



FOURTH STREET ZONING STUDY

*FINAL
SUMMARY*

05.30.2014

ACKNOWLEDGEMENTS

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BACKGROUND



Conceptual rendering of Fourth Street and Newtown Pike intersection redevelopment

In 2009, the Bluegrass Community and Technical College put the finishing touches on their Newtown Pike Campus Master Plan. A site that was recently the historic Eastern State Hospital is in the early stages of transforming into a vibrant urban community college. Not far in either direction are a number of emerging mixed-use districts including the Jefferson Street, Newtown Pike and Georgetown Corridors.

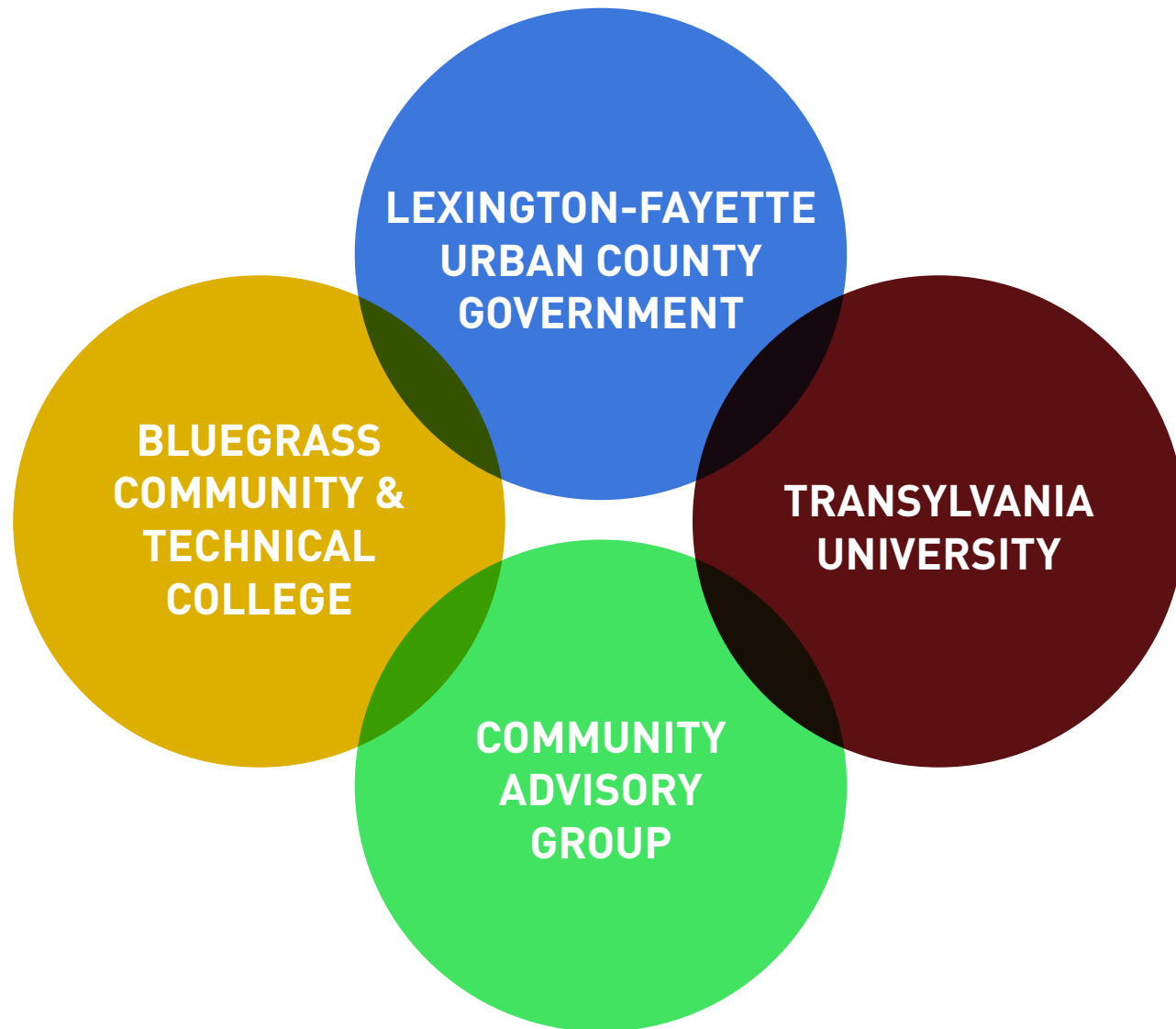
These districts are in the midst of a shift as redevelopment of vacant and under-utilized industrial and commercial buildings begins to take form.

In response to the increasing development pressures and interest from local institutional organizations and neighborhood advocates, a partnership was created to analyze current zoning codes within the West Fourth Street Corridor.

The partnership is between two educational anchors, Bluegrass Community & Technical College and Transylvania University, and the Lexington-Fayette Urban County Government. A Community Advisory Group made up of local stakeholders including City officials, neighborhood representatives, business owners and other interested citizens was formed to represent the diversity of interests in the area.

This analysis is intended to better understand the implications of current zoning patterns and provide recommendations for potential changes or updates going forward that reflect community goals and visions. In future phases, recommendations could be considered for implementation by the Lexington-Fayette County Planning Commission.

