Planning Commission Staff Report

March 29, 2018



Case No: 17ZONE1069 Request: R-6 to R-7

Project Name: Park Lake Apartments Location: 7100 Leisure Lane

Owner: Dennis Anderson, Park Lake Apartments,

LLC

Applicant: Park Lake Apartments, LLC

Representative: Cliff Ashburner, Dinsmore & Shohl, LLP

Jurisdiction: Louisville Metro
Council District: 23 – James Peden

Case Manager: Laura Mattingly, AICP, Planner II

REQUEST(S)

Change in Zoning from R-6, Multi-Family Residential to R-7, Multi-Family Residential on 10.83 acres

Detailed District Development Plan with Binding Elements

CASE SUMMARY/BACKGROUND

The applicant is proposing to construct four additional multi-family structures within an existing apartment community in southern Jefferson County, just west of McNeely Lake. The proposed buildings would be three and four stories and will be adding 52 units to the development for a total of 292 units. These changes will alter the overall density of the development from 22.16 units per acre to 27.15 units/acre, requiring a change in zone to allow the higher density and bringing the site into compliance Access will remain from Leisure Lane, a local road. The proposal also includes adding 88 parking spaces for a total of 441 spaces.

STAFF FINDINGS

The proposed zoning change complies with the applicable guidelines and policies Cornerstone 2020. The proposal is located in an area dominated by single family residences and will be offering more diverse and inclusive housing options with the proposed additional multi-family units. Impacts on surrounding lower density residential should be minimal, as this apartment development has existed for quite some time and will be utilizing the same access and providing adequate on-site parking. The proposed apartments will be similar in design and massing to the existing apartments and therefore should blend in well with the area. While the subject site is not located near a transit line or activity center, it is directly adjacent to natural amenities with pedestrian access to McNeely Lake Park and the future Louisville Loop. The site design is also sensitive to natural features by avoiding an area with a cave system and associated archeological deposits as well as the protected waterway buffer for McNeely Lake.

TECHNICAL REVIEW

- Transportation staff has approved the proposal.
- The applicant has agreed to work with MSD to resolve the few remaining comments regarding the existing pump station on site.

STANDARD OF REVIEW FOR REZONING

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

- 1. <u>The proposed form district/rezoning change complies with the applicable guidelines and policies</u> Cornerstone 2020; **OR**
- 2. <u>The existing form district/zoning classification is inappropriate and the proposed classification is appropriate; **OR**</u>
- 3. There have been major changes of an economic, physical, or social nature within the area involved which were not anticipated in Cornerstone 2020 which have substantially altered the basic character of the area.

STAFF ANALYSIS FOR REZONING

Following is staff's analysis of the proposed rezoning against the Guidelines and Policies of Cornerstone 2020.

The site is located in the Neighborhood Form District

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

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

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

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

This proposal is for higher density residential that appears compatible with the surrounding single family area and provides more diverse and inclusive housing choice. While not on an arterial road, the development is existing and has provided adequate access and parking that should limit the impact on lower density residential. The proposal includes adequate open space and has direct pedestrian access to a major amenity, McNeely Lake Park. There is also an elementary school within walking distance and sidewalks along Park Lake Drive are existing. The existing street network is adequate and will not be impacted by the development.

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STANDARD OF REVIEW AND STAFF ANALYSIS FOR DDDP

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

STAFF: The protected waterway buffer along McNeely Lake will be undisturbed by the development. The development also left undisturbed the area that the Ky Heritage Council identified an area on site where Durret's Cave and associated archeological deposits would be impacted by development. Tree canopy requirements of the Land Development Code will be provided on the subject site. The applicant is also working with Public Works to dedicate an easement that will allow the Louisville Loop to cross the site.

b. The provisions for safe and efficient vehicular and pedestrian transportation both within the development and the community;

STAFF: The Kentucky Cabinet of Transportation and Department of Public Works will ensure that provisions for safe and efficient vehicular and pedestrian transportation within and around the development and the community will be provided.

c. <u>The provision of sufficient open space (scenic and recreational) to meet the needs of the proposed</u> development;

STAFF: Open space requirements have been exceeded for this proposal.

