

Planning Commission
Staff Report
May 19, 2016



Case No:	16area1001
Request:	Area-wide Change in Form and Zoning for Beecher Terrace Housing Complex
Project Name:	Russell Area-Wide Re-Zoning
Location:	1000 W. Jefferson Street (Beecher Terrace Housing Complex)
Owner:	Louisville Metro
Applicant:	Louisville Metro
Representative:	Louisville Metro
Jurisdiction:	Louisville Metro
Council District:	4 - David Tandy
Case Manager:	Michael King, Urban Planner

REQUEST

- Area-wide change in form district from TN (Traditional Neighborhood) to DT (Downtown) and change in zoning from R-7 (multi-family) to C-2 (commercial) for the Beecher Terrace Housing Complex located at 1000 W. Jefferson Street and associated properties in the Russell Neighborhood

CASE SUMMARY/BACKGROUND/SITE CONTEXT

On January 16, 2015 the Louisville Metro Housing Authority (LMHA) was awarded a \$425,000 Choice Neighborhoods planning grant from the U.S. Department of Housing and Urban Development (HUD) for the Russell Neighborhood including the Beecher Terrace Public Housing Complex. The severely distressed Beecher Terrace was built in 1939. The site includes a total of 768 apartments located throughout 59 buildings on 35+ acres. The Choice Neighborhoods Initiative, which supersedes the HOPE VI Revitalization program, is centered on three core goals: 1) To transform distressed public and assisted housing into energy efficient, mixed-income housing that is physically and financially viable over the long-term; 2) To support positive outcomes for families who live in the target developments and the surrounding neighborhoods, particularly outcomes related to residents' health, safety, employment, mobility and education; and 3) To transform distressed, high-poverty neighborhoods into viable, mixed-income neighborhoods with access to well-functioning services, high quality public schools and education programs, high quality early learning programs and services, public assets, public transportation, and improved access to jobs. Planning activities related to the grant will culminate in the development of a community-endorsed, implementable, and financially feasible Transformation Plan for the Russell Neighborhood. This plan is called Vision Russell and will continue to be developed until final submission to HUD on January 16, 2017.

On March 24, 2015 a community kickoff meeting was held in the Russell neighborhood to inform interested parties about the Choice Neighborhood planning grant, discuss the process going forward, facilitate discussion, and receive feedback about the future of the Russell Neighborhood and Beecher Terrace. Better housing, more housing options, more open space, commercial investment, improved safety, compatible parking, and greater accessibility were the predominant desires that arose from the workshop.

Bi-weekly neighborhood task force meetings were held following the community kickoff meeting to continue dialogue between area residents and Louisville Metro staff regarding the potential redevelopment. Other community engagement opportunities included windshield surveys, neighborhood surveys, door to door engagement, kitchen conversations (scheduled, informal discussions), social media, and online mediums. The

result of these discussions reiterated the reality that the existing Beecher Terrace is not meeting the residents' or community's needs. It was determined through the community planning process that a denser, mixed-use, well connected, green community would be the best form of redevelopment. The Beecher Terrace Housing Complex is currently zoned R-7 (multi-family residential) and is in the Traditional Neighborhood (TN) form district. The proposed changes in form district and zoning would allow greater flexibility of use and density as needed to successfully redevelop the site.

On April 16, 2016 staff from the Louisville Metro Housing Authority and the Office of Advanced Planning held a neighborhood meeting and design workshop in the Russell neighborhood, in which all affected property owners were invited to attend along with first and second tier adjacent property owners and persons or groups signed up to receive notice of Planning Commission meetings within Council District 4, 5, and 6. The purpose of the meeting was to inform property owners and residents of potential design concepts for the Beecher Terrace site and to discuss the proposed changes in form and zoning necessary to achieve the conceptual vision for Beecher Terrace.

As the Vision Russell planning process continues, Louisville Metro Housing Authority is preparing to apply for a Choice Neighborhood Implementation Grant. The application is due in July and the correct zoning and form must be in place for the property prior to submission. The grant funding is necessary to begin implementation of the project.

