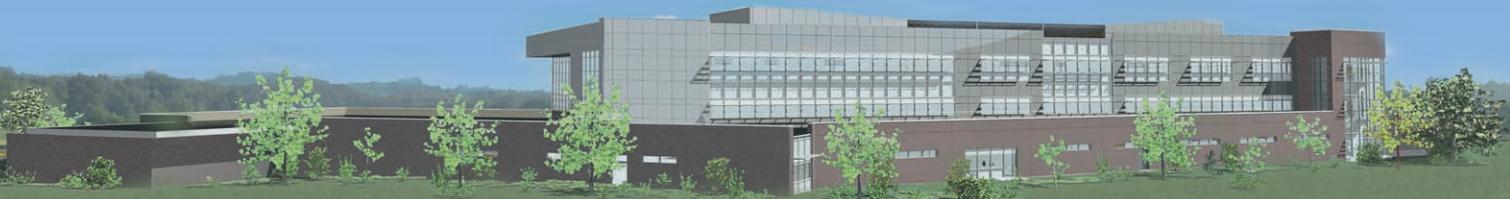


Linden Gateway Small Area Study

City of Covington, Kentucky • November 2008



Prepared by:



NKAPC
Northern Kentucky
Area Planning Commission



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The *Linden Gateway Small Area Study* was conducted by the Northern Kentucky Area Planning Commission in collaboration with the City of Covington and the Center for Great Neighborhoods. The study boundary included the area south of 11th Street, North of 19th Street, east of Interstate 71/75 and west of the railroad. The impetus for the study are the potential redevelopment opportunities anticipated due to the new St. Elizabeth Medical Center Covington and the widening of 12th St. / Martin Luther King Jr. Blvd.

This community based study was guided by an 11 member task force consisting of people representing various interest groups that met over a 15 month period. Interviews with key persons in the community were conducted and an analysis of existing conditions within the neighborhoods in terms of services such as parks, roads, bus service and so on were conducted. The findings of the existing conditions are documented in the Interim Report.

Three public meetings were held during the course of the study. The findings of the existing conditions and documentation of potential issues within the study area was the focus of the first public meeting. Based on the issues identified at the first public meeting, preliminary recommendations were presented at the second public meeting. At this meeting the attendees were able to discuss and give their opinions and ideas to the NKAPC Staff. The third public meeting focused on final recommendations for the study area and specifically those for 12th St. / Martin Luther King Jr. Blvd.

The study recommends several land use changes within the study area. Mixed uses are recommended along 12th St./Martin Luther King Jr. Blvd. and Commercial office/other community facility type uses are recommended for areas west of Main Street and Kavanaugh Street, north of Monterey Street in the vicinity of the new medical facility. The study includes recommendations for 19th Street to continue to evolve with small commercial retail uses. Several redevelopment concepts are included within the study for each block on the south side of 12th St. / Martin Luther King Jr. Blvd. Form district regulations are recommended to be established for the corridor and for areas identified for commercial office/ other community facilities around the St. Elizabeth Medical Center Covington to ensure that infill development is compatible in character and scale to that of the surrounding neighborhoods.

This study recommends that much of the area be placed on the National Register of Historic Places. The area is very large and it is recommended that it be divided into three to five sections. In the study, a map dividing the area into four sections based on the age of the homes is provided as a possible method of dividing the study area.

Several green infrastructure elements such as green roofs and rain gardens are being incorporated into the design of St. Elizabeth Medical Center Covington and the potential to include these within the widening of 12th St./Martin Luther King Jr. Blvd. are being explored. This study recommends that these practices be encouraged as part of new infill development and LEED certification be sought throughout the study area. Several park locations have been identified and the linkage of these parks with Linden Grove Cemetery is encouraged. This study also supports any efforts to improve Linden Grove cemetery for recreational uses so as to function as a community asset.

The study also recommends several mobility (transportation) related improvements within the study area including rerouting the TANK bus route to serve St. Elizabeth Medical Center Covington, improving 13th Street as a primary east west connector, elimination of stop signs and changing streets from one-way to two-way configurations and further study of specific areas. Several long range improvements are also recommended including creating another railroad crossing between 14th and 17th Streets; improve the intersection of Linden and Woodburn Avenues, and the possible redesign of the Russell /Augustine Street intersection with a modern roundabout.

To increase the number of homeowners in the study area and to improve the housing stock this study recommends the neighborhood associations work with the city to increase the number of residents participating in the homeownership and home improvement programs provided by the city housing department, Housing Opportunities for Northern Kentucky (HONK) and Center for Great Neighborhoods. Programs and workshops designed to help residents fix small problems with their homes and landscape are also encouraged in

this study. Finally this report strongly recommends that the City of Covington establish a program that combines code enforcement, the police department, public works, and the parks department to target this neighborhood with a concentrated effort to reduce crime, repair houses, and beautify the area. This program would need collaboration between the neighborhood associations, and other agencies that can assist in this endeavor.

Finally, in an effort to assist with the implementation of the recommendations developed through the Small Area Study process, an Implementation chapter listing all the recommendations and the agencies primarily responsible for their completion is included. Included in the recommendations is the formation of a Linden Gateway Oversight Committee to coordinate with the neighborhood associations, the city, and responsible parties identified in the study, to initiate and implement the recommendations of the study. The Oversight committee should be formed from the members of the Task Force committee since they are familiar with the area, the study and the recommendations. The Center for Great Neighborhoods has agreed to assist the Oversight committee.





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The *Comprehensive Plan 2006-2026: An Areawide Vision for Kenton County*, recommended that a small area study be conducted for an area in the City of Covington to be impacted by the widening of 12th Street/ Martin Luther King Jr. Blvd and construction of the new St. Elizabeth Medical Center Covington. These two developments have the potential to be catalysts for major redevelopment efforts in the area. This study, conducted by the Northern Kentucky Area Planning Commission in collaboration with the City of Covington and the Center for Great Neighborhoods is designed to plan ahead for the potential development these projects will generate. The recommendations provided in this study will help city government, residents, neighborhood associations, and other interested groups guide changes in a way that will take advantage of new development and improve the quality of life in the area.

VISION STATEMENT

The area will be noted for a diversity of residents, mix of housing types and architectural styles, thereby enhancing the quality of life of current and future residents and making it a desirable community to live and work in. New development will be carefully integrated into the neighborhood fabric through compatible buildings, imaginative siting, and effective pedestrian and vehicular linkages.

The area will continue to build upon the support of its existing and future businesses, neighborhood groups, and neighborhood center to encourage an environment which encourages homeownership and civic participation. A feeling of inclusion will be maintained among current residents, businesses, and property owners while attracting new residents and small businesses that relocate to serve local needs

GOALS

- Identify opportunities to improve the quality and mix of housing stock within the area by integrating affordable housing (owner-occupied and rental) for families, singles and seniors.
- Identify resources and support programs to increase the percentage of owner-occupied housing in the area.
- Reduce crime, blight, and vacant properties.
- Identify opportunities for green space, pocket parks, off-street parking and trees in the area.
- Encourage economic development with incentives for new retail/dining/small business appropriate for the area.
- Preserve the existing “walkable” nature of the area. Maintain the character of historic architecture in new construction and rehabs.
- Encourage reinvestment in the neighborhood through upgraded infrastructure, including streets, sidewalks, lights, and park areas, including the enhancement of the historic Linden Grove Cemetery and provisions for its public use.
- Integration of community facilities with residential and small businesses.

STUDY BOUNDARY

The boundaries of the *Linden Gateway Small Area Study* (LGSAS) are as follows; 11th Street on the north side 19th Street to the south, Interstate 71/75 forms the west boundary and the CSX Railroad is the eastern boundary. The area is primarily residential with some commercial on its northern and southern borders and industrial uses along the railroad.

TASK FORCE AND KEY PERSON INTERVIEWS

An 11-member task force representing various interest groups was formed to help gather public input for the study, and make sure the study targeted the concerns of all interested groups. Representatives on the task force included the Friends of Peasenburg Neighborhood Association, Westside Action Coalition, St. Elizabeth Medical Center, Linden Grove Cemetery Board, Peasenburg and Westside neighborhood residents, and representatives of local businesses, church and industries. The Task Force assisted NKAPC staff by adopting a vision statement and goals, making recommendations on staff reports, and voting on key items of the study. These items included the study boundary and title, the existing conditions inventory, the land use/transportation alternatives, and the interim report and final draft of the study. In addition, to the Task Force interviews were conducted with key persons such as the head of

Covington city departments, the Transit Authority of Northern Kentucky, Kentucky Transportation Cabinet, Home Ownership of Northern Kentucky, Family Resource Coordinator at Glenn O. Swing Elementary, Sanitation District #1, Northern Kentucky Water District, Duke Energy, Kentucky Heritage Council and Covington School Board.

PUBLIC MEETINGS

Three public meetings were held, in addition to Task Force meetings, to gather input from residents and property owners. The first meeting, held on October 25, 2007, provided an opportunity for residents to express their opinions, concerns and ideas about the study area. The second meeting was held on April 17, 2008 and offered residents and property owners an opportunity to meet with NKAPC staff and discuss and offer feedback on preliminary recommendations. These comments were discussed with the Task Force and, where appropriate, are included within this report. The final public meeting was held on August 20, 2008 to present the final draft to the neighborhood associations and others prior to consideration by the task force.

