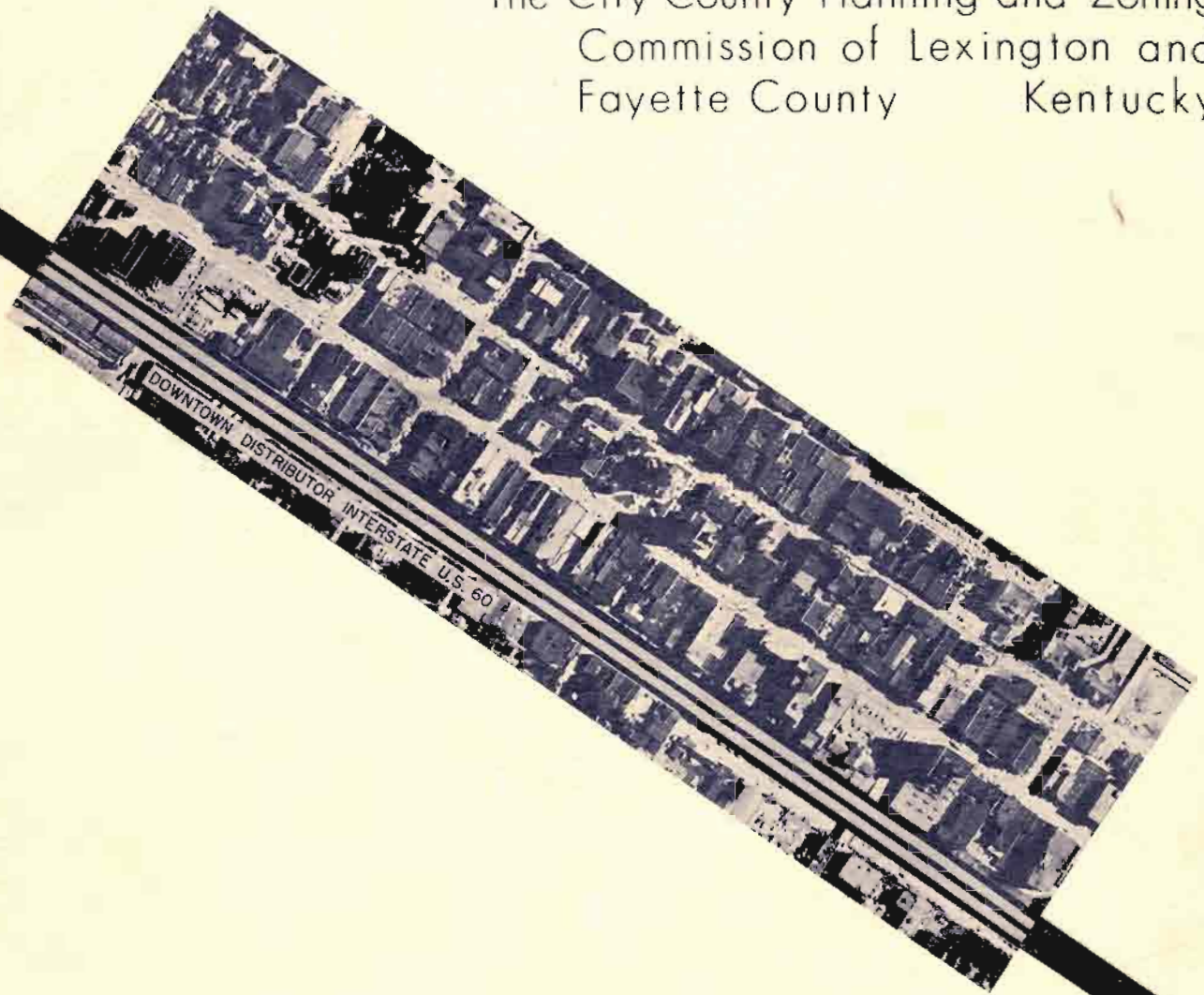


MASTER PLAN SUPPLEMENT • 1958

The City-County Planning and Zoning
Commission of Lexington and
Fayette County Kentucky



LADISLAS SEGOE AND ASSOCIATES
city planners consulting engineers
cincinnati ohio

THE CITY-COUNTY PLANNING AND ZONING

COMMISSION OF LEXINGTON

AND FAYETTE COUNTY, KENTUCKY

1 9 5 8

MASTER PLANS SUPPLEMENT

Major Street Plan
Land Use Plan
Shopping Centers
Industrial Areas
Zoning Ordinance-
Resolution Amendments

LADISLAS SEGOE & ASSOCIATES

W. G. Roeseler - Senior Associate
Head of Project Staff

Richard L. Tavis, Associate Planner

February 1, 1958

The City-County Planning and Zoning Commission of
Lexington and Fayette County
City Hall
Lexington, Kentucky

Gentlemen:

We have completed and are pleased to submit herewith our report on the various studies supplementing and extending certain functional parts of the Lexington and Fayette County Master Plan of 1950 - pursuant to our contract of September 5, 1957.

In the course of our work we have received many helpful suggestions from public officials and private individuals in Lexington. We wish to acknowledge our debt to all of them. Particularly, we wish to express our appreciation to Professor Robert D. Hawkins, Chairman of the Commission, and to Robert Damerau, your Planning Director, for their assistance and friendly cooperation.

Sincerely yours,

LADISLAS SEGOE & ASSOCIATES

W. G. Roeseler

bjd

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KENTUCKY

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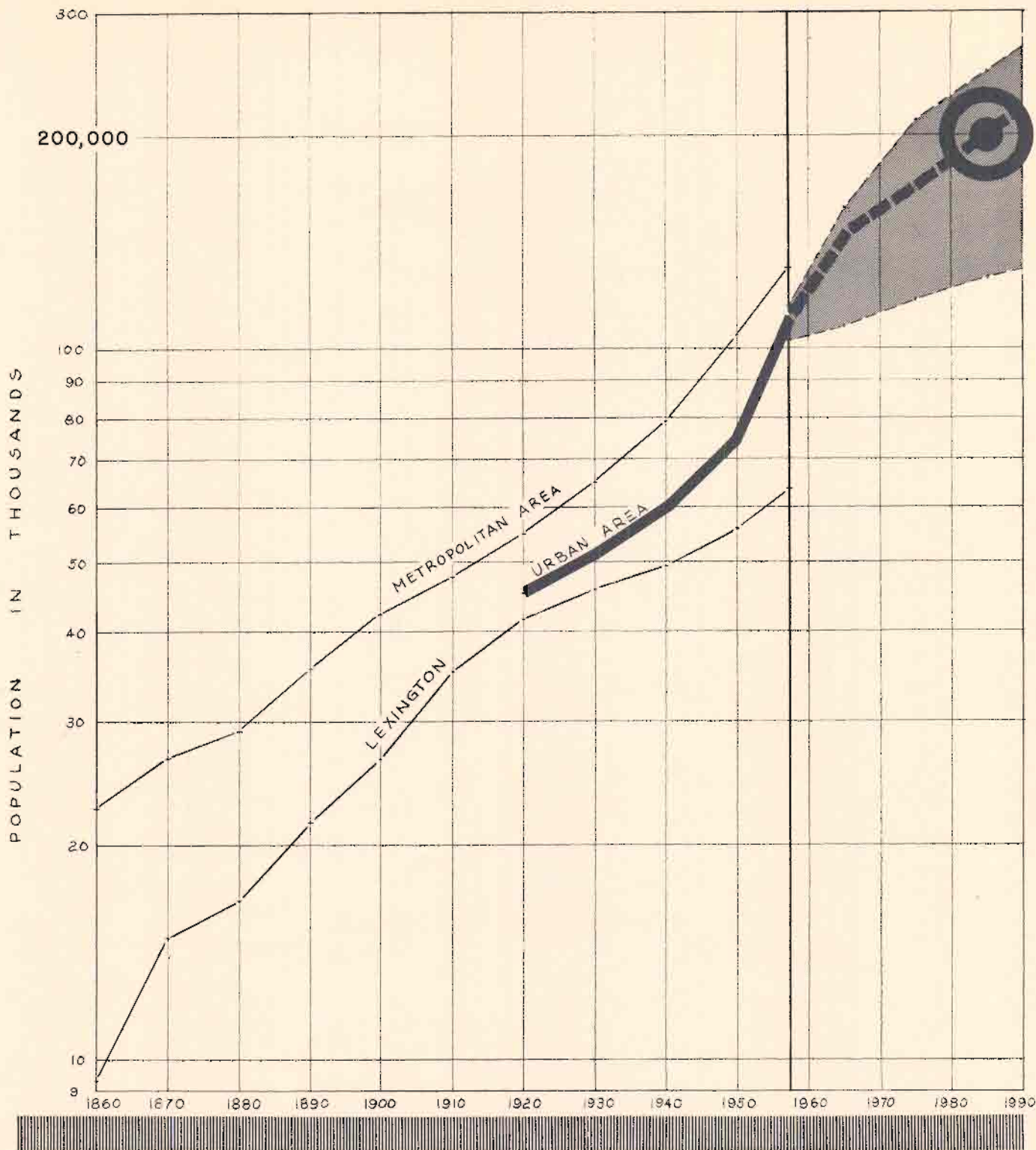
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INTRODUCTION



POPULATION GROWTH TRENDS *and* PROJECTIONS

LEXINGTON CITY, URBAN *and* METROPOLITAN AREAS

LEXINGTON - KENTUCKY 1958
 CITY-COUNTY PLANNING
 & ZONING COMMISSION
 LAOISLAS SEGUE AND ASSOCIATES
 CITY PLANNERS - CONSULTING ENGINEERS
 CINCINNATI OHIO

INTRODUCTION

Since 1950 the urban area of Lexington, Kentucky, has experienced population growth and economic expansion at a greatly accelerated rate. Industrial employment has increased 25 per cent; annual retail sales: \$30 million; annual wholesale sales: \$50 million; bank deposits: \$35 million. Population in the Lexington urban area increased an estimated 40 per cent during the 1950 - 1958 period. Prospects for the immediate future seem to suggest continued growth but probably at a less rapid pace.

The recent period of growth has brought with it an accelerated and greatly increased demand of land for all types of urban uses and for urban services. Under these circumstances the City-County Planning and Zoning Commission of Lexington commissioned this study for the purpose of (a) extending and re-dimensioning the 1950 Land Use Plan of the Lexington municipal area and, particularly, (b) assessing the need for business districts of various categories, and recommending procedures whereby these may be logically located, of appropriate size and developed in an orderly and otherwise desirable manner.

As mentioned earlier recent trends reveal a sharp upward surge, indicating growth in the Lexington metropolitan area at a much more rapid rate than heretofore experienced. As may be expected, most of this growth is suburban in nature and little change is taking place in the older parts of the city.

Whether or not recent trends have long-range significance is difficult to foretell at present. Lexington's past growth has been one of steady

but relatively modest gains. While it would not be advisable, in appraising future prospects, to disregard the rapid rate of growth in the past few years, it would likewise be erroneous to assume that recently manifest trends will supersede all historic experience.

If the industrial expansion, which primarily caused the recent upward surge continues current trends will not likely level off materially during the next decade. If further substantial industrial expansion fails to materialize, a much slower rate of growth must be expected. According to optimistic estimates a population increase to 160,000 by 1965 and some 250,000 by 1985 may be anticipated. Assuming a sharp decline in industrial expansion, a population of possible 110,000 by 1965 and 130,000 by 1985 would result. For purposes of this study a population level of 200,000 was assumed to be realizable within a generation.

SUMMARY OF RECOMMENDATIONS

In the body of this report, the effects on the physical development of the Lexington urban area, which may be expected as a result of its continued growth and expansion, will be examined and evaluated. Certain land development policies will be recommended aimed at fostering orderly and otherwise desirable urban development in the years to come.

THE PRINCIPAL RECOMMENDATIONS ARE AS FOLLOWS:

Shopping Centers

ONE (no more) regional shopping center: the CENTRAL BUSINESS DISTRICT

ONE new community shopping center now

Size: 20 to 25 acres

Location: either at

Gardenside Subdivision, or near Intersection of Lane Allen and Harrodsburg Roads, or on an alternate location on Harrodsburg Pike --

decision to be made on demonstrated ability to go ahead at this time.

Two additional community shopping centers by the time the urban population approaches 200,000. Location - one in vicinity of Newton Road and Beltline and the other at Winchester Pike and Beltline - provided expected growth in their respective market areas materializes.

TWO new neighborhood shopping centers now

Size: 5 to 7 acres

Location: one in Cardinal Hill Subdivision, the other in Gardenside or at Lane Allen/Harrodsburg Roads-- in lieu of the above suggested community center.

Nine or ten more neighborhood shopping centers by the time the urban population reaches 200,000 -- to be provided as growth occurs.

Location - at or near sites indicated on the Land Use Plan.

Business Zoning: cut back on business zoning to arrest spread of blight of poorly located business tracts. Assist owners in determining most advantageous use of their land.

High Priority Major Streets

Interstate Routes: Route US 60 through the urban area along existing, partially abandoned railroad rights-of-way, this to accommodate both the limited access freeway and the residual railroad traffic. Provide terminal parking facilities along the downtown section of this US 60 with direct controlled access thereto.

Request the State Highway Department to make engineering studies of recommended route. Route US 25 along the easterly edge of the Lexington urban area where it will not interfere with residential development, in the location generally shown on Land Use Plan.

Other Major Streets: Construct - at modified limited access standards - the recommended inner circumferential highway and improve two radial routes: Harrodsburg Pike to the southwest and Newton Pike to the northeast.

DEVELOP ARTERIAL SYSTEM closely integrated with new interstate US 60

Urban Land Development

Adopt consistent policies guiding urban land development based on the recommendations of the Land Use Plan

The most pressing problem: sewerage of growing residential areas.

