Located in the heart of the City of Covington, 12th St./Martin Luther King Jr. Blvd. is a major east west connector providing convenient access from Interstate 71/75 to the City of Covington, the City of Newport and other cities in Campbell County. The 12th Street Redevelopment Plan adopted by the City of Covington in 2004 states that “Current traffic volumes have been assessed as ‘operating at undesirable levels’ during peak periods” by the April 1996 Traffic and Accident Study. Updates in 2002 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.”

The long anticipated widening of 12th St./Martin Luther King Jr. Blvd. is estimated to begin in spring 2009. There has been no significant investment in the area in terms of redevelopment or rehabilitation of existing structures due to the uncertainty that surrounded the widening of 12th St./Martin Luther King Jr. Blvd. With the widening now visibly moving forward, it is anticipated that it will bring investment and much needed improvements to the area. Easy access to properties along 12th St./Martin Luther King Jr. Blvd. from Interstate 71/75, makes the area prime for redevelopment. It is essential for the city therefore to establish a vision for the area prior to the completion of the road construction. The recommendations within this section represent the vision for redevelopment that the city and the community have for the 12th St./Martin Luther King Jr. Blvd. corridor.

**12TH STREET REDEVELOPMENT PLAN – 2004**

The 12th Street Redevelopment Plan, a Kentucky Revised Statute, Chapter 99 Plan, adopted by the City of Covington in 2004 recommended uniform improvements including streetscape, wayfinding and signage for the 12th St./Martin Luther King Jr. Blvd. corridor. A description of the improvements recommended is included in the Interim Report (See Appendix A: Existing Conditions Report – Section 2). The Plan also included land use recommendations and redevelopment concepts for each block on the south side of 12th Street from the interstate to Scott Street and for three blocks on the north side of 12th St./Martin Luther King Jr. Blvd.. Map 2 in Appendix A of the Interim Report illustrates the various redevelopment concepts.

The design of 12th St./Martin Luther King Jr. Blvd. was not complete at the time of preparation of the 12th Street Redevelopment Plan, and hence several of the recommended redevelopment concepts are being reconsidered at this time for the following reasons:
1. The design for the widening of 12th St./Martin Luther King Jr. Blvd. is now complete and allows for a more accurate analysis of the excess right-of-way that will be available for redevelopment after the widening. Several of the concepts proposed in the 12th Street Redevelopment Plan may not be viable due to the limited amount of land that will be available after the widening.

2. The location of the new St. Elizabeth Medical Center Covington in close proximity to the 12th St./Martin Luther King Jr. Blvd. corridor influences the type of facilities that might want to locate in the area and the factors that may influence the location of those facilities such as parking. The construction of this medical facility was not anticipated in the preparation of the 12th Street Redevelopment Plan.

The redevelopment concepts and related recommendations, and lighting recommendations discussed in this section of the Linden Gateway Small Area Study will replace those presented in the 12th Street Redevelopment Plan. All other recommendations presented in the 12th Street Redevelopment Plan for gateway features, wayfinding and streetscape improvements not discussed in this section of the study will continue to be applicable for the 12th St./Martin Luther King Jr. Blvd. corridor.
LAND AVAILABILITY ANALYSIS

The design of 12th St./Martin Luther King Jr. Blvd. has been completed at this time. An illustration of the location and acreage of land available for redevelopment after the widening is shown on Map 7.1. The following are analyses of land availability by block for areas south of 12th St./Martin Luther King Jr. Blvd.:  

500 Block: Between Interstate 71/75 and Main Street (See Figure 1)

In this block, land located immediately south of 12th St./Martin Luther King Jr. Blvd. is to be preserved as an interpretive park. This is also a recommendation in the 2004 12th Street Redevelopment Plan. The Flannery building located at the southwest corner of 12th St./Martin Luther King Jr. Blvd. and Main Street is proposed to be moved back 50 feet to accommodate the street widening. Several properties along the west side of Main Street and south of 12th St./Martin Luther King Jr. Blvd. up to Kavanaugh Street are presently under single ownership. This area is recommended for Commercial Office/Other Community Facilities in this study (See Chapter 2).

