

Louisville Metro Planning Commission Public Hearing- August 4, 2016

Louisville Metro Land Development & Transportation Committee – July 7, 2016

Neighborhood Meetings – November 30, 2015 and March 16, 2016

Docket No. 15ZONE1065

Zone change from R-4 to C-1 to allow a combination Crossroads IGA grocery store with hardware store and fuel pumps on property located at 8001 Smyrna Parkway



Attorneys: Bardenwerper Talbott & Roberts, PLLC

Land Planners, Landscape Architects & Engineers: Arnold Consulting Engineering Services, Inc.

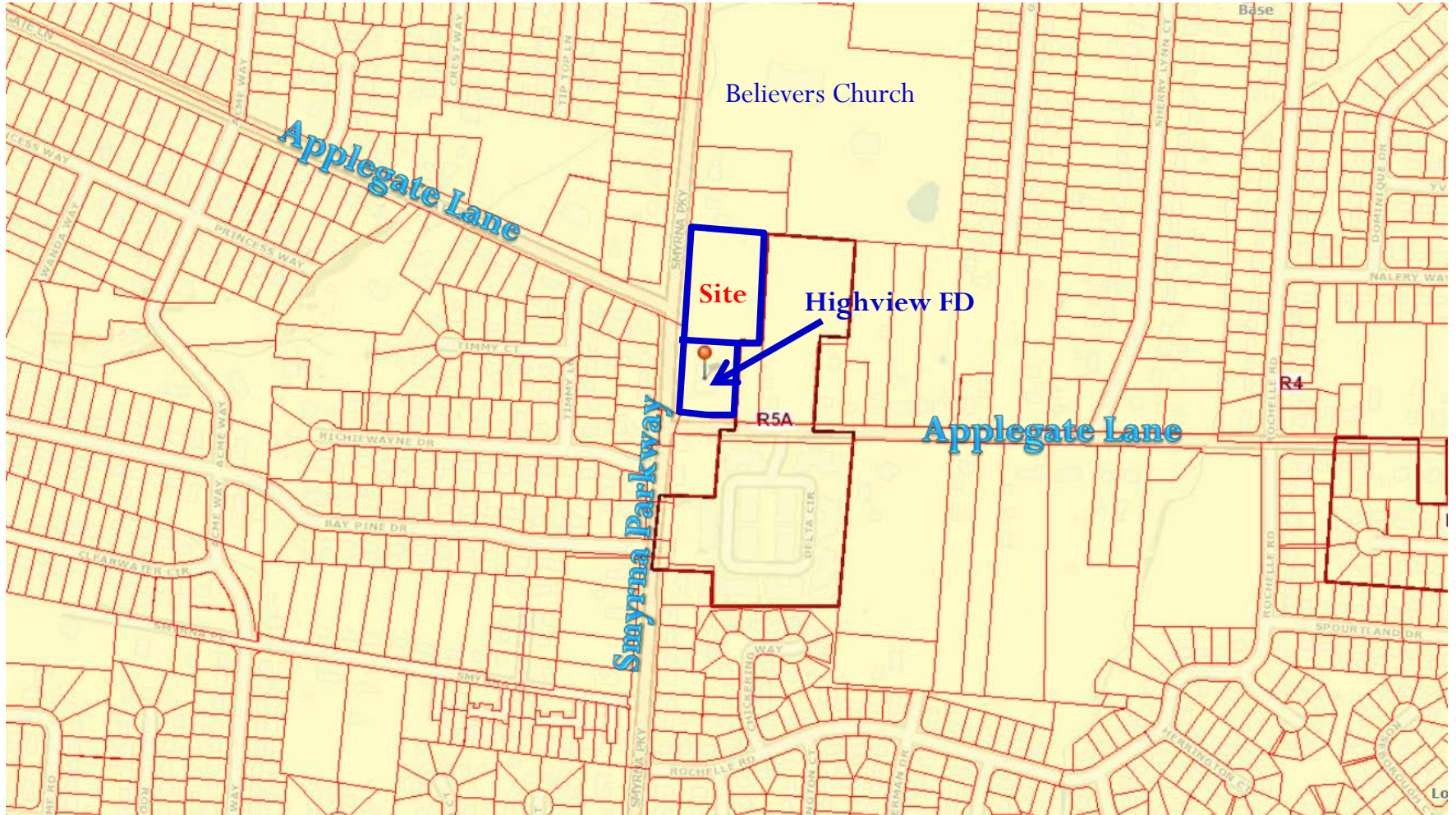
Traffic Engineer: CDM Smith Engineers

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Tab 1

LOJIC Zoning Map



Tab 2

Aerial photograph of the site and
surrounding area



Believers Church

Site

Highview FD

Applegate Lane

Applegate Lane

Smyrna Parkway

R4

R5A

R5

Tab 3

Ground level photographs of the site and surrounding area



View of Smyrna Parkway looking south towards Gene Snyder. Site is on the left.



