

**LOUISVILLE METRO PLANNING COMMISSION MEETING MINUTES  
CASE NUMBER 17ZONE1073 ONLY  
AUGUST 16, 2018**

A meeting of the Louisville Metro Planning Commission was held on August 16, 2018 at 1:00 p.m. at the Old Jail Building, located at 514 W. Liberty Street, Louisville, KY 40202.

**Commissioners present:**

Vince Jarboe, Chair  
Marilyn Lewis, Vice Chair  
Emma Smith  
Robert Peterson  
Jeff Brown  
Rich Carlson  
Lula Howard  
David Tomes

**Commissioners absent:**

Donald Robinson

**Staff members present:**

Emily Liu, Director, Planning & Design Services  
Ken Baker, Planning Manager, Advanced Planning  
Brian Davis, Planning & Design Manager  
Julia Williams, Planning & Design Supervisor  
Joel Dock, Planner II  
Jay Lockett, Planner I  
Beth Stuber, Transportation Planning  
Tony Kelly, MSD  
Travis Fiechter, Legal Counsel  
Chris Cestaro, Management Assistant (minutes for this case only)

The following matters were considered

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Request: Change in form district from Traditional Workplace and Traditional Marketplace Corridor to Traditional Workplace, and a change in zoning from C-1, R-6, and EZ-1 to PDD.

Project Name: Passport Health Campus

Location: 1800, 1824, 1912, 2014, 2018, and 2028 West Broadway; 744 Dixie Highway; 711, 712-716, and 721 South 20<sup>th</sup> Street; 713-715 Kendall Court; and Tax Block 36C Lots 85 & 172.

Owner(s): University Healthcare Inc.

Applicant: University Healthcare Inc.

Representative(s): Jon Baker – Wyatt Tarrant & Combs  
Kelli Jones - Sabak Wilson & Lingo Inc.

Jurisdiction: Louisville Metro

Council District: 4 – Barbara Sexton Smith

Case Manager: Julia Williams, RLA, AICP, Planning Supervisor

Notices were sent by first class mail to those adjoining property owners whose names were supplied by the applicants.

The staff report prepared for this case was incorporated into the record. The Commissioners received this report in advance of the hearing, and this report was available to any interested party prior to the public hearing. (The staff report is part of the case file maintained in Planning and Design Services offices, 444 S. 5th Street.)

**Agency Testimony:**

Julia Williams presented the case summary, standard of review and staff analysis from the staff report and showed a Power Point presentation (see staff report and recording for detailed presentation.)

**The following spoke in favor of this request:**

Mark Carter, CEO, Passport Health Plan, 5100 Commerce Crossings, Louisville, KY 40229

Jon Baker, Wyatt Tarrant & Combs, 500 West Jefferson Street, Louisville, KY 40202

Kelli Jones, Sabak Wilson & Lingo, 608 S. 3<sup>rd</sup> St., Louisville, KY 40202

**Summary of testimony of those in favor:**

Mark Carter, CEO of Passport Health, summarized the applicant's proposal and showed a Power Point presentation (see recording for detailed presentations.)

Jon Baker, the applicant's attorney, continued the presentation. He gave more details about the project and explained the phases of development. The new YMCA is currently under construction. He described in detail the charrette process and the community input received. Mr. Baker said the only plan being acted upon today was the Master Plan which is in the applicant's booklet.

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Kelli Jones, an applicant's representative, described the conceptual Master Plan (phases 1 and 2) and showed the detailed site plan and elevations. Topics included, but are not limited to: transportation; building design; connectivity; emphasis on public transport, bikes and pedestrian uses; Lot Development Standards; signage; landscape and buffers; lighting; architectural standards, public art and amenity spaces.

Mr. Baker resumed the podium and further explained the Master Plan, especially the covenants, conditions and restrictions which are designed to keep uses off the campus that are not conducive to health and positive community engagement..

**The following spoke in opposition to this request:**

No one spoke.

**Deliberation:**

The Commissioners concluded that the requests were justified.

**An audio/visual recording of the Planning Commission hearing related to this case is available on the Planning & Design Services website, or you may contact the Customer Service staff to view the recording or to obtain a copy.**

**Change in Form District from Traditional Work place and Traditional Marketplace Corridor to Traditional Workplace**

On a motion by Commissioner Carlson, seconded by Commissioner Tomes, the following resolution, based on Cornerstone 2020, the applicant's proposed findings, and evidence and testimony heard today, was adopted:

**WHEREAS**, the Louisville Metro Planning Commission finds that the applicant, University Healthcare, Inc., d/b/a Passport Health Plan, proposes its zoning application seeking a change in zoning and form districts to PDD and Traditional Workplace Form, respectively, to locate its health and well-being campus (Campus) on 21.096 acres of property located on the southwest corner of West Broadway and Dixie Highway, 5.95 acres of which the Louisville Metro Planning Commission ("Planning Commission") recently approved a Revised District Development Plan (Case No. 17DEVPLAN1095) for the applicant's new 355,000 sq. ft., 4-story corporate headquarters building along the Subject Property's West Broadway frontage; and

**WHEREAS**, the Commission further finds that, based on the staff report, evidence, testimony presented at the August 16, 2018 public hearing and during its July 12, 2018 Land Development and Transportation Committee Meeting, the administrative record compiled for Case No. 17ZONE1073, and the applicant's proposed findings of fact, the proposed application for a change in zoning and form districts complies with Guideline 1 of the Cornerstone 2020 Comprehensive Plan ("Comprehensive Plan") because the Subject Property is currently located in two separate form districts – Traditional Marketplace Corridor and Traditional Workplace Forms – and, in order to ensure cohesiveness in design of the proposed Health and Well-Being