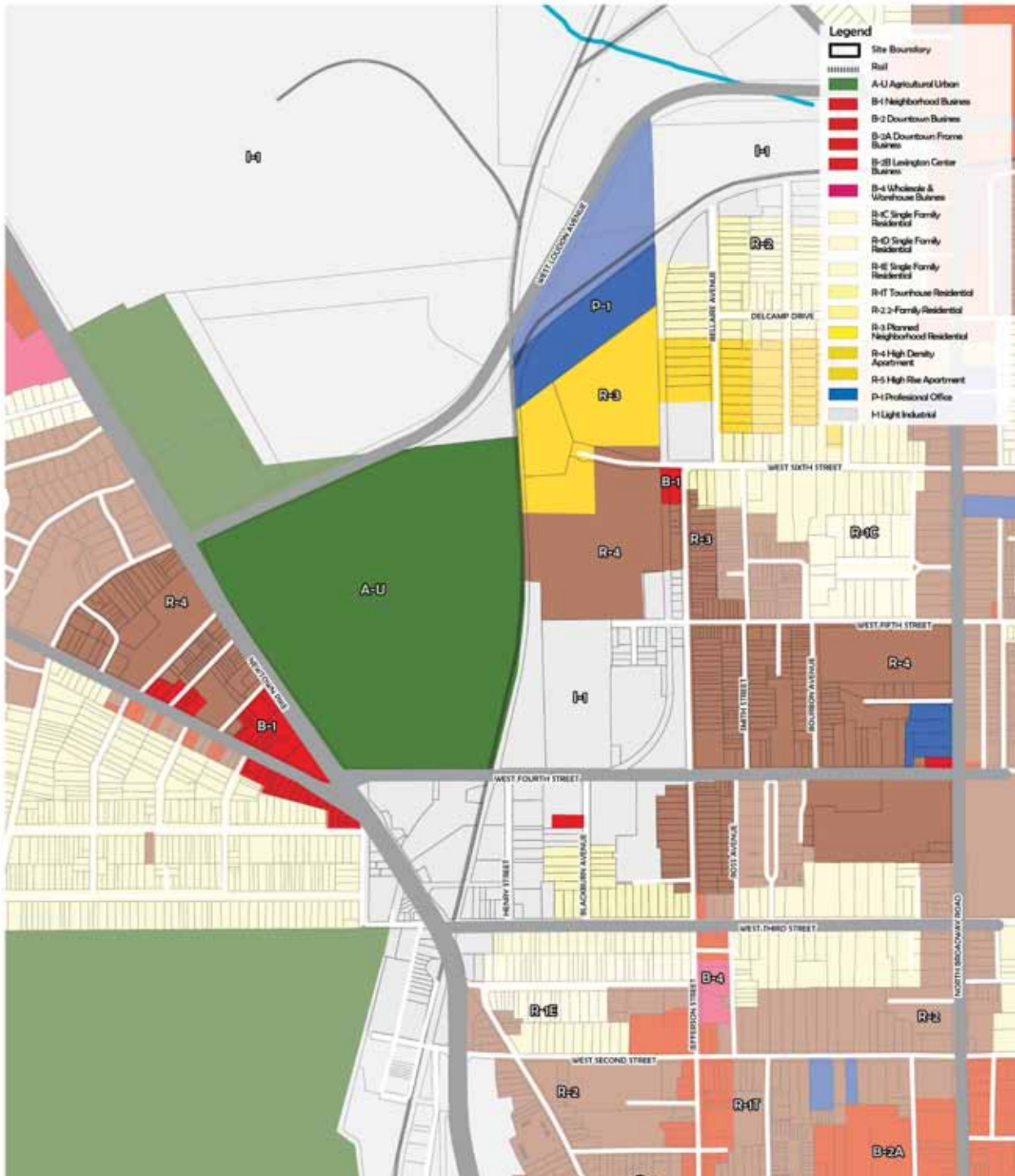
PARTNERS



		Sept 2013		Oct 2013		Nov 2013		Dec 2013		Jan 2014		Feb 2014		Mar 2014		Apr 2014	
TASK 1	Project Organization																
	Organize a “Working Group” Kick-off Meeting Identify Goals and Objectives																
TASK 2	Issues and Opportunities																
	Existing Condition Assessment Major Stakeholder Interviews Identify Issues and Opportunities Identify Potential Partnerships																
TASK 3	Development Planning																
	Create Conceptual Development Vision Develop Draft Development Vision																
TASK 4	Final Plan and Implementation Strategy																
	Finalize Development Vision Develop the Implementation and Zoning Strategy Identify Short- and Long-term Projects Community Input through Public Workshop Create a Final Report Final Recommendations Submission for Planning Commission Adoption																
MEETINGS	Working Group Meeting							*		*		*					
	Public Meetings/Briefings															*	

NEWTOWN PIKE/FOURTH STREET DEVELOPMENT PLAN & ZONING STUDY I PLANNING PROCESS



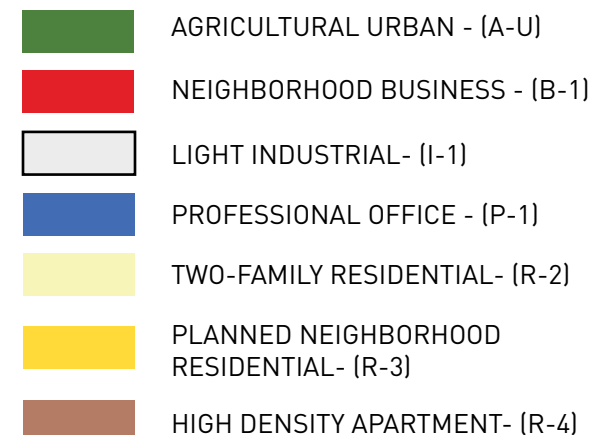


Existing Zoning

The existing zoning on and around the West Fourth Street Corridor is illustrated to the left. The zoning is comprised of a series of zones typically found in historic Downtown neighborhoods, a mixture of Mid-High Density Residential (R-2, R-3 & R-4), Light Industrial (I-1), Commercial (B-1), and Professional Office Uses.

The study analyzed these existing zones and their appropriateness in this community as catalytic developments continue along the main corridors including Jefferson Street, Fourth Street, Newtown Pike and Georgetown Street.

The specific zones are discussed in more detail on the following pages.



NEIGHBORHOOD BUSINESS - (B-1)

Intent

To accommodate neighborhood shopping facilities to serve needs of the surrounding residential area. This zone should be oriented to the residential neighborhood, and should have a roadway system which is adequate to accommodate anticipated vehicular traffic.

Principal Uses

- Retail sale of food products
- Retail sale of merchandise
- Beauty/Barbershops
- Auto service stations
- Plant nursery
- Indoor theater
- Second floor dwelling units
- Arcades
- Athletic Clubs

Minimum Lot Size - No limitation.

Minimum Lot Frontage - No limitation.

Minimum Front Yard - 20 feet.

Minimum Each Side Yard - No limitation.

Minimum Rear Yard - No limitation.

Minimum Usable Open Space - No limitation, except where dwelling units are provided as principal uses; then 20%.

Maximum Lot Coverage - No limitation.

Maximum Height of Building - 25 feet; except 65 feet as a conditional use, as established in Section 8-16(d)(6).

Parking

Retail Uses - For the first 10,000 square feet, one (1) parking space for every four hundred (400) square feet of floor area, with a minimum of three spaces



LIGHT INDUSTRIAL- (I-1)

Intent

This zone is intended for manufacturing, industrial and related uses not involving a potential nuisance in terms of smoke, noise, odor, vibration, heat, light or industrial waste. Consideration should be given to this zone and its relationship to the surrounding land uses.

Principal Uses

- Manufacturing, compounding, assembling, processing and packaging of articles of merchandise - (asbestos, bone, canvas....)
- Auto parts rebuilding, building materials sales etc.
- Recycling sorting, baling

Requirements

Minimum Lot Size - No limitation.

Minimum Lot Frontage - No limitation.

Minimum Front Yard - 20'.

Minimum Each Side Yard - No limitation, except as provided in Section 8-22(o).

Minimum Rear Yard - No limitation, except as provided in Section 8-22(o).

Minimum Usable Open Space - No limitation.

Maximum Lot Coverage - No limitation.

Maximum Height of Building - 75', except when a side or rear yard abuts a Professional Office or Residential zone, then a 3:1 height to yard ratio.

Parking

Manufacturing or Industrial Uses - One (1) space for every two (2) employees on a maximum working shift, with a minimum of five (5) spaces.



PROFESSIONAL OFFICE - (P-1)

Intent

This zone is primarily for offices and related uses, retail sales are prohibited, except where directly related to office functions.

Principal Uses

- Banks, credit agencies
- Offices for business, professional, governmental, social organizations
- Research labs
- Libraries, Art galleries
- Funeral parlors
- Second floor dwelling units
- Arcades
- Athletic Clubs
- Schools

Minimum Lot Size - 7,500 square feet.

Minimum Lot Frontage - 60 feet.

Minimum Front Yard - 20 feet.

Minimum Each Side Yard - 12 feet.

