PLANNING COMMISSION REPORT Regular Agenda - Public Hearing Item

PC Staff Report 1/28/2013

ITEM NO 3B: Z-12-00229 UR (Urban Reserve) District to RM12D (Multi-Dwelling

Residential) District; 8.564 8.333 acres (SLD) AND

ITEM NO 3E: UR TO RS5; 3.88 ACRES; E SIDE OF K-10 & S OF W 6TH ST (SLD)

Z-12-00229: Consider a request to rezone approximately 8.564 8.333 acres from UR (Urban Reserve) to RM12D (Multi-Dwelling Residential), located north and south of Crystal Lane and Palisades Drive extended, as shown in the preliminary plat of Langston Heights Addition. Submitted by Landplan Engineering, for Langston Heights, LC, property owner of record. **Deferred from the December 2012 Planning Commission Meeting.**

Note: Revised Language is shown in **blue bold** text.

Z-13-00015: Consider a request to rezone approximately 3.88 acres from UR (Urban Reserve) to RS5 (Single-Dwelling Residential), located along the east side of K-10 highway south of W. 6th Street and along the west side of a proposed street known as Renaissance Drive, as shown in the preliminary plat of Langston Heights Addition. Submitted by Landplan Engineering, for Langston Heights, LC, property owner of record.

This request has been modified to reduce the total area included in the proposed RM12D District from 8.33 acres to 4.582 acres. The balance of the acreage (3.88 acres) included in the original application is requested to be considered for RS5 (Single-Dwelling Residential) District zoning as a lesser change per section 20-1303 (c) of the Development Code. A memo regarding the use of the lesser change table has been included with this packet.

STAFF RECOMMENDATION: Staff recommends approval of the request to rezone approximately 4.582 acres from UR (Urban Reserve) District to RM12D (Multi Dwelling Residential) District based on the findings presented in the staff report and forwarding it to the City Commission with a recommendation for approval.

And

STAFF RECOMMENDATION: Staff recommends approval of the request to rezone approximately 3.88 acres from UR (Urban Reserve) District to RS5 (Single-Dwelling Residential) District based on the findings presented in the staff report and forwarding it to the City Commission with a recommendation for approval.

Reason for Request:

The developer, RSR, Inc., intends to subdivide and rezone the subject property to support duplex development (see attached concept plan).

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KEY POINTS

- Request is part of an overall development package that includes RS7 and RM12 Zoning and a preliminary plat.
- This district serves as a transitional use between the lower density development to the east and the proposed higher density and highway to the west.

ASSOCIATED CASES/OTHER ACTION REQUIRED

- Z-12-00229: 8.564 acres 4.582 acres from UR (Urban Reserve) to RM12D (Multi-Dwelling Residential)
- Z-12-00231: 9.206 acres 9.122 acres from UR (Urban Reserve) to RS7 (Single-Dwelling Residential)
- Z-12-00232: 10.025 acres 9.980 acres from UR (Urban Reserve) to RM12 (Multi-Dwelling Residential)
- Z-13-00015: 3.88 acres from UR (Urban Reserve) to RS5 (Single-Dwelling Residential) as a lesser change from a portion of the proposed RM12D application.
- PP-12-00228: Preliminary Plat Langston Heights

PLANS AND STUDIES REQUIRED

- Traffic Study Not required for rezoning
- Downstream Sanitary Sewer Analysis Not required for rezoning
- Drainage Study Not required for rezoning
- Retail Market Study Not applicable to residential request

ATTACHMENTS

- Area map
- Concept plan
- 6th & K-10 land use map
- Lesser Change Table memo

PUBLIC COMMENT RECEIVED PRIOR TO PRINTING

Communications are attached.

Project Summary:

Proposed request is for 8.333 4.582 acres to accommodate duplex development. This district is defined in Section 20-201 of the Development Code as corresponding to a "Medium-Density" comprehensive plan designation. This request is intended to be considered concurrently with the preliminary plat, PP-12-00228 Langston Heights. The preliminary plat lot configuration creates a net density of 7.4 5.7 units per acres. This is a lower-density development pattern than the allowable density conveyed by the base zoning district. The RM12D district provides a land use transition between the detached residential portion of the subdivision to the east and the planned higher density development along the highway to the west.