INTERIM REPORT

The first step in the study included a thorough review of current conditions of the study area and surrounding environs that might impact development or other issues that may need to be addressed within the area. This review included; demographics, transportation, the historic nature of the area, current land use and zoning, community facilities, the streetscape, and green infrastructure. Previous plans pertinent to the study area were reviewed. Because of their relevance to the study area special attention was given to the *12th Street Corridor Redevelopment Plan* and *Building Covington's Future: The Strategic Plan*. This information was presented to the Task Force and the public in the *Linden Gateway Small Area Study - Interim Report*. The Interim Report may



July 2008 Task Force meeting



be reviewed and downloaded from the NKAPC website at. <http://www.nkapc.org/lr-studies.html>

REVIEW AND ADOPTION

The study was reviewed by the Task Force at their August 28th, 2008 meeting. The Task Force recommended the adoption of this study for incorporation into the *Comprehensive Plan Update: 2006 – 2026* to the City of Covington. The Covington City Commission adopted the study and authorized an application to the Kenton County Planning Commission to incorporate the study into the *Comprehensive Plan Update: 2006 – 2026* on September 23rd, 2008. The Northern Kentucky Area Planning Commission reviewed and adopted the study on October 21st, 2008 and recommended incorporation of the study into the *Comprehensive Plan Update: 2006 – 2026* to the Kenton County Planning Commission. The Kenton County Planning Commission reviewed the application and adopted the study as part of the *Comprehensive Plan Update: 2006 – 2026* on November 6th, 2008.



The existing land uses in the study area are primarily: (1) residential at varying densities; (2) some commercial along 12th and 19th Streets; and (3) industrial along Russell Street. The *Comprehensive Plan Update 2006-2026: An Area-Wide Vision for Kenton County* identifies most of the area for residential uses at varying densities as illustrated in the Interim Report (see Interim Report Map 11). The Linden Gateway Small Area Study sought to take a closer look at the area to identify changes that are anticipated to occur because of development attracted by the new St. Elizabeth Medical Center Covington and widening of 12th St./ Martin Luther King Jr. Blvd. warranting a need for change in land use.

GENERAL CONCEPTUAL CONSIDERATIONS

In order to determine the recommended future land uses for the study area, it is essential to look at the area in the context of the City of Covington as shown in Map 2.1.

Major transportation corridors adjacent to the study area that are significant on a regional scale include Interstate 71/75 and the CSX railroad. Important corridors within the city include the 4th and 5th Street loop; 11th Street and 12th St./ Martin Luther King Jr. Blvd.; Madison Avenue; Scott and Greenup Streets; and 19th Street. The portions of 12th St./Martin Luther King Jr. Blvd., 19th Street, Holman and Russell Streets, within the study area, are of particular significance because they provide access for residents and businesses.

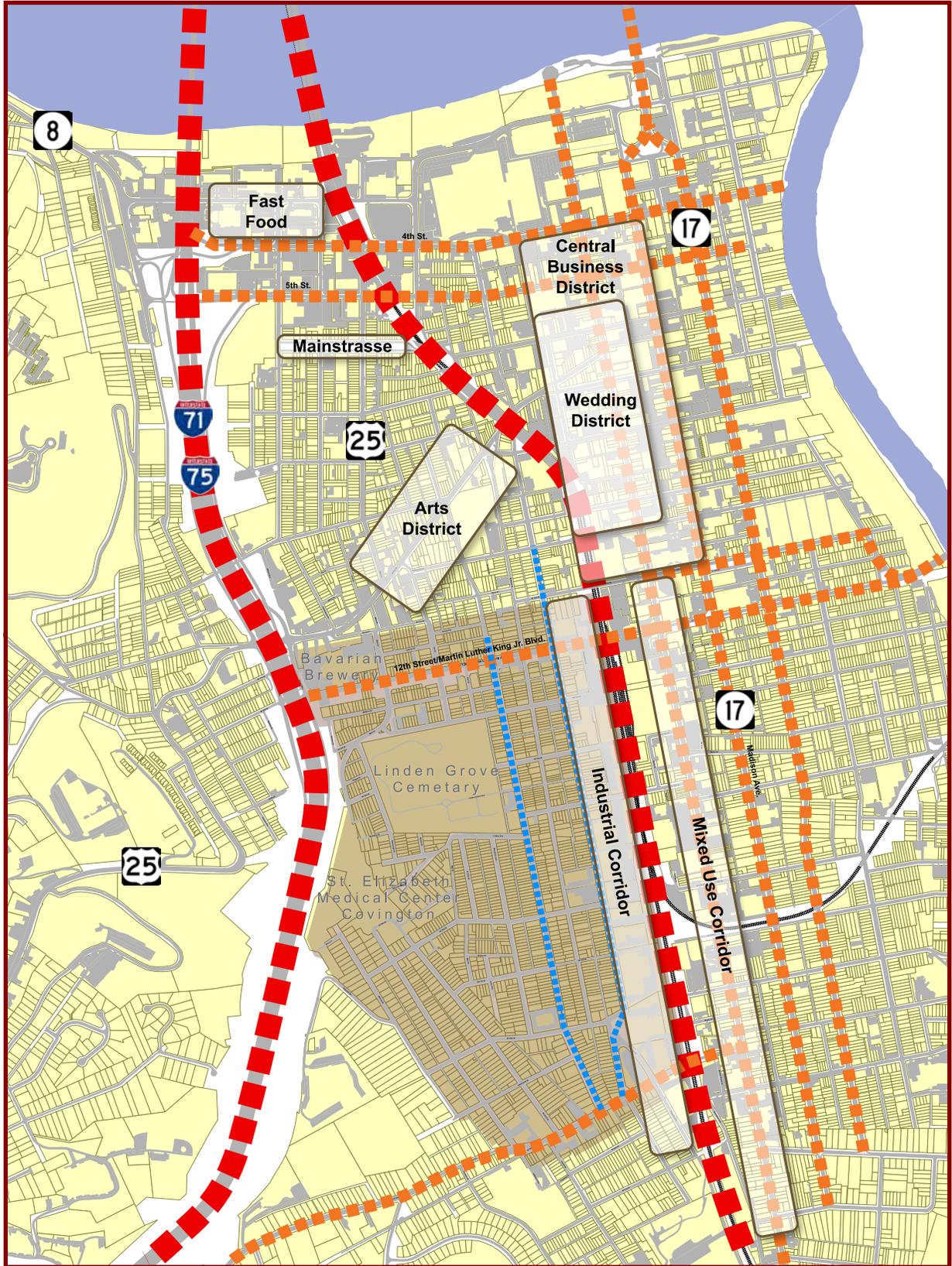
The City has promoted various development concepts within different areas including the Wedding District, Arts District, restaurants and retail in Mainstrasse, offices, convention center, and residential and hotels along the riverfront. An industrial corridor is located south of 12th St./Martin Luther King Jr. Blvd. along the CSX railroad. In addition, a mixed use corridor is proposed for Madison Avenue which is located less than a half a mile from the center of the Linden Gateway area.

STUDY AREA CONCEPTUAL CONSIDERATIONS

Existing retail services are located primarily along 12th St./Martin Luther King Jr. Blvd. and 19th Street with a few interspersed throughout the study area as shown in Map 2.2. The industrial corridor is located along Russell Street and a mixed use corridor is proposed along Madison Avenue. This plan embraces continuation of the industrial land uses along the railroad as an important component of the city and county. The *Comprehensive Plan Update 2006-2026* has documented the need for well located industrial land in Kenton County. This existing industrial land is both well located and beneficial to the area as a buffer between residential land uses and the railroad.

The area has a strong inventory of corner buildings, identified by their location at the intersection of two streets where the buildings in a few instances have an angled entrance so as to be easily visible from both streets. These buildings have facades with display windows readily identifying them as former commercial businesses. There are several corner buildings that are either being underutilized for commercial or other uses or that are vacant. These buildings could revert back to their historic uses providing much needed services to the area such as grocery stores and offices. Hence, the recommendation that any commercial revitalization in

