

Linden Gateway Small Area Study

City of Covington, Kentucky • November 2008



Prepared by:



NKAPC
Northern Kentucky
Area Planning Commission



TASK FORCE MEMBERS

Pastor David Foley

Southside Baptist Church

Rick Ludlum

Linden Grove Board of Overseers

Doug Chambers, A.I.A.

Vice President - Facilities - St. Elizabeth Medical Center

Pete Nerone

Peaselburg Neighborhood

Charles Eilerman

Kenton County Planning Commission

Maureen Rabe

Blau Mechanical

Helena Roden

Crosstown Pub Owner

Betty Schumacher

Friends of Peaselburg Neighborhood Association

Vada Smith

Westside Action Coalition Neighborhood Association

Regina Haley

Westside Neighborhood



CITY OF COVINGTON

Jay Fossett

City Manager

Larry Klein

Assistant City Manager

Beth Johnson

Historic Preservation Officer

Tom Logan

City Engineer

Beth Robinson

Business Retention and Recruitment Specialist

Gail Melvin

Economic Development and Community Relations Director

CENTER FOR GREAT NEIGHBORHOODS

Dan Petronio

Associate Director

Rachel Hastings

Director of Neighborhood and Housing Initiatives

Adam Rockel

Neighborhood Development Specialist

NORTHERN KENTUCKY AREA PLANNING COMMISSION

Long Range Planning Department

Keith D. Logsdon, AICP

Deputy Director

Sharmili Sampath, AICP

Senior Planner - Project Manager

Emalee Listerman

Principal Planner

Edward Dietrich

Associate Planner - Assistant Project Manager

Jenna M. Haverkos

Associate Planner

James K. Fausz

Associate Planner

Chirstina Hamilton

Principial Secretary/Planning Aid

LINK - GIS

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

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

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

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

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

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

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

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

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

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





Chapter 1:	Introduction	1
	Vision Statement.....	1
	Goals.....	1
	Study Boundary.....	2
	Task Force and Key Person Interviews.....	2
	Public Meetings.....	2
	Interim Report.....	2
	Review and Adoption.....	3
Chapter 2:	Land Use	5
	General Conceptual Considerations.....	5
	Study Area Conceptual Considerations.....	5
	Recommended Land Uses: Comprehensive Plan Update 2006-2026.....	8
Chapter 3:	Historic Preservation	29
	National Register of Historic Places.....	29
	Potential Historic Districts.....	29
	Local Historic Preservation Overlay Zone.....	30
Chapter 4:	Green Infrastructure	33
	Green Infrastructure Concept.....	33
	Landscape Analysis.....	33
	Parks Recreation and Green Space.....	37
	Potential Parks/Key Opportunity Areas.....	39
	Greenways.....	45
	Green Building.....	46
	Recommendations.....	46
Chapter 5:	Mobility	49
	Short Term Improvements.....	50
	Areas Requiring Further Study.....	52
	Long Term Improvements.....	52
Chapter 6:	Housing	57
	Infill.....	57
	Crime.....	57
	Homeownership.....	58
	Recommendations.....	59
Chapter 7:	12th Street/Martin Luther King Jr. Blvd.	63
	12 th Street Redevelopment Plan – 2004.....	63
	Land Availability Analysis.....	65
	Redevelopment Concepts.....	71
Chapter 8:	Implementation	85
APPENDICES:		95
Appendices 1:	In the News	97
Appendices 2:	Redevelopment Scenarios: 12th Street/Martin Luther King Jr. Blvd	101

