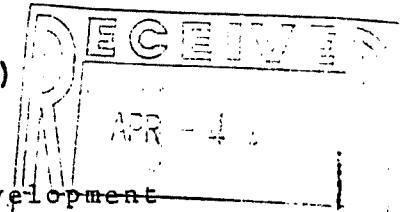


APPLICATION FORM

ZONING MAP AMENDMENTS

BOONE COUNTY PLANNING COMMISSION  
(See Boone County Zoning Regulations)



SECTION A (To be completed by applicant)

1. Name of Development Houston Road, KY 18 Development
2. Location of Development North of KY 18 between Houston Rd. & Greenview Rd.
3. Total Acreage of Site 42 acres
4. Current Zoning UR-1/P.D. and I-1/P.D.
5. Proposed Zoning (classification being requested) C-2/P.D. and I-1/P.D.
6. Proposed Uses (please specify each use) Retail center with anchor and "B" shops, (2) restaurants, gas station, bank, specialty retail user, office research, light industrial
7. Name of Applicant(s) GBBN Architects  
Phone Number(s) 525-8700
8. Address of Applicant(s) 6948 Oakwood Drive  
Florence Kentucky 41042  
City State Zip
9. Name of Property Owner(s) Gary & Nancy Moore, Marie Moore  
Phone Number(s) \_\_\_\_\_
10. Address of Property Owner(s) 11375 60TH ST. NORTH  
PINELLAS PARK FLA. 39666  
City State Zip
11. Proposed Building Intensities (please specify) Retail center, 115,000 sq. ft., bank 3,500 sq. ft., specialty retail 15,000 sq. ft. office research 60,000 sq. ft., industrial 194,000 sq.ft. Restaurants, 10,000 sq. ft.
12. Are there any existing buildings on the site? No  
How many? \_\_\_\_\_
13. Deed Book \_\_\_\_\_ Page No. 61 Group No. \_\_\_\_\_
14. Have you had a pre-application meeting with BCPC staff? Yes
15. Please check the following organizations/agencies which you have discussed the proposed development with in the last several months:

- \_\_\_\_\_ Boone County Water and Sewer District
- \_\_\_\_\_ Florence Water and Sewer Commission
- \_\_\_\_\_ Union Light Heat and Power
- \_\_\_\_\_ Cincinnati Bell
- \_\_\_\_\_ Owen County Rural Electric
- \_\_\_\_\_ Boone County Road Department
- \_\_\_\_\_ Kentucky Transportation Cabinet
- \_\_\_\_\_ City of Florence Public Works Department
- \_\_\_\_\_ City of Walton Public Works Department
- \_\_\_\_\_ Northern Kentucky Health District
- \_\_\_\_\_ U.S. Soil Conservation Service
- \_\_\_\_\_ Local School District
- \_\_\_\_\_ Local Fire District
- \_\_\_\_\_ Other: \_\_\_\_\_

(COMPLETE OTHER SIDE OF APPLICATION)



EXHIBIT "A"

REQUEST OF QBBN (APPLICANT) FOR BUCHANAN DEVELOPMENT CORPORATION  
AND NORTHERN KENTUCKY MANAGEMENT (OWNERS) FOR THE  
UTILIZATION OF AN UNDERLYING ZONE IN PLANNED DEVELOPMENT

July 25, 1990  
7:00 P.M.

This request is for the Utilization of an Underlying Zone in Planned Development on a 101 acre site located between Houston Road and I-75, Florence, Kentucky. The north and south borders are the southbound I-75 ramps and Woodspoint Drive, respectively. The request is to utilize the existing Office Two (O-2) / Commercial Two / Planned Development (O-2/C-2/PD) zone for a commercial and office development, and for Approval of a Concept Development Plan. The site is currently vacant open field and woodland.

#### History of the Site

The site has had a history of several requests brought before the Boone County Planning Commission by the Buchanan Development Corporation. The original request was for a Zoning Map Amendment and the Utilization of an Underlying Zone accepted on May 6, 1987. A public hearing was conducted on May 27, 1987 in response to the request (Figure 1). The Boone County Planning Commission deferred acting on the request until the July 1, 1987 Business Meeting; at that time a new Public Hearing was scheduled for July 22, 1987, due to a lack of information presented by the applicant.

The Public Hearing of July 22, 1987 included a new Concept Development Plan that differed from the original request (Figure 2). In addition, the Boone County Planning Commission had approved the Houston-Donaldson Study by that time, although the Florence City Council had not yet reviewed the study. The request therefore was reviewed in light of the recommendations of the Houston-Donaldson Study, but was not subject to them until the study had been approved by Florence.

On August 19, 1987, the Boone County Planning Commission voted to approve the request of the Buchanan Development Corporation for the 101 acre site. The resolution was sent to the City of Florence which held a Public Hearing on November 17, 1987. The city then deferred action until June 29, 1988, when the applicant withdrew the request of Zoning Map Amendment and the Utilization of an Underlying Zone from the City of Florence.

During the months of July and August of 1988, and again in March and April of this year, the Technical Committee met with representatives of the Houston Lakes Development Corporation to discuss the site as part of a pre-application process. In each of these meetings, and during other informal meetings, variations of development plans were critiqued. Each time the applicant made minor modifications. After the April meeting, the Committee issued a report presented on April 19, 1989 to the full Commission that the current request does not conform to the specific recommendations of the Houston-Donaldson Study. The full Planning Commission voted to adopt the Technical Committee recommendation.

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The owners of the 101 acre site then applied for Concept Development Plan Approval, with GBBN Architects as the official applicant. A public hearing was conducted May 24, 1989, and was continued on July 5, 1989, to enable the applicant to submit an adequate Traffic Impact Analysis. Ultimately the request was recommended for denial by the Planning Commission on July 5, 1989, and denied by the City of Florence on August 22, 1989, because the applicant failed to address potential impacts of the proposed development. The current Concept Development Plan, submitted as part of this request, is shown in Figure 4.

### Surrounding Land Uses and Zoning

The existing land uses and zoning surrounding the site are as follows:

#### Land Uses

- North - Commonwealth Park including Hilton, Hampton Inn, Cracker Barrel Restaurant, and Applebee's Restaurant.
- South - Woodspoint Nursing Home and World of Sports golf course.
- East - I-75
- West - Turfway Business Park including light industrial uses, office/research and office/warehouse uses, Sam's Wholesale outlet, and Walmart.

#### Zoning (Figure 5)

- North - O-2/PD
- South - PF/PD & O-2/C-2/R/PD
- East - Across I-75 are R1F, SR-2/PD, and O-2/PD including the Turfway Commercial Park.
- West - I-1/PD & C-2/PD

The Turfway Business Park located to the west of the site is proposed to have two restaurants in addition to the approved office, retail and warehouse space.

The area east of the site past I-75 is currently a mixture of developed and undeveloped property. The majority of the land is part of the Turfway Commercial Park development which now contains the Signature Inn, Ryan's Family Steak House and the Fairfield Inn. To the south of the Henne Development is an established residential neighborhood.

### Natural Features of the Site

The site is characterized by two drainage swales that begin near I-75 and run to the west across Houston Road. Several locations within the site contain slopes of up to 20 percent. All mature vegetation on the site is located within these two swales. Soil types include two types of Rossmoyne Silt Loam (RsB) (RsC) usually found on 0-12 percent slopes, and Jessup Silty Clay Loam (JsD3) usually found on slopes on 12-20 percent. The Jessup Silty Clay Loam represents some hazard of erosion. Most of the site is visible from I-75.

usually found on 0-12 percent slopes, and Jessup Silty Clay Loam (JsD3) usually found on slopes on 12-20 percent. The Jessup Silty Clay Loam represents some hazard of erosion. Most of the site is visible from I-75.

Existing Transportation System

The development is proposed for an important site located along Houston Road. The site is within the Houston-Donaldson Study area, undertaken and based upon the importance of the roadway network in this area of Boone County (Figure 6). The other roadways that make up the site's boundaries are I-75, I-75 ramps, and Woodspoint Drive. The proposed development will have direct access to Houston Road and Woodspoint Drive, although the impact of the development will affect many roadways in the area. The site is bordered on the south by Woodspoint Drive, which is maintained jointly by the Kentucky Transportation Cabinet (KDOT) and the Boone County Fiscal Court. The road is unimproved, the pavement varying from 19-20 feet in width.

Houston Road similarly is currently an unimproved two lane roadway, maintained by KDOT. However, several improvements projects are underway to Houston Road as part of the development of Turfway Business Park and KDOT programs. Along Turfway Business Park, from Thoroughbred Drive almost to Woodspoint Drive, the roadway is being widened to two south-bound through lanes. The extension of Houston Road to the Marydale property is also nearing completion. As part of this improvement, the intersection of Houston and Turfway Roads is being upgraded with additional turn lanes. The extension of the roadway through to Donaldson is expected to begin next year. KDOT also has plans to improve the south-bound I-75 ramps to four lanes.

This project will directly impact the transportation network of the surrounding area. All of the roadways and intersections analyzed in the Houston-Donaldson Study will be impacted by the proposed development to some degree. The amount of impact is also dependant upon when the transportation improvements recommended in the Study are actually implemented.

Concept Development Plan

The proposed development of the site as Houston Lakes is illustrated by the Concept Development Plan, Figure 4. The plan shows a mixed use development to include retail, office, restaurant, and hotel uses. The proposed development is primarily served by a public road coordinated with the existing Spiral Drive. The total proposed building square footage and phasing are listed in Table 1.

TABLE 1

PARCEL	USE	BUILDING		BUILDING PARKING	BUILDING FLOOR PLATE	PHASE
		ACREAGE	SQUARE FOOT			
A	OFFICE	7.00	33,000	190	3 @ 6,600 EA.	2
B	OFFICE	31.50	510,000	2,100	6 ST. @ 85,000	4
C	O-2/C-2	2.60	20,000	100	-----	3
D	O-2/C-2	2.30	23,500	75	-----	3
E	O-2/C-2	2.75	27,000	110	-----	3
F	O-2/C-2	3.00	32,000	130	-----	3
G	HOTEL	3.25	72,000	130	3 ST. @ 24,000	3
H	HOTEL	2.25	48,000	115	3 ST. @ 16,000	3
I	RETAIL	6.00	60,000	330	-----	3
J	RESTAURANT	1.90	6,300	65	-----	2

K	RESTAURANT	1.40	3,850	60	-----	2
L	RESTAURANT	1.60	5,300	65	-----	2
M	BANK	1.20	3,650	30	-----	2
N	RETAIL	27.50	276,000	1,500	-----	1
R/W	-----	5.75	-----	-----	-----	1
TOTAL	-----	100.00	1,120,000	5,000	602,400	---

The central focus of the submitted plan is the retail center and the proposed six story corporate office building. The retail is proposed for Phase One, and the office tower is proposed for Phase Four, the final phase. Detailed phasing information is presented above in Table 1. The Office Campus complex is across from the approved office campus portion of Turfway Business Park. The four outlots along Houston Road include three restaurants and one financial institution. The edge of the site along I-75 is shown as a series of building sites that include two three-story hotels. A mixture of commercial and office uses are proposed for that area.

In contrast to Table 1, the proposed phasing for the July 1989 Houston Lakes Concept Development Plan is shown in Table 2:

TABLE 2  
PHASING OF 1989 CONCEPT PLAN

PHASE 1	1-3 years
(1)	Retail Anchor
(1/2)	Concourse Shops
(1)	Corporate User
(1)	4 Story Office Building
(3)	Restaurants
(1)	Financial
(1)	4 Story Hotel
PHASE 2	3-5 years
(1)	5 Story Office Building
(2)	Restaurants
(1)	Financial
(1)	8 Story Hotel
(1)	Medical Office Building
PHASE 3	6-9 years
(1)	Retail Anchor
(1/2)	Concourse Shops
(1)	Office Tower

### Transportation Improvements and Access

Three entrances are proposed for the development, two on Houston Road and one on Woodspoint Drive. The majority of the site is accessed by a ring road, aligning with Spiral Drive and the entrance to Sam's. The roadway, Spiral Boulevard, will be a true boulevard with tree plantings and landscaping for part of its length. Spiral Boulevard is shown on the Concept Development Plan to be dedicated as a public street. All other streets and roadways within the project are to be private and will not be dedicated for city ownership.

A secondary roadway runs along the front of the site, providing access to the parking areas, outlots and office uses located to the southern portion of the site. This roadway connects to Woodspoint Drive approximately 400 feet from the intersection of Houston and Woodspoint Roads.

The major access point on Houston Road will be a signalized intersection aligning

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with Spiral Drive. The distance is approximately 1,500 feet from the intersection of the I-75 ramps and Houston Road. The second driveway on Houston Road is approximately 900 feet from the major access point and approximately 600 feet from the I-75 ramps. This is aligned with the entrance to Turfway Business Park established across the street. The driveway will be designed as right-turn-in and right-turn-out only, prohibiting traffic from crossing Houston Road.

The Concept Development Plan shows several roadway improvements to Houston Road. The roadway will be widened by one car lane along the entire length of the site. A traffic light is indicated at Spiral Boulevard and at the intersection of Woodspoint Drive with Houston Road. In addition, turning lanes are to be provided at Spiral Boulevard and Woodspoint intersections.

Improvements to Woodspoint Drive will also be made at the intersection with Houston Road. The Concept Development Plan shows Woodspoint Drive being upgraded from the intersection back to the site entrance. At the northern end of the site, the intersection of Houston Road and Thoroughbred Drive/I-75 Ramps is shown to be upgraded with another west-bound, left-turn lane.

A Traffic Impact Analysis (TIA) was undertaken for the proposed development, and submitted as part of the application. The firm of Pflum, Klausmeier and Gehrum was retained by the applicant to undertake the study. The following information is taken from the TIA as submitted. It is interesting to note that the existing traffic on Houston Road in the past year has increased from 12,600 to 13,800 trips per day. This is an increase of 9.5 percent, when no new development has taken place directly on Houston Road.

The TIA was conducted using information from the Houston-Donaldson Study to establish future traffic conditions. The TIA assumed that all the Phase Three roadway improvements would be completed (discussed below). The Study also assumed that Houston Road would be extended through to Buttermilk Pike, alleviating traffic at the I-75 intersections. The analysis goes on to state that "currently, Turfway Road and Houston Road from the I-75 southbound exit ramp could not safely accommodate additional demands unless provisions for an additional lane could be made." The Staff agrees that this intersection is critical to moving traffic out of the area. As such the intersection of Turfway Road and the north-bound I-75 ramps was requested to be contained in the Study information.

