as a Recreation Center** – The creative reuse of the Metro owned real estate of the Southwest Government Center, themed around health and wellness, provides recreation and fitness options for all ages.

Recommended Planned Development District Standards

Land Use Categories

The PDD defines Permitted, Limited, and Conditional Land Uses. Permitted Uses are an edited version of C-2 uses listed within the current Land Development Code. Conditional Uses are consistent with those uses within the Land Development Code, Chapter 4.2.

Limited Uses are comprised of either specific land uses or categories that may be permitted as long as the associated criteria, such as location, are met. These locational and design criteria are prerequisites to the category, and therefore, are not eligible for waivers and variances. There are three limited land use categories:

Limited Use Category 1 (LU-1) is limited by location and applies to all C-2 uses that are directly or indirectly related to the automobile. Indirect automobile uses would be those that propose to develop drive-through or drive-in related facilities. More direct uses related to the automobile include automobile service stations and gas stations. This limited use category is only permitted on the smaller lots and occurs within the first 250 feet of depth from Dixie Highway. Automobile and truck service, sales and rental facilities are prohibited, except as noted in LU-2.

Limited Use Category 2 (LU-2) is also limited by location and contains automobile and truck service, sales, and/or rental facilities. These are permitted on all of their existing property locations. They are, therefore, conforming uses on their existing lots that may expand or reconfigure their buildings and site layout as necessary over time. Site and building design would follow the same standards as the rest of the PDD.

Limited Use Category 3 (LU-3) is a Planned Retirement Community (PRC) that is permitted based on standards and design requirements as noted and mapped in PDD. This area, behind St. Paul Church, is limited to the type of uses associated with Planned Retirement Community, defined in the PDD. Planned Retirement Community is defined as a development comprised of dwellings with residential services operated as a coordinated unit by a corporation or organization, having among its principal purposes the provision of housing and associated services for persons 55 years or older.

Access and Mobility

One of the central recommendations of this PDD will create an improved access via a street grid that also define and aligns key intersections on both side of Dixie Highway. The existing road infrastructure should be supplemented through the extension of the proposed internal Shopping and Side Streets to serve the Town Center. Shopping Streets are the internal streets that are smaller in scale and designed for maximum retail interaction. Side Streets provide connective from Dixie Highway to the Shopping Streets and preferred access to off-street parking. Bicycle and Pedestrian and Bus Transit standards are also recommended.

Site Design and Development Standards

Building placement should reinforce the sense of scale and setback appropriate to that portion of the Town Center. Development should occur in accordance with *Pedestrian-Friendly Design Principles*.

Building Design Standards

Building Design Standards are provided to address New and Substantially Remodeled Structures; Building Facades; Roofs; Awnings and Canopies; and Building Systems.

Parking Requirements and Design

Standards are provided for Parking Requirements and Parking Lot Design.

Town Center Amenities

Standards are provided to address Landscape Concept; Streetscape Design; Landscape Requirements; Lighting Requirements; and On-premise Signage Requirements.

Executive Summary

Consistent with the format of all neighborhood/small area plans (and as required in Chapter 161, the Neighborhood Plan Ordinance), the executive summary includes the Vision Statement for the Dixie Highway Town Center - Lower Hunters Trace Plan and a summary of recommendations from the plan (Section B: Planned Development District and Section C: Implementation).

Staff Findings

The Dixie Highway Town Center - Lower Hunters Trace Plan is in conformance with the Cornerstone 2020 comprehensive plan. More specifically, the recommendations support the following plan elements and policies of the comprehensive plan:

Guideline 1 Community Form

The proposed Land Use/Community Form recommendations in the Dixie Highway Town Center - Lower Hunters Trace Plan promote new development and redevelopment that will be designed to be compatible with the scale, rhythm, form and function of the existing development as well as with the pattern of uses. The plan promotes the Town Center form, which is a traditional and preferred form and forms a focal point of activity. Cornerstone 2020 encourage the creation of new town centers.

Guideline 2 Centers

The plan encourages mixed land uses organized around a compact activity center. The proposed Lower Hunters Trace Town Center plan encourage vitality and a sense of place; it encourages commercial revitalization that will result in efficient land use and cost-effective infrastructure investment.

Guideline 3 Compatibility

The plan proposes recommendations for promoting the commercial corridor while maintaining the existing residential and natural character of the area. The proposed recommendations will minimize impacts to existing residences, schools and other areas in the neighborhood.

Guideline 4 Open Space

The plan proposes recommendations for enhancing and connecting open spaces serving the neighborhood and area. Plan proposes the creation of a recreation destination at the Southwest Government Center. This would enhance the quality of life of the neighborhood and the region through the provision of accessible and functional open space.

Guideline 5 Natural Areas and Scenic and Historic Resources

The plan recommends efforts to cultivate interaction with the area's natural amenities and enhance the streetscape of the neighborhood.

Guideline 6 Economic Development and Sustainability

The plan encourages growth and development along the corridor and the establishment of a town center.

Guideline 7 Circulation

The proposed recommendations include improvements to multi-modal functionality and safety that is coordinated with desired growth and development patterns.

Guideline 9 Bicycle, Pedestrian and Transit

The plan recommendations encourage improvements to the current street and sidewalk networks to support access to community facilities via walking and biking. The recommendations also would provide for enhanced access to public transit.

Guideline 12 Air Quality

The plan encourages development with densities and mixtures of land uses that encourage mass transit.

Guideline 13 Landscape Character

The plan ensures appropriate landscape design standards for different land uses within urbanized area.

Guideline 15 Community Facilities

The plan encourages the design of community facilities to ensure the high quality design and compatibility with existing development.

STAFF CONCLUSIONS

Staff finds that the proposed goals, objectives, recommendations in the Dixie Highway Town Center - Lower Hunters Trace Plan and the Executive Summary are in conformance with the Neighborhood Plan Ordinance (Chapter 161) and Cornerstone 2020 Plan Elements and Guidelines. 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.

NOTIFICATION

Date	Purpose of Notice	Recipients
August 10, 2018	Hearing before Planning Committee	Subscribers of Council District 12 Notification of Development Proposals

ATTACHMENTS

1. Lower Hunters Trace Planned Development District Town Center Plan
2. Executive Summary