

AUGUST 13, 2009

**1300 DANIELS LN,
1041 PLEASANT VALLEY RD**

ZONE CHANGE

From:	I-1 Light Industrial I-2 Heavy Industrial
To:	P-1 Professional/Service
Proposed Use:	Hospital
Acreage:	147.446 acres
Applicant:	Owensboro Medical Health System (0908.1757)
Surrounding Zoning Classifications:	
North:	R-1A, P-1, B-4
South:	R-1A, B-4, A-U
East:	I-1, I-2, A-U
West:	I-2, I-1, B-4

Proposed Zone & Land Use Plan

The applicant is seeking a P-1 Professional/Service zone. The subject property is located in an Industrial Plan Area, where professional/service uses are appropriate in limited locations.

SPECIFIC LAND USE CRITERIA

- (a) **Building and lot patterns** - Building and lot patterns should conform to the criteria for “**Nonresidential Development**” (D7).
- (d) **New locations** - New locations of Professional/Service use should be “**major-street-oriented**” (D2). Also, other than in Rural Community plan areas, a new location should be at least **one (1) acre** in size unless it would serve as a “**buffer-use**” (D1).

Planning Staff Review

GENERAL LAND USE CRITERIA

Environment

- It appears that a portion of the subject property is located in a wetlands area per the US Department of Agriculture Soil Conservation Service dated March 6, 1990.
- A portion of the subject property is located in a special flood hazard and floodway area per FIRM Maps 21059CO137, 139, 141, 143 D.
- It appears that the subject property is within the Owensboro Wellhead Protection area per the GRADD map dated March 1999.
- A portion of the property is designated as prime agricultural farmland per the US Department of Agriculture Soil Conservation Service map dated March 1980.
- The subject property is located across Pleasant Valley Road from the Ashland Oil property which contains four hazardous storage petroleum tanks.
- The developer is responsible for obtaining permits from the Division of Water, The Army Corp of Engineers,

FEMA or other state and federal agencies as may be applicable.

Urban Services

All urban services, including sanitary sewers, are available to the site.

Development Patterns

The subject property is a large, vacant industrial tract located in an area of primarily industrial and agricultural zones. However, there are other zones scattered throughout the area including R-1A Single-Family Residential, B-4 General Business and P-1 Professional/Service.

The property is bounded to the north by the CSX railroad, Daniels Lane to the East, Pleasant Valley Road to the west and Yellow Creek to the south. With the proximity to railroad and vehicular access, the site was anticipated for industrial development that has not occurred. The proposed rezoning to P-1 Professional/Service will allow for the relocation of the community's hospital to the subject property.

The CSX railroad located north of the subject property has a switching yard located just west of Pleasant Valley Road. Two tracks cross Pleasant Valley Road with multiple other storage tracks located within the switching yard. When switching operations are underway, train traffic moves very slowly through the area and can block Pleasant Valley Road for extended periods of time. Federal Railroad Administration train inventory information indicates a total of nine train movements daily along this line. To supplement the FRA information, train movements were observed over four consecutive days for twelve hour periods. A maximum of five and a minimum of two trains were observed during the four, twelve hour observations. The longest delay was five minutes for a 105-car train and the average delay was two minutes and twenty seconds. The average train speed based on observation was 15 mph. Train speed varied from 33 mph to 5 mph. Based on the observed train delay and forecasted traffic once the hospital site is open and the Northeast Expressway connector is complete, the longest queues will occur on Pleasant Valley Road which will delay 19 vehicles resulting in a queue length of 475 feet. On Daniels Lane the longest queue is expected to be nine vehicles with a queue length of 225 feet. Neither queue will impact other intersections in the vicinity. According to the TIS, the delay does indicate the necessity of an overpass to prevent delay of emergency vehicles to the hospital. The extension of the Northeast Expressway will provide an overpass and the TIS recommends retaining the existing railroad overpass on the by-pass even if that portion of the by-pass is abandoned.

In the vicinity of the subject property, Daniels Lane is classified as a major collector roadway with a 250 foot spacing standard. Pleasant Valley Road is classified as a minor arterial roadway with a 500 foot spacing standard. The proposed by-pass extension will provide additional access. Initially, a connector to the existing by-pass will be constructed with by-pass extension constructed at a later time to include a full interchange with Pleasant Valley Road. A preliminary development plan was submitted in conjunction with the rezoning request. The preliminary development plan establishes locations of two proposed drives to Daniels Lane and two proposed drives to Pleasant Valley Road. Access to both roadways shall be limited to the access points as established on the preliminary development with no additional access to either road permitted.

As part of a project the magnitude of the proposed hospital relocation, one of the key factors that must be addressed is the traffic impact the site will have on the transportation network. A Traffic Impact Study (TIS) was prepared by a qualified transportation engineer to address the traffic impact and suggest what mitigation measures would be required.