Trip Generation information for the 101 acre tract is shown in Table 3, for both the proposed uses and those recommended by the Houston-Donaldson Study. Trip generation estimates are made using general land use categories outlined in the ITE Trip Generation Manual. The land categories used may or may not be appropriate given the question of the actual land uses proposed. In specific, the restaurant category used was for 'High-turnover' restaurants, not fast food. The appropriate land use category to use for the O-2/C-2 parcels is also dependant upon the final land use. The TIA assumed a 60/40 split, office to commercial for these outlots. The trip generation shown therefore, could change if the eventual land uses indeed change from those indicated on the Concept Development Plan.

There is documentation available that indicates a reduction in the number of trips generated by multi-use centers, due to shared trips. The TIA uses a number of 33.7 percent reduction for the bank, hotel, restaurant, and specialty retail

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generation for Pass-By Trips by 40 percent. This was based on a center size of 276,000 square feet, which does not include all of the possible retail or related uses. Staff believes that the percent reduction due to Pass-By Trips may well be lower than the 40 percent figure used in the TIA.

Figure 7 shows the extent of improvements planned for Houston Road, and intersections. The roadway is to be widened to four lanes, with a center turn lane at appropriate intersections. The TIA shows that the main entrance and Woodspoint Drive intersection would be signalized. Further, the Study recommends that these signals be interconnected/coordinated in the future.

The Level-of-Service (LOS) analysis for intersections along Houston Road was performed for the Weekday PM Peak Hour. This time period was determined to be the most crucial in terms of traffic impact of the site on the existing roadway system. The LOS and the delay estimated for the intersections as defined by the Highway Capacity Manual is listed in Table 3.

TABLE 3

Houston and	LOS	Delay
Woodspoint Drive	B	12.2
Spiral Drive	C	17.0
Thoroughbred Road	D	19.5
Turfway Road	C	20.5

The TIA went on to state that the most significant impact of traffic from Houston Lakes would be on the intersection of Houston Road and I-75 ramps/Thoroughbred Road. This is due to the large number of vehicles turning left onto Houston Road southbound, and those turning left onto the southbound ramps. The Study further asserts that the level of service for this intersection can be improved by providing an additional left turn lane on the ramps.

Comparison with the TIA to a report produced for the City of Erlanger titled "Donaldson RD/I-75 Interchange Study" shows higher levels of estimated traffic on Houston Road. The higher estimate of traffic would reduce the LOS for the intersections being reviewed as part of this request. Finally, it is important to remember that the above LOS can be worse if more conservative assumptions were used to prepare the TIA.

Relationship to Boone County Comprehensive Plan and the Houston-Donaldson Study

The request for the Utilization of an Underlying Zone in Planned Development is reviewed in relation to the Boone County Comprehensive Plan and the Houston-Donaldson Study to determine whether it is consistent with the objectives and recommendations of those documents.

The 1986 Future Land Use Map of the Boone County Comprehensive Plan, indicates commercial development on the northern portion of the site and industrial development on the southern portion. The plan discusses the importance of the Turfway Interchange, and recommended careful development of the area. In addition, the text in the Land Use Element of the 1986 Comprehensive Plan also refers to the area:

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Land Use Element (pg L-19, L-20 & L-15)

"Undeveloped tracts of commercial land need to tie in and coordinate with any adjoining commercial or industrial development if it exists. Where no commercial development has yet occurred, provisions for access control must be made for future development. This includes the above mentioned as well as the use of frontage roads.

Regionally oriented commercial development should be retained to the Mall Road areas.

The Mall Road area will continue to grow as a regional shopping area and its spill over onto US 42, KY 18 and Houston Road will be evident, thus needs to be substantially controlled."

Business Activity Element (pg G-3)

"Overall Objective:

Compact, efficient development patterns shall be encouraged for commercial and industrial development by maintaining buffer space between uses.

Commercial Objectives:

1. Commercial uses shall be developed at strategic locations relative to their trade areas with direct access and ample parking space.
2. Future commercial development shall be encouraged, whenever practicable, to occur in the form of shopping centers or other compact aggregations having an integrated design."

The 1990 Boone County Comprehensive Plan, approved June 20, 1990, adopted the recommendations of the Houston Donaldson Study. Further, the Plan recognizes that the Study is to be updated approximately every two years.

The Houston-Donaldson Study makes very specific recommendations on each site within the Study Area, representing ideal development scenarios. Development plans not consistent with the recommendations of the study need to be judged on their own merits through the public hearing process and approval of a Concept Development Plan. As listed in the history of this site, the 1989 request was deemed not to meet the recommendations as set out in the Houston-Donaldson Study, and therefore, underwent the public hearing process. This 1990 request is also going through the public hearing process, as initiated by the applicant.

The Houston-Donaldson Study treats this site as a very important part of a rapidly developing area. The Study envisions the Houston Road Corridor as an overall employment district and recommends that this property contain a mixture of office and commercial uses. Table 4 compares the land uses and densities recommended by the Houston-Donaldson Study with those proposed in both the July 1989 Houston Lakes plan and in the current July 1990 submittal. A set of development guidelines for each site are also provided to insure a

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coordinated/unified development reflecting the recommendations.

TABLE 4

HOUSTON-DONALDSON

Retail (C-2)	316,000
Office	786,706
<b>TOTAL</b>	<b>1,102,706</b>

	<u>1989 REQUEST</u>	<u>1990 REQUEST, HOUSTON LAKES</u>
RETAIL TOTAL	370,000	336,000
OFFICE TOTAL	433,000	543,000
RESTAURANT	34,000	15,450
BANKS	8,000	3,650
HOTELS	203,000	12,000
		<u>102,500</u> O-2/C-2 MIXTURE
<b>TOTAL</b>	<b>1,048,000</b>	<b>1,120,000</b>

The land use envisioned for the 101 acre site is described as part of the PHASE TWO SUGGESTED LAND USES Section (page 28):

"The area that represents the largest development potential and largest impact on the traffic portion of the Study lies to the east of Houston Road between Woodspoint Drive and the Turfway Interchange ramps. This area is referred to later as Zone 9. The topography of the site is highlighted by two large drainage swales which begin near the interstate and run westward toward Houston Road. The portion adjacent to I-75 is fairly level and well situated so that visibility from both directions on the interstate is exceptional. The greatest topographical relief exists along Houston Road, although it does not restrict visibility to a great extent. These characteristics render the current industrial zoning inappropriate as has also been indicated by developers active in the area.

To further the Goals and Objectives of this Study, as well as the Business Activity Element of the Comprehensive Plan, the site is recommended for office and commercial development. Instead of splitting the site into several zoning districts, mixed-use development should occur. High visibility office uses with a corporate orientation should constitute the development base to provide an emphasis on the employment sector. Some light warehousing that is subordinate to office businesses is appropriate as long as it does not involve bulk materials or utilize large trucks. Commercial developments should compliment the office uses, and be intended to provide goods and services for people already in the area instead of providing additional points of destination for traffic. Any interstate-oriented commercial development should occur close to the interchange in such a manner that traffic generated by this commercial activity does not pass through office development. Ideally office traffic would pass through the commercial development.

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For the above reasons, and to accomplish the type of development envisioned, O-2/C-2 zoning with a 60 percent office and 40 percent commercial mix is recommended. More specific guides for development of the site, including the impact of property lines, are discussed later in Phase Three."

The SPECIFIC DEVELOPMENT GUIDELINES Section, describes the recommended uses on the site. In addition to the following passage, this section contains very specific recommendations on commercial and office uses for the site. These recommendations are intended to be a guideline for the development within the Study Area (page 56):

"Principal Uses

An emphasis should be placed on a type of land use which would reflect a corporate office type development with support commercial activities designed to serve primarily the Study Area. The type of commercial development should not encourage significant destination traffic trips into the area. Any commercial development that generates a substantial amount of traffic should be located near the major access points to the zone. This helps discourage commercial traffic through office developments. In general, the commercial uses on the site should be oriented to Houston Road while the central office uses and related facilities should make use of the interstate visibility. The larger office developments on the site may incorporate warehousing as a use subordinate to the office use, however, the area adjacent to the Woodspoint Nursing Home should contain office uses compatible with the existing facility. Zone #9 represents another high visibility location where appropriate design, signage, and site preparation are important."

The Houston-Donaldson Study also discusses the development of property within the Study area as related to traffic and access issues. The major access point to the site is recommended to be a signalized driveway located halfway between Woodspoint Drive and the southbound Turfway Interchange Ramps. The spacing for the drive would be approximately 1,450 feet from the ramps and Woodspoint drive. The existing access road is recommended to either be eliminated or continued as a minor drive to provide primarily right-turn exit movements.

The Study recommends that Woodspoint Drive function as a second major access point to the site. The roadway would need to be improved with the developers of the property adjoining the roadway bearing the responsibility of the upgrade. The improvements to Woodspoint Drive are to be made without negatively impacting the recreational and public facilities land uses.

The Houston-Donaldson Study recommends several traffic improvements needed for the eventual development of the area. The Study focused on the effect of the entire area developing and the impact upon the existing transportation network. As such the Houston-Donaldson Study recommended transportation improvements dependent upon specific development scenarios.

The Study's Phase Two Analysis determined the traffic impact for a sixty percent and a forty percent level of permitted zoning intensity based on the study of existing developments in 1987. The final Phase Two and Phase Three Analysis were

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based upon the area developing at a forty percent intensity. The specified roadway improvements recommended are illustrated in Figure 6, of which included are:

- Houston Road improvements between KY 18 and Donaldson Road to include: extension to Donaldson Road, four travel lanes and a 12 foot center median and controlled access points located approximately 1600 feet apart.
- A series of frontage roads to serve new developments along Houston Road and its extension.
- Improved access for north bound traffic onto I-75 from Houston Road.
- Construction of the KY 18/Houston Road Connector
- Intersection improvements at the Houston Road intersections of Turfway and I-75 ramps.

The analysis also concluded that "even with these extensive improvements, the intersection operations at KY 18 with Houston/Hopeful and Mall Roads will operate as very congested during peak hours periods." Also, traffic traveling northbound during peak hours will be congested at the intersection of Houston and Turfway with the I-75 ramps.

The Study goes on to recommend that in the event of full development of the area, the following improvements would be necessary;

- Reconstruction of the Turfway Road, I-75 underpass for northbound access or the construction of a new northbound I-5 access ramp that begins at some point on Houston Road/Houston Extension and crosses over I-75.
- Reconstruction of the Mall Road, Houston Road, and Ky 18 intersection area. As determined by specific engineering and cost-benefit studies, this could be in the form of a Mall Road extension; a bridge over KY 18; a Hopeful and Mall Road Connector; a realignment of Mall Road, Houston Road, or both; of grade separated ramps for turning movements.

It should be noted that these improvements may be needed in the immediate future, sooner than estimated in the Houston-Donaldson Study. This is due to the increase in through traffic, and additional understanding how the area transportation network operates.

Table 3 compares the Trip Generation estimates taken from the TIA to the results contained in the Houston-Donaldson Study (Table 3). The result is that the proposed Houston Lakes development, as shown on the Concept Development Plan will generate more average daily traffic for the 101 acre site than foreseen in the Houston-Donaldson Study. More importantly, the PM Peak estimates for the development as proposed are substantially higher than recommended by the Study.

TABLE 3  
TRIP GENERATION

TIA LAND USE	SQ FOOT	ADT	AM PEAK		PM PEAK	
			IN	OUT	IN	OUT
Office Campus	33,000	597	67	10	13	65
Corporate Office	510,000	4,855	707	106	122	639
Spec. Retail/ Office	102,500	2,587	185	48	214	309
Hotel	72,000	878	46	50	54	85
	48,000	527	28	22	28	24
Retail	55,000	5,038	85	37	223	234
Restaurants	15,450	3,103	165	130	163	145
Bank	3,650	972	14	10	68	70
Shopping Center	232,000	12,651	203	86	460	519
Furniture Store	44,000	226	4	4	8	9
<b>TOTAL</b>	<b>1,105,600</b>	<b>31,234</b>	<b>2,278</b>	<b>503</b>	<b>1,353</b>	<b>2,099</b>

H/D LAND USE	SQ FOOT	ADT	AM PEAK		PM PEAK	
			IN	OUT	IN	OUT
C-2 (retail)	316,000	10,416	75	25	401	407
O-2 (office)	86,706	10,125	1,321	149	307	1,243
<b>TOTAL</b>	<b>627,000</b>	<b>20,541</b>	<b>1,396</b>	<b>174</b>	<b>708</b>	<b>1,650</b>

<b>DIFFERENCE</b>	<b>478,600</b>	<b>10,693</b>	<b>882</b>	<b>329</b>	<b>645</b>	<b>449</b>
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It should be noted that the Houston-Donaldson Study was prepared using the third edition of the ITE Trip Generation Manual while the fourth edition was used to estimate trips for the Houston Lakes development. The comparison in Table 3 therefore is not exact, given the different methodologies used. However, the Houston-Donaldson Study was concerned with the ability of the existing and future roadway network to adequately handle the amount of traffic generated by development of the area. The system can only handle a set amount of traffic regardless of the methodology used to estimate the number of trips for each individual zone.

The Phase Two analysis of the Houston-Donaldson Study concluded that traffic is the limiting factor for development in the study area. "Even at the forty percent zoning intensity level, the major intersections were projected to operate at a very low level of service. The conclusion was that substantial reduction in trip generation and/or construction of new roadways would be needed to adequately handle traffic entering and leaving the Study area.

At total build-out of the Houston-Donaldson Study area, several roadway improvements will need to be completed to handle the estimated traffic. These improvements are required to serve the increase in development in the Study area as well as an increase in pass through traffic. The Houston-Donaldson Study emphasizes the importance of planning for roadway improvements in this area to insure that future traffic will not overload the existing system. The Study specifies several needed roadway improvements but also concluded that additional projects would most likely be needed. Further, the Houston-Donaldson Study recommended that further studies be undertaken focusing on specific areas, such as KY 18.

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The Houston-Donaldson Study analyzed the capability of the water and sanitary sewer facilities around the Study area to handle ultimate development within the Study area. The level of development used for analysis was the elevated maximum intensity of 60 percent of the development intensity allowed by the Boone County Zoning Regulations. The analysis concluded that with planned improvements such as the 20 inch water line under construction along Houston Road, adequate water amounts and pressure would be available to handle full development in the Study area. The critical factor in water supply for the Study Area is the amount of storage available. Because of topography and airport height limitations, additional storage facilities will have to occur in approximately 5 years outside the Study area. The 20 inch water line from Donaldson Highway to KY 18 will act as storage to a certain extent.