Minimum Rear Yard - 12 feet.

Minimum Usable Open Space - No limitation, except where residences are provided, then 20%.

Max. Lot Coverage - 35% and a floor area ratio of 1.3.

Maximum Height of Building - 3:1 height-to-yard ratio.

Parking

Professional Office Projects - One (1) space for every four hundred (400) square feet of floor area.



TWO-FAMILY RESIDENTIAL- (R-2)

Intent

This zone is primarily for two-family dwellings (duplexes). This zone should be at locations and at the density (units/acre) recommended by the Comprehensive Plan and in areas of the community where necessary services and facilities will be adequate to serve the anticipated population.

Principal Uses

- Two-family dwellings, two-family dwellings sharing a common vertical wall.

Minimum Lot Size - 7,500 square feet.

Minimum Lot Frontage - 60'. (See 8-11(o) below.)

Minimum Front Yard - 30'.

Minimum Each Side Yard - 6'. (See 8-11(o) below.)

Minimum Rear Yard - 10' or 25% of the lot depth, whichever is greater.

Minimum Usable Open Space - No limitation.

Maximum Lot Coverage - No limitation.

Maximum Height of Building - 35'.

Parking

Duplexes - Two (2) spaces per dwelling unit.



PLANNED NEIGHBORHOOD RESIDENTIAL- (R-3)

Intent

This zone is primarily for multi-family dwellings and other residential uses. This zone should be at locations and at the density (units/acre) recommended by the Comprehensive Plan, and in areas of the community where necessary services and facilities will be adequate to serve the anticipated population.

Principal Uses

- Multi-family dwellings.
- Dormitories.
- Boarding or lodging houses, assisted living facilities, and hospitality houses for up to eight (8) persons.
- Community residences.
- Group Residential Projects, as provided by Article 9.
- Townhouses, except that not more than twelve (12) units shall be attached.

Minimum Lot Size - 6,000 square feet.

Minimum Lot Frontage - 50'.

Minimum Front Yard - 20'.

Minimum Each Side Yard - 5', unless required to be a minimum of 30 feet by Article 15-2(b)(3).

Minimum Rear Yard - 10'.

Minimum Usable Open Space - 20%.

Max

Lot Coverage - 25% and a floor area ratio of 0.5.

Maximum Height of Building - 35'.

Parking

Multiple Family Dwellings (other than Elderly Housing)

- Three (3) spaces for every two (2) dwelling units, or 0.9 spaces per bedroom in a multi-family dwelling, whichever is greater.



HIGH DENSITY APARTMENT- (R-4)

Intent

This zone is primarily for multi-family dwellings, but at a higher density than the R-3 zone. The R-4 zone should be at locations and at the density (units/acre) recommended by the Comprehensive Plan, and in areas of the community where necessary services and facilities will be adequate to serve the anticipated population.

Principal Uses

- Multi-family dwellings.
- Dormitories.
- Boarding or lodging houses, assisted living facilities, and hospitality houses for up to eight (8) persons.
- Community residences.
- Group Residential Projects, as provided by Article 9.
- Townhouses, except that not more than twelve (12) units shall be attached.

Minimum Lot Size - 6,000 square feet.

Minimum Lot Frontage - 50 feet.

Minimum Front Yard - 20 feet.

Minimum Each Side Yard - 5 feet.

Minimum Rear Yard - 10 feet.

Minimum Usable Open Space - 20%.

Max.Lot Coverage - 30% and a floor area ratio of 0.7.

Maximum Height of Building - 2:1 height-to-yard ratio, except that buildings under 35' may have side and rear yards as required in the R-3 zone.

Parking

Multiple Family Dwellings (other than Elderly Housing)
- Three (3) spaces for every two (2) dwelling units, or 0.9 spaces per bedroom in a multi-family dwelling, whichever is greater.



EXISTING ZONING TOOLS



Mixed Use Zones (MU-1, MU-2 and MU-3)

- Zone change involving Planning Commission and Urban County Council
- Final Development Plan approval by Planning Commission
- Possible text amendment needed to address location criteria
- Requires residential and commercial uses
- Reduced/shared parking requirements.

B-4 and I-1 zones

Adaptive Reuse Projects

- Final Development Plan approval by Planning Commission
- Must include an existing building that will be reused as a principal structure
- Must meet a minimum of 3 out of 9 criteria, such as:
 - Provide a minimum of 10% affordable housing
 - Provide public art
 - Have existing structures on the National Register of Historic Places

- Allows residential and commercial uses
- Reduced parking requirements

Office/Warehouse Mixed Use Project

- Final Development Plan approval by Planning Commission
- Allows for an increase in the amount of office space in Warehouse and Industrial Zones
- No dwelling units permitted

