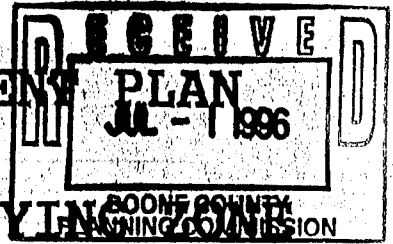


CHANGE IN CONCEPT DEVELOPMENT PLAN

OR

THE UTILIZATION OF AN UNDERLYING ZONE IN PLANNED DEVELOPMENT



(Concept Development Plan)
BOONE COUNTY PLANNING COMMISSION
(See Boone County Zoning Regulations)

SECTION A (To be completed by applicant)

1. Check One:

X Change in Concept Development Plan
Utilization of An Underlying Zone in Planned Development

- a) Public Hearing Submittal (Concept Dev. Plan)
b) Long Range Planning Committee Review
(As stated in the Houston-Donaldson Study)

2. Name of Project Park Place Commons

3. Location of Project NW Corner of Houston Road & Hansel Avenue

4. Total Acreage of Site 21.0 Acres

5. Current Zoning C2/PD

6. Date of Previous Zoning Map Amendment or Approved Concept Development Plan (if applicable) 1990 Carrol Plan; 1993 St. Luke Plan

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 Overlay District

8. Proposed Uses (please specify each use) Retail

9. Proposed Building Intensities (please specify) 11,000 SF/Acre

10. Have you submitted a Concept Development Plan? Yes

11. Are you also applying for:
No Conditional Use Permit
No Dimensional Variance

12. Name of Applicant(s) Peter S. Battaglia, LJB Engineers, Inc.
Phone Number 614-777-0728 Fax No. 614-777-4878

13. Address of Applicant(s) 2325 Westbrooke Drive
Columbus Ohio 43228
City State Zip

14. Name of Property Owner(s) St. Luke Community Foundation Inc.
Phone Number 606-572-3100 Fax No. 606-572-2349

15. Address of Property Owner(s) 85 North Grand Avenue
Fort Thomas KY 41075
City State Zip

16. Are there any existing buildings on the site? No
How many?

17. Deed Book 573 Page No. 308 Group No. 2027

18. Have you had a pre-application meeting with BCPC Staff? Yes

(over)



**EXHIBIT "A"**

## STAFF REPORT

Request of Peter S. Battaglia, LJB Engineers, Inc. (applicant) for St. Luke Community Foundation Inc. (owners) for a Change in Concept Development Plan within a Commercial Two/Planned Development (C-2/PD) zone, and a Zoning Map Amendment from Recreation/Planned Development (R/PD) to Commercial Two/Planned Development (C-2/PD) for 4 acres of the site, both for a 21 acre site located on the northwest corner of the intersection at Houston Road and Hansel Avenue, Florence, Kentucky. The request is for a Change in Concept Development Plan and a Zoning Map Amendment to allow a multi-user retail development.

July 24, 1996

### REQUEST

The following application is for a Change in Concept Development Plan within a Commercial Two/Planned Development (C-2/PD) zone for approximately 17 acres of the site, and a Zoning Map Amendment from Recreation/Planned Development (R/PD) to Commercial Two/Planned Development (C-2/PD) for 4 acres in the west/northwest part of the site. The 21 acre site in question is located on the west side of Houston Road between Hansel Avenue and the entrance drive to Turfway Park (at the signalized intersection - Bigg's Drive is on the opposite side of Houston Road). The site is located within the Houston-Donaldson Study Area.

The Concept Development Plan shows two structures proposed for the site. The first structure is proposed for the western part of the site (the rear relative to Houston Road) and would contain 123,000 square feet; this structure is proposed for a single retailer. The second structure is proposed for the northern part of the site (adjacent to Houston Road and the Turfway Park entrance drive) and would contain 109,000 square feet; this structure is proposed for three tenant retailers (26,000, 30,000, and 53,000 square feet respectively). The proposal includes a total of 232,000 square feet.

Parking for the project is proposed to be provided through a large parking field that is mostly in the front part of the site and which contains approximately 1,100 parking spaces. Landscape islands and peninsulas are proposed throughout the parking lot at regular intervals. In addition, perimeter landscaping is proposed around the entire development. A large detention pond is proposed in the northwest corner of the site in essentially the same location as an existing pond that contains two fountains. The loading area for the single-user building is proposed at the southwest corner of the building, and the loading area for the multi-tenant structure is proposed to run along the rear of the building, facing the Turfway Park entrance drive.

Access is proposed to be provided via five curbcuts. Two of these curbcuts are on Hansel Avenue, two are proposed along the Turfway Park entrance drive, and the fifth is a proposed "right-in/right-out" curbcut with an island and a deceleration lane in the approximate center of the site along Houston Road. In addition, alterations to the eastern portion of Hansel Avenue are proposed including the addition of a right-turn lane from Hansel Avenue on to Houston Road.

No architectural or signage plans were submitted with this application.

### SITE HISTORY

On October 3, 1990, the Boone County Planning Commission approved a Zoning Map Amendment for an approximately 123 acre tract owned by Carroll Properties, Inc. that included the site currently in question (an earlier plan that was rendered essentially obsolete by the construction of Houston Road had been approved in 1985). The zone change request included areas on both sides of Houston Road, including the Turfway Square/Bigg's development and the current Saratoga Square site (O'Charley's, Italianni's, etc.). On December 18, 1991, Carroll Properties asked for a change in this plan to allow the development of six smaller lots to the south of the subject property to create Saratoga Square (the location of the current Saratoga Square subdivision that contains the restaurants) and a rearrangement of the outlots in the Turfway Square development. This plan was approved by the Planning Commission on February 2, 1992.

On November 17, 1993, the Planning Commission approved a Change in Concept Development Plan request for the 21 acre site in question. This plan was approved predominately for office and medical office uses, however, the plan provided for some commercial uses directly on Houston Road (see attached plan and Committee Report). This plan had largely an office-campus orientation, and the plan included a total of eleven lots and 195,000 square feet of floor area (buildings range in size from 7,000 square feet to 51,500 square feet; overall average building size is 17,727 square feet). This proposal was approved by the City of Florence on January 25, 1994 and is the currently approved Concept Development Plan for the site.

### ADJACENT LAND USES AND ZONING

The existing land uses adjacent to the site include the following:

- A. A vacant area is located to the north across the Turfway Park entrance drive (C-2/PD; currently approved for a "entertainment/mini-convention center"). The Marydale site is located further to the north (O-2/PD in the immediate vicinity).

- B. The Turfway Square subdivision (including Bigg's, Ashley Quarters, and Burger King and vacant areas for future commercial development) is located to the east/northeast across Houston Road (C-2/PD). The St. Luke medical complex is located to the east/southeast across Houston Road (PF/PD). A restaurant (Cracker Barrel) is located south of the St. Luke complex, on the southeast corner of the intersection of Houston and Turfway roads (O-2/PD).
- C. The Saratoga Square subdivision (including O'Charley's and Italianni's as mentioned previously, as well as Wendy's and Tumbleweed) is located to the south across Hansel Avenue (C-2/PD). Two additional restaurants (vacant Chili's building and Fuddruckers) are located further to the south across Turfway Road (C-2/PD).
- D. The Turfway Park race track complex is located immediately to the west (R/PD).

#### PHYSICAL FEATURES OF THE SITE

As mentioned previously, the site contains 21 acres. In addition, the site has approximately 1,150 feet of frontage along Houston Road, and it also has frontage on Hansel Avenue and the Turfway Park entrance drive. The site is bound by two signalized intersections along Houston Road (one at Hansel Avenue and the other at Bigg's Drive/Turfway Park entrance drive). The topography of the site rises from Houston Road in the southeast area of the site, then declines over the majority of the site toward the race track property. A retention pond that contains two fountains is located in the northwest corner of the site, and an improved drainage channel runs along the north property line, adjacent to the Turfway Park entrance drive. Two north/south running tree lines are located in the western part of the site within an older, graveled parking area. There are several driveways on the site which are in disrepair.

#### RELATIONSHIP TO COMPREHENSIVE PLAN

The 1995 Boone County Comprehensive Plan's 2020 Land Use Plan designates the site as "Recreation." This designation is described by the Plan as "public and commercial outdoor recreation including golf courses, parks, race tracks, etc." The text of the Comprehensive Plan's Land Use Element (discussed in Area D-3) states the following regarding the area (pg. 226):

A substantial portion of this section is within the Houston-Donaldson Study Area. In general, this Study recommends light industrial uses in the O'Hara Road area, with limited commercial development at Turfway Road and Donaldson Highway.

The central portion of the Marydale property is recommended to continue in its Diocese of Covington-related uses; however, portions of the property near Turfway Road will develop in a High Density Residential nature. Between the extension of Houston Road and I-75, office and commercial uses are encouraged. This important future employment area should be served by mass transit including light rail when available. The Turfway Park race track should remain; property to the east, along I-75 (should read as "Houston Road"), should develop in a mixed office and commercial manner compatible with the race track.

The Houston-Donaldson Study further details the development of these portions of the county and city. In general, the land uses planned for the Houston-Donaldson Study Area should reflect an employment district and be sensitive to the traffic limitations of the Turfway Interchange area. As recommended in the Study, major improvements will be necessary to the road system within the Study area.

The Business Activity Element makes the following statements regarding the Houston-Donaldson Study Area ("Areas of Future Commercial Activity," pg. 82):

Since the immediate Florence area figures so prominently in Boone County's commercial activity, this region has the momentum to continue dominating any expansion of commercial activity. However, two studies, the Houston-Donaldson Study and the Main Street Study have defined the scale and type of commercial uses in the City of Florence and surrounding area. The Houston Road area will mature with expansion of the retail and office base, additional racetrack uses and the expansion of St. Luke West Hospital.

The Land Use Element states the following regarding the provision of adequate landscaping and buffering, particularly along public roadways and to improve compatibility between differing land uses ("Landscaping," pp. 210 and 211).

- A. Development in Boone County must include landscaping to accompany the proposed project. This landscaping should be designed to improve the public view of a development, and should be incorporated into parking lots and other vehicle circulation areas as well as within open spaces and around structures. Landscaping is intended to minimize the visual impacts of the development from adjoining properties and roadways.

Developments along major roadways in Boone County must include landscaping and/or the use of berms between the development and the right-of-way in order to promote the aesthetic appearance from the roads and to facilitate the compatibility of differing land uses.

The Land Use Element states the following relative to the provision of pedestrian networks ("Transportation and Pedestrian Network," pg. 211).

- A. Appropriate pedestrian networks should be incorporated into the design of developments which will generate or experience significant pedestrian use. These networks should not only provide internal paths, but should provide connections to adjoining uses where appropriate. Public open space and recreation sites should be connected by bicycle and pedestrian paths where appropriate.

The Land Use Element provides the following comments about the overall design of a project ("Design, Signs, and Historic Preservation," pg. 211).

- A. Developments in Boone County should give consideration to the overall design of the project. Design should be a primary concern at the early stages of the development, with an emphasis on the aesthetic impact of the proposed use.
- B. The proper application of these guidelines help, in part, to achieve an overall objective of this Comprehensive Plan. This goal states that proper future growth management for Boone County is implemented. As a minimum, proper design and development must include the consideration and application of the above guidelines.

The 1995 Boone County Comprehensive Plan Goals and Objectives include the following statements that relate to the proposal.

- A. Proper design principles shall be applied in development ("Overall," Objective 3).
- B. Boone County shall strive to achieve a diversity and balance in competing land uses ("Overall," Objective 6).
- C. The needs of Boone County's population base are accommodated through the provision of orderly growth ("Population," Goal).
- D. New development or redevelopment within Boone County is designed, constructed and operated in such a way that the quality of the existing physical environment and social environment are protected and enhanced. Development within Boone County preserves and promotes a better quality of life while allowing a reasonable economic return ("Environment," Goal).
- E. Appropriate locations for businesses compatible with the surrounding area are provided in Boone County ("Business Activity," Goal).

- F. Commercial uses shall be limited to strategic locations serving trade areas and neighborhood needs and shall have safe and effective access and ample parking space ("Business Activity," Commercial Objective 1).
- G. Transportation opportunities for pedestrians and bicyclists shall be provided by the development of a network of sidewalks, pathways and roadway lanes ("Transportation," Objective 10).
- H. Priority shall be given towards maintaining, protecting and improving the existing roadway system ("Transportation," Objective 11).

#### RELATIONSHIP TO HOUSTON-DONALDSON STUDY

The Houston-Donaldson Study was adopted as an overall guide for development within the area. Proposed development on sites within the Houston-Donaldson Study area shall be evaluated pursuant to the Study's policies. Of particular relevance to Concept Development Plan Review and Zoning Map Amendment requests within the Study Area is a portion of the "Purpose" section (pg. 4) of the Study which states that it is intended "to further detail and compliment the Comprehensive Plan for an area of Boone County that is experiencing immediate development pressures and traffic congestion." In addition, the "Goals and Objectives" section of the document (pg. 6) states that "because the Houston-Donaldson Study further defines the Comprehensive Plan for this area, the broader Goals and Objectives of the Comprehensive Plan should also be consulted in evaluating development proposals." Further, the three overall goals of the Study, and objectives which specifically relate to the proposal in question, are provided below.

- A. The future land uses in the Study Area are planned in relation to the overall land use pattern of Boone County, the existing and planned developments within the Study Area, and the sense of the Study Area as a distinct corridor (Goal I, pg. 7).
- B. Consistent with the Boone County Comprehensive Plan's recognition of this area of the county as suitable for a large scale employment and commercial district with unique residential and recreational opportunities, proposed land uses shall be planned in order to provide a logical, realistic development pattern with a mixture of land uses (Goal I, Objective A, pg. 7).
- C. Commercial uses shall be designed in an innovative manner that creates prominent landscaping areas (Goal I, Objective B, pg. 7).
- D. Each development shall have a central architectural design focus (Goal I, Objective G, pg. 8).

- E. Submitted development requests shall be reviewed in context of Article 15 Planned Development of the Boone County Zoning Regulations and this document (Goal I, Objective I, pg. 8).
- F. Where appropriate, development requests should include some form of recreation opportunity and/or pedestrian network (Goal I, Objective J, pg. 8).
- G. The traffic circulation system serves both destination and through traffic with a minimum of traffic congestion (Goal II, pg. 8).
- H. Individual uses should have access through integrated development driveways, and not have individual access points (Goal II, Objective C, pg. 8).
- I. 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. It also is based upon the idea that development should preserve, where appropriate, the natural terrain and vegetation (Goal III, pg. 9).

The site in question is within an area described by the Study as "Site 14, Turfway Square and Saratoga Square Area." The land use recommendations for this area (refer to attached text and map) basically reiterate the Concept Development Plan approved for the entire 123 acre Carroll Properties site in 1990. In addition, the Study acknowledges that the 21 acre site in question had been acquired by St. Luke (current Houston-Donaldson Study was adopted in 1992, St. Luke Concept Development Plan in effect for the property was approved by the City of Florence in early 1994). Further, any development of the site is subject to the Study's site design, architectural, and signage requirements through the Design Review procedure.

### STAFF CONCERNS

- 1. Overall, Staff is concerned with the potential loss of a mixed office/commercial development with smaller-scaled buildings and uses in favor of a single purpose, essentially "big box," development. The concern is based on the following issues:
  - A. The existing big box developments in the area have been placed at fairly strategic locations (within a core area with space for smaller-scaled and non-retail uses among the big boxes), and have largely been sited away from the area on the north side of Turfway Road and the west side of Houston Road, a strategy that would otherwise result in these larger uses encircling the race track, a fairly dominant, central facility. The site in question was apparently opted for the current proposal due exclusively to its size and Houston Road location.

- B. Although there has been "use switching" within the Houston-Donaldson Study Area relative to retail and office uses (such as between the currently approved Concept Development Plan for this site and Houston Lakes), this proposal effectively eliminates a substantial amount of future office uses. Thus, the goal of both the Comprehensive Plan and the Houston-Donaldson Study of the area becoming, at least partially, a large scale employment district is eroded to some degree.
  - C. There is already a vacant site for such a use in the immediate vicinity (in Turfway Square adjacent to Bigg's). With the addition of yet another big box site (keeping in mind that Kohls, WalMart, Sam's Club, HQ, Bigg's, and Meijer are all in the immediate area), Staff is concerned with the potential of market saturation in this sector of the industry, which could result in the potential for one or more large-scale retail facilities to become vacant, such has occurred to a small degree in the restaurant sector in the area (i.e., large vacant retail facilities have their own set of land use impacts, diminish the character of the area, and are difficult to adapt to other reasonably foreseeable uses). This concern is emphasized by the fact that large scale retail operations have gradually crept from the Mall Road area to, and along, Houston Road and have since intensified in this area.
  - D. The location of the site and the abutting uses (both existing and proposed) make the site very conducive to a mixed-use development of smaller-scaled uses and facilities, such as the currently approved Concept Development Plan. This is particularly relevant when considering that the site has large-scale users on three sides (Turfway Park to the west, future entertainment/mini-convention center to the north, Bigg's and St. Luke to the east across Houston Road). A larger- scaled retail use which tended to "bridge" the other larger uses would also tend to diminish the viability of a purposeful pedestrian system network in the area and a smaller-scaled streetscape along Houston Road, and would in this instance eliminate the possibility of smaller-scaled uses among these larger ones (with the exception of the Turfway Square outlots), as described above for the area at large.
2. Staff is concerned with the peak hour traffic, which is already problematic, that would be generated by the proposal due to the fact that the Houston extension was intended to act as a "relief valve" for problems that existed in the Turfway/Houston Road area and the Turfway interchange in particular. Additional large-scale retail that is comparable in traffic behavior to that existing could likely compound these problems further. Such peak hour problems would be somewhat minimized in the currently approved Concept Development Plan due to the fact that it deals with a much greater number of individual users (eleven smaller users versus four

substantially larger users on the whole) and involves multiple uses. Each of these users, particularly the office users, could potentially have somewhat different traffic characteristics from one another due to the fact that they would constitute eleven independent operations (traffic behavior including peak hours can vary between differing office uses and tends to remain fairly consistent among larger retail uses).

This comment acknowledges the fact that the applicant's Traffic Impact Analysis shows that the proposal would decrease the AM peak hour traffic from the currently approved Concept Development Plan, and that a negligible difference in the PM peak hour traffic between the two plans has been determined. Staff requests that the applicant further clarify the PM peak hour analysis relative to the differing uses in the two plans. In addition, Staff requests that the applicant address the total ADT that would be generated by the proposal as it was not noted in the report, how the figure of 47% was determined for pass-by trips in the traffic forecast, and any tangible impacts on the Turfway interchange that can be inferred from the traffic analysis.

3. Staff is concerned with the proposed "right-in/right-out" curbcut along Houston Road for a number of reasons. First, this curbcut is not necessary or desired when considering that the site has access from two signalized intersections which anchor each end of the site. Second, this type of curbcut has had only marginal success from a historical standpoint, and based on the experience in the area, are better avoided if possible. Third, the traffic stream from the "right-out" lane crosses the right turn lane on Houston Road on to Hansel Avenue, thus, creating a potentially hazardous condition. Fourth, a preliminary review by the Kentucky Transportation Cabinet has shown that as currently proposed, the curbcut does not meet the applicable requirements (refer to attached letter from Forrest Rankin, Kentucky Transportation Cabinet).
4. The project as proposed is purely a large-scale retail design. It does not break any of the land area or potential buildings into smaller or street-scaled lots or buildings (i.e., outlot development) that has been preferred in the area and encouraged in the Houston-Donaldson Study, nor does the proposal site any of the structures along Houston Road with parking behind the structures to help otherwise achieve this effect.
5. Based on the direction of the Houston-Donaldson Study and the Comprehensive Plan, an overall pedestrian system should be considered for the proposal. This system should link together the buildings on the site, the buildings with the parking areas, and the larger circulation system around the site.

6. Although the proposal would be subject to Design Review if the Concept Development Plan and the Zoning Map Amendment were approved, Staff has the following design related concerns.
  - A. No architectural plans were submitted with the application. Based on the plan view provided, it appears that the structures would largely have a standard "big box" retail appearance. Staff contends that the structures should acknowledge the adjoining uses and structures, and incorporate elements from these adjoining uses and structures into the architectural design (such as the Bigg's structure did relative to Turfway Park). In addition, the building and site design should acknowledge a pedestrian and street orientation through facade treatments, roof/parapet shapes forms, overall massing, and possibly varied and/or reduced building heights.
  - B. As mentioned several times above in differing contexts, an attempt should be made to relate the development to a pedestrian scale and to create a pedestrian oriented streetscape. This goal could be furthered by a number of possible solutions including: switching some of the tenant retail spaces to outlots; siting the buildings closer to Houston Road to avoid a single large expanse of parking; breaking the parking area into smaller lots by creating substantial landscape areas within the lot; or, some combination of the ideas.
  - C. Because the site is visible by the general public on all sides, Staff is concerned with the avoidance of an apparent back side or sides of the development. Thus, substantial landscaping should be considered for the west portion of the property along the common property line with Turfway Park, and along the entire adjacency with the Turfway Park entrance drive, in addition to appropriately designing the structures so that they do not appear to have any "back" or "unfinished" sides. Consideration should also be given to landscape features which screen the parking area from Houston Road, such as berming, clusters of shrubs, hedging, ornamental trees, etc. (refer to condition #4 on the 1993 St. Luke Committee Report).
  - D. No signage plans have been submitted with the application. In order to maintain the integrity of the smaller-scaled, multi-user "park" concept inherent in the currently approved plan, Staff suggests that freestanding signs be limited to monument style signs as delineated in the Study for freestanding restaurants, banks, retail outlets, etc., and that the pole style signs permitted for retail centers be prohibited.

CONCLUSION

This request needs to be evaluated by the Boone County Planning Commission and the Florence City Council in terms of the three criteria necessary for approving a Zoning Map Amendment as stated in Article 3, "Amendment" of the Boone County Zoning Regulations, the provisions of Article 15 "Planned Development District" of the Boone County Zoning Regulations, the 1995 Boone County Comprehensive Plan, the Houston-Donaldson Study, and the potential impacts on the existing and planned uses in the area. The Future Land Use Map will need to be amended to reflect Commercial uses on the site if the Planning Commission and Fiscal Court approve this request (although the currently approved Concept Development Plan fits the Commercial designation, the future land use is currently shown as "Recreation").

Respectfully submitted,



Kevin T. Wall, AICP CDT  
Director, Zoning Services

KTWpar

attachments:

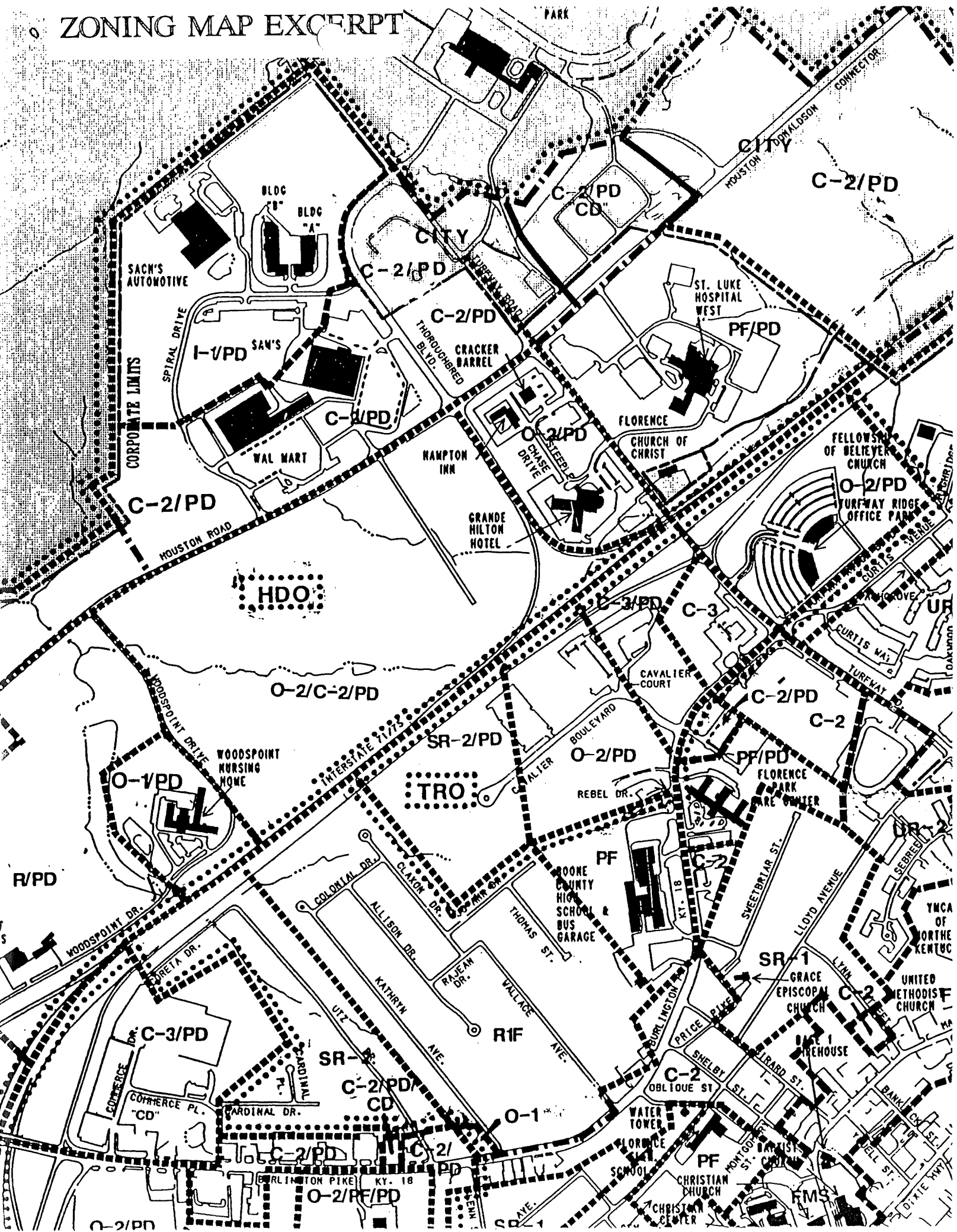
- air photo of area
- Zoning Map excerpt
- 1993 St. Luke Concept Development Plan and Committee Report
- "Site 14, Turfway Square and Saratoga Square Area" text and map from Houston-Donaldson Study
- letter from Forrest Rankin, District Permits Supervisor, Kentucky Transportation Cabinet
- application and Concept Development Plan materials





AIR PHOTO

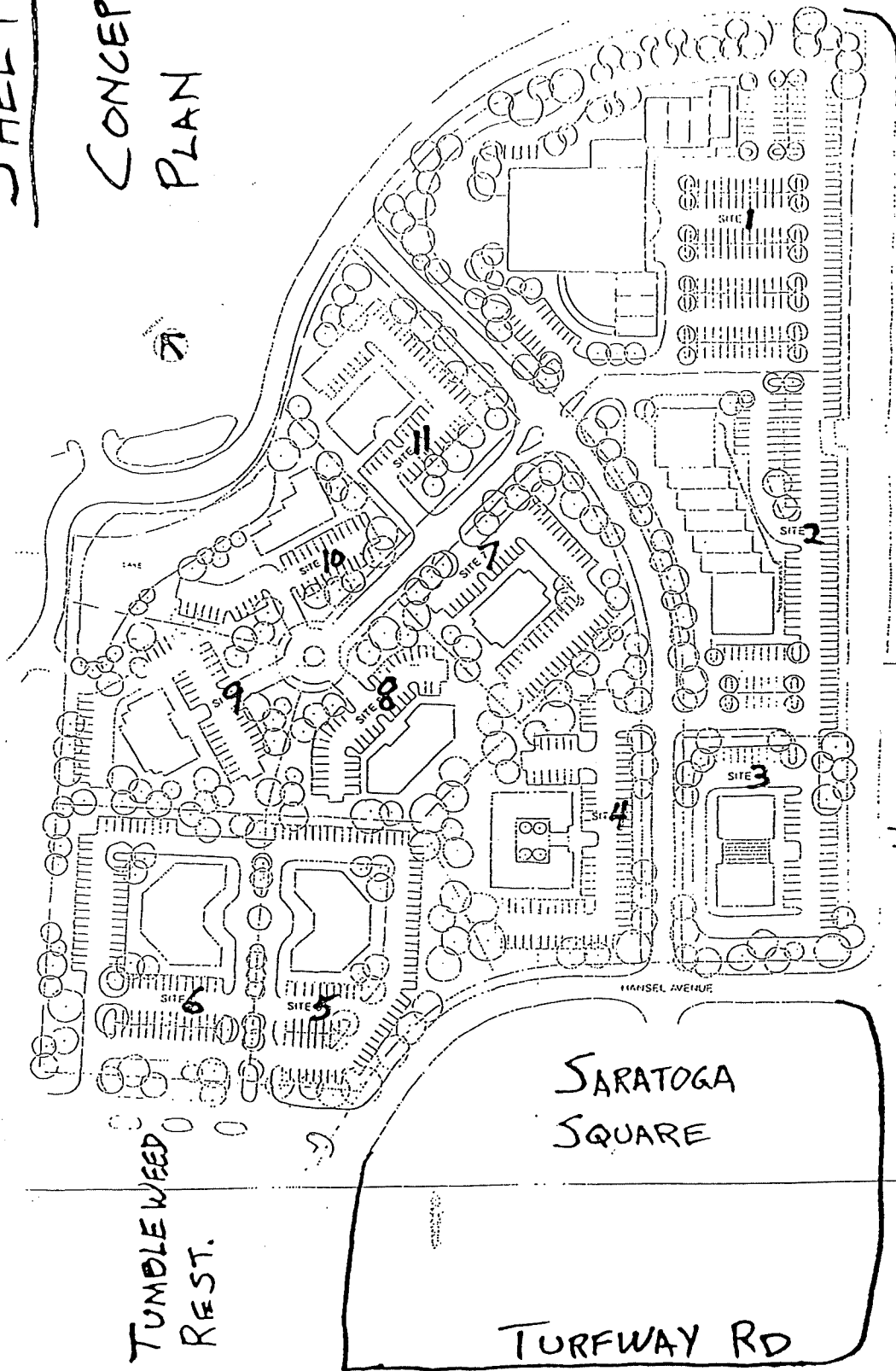
# ZONING MAP EXCERPT



TURFWAY PARK  
RACE TRACK

SHEET #4

CONCEPT  
PLAN



HOUSTON ROAD

BIGG'S

ST. LUKE

# PROPOSED SITE PLAN

SCALE: 1"=50'-0"

## SITE SUMMARY

SITE NO.	APPROXIMATE ACRES	BUILDING TYPE	BUILDING AREA	PARKING	INTENSITY
1	4.7	COMMERCIAL	51,500	204	10937
2	2.4	"	28,500	115	11875
3	1.2	"	10,000	40	8333
4	1.7	OFFICE/COMM.	20,000	80	11765
5	1.6	"	20,000	80	12500
6	1.8	"	20,000	80	11111
7	1.1	"	11,000	55	10,000
8	1.1	"	8,000	40	7273
9	1.9	"	9,000	45	6923
10	1.9	"	7,000	35	5969
11	1.2	"	10,000	50	8333
RIGHT OF WAY	1.6				

# COMMITTEE REPORT

TO: Boone County Planning Commission

FROM: Ralph Rush, Chairman

DATE: November 17, 1993

RE: Request of St. Luke Hospital, Inc. (applicant and owner) for Utilization of an Underlying Zone and for a Change in an approved Concept Development Plan to develop a retail, office and medical office complex. The 21 acre site is zoned Commercial Two/Planned Development (C-2/PD and Recreation/Planned Development (R/PD) and is located at the northwest corner of Houston Road and Hansel Avenue, Florence, Kentucky.