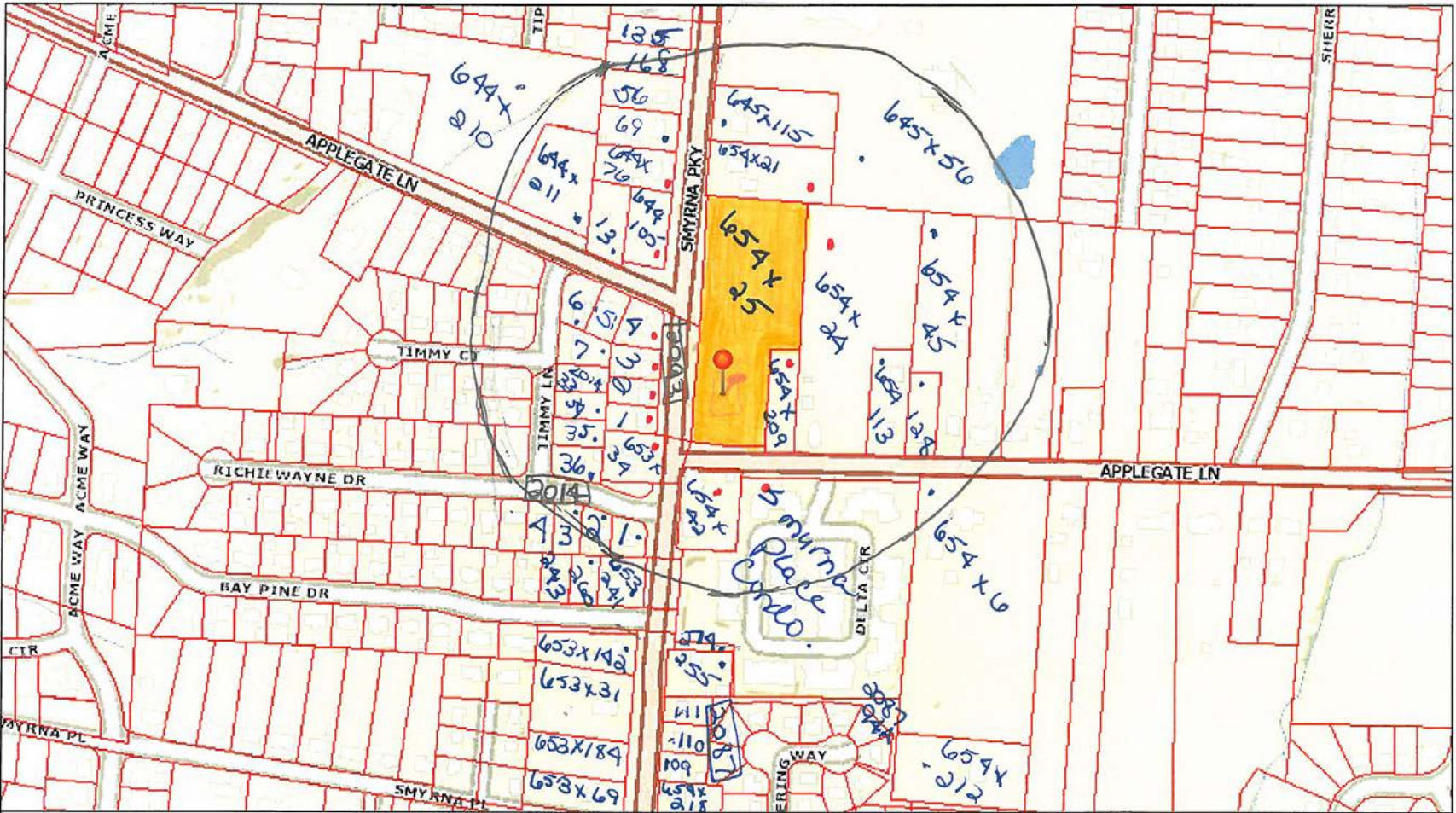
View of Smyrna Parkway looking north towards Outer Loop. Site is on the right just past the fire station.



View of site from Smyrna Parkway just past the fire station.

Tab 4

Neighborhood Meeting notice list map,
letter to neighbors inviting them to the
meetings and summary of meeting



Houchens/8001 Smyrna Pkwy.



0 200 400ft

11/4/2015, 12:44:50 PM



Louisville Metro, MSD, LWC & PVA © 2015

This map is not a legal document and should only be used for general reference and identification.

CROSSROADS IGA

700 Church Street
Bowling Green, KY 42101

November 16, 2015

Dear Neighbor,

RE: Zone change from R-4 residential to C-1 commercial to allow a combination Crossroads IGA grocery store with restaurant, hardware store and fuel pumps on approximately 2.5 +/- acres, to be located on the rear, northern portion of the Highview Fire Station at the northeast corner of Smyrna Parkway and Applegate Lane at 8001 Smyrna Parkway

We are writing to invite you to a meeting we have scheduled to present neighbors with our plan for a combination Crossroads IGA grocery store with restaurant, hardware store and fuel pumps.

Accordingly, we have filed a plan for pre-application review with the Division of Planning and Design Services (DPDS) that has been assigned case number 15ZONE1065. A case manager will be assigned in a few days and we will have the name of the case manager at the neighbor meeting.