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

VISION STATEMENT

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

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

GOALS

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

STUDY BOUNDARY

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

TASK FORCE AND KEY PERSON INTERVIEWS

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

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

PUBLIC MEETINGS

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

INTERIM REPORT

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



July 2008 Task Force meeting



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

REVIEW AND ADOPTION

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



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

GENERAL CONCEPTUAL CONSIDERATIONS

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

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

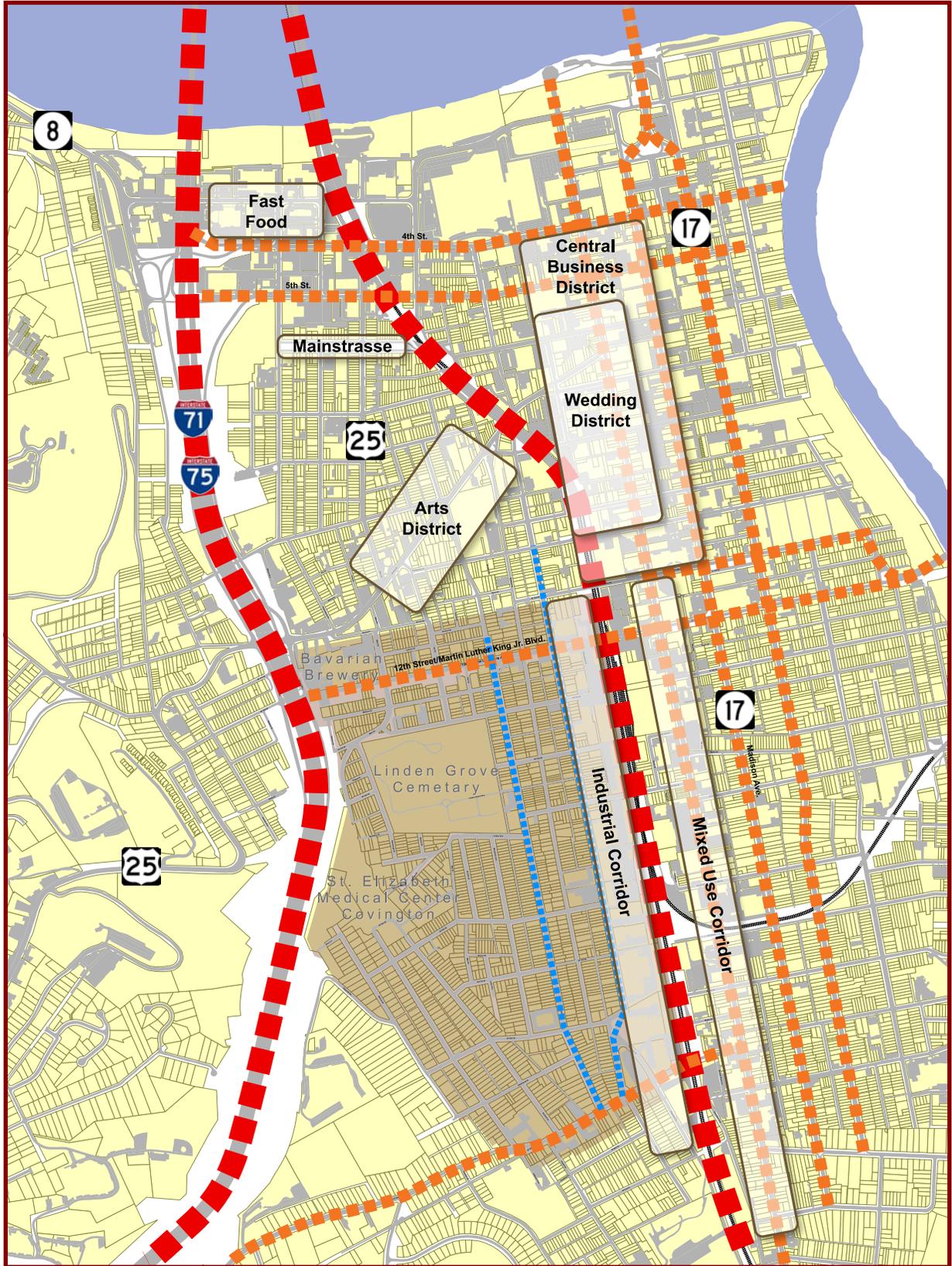
The City has promoted various development concepts within different areas including the Wedding District, Arts District, restaurants and retail in Mainstrasse, offices, convention center, and residential and hotels along the riverfront. An industrial corridor is located south of 12th St./Martin Luther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

STUDY AREA CONCEPTUAL CONSIDERATIONS

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

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

Map 2.1 - Transportation Corridors & City-Wide Development Concepts



Linden Gateway Small Area Study



City of Covington
NKAPC

	Study Area		Regional Transportation Corridor	 N W E S
			City Transportation Corridor	
			Study Area Transportation Corridor	