## REMARKS:

We the Committee, recommend approval of the request based upon the following findings of fact and with the following conditions:

### Findings of Fact

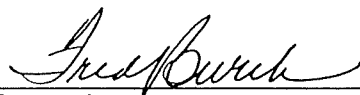
1. The proposed uses and submitted Concept Development Plan generally meet the Goals and Objectives of Planned Development and will serve the employment uses identified in the Houston-Donaldson Study and in existence in the study area. These uses are service related and are designed to protect the employment character of the area and the existing recreational facility adjacent to the site.
2. The proposed uses and building intensities are comparable to the previously approved concept development plan and the traffic generated by these uses are approximately the same as the previous concept development plan.


### Conditions

1. A pedestrian system consisting of sidewalks shall be designed when the site is developed. This system will insure connections between surrounding uses (excluding the race track) and the proposed uses. *if reasonably necessary.*
2. Access to lot number one (1) may be too close to Houston Road. Therefore, the location of this access will be examined when the lot is developed to determine whether the access should be moved further away from Houston Road. *RH*
3. Commercial uses will be permitted for lots one (1) thru three (3) and medical office, general office and medical retail for lots 4-11.
4. The berming and landscaping that is indicated on the Concept Development Plan along Houston Road shall be installed as indicated. The purpose of this berming and landscaping is to screen the view of the parking from Houston Road. Therefore, this will be reviewed in the preliminary and site plan review stages.

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.

  
\_\_\_\_\_  
Ralph Rush, Chairman

  
\_\_\_\_\_  
Fred Burch

  
\_\_\_\_\_  
Phil Damstrom

\_\_\_\_\_  
Thurman Owens

  
\_\_\_\_\_  
Barry Neltner

\_\_\_\_\_  
Carol Smith

\_\_\_\_\_  
Gayle McElroy

# HOUSTON DONALDSON STUDY EXCERPT

## SITE 13 - TRIP GENERATION

### LAND USE

---

Existing Land Use

### SITE 14, TURFWAY SQUARE AND SARATOGA SQUARE AREA

**Existing Conditions/Site Analysis** - The site is largely undeveloped, while a portion of the site contains horse barns for the Turfway Race Track. These barns are in the process of being removed. Of the original 123 acre Carroll Properties site, 21 acres have been sold to St. Luke West Hospital for medical service expansion. Site 14 contains excellent visibility from I-75, as well as frontage on both sides of the extension of Houston Road. For these reasons, which include the completion of Houston Road to Donaldson Highway, the site is suitable for the uses on the approved 1990 Concept Development Plan.

**Recommended Uses/Zoning** - Site 14 has been approved for a mixed use development. The portion west of the Houston Extension contains the 21 acre parcel sold in 1991 to St. Luke West Hospital. The remainder of the site, will be characterized by a mini-convention center and entertainment complex. The portion east of Houston Road will focus on a large commercial retail complex. The approved Concept Development Plan and building densities are accepted by this Study and represented in Traffic Generation data. It is important, however, that the project be developed in a sensitive manner along I-75. There is existing woodland along the eastern portion of this site that should be incorporated into final development designs to help visually soften the large retail mass that has been approved. A buffer should also be included along the north edge of the site to allow corporate office development to occur on the adjacent Marydale Property (Site 15).

**Access/Improvements** - As a result of the approved Concept Development Plan, the access points on Houston Road are fixed. Access was also required through the approval process to the Marydale Property at Site 15. This Study recommends that the connection from Houston Road to the Turfway Race Track be a priority in final development plans for the area west of Houston Road.

### SITE 14A - TRIP GENERATION

LAND USE	24 HOUR	AM PEAK		PM PEAK	
		IN	OUT	IN	OUT
[820] SHOPPING CENTER					
435,000 GSF	17,714	243	143	837	837

[834] FAST FOOD  
RESTAURANT

(with drive-through)

5,000 GSF      3,161      142      136      95      88

[834] FAST FOOD  
RESTAURANT

(with drive-through)

5,000 GSF      3,161      142      136      95      88

[834] FAST FOOD  
RESTAURANT

(with drive-through)

5,000 GSF      3,161      142      136      95      88

[832] HIGH TURNOVER  
RESTAURANT

8,000 GSF      1,643      63      63      70      60

[832] HIGH TURNOVER  
RESTAURANT

8,000 GSF      1,643      63      63      70      60

[912] DRIVE-IN BANK

10,000 GSF      1,763      42      33      209      227

[912] DRIVE-IN BANK

10,000 GSF      1,763      42      33      209      227

[912] DRIVE-IN BANK

10,000 GSF      1,763      42      33      209      227

TOTAL

35,772      921      776      1,891      1,900

SITE 14B - TRIP GENERATION

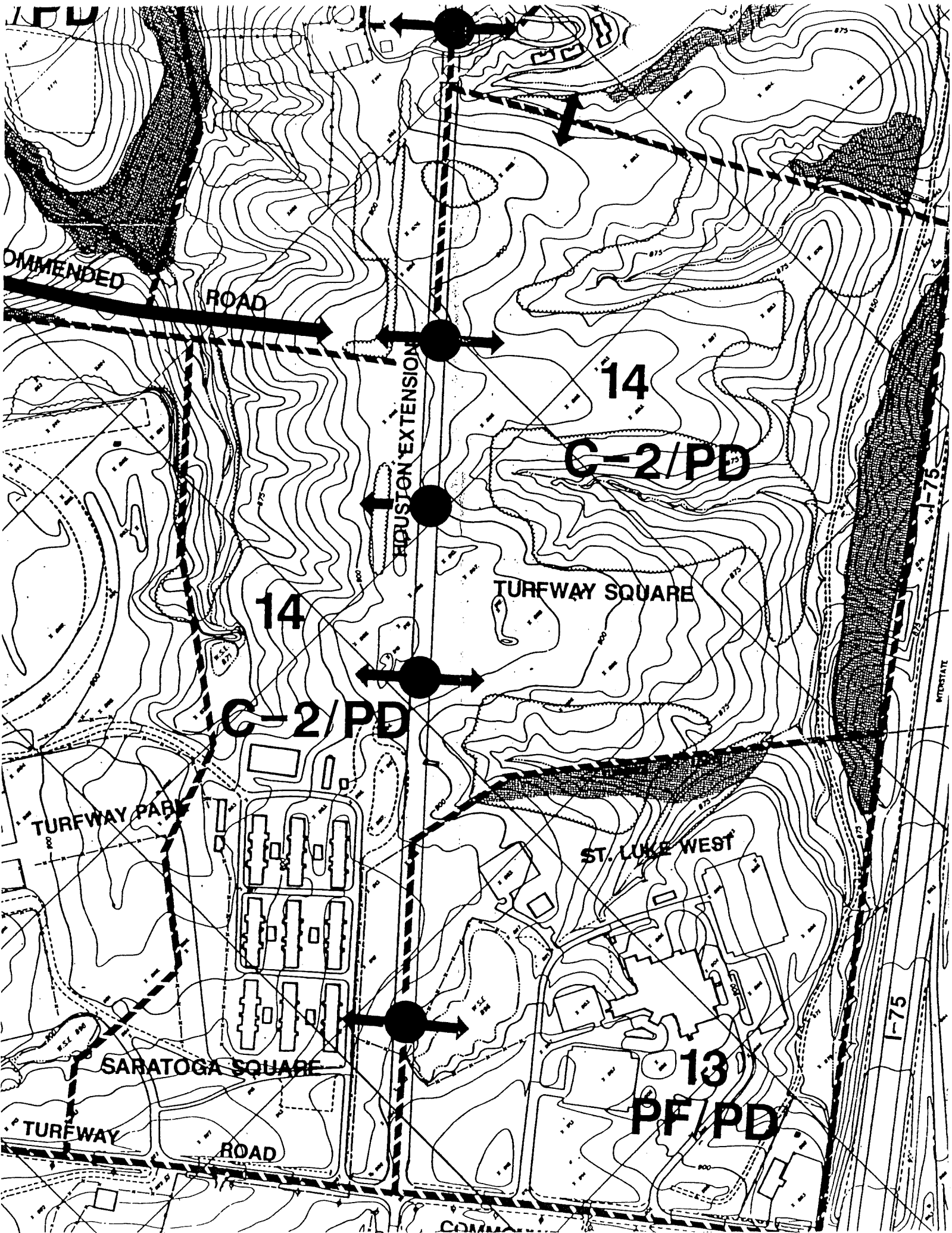
LAND USE	24 HOUR	AM PEAK		PM PEAK	
		IN	OUT	IN	OUT
[832] HIGH TURNOVER RESTAURANT					
8,000 GSF	1,643	63	63	70	60
[912] DRIVE-IN BANK					

8,000	GSF	1,556	35	28	168	182
[912]	DRIVE-IN BANK					
8,000	GSF	1,556	35	28	168	182
[310]	HOTEL					
150	ROOMS	1,261	52	35	61	52
[720]	MEDICAL OFFICE BUILDING					
315,000	GSF	14,094	527	157	379	884
TOTAL		20,110	713	311	845	1,358

#### SITE 15, MARYDALE I-75 OFFICE AREA

**Existing Conditions/Site Analysis** - This area currently contains most of the actual camp facility of the Marydale property. It includes two small lakes and the cabin and meeting facilities of the campground, which are currently being removed. The area is mostly wooded but has great potential visibility from I-75. Access is currently off of the new Houston Road Extension and through a minor connection to Holly Lane in Erlanger. Current Zoning of the site is Office Two/Planned Development and Commercial Services/Planned Development. The Houston Road Extension is being constructed through the Marydale property. The land use study conducted by the Covington Diocese during 1990 indicates the suitability of this site for corporate office development. That study determined that over a period of years this type of development would be feasible in light of the significant retail development both existing and approved in Florence. Corporate office development also affords an opportunity to utilize the unique site features and vegetation. The site also occupies a strategic location in regards to the airport and access to Greater Cincinnati. Few sites in Boone County offer the combination of site features, visibility, regional location, and access that this site does. For these reasons, primarily office uses are appropriate for the site.

**Recommended Uses/Zoning** - The site presents an opportunity for a high visibility corporate office park development that utilizes existing woodlands and the lake as a main features of the site design. As indicated on the maps, significant wooded areas should remain adjacent to Site 14, adjacent to the existing lake, and in swales between building sites. All portions of Site 15 should be connected with a pedestrian and/or bike path system. It is recommended that the area near I-75 be developed into two high visibility clusters of office buildings on the ridge top areas. Significant landscaping and tree planting is recommended between this site and the Holly Lane area of Erlanger to visually separate



COMMENDED ROAD

HOUSTON EXTENSION

14

C-2/PD

TURFWAY SQUARE

C-2/PD

TURFWAY PARK

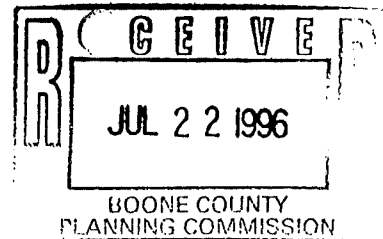
SARATOGA SQUARE

ST. LUKE WEST

TURFWAY ROAD

13  
PF/PD

I-75  
INTERSTATE



Fred N. Mudge  
Secretary of Transportation

Commonwealth of Kentucky  
**Transportation Cabinet**  
Frankfort, Kentucky 40622

Paul E. Patton  
Governor

July 19, 1996

Boone County Planning Commission  
2995 Washington Street  
Burlington, Kentucky 41005

ATTENTION: Mr. Kevin Wall

RE: Preliminary Access Review  
Park Place Commons  
KY 842, Houston Road  
BOONE COUNTY

A quick review of the plans reveals that the proposed access drive violates the existing spacing of Houston Road. The spacing is 600 feet between access drives. The proposed drive is 447 feet from Hansel Drive. Houston Road is classified as a "Partially Controlled Access" highway.

The proposed deceleration lane also would not meet the required standards for length and taper.

If you have any questions, please do not hesitate to contact this office.

Sincerely yours,

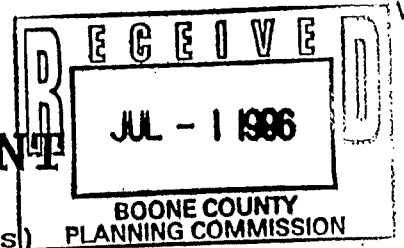
J. E. Kearnes, P. E.  
Chief District Engineer

Forrest M. Rankin  
District Permits Supervisor

FMR/dlt  
cc: J. E. Kearnes  
D. J. Shea

APPLICATION FORM  
**ZONING MAP AMENDMENT**

BOONE COUNTY PLANNING COMMISSION  
(See Boone County Zoning Regulations)



SECTION A (To be completed by applicant)

1. Name of Project Park Place Commons
2. Location of Project NW Corner of Hansel & Houston Road
3. Total Acreage of Site 4.46 Acres (part of a 21.0 Ac. tract)
4. Current Zoning of Site R/PD
5. Proposed Zoning (Classification being requested) C2/PD
6. Proposed Uses (please specify each use) Retail
7. Names of Applicant(s) Peter S. Battaglia, LJB Engineers, Inc.  
Phone Number 614-777-0728 Fax No. 614-777-4878
8. Address of Applicant(s) 2325 Westbrooke Drive  
Columbus Ohio 43228  
City State Zip
9. Name of Property Owner(s) St. Luke Community Foundation Inc.  
Phone Number 606-572-3100 Fax No. 606-572-2349
10. Address of Property Owner(s) 85 North Grand Avenue  
Fort Thomas, KY 41075  
City State Zip
11. Proposed Building Intensities (please specify) 11,000 SF/Acre on the 21.0 Acre site
12. Are there any existing buildings on the site? No  
How many?
13. Deed Book 573 Page No. 308 Group No. 2027
14. Are you also applying for:  
No Conditional Use Permit  
No Dimensional Variance
15. Have you submitted a Concept Development Plan? Yes
16. Have you had a pre-application meeting with BCPC Staff? Yes
17. 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 Public Works Department

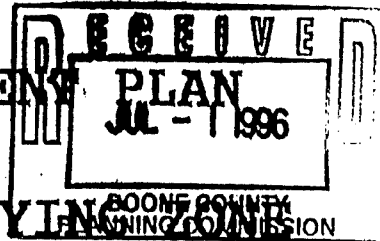
(over)



CHANGE IN CONCEPT DEVELOPMENT

OR

THE UTILIZATION OF AN UNDERLYING  
IN PLANNED DEVELOPMENT



(Concept Development Plan)  
BOONE COUNTY PLANNING COMMISSION  
(See Boone County Zoning Regulations)

SECTION A (To be completed by applicant)

1.  Check One:

- Change in Concept Development Plan
- Utilization of An Underlying Zone in Planned Development

- a) Public Hearing Submittal (Concept Dev. Plan) \_\_\_\_\_
- b) Long Range Planning Committee Review \_\_\_\_\_  
(As stated in the Houston-Donaldson Study)

2. Name of Project Park Place Commons
3. Location of Project NW Corner of Houston Road & Hansel Avenue
4. Total Acreage of Site 21.0 Acres
5. Current Zoning C2/PD
6. Date of Previous Zoning Map Amendment or Approved Concept Development Plan (if applicable) 1990 Carrol Plan; 1993 St. Luke Plan
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 Overlay District
8. Proposed Uses (please specify each use) Retail
9. Proposed Building Intensities (please specify) 11,000 SF/Acre
10. Have you submitted a Concept Development Plan? Yes
11. Are you also applying for:  
 Conditional Use Permit  
 Dimensional Variance
12. Name of Applicant(s) Peter S. Battaglia, LJB Engineers, Inc.  
 Phone Number 614-777-0728 Fax No. 614-777-4878
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15. Address of Property Owner(s) 85 North Grand Avenue  
Fort Thomas KY 41075  
 City State Zip
16. Are there any existing buildings on the site? No  
 How many? \_\_\_\_\_
17. Deed Book 573 Page No. 308 Group No. 2027
18. Have you had a pre-application meeting with BCPC Staff? Yes

19. 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 Public Works Department
- Kentucky Transportation Cabinet
- City of Florence Public Services Department
- Boone County Building Department
- Northern Kentucky Health District
- U.S. Soil Conservation Service
- Local School District
- Local Fire District
- Other: \_\_\_\_\_

20. Concept Development Plan Jurisdiction/Location.

- Unincorporated Boone County
- Florence
- Walton Union

21. Applicant's Signature(s) Peter S. Battaglia  
Peter S. Battaglia, LJB Engineers, Inc.

22. Property Owner's Signature(s) See Attached

SECTION B (To be completed by BCPC Staff)

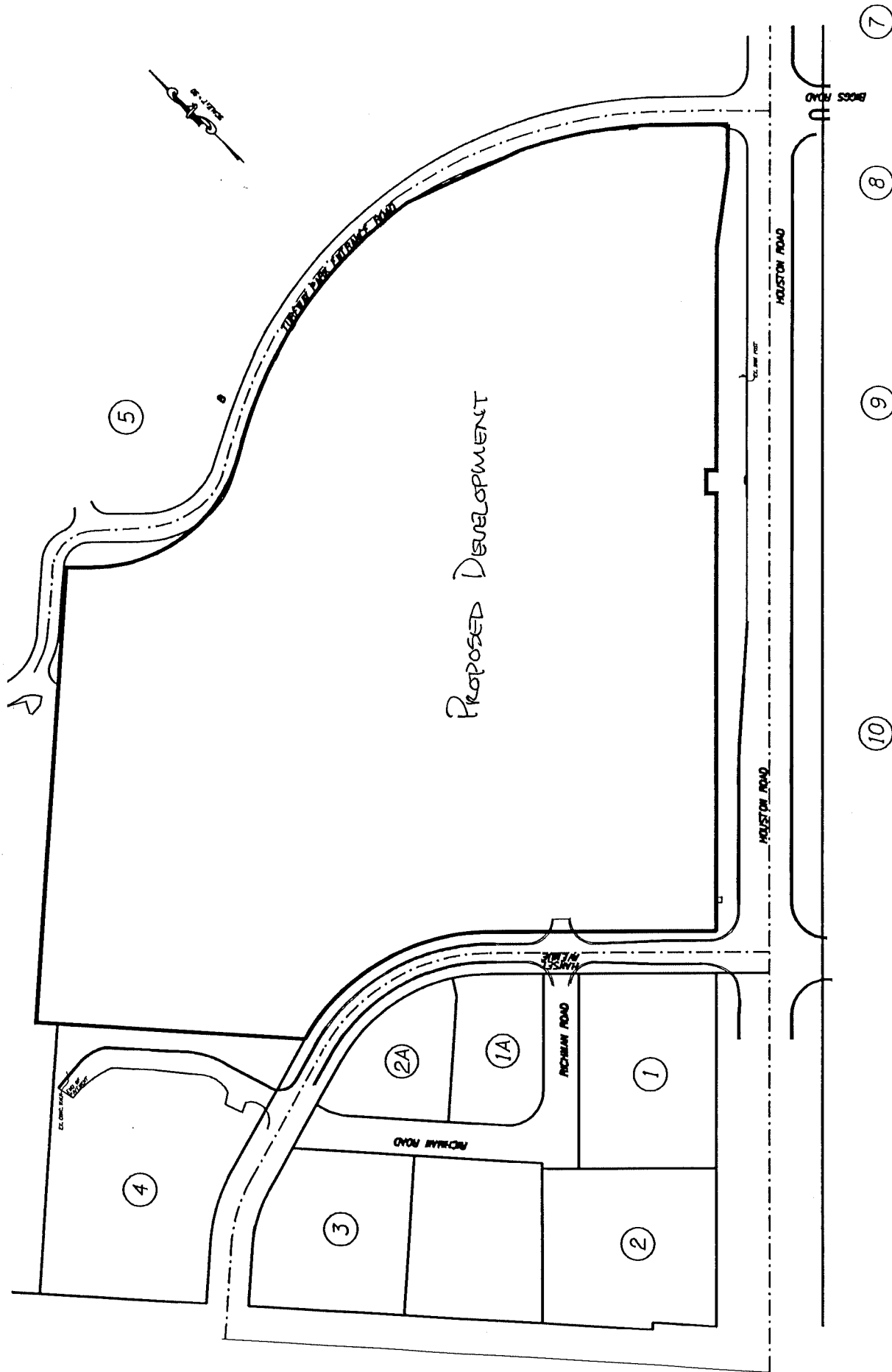
1. Date Received July 1, 1996 Fee Received 2166.00
2. Check what has been submitted:
  - Application  Fee  Legal Description
  - Concept Development Plan  Addresses of Adjoining Property Owners
3. 6 No. of copies of plan received \*\*
4. Is application complete?  YES  NO
5. Staff Reviewer Keith Hill
6. Committee Chairperson Barry Nutter
7. Scheduled Public Hearing Date \_\_\_\_\_
7. Boone County Planning Commission Action:
  - Approved
  - Approved With Conditions
  - Denied
8. Other: \_\_\_\_\_

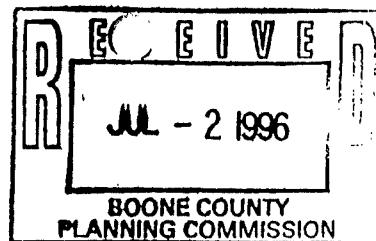
\*\* Five (5) Copies Required

Boone County Planning Commission  
2995 Washington Street  
Burlington, Kentucky 41005  
(606) 334-2196 Phone  
(606) 334-2264 Fax

Note: See Boone County Planning Commission Fee Schedule for Concept Development Plan Fees. An application consists of all fees paid in full, submitted drawings and a completed application form.







**Traffic Impact Analysis**  
**Commercial Planned Unit Development**  
**Houston Road Between**  
**Hansel Avenue and an**  
**Entrance Drive to Turfway Park**

2 July 1996

Prepared For:  
**Continental 70 Fund Limited Partnership**  
W133N8569 Executive Parkway  
Menomonee Falls, Wisconsin 53051

Prepared By:  
**Pflum, Klausmeier & Gehrum Consultants, Inc.**  
7125 Reading Road  
Cincinnati, Ohio 45237-3806  
513/631-2690

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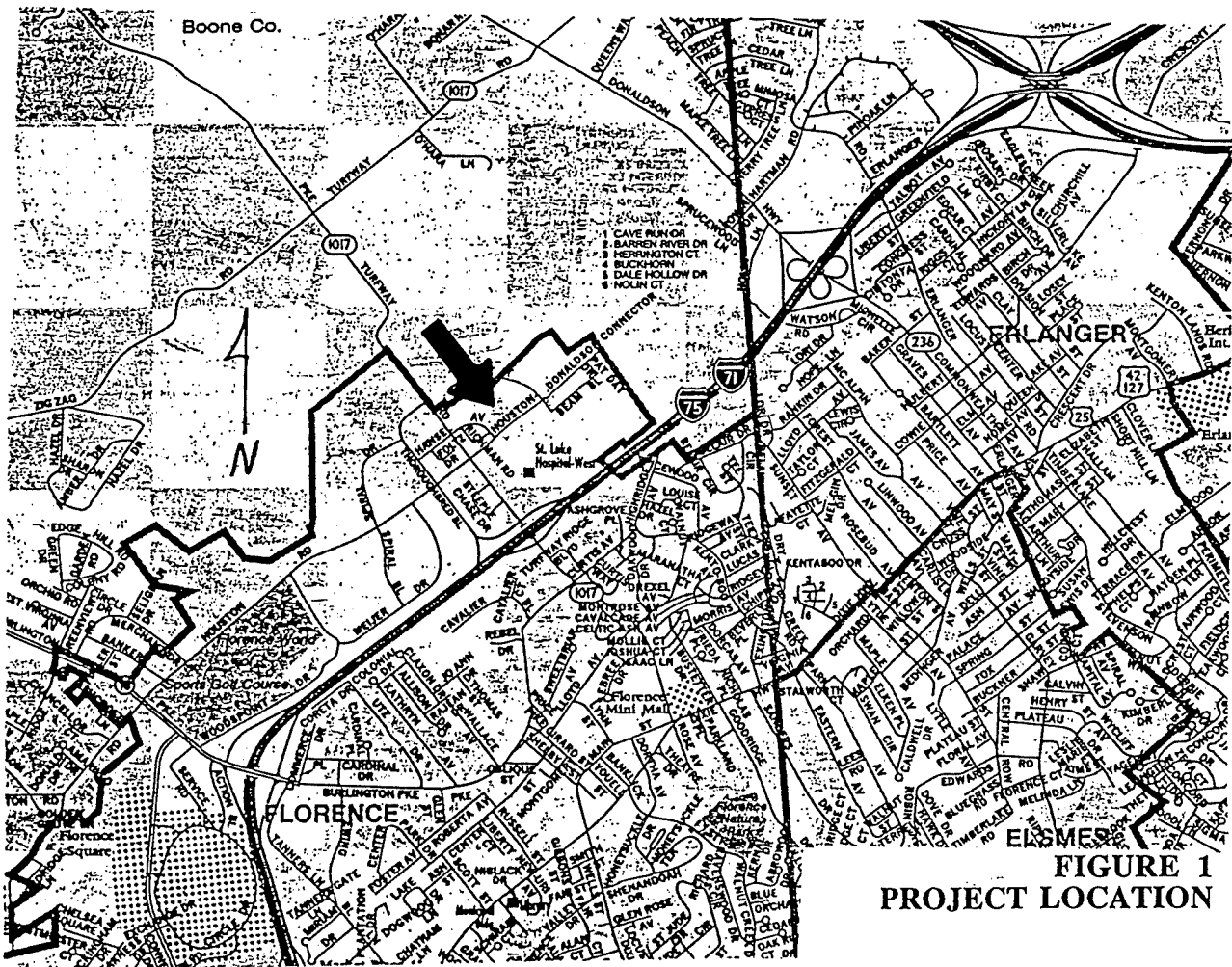
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# Introduction

The purpose of this report is to present the results of a traffic impact analysis for a proposed development in the City of Florence, County of Boone and State of Kentucky. The proposed development is located on the west side of Houston Road between Hansel Avenue and an Entrance Drive to Turfway Park. Figure 1 shows the location of the project site.



**FIGURE 1  
PROJECT LOCATION**

Included in the study and summarized in this report is an analysis of circulation, safety, and traffic volume capacity. Traffic volume counts, turning-movement counts, and field observations and measurements were included in the work tasks.

The overall objective of this report is to define the recommended traffic-related infrastructure improvements (on-site/off-site), through the application and use of the traditional traffic engineering measures, that will mitigate the impacts created by this development.

The report is based on the following referenced sources:

1. A Preliminary Development Plan;
2. Site reconnaissance, traffic counts, field observations and roadway survey conducted by Pflum, Klausmeier & Gehrum Consultants, Inc.;
3. Reference to the Institute of Transportation Engineers' (ITE) Trip Generation Manual, Fifth Edition; and
4. The application of accepted and normal traffic safety and engineering standards.

# *Project Description*

The proposed site is located in Florence, Kentucky on the west side of Houston Road between Hansel Avenue and an Entrance Drive to Turfway Park. The proposed land use of the development consists of a 123,000 square foot TARGET store and three other retail buildings that are 53,000, 30,000 and 26,040 square feet respectively.

Figure 2 shows the latest Preliminary Development Plan. Access to the site is identified on the plan from Houston Road, Hansel Avenue and an Entrance Drive to Turfway Park.

Traffic Impact Analysis  
Commercial Planned Unit Development  
Houston Road Between  
Hansel Avenue and an Entrance Drive to Turfway Park

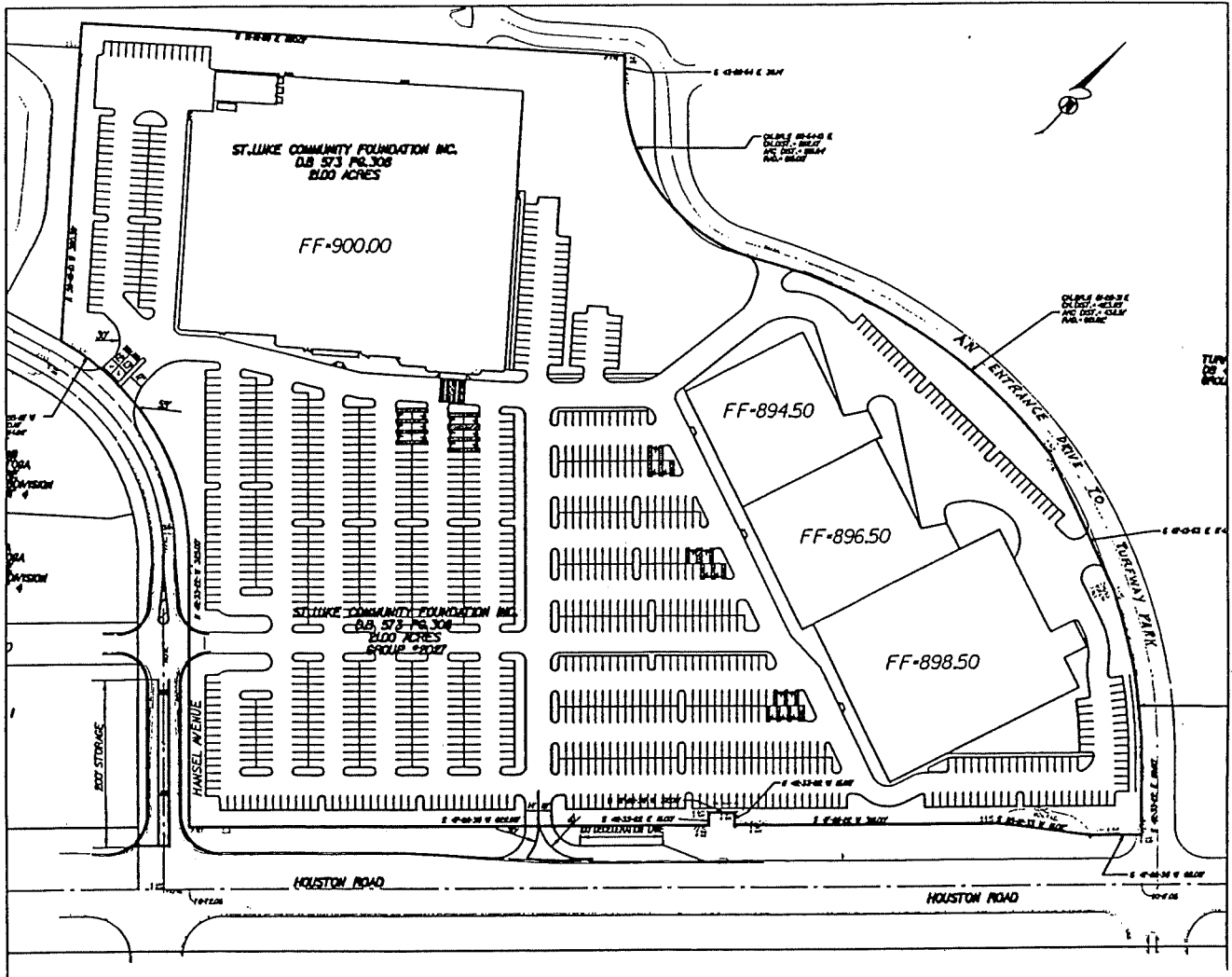


FIGURE 2  
PRELIMINARY DEVELOPMENT PLAN

# *Existing Traffic Conditions*

Houston Road is a north-south collector roadway that has four travel lanes and a center two-way left turn-lane. At the northern edge of the development is the signalized intersection of Houston and an Entrance Drive to Turfway Park and at the southern edge is the signalized intersection of Houston and Hansel Avenue

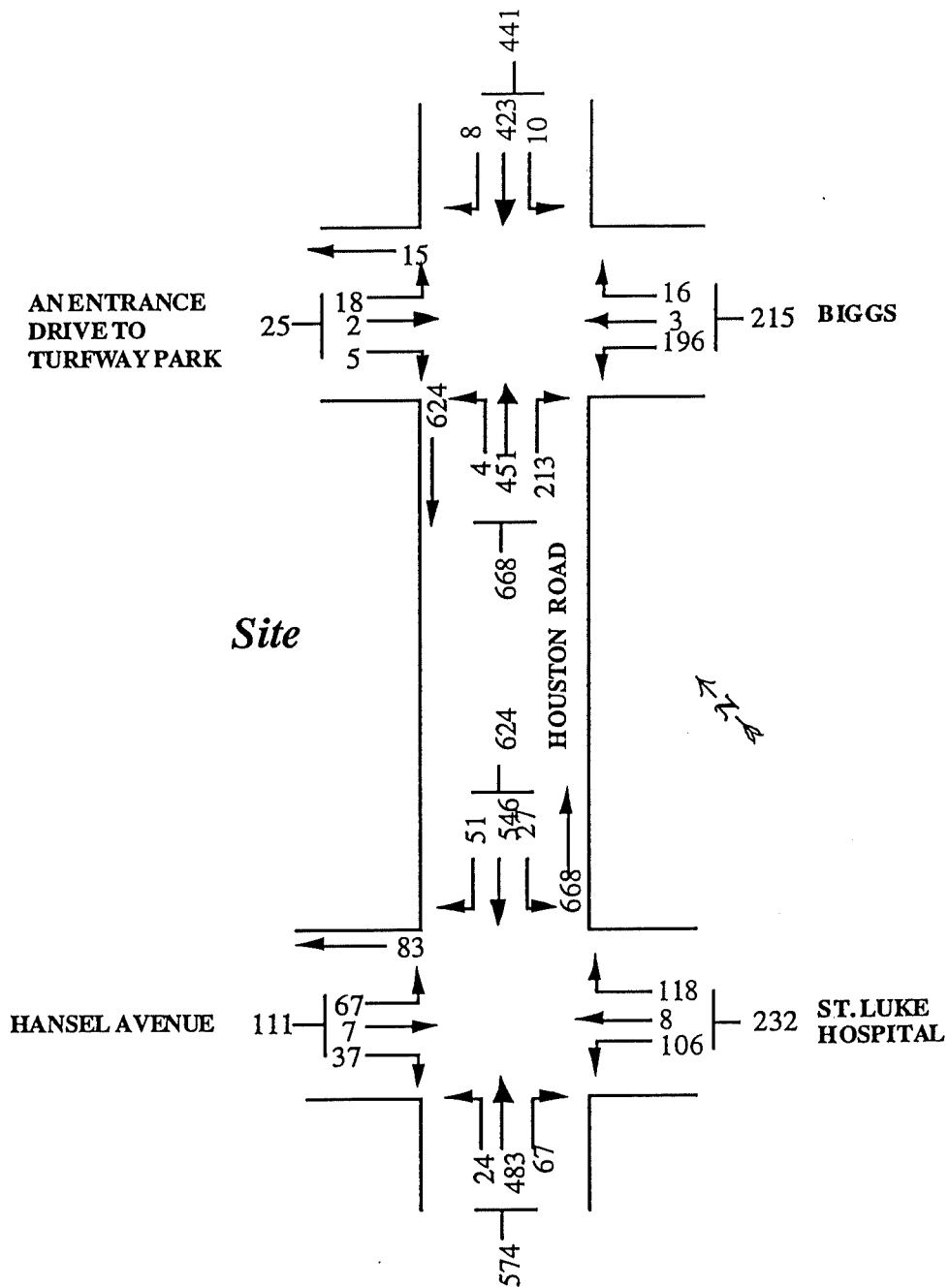
In order to define the present traffic conditions on the adjacent public roadway system, 24-hour directional mechanical count was conducted by Pflum, Klausmeier & Gehrum Consultants, Inc. (PKG) on Houston Road near the proposed right-in and right-out drive. The counts were conducted on Sunday, Monday and Tuesday, June 16, 17 and 18, 1996 and indicated the following daily (24-hour) volume:

Houston Road at the Site Drive = 15,030 vehicles (6/17/96 value);

Appendix A contains the actual directional count data by 15-minute increments.