This request has been modified to include a portion of the original 8.333 acres as RS5. The revised request extends detached dwelling lots along connector street within the overall development. The remaining duplex portion of the original application is concentrated around specific cul-de-sac street within the development.

Item No. 3B and 3E-3 **Z-12-00015** (Lesser Change)

CONFORMANCE WITH THE COMPREHENSIVE PLAN

Applicant's Response: the Lawrence future Land Use Map (3-2) in Horizon 2020 does not specifically designate a land use for this subject property. The request conforms to the Residential Development Strategy (pg. 5-1) of providing appropriate transition zones between low-density residential land uses and more intensive residential development. When considered with the two (2) other rezoning applications accompanying this one, all three conform to the Residential Development Strategy (pg. 5-1) of providing a mixture of housing types, styles and economic levels for new residential development.

This property is located within the boundary of the 6th Street and K-10 Nodal Plan. This request is part of a package of requests that includes medium-density residential zoning in the form of duplex and multi-dwelling zoning districts and a preliminary plat that establishes the integrated layout of the overall development pattern planned for this area. The Nodal Plan, amended into the Comprehensive Plan, shows this area to be developed with low-density residential uses except for an area located along the south side of W. 6th Street and a portion of highway south of W. 6th Street. The area plan land use map is attached to this report.

The nodal plan provides a narrative description of the recommended land use development for each quadrant of the intersection of w. 6th Street and K-10 Highway. The plan states:

The Southeast Corner

Like its northern counterpart, this corner provides opportunity for a variety of residential, commercial, and office activities. This nodal plan designates the majority of this corner appropriate for residential development and the remaining area appropriate for commercial and office uses. This nodal plan also designates the majority of its residential uses appropriate for low-density, single-family neighborhoods with a small portion considered appropriate for medium-density residential development. This medium-density development serves as primary buffer between single-family neighborhoods and commercial activities. The commercial and office activities of the southeast corner along West 6th Street mirror those of the northeast corner - the majority of such activities are designated appropriate for commercial with the remainder for office uses.

This nodal plan anticipates more low-density, single-family residential development in the areas surrounding this corner and therefore much of this corner was designated appropriate for similar development to maintain compatibility of surrounding land uses. Open space areas are also highly encouraged to serve as buffers between residential, commercial, and office land use activities, as well as provide opportunities for linkages to the surrounding neighborhoods to the southeast of this nodal study area.

While the Nodal Plan specifically designates medium-density residential development appropriately as a buffer between single-family neighborhood and commercial activities, the proposed RM12 district request boundary employs this same concept to serve as a buffer between the single-family development to the east and the highway to the west. The revised RM12D/RS5 request serves as the transitional use between the RS7 and the RM12 Districts. The intent of the RS5 areas are to provide an increased presence of detached dwelling units on individual lots within the overall subdivision.

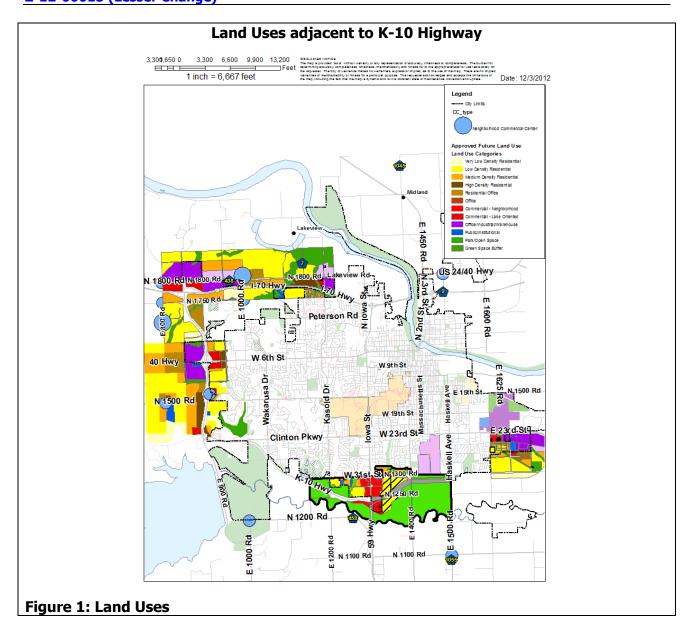
In addition to density recommendations, *Horizon 2020* provides key strategies that are applicable to this development request and the related applications. They are:

- Infill residential development should be considered prior to annexation of new residential areas.
- A mixture of housing types, styles and economic levels should be encouraged for new residential and infill developments.
- Compatible densities and housing types should be encouraged in residential neighborhoods by providing appropriate transition zones between low-density residential land uses and more intensive residential development, and between higher density residential uses and nonresidential land uses.
- The character and appearance of existing residential neighborhoods should be protected and enhanced. Infill development, rehabilitation or reconstruction should reflect architectural qualities and styles of existing neighborhoods.

This request represents infill development and the first step in a plan to provide a transition of uses between the existing development and the Highway. The proposed RM12D zoning is a medium-density residential district. This request has been reduced with the revised preliminary plat from 8.462 acres to 4.5 acres. Additionally, an area originally intended for duplex development in the RM12D portion of the project has been revised to RS5 to accommodate detached housing on individual lots. The RS5 zoning district can be considered either a low density or medium density residential district (20-201) depending on the specific subdivision design. When considering the proposed requests for RM12D and RS5 request for RM12D concurrently with the preliminary plat, the impact of the development proposal is significantly reduced with a gross density of only 6 5.3 units per acre. This area (8.462 acres) includes 22 duplexes and 23 detached units per the proposed subdivision (45 total units). The previous plan included 50 duplex units. Excluding the public right of way and including only the actual lots, the development density is approximately 7 dwelling units per acre for the RM12D portion of the development request.

Commercial areas and major traffic corridors are both considered high intensity uses. They both have a high traffic flow characteristic as well as noise and light that can impact lower intensity land uses. Future development of the subject property includes a 50' setback along the west property line to enhance the buffering of land use adjacent to the K-10 Highway. Of the land use plans completed along the edges of the existing city limits, uses along the K-10 Highway are predominantly higher intensity land uses. In some instances, the highway is abutted by open space which is typical of the regulatory floodplain in those sections. Higher intensity uses are appropriately located along highways with land use transitions provided to lower-intensity land uses.

The implementation of the land use recommendations of the comprehensive plan are implemented through the Development Regulations including zoning and subdivision design. The proposed request, when considered concurrently with the preliminary plat, complies with the low-density residential land use recommendations contained in the Nodal Plan.



Staff Finding – This request, when considered with the proposed preliminary plat of Langston Height, complies with the low-density land use recommendations and provides a land use transition east to west for this area. The revised request increases the presence of detached single-dwelling units in this development.

2. **ZONING AND USE OF NEARBY PROPERTY, INCLUDING OVERLAY ZONING**

UR (Urban Reserve) District; undeveloped property. Current Zoning and Land Use:

Surrounding Zoning and Land Use: RM24 (Multi-Dwelling Residential) District to the north.

Undeveloped land.

Proposed RS7 (Single-Dwelling Residential) District to

the east. Developing residential subdivision to the east of the proposed development area.

UR (Urban Reserve) District to the south. Undeveloped land.

Existing UR (Urban Reserve) District and Proposed RM12 (Multi-Dwelling Residential) District to the west; undeveloped land. K-10 Highway is the west boundary of the development site.

Staff Finding – The proposed RM12D **and RS5** districts represent the central portion of the development area. Land to the immediate north, south, east and west are undeveloped. Land to the immediate east and west is proposed for detached and multi-dwelling development as part of this development request.

3. CHARACTER OF THE NEIGHBORHOOD

Applicant's Response: The subject property is a vacant piece of abandon farmland. It is bordered to the west by the SLT right-of-way, which also includes the SLT recreation path. To the north lies vacant ground platted as part of the Diamondhead subdivision and zoned RM24. To the east lie properties platted under the Diamondhead subdivision, zoned RS7 and developed as detached single-family homes, all constructed within the past 5-7 years. To the south rests vacant unplatted property zoned UR and of similar natural character to the subject property. Langston Hughes School is a short distance to the southeast.

The west portion of the development site abuts K-10 Highway (higher density proposed). The east portion of the development site abuts developing single-dwelling subdivision known as Diamondhead Subdivision. This requested RM12D district provides a transition of land use between the proposed detached and multi-dwelling structures.