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Campus, the applicant's request to bring all of the Subject Property under the Traditional Workplace Form District is appropriate; and

**WHEREAS**, the Commission further finds that the Traditional Workplace Form District is a form characterized by predominantly small to medium scale industrial and employment uses where the streets are typically narrow, in a grid pattern and often have alleys, and where buildings have little to no setback from the street; traditional workplaces are often closely integrated with residential areas and allow a mixture of industrial, commercial and office uses and where new housing opportunities should be allowed as well as civic and community uses; traditional workplaces should be served by public transportation and because of the close proximity to residential area, parking should be encouraged to be located mostly off-street and behind buildings; adequate buffering of nearby neighbors from noise, odors, lighting and similar conditions should be provided; and

**WHEREAS**, the Commission further finds that the Traditional Workplace Form District encourages reinvestment, rehabilitation and redevelopment in these areas, and where flexible and creative site design should be encouraged along with a respect for the traditional pattern of development in the surrounding area, which the Planning Commission finds the applicant's Proposal is consistent with Guideline 1, Community Form because the Proposal seeks flexible and creative site design to accomplish, via substantial reinvestment, the redevelopment of an important yet underutilized area in West Louisville along the West Broadway and Dixie Highway corridors, an area of Louisville Metro long overdue for an infusion of new, sustainable development, that will provide a number of different job opportunities, various places to shop and eat, as well as residential dwellings to serve a population of differing social economic backgrounds, especially those in need of quality housing at affordable costs, which, ultimately, will establish vibrancy and vitality for the Subject Property; and that the Commission, based on the evidence submitted into the administrative record, believes the applicant's Proposal can and will fulfill; and

**WHEREAS**, the Commission further finds that the Proposal is an agreement with Guideline 1 of the Comprehensive Plan because the development proposed for the applicant's Health and Well-Being Campus, including the applicant's headquarters building holding the frontage along West Broadway, will have little to no setbacks from the street; the Campus will provide parking that is located mostly off-street – notably the multi-story parking garage servicing the headquarters building – and behind (or under) the mostly mixed-use buildings proposed on-site, and will supply new housing opportunities as well as civic and community uses; moreover, the applicant's Campus will be served by the new bus rapid transit system (BRT) Louisville Metro is currently working to establish along the Dixie Highway corridor, which will be the first BRT in Louisville Metro and, importantly, will be a significant transportation link between the southern and western areas of the city, where a majority of the applicant's health plan members reside and therefore can take advantage of the BRT to access the Campus; and

**WHEREAS**, the Commission further finds that the proposed rezoning to PDD complies with Guideline 1 of the Comprehensive Plan, because the proposed development will contain a mixture of appropriate uses for a health and well-being campus, including employment uses, commercial uses, healthy food options, as well as residential and office uses, often mixed

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together throughout various buildings on the Campus, all of which will offer job opportunities as well as serve the nearby neighborhoods of Russell, California, Parkland, Park Hill, along with the Portland, Shawnee, Chickasaw, Park Duvalle, Algonquin and Hallmark neighborhoods located within West Louisville; the proposed activity center will be developed at a campus scale and intensity, and will incorporate a high level of architectural design that, in conjunction with the brand new YMCA currently under construction on the southeast corner of West Broadway and Dixie Highway, will help establish a new level of quality and aesthetically-pleasing street frontages appropriate for the West Broadway corridor and with the surrounding area; once completed, the applicant's Health and Well-Being Campus and the new YMCA have great potential to act as catalysts for much-needed and continued future investment and development in the immediate area and for all of greater West Louisville; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 2, Centers, of the Comprehensive Plan because the Campus, along with the YMCA, is creating a new activity center at the key intersection of two major corridors – West Broadway, a major arterial, and Dixie Highway, a minor arterial, to support an underserved area of the community; with shared infrastructure, a mix of uses, and ready access to alternative transportation, the applicant's Proposal complies with Guidelines 2.A.2, 3, 4, 5, 6, 7, 12, 13, 14, 15 & 16; as presented by the applicant, the Campus will contain a variety of desirable uses: a state-of-the-art corporate headquarters building, medical offices, retail uses, restaurants, cafes, and potentially a pharmacy and grocery store on property where none exist today; currently, significant revitalization efforts are underway including projects like Heritage West, Vision Russell and the redevelopment of Beecher Terrace in the Russell Neighborhood and the new YMCA and MSD Maple Street Land Use, all of which will benefit from the services and goods the applicant will establish within its mixed-use activity center proposed for the Subject Property in the form of a health and well-being campus; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 2 of the Comprehensive Plan, because the Proposal will contain a mixture of neighborhood-serving retail, restaurant, and office uses which meet the day-to-day needs of nearby residents and employees, resulting in a reduction of vehicle miles traveled and total travel time, especially with easy access to the BRT system, of which a major transfer station for BRT riders will be located near the intersection of West Broadway and Dixie Highway, and the convenient access for Campus employee, resident and customer riders to the BRT will help minimize traffic congestion on the area's road network, especially traffic on West Broadway and Dixie Highway; adequate parking will be provided as required by the Land Development Code, which is designed to ensure the safe and efficient movement of vehicles and pedestrians; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 2 of the Comprehensive Plan, because the applicant's Health and Well-Being Campus is designed in a compact pattern organized around a central plaza and other focal points with landscaped pedestrian connections extending throughout the Campus, and along West Broadway and Dixie Highway; the site design and location of the buildings are consistent with the Traditional Workplace Form, will result in a more efficient land use and cost-effective infrastructure investment; interior landscape areas will be installed to break up the parking areas and enhance the overall aesthetic quality of the site; sidewalks will be built throughout the entire