d. <u>The provision of adequate drainage facilities on the subject site in order to prevent drainage problems</u> from occurring on the subject site or within the community;

STAFF: The Metropolitan Sewer District has approved the preliminary development plan and will ensure the provision of adequate drainage facilities on the subject site in order to prevent drainage problems from occurring on the subject site or within the community.

e. <u>The compatibility of the overall site design (location of buildings, parking lots, screening, landscaping)</u> and land use or uses with the existing and projected future development of the area;

STAFF: The overall site design and land uses are compatible with the existing and future development of the area. Appropriate landscape buffering and screening will be provided to screen adjacent properties and roadways.

f. Conformance of the development plan with the Comprehensive Plan and Land Development Code.

Revised plan certain development plans shall be evaluated for conformance with the non-residential and mixed-use intent of the form districts and comprehensive plan.

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

REQUIRED ACTIONS

- RECOMMEND APPROVAL or DENIAL to Metro Council of Change in Zoning from R-6 to R-7 on 10.83 acres
- APPROVE or DENY the Detailed District Development Plan with Binding Elements

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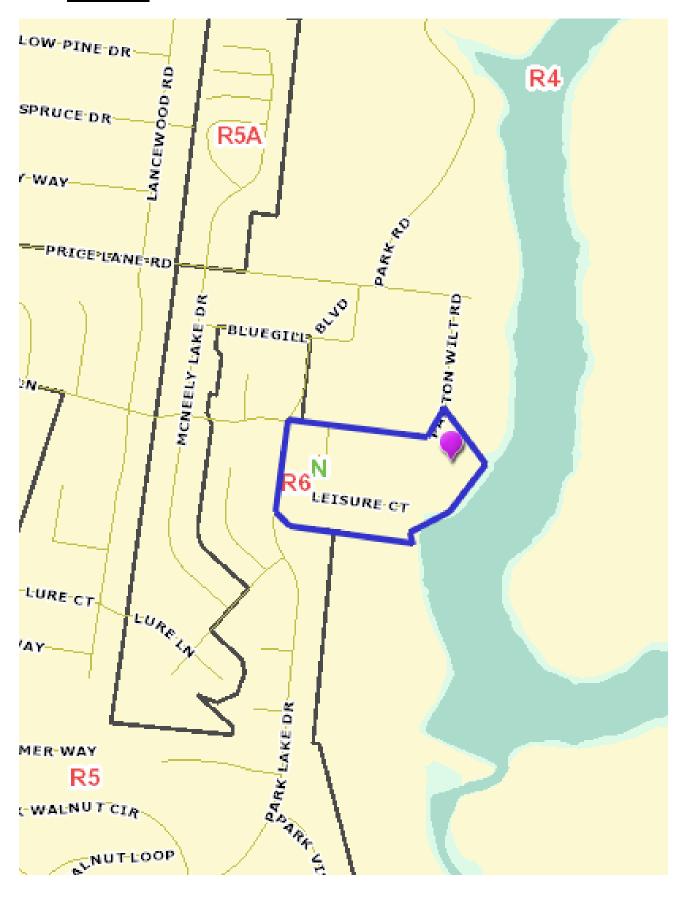
NOTIFICATION

Date	Purpose of Notice	Recipients	
2/20/2018	Hearing before LD&T	1 st and 2 nd tier adjoining property owners Speakers at Planning Commission public hearing Subscribers of Council District 23 Notification of Development Proposals	
3/13/2018	Hearing before PC	1 st and 2 nd tier adjoining property owners Speakers at Planning Commission public hearing Subscribers of Council District 23 Notification of Development Proposals	
3/15/2018	Hearing before PC	Sign Posting on property	
Not given	Hearing before PC	Legal Advertisement in the Courier-Journal	

ATTACHMENTS

- 1.
- Zoning Map Aerial Photograph 2.
- 3. Cornerstone 2020 Staff Checklist
- **Proposed Binding Elements** 4.

