

12th Street Corridor Redevelopment Plan

Covington, Kentucky



Final Report
September, 2004

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Introduction

Introduction

The City of Covington 12th Street Corridor Redevelopment Plan (Redevelopment Plan) is a document to be adopted by the City Commission after approval from the Economic Development Department. This Redevelopment Plan will serve as a basis for rehabilitation and new infill in the Corridor, installation of site improvements and designation of uses permitted in the Corridor. Authority for the recommended actions is provided by Chapter 99 of the Kentucky Revised Statutes.

Blight and deterioration are evident along the 12th Street Corridor in Covington, Kentucky. This condition is due, in part, to a long standing plan of the State of Kentucky to widen the 12th Street Corridor, a state highway. The State highway improvement project has been under discussion for almost 20 years, since 12th Street is a State highway. While the State highway improvement project has been in the planning stages for an extended period of time, the exact roadway layout plans had not been determined, which in turn discouraged investment. In late 2003 the State of Kentucky Transportation Cabinet approved plans to widen 12th Street, and according to the State's Six Year Plan, construction is planned for 2005.

This Redevelopment Plan recognizes the past impacts of the State highway improvement project, as well as immediate effects upon the 12th Street Corridor.

The purpose of the Redevelopment Plan is to:

- Promote new development in areas made available by the State highway improvement project;
- Increase the potential for investment in the area;
- Assist in the rehabilitation of eligible historic buildings;
- Create open spaces such as parks, plazas and courtyards along the Corridor;
- Provide a strong infrastructure for the above enhancements; and
- Allow an opportunity for community participation.

Steps laid out in this Redevelopment Plan provide the Economic Development Department of the City of Covington with the means to achieve the goals of the Redevelopment Plan. In addition, the Redevelopment Plan highlights opportunities to coordinate neighborhood improvements with the highway infrastructure improvements of the State highway improvement project along the Corridor, thereby increasing cost efficiency.



Citizens participated in community workshops and discussions as part of the Redevelopment Plan.



In late 2003 the State of Kentucky Transportation Cabinet approved plans to widen 12th Street, and according to the State's Six Year Plan, construction is planned for 2005.



Four public meetings provided citizens the opportunity to make specific design recommendations through interactive workshop exercises.

Throughout this document the blocks of 12th Street are described as the 100 block, 200 block, etcetera; referring to the street addresses within the blocks. The 500 Block is located between the I-75 interchange and Main Street, the 400 Block is located between Main Street and Lee Street, the 300 Block is located between Lee and Holman, the 200 Block is located between Holman and Banklick, and the 100 Block is located between Banklick and Russell.

Compliance with KRS 99

This Redevelopment Plan has been prepared in accordance with the requirements of Kentucky Revised Statutes (KRS) Chapter 99. Sections .330 et seq. of Chapter 99, list the legislative finding and policy, definitions, prerequisites for adoption, and other provisions, for urban renewal and redevelopment.

This Redevelopment Plan serves as a guide to redevelopment activities in the 12th Street Corridor Redevelopment Area. Redevelopment, as defined by KRS 99.330, et seq., may include acquisition or assemblage of real property, demolition and clearance of structures and/or improvements, rehabilitation of structures, redevelopment/adaptive reuse of properties, new construction of properties, historic preservation, and installation of public improvements.

Acquisition of real property is required for the following reasons:

- Assemble real property of sufficient size needed to implement the redevelopment activities in the 12th Street Corridor Redevelopment Area;
- Permit removal of buildings that are structurally substandard;
- Remove blighting influences on the development area;
- Improve defective or inadequate street layout;
- Improve lot layout in relation to size, adequacy, accessibility, or usefulness;

- Reverse deterioration of site improvements; and
- Address tax delinquency, defective or unusual conditions of title, and improper subdivision or obsolete platting.

Community Participation

Public participation is an important component of the planning project and the KRS 99 process. Four public meetings were held in January, March, June and September of 2003, to review the progress and recommendations of the 12th Street Corridor Redevelopment Plan. These meetings involved review of the Redevelopment Plan drafts, allowed for public participants to make comments and suggestions and provided for the opportunity to make specific design recommendations through interactive workshop exercises. Another important component of the public meetings was to distinguish between roadway improvements planned for the State highway improvement project and the improvements that may accompany the Redevelopment Plan.

Background for the Redevelopment Plan

This Redevelopment Plan for the 12th Street Corridor provides strategies for providing public improvements and attracting private investment for approximately 30 blocks in Covington. It has been prepared to coordinate planning and implementation of redevelopment opportunities that will be created after the State highway improvement project is completed. Its production is in response to a

series of issues that could affect the future character of the area, its livability and economic health.

The State highway improvement project will stimulate substantial change. It will cause clearance of many properties and reconfiguration of land parcels. This opens opportunities for redevelopment but also raises questions about permitted land uses and minimum development standards. Growing traffic volumes will increase exposure of properties along the Corridor to drive-by traffic, which will affect the viability of some uses.

As part of the State highway improvement project, Kentucky Transportation Cabinet officials must meet regulations of Section 106 of the National Historic Preservation Act. Section 106 of the Act stipulates that any highway improvement project funded by Federal monies must take into account, avoid, minimize or mitigate project effects on historic properties or districts listed on or eligible for listing on the National Register of Historic Places. Mitigation is intended to ease the adverse impacts of road widening, construction and structure demolition in those listed or eligible Historic Districts affected by the State highway improvement project. Mitigation will take the form of relocation and rehabilitation of two structures and rehabilitation-in-place of two other structures. Each of the structures is considered a contributing element in their respective Historic District.

Highway Widening – Issues and Opportunities

Discussion of potential alterations to the road has been underway for many years. During this time, properties have deteriorated, in part, perhaps, because of the uncertainty of the ultimate design for the street. Both the City and the citizens within the area were concerned about the impact of the State highway improvement project. Recent activities directed by the Kentucky Transportation Cabinet are leading to a resolution of the design for the highway and a schedule for its funding and construction. Although the funding approvals are not yet finalized, as of the completion of this report, it is probable that the street will be widened from I-75 to Scott Street. This will involve acquisition of portions of the properties on the south side of the street. This will leave some remnant parcels that will be difficult to develop. The Redevelopment Plan establishes specific criteria and creates a suitable climate for investment.

Increased Traffic Volumes

Highway traffic volumes have grown over the past decade, and these numbers are projected to increase even more. This diminishes the appeal of residential uses at the street level which face directly onto the highway, but may increase opportunities for commercial uses there. In some cases, a mix of commercial and residential uses may be viable, with residential units on second floors or located behind commercial buildings. A coordinated development concept is needed, however, to



Discussion of potential alterations to the road has been underway for many years. During this time, properties have deteriorated, in part, perhaps, because of the uncertainty of the ultimate design for the street.



New sidewalks and crosswalks will be constructed as a part of the State highway improvement project. Streetscape enhancements, treatment of utility lines, and water and sewer connections may be improved while the road is under construction.



Mixed use projects, such as the one seen above, may be a strong component of redevelopment and help stimulate investment in a coordinated manner such that individual improvement efforts reinforce each other and resulting benefits are maximized. (Bloomington, IN)



The Redevelopment Plan will be used to guide public investment and to attract private investment in the area.



City agencies should use the Redevelopment Plan when scheduling their annual work assignments and capital improvements programs.

set the stage for appropriate commercial and residential development that makes best use of these traffic volumes.

Coordination of Infrastructure Improvements

The State highway improvement project also provides an opportunity to execute other infrastructure improvements in a cost-effective manner. New sidewalks and crosswalks will be constructed as a part of the State highway improvement project. A median also will be created. Streetscape enhancements, treatment of utility lines, and water and sewer connections may be improved while the road is under construction. This could minimize future disruptions resulting from construction and could offer some cost savings.

Other Improvements

This Redevelopment Plan coordinates improvement concepts with other projects. For example, the City is currently developing an arts district along Madison Street extending from downtown to 12th Street. Concepts for outdoor spaces and potential land uses take this into consideration.

Improvements to the Cathedral Basilica also establish an anchor for other development opportunities at the eastern end of the Corridor.

Scope of Work

This Redevelopment Plan establishes a vision for the 12th Street Corridor which includes recommended land uses and development patterns. It also establishes policies for streetscape design, parks and open space that can enhance the area. In some cases, specific redevelopment concepts are provided to illustrate the character of development that the City would welcome. Finally, the Redevelopment Plan presents a strategy for implementation. This includes recommendations for financing and scheduling of public improvements and identifies key players who should lead the execution of the Redevelopment Plan.

How the Redevelopment Plan Will Be Used

The Redevelopment Plan will guide public investment in the Corridor. This may include installation of landscape improvements, in-

cluding parks, gateways and plazas, as well as sidewalk amenities. City agencies should use the Redevelopment Plan when scheduling their annual work assignments and capital improvements programs. Other governmental agencies also should coordinate work in the area through the principles in the Redevelopment Plan. It also should guide private individuals who may invest in property improvements.

A Vision for the Area

In community discussions and workshops, citizens outlined a vision for the 12th Street Corridor in which it is an active place that contributes to the economy of the community, serves residents of adjacent neighborhoods and functions as a key entryway into the City at large.

Specific vision statements:

- The Corridor is a distinct "address" that is known as a desirable place to live, work, dine, shop and engage in community activities.
- The Corridor is an attractive entry point for Covington, both from the interstate highway on the west and from the bridge over the Licking River on the east.
- Landscaped gateways at these entry points provide a distinct identity to the area.
- The street is active with commercial, residential and some light industrial uses. This mix of uses helps to keep the

area active throughout the day and into the evening.

- Historic structures and other older traditional buildings are renovated and adapted to new uses.
- New construction is designed to be compatible with the traditional character of 12th Street.
- The street is safe and attractive for pedestrians and bicyclists.
- Existing businesses thrive and expand on the street and new ones join these established enterprises.
- The Corridor attracts new residents, many of whom work in offices and other businesses that are located there.



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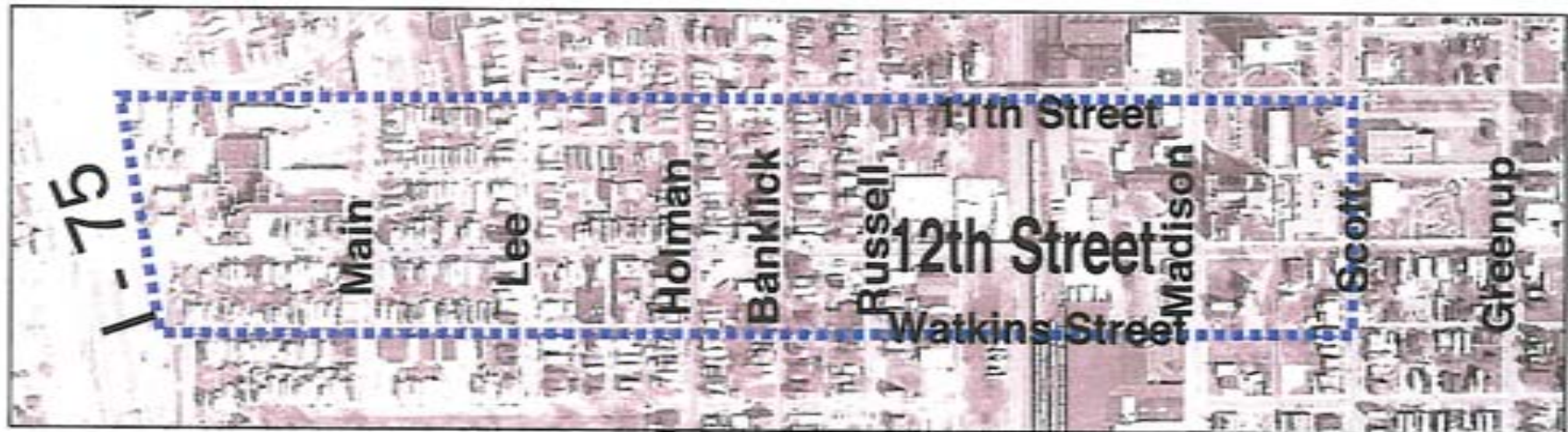


Historic structures and other older traditional buildings should be renovated and adapted to new uses when feasible.



In a vision for 12th Street, the Corridor attracts new residents, many of whom work in offices and other businesses that are located there.

12th Street Corridor Redevelopment Plan Study Area Boundary



The Redevelopment Plan study area is bound by I-75 to the west, Watkins Street to the south, 11th Street to the north and Scott Street to the east. Note that this boundary is different from that which defines the 12th Street State highway improvement project. The State highway improvement project boundary extends to the same bounds to the east and west (I-75 to Scott Street), however to the north and south of 12th Street the bounds extend only to the immediate right-of-way needed for construction, which varies depending on location.



Centro de Amistad, located at 12th and Madison



Residences on Orchard Street



Howard Hall, located on 11th Street

I. Existing Conditions

Economics Overview

Two recent market studies conducted by The Gem Real Estate Group for the City of Covington provide a summary of general economic conditions in the area and suggest that some focused market niches may be viable for the 12th Street Corridor. A market study for downtown Covington, which excludes 12th Street, notes some high vacancy rates for retail, office and residential uses, but also documents the potential to absorb these vacancies when properties are appropriately rehabilitated. While the study does not specifically address 12th Street, the observations do apply.

A second study, which addresses the opportunity for a farmer's market in the 12th Street area, notes that a strong market for fresh produce exists. The studies also indicate that, while some markets are generally soft, the population in the area is increasing and vacancies are being filled, especially when properties are improved.

In both cases, the studies point out that a key to success is to redefine the area as a distinct "address." In this respect, redevelopment along 12th Street has a strong opportunity to create a critical mass of new buildings and rehabilitated historic structures that would present a new image to the region. 12th Street

could be a leader for the City in attracting new businesses and strengthening existing ones.

These studies also provide this guidance:

- First floor levels should be occupied with retail and professional offices.
- Second floors should be occupied with professional offices and residential.
- Consider special niche uses to create "anchors." An example is the concept of a farmer's market.
- Address local market needs as well as regional opportunities.

More recent trends

Since the study, the national economy has slowed and there continues to be a lack of investment in the area. However, interest in the Corridor continues as the roadway project and the increased accessibility and drive-by traffic draw closer.

- Deterioration of individual properties continues, especially in the West 100 and 200 blocks and along the south side of 12th Street.
- The area suffers from an uncertain future and a negative image.
- Existing building conditions are variable; some have deteriorated significantly and may inhibit adaptive reuse.



First floor levels should be occupied with retail and professional offices. Second floors should be occupied with professional offices and residential.



Limited rehabilitation projects have been occurring in the area, although generally off of 12th Street.



Neighborhood retail would be located at the street level. (New commercial infill, Grapevine, TX)



Residential markets to attract include moderate density multifamily with rental and for sale units. These would be located on second floors and at the rear of some lots. (Riverfront, Covington)

- Some acquisitions and rehabs have occurred along the street or in the area.
- Others have expressed interest.
- Fragmented parcels will inhibit redevelopment options.
- The slow economy makes redevelopment even more difficult.



Second floors would be occupied by small professional offices and services, as well as some residential uses. (New mixed use infill, Bloomington, IN)



Dining would be mainly neighborhood-oriented food services focusing on new businesses along the Corridor.

Target markets

The Corridor should have a mix of uses, which will invigorate it twenty-four hours a day. Key markets to attract to the area are these:

- **Retail:**
Street level; businesses that serve residents in the area and some specialty retail
- **Dining:**
Neighborhood-oriented food services focusing on new businesses along the Corridor
- **Second floor offices:**
Small professional offices and services
- **Residential:**
Moderate density multifamily including rental and for sale units located on second floors and at the rear of some lots
- **Industrial:**
Some continuing light industrial uses in limited portions of the study area, such as along the railroad tracks

Existing Utilities and Infrastructure

Electrical service

Electric service is provided through overhead lines and is administered by Cinergy.

Existing conditions:

- Service is currently provided from the street, with utility poles located on the south side of 12th Street.
- The City of Covington has indicated that the system capacity is adequate for future residential and commercial development.

Issues & opportunities

The construction of the State highway improvement project provides an opportunity to underground electrical utilities, because the existing utility poles on the south side must be relocated to accommodate the road widening.

There are a number of challenges in planning for the underground placement of electrical utilities. One of the most pressing issues is coordinating a plan in time to meet the road construction schedule. The current road construction schedule estimates utility relocation to begin spring, 2005. Another major challenge is to secure a funding mechanism. This step is further complicated by the concerns regarding the cost of modifying connections to existing properties and the logis-

tics of undergrounding on the north side of 12th Street.

Gas service

Gas service is provided by underground lines that are in the process of being updated from cast iron to a plastic piping throughout the City. In some cases this process involves excavation; in others, it is completed through existing system access points.

Sewer lines

Main sewer trunk lines, approximately 8 to 11 inch diameter, run north-south and are located under Willow Run, adjacent to I-75. These lines are connected to feeder lines running under streets throughout the study area, which range in width from 5 to 11 inches. This sewer system was installed in the early 1900s and has had consistent upkeep and repair. Currently the Campbell and Kenton County Sanitary District #1 is in the long-term process of updating the system to separate stormwater overflow from sewer transmission lines and minimize combined outflow.

Issues & opportunities

Current projections indicate that the potential redevelopment projects would not substantially increase levels of use and their capacity of utilities appears sufficient. However, the condition of the existing lines will need to be assessed as part of the State highway improvement project.



Current electrical service is provided through overhead lines which cross 12th Street.



The cost of modifying connections to existing properties and the logistics of undergrounding on the north side of 12th Street could complicate potential undergrounding of utilities.



Current traffic volumes have been assessed as "operating at undesirable levels during peak periods" by the April 1996 Traffic and Accident Study. 2002 updates indicate increases in traffic levels beyond original projections, thereby further decreasing the level of service.



Upon completion of the State highway improvement project, both 12th Street and the railway bridge should be in excellent condition.

Existing Circulation and Parking Systems

Traffic projections

Current traffic volumes have been assessed as "operating at undesirable levels during peak periods" by the April 1996 Traffic and Accident Study. 2002 updates indicate increases in traffic levels beyond original projections, thereby further decreasing the level of service. Due to recent improvements, such as the Licking River Girl Scouts Bridge, most traffic projections for 2020 were exceeded by 2002. This condition creates an increased need for improvements to the 12th Street Corridor.

Currently there are no dedicated right or left turn lanes along 12th Street, and on-street parking further narrows travel lanes. Signalled intersections tend to back up, and through traffic on north-south cross streets is limited to signaled intersections. Turn lanes are planned as part of the expanded roadway.

Street conditions

Upon completion of the State highway improvement project, both 12th Street and the railway bridge should be in excellent condition. However, the condition of the cross streets in the study area are rated as fair to average, as any projects within the area have been delayed in anticipation of the need to complete work following the 12th Street construction. The City allocates approximately one million dollars to roadway improvements

Water

The majority of the water lines were installed in the early 1900s. Lines are located along all streets within the area and range in width from 4 to 12 inches and are administered through Kenton County Water District #1. Current capacity is adequate for domestic and fire use and is anticipated to provide for the projected future development.

Issues & opportunities

Response indicates sufficient supply for both increased domestic use and fire protection.

each year and priority is given to streets which have been assessed as in poor condition. City Commissioners prioritize the street improvement projects and can give high priority to special improvement areas such as the 12th Street Redevelopment Corridor.

Due to the impending State highway improvement project, little work beyond routine maintenance has been conducted in the study area. It is anticipated that once the work on 12th Street is completed, the north-south cross streets may be considered for improvements. It should be noted that a number of brick streets and alleys exist in the study area, and City policy states that brick paving shall remain where it exists.

Opportunities exist to coordinate side street road improvements with the State highway improvement project and to pursue highway enhancement projects that could be incorporated into on-going work.

Circulation

Primary circulation patterns appear on a map on the following page. The junction of 12th Street and I-75 serves as a gateway to the area and to the City as a whole. To a lesser extent, so does the Licking Valley Girl Scouts Bridge to the east. Along 12th Street, the intersections with Russell and Madison Avenues serve as gateways and decision points for drivers. Madison Avenue is a main route for east bound drivers to head north into the downtown, while many drivers on Madison turn west onto 12th Street to access I-75.



Parking on north-south cross streets should be largely unaffected by the State highway improvement project.

Russell Street is an access point for the surrounding neighborhoods. Other key intersections include Holman, Scott Street and Greenup. The State highway improvement project will discontinue vehicle traffic crossing 12th Street at Lee and Banklick.

Parking

The existing on-street parking along 12th Street is estimated at 100 spaces, now and after the State highway improvement project. On-street parking is needed along 12th Street as most structures have no on-site parking and no alley access. Side street parking is equally important in the area and will be minimally impacted or altered by the State highway improvement project.