Map 2.1 - Transportation Corridors & City-Wide Development Concepts



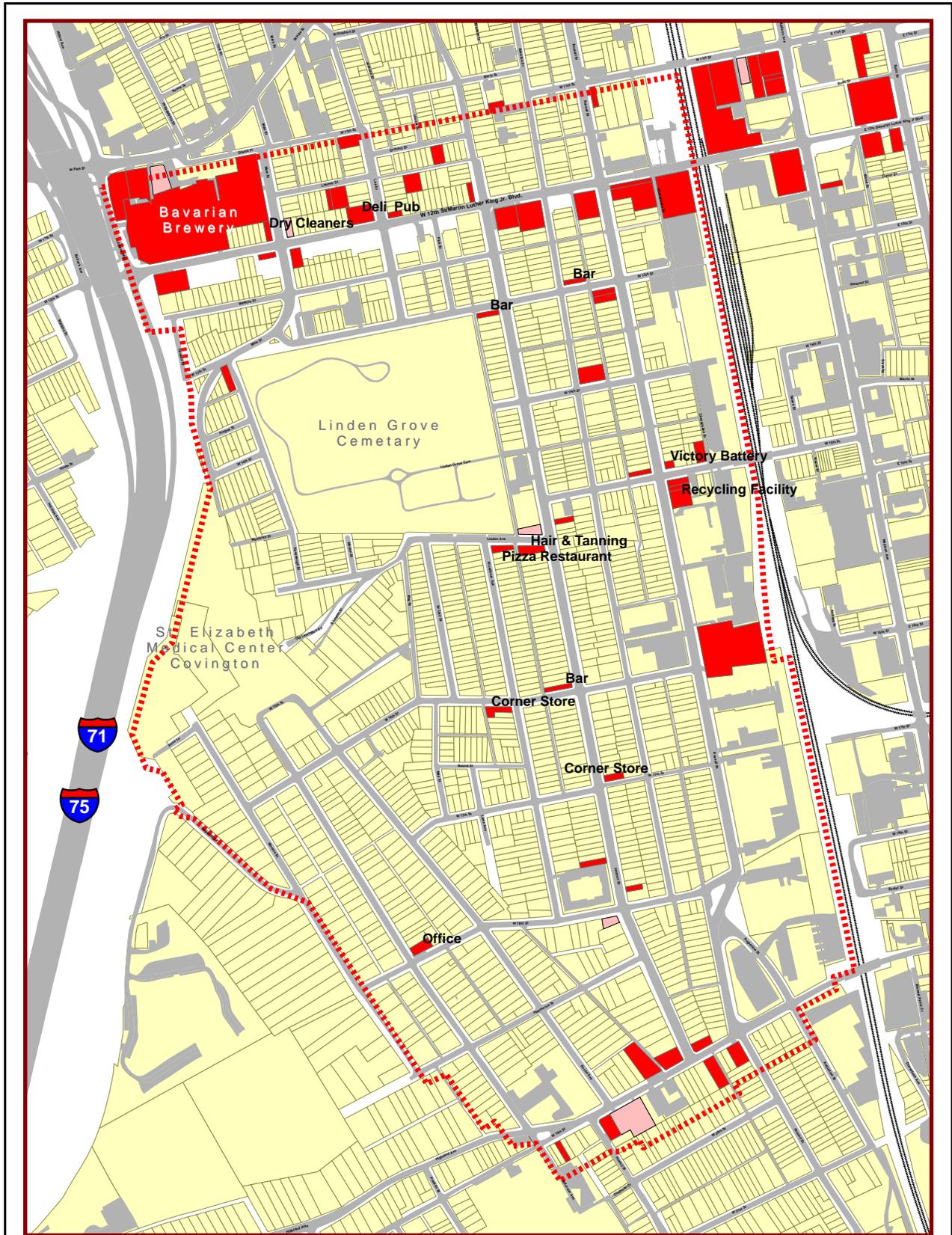
Linden Gateway Small Area Study



City of Covington
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	Study Area		Regional Transportation Corridor	
			City Transportation Corridor	
			Study Area Transportation Corridor	
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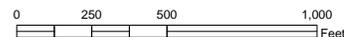
Map 2.2 - Existing Retail Uses



Linden Gateway Small Area Study



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the area should take into consideration the services provided by existing uses and the potential for these corner buildings to be reused.

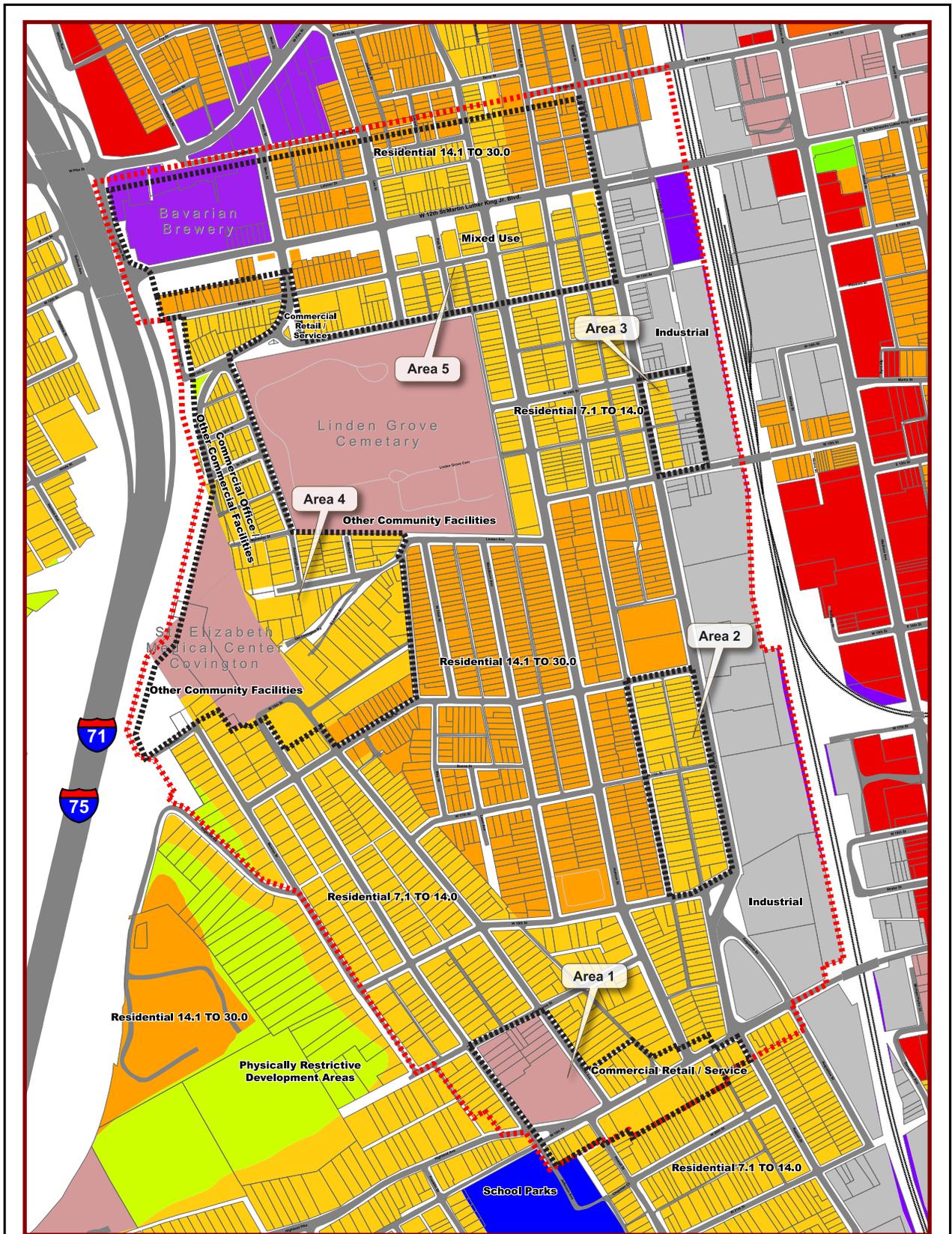
The widening of the 12th St./Martin Luther King Jr. Blvd. corridor and the location of the St. Elizabeth Medical Center Covington facility is anticipated to be the catalyst for redevelopment of the area. Ancillary uses to the hospital, such as medical/dental offices, labs, and pharmacies are anticipated to locate near the medical center. The focus for uses in this area should be primarily on health related services while potentially allowing some retail to serve those “office” users. Services such as restaurants, specialty stores and offices will also want to locate close to the medical center to serve its employees. It is anticipated that this redevelopment will also “spill over” into the adjoining neighborhoods in the form of housing and businesses.

RECOMMENDED LAND USES:
COMPREHENSIVE PLAN UPDATE 2006 -2026

The recommended future land use for the area is mostly residential at densities ranging from 7.1 to 14.0 and 14.1 to 30.0 dwelling units per net acre. Also identified are industrial uses along Russell Street. The Bavarian Brewery site, on the north side of 12th St./Martin Luther King Jr. Blvd., is identified as a Special Development Area which is defined in the *Comprehensive Plan Update: 2006-2026* as an area where specialized activities such as mixed uses, entertainment and extensive commercial activities are encouraged. Linden Grove Cemetery and the new St. Elizabeth Medical Center Covington are identified as Other Community Facilities as shown in Map 2.3.

Five areas have been identified for further analysis as shown in Map 2.3. These areas were chosen based on the changes that are anticipated and the impact on land use in these areas.

Map 2.3 - Comprehensive Plan Update 2006-2026 Recommended Land Use

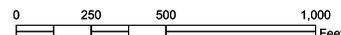


Linden Gateway Small Area Study



City of Covington
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Study Area	School Parks	Residential 14.1 TO 30.0	N W E S
Commercial Retail/Service	Rail Road	Residential Over 30.0	
Special Development Area	Right of Way	Industrial	
Other Community Facilities	Residential 7.1 TO 14.0	Mixed use	
Physically Restrictive Development Areas			
Recreation and Open Space			



Area 1

19th Street Corridor

This area is presently identified for Residential uses at a density ranging from 7.1 to 14.0 dwelling units per net acre with the block that comprises St. Augustine Church and School identified for Other Community Facilities as shown below in Figure 1.

Several commercial uses presently exist along the 19th Street corridor as shown in Figure 2 including a market, hair salon, coin laundry, funeral home, learning center, tavern, and a tanning salon.

The location of existing commercial uses along 19th Street and its proximity to residential land uses, both in Covington and Fort Wright make this corridor well suited for further commercial activity. Future commercial uses should be similar in scale to existing uses and a mix that enhances the current commercial uses to better serve the area. Two land use alternatives have been considered for the area. The first alternative extended commercial



Businesses on south side of 19th Street

development along 19th Street to Russell Street and the second alternative extended commercial development beyond Russell Street to Augustine Street. Consideration of increased commercial uses along this corridor took into account that two community facilities, St Augustine Church and School and the Glenn O. Swing Elementary School, provide buffers between the corridor and residential uses. Furthermore, a property recommended in this Study for a future park on Holman Street near 19th Street would provide an additional buffer between emerging commercial land uses and residential uses.