The Houston-Donaldson Study also describes site preparation and signage recommendations for the site. Because of the difficulty in utilizing existing vegetation on this site, landscaping is stressed as a very important part of development at this high visibility location. Signage is recommended to reflect a corporate office type of environment and consist of monument signs and building-mounted signs with necessary directory signs.

A major recommendation of the Houston-Donaldson Study is that regional commercial activity not be located at this location because of:

1. The emphasis on an employment district with supporting commercial development.
2. The importance of the topography and visual impact of the site as supporting a true planned development.
3. The sensitivity of the area to new traffic that would be brought into the Houston and Turfway Road areas by regional commercial development.
4. The impetus that regional commercial development would create for additional similar development along Houston Road.
5. The immediate traffic impacts that would require immediate major roadway improvements instead of the phasing of both development and improvements over time. Some of these improvements are intersection improvements or road connections such as the Houston Extension which are not adjacent to the site. The immediate impact of a large retail operation would have a profound impact on the level of service at these intersections while the phasing of employment development could allow improvements to be made as needed, not after they are needed.

In summary, the Boone County comprehensive Plan and the Houston-Donaldson Study express concern for the proper development of this very important 101 acre site. The property occupies a highly visible location, surrounded on four sides by major roadways of Florence and Boone County. The development of this property raises concerns that can be found in both documents, relating to the development potential of the area, the visibility and accessibility of the site, and the traffic impact on the existing transportation network. While it has already been established that the property is not consistent with the Houston-Donaldson Study, and therefore this public hearing, it is important to assess the proposed land use and its impact in relation to that examined in the Houston-Donaldson Study.

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It is important that this site develop with an appropriate mixture of uses that is compatible with nearby development and that infrastructure improvement be made in accordance with the Boone County Comprehensive Plan and the Houston-Donaldson Study.

STAFF CONCERNS

1. Proposed Use

The proposed development and associated expansion of commercial usage along Houston Road could significantly alter the future character of the area. Currently, the majority of Houston Road is undeveloped, with the exception of Turfway Business Park. With the approval of this request, the northern portion of the Houston Road corridor will have a definite pronounced commercial appearance.

The Staff is concerned with the expansion of significant retail uses along Houston Road and its impact on the remaining portions of Houston Road. The Concept Development Plan shows a row of retail uses bordering Houston Road, that will have the visual impact of an overwhelming retail development. Since the proposed office uses are slated for later phases of the development, the Staff is concerned that the visual impact of the northern portion of Houston Road could influence the future character toward KY 18 and Mall Road. Allowing the development as designed may send a signal that Houston Road can develop as an extension of the Mall Road area; a regional commercial area. The Mall Road area has been planned for significant retail activities, this area has not.

2. Potential Regional Focus of Retail Use

The Staff is concerned that the retail center could constitute a regional retail operation, depending on the actual users and ultimate size of the anchor buildings. This is not recommended for the site by the Houston-Donaldson Study. The amount of commercial uses proposed exceeds that recommended by the Study. In addition, the overall density of the proposal exceeds that recommended by the Houston-Donaldson Study.

The majority of the property within the Houston-Donaldson Study area is not developed at this time. What is built, or under construction, is overwhelmingly retail in nature. The retail for the area was recommended to be provided for the needs of the employment district. Staff is concerned that the proposed retail is not oriented to the Study Area, as it is proposed to be constructed before any office development.

The Staff believes that allowing types of retail uses on the site that would attract additional destination traffic into the Study Area would further jeopardize the level of service of traffic operations in the Turfway Interchange area. At present, the volume of traffic passing this site does not seem to warrant the need for the significant retail center being proposed. The Staff does not believe that there are enough potential customers now using Houston Road, therefore, the retail uses will survive by drawing people into the Study Area. This scale of retail development will require major improvements to the Turfway Interchange, as

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described in the Houston-Donaldson Study.

3. Design

The type of retail uses proposed would interact very little with the employment district envisioned by the Houston-Donaldson Study. In Staff's opinion this is not the mark of a true mixed-use planned development, rather a development with several types of land uses. The Staff believes that development along Houston Road can be employment oriented and use the natural features of each site.

The Concept Development Plan as proposed, does not use any of the existing features of the site. Specifically, the large swale running diagonally through the site will be removed in development. Landscaping of the site will need to be extensive to make up for the lost feature. Leveling the site will result in a less creative design, and one that will be highly visible from both Houston Road and I-75.

4. Visual Impact

Visual characteristics of the proposed development are very important at this location. The applicant intends to submit architectural and landscape information at the public hearing. All development on the site would have to eventually undergo Design Review and conform to the Special Sign District requirements of the Houston-Donaldson Study.

The Staff is concerned that the actual development contain the 22 acres of green space that is proposed, and that this green space is not taken up by larger parking areas than shown on the submitted Concept Development. This includes the outlot areas, which are highly visible from adjacent roadways.

5. Traffic

The Staff has several traffic concerns regarding this project. The overall concern is that the ability of the existing roadway system to effectively handle the traffic that will be generated. At present, the level of service the intersections in the Houston-Donaldson Study area are operating at is a concern. Further, KDOT has expressed similar transportation concerns as discussed below regarding this application.

As stated, a purpose of the Houston-Donaldson Study was to "evaluate potential development in terms of ...traffic... in order to avoid overloading [the] infrastructure." The goals and objectives further addressed the traffic concerns that were a basis for undertaking the study:

GOAL II: "To allow the area to develop with an efficient traffic circulation system and a minimum of congestion.

OBJECTIVES:

- A. To correlate the land use pattern and recommended intensities of development with the opportunities and limitations of traffic system improvements.

- =====
- B. To determine the best traffic alternatives in terms of handling both development-related and through-traffic, and in terms of feasibility."

Development of this site will generate significant levels of traffic. In addition to the volume, there is concern with the type of traffic this development will generate. The proposed retail uses, in Staff's opinion, are intended to serve a regional trade area. The Houston-Donaldson Study recommends that retail development not be regionally oriented, but should serve the surrounding developments. The traffic generated, therefore, is not intended to be comprised of new, additional traffic on the surrounding roadways and intersections. Road improvements have not been planned for this additional traffic as it relates to the rest of the land area in the Houston-Donaldson Study.

A related traffic concern is the effect this development will have on traffic patterns within the Study Area. The expansion of large retail uses on the northern end of Houston Road will inevitably increase the number of vehicles traveling to and from the Mall Road area. The Staff is concerned with an increase in the amount of traffic traveling through the intersections along KY 18 to reach Houston Road.

The extension of Houston Road to Donaldson Highway will help alleviate traffic problems in the area. However, the roadway is currently scheduled to be constructed in phases, the first stopping at the Marydale property. The concern is that the improvement associated with the extension of Houston Road will be offset by development of regional retail centers.

The Spiral Drive entrance will be evaluated in terms of the need for double left turnoff of Houston Road. Discussion should also occur regarding the capability of the Turfway Interchange to handle northbound traffic leaving the Houston Road area. The Staff has a concern about the level-of-service of the intersection of Turfway Road and I-75 northbound ramps, both existing and future. It is critical to be able to get traffic out of the area.

A similar concern is the improvements shown to the I-75 ramps at Houston Road. There is a current need for improvement to this intersection. Increased capacity should not be used up by new development, recreating the existing situation. The information provided does not state who is to make the improvements; however KDOT currently does has plans to add two additional lanes to the southbound ramps.

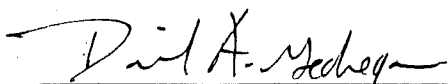
The design of the northern entrance onto Houston Road should be reviewed to insure that left turns are restricted. Providing a deceleration lane north bound on Houston, combined with a substantial median island should be recommended. Also, the possibility of directly connecting Woodspoint Drive to Spiral Boulevard should be evaluated.

The final transportation concern is regarding the conclusions reached by the submitted TIA. Some of the assumptions and variables used were not fully referenced or documented to fully substantiate their use. As such, the Staff does not believe that the TIA fully represents the impact of the proposed development on the surrounding roadway system.

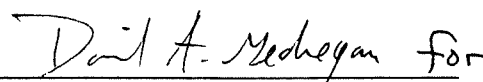
- =====
6. Staff recommends further clarification of the four our parcels "C" through "F". The O-2/C-2 designation on the submitted plan provides little definition of the proposed uses. In addition, the appearance of these outlots from I-75 is important in terms of architectural design, setbacks, pavement expanse, landscaping, signage, building orientation, etc.
  7. Further clarification and renderings are suggested for the proposed retail shown as "I". Staff believes that this corner location may be better suited for uses other than retail - including lager setbacks and site features to coordinate with the appearance of Turfway Business Park.
  8. The corporate office complex is proposed for the last phase of the development. This suggests the need for marketing strategy, etc., to enable the corporate offices to form the central focus of the development, as proposed in the 7/10/90 letter from GBBN.
  9. In general, staff is pleased with the layout of the corporate office, office campus, shopping center, and Houston Road outlot portions of the submitted plan. However, the portion including sections "C" through "I", and the rear of the section "N" retail, present potentially negative visibility of loading areas, mechanical equipment, and a continuous string of buildings and paved areas. Of course, the Planning Commission will have to consider whether the proposed retail is "regional" in nature, and whether the shopping center design is appropriate on Houston Road. These issues could affect the future development trends of the area and the status of the Houston-Donald Study.
  10. The submitted plan shows Woodspoint Drive in a straight alignment. Does this indicate that the developer is going to reconstruct the existing curves at this location?
  11. Preliminary discussion on the update of the Houston-Donaldson Study suggests the potential connection of Spiral Drive to Woodspoint Drive along the I-75 right-of-way as the best location for traffic to flow between this site and future development on the World of Sports site.
  12. Staff recommends that architectural renderings be presented for the various portions of the project.

CONCLUSION

This request could have a significant impact on a very important area of development in Florence and Boone County. The Commission needs to carefully consider the future character of Houston Road and review the request in light of the Boone County Comprehensive Plan and the Houston-Donaldson Study. Should the request be approved, the Houston-Donaldson Study would need to be amended.



David A. Geohegan, AICP  
Planner/Plans Examiner III



Douglas S. Powell  
Transportation Planner

FIGURE 1  
MAY '87 ORIGINAL PLAN

**McGill Smith Punshon**  
International Inc.  
Engineers, Architects,  
Planners, Surveyors,  
Landscape Architects

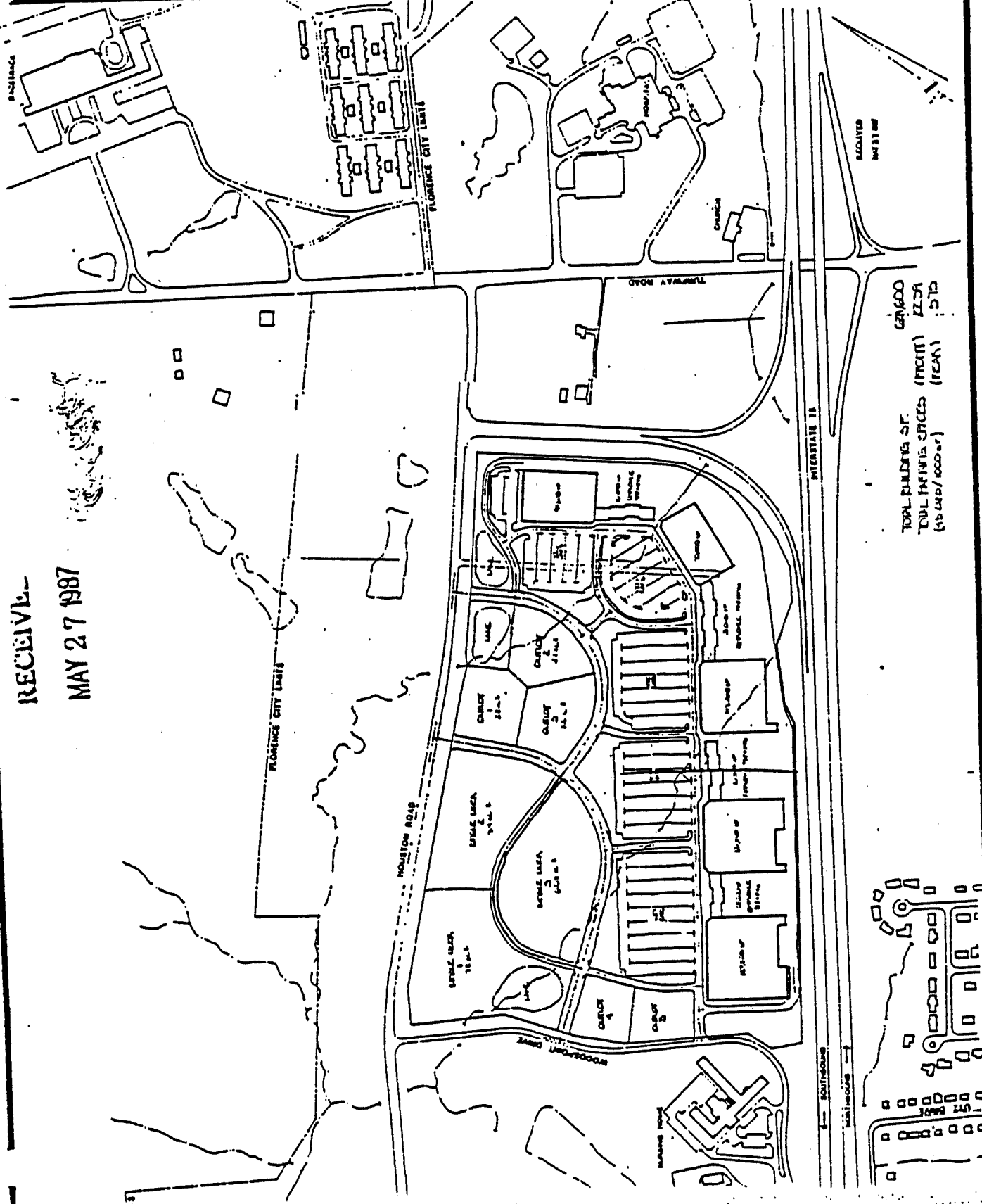
2333 Calumet Park Drive  
Chicago, Illinois 60617  
Phone: 312-467-8100