I-1 Zones only

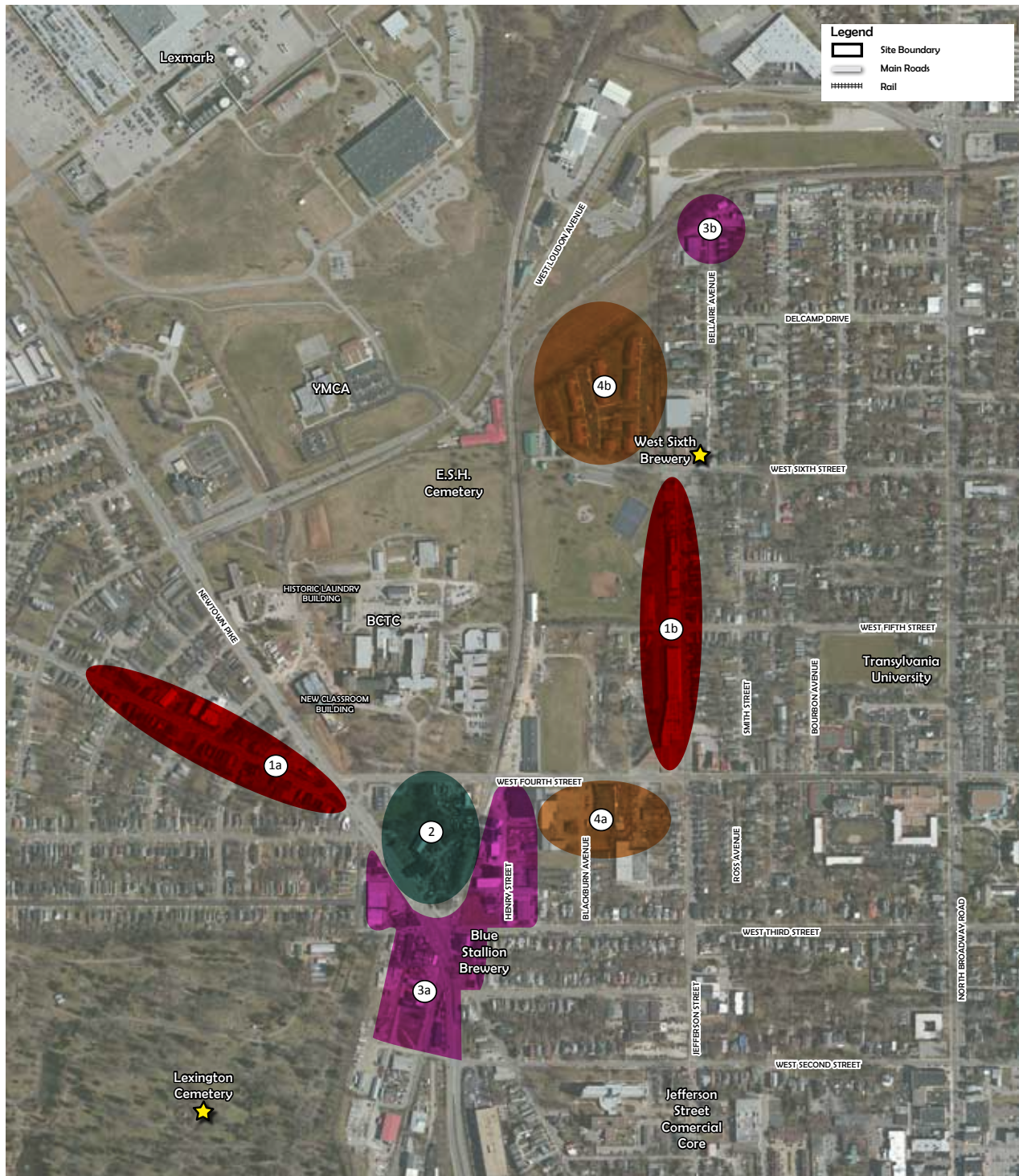
Industrial Mixed Use Project

- Final Development Plan approval by Planning Commission
- May require a text amendment to adjust location criteria
- Allows for dwelling units and some limited commercial uses
- Parking requirements of MU-3

Planned Unit Development

- Zoning Ordinance Text Amendment involving Planning Commission and Urban County Council
- Final Development Plan approval by Planning Commission
- Create a custom list of uses and site requirements
- Site specific design criteria



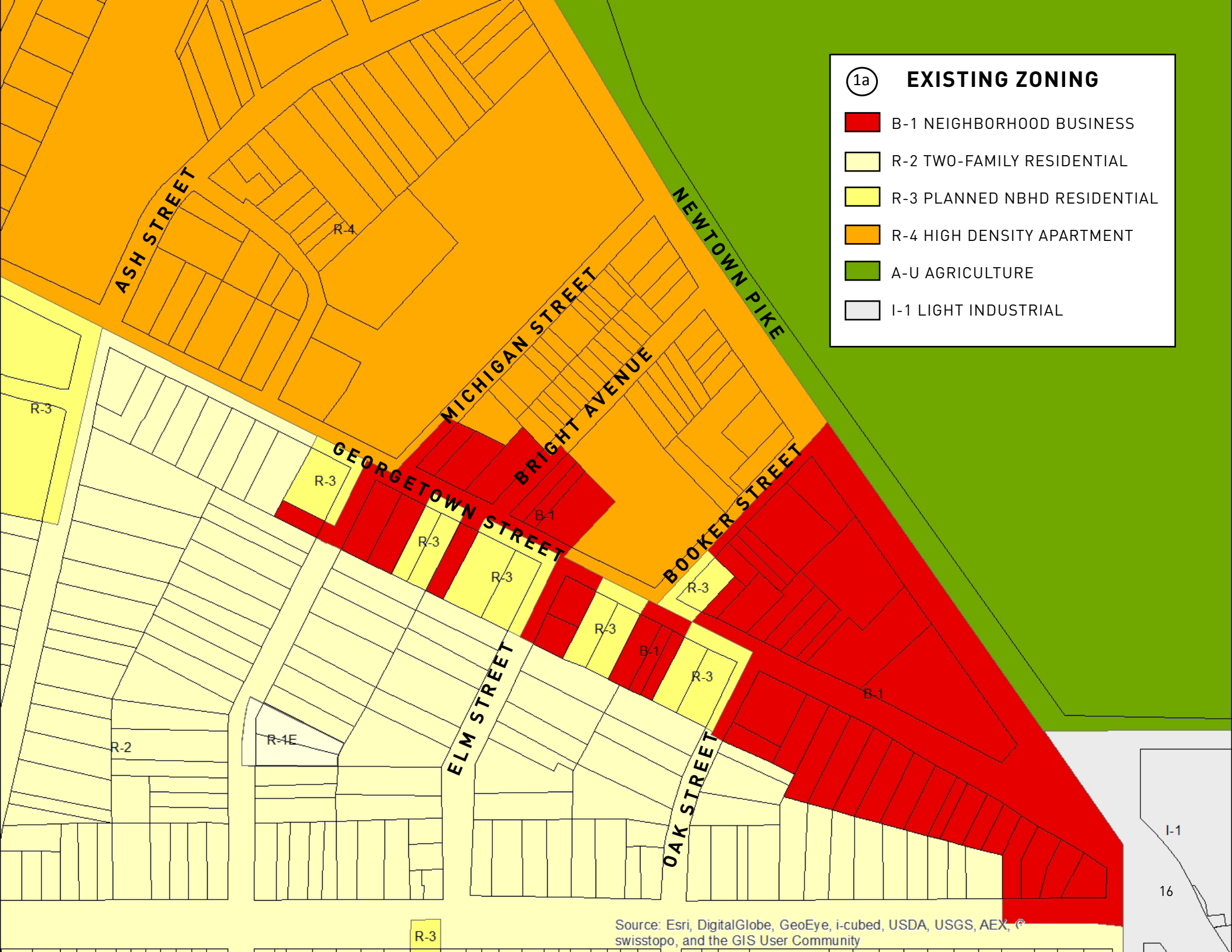


Opportunity Districts

As the Community Advisory Group and consultant team reviewed the existing zoning, Opportunity Districts began to rise to the surface. These districts include areas with rising development pressures and illustrate spaces where there may be emerging notions of vibrant urban mixed use. These districts focus on the Industrial zones, two main neighborhood corridors, Jefferson Street and Georgetown Street and remnant zones including 4b (P-1) on West Sixth Street and 3b, (I-1) on Bellaire Avenue.

These districts are explored in more detail on the following pages.

- ①a Georgetown Street Corridor
- ①b Jefferson Street Corridor
- ② Fourth Street Mixed-Use Opportunity
- ③a Newtown Pike Adaptive Re-use
- ③b Bellaire Street Adaptive Re-use
- ④a Mid- Density Residential
- ④b Mid- Density Residential