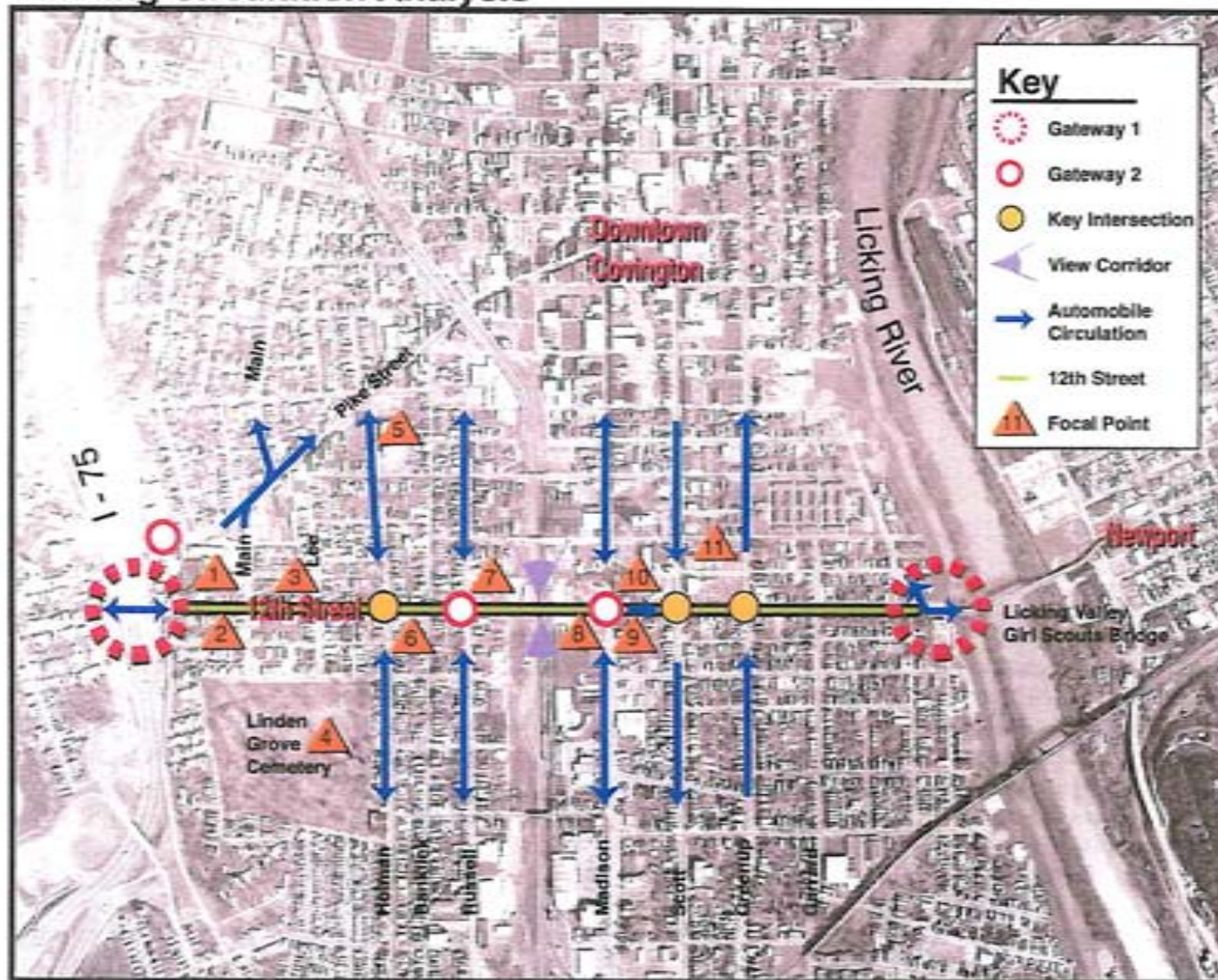


It should be noted that a number of brick streets and alleys exist in the study area, and City policy states that brick paving shall remain where it exists.



The existing on-street parking along 12th Street is estimated at 100 spaces, now and after the State highway improvement project.

12th Street Existing Circulation Analysis



See page 11 for an explanation of the circulation patterns displayed in this map and page 13 for a listing of the focal points.

Focal Points, Existing Land Use & Zoning

Focal Points

Focal points along Covington's 12th Street Corridor range from major public institutions to local eateries and service centers. A list of the focal points with numbers that correspond to the previous map follows:

1. Jillian's (The Bavarian Brewery)
2. Flannery Painting
3. Deli Mart Express
4. The Linden Grove Cemetery
5. The John G. Carlisle School
6. Ameristop
7. Cincinnati Bell Telephone
8. White Castle
9. Centro de Armistad (the former Children's Law Center)
10. Cathedral Basilica of the Assumption
11. The 11th Street Linear Park

Existing Land Use

Existing land uses are commercial, residential and industrial. Approximately 70% of the land is zoned residential, with approximately 16% dedicated to commercial and 14% to industrial. A majority of the land zoned industrial is actually the rail line and railway right-of-way, not developable land. Commercial areas are all located on 12th Street to the west end by the I-75 interchange and at limited corner sites. Residential uses balance the rest of the study area.

Within the study area there are no dedicated parks or open space, though there are many in the vicinity. The 11th Street Linear Park is

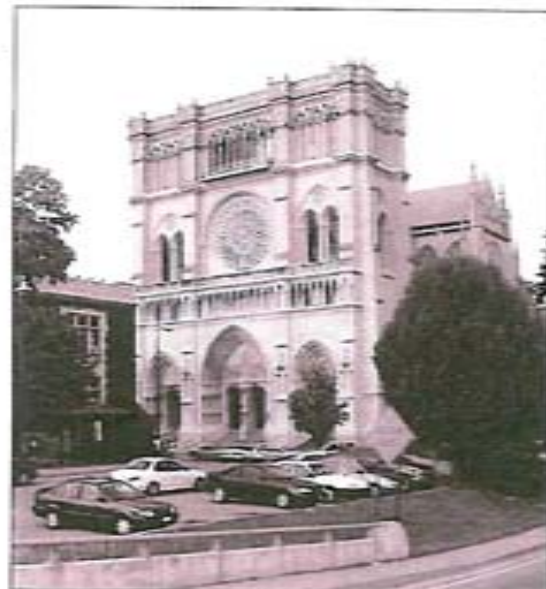
located just east of the study area; to the south is the historic Linden Grove Cemetery, and Devou Park, one of the largest open spaces in Covington, is two miles west. A number of churches and schools are located within or near the study area including the Cathedral Basilica, Boaz Baptist Church and the Church of God. Many of the local children attend the John G. Carlisle School, between Banklick and Holman at Robbins.

There are a number of opportunities to support redevelopment within the study area by amending existing land use categories to allow for the development of remnant land. Remnant parcels may not meet minimum lot size development standards. New zoning categories and parcel assembly may be required to enable infill projects to help support the local economy and provide employment for nearby residents. Incentives and City involvement is needed to induce investment.

Zoning

The existing zoning categories include Residential One-G (R-1G), Residential One - HH (R1-HH), Low Density Residential (R-3), Neighborhood Commercial (NC-2), General Commercial (GC) and Industrial One (I-1). The map on page 14 illustrates current zoning locations.

The R-1G allows single-family dwellings and infill housing with a minimum lot size of 5,000 square feet. Within the 12th Street Corridor

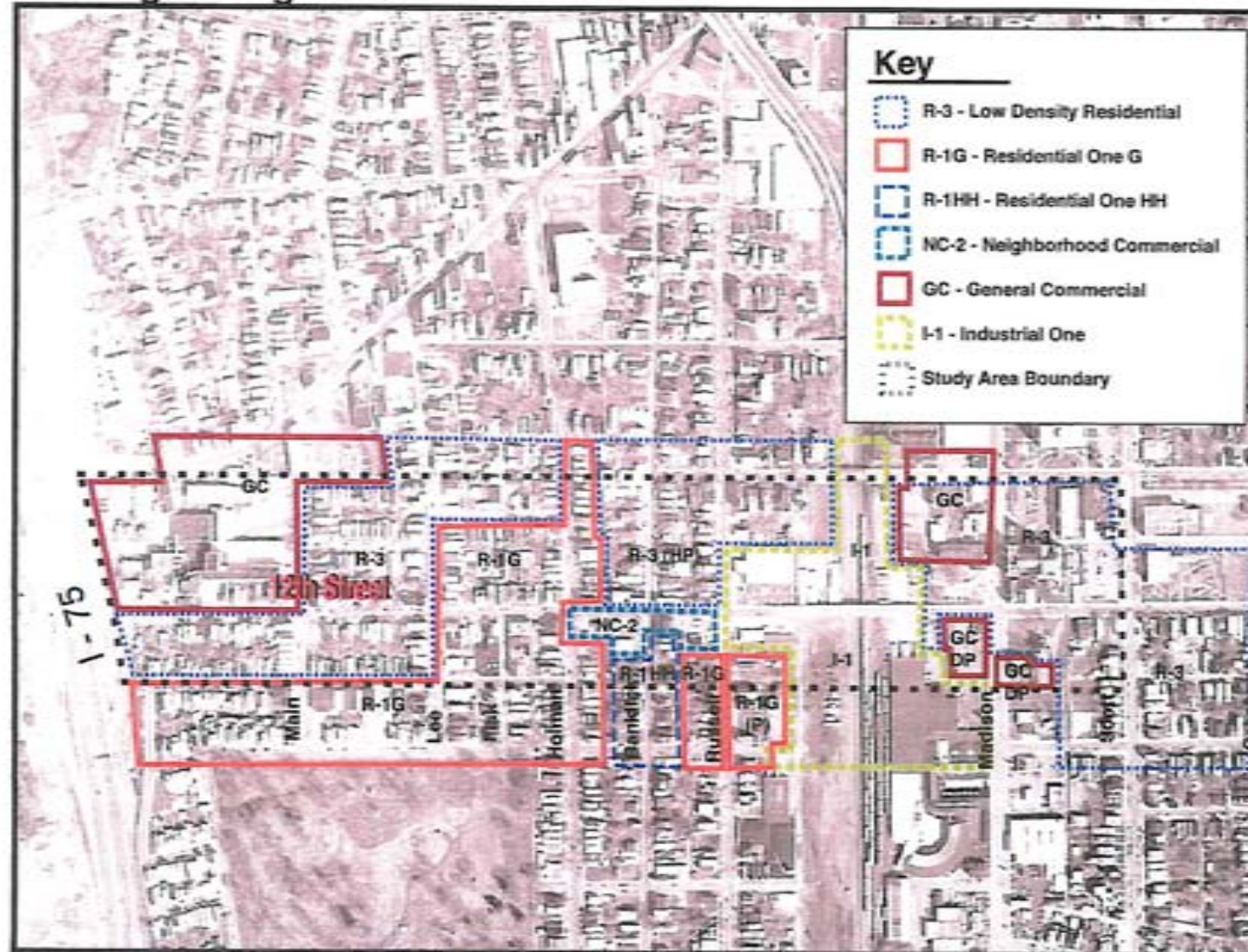


A special landmark is the Cathedral Basilica which is located at the intersection of Madison and 12th Street.



Approximately 70% of the land is zoned residential.

12th Street Existing Zoning



See pages 13 and 15 for an explanation of the zoning categories displayed in this map.

R-1G is located west of the railroad tracks between Lee and Banklick and comprises approximately 20% of the study area. City-wide, this zoning district covers approximately 16% of the land area.

R-1HH occupies a minute portion of the study area along Banklick and Watkins Streets. This zone allows single and two family residential uses; minimum lot area depends on the use, with 4,000 s.f. for single family and 6,000 s.f. for two family. The City-wide coverage of this district is less than one percent.

R-3 permits primarily one, two and multiple family housing, with a minimum lot size of 5,000 square feet. Low density residential is located along 11th and 12th Streets and is the zone for approximately 50% of the land in the study area. Overall this zoning category comprises approximately five percent of the City's land area.

The R-3 zone has a Historic Preservation (HP) Overlay, generally between Russell and Banklick Streets. Covington Zoning Ordinance §158.092 is the HP Overlay zone. The purpose of this zone is to preserve historic structures. It is an overlay on other zones, and does not change the uses of the underlying zone.

In the HP Overlay zones, all exterior work, including painting, signs, additions, alterations, and demolitions shall be submitted to a citizen review board called the Urban Design Review Board (UDRB), for approval. The

UDRB must give the property owner a Certificate of Appropriateness (COA) to begin the work. The guidelines followed by the UDRB are referenced in §158.224 (D) (2) (a) of the Zoning Ordinance.

The guidelines cover renovations and new construction, including additions and infill development. They address masonry, siding, gutters, windows, shutters, doors, porches, decks, painting, landscaping, lighting, awnings, facades and signs. The new construction guidelines address height, width, massing, directional expression (how the building is oriented to the street), scale, setback, roof shapes, patterns of door and window openings, color, materials, other architectural details, streetscape, lighting, landscaping, utilities and building equipment, fire escapes, signs and public sculpture.

Before beginning work in any HP zone, the Historic Covington Design Guidelines should be obtained from the City's Historic Preservation Officer.

NC-2 allows general commercial uses with residential uses in rear portions of the structure or on upper floors. The district occupies



Also present within the study area is Industrial One (I-1) This district provides for

There are several existing land uses on 12th Street that are non-conforming. These include commercial uses in residential zones and residential uses in commercial zones. These non-conforming uses contribute to blight, as they cannot expand or make significant improvements.



The Jillian's block is zoned as General Commercial.



The Preliminary Policy Direction Report of the Zoning Ordinance Rewrite indicates the potential for neighborhood conservation districts.

approximately one percent of the study area, and less than two percent of the land area in the City. It is located along the south side of 12th Street between Holman and Russell streets, with auto oriented businesses such as Ameristop in operation there.

GC is limited mainly to the Jillian's establishment at 12th Street and to the White Castle restaurant at 12th and Madison. Allowed uses include any business or service as well as dwelling units. Within the study area it occupies approximately 14% of the land area.

Also present within the study area is I-1. This district provides for manufacturing, packaging, processing and assembling facilities. It is currently located along the rail corridor between Russell and Madison and occupies approximately 14% of the area.

City-wide Zoning Ordinance Rewrite

Existing zoning categories on 12th Street inhibit redevelopment; however, the City is presently restructuring its zoning regulations. This provides an opportunity to establish land use policies for 12th Street that would support the vision for redevelopment. Permitting mixed uses, for example, is a likely outcome of the zoning rewrite and adjusting minimum lot sizes or providing for special development reviews may also be a result that could facilitate redevelopment in the area.

Progress of Zoning Ordinance Rewrite

The *Preliminary Policy Direction Report* from Duncan Associates, the Zoning Ordinance Rewrite consultant, indicates:

- A need to consolidate the existing zoning districts
- Potential to create new districts that address zoning pattern and future development in older neighborhoods
- Review of existing R-U Urban residential zone for application to older neighborhoods
- Importance of neighborhood character
- Potential for neighborhood conservation districts
- Need for commercial neighborhood zoning, possibly through use of R-U with modifications

Other Planning Documents

A number of City and regional planning documents also relate to the redevelopment area. These include:

- *Northern Kentucky's Future: A Comprehensive Plan for Development*, from the Northern Kentucky Area Planning Commission
- *Pike Street Corridor Urban Design and Revitalization Guidelines*, from the City of Covington
- *Downtown Covington Core Planning Initiative*, from the City of Covington

- *Northern Kentucky's Future: A Comprehensive Plan for Development*, from the North-

ern Kentucky Area Planning Commission (NKAPC)

Every five years, NKAPC, pursuant to Kentucky Revised Statutes (KRS), Chapter 100, updates the Comprehensive Plan, which includes the City of Covington. The current (2001) Comprehensive Plan recommendations are very similar to the current zoning, as the table and map in Appendix C indicate. Unfortunately, both the Comprehensive Plan and existing zoning reflect what was appropriate on 12th Street several decades ago, and not what is appropriate today. Comprehensive Plan recommendations and zoning need to reflect current planning for the future of 12th Street, as indicated in this document.

The next opportunity for the City of Covington to review the Comprehensive Plan recommendations will be in the Spring of 2005. At that time, some changes can be recommended to bring the Comprehensive Plan up to date with 12th Street planning efforts.

Other goals and objectives from the Comprehensive Plan that relate to 12th Street include:

- To provide a variety of housing types and residential development to accommodate different needs and desires of the population.
- To locate and design centers providing goods and services so as to maximize consumer safety and convenience while minimizing any adverse environmental effects.
- To achieve goals without unduly disrupting the goals of other elements.

- *Pike Street Corridor Urban Design and Revitalization Guidelines*

- Addresses area located to the north of the 12th Street Corridor Redevelopment Area
- Recommends Initiating a street tree program
- Recommends providing for neighborhood conservation

- *Downtown Covington Core Planning Initiative*

- Addresses area located to the north of the 12th Street Corridor Redevelopment Area, gateway to downtown along Madison Avenue
- Recommends creating redevelopment area to support economic development
- Recommends creating design and development guidelines to support redevelopment

In addition there are on-going studies conducted to investigate connections between Main Street at 12th Street to Main Street north of 9th Street. The *Bavarian Brewery Redevelopment Project, Urban Renewal Plan*, adopted in 1996, was also conducted in the 12th Street study area. The plan provided the impetus for the redevelopment of the former Bavarian Brewery, whose main structure has since been adapted for reuse as an entertainment complex by Jillian's. Although the 12th Street Corridor Redevelopment Plan illustrates adaptive reuse of the structures on the north side of the 500 block (516, 514, 512, 510, 508, 506, 504 & 502) the *Bavarian Brewery Redevelopment Project, Urban Renewal*



An exterior survey serves as a general indication of overall conditions along the Corridor. Building conditions throughout the area vary greatly.

The following categories are used in the building condition discussion on pages 17 - 19:

Good - No observable repairs or maintenance needed

Fair - Several deficiencies observed, including minor repairs or maintenance needed

Poor - Significant deficiencies found, including major repairs or maintenance, but buildings still structurally intact

Deteriorated - Many major repairs needed or building elements lost; structural stability impaired

Plan, recommended this area may be used in the future for additional parking for the Bavarian Brewery redevelopment.

Building Conditions

In order to establish an understanding of the condition of structures in the study area, each structure was rated based on exterior appearance by Winter & Company. This exterior survey serves as a general indication of overall conditions. Building conditions throughout the area vary greatly. Structures on the south side of 12th Street will be removed or rehabilitated, and are therefore listed separately from the north side conditions. This analysis aggregates conditions of structures by block, considering the north area as properties on the north side of 12th Street to the northern study boundary and the south area as the south side of 12th Street to the southern boundary.

Across the study area properties are generally in fair condition. Over 50% of the buildings were rated in fair condition, needing minor repairs or maintenance, such as a coat of paint, repair of trim or minor repointing of mortar. Less than 10% of all buildings analyzed were rated as in poor or deteriorated condition. Of those that were assessed as needing more intensive repairs and maintenance, they were evenly distributed between the north and south sides of the study area. Approximately 30% of all structures within the Corridor were rated as being in good condition, needing no observable repairs or maintenance.

Many of the structures in the study area are historically significant. Some of these properties are individually eligible for the National or State Register of Historic Places, while others are listed as contributors. Contributors are associated with the history of the area but lack significant integrity to be considered for a separate listing in the National or State Register. These properties add to the character of the area in the context of other, more intact, properties, even though they, on their own, may not currently be eligible for register listing.

500 Block I-75 to Main Street Conditions

In the north 500 block the majority of the residential structures range from fair to poor condition, while the commercial complex is in good condition. The south 500 block exhibits several buildings in good condition, with the rest rating as in fair condition. A majority of the structures are historically significant, with the Bavarian Brewery listed on the National Register and many of the other structures listed as contributors to the National Register eligible East Lewisburg Historic District (to the south) and the National Register eligible Westside Neighborhood District (to the north).

400 Block Main Street to Lee Street Conditions

The 400 block is primarily residential, with commercial structures generally located on the corners. Structures on both sides of the study area are generally in good to fair condition, with several to the north side in poor

condition. Many of the structures on the south side of the street are contributors to the National Register eligible East Lewisburg Historic District, while those on the north side are contributors to the National Register eligible Westside Neighborhood District.

300 Block- Lee Street to Holman Street Conditions

The 300 block exhibits few remaining buildings to the south of 12th Street. Remaining structures range from good to poor condition, with the north side having approximately equal numbers of good and fair structures. Most of the north side structures are contributors to the National Register listed Lee Holman Historic District, while many of the structures on the south side are contributors to the National Register eligible East Lewisburg Historic District.

200 Block Holman Street to Banklick Street Conditions

Two deteriorated buildings are located within the 200 block of the study area, one on the south side and one to the north. A majority of the structures are in fair condition, needing some repair or maintenance to attain a good rating. Most of the structures are residential, and contributors to the National Register eligible East Lewisburg Historic District are located in the south portion of the area,

100 Block Banklick Street to Russell Street Conditions

Few structures are located in the 100 block of 12th Street. Most of these structures are in good or fair condition, with one in deteriorated

condition. Several structures on the south are contributors to the National Register eligible East Lewisburg Historic District.