Manual turning movement surveys were conducted at the signalized intersections of Houston Road and an Entrance Drive to Turfway Park and Houston Road and Hansel Avenue during the evening peak period. This data is in Appendix A. Figure 3 illustrates the volume of vehicles for each directional movement at these intersections during the PM peak hour.

Traffic Impact Analysis  
 Commercial Planned Unit Development  
 Houston Road Between  
 Hansel Avenue and an Entrance Drive to Turfway Park



**FIGURE 3**  
**EXISTING INTERSECTION TRAFFIC\***  
**PM PEAK HOUR \*Adjusted to balance**

# *Traffic Forecast*

An important element of trip generation is the consideration of trip capture or pass-by trips. The ITE rates are based on actual counts of traffic volumes at driveways to the various land uses. However, often times the adjacent street traffic is different from the site driveway volumes. This is due to certain land uses, such as retail establishments, food stores, banks, and quick service restaurants, which draw customers from the existing passing flow of traffic. For this proposed development, two types of trips were considered in the analysis, as follows:

- *Primary Trips*

A primary trip, destined to the site, is one in which the main purpose of the trip is shopping and the trip pattern is generally home-to-shopping-to-home.

- *Pass-By Trips*

The pass-by trip comes directly from the traffic stream, passing the facility on the adjacent street system, and does not require a diversion from another roadway.

Pass-by trip reductions for shopping centers in the ITE's Fifth Edition data range from 8 percent to 89 percent, with 37 percent being the average. For this development it was decided, based on the proximity of other shopping areas, to use 47 percent rather than average value. It is important to note that the adjustment does not affect the actual driveway trips that will enter and exit the facility, but rather the increased number of vehicles using the adjacent roadways.

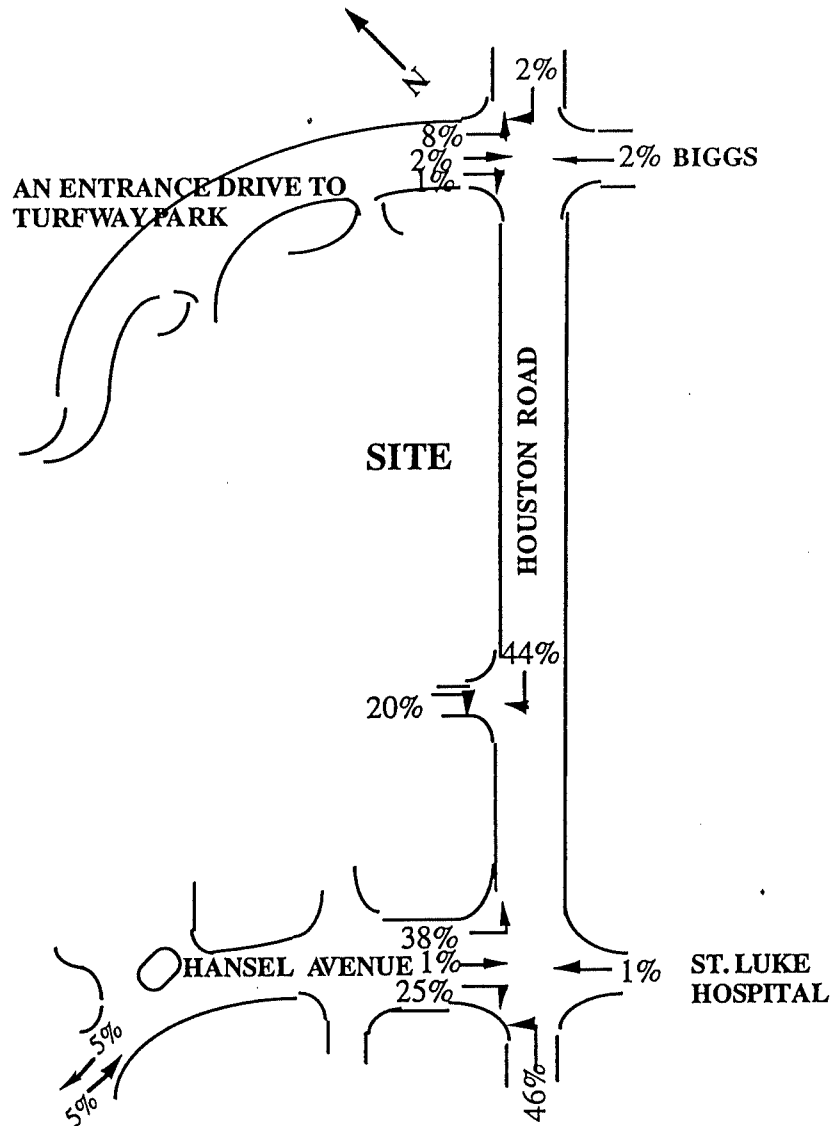
In addition, there would be diverted trips, because of all the other "shopping opportunities" in the area. Diverted trips are those attracted from the traffic volume on roadways within the vicinity of the generator but which require a diversion from that roadway to another roadway to gain access to the site. These diverted trips would reduce the amount of new traffic on the roadways from the proposed development. However, this is hard to quantify so this reduction was not taken into account in this Study.

The total number of trips to be generated by the proposed development during an average weekday was estimated using empirical data consistent with similar types of proposed land uses. The Institute of Transportation Engineer's (ITE) Trip Generation Manual, Fifth Edition was used as a basic source of reference. A summary of the trip generation estimate is shown in Table 1

**TABLE 1**  
Trip Generation\*

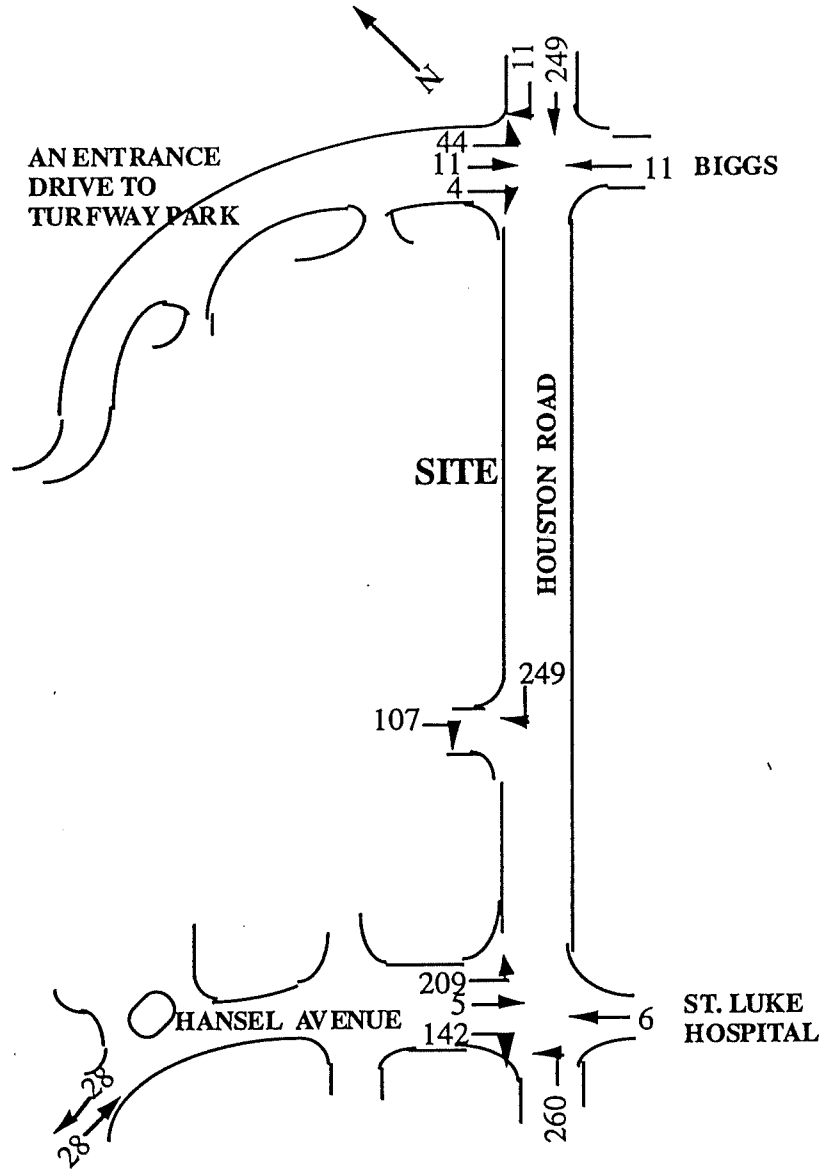
SITE ITE LAND USE & CODE	GFA 1,000 S.F.	AM Peak			PM Peak		
		IN	OUT	TOTAL	IN	OUT	TOTAL
<b>TARGET</b>							
Free-standing Discount Store (#815)	123.0	40	23	63	219	203	422
Anchor A+B+C Shopping Center (#820)	109.0	108	63	171	346	347	693
Total Generated Site Trips	232.0	148	86	234	565	550	1,115
Adjustment for Pass-by Trips = 47%		70	40	110	266	258	524
Total Generated Primary Trips	232.0	78	46	124	299	292	591

\* Trip Generation Manual, Institute of Transportation Engineers, 5th Edition January 1991. See Appendix B



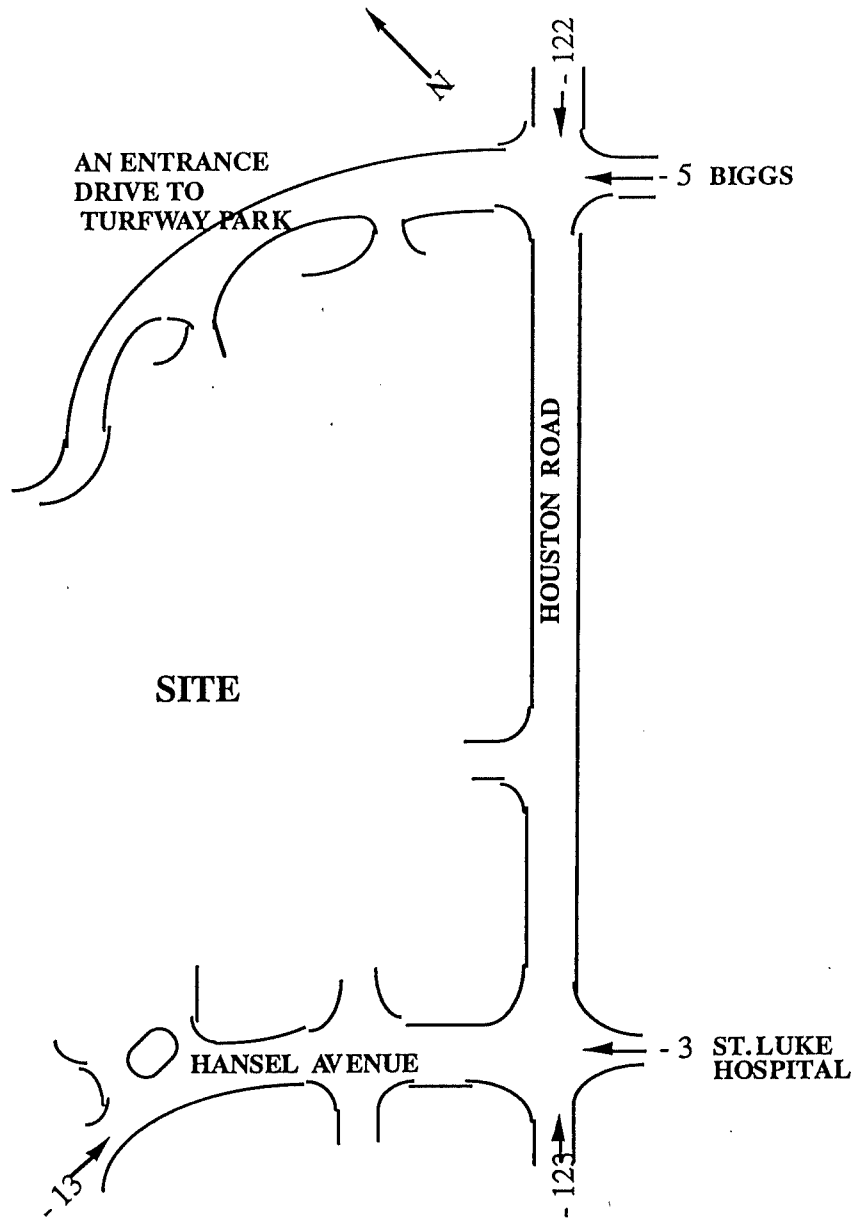
Trip distribution/assignment was estimated by using the travel pattern of existing roadway volumes, regional relationship of activities and estimates of the market area. The trips to and from the north would be basically using the Donaldson Highway interchange. The trips to and from the south would be using the I-75/I-71 ramps, Turfway Road and Houston Road. The percent distribution used for the generated trips are shown in Figure 4.

**FIGURE 4**  
**PERCENT DISTRIBUTION OF GENERATED**  
**TRAFFIC PM PEAK HOUR**



The forecasted trips generated by this development for the PM peak hour condition were assigned to the adjacent roadways and are shown in Figure 5.

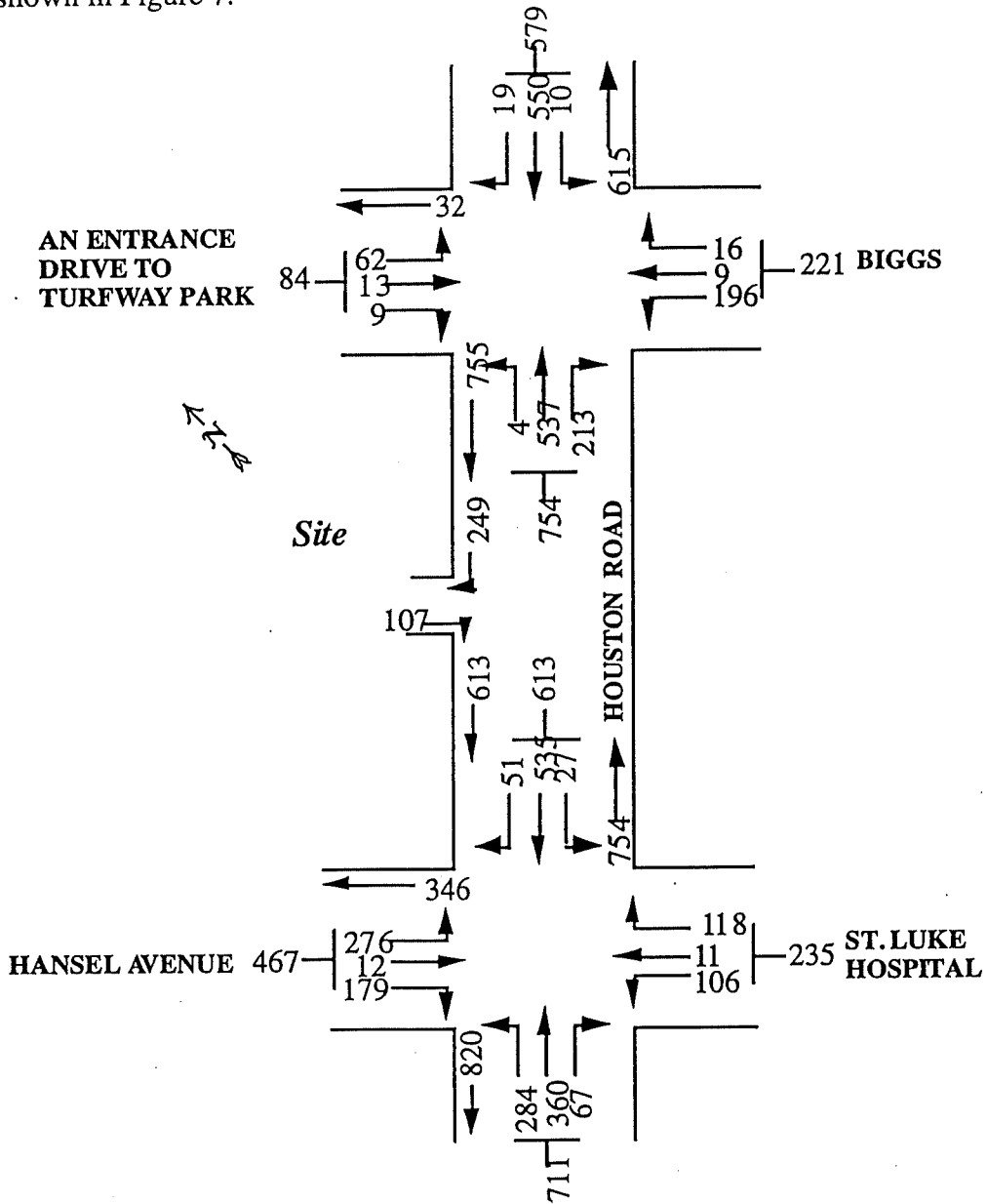
**FIGURE 5**  
**GENERATED TRAFFIC PM PEAK HOUR**



The pass-by trip reductions for the PM peak hour are shown in Figure 6.

**FIGURE 6**  
**PASS-BY TRAFFIC PM PEAK HOUR**

The existing plus generated minus pass-by - "Opening Day" - traffic at the Houston Road/Hansel Avenue and Houston Road/and an Entrance Drive to Turfway Park intersections for the PM peak hour are shown in Figure 7.



**FIGURE 7**  
**EXISTING PLUS GENERATED MINUS PASS-BY**  
**- "OPENING DAY" - TRAFFIC PM PEAK HOUR**

# Comparison to Previous Plans

The trip generation for the Proposed Plan is compared to the Adopted Plan and to the Hospital Plan below. Figures 8 and 9 show the site plans for the Adopted and Hospital Plans respectively.

## PROPOSED PLAN

### Trip Generation\*

SITE ITE LAND USE & CODE	GFA 1,000 S.F.	<u>AM Peak</u>			<u>PM Peak</u>		
		IN	OUT	TOTAL	IN	OUT	TOTAL
<b>TARGET</b>							
Free-standing Discount Store (#815)	123.0	40	23	63	219	203	422
Anchor A+B+C Shopping Center (#820)	109.0	108	63	171	346	347	693
<b>Total Generated Site Trips</b>	<b>232.0</b>	<b>148</b>	<b>86</b>	<b>234</b>	<b>565</b>	<b>550</b>	<b>1,115</b>

## ADOPTED PLAN

### Trip Generation\*

SITE ITE LAND USE & CODE	GFA 1,000 S.F.	<u>AM Peak</u>			<u>PM Peak</u>		
		IN	OUT	TOTAL	IN	OUT	TOTAL
Site B-4 Shopping Center (#820)	120.0	114	67	181	369	368	737
Site B-5 Drive-In Bank (#912)	6.0	28	22	50	126	136	262
Site B-6 Drive-In Bank (#912)	10.0	42	33	75	209	227	436
<b>Total Generated Site Trips</b>	<b>136.0</b>	<b>184</b>	<b>122</b>	<b>306</b>	<b>704</b>	<b>731</b>	<b>1,435</b>

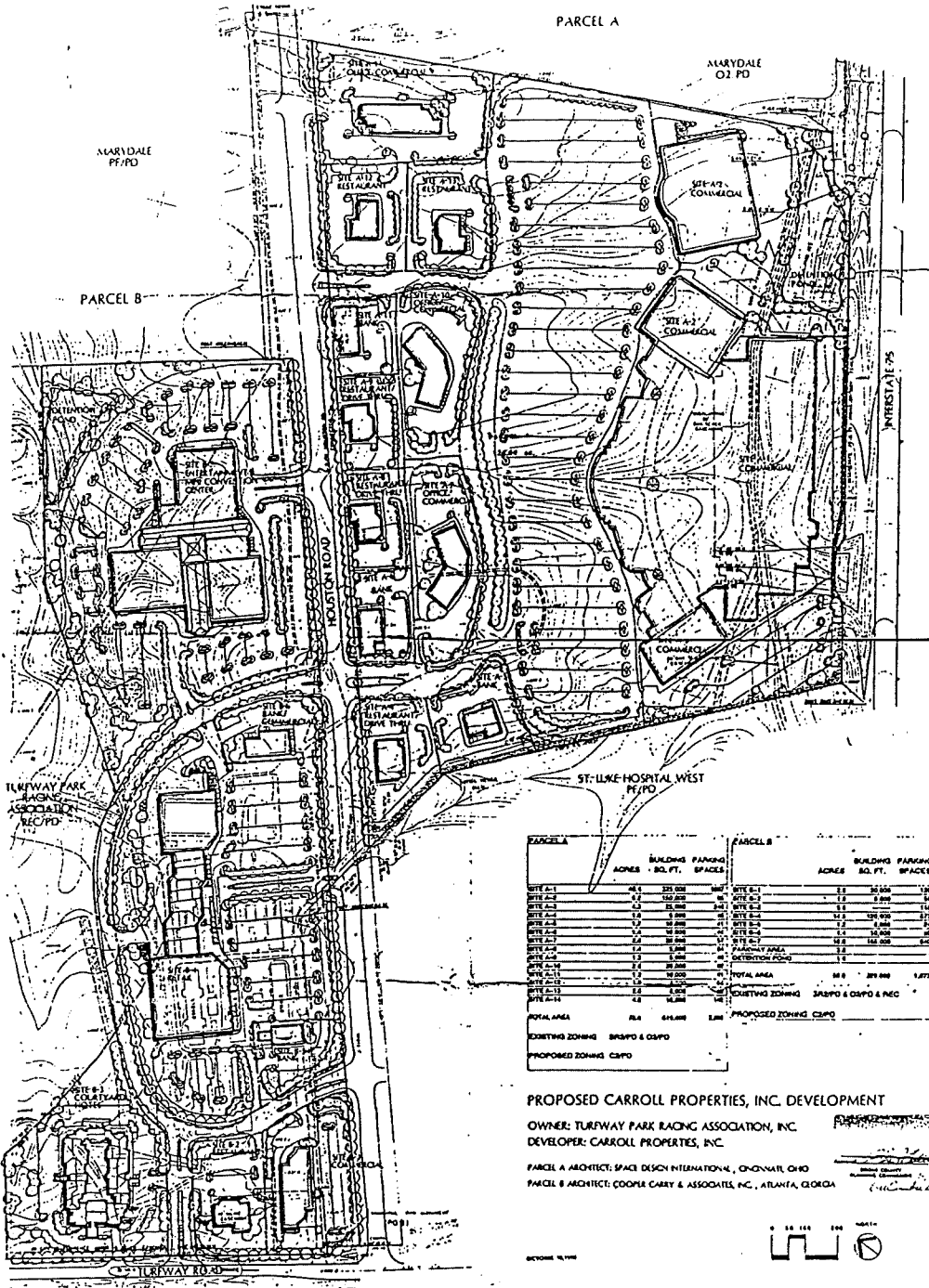
SITE SITE LAND USE & CODE	HOSPITAL PLAN Trip Generation*						
	GFA 1,000 S.F.	IN	AM Peak OUT TOTAL		IN	PM Peak OUT TOTAL	
Sites 1 thru 5 Shopping Center (#820)	155.5	133	78	211	434	435	869
Site 6 Business Hotel (#312) Occupied Room	66	22	16	38	25	16	41
Site 7 Medical-Dental Office Building (#720)	11.0	35	10	45	13	29	42
Site 8 Medical-Dental Office Building (#720)	8.0	29	9	38	9	21	30
Site 9 Medical-Dental Office Building (#720)	9.0	31	9	40	10	24	34
Site 10 Medical-Dental Office Building (#720)	7.0	28	8	36	8	18	26
Site 11 Medical-Dental Office Building (#720)	10.0	32	10	42	11	27	38
Total Generated Site Trips Plus 66 Room Hotel	200.5	310	140	450	510	570	1,080

\* Trip Generation Manual, Institute of Transportation Engineers, 5th Edition January 1991. See Appendix B.

None of the plans generate a significant amount of traffic in the AM peak hour, but the Proposed Plan develops 72 fewer trips than the Adopted Plan and 216 fewer trips than the Hospital Plan.

Considering the critical PM peak hour trips, the Proposed Plan develops 320 fewer trips than the Adopted Plan and 35 more trips than the Hospital Plan. Thus, the impact on the traffic for the Proposed Plan would be nearly identical to that of the Hospital Plan and less than that of the Adopted Plan.

Traffic Impact Analysis  
 Commercial Planned Unit Development  
 Houston Road Between  
 Hansel Avenue and an Entrance Drive to Turfway Park



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 Commercial Planned Unit Development  
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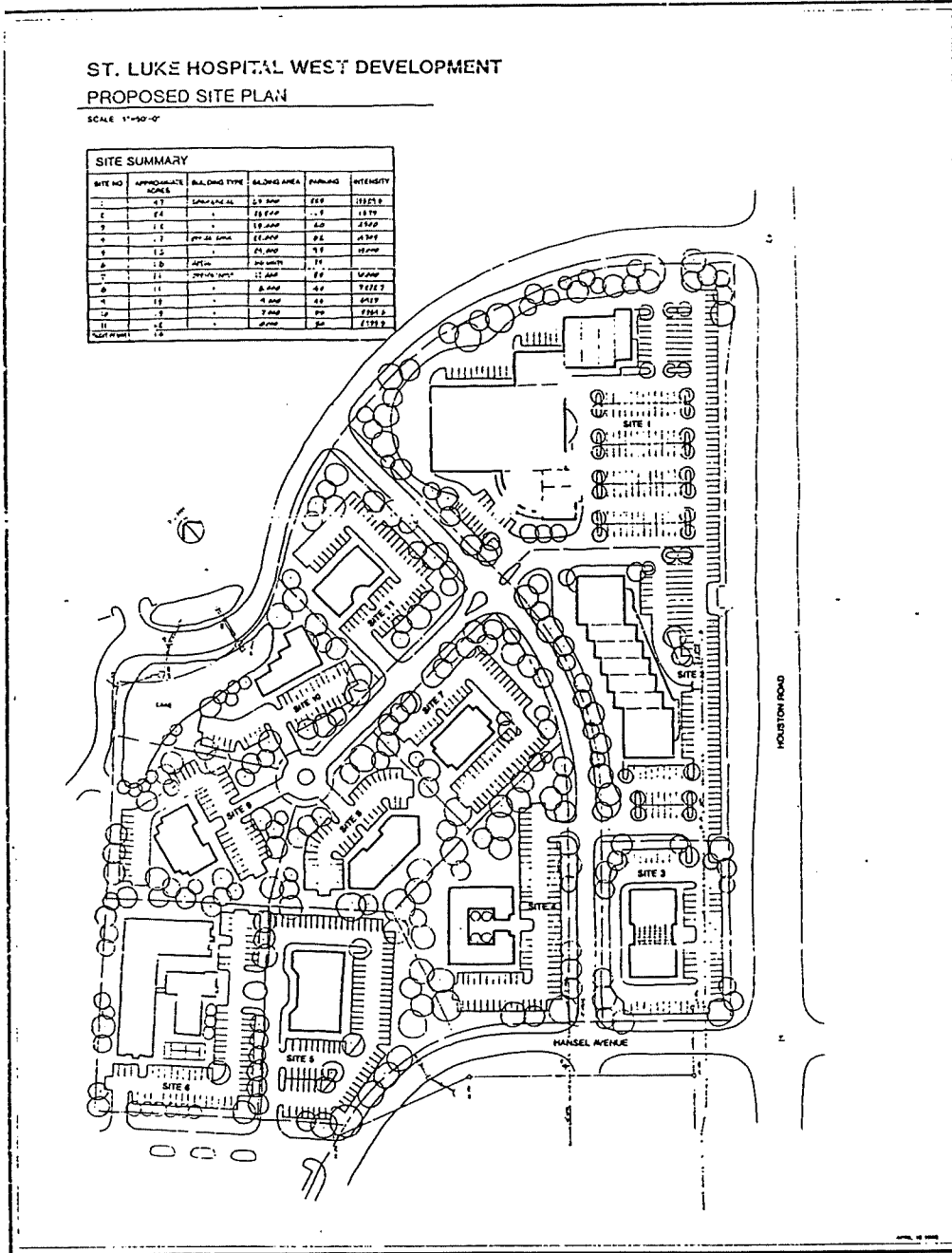


FIGURE 9  
 SITE PLAN - HOSPITAL PLAN

# Traffic Operations Analysis

Level of Service, as defined in the most recent Highway Capacity Manual (HCM), is a function of average delay encountered by the motorist. Delay, of course, is a measure of driver discomfort, frustration, fuel consumption and the cost of lost travel time. Levels of service are given in terms of average delay per vehicle for signalized and unsignalized intersections. The criteria that is used by the American Association of State Highway and Transportation Officials (AASHTO) and the Kentucky Transportation Cabinet (KYTC) for signalized intersections is given in Table 2. These level of service values are expressed in general terms as well as specific numerical values.