Any future redevelopment of the Beecher Terrace site would require one-for-one replacement of any units demolished. Displaced residents would be allowed to return either on-site or to off-site replacement housing if they were lease-compliant at the time of departure from the original site and remained lease-compliant during the relocation period. Residents would not have to meet any work/income requirements in order to return, and returning residents would have a wait list preference for both on-site and off-site replacement units. Additionally, Louisville Metro will retain ownership of the site. This will allow Louisville Metro to dictate any uses on the property and ensure they are compatible with the vision for Beecher Terrace.

Louisville Metro's Land Development Code uses a two tiered approach to zoning. The zoning districts listed in the Land Development Code govern permitted and conditional uses, and density/intensity standards. The form district regulations are used in conjunction with the zoning district regulations, and set forth site design standards to provide a pattern or rhythm of development within each form district. Therefore, changes to zoning districts mainly affect the uses permitted on the property, as well as the density and intensity of development permitted.

INTERESTED PARTY COMMENTS

No formal comments have been received.

APPLICABLE PLANS AND POLICIES

Cornerstone 2020
Land Development Code

STANDARD OF REVIEW FOR REZONING

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

1. The proposed form district/rezoning change complies with the applicable guidelines and policies Cornerstone 2020; **OR**
2. The existing form district/zoning classification is inappropriate and the proposed classification is appropriate; **OR**

3. There have been major changes of an economic, physical, or social nature within the area involved which were not anticipated in Cornerstone 2020 which have substantially altered the basic character of the area.

STAFF ANALYSIS FOR REZONING

WHEREAS, the Planning Commission finds that the area wide rezoning complies with the applicable guidelines and policies of Cornerstone 2020.

WHEREAS, the Planning Commission further finds that the area wide rezoning complies with Guideline 1, Community Form of Cornerstone 2020. The area wide rezoning will ensure that new development will be designed to be compatible with the scale and form of existing development in the neighborhood, as well as with the pattern of existing uses.

WHEREAS, the Planning Commission further finds that the area wide rezoning complies with Guideline 2, Centers of Cornerstone 2020. The area wide rezoning will promote an efficient use of land and investment in existing infrastructure. The area wide rezoning will encourage a mixed use development to take place of the existing housing complex. The area wide rezoning will encourage vitality and a sense of place in the neighborhood.

WHEREAS, the Planning Commission further finds that the area wide rezoning complies with Guideline 3, Compatibility of Cornerstone 2020. The area wide rezoning will encourage mixed use development with housing options for existing residents and needed commercial opportunities. For the reasons stated above, the area wide rezoning will preserve the character of the existing neighborhood.

WHEREAS, the Planning Commission further finds that the area wide rezoning complies with Guideline 5, Natural Areas and Scenic and Historic Resources. The area wide rezoning will allow for the inclusion of recreational green space throughout the development.

WHEREAS, the Planning Commission further finds that the area wide rezoning complies with Guideline 6, Economic Growth and Sustainability. The area wide rezoning will encourage neighborhood serving commercial development, improved housing, and greater connectivity to Beecher Terrace and the Russell Neighborhood.

WHEREAS, the Planning Commission further finds that the area wide rezoning complies with Guideline 14, Infrastructure. The area wide rezoning will encourage effective and appropriate connections between land use patterns and supporting infrastructure.

WHEREAS, the Planning Commission further finds that based on the reasons stated above, or otherwise stated in the staff report, and as depicted in the maps presented at the Planning Commission public hearing, the area wide rezoning complies with all other Guidelines and Policies of Cornerstone 2020.

WHEREAS, the Planning Commission further finds that the existing zoning and form classifications are inappropriate for the community's conceptual vision of Beecher Terrace and the proposed zoning and form classifications are appropriate. The area wide rezoning will ensure that new development will be designed to be compatible with the scale and form of existing development in the neighborhood, as well as with the pattern of existing uses. The area wide rezoning will encourage a mix of appropriate uses and scale according to the specified zoning and form districts.