City Of Covington North Side of 12th Street Survey

In addition to the survey conducted by Winter & Company, the City of Covington's Economic Development Department conducted an inspection of the properties on the north side of 12th Street west of the Railroad Bridge. This survey can be found in Appendix D. These structures will remain after the highway improvement project is completed, hence their current condition is of major concern to the City. The survey was based upon code compliance rather than overall appearance or the level of the violations found at each property. Along the north side of 12th Street the inspection survey found three (3) vacant lots, 12 vacant properties and 28 structures. Of those structures eight (8) had no code violations, 15 had minor code violations (for infractions such as peeling paint and spalled brick) and five (5) had more significant violations. One structure was not surveyed. These conditions further support the need for redevelopment and reinvestment along 12th Street.

Historic Resources

Covington has an extensive number of historic resources, one of the greatest concentrations in the Commonwealth. These include buildings, parks, bridges, cemeteries, and other site features that convey a sense of the early character and evolution of the community.



Structures on both sides of the 300 block of the study area are generally in good to fair condition, with several to the north side in poor condition.



This historic duplex is located in the National Register listed Seminary Square Historic District.

Within the project area, a number of neighborhoods exist that have been officially recognized through designation as a local historic district or listing in the National Register. Other neighborhoods have been identified as being eligible for listing in the National Register. These resources can, if appropriately rehabilitated, attract investment into the area. This can contribute to an overall economic development and revitalization for the City. Therefore, to the extent feasible, historic buildings in the area should be preserved.



This corner residential structure found in the East Lewisburg potential National Register Historic District is typical of others found in the area.

Historic Resources on the north side of 12th Street:

- (1) The Bavarian Brewery, National Register listed 1996,
- (a) The Westside neighborhood area, National Register eligible,
- (b) The Lee Holman Historic District, National Register listed 1996,
- (d) The Seminary Square Historic District, National Register listed 1980 and
- (2) The Cathedral Basilica of the Assumption, National Register listed 1973

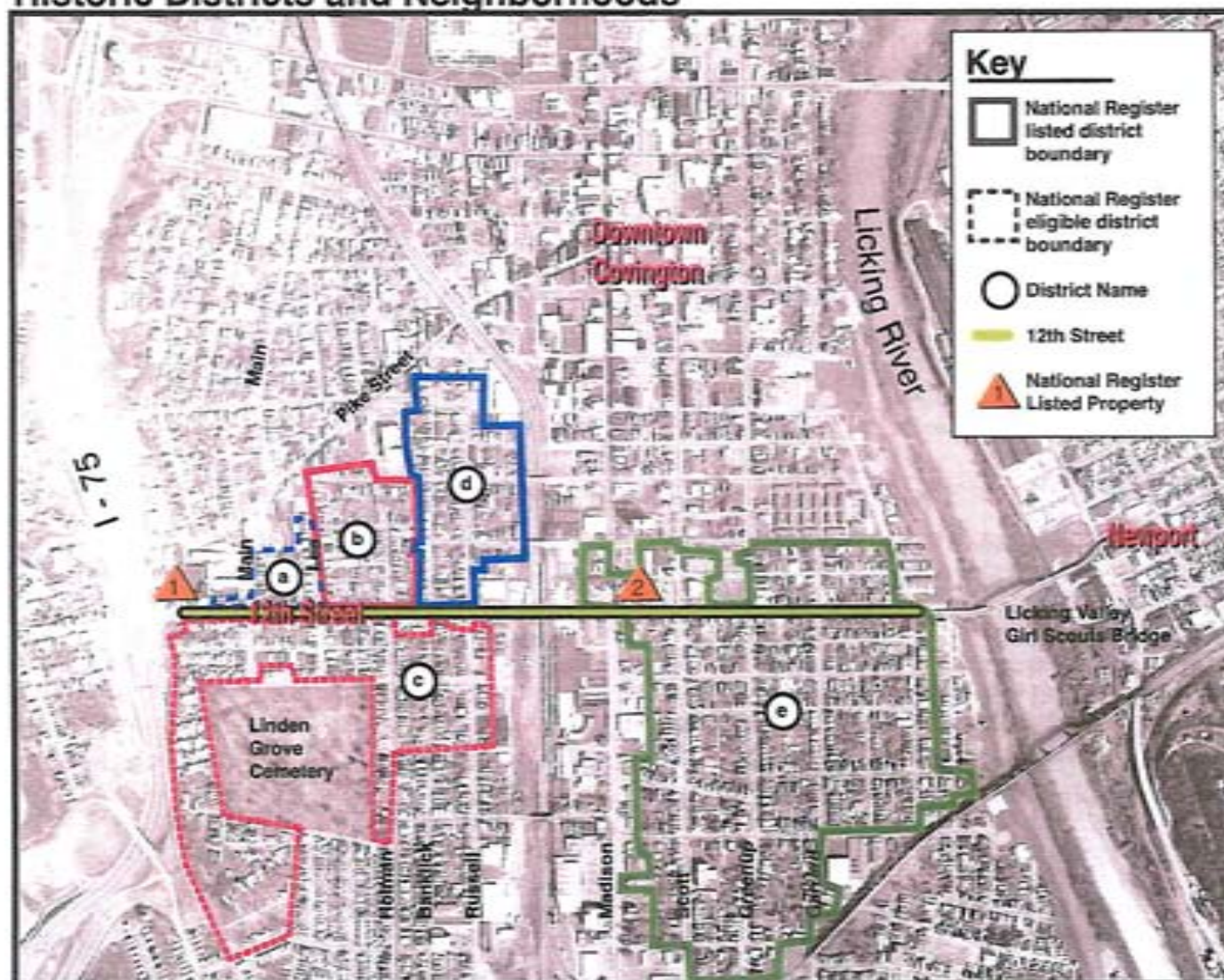
Historic Resources on the south side of 12th Street:

- (c) The East Lewisburg neighborhood area, National Register eligible; and
- (e) The Helentown Historic District, National Register listed 1987

Many of the historic districts and potential districts are also neighborhoods which have unique identities. These neighborhoods are identifiable as having structures with similar character. These resources are located on the Historic Districts and Neighborhoods map on the following page.

12th Street

Historic Districts and Neighborhoods



See page 20 for a listing of the National Register listed districts, the National Register eligible districts and the National Register listed properties.

Existing Design Character



Traditionally, a house meets the street and has a uniform setback. It is generally located on a long and narrow lot with minimal side setbacks.



Often corner buildings are more substantial and are elongated.

Character-defining Features

Many of the character-defining features of 12th Street were established during its historic period of significance. The manner in which buildings and landscape features on individual lots are organized is important to the character of each block on 12th Street. When traditional features reoccur, distinct patterns emerge that contribute to the identity of the area.

Uniform building setbacks and the "Covington style" entries are key features of 12th Street. Buildings traditionally had horizontal components which aligned and were simple in form and character.

Building Alignment and Orientation

Traditionally, a 12th Street house meets the street and has a uniform setback. It is generally located on a long and narrow lot with minimal side setbacks. Yards are often small, with a front and side section and a larger private back yard. Occasional vacant lots used as side yards, provide green space along the street.

Policy:

The traditional design character of 12th Street should be respected in rehabilitation and redevelopment in the area. Design guidelines should be used to promote compatibility with these historic patterns.

Building Form and Scale

Long and narrow building forms are a part of the 12th Street character. Often corner buildings are more substantial and are elongated.

Wrought iron fences enclose small front yards along the street and delineate the street edge. Large trees and ornamental vegetation are located in the side and back yards.

Existing Streetscape

Sidewalks

The current functional sidewalk is impacted by cars that spill over from the street onto it. This conflict will be eliminated by the State highway improvement project, which will provide 10 foot wide dedicated parking lanes on both sides of 12th Street.

Lighting

Lighting is provided by cobra-head fixtures which are mounted on existing wood utility poles. There is potential to coordinate the installation of new acorn style, pedestrian scale, decorative light fixtures along the sidewalk edge of 12th Street.

Landscaping

Landscaping will be undertaken primarily in yards. Other landscaping opportunity exists in the median and within potential redevelopment projects. Street trees are present on the cross streets, generally located in tree wells along the sidewalk.

Gateways

De facto gateways exist, but are unattractive and need to be more clearly defined. The major gateways at I-75 and the Licking Valley Girl Scouts Bridge warrant major identifying features such as artwork, columns, and landscaping. Secondary gateways, or key intersections at Madison and Russell, should also be improved. These gateways are located on the Circulation map on page 12.



The major gateways at I-75 and the Licking Valley Girl Scouts Bridge warrant significant identifying features such as artwork, columns, and landscaping.

Wayfinding

Currently there is limited signage that provides directional information to points of interest. It is important for users to be introduced and directed to the location of parking lots and attractions. A coordinated and attractive sign

system can aid locals and passers-through to:

- Identify major entries onto 12th Street
- Lead users to key community resources
- Improve circulation for pedestrians and automobiles

Special Opportunity Sites

12th Street Redevelopment Opportunity Sites



Many opportunity sites exist in the remnant land after the roadway expansion on 12th Street.

Some new configurations and sites will be created by the widening of 12th Street; some old sites will be newly designed for enhanced use. Opportunities exist for infill structures in a number of blocks, while other areas may allow for linear parks, gateway elements and other amenities.



Opportunities exist for infill structures in a number of blocks, such as the north side of 12th Street between Holman and Banklick, while other areas may allow for linear parks, gateway elements and other amenities.

II. Redevelopment Concept

This section provides proposals for development in the 12th Street Corridor. First, it sets forth the basic framework that development should follow. Then, it addresses the systems inventoried in the previous chapter, and finally combines these in a series of site studies that illustrate the overall redevelopment concept for the Corridor.

Basic Development Framework

The Corridor should have a mix of uses, primarily retail, offices and residential. In general, commercial uses are located at the street level, along 12th Street, while residential uses are located on upper floors and also in structures set back from the street.

Many of these properties should be redeveloped through a special process, in which the City will assemble parcels and then offer them for redevelopment. (See the Implementation Chapter for more detail.)

Redevelopment Approach

On the north side of the street, many buildings are existing structures that should be rehabilitated, while most of the existing buildings on the south side will be removed, creating a stage for new buildings, parks and plazas.

Therefore, there are two basic redevelopment approaches proposed for the 12th Street Corridor. First, on the north side of 12th Street, and along the cross streets within the project area, the rehabilitation of existing buildings is the focus.

Second, on the south side of 12th Street, construction of new buildings is proposed where parcel sizes and other site conditions support such development. In other locations, rehabilitation and adaptive reuse will be emphasized.

Zoning Recommendations

Mixed Use

A fundamental concept for revitalization of 12th Street is that, with the relatively high traffic volumes that exist and are projected, the best uses for many of the properties will be commercial. These should include retail establishments that serve residents in nearby neighborhoods, as well as more specialized retail that would cater to the traffic along the Corridor. Traffic along the Corridor, particularly at the west end, may be impacted by the I-75 interchange. Residential uses also remain viable, primarily in upper floors and in struc-

tures that are set back from the street. This mix will extend hours of activity on the street.

Since much of the property is presently zoned for residential uses only, redevelopment along the 12th Street Corridor will require changes in zoning regulations in order to permit new development with a mix of uses.

Some options for how a mix of uses may be permitted are discussed in the implementation section of this Redevelopment Plan. Some may be permitted "by right" within a new zoning category. Others could be permitted only by special review.

In general, the following uses should be permitted:

- Commercial: retail, office, restaurants
- Residential: multifamily units of medium density
- Public Institutions
- Industrial uses in limited area on the land abutting the railroad

Density of Development

A density of development should be permitted that is similar to that seen historically in the neighborhood. In general, this equates to approximately 20 residential units per acre.

Minimum Lot Sizes

The size of buildable parcels will need to be adjusted in some locations, because of the reconfiguration that will result from the State highway improvement project. This may be accomplished through a special review process, on a case-by-case basis.

Though it does not appear within the area, the Urban Residential (R-U) Zoning District is an existing category which may be relevant to the zoning discussion for the study area. R-U allows single and two-family dwellings, as well as a number of neighborhood-oriented commercial establishments, often seen in older sections of Covington such as 12th Street.

Similarly the Institutional (INST) Zoning District does not appear in the area, but could apply to the Cathedral Basilica and surrounding uses. A prime example for redevelopment opportunity is the block bound by Madison Avenue, 12th Street, 11th Street and Scott, which encompasses the Cathedral Basilica, Covington Latin and Howard Hall. This block should be rezoned for institutional use and institutional uses should be encouraged for the entire block.

Most important, it is recommended to create an HP Overlay zone all along 12th Street (see page 15 of this report for explanation of HP Overlay zones). All exterior renovation and new development within the HP Overlay zone will be reviewed by the UDRB as described on page 15.

Design Guidelines

The character of development along the 12th Street Corridor should be one that draws upon the historic building traditions and established neighborhood character, while also accommodating contemporary needs. Design guidelines should be applied to all development to assure that it will be compatible.

Illustrations and explanation of the design guidelines followed by the UDRB are found in Historic Covington Design Guidelines as described above and referenced in §158.224 (D) (2) (a) of the Covington Zoning Ordinance.

The purpose of the design guidelines is to assure that each building is designed to form part of a larger composition of the surrounding neighborhood and to maintain a human scale, pedestrian environment and uniform rhythm, similar to the historic character of 12th Street, as described in the 12th Street Design Studies, Section 1.06 Review Process report (see Appendix E). The guidelines pertain to the following building design elements:

1. Height

Buildings are generally between two and three stories tall on 12th Street. As a general rule, new buildings should be the same height as the average height of existing building in the vicinity.

2. Width

Buildings on 12th Street are generally long and narrow. If a new building is more than 25 feet

wide, the facade should be broken into smaller bays of similar size.

3. Massing/"Vertical Expression"

Most existing buildings on 12th Street have a vertical, rather than horizontal "expression," in which the proportion of width to height is approximately 2/3, and this should be maintained. Rooflines, cornices and windows also align horizontally.

4. Orientation

Historically, the front entrance of buildings are clearly identified and facing 12th Street, except for corner stores, for which the entrance faces the street corner. New construction and renovation should maintain orientation of entrances to the street.

5. Setbacks

Front yard setbacks from the street are usually minimal, and create a continuous rhythm and street edge, which should be maintained. Also, sideyards between buildings are minimal.

6. Roof Shapes

The buildings along 12th Street have a variety of roof shapes, but the most common are flat roofs and pitched roofs. Roof shapes of new buildings and additions in a given block should relate to historic buildings in that block. Building silhouettes (scale and pitch of rooflines) should be consistent with the context created by nearby buildings.

7. Window and Door Openings on Facades

Window and door openings are often symmetrical and align horizontally. Windows and doors should comprise at least 15% of the facade on upper stories and more on the ground floor. The proportion of windows, bays and doorways should be consistent with the context created by nearby buildings, and there should not be blank facades facing the street.

The *12th Street Design Studies* also identified other elements such as rock walls and wrought iron fences as having existed on 12th Street.



Special street lighting, such as the simplified acorn light being used in other parts of Covington, would be appropriate along 12th Street.

Urban Design Systems

The Corridor will have a variety of improvements to the urban framework as part of the State highway improvement project. These include all levels of design along the street edge such as sidewalks, medians and parks.

Streetscape Design

The streetscape should be planned as a coordinated set of design elements, which are organized to enhance the appearance of the area and invite pedestrian activity. The streetscape design should also serve as an attractive foreground for buildings along the Corridor. It should draw upon the historic character of the street while also accommodating new functional needs. Key components are the sidewalks and crosswalks as well as street lights.

Street Lights

Historically, a variety of street light designs appeared along the 12th Street Corridor. One historic photograph documents the use of an acorn style fixture, which is similar to that being used today in downtown Covington. A design that is similar to that, but which is simple in detailing, should be used along the 12th Street Corridor.

Sidewalks

Sidewalks will be installed as a part of the State highway improvement project. On average, these will be seven feet in width and will be broom-finished concrete. These sidewalks will have less clutter than those that

exist today. They also will have more effective room for pedestrians, because cars will not mount the curb for parking, as they do now (see illustration, p. 29).

Special accent paving may be considered in some places to highlight building entrances, plazas and courtyards that abut the sidewalk.

Textured Crosswalks

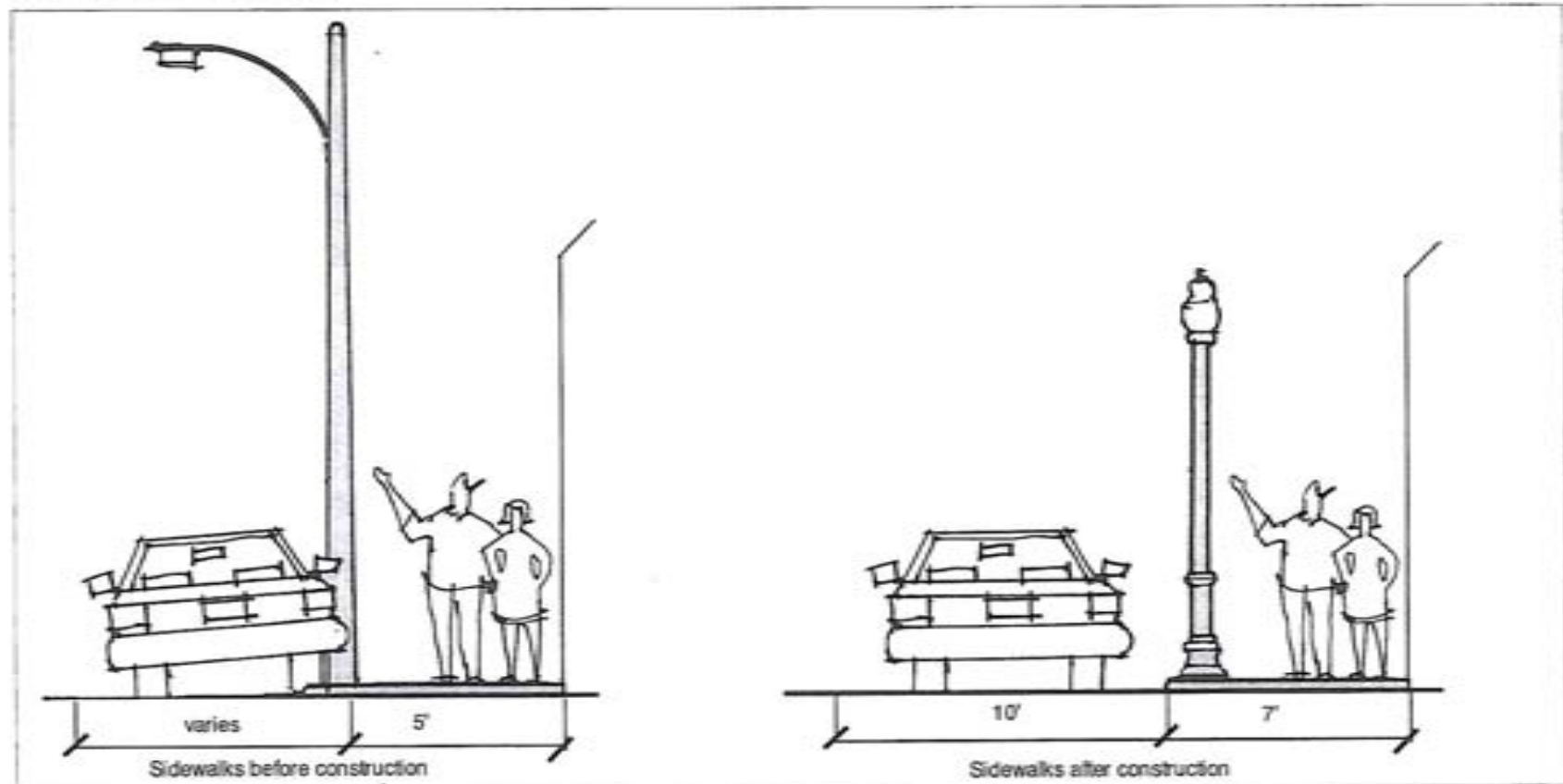
Scored concrete crosswalks will be installed as part of the State highway improvement project. These should be designed with a grid pattern of approximately one foot square, to provide visual interest and a texture that will clearly define the pedestrian crossing.

Underground Power Lines

Power lines should be located underground, when feasible. Ideally, this work should be coordinated with the construction of the State highway improvement project, in order to make use of any cost savings that may be available and to limit the time period during which the neighborhood is disrupted. Locating lines underground will enhance the appearance of the street and help attract investment in redevelopment parcels.

Note that locating power lines underground will require re-working the service entry to each property.

Sidewalk Design



Currently the sidewalks along 12th Street are impacted by cars parking on the curb, effectively narrowing the existing walkway. Roadway construction of the State highway improvement project includes a 10' dedicated parking lane which should end the conflict between parked vehicles and pedestrians.

Sidewalk Design Features:

- Minimum 7 feet in width
- Concrete finish
- Accent paving in plazas inside property line
- Plant materials on inside edge, as buffers for cars, park areas



Level One Signage includes a 12th Street logo and directional information.

Wayfinding

As one of only two interstate exchanges in Covington, it is important to guide users of the 12th Street Corridor and visitors to the City Center or to other areas of interest. The existing wayfinding and sign system is minimal. A coordinated and attractive sign system should be part of the streetscape improvements.

A consistent image could be used to help identify the 12th Street Corridor as a unique area of Covington and make it easier for pedestrians and motorists to negotiate their way into and around the Corridor, but will also help reinforce its identity. Signs, landscaping and other design features should be used to create a system of wayfinding that informs users of where they are in their approach and travel within the City.