Figure 1: 500 Block: Between Interstate 71/75 and Main Street

Buildings along West 13th Street
400 Block: Between Main and Lee Streets (See Figure 2)

The excess right-of-way that will be available for redevelopment in this block after the widening of 12th St./Martin Luther King Jr. Blvd. is approximately 35 feet deep. The properties south of the excess right-of-way and facing Watkins Street are approximately 90 feet deep. Within the same block, on the south side of Watkins Street, there is only one residential home that is oriented towards Watkins Street. The rest of the properties on the south side of Watkins Street include the Hellman Lumber Building which is recommended in this study for Commercial Office uses and a new Duke Energy substation. A historic building located between Main Street and Lee Street, immediately adjacent to 12th St./Martin Luther King Jr. Blvd. is slated to be relocated to the southeast corner of 12th St./Martin Luther King Jr. Blvd. and Lee Street.

Another historic building located in the southwest corner of 12th St./Martin Luther King Jr. Blvd. and Lee Street will be rehabbed in place.
300 Block: Between Lee and Holman Streets, including Fisk Street (See Figure 3)

A historic building located at the southwest corner of 12th St./Martin Luther King Jr. Blvd. and Fisk Street will be rehabbed in place, the front portion of which has been demolished to accommodate the widening. A historic building from the 400 block will be relocated to the southeast corner of 12th St./Martin Luther King Jr. Blvd. and Lee Street. As per the building conditions survey (See Interim Report: Appendix A-Section 10) the only existing home south of 12th St./Martin Luther King Jr. Blvd., north of Watkins Street, east of Lee Street and west of Fisk Street is moderately deteriorated.

There is a vacant piece of land immediately east of Fisk Street, south of 12th St./Martin Luther King Jr. Blvd. and north of Watkins Street that is owned by the Kentucky Transportation Cabinet. The depth of this vacant lot is approximately 130 feet. Two existing homes south of 12th St./Martin Luther King Jr. Blvd., north of Watkins Street, east of Fisk Street and immediately west of Holman Street, within this block, are moderately deteriorated per the building conditions survey (See Interim Report: Appendix A-Section 10).

Figure 3: 300 Block: Between Lee Street and Holman Street
200 Block: Between Holman and Russell Streets

(See Figure 4)

There is one vacant lot in the southeast corner of 12th St./Martin Luther King Jr. Blvd. and Holman Street that is presently owned by the Kentucky Transportation Cabinet. This lot is approximately 63 feet deep. Per the building conditions survey all but one building within this block, east of Banklick Street are in good condition (See Interim Report: Appendix A-Section 10). That building is documented as moderately deteriorated.

There are two vacant lots located in this block immediately north of Watkins Street owned by the City of Covington. All the existing buildings in the area located south of 12th St./Martin Luther King Jr. Blvd., east of Banklick Street, west of Russell Street and north of Watkins Street are documented in the Building Conditions Survey (See Interim Report: Appendix A- Section 10) as in good condition.

Map 7.1 is a land availability analysis of the 12th St./Martin Luther King Jr. Blvd. corridor.

Figure 4: 200 Block: Between Holman Street and Russell Street
The land availability analysis illustrates the area of land that will be available for redevelopment after the widening of 12th Street. This land constitutes excess right-of-way and vacant land.

**LOT & BUILDING CHARACTER**

Average lot size of properties along 12th Street - 25'x90'

Buildings are oriented with their shorter facade along 12th Street and are mostly two storied brick buildings.

**HISTORIC MITIGATION**

- **A** Flannery Building: Rehabbed and relocated 50' back
- **B** Building rehabbed in place
- **C** Building relocated
- **D** Front portion of building torn down. Rest of building rehabbed in place

Adaptive reuse of historic buildings for recommended uses along the corridor is essential.
REDEVELOPMENT CONCEPTS

As mentioned previously, the redevelopment concepts presented in this section are meant to replace the concepts presented in the 12th Street Redevelopment Plan. Several redevelopment concepts were prepared for each block south of 12th St./Martin Luther King Jr. Blvd. from Interstate 71/75 to Russell Street and discussed with the Linden Gateway Task Force as documented in Appendix 2. This section discusses, by each block, only the concepts that were recommended for the 12th St./Martin Luther King Jr. Blvd. corridor by the Linden Gateway Task Force. All other concepts are presented in Appendix 2 for reference so that they can be referred to, in whole or in part, as potential alternatives during the redevelopment process.