0 250 500 1,000
Feet

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

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

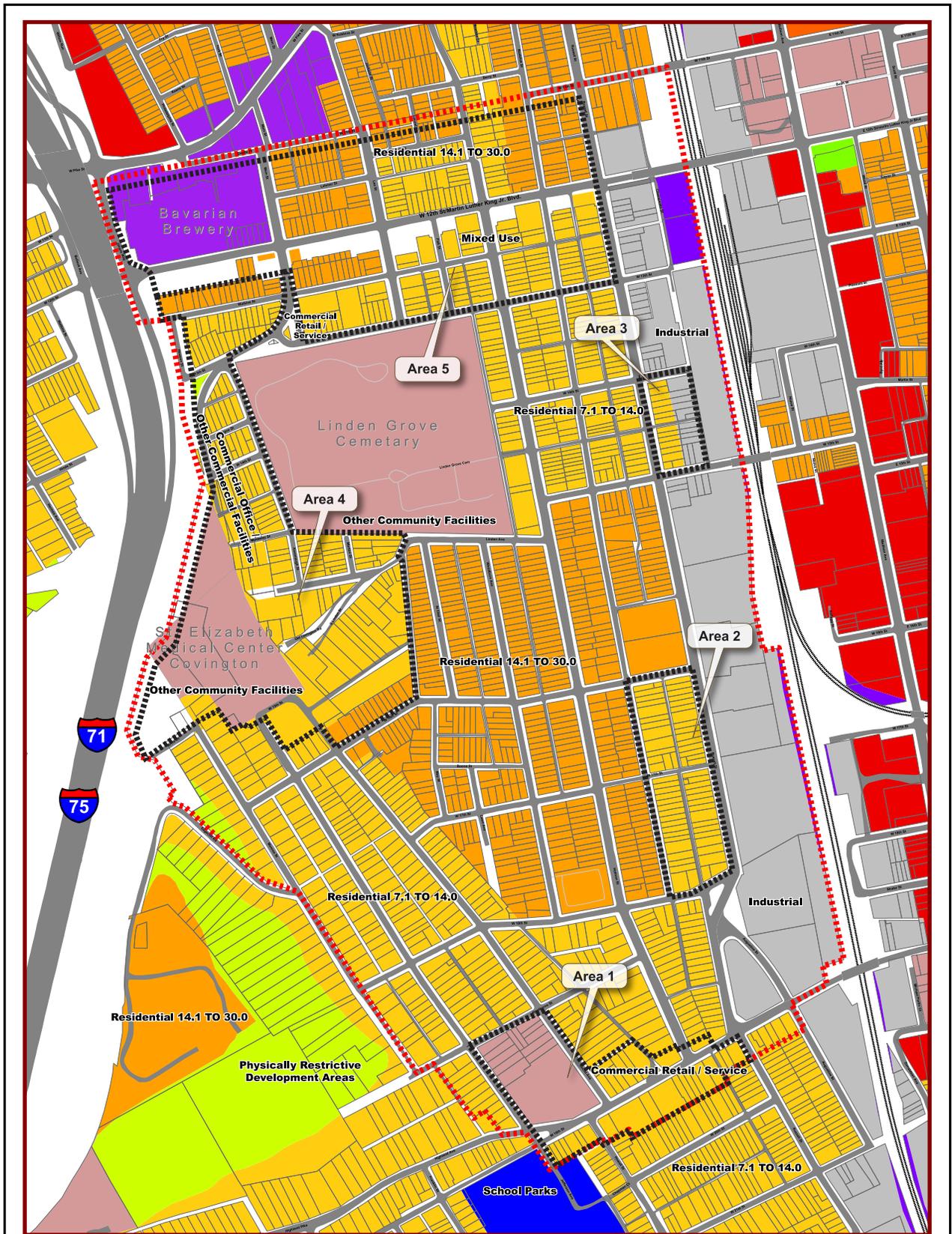
RECOMMENDED LAND USES:
COMPREHENSIVE PLAN UPDATE 2006 -2026