Endeavor to solve this problem in this way:

- A. Put into effect, as soon as possible, the recommendations of the Bell-Watkins report.
- B. Direct additional residential expansion to successively developed drainage areas surrounding the city proper - as shown on Urban Service Area Map - with each drainage area served independently by individual sewer treatment facilities.
- C. Discourage where practicable individual septic tank installations within the Urban Service Area.
- D. Require 2 - 3 acre home sites outside of Urban Service Area where individual septic tanks are to be used for the disposal of sanitary wastes.

Industry

Promote development of integrated, planned industrial districts or "industrial parks."

Aggregate area: $1\frac{1}{2}$ square miles, with a land reserve of nearly another square mile.

Location: vicinity of Lexington Industrial Foundation lands.

Zoning: Prohibit residences in the industrial areas; cut back present poorly located industrial zones.

1. URBAN LAND

Generalized Land Use

GENERALIZED LAND USE INVENTORY

Lexington Urban Area - 1957

Land Use Categories	1. Acres	2. Per cent of Subtotal	3. Per cent of Total
1 Family	4,250	78.1	37.8
Mixed Residential	1,040	19.2	9.2
Multi-Family	148	2.7	1.3
Sub-Total	5,438	100.0	48.3
Retail Business	445	82.2	3.9
Commercial Recreation	97	17.8	.9
Sub-Total	542	100.0	4.8
Wholesale Business, Warehouses	408	100.0	3.6
Sub-Total	408	100.0	3.6
Industry, Except Utilities	680	95.5	6.0
Utilities	32	4.5	0.3
Sub-Total	712	100.0	6.3
Recreation (Public & Private)	452	100.0	4.0
Sub-Total	452	100.0	4.0
Public & Institutional	842	77.8	7.5
Cemetery	240	22.2	2.2
Sub-Total	1,082	100.0	9.7
U. K. Agric. Exp. Station	410	100.0	3.6
Sub-Total	410	100.0	3.6
Streets	2,214	100.0	19.7
Sub-Total	2,214	100.0	19.7
TOTAL	11,258		100.0
	17.6 sq. mi.		

Generalized Land Use

The "Generalized Land Use Map -- 1957", shows graphically the pattern of present land use in the Lexington urban area. In effect, it is a revision and an extension of the "Land Use Map -- 1948", prepared in conjunction with the 1950 Master Plan. The 1957 map is drawn at scale: 1 inch equals 2,000 feet. At this scale, it outlines major areas of land use and indicates categories of use by color and symbol. It does not recognize diverse uses of land located here and there within larger land areas predominantly devoted to another, single category of land use. The "Generalized Land Use Map" is an integral part of this report.

The "Generalized Land Use Inventory" tabulates the acreage of the various categories of land use shown on the "Generalized Land Use Map -- 1957". In column 1 of this table, street acreage is tabulated separately. In column 2, street acreage is incorporated in the various district totals for ready comparison with the Zoning District Inventory.

As may be seen in the "Land Use Inventory", approximately 11,260 acres (17.6 square miles) are generally developed in the Lexington area. Residential uses occupy some 5,400 acres or 48 per cent of the developed area. Over 75 per cent of this residential land is developed in single family residences.

Two categories of land use in Lexington are somewhat unusual -- the tobacco warehouses and the extensive holdings of the University of Kentucky Agricultural Experimental Station. 408 acres (3.6% of the developed area)

are used for warehouses and for other wholesale business; 410 acres are occupied by the Agricultural Experiment Station.

Of the 11,260 acres of land classified as predominantly developed in the Lexington area, approximately 1,000 developable acres are vacant at present. Of this vacant land 650 acres lie in residential subdivisions platted since 1950.

ZONING DISTRICT INVENTORY

ZONING DISTRICT INVENTORY

Lexington Urban Area - 1957

<u>DISTRICT</u>	<u>ACRES</u>	
S-1	790	
R-1	8,210	
R-2	1,250	
R-3	1,540	
R-4	<u>197</u>	
Sub-Total		11,987
B-1	404	
B-2	67	
B-3	<u>356</u>	
Sub-Total		827
B-4	<u>590</u>	
Sub-Total		590
1-1	2,090	
1-2	<u>494</u>	
Sub-Total		2,584
Total		15,988 ac. 25.0 sq. mi.

Generalized Land Use Inventory Subtotals - 1957

(Street Acreage Included in District Subtotals)

	<u>Acres</u>	<u>Equivalent Zoning District</u>
Residential	(6,912)	(R-1, R-2, R-3, R-4)
Commercial (Retail & Other)	668	(B-1, B-2, B-3)
Commercial (Wholesale & Warehouses)	(503)	(B-4)
Industrial	(868)	(1-1, 1-2)
Recreational (Public & Private)	551	
Public, Institutional, Cemetery	1,311	
U. K. Agricultural Experiment Station	445	
Total	11,258 acres	17.6 sq. mi.

Zoning District Inventory

The Zoning District Inventory tabulates by zoning district categories the acreage shown on the "Zoning Map of the Lexington Urban Area -- 1952," as revised through August, 1957. A table of Generalized Land Use Inventory sub-totals is included here for ready comparison.

The zoning of a total of 25 square miles of land in the S, R, B and I Districts bears a reasonable relationship to the 17.6 square miles presently generally developed. With 6,912 acres in residential use, the zoning of 11,987 acres in the S and R-Districts allows for an adequate freedom of choice in residential land development. A reasonable relationship also exists between B-4 district acreage and the land in warehouse use; and between the I-District acreage and the land in industrial use. Some excessive I-District zoning has been absorbed by the location of various public uses in industrial zones.

Modern shopping center and business districts zoning practice suggests that the total of 827 acres zoned for business in B-1, B-2, and B-3 are excessive. 67 acres of Downtown Business zoning (B-2) seems reasonably related to present use. However, the 404 acres in the Neighborhood Business District (B-1) would be capable of serving many times the present population if located and designed in accordance with present day practices. This excessive business zoning, due in large part to the scattered pattern of existing neighborhood business uses contribute to the depreciation not only of neighboring residential property values but of the commercial areas themselves. Further, a highway service business district (B-3) of

356 acres allows an excessive amount of marginal ribbon district development along major streets.

An additional handicap to sound business development is that the location of a number of B-1 and B-3 districts is poorly related to the type and scale of service such districts are meant to provide.

These conditions have produced:

- (a) a somewhat disorganized and largely uncoordinated pattern of outlying business districts;
- (b) business uses so located that their future physical development and even their financial future seem uncertain;
- (c) large commercially zoned tracts without direct access to thoroughfares - thus with little hope to attract "name" tenants, that is stores representing nationally and locally known retailers;
- (d) indications of financial reverses or disappointments as suggested by the subdividing and selling off of parts of sites originally contemplated for shopping center development;
- (e) absence of cooperation in management and merchandising policies in existing retail concentrations.

Future Land Requirements

FUTURE LAND REQUIREMENTS

Lexington Urban Area

	Population Level					
	125,000	150,000	175,000	200,000	225,000	250,000
Present						
Developed Area (acres)	4,800	4,800	4,800	4,800	4,800	4,800
Suburban Density Area (acres)	3,100*	3,800	4,400	5,000	5,600	6,300
Urban Density Area (acres)	1,200	4,000	6,800	9,600	12,400	15,300
Residential (Total - Acres)	9,100	12,600	16,000	19,400	22,800	26,400
All other Urban Type Uses	9,000	11,700	13,900	16,200	18,000	20,800
Total Land Requirements (acres)	18,700	24,300	29,900	35,600	40,800	47,200
(sq.mi.)	29.2	38.0	46.7	55.6	63.8	73.7

* 10% of population has been assumed to be living in suburban areas

Future Land Requirements

The Table "Future Land Requirements" shows anticipated urban land needs in the Lexington area as indicated levels of population growth are attained. The table is based on present densities and general development standards modified as indicated below. These requirements additionally include a 75 per cent margin in developable acreage --considered adequate to ensue a reasonable margin of supply over demand and a range of choice in urban land development and for building.

The total land requirement figure represents the sum of the need for land by all necessary or desirable major land uses: residential and recreational; business and industrial; public and institutional; utilities and streets; plus vacant developable land. These requirements in turn are affected by a variety of modifying factors influencing land development: residential -- desired and appropriate density of residential development; business -- growth and economy of Lexington's trade area; industrial --effectiveness of industrial promotion efforts, types of industries, regional economic trends; recreational -- use of facilities, time available to residents for use of facilities, financial ability of government bodies to provide these; public and institutional -- plans of local institutions for future expansion and extension of facilities, needs and desires for public building and facilities; streets -- traffic requirements and subdivision practice.

Need for business facilities and commercial land depends to a large extent on the success of local business in the competitive market. This

in turn is influenced by: population growth in the trade area; distribution and density of residential development; effective buying income of the trade area population; convenience of access from trade area to local business centers; enterprise of local merchants; quality of local retail business facilities; and quality and effectiveness of promotion.

In Lexington the future demand for various types of developable urban land is likely to evolve as follows:

- (1) residential land -- continued increase in home sites and, as a consequence, gradual lowering of overall residential density, resulting in an increase in the ratio of land to population;
- (2) industrial land -- continued increase in the growth of the industrial community with some deceleration in the rate of increase; increase in the industrial land per population ratio;
- (3) railroad property -- facilities to remain at about present level; little, if any, increase in land need occasioned by increases in population and economy; decrease in railroad land per population ratio;
- (4) recreational land -- growing long-range demand for recreational facilities as leisure time increases; increase in recreational land per population ratio;

- (5) public and institutional land -- need for institutional land in relation to population to remain at about present proportions; increase in local governmental functions but proportional decrease in relation to growing population; maintenance of present public and institutional land per population ratio;
- (6) streets, vacant land -- no significant change in present proportion of urban land area in streets; increase in proportion of vacant land to allow for increased latitude of choice in the development of land.

On the basis of these considerations the "Land Use Plan", presented in Part IV, was designed to accommodate a population of 200,000, encompassing an area of nearly 56 square miles.

Urban Service Area

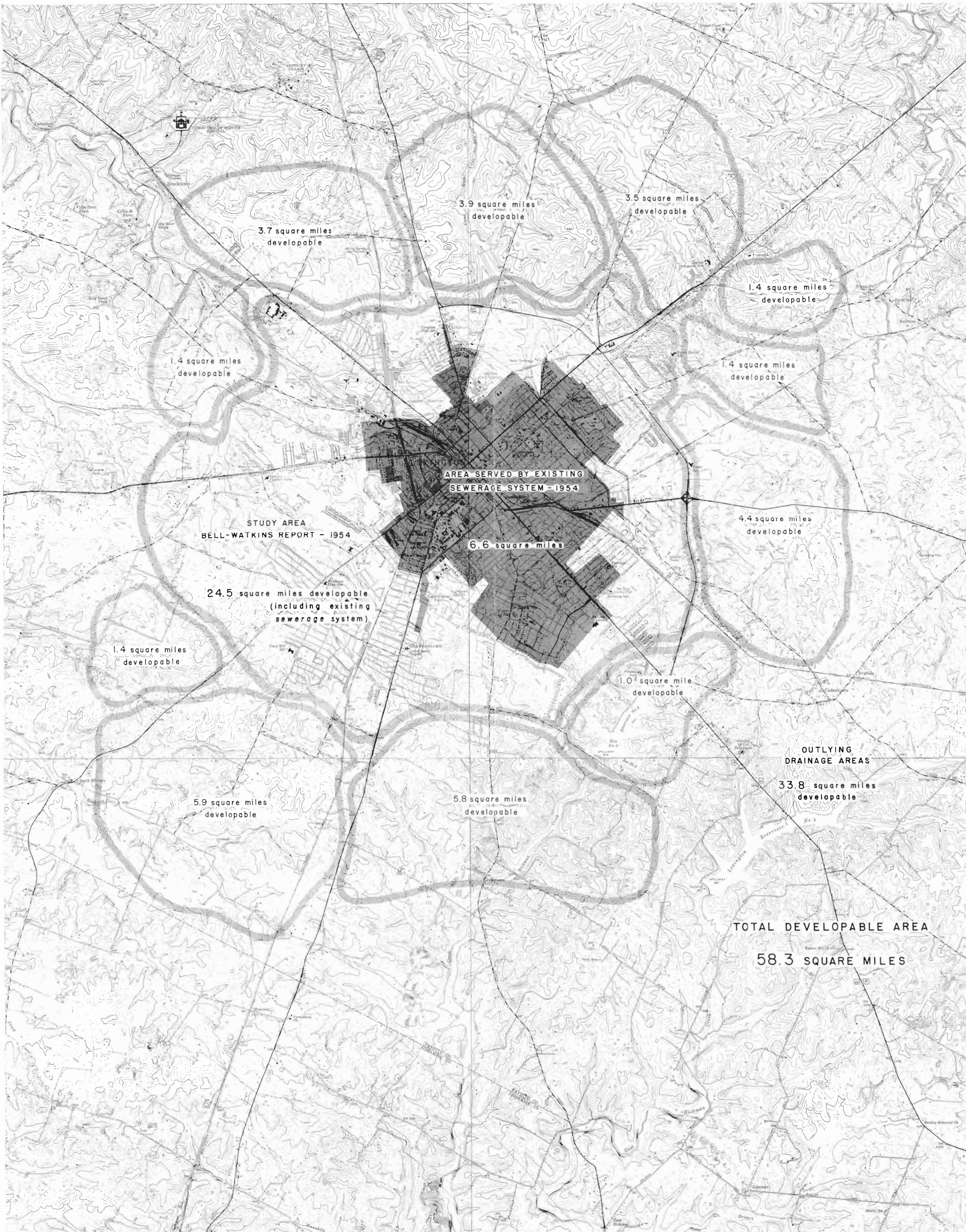
The market for urban land is influenced principally by the availability of:

- (1) raw land suitable for urban development;
- (2) community facilities and utilities.

The availability of land for general urban development in the Lexington area presents no problem. The City is surrounded by an abundant supply of gently rolling terrain, readily adapted to urban residential development. The choice is somewhat more limited as regards suitable land available for industrial purposes.