STAFF CONCLUSIONS

Staff analysis finds that the area wide rezoning complies with all applicable Guidelines and Policies of Cornerstone 2020, and that the existing zoning and form classifications are inappropriate for the conceptual redevelopment of Beecher Terrace and the proposed zoning and form classifications are appropriate.

8 properties are proposed to be rezoned to C-2 (Commercial) and DT (Downtown) Form.

Vision Russell has recognized that the current Beecher Terrace Housing Complex does not meet the residents' or community's needs. This area wide rezoning will allow the needed flexibility to implement the community's vision for Beecher Terrace.

Required Actions

Based upon the information in the staff report, the testimony and evidence provided at the public hearing, the Planning Commission **RECOMMENDS** to the legislative council of Louisville Metro government that the change in zoning as described in the staff report and maps presented at the Planning Commission public hearing, be **APPROVED or DENIED**

NOTIFICATION

Date	Purpose of Notice	Recipients
4/28/16	Hearing before LD&T on 5/12/16	Affected property owners and 1 st and 2 nd tier adjoining property owners Subscribers of Council Districts 4, 5, and 6 Notification of Development Proposals
4/28/16	Hearing before PC on 5/19/16	Affected property owners and 1 st and 2 nd tier adjoining property owners Subscribers of Council Districts 4, 5, and 6 Notification of Development Proposals
5/4/16	Hearing before PC	Legal Advertisement in the Courier-Journal

ATTACHMENTS

1. Property Map
2. Property List

1. Property Map



2. Property List

PARCELID	PROPERTY ADDRESS	CURRENT FORM	PROPOSED FORM	CURRENT ZONE	PROPOSED ZONE
014H00080000	300 ROY WILKINS AVE	TN	DT	R-7	C-2
014G00640000	1200 W JEFFERSON ST	TN	DT	R-7	C-2
014H00110000	301 S 12TH ST	TN	DT	R-7	C-2
014H00130000	306 ROY WILKINS AVE	TN	DT	R-7	C-2
014H00010000	1100 CEDAR CT	TN	DT	R-7	C-2
014H00060000	473 S 11TH ST	TN	DT	R-7	C-2
014G01050000	S 13TH ST	TN	DT	R-7	C-2
014H00070000	1000 W JEFFERSON ST	TN	DT	R-7	C-2

Land Development and Transportation Committee
Staff Report
May 12, 2016



Case No:	16area1001
Request:	Area-wide Change in Form and Zoning for Beecher Terrace Housing Complex
Project Name:	Russell Area-Wide Re-Zoning
Location:	1000 W. Jefferson Street (Beecher Terrace Housing Complex)
Owner:	Louisville Metro
Applicant:	Louisville Metro
Representative:	Louisville Metro
Jurisdiction:	Louisville Metro
Council District:	4 - David Tandy
Case Manager:	Michael King, Urban Planner

REQUEST

- Area-wide change in form district from TN to DT and change in zoning from R-7 to C-2 for multiple properties in the Russell Neighborhood

CASE SUMMARY/BACKGROUND/SITE CONTEXT

On January 16, 2015 the Louisville Metro Housing Authority (LMHA) was awarded a \$425,000 Choice Neighborhoods planning grant from the U.S. Department of Housing and Urban Development (HUD) for the Beecher Terrace public housing development and the Russell Neighborhood. The severely distressed Beecher Terrace public housing development was built in 1939. The site includes a total of 768 apartments. The Choice Neighborhoods program, which supersedes the HOPE VI Revitalization program, is centered on three core goals: 1) To transform distressed public and assisted housing into energy efficient, mixed-income housing that is physically and financially viable over the long-term; 2) To support positive outcomes for families who live in the target developments and the surrounding neighborhoods, particularly outcomes related to residents' health, safety, employment, mobility and education; and 3) To transform distressed, high-poverty neighborhoods into viable, mixed-income neighborhoods with access to well-functioning services, high quality public schools and education programs, high quality early learning programs and services, public assets, public transportation, and improved access to jobs. Planning activities related to the grant, culminating in the development of a community-endorsed, implementable, and financially feasible Transformation Plan for the Russell Neighborhood, will continue for two years after grant award, or until January 16, 2017.