**TABLE 2**

**LEVEL OF SERVICE CRITERIA FOR SIGNALIZED INTERSECTIONS**

Level Of Service*	Average Delay/Vehicle (Second)	Description
A	< 5.0	Most vehicles do not stop at all.
B	5.1 to 15.0	More vehicles stop than for LOS A.
C	15.1 to 25.0	The number of vehicles stopping is significant, although many pass through without stopping.
D	25.1 to 40.0	Many vehicles stop. Individual cycle failures are noticeable.
E	40.1 to 60.0	Considered to be the limit of acceptable delay. Individual cycle failures are frequent.
F	> 60.0	Unacceptable delay.

\*LOS "C" and "D" are generally accepted as a reasonable design criteria. LOS "E" and "F" are generally unacceptable.

***Houston Road/Entrance Drive to Turfway Park***

This intersection was analyzed using both existing and "Opening Day" traffic for the PM peak hour. A two-phase, 60 second cycle was used.

Using the existing traffic, the overall intersection operates at a Level of Service (LOS) "B" with an average delay of 6.6 seconds per vehicle. All individual traffic movements operated at LOS "B".

With "Opening Day" traffic the intersection LOS remained a "B" with an average delay of 6.9 seconds per vehicle. All the traffic movements remained at a LOS "B". Thus, no degradation of service will occur as a result of the site development.

***Houston Road/Hansel Avenue***

This intersection was analyzed using both existing and "Opening Day" traffic for the PM peak hour. A two-phase 60 second cycle was used for existing traffic and a three-phase 60 second cycle was utilized for "Opening Day" traffic.

Using the existing traffic the intersection LOS was a "B" with an average delay of 6.5 seconds per vehicle. Every traffic movement operated at a LOS "B".

With "Opening Day" traffic the intersection LOS remained a "B" with an average delay of 11.6 seconds per vehicle. All the traffic movements remained at a LOS "B". Thus, no degradation of service was obtained when the "Opening Day" traffic was used at this intersection. The only change made was that a 9 second green-phase (the cycle length remained at 60 seconds) was added for northbound Houston Road traffic to facilitate the left-turn movement onto Hansel and into the site. Appendix C contains the LOS analysis.

## *Queue Storage Length*

### *Intersection of Houston Road and Hansel Avenue*

Presently, Hansel Avenue is two lanes wide with a third left-turn lane at the eastbound approach to Houston Road. Due to the additional traffic from the proposed development, going eastbound on Hansel Avenue, the calculated queue storage length for left-turn movements is 200 feet. For the through-plus right-turn movements the calculated storage length is 150 feet. See Appendix D for calculation. If these two lanes are extended west to the Hansel Avenue and Richman Road/Access Drive intersection the available storage length would be just over 200 feet for both movements.

# *Conclusions*

Based upon the existing turning movements at the signalized intersections of Houston Road/and an Entrance Drive to Turfway Park and Houston Road/Hansel Avenue and the forecasted turning movements associated with the proposed development, it was determined that the operations for "Opening Day" will not significantly reduce the operating Level of Service (LOS) at either intersection. The LOS for both intersections is presently a "B" and will remain so when the development is in operation.

The second drive on Hansel Avenue (the one to the west) will serve both automobiles and delivery trucks. It would appear that only a single lane inbound is required and this inbound movement needs to be continuous to prevent backups onto Hansel Avenue. The turning radius for this inbound lane needs to be 55 feet and the lane width 17 feet to accommodate truck traffic. Also, the left-turn-out lane should be 13 feet wide.

The site plan shows a right-in/right-out only access drive on Houston Road near the middle of the development. This will provide a direct access to the site from the north, thus, removing traffic from the Houston Road/Hansel Avenue intersection. This access drive as shown will prohibit left-turns from Houston Road into the site. A 100-foot deceleration lane plus a 50-foot taper should be provided on southbound Houston Road for the right-in movement to the site.

At the Houston Road/Hansel Avenue intersection the eastbound left-turn and through-right lanes on Hansel need to be extended from this intersection west to the Richman Road/Site Drive intersection in order to provide the storage required.

The transition from the north-south 30-foot aisle in the Target parking lot needs to be continued to the retail area at the north along the landscaped island. As depicted, cars can back up into the aisle from the west parking bay.

The recommendations, when implemented as referenced above, should fully mitigate the impact of the traffic accessing the public roadway system.

***APPENDIX A***  
*Existing Traffic and Turning Movement Counts*

Weather : CLEAR  
 Technician: MARK CLIFF NIEHAUS  
 Location : ON HOUSTON RD SOUTH OF BIGGS  
 Day Start : SATURDAY

Pflum, Klausmeier & Gehrum  
 7125 Reading Road  
 Cincinnati, Ohio 45237  
 (513) 631-2690  
 SUNDAY

Site Code : 243500000001  
 Start Date: 06/15/96  
 File I.D. : 2435HSTN  
 Page : 2

Begin Time	NORTH		SOUTH		Combined							
	A.M.	P.M.	A.M.	P.M.	A.M.	P.M.						
12:00 06/16	53	130	74	167	127	297						
12:15	52	159	66	166	118	325						
12:30	27	161	36	150	63	311						
12:45	29	161	613	54	230	135	618	83	391	298	1231	
01:00	27	158	27	130	54	288						
01:15	29	164	33	152	62	316						
01:30	19	146	33	154	52	300						
01:45	19	94	161	629	15	108	152	588	34	202	313	1217
02:00	18	139	17	120	35	259						
02:15	21	157	23	147	44	304						
02:30	20	186	22	135	42	321						
02:45	9	68	153	635	15	77	158	560	24	145	311	1195
03:00	7	170	12	155	19	325						
03:15	6	158	9	152	15	310						
03:30	6	127	8	114	14	241						
03:45	8	27	138	593	6	35	125	546	14	62	263	1139
04:00	8	135	8	120	16	255						
04:15	4	128	5	119	9	247						
04:30	5	141	9	137	14	278						
04:45	6	23	113	517	7	29	104	480	13	52	217	997
05:00	6	122	4	117	10	239						
05:15	7	97	6	105	13	202						
05:30	12	118	12	121	24	239						
05:45	13	38	108	445	10	32	102	445	23	70	210	890
06:00	8	134	8	123	16	257						
06:15	11	93	12	90	23	183						
06:30	12	93	21	122	33	215						
06:45	18	49	132	452	34	75	103	438	52	124	235	890
07:00	29	120	21	135	50	255						
07:15	28	95	22	78	50	173						
07:30	41	105	26	87	67	192						
07:45	38	136	91	411	46	115	97	397	84	251	188	808
08:00	38	91	44	86	82	177						
08:15	29	74	36	91	65	165						
08:30	41	77	44	53	85	130						
08:45	51	159	82	324	62	186	67	297	113	345	149	621
09:00	70	83	59	98	129	181						
09:15	51	91	48	83	99	174						
09:30	57	70	68	86	125	156						
09:45	69	247	40	284	80	255	66	333	149	502	106	617
10:00	86	66	87	67	173	133						
10:15	84	56	89	66	173	122						
10:30	95	53	112	56	207	109						
10:45	109	374	62	237	93	381	40	229	202	755	102	466
11:00	106	62	100	60	206	122						
11:15	126	48	129	54	255	102						
11:30	116	32	134	26	250	58						
11:45	110	458	50	192	152	515	39	179	262	973	89	371
Totals	1834	5332	2038	5110	3872	10442						
Day Totals		7166		7148		14314						
Polit %	47.3%	51.0%	52.6%	48.9%								

Peak Hour	10:45	02:30	10:45	00:00	10:45	00:00
	457	667	456	618	702	39
	.90	.89	.85	.92	.84	.25

A-1

Weather : CLEAR  
 Technician: MARK CLIFF NIEHAUS  
 Location : ON HOUSTON RD SOUTH OF BIGGS  
 Day Start : SATURDAY

Pflum, Klausmeier & Gehrun  
 7125 Reading Road  
 Cincinnati, Ohio 45237  
 (513) 631-2690

Site Code : 243500000001  
 Start Date: 06/15/96  
 File I.D. : 2435HSTN  
 Page : 3

MONDAY

Begin Time	NORTH		SOUTH		Combined	
	A.M.	P.M.	A.M.	P.M.	A.M.	P.M.
12:00 06/17	25	151	35	149	60	300
12:15	22	147	26	129	48	276
12:30	12	140	24	150	36	290
12:45	12	71 130	568 18	103 156	584 30	174 286 1152
01:00	17	142	16	138	33	280
01:15	5	123	12	94	17	217
01:30	12	111	9	133	21	244
01:45	8	42 146	522 13	50 125	490 21	92 271 1012
02:00	13	147	11	126	24	273
02:15	2	146	3	128	5	274
02:30	5	140	1	108	6	248
02:45	5	25 120	553 12	27 139	501 17	52 259 1054
03:00	5	129	7	108	12	237
03:15	5	167	3	128	8	295
03:30	2	152	3	122	5	274
03:45	4	16 152	600 6	19 125	483 10	35 277 1083
04:00	6	155	5	140	11	295
04:15	6	157	8	146	14	303
04:30	10	168	7	147	17	315
04:45	4	26 145	625 8	28 157	590 12	54 302 1215
05:00	12	179	3	143	15	322
05:15	7	127	8	156	15	283
05:30	13	154	22	149	35	303
05:45	15	47 140	600 13	46 159	607 28	93 299 1207
06:00	27	140	21	118	48	258
06:15	21	136	44	144	65	280
06:30	37	124	51	131	88	255
06:45	36	121 139	539 84	200 115	508 120	321 254 1047
07:00	51	120	47	121	98	241
07:15	53	127	58	122	111	249
07:30	51	135	73	118	124	253
07:45	60	215 103	485 87	265 106	467 147	480 209 952
08:00	49	109	63	99	112	208
08:15	36	119	57	72	93	191
08:30	32	119	69	71	101	190
08:45	68	185 120	467 77	266 90	332 145	451 210 799
09:00	60	128	63	104	123	232
09:15	57	86	86	101	143	187
09:30	76	86	89	84	165	170
09:45	65	258 90	390 79	317 82	371 144	575 172 761
10:00	79	62	84	83	163	145
10:15	68	63	75	64	143	127
10:30	91	51	88	75	179	126
10:45	94	332 41	217 99	346 54	276 193	678 95 493
11:00	123	53	100	47	223	100
11:15	100	51	127	27	227	78
11:30	131	36	114	31	245	67
11:45	132	486 32	172 117	458 29	134 249	944 61 306
Totals	1824	5738	2125	5343	3949	11081
Day Totals		7562		7468		15030
Solnt %	46.1%	51.7%	53.8%	48.2%		

Peak Hour 10:45 04:15 10:45 05:00 10:45 00:00  
 448 649 440 607 629 61  
 .85 .90 .86 .95 A-2 .87 .25

Weather : CLEAR  
 Technician: MARK CLIFF NIEHAUS  
 Location : ON HOUSTON RD SOUTH OF BIGGS  
 Day Start : SATURDAY

Pflum, Klausmeier & Gehrun  
 7125 Reading Road  
 Cincinnati, Ohio 45237  
 (513) 631-2690

Site Code : 243500000001  
 Start Date: 06/15/96  
 File I.D. : 2435HSTN  
 Page : 4

TUESDAY

Begin Time	NORTH		SOUTH		Combined	
	A.M.	P.M.	A.M.	P.M.	A.M.	P.M.
12:00 06/18	19	246	32	139	51	385
12:15	25	198	29	123	54	321
12:30	26	159	22	141	48	300
12:45	22	92	171 774	20 103	154 557	42 195 325 1331
01:00	18	160	12	123	30	283
01:15	10	146	22	132	32	278
01:30	10	156	9	119	19	275
01:45	6	44	139 601	15 58	141 515	21 102 280 1116
02:00	12	150	10	142	22	292
02:15	9	152	10	115	19	267
02:30	10	142	7	131	17	273
02:45	4	35	137 581	13 40	134 522	17 75 271 1103
03:00	4	162	4	148	8	310
03:15	3	162	4	122	7	284
03:30	4	166	3	149	7	315
03:45	5	16	161 651	1 12	145 564	6 28 306 1215
04:00	4	154	8	135	12	289
04:15	8	149	9	139	17	288
04:30	11	194	7	166	18	360
04:45	9	32	149 646	4 28	158 598	13 60 307 1244
05:00	7	169	12	137	19	306
05:15	13	145	14	167	27	312
05:30	16	132	19	142	35	274
05:45	17	53	135 581	22 67	164 610	39 120 299 1191
06:00	27	†	25	†	52	†
06:15	31	†	39	†	70	†
06:30	32	†	64	†	96	†
06:45	48	138	† †	74 202	† †	122 340 † †
07:00	47	†	65	†	112	†
07:15	58	†	57	†	115	†
07:30	42	†	66	†	108	†
07:45	66	213	† †	103 291	† †	169 504 † †
08:00	38	†	59	†	97	†
08:15	57	†	52	†	109	†
08:30	53	†	60	†	113	†
08:45	54	202	† †	95 266	† †	149 468 † †
09:00	71	†	60	†	131	†
09:15	57	†	61	†	118	†
09:30	55	†	67	†	122	†
09:45	63	246	† †	62 250	† †	125 496 † †
10:00	95	†	102	†	197	†
10:15	115	†	93	†	208	†
10:30	115	†	82	†	197	†
10:45	200	525	† †	92 369	† †	292 894 † †
11:00	190	†	106	†	296	†
11:15	201	†	107	†	308	†
11:30	189	†	113	†	302	†
11:45	234	814	† †	117 443	† †	351 1257 † †
Totals	2410	3834	2129	3366	4539	7200
Day Totals		6244		5495		11739
Solit %	53.1%	53.2%	46.9%	46.7%		

Peak Hour 10:45 00:00 10:45 04:30 10:45  
 790 774 418 628 727  
 .97 .78 .92 .94 .87

Pflum, Klausmeier & Gehrun  
 7125 Reading Road  
 Cincinnati, Ohio 45237  
 (513) 631-2690

Weather/Temo: MOSTLY SUNNY/85 DEGREES  
 Technician : MARK CLIFF NIEHAUS  
 Intersection: HOUSTON RD @ HANSEL AVE  
 Time Period : 3:00 PM to 4:30 PM

Site Code : 24350001  
 Start Date: 06/18/96  
 File I.D. : 2435HANS  
 Page : 1

TUESDAY EVENING

Date	HOUSTON ROAD Southbound				HANSEL AVENUE Westbound				HOUSTON ROAD Northbound				HANSEL AVENUE Eastbound				Total
	Left	Thru	Right	Other	Left	Thru	Right	Other	Left	Thru	Right	Other	Left	Thru	Right	Other	
06/18/96																	
15:00	6	134	8	0	22	1	27	0	7	118	13	0	19	3	12	0	370
15:15	5	112	10	0	24	3	36	0	2	109	22	0	16	1	13	0	353
15:30	5	124	14	0	40	2	27	0	4	122	11	0	13	3	5	0	370
15:45	9	130	15	0	20	2	25	0	11	123	21	0	17	0	7	0	380
Hr Total	25	500	47	0	106	8	115	0	24	472	67	0	65	7	37	0	1473
16:00	5	107	9	0	18	2	23	0	9	121	10	0	19	0	9	0	332
16:15	11	128	13	0	14	2	19	0	10	117	14	0	13	1	4	0	346
Hr Total	16	235	22	0	32	4	42	0	19	238	24	0	32	1	13	0	678
<b>TOTAL</b>	<b>41</b>	<b>735</b>	<b>69</b>	<b>0</b>	<b>138</b>	<b>12</b>	<b>157</b>	<b>0</b>	<b>43</b>	<b>710</b>	<b>91</b>	<b>0</b>	<b>97</b>	<b>8</b>	<b>50</b>	<b>0</b>	<b>2151</b>



Weather/Temo: OVERCAST/80 DEGREES  
 Technician : MARK CLIFF NIEHAUS  
 Intersection: HOUSTON RD @ BIGGS RD  
 Time Period : 4:30 PM to 6:00 PM

Pflum, Klausaeier & Gehrum  
 7125 Reading Road  
 Cincinnati, Ohio 45237  
 (513) 631-2690

Site Code : 24350002  
 Start Date: 06/18/96  
 File I.D. : 24358166  
 Page : 1

TUESDAY EVENING

Date	HOUSTON ROAD Southbound				BIGGS ROAD Westbound				HOUSTON ROAD Northbound				BIGGS ROAD Eastbound				Total
	Left	Thru	Right	Other	Left	Thru	Right	Other	Left	Thru	Right	Other	Left	Thru	Right	Other	
06/18/96																	
16:30	2	103	1	0	56	0	5	0	1	145	52	0	8	0	2	0	375
16:45	2	107	1	0	45	1	3	0	2	86	56	0	3	1	1	0	308
17:00	3	99	5	0	42	0	5	0	0	121	53	0	7	0	2	0	337
17:15	3	114	1	0	53	2	3	0	1	99	52	0	0	1	0	0	329
Hr Total	10	423	8	0	196	3	16	0	4	451	213	0	18	2	5	0	1349
17:30	9	99	2	0	56	1	6	0	0	78	51	0	2	0	0	0	304
17:45	2	113	3	0	46	0	5	0	0	92	54	0	2	0	2	0	319
Hr Total	11	212	5	0	102	1	11	0	0	170	105	0	4	0	2	0	623
<b>*TOTAL*</b>	<b>21</b>	<b>635</b>	<b>13</b>	<b>0</b>	<b>298</b>	<b>4</b>	<b>27</b>	<b>0</b>	<b>4</b>	<b>621</b>	<b>318</b>	<b>0</b>	<b>22</b>	<b>2</b>	<b>7</b>	<b>0</b>	<b>1972</b>

Weather/Temp: OVERCAST/90 DEGREES  
Technician : MARK CLIFF NIEHAUS  
Intersection: HOUSTON RD @ BIGGS RD  
Time Period : 4:30 PM to 6:00 PM

TUESDAY EVENING

HOUSTON ROAD Southbound				BIGGS ROAD Westbound				HOUSTON ROAD Northbound				BIGGS ROAD Eastbound				Total
Left	Thru	Right	Other	Left	Thru	Right	Other	Left	Thru	Right	Other	Left	Thru	Right	Other	

Date 06/18/96

Peak Hour Analysis By Entire Intersection for the Period: 16:30 to 18:00 on 06/18/96

	16:30				16:30				16:30				16:30				
Volume	10	423	8	0	196	3	16	0	4	451	213	0	18	2	5	0	
Percent	2%	96%	2%	0%	91%	1%	7%	0%	1%	68%	32%	0%	72%	8%	20%	0%	
Pk total	441				215				668				25				
Highest	17:15				16:30				16:30				16:30				
Volume	3	114	1	0	56	0	5	0	1	145	52	0	8	0	2	0	
Hi total	118				61				198				10				
PHF	.93				.88				.84				.62				

HOUSTON ROAD				BIGGS ROAD			
Volume	10	423	8	0	18	2	5
PHF	.10	.93	.12	.00	.44	.08	.40
441				926			

BIGGS ROAD				TUESDAY EVENING				BIGGS ROAD			
Volume	18	15	8	215	3	3	196				
PHF	.18	.15	.08	.44	.03	.03	.19				
40				440							
Intersection Total				1,349				225			
2				2				2			
5				5				5			

HOUSTON ROAD				BIGGS ROAD			
Volume	4	451	213	0	18	2	5
PHF	.10	.68	.32	.00	.44	.08	.40
668				926			

**APPENDIX B**  
*ITE Land Use Code Excerpts*



# Business Hotel (312)

**Average Vehicle Trip Ends vs: Occupied Rooms**  
**On a: Weekday,**  
**Peak Hour of Adjacent Street Traffic,**  
**One Hour Between 4 and 6 p.m.**

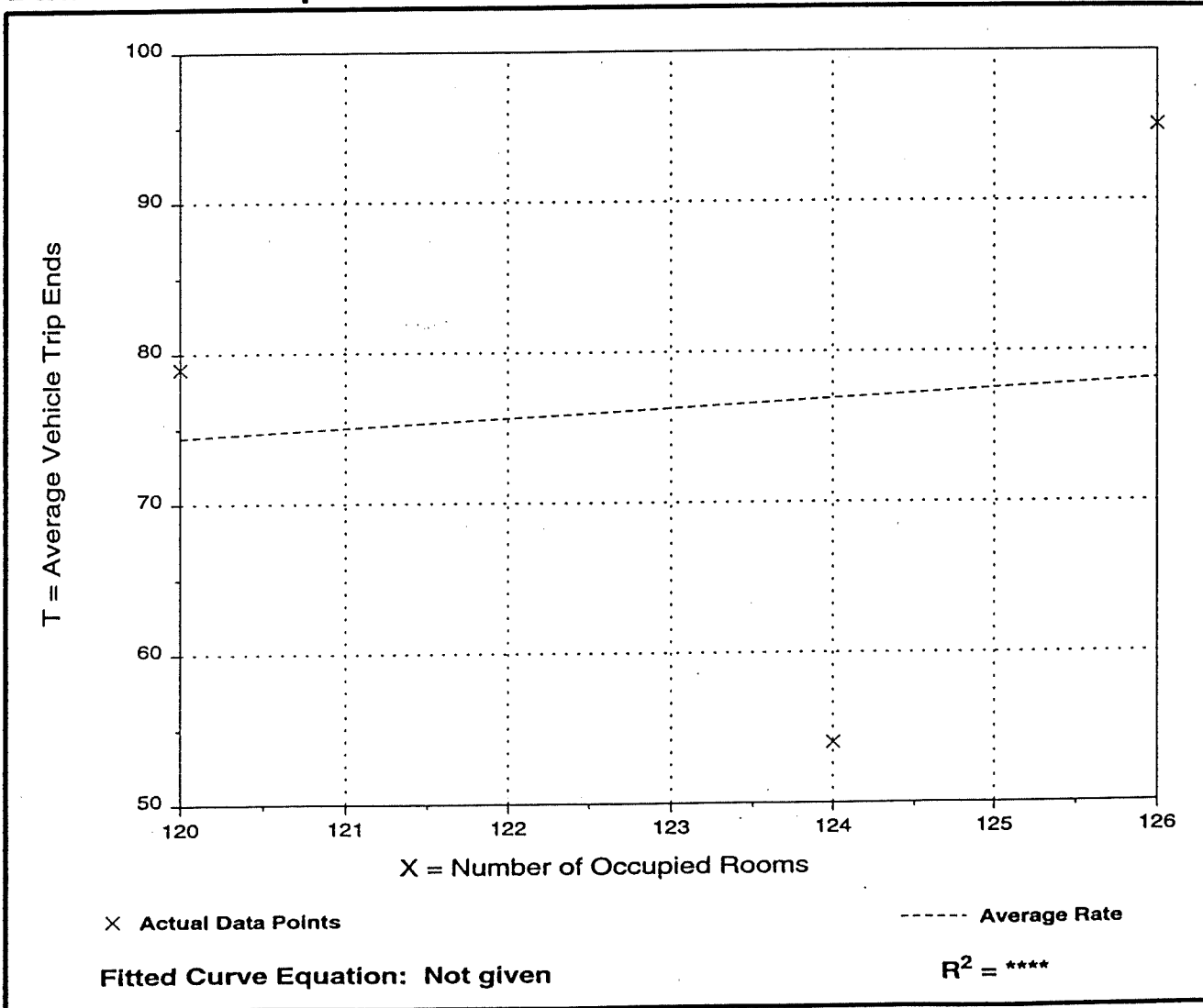
Number of Studies: 3  
 Average Number of Occupied Rooms: 123  
 Directional Distribution: 60% entering, 40% exiting

## Trip Generation per Occupied Room

Average Rate	Range of Rates	Standard Deviation
0.62	0.44 - 0.75	0.79

## Data Plot and Equation

*Caution - Use Carefully - Small Sample Size*



# Medical-Dental Office Building (720)

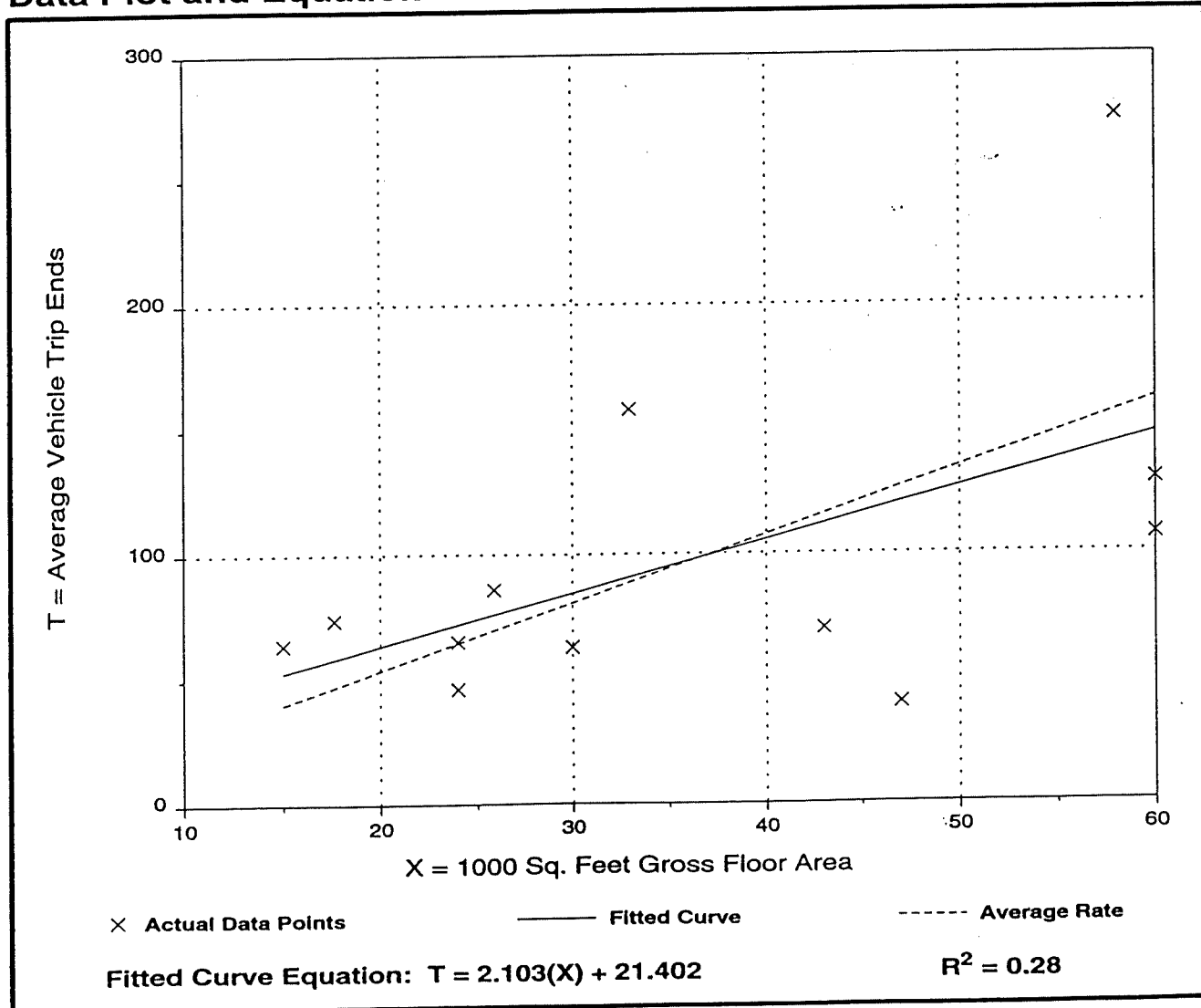
Average Vehicle Trip Ends vs: 1000 Sq. Feet Gross Floor Area  
On a: Weekday,  
Peak Hour of Adjacent Street Traffic,  
One Hour Between 7 and 9 a.m.

Number of Studies: 12  
Average 1000 Sq. Feet GFA: 36  
Directional Distribution: 77% entering, 23% exiting

## Trip Generation per 1000 Sq. Feet Gross Floor Area

Average Rate	Range of Rates	Standard Deviation
2.69	0.85 - 4.79	2.10

## Data Plot and Equation



# Medical-Dental Office Building (720)

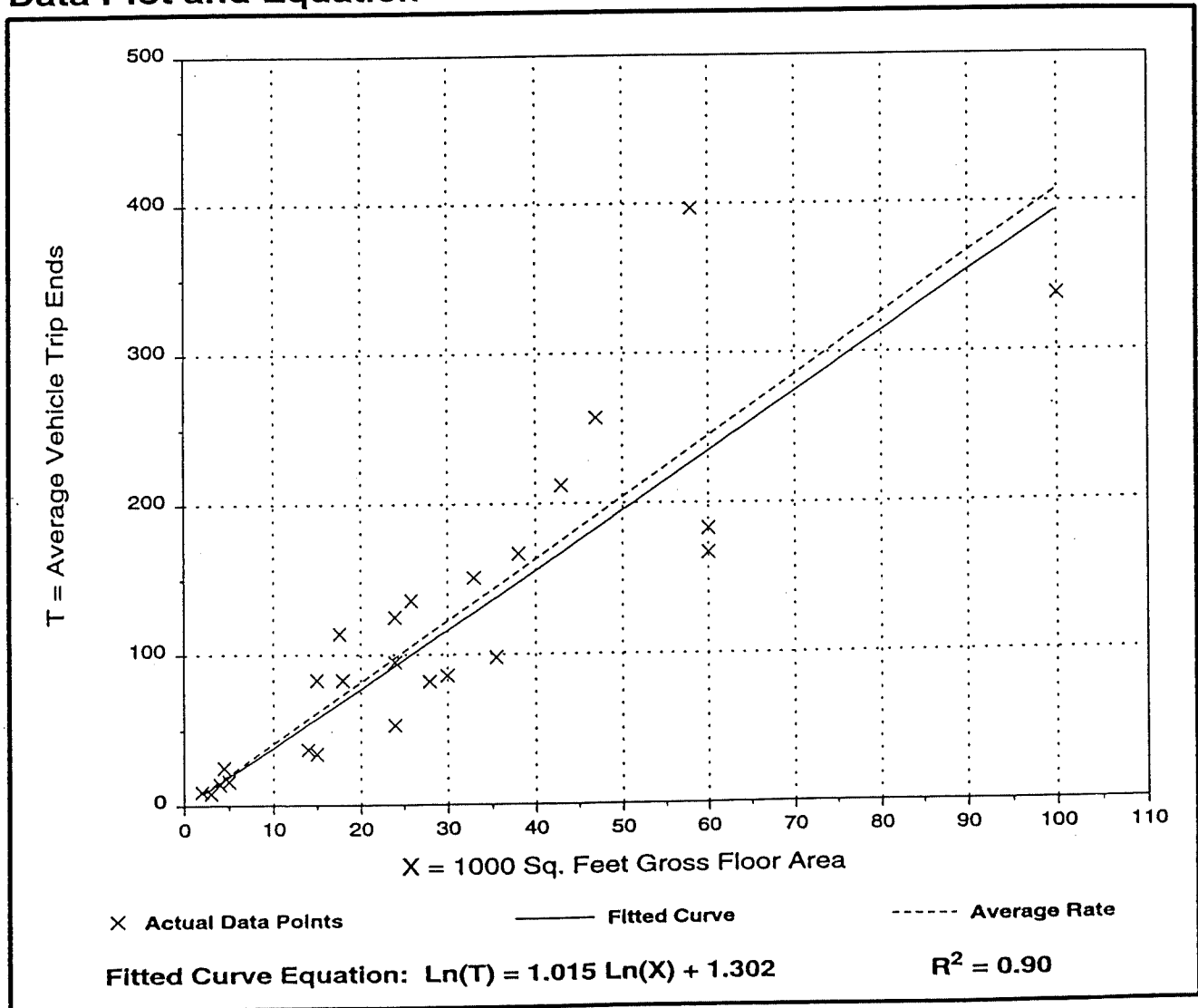
**Average Vehicle Trip Ends vs: 1000 Sq. Feet Gross Floor Area**  
**On a: Weekday,**  
**Peak Hour of Adjacent Street Traffic,**  
**One Hour Between 4 and 6 p.m.**

Number of Studies: 25  
 Average 1000 Sq. Feet GFA: 29  
 Directional Distribution: 30% entering, 70% exiting

## Trip Generation per 1000 Sq. Feet Gross Floor Area

Average Rate	Range of Rates	Standard Deviation
4.08	2.21 - 6.84	2.40

## Data Plot and Equation



# Land Use: 815 Discount Store

## *Independent Variables With One Observation*

The following trip generation data are for independent variables with only one observation. This information is shown in this table only; there are no related plots for these data.

