Louisville Metro Planning Commission Public Hearing – March 16, 2016

Louisville Metro Land Development & Transportation Committee – February 23, 2017 Neighborhood Meeting - November 3, 2016

### Docket No. 16ZONE1070

Proposed zone change from R-4 to C-2 with a DDDP for a "Menards" store on 20.06 acres and a GDDP on 13.77 acres and a parking waiver on property located at 4700, 4900, 4902, 4904, 4908 and 5000 Cooper Chapel Road and 10211 Preston Highway and 4915, 4917, 5001, 5003, 5005 & 5007 Maple Spring Drive



Attorneys: Bardenwerper Talbott & Roberts, PLLC Land Planners, Landscape Architects & Engineers, Mindel Scott & Assoc. Traffic Engineer: Diane B. Zimmerman Traffic Engineering, LLC

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- 10. Statement of Compliance filed with the original zone change application with all applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan and Waiver Justification
- 11. Proposed findings of fact pertaining to compliance with the Comprehensive Plan and Building and Parking Waiver criteria

## Tab I LOJIC Zoning Map



## Tab 2 Aerial photograph of the site and surrounding area

#### Meijer Tire Discounters



Preston Crossings (Movie Theater & <u>Low</u>es)

Commerce Crossings Cooper Chapel Rd H. SITE Maple Spring Dr

Mudd Lane

65

Culvers Zaxby's Wendy's Wendy's Kroger CVS Taco Bell Moby Dick Burger King Ponderosa Arby's McDonalds

Okolona Christian Church Bob Evans shington Road Fazolis Walgreens Kohls Walmart



## Tab 3 Ground level photographs of the site and surrounding area



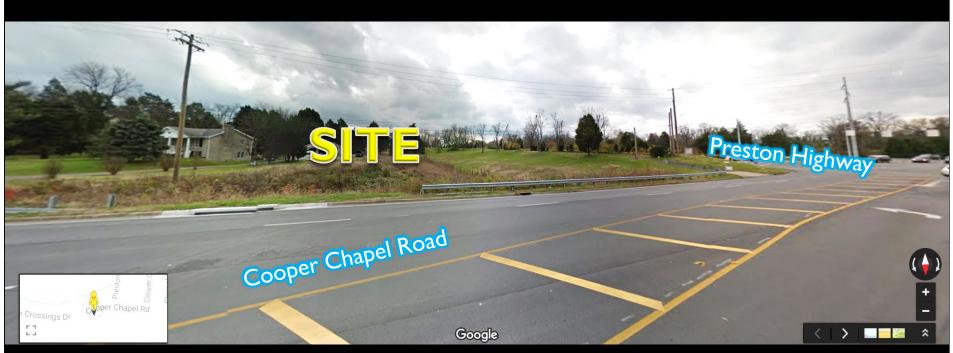
View looking south toward site from corner of Preston Highway and Cooper Chapel Road



View of Lowes, to the left (north) from Preston Highway and Cooper Chapel Road. Site it to the right (south).



View of site from Cooper Chapel Road looking southeast towards Preston Highway.



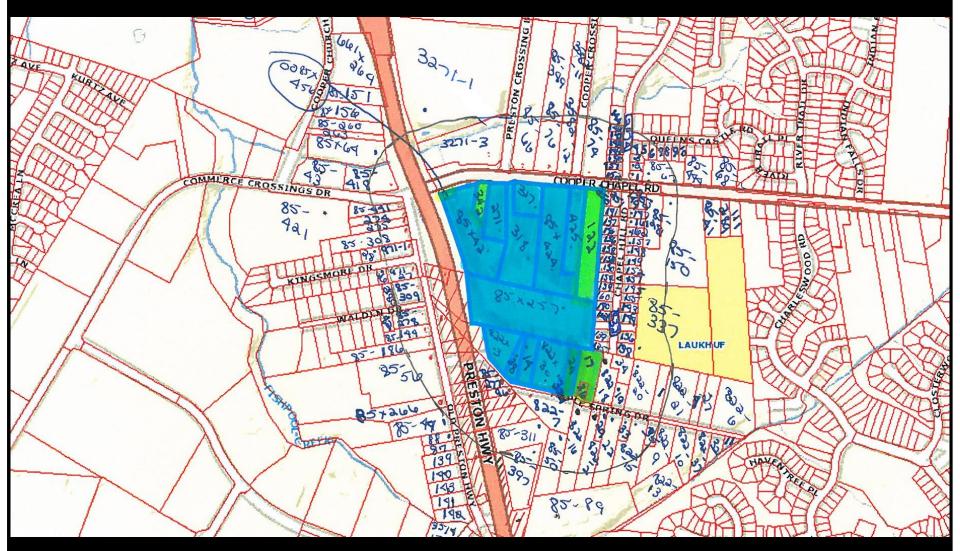
View of site from corner of Cooper Chapel Road and Preston Highway.



View of site from corner of Preston Highway and Maple Spring Drive, looking northeast.

# Tab 4 Neighborhood Meeting notice list map, letter to neighbors inviting them to the meeting and summary of meeting

Neighborhood Meeting notice list map, wherein 134 neighbors were notified of the meeting in addition to the interested neighbor groups signed-up through DPDS.



#### BARDENWERPER, TALBOTT & ROBERTS, PLLC

ATTORNEYS AT LAW ------

1000 N. HURSTBOURNE PARKWAY • BUILDING INDUSTRY ASSOCIATION OF GREATER LOUISVILLE BLDG. • SECOND FLOOR • LOUISVILLE, KENTUCKY 40223 (502) 426-6688 • (502) 425-0561 [fax] • www.Eardlaw.net

William B. Bardenwerper Direct dial: 426-0388, ext. 125 Email: WBB@BARDLAW.NET

#### October 12, 2016

#### Dear Neighbor,

RE: Proposed change in zoning from R-4 to C-2 to allow a "Menards" store on approximately 32.50 acres on the property located at the southeast corner of Preston Highway and Cooper Chapel Road at 4700, 4900, 4902, 4904, 4908 and 5000 Cooper Chapel Road and 10211 Preston Highway and 4915, 4917, 5001, 5003, 5005 & 5007 Maple Spring Drive

We are writing to invite you to a meeting we have scheduled to present neighbors with our rezoning plan to allow a 207,922 square foot "Menards" store with outlots and residual tracts to be located as above.

Accordingly, we will soon be filing a plan for pre-application review with the Division of Planning and Design Services (DPDS) that will be assigned a case manager, and case number. We will provide the name of the case manager and the case number at the neighbor meeting. We would like to show and explain to neighbors this plan so that we might hear what thoughts, issues and perhaps even concerns you may have.

### In that regard, a meeting will be held on Thursday, November 3<sup>rd</sup> at 7:00 p.m. at Bethany United Church of Christ located at 10400 Old Preston Highway.

If you cannot attend the meeting but have questions or concerns, please call our attorney Bill Bardenwerper at 426-6688, or our land planning and engineering firm representatives David Mindel or Kathy Linares at 485-1508.

We look forward to seeing you.

Sincerely,

William B. Bardenwerper

cc: Hon. James Peden, Metro Councilman, District 23 Brian Davis, Planning Supervisor with Metro Division of Planning & Design Services Rodney K. Wekkin, Real Estate Representative, with Menards, Inc. David Mindel or Kathy Linares, engineer and land planners with Mindel, Scott & Assoc. Inc. Suzanne Cheek, Horizon Real Estate

E.\CLIENT FOLDER\Menards\Preston\Neighbor Meeting\Neigh Letter.doc AMC Rev. 10/12/2016 5:22 PM

#### Neighborhood Meeting Summary Menard's/Preston

A neighborhood meeting was called to order at 7:00 PM on November 7, 2016 at the Bethany United Church of Christ which was chosen because it is located just off Preston Highway with ease of access to residents from the area who mostly attended this neighborhood meeting.