The provision of urban facilities and services presents a complex problem to the community, both immediate and long range, involving: new schools, adequate utilities, particularly sewers; and numerous other services. The map "Urban Service Area for Lexington delineates that area in which such services and facilities, public and private, can be developed logically and economically.

Lexington is situated near the confluence of Elkhorn Creek and Hickman Creek. The present municipal sewage disposal plant is located on Wolf Run, a part of the Town Branch-Wolf Run system, tributary to Elkhorn Creek. Less than seven square miles of the Lexington urban area are serviced by this plant; a major portion of this service area lies within the Town-Branch-Wolf Run drainage area. A limited amount of land in other secondary drainage areas is connected in to the present municipal system through the use of pumping stations.



URBAN SERVICE AREA

FOR LEXINGTON

Urban Service Area

In 1954, the Bell-Watkins report - commissioned by the City as a study of the expansion of the existing sewer system - recommend the installation of a peripheral trunk sewer system, leading to a new or an expanded sewage treatment plant on Wolf Run. This system would systematically expand the sewerable area of Lexington, principally in the Wolf Run basin, and include that portion of the drainage area lying above the sewage treatment plant.

Complete implementation of the recommendations in the Bell-Watkins Report would provide for Lexington a sewerable area of some 24.5 square miles (including the present sewered area). At the standards of urban development recommended above, this land/would provide for the population growth of the immediate future and would also represent a first step towards solving the long-range land problem.

With the effectuation of recommendations contained in the Bell-Watkins report, all land in the upper Wolf Run drainage area would be serviced by trunk sewers. The table "Future Land Requirements" indicates a need, however, in addition to the Bell-Watkins service area, of some 5 square miles of urban land by the time the population reaches 125,000 - and over 30 square miles additional by the time the population reaches 200,000. Further expansion of the Lexington Urban Service Area would logically take place in the Town Branch, Cain Run, North Elkhorn Creek, East Hickman Creek, West Hickman Creek and South Elkhorn Creek drainage areas.

The Urban Service Area map delineates the location of this additional urban land in portions of the surrounding drainage areas. They range

in size from 1.4 to 5.9 square miles. Sewer systems in each of these drainage areas can reasonably and economically be provided by an integral trunk sewer system leading to a single sewage treatment plant in each drainage area. Land development based on this concept will operate most economically if residential subdivision development, as it progresses, were directed to and encouraged in each of the several drainage areas consecutively. Part V of this report, Implementation of the Plan, discusses the mechanics of such policy aimed at reasonable and equitable conditions for the public as well as the subdivider.

111. BUSINESS DISTRICTS

BUSINESS DISTRICT TYPES AND AREA REQUIREMENTS

Shopping Center Types

Type	Principal Establishment	Typical Retail Floor Area of Principal Establishment	Typical Total Retail Area of Center	Typical Site Area of Center	Typical Trade Area for Separate Centers
Class I Regional Center	One or several Department Stores	200,000 - 400,000 sq. ft.	500,000 to 1,000,000 sq. ft.	40 to 100 ac.	500,000 to 1,000,000 Population
Class II Sub-Regional Center	Junior Department Store	30,000 - 100,000 sq. ft.	200,000 to 500,000 sq. ft.	20 to 50 ac.	100,000 Population
Class III Community Center	Variety Store	10,000 - 35,000 sq. ft.	50,000 to 200,000 sq. ft.	15 to 30 ac.	35,000 to 75,000 Population
Class IV Neighborhood Center	Supermarket or super drugstore	10,000 - 20,000 sq. ft.	40,000 to 50,000 sq. ft.	2 to 10 ac.	5,000 ⁺ Population

Non-Center Types - Highway service business - retail business and heavy commercial uses with ready access from major highway; major portion of business operation directly related to vehicular transportation either through sales to traveling public or through method of distribution.

Ribbon business development - retail business, located outside nucleated business centers, relatively shallow depth lots along major and minor streets.

Business District Types

A wide variety of retail business is operated in the Lexington area. Generally, these can be categorized as shopping center types and non-center types, listed in the table "Business District Types and Area Requirements."

Retail business in Lexington is supported by a trade area population of approximately 200,000*. Lexington's principal retail area is its Central Business District, focussed on a number of department or junior department stores. For its regional trade downtown Lexington competes with Cincinnati's Central Business District.

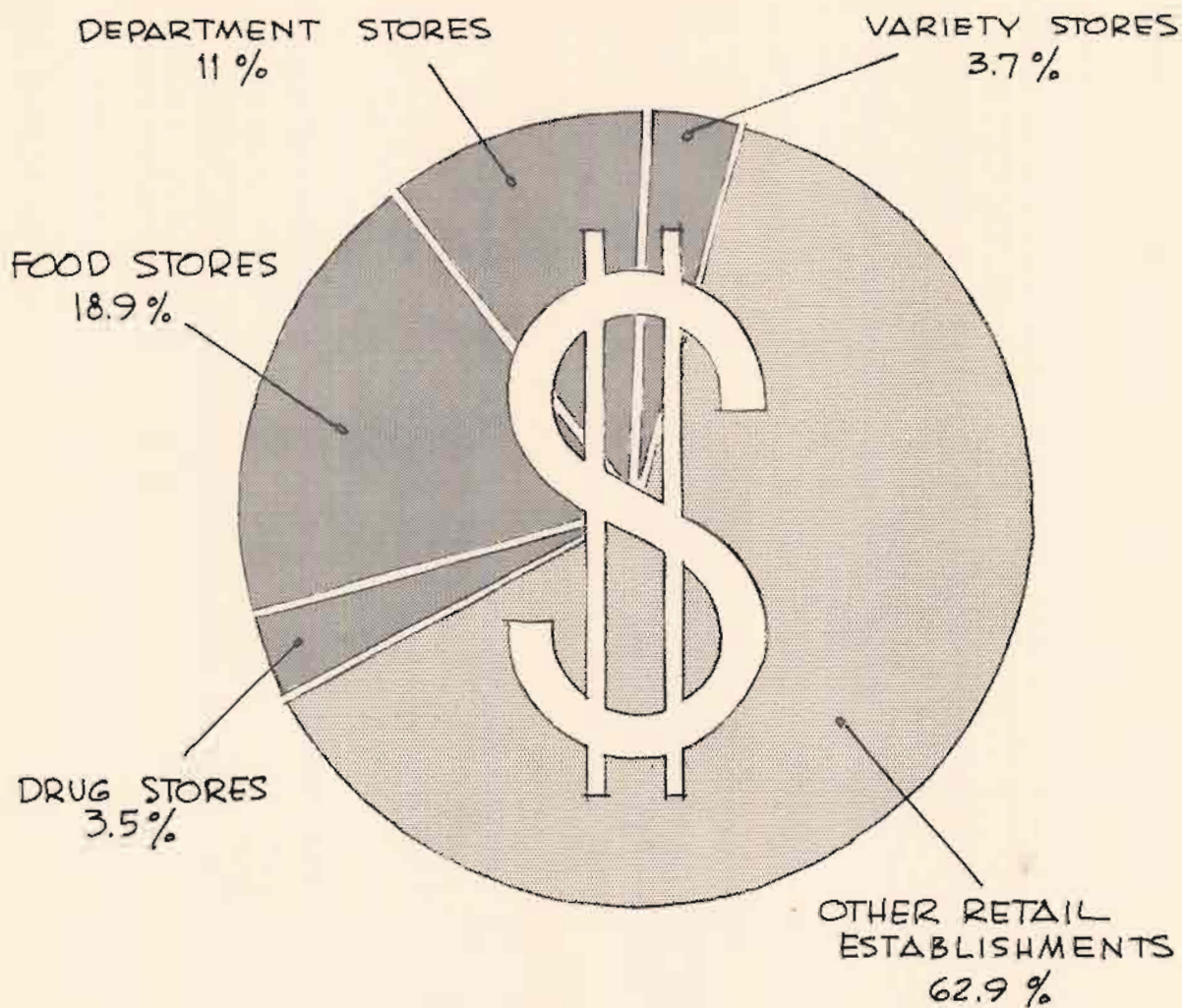
Chevy Chase and Southland constitute the largest outlying shopping concentrations in the Lexington urban area. Both of these have evolved from neighborhood type centers. With the addition of variety stores they draw from a community-wide trade area.

A number of small shopping centers serve the needs of various neighborhood areas: Meadowthorpe, Broadway-Russell Cave, East Third, Henry Clay, University, Romany-Cooper, and a number of neighborhood retail businesses in addition to the larger variety store operated in the Welgo-Traders center. Other shopping areas include: Lafayette, Nicholasville-Southland, Nicholasville-Stone, Broadway-Belt Line, the drive-in theatre section, and ribbon developments along various major streets. While approaching shopping center characteristics none of

*Source: Agricultural Experiment Station, University of Kentucky, Progress Report 2; Population Estimates for Kentucky Counties and

Economic Areas - July, 1956.

Lexington's suburban retail concentrations are shopping centers in the currently accepted sense: they are lacking architectural unity as well as centralized management and ample supply of parking - all prime criteria of the modern shopping center.



LEXINGTON - KENTUCKY
CITY-COUNTY PLANNING
& ZONING COMMISSION
1958
LADISLAS SEGOE AND ASSOCIATES
CITY PLANNERS • CONSULTING ENGINEERS
CINCINNATI OHIO

PER CENT
DISTRIBUTION OF RETAIL SALES
LEXINGTON METROPOLITAN AREA • 1954

Retail Sales Trends

Retail Sales Trends

In 1954, residents of the Lexington trade area spent nearly \$130 million in the 1,090 retail establishments here.

TYPE OF ESTABLISHMENT	TOTAL ESTABLISHMENTS	TOTAL SALES	% of TOTAL SALES
ALL ESTABLISHMENTS	1,090	\$129,508,000	100.0
Food Stores	210	24,488,000	18.9
(Grocery Stores)	(104)	(23,517,000)	(18.2)
Eating & Drinking Places	204	7,502,000	5.8
General Mdse.	36	19,045,000	14.7
(Department Stores)	(7)	(14,308,000)	(11.0)
(Variety & Gen.Mdse)	(29)	(4,737,000)	(3.7)
Apparel, Accessories	92	12,619,000	9.8
Furniture, Home Furn.App.	62	6,308,000	4.9
Automotive Group, Gas Service Stations	148	26,938,000	20.8
Lumber, Bldg. Mat. Hardw.	60	10,771,000	8.3
Drug Stores, Prop. Stores	32	4,689,000	3.6
(Drug Stores)	(26)	(4,513,000)	(3.5)
Other Retail	193	14,751,000	11.4
Non-Store Retail	53	2,397,000	1.8

Source: U. S. Bureau of Census, 1954 Census of Business - Retail Trade, Kentucky.

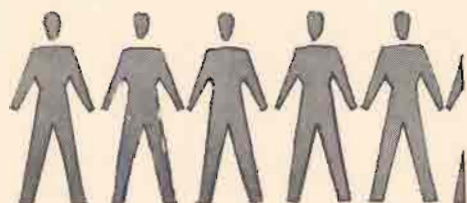
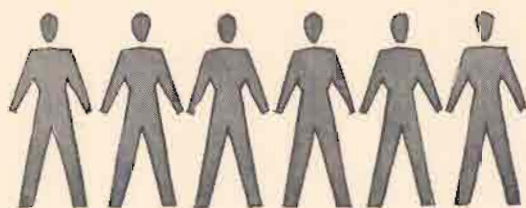
Food stores outnumber other retail establishments. Highest sales volume was recorded by the automotive group and by food stores. A comparison with average retail sales per establishment in other Kentucky metropolitan areas indicates above average sales for Lexington variety stores, drug stores and apparel stores and below average sales for department stores, appliance and furniture stores and groceries.

Type of Establishment	Average retail sales/ establishment (Lexington Metropolitan Area-1954*	Comparison with Averages of other Kentucky Metropolitan Areas.*	
		Above Aver.	Below Aver.
Department Store	\$2,040,000		x
Variety Store	332,000	x	
Grocery Store	128,000		x
Drug Store	173,000	x	
Apparel Store	137,000	x	
Furniture, Home Furn., Appl. Store	102,000		x

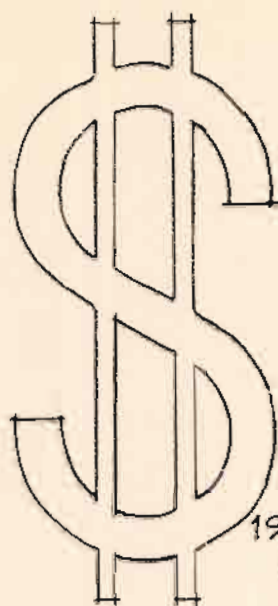
The below average sales in department store, furniture and appliance lines may be due to the very strong competitive position of Cincinnati's Central Business Districts; that of the groceries can perhaps be explained by the relatively high proportion of small outlets. It is not likely that the below average grocery sales would apply to modern super markets were these singled out, save in unusually poor locations.

*
Source: U. S. Bureau of Census, 1954 Census of Business - Retail Trade, Kentucky.