The TIS recommends numerous roadway improvements that are necessary to mitigate the traffic generated by the site. The following is a list of the recommended improvements in the TIS:

1. At the intersection of US 60 E and Daniels Lane, install a third northbound approach lane for right turns and designate the middle approach lane for left and through movements.
2. At the intersection of Daniels Lane and Access #3, south of the railroad crossing, provide a right turn lane or a 300-foot radius curve for a one-way lane for southbound traffic entering the site.
3. Widen Daniels Lane between US 60 and Access #3, using the City's urban template standard of a 40-foot roadway width consisting of three 12-foot lanes and a two-foot wide curb and gutter section on either side. Sidewalks are to be provided for pedestrian access. Include a 50-foot northbound left turn storage lane before beginning a 35 to 1 taper south of Access #3. Install an upgraded and widened railroad crossing to CSX standards with the addition of automatic gates.
4. Widen Pleasant Valley Road between the new expressway connector road intersection and the intersection with the site connector road (Access #4) north of Yellow Creek using the City's urban template standard of a 40-foot roadway width consisting of three 12-foot lanes and a two-foot wide curb and gutter section on either side. Sidewalks are to be provided for pedestrian access. Provide north of Access #4 a 35 to 1

taper to transition back to the existing roadway. Maintain the reconstructed roadway above the 100 year floodplain, replacing the existing box culver in the floodway of Yellow Creek, and provide a vertical transition back to the exiting roadway elevation at the northern termination of the horizontal taper.

5. Provide a northbound right-turn lane or a 300-foot radius curve for a one-lane entry road at the intersection with the site connector road (Access #4).
6. Implement a way-finding signage program on US 60 E, US 60 Bypass and the expressway connector prior to the opening of the hospital.
7. Work with the local transit authority to extend bus service to the site.

In addition to the recommended roadway improvements in the TIS, the necessity of the expressway connector road or the Northeast Expressway construction is reinforced. Without a connection to the US 60 Bypass, the hospital would have to rely on Pleasant Valley Road and Daniels Lane as the sole means of access which is not feasible due to the size of the development. The expressway connector road will likely require a traffic signal on the US 60 Bypass. It is essential that sufficient shoulder area and turn lane storage length in both the northbound and southbound directions be provided where the expressway connector and the US 60 Bypass intersect so that emergency vehicles can get onto the expressway connector without excessive delays from the through traffic queues. Without the recommended roadway improvements and connection to the bypass complete, the hospital site will not function properly. To ensure the integrity of the transportation system, all improvements shall be completed prior to the issuance of occupancy permits for the new facility.

SPECIFIC LAND USE CRITERIA

The applicant's proposal is in compliance with the Comprehensive Plan. The use of the property as a hospital will be nonresidential in nature. The site meets the requirements of the Comprehensive Plan in regards to a new location of professional/service zoning. With frontage on both Pleasant Valley Road and Daniels Lane, the subject property is major street oriented. At just over 147 acres, the subject property exceeds the minimum one acre requirement.

Planning Staff Recommendations

Staff recommends approval because the proposal is in compliance with the community's adopted Comprehensive Plan. While the Comprehensive plan supports rezoning the subject property to P-1 Professional/Service, the use of the subject property as a critical health facility for the community is questionable. The proximity to the bulk of

the population in the community, proximity to the railroad tracks and switching yard, and proximity to hazardous chemical storage in the area all present issues from a planning perspective in regards to the best site location. The hospital will require a conditional use permit at which time the Board of Adjustments will review the compatibility of the use with the surrounding neighborhood to ensure proper integration into the area. Relocation of the centrally located hospital will alter the neighborhood of the proposed location and will alter the neighborhood of the exiting hospital while promoting sprawl of a critical facility within the community. The recommendation for approval is made subject to the conditions and findings of fact that follow:

Conditions:

1. At the intersection of US 60 E and Daniels Lane, install a third northbound approach lane for right turns and designate the middle approach lane for left and through movements;
2. At the intersection of Daniels Lane and Access #3, south of the railroad crossing, provide a right turn lane or a 300-foot radius curve for a one-way lane for southbound traffic entering the site;
3. Widen Daniels Lane between US 60 and Access #3, using the City's urban template standard of a 40-foot roadway width consisting of three 12-foot lanes and a two-foot wide curb and gutter section on either side. Sidewalks are to be provided for pedestrian access. Include a 50-foot northbound left turn storage lane before beginning a 35 to 1 taper south of Access #3. Install an upgraded and widened railroad crossing to CSX standards with the addition of automatic gates;
4. Widen Pleasant Valley Road between the new expressway connector road intersection and the intersection with the site connector road (Access #4) north of Yellow Creek using the City's urban template standard of a 40-foot roadway width consisting of three 12-foot lanes and a two-foot wide curb and gutter section on either side. Sidewalks are to be provided for pedestrian access. Provide north of Access #4 a 35 to 1 taper to transition back to the existing roadway. Maintain the reconstructed roadway above the 100 year floodplain, replacing the existing box culver in the floodway of Yellow Creek, and provide a vertical transition back to the exiting roadway elevation at the northern termination of the horizontal taper;
5. Provide a northbound right-turn lane or a 300-foot radius curve for a one-lane entry road at the intersection with the site connector road (Access #4);
6. Implement a way-finding signage program on US 60 E, US 60 Bypass and the expressway connector prior to the opening of the hospital;

7. Work with the local transit authority to extend bus service to the site; and,
8. All improvements, including a connection to the existing bypass or the Northeast Expressway shall be completed prior to the issuance of an occupancy permit.

Findings of Fact:

1. The subject property is located in an Industrial Plan Area, where professional/service uses are appropriate in limited locations;
2. The use of the property for hospital and related uses will be nonresidential in nature;
3. With frontage on both Daniels Lane and Pleasant Valley Road the subject property is major street oriented; and,
4. At 147 acres, the site exceeds the minimum one acre requirement for a new location of professional/service zoning.