We would like to show and explain our plan to neighbors so that we might hear what thoughts, issues and perhaps even concerns you may have. In that regard, a meeting will be held on **Monday, November 30, 2015 at 7:00 p.m.** at the **Jefferson County Central Government Center** located at **7201 Outer Loop**.

If you cannot attend the meeting but have questions or concerns, please call our local land use attorney Bill Bardenwerper at 426-6688, or our land planning and engineering firm representatives Jeff Arnold and Brian Shirley at 270-780-9448.

We look forward to seeing you.

Sincerely,



Tim Rich

cc: Hon. James Peden, Metro Councilman, District 23
Bill Bardenwerper, attorney with Bardenwerper, Talbott & Roberts, PLLC
Jeff Arnold P.E., PLS and Brian Shirley RLA, land planners/engineers with Arnold
Consulting Engineering Services
Brian Davis, Planning & Design Services supervisor

CROSSROADS IGA

700 Church Street
Bowling Green, KY 42101

March 1, 2016

Dear Neighbor,

RE: Follow-up meeting regarding our proposed zone change from R-4 residential to C-1 commercial to allow a combination Crossroads IGA grocery store with restaurant, hardware store and fuel pumps on approximately 2.5 +/- acres, to be located on the rear, northern portion of the Highview Fire Station at the northeast corner of Smyrna Parkway and Applegate Lane at 8001 Smyrna Parkway, Case No. 15ZONE1065

We are writing to invite you to a follow-up meeting to the one we held on November 30th to again present neighbors with our plan for a combination Crossroads IGA grocery store with restaurant, hardware store and fuel pumps.


We previously filed a plan for pre-application review with the Division of Planning and Design Services (DPDS). It has been given DPDS Case No 15ZONE1065 and Brian Davis as its DPDS case manager. This follow-up meeting is for us to show and explain to neighbors our latest plans and traffic study so that we might hear what added thoughts, issues and perhaps continuing concerns you may have.

In that regard, a meeting will be held on **Wednesday, March 16, 2016 at 7:00 p.m.** at the **Jefferson County Central Government Center** located at **7201 Outer Loop**.

If you cannot attend the meeting but have questions or concerns, please call our local land use attorney Bill Bardenwerper at 426-6688, or our land planning and engineering firm representatives Jeff Arnold and Brian Shirley at 270-780-9445.

We look forward to seeing you.

Sincerely,



Tim Rich

cc: Hon. James Peden, Metro Councilman, District 23
Andrew Webb, Crossroads IGA
Bill Bardenwerper, attorney with Bardenwerper, Talbott & Roberts, PLLC
Jeff Arnold P.E, PLS and Brian Shirley RLA, land planners/engineers with Arnold
Consulting Engineering Services
Brian Davis, Planning & Design Services case manager

NEIGHBORHOOD MEETING SUMMARY

The neighborhood meeting was called to order by Bill Bardenwerper (zoning counsel for the applicant) at 7 PM on Monday, November 30th at the Central Government Center on Outer Loop.

Before introducing Houchens and the professional land planning and engineering representatives for the project, he showed a PowerPoint presentation, which contained aerial views, a site plan and images of both the outside and inside of the proposed Crossroads IGA Market/Ace Hardware store. He explained all of these images in summary form and also explained the process of rezoning, including all the steps, the timing, how the impact mitigation Guidelines and Policies of the local Comprehensive Plan serve as the test for rezoning and development plan reviews and approvals, etc.

Mr. Bardenwerper then introduced Brian Shirley, the land planner/engineer who explained the site plan. He noted the two access points on Smyrna Lane. He referred to the main entrance lining up with the westerly extension of Applegate Lane. He explained where the detention basin is proposed to be located and further explained, generally speaking, how storm water management is handled in Metro Louisville and will be at this site. Mr. Bardenwerper also explained how storm water management/detention works locally.

Following these presentations, Houchens representatives Tim Rich and Andrew Webb, among other Houchens representatives present, talked about the Houchens Company, the types of grocery stores it owns around the country, and particularly this "Crossroads IGA" concept. The Houchens representatives made particular reference to its relatively new store on Shelbyville Road at Beckley Station Road, although this new proposed Smyrna store will have far fewer pumps outside and an Ace Hardware inside. The emphasis here is on groceries more so than gas and convenience goods.

The floor was then opened to lots of questions and the comments, mostly negative (although, after the meeting, a significant number of people came forward to explain their support and reasons why).

Traffic was the main issue, having to do with the need, people said, for a traffic study and the supposed large volume of traffic on Smyrna Lane and the particular difficulty this causes for eastbound Applegate Lane traffic to make a left turn at a non-signalized intersection with Smyrna. There were also many questions about whether there could be a traffic signal at one of the Applegate Lane intersections with Smyrna.

Mr. Bardenwerper explained how traffic studies are done locally and that this applicant had not yet heard from Metro Transportation Planning about what is needed in that regard. But he said that he and Houchens would commit to a traffic study irrespective of what Metro Transportation Planning says and that the applicant would favor a traffic signal at its main entrance across from the western extension of Applegate Lane. A signal warrant analysis will be done in that regard.