The recommendations for streetscape improvements including gateway features, signage and wayfinding made in the 12th Street Redevelopment Plan are carried forward in this study. In addition, the following are recommendations that should be implemented along the entire 12th St./Martin Luther King Jr. Blvd. corridor within the study area:

**Median**

The average width of the median that will be constructed as part of the 12th St./Martin Luther King Jr. Blvd. widening project is 16 feet. At this time it is anticipated that the median will be grass but will provide the opportunity for further landscaping in the future if the city wishes to pursue it.

This study recommends that the median be landscaped with trees and shrubs to make the corridor more visually appealing. Street trees can act as a visual element that would break the expansive impervious nature of the widened roadway as shown in Figure 5. The median also provides the opportunity to be used as a stormwater feature if landscaped with rain gardens, an element of green infrastructure that can retain stormwater and

*Figure 5: Landscaped median and mid block crossing*
reduce runoff. It is recommended that the City of Covington explore this opportunity in collaboration with Sanitation District No.1.

It has been mentioned by the Linden Gateway Task Force members and public meeting attendees that it would be a challenge to encourage 12th St./Martin Luther King Jr. Blvd. as a pedestrian friendly corridor due to the expansive width of the roadway. Mid-block pedestrian crossing opportunities should be provided to make the corridor more pedestrian friendly as shown in Figure 5. The median can act as a pedestrian refuge effectively reducing the number of lanes of traffic crossed by half for those wishing to cross the roadway mid-block making uses and amenities on either side of the widened roadway more accessible.

**Lighting**

The 12th Street Redevelopment Plan recommended a lighting fixture similar to the acorn style fixture which is simple in detailing for the corridor. While the style of the acorn fixtures is compatible with the historic character of the surrounding neighborhoods, these fixtures do not provide adequate light for roadways as wide as 12th St./Martin Luther King Jr. Blvd.. In addition these fixtures do not prevent light from spilling onto buildings adjacent to the roadway. Careful consideration should be given to the amount of light that spills onto buildings, particularly on the north side of 12th St./Martin Luther King Jr. Blvd. where the average width of the sidewalk is less than 5 feet and the buildings are located close to the lights.

This Study recommends that historically compatible lighting fixtures be used that fit in with the character of the area. The fixtures chosen should adequately

![Figure 6: Recommended lighting fixture along the corridor](image)
light the roadway and sidewalk but prevent light from spilling onto adjacent buildings. Figure 6 shows the type of fixture that should be installed along the 12th St./Martin Luther King Jr. Blvd. corridor, Main Street and the new access road to the St. Elizabeth Medical Center Covington facility. It is also recommended that full cut-off lighting fixtures be installed to minimize the amount of light that spills above the fixture.

**Parking**

The widening of 12th St./Martin Luther King Jr. Blvd. includes the installation of 10 foot wide parking lanes on either side of the roadway. These will provide approximately 110 on-street parking spaces. However, on-street parking spaces alone will not adequately serve the parking needs of the businesses that are anticipated to locate along the corridor. Off-street parking areas will need to be interspersed throughout the corridor.

Off-street parking accommodations while needed along the corridor, also occupy valuable land that could be used for buildings. This study recommends that a comprehensive parking study be pursued for the entire corridor. This study should take into consideration such elements as the location of a mid-corridor, conveniently located parking garage, improved bus access and shared parking opportunities. Any off-street surface parking lots located within the corridor should be located to the side of rear of buildings and buffered with landscaping or street walls from public streets.

**Form District Regulations**

The 12th St./Martin Luther King Jr. Blvd. corridor is recommended to redevelop with mixed uses including offices, retail and residential as discussed in Chapter 2. Excess right-of-way, vacant lots and the potential for land acquisition to assemble lots for redevelopment within the corridor provides the opportunity for several infill buildings to be built. The existing buildings located north of 12th St./Martin Luther King Jr. Blvd. are historic in character. Several rehabbed historic buildings are interspersed throughout the southern portion of the corridor between 12th St./Martin Luther King Jr. Blvd. and Watkins Street. In order to ensure that infill and other new development conforms to the character and architecture of the existing buildings, it is recommended that form district regulations be adopted for the corridor.