The meeting began with Bill Bardenwerper showing a PowerPoint presentation of the area and nearby development. He did this so that everyone present was fully familiar with exactly the properties being considered and impacted. He described also the proposed initial site plan for this site, its perimeter buffers and setbacks, the location of parking, the diminished parking from what is usually requested at a large development like this, the fact that there are out-lots proposed that do not yet include, as the Menard's building does, a detailed district development plan, and the proposal for points of access.

Major issues raised by neighbors included traffic and access. This was especially concerning among the residents who still reside within what seems like a very rural area along Maple Springs Drive. That is a dead-end street with a poorly designed connection to Preston Highway south of Cooper Chapel Road.

Mr. Bardenwerper explained that the primary points of access will be off of Cooper Chapel Road where there is a traffic signal at Preston Highway. Indeed, he said that residents who presently have a difficult time accessing Preston Highway from Maple Springs Drive neighborhood, especially those wishing to turn left across several lanes of northbound traffic to enter the southbound lanes will be able to access the signal at Cooper Chapel Road through this development. He said that that will provide for safer travel movements, particularly among those desiring to turn left (south) from the Maple Springs Drive onto Preston Highway. After all, there are lots of jobs located south off Preston Highway in Bullitt County as well as two large shopping centers on either side of Preston Highway where the Wal-Mart, the Kohl's and the Kroger stores are located. There is also a development that will be perhaps more easily accessed north of this development across Cooper Chapel Road where the Lowe's hardware store and theater complex are located. Menard's itself will provide a wide variety of offerings, not just like Lowe's, but greater in number and variety and at highly competitive pricing.

But that didn't seem to satisfy Maple Springs Drive residents who apparently like to have the exact access they have today onto and off of Preston Highway. Mr. Bardenwerper and Mr. Mindel from Mindel Scott & Associates also described this Maple Springs Drive access which they said will be widened and improved. They said that more meetings will be held with KTC (the state highway department), to determine exactly how to design that access point, some of which is located in state right-of-way, and how it will connect both to the portions of the site not presently under a detailed district development plan proposal and the portion of the site where Menards is located which does have a DDDP associated with it. They said that they figured that Maple Springs Drive will either have an easy sweeping left (north) movement from Preston Highway with existing Maple Springs Drive connecting to it at a new stop sign, <u>or</u> they will be creating a four-way stop just off Preston Highway. This will be determined by KTC in consultation with Metro Public Works. They said that more information on this will be provided to residents once it is decided and designed.

Mr. Bardenwerper, Mr. Mindel and the applicant's corporate representative Rodney Wekkin further explained the ways around the Menard's store and site, how customers will access the store through the front of the building facing Preston Highway, make their purchases and return from where they came, <u>or</u> place their larger orders inside and then drive to the rear of the store where their order will be picked up. They explained how that area of the site will be accessed.

They also explained how the site was surrounded with significant buffers because the site is large enough to be able to accommodate those setbacks. The storage yard in the back will be thoroughly fenced in so that materials being loaded and unloaded or stored in the yard will be screened from view. Areas outside of the fenced-in area will be landscaped and screened to improve aesthetics and mitigate potential adverse impacts on neighbors.

Mr. Mindel also explained how stormwater is handled through on-site detention, assuring that post-development peak rates of runoff to will not exceed pre-development conditions.

The applicant's representatives also explained how a Traffic Impact Study (TIS) is being prepared and will be available for public review once filed. While they don't know the results at this TIS the impacts, if any, and any mitigation measures that may be required, they speculated to some, such as a northbound deceleration lane onto the Maple Springs Drive secondary access point to the site. They said that Cooper Chapel Road had recently been improved and that traffic impacts there were not anticipated to require further mitigation measures. But in the end, they explained, KTC and Metro Public Works and Transportation Planning make all the decisions on access and traffic mitigation.

Mr. Bardenwerper also explained how the DPDS "Case Management Review Process" works, how agencies such as those mentioned above, will review the submitted DDDP and how those agencies' preliminary stamps of approval are required prior to this application being docketed for public meetings and hearings. He said that those attending this meeting, and who have received notice thus far, will receive official notice of those meetings so that they can appear to comment on the application finally filed.

Mr. Bardenwerper also provided those present with information relative to contacts at DPDS and Metro Transportation Planning.

Respectfully submitted, William B. Bardenwerper Bardenwerper, Talbott & Roberts, PLLC Building Association of Greater Louisville Building 1000 N. Hurstbourne Parkway, Second Floor Louisville, KY 40223 (502) 426-6688

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## Tab 5 Combination General and Detailed District Development Plan

### 1-265

### Preston' Crossings (Movie Theater & Lowes)

# Commerce Crossings Dr

Bethany United Ch.

Commerce Crossing

Interchange D

Cooper Chapel Road

Laukhuf Elem.

<sup>2</sup>Maple Spring Drive

Preston Greenhouse

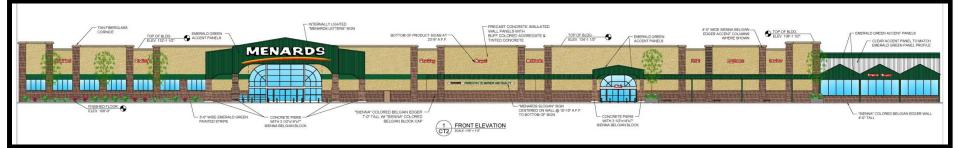
> Okolona Christian Ch. Mt.Washington Road Kohls





GDDP exhibit showing connectivity from main access road to remaining residential lot to west thereof, and elimination of that residential lot's drive access to Cooper Chapel Road to be provided at public hearing