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Campus to provide adequate pedestrian linkages to and through the development; the centrally located parking deck – the primary parking area on the Campus – is located behind the headquarters building, sufficiently screening it from the West Broadway corridor; the proposed development will also utilize the practice of shared access and parking to reduce curb cuts and overall impervious area; the proposed development incorporates significant landscaping; the proposed buildings reflect a high level of architectural design, and will be articulated to provide visual interest and will include architectural metals, brick and masonry facades, large windows and other animating features; the aforementioned central plaza, and various other focal points, including a seating area resembling an amphitheater, will invite community engagement and areas for Campus residents and employees and pedestrians walking through the Campus to rest, eat, visit, enjoy art, and various other activities; all of these measures will promote vitality and sense of place in this urban campus activity center; utilities will be placed in common easements to the extent permitted by the regulatory authorities to provide access for maintenance and repair, and, where feasible, the visual impact of required utilities will be minimized by placing on-site utilities underground and by screening utility equipment; and

**WHEREAS**, the Commission further finds that the Proposal complies with Guideline 3, Compatibility, of the Comprehensive Plan because, as previously mentioned, the Traditional Workplace Form District encourages reinvestment, rehabilitation and redevelopment in these areas, and where flexible and creative site design should be encouraged along with a respect for the traditional pattern of development in the surrounding area and intent of the PD District is to promote diversity and integration of uses and structures in a planned development through flexible design standards that: create new development that is livable, diverse, and sustainable; promote efficient and economic uses of land; respect and reinforce existing communities, integrating new development with existing development to ensure compatibility; provide flexibility to meet changing needs, technologies, economics, and consumer preferences; promote development patterns and land uses which reduce transportation needs and which conserve energy and natural resources; lower development and building costs by permitting smaller networks of utilities and streets and the use of shared facilities; protect and enhance natural resources; promote the development of land that is consistent with the applicable form district; encourage a variety of compatible architectural styles, building forms, and building relationships within a planned development; and preserve the historic development patterns of existing neighborhoods; and, whereas, the Commission finds that all of these items fall in line with what the applicant is aiming to achieve, therefore a change in zoning to PDD is appropriate for this site; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because, to guide the development of this campus, the applicant has adopted appropriate goals and guiding principles to review all future development against, which will ensure that they are in compliance with the applicant's vision for a state-of-the-art health and wellness campus on the Subject Property; and whereas the first phase of the applicant's Health and Well- Being Campus was approved in 2017, under case number 17DEVPLAN1095, and its construction is currently under way, which encompasses approximately 5.95 acres and includes the a new office headquarters building, a parking garage, surface parking, public plazas and green space – all representing a major investment for West Louisville; the headquarters building fronts West Broadway and will anchor phase one

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of the Campus, which will have newly restored sidewalks, landscaping and public transit stations; the headquarters building's entire first floor was designed to directly engage with and serve the community, as the first level will feature flexible meeting space and a cafeteria to serve both employees and the public, a direct response to resident feedback the applicant received in regards to the need for more healthy, sit-down dining in the neighborhood, and the east side of the headquarters of the building is designed to house an array of health and human services, including the main offices for the University of Louisville's Office of Community Engagement; and

**WHEREAS**, the Planning Commission also finds the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because, in developing the balance of the Campus, the applicant has prioritized its focus on adding services that enhance the health and well-being of not only the applicant's members, but for all members of the community, by bringing many resources together in one location to help people thrive; all proposed services will be reviewed against the applicant's Guiding Principles, as set forth in its submitted PD Booklet, to ensure compatibility with the vision for the campus; the applicant's goal is to promote diversity through flexible design standards that create livable and sustainable communities; promote efficient and economic uses of land; and respect and support the surrounding community by integrating the new development to ensure it is compatible; and whereas the Commission finds the proposed land use program will allow the applicant to have design flexibility while maintaining oversight that ensures every building appropriately fits into the vision of its health and well-being campus; and, whereas, the applicant's land use program will benefit the surrounding communities and establish compatibility within the campus as well as between the campus and the neighboring properties by encouraging a variety of compatible architectural styles and buildings, preserving the historic nature of the existing neighborhood, providing flexibility to meet changing needs, technologies, and consumer preferences; while also promoting a development that reduces transportation needs, conserving energy and enhancing natural resources; and lowering development and building costs by permitting smaller networks of utilities and streets and the use of shared facilities; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because the proposed development is located on a site that will enable proper stormwater handling and release management that will not adversely affect adjacent and downstream properties; stormwater design is required to receive approval from MSD prior to construction of the proposed development; in addition, an Erosion Prevention and Sediment Control Plan utilizing best management practices as recommended by MSD will be implemented prior to commencing construction of the development; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because the applicant's Master Plan is intended to be flexible so that a variety of uses can be accommodated, including retail, restaurants, office, medical and residential; mixed-use buildings are encouraged, but single-use buildings are also permitted; the market, rather than the Master Plan, shall determine the location of these uses; in this urban area and located at the intersection of a major and minor arterial roadways, medium to high-density development is appropriate, thus, building heights and floor area ratios should reflect as such; moreover, all proposed uses shall align with the applicant's vision to improve the health of