1. Zoning Map





3. Cornerstone 2020 Checklist

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

Neighborhood: Residential

#	Cornerstone 2020 Plan Element	Plan Element or Portion of Plan Element	Staff Finding	Staff Comments
1	Community Form/Land Use Guideline 1: Community Form	B.3: The proposal supports the creation of a mix of residential housing choices and densities for the neighborhood.	√	The proposal is located in an area dominated by single family residences and will be offering more diverse housing options with additional multi-family.
2	Community Form/Land Use Guideline 1: Community Form	B.3: If the proposal is classified as high density (greater than 12 dwelling units per acre), it is located on a major or minor arterial or in a location that has limited impact on adjacent low or moderate density developments.	√	The development is located on a local road but is bounded by two streets and McNeely Lake Park, making impacts on the surrounding neighborhoods minimal.
3	Community Form/Land Use Guideline 1: Community Form	B.3: If the proposal introduces a new housing type to the neighborhood, it is designed to be compatible with nearby land uses.	√	The Park Lake Apartments have existed for some time and the additional apartments will be similar in design and massing to the existing apartments.
4	Community Form/Land Use Guideline 1: Community Form	B.3: Neighborhood streets are designed to invite human interaction and easy access through the use of connectivity, and design elements such as short blocks or bike/walkways in the middle of long blocks to connect with other streets.	√	This is a compact apartment development with no new streets being created.
5	Community Form/Land Use Guideline 2: Centers	A.1. Locate activity centers within the Neighborhood Form District at street intersections with at least one of the intersecting streets classified as a collector or higher, AND one of the corners containing an established non-residential use.	NA	This proposal is not an activity center.

#	Cornerstone 2020 Plan Element	Plan Element or Portion of Plan Element	Staff Finding	Staff Comments
6	Community Form/Land Use Guideline 2: Centers	A.2: Develop non-residential and mixed uses only in designated activity centers except (a) where an existing center proposed to expand in a manner that is compatible with adjacent uses and in keeping with form district standards, (b) when a proposal is comparable in use, intensity, size and design to a designated center, (c) where a proposed use requires a particular location or does not fit well into a compact center, (d) where a commercial use mainly serves residents of a new planned or proposed development and is similar in character and intensity to the residential development, or (e) in older or redeveloping areas where the non-residential use is compatible with the surroundings and does not create a nuisance.	NA	This development is residential only.
7	Community Form/Land Use Guideline 2: Centers	A.4: Encourage a more compact development pattern that results in an efficient use of land and cost-effective infrastructure.	✓	The proposal displays efficient use of land with a compact layout of buildings.
8	Community Form/Land Use Guideline 2: Centers	A.5: Encourage a mix of compatible uses to reduce traffic by supporting combined trips, allow alternative modes of transportation and encourage vitality and sense of place.	✓	This proposal is located adjacent to a park and a school.
9	Community Form/Land Use Guideline 2: Centers	A.6: Encourage residential uses in centers above retail and other mixed-use multi-story retail buildings.	NA	This residential use is not located in a center.
10	Community Form/Land Use Guideline 2: Centers	A.7: Encourage new developments and rehabilitation of buildings to provide residential uses alone or in combination with retail and office uses.	√	This development is located within an existing residential neighborhood.
11	Community Form/Land Use Guideline 2: Centers	A.8/11: Allow centers in the Neighborhood Form District that serve the daily needs of residents and that are designed to minimize impact on residents through appropriate scale, placement and design.	NA	This proposal is not a center.
12	Community Form/Land Use Guideline 2: Centers	A.10: Encourage outlot development in underutilized parking lots provided location, scale, signs, lighting, parking and landscaping standards are met. Such outlot development should provide street-level retail with residential units above.	NA	This proposal is not compatible with outlot development.