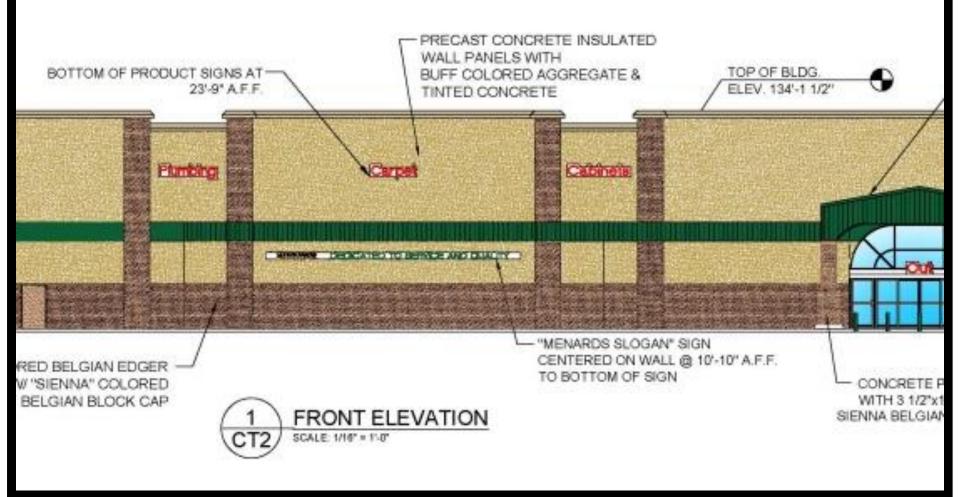
### Tab 6 Building Elevations



Front elevation, facing Preston Highway

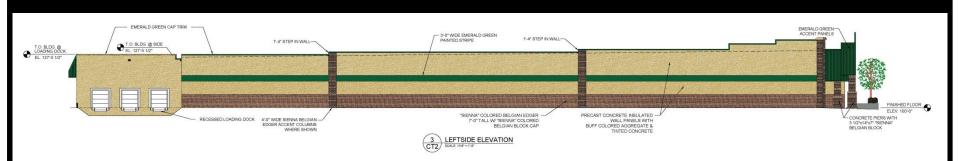




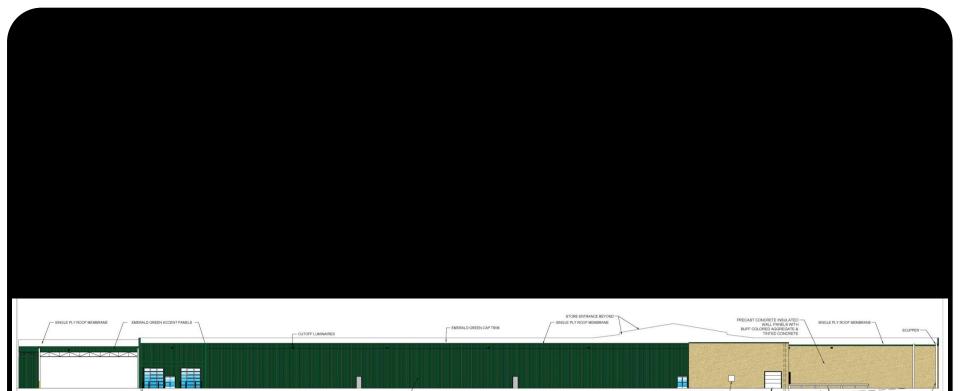








Left elevation, facing Cooper Chapel Road



CT2 REAR ELEVATION

COMPACTOR OPENING

 $\square$ 

OVERHEAD DOOR

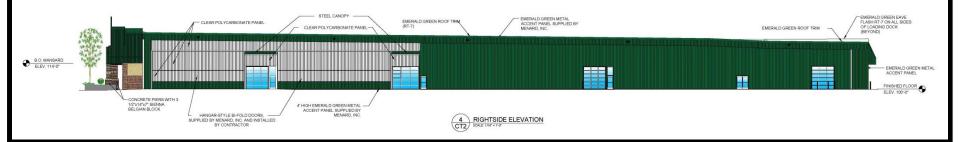
2

RECESSED LOADING

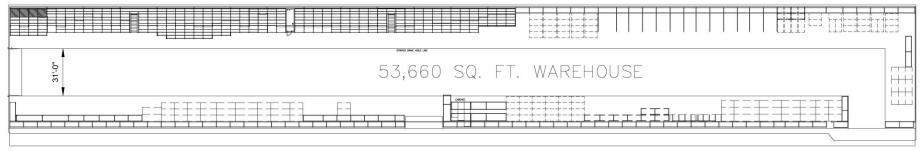
TYPICAL DOWNSPOUT

### Rear elevation

EMERALD GREEN ACCENT PANELS



Right elevation, facing Maple Spring Drive

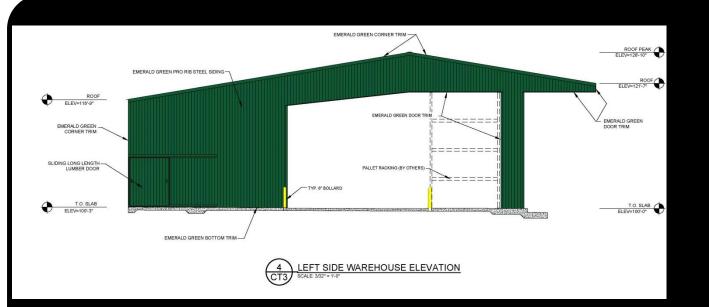


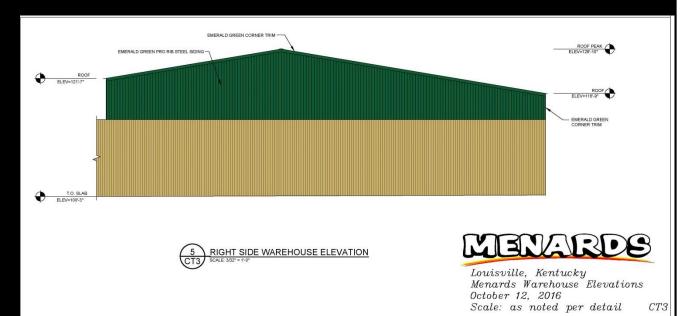


Warehouse plan view

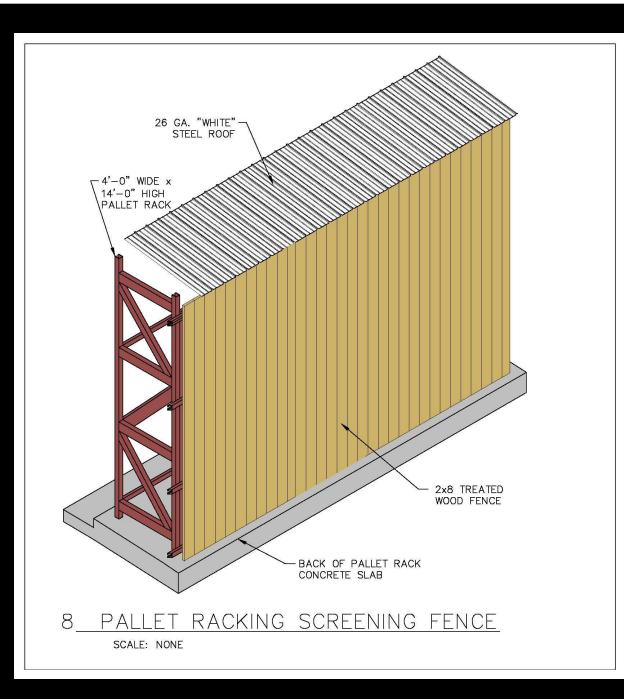
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- WHIT UNDEREA, KOOK CAP	DAERALD GREEN
	VETICAL 24 TREATED
2 REAR WAREHOUSE & SCREENING FENCE ELEVATION	

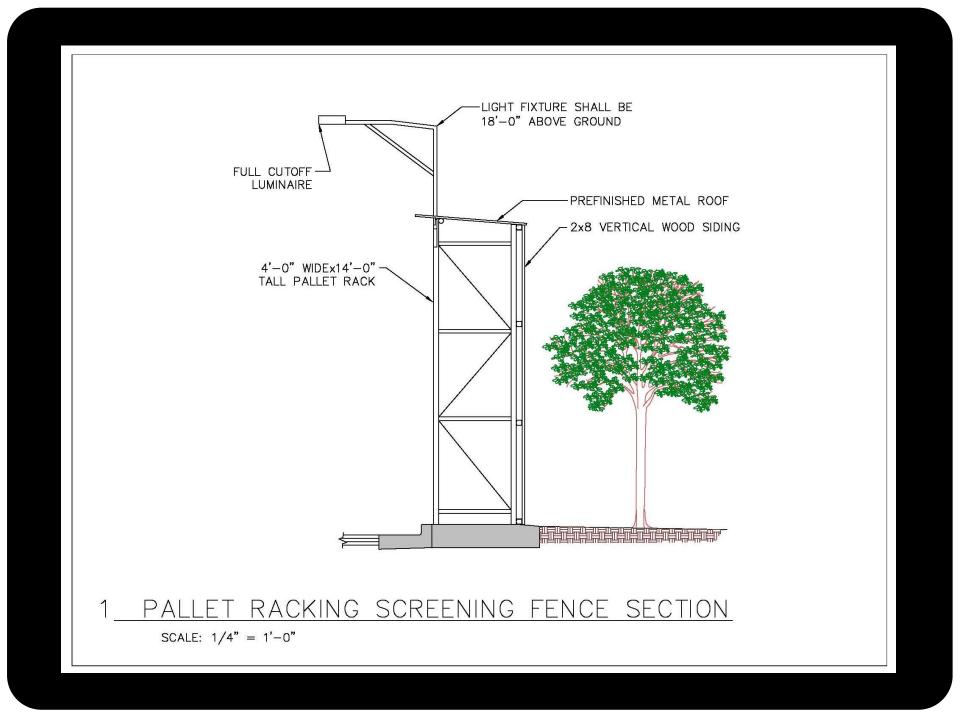
Rear warehouse and screen fence elevation





### Warehouse side elevations





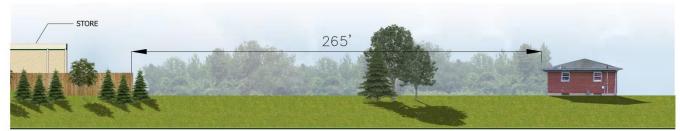
# Tab 7 Site Distances and Cross-Sections