The public information system should:

- Lead users to key community resources.
- Improve circulation for pedestrians and automobiles.
- Guide users to appropriate parking facilities.
- Identify major entries into the Downtown.

Proposed Sign System

Several key strategies should be followed:

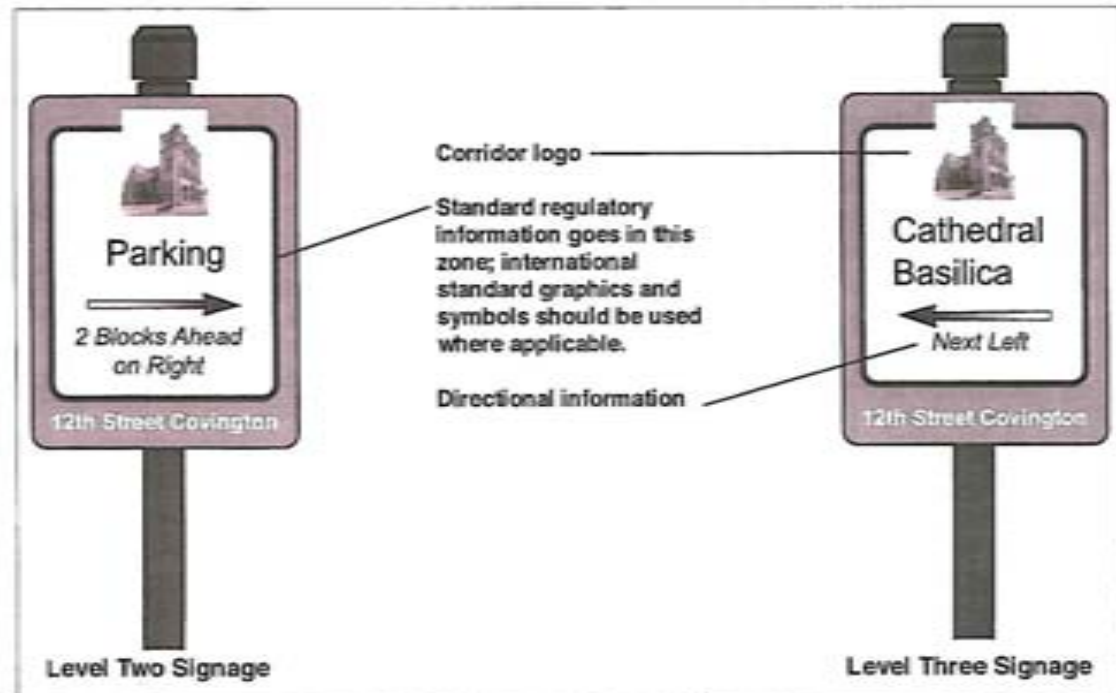
1. Establish a three-tiered system of wayfinding that informs travelers of where they are in their travel in and around Covington.

- **Level 1 Signage.** Provide indicators to point the way to destinations, especially at intersections, where the driver might be uncertain, and along the arterial routes.
- **Level 2 Signage.** Allow for "continuation" signage to notify travelers that they are still approaching their destination. This is also an opportunity to begin to point out special attractions and other points of interest. These signs should be positioned between the Level 1 and Level 3 signage points.
- **Level 3 Signage.** Provide key information point signage to help users locate "special" places. The treatment of these key information points can be simple (e.g., to note the entrance to a parking lot) or more elaborate if there is an opportunity to incorporate landscaping or sculptural elements (e.g., to identify areas such as the Cathedral Basilica of the Assumption.) The purpose of these treatments is to provide information about something the traveler may wish to stop and investigate. These signs are located in close proximity to the actual site, and consideration for turning and entry points should be integrated into circulation framework actions.

2. Develop a distinct graphics package. The package should present a coordinated and attractive public sign system. The following types of signs should be considered:

- **Directional signs.** These identify the location of areas of interest; for example, the Linden Grove Cemetery could be a site to be identified on directional signs.
- **Regulatory signs.** These indicate restrictions on traffic and parking as well as basic health and safety concerns. Signs that limit parking hours, restrict traffic flow and set speed limits are among the signs in this category.
- **Informational signs.** These interpret the history of the community and its natural resources. They may include photographs, maps, sketches and text.

The design concept for these signs is provided as a guide with key information elements. Creating and continuing a consistent image for the 12th Street Corridor that coordinates with a City-wide sign system is the most important factor in the sign design.



Level Two and Three signage designs.



Gateway signs should incorporate limestone piers that are similar in character to those used for fences that were seen historically in the area.

Note: The locations of the proposed gateways and key intersections are identified on the Circulation Framework Map, Page 12.

Gateways and Key Intersections

Major entry points into the Corridor and key intersections within it should be clearly identified with signs and landscaping. These should establish a distinct image for the Corridor that respects its heritage and provides information to motorists and pedestrians that will help them find services and resources in the area.

Western Gateway - Level One

A "Level one" gateway should be developed at the interchange to Interstate 75 on the west end of the street. It should contain design features that are perceived at three levels: First, a large element, such as stone columns or artwork that is discernible from a car at a distance should be used; second, a sign identifying the Corridor should be installed that is legible as the car approaches, and third, small scale plantings should be provided that pedestrians can appreciate.

Construction of the Western Gateway should be a high priority and should include:

- Decorative paving, inspired by materials seen historically in the area
- Scored concrete cross-walk
- Monument sign
- Benches
- Trees and shrubs

Madison Avenue Plaza

The intersection of 12th Street and Madison is a key decision point for turning movements and is perceived as a key entry point to the Corridor as well as downtown. A gateway plaza should be developed on the southwest corner. It should include landscape amenities and signs providing directions to downtown Covington, as well as to resources along the 12th Street Corridor. This plaza could provide a viewing area for those interested in the Cathedral Basilica and serve as an amenity for the local neighborhood. This plaza would include seating and a water feature to help filter roadway noise, as well as trees and other landscape elements.

Construction of the Madison Avenue Plaza should be a high priority. It should include:

- A fountain, to buffer road noise
- Benches for viewing the Cathedral
- Decorative paving
- Plantings

Level Two Gateways

"Level two" gateways include Pike Street by the Interstate 75 interchange, and the intersections of 12th Street with Russell and Madison Streets. Both Madison and Russell Streets represent intersections where many users turn north to reach downtown Covington or public institutions. This gateway also should be designed to invite users to the 12th Street Corridor.

Level Two Gateways should include:

- Special signs
- Ornamental street lights
- Decorative paving at sidewalk corners, where space permits
- Scored concrete crosswalks

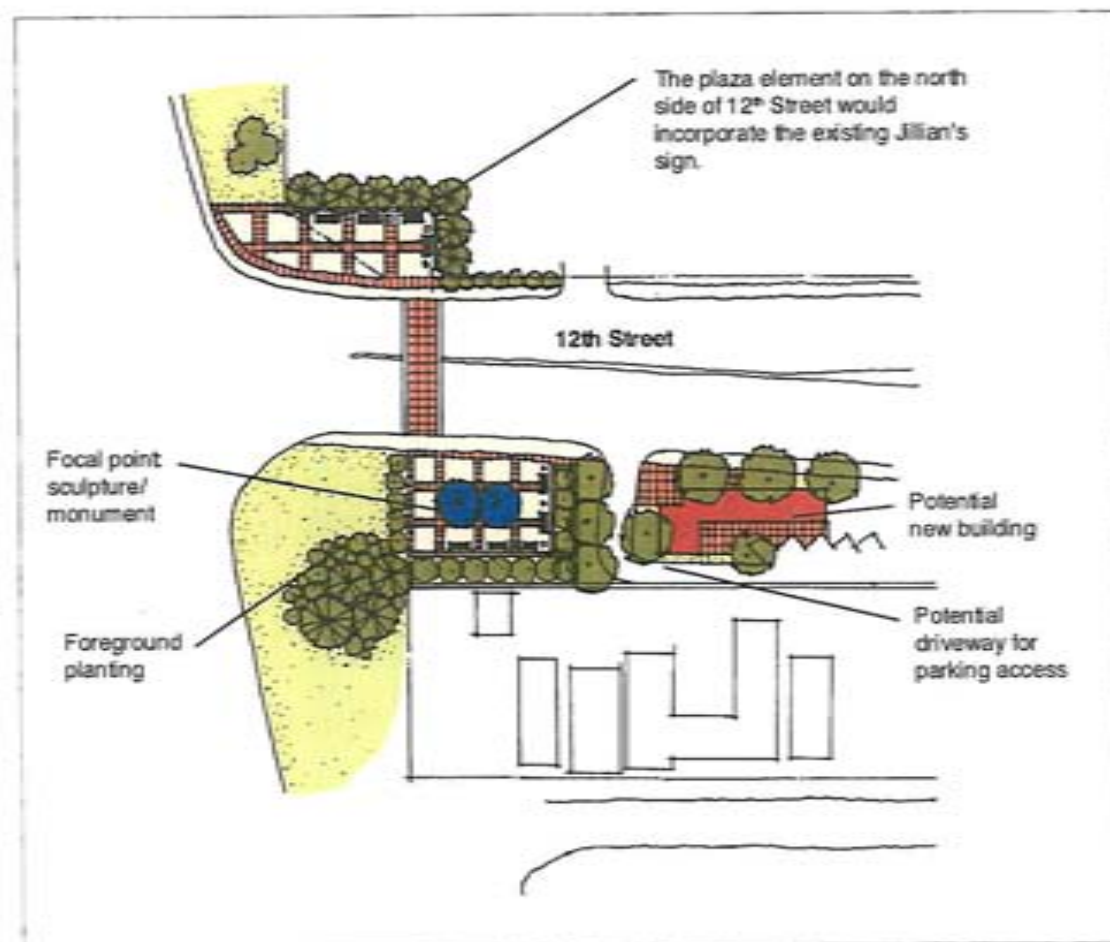
Level Three Gateways

"Level three" gateways should be developed at the intersections of 12th Street with Holman, Lee, Scott and Greenup Streets. These intersections represent links to neighborhoods and local services. Special signs should be installed at these areas. In some cases, some space may also be available for decorative paving and lights.

Level Three Gateways should include:

- Special signs
- Scored concrete crosswalks
- Decorative paving, where space permits
- Ornamental street lights, where space permits

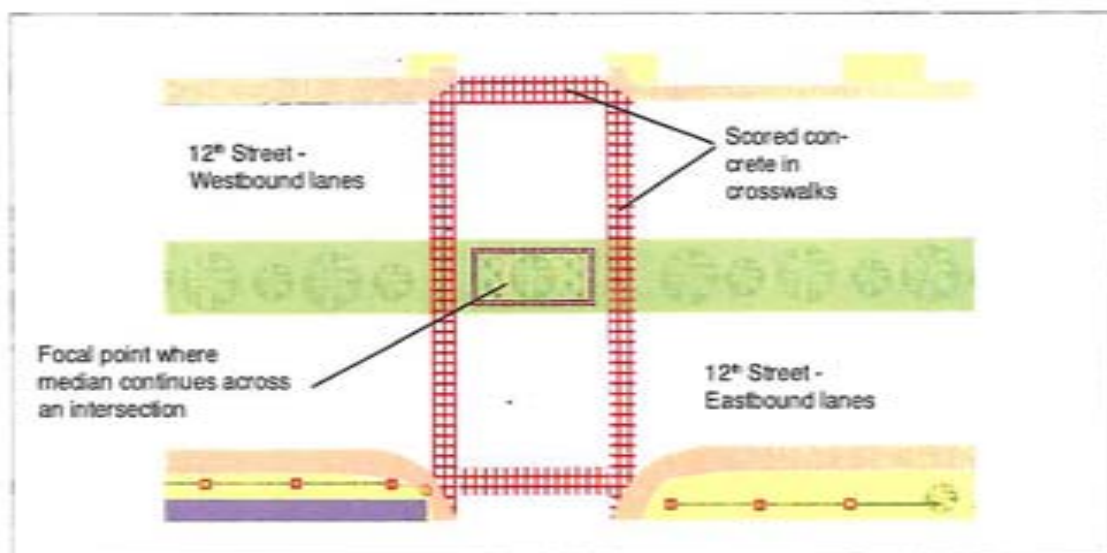
Western Gateway - Level One - Design Concept



Median Design



At some intersections, the median would be continuous, in order to prevent automobile turning movements. These locations offer an opportunity to install special accent landscapes. In this concept, a flower bed is installed.



Median Design Features:

- Accent plantings at intersections where the median is continuous
- Trees should be uniformly spaced
- Lawn and small landscape elements would be appropriate in areas with adequate width for maintenance
- Decorative paving (in areas too narrow for vegetative treatment)
- Average width of the median is 16'; however, many sections are narrower due to accommodation for turn lanes

Parks and Open Space

Parks and open space should be provided where space permits. The gateways described previously will serve as parks and a special park is planned to interpret the history of the area. In addition, plazas should be incorporated in redevelopment projects.

Interpretive Park in 500 block

The mitigation actions (see page three for an explanation of mitigation) related to the State highway improvement project include providing an interpretive park in a portion of the remnant land of the south side of the 500 block of 12th Street. The interpretive park should include markers that describe the history of the Corridor and also provide references to the houses that stood along the south side of the street.

This park will include seating, stone walls, trees and plaques or other decorative features that help convey the history of the area (See the following page for a diagrammatic plan of the design concept for this park.)

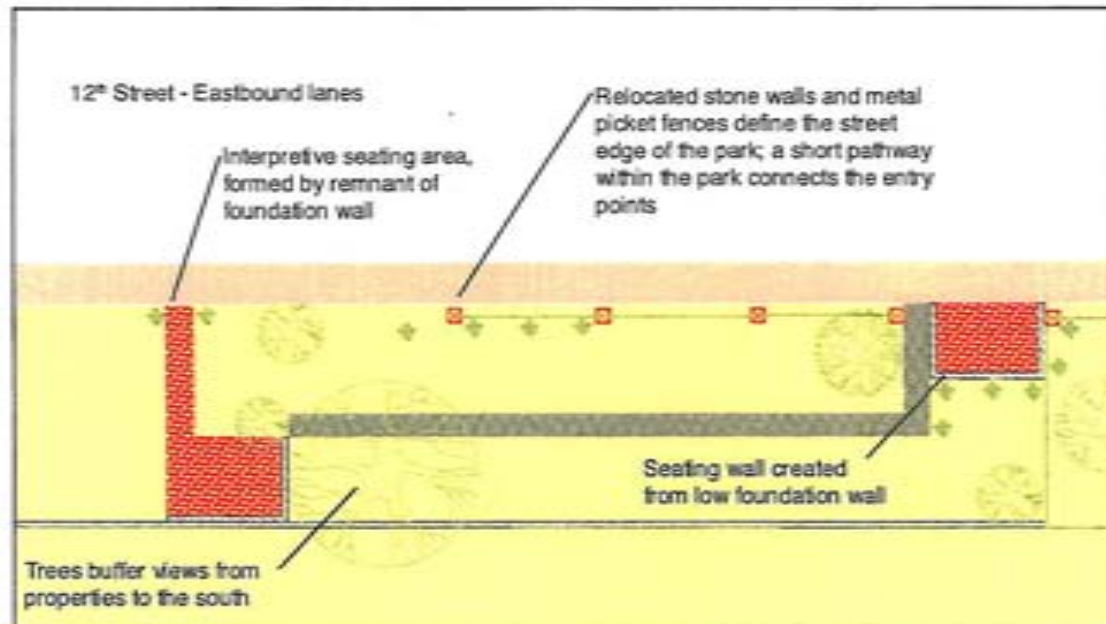
Using CPTED principles

Parks should be designed to maximize safe use. To do so, the nationally recognized guidelines for park design, termed "Crime Prevention Through Environmental Design," should be employed. The basic CPTED principles are these:

1. Locate open space, including parks, such that other activities frame them.
2. Orient buildings that abut the open space to overlook it, such that "eyes are on the street."
3. Define the boundaries of park space with decorative fences and walls.
4. Install plant materials and fences that enhance the area while permitting views.
5. Provide adequate lighting to allow for safe walkways and to discourage inappropriate uses.

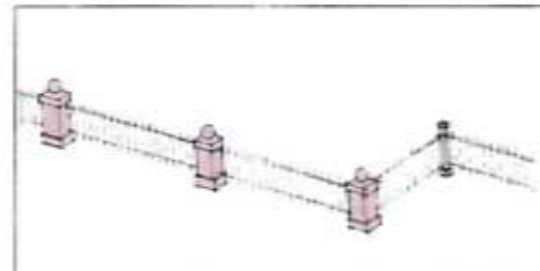


An interpretive park in the 500 block of 12th Street would be provided as part of the mitigation actions. This park would be a local amenity, providing seating areas and interpreting the history of the area. (This improvement is included as a part of the construction of the State highway improvement project.)

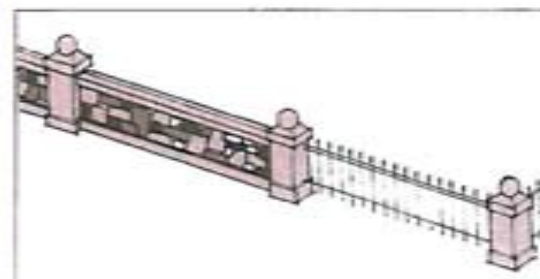


Interpretive Park - Conceptual Plan

An interpretive park is planned in the 500 block of 12th Street as a part of the State highway improvement project. It will include a lawn, shrubbery and some trees. Small paved areas will identify seating. Stone walls and metal fences will reflect those seen historically. Existing trees should be preserved where feasible.



Metal picket fences, supported with stone piers, will be used for some portions of the interpretive park.



Stone walls will be used in the interpretive park.

Automobile Circulation and Parking

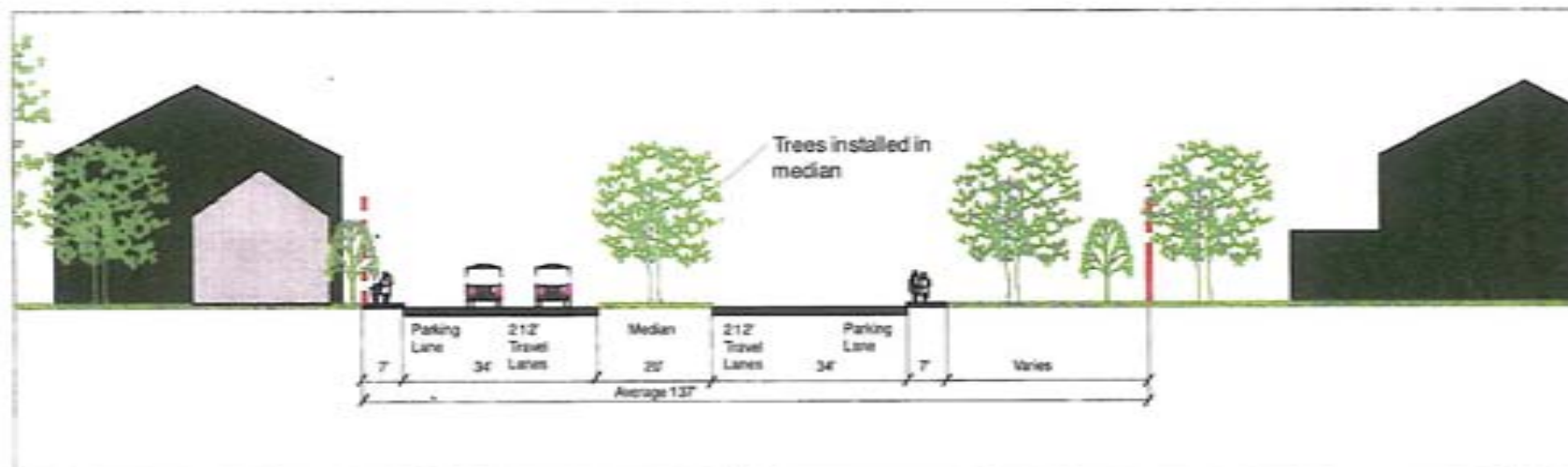
The basic automobile circulation patterns will remain as they are today: automobile circulation along the western portion of 12th Street will continue to be two-way until Scott Street, where the traffic patterns change to one-way heading east toward the Licking Valley Girl Scouts Bridge and Newport. A center turn lane also will be created. In a few locations, full intersection movements will be limited, and the median will run continuous at these places. This will provide an opportunity to create some special landscape focal points in the median.

On-street Parking

On-street parking will be provided on both sides of the street as part of the State highway improvement project. This will serve as the primary parking supply for properties along 12th Street. It also will buffer pedestrians from moving traffic. The quality of on-street parking will be greatly enhanced in the State highway improvement project. Parking spaces will be wider, and will be more clearly defined.

Estimated number of on-street parking spaces:

Current roadway plans indicate that approximately 45 parking spaces will be provided on the south side of 12th Street between the I-75 interchange and CSX bridge and 55 parking



The streetscape design provides a 7' sidewalk on both sides of 12th Street; this allows room for pedestrian-scaled decorative street lights to be placed at the sidewalk edge. There is an opportunity to place trees in select portions of the median, where the width allows. The median illustrated here is shown at 20' which includes the 16' average median width, as well as an allowance for curbs and gutters. Installation of landscape material in the median would need to be coordinated with the State highway improvement project.