#	Cornerstone 2020 Plan Element	Plan Element or Portion of Plan Element	Staff Finding	Staff Comments
13	Community Form/Land Use Guideline 2: Centers	A.12: Design large developments to be compact, multi-purpose centers organized around a central feature such as a public square, plaza or landscape element.	NA	This proposal is a multi-family development only and does not fit the definition of a large development.
14	Community Form/Land Use Guideline 2: Centers	A.13: Encourage sharing of entrance and parking facilities to reduce curb cuts and surface parking.	√	This proposal has one access point for this development only, but a shared access in this location is not appropriate, due to the property being bounded by existing roadways and then single family to the south.
15	Community Form/Land Use Guideline 2: Centers	A.14: Design and locate utility easements to provide access for maintenance and to provide services in common for adjacent developments.	+/-	The applicant is working with MSD to resolve an issue with an existing pump station on site.
16	Community Form/Land Use Guideline 2: Centers	A.15: Encourage parking design and layout to balance safety, traffic, transit, pedestrian, environmental and aesthetic considerations.	✓	The parking is located in the most appropriate areas of the site, and sidewalks are existing. Pedestrian connections have been made where appropriate.
17	Community Form/Land Use Guideline 2: Centers	A.16: Encourage centers to be designed for easy access by alternative forms of transportation.	NA	This development is not an activity center.
18	Community Form/Land Use Guideline 3: Compatibility	A.1: The proposal is generally compatible within the scale and site design of nearby existing development and with the form district's pattern of development.	√	The scale of the proposed buildings is similar to those that are existing. The 4 story portions are set back away from the roadway where they will have the least impact on the pattern of development.
19	Community Form/Land Use Guideline 3: Compatibility	A.2: The proposed building materials increase the new development's compatibility. (Only for a new development in a residential infill context, or if consideration of building materials used in the proposal is specifically required by the Land Development Code.)	✓	The building design is compatible with existing buildings on site as well as surrounding single family homes.
20	Community Form/Land Use Guideline 3: Compatibility	A.3: The proposal is compatible with adjacent residential areas, and if it introduces a new type of density, the proposal is designed to be compatible with surrounding land uses through the use of techniques to mitigate nuisances and provide appropriate transitions between land uses. Examples of appropriate mitigation include vegetative buffers, open spaces, landscaping and/or a transition of densities, site design, building heights, building design, materials and orientation that is compatible with those of nearby residences.	✓	As this development is existing, it is not introducing a new type of density although the density is being increased. New construction is not is not directly adjacent to any single family residence and the four story portions of the proposed buildings face the lake, away from surrounding development.
21	Community Form/Land Use Guideline 3: Compatibility	A.6: The proposal mitigates any adverse impacts of its associated traffic on nearby existing communities.	✓	The proposal meets parking requirements and has met all transportation requirements.

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22	Community Form/Land Use Guideline 3: Compatibility	A.8: The proposal mitigates adverse impacts of its lighting on nearby properties, and on the night sky.	✓	All lighting will face downward and will not shine into any adjoining properties.
23	Community Form/Land Use Guideline 3: Compatibility	A.10: The proposal includes a variety of housing types, including, but not limited to, single family detached, single family attached, multi-family, zero lot line, average lot, cluster and accessory residential structures, that reflect the form district pattern.	✓	The proposal adds diversity in housing choices to the area by proposing multi-family in an area that offers predominantly single family homes.
24	Community Form/Land Use Guideline 3: Compatibility	A.11: If the proposal is a higher density or intensity use, it is located along a transit corridor AND in or near an activity center.	✓	The proposal is higher density and is not near an activity center or on an arterial. Conversely, this is an existing development and is located near natural amenities.
25	Community Form/Land Use Guideline 3: Compatibility	A.13: The proposal creates housing for the elderly or persons with disabilities, which is located close to shopping, transit routes, and medical facilities (if possible).	✓	The proposal is not near a transit route but has met ADA requirements and has pedestrian access to McNeely Lake Park.
26	Community Form/Land Use Guideline 3: Compatibility	A.14/15: The proposal creates appropriate/inclusive housing that is compatible with site and building design of nearby housing.	✓	The proposal is appropriate and inclusive in that it offers a different housing choice for those that may not be able to afford or prefer single family homes.
27	Community Form/Land Use Guideline 3: Compatibility	A.21: The proposal provides appropriate transitions between uses that are substantially different in scale and intensity or density of development such as landscaped buffer yards, vegetative berms, compatible building design and materials, height restrictions, or setback requirements.	✓	Buffers and setbacks are in compliance with LDC standards.
28	Community Form/Land Use Guideline 3: Compatibility	A.22: The proposal mitigates the impacts caused when incompatible developments unavoidably occur adjacent to one another by using buffers that are of varying designs such as landscaping, vegetative berms and/or walls, and that address those aspects of the development that have the potential to adversely impact existing area developments.	✓	Buffers and setbacks are in compliance with LDC standards.
29	Community Form/Land Use Guideline 3: Compatibility	A.23: Setbacks, lot dimensions and building heights are compatible with those of nearby developments that meet form district standards.	✓	All setbacks and building heights appear to be within LDC standards and are compatible with surrounding development.