This property is located within the West Lawrence Neighborhood. This section of the neighborhood includes several undeveloped parcels to the north and south along K-10 Highway. This neighborhood is characterized by the dominance of residential use, primarily low-density detached housing. Higher intensity uses are located along major streets in the neighborhood. Existing and planned non-residential uses are located at major intersections throughout the neighborhood.

Staff Finding – The overall neighborhood is characterized by residential uses. The area is bounded by K-10 Highway on the west and by George Williams Way, a collector street, on the east. Higher density zoning is located along the arterial streets of W. 6th Street to the north and Bob Billings Parkway to the south. The immediately surrounding areas, north and south, are undeveloped. Areas east of George Williams Way along W. 6th Street and Bob Billings Parkway have developed with higher intensity land uses expected along these types of arterial streets. **There are no changes to this finding of fact.**

4. PLANS FOR THE AREA OR NEIGHBORHOOD, AS REFLECTED IN ADOPTED AREA AND/OR SECTOR PLANS INCLUDING THE PROPERTY OR ADJOINING PROPERTY

As noted above this area is located within the boundary of the 6^{th} Street and K-10 Highway Nodal Plan. The area is generally recommended for low-density residential development with a small portion considered appropriate for medium density residential development. **This application has**

been revised to reduce the area intended for duplex development and increase the amount of detached housing in the central portion of the proposed development. The density of the central portion of the development has been reduced by the inclusion of the RS5 district. The overall proposed density within the central portion of the development has been reduced from 7.4 (medium density) to 5.3 (low-density) dwelling units per acre. This revised request is consistent with that land use recommendation.

Staff Finding – The **reduced area** proposed RM12D **with the proposed RS5** zoning is consistent with the low-density residential land use recommended in the nodal plan applicable to this area when reviewed concurrently with the preliminary plat.

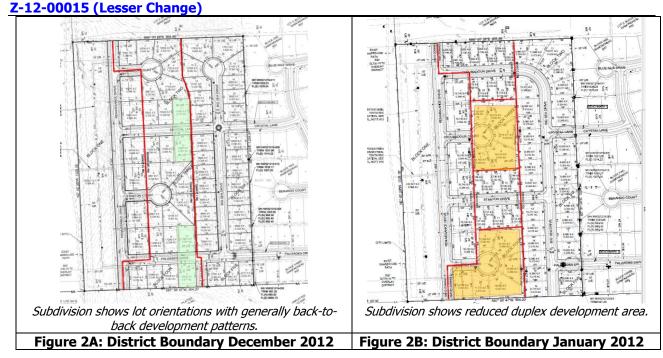
5. SUITABILITY OF SUBJECT PROPERTY FOR THE USES TO WHICH IT HAS BEEN RESTRICTED UNDER THE EXISTING ZONING REGULATIONS

Applicant's Response: The UR district has served this vacant ground adequately but will not permit new development of any kind. Development that provides an appropriate transition from the existing RS7 neighborhood to the east, the future RM32 development to the north and the existing SLT to the west requires a new zoning classification

Staff concurs that the UR zoning is no longer desirable given plans to develop the property. The current zoning serves as a holding zone until property is ready for development. Following the December Planning Commission meeting, staff met with the applicant to identify specific concerns expressed in the public hearing. Expressed concerns identified the need to increase the presence of single-dwelling housing type and to provide an appropriate phasing for the multi-dwelling portion of the project through a street connection to Bob Billings Parkway. The original request included the central portion as a duplex development area as a transition between the single-family and multi-dwelling along the highway. The subdivision arrangement facilitated a direct connection between the proposed subdivision and the existing development to the east. This arrangement was found to be unsuitable. The proposed request is for RM12D to accommodate duplex development.

The proposed RM12D request has been modified by the applicant and reduced in area as discussed above. The overall density in the central portion of the development has been reduced and the project includes more detached housing lots than the previous arrangement. Considered concurrently with the preliminary plat and the RS5 portion of the reduced request, this specific development has a comparable, but slightly higher, overall density to the developed area to the east.