The State highway improvement project retains parking on the north and south sides of the street in a similar pattern to the existing parking.

spaces will be provided on the north side of the street. These numbers may fluctuate based on providing adequate sight distances and intersections; however, it is assumed that between 100 -105 spaces will be provided in the new roadway plan of the State highway improvement project.

Off-street Parking

While on-street parking will provide the bulk of parking spaces, a small amount of off-street parking should be included in some of the redevelopment projects. Access to this off-street parking should be designed to minimize conflicts with traffic on 12th Street. This may be accomplished by providing access drives from cross streets and, where a drive does open onto 12th Street, by limiting movements to right turns only. These off-street parking areas should be landscaped and visually buffered from the sidewalk.

The development concepts illustrated at the end of this chapter provide approximately 110 off-street parking spaces.

Redevelopment Concept Plan

As a part of the state highway improvement project, some properties along the south side of 12th Street will be acquired. Many buildings will be removed, and a few will be relocated and improved. Several may be rehabilitated in place. This will result in some "remnant" parcels, which may not be useful under current development regulations. Through a redevelopment process, however, these remnants may be assembled into new configurations that could be redeveloped with uses that will help to accomplish the vision for the area.

This section provides a series of concept plans that illustrate the redevelopment opportunities. These would first require that the City be able to take ownership of the properties, reconfigure them, and then offer them for redevelopment. Some incentives could also be offered, which are described in the implementation section of this Redevelopment Plan.

The following descriptions of sites provide guidance as to potential redevelopment projects in the 12th Street study area. Most projects front 12th Street but extend into the surrounding study area. Some of the infill structures have parking that is accessed from Watkins Street or the side streets off of 12th Street. These plans concentrate on the core of the redevelopment study area, as well as the corner of 12th Street and Madison Avenue.



There will be many opportunities for redevelopment along 12th Street, such as the current location of AmeriStop and Speedway.

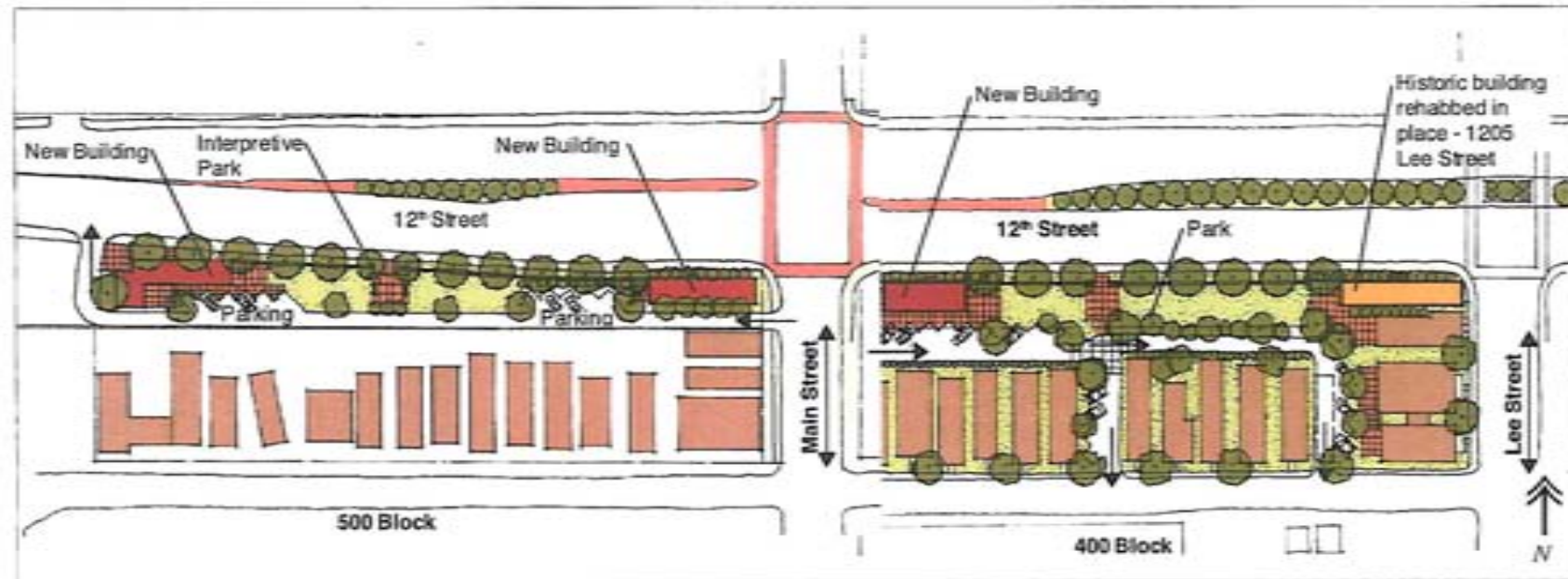
All plans are schematic, to be used as a tool in the visioning process for the future redevelopment in the study area and should not be construed as finalized redevelopment plans. Zoning and land use recommended for the majority of the structures is "mixed use."

Mixed use zoning generally indicates the ability to combine retail or office space with residential uses, as seen traditionally along 12th Street. (Existing zoning would not permit this mix of uses.) Retail and office uses should be located at the ground floor, with residential and additional office space above. Most of the infill structures would be two-story, although a few could be three stories, if market conditions support this level of investment.

For the rehabilitation and adaptive re-use of buildings along the Corridor, engineering assessments and feasibility studies would need to be completed prior to the implementation of the recommended Redevelopment Concept Plan. It is assumed that these assessments and studies would take place prior to the implementation of any of the redevelopment plans.

This Concept Plan is for general planning purposes only and is subject to change by traffic analyses, zoning changes, design review and other potential actions.

Redevelopment Concept Plan - 500 and 400 Blocks - I-75 to Lee Street South Side



This concept plan illustrates construction of two new buildings in the 500 block of 12th Street, between the I-75 interchange and Main Street. One is located at the southwest corner of 12th and Main Streets. A second is located mid-block, to the west. In this scenario, eleven on-site parking spaces are also provided, by creating a one-way drive. This is accessed from Main Street, with a "right-out only" exit directly onto 12th Street. The redevelopment sites are located at either end of an interpretive park which is provided through the Section 106 mitigation actions.

The 400 block, between Main Street and Lee Street, concept plan illustrates one new building and one existing historic building rehabbed in place as part of the Section 106 process (1205 Lee Street). Eighteen off-street parking spaces are provided by a one-way drive with entry on Main Street and two exits onto Watkins. A landscaped park area with a plaza is shown between the two buildings, providing a buffer from the street and a pedestrian access route between 12th Street and the parking area.

500 and 400 Blocks – I-75 to Lee Street South Side

Features:

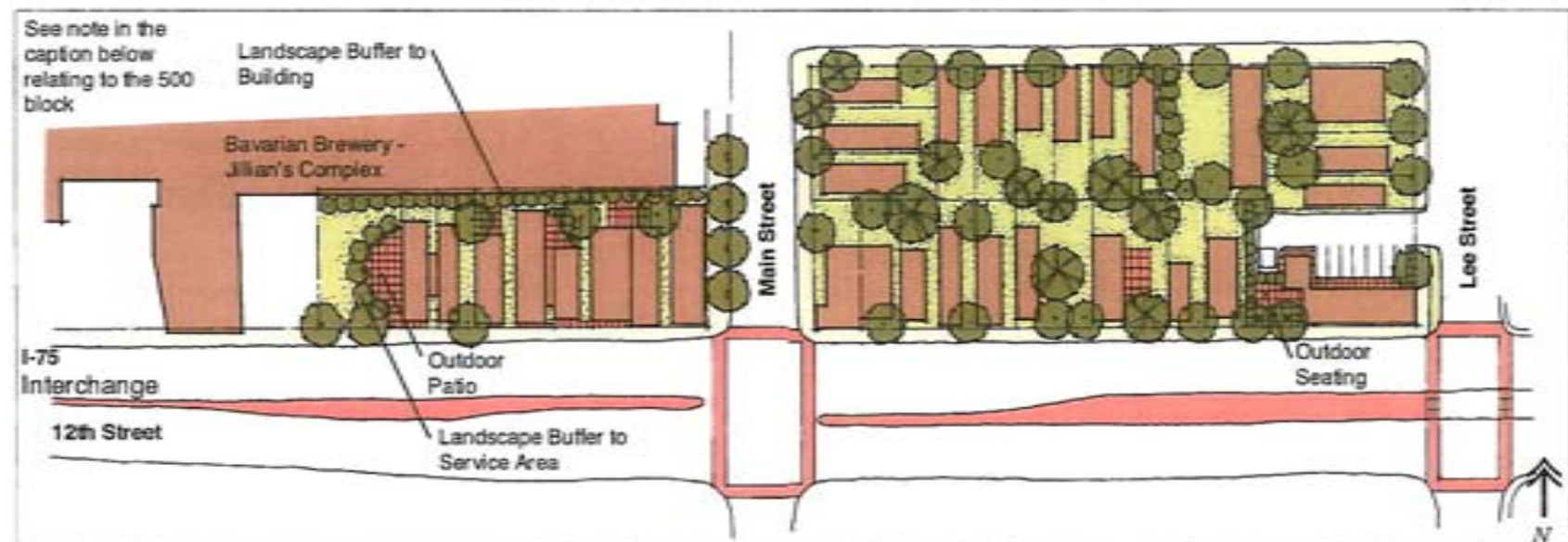
- Three new corner infill structures as part of the Redevelopment Plan and one historic building (1205 Lee Street) rehabilitated in place as part of the 106 Mitigation Process
- Off-street parking provided in both blocks
- Trees and park areas buffer parking from street edge

Potential development concept:

- Mixed use office/retail

Note: A Section 106 Review is a part of National Historic Preservation Act - a comprehensive program focused on preserving historical and cultural elements of the Nation. Section 106 requires Federal agencies to consider the effects of their actions on historic properties and provide Advisory Council on Historic Preservation time to comment on Federal projects before implementation.

Redevelopment Concept Plan - 500 and 400 Blocks - I-75 to Lee Street North Side



Note: The treatment of the buildings on the north side of the 500 block (516, 514, 512, 510, 508, 506, 504 & 502; next to the Jillian's complex) presents special challenges related to the location, access issues and the current appearance of the structures. A more detailed evaluation of options for both the short and long term future of the block needs to be considered in the implementation phase of the Redevelopment Plan. One approach recommending rehabilitation of the structures is illustrated above. However, an earlier plan, the Bavarian Brewery Redevelopment Project, Urban Renewal Plan, adopted in 1996, recommended this area may be used in the future for additional parking for the Bavarian Brewery redevelopment. The Urban Renewal Plan would take precedence over the rehabilitation scenario should the Jillian's complex be able to make use of additional parking on that site.

The north side of the 500 block is comprised of the Jillian's complex and a number of residential-scale structures. The redevelopment scenario illustrates potential conversion of these buildings to mixed use and provides buffering between the entertainment complex and the row of structures. A small outdoor patio and landscaping is provided at the west end of the row, which could provide outdoor seating for a restaurant or café.

The north side of the 400 block concept plan illustrates the existing structures, as well as a more formalized parking lot for the commercial structure at the corner of Lee and 12th Street.

500 and 400 Blocks – I-75 to Lee Street North Side

Features:

- Retaining existing structures
- Providing buffering to and from service areas and parking

Potential development concept:





- Mixed use office/retail

Redevelopment Concept Plan - 300 and 200 Blocks - Lee to Banklick, North and South Sides



An overview of the core of the study area, which includes the 300 and 200 blocks of 12th Street illustrates how the redevelopment plan concepts build upon the rehabilitated historic structures from the Section 106 process to create a strong new street edge for 12th Street. Buildings that would remain in place are shown in light tan. Buildings which are rehabilitated in place are shown in yellow. Relocated structures are in dark brown. New buildings are shown in brick red. Detailed descriptions of these studies, along with close-ups of the individual opportunity sites, are presented on the following pages.

Building Key:

-  Existing building, remains in place
-  Historic building, saved in place
-  Historic building, relocated
-  New building

A historic building will be relocated to the southeast corner of 12th and Lee and will be stabilized as a part of the State highway improvement project. This property can be offered as part of a redevelopment project for the 300 block of 12th Street.



300 Block – Lee Street to Holman Avenue South Side



The redevelopment concept for the block of 12th between Lee and Holman is to build on the existing and relocated structures while creating a redevelopment opportunity by closing Fisk Street between Watkins and 12th Street. Three large mixed use buildings are developed on the land gained by closing Fisk. These structures are centered around a small plaza and have pedestrian connections to 12th Street, parking and the surrounding neighborhood. Offstreet parking is shown along the two existing brick alleys which are accessed from Watkins and 12th Streets.

300 Block – Lee Street to Holman Street

Features:

- Closing Fisk Street to create a significant redevelopment site
- Relocated and rehabilitated existing structures (425 12th Street and 1201 Main Street from the Section 106

mitigation for the State highway improvement project)

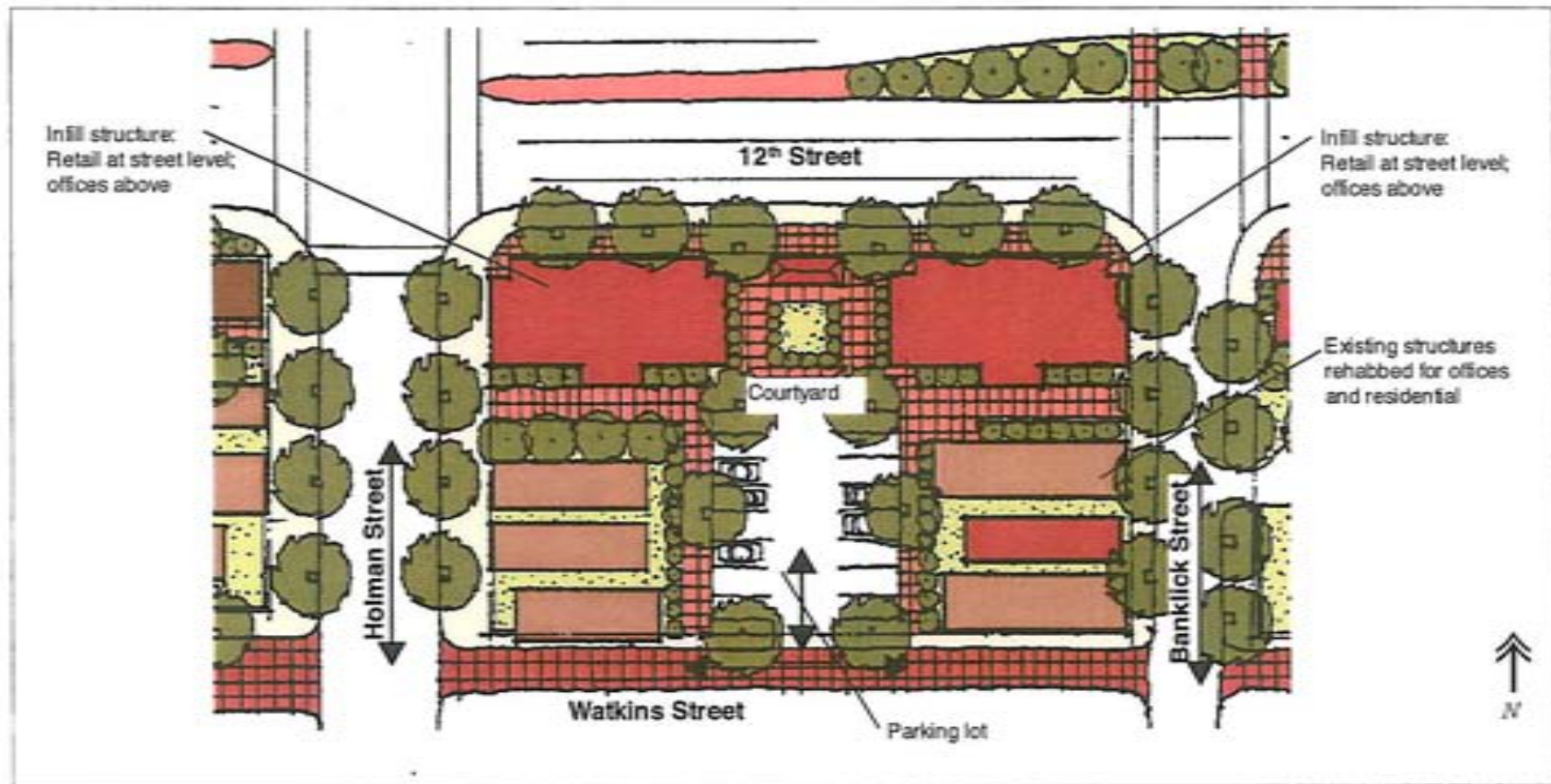
- Complex of new infill structures, centered around a plaza
- Parking provided off existing brick alleys

- Trees buffer development from street edge

Potential development concept

- Mixed use office/residential
- Restaurant/dining

200 Block – Holman Street to Banklick Street - South Side



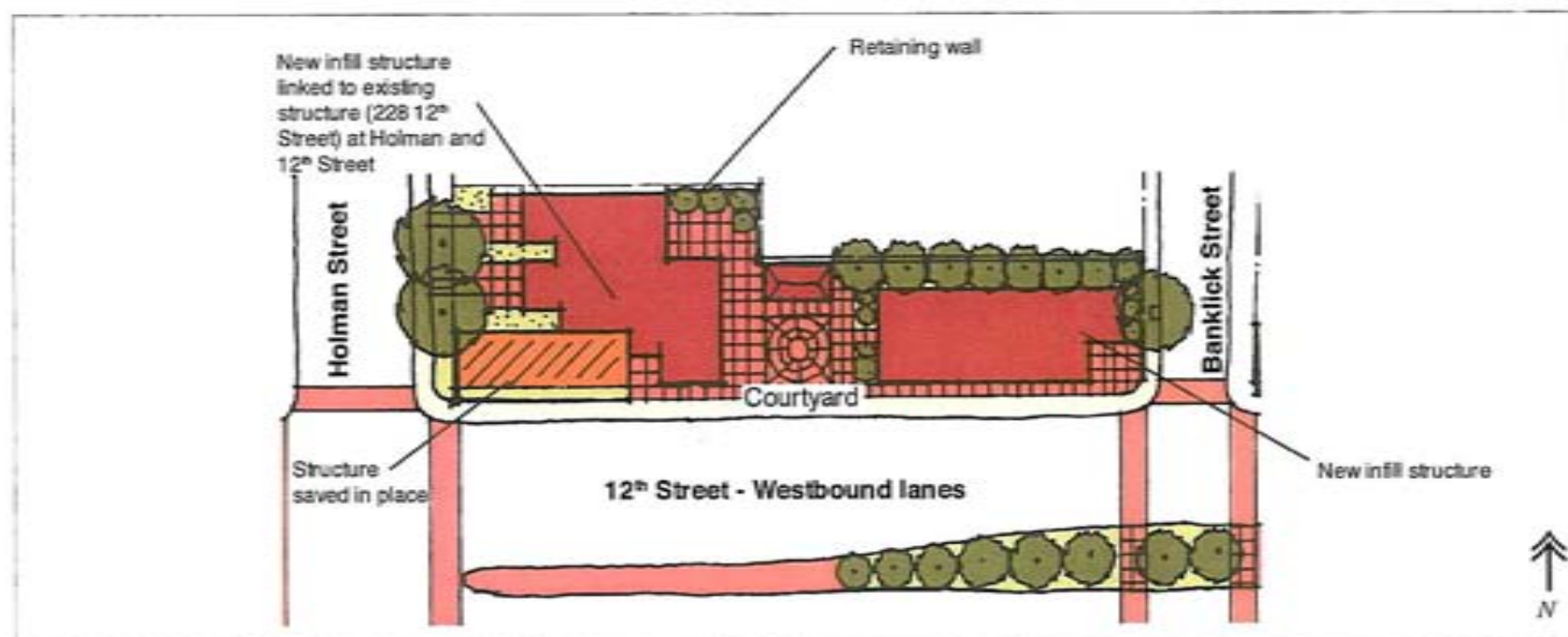
The block of 12th between Holman and Banklick where Ameristop is currently located, has potential for two mixed-use infill structures, which are linked by a plaza. Landscape elements buffer the site from the street edge and on-site parking in the middle of the block is accessed via Watkins.

200 Block – Holman Street to Banklick Street - South Side

Features:

- Redevelopment linked to parking lot accessed from Watkins Street, buffered by landscaping and plaza
- Plaza created along 12th Street between south side infill structures
- Mixed use with retail at the street edge and offices above
- Offices and residential uses in buildings closer to Watkins Street

200 Block – Holman Street to Banklick Street - North Side (Preservation Scenario)



The block of 12th between Holman and Banklick on the north side: In this scenario, a historic structure is rehabilitated (228 12th Street) and new, compatible infill is constructed. The 106 mitigation actions call for the existing structure at the northeast corner of 12th and Holman to be rehabilitated in place. This allows an opportunity to develop infill structures around the existing building. An elevator and exit stair are provided in a connector. (If a formal assessment, preservation of the corner building proves to be infeasible, that portion of the development could also be executed as new construction.)