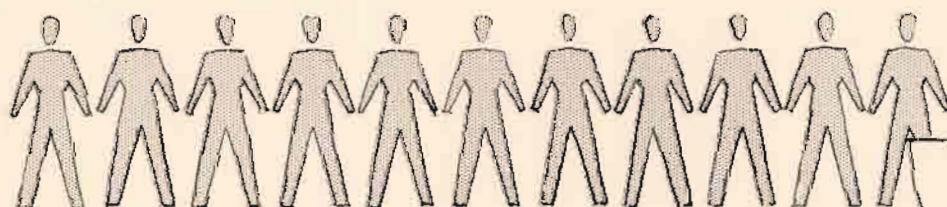
Retail Sales Prospects



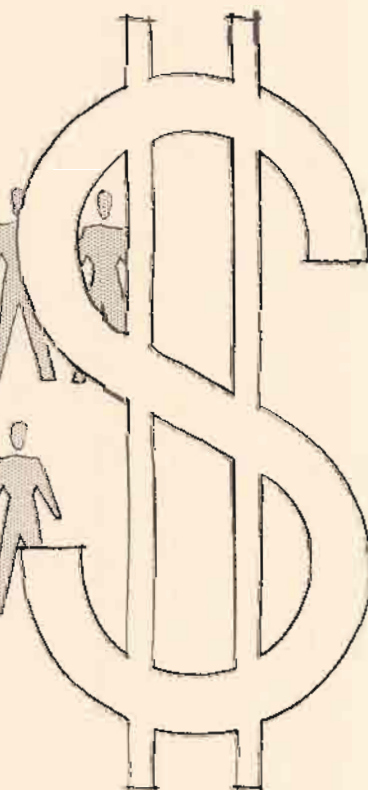
1956 POPULATION
111,557



1956 TOTAL RETAIL SALES
\$136,720,000



POPULATION 230,000



TOTAL RETAIL SALES \$233,720,000

LEXINGTON - KENTUCKY
CITY-COUNTY PLANNING
& ZONING COMMISSION

1958

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RETAIL SALES PROSPECTS
LEXINGTON METROPOLITAN AREA

New Retail Sales Area

Retail Sales Prospects

Based on Sales Management* surveys, the 1956 net effective buying income of the Lexington Metropolitan Area was \$182 million; the effective buying income per family; \$5,543; and the effective buying income per capita: \$1,631. The population of Lexington's primary trade area exceeds 111,000, its secondary trade area 88,000. In 1956 an estimated \$830 per capita from the primary trade area and \$500 per capita from the secondary trade area was spent in Lexington metropolitan retail establishments. Total sales in these retail establishments increased in 1956 to nearly \$137 million. **Lexington sales in 1956 to residents of its primary trade area (Lexington Metropolitan Area) are estimated at \$92,500,000, and to residents of the secondary trade area (remainder of the Inner Blue Grass Area and Outer Blue Grass Area) at \$44,220,000.

The University of Kentucky Agricultural Experiment Station Progress Report 42 indicates continued population increase in the Lexington Metropolitan Area, but a probable population decrease in the remainder of the Inner Blue Grass area and in the Outer Blue Grass area. Projected trade area population as the Lexington urban population reaches 200,000 are as follows: primary trade area, 230,000 (up 118,000); secondary trade 375,000 (down 42,000).

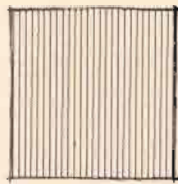
Taking into account decreasing population in the secondary trade area, only increased per capita sales there can maintain this segment of Lexington's total sales volume. To do so, local merchants will have to increase Lexington's attractiveness to this retail market. For purposes of this report, retail sales volume from this area will be considered as held at the status quo.

*May 10, 1957,

** Lexington Chamber of Commerce estimate.

All increase in volume of retail sales will be indicated as coming from the primary trade area.

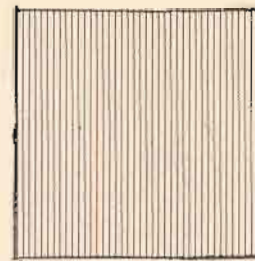
Based on the projected population increase in the primary trade area, the anticipated increase in total annual retail sales in the Lexington Metropolitan Area would equal \$97 million - a total annual retail sales volume of nearly \$234 million. This represents a 72 per cent increase in total retail sales over 1956 volume.



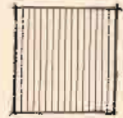
DEPARTMENT STORE
AREA - 118,000 SQ. FT.



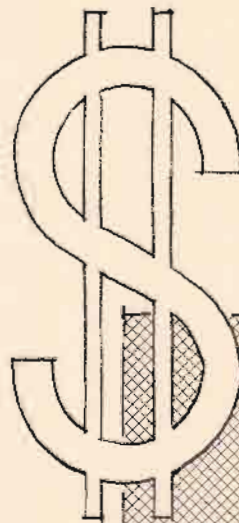
VARIETY STORE
AREA - 90,000 SQ. FT.



FOOD STORE
AREA - 252,000 SQ. FT.



DRUG STORE
AREA - 44,000
SQ. FT.



TOTAL RETAIL AREA *
1,620,000 SQ. FT.

* SUPPORTED BY \$97,000,000 INCREASE
IN TOTAL ANNUAL RETAIL SALES

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NEW RETAIL SALES AREA
LEXINGTON METROPOLITAN AREA.

New Retail Sales Area

All retail business types ought to share in this general increase in annual retail sales. Based on 1954 proportions, a \$97 million increase in total annual retail sales would be shared as follows:

	1954 Per Cent of Total Sales	Increase in Annual Gross Sales over 1956
Total Retail Sales	100.0%	\$97,000,000
Department Stores	11.0%	10,650,000
Variety & Genl. Mdse.	3.7%	3,590,000
Grocery Store	18.2%	17,650,000
Drug Store	3.6%	3,490,000

The graph, New Retail Sales Area, portrays this sales increase in terms of selling area. This would indicate, depending on building size, sufficient effective buying income to support the following additional retail establishments as Lexington's urban population approaches 200,000:

1 department or junior department store

2 - 3 variety stores

10 - 12 super markets

2 super drugstores

New Shopping Centers And
Commercial Land Area

New Shopping Centers & Land Area

Lexington Metropolitan Population: 230,000 (including all of Fayette County)

Lexington Urban Area Population: 200,000.

<u>New Shopping Centers</u>	<u>Number of new Centers</u>	<u>Total Re- tail area of each</u>	<u>Total Land Area of each</u>	<u>Principal Establishment</u>
Community Centers	2 - 3	150,000 - 200,000 sq.ft.	20-25 ac.	Variety Store
Neighborhood Centers	11 - 12	40,000 45,000 sq.ft.	5-6 ac.	Supermarket or Super- Drugstore

New Commercial Land Area

New Shopping Centers	120 - 140 acres
Additions to CBD uses	10 - 20 acres
Additions to present shopping centers and shopping areas; other retail area:	20 - 40 acres
	<u>150 - 200 acres</u>

New Shopping Centers and Commercial Land Areas

Regional or subregional centers.

Prime factors influencing the position of the Lexington Central Business District as regional or sub-regional shopping center:

- (a) geographic relationship to Cincinnati's Central Business District,
- (b) prospects for expanding trade area and population growth;
- (c) general level of economic activity in trade area.

Total number of regional or sub-regional shopping centers (CBD or other) likely to be successfully supported in the Lexington metropolitan area by the increased trade area population of the foreseeable future: ONE
Chances for successful operation of two regional or sub-regional shopping centers in Lexington (the CBD plus one other): VERY POOR.

Community and Neighborhood Shopping Centers.

The Lexington trade area presently supports, in addition to the CBD, two oversized neighborhood centers containing some community center type establishments and several smaller neighborhood centers. New Shopping centers of the community and of the neighborhood type are in the planning stage.

A neighborhood center depends on a relatively small area for its principal patronage. To promote successful operation, close physical relationship to a residential area is considered advantageous. Patronage of 1,400 to 1,500 families will support a neighborhood center. Therefore neighborhood centers can be provided at intervals in residential areas, related to residential neighborhood development as it occurs.

Community shopping centers require for their successful operation the support of a much larger segment of the community. As in the case of neighborhood centers, construction of these community shopping centers should advisedly parallel population growth as it occurs. Since greater capital investment is required to build a community shopping center some greater flexibility in the programming of community shopping centers should prove advantageous.

Indicated retail sales potential will support new shopping centers and will require additional land for commercial use. The prospects for the near future are:

TWO neighborhood shopping centers,

ONE community shopping center (now or in the near future).

Longer range prospects, in terms of shopping center retail sales area are estimated at about 1,000,000 square feet. The table "New Shopping Centers" shows the approximate distribution of this sales area among the centers of different categories. Allowing for parking and other supporting or related uses and facilities, the prospective annual retail sales increase suggests need for 150-200 acres of new commercial land. The indicated new shopping centers will likely require about three-fourths of this acreage, while expansion of the CBD and of other established centers will absorb the remainder.

IV. REVISING AND EXTENDING

THE MASTER PLAN OF 1950

INTRODUCTION

The Major Street Plan, and the Land Use Plan including the plans for major recreation areas constitute principal elements of the Master Plan. The 1950 Master Plan report defined these, and summarized certain principles and concepts which were drawn from the basic population and economy surveys and applied in the formulation of the Plan. These definitions and planning principles, in essence, remain significant. However, their application in terms of streets and land use has been modified by changing times and circumstances.

For better understanding of the proposed revisions and extensions of the Master Plan, definitions and concepts as presently applicable are summarized here.

Traffic

For its functioning an urban area, in respect to economic, social and most other kinds of activities, depends on its transportation system. A thriving urban community requires relatively free movement of cars, trucks and buses at reasonable rates of speed over safe and convenient routes. The consequences of carrying heavy traffic volumes on inadequate streets are costly delays and traffic hazards, inconvenience, a throttling of urban development.

Traffic problems in our cities, large and small alike, stem from one principal cause. The improvement of street systems has not kept pace with the phenomenal rise in the number and use of automobiles. Typically, the street patterns in most of our cities are merely a mechanical projection of the original town layouts. This has produced a paradoxical situation of congested traffic arteries despite far too much land devoted to streets in the aggregate. Consequently, the mere improvement of existing major streets will not and cannot meet the problem of congestion. It is inevitable that imaginative plans and decisive measures be adopted by the local governing bodies of every community which seriously endeavors to bring its transportation system abreast with present needs and prepare for future requirements.

Traffic improvement programs are expensive. They customarily necessitate major construction projects. Since such projects are usually financed over many years, they must afford maximum service and efficiency. They must accommodate present day traffic, and additionally, the ever-increasing traffic volumes of the foreseeable future. The need for improved traffic facilities in the urban area of Lexington is quite apparent. Without relief, many arteries already carrying excessive volumes of traffic will become hopelessly congested in the very near future. Even greater traffic loads must be expected in years to come.

In addition to increasing its industrial potential, Lexington will continue to serve as a agricultural trade and service center. These activities result in a constant two-way flow of people and commodities between the trade territory and Lexington's commercial, industrial and cultural facilities. Thousands of shoppers from the environs of the city come into

town to satisfy their shopping needs. Raw materials are shipped into the city's industrial and warehousing areas and after being processed here are shipped out again. There can be no doubt that unless Lexington's traffic system and that of its environs are substantially improved, and in the near future, many of the advantages latent in the strategic position of Lexington, geographically and transportation-wise, are likely to be lost.

Future Land Use

The Land Use Plan delineates the urban service area and shows location and size or extent of facilities and features of community development. The urban service area comprises all the territory within and surrounding the city, estimated to be required and deemed to be suitable for developments of urban type. As previously stated it is the area within which Lexington's anticipated growth can most efficiently and economically take place. This area could readily accommodate some 200,000 people. Certain parts are designated for residential expansion, others for industrial or commercial development - including potential shopping centers. In this way the Land Use Plan indicates the area estimated to be fully adequate to accommodate all prospective urban growth within the next generation. As such, it represents an opportunity to the Lexington community - a rational basis for an urban land development policy that will further urban expansion along desirable lines and at economical cost to the community.

COMMERCIAL LAND DEVELOPMENT

As cities grow, commercial activity increases in volume. Essentially this is desirable. A less desirable by-product of rapid growth at times is over-expansion of business uses, speculation in commercial land which usually results in premature obsolescence of existing business uses with reduction in an important segment of the tax base. To avoid this and to maintain a relatively stable, gradually increasing revenue from commercial uses, the community should afford adequate zoning protection to existing commercial areas by observing "conservative" policies toward new commercial ventures. A sound policy of commercial land use planning and zoning, coupled with recognized techniques for guiding the establishment of new shopping centers, can avoid some of the problems and ill-effects of unsound commercial expansion, yet provide sufficient opportunity for free enterprise and growth.

Prerequisites to sound commercial land use planning and zoning are:

- a) reasonable stability of zoning;
- b) compelling reasons for every zoning change;
- c) strengthening of existing enterprises;
- d) periodic review of commercial space requirements;
- e) attuning of these land policies to thoroughfare and other public works projects;
- f) ready congestion-free vehicular access to the downtown area;
- g) adequate parking facilities;
- h) prohibition of undesirable land uses along approach streets to downtown;
- i) visual enhancement of these approach streets and downtown itself.

Among the more recent techniques in community planning is to bring into play the Land Use Plan as a guide in zoning for new shopping centers. The Land Use Plan, for obvious reasons, cannot and should not attempt to designate specific locations of shopping centers. It can serve as a basis for broad, general appraisal of shopping center demand in the various sub-communities and neighborhoods in the urban area and should indicate the general locations where, or in the vicinity of which, new shopping centers of various categories might logically be established when the need therefor develops.

Under such procedure, potential shopping center sites are zoned initially residential. They should remain in such category until population increase in the area to be served establishes a market demand sufficient to support the center. At that time - evidenced by competent market analysis - a specific shopping center site may be selected. Provided that the selected site is at or near a location shown in the Land Use Plan, permit for the shopping center may be authorized under the terms of the Zoning Ordinance.

Principles and techniques for this "floating shopping center" method of handling proposals for new shopping centers are aimed at ensuring the appropriate development of such centers at suitable locations and when needed and also to prevent "overbuilding" of shopping centers as experienced in some parts of the country. The American Marketing Institute, the Urban Land Institute and others have repeatedly warned that such overbuilding will result in untimely deterioration of older commercial areas and in failure of the new shopping centers as well. Shopping centers do not create purchasing power - they merely draw from an existing and expanding market. Thus substantial population growth must precede additional commercial development.

Industrial Land Development

In these times of rapid technological change it is rather difficult to estimate future industrial land needs. Much of past experience has become or is becoming obsolete. This much may be stated with certainty, however: industry will not take second-rate real estate for its plants. Consequently, land must be reserved for industry which is suitable, if not eminently desirable, for that purpose. Convenient rail and highway service; access to sewers, adequate water supply, absence of residential "nuisance" development; generally flat topography well drained; appreciable land reserves for expansion; and sound protective zoning are among the principle criteria for industrial land selection.