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the community; dumpsters will be fully screened, and outdoor lighting and signage will have a uniform theme; setbacks, buffers and landscape requirements based on the underlying Form District, along with increased connectivity and oversight by the Design Committee, ensures that new development will be compatible with existing development in the area, all of the aforementioned thereby ensures compliance with Guidelines 3.A.1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 20, 21, 22, 23, 24, 25, & 28; and

**WHEREAS**, the Commission further finds that the Proposal complies with Guidelines 4 and 5 of the Comprehensive Plan because landscaped plazas and green spaces will be provided throughout the Campus to connect proposed uses; Campus focal points and open spaces are accessible by an interconnected system of walkways linking together mixed-use buildings, living areas, office uses, shopping, and potential restaurants within the development; street trees will be provided where appropriate and public art on the campus is encouraged, especially in focal points and plaza areas; in addition, except for areas of CSO Floodplain on the Property, which will be handled in accordance with MSD requirements, the site contains no environmental limitations, scenic or historic resources which would limit the development of this property as a health and wellness campus; and, therefore, the Proposal complies with Guidelines 4.A.1, 3, & 4; and

**WHEREAS**, the Commission further finds that the applicant's rezoning of the Property to PDD complies with Guideline 6 of the Comprehensive Plan because the applicant's proposed adaptive reuse of older industrial land in an older neighborhood is the definition of economic growth and sustainability; there are multiple modes of transportation with access to major arterial streets; this major investment will bring both jobs and services to this underserved area as well as act as a catalyst for future investment, supportive land use and economic development to the immediate area on the West Broadway corridor and beyond to the greater West Louisville area; as a result, this development complies with Guidelines 6.A.2, 3, 5, 6, & 11; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guidelines 7, 8 and 9 of the Comprehensive Plan because this development improves circulation by implementing required improvements in the right-of-way, providing new private roads and sidewalks, and working with TARC to improve transit access for local and Bus Rapid Transit lines; the Campus will provide proper direct access to West Broadway, a major arterial, and Dixie Highway, a minor arterial; moreover, the mixed-use nature of this development encourages trips by bike or on-foot, promoting alternative modes of transportation and the proposed development will enable Campus and nearby area residents and future employees to minimize vehicular miles traveled, as well as total travel time, in order to minimize air pollution and to conserve fuel; and, therefore, the development is in agreement with Guidelines 7.A.1, 2, 3, 4, 10, & 16; furthermore, the development provides a safe and efficient system of transportation throughout the site; a series of private streets are proposed to supplement the existing public street network; sidewalks and bike racks are located throughout the Campus and on-street parking and street trees are encouraged where appropriate; the site has excellent access to existing TARC routes and will also be served by the new Bus Rapid Transit line on Dixie Highway; the property owner will work with TARC to determine the preferred location for



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transit stops on site and, as a result, the development complies with Guidelines 8.A.1, 4, 5, 7, 9, 10, 11, & 12 and 9.A.1, 2, 3, 4, & 5; and

**WHEREAS**, The Commission further finds that the proposed PDD zoning is in agreement with Guidelines 10 and 11 of the Comprehensive Plan because with infiltration and detention this site meets all MSD requirements with regard to stormwater quality and quantity, thereby complying with Guideline 10.A.1, 3, 7, 9, & 11; sediment and erosion control will be installed for all new construction in accordance with MSD requirements and rapid infiltration rates on site will address all water quality requirements in compliance with Guidelines 11.A.3, 4, & 5; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 12 of the Comprehensive Plan because the proposed Health and Well-Being Campus is a walkable, mixed-use development centrally located in an area that is currently underserved in available healthy food options, employment opportunities, and retail categories, and the mixture of uses being proposed on the campus will aid in lessening commuting time and, together with readily available transit access, the Proposal encourages alternative modes of transportation that will reduce the amount of overall passenger vehicle trips generated, thereby reducing vehicles miles traveled, while increased connectivity on-site will also help reduce the amount of time and need for vehicles to sit idle in traffic while promoting increased pedestrian travel, which, when weighed cumulatively, the aforementioned efforts to promote different options of transportation will help minimize the air pollution impacts of the development; as a result, the applicant's Proposal complies with Guidelines 12.A.1, 3, 4, 5, 7, & 8; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 13 of the Comprehensive Plan because, currently, very little vegetation exists on this longstanding idle site and the proposed landscaping will including parking buffers, street trees, and landscaped plazas to enhance the buildings, break up the parking areas, improve the landscape character of this area and enhance the overall aesthetics of the site; therefore, this development complies with Guideline 13.A.4, 5, & 6; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guidelines 14 and 15 of the Comprehensive Plan because the extension of private roads and adequate utilities are a key component of this development; coordination with local utility companies is already underway as a major step in Phase I to ensure that development in all future phases is adequately served; the Property is served by District No. 1 of the Louisville Metro Fire Department; hence, this development complies with Guideline 14.A.1, 2, 3, 4, 6, & 7; and

**WHEREAS**, the Commission further finds that the Cornerstone 2020 Comprehensive Plan for Louisville Metro and Jefferson County is currently being updated; and although the updated plan is not yet in effect, the Forward 2040 Comprehensive Plan has five principles of Connectivity, Healthy, Authenticity, Sustainability, and Equity, and the applicant's Health and Well-Being Campus goals and guiding principles are in agreement with all of these principals; and