Users are cautioned to use these data with care due to the small sample size.

<u>Independent Variable</u>	<u>Trip Generation Rate</u>	<u>Size of Independent Variable</u>	<u>Number of Studies</u>	<u>Directional Distribution</u>
<b>1,000 Square Feet Gross Floor Area</b>				
A.M. Peak Hour of Adjacent Street Traffic	0.51	96	1	Not Available
Sunday	42.95	96	1	50% entering, 50% exiting
Sunday Peak Hour of Generator	6.01	96	1	Not Available

# Discount Store (815)

**Average Vehicle Trip Ends vs: 1000 Sq. Feet Gross Floor Area**  
**On a: Weekday,**  
**Peak Hour of Adjacent Street Traffic,**  
**One Hour Between 4 and 6 p.m.**

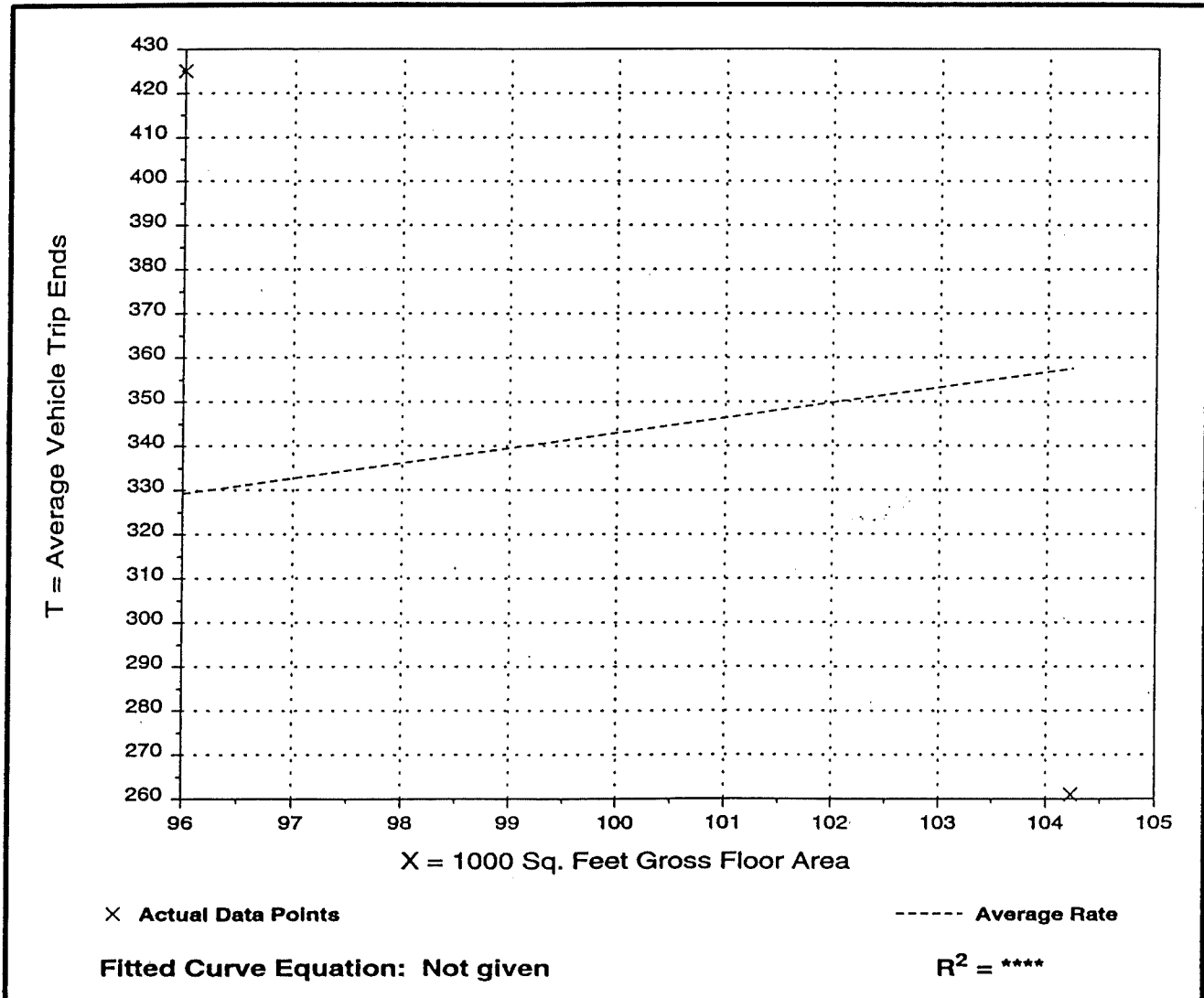
Number of Studies: 2  
 Average 1000 Sq. Feet GFA: 100  
 Directional Distribution: 52% entering, 48% exiting

## Trip Generation per 1000 Sq. Feet Gross Floor Area

Average Rate	Range of Rates	Standard Deviation
3.43	2.50 - 4.43	*

## Data Plot and Equation

*Caution - Use Carefully - Small Sample Size*



# Shopping Center (820)

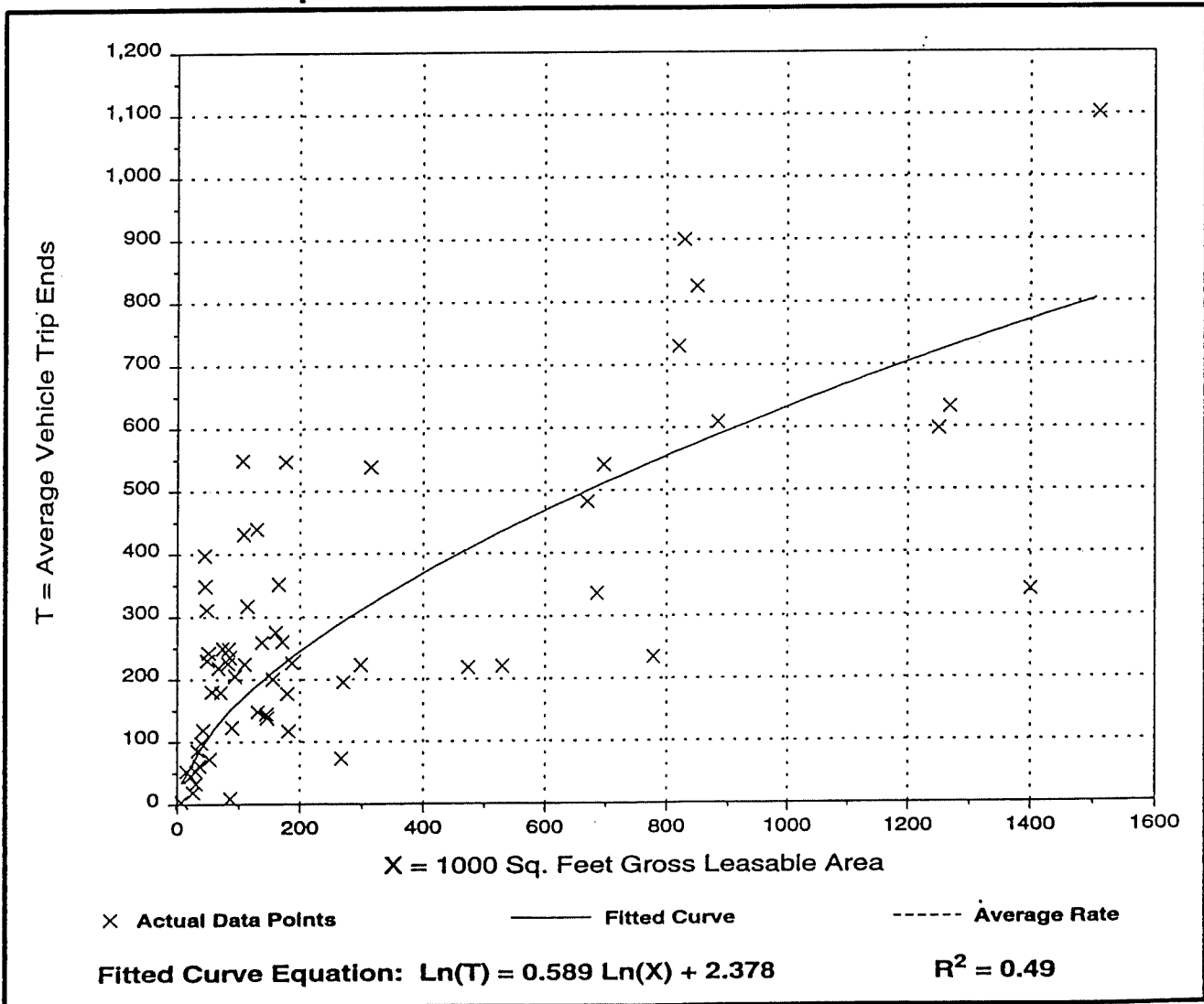
**Average Vehicle Trip Ends vs: 1000 Sq. Feet Gross Leasable Area  
On a: Weekday,  
Peak Hour of Adjacent Street Traffic,  
One Hour Between 7 and 9 a.m.**

Number of Studies: 61  
Average 1000 Sq. Feet GLA: 289  
Directional Distribution: 63% entering, 37% exiting

## Trip Generation per 1000 Sq. Feet Gross Leasable Area

Average Rate	Range of Rates	Standard Deviation
See Table 1	0.10 - 9.05	1.44

## Data Plot and Equation



# Shopping Center, Less Than 600,00 SF GLA (820)

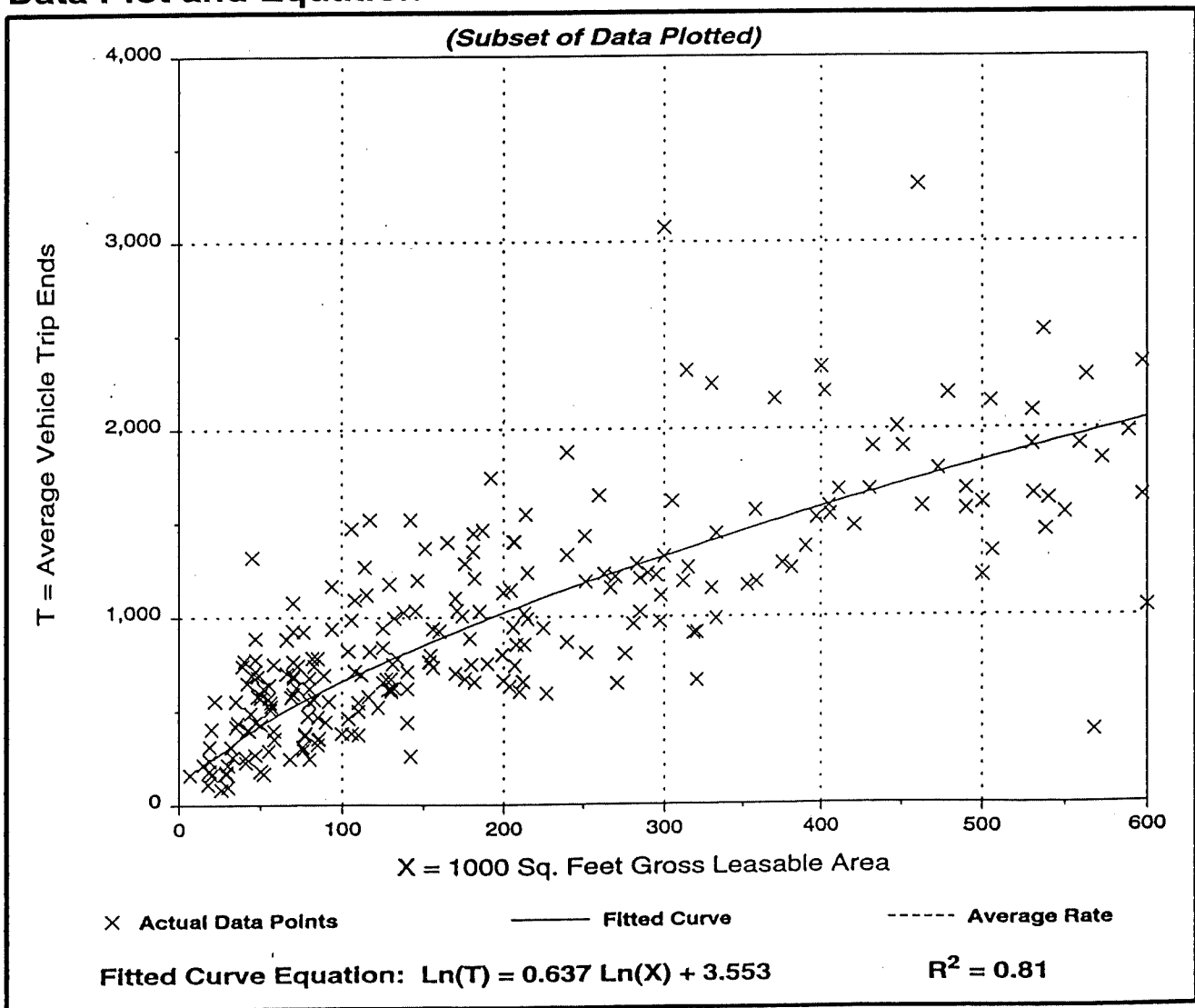
Average Vehicle Trip Ends vs: 1000 Sq. Feet Gross Leasable Area  
On a: Wkdy, PM Pk Hr of Adj St Traffic

Number of Studies: 345  
Average 1000 Sq. Feet GLA: 406  
Directional Distribution: 50% entering, 50% exiting

## Trip Generation per 1000 Sq. Feet Gross Leasable Area

Average Rate	Range of Rates	Standard Deviation
See Table 1	N/A	N/A

## Data Plot and Equation



# Drive-in Bank (912)

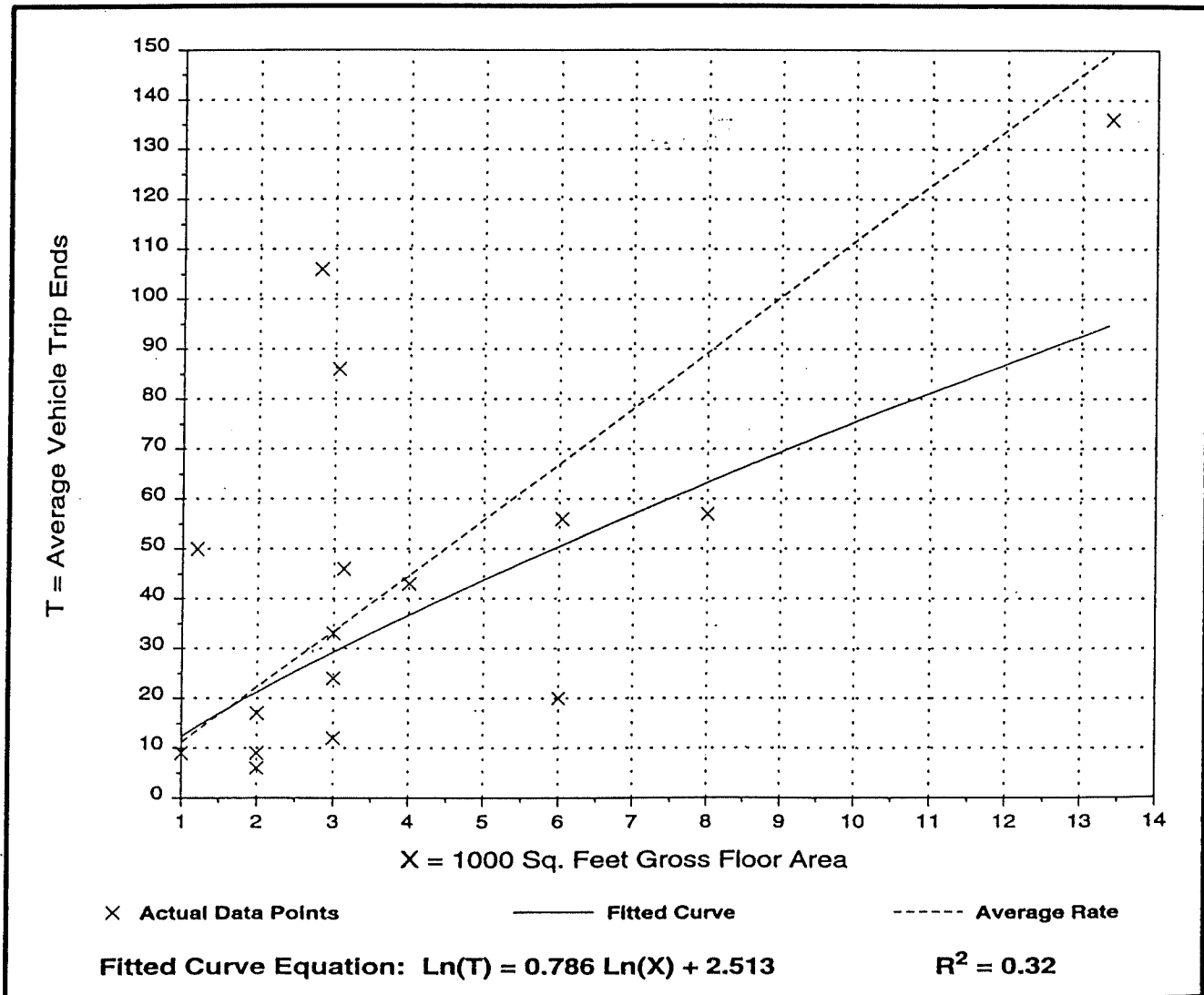
**Average Vehicle Trip Ends vs: 1000 Sq. Feet Gross Floor Area**  
**On a: Weekday,**  
**Peak Hour of Adjacent Street Traffic,**  
**One Hour Between 7 and 9 a.m.**

Number of Studies: 16  
 Average 1000 Sq. Feet GFA: 4  
 Directional Distribution: 56% entering, 44% exiting

## Trip Generation per 1000 Sq. Feet Gross Floor Area

Average Rate	Range of Rates	Standard Deviation
11.16	3.00 - 41.67	9.36

## Data Plot and Equation





***APPENDIX C***  
*Level of Service Calculations*

Streets: (E-W) DR TO TURFWAY PARK (N-S) HOUSTON RD  
Analyst: PKG File Name: 2435HR03.HC9  
Area Type: Other 6-20-96 PM PEAK  
Comment: EXISTING TRAFFIC

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	1	1	<	1	1	<	1	2	<	1	2	<
Volumes	18	2	5	196	3	16	4	451	213	10	423	8
Lane Width	12.0	12.0		12.0	12.0		12.0	12.0		12.0	12.0	
RTOR Vols			0			0			0			0
Lost Time	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00

		Signal Operations								
Phase Combination		1	2	3	4	5	6	7	8	
EB	Left	*				NB Left	*			
	Thru	*				Thru	*			
	Right	*				Right	*			
	Peds					Peds				
WB	Left	*				SB Left	*			
	Thru	*				Thru	*			
	Right	*				Right	*			
	Peds					Peds				
NB	Right					EB Right				
SB	Right					WB Right				
Green		24.0A				Green	28.0A			
Yellow/AR		4.0				Yellow/AR	4.0			
Cycle Length:		60 secs	Phase combination order: #1 #5							

Intersection Performance Summary									
	Lane	Group:	Adj Sat	v/c	g/C	Delay	LOS	Approach:	
	Mvmts	Cap	Flow	Ratio	Ratio			Delay	LOS
EB	L	694	1666	0.029	0.417	6.7	B	6.7	B
	TR	689	1653	0.012	0.417	6.6	B		
WB	L	721	1731	0.302	0.417	7.6	B	7.5	B
	TR	676	1622	0.031	0.417	6.7	B		
NB	L	327	676	0.012	0.483	5.2	B	6.7	B
	TR	1714	3547	0.452	0.483	6.8	B		
SB	L	185	382	0.060	0.483	5.3	B	6.0	B
	TR	1795	3714	0.280	0.483	6.0	B		
Intersection Delay =						6.6 sec/veh	Intersection LOS = B		
Lost Time/Cycle. L =						6.0 sec	Critical v/c(x) = 0.383		

=====  
Streets: (E-W) DR TO TURFWAY PARK (N-S) HOUSTON RD  
Analyst: PKG File Name: 2435HR05.HC9  
Area Type: Other 6-20-96 PM PEAK  
Comment: "OPENING DAY" TRAFFIC  
=====

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	1	1	<	1	1	<	1	2	<	1	2	<
Volumes	62	13	9	196	9	16	4	537	213	10	550	19
Lane Width	12.0	12.0		12.0	12.0		12.0	12.0		12.0	12.0	
RTOR Vols			0			0			0			0
Lost Time	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00

Signal Operations

Phase Combination	1	2	3	4	5	6	7	8
EB Left	*				NB Left	*		
Thru	*				Thru	*		
Right	*				Right	*		
Peds					Peds			
WB Left	*				SB Left	*		
Thru	*				Thru	*		
Right	*				Right	*		
Peds					Peds			
NB Right					EB Right			
SB Right					WB Right			
Green	24.0A				Green	28.0A		
Yellow/AR	4.0				Yellow/AR	4.0		
Cycle Length:	60 secs Phase combination order: #1 #5							

Intersection Performance Summary

Lane	Group:	Adj Sat	v/c	g/C	Delay	LOS	Approach:	Delay	LOS
Mvmnts	Cap	Flow	Ratio	Ratio					
EB	L	680	1633	0.101	0.417	6.9	B	6.8	B
	TR	727	1745	0.033	0.417	6.7	B		
WB	L	688	1651	0.317	0.417	7.7	B	7.6	B
	TR	702	1684	0.040	0.417	6.7	B		
NB	L	236	489	0.017	0.483	5.2	B	7.1	B
	TR	1725	3569	0.508	0.483	7.1	B		
SB	L	140	289	0.079	0.483	5.4	B	6.3	B
	TR	1793	3709	0.370	0.483	6.4	B		

Intersection Delay = 6.9 sec/veh Intersection LOS = B  
Lost Time/Cycle. L = 6.0 sec Critical v/c(x) = 0.419

Streets: (E-W) HANSEL AVE (N-S) HOUSTON RD  
Analyst: PKG File Name: 2435HR04.HC9  
Area Type: Other 6-20-96 PM PEAK  
Comment: EXISTING TRAFFIC

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	1	1	<	1	1	<	1	2	<	1	2	<
Volumes	67	7	37	106	8	118	24	483	67	27	546	51
Lane Width	12.0	12.0		12.0	12.0		12.0	12.0		12.0	12.0	
RTOR Vols			0			0			0			0
Lost Time	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00

Signal Operations									
Phase Combination	1	2	3	4	5	6	7	8	
EB Left	*				NB Left	*			
Thru	*				Thru	*			
Right	*				Right	*			
Peds					Peds				
WB Left		*			SB Left	*			
Thru		*			Thru	*			
Right		*			Right	*			
Peds					Peds				
NB Right					EB Right				
SB Right					WB Right				
Green	24.0A				Green	28.0A			
Yellow/AR	4.0				Yellow/AR	4.0			
Cycle Length:	60 secs Phase combination order: #1 #5								

Intersection Performance Summary									
	Lane	Group:	Adj Sat	v/c	g/C	Delay	LOS	Approach:	
	Mvmts	Cap	Flow	Ratio	Ratio			Delay	LOS
EB	L	516	1238	0.143	0.417	7.0	B	6.9	B
	TR	678	1628	0.072	0.417	6.8	B		
WB	L	642	1540	0.184	0.417	7.2	B	7.2	B
	TR	667	1600	0.210	0.417	7.3	B		
NB	L	219	453	0.123	0.483	5.5	B	6.3	B
	TR	1768	3658	0.363	0.483	6.3	B		
SB	L	249	515	0.121	0.483	5.5	B	6.4	B
	TR	1776	3675	0.392	0.483	6.5	B		
Intersection Delay =						6.5 sec/veh	Intersection LOS = B		
Lost Time/Cycle, L =			6.0 sec	Critical v/c(x) =			0.308		

Streets: (E-W) HANSEL AVE (N-S) HOUSTON RD  
Analyst: PKG File Name: 2435HR06.HC9  
Area Type: Other 6-20-96 PM PEAK  
Comment: "OPENING DAY" TRAFFIC

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	1	1	<	1	1	<	1	2	<	1	2	<
Volumes	276	12	179	106	11	118	284	360	67	27	535	51
Lane Width	12.0	12.0		12.0	12.0		12.0	12.0		12.0	12.0	
RTOR Vols			0			0			0			0
Lost Time	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00

Signal Operations										
Phase Combination	1	2	3	4	5	6	7	8		
EB Left	*				NB Left	*	*			
Thru	*				Thru	*	*			
Right	*				Right	*	*			
Peds					Peds					
WB Left	*				SB Left		*			
Thru	*				Thru		*			
Right	*				Right		*			
Peds					Peds					
NB Right					EB Right					
SB Right					WB Right					
Green	22.0A				Green	9.0A	17.0P			
Yellow/AR	4.0				Yellow/AR	4.0	4.0			
Cycle Length:	60 secs	Phase combination order: #1 #5 #6								

Intersection Performance Summary									
Lane	Group:	Adj Sat	v/c	g/C	Delay	LOS	Approach:	Delay	LOS
Mvmts	Cap	Flow	Ratio	Ratio					
EB	L	446	1164	0.688	0.383	14.8	B	12.9	B
	TR	613	1600	0.346	0.383	10.1	B		
WB	L	346	902	0.341	0.383	10.2	B	9.9	B
	TR	616	1606	0.232	0.383	9.6	B		
NB	L	419	1770	0.754	0.383	12.9	B	8.8	B
	TR	1879	3636	0.265	0.517	6.2	B		
SB	L	187	623	0.161	0.300	11.8	B	14.4	B
	TR	1102	3675	0.620	0.300	14.5	B		

Intersection Delay = 11.6 sec/veh Intersection LOS = B  
Lost Time/Cycle. L = 9.0 sec Critical v/c(x) = 0.725

***APPENDIX D***  
***Queue Storage Length Calculations***

***Required Queue Storage Length  
Intersection of Houston Road and Hansel Avenue***

Eastbound Hansel Avenue (60 sec. cycle)

•Left Turns = 276 Vehicles

$$276 \text{ v/h} \div 60 \text{ c/h} = 4.6 \text{ v/c} = 5 \text{ v/c}$$

5 v/c requires 200' Queue Storage Length

•Through + Right = 191 Vehicles

$$191 \text{ v/h} \div 60 \text{ c/h} = 3.18 \text{ v/c} = 3 \text{ v/c}$$

3 v/c requires 150' Queue Storage Length

BOONE COUNTY PLANNING COMMISSION  
BOONE COUNTY ADMINISTRATION BUILDING  
COURTROOM 3A  
July 24, 1996  
7:00 P.M.

PUBLIC HEARINGS

Commission members present: Mr. Bailey, Mr. Caddell, Mr. McKinney - Vice Chairman, Mr. McMillian, Mr. Millay, Mr. Neltner, Mr. Ries, Mr. Rush, Mr. Viox - Chairman, and Mr. White.

Mr. William Viox, Chairman, called the meeting to order at 7:05 P.M.. The Chairman advised that the Committee Meeting for the items on the Agenda this evening will be on August 12, 1996 at 4 P.M. in the second floor conference room and these items will be on the Agenda for the Business Meeting on August 21, 1996 at 8 P.M.. Following an explanation of the Public Hearing process, Chairman Viox introduced the first item on the Agenda:

1. Applicant: Peter S. Battaglia, LJB Engineers, Inc. for St. Luke Community Foundation Inc. (owner)

Request: Change in Concept Development Plan and Zoning Map Amendment

The request of Peter S. Battaglia, LJB Engineers, Inc. (applicant) for St. Luke Community Foundation Inc. (owners) for a Change in Concept Development Plan within a Commercial Two/Planned Development (C-2/PD) Zone, and a Zoning Map Amendment from Recreation/Planned Development (C-2/PD) for four acres of the site. Both applications are for a 21-acre site located on the northwest corner of the intersection of Houston Road and Hansel Avenue, Florence, Kentucky. The request is for a Change in Concept Development Plan and a Zoning Map Amendment to allow a multi-user retail development.

Staff Member Kevin Wall presented the Staff Report which included a slide presentation (see Staff Report). Mr. Wall noted a correction to Page 11 of the Staff Report, line 8, that "Fiscal Court" should be "Florence City Council".

The Chairman asked for the applicant's presentation.

Attorney Gerry Dusing stated that he was representing Continental Properties (the proposed developer) and Target Stores. He introduced Mr. Kurt Krall, a principal with Continental Properties; Mr. Jay Lange, an attorney with Lange, Quillen & Powers, representing St. Luke Hospital and St. Luke Hospital Community Foundation, who are the potential sellers of the property; and Jack Gartner with GBBN Architects.

Mr. Dusing presented an exhibit and stated that in 1990 and in 1993 the Planning Commission saw this property. He stated that Mr. Carroll submitted a Master Plan for the site, and in 1993 he sold this property to St. Luke. The Master Plan shows this property for medical related uses. He stated that they have had several pre-application conferences with the Staff in regard to the history of the site and the specific concerns relative to the Houston-Donaldson Study. They believe this is an appropriate use in the context of what has been approved in the past and what is envisioned for the future. He indicated their site (outlined in red) on the exhibit. He stated that in 1992 the Houston-Donaldson Study envisioned pedestrian walks and park-like settings, but in reality it is a small 21-acre piece of property. He indicated the proximity of the property to the race track. He indicated the area which has been approved for a major hotel/convention center complex as part of the Master Plan. He stated that the medical use for the site has not worked out. The site is near Turfway Road and the restaurants in the area, as well as HomeQuarters, Sam's, Wal-Mart, Bigg's, a bank, other retail, commercial and hotel uses. He indicated the Citicorp site and also the Marydale site, which is zoned office and high density residential. He stated that they are completely surrounded by high intensity commercial uses. Seventeen acres of the site is zoned C-2, and they have incorporated a zone change because four acres of the site is Recreational, which was not part of Mr. Carroll's Master Plan.