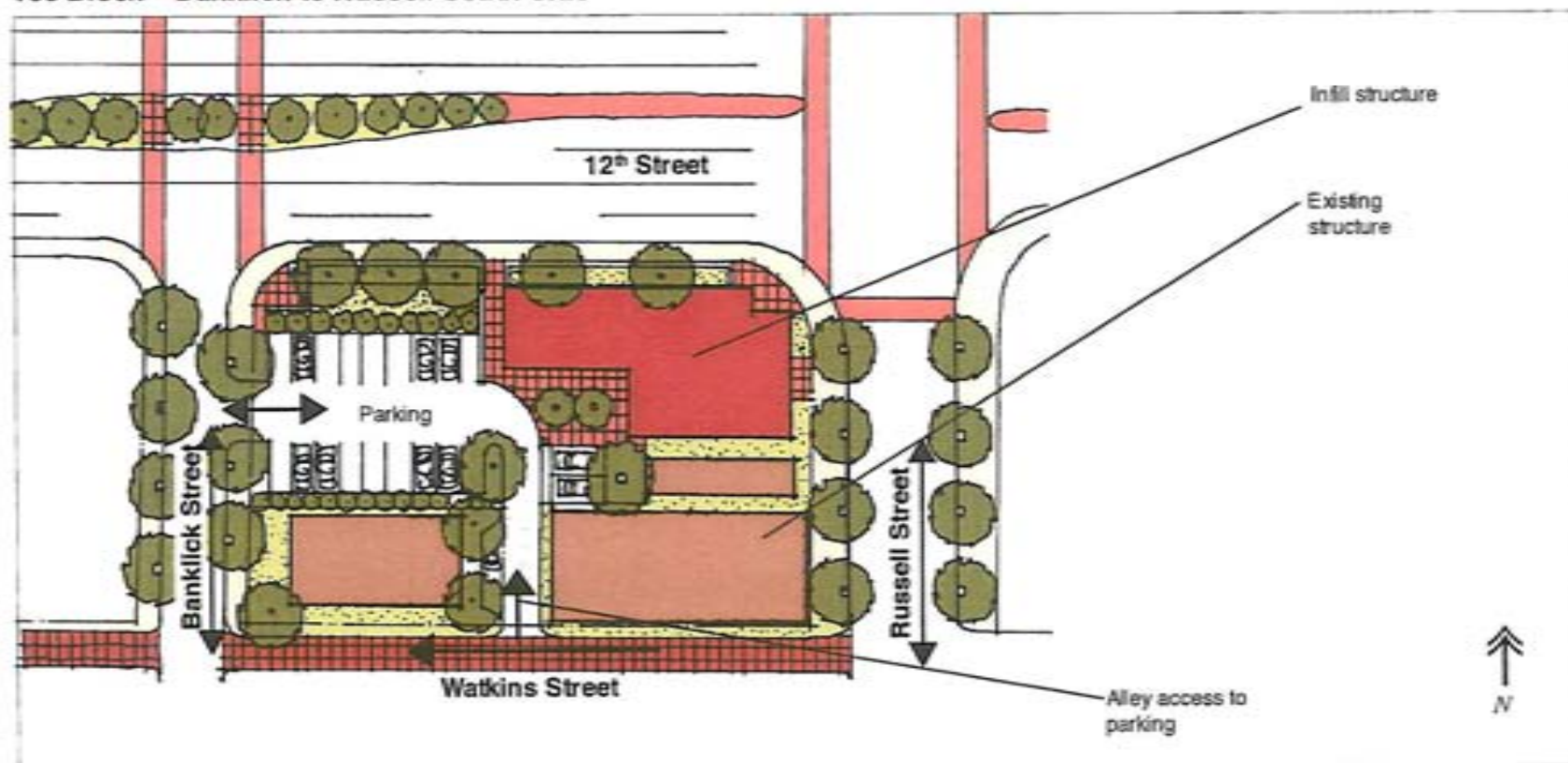
200 Block – Holman Street to Banklick Street - North Side (Preservation Scenario)

- North side redevelopment structures link existing structure (228 12th Street) rehabilitated through Section 106 Process; includes elevator providing ADA access to historic structure & rest of components
- Mid-block plaza provides an amenity for pedestrians

In this scenario, the building at the northwest corner of Holman and 12th Street would be rehabilitated. It would be connected to a new structure with a linking element. This would house elevators and stairs.



100 Block – Banklick to Russell South Side



Redevelopment in the block between Banklick and Russell is envisioned in the remnant land on the southeast corner of 12th and Russell Streets. Parking is provided to the side of the building and is accessed from the alley and off of Banklick Street. Ornamental trees are planted along the 12th Street edge to provide visual interest to pedestrians and to buffer the structures from traffic. The infill structures augment the existing structures and provide a strong street edge.

100 Block – Banklick Street to Russell Street

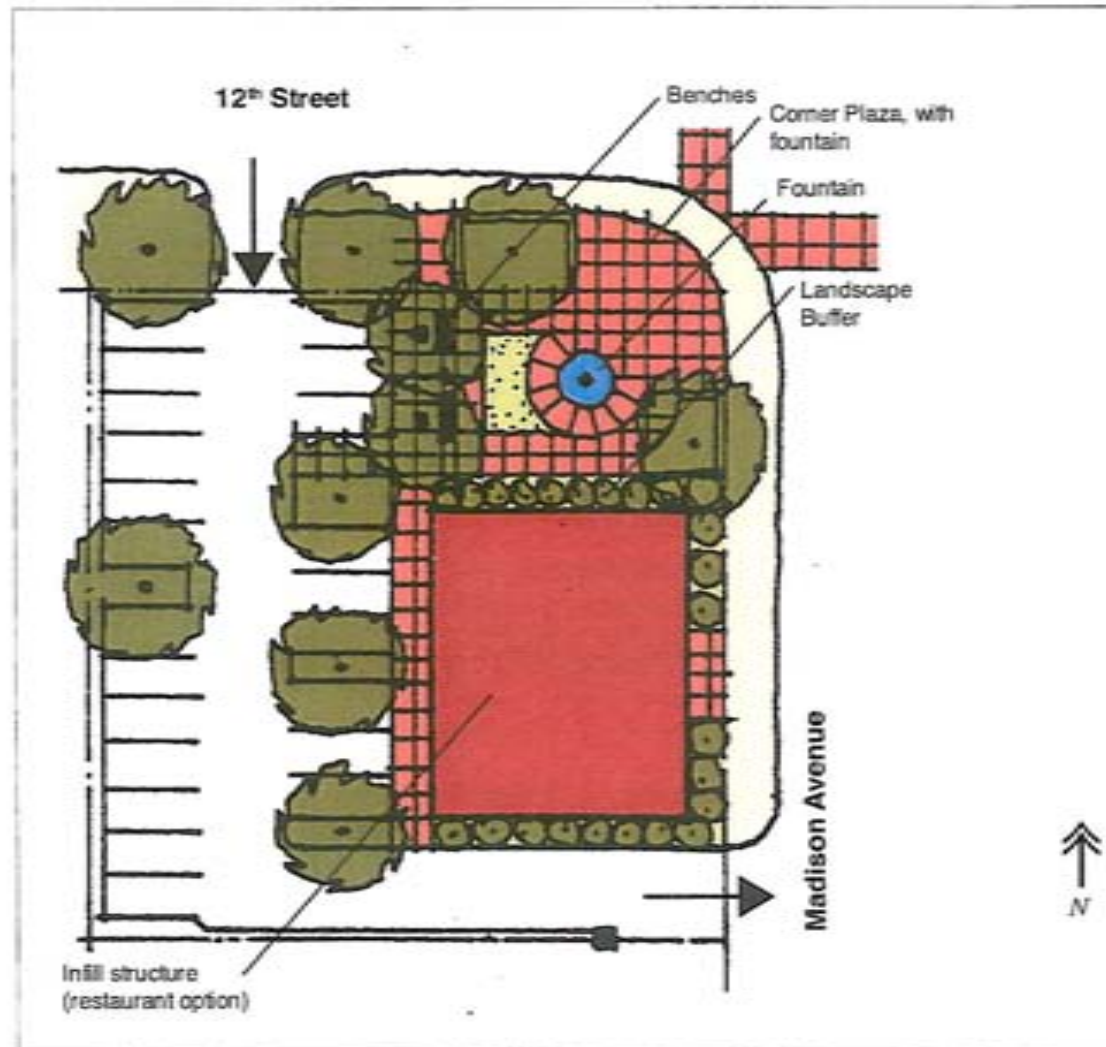
Features:

- New infill faces 12th Street
- Parking off alley accessed from Watkins Street
- Mixed use buffers residential structures from 12th Street

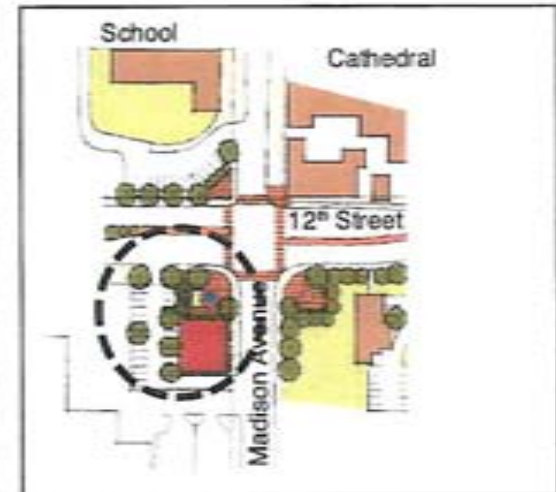
Potential development concept:

- Mixed-use structures

Madison & 12th southwest corner



The redevelopment concept for the southwest corner of 12th and Madison is to create a small corner park and a local service restaurant. The corner park would provide seating to allow visitors a view of the Cathedral Basilica. A water feature would be provided to buffer street noise, while trees and other landscape elements would frame the views and buffer the rear of the park from the restaurant, while allowing restaurant patrons to gain access to the park.



Corner plaza location

100 East Block – Madison & 12th southwest corner

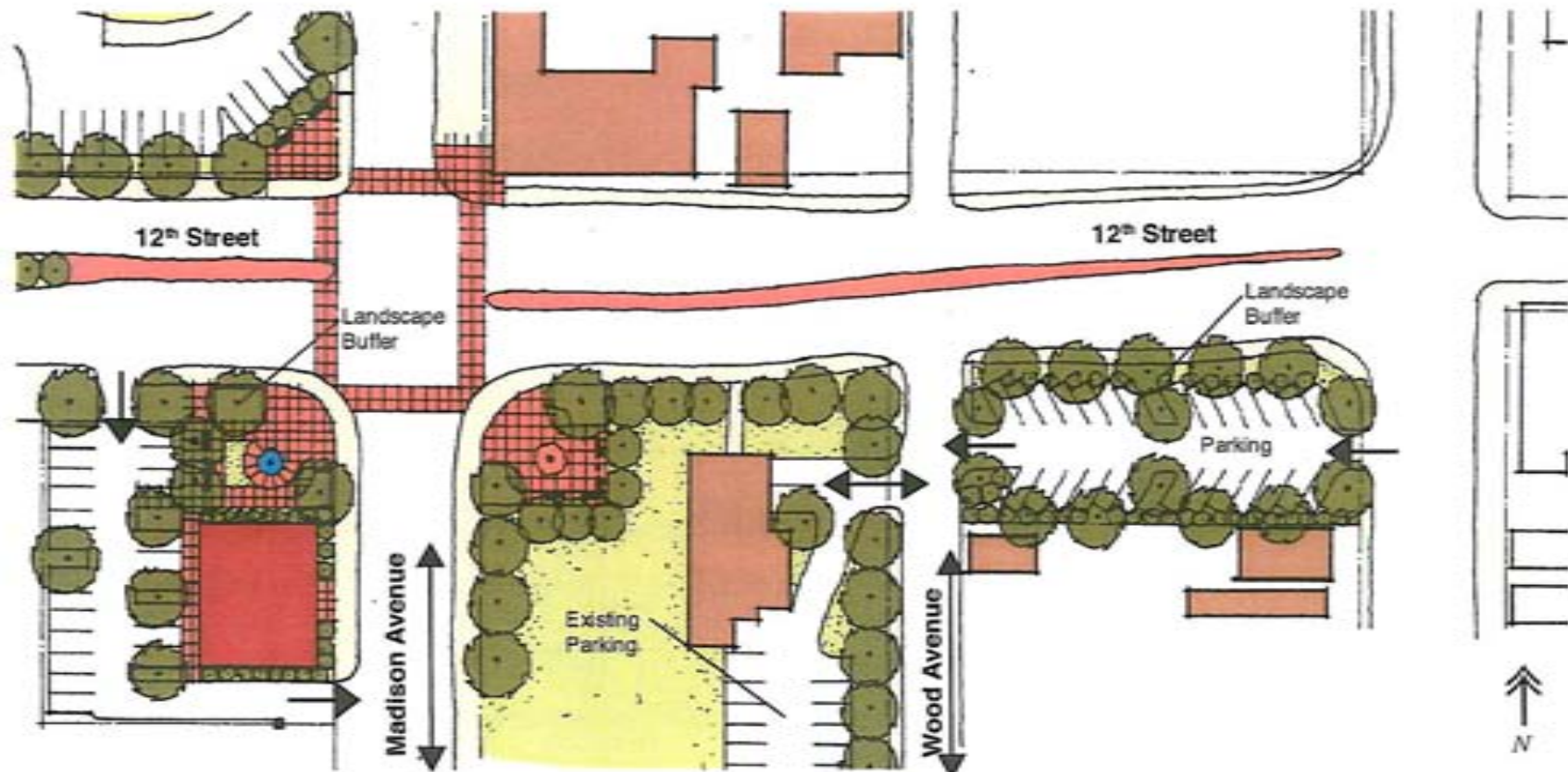
Features:

- Park at corner provides opportunity to view Cathedral Basilica and a refuge from the street
- New infill structure has access from 12th Street and Madison Avenue

Potential development concept:

- Restaurant or other service-oriented facility

Madison to Scott – South Side



The intersection of 12th and Madison is envisioned as an entry gateway to the 12th Street Corridor and to the Cathedral Basilica complex. Complementing the redevelopment at the southwest corner of 12th and Madison, an additional small corner plaza is located on the southeast corner. In the block between Wood and Scott Street parking is provided to allow for visitors to access the Cathedral complex and the 12th Street Corridor.

100 - 200 East Block – Madison to Scott Street – South Side

Features:

- Park at southwest corner provides additional opportunities to view Cathedral Basilica and a refuge from the street
- Centro de Armistad maintains existing parking area
- Additional parking created along the south side of the block between Wood and Scott; lot is buffered from the street edge and residential properties to rear

Madison to Scott – North Side



The north side of 12th and Madison is home to the Cathedral Basilica complex.

100 - 200 East Block – Madison to Scott Street – North Side

Features:

- Rezone block bound by Madison Avenue, 12th Street, 11th Street and Scott Street to Institutional (INST)
- Encourage expansion of institutional uses in this entire block
- Existing institutional uses in this block are Cathedral Basilica, Howard Hall and Covington Latin

III. Implementation

The successful implementation of the concepts presented in the Redevelopment Plan requires a coordinated effort between public and private entities. Economic development and revitalization of the study area will require vision, investment and commitment from a broad base within the City — private citizens, public officials and many City departments.

Existing regulations and funding may not support desired redevelopment opportunities; however, there is potential to provide regulatory support, to encourage appropriate private development of infill sites and to access additional funding for infill development and other associated projects.

Use of the Redevelopment Plan

The Redevelopment Plan should serve as a policy document to guide physical design and physical improvements within the study area. It should be adopted by the City.

Administration of the Plan

A variety of City departments and commissions should consult the plan when preparing work programs in the downtown, as well as when reviewing proposals by others. In addition, the partnership should use the document to plan its work development program.

Adoption of the Plan

Several actions must occur prior to Covington City Commission adoption of the 12th Street Corridor Redevelopment Plan, pursuant to KRS 99.370. These actions are outlined below.

1. The Covington City Commission must authorize forwarding the 12th Street Corridor Redevelopment Plan to the Northern Kentucky Area Planning Commission (NKAPC) staff.
2. NKAPC staff must review the plan, and make a recommendation to the Kenton County Planning Commission (KCPC). The staff and KCPC must schedule and hold a public hearing to obtain citizen input into the Plan.
3. At the public hearing, the KCPC will state their finding that the plan is consistent or inconsistent with the Comprehensive Plan, pursuant to KRS 99.370.
4. Following the public hearing, the Covington City Commission must approve the Plan, in accordance with the Kentucky Revised Statutes 99.370.

Implementation Coordination

While many individual staff and commission members will have opportunities to implement

individual elements of the plan, it is important that one office be responsible for monitoring overall implementation and for coordinating various work efforts. The City Manager's office should have this responsibility.

Development Facilitation

There is also a need for a person who will assist others in developing projects that fit with the concepts of the plan. A development facilitator, or ombudsman, should be designated for this role. They would work with property owners to help guide appropriate projects through the review and permitting processes of the City. This may be a City staff person, perhaps in the Office of Economic Development, or it could be a position housed in a downtown organization.

A Strategy for Implementation

A key concept is that the community should use a bilateral approach for implementing the recommendations contained in the Plan: it should be both proactive and responsive. The community should follow the priorities presented in this chapter, which provide some scheduling for implementing specific plan recommendations. At the same time, they should be poised to modify strategies to respond to projects that may be proposed by private developers. Also, the City should coordinate its

planned actions with the work of the roadway project and other City departments and be ready to refine its schedule to be responsive to the activities of others.

For example, if Public Works plans to construct new curbs and repair sidewalks along a section of a street, then the intersection improvements recommended in this plan should occur at the same time.

In essence, implementation should proceed in the order recommended in the plan and yet the schedule should remain flexible to accommodate changing conditions, especially where opportunities to share construction costs and administration arise. In order to help the community execute refinements in the implementation schedule in an orderly manner, a series of prioritization criteria is presented later in this paper. These can be applied when such changing conditions merit.

Legal Tools

Current zoning in the study area does not provide any option for mixed use developments. The City is in the process of a Zoning Code rewrite that may provide new regulations or opportunities for the study area. Much of the developable land along 12th Street is envisioned as mixed use, with retail and office space at the street level and residential units above.

General design guidelines are currently referenced in Covington's zoning ordinance § 158.224 (see page 26). Specific design guide-

lines for Twelfth Street are on pages 26 and 27, and in Appendix E, herein. These guidelines would serve to help the City guide and regulate appropriate development concepts.

Funding Mechanisms

The urban design improvements recommended in this plan are ambitious, and a concerted effort on the part of downtown organizations, the City of Covington, its residents and business and property owners is needed to realize their completion. To do so, a series of funding mechanisms must be employed. These sources should be used:

Community Development Block Grants

Community development block grant could provide Covington with annual grants for neighborhood revitalization, expansion of economic opportunities, and improvements to community facilities and services, especially to benefit low- and moderate-income groups. These grants can be used as a community sees best as long as the projects (1) benefit low- and moderate-income persons; (2) prevent or eliminate slums or blight; or (3) meet other urgent community development needs.

Typically, grants are used to fund projects such as:

- Acquiring or assembling property for public purposes.
- Reconstructing or rehabilitating housing and other property.

- Building public facilities and improvements, such as streets, sidewalks, sewers and water systems
- Assisting for-profit businesses for special economic development activities.
- Carrying out crime reduction initiatives
- Assisting low-income homebuyers
- Enforcing local building codes to reverse housing deterioration and other signs of blight.
- Paying for planning and administrative expenses, such as costs related to developing a Consolidated Plan and managing grant funds.

Capital Improvement Projects Fund

Each year, the City may allocate a portion of its Capital Improvements Program (CIP) budget toward implementation of public-sector improvements. These funds come from the City's general fund. Work in the right-of-way, especially streetscape improvement, is a good example.

It is best suited for projects that can be completed within a single year or that can be phased without a multi-year commitment. For example, a limited portion of sidewalks may be constructed each year, or a fixed number of street furnishings may be acquired annually. These funds are well-suited for improvements that benefit the community at large.

This tool is especially useful for projects that must move quickly. It does require establishing some projects within the annual CIP plan. Wayfinding systems and signage improve-

ments are appropriate types of projects. In addition, these funds could be used for the improvements to and addition of parking areas.

Recommended application of CIP funds:

- Streetscape improvements
- Signage & wayfinding
- Parking

Special Improvement District

A Special Improvement District may be used for some key public works projects. In a Special Improvement District, a group of properties is defined that will be assessed a designated amount for a specific time period in order to fund improvements. Bonds may be issued based on the assessment's income stream, which allows a large project to be constructed in one stage; therefore, this tool is often an attractive way to fund major improvements. Such districts are often used to construct sidewalks and related streetscape improvements in a downtown area. The advantage is that this can accelerate construction of improvements that would otherwise have to wait for a CIP allocation. It also engages those who will benefit most directly in funding the improvements.