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**WHEREAS**, for all of the reasons set forth at LD&T and the August 16, 2018 Planning Commission public hearing, as well as all of the information set forth in the applicant's Health and Well-Being Campus Planned Development Master Plan Booklet, the applicant's zoning application seeking PDD zoning for the Property is in agreement with all other applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan and, once adopted, the Forward 2040 Comprehensive Plan; as a result, the Planning Commission finds the proposed rezoning complies with the required statutory criteria of KRS 100.213; now, therefore be it

**RESOLVED**, the Louisville Metro Planning Commission does hereby **RECOMMEND** to the Louisville Metro Council that the requested Change in Form District from Traditional Work place and Traditional Marketplace Corridor to Traditional Workplace be **APPROVED**.

**The vote was as follows:**

**YES: Commissioners Jarboe, Lewis, Smith, Peterson, Brown, Carlson, Howard, and Tomes.**

**NO: No one.**

**NOT PRESENT: Commissioner Robinson**

**Change in Zoning from C-1, R-6, and EZ-1 to PDD (Planned Development District)**

On a motion by Commissioner Carlson, seconded by Commissioner Tomes, the following resolution, based on Cornerstone 2020, the applicant's proposed findings, and evidence and testimony heard today, was adopted:

**WHEREAS**, the Louisville Metro Planning Commission finds that the applicant, University Healthcare, Inc., d/b/a Passport Health Plan, proposes its zoning application seeking a change in zoning and form districts to PDD and Traditional Workplace Form, respectively, to locate its health and well-being campus (Campus) on 21.096 acres of property located on the southwest corner of West Broadway and Dixie Highway, 5.95 acres of which the Louisville Metro Planning Commission ("Planning Commission") recently approved a Revised District Development Plan (Case No. 17DEVPLAN1095) for the applicant's new 355,000 sq. ft., 4-story corporate headquarters building along the Subject Property's West Broadway frontage; and

**WHEREAS**, the Commission further finds that, based on the staff report, evidence, testimony presented at the August 16, 2018 public hearing and during its July 12, 2018 Land Development and Transportation Committee Meeting, the administrative record compiled for Case No. 17ZONE1073, and the applicant's proposed findings of fact, the proposed application for a change in zoning and form districts complies with Guideline 1 of the Cornerstone 2020 Comprehensive Plan ("Comprehensive Plan") because the Subject Property is currently located in two separate form districts – Traditional Marketplace Corridor and Traditional Workplace Forms – and, in order to ensure cohesiveness in design of the proposed Health and Well-Being

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Campus, the applicant's request to bring all of the Subject Property under the Traditional Workplace Form District is appropriate; and

**WHEREAS**, the Commission further finds that the Traditional Workplace Form District is a form characterized by predominantly small to medium scale industrial and employment uses where the streets are typically narrow, in a grid pattern and often have alleys, and where buildings have little to no setback from the street; traditional workplaces are often closely integrated with residential areas and allow a mixture of industrial, commercial and office uses and where new housing opportunities should be allowed as well as civic and community uses; traditional workplaces should be served by public transportation and because of the close proximity to residential area, parking should be encouraged to be located mostly off-street and behind buildings; adequate buffering of nearby neighbors from noise, odors, lighting and similar conditions should be provided; and

**WHEREAS**, the Commission further finds that the Traditional Workplace Form District encourages reinvestment, rehabilitation and redevelopment in these areas, and where flexible and creative site design should be encouraged along with a respect for the traditional pattern of development in the surrounding area, which the Planning Commission finds the applicant's Proposal is consistent with Guideline 1, Community Form because the Proposal seeks flexible and creative site design to accomplish, via substantial reinvestment, the redevelopment of an important yet underutilized area in West Louisville along the West Broadway and Dixie Highway corridors, an area of Louisville Metro long overdue for an infusion of new, sustainable development, that will provide a number of different job opportunities, various places to shop and eat, as well as residential dwellings to serve a population of differing social economic backgrounds, especially those in need of quality housing at affordable costs, which, ultimately, will establish vibrancy and vitality for the Subject Property; and that the Commission, based on the evidence submitted into the administrative record, believes the applicant's Proposal can and will fulfill; and

**WHEREAS**, the Commission further finds that the Proposal is an agreement with Guideline 1 of the Comprehensive Plan because the development proposed for the applicant's Health and Well-Being Campus, including the applicant's headquarters building holding the frontage along West Broadway, will have little to no setbacks from the street; the Campus will provide parking that is located mostly off-street – notably the multi-story parking garage servicing the headquarters building – and behind (or under) the mostly mixed-use buildings proposed on-site, and will supply new housing opportunities as well as civic and community uses; moreover, the applicant's Campus will be served by the new bus rapid transit system (BRT) Louisville Metro is currently working to establish along the Dixie Highway corridor, which will be the first BRT in Louisville Metro and, importantly, will be a significant transportation link between the southern and western areas of the city, where a majority of the applicant's health plan members reside and therefore can take advantage of the BRT to access the Campus; and

**WHEREAS**, the Commission further finds that the proposed rezoning to PDD complies with Guideline 1 of the Comprehensive Plan, because the proposed development will contain a mixture of appropriate uses for a health and well-being campus, including employment uses, commercial uses, healthy food options, as well as residential and office uses, often mixed