People present had lots of comments about traffic and access, including the possibility of a road to connect this site to the easterly extension of Applegate Lane. On the other hand, some people were very much opposed to that idea, notably one of the individuals who resides in the condominium community on the south side of Applegate Lane next to the Smyrna Inn.

Although traffic and access issues predominated the discussion, there were also questions and comments pertaining to why this store at this location. Houchens representatives explained their concept, as opposed to that of other larger grocery stores. Basically what they explained is that the Crossroads IGA concept is a modern-day version of the old corner grocery store. It is intended to provide for easy access by people residing in surrounding, usually densely populated areas, as here. That way, people living nearby wanting to do generally small amounts of grocery shopping, often times in an emergency or hurry, can do so in close proximity to their homes, reducing wasted time and vehicle miles traveled.

There were also questions about whether Houchens would be willing to consider conditions of approval (binding elements) relating to such things as hours of operation, hours of delivery, screening/buffering and the like. When asked about all of these, Houchens representatives assured those present that most of its Crossroads IGA stores open at 6 AM and close at 11 PM, except for 24-hour fuel pump operations. As to lighting, Mr. Bardenwerper explained how lighting is regulated by the local Land Development Code. But someone remarked that the Shelbyville Road store seems to have lighting that bleeds onto Shelbyville Rd. Therefore, Houchens representatives agreed to take a closer look at that lighting plan compared to the one anticipated for this site. Of course, it was noted that there are far fewer pumps at this location than at Houchens' Shelbyville Road location.

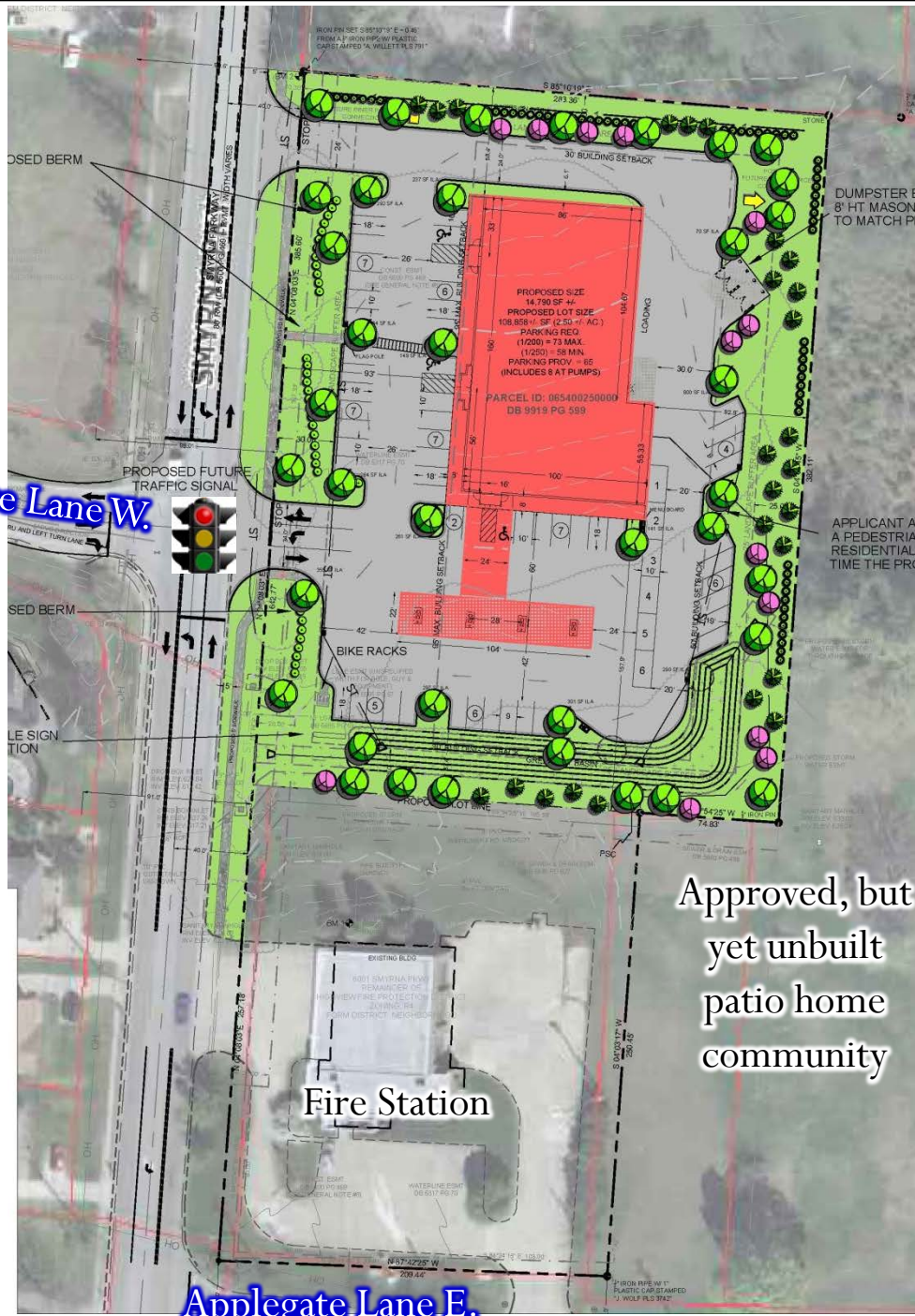
As to deliveries, Houchens representative said they occur during normal business hours. Under no circumstances do they occur after its stores are closed. Most delivery trucks are ones making multiple runs to multiple store locations, so whether they come and go from the north or south, meaning to and from the Outer Loop or Snyder Freeway, is yet to be determined.