Form district regulations are a graphic based and design approach to outlining regulations, including design typologies for homes, shop fronts, public spaces, streetscapes, and other details. It outlines exactly what is expected of development, especially in regard to form and function. These regulations generally downplay uses and dimensional standards and focus more on building mass, orientation and how buildings and design relate functionally to the area. Advantages to form districts are that graphics are more readily understood by public, public officials and professionals, and that the prescriptive approach outlines design visually. Principles of mixed use and pedestrian orientation are also integrated into regulation. The key to successful implementation is clear and concise standards, style neutral, easy to read format, and streamlined permitting. Regulations should be tailored to meet the unique needs of the corridor, and to meet requirements as set forth in Kentucky Revised Statutes.

The Section 106 report prepared for 12th St./Martin Luther King Jr. Blvd. (See Appendix 2) documents the traditional character of buildings found along the corridor and provides a foundation on which to base the form district regulations. In addition, a Memorandum of Agreement between the City of Covington and the Kentucky Transportation Cabinet (KYTC) stipulates that the KYTC will prepare design guidelines that would be applicable to historic and infill buildings along the corridor. It is recommended that these design guidelines be used as the basis to prepare the form district regulations. In addition, the regulations should take
into consideration the redevelopment concepts that are recommended in this Study for the corridor (See Chapter 7).

The following are a list of considerations that should be noted in the preparation of form district regulations:

- Buildings should be located at the street with off-street parking areas located on the side or rear of the property. For properties that have double frontage, a street wall is recommended when off-street parking areas are located in the rear but face a public street. A minimum of 70 percent of the street frontage should be occupied by a building in order to be compatible with the historical character of existing development in the area.

- The maximum height of buildings along the corridor east of Main Street is recommended to be 3 stories or 40 feet and a minimum height of 2 stories is recommended. The maximum height of buildings south of the interpretive park, north of 13th Street and west of Main Street is recommended to be 4 stories.

- While larger building footprints may be permitted, the façade of the building should vary at a minimum every 100 feet to reflect the character of the existing buildings on the north side of 12th St./Martin Luther King Jr. Blvd.

- A tiered building design is recommended for the area south of the interpretive park, north of 13th Street and east of Main Street to confirm with the topography of the area.

- Outdoor amenities such as plazas and courtyards are recommended to provide gathering spaces along the corridor.

- The architecture of the buildings should be compatible to those that presently exist on the north side of 12th St./Martin Luther King Jr. Blvd. Building materials, color, roof shapes, fenestration and other architectural elements should be specified.

- The adaptive reuse of historic structures along the corridor is recommended.

- Parking garages should be encouraged to off-set the need for off-street parking areas however commercial retail or office uses should be incorporated on the first floor of the structure. Underground parking should be encouraged where feasible.

- Buildings located at the corner should provide an angled entrance as traditionally seen in corner buildings within the area.

- No blank walls should be permitted on the sides that face a public street.

- Green infrastructure practices such as green roofs and rain gardens are recommended to be incorporated into the design.

- Shared parking is recommended and parking studies should be encouraged.

- Lighting fixtures that are full cut-off are recommended.
500 Block: Between Interstate 71/75 and Main Street

This block as discussed in the Land Availability Analysis section of this chapter includes a proposed interpretive park along 12th St./Martin Luther King Jr. Blvd. The interpretive park was required as part of historic mitigation for the 12th St./Martin Luther King Jr. Blvd. widening project. The park is proposed to interpret the history of 12th Street with elements that are historically found along the corridor such as stone walls and cast iron fences. The 12th Street Redevelopment Plan includes a conceptual plan for the park and states that the park will include a lawn, shrubbery, trees and small paved areas for seating.

In Spring 2008, Sanitation District No. 1 proposed an innovative stormwater park in the location of the interpretive park that could function both for stormwater management and incorporate elements that would interpret the history of 12th Street. Discussions are ongoing between city officials, Sanitation District No. 1, Kentucky Transportation Cabinet and the Kentucky Heritage Council regarding this proposal. It is recommended that the City of Covington continue to pursue the opportunity to work with all parties involved to implement the stormwater park.