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

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



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

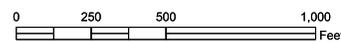


Linden Gateway Small Area Study



City of Covington
NKAPC

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



Area 1

19th Street Corridor

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

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

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



Businesses on south side of 19th Street

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

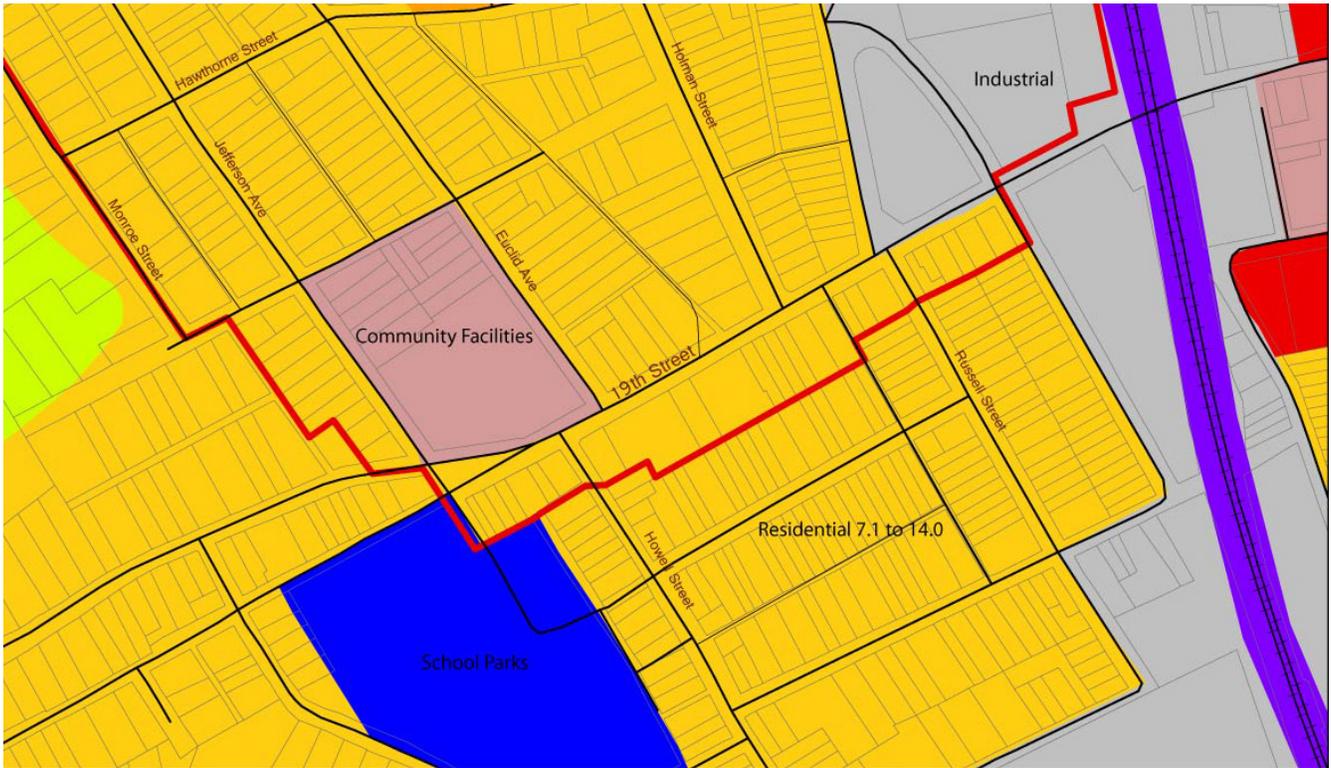


Figure 1: Land use recommendations from the Comprehensive Plan Update 2006-2026



Figure 2: Existing uses along the 19th Street corridor

Land Use Recommendation: Area 1

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

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

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

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

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

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



Existing homes along 19th Street between Russell and Augustine Streets



Figure 3: Proposed land use along 19th Street

Area 2

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

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

This area is adjacent to the industrial corridor along Russell Street and is located just south of the B&B building on the corner of Russell and 16th Streets as shown in Figure 5. The area is also in close proximity to Goodwill Village, a multi-family housing development located on Russell Street between 15th and 16th Streets.