Project No. RPS  
Block No. T15  
Scale 1" = 200'  
Date 5.24.87

HOUSTON LAKES

Project Title

Sheet No. 87-163  
Date 87-163



RECEIVED  
MAY 27 1987

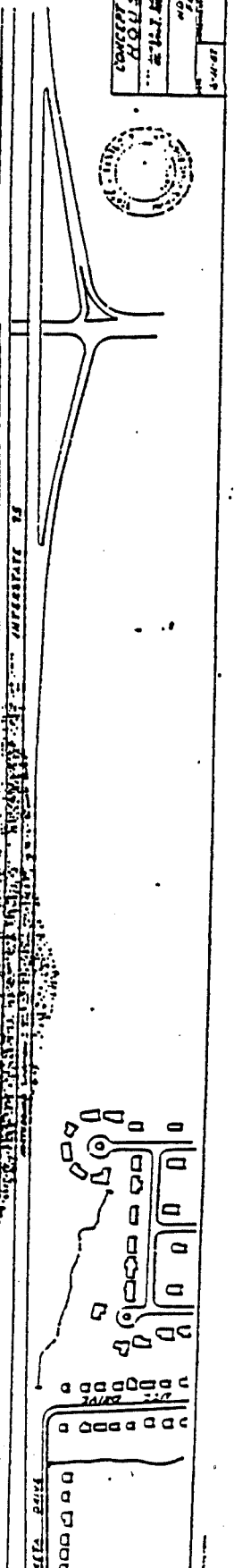
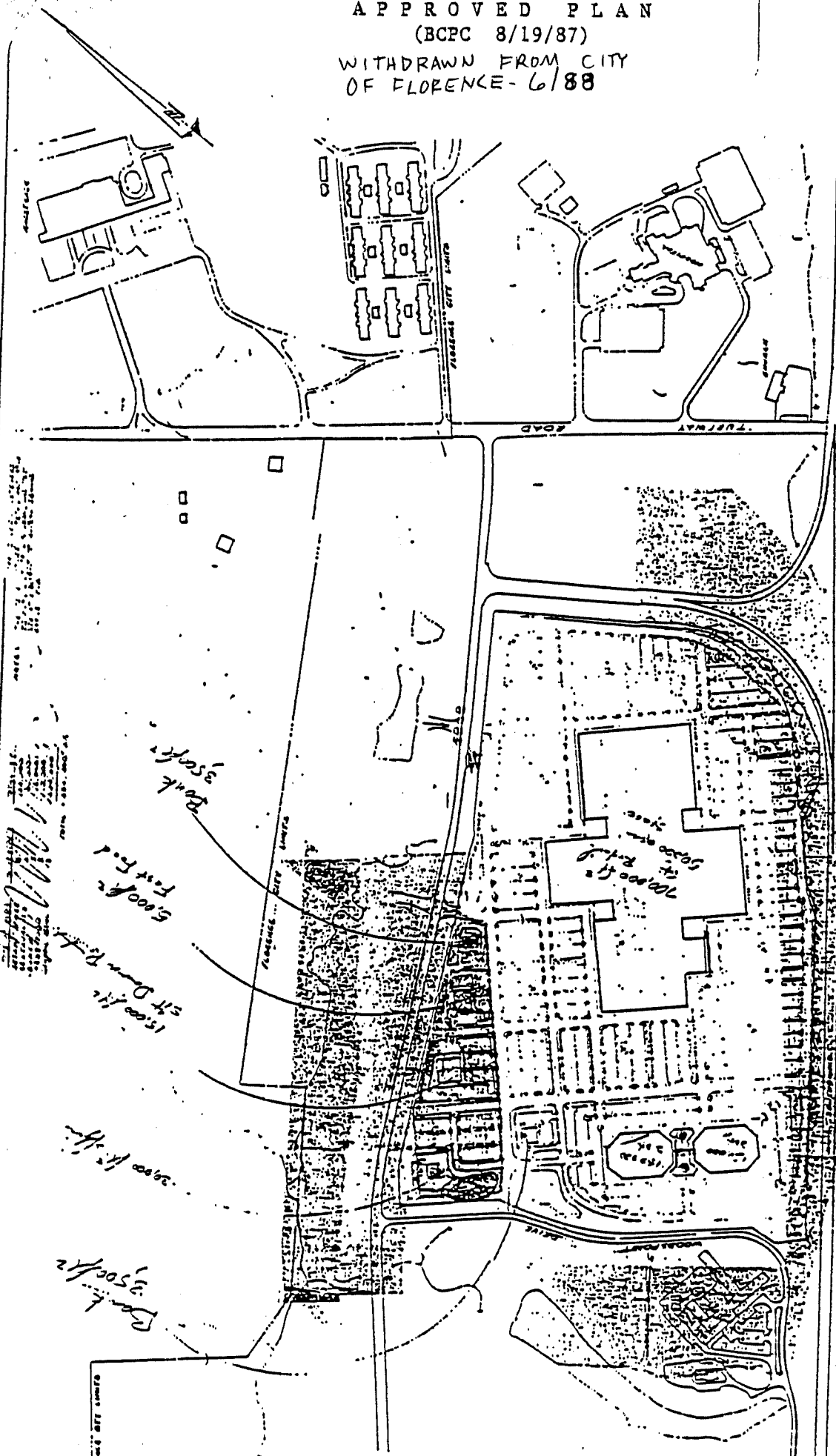
TOTAL BUILDING SF. 65,600  
TOTAL PARKING SPACES (TOTAL) 1,254  
(50,000/1000 SF) (1254) 575

Scale 1" = 200'

FIGURE 2  
 APPROVED PLAN  
 (BCPC 8/19/87)  
 WITHDRAWN FROM CITY  
 OF FLORENCE - 6/88

CONCEPT DEVELOPMENT PLAN  
 HOUSTON LAKES  
 2141 E. 12TH ST.  
 HOUSTON, TEXAS 77002  
 4-11-87

RECEIVED  
 AUG 11 1987







**FIGURE 6**  
**TRANSPORTATION IMPROVEMENTS**  
**(HOUSTON-DONALDSON STUDY)**

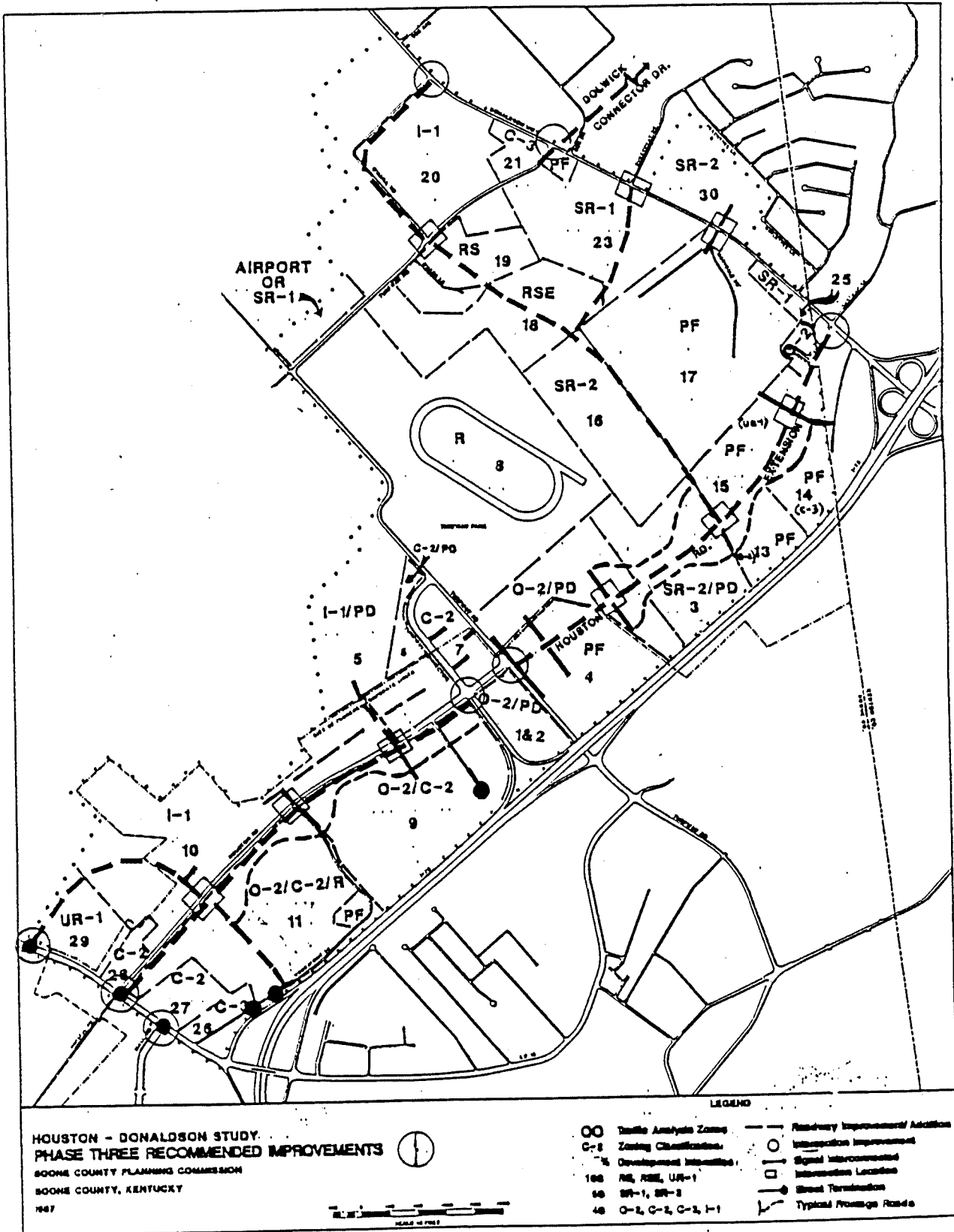
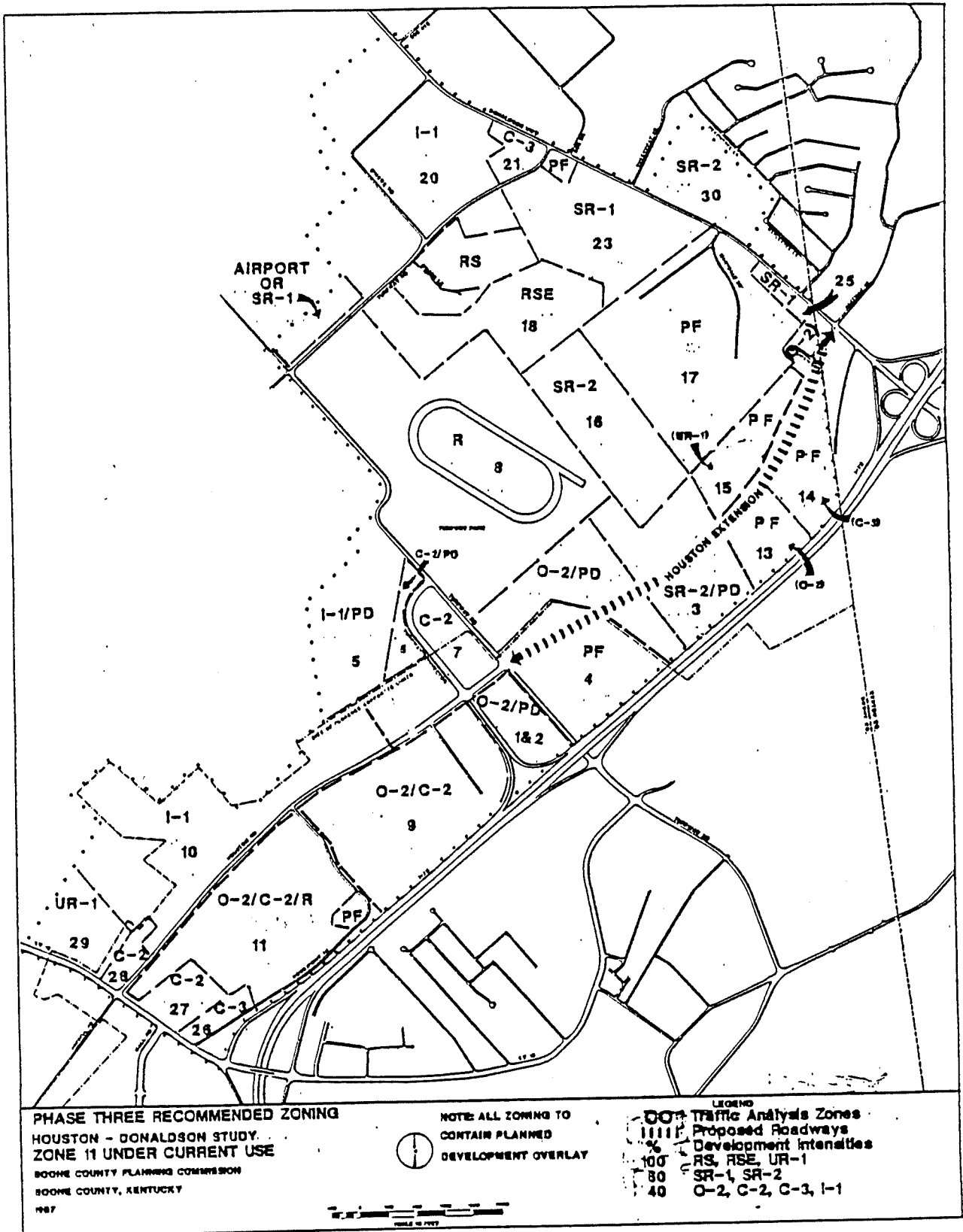


FIGURE 5  
HOUSTON-DONALDSON STUDY



The preponderance of the Houston Lakes Park will require excavation and grading. This will be an opportunity to visually enhance the project along Houston Road which now suffers from unattractive banks along the right-of-way, which are not conducive to a quality development requiring adequate site lines. This grading will also allow a planned approach to the site water retention/detention requirements within the park. The overall landscaping concept and the 22+ acres of open space will have a very positive visual and aesthetic impact on the community.

#### OBJECTIVES

- A. TO INSTITUTE A MECHANISM WHEREBY THE DESIGN OF ANY STRUCTURE AND SITE CAN BE MADE TO COMPLIMENT NEIGHBORING DEVELOPMENTS AND THE SURROUNDING LANDSCAPE. THIS MECHANISM WOULD SERVE AS A GUIDE TO ASSURE THAT A HIGH LEVEL OF AESTHETICS OF AMENITIES BE CONSTRUCTED AND MAINTAINED IN A SPECIFIED AREA.