The Flannery building located at the southwest corner of 12th St./Martin Luther King Jr. Blvd. and Main Street will be moved back 50 feet to accommodate the widening. This study recommends the adaptive reuse of this historic building, which represents the rich architecture of corner buildings along the corridor and the City of Covington, for mixed uses.

The following factors have to be taken into consideration while proposing redevelopment in the area north of 13th Street, west of Main Street and south of the interpretive park:
• The land use recommended for this area is Commercial Office/ Other Community Facilities (See Chapter 2).
• This area is highly visible from Interstate 71/75 and 12th St./Martin Luther King Jr. Blvd. and is anticipated to be prime land for redevelopment.
• The topography of the area includes a gradual slope from Main Street to the east down towards Hewson Street to the west.
• Several of the properties currently in this block are under single ownership.
• There is an existing pedestrian connection between 12th St./Martin Luther King Jr. Blvd. and Watkins Street along the western edge of this block.

The redevelopment concept proposed for this block is illustrated in Figures 7, 8 and 9. Any redevelopment that occurs in this block should complement the topography of this area. A tiered building design should be considered for this block representing the existing fabric of the buildings while adding visual interest to the area as seen from Interstate 71/75 and 12th St./Martin Luther King Jr. Blvd.

This area has the potential to either redevelop as a single development with few large buildings or with multiple users in several smaller buildings. It is important that in either redevelopment scenario, parking be provided on the side or in between buildings, underground or on the ground floor with offices or commercial space above, so as to not be visible from Interstate 71/75 or Main Street. The potential for a parking garage that serves the needs of the development within this block and that of the St. Elizabeth Medical Center Covington facility should also be considered. The use and configuration of Watkins Street will be a prime consideration as this area redevelops. Watkins Street is currently one way to the east and is narrow so reconfiguration and/or redirection may be necessary. Watkins Street could be widened to provide on-street parking or removed to consolidate more land for future development provided adequate access is provided from other public streets.
A greenway connection should be provided along the existing pathway towards the western boundary of this block connecting the interpretive park, the development in this block and the new St. Elizabeth Medical Center Covington facility. This greenway link when combined with the existing right-of-way forms a significant buffer between the interstate and this area. Green infrastructure ideas discussed in Chapter 4 should also be considered when redevelopment occurs.

Careful consideration should be given to the design of the buildings within this block particularly if larger building footprints are considered. A Form District is proposed for this area to ensure compatibility with that of surrounding neighborhoods as discussed in Chapter 2. It is recommended that the maximum height of the buildings within this block be limited to 4 stories or approximately 40 feet. This would be compatible in building height to that of the Bavarian Brewery building located across on the north side of 12th St./Martin Luther King Jr. Blvd.

Due to this location there is strong potential to initiate redevelopment and investment along this section of the 12th St./Martin Luther King Jr. Blvd. corridor. It is essential that form district regulations be adopted prior to any development within this block to set the standard for redevelopment along the rest of the corridor.
Figure 8: 500 Block: Between Interstate 71/75 and Main Street

Figure 9: 500 Block: Between Interstate 71/75 and Main Street

Chapter 7: 12th Street/Martin Luther King Jr. Blvd.
Three redevelopment scenarios were considered for this block between 12th St./Martin Luther King Jr. Blvd. and 13th Street as documented in Appendix 2. The redevelopment concept chosen for this block by the Linden Gateway Task Force is discussed below as shown in Figures 10, 11 and 12.

This study recommends that approximately 35 feet of green space be provided on the south side and adjacent to 12th St./Martin Luther King Jr. Blvd. within this block. This green space would be an extension of the green space within the interpretive park and the green link concept connecting Main Street, the Interpretive Park, Linden Grove Cemetery and St. Elizabeth Medical Center Covington presented in Chapter 2 and discussed further in Chapter 4. This green space should be landscaped and improved to function as a gathering space that could serve multiple purposes as shown in Figure 12. It could serve as leisure space for the employees of the businesses that would locate along the corridor or could serve as a gathering space for neighborhood association events. This recommendation may be implemented best as a public private partnership between the City of Covington and private businesses that might want to locate within the block. In order to do so, the City should consider acquiring the excess right of way from the Kentucky Transportation Cabinet.