#	Cornerstone 2020 Plan Element	Plan Element or Portion of Plan Element	Staff Finding	Staff Comments
30	Community Form/Land Use Guideline 4: Open Space	A.2/3/7: The proposal provides open space that helps meet the needs of the community as a component of the development and provides for the continued maintenance of that open space.	√	Open space requirements have been exceeded.
31	Community Form/Land Use Guideline 4: Open Space	A.4: Open space design is consistent with the pattern of development in the Neighborhood Form District.	✓	The applicant has provided double the required open space.
32	Community Form/Land Use Guideline 4: Open Space	A.5: The proposal integrates natural features into the pattern of development.	✓	The design respects the protected waterway buffer and meets tree canopy requirements.
33	Community Form/Land Use Guideline 5: Natural Areas and Scenic and Historic Resources	A.1: The proposal respects the natural features of the site through sensitive site design, avoids substantial changes to the topography and minimizes property damage and environmental degradation resulting from disturbance of natural systems.	√	The design respects the protected waterway buffer and meets tree canopy requirements.
34	Community Form/Land Use Guideline 5: Natural Areas and Scenic and Historic Resources	A.2/4: The proposal includes the preservation, use or adaptive reuse of buildings, sites, districts and landscapes that are recognized as having historical or architectural value, and, if located within the impact area of these resources, is compatible in height, bulk, scale, architecture and placement.	√	The applicant has changed the location of one of the proposed buildings in order to not disturb an area with archeological deposits and a portion of a cave system.
35	Community Form/Land Use Guideline 5: Natural Areas and Scenic and Historic Resources	A.6: Encourage development to avoid wet or highly permeable soils, severe, steep or unstable slopes with the potential for severe erosion.	√	LOJIC did not identify any wetlands on site.
36	Mobility/Transportation Guideline 7: Circulation	A.1/2: The proposal will contribute its proportional share of the cost of roadway improvements and other services and public facilities made necessary by the development through physical improvements to these facilities, contribution of money, or other means.	√	Transportation requirements have been met.

#	Cornerstone 2020 Plan Element	Plan Element or Portion of Plan Element	Staff Finding	Staff Comments
37	Mobility/Transportation Guideline 7: Circulation	A.6: The proposal's transportation facilities are compatible with and support access to surrounding land uses, and contribute to the appropriate development of adjacent lands. The proposal includes at least one continuous roadway through the development, adequate street stubs, and relies on cul-de-sacs only as short side streets or where natural features limit development of "through" roads.	✓	The proposal has adequate access and is not required to connect to any other abutting use due to the lower intensity of uses surrounding the development.
38	Mobility/Transportation Guideline 7: Circulation	A.9: The proposal includes the dedication of rights-of-way for street, transit corridors, bikeway and walkway facilities within or abutting the development.	√	No dedication of right of way is required.
39	Mobility/Transportation Guideline 8: Transportation Facility Design	A.8: Adequate stub streets are provided for future roadway connections that support and contribute to appropriate development of adjacent land.	NA	There are no new private or public streets associated with this site.
40	Mobility/Transportation Guideline 8: Transportation Facility Design	A.9: Avoid access to development through areas of significantly lower intensity or density if such access would create a significant nuisance.	✓	This site is existing and will continue to gain access from a local road. Impacts on the surrounding single family areas appears to be negligible.
41	Mobility/Transportation Guideline 8: Transportation Facility Design	A.11: The development provides for an appropriate functional hierarchy of streets and appropriate linkages between activity areas in and adjacent to the development site.	√	By connecting to the existing street network, the appropriate linkages are made.
42	Mobility/Transportation Guideline 9: Bicycle, Pedestrian and Transit	A.1/2: The proposal provides, where appropriate, for the movement of pedestrians, bicyclists and transit users around and through the development, provides bicycle and pedestrian connections to adjacent developments and to transit stops, and is appropriately located for its density and intensity.	✓	Sidewalks are provided and the site has a direct pedestrian connection to McNeely Lake Park and the future Louisville Loop directly adjacent to this site.
43	Livability/Environment Guideline 10: Flooding and Stormwater	The proposal's drainage plans have been approved by MSD, and the proposal mitigates negative impacts to the floodplain and minimizes impervious area. Solid blueline streams are protected through a vegetative buffer, and drainage designs are capable of accommodating upstream runoff assuming a fully-developed watershed. If streambank restoration or preservation is necessary, the proposal uses best management practices.	+/-	The applicant is working with MSD to ensure the drainage plans for this site are adequate. The applicant has avoided encroaching into the waterway buffer.