1a

EXISTING ZONING

B-1 NEIGHBORHOOD BUSINESS

R-2 TWO-FAMILY RESIDENTIAL

R-3 PLANNED NBHD RESIDENTIAL

R-4 HIGH DENSITY APARTMENT

A-U AGRICULTURE

I-1 LIGHT INDUSTRIAL



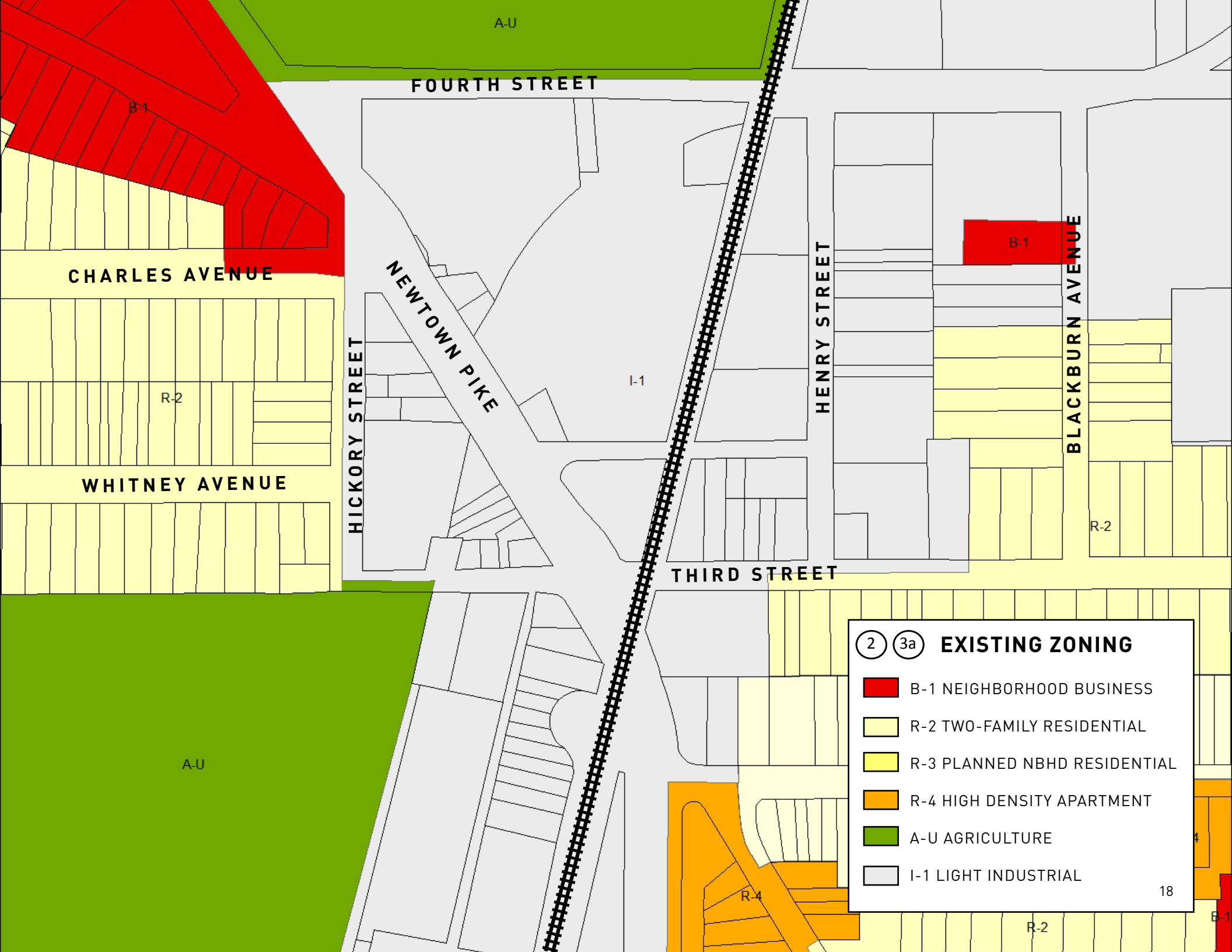
GEORGETOWN STREET CORRIDOR

ISSUES

- B-1 may allow undesirable uses & suburban style development
- Residential zoning is appropriate, though, design guidelines may be desired
- Concern over gentrification & displacing existing residents & businesses

POTENTIAL ZONING TOOLS

- Mixed-Use Zoning, applied along the Georgetown and Newtown corridors.
- Mid-Density Residential, may involve Infill & Redevelopment Guidelines