Mr. Jack Gartner presented the next exhibit which indicated the site and the location of the buildings, parking, and landscaping being proposed. He indicated the principal entrances to the site, which are off the secondary streets. He stated that the principal reason for the right-in/right-out is to allow easier flow of traffic in and a vista point to allow entrance to the site. He stated that the landscaping plan is very adequate and respects the Staff Concerns. The site for the Target Store is approximately 123,000 square feet, and the other sites are 26,000 square feet, 30,000 square feet, and 53,000 square feet. The site slopes from the southeast to the northwest and will be graded. There is a large mound right on Houston Road which will be removed. They have studied the drainage and the need for retention, and they are satisfied that it is properly designed. He stated that the principal access is not off Houston Road, but they want access off Houston Road to allow the ease of in and out. The decel lanes could be lengthened if necessary. He indicated the berming and landscaping and stated that there is a pedestrian connection between the shops and the proposed parking areas. He stated that they have not attempted to design the project at this point -- not until some of the other tenants are determined. He stated that the site is adequately landscaped. It is a retail site now and they are asking for an extension of the retail site. He does not think the pedestrian-oriented or office market exists. He displayed drawings of the elevations. He stated that the plan is responsive to the community there. The sides of the building are important to the view from the race track and restaurant sites, and consideration is being given to their architectural character and content.

Mr. Dusing reviewed the exhibit and indicated the proposed location of the Target Store, the convention center/hotel complex, the race track, Bigg's, Houston Road, and other uses in the area. He stated that they are committed to four-sided architecture. He stated that they have met with a principal of the race track. He stated that there is no outdoor uses with Target, as compared to HomeQuarters across the street with their lawn and garden operation. He stated that those uses will not exist on this site and that can be made a condition. He stated that the dock/service area at the rear of the Target building will be walled and protected from view. A tenant for the property is Home Place, which is upscale soft goods, and the other two retailers are not yet committed. He stated that they are in excess of the minimum requirements of the Houston-Donaldson Study and have 22% - 23% green space. The parking is broken up, but configured for easy visibility and safe corridors. The right-in/right-out on Houston Road will be a big asset with an adequate decel lane, which will help the flow on Houston Road and pass-by traffic. He stated that they just got a letter from the Highway Department which says that the curb cuts need to be 600 feet from the intersection -- but they have been modified and waived depending on how they will impact pass-by traffic. They are willing to work with the access to get it 600 feet from the intersection, or where the Highway Department will approve it. They are willing to talk in Committee about the decel lane, which is an asset to the site and to Houston Road thru traffic. He stated that the criteria should be "how will it impact the public and other people off the site?". He stated that the traffic impact is less than what is approved now. The proposed development is visually attractive and takes into account four-sided architecture, berm, and landscaping. He stated that with computer technology they will show the Planning Commission what the building will look like with the landscaping in place from all four corners of the compass.

Mr. Gartner stated that they did not show signage. They expect to have one sign like Bigg's does. It will be a Bigg's-type sign at the corner of Hansel and Houston Road. He presented a picture of the sign. He submitted computer imaging showing the buildings, landscaping, and parking. He noted that the buildings retain a low profile and are in some instances difficult to see due to the landscaping.

Mr. Costello questioned if the pictures are based on the elevations. Mr. Gartner advised that there is a mound of dirt there and they had to go up onto it to be able to see the race track. He showed another computer image scanned from a photograph and noted St. Luke Hospital and the rear of the Target Store from the race track. He presented a graphic taken from Bigg's showing the rear of the three-building complex.

Mr. Jay Lange, attorney representing St. Luke Hospital and the St. Luke Hospital Foundation, stated that the Foundation is sponsored by St. Luke Hospital. He stated that St. Luke purchased the old Booth Hospital in 1989, and in 1991 they bought 21 acres from the Turfway Racing Association adjacent to the hospital campus. They then developed a concept of uses -- a medical village with office space and retail -- and got that plan approved by the Planning Commission and the City of Florence. He stated that there were political changes to health care in 1992-93 in regard to

managed care. The national health care delivery system was a major change for the doctors and was not a "fee for service" medical delivery system, and dictates large groups of primary care physicians. The 2, 3, and 4 physician offices are a thing of the past and, therefore, they lost the opportunity to develop the site as a medical village. They did a site evaluation of the old Booth Hospital site and the 21-acre site to determine its best use in relationship to the hospital, and their determination was that they did not need the 21-acre site and have adequate space on their 48.5-acre campus to build a new medical office building connected to the hospital. They made the property available for sale and entered into an agreement with Continental Properties. He submitted a letter from John Hoyle, Senior Executive Officer of The St. Luke Hospitals, indicating that the plan is supported by their Board (see Exhibit 1). Mr. Lange stated that he has represented the hospital for 20 years and it is in the best interest of the hospital and the foundation to sell the property and develop it as proposed by Continental Properties.

Mr. Dusing stated that St. Luke's Board and executive officers endorse the plan, and they would not endorse anything that would negatively impact their ability to provide health care to the community -- which includes accessing ambulances and the traffic, which was all taken into account.

Mr. Norman Brody with Target Stores stated that his office and his home are in Minneapolis. He stated that Target intends to open six stores in the Greater Cincinnati/Florence, Kentucky market in the next 18 months. This store will be the southern spoke of the hub that will cover the entire market. He stated that they are a division of Dayton-Hudson Corporation (the parent of Marshall Fields) and have soft lines similar to McAlpin's. They have home furnishings and carry brand names. They do not have a garden center or an auto center. He stated that they have fashion shows in New York City to present their soft lines to the fashion industry, and their clothing has been in Vogue and Glamour. It is an upscale shopping environment. He stated that they have 700 stores currently. The Dayton-Hudson Corporation has annual sales in excess of \$22 billion. They are opening near Eastgate Mall, Tri-County, Northgate, Western Hills, and Florence. He stated that there were many available sites in the Florence market area, including sites at the mall, but they rejected them due to location, access, or size. Two sites also rejected were in proximity to Meijer's/Kohl's/Media Play and next to Bigg's. They felt there were visibility issues in regard to the Bigg's site and competitive issues. They wanted to be located in a project that would differentiate them from the other retail there -- they did not want to be compared to Wal-Mart, Sam's, or Meijer's -- but with upscale retail like Home Place. He stated that they like this site because of the access off Houston Road and the two traffic lights to avoid traffic congestion on the site. The size and configuration of the site was a manageable scale. It is not their goal to kill the competition and they can co-exist. He stated that people want to have choices and the Florence market deserves an upscale retailer.

Mr. Brody stated that every one of their stores purchases about \$200,000 worth of supplies from the local community and they will purchase store supplies from the local retailers. They add jobs and have a corporate giving program. They give back to the community 5% of their pre-tax

profit. They give the funds to fine arts organizations and to social action programs that strengthen and protect families (such as shelters for battered women). They have an on-going program to employ physically challenged people and have a special jobs program for them. They give \$1.5 million to high school seniors for scholarships and in 1995 they gave 1,200 scholarships. They have sponsored Habitat for Humanity since 1993 and have built 100 homes in the communities where they have stores. They encourage volunteering within their organization. They operate differently from other retailers both from a merchandising standpoint and in what they give back to the communities.

Mr. Dusing advised that Target will own the site and not just rent from the developer. He submitted a letter from Mr. Brody to Mr. Kevin Costello addressing why this site was chosen as opposed to the Bigg's site which was already zoned (see Exhibit 2).

Mr. Steve Brandt with the Linder Company, representing Target and Home Place, stated that Home Place is a chain started in 1994 by the founding fathers of Office Max. They will have about 60 stores at the end of their Fiscal Year on January 31, 1996. Like Target, they will have additional stores on Fields Ertel Road, at Tri-County, and at Florence. Home Place is a chain of fashion home stores offering a complete selection of domestic merchandise and home furnishings. He presented an exhibit of their store.

Mr. Dusing introduced Jack Gehrum, traffic engineer, whose firm did the traffic analysis for the Houston-Donaldson Study in 1992.

Mr. Gehrum submitted a traffic analysis (see Exhibit 3). He stated that the traffic study they did is in the Staff Report. He stated that there are three types of trips -- Primary Trips (made specifically to that generator), By-Pass Trips (attracted by the generator from passing traffic), and Diverted Trips (vehicles already in the area and attracted to this activity). He stated that there were references to this area being office/commercial. He stated that office is a big primary trip generator. Commercial draws heavily from the existing stream of traffic. He stated that the retail that is being proposed creates very few primary trips and relies on the fact that there are already people passing in front of the area (about 15,000 a day), and there is already retail-drawn traffic in the area. He stated that the diagram (Exhibit 3) tries to show how they think traffic will access the site. 46% of the traffic is from the north, 3% is from Bigg's and the hospital, 5% is from Hansel Avenue from the west, and 46% is from the south. He stated that they try to use the same techniques for all of their studies -- the ITE Trip Generation Manual was used for the Houston-Donaldson Study and is being used here. He stated that Target has indicated that they draw about 9% of the peak hour traffic into their store, which would be about one-half of the ITE number. Mr. Gehrum stated that the second page of the submittal is a comparison of the Carroll plan, the hospital plan, and the proposed plan. He stated that the proposed plan is all retail and the AM peak is significant. The PM peak is not significant. He stated that all of their trips are from the same source -- the same source that has been used in all of the studies. They tried to use the traditional methods of analysis and look at the level of service using standard techniques. He stated

that it is an acceptable design criteria to design for level of service "C". The existing intersection is at "B" during the peak hour, and when this project occurs, they retain that level of service. He stated that there are issues regarding the right-in/right-out. He stated that he met with the state as this area has a partial access control and accesses are limited to 600-foot spacing. The two intersections there are basically 1200 feet apart, which says that there is consideration for another access point between them. He stated that what they presented to the state and in their plan is the latest in design for right-in and right-out. It provides islands that prevent left turns. It meets the design criteria and they will be able to work with the state. He stated that if they look toward not having that access and the two signalized intersections, then Hansel becomes the primary access point and it could become overloaded. He stated that the road referred to as "Bigg's Drive" is basically a private roadway and it would not be best to rely on it as the only alternative access point to his development.

Mr. Gehrum stated that this project does not cause any substantial reduction in the level of service. It is comparable to other proposals that have been made and is better during the heavy peak hour. The project comes with an improvement to Hansel and the intersection to be sure the left turns can be accommodated. It provides limited access to and from Houston Road and minimizes impact on the Turfway Park entrance, which is a private road for a specific function. The project maintains available capacity for the northern area developments along the corridor.

Mr. Dusing stated that there have been two Comprehensive Plan approvals on this site and questioned how this proposal compares to what is approved in regard to the traffic and visual impacts on the outside borders of the project. He stated that the submitted handouts tell the story on traffic -- it is approximately the same impact as what is there and less in some instances. He distributed and reviewed a handout which compares the St. Luke plan to their proposal (see Exhibit 4). He stated that their green area is on the interior and heavily on the perimeter so that the impact on the surrounding property is diminished. He stated that the Staff Report talked about big box mentality, as opposed to the medical office village. He stated that this is the type of use originally envisioned on Houston Road. There is a gorgeous office complex coming with Citicorp, and Marydale is zoned office with some high density residential. He stated that they are entirely compatible with what is existing around them. The area of Office Max and Media Play was originally an office complex, but there is no market. As recently as 3 or 4 years ago, there were many individual doctors' offices in Florence, but now there are two groups. Because of the economy, doctors have to be part of a big group to get paid -- managed care, so they no longer build individual offices. He stated that there is an existing sidewalk on Houston Road in front of the site and on Hansel. There is pedestrian access on the site to get from your car to the store. He stated that he does not understand pedestrian access management to the site -- no one would encourage it and there are no houses nearby -- where would the pedestrians come from? He stated that people would not tell their child to walk down Houston Road or ride their bicycle to Target. He stated that pedestrian access can be coordinated with the race track and the hotel/convention center development across the street. He reviewed the criteria and stated that he was surprised to find

that the Comprehensive Plan Land Use Map for this narrow strip was changed. He stated that there was a plan approved in 1994 for office/retail. He stated that the recreational Comprehensive Plan land use for that frontage on Houston Road is inappropriate -- a zoo or multi-screen theater, which are permitted uses in Recreation, are not wanted there. He read the findings of fact from the Committee Report for the St. Luke's Plan in 1993: 1) The proposed uses and submitted Concept Development Plan generally meet the Goals and Objectives of Planned Development and will serve the employment uses identified in the Houston-Donaldson Study and in existence in the study area. These uses are service related and are designed to protect the employment character of the area and the existing recreational facility adjacent to the site; and 2) The proposed uses and building intensities are comparable to the previously approved concept development plan and the traffic generated by these uses are approximately the same as the previous concept development plan. He stated that they meet those findings of fact. They are consistent with the goal of protecting the employment nature and character of the area and supply service related use for retail shoppers. Their intensities and traffic are comparable with the previously approved plan.

This concluded the applicant's presentation. The Chairman asked if there was anyone else present who wished to speak for or against the request.

Attorney Jim Dressman submitted a Position Statement (see Exhibit 5) outlining the position of Turfway Park Racing Association, an immediate neighbor to the site and most impacted by this change in use. He stated that Turfway Park has become a nationally recognized horse racing facility with weekly purses exceeding \$1 million. He stated that it is important for the Planning Commission to protect them as a tourist attraction. He stated that the subject property was acquired from Turfway Park several years ago, one of the reasons being the concern expressed at Turfway that St. Luke would become landlocked for development and it was consistent with what they were told was the interest of this Commission. The mixed use development was compatible with the front yard atmosphere that Turfway Park was interested in having and he hopes the Planning Commission shares the interest in preserving it. He stated that it was made a condition of the Bigg's development that they maintain a significant setback and dense tree buffering to the rear to shield the back of a box like store from traffic going down I-75. He stated that the Planning Commission should have a much stronger interest in preserving the back of a box type user facility with respect to a national tourist attraction that is a major generator of revenue to this community. He stated that they were forced to maintain the buffer, which has become a marketing inhibitant, but this development can be allowed to go forth with the meager buffers proposed. He was not impressed with the pictures of the landscaping on the back and sides, and the box building was very visible from Turfway and the Turfway entrance. He stated that the Target representative indicated that they chose this site for its visibility, but Mr. Gartner indicated that it would be virtually invisible because of the landscaping -- which is inconsistent. He stated that the visitor to Turfway will see the back of a box store and the 15-foot trees will not hide it. The trucks will come in and out. There will be a false wall in back of an operation with a lot of activity. He stated that if the intensity of the use is approved, the Planning Commission will have a very difficult time sustaining the mixed

use attitude that was made very clear to Turfway. He stated that they have other property they have reserved for use that would be conducive to the mixed use environment they were told would be a requirement of this area. If the rules are changing, then they should be applicable to all of the land owners in this area. He stated that their biggest concern is that they are losing what they thought would be a front yard type development and are being surrounded with the backs of box-type development -- when they are reaching national audiences on ESPN twice a year and are trying to promote the track. They do not believe this is a compatible use.

The Chairman asked if there was anyone else present who wished to speak. There being no response, he asked if there were any comments from the Commissioners.

Mr. McMillian noted that the statement was made that it is upscale type merchandise, but it was said that they did not want to be by Bigg's because it was competitive with the merchandise. He stated that Bigg's is not an upscale store.

Mr. Brody stated that Bigg's sells soft lines -- clothing, linens, and housewares, which Target also has -- but Target carries better quality merchandise than is typically found at Bigg's, Meijer's, or Wal-Mart.

Mr. McKinney stated that the data in the traffic study was compiled by reviewing traffic patterns on Sunday, Monday, and Tuesday. He questioned if that is the most accurate time to review traffic in that area. He questioned if Friday and Saturday should be included in a traffic study for a project like this.

Mr. Gehrum stated that they have counts on Saturday as well, but the whole analysis was based on the largest numbers that occur -- which occur on the weekday. He stated that it is a standard process and the theory is that you solve the problem for the largest time and work through all of the remaining ones.

Mr. Neltner stated that the Planning Commission liked the plan proposed by St. Luke, but he understands what was said about managed care and the market changing. He asked if St. Luke is anticipating the potential for developing one or more sites for managed care units.

Mr. Lange stated that the office building is a 60,000 square foot building on the property that would serve several large physician groups and specialty groups. They have 3 or 4 other building sites available on the campus that would accommodate a large office building for a managed care company that would want to locate on their site, but managed care companies prefer to be independent and it is unlikely that they would have a managed care company. They could have an industrial medicine site and other various ancillary uses. He stated that they have identified several sites where they could have a fairly large building.

Mr. Neltner questioned the percentage of their site that could be available for future office use. Mr. Lange stated that they are using a little over 50% of their site.

Mr. Bailey questioned to what store Target would be comparable. Mr. Brody advised that their merchandise would be similar to McAlpin's.

Mr. Bailey questioned the average number of daily trips for this store.

Mr. Gehrum stated that he would provide that information, but did not have it with him. He cautioned that there are different types of traffic, and just saying that 600 is more than 400 is not a true way of analyzing the trips.

Mr. Bailey questioned where the traffic will exit the interstate -- would they be coming from Commonwealth or from the Florence and Houston Road area. He noted that it would be more congested if they were to come through that intersection.

Mr. Gehrum stated that traffic from the north would be better off to access through the northern interchange area. He stated that if you are at Meijer's and want to go to Bigg's, you would go through that intersection. It is difficult to predict how many people will pass through. Given a choice, they would prefer the traffic not go through there, and certainly not at the peak time.

Mr. Bailey stated that with more commercial development, he can see more traffic volume at the intersection, which is one of the main concerns.

Mr. Gehrum stated that that traffic would occur from any development -- even from office. Mr. Bailey responded "not as much".

Mr. McMillian stated that a decel lane is shown on the plan and questioned why they do not have an acceleration lane.

Mr. Gehrum stated that it was not shown on the plan because it is a right-turn lane as you come out and you cannot accelerate into a right-turn lane. Mr. McMillian stated that you accelerate to get into the flow of traffic -- when you pull into traffic you accelerate to keep up with it. Mr. Gehrum stated that it is a right-turn lane.

Mr. Ries asked if there are any Target Stores in existence. Mr. Costello advised that the closest one is in Middletown. Mr. Ries asked that pictures -- exterior and interior -- be provided to the Committee. Mr. Dusing advised that that is a small market store and would not be a comparison. He stated that they can provide pictures of what this site will be.

The Chairman asked if there was anyone else present who wished to speak. There being no response, he recognized Mr. Dusing.

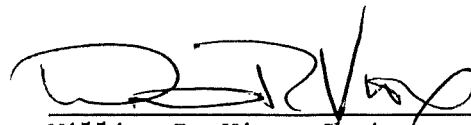
Mr. Dusing submitted a deed. In response to Mr. Dressman's comments, he stated that they have worked long and hard and have met with Mr. Simendinger, a principal of Turfway Park, in designing this site. He stated that they have four-sided stores to protect the Bigg's Road entrance to Turfway Park with enhanced berming and landscaping, which is represented by the renderings. He stated that he did not notice a buffer

between the movie theater and Turfway and this is much better -- but the difference is that they got money for that sale or lease. He stated that Turfway Park did not sell the tract out of concern for the hospital, but for \$3,087,000. He stated that Turfway cannot be heard to complain with the protection they are providing when you look at Page 2 of the deed. Besides getting the \$3 million, they made a great deal -- and he read from the deed that the conveyance is subject to restrictions that the property not be used for bank, retail, or commercial except for medical related . . . without prior written consent of grantor for at least five years or until there are only seven acres or less left . . . . He stated that Turfway presented a plan of 100% retail in 1990, but then chose to sell the property and take the money and had a five-year head start to develop the hotel/convention center or other commercial on the site. He stated that Turfway could have kept the site. They cannot have it both ways.


Mr. Dressman stated that \$3 million was considerably less than what Turfway had been selling property to others for and was a concession to the user. Could they have prevented this type of use forever, they would have done that. He stated that it is unfair to say this was an act of greed -- it was part of an overall plan to accommodate the interest of the Planning Commission and St. Luke's claim that they were landlocked, and at the same time preserving their front door. He stated that St. Luke is the only medical institution in Boone County. There is a growing population and it will be landlocked. He stated that there was not managed care in 1993 when the plan was adopted. He questioned "traditional managed care would not locate at this location". He stated that it is hard to establish a tradition in the medical industry in three years. He stated that there will be different perspectives in a few years when there is one medical institution in this community that is landlocked with this development.

There being no further comments, the Chairman closed this Public Hearing and called for a short recess.

APPROVED:

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

Attest:

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



P.H. JULY 24, 1996  
EX 1

July 1, 1996

Mr. Kevin Costello  
Executive Director  
Boone County Planning Department  
2995 Washington Street  
Burlington, Kentucky 41005

RE: St. Luke Community Foundation, Inc.  
21 Acre Tract Houston Road, Florence, Kentucky

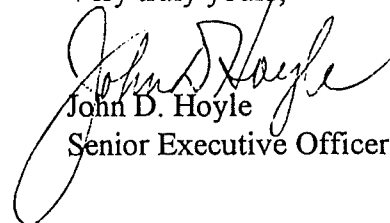
Dear Mr. Costello:

In my capacity as Senior Executive Officer of The St. Luke Hospitals, Inc., I would like to formally advise you that the Hospital supports the zoning application of Continental Properties for the above-mentioned site which is adjacent to St. Luke Hospital West.

The Hospital purchased the 21 acre site approximately five years ago in anticipation of future land needs of the Hospital including the possibility of developing a medical office village on the rear portion of the property. In approximately 1992, there was a dramatic change in the health care delivery system in this country which began to focus on health maintenance organizations which encouraged the formation of large physician groups. Due to this significant change in how health care is delivered, physicians became reluctant to make financial commitments to establish small group practices which greatly decreased any interest in building small medical office buildings. Furthermore, the trend for physician office space is to be attached to the hospital to make the hospital more accessible from the doctor's office.

Based on the foregoing, the Board of Directors of the Hospital determined that there was not any need to continue to hold the 21 acre tract for future development for health care purposes and, accordingly, decided to sell the land which is titled in the name of the Hospital's Foundation.

Very truly yours,

  
John D. Hoyle  
Senior Executive Officer

P.H. July 24, 1996  
EX 2.



June 13, 1996

Mr. Kevin Costello  
Executive Director  
Boone County Planning Department  
2995 Washington Street  
Burlington, KY 41005

RE: Target Stores - Florence, Kentucky

Dear Mr. Costello:

Kurt Krull has asked me to address some issues regarding the site we have selected in Florence, Kentucky. Obviously, in our evaluation of several available sites in the Florence, Kentucky market, many factors were considered. Several available sites were rejected due to size, location and/or access.

Two of the sites that we considered and rejected are in the proximity of the Houston Road - Hansel Road site. These are the sites near the Meijers/Kohls/Media Play and the site next to Biggs.

The Meijers/Kohls/Media Play site was rejected for several reasons. Among them are the following:

- 1) The size of the Meijers building dwarfs even a 122,000 square foot building situated at the rear of the site.
- 2) The only full movement access is at the traffic signal near the Meijers store which requires Target's customers to pass by Meijers. This was unacceptable.
- 3) Visibility to Interstate 75 was an issue due to the possibility of the future construction of a multi-story office building between the site and Interstate 75.

As to the Biggs site, it was rejected due to the following:

- 1) It has no visibility to Turfway.
- 2) The site is below the Houston Road street grade.
- 3) Competitive issues because of similar merchandise mix between Biggs and Target.

None of the negatives outlined for the previous two sites are present in the Houston Road/Hansel Road site.

- 1) Access is directly off Houston Road through two traffic signals.
- 2) The site size and building configuration are optimal.
- 3) There is a view corridor from the site to Turfway, and the potential monument signs available only enhance the other positive features of the site.

Hopefully I have answered your concerns, however, if you want to discuss this matter further, please feel free to call me at 612/304-4550.

Sincerely,



Norman M. Brody  
Regional Real Estate Manager

NMB/ljb

cc: Kurt Krall

P.H. #1  
7/24/96  
EX 3

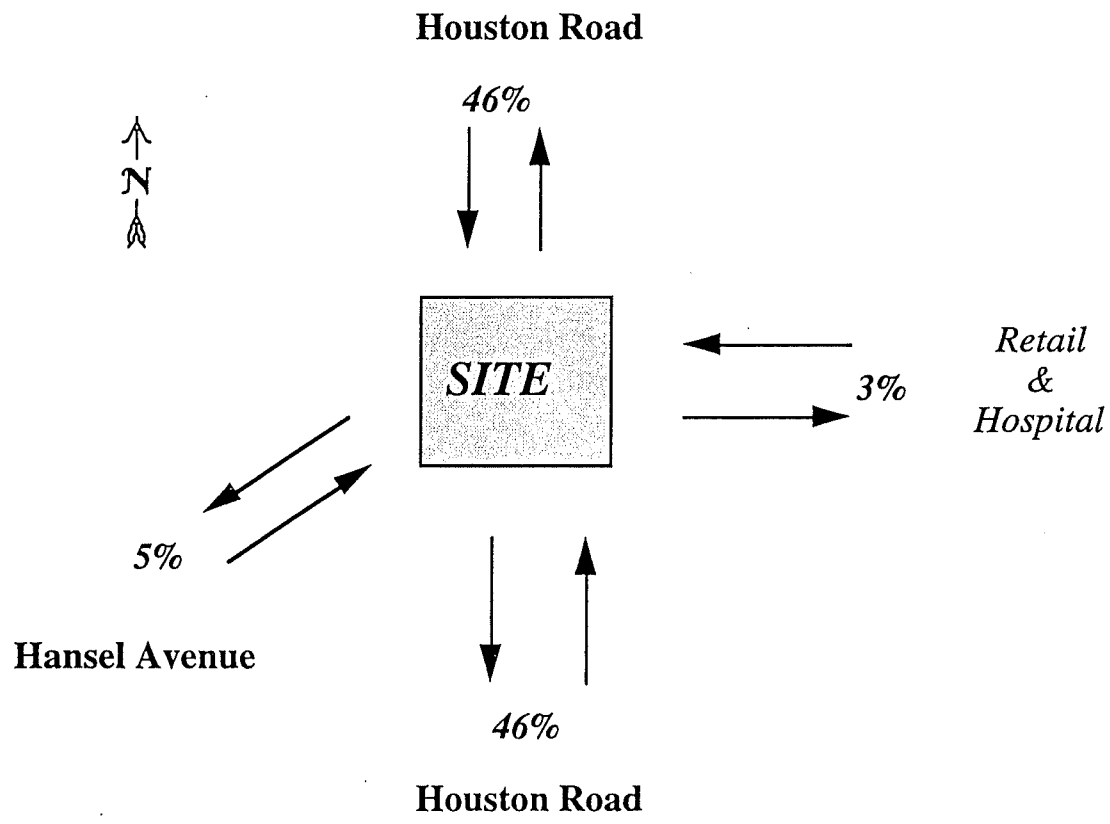
# Forecast Trip Generation Proposed Retail Development *Houston Road*

## *Type of Trips:*

1. *Primary Trips* (specific trip to generator)
2. *Pass-By Trips* (attracted from passing traffic)
3. *Diverted Trips* (attracted from area retail)

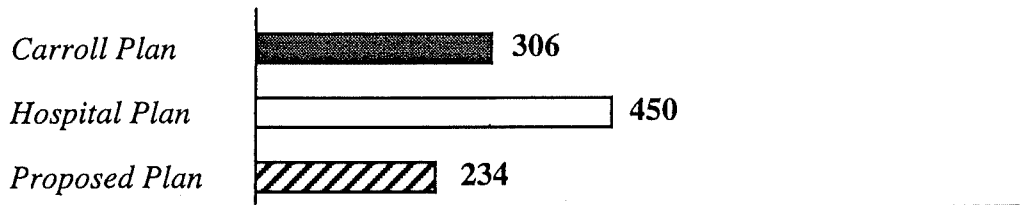
The proposed development creates very few primary trips during the Weekday Peak traffic hours.

## *Trip Distribution:*

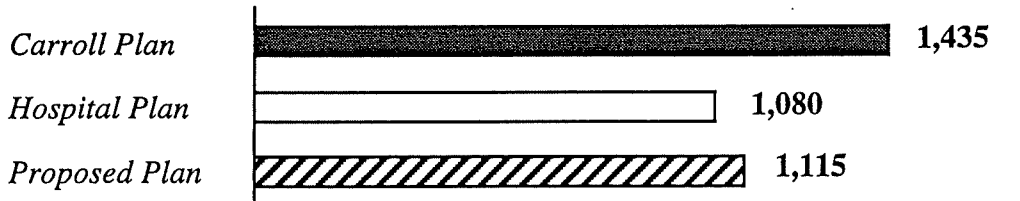


## **Comparison To Previous Plans** Traffic Generation *Houston Road*

### AM PEAK HOUR



### PM PEAK HOUR



### *Level Of Service (LOS):*

- Acceptable Design = "C"
- Existing Intersections = "B"
- Opening Day Project = "B"

### *Implemented Project:*

- No substantial reduction in LOS
- Comparable to other proposals
- Improvement to Hansel Avenue
- Limited access to/from Houston Road
- Minimize impact on Turfway Park Entrance
- Maintains capacity for northern area developments

**Gartner, Burdick, Bauer-Nilsen, Inc.**  
**Architecture, Interiors, Planning, Engineering**  
 401 East Court Street, Cincinnati, OH 45202  
513-241-8700  
 6948 Oakwood Drive, Florence, KY 41042  
606-525-8700

C PH #1 7/24/96  
EX 4  
**GBBN**

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Job Name: CONTINENTAL PROPERTIES, INC. Job No: 2639  
Date: 7-24-96  
By: GBBN

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HISTORY OF SITE

October 27, 1993

St. Luke Hospital, Inc. (Applicant & Owner)  
Proposed Development: Retail Office & Medical Office Development

Site I to II                      21 Acres                      195,000 SF                      824 Parking Spaces

Existing Zoning:              C-2/PD & R/PD  
Proposed Zoning:              C-2/PD

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July 24, 1996

Continental Properties Company, Inc.  
Proposed Development: Retail

Park Race Commons: 21 Acres                      232,000 SF                      1000± Parking Spaces

Existing Zoning:              C-2/PD & R/PD  
Proposed Zoning:              C-2/PD

P.H #1  
7/24/96  
EX 5

## POSITION STATEMENT

TO: Boone County Planning Commission

FROM: James A. Dressman, III, attorney for Turfway Park Racing Association, Inc.

RE: application of Peter S. Battaglia, LJB Engineers for St. Luke Community Foundation, Inc. (owners)

LOCATION: Houston Road at Hansel Avenue, Florence, Kentucky

ZONING: Commercial Two/Planned Development (C-2/PD) and Recreation/Planned Development (R/PD)

DATE: July 24, 1996

REMARKS:

Turfway Park Racing Association, Inc. (Turfway Park) favors the development of neighboring property to the southeast as a medical office campus with limited commercial uses. Turfway Park supports the community's vision for the area as reflected in the Houston-Donaldson Study (HD Study), which serves as the Comprehensive Plan for the area. This study is significant because KRS 100.213 outlines the criteria by which a Commission must review zone change requests and changes in concept development plans. In particular, the Commission must determine whether the request is in agreement with the adopted Comprehensive Plan. If not, the applicant must show that the existing zoning is inappropriate and the proposed zoning is appropriate, or that there have been major changes not anticipated by the Comprehensive Plan. The existing plan for a medical office campus is in agreement with the HD Study; the existing approved uses for the site are appropriate; there have been no major unanticipated changes. Thus, Turfway Park is opposed to the above referenced commercial application for a Change in Concept Development Plan and a Zoning Map Amendment, and as support for this position offers the following:

### I. History / Background

- A. The Planning Commission, when approving Turfway's former commercial plan for the site, recognized that "some of the proposed uses will *help maintain the employment character of the area* as outlined in the HD Study. These uses are *service related* and are *designated to protect the employment character of the area.*" (see October 3, 1990 Committee Report). The proposed plan provides no employment-type uses, only more commercial.

Position Statement

July 24, 1996

Page 2

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- B. This Committee Report further states that the some of the uses proposed, such as the convention center and hotel, were compatible with Turfway Park ***“and appropriate due to the presence of Turfway Park, a major recreational facility in Boone County and in Northern Kentucky.”*** Thus, the Commission recognized (and continues to recognize) the importance of Turfway Park to the region. In fact, Turfway is the ***seventh-leading tourist attraction in the entire state*** (see attached fact sheet).
  