On March 24, 2015 a community kickoff meeting was held in the Russell neighborhood to inform interested parties about the Choice Neighborhood planning grant, discuss the process going forward, and to facilitate discussion and receive feedback about the future of the Beecher Terrace housing complex. Better housing, more open space, commercial investment, improved safety, compatible parking, and greater accessibility were the predominant desires that arose from the workshop.

Several neighborhood task force meetings were held following the community kickoff meeting to continue dialogue between area residents and Louisville Metro staff regarding the potential redevelopment. The result of these discussions determined that a dense, mixed-use development would be the best form of redevelopment to meet the preferences of the residents. The Beecher Terrace Housing Complex is currently zoned R-7 (multi-family residential) and is in the Traditional Neighborhood (TN) form district. The proposed

changes in form district and zoning are needed to allow the use and density needed to successfully redevelop the site.

On April 16, 2016 staff from the Louisville Metro Housing Authority and the Office of Advanced Planning held a neighborhood meeting and design workshop in the Russell neighborhood, in which all affected property owners were invited to attend along with first and second tier adjacent property owners and persons or groups signed up to receive notice of Planning Commission meetings within Council District 4, 5, and 6. The purpose of the meeting was to inform property owners and residents of potential design concepts for the Beecher Terrace site and to discuss the proposed changes in form and zoning necessary to create a mixed use development.

As the Beecher Terrace Transformation Plan is nearing completion, Louisville Metro Housing Authority is preparing to apply for a Choice Neighborhood Implementation Grant. The application is due in July and the correct zoning and form must be in place for the property prior to submission. The grant funding is necessary to begin implementation of the project.

Any future redevelopment of the Beecher Terrace site would require one-for-one replacement of any units demolished. Displaced residents would be allowed to return either on-site or to off-site replacement housing if they were lease-compliant at the time of departure from the original site and remained lease-compliant during the relocation period. Residents would not have to meet any work/income requirements in order to return, and returning residents would have a wait list preference for both on-site and off-site replacement units.

Louisville Metro's Land Development Code uses a two tiered approach to zoning. The zoning districts listed in the Land Development Code govern permitted and conditional uses, and density/intensity standards. The form district regulations are used in conjunction with the zoning district regulations, and set forth site design standards to provide a pattern or rhythm of development within each form district. Therefore, changes to zoning districts mainly affect the uses permitted on the property, as well as the density and intensity of development permitted.

INTERESTED PARTY COMMENTS

No formal comments have been received.

APPLICABLE PLANS AND POLICIES

Cornerstone 2020
Land Development Code

STANDARD OF REVIEW FOR REZONING

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

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

STAFF ANALYSIS FOR REZONING

Staff analysis to be completed prior to the Planning Commission hearing.