Respectfully submitted,

Bill Bardenwerper
Bardenwerper, Talbott & Roberts, PLLC
1000 N. Hurstbourne Pkwy., 2nd Floor
Louisville, KY 40223
502-426-6688

Tab 5

Development Plan



Applegate Lane W

Approved, but
yet unbuilt
patio home
community

Applegate Lane E

Tab 6

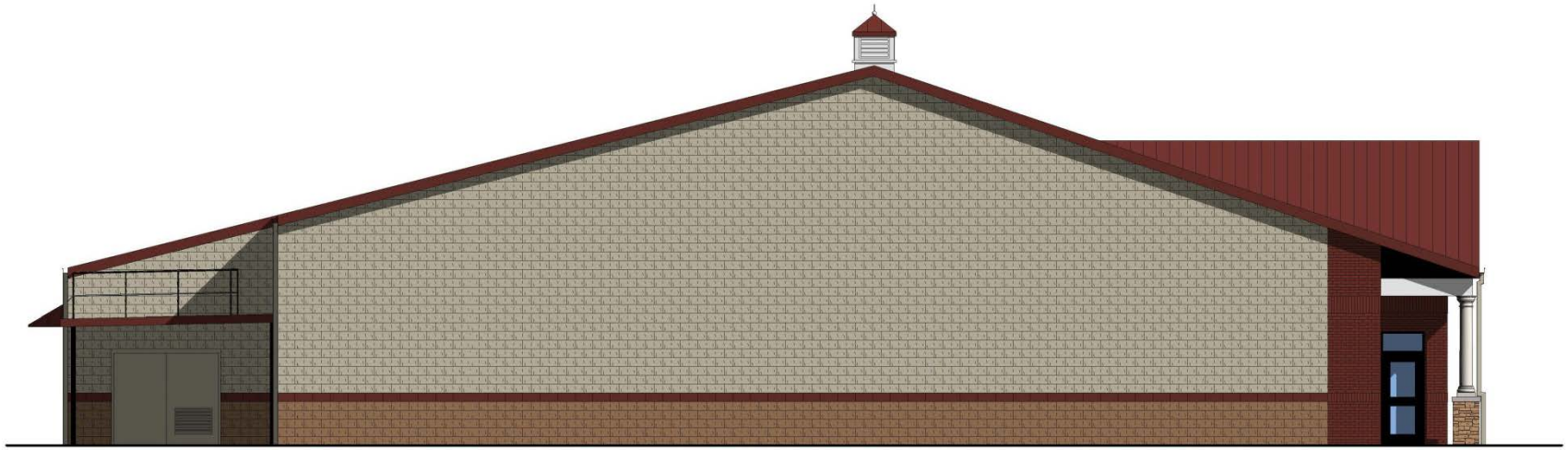
Building Elevations and interior
photographs



1 EXTERIOR BUILDING COLOR ELEVATION - GROCERY ENTRANCE
1/8" = 1'-0"



2 EXTERIOR BUILDING COLOR ELEVATION - DRIVE-THRU
1/8" = 1'-0"



4 EXTERIOR BUILDING COLOR ELEVATION - SERVICE / LOADING
1/8" = 1'-0"



3 EXTERIOR BUILDING COLOR ELEVATION - GAS ENTRANCE
1/8" = 1'-0"



Typical Grocery Section Featuring Fresh Produce



Fresh Fruits, Vegetables, and Meat





Frozen Food Department



Dairy Department



Breakfast and Deli Meats



Standard Grocery Offerings



Coffee Area



Tab 7

Proposed Additional Binding Element

Proposed Additional Binding Element

- Funding for the design and installation of a traffic signal and right turn lane (eastbound) shall be provided by the Owner/Developer at the Applegate Lane and Smyrna Parkway intersection. Traffic Signal installation shall be performed by Louisville Metro. Construction plans for the traffic signal and right turn lane, a bond and encroachment permit from Transportation Planning will be required prior to construction approval for the site. The traffic signal installation and right turn lane construction shall be completed before the issuance of the certificate of occupancy. Additional intersection improvements may be required after construction plan review by Transportation Planning, Traffic Engineering and Metro Public Works.