Approval of the request facilitates infill development and the provision of additional housing choices in this area. The suitability is made compatible to the area by providing larger duplex lots, reducing the area proposed for duplex development, increasing the area for detached housing development, and maintains a back-to-back relationship of the RM12D and RS7 and RS5 districts.



The RM12D is commonly referred to as "duplex zoning". The maximum density allowed in this district is 12 dwelling units per acre; however, the lot standards yield a practical density of **5.7 dwelling units per acre in this revised application.** The use of the RM12D district in this application facilitates an appropriate land use transition between low-density residential development and proposed higher-density residential development. The proposed request, when considered concurrently with the preliminary plat is at the lowest range of a medium-density residential development.

As part of the revised request the 3.888 acres has been proposed as RS5 in the central section of the development. The zoning district changes with the revised lot configuration provide greater transition within the development between the highway to the west and the developing subdivision to the east. This revised request improves the suitability for low-density residential development in this area.

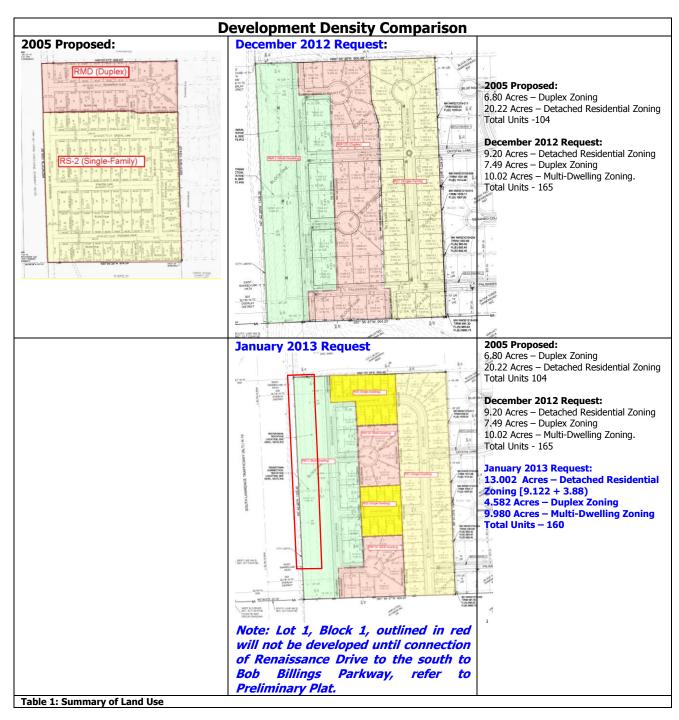
Staff Finding – The existing UR (Urban Reserve) District is no longer a suitable zoning district for this property since development applications have been made. The **combined proposal of RM12D and RS5 districts** is intended as a land use transition between the existing and proposed detached residential development to the east and the highway and higher density development proposed to the west. This is a suitable use of the RM12D **and the RS5** district.

6. LENGTH OF TIME SUBJECT PROPERTY HAS REMAINED VACANT AS ZONED Applicant's Response: *the property has remained vacant since being annexed into the City in the early 2000's.*

This property is undeveloped (vacant). The existing zoning, UR, was established in 2006 with the adoption of the Development Code. Prior to that time the property was zoned A (Agricultural). The surrounding area to the north and east (Diamondhead) was annexed and rezoned for various uses in October 1998.

Z-12-00015 (Lesser Change)

This property was part of a 27.23-acre request for RS-2 zoning submitted in October 2002 (Z-10-39-02) but later withdrawn and replaced by two later applications in 2005. (Z-9-63-05 and Z-9-64-05). The 2005 requests were for 6.8 acres of RMD (Duplex Residential District) and 20.77 Acres of RS-2 (Single-Family Residential District).



These requests were approved by the Planning Commission on November 16, 2005. They were accompanied by a preliminary plat that included connected grid streets. The approval was subject to the recording of a final plat for the property. The Final Plat for the property was approved in 2006 and the approval was extended in 2008. The property owner did not complete the requirements and record the final plat. Therefore, the zoning was never published and made

effective. The 2005 request for RMD included the north portion of the subject property that abutted the RM24 zoning. The previous preliminary plat included only one block of duplex lots terminating in a cul-de-sec in the north portion of the 27-acre parcel. The highway was abutted by Renaissance Drive and included lots on only side of the street as a buffer to K-10 Highway.