### DAVID WAY TYPICAL (SECTION B-B)



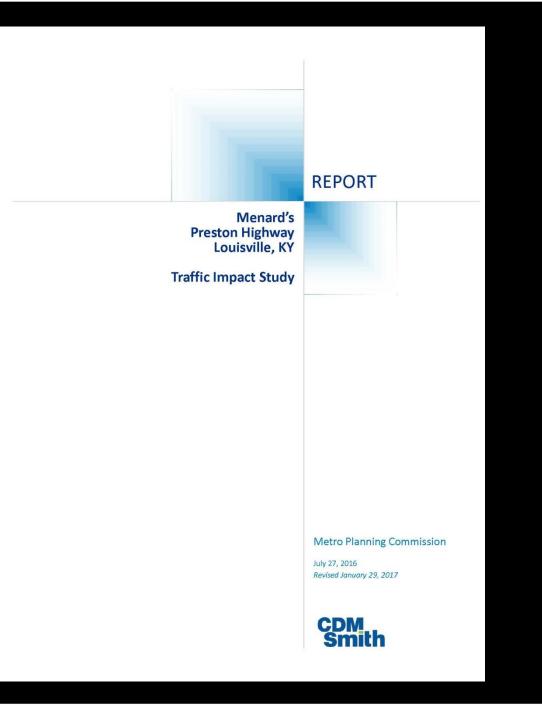
### CHAPEL HILL ROAD TYPICAL (SECTION A-A)



#### REAR ELEVATION



# Tab 8 Traffic Impact Study (TIS)



#### Table 2 - Level of Service Results

	AM Peak Hour			PM Peak Hour		
	2016	2019	2019	2016	2019	2019
	Existing	No Build	Build	Existing	No Build	Build
Preston Highway at Cooper Chapel Road	C	C	D	D	D	D
	29.4	30.5	35.8	40.4	41.9	44.8
Commerce Crossings Eastbound	E	E	E	E	E	E
	65.0	67.2	74.0	74.7	76.0	78.2
Cooper Chapel Road Westbound	D	D	D	E	E	E
	46.8	48.2	49.8	63.3	64.1	63.8
Preston Highway Northbound	C	C	C	C	D	D
	25.2	26.3	32.1	33.1	35.3	41.5
Preston Highway Southbound	C	C	C	C	C	C
	23.7	24.5	29.8	31.2	32.5	33.0
Cooper Chapel Road at Preston Crossing	B	B	C	B	B	B
	11.4	11.6	28.9	11.6	11.8	19.1
Cooper Chapel Eastbound	A	A	C	A	A	В
	5.6	5.8	28.1	7.0	7.3	14.9
Cooper Chapel Road Westbound	B	В	D	В	В	C
	10.0	10.2	38.0	13.3	13.7	22.9
Menards Northbound	NA	NA	C 25.2	NA	NA	B 19.8
Preston Crossing Southbound	B	B	B	B	В	C
	18.6	18.6	14.8	18.0	17.9	24.7
Preston Highway at Maple Spring Drive						
Maple Spring Drive Eastbound	C	C	D	F	F	F
	23.8	24.9	25.5	68.4	77.0	73.9
Maple Spring Drive Westbound	D	D	F	В	В	F
	30.0	31.7	55.6	12.9	13.2	57.2
Preston Highway Northbound (left)	A	В	В	C	C	C
	9.8	10.0	10.1	18.4	19.2	18.9
Preston Highway Southbound (left)	B	В	C	B	B	В
	14.0	14.4	15.0	13.0	13.3	13.6

Note: Level of Service, aelay in seconds

# Tab 9

Parking study, which includes transaction analysis over 24 hrs/364 days at 4 Menards stores (Jeffersonville, IN, Bloomington, IN, Columbus, OH and Owensboro, KY) and parking counts in Jeffersonville, IN at peak transaction hours of I I:00 am to 3:00 pm on a Thursday and a Saturday (Staff copy contains all 550 pages of 34,944 transactions over this period of time at these 4 locations)

# Hourly Transaction Per Store

City	Period	Total Days	Hourly Ranges*	Hours/Day**	Hourly Average	Parking Spaces
Bloomington, Indiana	2/28/2016 - 2/27/2017	364	I-487	16	135	514
Columbus, Ohio	2/28/2016 - 2/27/2017	364	I-588	16	114	470
Owensboro, Kentucky	2/28/2016 - 2/27/2017	364	I-526	16	99	395
Jeffersonville, Indiana	2/28/2016 - 2/27/2017	364	I-543	16	90	465

\* Peak of range in each instance was "Black Friday", a statistical outlier day.

\*\* 24 hours were actually counted, but only 16 hours/day provided meaningful transactions.

Parking counts on Thursday, March 9 and Saturday, March 11, 2017 at Jeffersonville, IN Menards store (information to be emailed to DPDS on 3/13/17 and to provided at PCPH)

## Tab 10

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

## BARDENWERPER, TALBOTT & ROBERTS, PLLC

— ATTORNEYS AT LAW —

1000 N. Hurstbourne Parkway • Building Industry Association of Greater Louisville Bldg. • Second Floor • Louisville, Kentucky 40223 (502) 426-6688 • (502) 425-0561 (fax) • www.Bardlaw.net

#### STATEMENT OF COMPLIANCE WITH ALL APPLICABLE GUIDELINES AND POLICES OF THE CORNERSTONE 2020 COMPREHENSIVE PLAN

Applicant:	Menards, Inc.
<u>Owner:</u>	Richard & Marcella Brooks; Ernest P. Brooks Properties, LLC; Billy & Helen Riley; James F. Goomey Revocable Trust; Joyce M. Goomey Revocable Trust; Gervis B. Williams; Barbara & Charles E. Davis, Sr.; Larry & Beverly Wyman; Kent Claycomb; Jack & Shirley Wilson; Patricia Shaver; Brooks & Wren, LLC; Paul & Pauline Raisor
Location:	10211 Preston Highway; 4700, 4800, 4900, 4902, 4904, 4908, and 5000 Cooper Chapel Road; 4915, 4917, 5001, 5005 and 5007 Maple Spring Drive
Proposed Use:	Menards-anchored center
Engineers, Land Planners and Landscape Architects:	Mindel Scott & Associates, Inc.
Request:	Change in Zoning from R-4 to C-2 and a Form District Change from Suburban Neighborhood to Suburban Marketplace

#### **INTRODUCTION**

This proposal is for a change in zoning from R-4 to C-2 and a Form District Change from Suburban Neighborhood to Suburban Marketplace for construction of a Menards-anchored center that will initially include a 203,000 sf of Menards store. Other portions of the retail center will remain undetermined until retailers are chosen that are complimentary to the Menards store.

The subject property is located in the highly accessible and convenient southeast corner of the intersection of Preston Highway and Cooper Chapel Road, which intersection is approximately three-tenths of a mile south of the Gene Snyder Freeway. Direct access to the proposed Menards-anchored center will be from three points, two from Cooper Chapel Road and the one from Maple Spring Drive. There is an existing traffic signal at Cooper Chapel Road and Preston Highway. The Transportation Impact Study (TIS) will determine other signals, if any. Duel points of access along Cooper Chapel Road and one at Preston Highway will ensure an efficient and controlled flow of traffic into and through the proposed center. The remainder of the subject

property, while part of this development plan, will be reserved as "outlots" for future development.

The subject property is adjoined on the north side by commercially zoned properties, and a significant primary collector road (Cooper Chapel Road) separates them. There will be significant landscaping along this site's Cooper Chapel Road frontage. The residential properties to the east and south are the most affected by the proposed retail center, but they are significantly screened on the east and partial south side and also separated on the south side by Maple Spring Drive. The applicant has met with the area residents to try to address concerns about the visual and noise impacts of the proposed Menards-anchored center, most of which had to do with the truck loading area behind the Menards store. The applicant's DDDP proposes fencing around that area and landscaping outside the fenced-in area. With regard to access, the applicant will provide sidewalks where required for better connectivity and accommodation of alternative modes of transportation.