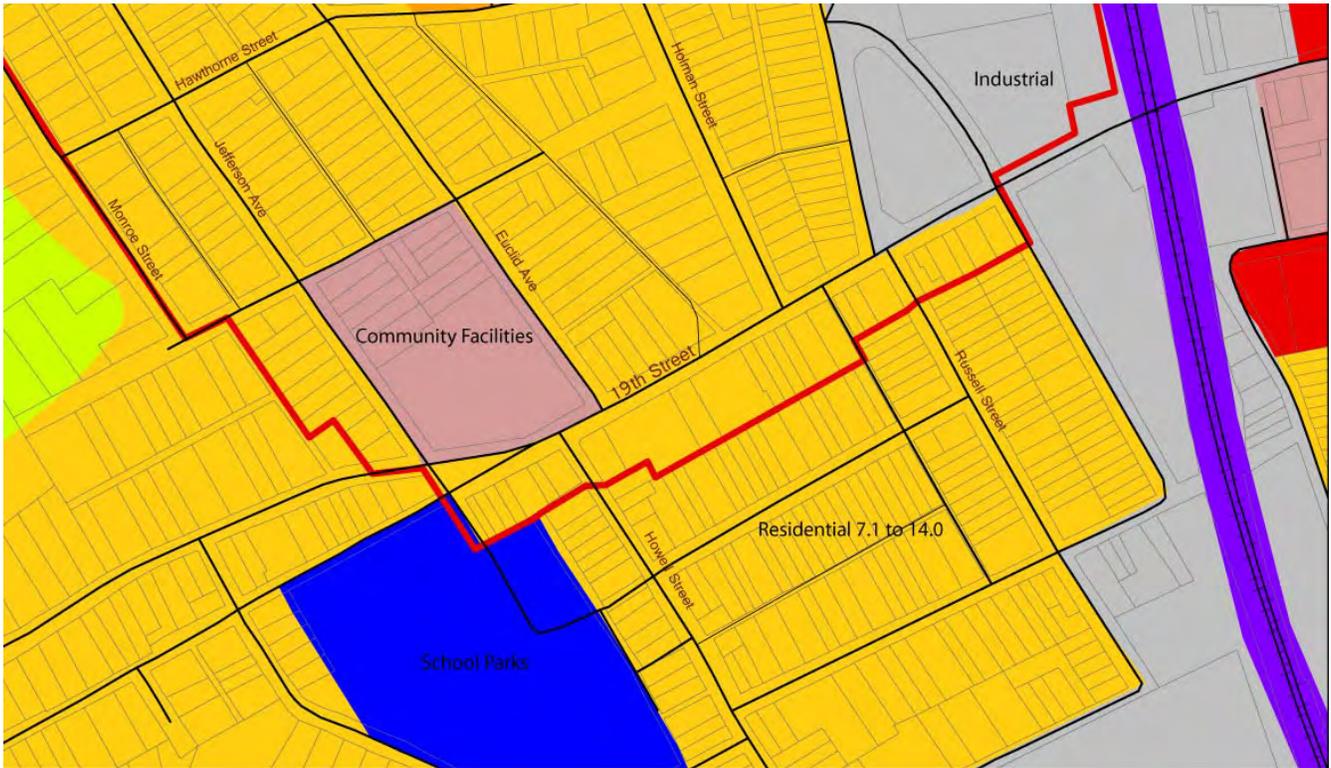


Figure 1: Land use recommendations from the Comprehensive Plan Update 2006-2026

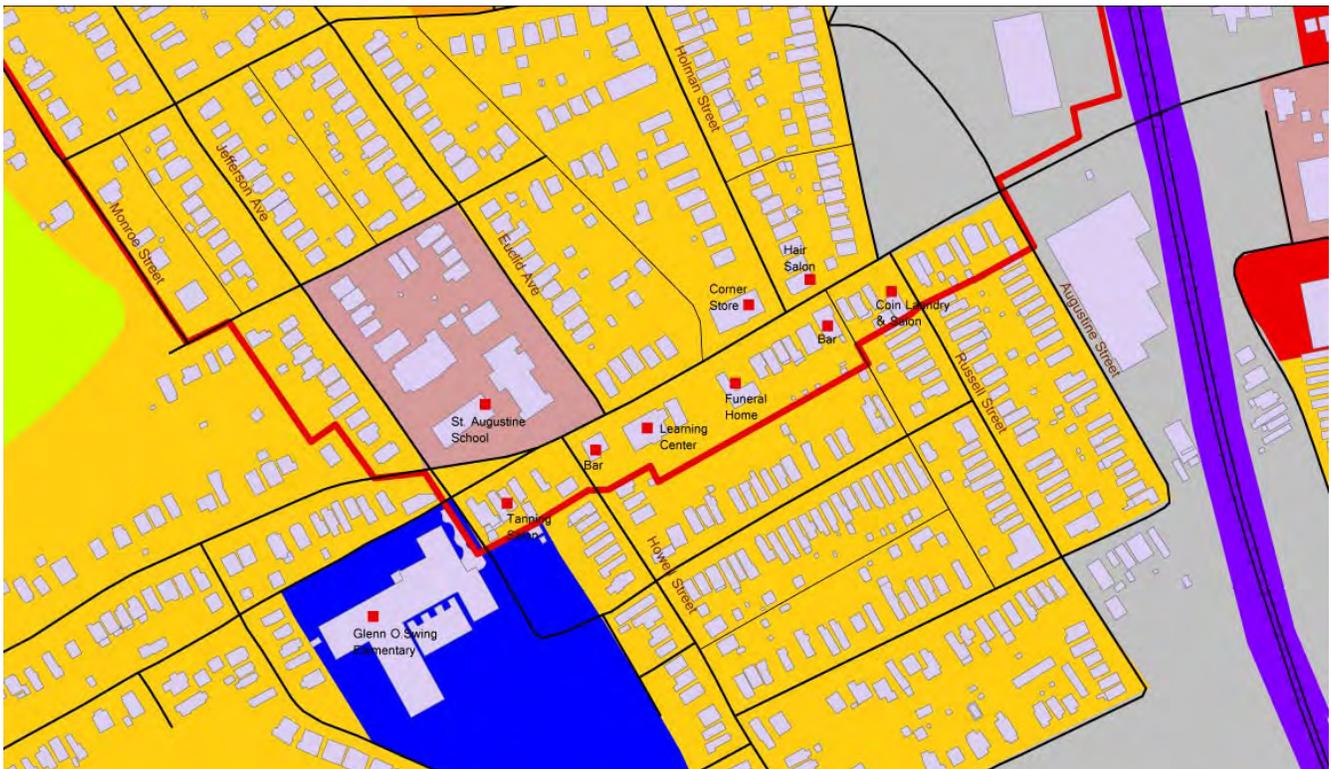


Figure 2: Existing uses along the 19th Street corridor

Land Use Recommendation: Area 1

Encourage limited commercial uses along 19th Street where the focus is to retain existing businesses that are neighborhood oriented and encourage a few other small scale businesses. This study recommends changing the land use for a portion of the corridor from residential uses at a density ranging from 7.1 to 14.0 dwelling units per net acre to commercial retail/service as shown in Figure 3.

In addition it is recommended that the land use of properties behind the St. Augustine Church and School facility that are presently privately owned residential uses, but are identified along with the church as other community facilities, be identified as residential at a density of 7.1 to 14.0 dwelling units per net acre.

This study recommends that commercial uses along 19th Street be restricted to the west of Russell Street for the following reasons:

- Existing housing stock along 19th Street between Russell and Augustine Streets is

well maintained and provides an important residential component to this area.

- Expanded commercial land uses along 19th Street will be contained within the area where existing commercial land uses already exist.
- Additional land for commercial land use is not necessary along the 19th Street corridor because of the mixed use development proposed along Madison Pike less than one-fourth mile to the east. (For further information see the *Madison Avenue Corridor Redevelopment Plan*).



Existing homes along 19th Street between Russell and Augustine Streets



Figure 3: Proposed land use along 19th Street

Area 2

Bounded by 16th, Russell, 18th and Banklick Streets

This area is presently identified for residential uses at a density of 7.1 to 14.0 dwelling units per net acre as shown below in Figure 4.