Scattering of small industrial tracts should be avoided, and industrial areas should be developed on the basis of comprehensive development plans for each area. The Land Use Plan recognized these criteria and proposes a major industrial tract in the northwest. This tract, along with consolidated industrial areas at the site of present major industries, should be zoned for industrial uses - prohibiting residences. The Planning and Zoning Commission should encourage the chartering of industrial development trusts or corporations for the development of this potential industrial district. It should require that this district be designed in accord with contemporary standards of industrial park development.

Only a well-balanced land use pattern will create a well-balanced municipal revenue base. In considering the advantages of certain categories of uses, the disadvantages must also be accounted for in the ledgers.

Recreation

Recreation is regarded by many authorities as indispensable for the proper physical development and mental health of both children and adults. This provision and operation of parks and playgrounds and other facilities for this purpose is generally recognized as an essential public function and responsibility. Private or commercial recreation facilities such as golf courses, swimming pools, and country clubs complement the public recreation system and are taken into account in determining overall community needs.

In the field of open air recreation, two general standards of adequacy are now held to be desirable:

1. Within the City or urban area
 - (a) ten acres of recreation area per 1,000 population;
 - (b) ten per cent of the developed urban area for recreational purposes.
2. In outlying sections and the region
 - (a) five to ten acres per 1,000 population in large county or state parks and reservations.

These standards are difficult to meet. They may be taken as objectives to aim at. Fully as important as the amount of total acreage is its proper composition and distribution and accessibility.

The Land Use Plan delineates several tracts for large parks or reservations.



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MAJOR STREET PLAN

LEGEND

INTERSTATE ARTERIAL PARKWAY PRIMARY SECONDARY

NOTE: BROKEN LINE INDICATES NEW RIGHT-OF-WAY.

Major Street Plan

Major Street Plan

A trafficway system must be designed to accommodate the principal categories of major traffic movements in the community. In Lexington these may be identified as follows:

- (1) Traffic from and to the three principal traffic generating areas of the city: The Central Business District; the industrial districts and the University of Kentucky.
- (2) Traffic from and to the secondary generators throughout the urban area, including: the various shopping and other commercial concentrations, high schools, public and semi-public facilities etc.
- (3) A certain amount of through traffic with neither origin nor destination in the Lexington urban area, perhaps ten per cent of the total traffic.

At present the City's most obvious traffic problem is created by the lack of a high capacity artery capable of carrying traffic through the metropolitan area and, at the same time, accommodating traffic from and to the traffic generators within the city. Furthermore, the City suffers from an unbalanced street pattern, a large number of radial arteries focused on the center which - so far - it has failed to supplement by a high capacity inner circumferential road to provide for interchange between these radials without having to pass through the center. The Major Street Plan recommends that the correction of this condition be given top priority. It would appear that at this time an unusual opportunity exist to accomplish a major highway improvement program with the assistance of the State Highway Department and the Federal Bureau of Public Roads. These agencies are pre-

paring plans for US Routes 25 and 60 as a part of the construction of a relocated system of interstate highways under the Federal Highway Act of 1956. While US 25 may appropriately by-pass the city to the east, as planned at present, it would appear that routing new US 60 through the city would have many important advantages. The relatively modest volume of by-passable traffic suggests that the main function of US 60 is not one of providing for through traffic but for traffic between the city and points outside and for traffic within the city and urban area. Besides, the only practical way of by-passing US 60 would be to the north, which would result in a rather indirect alignment considering the function of this highway in the regional picture.

After preliminary discussion of the problem with state and federal highway officials and their respective consultants, it is recommended that US 60 be carried through the very center of the Lexington urban area, following generally the rights-of-way of railroads and skirting the Central Business District just south of Main Street. The cost of the highway along this route may or may not be lower than the cost of the much longer previously considered by-pass route - however, the benefits especially to Lexington should be immeasurably greater. This proposal follows the principles of internal urban area highway design employed in recent years in many places. San Francisco, Kansas City, Cincinnati are but three of the outstanding examples of successful application of the principle that major arterial highways in urban centers must be so located as to skirt the principal traffic generators, especially the Central Business District, and, at the same time, accommodate by-passable traffic without delays by virtue of complete control of access.

With this route in place Lexington will have solved, it is believed, many of its present major traffic problems. US 60 will become the City's "life line" connecting it with the interstate highway system and constituting at the same time the backbone of the local arterial network. This local network must be improved over the years, closely coordinated with new US 60 and also US 25, so as to provide the Lexington area with adequate arteries for handling traffic between all parts of the area. Among the principal improvements of this kind shown on the Major Street Plan, are the improving, widening and extending of two radial routes, one to the northeast, the other to the southwest. The northeast radial would be the Newtown Pike, the southwest radial the Harrodsburg Pike including the southwesterly loop around the Central Business District. Next to these projects in order of priority is the route identified in the Major Street Plan as "Inner-circumferential Highway". It is strongly recommended that these arterials be constructed as nearly at controlled access standards as practicable.

Several other major trafficways shown on the Major Street Plan should be built as needed and as funds available permit - but the rights-of-way needed for any new routes or connections should be protected through subdivision control and mapped street procedures. It should be noted that an attempt was made to design the major street system so that it would afford convenient access to such traffic generators as shopping centers.

Land Use Plan - Residential Use

Residential Uses

The Land Use Plan portrays by distinctive symbols and tones the various categories of proposed land uses. It also shows the system of major streets.

The different land use areas consist of:

- 1) the areas held most appropriate for residential use;
- 2) The areas considered to be most appropriate for commercial use, including downtown business development, shopping centers and general and highway service business;
- 3) the areas best suited for industrial uses;
- 4) sites for major parks and reservations, those existing, to be retained and the additional ones proposed;

The major factors influencing area designation are existing uses; topographic suitability; transportation facilities, both existing and prospective development and related facilities.

Among other purposes, the generalized land use districts outlined in the Plan are intended to serve as a guide:

- 1) in amending the zoning map;
- 2) in the acquisition of appropriate sites for recreational and other public or semi-public uses.

Indication of the desirable future land use should encourage appropriate subdivision practices. It will be of assistance in determining the proper location and size of various utilities and their extension.

Economy requires the consolidated provision of sewer, water, street paving and other municipal facilities and services contiguously and progressively

outward. The alternative would be the provision of municipal improvements and services to numerous small, scattered residential and non-residential uses - a land development policy which can lead - and has lead - to municipal financial difficulties, chaotic real estate conditions and inadequate facilities.

Residential Neighborhoods

Certain factors inherent to living in cities tend to create patterns of relationship with the total urban complex. An elementary school serves a district of a certain size and population. A park, playground, community center may be used principally by the residents of a particular section of the city. A group of retail/^{business} establishments may draw mainly from a particular residential section of the community. Certain residential areas, through chance or a planned juxtaposition in the pattern of traffic-ways and non-residential land uses, will tend to resist encroachment by alien uses; with the passage of time, a recognizable, established residential neighborhood will come into being.

The City can adopt residential land development policies which will allow these, in the most part desirable, influences to be brought to bear coincidentally. Such policies would include:

- 1) encouraging a pattern of residential development that will recognize neighborhood units;
- 2) providing for each neighborhood unit facilities to meet neighborhood needs including: traffic arteries to provide access to but not passing through the neighborhood; shopping facilities; educational and recreational facilities.

- 3) prohibiting within the neighborhoods, land uses incompatible to sound residential development; directing through vehicular traffic along the boundaries of residential neighborhoods.

and

The Major Street Plan/the Land Use Plan are intended to aid in the application of these policies of residential land development. These plans further recognize previous recommendations concerning the development by drainage areas in guiding expansion of the Lexington urban area. It is suggested that these drainage areas can, where consistent with other factors governing urban expansion serve as a basis for residential neighborhood planning.



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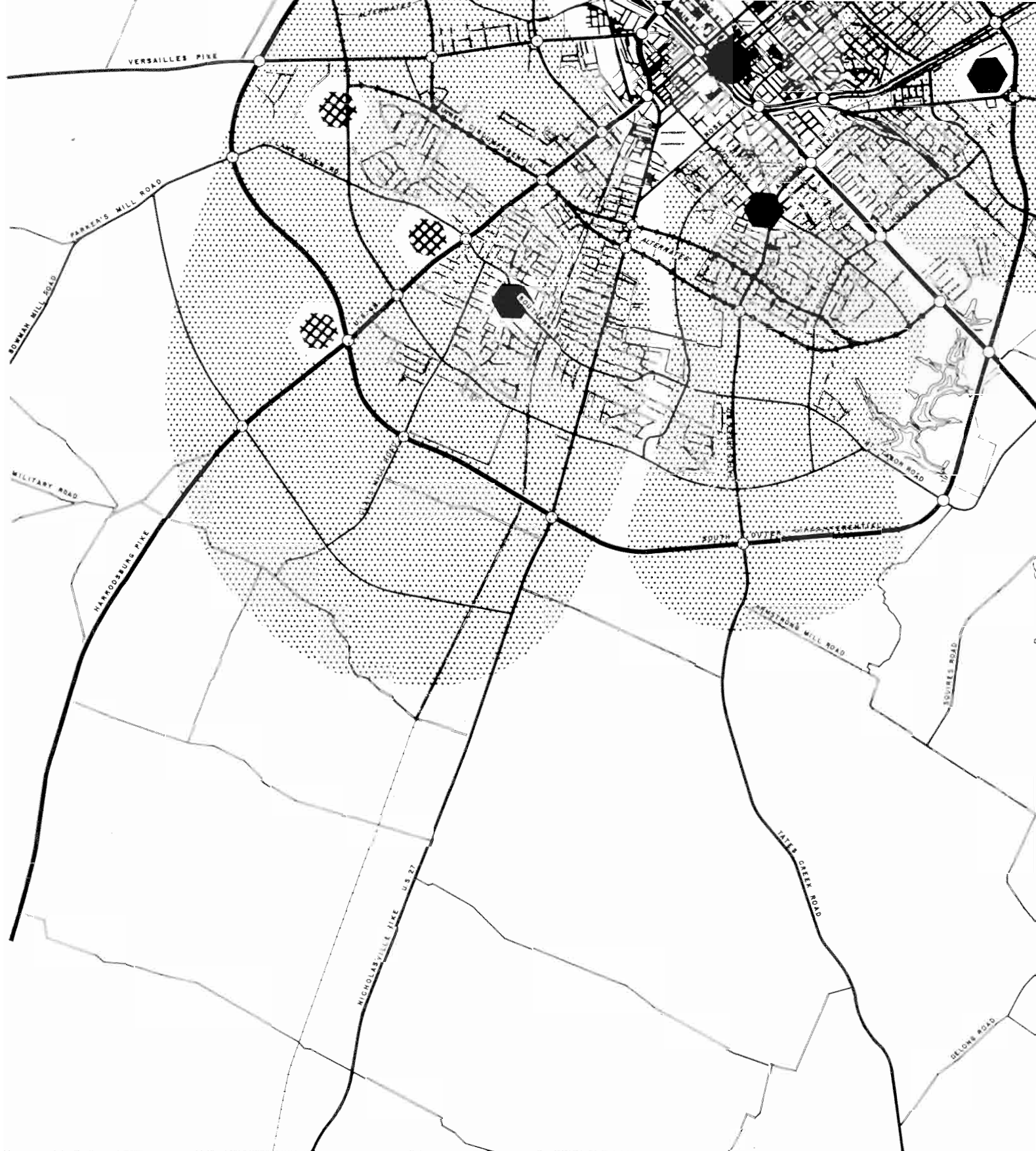
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LAND USE PLAN

- | | | |
|--|--------------------------------|---|
| COMMERCIAL | INDUSTRIAL | RESIDENTIAL & other urban land |
| ● Central Business District | ▲ Neighborhood Shopping Center | ■ OUTLYING PARK |
| ● Community Shopping Center
(Crosshatching indicates alternate locations) | ● General Commercial | ■ RESIDENTIAL & other urban land |
| == INTERSTATE | == ARTERIAL | == PARKWAY |
| | | == PRIMARY |
| | | == SECONDARY |

Land Use Plan - Commercial Use



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GENERALIZED TRADE COMMUNITY SHOPPING



ESTIMATED POPULATION AND EFFECTIVE BUYING INCOME SUPPORTING

COMMUNITY CENTERS (1958 Dollars)

Community Shopping Center	Estimated Future Population of Trade Area	Approximate Net Effective Buying Income of Trade Area Population	Approximate Amount Estimated to be Spent in Variety Stores As Principal Tenants
"Northeast"	41,000	\$67,000,000	\$1,197,000
"East"	41,000	67,000,000	1,197,000
Chevy Chase	32,000	52,000,000	930,000
Southland	32,000	52,000,000	930,000
"Southwest"	41,000	67,000,000	1,197,000

Commercial Use

The Central Business District is at present - and will continue to be - the regional shopping center of the Lexington-Fayette County metropolitan area. It is believed that a second regional or sub-regional shopping center - of Cincinnati's Swifton Center type for example - would not be in the best interest of the Lexington community. It would necessarily tap the same trade territory as the Central Business District and it is reasonably certain that both could not survive. The quality and selection of merchandise would be apt to decline and much of the significant "shopping" trade would likely be attracted by retail concentrations offering the service expected by the patrons - Cincinnati or Louisville.

At present Lexington's downtown retail facilities are supplemented by two community type shopping concentrations featuring in the main variety store merchandise, food and various convenience goods and services. Neither of these - Southland and Chevy Chase - were initially planned or are managed as single-owner shopping centers. As pointed out hereinbefore, estimates indicate that Lexington will be able to support some 400,000 square feet of retail area in new community shopping centers as the urban area population approaches 200,000. The Land Use Plan proposes that this additional retail sales area be provided in three new community shopping centers: one northeast, one east and one southwest of the Central Business District. These centers should be developed on sites of about 20 to 25 acres each.