We believe the plan for Houston Lakes demonstrates Buchanan Development Companies commitment to a high level of aesthetics and amenities for the park. An integral part of this submission and plan is the Protective Covenants for Houston Lakes. These development covenants guarantee a coordinated high/quality design for each building within the park. These guidelines are developed to assure compatibility with the surrounding developments which are presently being developed.

The architectural concept for Houston Lakes is a requirement that the major exterior materials be a combination of glass and masonry. All service areas/courts must be screened and landscaped adequately and incorporate the necessary truck loading and trash disposal. The screening of HVAC equipment and its integration into the buildings architecture is also important.

Houston Lakes will reflect a corporate office type development with office tower, office campus, and similar hotel structures. The commercial activities including the retail anchors and accompanying specialty shops are all controlled by the development covenants to assure that their design will compliment and enhance the overall parks image.

In addition to Boone County's plan review process, we have plans within the protective covenants to establish a design review board. The board will guide and co-ordinate park design and development.

- B. TO PROVIDE AN ALTERNATIVE TO CONVENTIONAL ZONING REQUIREMENTS FOR SIGNAGE, WHICH COULD BE IMPLEMENTED TO ALLOW UNIQUE AND IMAGINATIVE SIGNAGE REQUIREMENTS IN AN AREA THAT IS HIGHLY VISIBLE FROM MAJOR PUBLIC THOROUGHFARES. THIS ALTERNATIVE WOULD AT THE SAME TIME PROTECT THE PUBLIC AND ENHANCE COMMUNITY VISUAL APPEARANCE.

Special sign district regulations will be prepared for Houston Lakes and will become an integral part of the protective covenants. Park and building signage are important to the performance of Houston Lakes. Office and commercial development of this scale require a realistic solution to signage which assures both aesthetic and marketing success.

- B. TO DETERMINE THE BEST TRAFFIC ALTERNATIVES IN TERMS OF HANDLING BOTH DEVELOPMENT-RELATED, AND THRU-TRAFFIC, AND IN TERMS OF FEASIBILITY.

A detailed traffic analysis has been prepared by Pflum, Klausmeyer and Gehrum and supports the necessary proposed off-site roadway improvements and inter development circulation. The average daily traffic and peak intensity of traffic will be no greater than anticipated by the Houston Donaldson Study since Houston Lakes is 18% less than the recommended density.

specific guidelines which have been recommended for the abutting roadways are an integral part of the plan. The traffic report articulates the widening of both Houston and Woodspoint Drive to accommodate this development. As part of the developer's request for proceeding immediately to the preliminary plan review, Buchanan Development has agreed to participate at 65% of cost of roadway improvements abutting Houston Lakes.

GOAL III:

TO PROVIDE A DEFINITIVE GUIDE FOR EFFICIENT AND ADEQUATE WATER AND SEWER SERVICES BASED ON THE DEVELOPMENT OF THE STUDY AREA.

OBJECTIVES

- A. TO EXAMINE THE AREAS SEWAGE NEEDS AND RECOMMEND A METHOD OF SEWAGE BASED ON THE TYPE, INTENSITY AND LOCATION OF DEVELOPMENT.
- B. TO EXAMINE THE AMOUNTS AND LOCATIONS OF WATER SERVICE NEEDED FOR SPECIFIC AREAS OF DEVELOPMENT WITH THE STUDY AREA.

As outlined in the study, the site developed at 100% intensity, phased accordingly with infrastructure improvements will not over burden the community infrastructure water and sewer system. Since Houston Lakes is developed at 12% the recommended allowance it compliments these goals and objectives.

Site water retention and detention are an integral part of Houston Lakes. These facilities have been creatively incorporated into the plan to further enhance the aesthetic quality of the park.

GOAL IV:

TO ENSURE THAT THE RECOMMENDED LAND USES AND THE TYPES OF DEVELOPMENT OCCUR IN CONJUNCTION WITH APPROPRIATE EXTERIOR APPEARANCES TO THE GENERAL PUBLIC. THIS GOAL IS BASED UPON THE RECOGNITION THAT THE STUDY AREA HAS AN ENORMOUS AMOUNT OF VISIBILITY FROM MAJOR PUBLIC THOROUGHFARES. ALSO IT IS BASED UPON THE IDEA THAT ANY FUTURE DEVELOPMENT SHOULD PRESERVE, AS MUCH AS POSSIBLE, THE NATURAL TERRAIN AND VEGETATION IN ORDER TO MINIMIZE ANY ADVERSE VISUAL OR AESTHETIC IMPACT.

Because of its location surrounded by Interstate 75, the entrance ramp, and Houston Road the park essentially has 360 degree visibility. For this reason each targeted use has been planned to provide a "front door" appearance to all perimeter frontage of the site. This is further enhanced by significant setbacks, large amounts of green space, water amenities, and significant grading features outlined previously in the landscape concept.

E. TO COORDINATE THE DEVELOPMENT OF THE AREA WITH THE LEVEL OF INFRASTRUCTURE REQUIRED BY TYPES AND INTENSITIES OF USE.

The proposed density of 12% less than the recommended allowable will not impact the infrastructure beyond that anticipated in the Houston Donaldson Study. The study anticipated that even 100% intensity spread over the period of time expected for development to occur would not over burden the water and sewer systems. Development would be phased with infrastructure accordingly.

Phasing of the development is envisioned in four phases. Proposed phasing for each building is indicated on the legend. Grading of the site would begin immediately as would construction of Spiral Boulevard and the two Houston Road entrances. Houston Road Improvements and Phase 1 site and building improvements would proceed concurrently. Chronology of Phasing is estimated to be:

Phase I:	1-3 years
Phase II:	2-4 years
Phase III:	3-6 years
Phase IV:	4-8 years

Goal II:

TO ALLOW THE AREA TO DEVELOP WITH AN EFFICIENT TRAFFIC CIRCULATION SYSTEM AND A MINIMUM OF CONGESTION.

The developer recognizes the importance and impact of traffic on this area. The plan accommodates this impact through intelligent site planning and proposed improvements to both Houston and Woodspoint Roads and in concert with the specific guidelines outlined in the study.

#### OBJECTIVES

- A. TO CORRELATE THE LANDUSE PATTERN AND RECOMMENDED INTENSITIES OF DEVELOPMENTS WITH THE OPPORTUNITIES AND LIMITATION OF TRAFFIC SYSTEM IMPROVEMENTS.

The success of Houston Lakes traffic system is its compatibility with the Turfway Business Park and identified access at Woodspoint Drive. The major access point on Houston Road will align with Spiral Drive and be controlled by traffic signal. Turn movements are shown on the Concept Development Plan. Secondary access on Houston Road will align with the secondary access to Turfway Business Park. Turn movement as shown on the plan will be limited to a right turn only into and out of the park. The access point on Woodspoint is located approximately 450 ft. from the intersection of Houston Road.

The primary entry on Houston Road serves as an extension of Spiral Drive and forms a dedicated ring road through the site. The Woodspoint Dr. entrance allows for a frontage road across the site along Houston Road, co-ordinating with Spiral Boulevard, allowing adequate stacking lengths into and out of the park.

B. TO PLAN LAND USES THAT RECOGNIZE ACCESSIBILITY AND VISIBILITY CHARACTERISTICS OF TRACTS OF LAND.

The 100 acre Houston Lakes Development proposes an internal circulation plan which connects the major land uses to the prime access points at Houston Road and Woodspoint Drive. Accessibility is enhanced from the development to the surrounding roads and Interstate by the developer's agreement to participate in the cost of roadway improvements abutting the development.

Houston Lakes is a very visible development both the Interstate 75 and Houston Road and has been designed with this respect in terms of landscaping, building orientation and design. The central focus of the development will be the corporate office tower.

C. TO UTILIZE EXISTING TOPOGRAPHY AND VEGETATION TO THE ADVANTAGE OF DEVELOPMENT BOTH FROM A VISUAL AND A BUFFERING PROSPECTIVE.

The Houston Donaldson Study recognizes the fact that the existing vegetation is scarce and the topography a minor consideration. The landplanning/landscaping concept therefore for Houston Lakes is extremely important. Our goal is to create an overall sense of place and arrival for both the passer-by and the destination user. This will be accomplished by the following :

- The entire frontage along Houston Road from Woodspoint Drive to Thoroughbred Drive will be sensitively treated with a combination of landforming, landscaping, and entrance features. This treatment will be compatible with that proposed for the Turfway Business Park. The major entries to Houston Lakes on Houston Road will include boulevard type entrance, together with plantings, unique signage and retention lakes/water features within the park.

- The entire perimeter of the site will be defined with landforming and green buffer areas. The size and magnitude of this project requires that landforming be of irregular shape and undulation planted with grass which can be easily maintained. The landforming will vary in height with its priority to screen the parking areas along Spiral Boulevard.

- Planting islands within the parking areas are important to reducing the scale of surface parking. This was successfully accomplished at the Turfway Business Park retail project and is similar to what is envisioned at Houston Lakes.

D. TO PLAN LAND USES THAT CORRELATE WITH TRANSPORTATION RELATED NOISE IMPACT.

The office, hotel, retail, restaurant uses proposed are compatible with a high-volume traffic location but by themselves do not generate traffic which produce loud transportation noises. Compared to the existing noise level produced from Interstate 75, Houston Road and airplanes, the noise generated by this development will be insignificant. The approved new north/south airport runway will create a traffic pattern which is directly over the site.

# HOUSTON DONALDSON DESIGN REVIEW ANALYSIS

FOR

## HOUSTON LAKES

The Houston Donaldson Study has created a framework within which developers are encouraged to program, design and construct projects which assure a predictable outcome for the community. The key issues which are most important are:

- . Land Planning/Landscaping concepts
- . Land Use and Phasing
- . Architectural Concepts
- . Signage Concepts
- . Traffic/Infrastructure

We have analyzed the goals and objectives of the Houston Donaldson Study and believe that Houston Lakes is in conformance with the guide lines providing a co-ordinated development benefitting the community and all those involved.

Our methodology for testing Houston Lakes conformance with the Houston Donaldson Study will be to discuss each of these concepts within the framework of the study's goals and objectives as follows:

### GOAL 1:

TO ALLOW THE STUDY TO DEVELOP A RATIONAL PATTERN OF LAND USES THAT IS BOTH WELL-PLANNED AND ECONOMICALLY FEASIBLE.

Houston Lakes is a Planned Mixed Use Development which includes retail, office, hotel, financial, restaurant and corporate users. The total of these uses is consistent with the 60% O-2 and 40% C-2 Houston Donaldson recommendations. The proposed plan is developed at an intensity 12% less than that recommended by the study.

Current and future markets indicate that this is an economically feasible project. Considerable interest has been expressed by potential users.

### OBJECTIVES

- A. TO ARRIVE AT A RECOMMENDED LAND USE PATTERN THAT IS, WHEREVER FEASIBLE, COMPATIBLE WITH EXISTING AND PLANNED DEVELOPMENTS WITHIN THE STUDY AREA.

Houston Lakes is compatible with the Turfway Business Park on Houston Road and the Corporex development to the Northeast. This is evidenced by coordinating the landscape features throughout the park, together with aligning the two access points of Turfway Business Park and the extension of Spiral Drive. The target markets are also compatible since the preponderance of Turfway Business Park is industrial, office research, and office warehouse. Houston Lakes provides a separation buffer and transition area near Woodspoint Nursing Home and coordinates access along Woodspoint to be compatible with future development on the World of Sports site.

Mr. William Viox

Page 2


July 10, 1990

It is our intention to commence immediately construction of the infrastructure and roadway improvements for the entire park. Concurrently design and construction of the retail center would proceed.

The development team is committed to working closely with the City of Florence, Boone County, Northern Kentucky Chamber of Commerce and the State of Kentucky to market the major corporate office site both nationally and internationally. It is our belief that with everyone's cooperation and commitment that this goal will be realized. Houston Lakes is an opportunity for the Planning Commission and the City of Florence to work closely with the Buchanan Development Corporation to create a 100 acre planned development which will be a tremendous asset to the entire community.

Should there be any questions following your review, please do not hesitate to call.

Very truly yours,



Robert E. Gramann, FAIA

/s

Encl.

Gartner, Burdick, Bauer-Nilsen  
Architecture, Interiors, Planning, Engineering  
6948 Oakwood Drive  
Florence, Kentucky 41042  
606-525-8700  
Fax 606-525-0190

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Thomas L. Meacham, Jr. AIA  
John W. Rogers, AIA  
Joseph T. Schwab, AIA  
David G. Wuest, PE  
Thomas P. Busemeyer, CSI  
Dennis W. Eernisse, CPA  
Hans H. Nuetzel, AIA  
Don S. Breyley  
Jeanette Shriver McCarthy, IBD  
Keven M. Speece, AIA



July 10, 1990

Mr. William R. Viox, Chairman  
Boone County Planning Commission  
Boone County Administration Building  
2950 Washington Street  
Burlington, Kentucky 41005

RE: Houston Lakes

Dear Mr. Viox:

It is our pleasure, on behalf of the Buchanan Development Corporation, to submit an exciting new Concept Plan for Houston Lakes. We have worked closely with the development team and the City of Florence to author a plan which we request the Planning Commissions favorable review and support.

Enclosed for your review is a detailed project description, Houston Donaldson design review analysis, traffic analysis by Pflum, Klausmeier, & Gehrum, and the Houston Lakes Protective Covenants.

Houston Lakes is a coordinated 100 acre mixed-use development which is compatible and sympathetic to the community and its neighbors. The development will be phased to allow for absorption of market demands and infrastructure construction.

The central focus of Houston Lakes is a first class, 510,000 sq. ft. corporate office structure adjoining a 276,000 sq. ft. retail center. The balance of the site includes campus office, commercial/office users, two hotels and several restaurant/financial outlots. Houston Lakes is a blend of 60% office and 40% commercial and is developed to 88% of the recommended allowable intensity of the Houston Donaldson Study.

The Houston Lakes landplan is sympathetic to the image created from both Interstate 75 and Houston Road and also from within the park. Extensive landscaping, retention pond features, landforming, architectural and signage controls assure these most important goals are met.