Figure 4: Land use recommendations from Comprehensive Plan Update 2006-2026

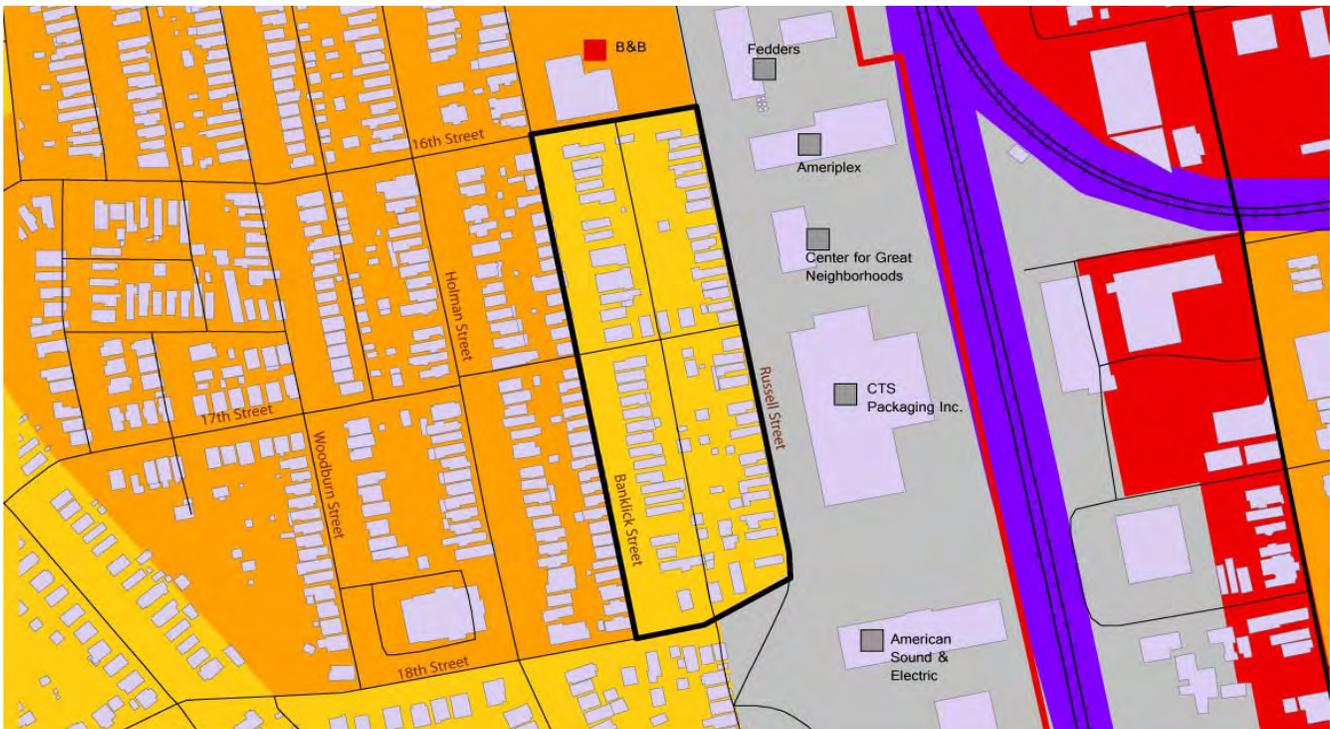


Figure 5: Existing uses around Area 2

Land Use Recommendation: Area 2

Change the land use from residential at a density ranging from 7.1 to 14.0 dwelling units per net acre to residential 14.1 to 30.0 dwelling units per acre as shown in Figure 6. Area 2 is bordered on two sides by land use densities recommended at 14.1 to 30.0 dwelling units per net acre and industrial land uses across Russell Street. The change in land use would be more consistent with the intensity of land uses on adjacent land. Area 2 is currently developed at a density of 40 dwelling units per net acre and the change in land use density will also be more consistent with the density this area is currently developed as. Increasing the density within this area will provide opportunities for redeveloping this area at a higher density in close proximity to jobs and other uses, such as those located within nearby industrial and retail areas.



Existing homes on Russell Street between 16th and 17th Streets



Figure 6: Proposed land use change

Area 3

East of Russell Street, North of 15th Street and south of 14th Street

This area is presently identified for residential uses at a density of 7.1 to 14.0 dwelling units per net acre as shown below in Figure 7.

Area 3 located on the east side of Russell Street is surrounded on three sides by land that is identified for future industrial uses. This area is currently occupied by industrial and retail uses. As shown in Figure 8.



Russell Street looking north.



Figure 7: Land use recommendations from Comprehensive Plan Update 2006-2026



Figure 8: Existing uses around Area 3

Land Use Recommendation: Area 3

Area 3 was considered for change from residential 7.1 to 14.0 to Industrial. The present residential/ industrial dynamics do not appear to create any conflict and retaining residential uses in Area 3 is appropriate. . The existing housing stock in the area is in good condition and appears to work well with the adjoining industrial uses. Residential uses should be retained along this stretch of Russell Street to further enhance the streetscape in the immediate area as being residential. No change in land use from residential at a density ranging from 7.1 to 14.0 dwelling units per net acre is recommended.



Houses on east side of Russell Street in Area 3

Area 4

Extends from 12th St./Martin Luther King Jr. Blvd. on the north, the interstate right of way on the west, midway between 15th and 16th Streets to the south and essentially west and south of Linden Grove Cemetery

Area 4 is currently identified primarily for residential uses at a density ranging from 7.1 to 14.0 dwelling units per net acre. A portion of the area that will be occupied by the St.Elizabeth Medical Center Covington and Linden Grove Cemetery are identified as community facilities. Residential homes located north of Watkins Street and west of Main Street are identified for residential uses at a



Figure 9: Land use recommendations from Comprehensive Plan Update 2006-2026

density ranging from 14.1 to 30.0 dwelling units per net acre as shown in Figure 9.

Existing uses within Area 4 include the Linden Grove Cemetery which was described by residents as an important community asset, the St.Elizabeth Medical Center Covington that is presently under construction, a new Duke Energy substation on 13th Street which is currently under construction and Lance Corp. Justin Sims Memorial Park located at 16th Street and Euclid Avenue as shown in Figure 10.

Three different land use alternatives were considered for Area 4. All three alternatives recommended changing the properties owned by St.Elizabeth Medical Center Covington for the new medical facility to other community facilities and changing the area south of 12th Street/Martin Luther King Jr. Blvd., north of 13th Street, east of the interstate and west of Main Street from residential to commercial office/other community facilities. This area should be prime for development as it is easily accessed from Interstate 71/75 and is located in close proximity to the soon to be widened 12th Street/Martin Luther King Jr. Blvd. Main Street and Linden Grove Cemetery act as a buffer between this area and existing residential uses, making the area more attractive to existing residents for future commercial development.

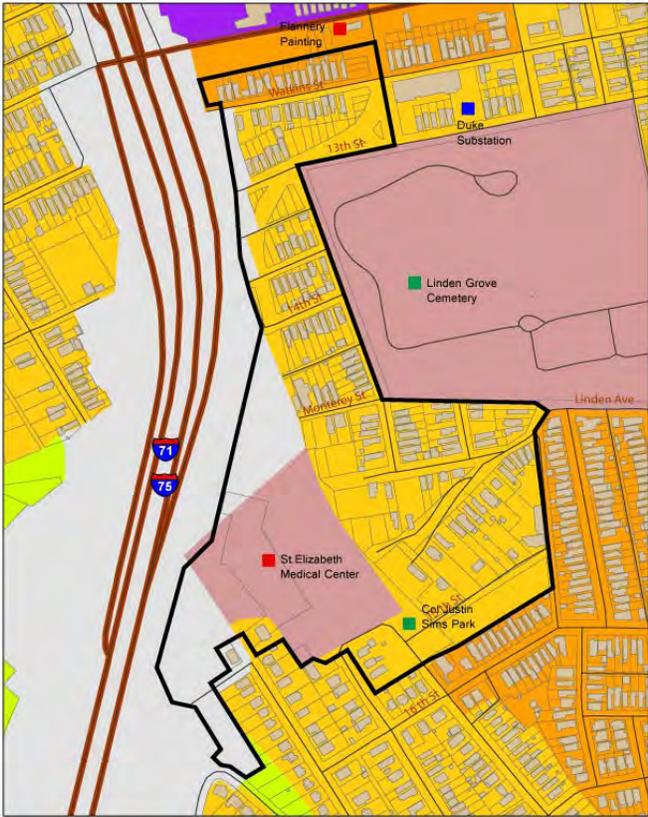


Figure 10: Existing uses around Area 4

Land Use Alternative 1:

Change land use from residential 7.1 to 14.0 to commercial office/other community facilities for area south of 13th Street, east of Kavanaugh Street and north of Linden Avenue. Increase residential density of area south of Linden Avenue, north of 15th Street, west of May Street and east of St.Elizabeth Medical Center Covington properties from residential at a density ranging from 7.1 to 14.0 dwelling units per net acre to Residential 14.1 to 30.0 dwelling units per net acre as shown in Figure 11. The emphasis in this alternative is to encourage commercial office/other community facilities uses to be located in close proximity to the new medical facility thereby providing services that would complement the medical facility. Increasing the residential density south of Linden Avenue makes this area consistent with the density of adjoining areas located to the east and south.



Current structures along the St. Elizabeth Medical Center Covington access road

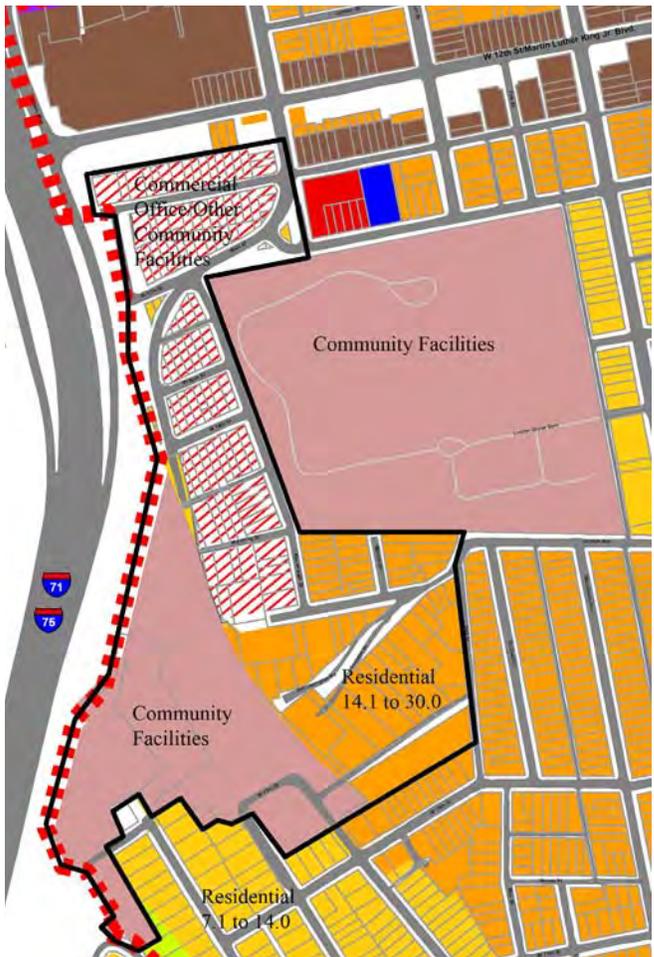


Figure 11: Land use alternative 1 for Area 4

Land Use Alternative 2:

Increase residential density of the area north of 15th Street, west of May St, east of the St.Elizabeth Medical Center Covington properties and south of 13th Street from residential at a density ranging from 7.1 to 14.0 to residential 14.1 to 30.0 dwelling units per net acre as shown in Figure 12. This alternative emphasizes the residential character of the area and provides the opportunity for some high density housing in close proximity to the medical facility. This land use alternative would restrict commercial uses primarily north of 13th Street. As in Alternative 2, increasing residential density south of Linden Avenue would make it consistent with the density of adjoining areas to the east and south.