Overall, the central location of the proposed Menards-anchored center will serve to improve the choice of retail shopping opportunities in the southern Jefferson County and Hillview of Bullitt County areas. Its location at a major crossroads within good proximity to the Gene Snyder Freeway, enhanced fence and landscape screening, and good connectivity to nearby neighborhoods, will combine to ensure that area residents receive an attractive, compatible and highly convenient retail center.

#### **GUIDELINE 1 – COMMUNITY FORM**

The application complies with this Guideline as follows.

The subject property is currently located in the Neighborhood Form Area, but this proposal includes a request for change to the Suburban Marketplace Form Area which Form Area

...are generally located along major roadways with well-defined beginning and ending points and established depths along the length of the corridor..., [have] a pattern of development [that] is distinguished by a mixture of medium to high intensity uses..., [have] accommodations for transit users, bicyclists and pedestrians..., [where] connectivity to nearby uses should be encouraged, [and] compact groups of buildings use the same curb cut, share parking, [etc.]. ...When considering proposals that result in an extension of suburban marketplace corridors, particular emphasis should be placed on a) use or reuse of land within existing corridors, b) potential for disruption of established residential neighborhoods; and c) compliance with the site and community design standards of the Land Development Code.

The proposed form district change for this Menards-anchored center is correct given this center's location at the intersection of two major roadways and across from another major shopping center featuring a Lowes and a movie theater complex. The property is in a position where its boundaries and that of the proposed form district change are easily discernable and well-defined. The proposed Menards-anchored center will support and improve the mixture of land use activities at this crossroads with easy transit access, shared parking and access with existing and new sidewalk connectivity to neighborhoods that will encourage and support pedestrian, transit and bicycle modes of transportation. While Menards itself provides a large variety of products and services, there are certain retail businesses that also prefer to locate near Menards to supplement certain goods and services not fully offered by it.

As noted above, the applicant has met with interested area residents to discuss their concerns. Although the applicant has thus far been unable to convince Maple Springs Drive residents, it believes that the proposed improved access from Preston Highway to Maple Spring Drive will enhance these residents safe access to and from Preston Highway where they regularly travel. And by proposing enhanced screening and landscaping along property lines contiguous to residential neighborhoods, Menards will manage to fully mitigate potential impacts. Reduced parking areas also keep activities away from the adjoining residential properties and closer to the existing and major highways and intersection.

The proposed Menards-anchored center will benefit the area with a better variety of lower priced goods and services, and assure fewer and shorter trips for area residents.

#### **GUIDELINE 2 - CENTERS**

The application complies with the applicable Intents and Policies 1, 2, 3, 4, 5, 7, 10, 11, 12, 13, 14 and 15 of this Guideline as follows.

The proposed Menards-anchored center promotes an efficient use of land and investment in existing infrastructure, and lowers utility costs by reducing the need for extensions by virtue of its location at a major highway interchange where significant roadway and other public utility infrastructure already exists. By locating in a very business retail area, along a very busy retail corridor and across from another large retail center, Menards serves to reduce commuting time and transportation-related air pollution providing opportunities for easy access to a diversity of goods and services that are designed to be assets to the community, encouraging vitality and a sense of place both in neighborhoods and the larger community.

Also, the Menards-anchored center will greatly improve the mixture of neighborhood-serving businesses and land use in this highly accessible location to improve the diversity and vitality of this activity center. The proposed Menards-anchored center helps define the other existing high intensity land uses at this major intersection as a more cohesive and identifiable activity center.

The Menards-anchored center will promote shorter commute times for those accessing it, thereby reducing transportation-related air pollution that might be generated if required to travel farther distances. Utilities are available along the Preston Highway and Cooper Chapel Road, and the applicant will connect to same, thus reducing public costs for infrastructure.

The proposed Menards-anchored center, located as it is at the intersection of Preston Highway and Cooper Chapel Road is less than a half-mile south of the Gene Snyder Freeway and constitutes part of a large activity center hosting other established retailers, apartments and (across Preston Highway) workplace uses. Large residential neighborhoods are located further east along Cooper Chapel Road and south along Preston Highway contain more than sufficient population to support the proposed addition to this activity center.

The proposed Menards-anchored center rounds out the southern side of this large activity center in a significant-sized, but compact in-fill location that will also add retail inventory and choices in the new retail space within the center, combining to serve a wide variety of residents' day-today needs and ensure fewer trips as customers may stop at this large activity center to accomplish multiple tasks rather than traveling farther distances to do so. Menards will provide strong internal sidewalks and sidewalk connections for shoppers and for neighborhoods to the east.

Parking areas are shared at this Menard-anchored center by virtue of the parking waiver request. And connectivity, shared parking, access and use of existing infrastructure are assured on the accompanying DDDP. Parking areas are located along the Preston Highway frontage of the proposed Menards buildings and well away from nearby residential properties to the south and east in order to screen customer activities from those property owners. The parking design, multiple described entrance/exit access points, internal customer traffic circulation, and truck unloading areas in the rear ensure efficient, safe and controlled traffic flow into and through the Menards-anchored center.

#### **GUIDELINE 3 - COMPATIBILITY**

The application complies with the applicable Intents and Policies 1, 2, 4, 5, 6, 7, 8, 9, 20, 21, 22, 23, 24 and 28 of this Guideline as follows.

The Menards-anchored center grows the mix of retail choices at this existing large activity center in a way that assures compatibility each use with each other, not adding a sensitive land use to an area where accepted nuisance standards might be violated or where visual quality might be diminished.

The scale, design and pattern of existing development across Cooper Chapel Road (e.g. Lowes and the theater complex) basically mean that Menards' choice of exterior building materials, together with its planned screening and buffering transitions between uses and neighborhoods within an organized center are appropriate. The subject property is located, as described above, and the main Menards building is a one-story structure, placed to keep parking and most customer activities away from adjoining residential properties. Enhanced screening and landscaping is another good start at addressing compatibility. But that is further addressed through the mitigation of odor, air quality, traffic, noise, lighting, and visual impacts of new development because the proposed Menards store features a building with parking oriented away from/screened from adjoining residential properties. Noise is further mitigated by the screening of truck loading areas. The applicant has agreed to special screening and landscaping enhancements that will also limit the impacts of noise, odors, and visual impacts on adjoining properties. As noted above, Menards also proposes entrance/exit access points which are either along already improved roadways (Cooper Chapel Road) or at points where access will be greatly improved over the present Preston Highway at Maple Spring Drive. The proposed layout is efficient in that it allows, as noted, several ways to access the property, thus reducing congestion and delay in entering or leaving the center. Lighting will be directed down and away from adjoining properties. As described above, the central location and the wide product variety expected at the proposed Menards store and its ancillary retail and/or restaurant shops, will reduce commuting time for area residents seeking to accomplish multiple tasks in one visit, thereby minimizing air quality issues related to longer vehicle trips or traffic delays that might be incurred if customers traveled to services farther way and in various different locations. Odor is further mitigated by virtue of a contract for regular garbage removal.

#### **GUIDELINE 4 – OPEN SPACE**

The application complies with the applicable Intents and Policies 1, 2, 5 and 7 of this Guideline as follows.

The proposed Menards-anchored center includes a large open area in the southeast corner of the site adjoining five residential properties where existing trees and new landscaping will be provided. Along Preston Highway, Cooper Chapel Road, Maple Spring Drive and other property perimeters, landscaping will be provided where trees are not preserved. Moreover, the overall internal landscape plan for this Menards-anchored center will ensure a positive aesthetic appearance for the property overall.

#### **GUIDELINE 6 – ECONOMIC GROWTH AND SUSTAINABILITY**

The application complies with the applicable Intents and Policies 1, 2 and 6 of this Guideline as follows.