The signage concept will include both park and building signage. It is important to identify Houston Lakes as a major destination development. Visibility of the project from both the Interstate and Houston Road is very important. We proposed to create monument type signage visible from the Interstate, the Houston Road Interchange and the three entry points to the development. The signage will be a combination of the graphic and landscaping features. It will be architecturally compatible with the planned development. Free standing signage for the individual tenants will not be allowed. All tenant identification signage will be placed on the buildings. Individual free-standing signage along the Ring Road which identifies a specific address or identification will be permitted.

We trust this analysis together with the accompanying information demonstrates Buchanan Development Corporation's commitment to professionally developing Houston Lakes. The evolution of this plan is a commitment to conform with the Houston Donaldson Study recommendations with the result being an opportunity to control the most prime 100 acres of undeveloped land in Boone County. Houston Lakes when developed will be an important asset to the entire community.



# J. W. BERLING ENGINEERING COMPANY

LAND SURVEYING, SITE DEVELOPMENT AND CIVIL ENGINEERING SERVICES

1671 PARK ROAD, SUITE ONE - FT. WRIGHT, KY 41011

Phone (606) 331-9181

Land Surveyor Registration  
Ky. 206

Ky Registration  
No. 5745

## SITE UTILITIES AND DRAINAGE

FOR

HOUSTON LAKES

The 100 acre site lies along the westerly side of Highway I-75 at the southwest corner of the Turfway Road Interchange.

The topography of the site is formed from three ridges and two drainage swales flowing from northeast to southwest.

Storm water drainage will be controlled by the construction of detention areas near the southwest ends of these drainage swales with a storm sewer network to bring the storm water to the detention areas.

Water supply is readily available by way of an existing 12" water main in Houston Road, which is a part of the Florence Water System.

Sanitary sewers are available to serve the site by way of the new Florence Sanitary Sewer System which is located near the Woodspoint Drive and Houston Road intersection.

Gas, electric, telephone, etc. are all available in the area and are presently serving the adjacent developments.

BOONE COUNTY PLANNING COMMISSION

July 25, 1990  
7:00 P.M.

PUBLIC HEARINGS

Mr. William Viox, Chairman, called the meeting to order at 7:10 P.M..

Following an explanation of the Public Hearing process, the Chairman introduced the first item on the Agenda:

1. Applicant: GBBN Architects for Buchanan Development Corporation and N. K. Management (owners)  
Request: Utilization of an Underlying Zone

The request of GBBN Architects (applicant) for Buchanan Development Corporation and N. K. Management (owners) for the Utilization of an Underlying Zone in Planned Development on a 101-acre site located at the southwest corner of Houston Road and the I-75/Turfway interchange, Florence, Kentucky. The site is currently zoned Office Two/Commercial Two/Planned Development (O-2/C-2/PD). Houston Lakes, a commercial and office development, is being proposed.

Using an aerial photograph, Staff Member, Dave Geohegan, presented the Staff Report which included letters and evidence introduced by the applicant, and previously submitted Concept Development Plans (see Staff Report).

Chairman Viox asked the applicant for their comments.

Mr. C. Frances Barrett, attorney for the applicant, introduced the investors in the development, Mr. Cliff Borland and Mr. Ron Noell, who were enroute from Pennsylvania. The owner of the property is N. K. Management, a subsidiary of Newport Steele. Mr. Barrett advised that Mr. John McCausland of Buchanan Development Corporation was also present. The architectural work, land planning, and Site Plan were under the direction of GBBN. He introduced Mr. Bob Gramann of GBBN. He stated that the civil engineering was done by Mr. Jim Berling, who was also present. The traffic engineering was done by Pflum, Klausmeier & Gehrum Consultants, and Mr. Jack Gehrum was present in regard to the traffic. He introduced Anne McBreide, a professional landscaper who assisted with the project.

Mr. Barrett reviewed the history of the site. Approximately a year ago, when their plan left the Commission and went to the Florence City Council, it was turned down. They appealed the decision in order to protect their legal rights. They did not pursue litigation, but held sessions with the Florence City Council and the plan that is being presented this evening evolved. The Florence City Council encouraged them to moved forward, but wanted them to go back through the entire process, including the Staff Review and Public Hearing.

Mr. Barrett stated that the underlying problem with the development in relation to the Houston-Donaldson Study, in the opinion of the Staff, the Planning Commission, and the Florence City Council, was the prevailing market conditions. There was the opinion that the site was really a retail site, not an office site. The only way to solve the problem was to do what they did.

Mr. Barrett stated that the City of Florence wanted an attractive office development on the site. They had their architect design an attractive six-story building to house a regional headquarters for a Fortune 500-type company or the Home Office of a regional corporation. It is important to the public interest that the site be a showcase for the area as it is featured along I-75. He stated that this could become a reality if the City of Florence would join with them and market the site nationwide. He stated that they have the names of a number of national publications which are read by persons responsible for relocating corporations and establishing new home offices. He added that the City of Florence would have to roll out the welcome mat and cooperate with the occupant in whatever way possible -- they would have to tell them that the shopping is second to none, and that they are near a downtown area with all of the cultural activities that make the area desirable, as well as that there is unlimited exposure on the highway. They have set aside a substantial portion of the site for this use and, during this reserve time, the balance of the development would take place. He stated that they would be responsible economically for the marketing efforts.

Mr. Barrett distributed to the Commissioners a handout entitled, "Houston Lakes". He stated that Jack Gehrum will address the traffic analysis.

Mr. Barrett stated that because the development will take place over a period of years, the traffic impact will be gradual and will be absorbed. The earliest construction could commence would be Spring, 1991. The earliest any of the initial accesses would be available would be the end of 1991 and, by that time, Houston Road should be extended to Donaldson Road.

Mr. Barrett stated that Mr. Gramann will address the architectural points. He will explain the most important aspect of the development, which will be the treatment of the outparcels along I-75. He will also discuss the treatment of the property along Houston Road.

Mr. Barrett showed the Commission an enlarged Concept Development Plan and indicated the proposed accesses for the site and the area which will be reserved for office use. He noted the location of a lake on the site.

Mr. Jack Gehrum presented and reviewed overhead transparencies. He stated that the project is in four phases, with the first phase being about 1½ years away. Mr. Gehrum advised that they were able to collect existing information and compare it with historical information as they have studied this area previously. He stated that compared to the traffic counts taken over a year ago on Turfway Road and Houston Road, there is now about a 9% increase in traffic on Houston Road. He presented a transparency of the distribution of traffic on Houston Road. He stated that peak hour traffic (from 4:45 P.M.

to 5:45 P.M.) is significantly higher than the rest of the day. They projected the number of trips based on ITE figures. Mr. Gehrum stated that this project fit into nine ITE categories. He presented and reviewed a transparency entitled, "Forecast Trip Generation". He stated that this is a multi-use project and many of the trips will become interrelated. He presented a transparency entitled, "Trip Characteristics of Multi-Use Project". He stated that approximately one-third of the trips will be used for multi-use activity. He stated that by-pass or capture trips are not new cars, but trips occurring from the existing stream of traffic; a rate of 40% for the weekday period is used for this project.

Mr. Gehrum presented and reviewed a transparency in regard to estimated trips that will occur at the various intersections for the project -- Woodspoint Drive, the Main Site Access (Spiral Drive), the North Site Access (Sam's Access), the I-75 Ramps (Thoroughfare Drive) and Turfway Road. He stated that the Main Drive and North Site Access are used primarily for retail. He stated that the final numbers they used are shown on the transparency and were used for their final recommendations (see Page 13 of the Traffic Impact Analysis contained in the handout).

Mr. Gehrum stated that their recommendations are made in consideration of the Mall Road ramp system and the Houston Road extension, as well as other projects which may spur future improvements such as to the traffic coming from the interstate. They recommend continuous deceleration lanes to the North Site Access point opposite Sam's, which is one-way in and one way out. There would be a five-lane section to the intersection and there would eventually be signalization coordinated with the Thoroughbred ramp intersection. He noted a six-lane intersection continuing to the Woodspoint Drive intersection with separate left turn lane and the possibility of signalization. They have discussed improvements with the Staff, including deceleration left-turn lanes to be provided under the assumption that all retail traffic use the access point and the five lanes would continue beyond Woodspoint Drive.

Mr. Gehrum stated that all of the improvements (see Page 16 of the Traffic Impact Analysis in the handout) are proposed to be implemented at the time of the Phase I project and will be in place prior to Phases 2, 3, and 4.

Chairman Viox asked if he would recommend any modifications to Houston Road and KY 18 based on this development. Mr. Gehrum stated that he would not want to make a major improvement before the effect of the Mall Road ramp is seen, unless it was to do with signalization.

Chairman Viox asked his opinion regarding improvements to the ramps at Turfway, and Mr. Gehrum stated that improvements are needed now.

Chairman Viox noted that the handout referred to an extension of Houston Road to Buttermilk Pike which is incorrect. Mr. Gehrum advised that this was a typographical error and has been corrected.

Mr. Barrett stated that the highlights of the Site Plan are the phasing, the architectural controls, the nature of the office uses and the nature of the retail uses. There are tenants for the center portion whose names cannot be disclosed. He stated that they are not regional draws.

Using a model of the site, and the Site Plan which is at the same scale, Mr. Gramann began his presentation. He stated that he would address the Staff Report.

Mr. Gramann stated that the property is zoned O-2 and C-2 and the proposed use is office and commercial. There will be 60% office use and 40% commercial use. Their proposal conforms to the Houston-Donaldson Study and the development is at 12% less intensity than recommended by the Study. They will employ in excess of 3,000 people. He stated that in the handout they have addressed the criteria to be addressed in regard to the Land Use Plan. They have addressed sensitivity to the entire area and compatibility of the uses with themselves and other uses around them. The architectural concepts and the Protective Covenants are included in the packet and ensure review by an Architectural Review Board and the Staff to provide control. He stated that the fourth criteria is signage. There will be no free-standing signs. They will be of a size and type compatible with their image. He stated that the last criteria is traffic, which has been addressed by Mr. Gehrum.

Mr. Gramann reviewed the Concept Development Plan. He stated that it is a four-sided site. The buildings will have to be addressed in a four-sided manner. They looked to Turfway Business Park, which is their only neighbor across Houston Road, and there is a line of retail going across the street. The area next to Spiral Drive is office. There is a large retention pond and an office campus which is compatible with the adjacent use. He stated that there are two major focuses of development -- a major corporate-type user of approximately 510,000 sq. ft. and about 33,000 sq. ft. of campus office. The focus of the retail side of the site is a 276,000 sq. ft. retail center. There will be an extension of Spiral Drive, with signalization, to Spiral Boulevard, which is a ring road. The office campus and corporate entity development are off Spiral Boulevard, with major retail within the ring road. There will be a couple of restaurants and financial institutions within the ring road. On the outside of the ring road, is a combination of C-2 and O-2 type uses. These buildings are visible from the interstate and Spiral Boulevard and demand treatment and sensitivity. He noted the location of two hotels and additional retail at the corner of Houston Road and the exit ramp.

Mr. Gramann stated that the overall landscaping treatment is compatible with what is across the street. There are retention lakes at the entrance and a large retention feature at Woodspoint Drive and Houston Road. He noted the landscaping treatment along Spiral Boulevard. There will be a 150 - 200 foot green swatch where the boulevard comes in. He stated that on either side of the right-of-way there is land forming and landscaping. They have taken a lot of clues from the Turfway Business Park. He noted that the Protective Covenants apply to landscaping and land forming.

Mr. Gramann stated that the office use is visible from the expressway and Houston Road and will be the highest element on the site. There will be major retention features. The building has an 85,000 sq. ft. floor plate that could be two 40,000 sq. ft. floor plates to be marketable. There is a great demand in the marketplace for this site. The tenants will not commit

to the property because there is not the zoning at this time. He stated that the types of uses have been noted, including a home improvement type center, office supply, apparel, "B Shops" which are individual small specialty shops, a department store and a furniture store. He noted the Hilton and Hampton Inn at the interchange and stated that there is hotel interest for this site.

Mr. Gramann stated that they do not exactly know the C-2 and O-2 users at this time, but they know this is an extremely valuable piece of property. It is important that it presents a good image to the interstate and to the park itself. He showed pictures taken of an office furniture store on I-275 that faces Kemper Road and the interstate; a picture of Sibcy Cline Realtors facility which is presentable on all four sides; and a picture of Globe Furniture in Sharonville. He stated that these are the kinds of uses which may fit into the area. He noted that the specialty shops come later in the project. They want to be kept low and handled sensibly on the corner. He showed the Commission pictures of the Tipton Development as an example. He stated that the shops do not have a back. There is a convenience-type market to serve the people working in the park and in the area. He stated that the site will have a base large enough to serve restaurants and financial institutions on the site.

Mr. Gramann referred to the Staff Report on Page 13 under Staff Concerns. Using the aerial photograph, he indicated that it is desirable to stop retail development at Spiral Boulevard. He stated that this concern had been addressed. In regard to Staff Concern #2, potential regional focus of retail uses, he stated that with the people working there, there will be a need for the uses including restaurant, financial, and retail. The uses are less regional than some of the uses at the interchange and would serve the needs of the Florence area. He stated that the market has been tested and the retail uses will come in. In regard to Staff Concern #3, design, he stated that this had been addressed. He stated that it is tough to design a 100-acre development of this magnitude and use the existing features on the site. He indicated the only tree stand on the site on the aerial photograph. He stated that the site had been farmed and bushhogged. He noted the location of a swale on the site. He stated that with the amount of grading that will be required, they will have an opportunity to grade a wonderful front door. They have an excellent opportunity to be sensitive to the land. The lake will be visible from Houston Road and the office park. All of the water goes down hill in the direction of the lake and they are making a feature of it. In regard to Staff Concern #4, visual impact, he stated that this information is in the handout and noted that there are protective Covenants in regard to design review. He stated that in regard to what the site will look like, the best he can do is to give examples of what the buildings might be and have covenants that the buildings be finished on all four sides. They can promise the architectural character of the front and rear of the buildings so that they all look like they belong. He noted that there was concern about the rears of some of the buildings. They set the retail back from Spiral Boulevard, and the specialty shops are almost 200 feet from Spiral Boulevard, so they will be able to have mounding that is 6 feet to 10 feet high. They can mask the service side of the buildings which need to be of finished materials compatible with the front. The side to the interstate can be predictable. They have imposed setback requirements on themselves.