Figure 12: Land use alternative 2 for Area 4

Land Use Alternative 3:

Alternative 3 is similar to Alternative 1 except that proposed commercial office land uses stop at the alley between Monterey and 14th Streets. Areas south of the alley, as in Alternative 2, are proposed to be increased from residential at density ranging from 7.1 to 14.0 to a residential density ranging from 14.1 to 30.0 dwelling units per acre as shown in Figure 13. This alternative provides an opportunity for some commercial development in close proximity to the medical center while allowing for additional high density residential development within the same vicinity.



Figure 13: Land use alternative 3 for Area 4

Land Use Recommendation: Area 4

The recommended land use for Area 4 is Alternative 1 which includes the following:

- *Changing the land use from residential at a density ranging from 7.1 to 14.0 dwelling units per net acre to commercial office/other community facilities for area south of 13th Street, east of Kavanaugh Street and north of Linden Avenue.*

This alternative allows for a reasonable amount of land that would be needed if this area were to develop for commercial uses. Linden Grove Cemetery acts as a buffer between this area and the residential to the east. It is envisioned that this area would be developed by one entity given its location, size and topography. If more than one entity is involved the city may need to take more of an active role in coordinating development to help ensure compatibility between buildings and adjoining or nearby existing residential land uses.

The other community facilities land use includes uses such as colleges and universities, non-public schools, retirement homes, churches and so on. These uses are typically developed in a campus setting and house large buildings. It is especially important to note that while these uses are encouraged in the area, the character of buildings in terms of their architecture and spatial configuration should be compatible with that of the surrounding neighborhood.

There are several challenges in developing this area. One of the challenges is the topography and the other is access to the southern portion that is closer to Linden Avenue. The northern portion of this area has direct access from the new road leading to the medical facility while the southern portion is accessible only from Kavanaugh Street. Kavanaugh Street leads to areas that are recommended for and should remain residential in the future. If this area is developed by one entity the primary access

should be off of the new access road thereby minimizing the potential for commercial traffic to travel through Kavanaugh Street and adjoining residential areas.

This land use scenario was seen favorably by the Linden Gateway Task Force and the residents that attended the second public meeting. However, it was noted by several people that the form of development that occurs in this area is vital and should be compatible with that of the surrounding neighborhoods. The scale, materials, color used in the buildings constructed when this area redevelops should enhance the historic character of the neighborhood. It is recommended that a form based zoning that specifies the type and scale of buildings that will be built in the area be established. More information on this is provided in Chapter 8: Implementation.

This area provides an important linkage for pedestrian access that is envisioned from St. Elizabeth Medical Center Covington to Linden Grove Cemetery and 12th Street/Martin Luther King Jr. Blvd. This area should be connected by a pedestrian walkway to the new medical center which would enable employees to walk from the medical center to 12th Street/ Martin Luther King Jr. Blvd. (See Chapter 4).

- *Increasing the density of the area south of Linden Avenue, north of 15th St., west of May Street and east of St. Elizabeth Medical Center Covington from residential at a density ranging from 7.1 to 14.0 to residential 14.1 to 30.0 dwelling units per net acre.*



New access road off of Main Street to St. Elisabeth site

The higher density residential recommended for the southern portion of Area 4, from Linden Avenue to midway between 15th and 16th Streets and west of May Street, provides an opportunity for that area to redevelop with multi-family housing including duplexes and townhomes. This location for high density housing provides good housing opportunities in close proximity to the medical facility, other retail and services uses for employees and senior citizens.

This change in density is consistent with that recommended for properties surrounding this area. However, when areas south of Linden Avenue, north of 16th Street, and west of May Street redevelop for higher density housing, it is imperative that the building design and spatial configuration be sensitive to the interface between new construction and the existing architecture of homes located east of May Street.

May Street provides a buffer between the proposed high density area and the existing homes to the east. Also, there is an opportunity to provide a green space buffer at a vacant property behind houses facing 16th Street and west of May Street.

The St. Elizabeth Medical Center Covington facility may need to expand in the future. Given its location, with Interstate 71/75 to the west and an established residential neighborhood to the south; one logical area to expand the facilities is to the east in the vicinity of Linden Avenue. This area is bounded on the west by the existing St Elizabeth parking area, on the north by Monterey Street, on the east by May Street, and south by the residential properties along 16th Street. If the medical center expands to the east, consideration should be given to the elevation of the building facing the residential neighborhood and historic Linden Grove Cemetery to ensure that any new buildings are compatible with existing buildings. Care should also be taken

in ensure that sufficient buffering be established that effectively separates new non-residential land uses from existing residential uses.

- *Changing the land use for all the properties owned by St. Elizabeth Medical Center Covington for the new medical facility to Other Community Facilities.*

In the *Comprehensive Plan Update 2006-2026* only a portion of the property occupied by the new St. Elizabeth Medical Center Covington is identified for other community facilities. All the land that is needed to build the new medical facility has been acquired at this time and construction on the site has commenced. All land that will be used for St. Elizabeth Medical Center Covington for the new facility should be changed to other community facilities

- *Changing the land use of properties south of 12th St./Martin Luther King Jr. Blvd., west of Main Street and North of 13th Street to commercial office/other community facilities uses.*

Main Street acts as a buffer between this area and residential land uses that presently exist east of Main Street. This area is also easily accessible from the interstate and has visibility making it a prime location for redevelopment to commercial type land uses. While this area could be redeveloped with smaller stores and offices within the current lot configurations, it provides a good opportunity for an entity to assemble land and use this area for a single development.

The other community facilities land use includes uses such as colleges and universities, non-public schools, retirement homes, churches and so on. These uses are typically developed in a campus setting and house large buildings. It is especially important to note that while these uses are encouraged in the area, the character of buildings in terms of their architecture and

spatial configuration should be compatible with that of the surrounding neighborhood.

Given the restriction on the improvements to the land along 12th St./Martin Luther King Jr. Blvd. that is slated to be an interpretive park, the access to this area would be off of Main Street or the new access road. Currently direct access to existing properties within this area from Main Street is provided by Watkins Street and 13th Street. The use and configuration of Watkins Street will be a prime consideration as this area redevelops. Watkins Street is currently narrow and one way to the east; therefore, reconfiguration and/or redirection may be necessary.

This is another area where the Linden Gateway Task Force and the residents that attended the second public meeting expressed that the form of development that occurs in this area is vital and should be compatible with that of the surrounding neighborhoods. The scale, materials and color used in the buildings constructed when this area redevelops should enhance the

historic character of the neighborhood. It is recommended that a Form District that specifies the type and scale of buildings that will be built in the area be established. More information on this is provided in Chapter 8.

Area 5

Extends along 12th St./Martin Luther King Jr. Blvd. and includes areas north of 12th St./Martin Luther King Jr. Blvd. to 11th Street, from the interstate to the railroad and areas south of 12th St./Martin Luther King Jr. Blvd. to 13th Street from east of Main Street to Russell Street.

This area is presently identified primarily for residential uses at a density of 7.1 to 14.0 and 14.1 to 30.0 dwelling units per net acre as shown below in Figure 14. The Bavarian Brewery site is identified as a Special Development Area where specialized activities such as mixed use, entertainment and extensive commercial are encouraged.