- C. Jay Lange, counsel for St. Luke, stated at the October 27, 1993 Public Hearing, that “they want a ***campus-like appearance*** coordinated with the hospital property, and then flowing into the ***office park***. . . They ***bought the property to protect their interest*** in the area and hope to use it for ancillary uses. There may be HMO, office campus, clinics or outpatient facilities. The 21-acre site would give health providers the option of being on the campus or adjacent to the campus.” (p. 1, minutes). Lange compared St. Luke’s proposal to “the Thomas More situation” (ie. St. Elizabeth Medical Center and surrounding developments). (p. 3).
  
- D. Commissioner William Bailey said of the hospital’s current plan ***“that this kind of development falls more in line with what is called for in the HD Study — a mixture of commercial and office — and this goes in that direction. It will direct less traffic in an area where we need developments that attract less traffic. He believes this is the type of development we want there.”*** (p. 4)
  
- E. The approved November 17, 1993 Committee report for St. Luke’s plan recognized that the mix of office and commercial uses complies with the HD Study and that “these uses are service related and are designed to ***protect the employment character*** of the area and ***the existing recreational facility adjacent to the site.***” (ie. further recognition of the significance of Turfway Park).

II. Comprehensive Plan

- A. The request does not comply with the 1996 Boone County Comprehensive Plan Future Land Use Map, which labels this property as Recreation (R). Obviously, commercial strip centers are not anticipated by this map to be located on such lands.

The Future Land Use *Text* refers to the HD Study for discussion of future land uses in the area. (see §II. below for review of the HD Study). The text of the Comprehensive Plan does, however, state: “The ***Turfway Park Racetrack should remain***; property to the east, along I-75, should develop in a ***mixed office and***

## Position Statement

July 24, 1996

Page 3

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*commercial manner compatible with the racetrack.*” The proposal does not provide the mixture of uses contemplated, either on-site, or in the general area. Instead, the proposal only provides for a continuation of the trend of discount commercial. The trend for office uses, now begun with the approval of Citicorp to the north, should be the development trend for this end of Houston Road. Office development (such as that which is currently approved for the site) will provide the mix of land uses which is compatible with the racetrack.

Also, “. . . the land uses planned for the Houston-Donaldson Study area should reflect *an employment district* (note: office zoning is an ‘employment district’; commercial zoning is not) and be sensitive to the traffic limitations of the Turfway Interchange area. As recommended in the Study, major improvements will be necessary to the road system within the Study area.” (p. 226). The proposal reflects a continuation of commercial districts, not an employment district (or even a mix).

- B. Objectives of the Comprehensive Plan include: “Boone County shall strive to achieve a *diversity and balance* in competing land uses.” (p. 4); and, “[t]he large scale mixing of commercial and non-commercial uses shall occur in planned developments or in areas where consideration has been given to assure compatibility with surrounding land uses.” (p. 7) The proposed development is not compatible with Turfway Park, and does not provide the diversity of uses for the area (as does the current St. Luke Concept Plan).
- C. Finally, the Comprehensive Plan explains that the HD Study recommends “an employment district which would include a *mix of office, commercial, and industrial uses* . . . with a preferred emphasis on office development along I-75 and high-technology uses west of Houston Road.” (p. 226). There is no mix here, and there is certainly no preferred emphasis on high-technology uses!

### III. Houston-Donaldson Study

- A. The proposed concept does not comply with the HD Study. The current zoning for the site is Commercial Two with a Planned Development Overlay (C-2/PD). The text of the HD Study explains that “. . . 21 acres (of the original 123 acres) have been sold to St. Luke West Hospital *for medical services expansion.*” (p. 35) The HD Study explains that the original 123 acre site has been approved for a *mixed use development*. That previous approval included a convention center and entertainment complex with a large commercial retail complex (ie. Biggs) on the east side of Houston Road. It is in this context that the Study mentions the 21

## Position Statement

July 24, 1996

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acres sold to St. Luke for medical services. Substituting strictly discount commercial uses for the currently approved mix of office and commercial uses will eliminate the mix of uses contemplated.

- B. At the time the HD Study was updated (April 1992), Turfway's plan for a commercial strip center with out-lots on this property was the "official" plan. However, it was widely known that St. Luke had purchased the property for medical expansion. (the purchase contract was signed March 1991). The HD Study reflected knowledge of this purchase, even though the hospital's Concept Plan wasn't approved by the Commission until November 1993. Knowledge of the purchase and of the hospital's plans for the site translated into the Study's recommendation that medical services should be provided here and obviously impacted the Commission's attitude with respect to other areas contained within the HD Study.
- C. Under the heading of "Recommended Uses/Zoning", the Study states that "the approved Concept Development Plan (ie. Turfway's plan) and building densities are accepted by this Study and represented in the Traffic Generation data." (p. 35) Turfway proposed 136,000 s.f. on 17 acres (8,000 s.f./ac.); St. Luke now proposes 232,000 s.f. on 21 acres (11,048 s.f./ac.) --- a difference of **96,000 s.f. of additional commercial floor area (3,048 s.f. more per acre)**. According to the October 1993 Staff Report, St. Luke's original (and current) office campus plan has 9,286 s.f. per acre.
- D. Under the heading "Access/Improvements", the HD Study recommends that a connection from Houston Road to the racetrack be a priority when the subject acreage develops. (p. 35). The map in the Study indicates this connection in the location of the existing road which serves as the northern edge of St. Luke's property. As designed, this road will become no more than a service drive for tenants of St. Luke's proposal. However, this road is, and will be, an important entrance for patrons of Turfway Park. The hospital's current approved office campus plan treated this road as a main entranceway for both the campus and the racetrack.
- E. The Introduction to the HD Study explains the goal of creating a "**distinct corridor area** in Boone County." (p. 3). The Goals & Objectives of the Study recognize the area as "one of the most important areas of Boone County to receive office and commercial development." (p. 6) Former Planning Commission Chairman Paul Kroger stated once that the HD area should be the "crown jewel" of Florence and Boone County. Turfway Park agrees, and has been doing its part

## Position Statement

July 24, 1996

Page 5

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for the area. Additional discount commercial will lessen the value of this "jewel" (especially when compared to what has been approved for the site).

### IV. Review of Submitted Plan(s)

- A. St. Luke's plans indicate that the finished floor elevation of Target will be *11 feet higher than Turfway's property*. Considering the fact that the building may be as high as 15 - 20 feet, that the building setback is only 50 feet, and that the building length is approximately *390 feet*, this structure alone will overpower and dominate the southeast end of Turfway's property. Further, the loading docks (and perhaps outside storage) are at the rear of this building.
- B. Landscaping proposed for the rear of the Target building, on the slope down to Turfway's property, is minimal at best --- five shade trees (each 15 feet high at planting, 65 feet at maturity), nine evergreens (each 6 feet high at planting, up to 60 feet tall at maturity), and four flowering trees (up to 8 feet high at planting, up to 25 feet at maturity). These will not "hide" or "screen" the Target building. Landscaping for the "strip center" and its loading docks is equally meager.
- C. The view of patrons entering Turfway from Houston Road will be of the back of the *525 foot long strip center*, with loading docks, possible outside storage, and minimal landscaping. The floor elevation will be roughly equal to the elevation of the street (at least up front; the road dips down about 10 feet toward the western end of the strip center). St. Luke proposes a *5 foot high berm only* at the rear of this structure.
- D. No sign package for this development has been presented. Does it conflict with Turfway's recently approved comprehensive sign package? Will it complement other signs in the area?
- E. Turfway Park has recently made many extensive and expensive (\$25 million) physical changes and improvements. Along with these physical changes has come a significant increase in the quality of horse racing at Turfway. The impact and importance of Turfway on the area, region, and state are growing. Turfway is a nationally recognized facility for horse racing with exposure from ESPN on Jim Beam Day and Kentucky Cup Day. During live racing meets, Turfway awards over \$1,000,000 weekly in purses (vs. \$200,000 per week at River Downs). What sort of tone, atmosphere or regional image will be conveyed by large discount commercial users in Turfway Park's front yard?

## Position Statement

July 24, 1996

Page.6

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- F. St. Luke's plan boasts 23% green space. Much of this is found in the parking lot, where trees will be planted in islands. This design cannot come close to the currently approved "campus" effect (which complements Turfway's facility).
- G. The design is nothing new, nothing imaginative --- parking in front, the building all the way back. One of the objectives of the HD Study is that "[c]ommercial uses shall be designed in an innovative manner that creates prominent landscaping areas." (p. 7) There are no such landscaping areas with this proposal. The only prominent features are more commercial structures behind a sea of paving.

### V. Additional Concerns

The design of this commercial center is inconsistent with the design, intent and future of St. Luke. Obviously, St. Luke is undergoing a significant construction project at the hospital, and has thus made a commitment to the area. This plan, if executed, will landlock St. Luke.

Thank you for your kind consideration of Turfway Park's position. We remain available to address our opposition to this request.

Respectfully Submitted,

James A. Dressman, III

BOONE COUNTY PLANNING COMMISSION  
BOONE COUNTY ADMINISTRATION BUILDING  
COURTROOM 3A  
BUSINESS MEETING  
September 4, 1996  
8 P.M.

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Mr. Michael McKinney, Vice Chairman, called the meeting to order at 8:15 P.M..

COMMISSION MEMBERS PRESENT:

Mrs. Judy Arnett, Secretary/Treasurer  
Mr. William Bailey  
Mr. Fred Burch  
Mr. Arnold Caddell  
Mr. Phil Damstrom  
Mr. Mike McKinney, Vice Chairman  
Mr. Don McMillian  
Mr. Barry Neltner  
Mr. Robert Ries  
Mr. Ralph Rush  
Mrs. Linda Schaffer  
Mrs. Carol Smith  
Mr. Earl White

COMMISSION MEMBERS NOT PRESENT:

Mr. Bob Millay  
Mr. William Viox, Chairman

LEGAL COUNSEL PRESENT:

Mr. Dale Wilson

STAFF MEMBERS PRESENT:

Mr. Kevin Costello, AICP, Executive Director  
Ms. Susan Cabot, Historic Preservation  
Mr. Dave Geohegan, AICP  
Ms. Jan Hancock, Secretary  
Mr. Mitch Light  
Mr. Kevin Wall, AICP

Mr. Rush moved that the salaries, benefits, and bills due be approved and paid as presented; and indicated approval of those items which have been paid. Mr. McMillian seconded the motion. A vote on the motion found all voting members in favor. Mr. Caddell abstained due to his relationship with Heritage Bank. The motion carried.

UNFINISHED BUSINESS:

1. Change in Concept Development Plan and Zoning Map Amendment

The request of Peter S. Battaglia, LJB Engineers, Inc. (applicant) for St. Luke Community Foundation Inc. (owner) for a Change in Concept Development Plan within a Commercial Two/Planned Development (C-2/PD) Zone, and a Zoning Map Amendment from Recreation/Planned Development (R/PD) to Commercial Two/Planned Development (C-2/PD) for four acres of the site, both applications are for a 21-acre site located on the northwest corner of the intersection at Houston Road and Hansel Avenue, Florence, Kentucky. The request is for a Change in Concept Development Plan and a Zoning Map Amendment to allow a multi-user retail development.

Staff Member Kevin Wall presented the Committee Report which recommended approval of the request based on the findings of fact, but subject to conditions (see Committee Report). The Committee Report was signed by Mr. Neltner, Mr. Bailey, Mr. Burch, Mr. Caddell, and Mr. Damstrom. Mr. McKinney was against the Committee Report.

Mr. Neltner moved by resolution to the City of Florence that the request be approved based on the Staff and Committee Reports. Mr. Burch seconded the motion.

Mr. Ries stated that he would abstain from voting in regard to this request due to family members employed at St. Luke's.

Mrs. Arnett stated that she is opposed to this change because what the Houston-Donaldson Study envisioned for this area is not what is being approved.

Mr. McKinney stated that the Houston-Donaldson Study embraces the concept of more office and restaurants, but this project involves more high density, high intensity discount stores -- and we have enough of those there. He stated that this is more zoning than it is planning. He would prefer to see more along the lines of what the Houston-Donaldson Study asks for.

Mr. McKinney asked for a roll call vote on the motion made by Mr. Neltner which found Mr. Bailey, Mr. Burch, Mr. Damstrom, Mr. Caddell, Mr. Neltner, Mr. Rush, Mrs. Smith, and Mr. White in favor. Mrs. Arnett, Mr. McKinney, Mr. McMillian, and Mrs. Schaffer were opposed. Mr. Ries abstained. The motion carried with 8 votes in favor, 4 opposed, and 1 abstention.

EXHIBIT "B"

*Fred Burch*  
**Fred Burch**  
For  Against \_\_\_\_\_  
Abstain \_\_\_\_\_ Absent \_\_\_\_\_

*Arnold Caddell*  
**Arnold Caddell**  
For  Against \_\_\_\_\_  
Abstain \_\_\_\_\_ Absent \_\_\_\_\_

*Phil Damstrom*  
**Phil Damstrom**  
For  Against \_\_\_\_\_  
Abstain \_\_\_\_\_ Absent \_\_\_\_\_

*Robert Millay Mike McKinney*  
**~~Robert Millay~~ Mike McKinney**  
For \_\_\_\_\_ Against   
Abstain \_\_\_\_\_ Absent \_\_\_\_\_

**TOTAL: 5 FOR 1 AGAINST \_\_\_\_\_ ABSTAIN \_\_\_\_\_ ABSENT**

BOONE COUNTY PLANNING COMMISSION  
BOONE COUNTY ADMINISTRATION BUILDING  
COURTROOM 3A  
July 24, 1996  
7:00 P.M.

PUBLIC HEARINGS

Commission members present: Mr. Bailey, Mr. Caddell, Mr. McKinney - Vice Chairman, Mr. McMillian, Mr. Millay, Mr. Neltner, Mr. Ries, Mr. Rush, Mr. Viox - Chairman, and Mr. White.

Mr. William Viox, Chairman, called the meeting to order at 7:05 P.M.. The Chairman advised that the Committee Meeting for the items on the Agenda this evening will be on August 12, 1996 at 4 P.M. in the second floor conference room and these items will be on the Agenda for the Business Meeting on August 21, 1996 at 8 P.M.. Following an explanation of the Public Hearing process, Chairman Viox introduced the first item on the Agenda:

1. Applicant: Peter S. Battaglia, LJB Engineers, Inc. for St. Luke Community Foundation Inc. (owner)

Request: Change in Concept Development Plan and Zoning Map Amendment

The request of Peter S. Battaglia, LJB Engineers, Inc. (applicant) for St. Luke Community Foundation Inc. (owners) for a Change in Concept Development Plan within a Commercial Two/Planned Development (C-2/PD) Zone, and a Zoning Map Amendment from Recreation/Planned Development (C-2/PD) for four acres of the site. Both applications are for a 21-acre site located on the northwest corner of the intersection of Houston Road and Hansel Avenue, Florence, Kentucky. The request is for a Change in Concept Development Plan and a Zoning Map Amendment to allow a multi-user retail development.

Staff Member Kevin Wall presented the Staff Report which included a slide presentation (see Staff Report). Mr. Wall noted a correction to Page 11 of the Staff Report, line 8, that "Fiscal Court" should be "Florence City Council".

The Chairman asked for the applicant's presentation.

Attorney Gerry Dusing stated that he was representing Continental Properties (the proposed developer) and Target Stores. He introduced Mr. Kurt Krall, a principal with Continental Properties; Mr. Jay Lange, an attorney with Lange, Quillen & Powers, representing St. Luke Hospital and St. Luke Hospital Community Foundation, who are the potential sellers of the property; and Jack Gartner with GBBN Architects.

Mr. Dusing presented an exhibit and stated that in 1990 and in 1993 the Planning Commission saw this property. He stated that Mr. Carroll submitted a Master Plan for the site, and in 1993 he sold this property to St. Luke. The Master Plan shows this property for medical related uses. He stated that they have had several pre-application conferences with the Staff in regard to the history of the site and the specific concerns relative to the Houston-Donaldson Study. They believe this is an appropriate use in the context of what has been approved in the past and what is envisioned for the future. He indicated their site (outlined in red) on the exhibit. He stated that in 1992 the Houston-Donaldson Study envisioned pedestrian walks and park-like settings, but in reality it is a small 21-acre piece of property. He indicated the proximity of the property to the race track. He indicated the area which has been approved for a major hotel/convention center complex as part of the Master Plan. He stated that the medical use for the site has not worked out. The site is near Turfway Road and the restaurants in the area, as well as HomeQuarters, Sam's, Wal-Mart, Bigg's, a bank, other retail, commercial and hotel uses. He indicated the Citicorp site and also the Marydale site, which is zoned office and high density residential. He stated that they are completely surrounded by high intensity commercial uses. Seventeen acres of the site is zoned C-2, and they have incorporated a zone change because four acres of the site is Recreational, which was not part of Mr. Carroll's Master Plan.

Mr. Jack Gartner presented the next exhibit which indicated the site and the location of the buildings, parking, and landscaping being proposed. He indicated the principal entrances to the site, which are off the secondary streets. He stated that the principal reason for the right-in/right-out is to allow easier flow of traffic in and a vista point to allow entrance to the site. He stated that the landscaping plan is very adequate and respects the Staff Concerns. The site for the Target Store is approximately 123,000 square feet, and the other sites are 26,000 square feet, 30,000 square feet, and 53,000 square feet. The site slopes from the southeast to the northwest and will be graded. There is a large mound right on Houston Road which will be removed. They have studied the drainage and the need for retention, and they are satisfied that it is properly designed. He stated that the principal access is not off Houston Road, but they want access off Houston Road to allow the ease of in and out. The decel lanes could be lengthened if necessary. He indicated the berming and landscaping and stated that there is a pedestrian connection between the shops and the proposed parking areas. He stated that they have not attempted to design the project at this point -- not until some of the other tenants are determined. He stated that the site is adequately landscaped. It is a retail site now and they are asking for an extension of the retail site. He does not think the pedestrian-oriented or office market exists. He displayed drawings of the elevations. He stated that the plan is responsive to the community there. The sides of the building are important to the view from the race track and restaurant sites, and consideration is being given to their architectural character and content.

Mr. Dusing reviewed the exhibit and indicated the proposed location of the Target Store, the convention center/hotel complex, the race track, Bigg's, Houston Road, and other uses in the area. He stated that they are committed to four-sided architecture. He stated that they have met with a principal of the race track. He stated that there is no outdoor uses with Target, as compared to HomeQuarters across the street with their lawn and garden operation. He stated that those uses will not exist on this site and that can be made a condition. He stated that the dock/service area at the rear of the Target building will be walled and protected from view. A tenant for the property is Home Place, which is upscale soft goods, and the other two retailers are not yet committed. He stated that they are in excess of the minimum requirements of the Houston-Donaldson Study and have 22% - 23% green space. The parking is broken up, but configured for easy visibility and safe corridors. The right-in/right-out on Houston Road will be a big asset with an adequate decel lane, which will help the flow on Houston Road and pass-by traffic. He stated that they just got a letter from the Highway Department which says that the curb cuts need to be 600 feet from the intersection -- but they have been modified and waived depending on how they will impact pass-by traffic. They are willing to work with the access to get it 600 feet from the intersection, or where the Highway Department will approve it. They are willing to talk in Committee about the decel lane, which is an asset to the site and to Houston Road thru traffic. He stated that the criteria should be "how will it impact the public and other people off the site?". He stated that the traffic impact is less than what is approved now. The proposed development is visually attractive and takes into account four-sided architecture, berm, and landscaping. He stated that with computer technology they will show the Planning Commission what the building will look like with the landscaping in place from all four corners of the compass.

Mr. Gartner stated that they did not show signage. They expect to have one sign like Bigg's does. It will be a Bigg's-type sign at the corner of Hansel and Houston Road. He presented a picture of the sign. He submitted computer imaging showing the buildings, landscaping, and parking. He noted that the buildings retain a low profile and are in some instances difficult to see due to the landscaping.

Mr. Costello questioned if the pictures are based on the elevations. Mr. Gartner advised that there is a mound of dirt there and they had to go up onto it to be able to see the race track. He showed another computer image scanned from a photograph and noted St. Luke Hospital and the rear of the Target Store from the race track. He presented a graphic taken from Bigg's showing the rear of the three-building complex.

Mr. Jay Lange, attorney representing St. Luke Hospital and the St. Luke Hospital Foundation, stated that the Foundation is sponsored by St. Luke Hospital. He stated that St. Luke purchased the old Booth Hospital in 1989, and in 1991 they bought 21 acres from the Turfway Racing Association adjacent to the hospital campus. They then developed a concept of uses -- a medical village with office space and retail -- and got that plan approved by the Planning Commission and the City of Florence. He stated that there were political changes to health care in 1992-93 in regard to

managed care. The national health care delivery system was a major change for the doctors and was not a "fee for service" medical delivery system, and dictates large groups of primary care physicians. The 2, 3, and 4 physician offices are a thing of the past and, therefore, they lost the opportunity to develop the site as a medical village. They did a site evaluation of the old Booth Hospital site and the 21-acre site to determine its best use in relationship to the hospital, and their determination was that they did not need the 21-acre site and have adequate space on their 48.5-acre campus to build a new medical office building connected to the hospital. They made the property available for sale and entered into an agreement with Continental Properties. He submitted a letter from John Hoyle, Senior Executive Officer of The St. Luke Hospitals, indicating that the plan is supported by their Board (see Exhibit 1). Mr. Lange stated that he has represented the hospital for 20 years and it is in the best interest of the hospital and the foundation to sell the property and develop it as proposed by Continental Properties.

Mr. Dusing stated that St. Luke's Board and executive officers endorse the plan, and they would not endorse anything that would negatively impact their ability to provide health care to the community -- which includes accessing ambulances and the traffic, which was all taken into account.

Mr. Norman Brody with Target Stores stated that his office and his home are in Minneapolis. He stated that Target intends to open six stores in the Greater Cincinnati/Florence, Kentucky market in the next 18 months. This store will be the southern spoke of the hub that will cover the entire market. He stated that they are a division of Dayton-Hudson Corporation (the parent of Marshall Fields) and have soft lines similar to McAlpin's. They have home furnishings and carry brand names. They do not have a garden center or an auto center. He stated that they have fashion shows in New York City to present their soft lines to the fashion industry, and their clothing has been in Vogue and Glamour. It is an upscale shopping environment. He stated that they have 700 stores currently. The Dayton-Hudson Corporation has annual sales in excess of \$22 billion. They are opening near Eastgate Mall, Tri-County, Northgate, Western Hills, and Florence. He stated that there were many available sites in the Florence market area, including sites at the mall, but they rejected them due to location, access, or size. Two sites also rejected were in proximity to Meijer's/Kohl's/Media Play and next to Bigg's. They felt there were visibility issues in regard to the Bigg's site and competitive issues. They wanted to be located in a project that would differentiate them from the other retail there -- they did not want to be compared to Wal-Mart, Sam's, or Meijer's -- but with upscale retail like Home Place. He stated that they like this site because of the access off Houston Road and the two traffic lights to avoid traffic congestion on the site. The size and configuration of the site was a manageable scale. It is not their goal to kill the competition and they can co-exist. He stated that people want to have choices and the Florence market deserves an upscale retailer.

Mr. Brody stated that every one of their stores purchases about \$200,000 worth of supplies from the local community and they will purchase store supplies from the local retailers. They add jobs and have a corporate giving program. They give back to the community 5% of their pre-tax

profit. They give the funds to fine arts organizations and to social action programs that strengthen and protect families (such as shelters for battered women). They have an on-going program to employ physically challenged people and have a special jobs program for them. They give \$1.5 million to high school seniors for scholarships and in 1995 they gave 1,200 scholarships. They have sponsored Habitat for Humanity since 1993 and have built 100 homes in the communities where they have stores. They encourage volunteering within their organization. They operate differently from other retailers both from a merchandising standpoint and in what they give back to the communities.

Mr. Dusing advised that Target will own the site and not just rent from the developer. He submitted a letter from Mr. Brody to Mr. Kevin Costello addressing why this site was chosen as opposed to the Bigg's site which was already zoned (see Exhibit 2).

Mr. Steve Brandt with the Linder Company, representing Target and Home Place, stated that Home Place is a chain started in 1994 by the founding fathers of Office Max. They will have about 60 stores at the end of their Fiscal Year on January 31, 1996. Like Target, they will have additional stores on Fields Ertel Road, at Tri-County, and at Florence. Home Place is a chain of fashion home stores offering a complete selection of domestic merchandise and home furnishings. He presented an exhibit of their store.

Mr. Dusing introduced Jack Gehrum, traffic engineer, whose firm did the traffic analysis for the Houston-Donaldson Study in 1992.

Mr. Gehrum submitted a traffic analysis (see Exhibit 3). He stated that the traffic study they did is in the Staff Report. He stated that there are three types of trips -- Primary Trips (made specifically to that generator), By-Pass Trips (attracted by the generator from passing traffic), and Diverted Trips (vehicles already in the area and attracted to this activity). He stated that there were references to this area being office/commercial. He stated that office is a big primary trip generator. Commercial draws heavily from the existing stream of traffic. He stated that the retail that is being proposed creates very few primary trips and relies on the fact that there are already people passing in front of the area (about 15,000 a day), and there is already retail-drawn traffic in the area. He stated that the diagram (Exhibit 3) tries to show how they think traffic will access the site. 46% of the traffic is from the north, 3% is from Bigg's and the hospital, 5% is from Hansel Avenue from the west, and 46% is from the south. He stated that they try to use the same techniques for all of their studies -- the ITE Trip Generation Manual was used for the Houston-Donaldson Study and is being used here. He stated that Target has indicated that they draw about 9% of the peak hour traffic into their store, which would be about one-half of the ITE number. Mr. Gehrum stated that the second page of the submittal is a comparison of the Carroll plan, the hospital plan, and the proposed plan. He stated that the proposed plan is all retail and the AM peak is significant. The PM peak is not significant. He stated that all of their trips are from the same source -- the same source that has been used in all of the studies. They tried to use the traditional methods of analysis and look at the level of service using standard techniques. He stated

that it is an acceptable design criteria to design for level of service "C". The existing intersection is at "B" during the peak hour, and when this project occurs, they retain that level of service. He stated that there are issues regarding the right-in/right-out. He stated that he met with the state as this area has a partial access control and accesses are limited to 600-foot spacing. The two intersections there are basically 1200 feet apart, which says that there is consideration for another access point between them. He stated that what they presented to the state and in their plan is the latest in design for right-in and right-out. It provides islands that prevent left turns. It meets the design criteria and they will be able to work with the state. He stated that if they look toward not having that access and the two signalized intersections, then Hansel becomes the primary access point and it could become overloaded. He stated that the road referred to as "Bigg's Drive" is basically a private roadway and it would not be best to rely on it as the only alternative access point to his development.

Mr. Gehrum stated that this project does not cause any substantial reduction in the level of service. It is comparable to other proposals that have been made and is better during the heavy peak hour. The project comes with an improvement to Hansel and the intersection to be sure the left turns can be accommodated. It provides limited access to and from Houston Road and minimizes impact on the Turfway Park entrance, which is a private road for a specific function. The project maintains available capacity for the northern area developments along the corridor.

Mr. Dusing stated that there have been two Comprehensive Plan approvals on this site and questioned how this proposal compares to what is approved in regard to the traffic and visual impacts on the outside borders of the project. He stated that the submitted handouts tell the story on traffic -- it is approximately the same impact as what is there and less in some instances. He distributed and reviewed a handout which compares the St. Luke plan to their proposal (see Exhibit 4). He stated that their green area is on the interior and heavily on the perimeter so that the impact on the surrounding property is diminished. He stated that the Staff Report talked about big box mentality, as opposed to the medical office village. He stated that this is the type of use originally envisioned on Houston Road. There is a gorgeous office complex coming with Citicorp, and Marydale is zoned office with some high density residential. He stated that they are entirely compatible with what is existing around them. The area of Office Max and Media Play was originally an office complex, but there is no market. As recently as 3 or 4 years ago, there were many individual doctors' offices in Florence, but now there are two groups. Because of the economy, doctors have to be part of a big group to get paid -- managed care, so they no longer build individual offices. He stated that there is an existing sidewalk on Houston Road in front of the site and on Hansel. There is pedestrian access on the site to get from your car to the store. He stated that he does not understand pedestrian access management to the site -- no one would encourage it and there are no houses nearby -- where would the pedestrians come from? He stated that people would not tell their child to walk down Houston Road or ride their bicycle to Target. He stated that pedestrian access can be coordinated with the race track and the hotel/convention center development across the street. He reviewed the criteria and stated that he was surprised to find

that the Comprehensive Plan Land Use Map for this narrow strip was changed. He stated that there was a plan approved in 1994 for office/retail. He stated that the recreational Comprehensive Plan land use for that frontage on Houston Road is inappropriate -- a zoo or multi-screen theater, which are permitted uses in Recreation, are not wanted there. He read the findings of fact from the Committee Report for the St. Luke's Plan in 1993: 1) The proposed uses and submitted Concept Development Plan generally meet the Goals and Objectives of Planned Development and will serve the employment uses identified in the Houston-Donaldson Study and in existence in the study area. These uses are service related and are designed to protect the employment character of the area and the existing recreational facility adjacent to the site; and 2) The proposed uses and building intensities are comparable to the previously approved concept development plan and the traffic generated by these uses are approximately the same as the previous concept development plan. He stated that they meet those findings of fact. They are consistent with the goal of protecting the employment nature and character of the area and supply service related use for retail shoppers. Their intensities and traffic are comparable with the previously approved plan.

This concluded the applicant's presentation. The Chairman asked if there was anyone else present who wished to speak for or against the request.

Attorney Jim Dressman submitted a Position Statement (see Exhibit 5) outlining the position of Turfway Park Racing Association, an immediate neighbor to the site and most impacted by this change in use. He stated that Turfway Park has become a nationally recognized horse racing facility with weekly purses exceeding \$1 million. He stated that it is important for the Planning Commission to protect them as a tourist attraction. He stated that the subject property was acquired from Turfway Park several years ago, one of the reasons being the concern expressed at Turfway that St. Luke would become landlocked for development and it was consistent with what they were told was the interest of this Commission. The mixed use development was compatible with the front yard atmosphere that Turfway Park was interested in having and he hopes the Planning Commission shares the interest in preserving it. He stated that it was made a condition of the Bigg's development that they maintain a significant setback and dense tree buffering to the rear to shield the back of a box like store from traffic going down I-75. He stated that the Planning Commission should have a much stronger interest in preserving the back of a box type user facility with respect to a national tourist attraction that is a major generator of revenue to this community. He stated that they were forced to maintain the buffer, which has become a marketing inhibitant, but this development can be allowed to go forth with the meager buffers proposed. He was not impressed with the pictures of the landscaping on the back and sides, and the box building was very visible from Turfway and the Turfway entrance. He stated that the Target representative indicated that they chose this site for its visibility, but Mr. Gartner indicated that it would be virtually invisible because of the landscaping -- which is inconsistent. He stated that the visitor to Turfway will see the back of a box store and the 15-foot trees will not hide it. The trucks will come in and out. There will be a false wall in back of an operation with a lot of activity. He stated that if the intensity of the use is approved, the Planning Commission will have a very difficult time sustaining the mixed

use attitude that was made very clear to Turfway. He stated that they have other property they have reserved for use that would be conducive to the mixed use environment they were told would be a requirement of this area. If the rules are changing, then they should be applicable to all of the land owners in this area. He stated that their biggest concern is that they are losing what they thought would be a front yard-type development and are being surrounded with the backs of box-type development -- when they are reaching national audiences on ESPN twice a year and are trying to promote the track. They do not believe this is a compatible use.