STAFF CONCLUSIONS

The proposal is set to go before the Planning Commission on May 19, 2016

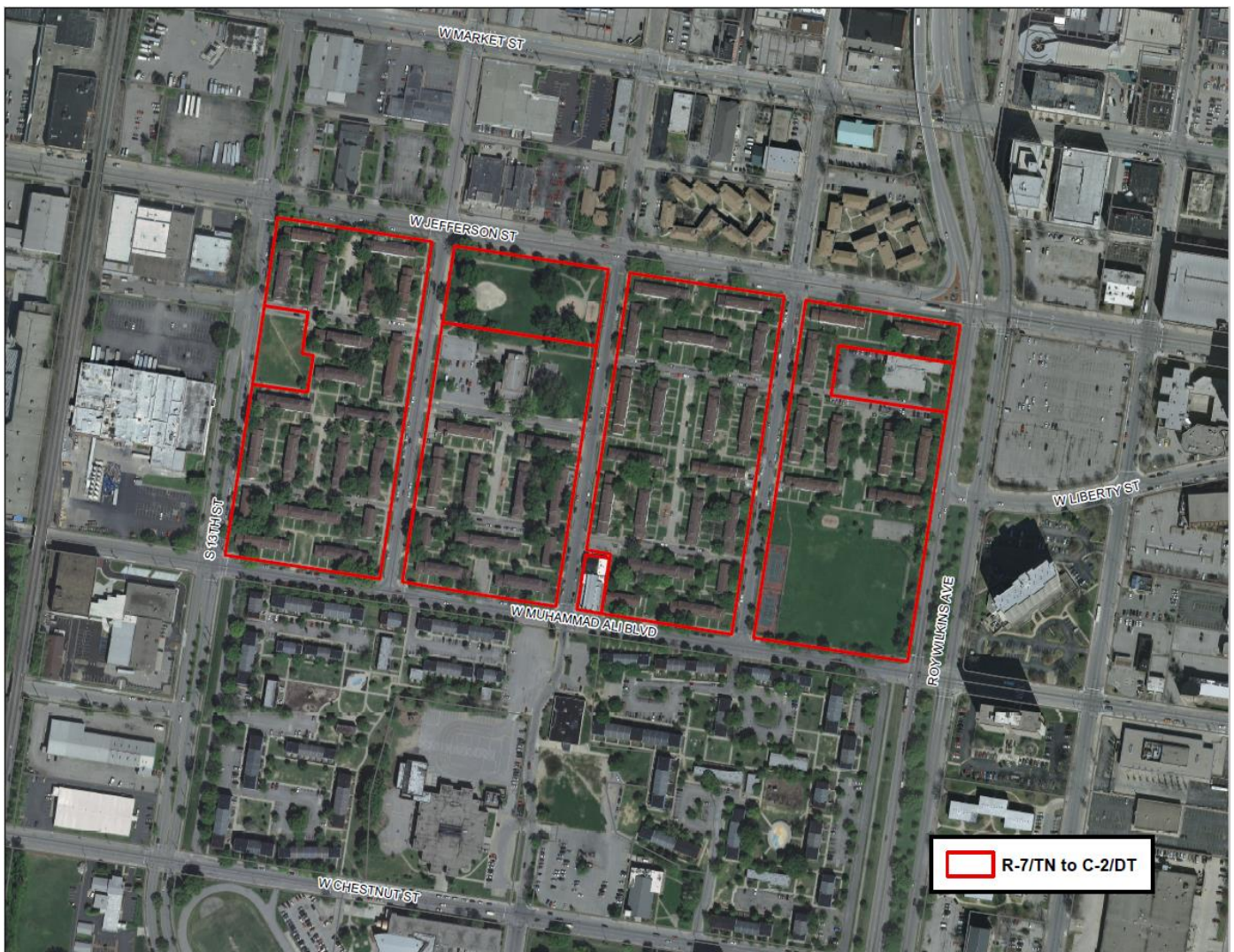
NOTIFICATION

Date	Purpose of Notice	Recipients
4/28/16	Hearing before LD&T on 5/12/16	Affected property owners and 1 st and 2 nd tier adjoining property owners Subscribers of Council Districts 4, 5, and 6 Notification of Development Proposals
4/28/16	Hearing before PC on 5/19/16	Affected property owners and 1 st and 2 nd tier adjoining property owners Subscribers of Council Districts 4, 5, and 6 Notification of Development Proposals
5/4/16	Hearing before PC	Legal Advertisement in the Courier-Journal

ATTACHMENTS

1. Property Map
2. Property List

1. Property Map



2. Property List

PARCELID	PROPERTY ADDRESS	CURRENT FORM	PROPOSED FORM	CURRENT ZONE	PROPOSED ZONE
014H00080000	300 ROY WILKINS AVE	TN	DT	R-7	C-2
014G00640000	1200 W JEFFERSON ST	TN	DT	R-7	C-2
014H00110000	301 S 12TH ST	TN	DT	R-7	C-2
014H00130000	306 ROY WILKINS AVE	TN	DT	R-7	C-2
014H00010000	1100 CEDAR CT	TN	DT	R-7	C-2
014H00060000	473 S 11TH ST	TN	DT	R-7	C-2
014G01050000	S 13TH ST	TN	DT	R-7	C-2
014H00070000	1000 W JEFFERSON ST	TN	DT	R-7	C-2