Tab 8

Traffic Study



REPORT

Crossroads IGA
8001 Smyrna Parkway
Louisville, KY

Traffic Impact Study

Louisville Metro Planning

March 8, 2016

Revised May 2, 2016

**CDM
Smith**

AM Peak Hour Levels of Service highlighted in RED
 PM Peak Hour Levels of Service highlighted in BLUE

Table 2 - Level of Service Results

	AM Peak Hour				PM Peak Hour				Traffic Signal	
	2015 Existing	2017 No Build	2017 Build	2017 Build EB R	2015 Existing	2017 No Build	2017 Build	2017 Build EB R	2017 AM Build	2017 PM Build
Smyrna Parkway at Applegate Lane									C 25.4	C 32.8
Applegate Lane Eastbound	A 9.7	A 9.7	F 213.9	F 87.8	F 50.7	F 54.3	F 158.6	D 32.0	D 37.5	D 39.5
Crossroads IGA Westbound	NA	NA	F 377.8	F 377.8	NA	NA	F 1537.8	F 1537.8	D 54.7	E 55.9

1st Conclusion: Traffic signal at Crossroads entrance for Smyrna Parkway and eastbound Applegate Lane traffic required to improve the “build” traffic conditions in the AM peak hour.

2nd Conclusion: Traffic signal at Crossroads entrance for Smyrna Parkway and eastbound Applegate Lane traffic required to improve both the “no-build” and “build” traffic conditions in the PM peak hour.

3rd Conclusion: Traffic signal at Crossroads entrance for Smyrna Parkway and westbound Applegate Lane traffic required to provide acceptable ingress and egress in both the AM and PM peak hours.

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Introduction

The proposed Crossroads IGA in Louisville, KY is located on Smyrna Parkway east of Applegate Lane (west) intersection and north of Highview Fire Station Number 2. Crossroads IGA is proposing a 14,532 square foot neighborhood grocery with eight fueling positions. The building will also house a hardware store and a fast-food restaurant. Figure 1 displays a map of the site. Access to the tract will be from two entrances on Smyrna Parkway. The purpose of this study is to examine the traffic impacts of the proposed development upon the adjacent highway system. For this study the impact area was defined to be the intersection of Applegate Lane (west) and Smyrna Parkway.



Figure 1
Site Location

Existing Conditions

Smyrna Parkway is maintained by Metro Louisville with an estimated 2015 ADT of 12,200 vehicles per day between Outer Loop (KY 1065) and Manslick Road (KY 2845), as estimated from the Kentucky Transportation Cabinet 2014 count at station 402. The road is a three lane road with ten-foot lanes a two-way left turn lane and curb and gutter. The posted speed limit is 35 mph. There are sidewalks on the west side. The intersection with Applegate Lane is controlled with a stop sign. There are no turn lanes on Applegate Lane.

A.m. and p.m. peak hour traffic counts were obtained at the intersection on December 17, 2015 (see Appendix A). The a.m. peak hour occurred between 7:00 and 8:00 and the p.m. peak hour occurred between 5:00 and 6:00 p.m. Figure 2 illustrates the existing peak hour traffic volumes.

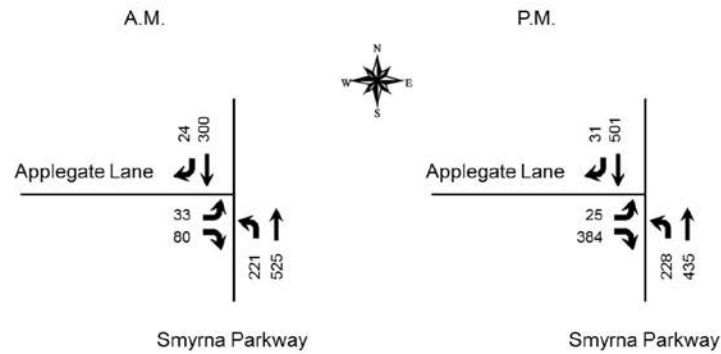


Figure 2
2015 Peak Hour Counts

Future Conditions

The projected completion year for this development is 2017, so the analysis year for this study is 2017. To predict traffic conditions in 2017, one percent annual growth in traffic was added. This growth is based upon a review of the historical growth at KYTC count stations 401 and 402. **Figure 3** displays the 2017 No Build volumes.