Staff Finding – The area is undeveloped. The property was zoned A (Agricultural) from 1966 to 2006. The UR district was established in 2006 and remains to the present. **There are no changes to this finding of fact.**

7. EXTENT TO WHICH APPROVING THE REZONING WILL DETRIMENTALLY AFFECT NEARBY PROPERTIES

Applicant's Response: Approving this rezoning will pose no detrimental effect to nearby properties. Approval will facilitate appropriate residential development adjacent to the SLT and set a development precedent for adjacent vacant parcels.

Note: Staff has received significant communication from nearby property owners and residents, in advance of the December 2012 Planning Commission Meeting, with regard to the proposed development. A separate summary of concerns expressed by the immediate neighborhood is attached was attached to the December 2012 staff report to this report and is also applicable to Z-12-00232 (UR to RM12). New communications received for the January 28, 2013 meeting are attached to this report and applicable to the related requests.

The area to the north and south is undeveloped. As such, no direct detrimental impacts are anticipated for these properties. Approval of the rezoning request facilitates the extension of streets and utilities to this area. As the areas to the north and south develop, street connections will be made that connect the proposed development with the adjacent properties. Development of this property extends a benefit to the undeveloped properties by the extension infrastructure.

Refer to attached memo regarding development potential to the undeveloped land to the north and south. Additional information has been provided to staff regarding the extension of Renaissance Drive south to Bob Billings Parkway.

A concern related to this request as it could potentially impact nearby properties is expressed by residents of the developed area to the east. Previous land use approvals conveyed an expectation for continued low-density development in the form of detached dwelling units on individual lots. This request alters that expectation by moving the proposed duplex use from the north portion of the site to the central portion of the site.

Existing residences will experience an increase in traffic since the local streets currently dead-end at undeveloped property. An increase in traffic should be expected. The local street network has capacity to service this area even with the addition of the proposed development. There are no future collector streets planned for the area between George Williams Way and K-10 Highway between W. 6th Street and Bob Billings Parkway. Traffic generated from this area will utilize the local street network to access the larger collector and arterial street network per approved plans. Increased traffic on existing local streets should be expected. As the area develops, additional street connections will be made dispersing some local street traffic.

The proposed subdivision has been revised to alter the internal street network pattern. This is reflected in the boundaries of the associated zoning districts. The revised street

pattern reduces the direct connectivity between the proposed subdivision and the existing subdivision to the east while maintaining a minimal level of connection between the two subdivisions. This revised design will further reduce the impact of traffic in the area.

Updated traffic information was provided to City Staff and reviewed by the City's Traffic Engineer, City Engineer, and Senior Traffic Planner. Staff's conclusion of the traffic study is that with the connection of Renaissance Drive to Bob Billings Parkway and the internal street configuration the development is consistent with the regional MPO planning. The intensity of the proposed development will not have any unexpectedly high traffic impacts on the regionally significant road lines of W. 6th Street, Bob Billings Parkway and George Williams Way. The addition of the street connection to the south has the added benefit of providing a secondary access option to Langston Hughes Elementary School that will alleviate internal traffic concerns for the surrounding neighborhood streets.

Staff Finding – Detrimental impacts associated with this request are related to an increase in traffic. However, traffic generated by this project is within the parameters of local street traffic expected for the area. Other impacts such as value are related to other forces outside of the zoning analysis such as perception and construction quality.

The revised request includes a phasing of development of the multi-dwelling portion of the request that limits development until Renaissance Drive is connected to Bob Billings Parkway. This will reduce the overall traffic generated by the development though the existing local street connections. The revised rezoning requests also result in a reduction of the total number of units from 165 to 160 and increase the total number of detached housing consistent with the developing land use pattern of the area to the east.

8. THE GAIN, IF ANY, TO THE PUBLIC HEALTH, SAFETY AND WELFARE DUE TO THE DENIAL OF THE APPLICATION, AS COMPARED TO THE HARDSHIP IMPOSED UPON THE LANDOWNER, IF ANY, AS A RESULT OF DENIAL OF THE APPLICATION

Applicant's Response: the gains to public welfare proposed by this application are the gains associated with creating appropriate transitional residential development adjacent to established neighborhoods and highway corridors. Denial of this application will perpetuate the vacancy of this land.