2

3a

EXISTING ZONING

B-1 NEIGHBORHOOD BUSINESS

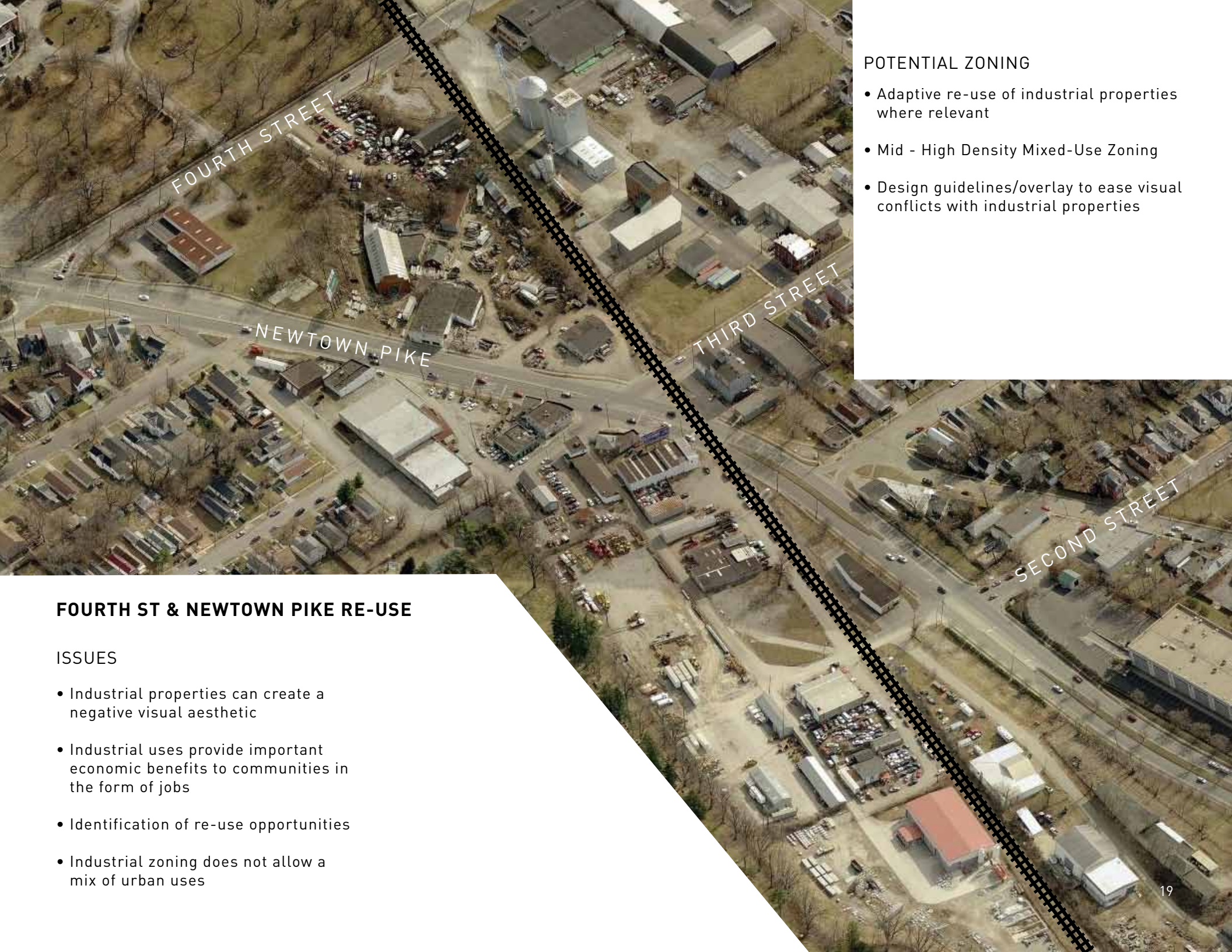
R-2 TWO-FAMILY RESIDENTIAL

R-3 PLANNED NBHD RESIDENTIAL

R-4 HIGH DENSITY APARTMENT

A-U AGRICULTURE

I-1 LIGHT INDUSTRIAL



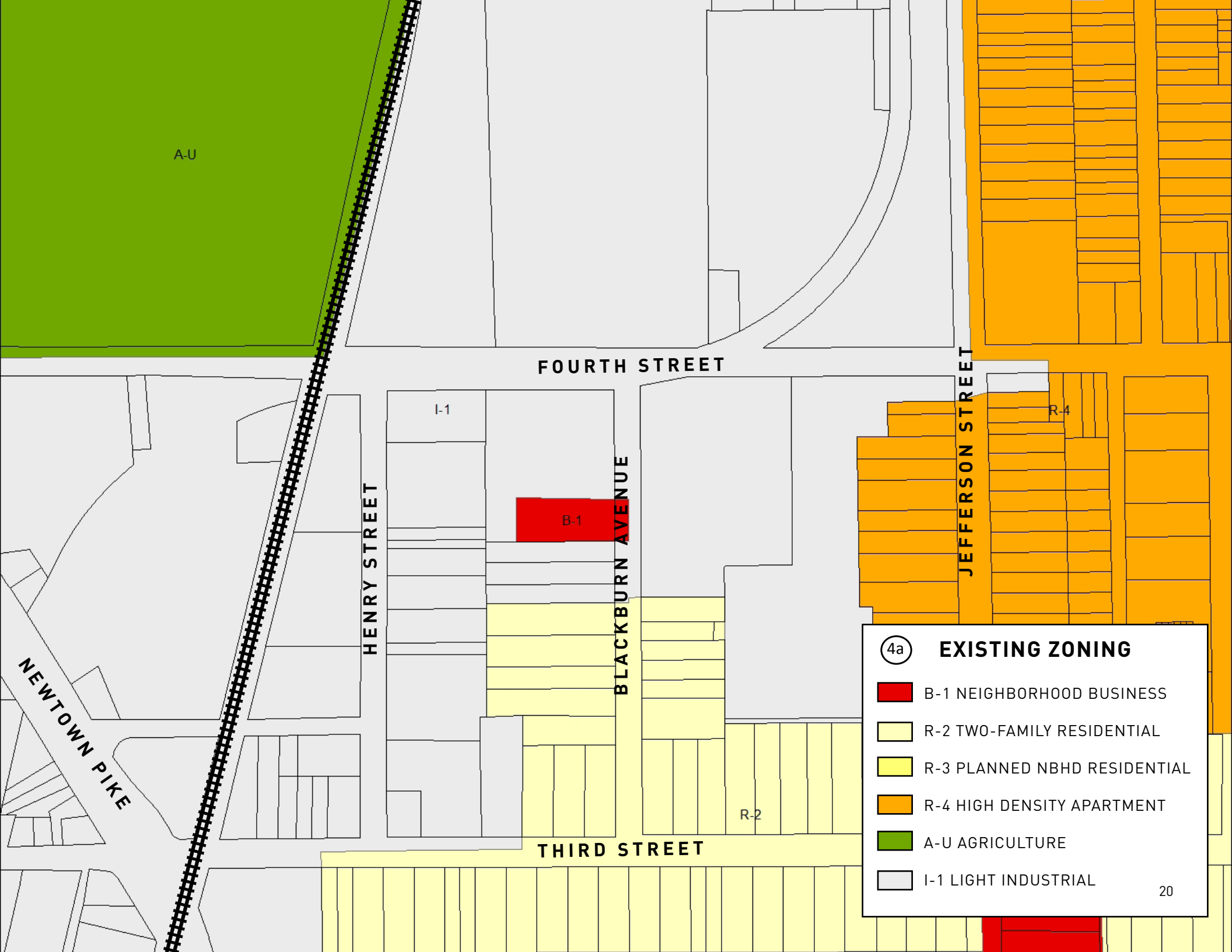
POTENTIAL ZONING

- Adaptive re-use of industrial properties where relevant
- Mid - High Density Mixed-Use Zoning
- Design guidelines/overlay to ease visual conflicts with industrial properties

FOURTH ST & NEWTOWN PIKE RE-USE

ISSUES

- Industrial properties can create a negative visual aesthetic
- Industrial uses provide important economic benefits to communities in the form of jobs
- Identification of re-use opportunities
- Industrial zoning does not allow a mix of urban uses



A-U

FOURTH STREET

I-1

B-1

R-4

R-2

THIRD STREET

NEWTOWN PIKE







HENRY STREET

BLACKBURN AVENUE

JEFFERSON STREET

4a

EXISTING ZONING

-  B-1 NEIGHBORHOOD BUSINESS
-  R-2 TWO-FAMILY RESIDENTIAL
-  R-3 PLANNED NBHD RESIDENTIAL
-  R-4 HIGH DENSITY APARTMENT
-  A-U AGRICULTURE
-  I-1 LIGHT INDUSTRIAL



FOURTH STREET CORRIDOR

ISSUES

- Difficult situation with abutment of industrial and residential uses
- Need uses that will aid in transition from more intense uses to single-family neighborhood
- Zoning density should reflect these transitions

POTENTIAL ZONING

- Adaptive re-use of industrial properties where relevant
- Mid-Low density Mixed-Use
- Mid-Density residential, may involve Infill & Redevelopment Guidelines