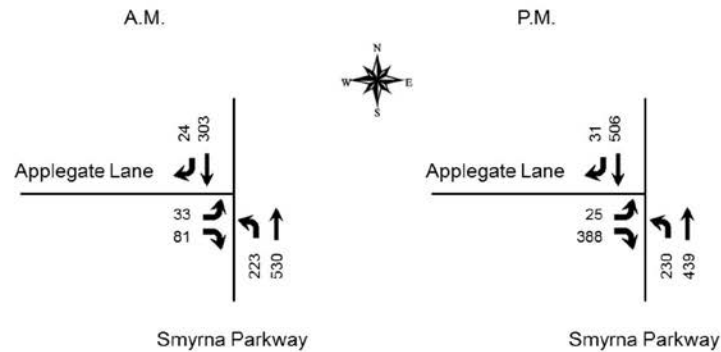


Figure 3
2017 No Build Peak Hour Volumes

Trip Generation

The Institute of Transportation Engineers Trip Generation Manual, 9th Edition contains trip generation rates for a wide range of developments. The land uses of “Gasoline/Service Station with Convenience Market (945)”, “Fast-Food with Drive-Through Window (934)” and “Hardware Store (816)” best describes this development. The trip generation results were compared with existing Crossroads IGA sites to confirm this as the best match. The trip generation results are listed in **Table 1**. The results of the trip generation analysis are that this development will generate 129 a.m. peak hour trips and 179 p.m. peak hour trips. The trips were assigned to the highway network with 70 percent to/from the south, 15 percent to/from the north and 15 percent to/from the west. This is based upon the residential density in the vicinity. **Figure 4** shows the trips generated by this development and distributed throughout the road network for the year 2017 during the peak hours. **Figure 5** displays the individual turning movements for the year 2017 for the peak hours when the development is completed.

Table 1 – Trip Generation

	AM Peak Hour			PM Peak Hour		
	Total	Enter	Exit	Total	Enter	Exit
Gasoline/Service Station with Conv Market (8 fueling positions)	81	41	40	108	54	54
Hardware Store (3,000 square feet)	3	2	1	38	18	20
Fast-Food with Drive-Through Window (1,000 square feet)	45	23	22	33	17	16
TOTAL	129	66	63	179	89	90

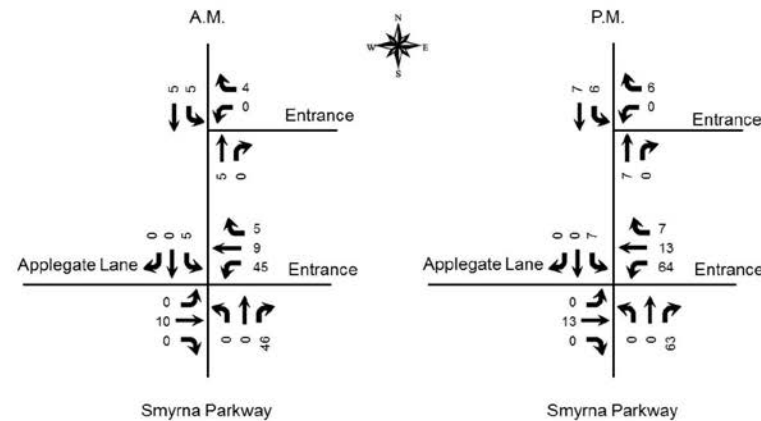


Figure 4
Trip Distribution for Site

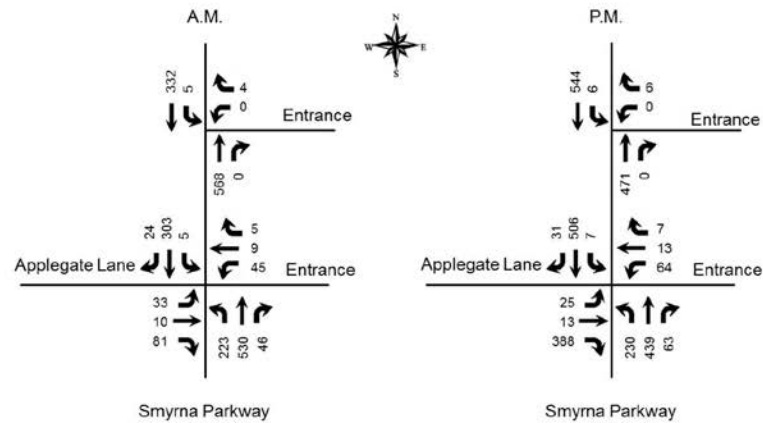


Figure 5
2017 Build Peak Hour Volumes

Analysis

The qualitative measure of operation for a roadway facility or intersection is evaluated by assigning a "Level of Service" or LOS. Level of Service is a ranking scale from A through F with each level representing a range. LOS results depend upon the type of facility that is analyzed. In this case, the LOS is based upon the average vehicle delay each movement experiences at an intersection.

To evaluate the impact of the proposed development, the vehicle delays at the intersection were determined using procedures detailed in the [Highway Capacity Manual](#), 2010 edition. Future delay and Level of Service were determined for the intersection using HCS 2010 TWSC and Streets software (version 6.70). **Table 2** shows the results of the analysis for the three scenarios analyzed. The full printouts are included in Appendix B.

Table 2 - Level of Service Results

	AM Peak Hour				PM Peak Hour				Traffic Signal	
	2015 Existing	2017 No Build	2017 Build	2017 Build EB R	2015 Existing	2017 No Build	2017 Build	2017 Build EB R	2017 AM Build	2017 PM Build
Smyrna Parkway at Applegate Lane									C	C
									25.4	32.8
Applegate Lane Eastbound	A 9.7	A 9.7	F 213.9	F 87.8	F 50.7	F 54.3	F 158.6	D 32.0	D 37.5	D 39.5
Crossroads IGA Westbound	NA	NA	F 377.8	F 377.8	NA	NA	F 1537.8	F 1537.8	D 54.7	E 55.9
Smyrna Parkway Southbound	A 9.2	A 9.2	A 9.2	A 9.2	A 9.5	A 9.6	A 9.5	A 9.5	C 21.9	C 25.8
Smyrna Parkway Northbound	NA	NA	A 9.1	A 9.1	NA	NA	A 8.4	A 8.4	C 24.2	C 33.7

Note: Level of Service, delay in seconds

Because the intersection currently experiences Level of Service F during the current p.m. peak hour and during both build peak hours, two options were evaluated. The first option is to construct an eastbound right turn lane and the second was the installation of a traffic signal. The addition of an eastbound right turn lane does not eliminate Level of Service F conditions in both peak hours.