Evaluation of this criterion includes weighing the benefits to the public versus the benefit of the owners of the subject property. Benefits are measured based on anticipated impacts of the rezoning request on the public health, safety, and welfare.

This request facilitates the development of vacant property for residential purposes. The project extends the city's infrastructure within the existing boundaries of the city as infill development. As streets are constructed additional connectivity to this area west of George Williams Way will be added.

This application has been specifically revised in response to comments made at the December 2012 Planning Commission meeting. This revised request reduces the area allocated to duplex development (RM12D) and increases the presence of detached

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housing (RS5) within the proposed subdivision. The revised subdivision design and zoning pattern extend the opportunity for additional detached housing to the south.

If this application is denied, the applicant could seek a request for a different zoning district. Development of the property is anticipated for residential development since 2002. Development of this area is one of timing as it relates to the developer's schedule. There are no impediments to extending public infrastructure to this area. Development of the site facilitates vehicular and pedestrian connectivity.

The overall project has also been revised to limit the multi-dwelling portion of the request (RM12) until Renaissance Drive is connected to Bob Billings Parkway. This connection provides alternative access to the neighborhood to the street network with more direct connections to the collector and arterial street network.

Staff Finding — Approval of the request facilitates infill residential development between George Williams Way and K-10 Highway and the efficient extension of public services and utilities. The revised request benefits the public by providing an appropriate land use transition, expanding the housing options in the immediate neighborhood, and increasing the presence of the detached housing pattern in the area consistent with development expectations for the area.

9. PROFESSIONAL STAFF RECOMMENDATION

The purpose of the RM12D district is found in Section 20-204 of the Development Code. This district is included with all other RM districts. The Development Code states:

The primary purpose of the RM districts is to accommodate multi-dwelling housing. The districts are intended to create, maintain and promote higher density housing opportunities in areas with good transportation access.

The RM12D district is further distinguished from other RM districts "on the basis of building type and the maximum allowed net density. In the RM12D district, the building type is restricted to duplex or attached dwellings of 2 units. Only one principal building per lot is permitted in this District."

Both the RM12D and the RM12 have the same density and dimensional standards. However, the RM12D district is generally used for duplex development or 2 dwelling units per lot. Each lot must be sufficiently large enough to accommodate a minimum of two units, applicable building setbacks and off-street parking. This request has been revised and the RM12D portion has been reduced from 8.333 acres to 4.582 acres. The remaining acreage, as a lesser change, is proposed as RS5.

The purpose of the RS5 district is found in Section 20-202 of the Development Code. The Development Code states:

The primary purpose of the RS Districts is to accommodate predominantly single Detached Dwelling Units on individual Lots. The District are intended to create, maintain and promote housing opportunities for individual households, although they do permit nonresidential uses that are compatible with residential neighborhoods.

The RS5 District is distinguished by having a minimum lot area of 5,000 SF and reduced yard setbacks. The RS5 District has a corresponding Comprehensive Plan Designation as either low-density or medium-density depending on the specific lot arrangement (20-201).

Staff has received numerous calls regarding the proposed Langston Heights development project specifically as it relates to the use of the RM12D and RM12 zoning districts. A key consideration in this revised application is the concurrent application of, the reduced area intended for duplex development, the addition of the RS5 District, and the revised preliminary plat that is used to define the boundary of each district of the request.

Previous applications provided either full development of the subject property for single-dwelling detached lots or provided duplex zoning as a transition from north to south. The only transition provided for K-10 Highway was a public street with a single row of lots facing the highway. The **revised** request provides a reasonable transition of land uses with back-to-back lot orientations and a decrease in intensity east of the highway. The RM12D portion of the request provides the specific buffer between the **multi-dwelling and single dwelling districts. The RS5 portion of the request provides transition between the RM12D and the RS7** District.

CONCLUSION

The proposed use of **the reduced area of** RM12D zoning **and the addition of the RS5 zoning** is a reasonable approach for land use transition between existing development and the highway **when considered concurrently with the revised preliminary plat**. This request is part of a larger development request that integrates the land use, density and subdivision design for property. The project facilitates infill development and the efficient extension of utilities.