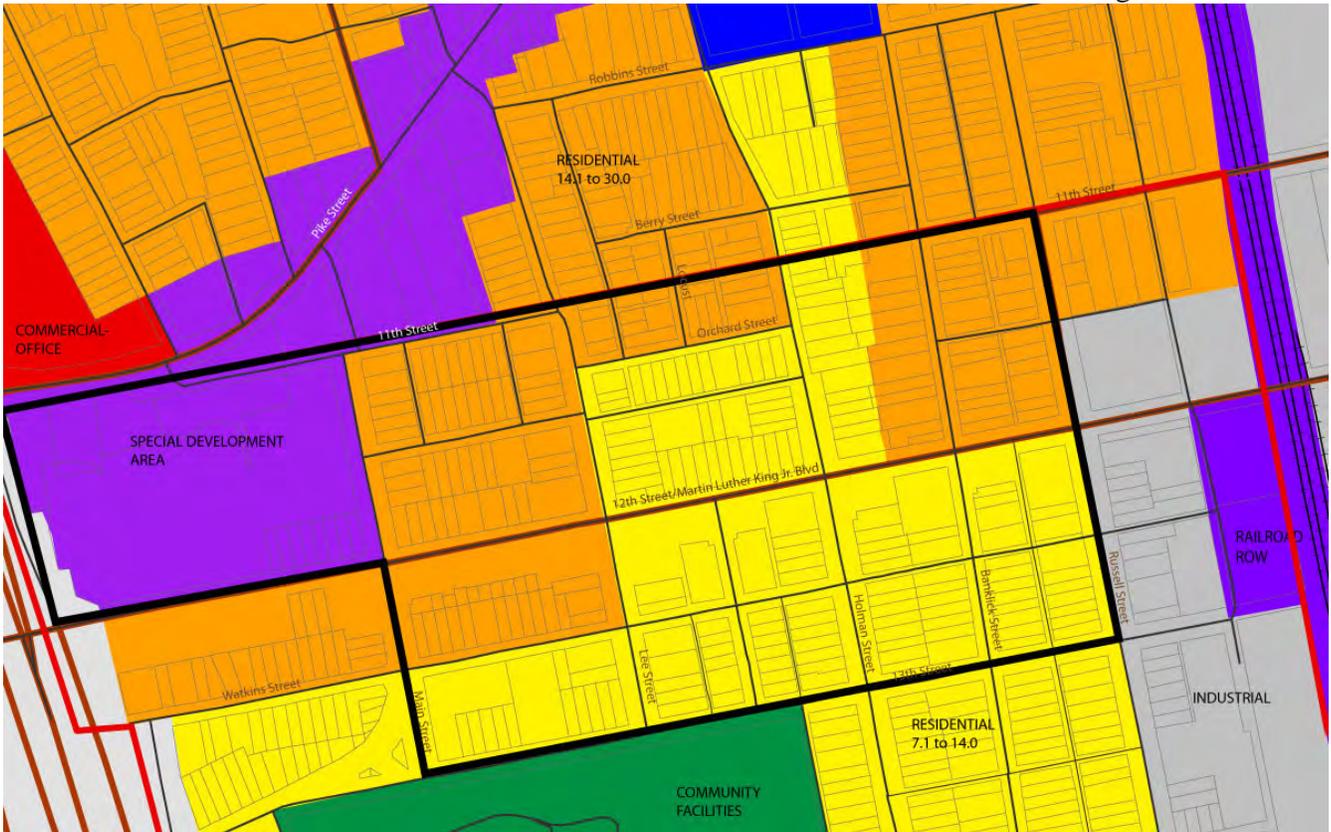


Figure 14: Land use recommendations from Comprehensive Plan Update 2006-2026

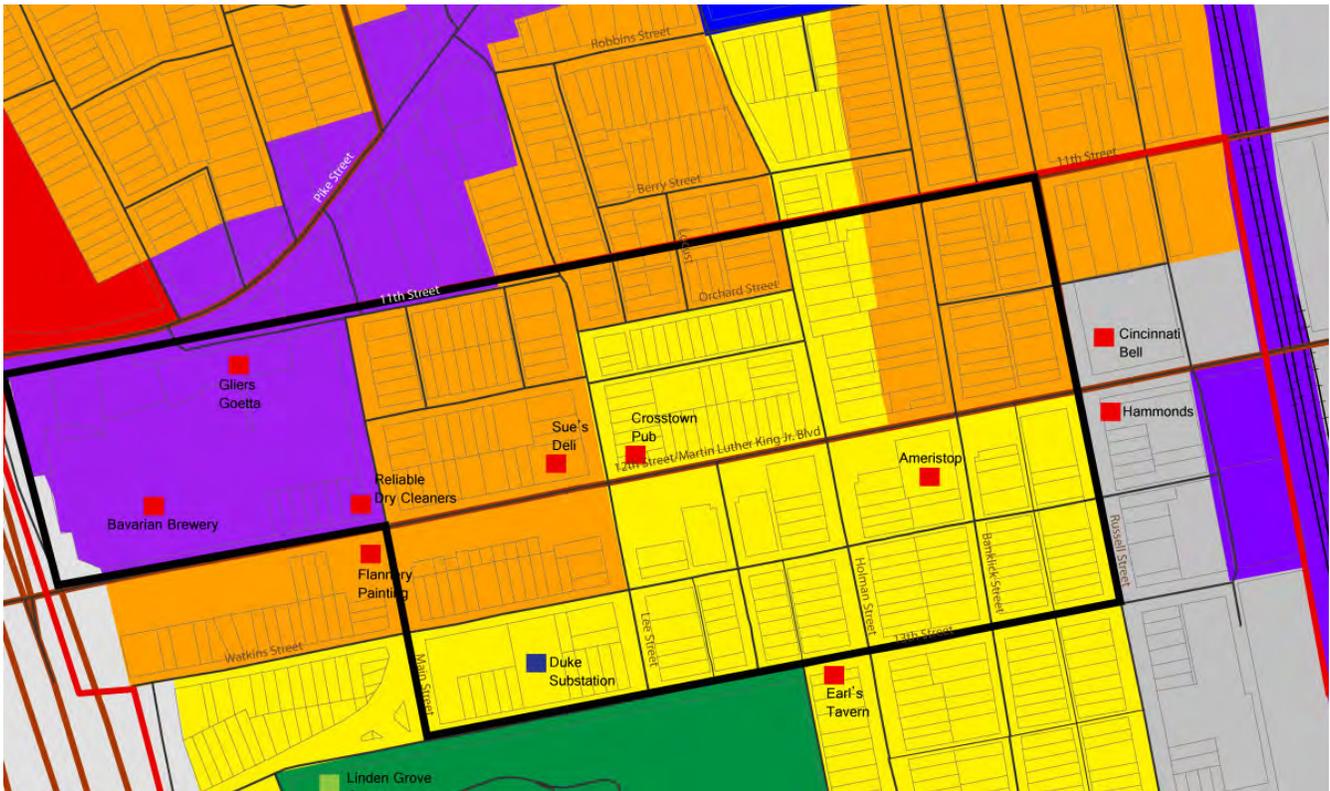


Figure 15: Existing uses around Area 5

There are several existing commercial uses along 12th St./Martin Luther King Jr. Blvd. including a deli, bar, convenience store, and dry cleaners as shown in Figure 15. Also located within this area is Duke Energy’s substation between Watkins and 13th Streets that is currently under construction. The eastern portion of this area is anchored by industrial type land uses along the CSX railroad.

Two land use alternatives were considered for Area 5.

Land Use Alternative 1:

Alternative 1 includes the following as shown in Figure 16:

- Changing the land use of properties south of Watkins Street, immediately east of Main Street and west of the Duke Energy Substation to commercial office uses.
- Increasing the residential density of areas south of Watkins Street, north of 13th Street, east of the Duke Energy substation and west of Russell Street to Residential at a density ranging from 14.1 to 30.0 dwelling units per acre.

- Changing the land use of properties along 12th St./Martin Luther King Jr. Blvd. including the Bavarian Brewery site to mixed use.
- Changing the land use of properties east of Lee Street, south of Orchard Street, properties west and adjacent to Holman Street and within the study boundary from residential at a density ranging from 7.1 to 14.0 to residential 14.1 to 30.0 dwelling units per net acre. Currently this area is bounded on the east and north by areas identified for residential at a density ranging from 14.1 to 30.0 dwelling units per net acre. Properties within this block facing 12th St./Martin Luther King Jr. Blvd., as previously noted, are proposed for mixed use. This change will be more in keeping with residential density around the area and intensity of land use anticipated along 12th St./Martin Luther King Jr. Blvd.

Land Use Alternative 2:

This alternative is similar to Alternative 1, but includes extending the mixed use further north on



Figure 16: Land use alternative 1 for Area 5



Figure 17: Land use alternative 2 for Area 5

Main Street to 11th Street as shown in Figure 17. A key component of this alternative is the formation of a green connection (e.g. landscaped median and/or streetscape) from the St. Elizabeth site, Linden Grove Cemetery and the landscaped medians to be built on 12th St./Martin Luther King Jr. Blvd. to Pike Street and the Mainstrasse Village area. Such a connection accompanied by land uses that may include small specialty retail businesses, restaurants and offices could provide linkage between two of the city's important activity areas.

Land Use Recommendation: Area 5

The recommended land use for Area 5 is Alternative 2 which includes the following:

- *Change the land use of properties along 12th St./Martin Luther King Jr. Blvd. and Main Street north of 12th St./Martin Luther King Jr. Blvd. including the Bavarian Brewery site to Mixed Use.(See Chapter 7)*

This study carries forward the land use recommendation from the 2004 *12th Street Redevelopment Plan* for 12th St./Martin Luther King Jr. Blvd. to encourage mixed uses that primarily include offices but allow some amount of retail, service and residential uses. Twelfth St./Martin Luther King Jr. Blvd. is an important and highly travelled east-west connector in the City of Covington. The 12th St./Martin Luther King Jr. Blvd. corridor forms an important gateway into the city. The land along 12th St./Martin Luther King Jr. Blvd. is envisioned to be prime for redevelopment after the widening of the street.

The Bavarian Brewery site provides the opportunity to locate an anchor store at the street level with other uses such as residential condominiums or offices on the upper levels. The redevelopment of this site could possibly trigger other redevelopment to happen along the corridor. Careful consideration should be given to the type of uses and development that

happens in this location. If the site were to be redeveloped, it is recommended that the historic portion of the brewery be rehabilitated and reused to the maximum extent possible. The building represents the rich history of Covington and is listed on the National Register of Historic Places. With interstate access and visibility, this site has the potential to function as a gateway into the 12th St./Martin Luther King Jr. Blvd. corridor making it attractive for businesses to locate in the area.

While this recommendation identifies mixed uses for properties north of 12th St./Martin Luther King Jr. Blvd. along Main Street, it further recommends that the existing homes which all appear to be in good condition be preserved and adapted for reuse as smaller specialty retail business and offices with the potential for residential uses on floors above.

While the community is supportive of redevelopment of 12th St./Martin Luther King Jr. Blvd. as a mixed use corridor, several concerns have been expressed about the design and character of buildings that will be constructed as part of the redevelopment. The buildings located north of 12th St./Martin Luther King Jr. Blvd. will be preserved after the road is widened. These buildings are historic two



Existing homes north of 12th Street and east of Main Street

story brick structures that reflect the character of residential homes in Covington. Any redevelopment that happens on the south side of the street should be compatible in scale and character to the existing buildings on the north side. See Chapter 7.

- *Change the land use of properties south of Watkins Street, north of 13th Street, immediately east of Main Street and west of the Duke Energy Substation to commercial office uses.*

These properties are buffered by Main Street



Hellman Lumber building at the corner of Watkins and Main Streets

on the west, the Duke Energy substation on the east, 13th Street on the south and areas recommended for mixed uses on the north. This study recommends the adaptive reuse or redevelopment of the Hellman Lumber building located at the corner of Main and Watkins Streets for office uses.