The proposed Menards- anchored center will utilize available, highly accessible and convenient land that is in an in-fill location at the major intersection of Preston Highway and Cooper Chapel Road less than a half-mile from Gene Snyder Freeway. Adding a Menards store, plus a variety of other retail, restaurant and other services to the surrounding neighborhoods at this important intersection area will allow nearby workers, arterial highway travelers and area residents to make one stop for several purposes and to reduce commuting time to services located farther away. Nearby workplaces and neighborhoods will find that an appropriate, attractive and healthy collection of area serving land uses at this intersection and Snyder Freeway location will support and preserve a sense of retail place, support the community's tax base and capture a major retailer in this, not an adjoining county.

#### <u>GUIDELINES 7, 8, 9 AND 12 – CIRCULATION, TRANSPORTATION</u> <u>FACILITY DESIGN, ALTERNATIVE MODES OF TRANSPORTATION AND AIR</u> <u>QUALITY</u>

The application complies with the applicable Intents and Policies 1, 2, 3, 4, 6, 9, 10, 11, 13, 14, 15, 16 and 18 of Guideline 7, Policies 5, 8, 9, 10 and 11 of Guideline 8, and Policies 1, 2, 3 and 4 of Guideline 9, and Policies 1, 2, 3, 4, 6, 7, 8 and 9 of Guideline 12 as follows.

The applicable Intent and Policies of these Guidelines are to assure a safe and proper functioning street network that does not exceed the carrying-capacity of Preston Highway and Cooper Chapel Road, to promote efficient internal and external circulation of all new development, and to ensure transportation facilities that are safe, efficient with attention to air quality and which minimize impacts upon the community and that accommodate alternative modes of transportation and the needs of the elderly or handicapped.

The proposed Menards-anchored center complies with the applicable Intents and Policies of these Guidelines by virtue of the fact that the proposed center will be located less than a halfmile from the Snyder Freeway off Preston Highway and Cooper Chapel Road that have been adequately improved with sufficient traffic-carrying capacity and with multiple points of ingress and egress to and from this center. The TIS prepared by CDM Smith Engineers anticipates that these roads and points of access are capable of handling the traffic generated by the proposed Menards and other retailers. Center left turn lanes, right-turn deceleration lanes and entrance improvements will keep traffic flowing safely and efficiently to and through the proposed center. Crossover access between the Menards store and proposed outlots will assure shared access between retail uses. The proximity of the subject property to area neighborhoods, ensures that commuting time will be minimal, further reducing traffic-related air quality impacts. Sidewalks are provided along Cooper Chapel Road to the neighborhood to the east to encourage and accommodate accessibility by all modes of transportation including pedestrian and bicycle. Transit service is available in the area. Handicap parking spaces and safety crosswalks have been provided in accordance with the requirements of the new Land Development Code. Most importantly as to compliance with these Guidelines, the DDDP must and will receive the preliminary stamp of approval from Metro Public Works and Transportation Planning prior to docketing for public review, thus assuring compliance with all traffic safety and transportation infrastructure requirements.

#### **GUIDELINES 10 AND 11 – STORMWATER AND WATER QUALITY**

The application complies with the applicable Intents and Policies 3, 6, 7, 10 and 11 of Guideline 10 and Policies 3, 6, 7 and 9 of Guideline 11 as follows.

The applicable Intents and Policies of these Guidelines are to effectively manage stormwater and to prevent the degradation of water quality due to soil erosion.

The proposed Menards-anchored center complies with the applicable Intents and Policies of these Guidelines and with the requirements of MSD and the Land Development Code because on site detention will be provided, including a temporary sediment control basin, as required by MSD. Therefore, post development peak flows of stormwater runoff will not exceed predevelopment conditions, and soil erosion and sediment will be controlled during construction.

MSD also now enforces water quality planning which will be incorporated into the construction plans.

#### **GUIDELINE 13 – LANDSCAPE CHARACTER**

The application complies with the applicable Intents and Policies 1, 2, 3, 4, 5 and 6 of this Guideline as follows.

The applicable Intents and Policies of this Guideline are to protect and enhance landscape character by protecting woodlands and ensuring appropriate landscape design for different types of land uses. The Land Development Code includes minimum tree canopy requirements that will be met.

Also, as noted above, the proposed Menards-anchored center complies with the applicable Intents of this Guideline because the concept landscape plan for the center was designed to mitigate concerns of adjoining property owners by providing significant setbacks, enhanced fence screening and enhanced landscaping to screen noise and other activities from nearby residential properties.

#### **GUIDELINE 14 INFRASTRUCTURE**

The application complies with the applicable Intents and applicable Policies 3, 4, 6 and 7 of this Guideline as follows.

The applicable Intents and Policies of this Guideline seek to ensure that the carrying-capacity of the land is adequate for proposed development, with effective connections between land use patterns, and that those who proposed new development share in costs of public infrastructure.

As noted above, the proposed Menards-anchored center has access off of Preston Highway and Cooper Chapel Road which are already designed to carry traffic safely to and from this proposed development. To the extent that those roads require improvement at the accesses to Maple Spring Drive and off Cooper Chapel Road, those improvements will be made by Menards. Utility and water services are available at the site, and Menards will connect to these existing services.

\* \* \*

For all of these and other reasons set forth on the Detailed District Development Plan accompanying this application and in accordance with evidence presented at Planning Commission public hearings, this application will comply with all other applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan.

Respectfully submitted,

**BARDENWERPER, TALBOTT & ROBERTS, PLLC** Bardenwerper Talbott & Roberts, PLLC 1000 N. Hurstbourne Parkway, Second Floor Louisville, KY 40223 (502) 426-6688

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# Tab II Proposed findings of fact pertaining to compliance with the Comprehensive Plan and Waiver criteria

## BARDENWERPER, TALBOTT & ROBERTS, PLLC

— ATTORNEYS AT LAW —

1000 N. Hurstbourne Parkway • Building Industry Association of Greater Louisville Bldg. • Second Floor • Louisville, Kentucky 40223 (502) 426-6688 • (502) 425-0561 (fax) • www.Bardlaw.net

#### PROPOSED FINDINGS OF FACT REGARDING COMPLIACE WITH ALL APPLICABLE GUIDELINES AND POLICIES OF THE CORNERSTONE2020 COMPREHENSIVE PLAN

Applicant:	Menards, Inc.
<u>Owner:</u>	Richard & Marcella Brooks; Ernest P. Brooks Properties, LLC; Billy & Helen Riley; James F. Goomey Revocable Trust; Joyce M. Goomey Revocable Trust; Gervis B. Williams; Barbara & Charles E. Davis, Sr.; Larry & Beverly Wyman; Kent Claycomb; Jack & Shirley Wilson; Patricia Shaver; Brooks & Wren, LLC; Paul & Pauline Raisor
Location:	10211 Preston Highway; 4700, 4800, 4900, 4902, 4904, 4908, and 5000 Cooper Chapel Road; 4915, 4917, 5001, 5005 and 5007 Maple Spring Drive
Proposed Use:	Menards-anchored center
Engineers, Land Planners and Landscape Architects:	Mindel Scott & Associates, Inc.
<u>Request:</u>	Change in Zoning from R-4 to C-2 and a Form District Change from Suburban Neighborhood to Suburban Marketplace

The Louisville Metro Planning Commission, having heard testimony before its Land Development & Transportation Committee, in the Public Hearing held on March 16, 2017 and having reviewed evidence presented by the applicant and the staff's analysis of the application, make the following findings:

#### **INTRODUCTION**

**WHEREAS,** this proposal is for a change in zoning from R-4 to C-2 and a Form District Change from Suburban Neighborhood to Suburban Marketplace for construction of a Menards-anchored center that will initially include a 203,000 sf of Menards store; other portions of the retail center will remain undetermined until retailers are chosen that are complimentary to the Menards store; and

WHEREAS, the subject property is located in the highly accessible and convenient southeast corner of the intersection of Preston Highway and Cooper Chapel Road, which intersection is

approximately three-tenths of a mile south of the Gene Snyder Freeway; direct access to the proposed Menards-anchored center will be from three points, two from Cooper Chapel Road and the one from Maple Spring Drive; there is an existing traffic signal at Cooper Chapel Road and Preston Highway; duel points of access along Cooper Chapel Road and one at Preston Highway will ensure an efficient and controlled flow of traffic into and through the proposed center; and the remainder of the subject property, while part of this development plan, will be reserved as "outlots" for future development; and