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together throughout various buildings on the Campus, all of which will offer job opportunities as well as serve the nearby neighborhoods of Russell, California, Parkland, Park Hill, along with the Portland, Shawnee, Chickasaw, Park Duvalle, Algonquin and Hallmark neighborhoods located within West Louisville; the proposed activity center will be developed at a campus scale and intensity, and will incorporate a high level of architectural design that, in conjunction with the brand new YMCA currently under construction on the southeast corner of West Broadway and Dixie Highway, will help establish a new level of quality and aesthetically-pleasing street frontages appropriate for the West Broadway corridor and with the surrounding area; once completed, the applicant's Health and Well-Being Campus and the new YMCA have great potential to act as catalysts for much-needed and continued future investment and development in the immediate area and for all of greater West Louisville; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 2, Centers, of the Comprehensive Plan because the Campus, along with the YMCA, is creating a new activity center at the key intersection of two major corridors – West Broadway, a major arterial, and Dixie Highway, a minor arterial, to support an underserved area of the community; with shared infrastructure, a mix of uses, and ready access to alternative transportation, the applicant's Proposal complies with Guidelines 2.A.2, 3, 4, 5, 6, 7, 12, 13, 14, 15 & 16; as presented by the applicant, the Campus will contain a variety of desirable uses: a state-of-the-art corporate headquarters building, medical offices, retail uses, restaurants, cafes, and potentially a pharmacy and grocery store on property where none exist today; currently, significant revitalization efforts are underway including projects like Heritage West, Vision Russell and the redevelopment of Beecher Terrace in the Russell Neighborhood and the new YMCA and MSD Maple Street Land Use, all of which will benefit from the services and goods the applicant will establish within its mixed-use activity center proposed for the Subject Property in the form of a health and well-being campus; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 2 of the Comprehensive Plan, because the Proposal will contain a mixture of neighborhood-serving retail, restaurant, and office uses which meet the day-to-day needs of nearby residents and employees, resulting in a reduction of vehicle miles traveled and total travel time, especially with easy access to the BRT system, of which a major transfer station for BRT riders will be located near the intersection of West Broadway and Dixie Highway, and the convenient access for Campus employee, resident and customer riders to the BRT will help minimize traffic congestion on the area's road network, especially traffic on West Broadway and Dixie Highway; adequate parking will be provided as required by the Land Development Code, which is designed to ensure the safe and efficient movement of vehicles and pedestrians; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 2 of the Comprehensive Plan, because the applicant's Health and Well-Being Campus is designed in a compact pattern organized around a central plaza and other focal points with landscaped pedestrian connections extending throughout the Campus, and along West Broadway and Dixie Highway; the site design and location of the buildings are consistent with the Traditional Workplace Form, will result in a more efficient land use and cost-effective infrastructure investment; interior landscape areas will be installed to break up the parking areas and enhance the overall aesthetic quality of the site; sidewalks will be built throughout the entire

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Campus to provide adequate pedestrian linkages to and through the development; the centrally located parking deck – the primary parking area on the Campus – is located behind the headquarters building, sufficiently screening it from the West Broadway corridor; the proposed development will also utilize the practice of shared access and parking to reduce curb cuts and overall impervious area; the proposed development incorporates significant landscaping; the proposed buildings reflect a high level of architectural design, and will be articulated to provide visual interest and will include architectural metals, brick and masonry facades, large windows and other animating features; the aforementioned central plaza, and various other focal points, including a seating area resembling an amphitheater, will invite community engagement and areas for Campus residents and employees and pedestrians walking through the Campus to rest, eat, visit, enjoy art, and various other activities; all of these measures will promote vitality and sense of place in this urban campus activity center; utilities will be placed in common easements to the extent permitted by the regulatory authorities to provide access for maintenance and repair, and, where feasible, the visual impact of required utilities will be minimized by placing on-site utilities underground and by screening utility equipment; and

**WHEREAS**, the Commission further finds that the Proposal complies with Guideline 3, Compatibility, of the Comprehensive Plan because, as previously mentioned, the Traditional Workplace Form District encourages reinvestment, rehabilitation and redevelopment in these areas, and where flexible and creative site design should be encouraged along with a respect for the traditional pattern of development in the surrounding area and intent of the PD District is to promote diversity and integration of uses and structures in a planned development through flexible design standards that: create new development that is livable, diverse, and sustainable; promote efficient and economic uses of land; respect and reinforce existing communities, integrating new development with existing development to ensure compatibility; provide flexibility to meet changing needs, technologies, economics, and consumer preferences; promote development patterns and land uses which reduce transportation needs and which conserve energy and natural resources; lower development and building costs by permitting smaller networks of utilities and streets and the use of shared facilities; protect and enhance natural resources; promote the development of land that is consistent with the applicable form district; encourage a variety of compatible architectural styles, building forms, and building relationships within a planned development; and preserve the historic development patterns of existing neighborhoods; and, whereas, the Commission finds that all of these items fall in line with what the applicant is aiming to achieve, therefore a change in zoning to PDD is appropriate for this site; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because, to guide the development of this campus, the applicant has adopted appropriate goals and guiding principles to review all future development against, which will ensure that they are in compliance with the applicant's vision for a state-of-the-art health and wellness campus on the Subject Property; and whereas the first phase of the applicant's Health and Well- Being Campus was approved in 2017, under case number 17DEVPLAN1095, and its construction is currently under way, which encompasses approximately 5.95 acres and includes the a new office headquarters building, a parking garage, surface parking, public plazas and green space – all representing a major investment for West Louisville; the headquarters building fronts West Broadway and will anchor phase one