#	Cornerstone 2020 Plan Element	Plan Element or Portion of Plan Element	Staff Finding	Staff Comments
44	Livability/Environment Guideline 13: Landscape Character	A.3: The proposal includes additions and connections to a system of natural corridors that can provide habitat areas and allow for migration.	√	By not intruding into the waterway buffer, the development is preserving the natural corridor that exists along McNeely Lake.
45	Community Facilities Guideline 14: Infrastructure	A.2: The proposal is located in an area served by existing utilities or planned for utilities.	✓	There are existing utility connections on site.
46	Community Facilities Guideline 14: Infrastructure	A.3: The proposal has access to an adequate supply of potable water and water for fire-fighting purposes.	√	There are existing public water connections.
47	Community Facilities Guideline 14: Infrastructure	A.4: The proposal has adequate means of sewage treatment and disposal to protect public health and to protect water quality in lakes and streams.	✓	There are existing MSD connections on site.

Proposed Binding Elements 4.

- 1. The development shall be in accordance with the approved district development plan, all applicable sections of the Land Development Code (LDC) and agreed upon binding elements unless amended pursuant to the Land Development Code. Any changes/additions/alterations of any binding element(s) shall be submitted to the Planning Commission or the Planning Commission's designee for review and approval; any changes/additions/alterations not so referred shall not be valid.
- 2. No outdoor advertising signs, small freestanding signs, pennants, balloons, or banners shall be permitted on the
- 3. Construction fencing shall be erected when off-site trees or tree canopy exists within 3' of a common property line. Fencing shall be in place prior to any grading or construction to protect the existing root systems from compaction. The fencing shall enclose the entire area beneath the tree canopy and shall remain in place until all construction is completed. No parking, material storage or construction activities are permitted within the protected area.
- Before any permit (including but not limited to building, parking lot, change of use, site disturbance, alteration permit or demolition permit) is requested:
 - The development plan must receive full construction approval from Develop Louisville, Louisville Metro a. Public Works and the Metropolitan Sewer District.
 - The property owner/developer must obtain approval of a detailed plan for screening b. (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.
 - A Tree Preservation Plan in accordance with Chapter 10 of the LDC shall be reviewed and approved prior C. to obtaining approval for site disturbance.
- 5. A certificate of occupancy must be received from the appropriate code enforcement department prior to occupancy of the structure or land for the proposed use. All binding elements requiring action and approval must be implemented prior to requesting issuance of the certificate of occupancy, unless specifically waived by the Planning Commission.
- 6. There shall be no outdoor music (live, piped, radio or amplified) or outdoor entertainment or outdoor PA system permitted on the site.
- 7. 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.
- 8. The materials and design of proposed structures shall be substantially the same as depicted in the rendering as presented at the March 29, 2018 Planning Commission meeting.
- 9. No land disturbance will occur on the southeast portion of the site where the Kentucky Heritage Council has identified Durretts Cave and associated archeological deposits, as shown on the development plan.
- 10. The applicant, developer or property owner will work with the Louisville Metro Parks Department to allow a portion of the Louisville Loop to cross the property along the banks of McNeely Lake. This area will be recorded as an easement or transferred as a fee simple property at the time.
- 11. Applicant will install additional fire hydrants as requested by the fire department, not to exceed the number and spacing of hydrants required by the fire hydrant ordinance. Construction features will be added to obstruct vehicles from blocking fire truck access to hydrants.

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