WHEREAS, the subject property is adjoined on the north side by commercially zoned properties, and a significant primary collector road (Cooper Chapel Road) separates them; there will be significant landscaping along this site's Cooper Chapel Road frontage; the residential properties to the east and south are the most affected by the proposed retail center, but they are significantly screened on the east and partial south side and also separated on the south side by Maple Spring Drive; the applicant has met with the area residents to try to address concerns about the visual and noise impacts of the proposed Menards-anchored center, most of which had to do with the truck loading area behind the Menards store; the applicant's DDDP proposes fencing around that area and landscaping outside the fenced-in area; and with regard to access, the applicant will provide sidewalks where required for better connectivity and accommodation of alternative modes of transportation; and

**WHEREAS**, the central location of the proposed Menards-anchored center will serve to improve the choice of retail shopping opportunities in the southern Jefferson County and Hillview of Bullitt County areas; its location at a major crossroads within good proximity to the Gene Snyder Freeway, enhanced fence and landscape screening, and good connectivity to nearby neighborhoods, will combine to ensure that area residents receive an attractive, compatible and highly convenient retail center; and

#### **GUIDELINE 1 – COMMUNITY FORM**

WHEREAS, the application complies with this Guideline because the subject property is currently located in the Neighborhood Form District, but this proposal includes a request for change to the Suburban Marketplace Form District which is correct given this center's location at the intersection of two major roadways and across from another major shopping center featuring a Lowes and a movie theater complex; the property is in a position where its boundaries and that of the proposed form district change are easily discernable and well-defined; the proposed Menards-anchored center will support and improve the mixture of land use activities at this crossroads with easy transit access, shared parking and access with existing and new sidewalk connectivity to neighborhoods that will encourage and support pedestrian, transit and bicycle modes of transportation; and while Menards itself provides a large variety of products and services, there are certain retail businesses that also prefer to locate near Menards to supplement certain goods and services not fully offered by it; and

WHEREAS, the applicant has met with interested area residents to discuss their concerns; although the applicant may not have convinced Maple Springs Drive residents, it believes that the proposed improved access from Preston Highway to Maple Spring Drive will enhance these residents' safe access to and from Preston Highway where they regularly travel; and by proposing enhanced screening and landscaping of development contiguous to residential neighborhoods, Menards will manage to fully mitigate potential negative impacts; and reduced

parking areas also keep activities away from the adjoining residential properties and closer to the existing and major highways and intersection; and

**WHEREAS**, the proposed Menards-anchored center will benefit the area with a better variety of lower priced goods and services, and assure fewer and shorter trips for area residents; and

#### **GUIDELINE 2 - CENTERS**

**WHEREAS**, the application complies with the applicable Intents and Policies 1, 2, 3, 4, 5, 7, 10, 11, 12, 13, 14 and 15 of this Guideline because the proposed Menards-anchored center promotes an efficient use of land and investment in existing infrastructure and lowers utility costs by reducing the need for extensions by virtue of its location at a major highway interchange where significant roadway and other public utility infrastructure already exists; by locating along a very busy retail corridor and across from another large retail center, Menards serves to reduce commuting time and transportation-related air pollution providing opportunities for easy access to a diversity of goods and services that are designed to be assets to the community, encouraging vitality and a sense of place both in neighborhoods and the larger community; and

WHEREAS, the Menards-anchored center will greatly improve the mixture of regional and neighborhood-serving businesses and land use in this highly accessible location to improve the diversity and vitality of this activity center; and the proposed Menards-anchored center helps define the other existing high intensity land uses at this major intersection as a more cohesive and identifiable activity center; and

WHEREAS, the Menards-anchored center will promote shorter commute times for those accessing it, thereby reducing transportation-related air pollution that might be generated if required to travel farther distances; and utilities are available along the Preston Highway and Cooper Chapel Road, which the applicant will connect to, thus reducing public costs for infrastructure; and

WHEREAS, the proposed Menards-anchored center, located as it is at the intersection of Preston Highway and Cooper Chapel Road is less than a half-mile south of the Gene Snyder Freeway and constitutes part of a large activity center hosting other established retailers, apartments and (across Preston Highway) workplace uses; large residential neighborhoods are located further east along Cooper Chapel Road; and areas south along Preston Highway contain more than sufficient population to support the proposed addition to this activity center; and

WHEREAS, the proposed Menards-anchored center rounds out the southern side of this large activity center in a significant-sized, but compact in-fill location that will also add retail inventory and choices in the new retail space within the center, combining to serve a wide variety of residents' day-to-day needs and ensure fewer trips as customers may stop at this large activity center to accomplish multiple tasks rather than traveling farther distances to do so; and Menards will provide strong internal sidewalks and sidewalk connections for shoppers and for neighborhoods to the east; and

WHEREAS, parking areas are reduced at this Menard-anchored center by virtue of the parking waiver request; and connectivity, access and use of existing infrastructure are assured on the accompanying DDDP; parking areas are located along the Preston Highway frontage of the proposed Menards buildings and well away from nearby residential properties to the south and

east in order to screen customer activities from those property owners; and the parking design, multiple described entrance/exit access points, internal customer traffic circulation, and truck unloading areas in the rear ensure efficient, safe and controlled traffic flow into and through the Menards-anchored center; and

#### **GUIDELINE 3 - COMPATIBILITY**

**WHEREAS**, the application complies with the applicable Intents and Policies 1, 2, 4, 5, 6, 7, 8, 9, 20, 21, 22, 23, 24 and 28 of this Guideline because the Menards-anchored center grows the mix of retail choices at this existing large activity center in a way that assures compatibility each use with each other, not adding a sensitive land use to an area where accepted nuisance standards might be violated or where visual quality might be diminished; and

WHEREAS, the scale, design and pattern of existing development across Cooper Chapel Road (e.g. Lowes and the theater complex) basically mean that Menards' choice of exterior building materials, together with its planned screening and buffering transitions between uses and neighborhoods within an organized center are appropriate; the subject property is located, as described above, and the main Menards building is a one-story structure, placed to keep parking and most customer activities away from adjoining residential properties; enhanced screening and landscaping is another good start at addressing compatibility; but that is further addressed through the mitigation of odor, air quality, traffic, noise, lighting, and visual impacts of new development because the proposed Menards store features a building with parking oriented away from/screened from adjoining residential properties; noise is further mitigated by the screening of truck loading areas; Menards has agreed to special screening and landscaping enhancements that will also limit the impacts of noise, odors, and visual impacts on adjoining properties; as noted above, Menards also proposes entrance/exit access points which are either along already improved roadways (Cooper Chapel Road) or at points where access will be greatly improved over the present Preston Highway at Maple Spring Drive; the proposed layout is efficient in that it allows, as noted, several ways to access the property, thus reducing congestion and delay in entering or leaving the center; lighting will be directed down and away from adjoining properties; as described above, the central location and the wide product variety expected at the proposed Menards store and its ancillary retail and/or restaurant shops will reduce commuting time for area residents seeking to accomplish multiple tasks in one visit, thereby minimizing air quality issues related to longer vehicle trips or traffic delays that might be incurred if customers traveled to services farther way and in various different locations; and odor is further mitigated by virtue of a contract for regular garbage removal; and

#### **GUIDELINE 4 – OPEN SPACE**

**WHEREAS**, the application complies with the applicable Intents and Policies 1, 2, 5 and 7 of this Guideline because the proposed Menards-anchored center includes a large open area in the southeast corner of the site adjoining five residential properties where existing trees and new landscaping will be provided; along Preston Highway, Cooper Chapel Road, Maple Spring Drive and other property perimeters, landscaping will be provided where trees are not preserved; and the overall internal landscape plan for this Menards-anchored center will ensure a positive aesthetic appearance for the property overall; and