The Chairman asked if there was anyone else present who wished to speak. There being no response, he asked if there were any comments from the Commissioners.

Mr. McMillian noted that the statement was made that it is upscale type merchandise, but it was said that they did not want to be by Bigg's because it was competitive with the merchandise. He stated that Bigg's is not an upscale store.

Mr. Brody stated that Bigg's sells soft lines -- clothing, linens, and housewares, which Target also has -- but Target carries better quality merchandise than is typically found at Bigg's, Meijer's, or Wal-Mart.

Mr. McKinney stated that the data in the traffic study was compiled by reviewing traffic patterns on Sunday, Monday, and Tuesday. He questioned if that is the most accurate time to review traffic in that area. He questioned if Friday and Saturday should be included in a traffic study for a project like this.

Mr. Gehrum stated that they have counts on Saturday as well, but the whole analysis was based on the largest numbers that occur -- which occur on the weekday. He stated that it is a standard process and the theory is that you solve the problem for the largest time and work through all of the remaining ones.

Mr. Neltner stated that the Planning Commission liked the plan proposed by St. Luke, but he understands what was said about managed care and the market changing. He asked if St. Luke is anticipating the potential for developing one or more sites for managed care units.

Mr. Lange stated that the office building is a 60,000 square foot building on the property that would serve several large physician groups and specialty groups. They have 3 or 4 other building sites available on the campus that would accommodate a large office building for a managed care company that would want to locate on their site, but managed care companies prefer to be independent and it is unlikely that they would have a managed care company. They could have an industrial medicine site and other various ancillary uses. He stated that they have identified several sites where they could have a fairly large building.

Mr. Neltner questioned the percentage of their site that could be available for future office use. Mr. Lange stated that they are using a little over 50% of their site.

Mr. Bailey questioned to what store Target would be comparable. Mr. Brody advised that their merchandise would be similar to McAlpin's.

Mr. Bailey questioned the average number of daily trips for this store.

Mr. Gehrum stated that he would provide that information, but did not have it with him. He cautioned that there are different types of traffic, and just saying that 600 is more than 400 is not a true way of analyzing the trips.

Mr. Bailey questioned where the traffic will exit the interstate -- would they be coming from Commonwealth or from the Florence and Houston Road area. He noted that it would be more congested if they were to come through that intersection.

Mr. Gehrum stated that traffic from the north would be better off to access through the northern interchange area. He stated that if you are at Meijer's and want to go to Bigg's, you would go through that intersection. It is difficult to predict how many people will pass through. Given a choice, they would prefer the traffic not go through there, and certainly not at the peak time.

Mr. Bailey stated that with more commercial development, he can see more traffic volume at the intersection, which is one of the main concerns.

Mr. Gehrum stated that that traffic would occur from any development -- even from office. Mr. Bailey responded "not as much".

Mr. McMillian stated that a decel lane is shown on the plan and questioned why they do not have an acceleration lane.

Mr. Gehrum stated that it was not shown on the plan because it is a right-turn lane as you come out and you cannot accelerate into a right-turn lane. Mr. McMillian stated that you accelerate to get into the flow of traffic -- when you pull into traffic you accelerate to keep up with it. Mr. Gehrum stated that it is a right-turn lane.

Mr. Ries asked if there are any Target Stores in existence. Mr. Costello advised that the closest one is in Middletown. Mr. Ries asked that pictures -- exterior and interior -- be provided to the Committee. Mr. Dusing advised that that is a small market store and would not be a comparison. He stated that they can provide pictures of what this site will be.

The Chairman asked if there was anyone else present who wished to speak. There being no response, he recognized Mr. Dusing.


Mr. Dusing submitted a deed. In response to Mr. Dressman's comments, he stated that they have worked long and hard and have met with Mr. Simendinger, a principal of Turfway Park, in designing this site. He stated that they have four-sided stores to protect the Bigg's Road entrance to Turfway Park with enhanced berming and landscaping, which is represented by the renderings. He stated that he did not notice a buffer

between the movie theater and Turfway and this is much better -- but the difference is that they got money for that sale or lease. He stated that Turfway Park did not sell the tract out of concern for the hospital, but for \$3,087,000. He stated that Turfway cannot be heard to complain with the protection they are providing when you look at Page 2 of the deed. Besides getting the \$3 million, they made a great deal -- and he read from the deed that the conveyance is subject to restrictions that the property not be used for bank, retail, or commercial except for medical related . . . without prior written consent of grantor for at least five years or until there are only seven acres or less left . . . . He stated that Turfway presented a plan of 100% retail in 1990, but then chose to sell the property and take the money and had a five-year head start to develop the hotel/convention center or other commercial on the site. He stated that Turfway could have kept the site. They cannot have it both ways.

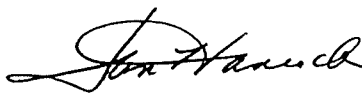
Mr. Dressman stated that \$3 million was considerably less than what Turfway had been selling property to others for and was a concession to the user. Could they have prevented this type of use forever, they would have done that. He stated that it is unfair to say this was an act of greed -- it was part of an overall plan to accommodate the interest of the Planning Commission and St. Luke's claim that they were landlocked, and at the same time preserving their front door. He stated that St. Luke is the only medical institution in Boone County. There is a growing population and it will be landlocked. He stated that there was not managed care in 1993 when the plan was adopted. He questioned "traditional managed care would not locate at this location". He stated that it is hard to establish a tradition in the medical industry in three years. He stated that there will be different perspectives in a few years when there is one medical institution in this community that is landlocked with this development.

There being no further comments, the Chairman closed this Public Hearing and called for a short recess.

APPROVED:

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

Attest:

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

## COMMITTEE REPORT

TO: Boone County Planning Commission

FROM: Barry Neltner, Chairman

DATE: September 4, 1996

RE: Request of **Peter S. Battaglia, LJB Engineers, Inc. (applicant)** for **St. Luke Community Foundation Inc. (owners)** for a Change in Concept Development Plan within a Commercial Two/Planned Development (C-2/PD) zone, and a Zoning Map Amendment from Recreation/Planned Development (R/PD) to Commercial Two/Planned Development (C-2/PD) for 4 acres of the site, both for a 21 acre site located on the northwest corner of the intersection at Houston Road and Hansel Avenue, Florence, Kentucky. The request is for a Change in Concept Development Plan and a Zoning Map Amendment to allow a multi-user retail development.

### REMARKS:

We, the Committee, recommend approval of this request based upon the following findings of fact and with the following conditions:

#### Findings of Fact

1. The Committee has concluded that the proposed Zoning Map Amendment and Concept Development Plan are in general agreement with the Goals and Objectives of the Houston-Donaldson Study. In addition, the Committee has concluded that the requests are in general agreement with the Goals and Objectives of the 1995 Boone County Comprehensive Plan, which were consulted in the evaluation of these requests as prescribed by the "Goals and Objectives" section (page 6) of the Houston-Donaldson Study. In addition, the proposed uses and Concept Development Plan generally meet the objectives of the Planned Development District.
2. The Committee has concluded that due to: the fact that the proposed zone change from Recreation/Planned Development (R/PD) to Commercial Two/Planned Development (C-2/PD) is for an irregularly shaped 4 acre portion of the 21 acre tract; the fact that the R/PD zone was enacted for recreational and entertainment uses for the adjoining race track use, acknowledging that the subject site was once

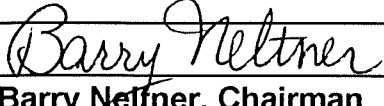
part of the race track property; and, due to the fact that the Committee has concluded that the proposal is in general agreement with the Goals and Objectives of both the Houston-Donaldson Study and the 1995 Boone County Comprehensive Plan, the existing R/PD zoning classification is inappropriate and that the proposed C-2/PD zoning classification is appropriate.

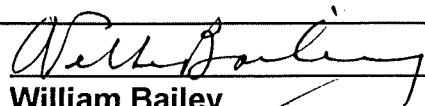
3. The Committee has concluded that the attached condition is necessary to achieve consistency with the specific goals, objectives and policies of the 1995 Boone County Comprehensive Plan and the Houston-Donaldson Study, as well as the intent, objectives, and requirements of Article 15 "Planned Development District (PD)" of the Boone County Zoning Regulations. The Committee has also concluded that the attached condition is necessary to mitigate any foreseeable community impacts that may be created by the development. The applicant has signed a letter demonstrating agreement with this condition.

Condition

1. The development of the proposal shall follow the attached Concept Development Plan and accompanying details and vignettes identified as "Preliminary Site and Landscape Plan," dated September 4, 1996, which was revised through the Committee's review in accordance with the comments made at the public hearing and in the Staff Report. Specifically, the proposal shall follow the building and parking placement, landscaping concept including the "horse farm" fencing and plantings shown around the perimeter of the site, pedestrian system, outdoor open space in the northwest area of the site between the two structures with the sculptural arcade elements and fountain, and access points, all as shown on the attached Concept Development Plan.

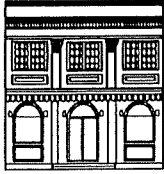
A copy of the Public Hearing minutes accompanies the findings and recommendation serving as a summary of the evidence and testimony presented by the proponents and opponents of this request.

			
<b>Barry Neltner, Chairman</b>			
For	<input checked="" type="checkbox"/>	Against	<input type="checkbox"/>
Abstain	<input type="checkbox"/>	Absent	<input type="checkbox"/>

			
<b>William Bailey</b>			
For	<input checked="" type="checkbox"/>	Against	<input type="checkbox"/>
Abstain	<input type="checkbox"/>	Absent	<input type="checkbox"/>

## **SUPPORTING INFORMATION**

# BOONE COUNTY PLANNING COMMISSION



2995 Washington Street, Burlington, KY 41005  
606-334-2196 FAX 606-334-2264

September 3, 1996

Mr. Kurt Krull  
Continental Properties  
c/o Mr. Gerald Dusing  
Adams, Brooking, Stegner, Woltermann & Dusing  
8100 Burlington Pike, Suite 400  
P.O. Box 576  
Florence, KY 41042-0576

FAX: 371-8341

RE: Battaglia/St. Luke/Target Change in Concept Development Plan and Zone Change Applications, Houston Road near Hansel Avenue, Florence, Kentucky - Recommended Condition of Approval

Dear Mr. Krull:

The following represents the condition of approval for the above referenced zone change and change in concept development plan requests as agreed by the Boone County Planning Commission's Zone Change Committee. If you, as the representative for the owner by contract agree to the following condition, please indicate so by signing at the space provided at the end of this letter and returning it to the Planning Commission office by 12:00 p.m., Wednesday, September 4, 1996.

## Condition

1. The development of the proposal shall follow the attached Concept Development Plan and accompanying details and vignettes identified as "Preliminary Site and Landscape Plan," dated September 4, 1996, which was revised through the Committee's review in accordance with the comments made at the public hearing and in the Staff Report. Specifically, the proposal shall follow the building and parking placement, landscaping concept including the "horse farm" fencing and plantings shown around the perimeter of the site, pedestrian system, outdoor open space in the northwest area of the site between the two structures with the

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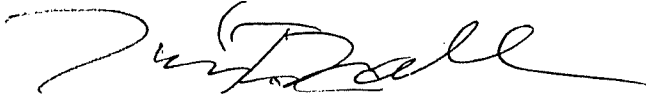
1966-1996

"30 YEARS OF PLANNING THE FUTURE OF BOONE COUNTY"

Mr. Kurt Krull  
September 3, 1996  
Page 2

sculptural arcade elements and fountain, and access points, all as shown on the attached Concept Development Plan.

Sincerely,



Kevin T. Wall, AICP CDT  
Director, Zoning Services

KTW/vlm

**Agreement**

I, the authorized representative for the owner by contract, agree to the above listed condition of approval for the requested Zoning Map Amendment from R/PD to C-2/PD and the Change in Concept Development Plan applications, both for the approximate 21 acre site located on Houston Road near Hansel Avenue, Florence, Kentucky.



---

Kurt Krull, Continental Properties

9/4/96  
Date

PROPERTY TRANSFER TAX PAID \$ 3087.00  
JERRY W. ROUSE, CLERK *S. Com*

DEED

KNOW ALL MEN BY THESE PRESENTS:

THAT: TURFWAY PARK RACING ASSOCIATION, INC., a Kentucky corporation (herein "Grantor"), fka Latonia Race Course, Inc.,

for and in consideration of Three Million and Eighty-Seven Thousand Dollars (\$3,087,000.00)

to it paid by the Grantee herein, the receipt of which is acknowledged, does bargain, sell and convey to:

ST. LUKE HOSPITAL, INC., a Kentucky corporation, its

successors and assigns forever (herein "Grantee"), the following described real estate (herein "Property"), in the County of Boone, Commonwealth of Kentucky, and partially in the City of Florence, to-wit:

GROUP NO.: 2027

PROPERTY ADDRESS: Houston Road, Florence, Kentucky

GRANTEE MAILING ADDRESS: 85 N. Grand Avenue, Ft. Thomas, KY 41075

A parcel of land lying on the northwesterly side of Houston Road partially in Florence and partially in an unincorporated area of Boone County, Kentucky and being more particularly described as follows:

BEGINNING at a point in the northwesterly right-of-way line of Houston Road, said point also being 75 feet left of centerline station 78+72.05 (Houston Road Extension) and running thence:

N 42-33-22 W, a distance of 325 feet, to a point, thence Northwestwardly, along a curve toward the west, a chord bearing of N 72-55-27 W, a chord distance of 300.16 feet, an arc distance of 314.68 feet (radius of 296.86 feet), to a point, thence  
 N 38-49-10 W, a distance of 380.38 feet, to a point, thence  
 N 51-10-50 E, a distance of 650.01 feet, to a point, thence  
 S 43-20-54 E, a distance of 38.14 feet, to a point, thence Southeastwardly, along a curve toward the east, a chord bearing of S 80-54-10 E, a chord distance of 262.10 feet, an arc distance of 281.84 feet (radius of 215 feet), to a point, thence  
 Northeastwardly, along a curve toward the east, a chord bearing of N 81-28-31 E, a chord distance of 423.85 feet, an arc distance of 432.51 feet (radius of 621.62 feet), to a point, thence  
 S 67-13-53 E, a distance of 174.05 feet, to a point, thence Southeastwardly, along a curve toward the south, a chord bearing of S 52-28-27 E, a chord distance of 210.69 feet, an arc distance of 211.75 feet (radius of 611.62 feet), to a point, thence  
 S 42-33-22 E, a distance of 89.60 feet, to a point, thence S 47-26-38 W, along the northwesterly right-of-way line of Houston Road, a distance of 82.05 feet, to a point, thence Continuing along the northwesterly right-of-way line of Houston Road as follows:  
 S 55-12-33 W - 111.02 feet  
 S 47-26-38 W - 318.00 feet  
 N 42-33-22 W - 15 feet  
 S 47-26-38 W - 32 feet  
 S 42-33-22 E - 15 feet  
 S 47-26-38 W - 622.95 feet, to the place of beginning, and containing 21 acres more or less.

The above-described parcel being part of the property recorded in D.B. 439, pg. 285 (which replaces D.B. 344, pg. 11, Parcel 1), D.B. 344, pg. 11, Parcel 2, and Highway D.B. 18, pg. 51 - all recorded in the Boone County Clerk's Records, Burlington.

See Approved Identification Plat attached as Exhibit A.

RETURN TO: *M. Fedala*

*PG 43*

EXHIBIT

1

Together with a permanent non-exclusive easement for purposes of construction, reconstruction, maintenance and repair of water, sanitary sewer, storm sewer, electric, gas and telecommunication lines for the benefit of the Property, such easement being generally 20' in width along Houston Road as shown on Exhibit A and as more particularly described on Exhibit B. Grantor may, at its sole expense, connect to any utility lines constructed and owned by Grantee within this easement without any charge by Grantee, provided: (1) prior written notice of such connection is given Grantee; (2) such line has sufficient capacity to accommodate the intended use by both Grantor and Grantee; (3) Grantor agrees to share equitably the cost of maintenance and repair of such line; and (4) Grantor repairs at its expense any damage to such line caused by Grantor's connection.

Together with all the PRIVILEGES AND APPURTENANCES to the same belonging, TO HAVE AND TO HOLD the same to the said Grantee, its successors and assigns, forever, the Grantor, its successors and assigns, HEREBY COVENANTING with the Grantee, its successors and assigns, that the title so conveyed has not been encumbered by Grantor, except for easements and restrictions of record, and the easements and restrictions set forth herein, and that Grantor will specially WARRANT AND DEFEND the same against all legal claims arising from or as a result of the ownership or actions of Grantor only.

Restrictions.

This conveyance and the title to the Property is subject to the following restriction which shall be a covenant running with the Property until such time as the restriction expires in accordance with the terms hereof.

The Property shall not be used for bank/retail commercial (except for medically related retail), restaurant (sit-down or drive through), hotel or similar purposes without prior written consent of Grantor, which may be reasonably or unreasonably withheld, until the earlier of:

- (a) the date which is five (5) years from the date of this Deed; or
- (b) the date when Grantor no longer owns more than seven (7) acres of the real estate contained in the existing Concept Development Plan approved by the Boone County Planning Commission in which the Property is also contained.

Easements Retained.

1. Utility Easement. Grantor retains a permanent non-exclusive easement for purposes of construction, reconstruction, maintenance and repair of water, sanitary sewer, storm sewer, electric, gas and telecommunication lines for the benefit of Grantor's remaining real estate such easement being generally 20' in width along Houston Road and is shown on the attached plat and is more particularly described on Exhibit C attached hereto. Grantee may at its sole expense connect to any utility lines constructed and owned by Grantor within such easement without any charge by Grantor provided: (1) prior written notice of such intended connection is given Grantor; (2) such line has sufficient capacity to accommodate the intended use by both Grantor and Grantee; (3) Grantee agrees to share equitably the cost of maintenance and repair of such line; and (4) Grantee repairs at its expense any damage to such line caused by Grantee's connection.

2. Signage Easement. Grantor also retains the right to construct and maintain commercial signage within the easement area designated on the attached plat of the Property (Exhibit A). All signage shall be subject to the reasonable approval of Grantee based on generally acceptable architectural standards and shall be in compliance with all applicable governmental rules and regulations.

IN WITNESS WHEREOF, the Grantor has hereunto set its hand this 2nd day of May, 1991.

STAMPS

TURFWAY PARK RACING ASSOCIATION, INC.

BY: Mark F. Simendinger  
MARK F. SIMENDINGER, Treasurer

STATE OF KENTUCKY

COUNTY OF

The foregoing instrument was acknowledged before me this 2nd day of May, 1991, by MARK F. SIMENDINGER, Treasurer of TURFWAY PARK RACING ASSOCIATION, INC., a Kentucky corporation, on behalf of such corporation.

James A. Dennis  
NOTARY PUBLIC State at large

My Comm. Expires: 2-27-95

~~COMMONWEALTH OF KENTUCKY~~

~~BOONE COUNTY~~

~~I, Jerry Rouse, Clerk of the County Court, for the aforesaid, do hereby certify that this instrument of writing from:~~

~~TURFWAY PARK RACING ASSOCIATION, INC.~~

~~TO~~

~~ST. LUKE HOSPITAL, INC.~~

~~was this day presented to me in my office, certified as above, and this day left for record at .m. Whereupon the same, the foregoing certificate, and this certificate were duly recorded in my office. Given under my hand this day of 1991.~~

\_\_\_\_\_  
Clerk

THIS INSTRUMENT WAS PREPARED BY:

James A. Dennis  
DETERS, BENZINGER & LAVELLE, P.S.C.  
2707 Turkeyfoot Road  
Covington, Kentucky 41017

Return to 7 RETURNED

MICHAEL W. FEDERLE  
ATTORNEY AT LAW

LANGE, QUILL & POWERS  
400 LAWYERS BUILDING  
NEWPORT, KENTUCKY 41071

PHONE (606) 491-1800

CONSIDERATION CERTIFICATE

We, the undersigned, do hereby certify, pursuant to KRS Chapter 382, that the consideration reflected in this Deed is the full consideration paid for the property. We further certify our understanding that falsification of the stated consideration of the property is a Class D Felony, subject to one to five years imprisonment and fines up to \$10,000.00.

Sales Price: \$3,087,000.00

GRANTOR:

TURFWAY PARK RACING ASSOCIATION, INC., a Kentucky corporation

BY: Mark F. Simendinger  
Title: Treasurer

GRANTEE:

ST. LUKE HOSPITAL, INC., a Kentucky corporation

BY: John A. Hoyle  
Title: President and CEO

Grantor's Mailing Address:

7300 Turfway Road, Suite 510  
Florence, KY 41042

Grantee's Mailing Address:

85 N. Grand Avenue  
Ft. Thomas, KY 41075

STATE OF KENTUCKY

COUNTY OF

The foregoing Consideration Certificate was acknowledged and sworn to before me this 2nd day of MAY, 1991 by MARK F. SIMENDINGER, TREASURER of TURFWAY PARK RACING ASSOCIATION, INC., a Kentucky corporation, Grantor herein.

James A. Dummer  
NOTARY PUBLIC State at large

My Comm. Expires: 2-27-95

STATE OF KENTUCKY

COUNTY OF

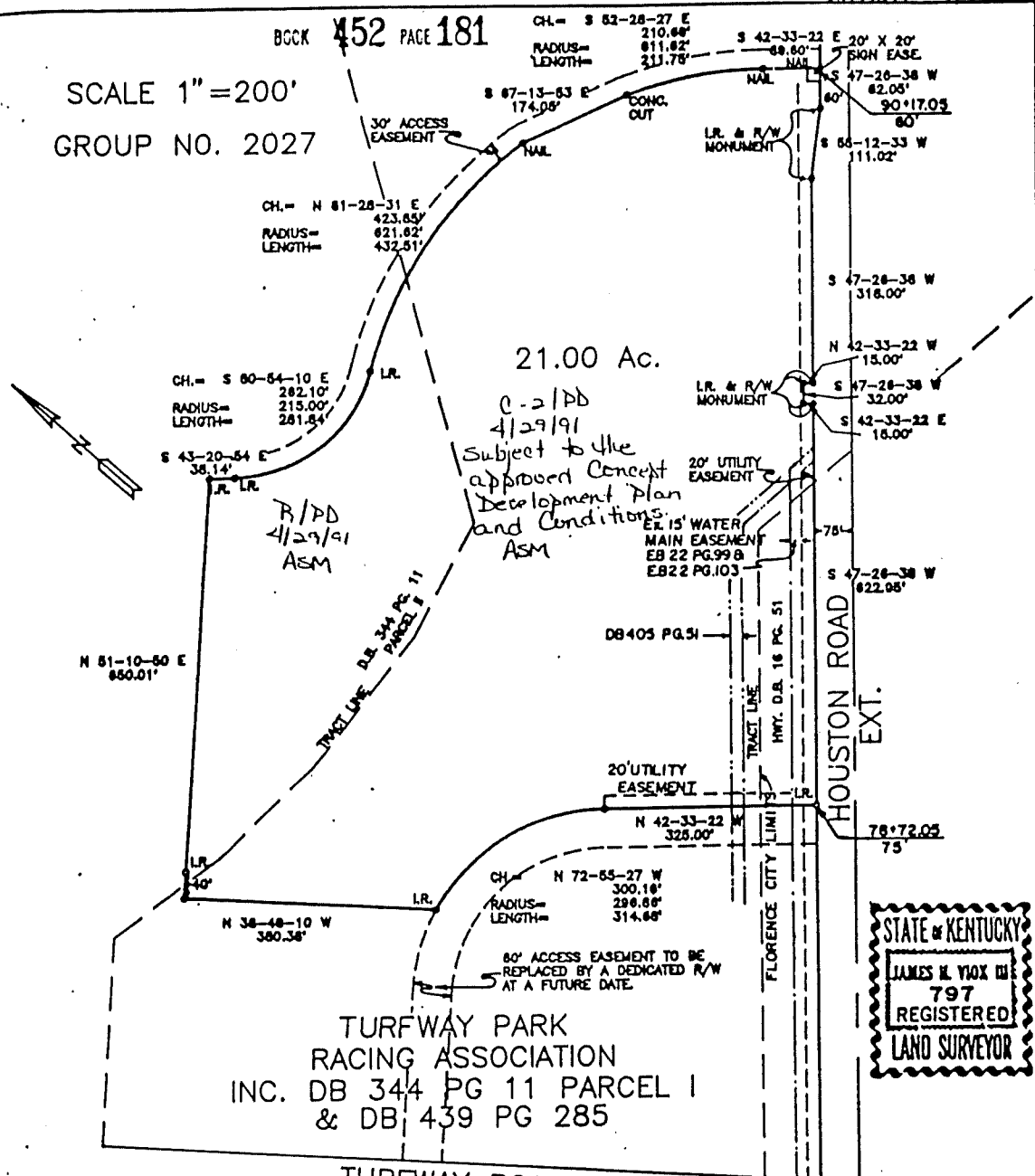
The foregoing Consideration Certificate was acknowledged and sworn to before me this 2nd day of MAY, 1991 by JOHN A. HOYLE, PRESIDENT of ST. LUKE HOSPITAL, INC., a Kentucky corporation, Grantee herein.

John E. Lang  
NOTARY PUBLIC

My Comm. Expires: 4/1/94

THIS INSTRUMENT WAS PREPARED BY:  
James M. [Signature]  
DEYERS, BENZINGER & LAVELLE, P.S.C.  
2701 Turkeyfoot Road  
Covington, Kentucky 41017

SCALE 1"=200'  
GROUP NO. 2027



**21.00 Ac. PARCEL TO BE CONVEYED BY THE TURFWAY PARK RACING ASSOCIATION INC.**

**LAND SURVEYOR'S CERTIFICATE**

"I certify that this plot has been prepared by me or under my supervision in accordance with all the Kentucky Minimum Surveying Standards, and complies with all requirements of the Boone County Zoning and Subdivision Regulations, and the dedicated areas including public ways or streets are currently owned by the property owner."

DATE \_\_\_\_\_

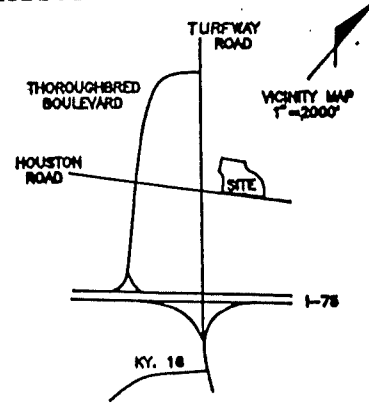
**FOR BUILDABLE LOTS LAND SURVEYOR'S CERTIFICATE**

I certify that I have examined the records of the Boone County Court Clerk and find that this is the (first) (second) (third) (fourth) (fifth) conveyance made under the present ownership and the parent tract since 1898 or from the adoption of KRS 100.

DATE \_\_\_\_\_

**BOONE COUNTY PLANNING COMMISSION APPROVAL CERTIFICATE**

Approved for recording the transfer of property only by the Boone County Planning Commission this 30 day of April 1991.



**JIM VIOX III**  
CONSULTING ENGINEER  
319 GRAVER AVENUE  
EWING, KY. 41018

CITY OF FLORENCE, KENTUCKY

RECOMMENDATION FROM THE BOONE COUNTY PLANNING COMMISSION - REQUEST OF PETER S. BATTAGLIA, LJE ENGINEERS, INC. (APPLICANT FOR ST. LUKE COMMUNITY FOUNDATION INC. (OWNER)) FOR A CHANGE IN AN APPROVED CONCEPT DEVELOPMENT PLAN, WITH ONE CONDITION, IN A COMMERCIAL TWO/PLANNED DEVELOPMENT (C-2/PD) ZONE FOR A 21 ACRE SITE LOCATED ON THE NORTHWEST CORNER OF THE INTERSECTION AT HOUSTON ROAD AND HANSEL AVENUE, FLORENCE, KENTUCKY, AND FOR A ZONING MAP AMENDMENT FOR 4 ACRES OF THE SITE, SUCH ZONING MAP AMENDMENT BEING A ZONE CHANGE FROM RECREATION/PLANNED DEVELOPMENT (R/PD) TO COMMERCIAL TWO/PLANNED DEVELOPMENT (C-2/PD), AND PROVIDING THE RECOMMENDATION BE FORWARDED TO THE CITY OF FLORENCE, FLORENCE, KENTUCKY.

Post-off Fax Note	7671	Date	5
To	KEVIN CASTLE	From	JESSE KOEHLER
Concept		Co.	
Phone #	234-2264	Phone #	647-5916
Fax #			

FINDINGS FOR DENIAL

The Boone County Planning Commission, by Resolution R-96-023-A recommended approval of the above referenced zone change request. This Resolution, together with the record of proceedings before the Commission, were transmitted to the City of Florence by letter dated September 18, 1996. The Florence City Council reviewed the record made before the Commission and held a due process type public hearing on November 14, 1996. After considering the evidence presented at its public hearing and the record from the Commission, the City Council has determined that the zone change application should be denied. In support of such denial City Council finds as follows:

- A. The request does not conform to the Comprehensive Plan for the following reasons:
  1. The 1995 Boone County Comprehensive Plan and the Houston-Donaldson Study promote the area as a whole as one that should be developed as a mixed-use employment district that includes a mixture of office as well as retail uses. Therefore,

uses shall be planned in order to provide a logical, realistic development pattern with a mixture of land uses (Goal I, Objective A, pg. 7).

c. Each development shall have a central architectural design focus (Goal I, Objective G, pg. 8).

d. Submitted development requests shall be reviewed in context of Article 15 Planned Development of the Shane County Zoning Regulations and this document (Goal I, Objective I, pg. 8).

e. The requirement of ensuring 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. It also is based upon the idea that development should preserve, where appropriate, the natural terrain and vegetation (Goal III, pg. 9).

3. Although there has been "use switching" within the Houston-Donaldson Study Area relative to retail and office uses (such as between the currently approved Concept Development Plan for this site and Houston Lakes), this proposal effectively eliminates a substantial amount of future office uses. Thus, the goal of both the Comprehensive Plan and the Houston-Donaldson Study of the area becoming, at least partially, a large scale employment district is eroded.

4. The location of the site and the abutting uses (both existing and proposed) make the site very conducive to a mixed-use development of smaller-scaled uses and facilities, such as the currently approved Concept Development Plan. This is

particularly relevant when considering that the site has large-scale users on three sides (Turfway Park to the west, future entertainment/mini-convention center to the north, Bigg's and St. Luke to the east across Houston Road). A larger-scaled retail use which tended to "bridge" the other larger uses would also tend to diminish the viability of a purposeful pedestrian system net work in the area and a smaller-scaled streetscape along Houston Road, and would in this instance eliminate the possibility of smaller-scaled uses among these larger one (with the except of the Turfway Square outlets), as described above for the area at large.

5. The project as proposed is purely a large-scale retail design. It does not break any of the land area or potential buildings into smaller or street-scaled lots or buildings (i.e., outlet development) that has been preferred in the area and encouraged in the Houston-Donaldson Study, nor does the proposal site any of the structures along Houston Road with parking behind the structures to help otherwise achieve this effect.

6. The applicant has not demonstrated that the proposal has fulfilled the intent, objectives and requirements of Article 15 "Planned Development District" of the Boone County Zoning Regulations. In particular, an overall "imaginative design" as sought by the Planning Development District has not been proposed, but rather a standard large-scale retail design which could be located essentially anywhere.

B. The record indicates no changes of a major economic physical or social nature in the geographic area under consideration which were not anticipated in the Comprehensive Plan.

C. The Applicant has not met its burden of showing that the current zoning is inappropriate and proposed zoning is appropriate.

D. The traffic study information provided by the Applicant does not demonstrate that traffic from the present approved use and the proposed use would be practically the same. It is not a valid argument that a change is justified because traffic from the proposed use would be no worse than the existing approved use.

E. The Applicant has not met its burden of creating a record before the Planning Commission which would support the proposed change.