In regard to Staff Concern #6, Mr. Gramann stated that he believes there are users that can have a successful place for themselves here. He stated that the corner lot is on the diagonal and they can have a large open feature. There can be major park signage and a major landscaping feature.

In regard to Staff Concern #8, Mr. Gramann stated that they are going national and international with their marketing strategy with the cooperation of Florence, Boone County, the Chamber of Commerce, and the state. In response to Staff Concern #9, he stated that he believes they can deal with the potential negative visibility of loading areas, etc. at Preliminary Plat Review. In regard to Staff Concern #10, he stated that Woodspoint Drive is not in straight alignment. He indicated the part of Woodspoint Drive which is not being improved as part of the development.

In regard to Staff Concern #11, Mr. Gramann stated that they would agree to the connection of Spiral Drive to Woodspoint Drive along the I-75 right-of-way. He stated that this can easily happen and they would not be opposed. In regard to Staff Concern #12, he stated that a rendering is a picture and they cannot provide that until they know more; but given what they know, they have a concrete plan and have addressed this by the model. He stated that when they began the design across the street was when they knew some of the users. Once they have commitments, they will design the whole center and suggest that it would be laid out similar to the model.

At this time, Mr. Barrett introduced Mr. Cliff Borland and Mr. Ron Noell who had arrived from Pennsylvania. He stated that they were available to answer questions.

Chairman Viox asked if there was anyone else present who wished to address the Commission in regard to this application. There being no response, he asked if there were any comments or questions from the Commission.

Mr. DeLong asked if it was proper to have a turn lane go all the way to Turfway Road to go north from the access road across from Sam's. Mr. Gehrum stated that he would have to analyze this to see if it is worthwhile. He noted that there are two travel lanes at this time, and this would represent a third. He stated that if there was an improvement made near the underpass, this could be looked at.

In regard to the A. M. and P. M. peak hours, Mr. DeLong asked if they had considered the residential developments in the western part of the county in that this traffic is not going to Sam's or Mall Road, it is going to Oakbrooke and the residential areas. He asked if this added growth had been considered. Mr. Gehrum advised that they used a growth factor and increased the traffic projection by that growth factor. They did not go down KY 18. Mr. DeLong added that the residential traffic may increase the traffic even though it is not part of their plan.

Mr. DeLong suggested that one of the buildings in the development be a day care for the elderly and also child care. He questioned a corporate office dealing with the airport noise and noted that this can be handled by the construction. He added that he is concerned about pedestrian walkways and pathways as people will not be using their cars as much. Mr. DeLong stated

that the parking lot is oversized. He asked if the parking lot could be phased in as the commerce section develops.

Chairman Viox commented that there have been problems for years on Mall Road at Christmas and Thanksgiving and it is better to have people in the parking lot than running across Mall Road.

In response to a question from Mr. Kirby, Mr. Gramann stated that the home improvement-type store has the potential for a garden-type store.

Mr. Neltner noted that Furrow's has large outside barns and asked if this home improvement store would be limited to inside storage. Mr. Gramann stated that the thought is to confine the use and have the potential for a garden store. They do not know of any storage barns.

Mr. Neltner stated that the commercial use exceeds the Houston-Donaldson Study and so does the overall density. He noted that Mr. Barrett had indicated that they were within the limits of the Houston-Donaldson Study or under the limits. Mr. Gramann stated that he disagreed with this and their math shows that they are under the recommended intensity. They will talk to the Technical Committee in this regard.

Mr. Neltner questioned the length of time the portion of the site would be set aside to find an office user. Mr. Gramann noted that the handout indicates four phases. He stated that Page 3 of the handout under Item #E addresses this, as does the legend for the Concept Development Plan. He stated that Phase IV would be the corporate user and this could happen in 4 to 8 years. This gives time for the community to think about infrastructure and traffic improvements.

Counselor Wilson questioned the timing of the joint marketing effort with Florence and other governmental agencies. Mr. Barrett stated that this effort has started and a market consultant has been retained. He stated that it will probably take at least a year to get to the point where they can attract a national company.

Counselor Wilson stated that he did not want there to be the impression that the marketing effort would not occur until the last stage. Mr. Barrett commented that if it came to fruition, the timeframe could be advanced. In response to a request from Mr. Neltner, Mr. Barrett stated that they are willing to document their efforts to get an office type user over the next several years.

Mr. Neltner noted that in the event an office user is not found, then they may request a Revised Concept Plan. If there is documentation of their efforts, then the Commission would be assured that they have operated in good faith.

Mr. McCausland stated that he was in complete agreement with Mr. Neltner. He added that the campaign is being done under the auspices of TRI-Ad.

Mr. Neltner asked if the ownership of the site would be retained or if it would be sold to someone else to put up whatever building they choose. He questioned that should there be a buyer who only wants to put up a 70,000 square foot building, which would affect the ratios, would they sell.

Mr. Gramann stated that the predictability is controlled by the architectural controls, landscaping, land planning, review by the Staff, etc.. He added that the major corporate tenant will be the catalyst and the type of use and the size will be done by the user. He noted that this could happen in a number of different ways.

Mr. Damstrom questioned if they were looking for quality family restaurants or fast food restaurants for the outlots. Mr. Gramann noted that the handout indicates sitdown restaurants.

There being no further comments from the Commission, Chairman Viox asked if there were any additional comments from the Staff.


Mr. Geohegan noted that the date on the front of the Staff Report is correct, but some of the pages are incorrectly dated. Beginning with the table on Page 8 of the Staff Report, Mr. Geohegan completed the Staff Report (see Staff Report).

Mr. Doug Powell, Transportation Planner, presented the portion of the Staff Report in regard to traffic and transportation issues, including a review of the attached Figure #7 - Houston Lakes Development, Forecasted Traffic Impact. Mr. Powell added that the Kentucky Transportation Cabinet has some concerns. They would like to see a right turn ramp for traffic going eastbound at the intersection of Houston Road and the southbound ramps. Also, dual lefts may be needed at the Houston Road/Spiral Drive/Spiral Boulevard intersection. Mr. Powell stated that he has talked to Mr. Gehrum. He noted that currently two lanes come out of the main entrance and there may be need for a right turn only lane at that point. Also, KDOT would like the Commission to look at retaining right-of-way at Woodspoint Drive for possible future expansion to three lanes. Mr. Powell reviewed the table on Page 6 of the Staff Report in regard to the level of service at each of the intersections (see Staff Report).

Chairman Viox noted that Mr. Burch is Chairman of the Committee for this request. Mr. Burch advised that the Committee would not be ready to address this request at the August 1, 1990 Business Meeting. Mr. Barrett stated that they would be agreeable to the request being heard on August 15, 1990.

There being no further comments, Chairman Viox stated that this item will be on the Agenda for the Business Meeting on August 15, 1990 at 8 P.M. and closed this Public Hearing.

APPROVED:

  
\_\_\_\_\_  
William R. Viox, Chairman

Attest:


  
\_\_\_\_\_  
Jan Hancock, Recording Secretary

EXHIBIT "B"

## COMMITTEE REPORT

#1

TO: Boone County Planning Commission

FROM: Fred Burch, Chairman

DATE: September 5, 1990

RE: Request of GBBN Architects (applicant) for Buchanan Development Corporation and N.K. Management (owners) for the Utilization of an Underlying Zone in Planned Development on a 101 acre site located at the southwest corner of Houston Road and the I-75/Turfway interchange, Florence, Kentucky. The site is currently zoned Office Two/Commercial Two/Planned Development (O-2/C-2/PD). Houston Lakes is the commercial and office development being proposed.

### REMARKS:

We, the Committee, recommend approval of the Houston Lakes request based upon the following Findings of Fact and with the following Conditions:

### Findings of Fact

1. Even though the request does not agree with the specific office/commercial mixture and the commercial density recommendations of the Houston-Donaldson Study, the Committee believes that the Houston Lakes request generally meets the intent and Goals and Objectives of the Boone County Comprehensive Plan and the Houston-Donaldson Study. More specifically:

The applicant has indicated that the type of retail proposed in the Houston Lakes development is not regional in character. The size and type of retail uses are proposed to be consistent with existing retail uses in the Turfway Business Park, and draw customers from areas immediately surrounding the Houston Road area, not from the entire Northern Kentucky Area.

A major focus of the Houston Lakes development is the proposed corporate office section "B". This portion of the development is proposed to be a high-visibility office use that will help set the character of the Houston Road corridor in accordance with the Houston-Donaldson Study. With this corporate office center and with the proposed office campus use, the Committee believes that the Houston Lakes project is appropriate for the site. Without one or the other of these two important parts of the project, the Committee does not believe that the request is appropriate for the site. The Committee is founding its recommendation for approval of this request on the applicant's assurances that these portions of the submitted Concept Development Plan will be developed. These two portions of the development are critical in establishing the proper development character along both I-75 and Houston Road.

Specific references to the Boone County Comprehensive Plan and Houston-Donaldson Study are made in the 7/25/90 Staff Report.

2. With the conditions contained in this report and agreed to by the applicant, the request meets the general objectives of the Houston-Donaldson Study and Article 15 Planned Development of the Boone County Zoning Regulations, for creative development design that includes sufficient green space and appropriate appearance from the public view. Even though many of the uses are not actually proposed as strict office uses, there are enough assurances in the applicant's submitted materials and in the conditions that the overall development will be consistent with the employment district character foreseen for this important corridor area of Boone County. These assurances include the arrangement of outlots along Houston Road, building and parking setback standards, landscaping and signage standards, building design, and additional public review of specific uses.
3. The developer and applicant have agreed to make significant road improvements adjacent to the site that are recommended by the Houston-Donaldson Study, and to phase the retail portion of the development according to the status of the Houston Extension. The developer and property owner have agreed to work with other area developers, owners, the Planning Commission, and the City of Florence to help remedy the existing and forecasted traffic congestion around the Turfway Interchange. These actions are in accordance with the Houston-Donaldson Study which was designed to correlate Study Area development with infrastructure improvements.

### CONDITIONS

The applicant is being asked to agree to include these items as part of the Concept Development Plan in order to clarify the plan as presented at the 7/25/90 Public Hearing. Further, these conditions are intended to clarify the suitable uses and development for the presented plan.

1. Since the submitted traffic analysis and facts presented at the 7/25/90 Public Hearing indicate that the Houston Road Extension to Donaldson Highway is necessary for the area road system to have a near-satisfactory level of service, the applicant and developer agree to not to take occupancy of the retail center, section "N", of the development until construction of the Houston Extension to Donaldson Highway is substantially underway.
2. The four out-parcels "C" through "F" shall undergo additional review when specific uses are proposed by the developer. This additional review shall include Technical Committee evaluation, a recommendation of that Committee to the full Planning Commission, and a Planning Commission recommendation to the City of Florence. These recommendations must determine if the proposed uses are consistent with the submitted Concept Development Plan and traffic generation figures, and present an appropriate appearance from I-75 that is consistent with the Houston-Donaldson Study.

3. The outlots "C" through "F" shall include a minimum building setback of 50 feet from the I-75 right of way and from the Spiral Boulevard right-of-way, as proposed in the submitted restrictive covenants. These setback areas shall include berming and landscaping, and the setback area along I-75 shall include no parking, circulation or other paved areas. The proposed buildings, if retail, shall be consistent in architectural design to be compatible with an office environment. No mechanical equipment, whether on the roof or ground, shall be visible from I-75 or Spiral Boulevard.
4. The proposed retail shown as "I", shall be reconfigured to address comments at the 7/25/90 Public Hearing, and as shown to the Committee. The building nearest Houston Road shall be rotated approximately 90 degrees as shown on the detail drawing submitted to the Committee by GBBN Architects. As indicated by the applicant, the retail buildings in Section "I" shall have store frontages on all sides. All roof equipment shall be screened from public view, and parking areas shall include berms and plantings between the proposed pavement and all adjacent right-of-ways. A water retention or significant landscaping feature shall be located adjacent to the Houston Road and Turfway Interchange ramps to be consistent in appearance with the Turfway Business Park.
5. Since the proposed corporate office complex is essential for the character of the development in terms of the Houston-Donaldson Study Area, the developer shall contract a professional, marketing consultant to develop strategies of attracting potential corporate users to the site. Marketing efforts shall be undertaken on a national basis and coordinated with the Planning Commission and City of Florence. Documentation of marketing efforts shall be provided. The office development shall be a minimum of 5 stories in height.
6. The proposed retail center shall have a continuous facade that is similar in concept to that employed at the Turfway Business Park. The rear and side walls of the retail center shall be constructed of the similar materials as the facade. Roof parapets shall be utilized on all sides of the buildings, as necessary, to screen all roof equipment from public view. Cross section drawings may be required as part of Architectural Design Review. As indicated by the applicant, the rear of the retail center will be screened by berms, evergreen plantings, and service court walls constructed of the finished building materials. The relative amounts of paved area and green space behind the retail center shall be generally consistent with that shown on the Concept Development Plan. The proposed retail center shall be generally consistent with the submitted Concept Development Plan in terms of number and size of users.
7. The architecture of the proposed hotels shall compliment the appearance of adjacent outlot uses.
8. Amenities, such as the pavement treatment at intersections, retention lakes, and entry features, shall be consistent with the submitted Concept

Development Plan. As indicated by the applicant, the development of the 101 acre site shall contain approximately 22 percent green space. Each phase of development submitted for review shall include calculations of green space area. All parking areas shall contain landscaping that is consistent with the Turfway Business Park. These standards include the following:

- a) Provide planting islands between every 10 to 15 spaces to avoid long rows of parked cars. The size should be a minimum of nine feet wide to allow for an adequate planting area. Each of these planting islands should provide at least one shade tree having a clear trunk height of at least six feet. For code required parking, 1 tree and 3 shrubs are to be utilized per fifteen spaces.
  - b) Provide eight-foot wide landscape strips for every four rows of parking, or large planting islands at the ends of parking rows.
  - c) In addition, canopy tree plantings along the public streets of the development shall accompany the proposed berms and 50 foot landscape setbacks submitted as part of the application.
9. Development of the proposed outlots along Houston Road shall be consistent in design with the submitted Concept Development Plan in terms of diagonal building orientation to Houston Road, access off of secondary site drives, and amount of green space.
  10. All signage within the development shall be consistent with the submitted standards, and meet the objectives of the Houston-Donaldson Study Special Sign Regulations.
  11. The developer agrees to reconstruct portions of Woodspoint Drive east of the proposed site access if sight distance limitations are determined to create potential safety hazards, by an independent traffic engineer acceptable to the Planning Commission.
  12. The Spiral Drive entrance will contain dual left turn lanes on south bound Houston Road. The improvements to the Woodspoint Drive and Houston Road intersection will include two south bound through lanes on Houston Road to include a taper back to one travel lane south of Woodspoint Drive. All improvements to public roads described in this report shall be made by the developer or owner of the site during the first phase of development, except to the extent that signalization of Spiral Drive shall be shared with the adjacent property owner as previously agreed. The construction of Spiral Drive and Spiral Boulevard to form the "ring road" shall also accompany the first phase of development. The northernmost access to the site shall be designed as an exclusive right-in and right-out drive. The design of this intersection shall include a ramp-like right turn lane to physically eliminate left turns into the site from Houston Road. The developer shall provide a separate right turn lane from Houston Road onto the southbound I-75 entrance ramp.