#### **GUIDELINE 6 – ECONOMIC GROWTH AND SUSTAINABILITY**

WHEREAS, the application complies with the applicable Intents and Policies 1, 2 and 6 of this Guideline because the proposed Menards- anchored center will utilize available, highly accessible and convenient land that is in an in-fill location at the major intersection of Preston Highway and Cooper Chapel Road less than a half-mile from Gene Snyder Freeway; adding a Menards store, plus a variety of other retail, restaurant and other services to the surrounding neighborhoods at this important intersection area will allow nearby workers, arterial highway travelers and area residents to make one stop for several purposes and to reduce commuting time to services located farther away; and nearby workplaces and neighborhoods will find that an appropriate, attractive and healthy collection of area serving land uses at this intersection and Snyder Freeway location will support and preserve a sense of retail place, support the community's tax base and capture a major retailer in this, not an adjoining, county; and

#### <u>GUIDELINES 7, 8, 9 AND 12 – CIRCULATION, TRANSPORTATION</u> FACILITY DESIGN, ALTERNATIVE MODES OF TRANSPORTATION AND AIR <u>QUALITY</u>

**WHEREAS**, the application complies with the applicable Intents and Policies 1, 2, 3, 4, 6, 9, 10, 11, 13, 14, 15, 16 and 18 of Guideline 7, Policies 5, 8, 9, 10 and 11 of Guideline 8, and Policies 1, 2, 3 and 4 of Guideline 9, and Policies 1, 2, 3, 4, 6, 7, 8 and 9 of Guideline 12 because its overall design assures a safe and proper functioning street network that does not exceed the carrying-capacity of Preston Highway and Cooper Chapel Road; it promotes efficient internal and external circulation of all new development and to ensures transportation facilities that are safe, efficient with attention to air quality and which minimize impacts upon the community; and it accommodates alternative modes of transportation and the needs of the elderly or handicapped; and

WHEREAS, the proposed center will be located less than a half-mile from the Snyder Freeway off Preston Highway and Cooper Chapel Road that have been adequately improved with sufficient traffic-carrying capacity and with multiple points of ingress and egress to and from this center; the TIS prepared by CDM Smith Engineers anticipates that these roads and points of access are capable of handling the traffic generated by the proposed Menards and other retailers; center left turn lanes, right-turn deceleration lanes and entrance improvements will keep traffic flowing safely and efficiently to and through the proposed center; crossover access between the Menards store and proposed outlots will assure shared access between retail uses; the proximity of the subject property to area neighborhoods ensures that commuting time will be minimal, further reducing traffic-related air quality impacts; sidewalks are provided along Cooper Chapel Road to the neighborhood to the east to encourage and accommodate accessibility by all modes of transportation including pedestrian and bicycle; transit service is available in the area; handicap parking spaces and safety crosswalks have been provided in accordance with the requirements of the new Land Development Code; most importantly as to compliance with these Guidelines, the DDDP received the preliminary stamp of approval from Metro Public Works and Transportation Planning prior to docketing for public review, thus assuring compliance with all traffic safety and transportation infrastructure requirements; and

#### **GUIDELINES 10 AND 11 – STORMWATER AND WATER QUALITY**

**WHEREAS**, the application complies with the applicable Intents and Policies 3, 6, 7, 10 and 11 of Guideline 10 and Policies 3, 6, 7 and 9 of Guideline 11 because stormwater is addressed by virtue of Menards' commitment and requirement to comply with all MSD regulations regarding same, in this case through payment of a regional facility fee to MSD in lieu of on-site detention; and soil erosion and sediment will be controlled during construction; and

**WHEREAS**, MSD also now enforces water quality planning which will be incorporated into the construction plans; and

#### **GUIDELINE 13 – LANDSCAPE CHARACTER**

**WHEREAS,** the application complies with the applicable Intents and Policies 1, 2, 3, 4, 5 and 6 of this Guideline because the Land Development Code includes minimum tree canopy requirements that will be met; and

**WHEREAS**, the concept landscape plan for the center was designed to mitigate concerns of adjoining property owners by providing significant setbacks, enhanced fence screening and enhanced landscaping to screen noise and other activities from nearby residential properties; and

#### **GUIDELINE 14 INFRASTRUCTURE**

**WHEREAS**, the application complies with the applicable Intents and applicable Policies 3, 4, 6 and 7 of this Guideline because the carrying-capacity of local streets is demonstrated by the TIS to be adequate for proposed development, with effective connections between land uses; and because the proposed new development will share in costs of public infrastructure; and

**WHEREAS**, the proposed Menards-anchored center has access off of Preston Highway and Cooper Chapel Road which are already designed to carry traffic safely to and from this proposed development; to the extent that those roads require improvement at the accesses to Maple Spring Drive and off Cooper Chapel Road, those improvements will be made by Menards; and utility and water services are available at the site, and Menards will connect to these existing services; and

\* \* \* \* \* \*

**WHEREAS,** for all the reasons explained at LD&T and the Planning Commission public hearing and also in the public hearing exhibit books on the approved detailed district development plan, this application also complies with all other applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan;

**NOW, THEREFORE**, the Louisville Metro Planning Commission hereby recommends to the Louisville Metro Council that it rezone the subject property from R-4 to C-2, changes the Form District from Neighborhood to Suburban Marketplace and approves the General and Detailed District Development Plan.

#### **Building Scale Waiver Findings of Fact**

Waiver of Section 5.5.5.A.1 to allow the scale of the accessory storage building to exceed the scale of the adjacent residential structures

**WHEREAS**, the waiver will not adversely affect adjacent property owners because the accessory storage building is located a significant distance from the nearest residential structures, and it is screened with fencing and landscaping; and

**WHEREAS**, the waiver will not violate the Comprehensive Plan for all the reasons set forth in the Detailed Statement of Compliance with all applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan filed with the original rezoning application; and

**WHEREAS**, the extent of waiver of the regulation is the minimum necessary to afford relief to the applicant because the DDDP otherwise complies with the LDC in all respects, and the screening and buffering that is proposed exceeds LDC requirements; and

**WHEREAS**, strict application of the provisions of the regulation would deprive the applicant of a reasonable use of the land or would create an unnecessary hardship on the applicant because the Menards store doesn't work without this standard storage building, which allows the main building to be slightly smaller than otherwise needed to accommodate all of the merchandise; and

NOW, THEREFORE, the Louisville Metro Planning Commission hereby approves this Waiver.

#### **Parking Waiver Findings of Fact**

Waiver under Sections 9.1.16 and 9.1.17.A.2 to allow less parking than required by this regulation.

**WHEREAS**, the waiver will not adversely affect adjacent property owners because a parking study has been submitted in consultation with the Planning Director plus Metro Public Works and Transportation Planning Agencies; and

**WHEREAS**, the methodology has been approved by the Planning Director plus Metro Public Works and Transportation Planning; and

**WHEREAS**, the methodology has involved a store transaction analysis at sites located in Bloomington and Jeffersonville, Indiana, Owensboro, Kentucky and Columbus, Ohio; and

**WHEREAS**, the methodology involving these four sites occurred over periods of 24 hours over 364 days; and

**WHEREAS**, this resulted in the examination of 34,944 different numbers, comparing each site to the other to determine peak transaction hours; and

**WHEREAS**, the peak transaction hours are virtually identical from site to site and day to day, being 11:00 am to 3:00 pm; and

**WHEREAS,** an applicant representative then counted parked cars at the Jeffersonville store location at the hours of 11:00 am and 12:00, 1:00, 2:00 and 3:00 pm on Thursday, March 9 and Saturday March 11; and

**WHEREAS**, the results of the combined transaction analysis at four sites and parking counts at one of these four sites determined that parking provided on the DDDP accompanying this application is adequate to meet peak parking demand; and

**WHEREAS**, the waiver will not otherwise violate the Comprehensive Plan for all the reasons set forth in the Detailed Statement of Compliance with all applicable Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan filed with the original rezoning application;

**NOW, THEREFORE**, the Louisville Metro Planning Commission hereby approves this parking Waiver to provide fewer spaces than otherwise required by regulation.