A Special Improvement District can be established only when there is agreement of the majority of the property owners that will be assessed. To do so, property owners must recognize benefits to their properties and businesses in order to support construction of the proposed improvements; the property

owners therefore perceive that there is the promise of a reasonable benefit from their investment. (Note that local governments can also participate in Special Improvement Districts as property owners.) This tool also can be used to fund maintenance of improvements.

Recommended application of SID funds:

- Streetscape improvements
- Wayfinding

General Obligation Bonds

General obligation bonds commit a portion of the City's annual income stream to designated projects. In Covington, the City would commit a portion of sales tax revenues to a designated project. Bonds are then issued for the work, based on the projected revenues. The issuance of bonds is approved by City-wide election and is best suited for projects that provide general public benefit. This approach spreads the costs of improvements over a wider population and can speed up implementation schedules. For example, funding for a library, a civic center, or support for a convention center could be provided from general obligation bonds.

Recommended application of General Obligation Bonds:

- to be determined

Grants

In some cases, foundations and public agencies may provide funding to assist with projects. Federal and state agency funding,

for example, may be available for economic development projects, as well as development of certain types of housing products.

Other, smaller grants may help with installation of public art and construction of small parks.

Recommended application of grants:

- Incubator space for start-up businesses
- Special housing types (e.g. affordable, seniors)

Private Funds

Finally, some improvements are best suited for funding directly by private sources. Landscaping of private parking lots and construction of new commercial and residential buildings are examples. In some cases, private sources also may purchase individual street furnishings and install them on or near private properties.

Prioritization Criteria

Recommendations for phasing of improvements are made in a later section of this appendix. However, they should be considered to be dynamic and should be changed in response to plans and projects by other agencies and individuals that may present opportunities to combine efforts and maximize benefits.

In general, the community should set a high priority on an improvement when it can help support private development that is consis-

tent with the vision and economic development goals of the 12th Street Corridor.

However, there will still be times when decision-makers need to reassess the priority of a recommended action or one of the tasks necessary to implement it. When this occurs, the community should use the following criteria. Projects that meet several of the criteria should be given the highest priority for near-term implementation.

Financing Criteria

1. The project will **generate funds** to cover portions of development costs. (For example, resulting uses will generate rental income or sales tax revenues.)
2. The project will **leverage investment from other sources**. (For example, property owners will finance a portion of landscape improvement costs through an assessment program.)
3. Grant **funds are available** to cover portions of development costs.
4. The project fits within a larger capital improvement project, such that **cost savings will be realized**. (For example, alleys could be improved when a street is to be repaved.)
5. Funding for **maintenance of the improvement is provided**. (This is an important consideration for streetscape, gateways and parks improvements.)

Location Criteria

6. The project is **located in a focus area** of 12th Street. The high priority areas are:
 - See Prioritization Categories on next page
7. The project will have **high public visibility**. (For example, a project visible at 12th and Madison or other major public right-of-way).

Ownership and Project Control Criteria

8. The project is **under the appropriate ownership** or control.
9. The project ownership or **control can be acquired with reasonable effort**.

Public Benefits Criteria

10. The project will **provide a direct benefit to local residents**. (For example, a new park or public building.)
11. The project will **serve multiple users or interest groups**. (For example, an outdoor plaza that may be used by local residents as well as visitors and that may be used for festivals.)

Relationship to Other Projects Criteria

12. The project will **connect to existing public improvements**. (For example, extension of an existing sidewalk into adjoining blocks.)
 13. The project will **enhance existing improvements** and will not cause other desired improvements to become obsolete.
 14. The project provides **opportunities to connect with other future public improvements**. (For example, a gateway that can later serve as a trail head for a river connection)
 15. The project will **function well upon its completion** and later phases of construction are not required for this phase to perform adequately.
- ### Compliance with Community Plans and Administration
16. The project will **help to accomplish broader goals** of the community.
 17. The project **fits within work plans** of downtown organizations and City staff.
 18. **Adequate administrative management is available** for the project.

Stages of Implementation

Based on consideration of the prioritization criteria described previously, the stages of implementation are as follows:

Years 1 – 2

The steps should be implemented as soon as possible, they are the highest priority. Many of these are items that must be set in place before other later projects can be accomplished. (Generally scheduled for years 1 – 2 of implementation.)

- Adopt 12th Street Corridor Redevelopment Plan
- Coordinate streetscape plan with State's highway widening project
- Coordinate initial land parcel assembly with Kentucky Department of Transportation and private land owners
- Secure funding for rehabilitation grants

Years 2 – 4

These are also of high priority, but usually require more ground work to accomplish. This is the anticipated time frame of the construction of the State's highway widening project. (Generally scheduled for years 2 – 4 of implementation.)

- Complete streetscape construction (in addition to that provided by Kentucky Department of Transportation)
- Complete land parcel assembly for redevelopment projects

- Negotiate with a private developer(s) and individuals for highest priority blocks; these blocks include 500 Block north, between I-75 and Main Street and the 300 block between Lee Street and Holman Street
- Coordinate construction and development on model blocks; 500 Block north, between I-75 and Main Street and the 300 block of 12th Street between Lee Street and Holman Street
- Award first individual rehabilitation grants

Years 3 – 5

These are projects that require more ground work, fund-raising and coordination with other groups. (Generally scheduled for years 3 – 5 of implementation.)

- Coordinate construction and development on second phase of model blocks; 400 Block, between Main Street and Lee Street and the west portion of the 200 block between Holman Street and Banklick Street
- Implement wayfinding system
- Coordinate Cathedral Basilica gateway project
- Implement I-75 gateway improvements
- Continue awarding individual rehabilitation grants

For a detailed explanation of recommendation actions within the named priority blocks see the Redevelopment Concept Plan section, pages 36-46.

Years 5 – 10

These are more complex projects, and those that require that a strong market be established first. They also include later phases of special projects of systems improvements that may have been initiated in early stages. (Generally scheduled for years 5-10 of implementation.)

- Coordinate construction and development on third phase of model blocks; 500 Block south, between I-75 and Main Street and the east portion of the 200 block between Banklick Street and Russell Street
- Provide additional individual rehabilitation grants

Years 10 – 15

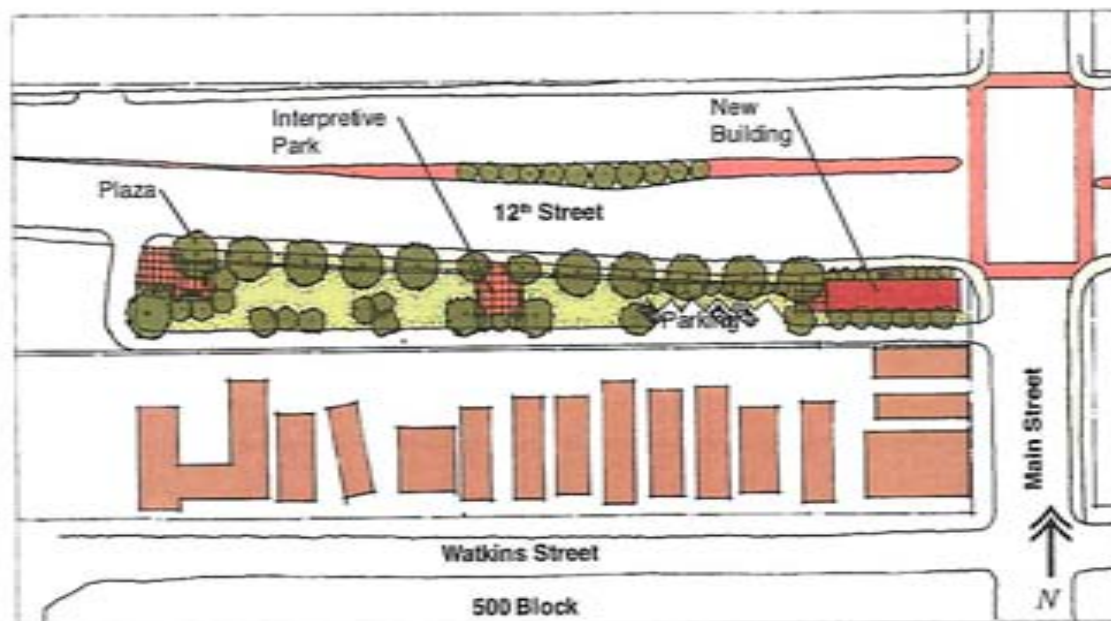
These are long-range projects, final phases of staged improvements, and more complex undertakings. Some are feasible only when market conditions are in place to support them. (Generally scheduled for years 10-15 of implementation.)

- Continue rehabilitation grant programs
- Encourage rehabilitation and adaptive reuse along 12th Street and in the surrounding neighborhood

IV. Appendix A

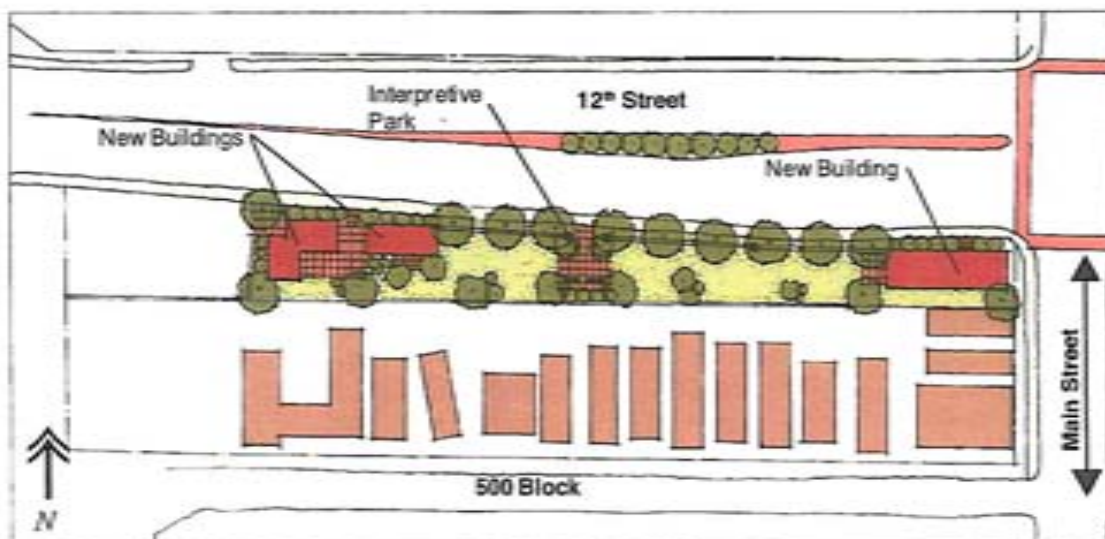
Alternate development concepts

This section includes a range of alternate development concepts that were evaluated and included as part of the workshop exercise during the public meeting process. Some of these concepts contain elements that are found in the preferred alternative, while others serve as a means of illustrating non preferred redevelopment scenarios.



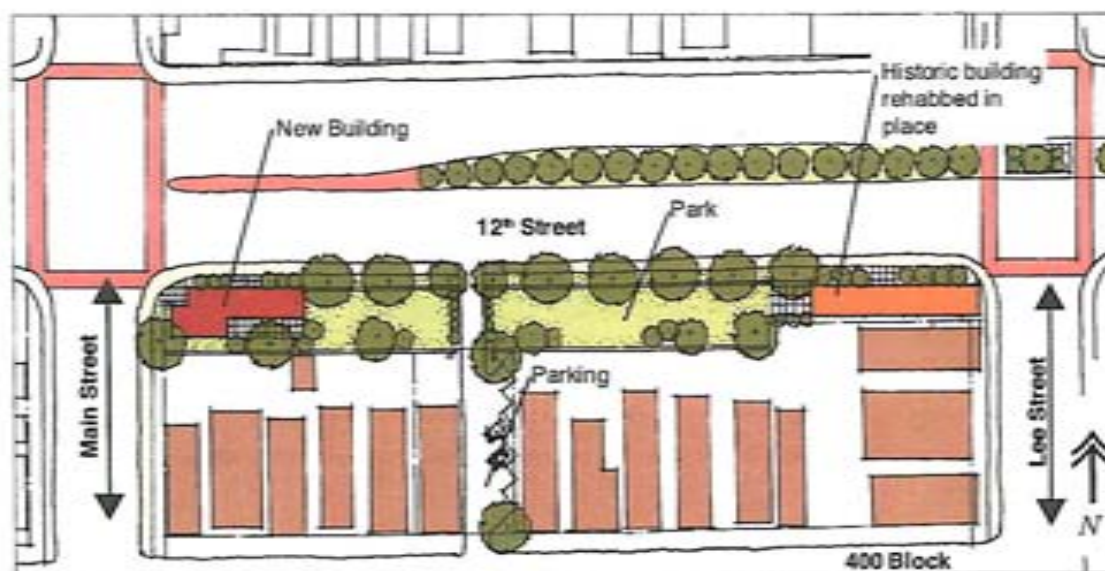
500 Block - I-75 to Main - A

This sketch plan illustrates construction of one new building in the 500 block of 12th Street. It is located at the Southwest corner of 12th and Main Streets. In this scenario, some on-site parking is also provided, by creating a one-way drive. This is accessed from Main Street, with a "right-out only" exit directly onto 12th Street. The redevelopment site is located at one end of an interpretive park which is provided through the Section 106 mitigation actions.



500 Block – I-75 to Main – B

This sketch plan illustrates construction of three new buildings in the 500 block of 12th Street. One is located at the southwest corner of 12th and Main Streets. Two more are clustered around a plaza located mid-block, to the west. No on-site parking is provided in this scenario; on-street parking is available. The redevelopment sites are located at either end of an interpretive park which is provided through the Section 106 mitigation actions.

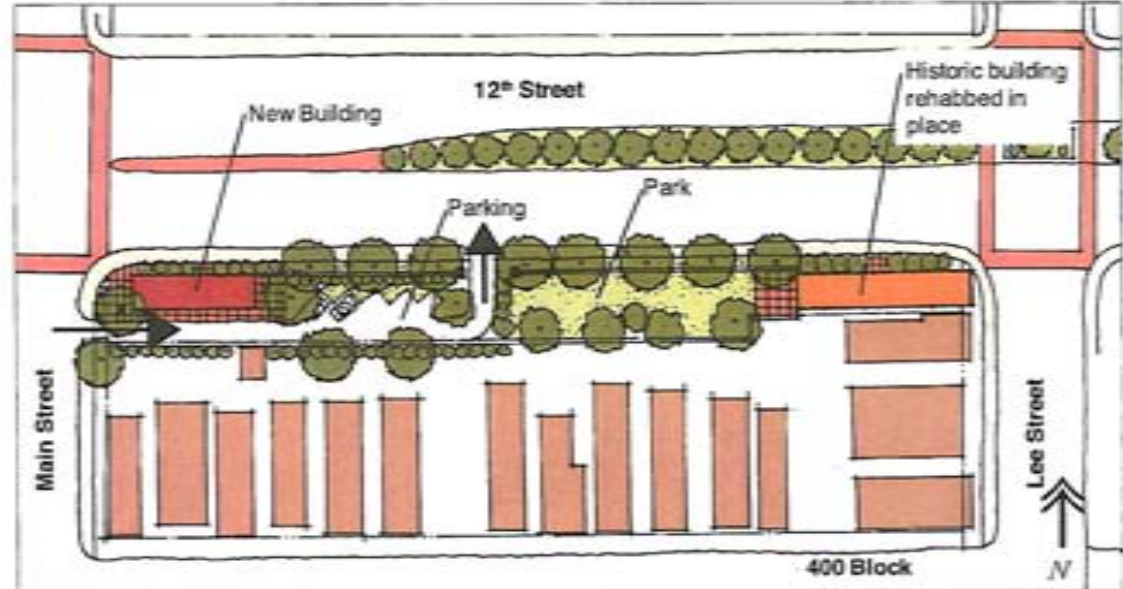


400 Block – Main to Lee – A

One alternative for the 400 block illustrates one new building and one existing historic building rehabbed in place as part of the Section 106 process. Offstreet parking is provided by a one-way drive with entry on Watkins Street and exit onto Main. A landscaped park area is shown between the two buildings providing a buffer from the street and a pedestrian access route between 12th Street and the parking area.

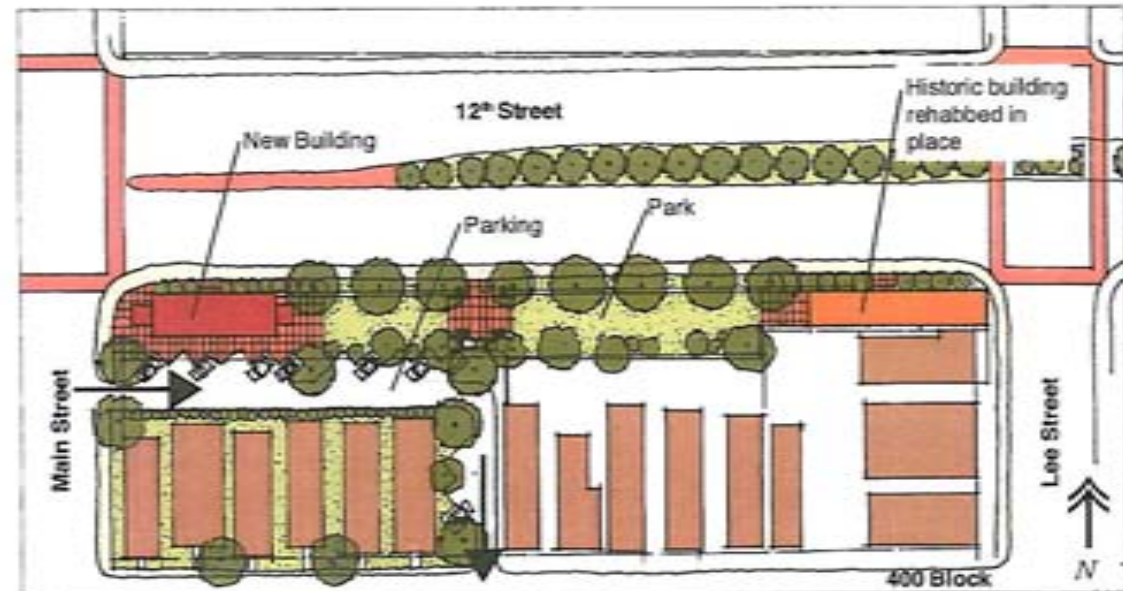
400 Block – Main to Lee – B

Another alternative in the 400 block shows one new building on the corner of Main and 12th Street and one existing historic building rehabbed in place at the corner of Lee, as part of the Section 106 process. Offstreet parking (5 spaces) is provided by a one-way drive with entry on Main Street and exit onto Watkins. The landscaped park area between the two buildings buffers the parking from the street edge and allows for pedestrian access to the parking area.

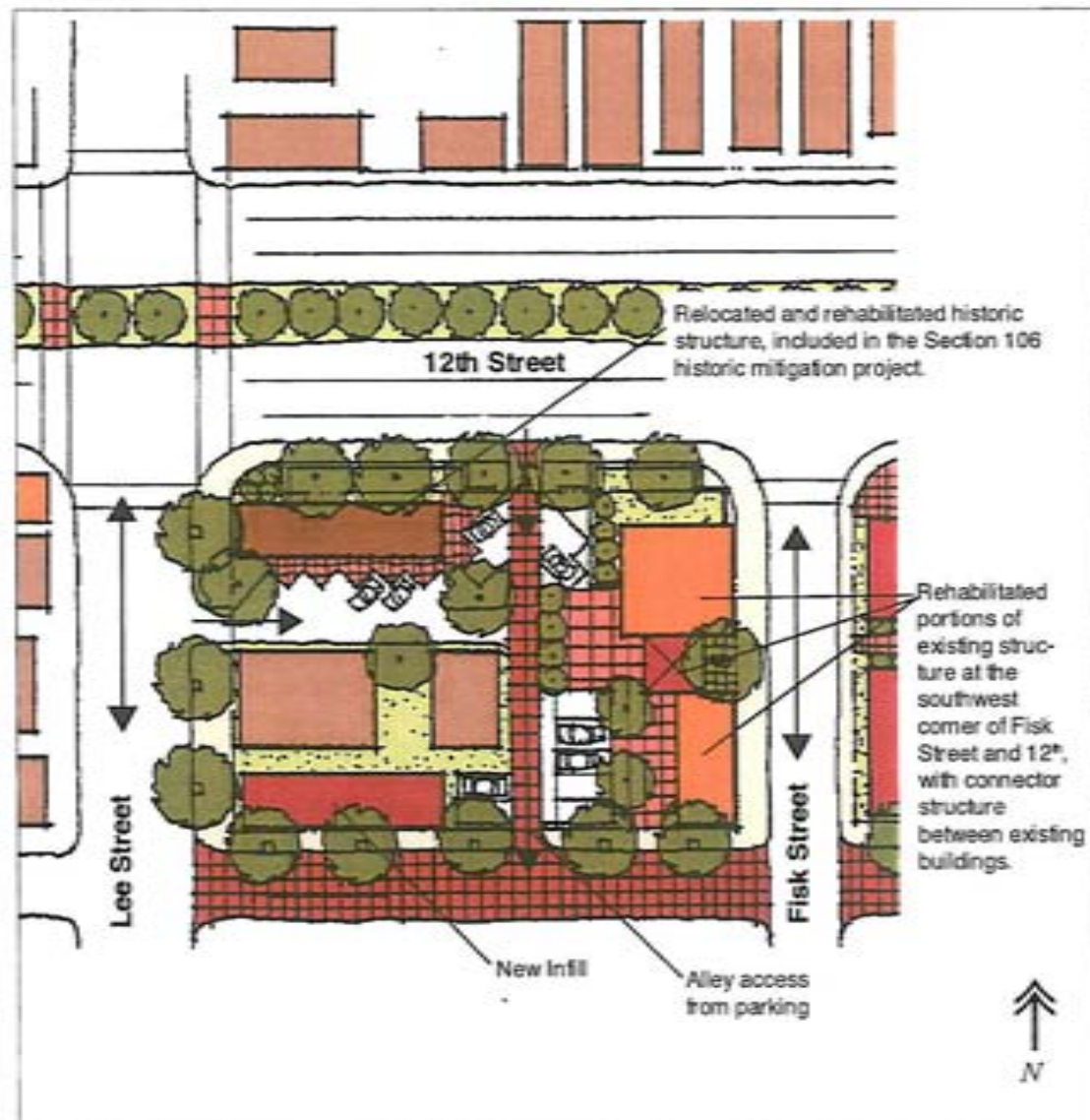


400 Block – Main to Lee – C

The final alternative for the 400 block illustrates one new building and one existing historic building rehabbed in place as part of the Section 106 process. Fourteen offstreet parking spaces are provided by a one-way drive with entry on Main Street and exit onto Watkins. A landscaped park with a small plaza is shown between the two buildings providing a buffer from the street and a pedestrian access route between 12th Street and the parking area.