At present prospects for the need and success of such a center on the east side would appear a bit premature. The same holds true generally for the northeast, and the specific site of a center in that area, like in the case

of other new shopping centers, should await further developments and considerations bearing upon such project at the time it is actually submitted for official consideration.

Present residential expansion is focussing the attention of real estate developers on the southwest part of the urban area. Several locations are under consideration at this time, some already zoned for commercial use.

The proposals may be evaluated on the basis of the following criteria:

- (a) need of and other relationships to the residential areas which are expected to constitute the primary trade territory of the center;
- (b) relationship to thoroughfares, existing and proposed;
- (c) impact on existing commercial establishments and probability of success.

As was stated earlier, the establishing of a sub-regional center focussed upon a junior department store of say 80,000 or more square feet of sales area would likely have an adverse effect on the Central Business District. A community center focussed upon one or more variety stores of modest size might be felt by downtown establishments, but it would seem very likely that such center and downtown could coexist without seriously affecting each other.

Directly affected by a new community center would be primarily the various existing retail concentrations in the southwestern part of Lexington, particularly Southland. Frequently, in such instances the loss of sales volume is inversely proportional to the driving distance between the present and the new center.

In view of these and other considerations the most advantageous location for a new southwest community shopping center appears to be a site near the intersection of the Harrodsburg Pike and the proposed outer circumferential highway. Such site would not only bear a very practical relationship to existing and proposed thoroughfares and its primary trade territory but would at the same time, bear also a desirable relationship to Southland and the other existing and proposed community center sites.

From the overall land use planning standpoint the Lexington urban area would then be served approximately as follows: The Central Business District would remain the unchallenged regional trade center primarily for shopping goods. As a secondary function it will also afford retail services of the community center type for its surrounding area. Five community centers - two existing and three proposed - will cover the urban trade area approximately as follows: The Northeast Community Shopping Center will serve the area from Interstate US 60 (Leestown Pike) to Broadway; the East Center from Broadway to Richmond Road; Chevy Chase primarily the area from Richmond Pike to Nicholasville Road; Southland the area from Nicholasville Road to north of Harrodsburg Pike; and the Southwest Center primarily the extreme southwest.

The trade zones of these five centers would, of course, overlap to a certain extent. This overlapping would be more extensive in the case of Southland and any new Southwest Center than in the other three instances. This is so primarily because of the somewhat unfavorable location of existing Southland. Whether or not it will be possible to induce the development of the southwest center at the preferred general location- referred to herein as Site C - in large measure will depend upon the outcome of the pending shopping

center proposals in the Gardenside Subdivision and on Harrodsburg Pike at Lane Allen Road.

The Gardenside tract - Site A was the first shopping center proposal in the southwest which announced development of the community center type. So far no actual building has taken place although some 40 acres were zoned for business here. The principal shortcoming of the site is that it is not located on any existing and proposed thoroughfare and, therefore, it will lack the high degree of required accessibility from the trade area which would have to support it as a community shopping center. It is generally agreed that community shopping centers should abut at least one important thoroughfare. The advertising value of such location is preferred to many other characteristics by variety store chains, the key tenants of community centers. While Site A is thus not well located for a community shopping center, it might be quite suitable for a neighborhood center focussed upon a substantial supermarket and containing in addition, a few service and convenience goods outlets.

The Harrodsburg-Lane Allen site - Site B - is at the southwest corner of that intersection. The site obviously meets most of the important criteria of a community shopping center location. Unfortunately, it is rather close to Southland. While "twin" centers have been attempted successfully elsewhere, it is reasonable to assume that in this case one or the other would suffer, at least initially until population increase creates more substantial purchasing power. So far only a small ten acre part of the tract has been zoned for business.

While in the aggregate there is much commercial over-zoning in Lexington, in general, and in the southwestern part of the urban area in particular,

it is conceded that much of the business property is so poorly located that its chances of success are not too promising, particularly not in view of current practices in providing shopping facilities. It is also conceded, however, that one well designed and managed community center built around one or more medium sized variety stores could be supported by the present population, in addition to the existing shopping facilities.

Under the circumstances the following course of action is suggested. The promoters of Site A - Gardenside - should be asked to show why their 40-acre commercial tract should not be rezoned in accord with the requirements proposed in this report for neighborhood shopping centers, reducing the area to approximately five, seven or ten acres. The promoters of Site B - Harrodsburg-Lane Allen - should be asked concurrently to demonstrate their ability to proceed with the construction of a community shopping center in compliance with the applicable provisions proposed herein for this type of establishment. If Site A should not be changed to a neighborhood center because the developers can demonstrate that binding commitments have been secured from principal tenants and construction will be started without further delay, Site B should be rejected as a community center. If Site A fails to present such proof, but Site B complies, the latter should be authorized and the former rezoned as herein recommended. If neither proposal materializes Site A should still be used for a neighborhood center and Site B should be rejected except for the ten acres already zoned for business. In that event the chances of a community center development on Site C within five years or so would appear promising at this time.

The reason for the emphasis on demonstrated ability to proceed with a center is based on the rather discouraging experience with other shopping center

ventures in the Lexington area, which did not materialize and lead to the selling of commercially zoned lots for miscellaneous uses. Such ventures not only have depressing effects on the lands in question and adjacent properties, but discourage the development of desirable commercial projects.

Within the trade area of each community shopping center several neighborhood centers may be provided. Two new neighborhood shopping centers can be recommended for Lexington now: (1) Cardinal Hill; (2) Gardenside or at Harrodsburg and Lane Allen Roads as an alternative for a community center. In the future, construction of other neighborhood centers at or near the indicated locations may be authorized as their need is substantiated by market surveys. The Land Use Plan indicates nine such locations - in addition to the two in the planning stage at present. Retail sales area for each neighborhood center should be 40,000 to 45,000 square feet; recommended land area five to seven acres.

Land Use Plan - Industrial Use

Industrial Use

Existing and planned industrial land use in Lexington is located in four relatively concentrated areas:

- a) the Leestown Pike - Old Frankfort Road - Versailles Pike area;
- b) the Winchester Pike area;
- c) the IBM area;
- d) the Industrial Foundation area.

The first two of these are the older industrial areas of the city. The IBM and the Industrial Foundation areas have been developed during the recent period of industrial expansion - the first of these by a single large industry, the second as an "Industrial park" for several industries.

Marginal urban land can no longer be considered suitable to the needs of modern industry, nor will the availability of such land attract desirable industry, to a city. On the other hand, organized industrial districts offer advantages both to prospective industries and to the community.

The advantages to industry are:

- a) location away from areas of cramped sites;
- b) readily available space for one-story plants, off-street parking, ample loading and handling areas, future expansion;
- c) opportunity to secure land, needed facilities and conveniences in a single "package";
- d) relief from zoning problems, various public relations problems;
- e) adequate control of area development.

The advantages to the community:

- a) establishment of a favorable competitive position in attracting desirable industries;
- b) development of a relatively large parcel of land in which industrial uses can be contained, where segregation from other land uses can be reasonably effectuated;
- c) consolidation of utilities and special services needed by industries and lowering of their installation and operating costs;
- d) practicability of providing special access roads for industrial traffic;
- e) removal of parking and loading from the thoroughfares of the city.

The size of an industrial district should be carefully related to anticipated industrial land requirements. Conditioning of land and installation of utilities and other facilities may precede actual location of industry in some instances. Land to accommodate industrial expansion should be available for the anticipated needs of a 20 to 25 year period. Past experience suggests the advisability of protecting an industrial land reserve to meet the needs of the even more distant future.

The site criteria for an industrial park are met by few large tracts in the Lexington area. The new industrial land indicated on the Land Use Plan meets these requirements, as evidenced by recent selection of the site by the Industrial Development Foundation within this area. The area is well suited to the demands of modern industry and to indicated future industrial land needs here, in respect to railroads, highways, water supply, power supply, topography and size of tract. It lies within a single drainage

area, sewerable through the installation of a single separate industrial district plant or by a pumping station to the expanded city system.

Sufficient vacant, developable industrial land lies within the proposed district to supply Lexington's needs in the foreseeable future. All new industrial development can be directed to this industrial district.

Residential development therein should be prohibited. An industrial land reserve can provide land suitable to industrial needs in the more distant future.

V. IMPLEMENTATION OF THE PLAN

IMPLEMENTATION OF THE PLAN

This report has recommended in the foregoing various policies concerning the development of private land and the providing of community facilities in the Lexington urban area. This part of the report will discuss ways of implementing these policies and recommendations particularly in regard to: Major Streets; Urban Land Development in general; Shopping Centers and other commercial areas; and Industrial Development. This discussion, in effect, represents a summary of the course of action recommended to the City-County Planning Commission concerning these particular aspects of urban growth and expansion.

Major Streets

Concerning thoroughfare development, the Commission should adopt the Major Street Plan. While the early adoption of a fairly comprehensive program covering the entire field of thoroughfare planning and development is, of course, highly important at this time, the Commission may have to delay such action regarding certain phases thereof, pending further negotiations with other public agencies concerned. Nevertheless, the Commission should immediately proceed with the adoption of a program of thoroughfare improvements on which agreement can be reached among the officials concerned - and it would appear from preliminary discussions that this would cover most of the pressing issues.

Most importantly, the Commission should seek agreement with the State Highway Department regarding the locating of the Interstate Routes US 25 and US 60, including the principal approach roads, interchanges and other facilities related thereto.

In addition to the interstate routes, various other highway and thoroughfare locations are of concern to state and federal highway agencies. A committee representing these and local governments has already been formed and is operating effectively. Through this committee the Planning and Zoning Commission should seek to establish and recommend to the respective governing bodies of the City and the County a thoroughfare improvement program.

Finally, the Commission should - assisted by the City and County Engineers - establish mapped street lines for the protection of future street beds or widenings. Also, through its subdivision and zoning policies it should make every effort to secure the rights-of-way of proposed thoroughfares which are involved in new developments.

Urban Land Development

A hit or miss policy of residential subdivision development can, in a period of rapid growth, produce urbanization so disconnected and poorly related as to make economical provision of facilities and services of urban type almost impossible. Development standards in the Lexington urban area are generally of a relatively high order. The enforcement of high standards in respect to streets and sidewalks, water supply and subdivision layout should produce lasting benefits. The situation regarding disposal of sanitary wastes, however, is most serious to the health and welfare of the entire community and demands immediate and effective action.

Officials as well as citizens are aware of this problem. Individual septic tank installations are discharging millions of gallons of effluent

each day into Lexington's relatively thin soil stratum. This effluent is largely untreated sewage and as such is nothing more than liquified human waste. The level of this waste material builds up daily in the soil. In some areas the absorptive limit of the soil has apparently already been exceeded.

Field observation indicates the seriousness of this situation. The degree of urgency concerning this problem can and should be determined by soil pollution tests in the area. New Policies and standards of subdivision and building development can then proceed from an evaluation of these determinations.

On the Urban Service Area map, the Bell-Watkins sewerable area has been delineated. Drainage areas surrounding this sewerable area have been located and their approximate logically developable size determined. The pattern of these sewerable drainage areas must influence any future policy decisions regarding the provision of sewage facilities in the Lexington area. The following land development policies, dictated by a due regard for adequate public health standards are suggested for early consideration of the public agencies concerned.

Determinations of the above mentioned soil pollution tests will indicate the relative urgency of adoption of the various steps in an active program.

1) General policy:

- a) sewer all development within the urban service area through a centralized sanitary waste disposal unit in each respective drainage area;

- b) discourage as much as possible - if not prohibit - in new residential subdivisions within the urban service area, the disposal of sanitary wastes by means of individual septic tank installation; permit such installation outside the urban service area only.
- 2) Outside the urban service area: individual septic tanks will be installed in increasing numbers over an indefinite period of time; with due regard for the community's health, increase the minimum residential lot size in this area (suggested minimum: 2 to 3 acres) to provide for adequate absorption of effluent over the years of operation; discourage urban development in this area.
- 3) Within the urban service area:
- a) expedite the sewerage of the 24.5 square mile central drainage area as per recommendations of the Bell-Watkins report;
 - b) Plan the sewerage of each individual contiguous drainage area as an independent community sewerage installation, with a single trunk sewer system in each area carrying sanitary wastes to an individual community sewage disposal plant in each area - consider the use of temporary sewage treatment facilities such as lagoons and discuss these with the State Sanitary Engineers; require urban land developers to assume the financial responsibility for installation and operation of these facilities and consider committing acceptance by governmental agencies of responsibility for operation and maintenance, following a period of demonstrated mechanical soundness of one or two years;

- c) encourage, through appropriate zoning and subdivision regulations, and policies in regard to extension of public facilities, utilities and services, the location of new urban development first within the entire Bell-Watkins sewerable area - then successively within each indicated contiguous drainage area; defer zoning changes to R-Districts until documented evidence is presented to indicate that existing R-Districts no longer can provide developable urban land in quantity necessary to adequately supply the market; make zoning changes to R-District in the contiguous drainage areas successively, conditioned upon presentation, among other requirements, of documented evidence that the installation of sewage disposal facilities will proceed according to the requirements of the policy adopted;
- d) in the urban service area - consistent with the above policies - reduce the single-family lot size requirement to 7,500 square feet; (in those rare instances where exceptional conditions require a septic tank increase the lot area requirement to 15,000 square feet).
- 4) Existing development: depending on the degree of urgency indicated by tests of soil pollution - and as a health measure watch carefully existing septic tank installations, urge that all residential development, new or existing, be connected eventually to a central sewage disposal system, and/or consider - where necessary - the prohibition of new septic tank installation in recorded subdivisions, refusing a grant of building permit for any such residential use.

Shopping Centers and Commercial Areas

Under the present Zoning-Ordinance -Resolution retail business establishments in the Lexington area are provided for in business districts B-1, B-2 and B-3 - the neighborhood business, downtown business and highway service districts.