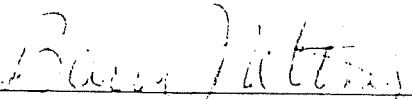
13. Spiral Drive will be connected to Woodspoint Drive along the I-75 right-of-way to allow for traffic to flow between this site and future development on the World of Sports site. All driveway entrances on Spiral Drive and Boulevard shall be properly aligned.
14. The developer agrees to work with the City of Florence, Boone County, and area property owners and developers in arriving at a solution to the existing and forecasted traffic congestion at the Turfway Interchange.
15. The main access drive shall contain three exit lanes. The developer agrees to dedicate additional right-of-way to Woodspoint Drive to allow for a future additional exit lane onto Houston Road. The developer and owner agree to participate financially with the Turfway Business Park in installing the proposed traffic signal at Spiral Drive, and to install the proposed light at Woodspoint Drive.
16. Consistent with the statements made by the applicant at the 7/25/90 Public Hearing that the section "B" office is proposed for Phase IV in four to eight years, the developer agrees to actively pursue and market development of the proposed corporate office section "B" for a period of a minimum of four years from today's date.

A copy of the Public Hearing minutes accompanies the findings and recommendation serving as a summary of the evidence and testimony presented by the proponents and opponents of this request.

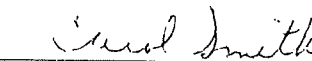


Fred Burch, Chairman

Rector Jones



Barry Neltner



Carol Smith



Larry Barnett



Phil Damstrom



Thurman Owens



OTHER SUPPORTING INFORMATION

ORDINANCE NO. 0-29-90

AN ORDINANCE ADOPTING AND APPROVING THE UTILIZATION OF UNDERLYING ZONES, THOSE ZONES BEING OFFICE-TWO/COMMERCIAL-TWO/PLANNED DEVELOPMENT (O-2/C-2/PD) ON A 101 ACRE SITE GENERALLY LOCATED AT THE SOUTHEAST CORNER OF HOUSTON ROAD AND THE I-75/TURFWAY INTERCHANGE IN THE CITY OF FLORENCE, KENTUCKY. (HOUSTON LAKES-BUCHANAN DEVELOPMENT CORPORATION)

WHEREAS, the City of Florence, Kentucky, is a member of a county wide planning unit, known as the Boone County Planning Commission, and

WHEREAS, the Boone County Planning Commission has recommended that a request of Buchanan Development Corporation for the utilization of underlying zones be granted, and

WHEREAS, the recommendation from the Boone County Planning Commission is based upon certain findings and conditions attached to its Resolution of recommendation all of which have been reviewed by the City Council of Florence, Kentucky.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY OF FLORENCE, KENTUCKY, AS FOLLOWS:

SECTION I

That the request for the real estate which is more particularly described below shall be and is hereby approved for the utilization of underlying zones in an Office-Two/Commercial-Two/Planned Development (O-2/C-2/PD) on a 101 acre site. The real estate which is the subject of this request for approval for the utilization of the underlying zones herein is more particularly described in attached Exhibit "A".

SECTION II

That this approval is granted subject to the conditions, terms and provisions of the Boone County Planning Commission recommendation, including the committee report made a part of that recommendation, a copy of that recommendation and committee report being attached, marked Exhibit "B", and incorporated herein as if fully set out, such recommendation being in the form of Resolution No. R-33-90 of the Boone County Planning Commission along with the committee report, both of which are dated September 5, 1990.

SECTION III

Further, this approval is subject to and conditioned

upon those conditions agreed to by the applicant, representatives of Buchanan Development Corporation, and the City of Florence, Kentucky, these additional conditions being attached, marked as Exhibit "C", and incorporated herein as if fully set out.

SECTION IV

Publication of this Ordinance is hereby authorized to be by summary publication, in accordance with Kentucky law.

PASSED AND APPROVED ON FIRST READING THIS 20<sup>th</sup> DAY OF November, 1990.

PASSED AND APPROVED ON SECOND READING AND PUBLICATION ORDERED THIS 27<sup>th</sup> DAY OF November, 1990.

APPROVED:

  
\_\_\_\_\_  
MAYOR

ATTEST:

  
\_\_\_\_\_  
CITY CLERK

All Exhibits and other documentation available for public review at the office of Florence City Clerk during regular office hours.

CONDITION NO. 1 AS MODIFIED TO ADDRESS THE CONCERNS OF THE  
FLORENCE CITY COUNCIL

Since the City Council of Florence wants reasonable assurance that the extension of Houston Road all the way to Donaldson Highway will be completed and open, the applicant and developer agree not to take occupancy of the retail center, Section "N" of the development, until construction of the Houston extension to Donaldson Highway is substantially complete and there is reasonable assurance that the extension will be completed and open. In order to provide this assurance and to state clearly and definitively what must occur, the applicant and developer agree that all of the following must occur prior to occupancy of Section "N": the plans for the Houston Road extension have been prepared and approved; the funds have been allocated; all parcels of real estate necessary for the extension to Donaldson Highway have been acquired; the contract has been let; and the contractor has drawn 55% of the principal amount of the contract. The aforementioned figure refers to the construction of the extension of Houston Road from its present point of termination to Donaldson Highway. The foregoing provides reasonable and substantial assurance that the extension will be complete and open. In the event the extension is not complete and open at the time of occupancy of Section "N", the applicant and developer shall be responsible for the additional cost of police personnel necessary to assist with traffic as a result of such occupancy.

FLORENCE CITY COUNCIL

MINUTES - SPECIAL MEETING

NOVEMBER 20, 1990

The City Council of the City of Florence, Kentucky met in Special Session on Tuesday, November 20, 1990 at 7:30 p.m. in the Florence Municipal Building with Mayor Roger Rolfes presiding in the Chair.

Mayor Rolfes called the meeting to order and declared the Special Session to be open for the purpose of considering action on the Buchanan Development Corporation zoning request, of considering action on the issuance of bond anticipation notes, and any and all other matters which may come before Council.

The roll was called and the following members registered present: William Bailey, James Collins, William Hudson, Dr. Ferd Metzger, and Byron Mohr. Evelyn Kalb was absent, but entered Council Chambers later as noted.

Also present were City Coordinator Bruce Janken, City Attorney Hugh Skees, Public Services Director Greg Tindle, Finance Director Ronald Epling, Assistant Police Chief Thomas Kathman, E.M.S. Director James Butler, and City Clerk Betsy Conrad.

Mayor Rolfes presented the first matter for consideration, the Buchanan Development Corporation zoning request. He recalled that at the last meeting of Council, the attorneys were asked to prepare two different sets of language regarding one of the conditions regarding the determination of when the businesses could open. He stated that City Attorney Dale Wilson had prepared text which covered all the points raised at the previous Council meeting, and that copies had been sent out to all members of Council. He then read the text for the benefit of all present. (Councilmember Kalb entered Council Chambers at this time.)

Mayor Rolfes recognized Mr. Francis Barrett, attorney for the Buchanan Development Corporation. Mr. Barrett stated that he had met with City Attorneys Skees and Wilson, and that all of the points raised during the last two Council meetings were taken into consideration. He continued that he has been authorized by the developer to accept these conditions. He pointed out that the proposed text eliminates the vagueness regarding "substantially complete," that it has defined all funds which have to be allocated, and that it also defines the point on Houston Road to the point on Donaldson Road which is referenced for degree of completion.

Mr. Barrett continued that calculations have been made which determine that if 51% of the actual construction contract is accomplished, over 80% of the entire project would be complete. He explained that the entire project includes land acquisition and engineering plans as well as the construction. He continued that the developer has also agreed that if the road is not completely open, the developer would pay the cost of police personnel required for traffic detail. He stated that the language drafted is acceptable in that regard.

Mr. Barrett reiterated the differences between Bigg's development and Buchanan, noting that Bigg's required the road to be open since that development did not make sense from a planning perspective without the road being open. He continued that in order for Buchanan to get financing, they need leasing agreements which require the 51% in order to have tenants make a commitment.

KAC  
lot  
Reading 9

Mr. Barrett recalled that at the previous meeting, Councilmember Collins brought the question of 55% or 51%, and that he had the authorization to accept the 55% completion figure which would mean the entire project would be more than 80% completed. He offered to answer any questions that might be brought to the floor.

Mayor Rolfes presented the following ordinance for first reading:

ORDINANCE NO. O-29-90: AN ORDINANCE ADOPTING AND APPROVING THE UTILIZATION OF UNDERLYING ZONES, THOSE ZONES BEING OFFICE-TWO/COMMERCIAL-TWO/PLANNED DEVELOPMENT (O-2/C-2/PD) ON A 101 ACRE SITE GENERALLY LOCATED AT THE SOUTHEAST CORNER OF HOUSTON ROAD AND THE I-75/TURFWAY INTERCHANGE IN THE CITY OF FLORENCE, KENTUCKY. (HOUSTON LAKES-BUCHANAN DEVELOPMENT CORPORATION)

Councilmember Mohr moved, with second from Councilmember Metzger, that Ordinance No. O-29-90, including the condition drafted by the attorneys with "55%" inserted in the blank, be approved on first reading and be held for second and final reading at the next meeting of Council.

Councilmember Collins asked Mr. Barrett to explain how 55% becomes 80%; Mr. Barrett responded that the entire project includes the components of land acquisition and engineering as well as construction, and that when 55% of the construction is completed, more than 80% of the entire project will have been completed.

Councilmember Hudson asked Mr. Skees whether "55%" or "80%" would be the proper wording; Mr. Skees advised that "55%" matches the language because it describes the degree of completion of only the construction contractor's draw. Mr. Barrett pointed out that using the percentage of completion of the construction work was more measurable.

Councilmember Bailey stated that he felt narrowing the point of discussion to the subject of the degree of completion of the road was avoiding the real issue which is the fact that the transportation system cannot handle the additional traffic with respect to all the proposed developments for the City.

Councilmember Collins stated that while he agreed with Councilmember Bailey on this point, he did not know what could be done about the traffic problem, that very fruitful and tough negotiations had been accomplished with this applicant, that the original proposal of 700,000 or 800,000 square feet of retail space had been negotiated down to 200,000 square feet, and that he felt it was appropriate to let the developer develop the property.

Councilmember Kalb stated she had grave misgivings about the matter, but was prepared to vote.

Roll call vote was taken on the motion and second to approve Ordinance No. O-29-90 with this condition on first reading. Voting Yes: Councilmembers Collins, Hudson, Kalb, Metzger and Mohr. Voting No: Councilmember Bailey. Motion carried by vote of five (5) to one (1). Mayor Rolfes advised second reading was scheduled for November 27.

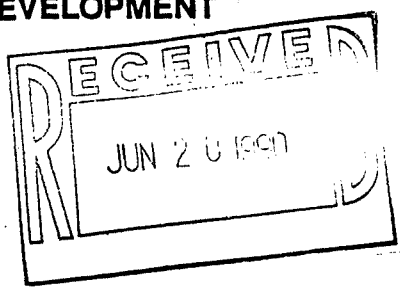
Burch

REVIEW NO. \_\_\_\_\_

APPLICATION FORM

CHANGE IN CONCEPT DEVELOPMENT PLAN  
OR  
THE UTILIZATION OF AN UNDERLYING ZONE IN PLANNED DEVELOPMENT

BOONE COUNTY PLANNING COMMISSION  
(See Boone County Zoning Regulations)



SECTION A (To be completed by applicant)

1. Check one:  
 Change in Concept Dev. Plan  
 Utilization of an Underlying Zone in Planned Development
2. Name of Development Houston Lakes
3. Location of Development S.W. Corner of Houston Rd. & I-75/Turfway ramp
4. Total Acreage of Site 101 Acres
5. Current Zoning 0-2/c-2 P.D.
6. Date of Zone Change or Approved Concept Development Plan (if applicable) N.A.
7. Is the site subject to a specialized Land Use Study approved by the Boone County Planning Commission? (If so, indicate the name of the Study) Houston - Donaldson Study
8. Proposed Uses (please specify each use) Office, Retail  
Restaurants, Bank, Hotels, 02/c2
9. Name of Applicant(s) GBBN Architects  
 Phone Number(s) 525 - 8700
10. Address of Applicant(s) 6948 Oakwood Drive  
Florence Kentucky 41042  
City State Zip
11. Name of Property Owner(s) Buchanan Development Corp. &  
N.K. Management  
 Phone Number(s) 341 - 6222
12. Address of Property Owner(s) 448 Goebel Ct.  
Ft. Wright Kentucky 41011  
City State Zip
13. Proposed Building Intensities (please specify) 33,000 S.F.  
Office Campus: 510,000 S.F. Office Center: 102,500 S.F. 02/C2;  
120,000 S.F. Hotel, 15,450 S.F. Restaurants; 3,650 S.F. Bank;  
55,000 S.F. Specialty Retail; 276,000 Retail Center;
14. Are there any existing buildings on the site? Yes  
 How many? 1
15. Deed Book 402 Page No. 35,28 Group No. \_\_\_\_\_
16. Have you had a pre-application meeting with BCPC staff? Yes

(COMPLETE OTHER SIDE OF APPLICATION)

Boone County Recorder  
 12-10-90  
 City of Florence  
 Ord - 0-29-90

ORDINANCE NO. 0-29-90

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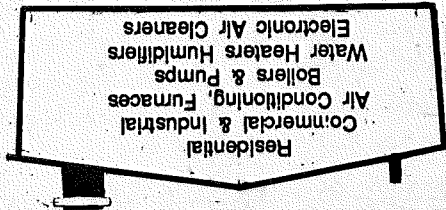
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212 W. 16th St., Covington, Ky.



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