Adaptive reuse of the historic building located in the southwest corner of 12th St./Martin Luther King Jr. Blvd. that will be rehabbed in place should be encouraged. There is a potential for outdoor dining/seating area to serve the uses that could potentially locate within the historic building.

This study recommends the redevelopment of properties between the recommended green space area within this block and Watkins Street. As per the building conditions survey (See Interim Report: Appendix A-Section 10) half of the existing homes on the north side of Watkins Street within this block...
are moderately deteriorated and half have minor deterioration. While the rehabilitation and reuse of existing homes is strongly encouraged, this block also provides the opportunity for demolition and reconstruction of new buildings that are compatible in character to that of the surrounding neighborhood. It is recommended that form district regulations be adopted for this block prior to any development. It is also recommended that any off-street parking considered in this block be oriented to the side or to the rear of the buildings and accessed from Watkins Street. Off-street parking spaces should be buffered with landscaping or street walls.
Three redevelopment scenarios were considered for this block as documented in Appendix 2. The redevelopment concept chosen for this block by the Linden Gateway Task Force is discussed below as shown in Figure 13 and 14.

This block between Lee and Holman Streets is bisected by Fisk Street. The portion of this block west of Fisk Street will mostly be occupied by a historic building that will be rehabbed in place and a historic building that will be relocated to this block and rehabbed as shown in Figure 14. This study recommends the adaptive reuse of both of these historic buildings. There is an opportunity to provide a few off-street parking spaces within this portion of the block to serve the businesses that might locate here. As mentioned previously, the building conditions survey (See Interim Report: Appendix A-Section 10) documents the condition of the only existing buildings south of 12th St./Martin Luther King Jr. Blvd., north of Watkins Street, east of Lee Street and west of Fisk Street as moderately deteriorated. While this study strongly encourages the rehabilitation and reuse of the existing home, an opportunity exists for a new building to be constructed with some additional off-street parking spaces.

The acquisition and demolition of the two existing buildings whose condition has been documented as moderately deteriorated would provide the opportunity for the redevelopment of the western portion of this block. If this block were to be completely redeveloped an internal pedestrian circulation system using plazas, courtyards and walkways should be encouraged. It is also recommended that any off-street parking considered in this block be oriented to the side or to the rear of the buildings and accessed from Watkins Street. Off-street parking spaces should be buffered with landscaping or street walls. It is also recommended that form district regulations be adopted for this block prior to any development.
Chapter 7: 12th Street/Martin Luther King Jr. Blvd.
200 Block: Between Holman Street and Russell Street

Two redevelopment scenarios were considered for this block as documented in Appendix 2. The redevelopment concept chosen for this block by the Linden Gateway Task Force is discussed below as shown in Figures 15, 16 and 17.

This block presents a challenge in terms of redevelopment due to the location of existing businesses and residences. However, two vacant properties immediately west of Russell Street and north of Watkins Street are presently owned by the City of Covington. The city could assemble land as and when parcels become available to add on to the properties they already own to encourage redevelopment by facilitating property acquisition and consolidation. The two existing businesses, a convenience mart and an auto repair garage located within this block provide services to residents in the surrounding neighborhoods. Façade improvements to the two structures would enhance their presence along the corridor while fitting in with any new development that might occur within the block.

The existing homes within this block could be rehabbed, and adapted for mixed uses. There is a potential to acquire the back portions of the residential lots between Holman and Banklick Streets to provide shared off-street parking spaces as shown in Figures 15 and 16. If this block were to be completely redeveloped, an internal pedestrian circulation system using plazas, courtyards and walkways should be encouraged. It is also recommended that any off-street parking considered in this block be oriented to the side or to the rear of the buildings and accessed from Watkins Street. Off-street parking spaces should be buffered with landscaping or street walls. It is also recommended that form district regulations be adopted for this block prior to any development.

Figure 15: 200 Block: Between Holman Street and Russell Street
Chapter 7: 12th Street/Martin Luther King Jr. Blvd.