The Central Business District of Lexington is the principal retail business center in Fayette County. Estimates of population growth, economic prospects studies of transportation facilities and other facts indicate that the Central Business District of Lexington will continue to function as the regional shopping center and service center of the Blue Grass area and could, through concerted action of public agencies and the property owners and merchants in this district strengthen its competitive position locally as well as in relation to the central business districts of larger cities nearby. Therefore, the successful establishment in the Lexington area of a shopping center of competitive size and character with the Central Business District is considered highly improbable, if not impossible.

The concept of regional retail distribution implies that merchandise and service are to be provided for the residents of not only the immediate environs of the distribution center but of an extensive surrounding area from which the center is readily accessible. This trade territory of a regional center of even modest size usually contains a population of at least 200,000.

Though 100 miles distant, the Cincinnati Central Business District, with the construction of the interstate highway system - particularly US 25 - will enhance its competitive position in regard to the Lexington trade area. Additionally, the City of Cincinnati is making an effort to retain and

strengthen the position of its CBD by far-reaching improvement programs. These include extensive highway construction, urban redevelopment and, as was announced most recently, the modernization of its Central Business District by various measures including the elimination of vehicular traffic on the most important shopping streets within its core.

There is need for a plan and program aimed not alone at preventing decline in the downtown area of Lexington but to strengthen its position, so that it can compete successfully with other shopping centers in the Cincinnati-Lexington-Louisville region. What, one might ask, are the physical characteristics which seem to give the modern planned shopping center so many advantages over the traditional retail business district?

Obviously, the greatest advantage which such shopping centers offer derives from the fact that the design of the center as a whole, as well as the buildings and facilities housing the stores and offices, is based on a concept of an integrated merchandising machine, in contrast with uncoordinated development by accretion over a long period of years. There exists in the modern shopping center an effective functional relationship of the various retail establishments one to another, as the entire project can be designed on the basis of systematic evaluation of known shopping needs and habits. Grouping of stores offering similar lines of merchandise, concentration of services, and drawing power of principal tenants from which all others benefit, are among the direct benefits of such planning. Furthermore, the servicing of these various establishments by appropriate loading docks, truck lanes or tunnels and efficiently designed utilities result in savings to the merchants, which in turn can be passed on to the customer. Finally,

the most obvious advantage of such shopping centers is their strategic location in relation to the traffic and transportation network, along with a generous amount of convenient parking spaces, and pedestrian circulation within the center free of conflicting vehicular movements.

It should be borne in mind by those endeavoring the formulation of a plan for the revitalization of the CBD, that physical improvements alone will not suffice. Cooperation efforts at management, advertising and other promotional activities will also be necessary.

If the Central Business District is to remain the only regional center in the Lexington area, it will have to improve its accessibility, parking facilities and internal pedestrian and vehicular circulation. As detailed in the section on Major Streets, the providing of convenient access is perhaps the most important improvement needed at this time. In considering the design or relief arteries it is to be remembered that the CBD not only depends on the spending power of the Lexington urban area but of the combined effective buying income of both: Lexington itself and its regional trade territory.

It may be well to review briefly the relationship of the Central Business District as a regional shopping center to existing and prospective community and neighborhood shopping areas or centers. At the outset it is important to remember that it is not the function primarily of a regional center to provide convenience goods characteristic of neighborhood stores or centers - although certain of such goods are customarily offered by way of supermarkets, drug stores, delicatessen stores, etc., in most regional centers, as incidental to "one stop shopping". However, such convenience outlets are normally considered accessory, and retailing in a regional center is primarily of shopping goods and durable items.

Accordingly, within the trade territory of a regional center there is need for a number of "community shopping centers" and a greater number of "neighborhood shopping centers" - properly located and of appropriate size in respect to their respective trade areas. But it is also recognized, as borne out by experience, that two or more shopping centers trying to draw from one and the same territory will likely find it difficult to succeed, save under exceptional circumstances. It is one of the objectives of comprehensive city and regional planning to help avoid such pitfalls in shopping center planning.

As the number of community and neighborhood shopping centers has increased and as this "one-stop" type of retailing facility has become popular with shoppers nationally, municipalities and counties concerned with the regulation of such centers have adopted one or the other of the following administrative policies:

- (1) A policy of laissez-faire in regard to the number, size and location of shopping centers, with only standards of design and construction regulated. (e.g. Kansas City, Missouri)
- (2) A policy of comprehensive selection in regard to number, approximate size and location of centers - based on a Land Use Plan and governed by demonstrated public need, traffic and parking requirements, and the proponent's financial ability - with standards of design and construction regulated as well (e.g. Denver, Colorado). Operating within this policy, the Land Use Plan indicates, on the basis of present and anticipated future population of the community, the approximate number, location and extent of centers likely to be needed to afford adequate service. Until a specific site is

selected a choice of such site is possible as long as it is reasonably near the site indicated in the plan. Once approval has been given for a specific site, public necessity and convenience are considered to have been adequately satisfied, and from there on it is a matter of providing the kind of outlets the public demands within the shopping center itself.

3) Some combination of the above two policies.

The legal instruments for putting into effect a policy of comprehensive selection are:

- 1) the comprehensive Land Use Plan;
- 2) a Zoning Ordinance-Resolution amendment prescribing the procedure to be followed and the criteria, standards and requirements for integrated neighborhood and community shopping centers. The suggested draft of such an amendment is included as Appendix A.

Industrial Land

Manufacturing enterprises of the light and highly desirable types have recently found in Lexington a favorable location. Their presence has strengthened the economic base of the City, has provided desirable diversification of land use and has sparked residential expansion in the area.

Lexington may very well continue to attract new light manufacturing plants. A purposeful, selective program of industrial development can help to promote the locating of additional desirable industries here.

Criteria can be developed for evaluating the probable impact on the community of a new industry. The administrative and operative characteristics of the prospective industry would both be considered:

1) Administrative

- a) General classification of the company's type of manufacturing.
- b) Stature of the company in its field.
- c) Size of the company. Location of its main plant. Location of its administrative offices. Location of its branch plants.
- d) Permanence of the proposed plant installation.
- e) Sensitivity of the operation of the plant to fluctuations in business cycles or seasonal trends.
- f) Composition of the plant's labor force - proportions of skilled and unskilled labor.
- g) Sources of labor supply - proportions imported and drawn from existing labor sources.

2) Operative

- a) Site requirements to allow for optimum present operation and for possible expansion.
- b) Standards of operation; employment of modern methods of production; possible threats of nuisances, objectionable effects or hazards in matters of noise, vibration, noxious fumes or wastes, fire, or explosion.

- c) Requirements for water supply, sewer facilities and other public facilities and utilities.

The effect of these characteristics and requirements on the City could then be examined to determine:

- a) Expenditure of public funds required for new or expanded facilities and/or services.
- b) The amount and kinds of employment opportunities to be created.
- c) Possibility and degree of competition for the existing labor force in the area.
- d) Effects on the tax base.
- e) Increase in local buying power.
- f) The possible creation of opportunities for related industries and service establishments.

A sound program of industrial development should strive to retain established desirable industries and encourage their expansion locally. It should be in a position to offer to selected prospective industries the possibility of acquiring plant sites in areas in which the availability of municipal facilities is assured. The provision of an "industrial park" containing such plant sites constitutes an important part of such a program of industrial promotion.

Similar^{to} trends in modern shopping centers described previously, up-to-date practice in industrial development suggests, where possible, unified

planning, ownership and operation of "industrial parks". Further, a developmental method similar to that employed by the Industrial Foundation in Lexington has worked very successfully in numerous cases. The value to the community of this Foundation is well recognized. The community should strive to strengthen its position and encourage its work to continue.

The industrial land indicated on the Land Use Plan represents the best potential industrial area in the environs of Lexington. Its reservation for industrial use can be assured through the Zoning Ordinance-Resolution. If successful promotion of this area as an organized industrial park is to occur here, such development should be guided and/or prescribed in like manner by observing proven developmental standards controlling minimum area, integrated design, access, parking and loading. Suggested examples of such standards are included as Appendix B of this Report.

APPENDIX

APPENDIX A

20.6 INTEGRATED NEIGHBORHOOD AND COMMUNITY AND SHOPPING CENTERS

20.60 MINIMUM AREA: The owner of a tract of land located in any District at or near where a proposed shopping center is shown on the Land Use Plan, containing not less than two (2) acres in the case of a neighborhood shopping center and not less than fifteen (15) acres in case of a community shopping center may submit to the Planning and Zoning Commission for its review a preliminary plan for the use and development of such tract of land for an integrated shopping center.

20.601 Shopping Centers Defined: For purposes of this Article shopping centers shall be defined as follows:

- (a) Neighborhood Shopping Center shall mean a shopping center the principal establishment of which is customarily a supermarket type food store or a super drug store.
- (b) Community Shopping Center shall mean a shopping center the principal establishment of which is customarily a variety store.

20.61 APPLICANT - FINANCIAL ABILITY: In accepting such plan for review the Planning Commission must be satisfied that the proponents of the integrated neighborhood or community shopping center are financially able to carry out the proposed project; that they intend to start construction within one (1) year of the approval of the project and necessary district change, and intend to complete it within a reasonable time as determined by the Planning and Zoning Commission.

- 20.62 COMMISSION FINDINGS : It shall then be the duty of the Planning Commission to investigate and ascertain whether the location size and other characteristics of the site, and the proposed plan, comply with the following conditions:
- 20.620 Need Must be Demonstrated: The need for the proposed center at the proposed location, to provide adequate shopping facilities or services to the surrounding neighborhood or community, as the case may be, has been demonstrated by the applicant by means of market studies or such other evidence as the Planning Commission may require.
- 20.621 Adequacy - Site: The proposed shopping center is of sufficient but not excessive size to provide adequate neighborhood or community shopping facilities, as the case may be, for the population which reasonably may be expected to be served by such shopping facilities.
- 20.622 Traffic Congestion - Not to be Created: The proposed shopping center is at a location where traffic congestion does not exist at present on the streets to be utilized for access to the proposed shopping center, and where such congestion will not likely be created by the proposed center; or where such congestion will be obviated by presently proposed improvement of access thoroughfares, by demonstrable provision in the plan for proper entrances and exits, and by internal provisions for traffic circulation and parking.
- 20.623 Integrated Design: The plan shall provide for a shopping center consisting of one or more groups of establishments in buildings of integrated and harmonious design, together with adequate and properly arranged traffic and parking facilities and landscaping. The

project shall be arranged in an attractive and efficient manner, convenient, pleasant and safe to use, and fitting harmoniously into, and having no adverse effects upon, adjoining or surrounding properties.

20.63 PERMITTED USES: The uses permitted in an integrated neighborhood or community shopping center shall be those retail business, commercial and service uses permitted by Article 12 of this Ordinance-Resolution. No residential and industrial uses shall be permitted, or any use other than such^{as}/is necessary or desirable to supply with goods or services the surrounding neighborhood or community, as the case may be; and, provided further, that such use shall be in the judgement of the Planning Commission in harmony with the design and general development plan of said center and the environs thereof.

20.64 MINIMUM DESIGN STANDARDS: The following minimum standards shall be met in the design of an integrated neighborhood or community shopping center:

20.640 BUILDING HEIGHT: No building shall exceed two and one-half ($2\frac{1}{2}$) stories or thirty-five (35) feet in height except as provided in Article 21.

20.641 Yards: No building shall be less than fifty (50) feet distant from any boundary of the tract on which the shopping center is located. The center shall be permanently screened from all abutting properties located in any Residence District by an appropriate wall of acceptable design and, except for necessary entrances and exits, from all properties located across the street and within one hundred

(100) feet from such center in any Residence District by a wall or hedge not less than three (3) feet in height. The exact type and nature of such screening shall be determined by the Planning Commission.

20.642 Tract Coverage: The ground area occupied by all the buildings shall not exceed in the aggregate twenty-five (25) per cent of the total area of the lot or tract.

20.643 Customer Parking Space: Notwithstanding any other requirements of this Ordinance-Resolution, there shall be provided at least two (2) square feet of off-street parking area, including driveways for every square foot of total usable retail floor space, not including basement storage space, in an integrated neighborhood shopping center; and three (3) square feet of off-street parking area for every square foot of total usable retail floor space, not including basement storage space in an integrated community shopping center.

20.644 Loading Space: Notwithstanding any other requirements of this Ordinance-Resolution, there shall be provided one (1) off-street loading space for each ten thousand (10,000) square feet or fraction thereof of aggregate floor space of all buildings in the center. At least $(1/3)$ one-third of the space required shall be sufficient in area and vertical clearance to accommodate trucks of the tractor-trailer type. Such loading facilities shall be permanently and fully screened from any Residence District adjoining or facing said facilities.

20.645 Accessway and Illumination of Parking Areas: Accessways and parking areas shall be lighted adequately by mushroom type lighting fixtures

which shall be so installed as to reflect light away from adjoining properties.

- 20.046 Signs: Subject to express approval by the Planning Commission, all signs within the center shall be controlled by written agreement between the owners and tenants of the center, or otherwise, to avoid excessive advertising and ensure a harmonious relationship to the center as a whole. In a neighborhood shopping center, all signs shall only be indirectly illuminated with white light. In both a neighborhood or community shopping center, all signs shall conform to the distance requirements from property lines for the buildings in the center. Projecting signs shall be prohibited. Two (2) free standing shopping center identification signs may be authorized anywhere on the premises by the Planning Commission but not closer than twenty-five (25) feet from any property line. Said signs shall not exceed one hundred (100) square feet each in area and twenty-five (25) feet in height.
- 20.047 Thoroughfare Frontage Required: A neighborhood shopping center shall abutt, front on and have its principal access to and from a street designated on the official Major Street Plan as a primary or secondary thoroughfare, or designated by the Planning and Zoning Commission as a collector street as defined in the Subdivision Ordinance-Resolution. A community shopping center shall abutt, front on and have its principal access to and from a street designated on the official Major Street Plan as a primary or secondary thoroughfare.
- 20.05 FINAL DEVELOPMENT PLAN: Upon determination by the Planning Commission that the proposed integrated neighborhood shopping center or community

shopping center, as the case may be, as shown in the preliminary plan, appears to conform to the requirements of this Article and all other applicable requirements of this Ordinance-Resolution, the proponents shall prepare and submit a final development plan, which plan shall incorporate such changes and modifications as may be required by the Planning Commission.