300 Block – Lee Street to Fisk Street



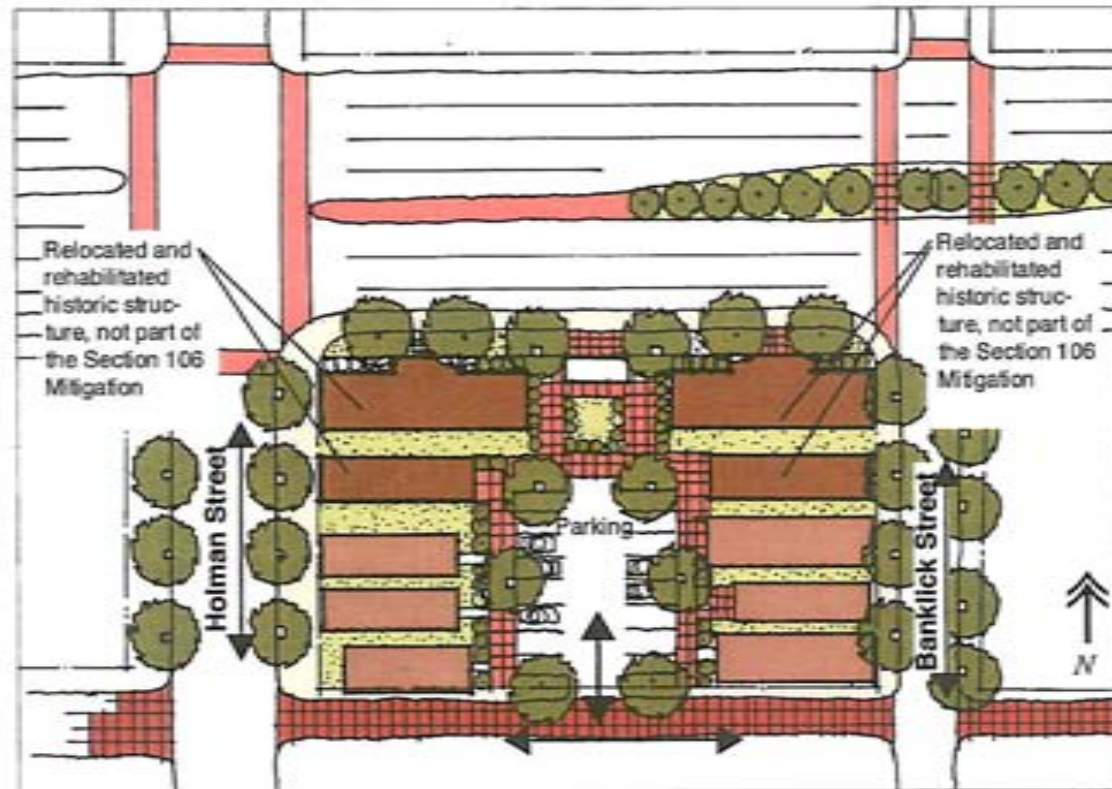
The redevelopment concept for the block of 12th between Lee and Fisk is to build on the existing and relocated structures. In addition to the relocated structure from the 106 mitigation at the southeast corner of Lee and 12th, two brick portions of the structure along the west side of Fisk are rehabilitated in place. A connector structure between the two remnant buildings could house an elevator. Parking is shown along the brick alley which is accessed from Watkins and 12th Streets.

300 Block – Fisk Street to Holman Street

The block of 12th between Fisk and Holman provides opportunity for infill development along the east side of Fisk. The infill structures are shown with parking along the alley and a buffer of trees along the 12th Street side. The structure seen at the southwest corner of 12th and Holman is a relocated structure that is part of the 106 mitigation process.

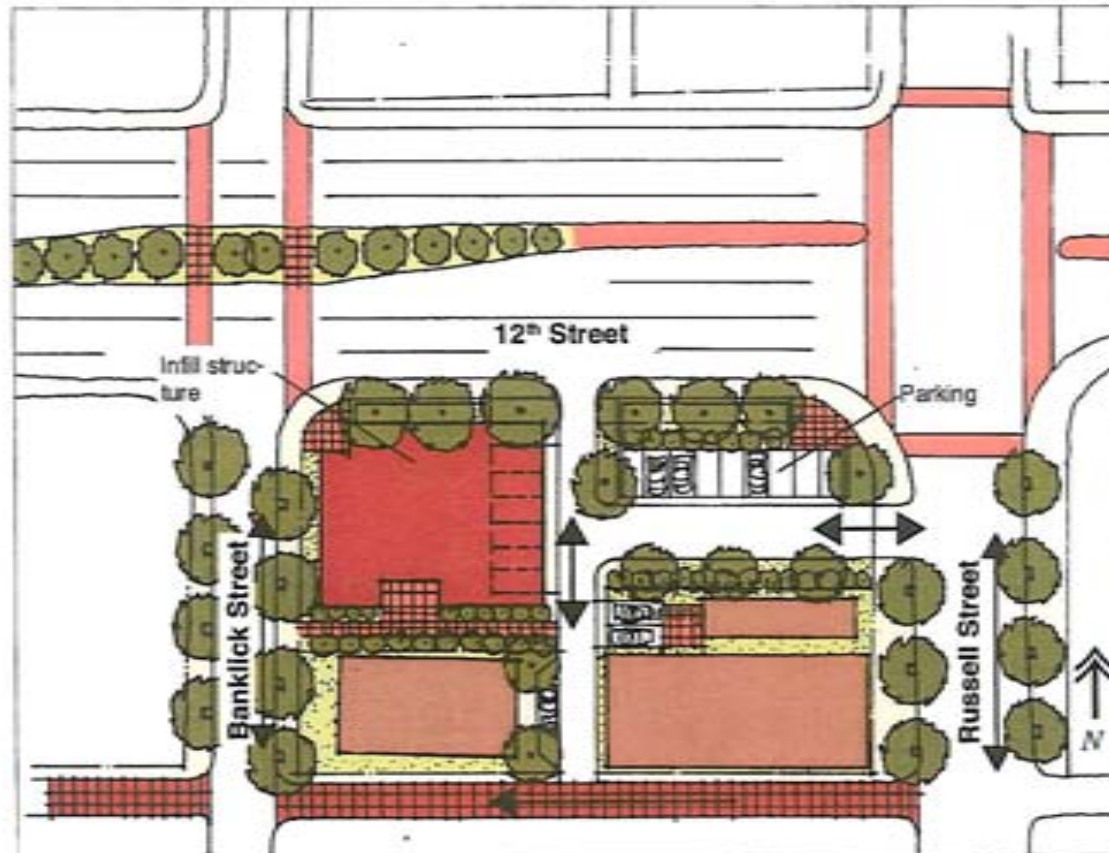


200 Block – Holman to Banklick



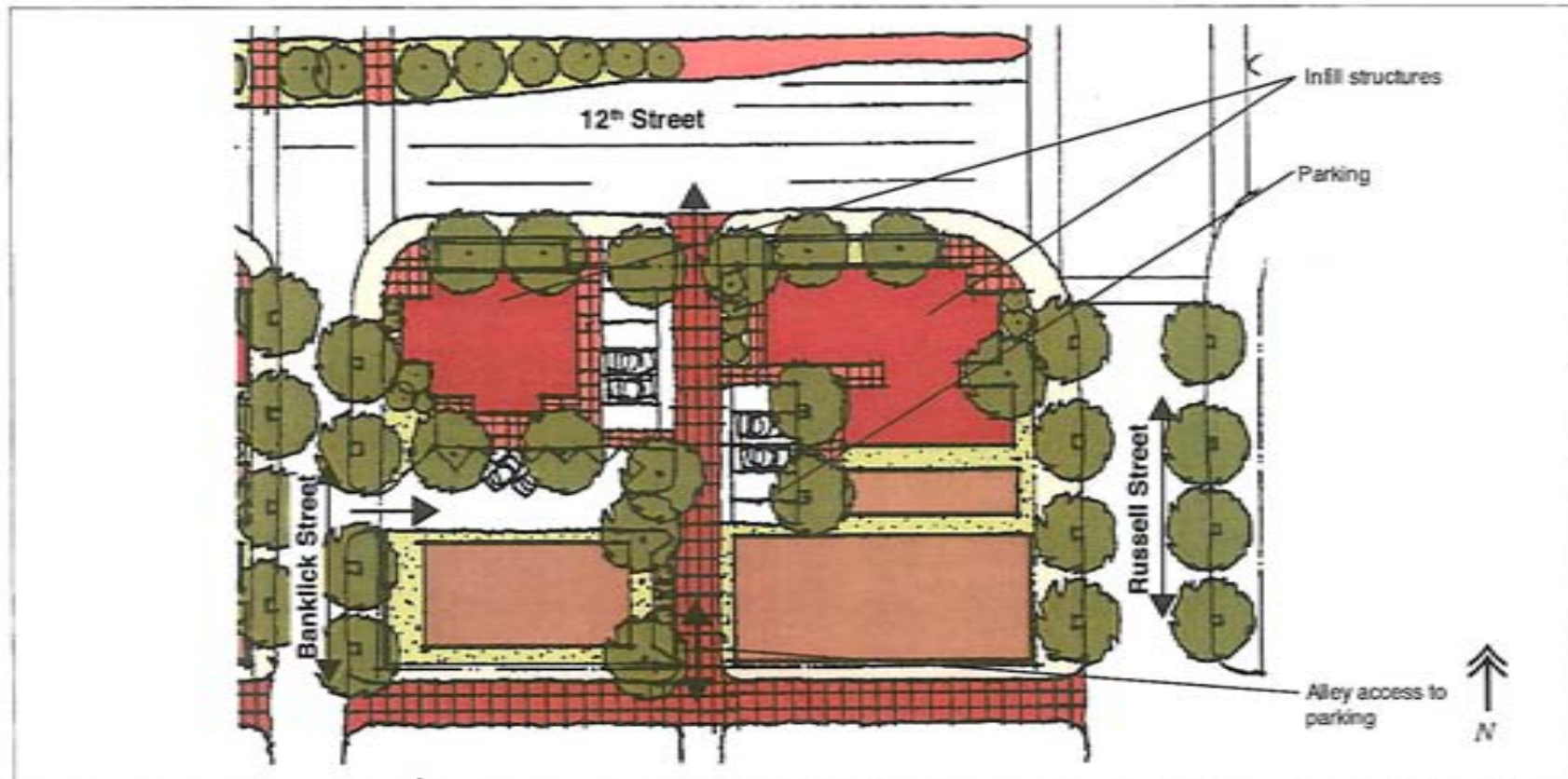
The block of 12th between Holman and Banklick where Ameristop and Speedway are currently located, has potential to accommodate four relocated and rehabilitated historic structures. These structures are linked by a plaza and would accommodate a mixed uses, such as professional offices, retail and residential. Landscape elements buffer the site from the street edge and on-site parking is located in the middle of the block, accessed via Watkins.

100 Block – Banklick to Russell – A



This scenario focuses the redevelopment between Banklick and Russell at the southwest corner of Banklick and 12th Street. Parking is provided on-site at the corner of Russell and 12th Streets and under an overhang in the structure. Landscape elements buffer the parking area from the street edge.

100 Block – Banklick to Russell – B



Redevelopment in the block between Banklick and Russell is envisioned in the remnant land on the south side of 12th Street. Parking is provided behind the buildings and is accessed from the alley and off of Banklick Street. Ornamental trees are planted along the 12th Street edge to provide visual interest to pedestrians and to buffer the structures from traffic. The infill structures augment the existing structures and provide a strong street edge.

Appendix B

Project Costs

Through the Section 106 process of the State highway improvement project, cost estimates were created to assess the scale of the mitigation actions and streetscape reconstruction projects to 12th Street Corridor.

The current budget for this project is:

- \$7,000,000 for Right of Way Acquisition
- \$1,140,000 for Utility Relocation
- \$6,500,000 for Construction

**Covington KY1120 (12th St.) Updated Preservation Strategy Estimates
Comprehensive Costs Limited to 4 Structures - Revised May 1, 2003**

Base Preservation Concept - 106 Mitigation Structures

Treatment	Site	Sq. Footage	Cost per Sq./ Ft	Exterior Rehab Costs	Moving Estimate	Total per building
Preserve in Original Foundation	1205 Lee St.	2,700	\$17	\$45,000		\$45,000
	228 12th St.	2,500	\$32	\$80,000		\$80,000
Relocate to a Corner Lot	425 12th St.	2,700	\$92	\$74,000	\$175,000	\$249,000
	1201 Main St.	5,200	\$71	\$109,000	\$260,000	\$369,000
Total Cost Buildings						\$743,000

Other Associated Mitigation Costs

Relocated/Rehab'ed Building Assessment		\$35,000
Architectural & Structural Engineering Services		\$48,000
Documentation of Existing Structures		\$10,000
Design Guidelines		\$30,000
Interpretive Park		\$135,000
Total Cost Non-Structural Mitigation Actions		\$258,000

Total for all 106 Mitigation Actions	\$1,001,000
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Appendix C

Comprehensive Plan and City of Covington Zoning

The table at the right, provided by the City of Covington Economic Development Department, provides a comparison of the recommendations within *Northern Kentucky's Future: A Comprehensive Plan for Development*, Northern Kentucky Area Planning Commission (NKAPC) with the current zoning along the 12th Street Corridor.

The map on the following page further illustrates the current zoning as related to the recommended land use from the Comprehensive Plan.

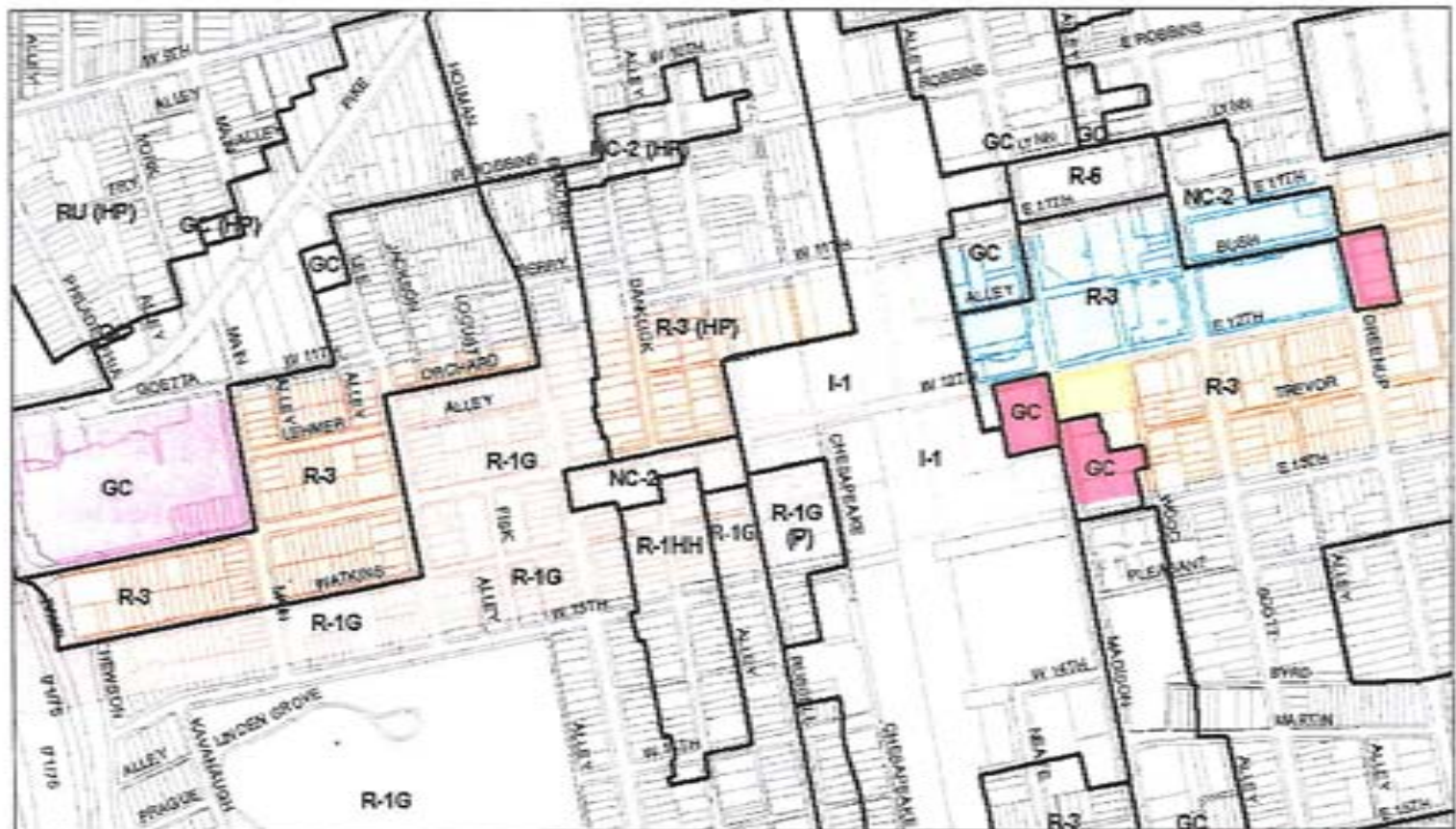
North side of Twelfth Street between I-75 and Main Street	Special Redevelopment Area	GC Zone: Office, retail, hotel/motel, parking garages, multi-family residential.
South side of Twelfth from I-75 to Lee and north side from Main to Lee	Residential at density of 14-30 units per acre (1,452 to 3,111 square foot lots)	R-3 Zone: Residential uses only; 2,000 square feet of lot area for new and 1,000 square feet of lot area for existing
North and south side of Twelfth from Lee to Holman	Residential at a density of 7-14 units per acre (3,111 to 6,222 square foot lot sizes)	R-1G Zone: Single family uses only, and requires 5,000 square feet of lot area.
South side of Twelfth from Holman to Russell	Residential at a density of 7-14 units per acre (does not acknowledge the NC-2 area)	NC-2 Zone: Retail, billiards, studios, auto parts, and residential above ground floor; 1,000 square foot lots
North side of Twelfth from Banklick to Russell	Residential at density of 14-30 units per acre	R-3 Zone with an HP (Historic Preservation) Overlay

from: City of Covington Economic Development Department

North and south side of Twelfth Street from Russell to Chesapeake	Industrial and Railroad	I-1 Zone: Manufacturing, packaging, processing and assemblage
North side of Twelfth Street from Madison to Greenup	Other Community Facilities	R-3 Zone
South side of Twelfth Street, west side of Madison	Commercial/retail/service	GC Zone: Retail, office, hotel, mortuary, parking lots & garages, residential above ground floor
South side of Twelfth Street, east side of Madison	Recreation and open space Residential 7.1 to 14.0	R-3 Zone
South and south side of Twelfth Street from Greenup to Scott (except for north side on Greenup)	Residential 7.1 to 14.0	R-3 Zone
North side of Twelfth Street on Greenup	Commercial/retail/service	NC-2 Zone

from: City of Covington Economic Development Department

Existing Zoning Compared with the Land Use Element of the 2001 Area-Wide Comprehensive Plan Update



Appendix D

North Side of 12th Street Inspection Table

The following inspection survey, provided by the City of Covington Economic Development Department, assesses the condition of properties along the north side of 12th Street. These properties will remain after the State highway improvement project.