This area is directly accessible from Watkins and 13th Streets. As per the recommendations in Chapter 5, traffic controls along West 13th Street are recommended to be reconfigured to identify it as a primary street and provide for the priority of movements along its length. This would improve accessibility to these properties from 13th Street. The re-routing of TANK Route

5 along 13th Street is also recommended in the Mobility chapter of this study. This would provide the potential to locate a bus stop in close proximity to these properties.

- *Increase the residential density of areas south of Watkins Street, north of 13th Street west of Russell Street and east of the Duke Energy substation to residential at a density ranging from 14.1 to 30.0 dwelling units per acre.*

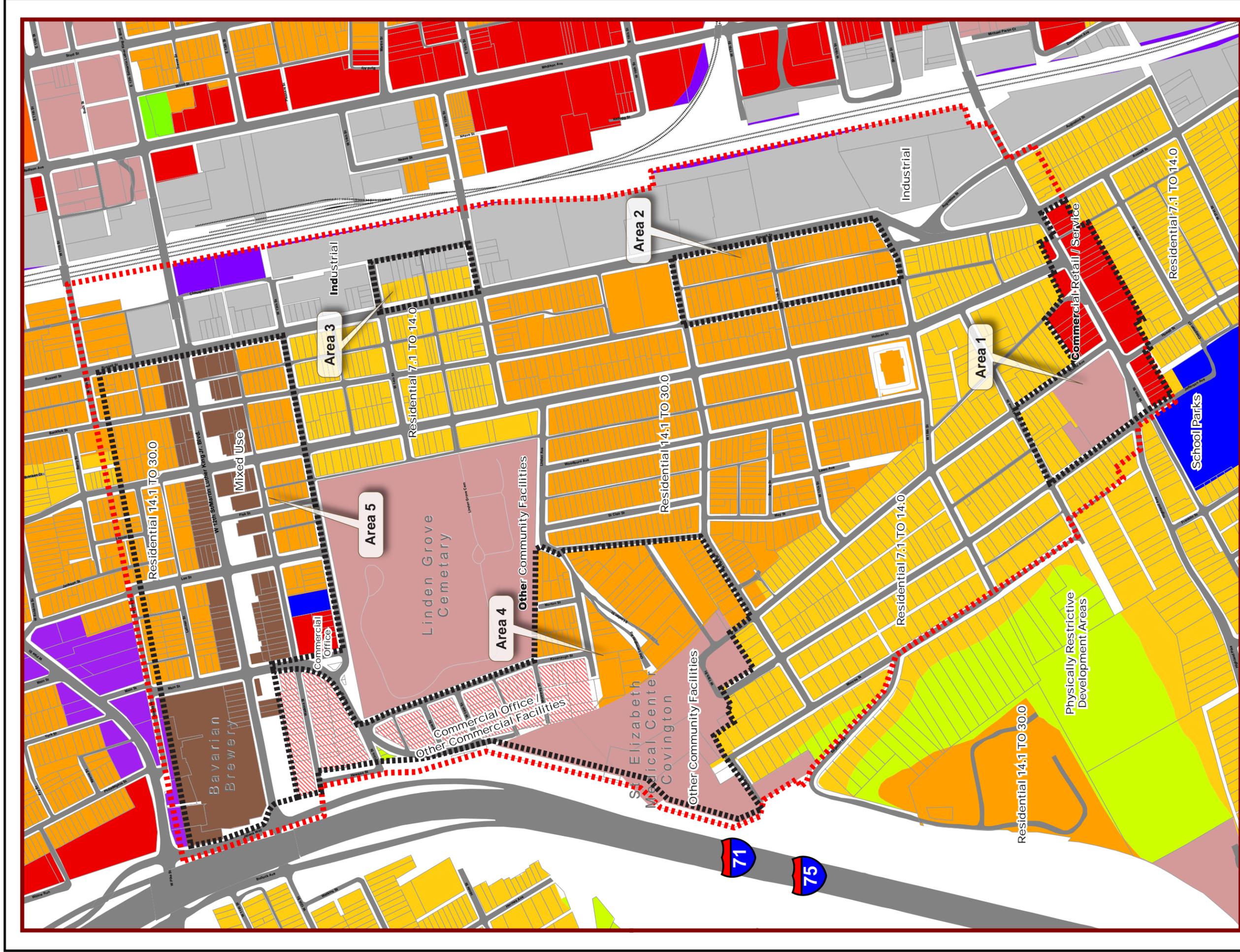
Increasing the density of this area from residential at a density ranging from 7.1 to 14 dwellings units per acre to 14.1 to 30.0 dwelling units per acre would provide the opportunity for higher density development to be located in close proximity to the mixed use redevelopment that is recommended along 12th St./Martin Luther King Jr. Blvd. after the widening. Thirteenth Street provides a buffer between this area and the lower density that is recommended for areas south of this area.

- *Changing the land use of properties east of Lee Street, south of Orchard Street, properties west and adjacent to Holman Street and within the Study Boundary from residential at a density ranging from 7.1 to 14.0 dwelling units per net acre to residential 14.1 to 30.0 dwelling units per net acre.*

Increasing the density of this area from residential at a density ranging from 7.1 to 14 dwellings units per acre to 14.1 to 30.0 dwelling units per acre would provide the opportunity for higher density development to be located in close proximity to the mixed use redevelopment that is recommended along 12th St./Martin Luther King Jr. Blvd. This change will be more in keeping with residential density in the area and intensity of land use anticipated along 12th St./Martin Luther King Jr. Blvd.

Map 2.4 illustrates the land uses recommended by the Linden Gateway Small Area Study.

Map 2.4 Land Uses Recommended by Linden Gateway Small Area Study



Linden Gateway Small Area Study



City of Covington
NKAPC

- Study Area
- Commercial Retail/Service
- Special Development Area
- Other Community Facilities
- Physically Restrictive Development Areas
- Recreation and Open Space
- School Parks
- Rail Road
- Right of Way
- Residential 7:1 TO 14:0
- Residential 14:1 TO 30:0
- Residential Over 30:0
- Industrial
- Mixed use
- Commercial Office/Other Commercial Facilities



NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is a list of the nation's historic places worthy of preservation. The National Park Service administers this program to support protection efforts through the nomination of districts, sites, buildings, structures, and objects. While the list is only a recognition that the property is of significance to the nation, the state, or the community, properties listed on the Register are considered and often protected in the planning for federal or federally assisted projects. Nationally listed properties are eligible for federal tax benefits when funds are available.

The Linden Grove Cemetery District is currently the only area within the study boundaries, designated on the National Register. It is approximately 20 acres and was nominated in 2000. The Seminary Square Historic District and the Lee-Holman Historic District are primarily residential and both are located just north of the study area. These districts emphasize the historic development of the area; and, the residences in them are somewhat similar architecturally to several within the study area.

The study area contains a few properties which are listed individually on the National Register of Historic Places. These are the Bavarian Brewery, the Fifth District School, St. Augustine Church Complex, the War Between The States Veterans Monument and the Grand Army of the Republic Monument within Linden Grove Cemetery. The Fifth District School has recently been renovated and converted to senior housing.



Linden Grove Cemetery

POTENTIAL HISTORIC DISTRICTS

The area between 12th St./Martin Luther King Jr. Blvd. and Linden Avenue was almost fully developed by the 1880s, with the majority of the building being built between 1850 and 1877. By 1894 the area directly around the Cambridge Tile Manufacturing Company that was located at 16th Street and Woodburn Avenue, had very few open lots and housing continued to be built into the early 20th Century. The 1700 block of Banklick Street and Holman Avenue represents a transition area with about half the houses being from the late 19th century and half being built after the turn of the century. In the area, different subdivisions may be inferred by the change in the grid pattern. The area bounded by Euclid Avenue, Anns Lane, 19th Street, and Monroe Street represent one of these subdivisions. Instead of the streets being laid out to continue the strict north south grid pattern, they were laid out on an angle. This subdivision was developed from the early to mid 20th century and was almost fully developed by 1953.

The entire study area, with the exception of the 12th St./Martin Luther King Jr. Blvd. corridor and area leading up to the St. Elizabeth Medical Center Covington site is eligible for nomination into the National Register of Historic Places as a district. This corridor and area leading up to the new medical center are recommended for exclusion from the recommendation to pursue a National Register district because this area is essential for much needed redevelopment in the area.

The study area is rather large for a single National Register Historic District and in the past Covington has followed the traditional neighborhood boundaries when creating historic districts. The study area has two existing neighborhoods, the Westside Neighborhood Area and the north part of the Peaselburg Neighborhood. These existing boundaries would be easily defined boundaries for National Register Districts.

This plan recommends that all or portions of the study area be surveyed and eventually added to the National Register. Dividing the area by development periods or by neighborhoods may make the nomination process less cumbersome. Map 3.1 shows the development patterns by time periods for the area. As shown on the map these areas are clearly delineated geographically within the Linden Gateway Study Area.

LOCAL HISTORIC PRESERVATION OVERLAY ZONES

Local Historic Preservation Overlay Zones are local districts whose intent is to keep the historic integrity of an area. There are currently seven historic preservation overlay zones that have compliance regulations within the City of Covington. These districts include a mix of residential, commercial and institutional uses. Properties within these districts must have any exterior changes to their structure approved through the Certificate of Appropriateness process. Exterior changes must also have staff approval or the approval of the Urban Design Review Board. Changes must follow the “Covington Historic Design Guidelines” which sets standards for architectural details, new construction, public streetscape, equipment, utilities, machinery, and demolition.

Consideration should be given to the creation of a local historic overlay zone after the National Register classification is achieved. The establishment of a local overlay zone may or may not be appropriate for this community and is an approach to be discussed between residents/property owners, neighborhood leaders and city officials; however, getting the area listed on the National Register is an appropriate first step in familiarizing the area with the benefits of historic preservation. If there is an interest from the community and funding available, the topic of establishing a local overlay zone may be addressed at some point in the future.