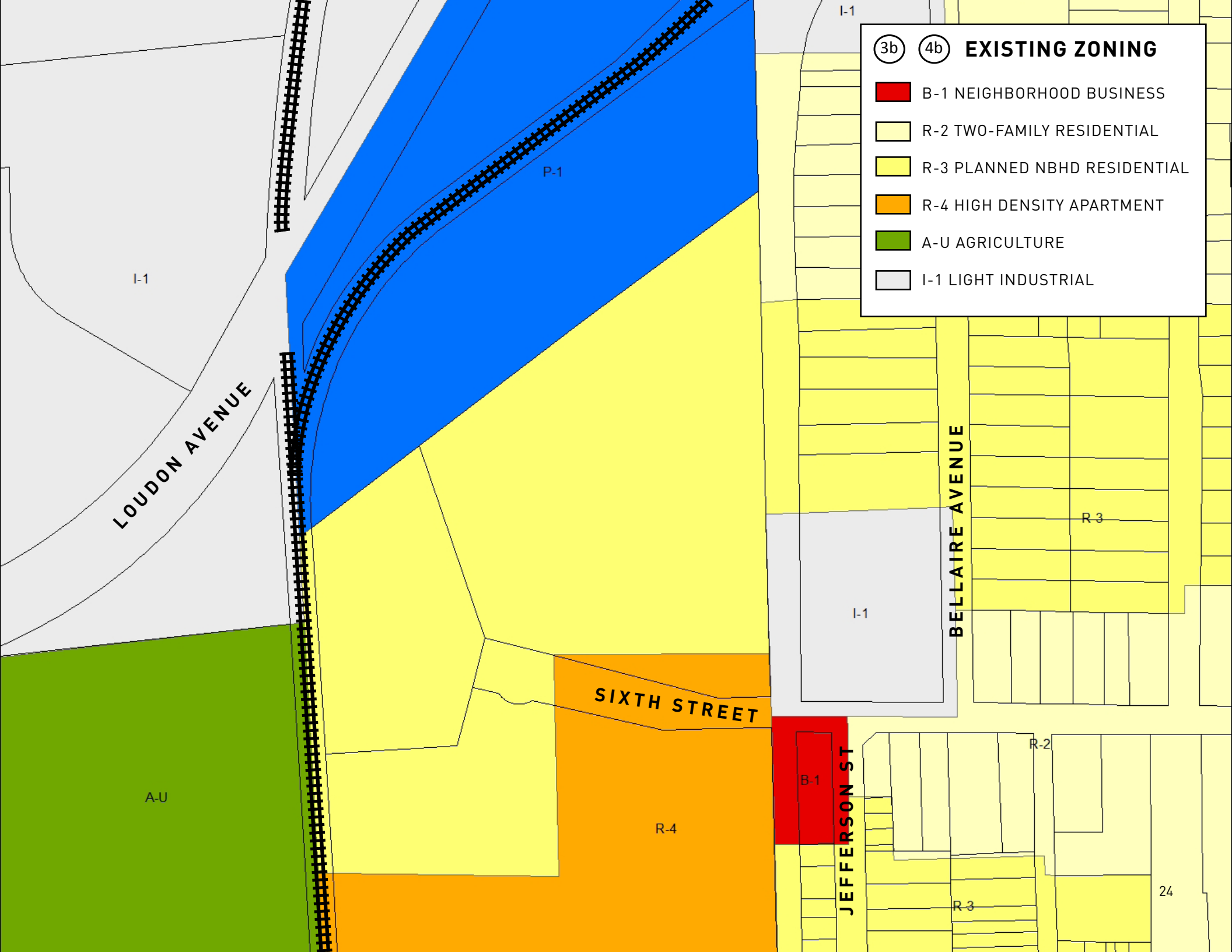
JEFFERSON STREET CORRIDOR

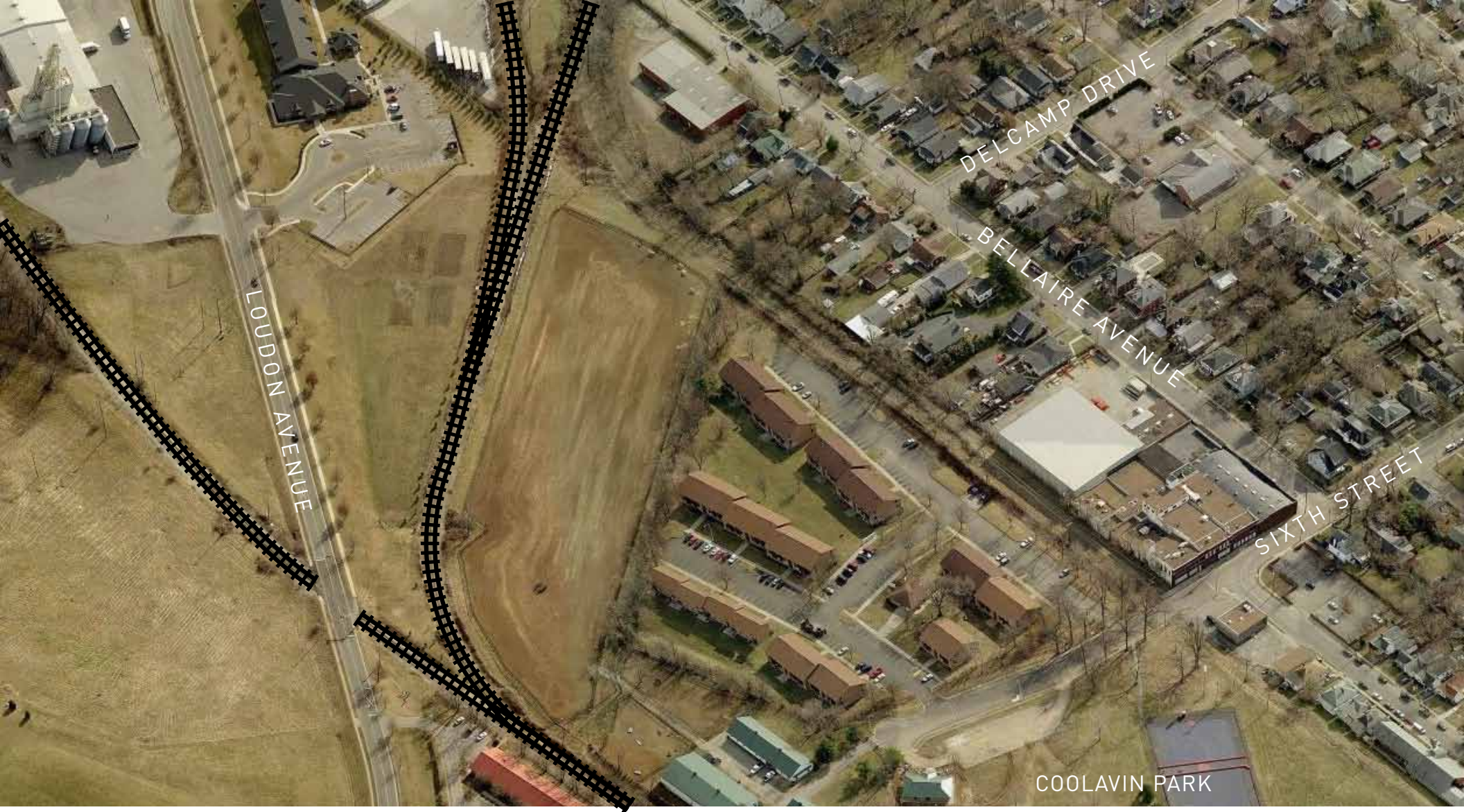
ISSUES

- Jefferson street is an emerging commercial corridor
- B-1 zoning requires off-street parking that will be difficult to obtain
- Shared parking strategies may be necessary to help
- Existing zoning may allow un-desirable neighborhood businesses.

POTENTIAL ZONING

- Adaptive re-use of industrial properties where relevant
- Low-Density Mixed-use
- Mid-Density residential, may involve Infill & Redevelopment Guidelines





MID-DENSITY RESIDENTIAL

ISSUES

- Major connectivity Issues due to the rail lines
- Residential zoning could increase, but suburban style development creates strong interior focus, [less eyes on street, less access.]