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of the Campus, which will have newly restored sidewalks, landscaping and public transit stations; the headquarters building's entire first floor was designed to directly engage with and serve the community, as the first level will feature flexible meeting space and a cafeteria to serve both employees and the public, a direct response to resident feedback the applicant received in regards to the need for more healthy, sit-down dining in the neighborhood, and the east side of the headquarters of the building is designed to house an array of health and human services, including the main offices for the University of Louisville's Office of Community Engagement; and

**WHEREAS**, the Planning Commission also finds the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because, in developing the balance of the Campus, the applicant has prioritized its focus on adding services that enhance the health and well-being of not only the applicant's members, but for all members of the community, by bringing many resources together in one location to help people thrive; all proposed services will be reviewed against the applicant's Guiding Principles, as set forth in its submitted PD Booklet, to ensure compatibility with the vision for the campus; the applicant's goal is to promote diversity through flexible design standards that create livable and sustainable communities; promote efficient and economic uses of land; and respect and support the surrounding community by integrating the new development to ensure it is compatible; and whereas the Commission finds the proposed land use program will allow the applicant to have design flexibility while maintaining oversight that ensures every building appropriately fits into the vision of its health and well-being campus; and, whereas, the applicant's land use program will benefit the surrounding communities and establish compatibility within the campus as well as between the campus and the neighboring properties by encouraging a variety of compatible architectural styles and buildings, preserving the historic nature of the existing neighborhood, providing flexibility to meet changing needs, technologies, and consumer preferences; while also promoting a development that reduces transportation needs, conserving energy and enhancing natural resources; and lowering development and building costs by permitting smaller networks of utilities and streets and the use of shared facilities; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because the proposed development is located on a site that will enable proper stormwater handling and release management that will not adversely affect adjacent and downstream properties; stormwater design is required to receive approval from MSD prior to construction of the proposed development; in addition, an Erosion Prevention and Sediment Control Plan utilizing best management practices as recommended by MSD will be implemented prior to commencing construction of the development; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 3 of the Comprehensive Plan because the applicant's Master Plan is intended to be flexible so that a variety of uses can be accommodated, including retail, restaurants, office, medical and residential; mixed-use buildings are encouraged, but single-use buildings are also permitted; the market, rather than the Master Plan, shall determine the location of these uses; in this urban area and located at the intersection of a major and minor arterial roadways, medium to high-density development is appropriate, thus, building heights and floor area ratios should reflect as such; moreover, all proposed uses shall align with the applicant's vision to improve the health of

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the community; dumpsters will be fully screened, and outdoor lighting and signage will have a uniform theme; setbacks, buffers and landscape requirements based on the underlying Form District, along with increased connectivity and oversight by the Design Committee, ensures that new development will be compatible with existing development in the area, all of the aforementioned thereby ensures compliance with Guidelines 3.A.1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 20, 21, 22, 23, 24, 25, & 28; and

**WHEREAS**, the Commission further finds that the Proposal complies with Guidelines 4 and 5 of the Comprehensive Plan because landscaped plazas and green spaces will be provided throughout the Campus to connect proposed uses; Campus focal points and open spaces are accessible by an interconnected system of walkways linking together mixed-use buildings, living areas, office uses, shopping, and potential restaurants within the development; street trees will be provided where appropriate and public art on the campus is encouraged, especially in focal points and plaza areas; in addition, except for areas of CSO Floodplain on the Property, which will be handled in accordance with MSD requirements, the site contains no environmental limitations, scenic or historic resources which would limit the development of this property as a health and wellness campus; and, therefore, the Proposal complies with Guidelines 4.A.1, 3, & 4; and

**WHEREAS**, the Commission further finds that the applicant's rezoning of the Property to PDD complies with Guideline 6 of the Comprehensive Plan because the applicant's proposed adaptive reuse of older industrial land in an older neighborhood is the definition of economic growth and sustainability; there are multiple modes of transportation with access to major arterial streets; this major investment will bring both jobs and services to this underserved area as well as act as a catalyst for future investment, supportive land use and economic development to the immediate area on the West Broadway corridor and beyond to the greater West Louisville area; as a result, this development complies with Guidelines 6.A.2, 3, 5, 6, & 11; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guidelines 7, 8 and 9 of the Comprehensive Plan because this development improves circulation by implementing required improvements in the right-of-way, providing new private roads and sidewalks, and working with TARC to improve transit access for local and Bus Rapid Transit lines; the Campus will provide proper direct access to West Broadway, a major arterial, and Dixie Highway, a minor arterial; moreover, the mixed-use nature of this development encourages trips by bike or on-foot, promoting alternative modes of transportation and the proposed development will enable Campus and nearby area residents and future employees to minimize vehicular miles traveled, as well as total travel time, in order to minimize air pollution and to conserve fuel; and, therefore, the development is in agreement with Guidelines 7.A.1, 2, 3, 4, 10, & 16; furthermore, the development provides a safe and efficient system of transportation throughout the site; a series of private streets are proposed to supplement the existing public street network; sidewalks and bike racks are located throughout the Campus and on-street parking and street trees are encouraged where appropriate; the site has excellent access to existing TARC routes and will also be served by the new Bus Rapid Transit line on Dixie Highway; the property owner will work with TARC to determine the preferred location for