20.66 RECOMMENDATIONS FOR ZONE CHANGE TO GOVERNING BODY: If the final development plan is found to comply with the conditions and requirements set forth in this Article and other applicable provisions of this Ordinance-Resolution, the Planning and Zoning Commission shall submit its report and recommendations and the required application by the proponents for the necessary change in zoning district classification of the site of the proposed center, to the City Council, if said center is to be located within the city limits of the City of Lexington, or to the Fiscal Court if located outside said city. The governing body having jurisdiction shall hold a public hearing on the application for a zoning district change.

20.67 REZONING: Following a public hearing, the City Council or the Fiscal Court, as the case may be, rezone the property to the classification permitting the proposed center, for development in substantial conformity with the final plan, as approved by the Planning and Zoning Commission.

20.68 ADJUSTMENTS - AUTHORIZED BY COMMISSION: After the final development plan has been approved by the Commission and the change of zone by the City Council or the Fiscal Court and in the course of carrying

out this plan, adjustments or rearrangements of buildings, parking areas, loading areas, entrances, heights, or yards, may be requested by the proponents, and provided such requests conform to the standards established by the final development plan and this Ordinance-Resolution, such adjustments or rearrangements may be authorized by the Planning Commission.

Appendix B

GENERAL STANDARDS FOR PLANNED INDUSTRIAL DISTRICTS

General Design Criteria: The following general criteria should be observed in the formulation of the development program for a planned industrial district, or industrial park.

Integrated Design: The plan shall provide for an industrial district consisting of several buildings or groups of buildings of efficient and harmonious design, together with properly arranged traffic ways, parking and loading facilities and landscaping - so arranged as to create an attractive project readily integrated with and having no adverse effect on adjoining or surrounding areas and developments.

Thoroughfare Access Required: The industrial district shall abut a street designated in the official Major Street Plan as a primary or secondary thoroughfare, or that direct access to such street is provided by means of an acceptable industrial service street.

Uses, Design Standards and Improvements: The proposed uses shall accord with the uses permitted and the layout of the proposed industrial district and the proposed improvements conform in all respects with the general design standards and improvement requirements stipulated.

Applicant - Financial Ability: The applicant shall be financially able to carry out the project as proposed; construction will start within one year of approval and a substantial part of the project will be completed within a reasonable time limit as specified by the Planning and Zoning Commission.

General Design Standards and Improvement Requirements: The following design standards should be observed; and the owner or developer should post with the Planning and Zoning Commission an adequate surety bond or furnish other kind of surety or guarantee, satisfactory to the Commission, assuring at the expense of the owner or developer the installation of improvements specified in the following:

Rights-of-way and Pavements: All interior streets should have a right-of-way width of not less than 80 feet, and should be provided with all-weather concrete pavement, curb and gutter meeting city specifications.

Utilities: All necessary utilities should be installed meeting city-county specifications.

Off-Street Parking: Employee parking - one space for each two employees on the maximum shift.

Customer parking - at least ten spaces per plant.

Loading Facilities: To be determined according to type of industry; should be off-street and of sufficient size to accommodate normal peak loads. Loading docks should not be placed along building fronts.

Plant Vehicle Storage: Sufficient to accommodate off-street all plant vehicles.

Paving of Off-Street Areas: All off-street parking, loading and maneuvering areas should be surfaced with suitable pavement.

Landscaping of Unsurfaced Areas: All unpaved areas should be landscaped subject to Commission approval.

Greenbelts: The project area should be enclosed on all sides by a planted strip. Plant material - subject to Commission approval - should have initially a height and compactness of not less than 50 per cent of the ultimately required height and compactness.

Outdoor Advertising: Should be prohibited, except that each industry may have one suitable identifying sign.

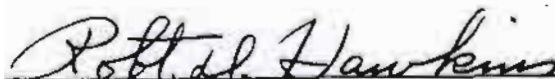
Illumination: Lighting fixtures should be so installed as to reflect the light away from adjacent properties.

made by Mr. Russell, seconded by Mr. Kittrell, that the zone change be denied a public hearing. Motion carried unanimously.

Chairman Hawkins announced that public hearings would be held on the following cases at 2:00 P. M. on April 24, 1958.

Case No. 57-35 - Fayette Enterprise, Inc; Case No. 57-43 - Northland, Inc.; Case No. 58-5 - David Cahill Estate; and Case No. 58-7 - Martha A. and Barkley Storey.

Upon motion meeting adjourned.


CHAIRMAN


SECRETARY

April 17, 1958

The City-County Planning and Zoning Commission convened upon call of Chairman Hawkins on the above date at 1:30 P. M. in the Planning Office. The following members were present: Kittrell, Russell, Gard, Curtis, Shropshire and Chairman Hawkins. Attorney John Cook, City Corporation Counsel, and Attorney Richard P. Moloney, Jr., Assistant County Attorney, were present to serve as legal advisors to the Commission.

Copies of a proposed resolution adopting the Land Use Plan and clarifying the purpose for which the Commission intended to use the Plan were distributed to the Commission members. It was agreed that the Chairman should read this Resolution aloud at the opening of the public hearing concerning the Land Use Plan.

At 2:00 P. M. the Commission adjourned their executive session in the Planning Office and proceeded to the City Commissioners' Chambers where the Commission reconvened for the public hearing. The Chairman dispensed with the

reading of the minutes and proceeded to read aloud to all persons assembled the following Resolution which he stated had been suggested for Commission action:

BE IT RESOLVED by the Planning and Zoning Commission of the the City of Lexington and County of Fayette that the Land Use Plan attached hereto be adopted as a planning guide and that the recommendations contained therein are to be given only the same weight as any expert testimony on the subject in deliberations by the Planning and Zoning Commission.

Following the reading of the Resolution the Chairman asked for any persons objecting to the adoption of the Land Use Plan to state their reasons before the Commission.

Attorney Robert Houlihan, representing the Southland Shopping Center Association, appeared before the Commission and began stating objections but was interrupted by Attorney Rufus Lisle, representing Mr. J. J. Ruttenberg and Mr. Stanford Ruttenberg. Mr. Lisle said that he would like to know for the record just who Mr. Houlihan was representing. He referred to a petition filed with the Planning and Zoning Commission by Mr. Houlihan wherein a list of the Association marked "Exhibit A" was filed. Mr. Lisle stated that he had talked to a number of people whose names appear on the list but who had told him that they were not members of the Association. Mr. Houlihan stated that he was retained by members of the Association. Mr. Houlihan requested a two minute recess to discuss the Resolution with his clients. Chairman Hawkins granted his request. After the recess Mr. Houlihan again appeared before the Commission and stated that in behalf of owners of property and merchants in Southland Shopping Center, he objected to that part of the 1958 Master Plan Supplement of the Segoe Report where it recommends a new community shopping center located at either Gardenside Subdivision or near intersection of Lane Allen and Harrodsburg Road, or an alternate location on the Harrodsburg Pike. Mr. Houlihan further stated that the Ruttenberg center at Lane Allen Harrodsburg Road Intersection would damage the Southland Shopping Center and

that the Segoe suggestion on the Ruttenberg center was totally irresponsible because it stated a shopping center there would compete with Southland and both might suffer until the population increases materially. He also stated that experts tell them that a new center will not increase the dollar volume but would only shift the place where people spend and that there would be competition between the two centers and both would suffer. Mr. Houlihan asked to call on Mr. M. C. Harven, the expert who predicted that Southland was a good location. Chairman Hawkins denied the request informing Mr. Houlihan that he was trying to make this a public hearing on the Ruttenberg petition. Mr. Houlihan presented a map to the Commission showing the position of Southland Shopping Center in relation to the location of the Lane Allen-Harrodsburg Road Intersection.

Attorney Harry Miller was present representing Pierson-Trapp Company, developers of Gardenside Subdivision. Mr. Miller stated that there are gross fallacies in the Segoe Land Use Map and that the map discloses a lack of inspection of the land. For an example, he referred to the proposed street shown for Gardenside and pointed out to the Commission that a \$250,000.00 section of it already was built before the report was made. Mr. Miller further stated that if the map were adopted it would constitute a rezoning of most of the country. Mr. Miller told the Commission that the Statutes did not give them authority to adopt the Land Use Plan and also that the Segoe Report was not worthy of acceptance by the Commission and that the Report should be rejected and put on the shelf and no part of it should be adopted.

Attorney Houlihan again appeared before the Commission and stated that he agreed with most of Mr. Miller's arguments and that after studying the Resolution he thought it should read as follows:

BE IT RESOLVED by the Planning and Zoning Commission of the City of Lexington and County of Fayette that the Land Use Plan attached hereto be accepted as a planning guide and that the recommendations contained therein are to be given only the same weight as any expert testimony on the subject in deliberations by the Planning and Zoning Commission; that the recommendations of the Report as to Shopping Centers in the

south portion of Lexington and Fayette County are not adopted and are in no way binding upon the Commission in considering future requests for zone changes for shopping centers.

Mr. Houlihan stressed the fact that it was his opinion that the word "accepted" rather than the word "adopted" should be used in the Resolution. Attorney Rufus Lisle stated that the statutes to which Mr. Miller referred pertains only to cities of the third to sixth class and do not concern Lexington and that it made little difference whether the word "accepted" or adopted was used in the Resolution as it was only a guide for the Commission.

Attorney William Sloane was present and stated that he was representing the Lafayette Shopping Center and that they were not mentioned in the Segoe Report but he just wanted to say that they were there.

Attorney Rufus Lisle asked to call on Mr. Homer Hoyt, Land Economist and authority on shopping centers, from Washington, D. C. Mr. Houlihan objected to Mr. Hoyt being heard because his expert witness, Mr. Harven, was not permitted to be heard, and had now left the meeting. Mr. Paul David Wilson, 2108 Harrodsburg Road, asked the Commission why Mr. Houlihan's man was not given a chance to be heard. Chairman Hawkins announced there would be a three minute recess. After the recess Chairman Hawkins stated that Dr. Hoyt would discuss shopping centers on a communitywide basis, and that Mr. Houlihan would be permitted to cross-examine him.

Dr. Hoyt gave a brief background of his qualifications as an expert and stated that he had been in Lexington a number of times and that he had made a survey for Mr. Henry Knight. Under cross-examination by Mr. Houlihan, Dr. Hoyt stated that he was employed by the Ruttenbergs. Dr. Hoyt stated that he had examined the Segoe Report and that he considers it consistent and logical. He further stated that there is sufficient business in the southwest area to support a shopping center and that such a shopping center would not compete with and Southland/ would not compete with the downtown area and that additional suburban

shopping facilities would increase the patronage Lexington now draws from 31 counties. Dr. Hoyt said that square feet of floor space, rather than acreage, determines whether a center is neighborhood, community or regional. He stated that no regional center in the United States has less than 350,000 to 400,000 square feet, and that the one proposed by the Ruttenbergs would have only 195,000 square feet. Mr. Hoyt further stated that the Ruttenberg location, plus business on the other corners of the intersection would not comprise a regional center as only 29 acres of the Ruttenberg site would be developed. He also said that new centers provide more parking spaces, and that will draw more shoppers from other counties to the suburban areas as well as to the downtown area. He said he did not think placing new shopping centers near old ones would damage the existing ones. He added that the new ones would have different type stores and they might at first take some of the business from the existing ones, but the latter will regain the business. He pointed out that growth will require new facilities and asked: "Are we going to stop progress to give a complete monopoly to the old center?" At this point, Chairman Hawkins asked Mr. Hoyt if he thought a shopping center on the thirty acres at Lane Allen-Harrodsburg Road Intersection would hurt Southland. Dr. Hoyt answered that it wouldn't hurt the stores they don't have and further stated that it might reduce Kroger sales, but the area is growing rapidly and he questioned whether the present stores would be able to meet the demand. Chairman Hawkins then asked him if it would hurt Gardenside. Mr. Hoyt said he did not think the zone should be changed there and that he didn't think both shopping centers would develop. Under cross-examination by Mr. Miller, Mr. Hoyt said he thought Segoe was wrong in referring to the proposed Ruttenberg center as a twin of Southland and that he didn't think Segoe should pinpoint shopping center locations if he didn't know where the roads are.

Mr. Sanford Ruttenberg, President of the Ruttenberg Building Company, appeared before the Commission and stated that he was not interested in a

regional shopping center because it would hurt the downtown area. He further stated that he is involved in a seven million dollar investment in downtown Lexington plus a \$14,000.00 donation toward getting parking for the downtown area. He said his company would invest five million dollars in its proposed shopping center. Mr. Ruttenberg in commenting on Southland Shopping Center stated that they did not have a first class building out there but they have a bunch of shacks they call a shopping center. Mr. Ruttenberg further stated that competition is the life of trade and the law of supply and demand will assert itself, that if you build a better shopping center people will patronize it. He told the Commission it would be setting a dangerous precedent if it attempts to control competition and give Southland a monopoly. Mr. Charles McGaughey, referring to his store in Southland, said he would put his store up against anybody's store. Claude Mr./Freeman was present and objected to the terms used to describe the buildings in Southland Shopping Center.

The Commission recessed for three minutes and then convened in executive session.

The Commission discussed the wording of the proposed Resolution and the changes suggested by Attorney Houlihan. After considerable discussion it was decided to retain the word "adopted" instead of the term "accepted" as it was felt that this was more in accordance with the wording of the Statutes. It was also decided that the amendment to be added to the end of the Resolution as proposed by Mr. Houlihan was not acceptable as it would be discriminatory to one specific location.

→ Motion was made by Mr. Shropshire, seconded by Mr. Curtis, that the Resolution to adopt the Land Use Plan be approved as read by Chairman Hawkins at the beginning of the meeting.

Motion carried unanimously.

The Commission then discussed the proposed Zoning Ordinance Amendment