POTENTIAL ZONING

- Mid-Density residential, may involve Infill & Redevelopment Guidelines



After reviewing the Existing Conditions and the Opportunity Districts with the Community Advisory Group a number of themes began to surface in regard to issues, opportunities and goals. The following are a selection of comments from the three Community Advisory Meetings that seemed to represent the overall themes:

What we heard:

Where industrial zoning exists is the potential for something undesirable

Affordable housing is a community need

The future of these neighborhoods should be one of a healthy and safe neighborhood

Need to protect some Industrial uses, and balance new uses

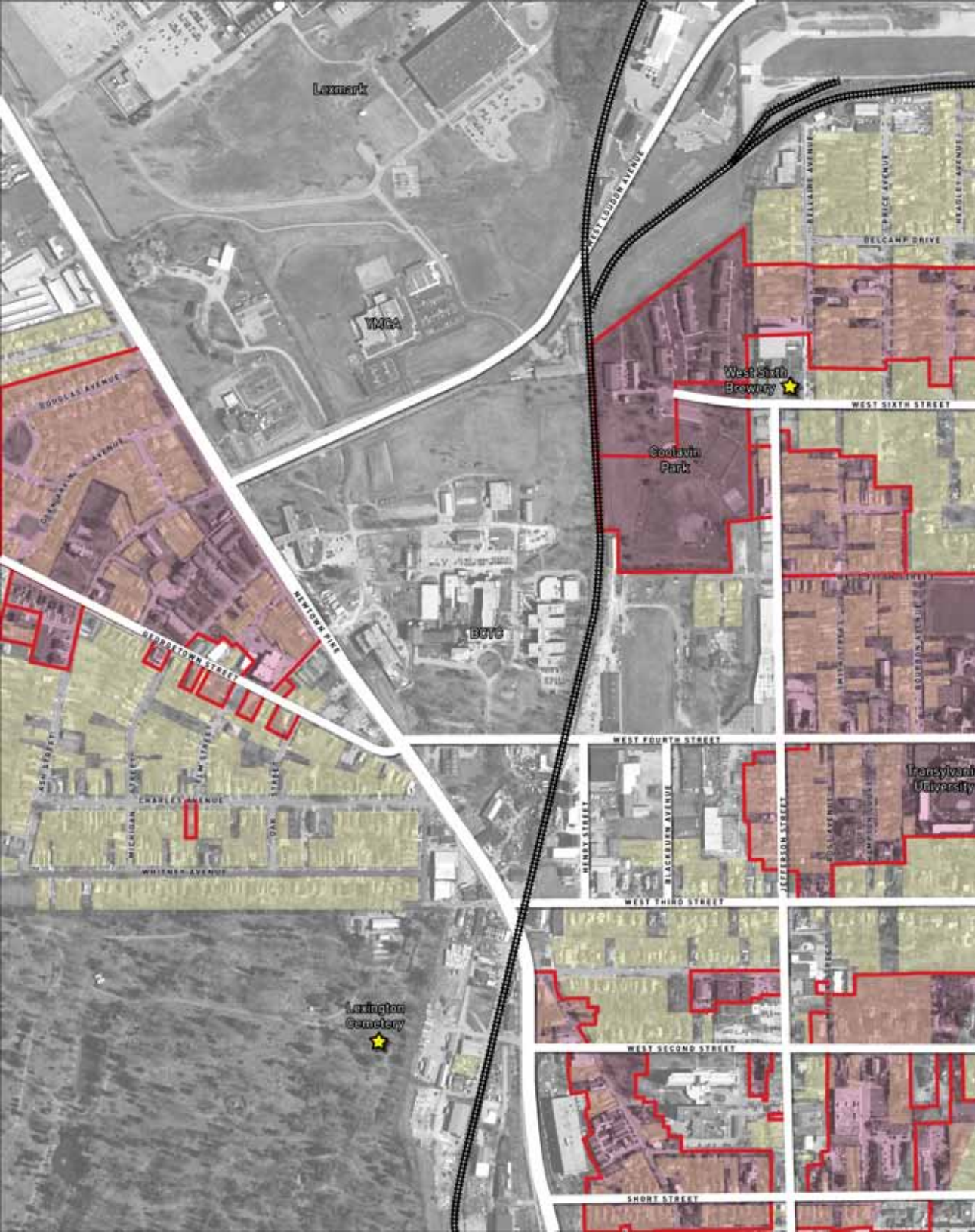
Parking is limited, need a balanced & comprehensive parking strategy

Focus first on the industrial properties

Encourage local business throughout the area

Jefferson and Georgetown Street Corridors make sense for small scale commercial corridors.


Preserve existing scale and character - single-family historic neighborhoods



Study Recommendation #1:

Conduct further study of **R-3 & R-4** zones covering existing Single Family neighborhoods.

- Portions of the study area are zoned for higher-density residential that could over time encourage redevelopment at higher densities.
- Promoting more residential uses in the Industrial and Business Zones could help ease any potential development pressure of the areas indicated for preserving single-family scale and use.
- Neighborhoods may consider initiating an ND-1 or other neighborhood driven overlay to preserve neighborhood characteristics.

 Single-Family Homes

 R-3 & R-4 Zones



Study Recommendation #2:

Consider Conversion of Professional Office & Light Industrial zoning near Loudon Avenue on a case-by-case basis.


- Professional Office
- Light Industrial
- Focus Areas

Zoning remnants like the industrial and office zones just south of the Rail corridor may make sense to re-evaluate in order to better protect the desired neighborhood character, but allow reuse and redevelopment of underutilized property.



Study Recommendation #3:

Create an urban mixed-use zone for existing Industrial districts along and near Newtown Pike.

 Light Industrial

 Focus Area

This Mixed-Use category should include urban design guidelines such as:

- Building Height Transitions
- Setback Distances
- Building Frontage Standards
- Pedestrian Infrastructure
- Parking Location & Standards
- Community Focused Uses
- More Intense Development along Major Arterials
- Alternative Transportation
- Safety by Design Standards



Study Recommendation #4:

Continue to evaluate & study neighborhood commercial districts along Georgetown Street & Jefferson Street.

- Existing Neighborhood Commercial
- Potential Extension of Neighborhood Commercial Corridors

Properties along both corridors could be considered for expansion of commercial zoning & for possible consideration of amendments to B-1 for urban context.

Another option is to use the new mixed-use zone if applicable.

Under current zoning Neighborhood Business zones allow the following potentially non-compatible considerations:

Permitted Uses:

Auto repair/service stations

Conditional Uses:

Self-service car wash, animal hospital, truck rental

Physical Attributes:

- Minimum front yard of 20'
- Minimum 3 parking spaces, requires 2.5 spaces per 1,000 SF
- Drive throughs



This study is intended to convey planning analysis and community discussion on possible zoning changes/modifications in the Fourth Street area to support emerging investment. Any such zoning changes or amendments would have to be instigated by the Lexington-Fayette Urban County Planning Commission under applicable policies and procedures, including the following steps:

- Hold a public input meeting to review BCTC/4th Street Study recommendations by the end of May 2014
****(Completed May 28, 2014)****
- Develop and initiate text amendment for an Urban Mixed Use Zone
 - o Present a staff-prepared draft text amendment to the IR steering committee by June 2014
 - o Request the Planning Commission initiate text amendment; hold a Planning Commission public hearing by September 2014
 - o Expect that Commission recommends approval; final report on text amendment forwarded to Urban County Council by November 2014
 - o Upon final Council adoption, request Commission discuss and consider initiation of zoning map amendment to place new zone on properties (boundary to be determined).