The Manual on Uniform Traffic Control Device Warrants for installing a traffic signal were reviewed. A speed study was conducted on Smyrna Parkway on April 26, 2016. The 85th percentile speed was 46 mph. Therefore, the speed reduction has been applied to the signal warrants. Using only the volumes from the existing count, Warrant 1A is satisfied for all twelve hours. The speed study and warrant chart are included in Appendix B. The full volume on the minor street approach includes the right turn volume due to the single lane approach on Applegate Lane. Additionally, the signal meets the recommendation for installing protected left turn movement for northbound Smyrna Parkway. Installing a traffic signal will improve the overall operation of the intersection.

In order to achieve the level of service results shown in the table above, an eastbound right turn lane will also be constructed on Applegate Lane.

Conclusions

Based upon the volume of traffic generated by the development and the amount of traffic forecasted for the year 2017, there will be an impact to the existing highway network. Due to the delays currently experienced on Applegate Lane at Smyrna Parkway, a traffic signal with an eastbound right turn lane is recommended for the intersection. The installation of the traffic signal will improve the overall operation of the intersection.

6-2-16 Signal Warrant Analysis for Applegate Lane at Smyrna Parkway

TRAFFIC SIGNAL WARRANT ANALYSIS

COUNTY Jefferson DATE December 17, 2015 DAY OF WEEK Thurs
 CITY Louisville MILEPOST _____ NO. OF CORRECTIBLE CRASHES IN 12 MONTH PERIOD NA
 MAJOR STREET NAME Smyrna Parkway NO. OF MAJOR STREET APPROACH LANES 1
 MINOR STREET NAME Applegate Lane (west) w/ Crossroads volumes NO. OF MINOR STREET APPROACH LANES 1
 POSTED SPEED LIMIT MAJOR SREET 45 MPH POPULATION < 10,000 YES NO
 POSTED SPEED LIMIT MINOR SREET 35 MPH REDUCED WARRANTS BASED UPON SPEED POPULATION

TIME	MAJOR STREET TWO WAY VOLUME	MINOR STREET HIGHEST VOLUME APPROACH	Warrant 1 Condition A		Warrant 1 Condition B		Warrant 7 - CRASH EXPERIENCE (Warrant 1 Condition A or B 80% Satisfied) AND (5 or More Correctible Crashes in 12 Month Period)			
			Minimum Vehicular Volume		Interruption of Continuous Traffic		Warrant 1 Condition A - 80%		Warrant 1 Condition B - 80%	
			MAJOR	MINOR	MAJOR	MINOR	MAJOR	MINOR	MAJOR	MINOR
			500 (1) 600 (2)	150 (1) 200 (2)	750 (1) 900 (2)	75 (1) 100 (2)	400 (1) 480 (2)	120 (1) 160 (2)	600 (1) 720 (2)	60 (1) 80 (2)
			REDUCED WARRANTS				REDUCED WARRANTS			
			(56% Reduction)				(56% Reduction)			
			Yes <input type="checkbox"/>		No <input checked="" type="checkbox"/>		Yes <input type="checkbox"/>		No <input checked="" type="checkbox"/>	
			350 (1) 420 (2)		105 (1) 140 (2)		525 (1) 630 (2)		53 (1) 70 (2)	
			280 (1) 336 (2)		84 (1) 112 (2)		420 (1) 504 (2)		42 (1) 56 (2)	
			(1) = ONE LANE APPROACH				(2) = TWO LANE APPROACH			
7-8 am	1,070	83	X		X	X	X		X	X
8-9 am	756	79	X		X	X	X		X	X
9-10 am	643	65	X		X	X	X		X	X
10-11 am	611	65	X		X	X	X		X	X
11-12 am	711	105 *	X	X	X	X	X	X	X	X
12-1 pm	741	109	X	X	X	X	X	X	X	X
1-2 pm	885	145	X	X	X	X	X	X	X	X
2-3 pm	1,064	182	X	X	X	X	X	X	X	X
3-4 pm	1,010	186	X	X	X	X	X	X	X	X
4-5 pm	1,188	208	X	X	X	X	X	X	X	X
5-6 pm	1,195	230	X	X	X	X	X	X	X	X
6-7 pm	1,052	154	X	X	X	X	X	X	X	X
NUMBER OF HOURS			8		12		8		12	
COMPLIANCE			YES		YES		YES			

* additional 12 trips added by development

Tab 9

Statement of Compliance filed with the original zone change application with all applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan

Tab 10

Proposed findings of fact pertaining to
compliance with the Comprehensive Plan