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transit stops on site and, as a result, the development complies with Guidelines 8.A.1, 4, 5, 7, 9, 10, 11, & 12 and 9.A.1, 2, 3, 4, & 5; and

**WHEREAS**, The Commission further finds that the proposed PDD zoning is in agreement with Guidelines 10 and 11 of the Comprehensive Plan because with infiltration and detention this site meets all MSD requirements with regard to stormwater quality and quantity, thereby complying with Guideline 10.A.1, 3, 7, 9, & 11; sediment and erosion control will be installed for all new construction in accordance with MSD requirements and rapid infiltration rates on site will address all water quality requirements in compliance with Guidelines 11.A.3, 4, & 5; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 12 of the Comprehensive Plan because the proposed Health and Well-Being Campus is a walkable, mixed-use development centrally located in an area that is currently underserved in available healthy food options, employment opportunities, and retail categories, and the mixture of uses being proposed on the campus will aid in lessening commuting time and, together with readily available transit access, the Proposal encourages alternative modes of transportation that will reduce the amount of overall passenger vehicle trips generated, thereby reducing vehicles miles traveled, while increased connectivity on-site will also help reduce the amount of time and need for vehicles to sit idle in traffic while promoting increased pedestrian travel, which, when weighed cumulatively, the aforementioned efforts to promote different options of transportation will help minimize the air pollution impacts of the development; as a result, the applicant's Proposal complies with Guidelines 12.A.1, 3, 4, 5, 7, & 8; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guideline 13 of the Comprehensive Plan because, currently, very little vegetation exists on this longstanding idle site and the proposed landscaping will including parking buffers, street trees, and landscaped plazas to enhance the buildings, break up the parking areas, improve the landscape character of this area and enhance the overall aesthetics of the site; therefore, this development complies with Guideline 13.A.4, 5, & 6; and

**WHEREAS**, the Commission further finds that the proposed rezoning complies with Guidelines 14 and 15 of the Comprehensive Plan because the extension of private roads and adequate utilities are a key component of this development; coordination with local utility companies is already underway as a major step in Phase I to ensure that development in all future phases is adequately served; the Property is served by District No. 1 of the Louisville Metro Fire Department; hence, this development complies with Guideline 14.A.1, 2, 3, 4, 6, & 7; and

**WHEREAS**, the Commission further finds that the Cornerstone 2020 Comprehensive Plan for Louisville Metro and Jefferson County is currently being updated; and although the updated plan is not yet in effect, the Forward 2040 Comprehensive Plan has five principles of Connectivity, Healthy, Authenticity, Sustainability, and Equity, and the applicant's Health and Well-Being Campus goals and guiding principles are in agreement with all of these principals; and



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**WHEREAS**, for all of the reasons set forth at LD&T and the August 16, 2018 Planning Commission public hearing, as well as all of the information set forth in the applicant's Health and Well-Being Campus Planned Development Master Plan Booklet, the applicant's zoning application seeking PDD zoning for the Property is in agreement with all other applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan and, once adopted, the Forward 2040 Comprehensive Plan; as a result, the Planning Commission finds the proposed rezoning complies with the required statutory criteria of KRS 100.213; now, therefore be it

**RESOLVED**, the Louisville Metro Planning Commission does hereby **RECOMMEND** to the Louisville Metro Council that the requested Change in Zoning from C-1, R-6, and EZ-1 to PDD (Planned Development District) be **APPROVED**.

**The vote was as follows:**

**YES: Commissioners Jarboe, Lewis, Smith, Peterson, Brown, Carlson, Howard, and Tomes.**

**NO: No one.**

**NOT PRESENT: Commissioner Robinson**

**Pattern book with binding elements**

On a motion by Commissioner Carlson, seconded by Commissioner Tomes, the following resolution, based on the standard of review and Staff Analysis and evidence and testimony heard today, was adopted:

**RESOLVED**, the Louisville Metro Planning Commission does hereby **RECOMMEND** to the Louisville Metro Council that the applicant's pattern book be approved, **SUBJECT** to the following binding elements:

1. Prior to development of each site or phase of this project, the applicant, developer, or property owner shall obtain approval of a detailed district development plan in accordance with the PDD use map and pattern book.
2. No outdoor advertising signs, small freestanding signs, pennants, balloons, or banners shall be permitted on the site.
3. 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 Louisville Metro Department of Codes and Regulations Construction Permits and Transportation Planning Review and the Metropolitan Sewer District.
  - b. Encroachment permits must be obtained from the Kentucky Department of Transportation, Bureau of Highways.

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- c. 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.
  - d. A minor plat or legal instrument shall be recorded consolidating the property into one lot. A copy of the recorded instrument shall be submitted to the Division of Planning and Design Services; transmittal of the approved plans to the office responsible for permit issuance will occur only after receipt of said instrument.
4. 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.
5. The applicant shall work with the staff of TARC to finalize the locations of the TARC stops along the roadway frontages adjacent to the development site.
6. The applicant shall provide deeds of restriction establishing the Design Review Committee and their duties in regards to the development of the site.

**The vote was as follows:**

**YES: Commissioners Jarboe, Lewis, Smith, Peterson, Brown, Carlson, Howard, and Tomes.**

**NO: No one.**

**NOT PRESENT: Commissioner Robinson**

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**ADJOURNMENT**

The case ended at approximately 2:00 p.m.

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Chairman

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Division Director