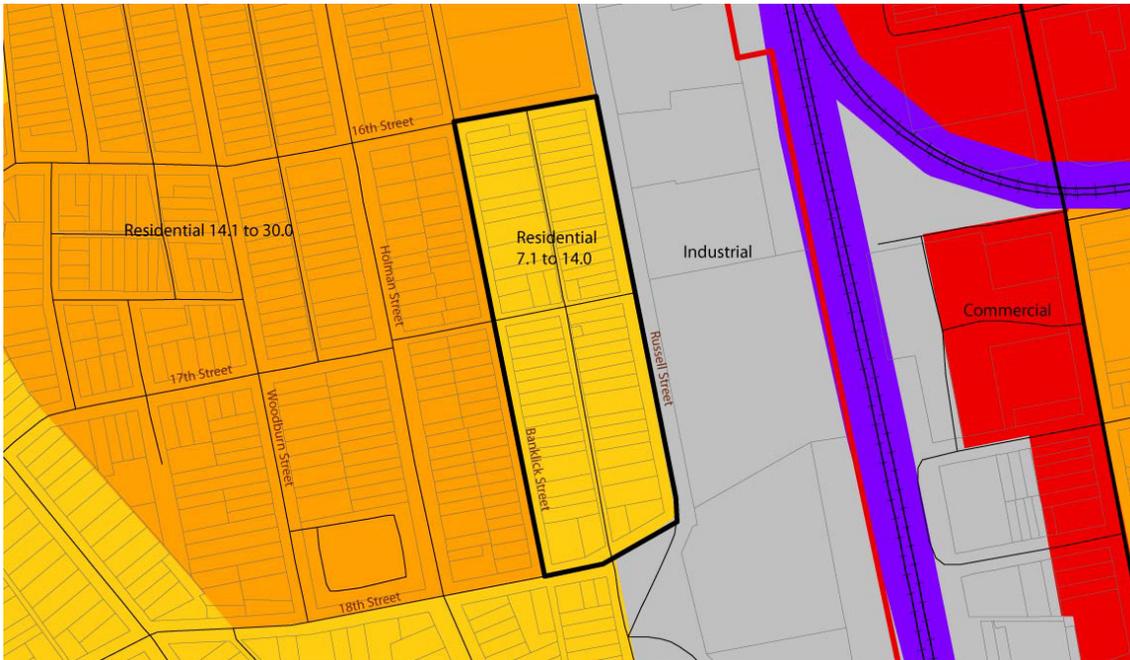


Figure 4: Land use recommendations from Comprehensive Plan Update 2006-2026

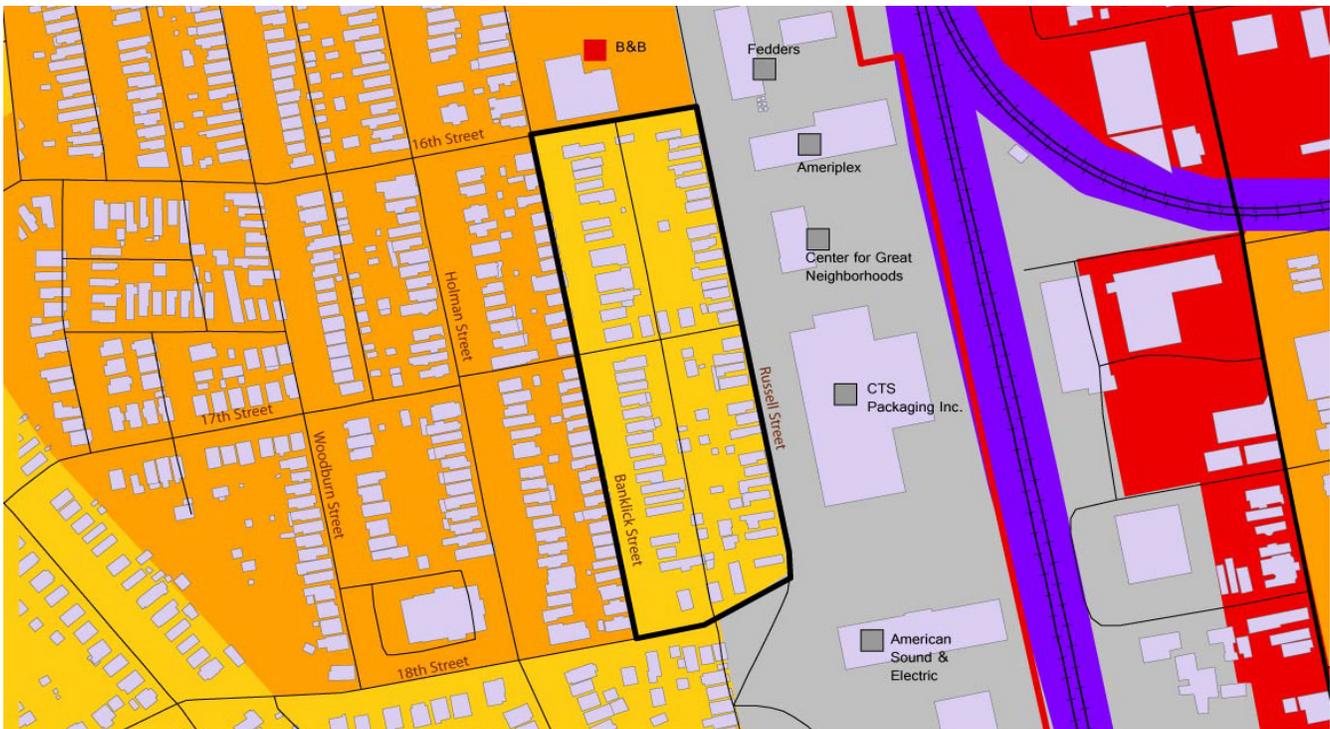


Figure 5: Existing uses around Area 2

Land Use Recommendation: Area 2

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



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



Figure 6: Proposed land use change

Area 3

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

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

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



Russell Street looking north.



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



Figure 8: Existing uses around Area 3

Land Use Recommendation: Area 3

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



Houses on east side of Russell Street in Area 3

Area 4

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

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

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

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

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



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

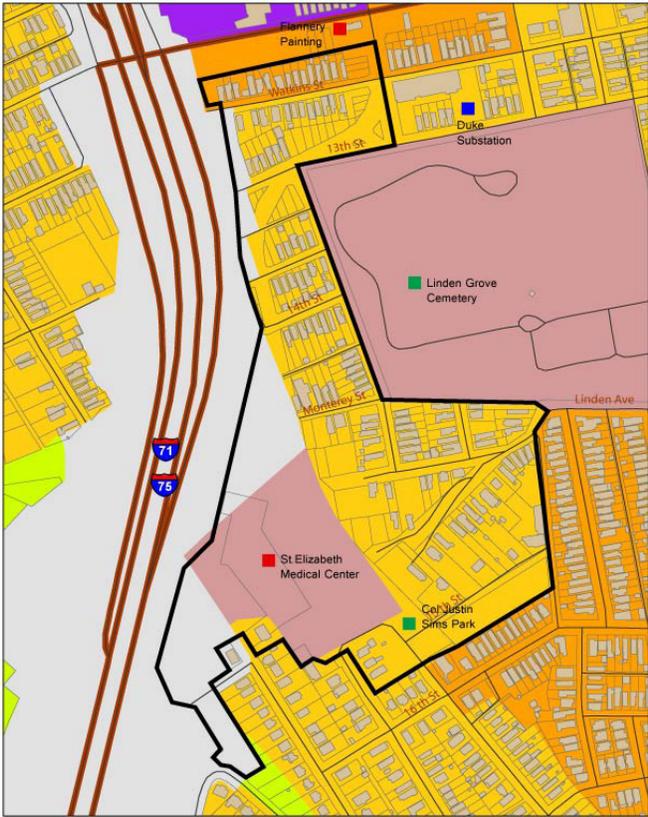


Figure 10: Existing uses around Area 4

Land Use Alternative 1:

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



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

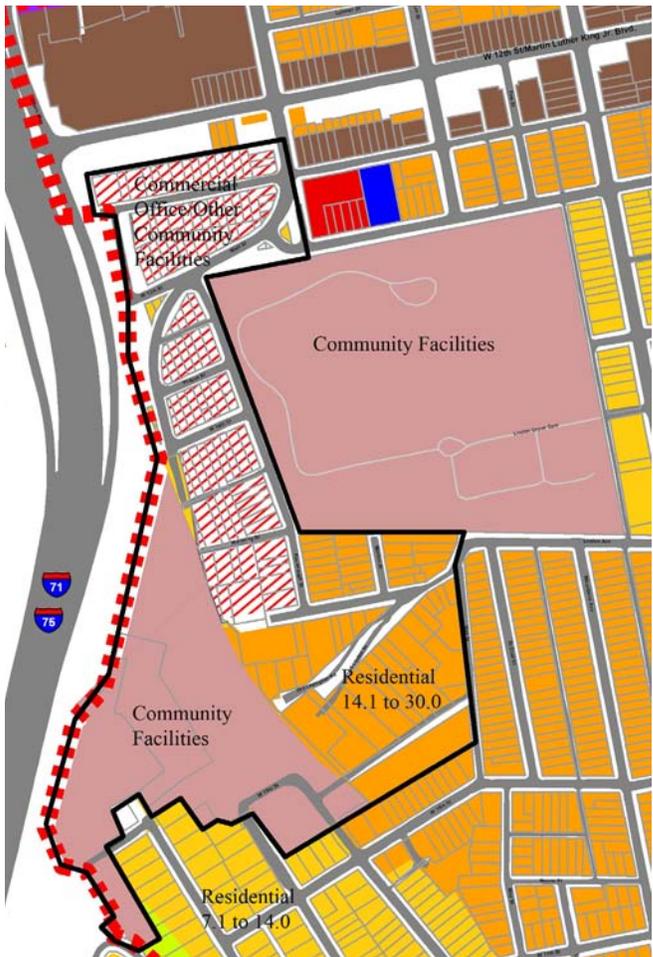


Figure 11: Land use alternative 1 for Area 4

Land Use Alternative 2:

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

Land Use Alternative 3:

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

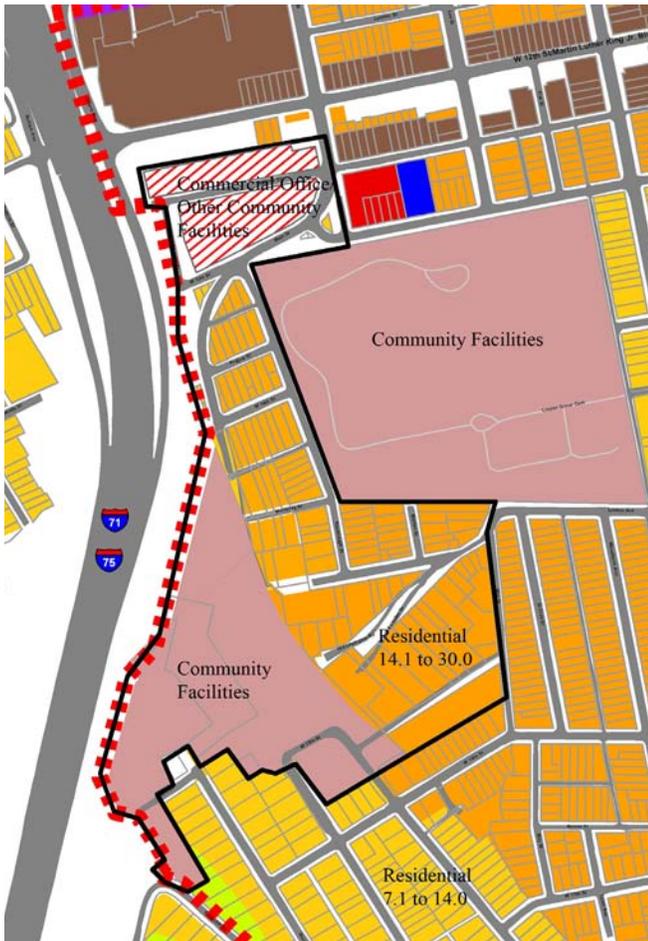


Figure 12: Land use alternative 2 for Area 4

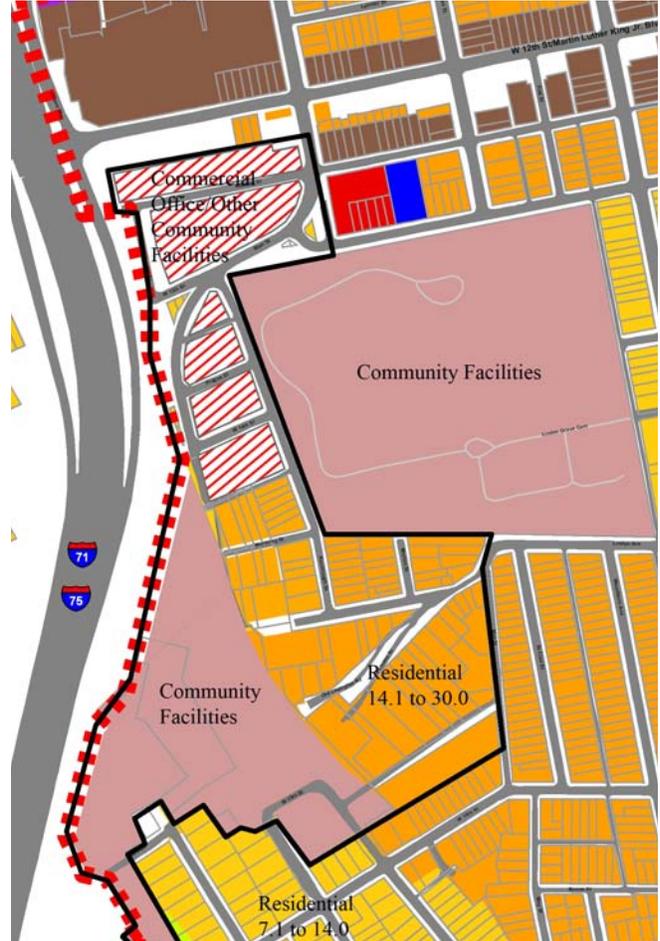


Figure 13: Land use alternative 3 for Area 4

Land Use Recommendation: Area 4

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Area 5

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

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

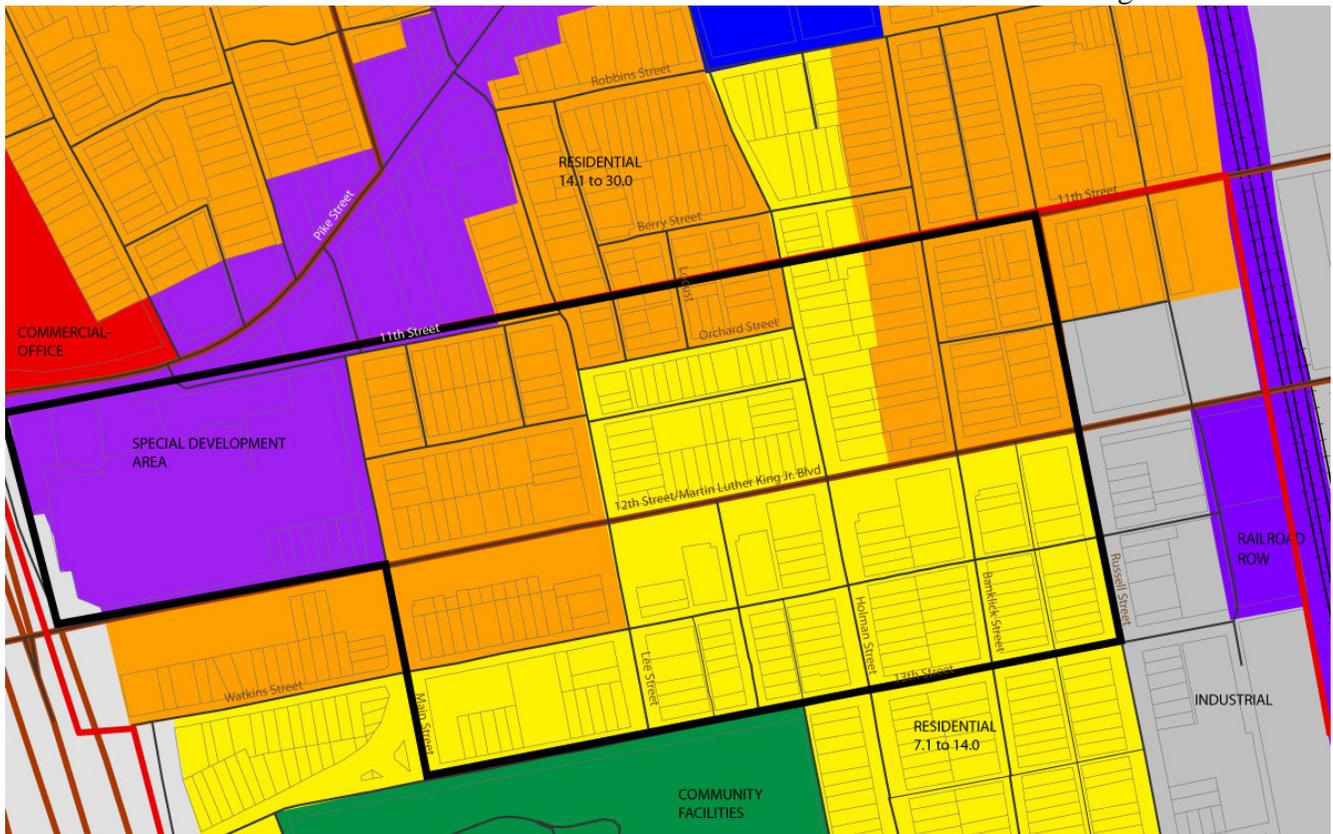


Figure 14: Land use recommendations from Comprehensive Plan Update 2006-2026

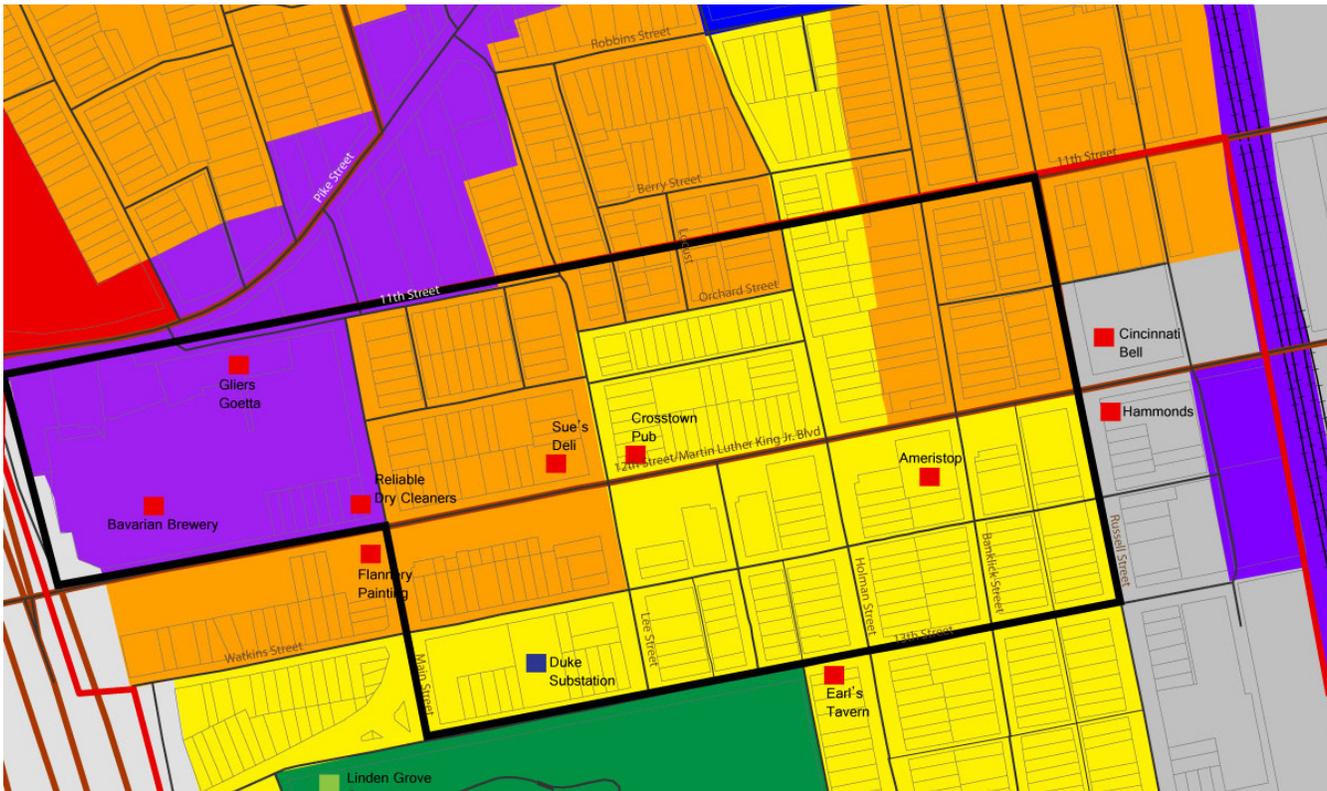


Figure 15: Existing uses around Area 5

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

Two land use alternatives were considered for Area 5.

Land Use Alternative 1:

Alternative 1 includes the following as shown in Figure 16:

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

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

Land Use Alternative 2:

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



Figure 16: Land use alternative 1 for Area 5



Figure 17: Land use alternative 2 for Area 5

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

Land Use Recommendation: Area 5

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

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

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

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

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

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

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



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

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

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

These properties are buffered by Main Street



Hellman Lumber building at the corner of Watkins and Main Streets

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

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

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

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

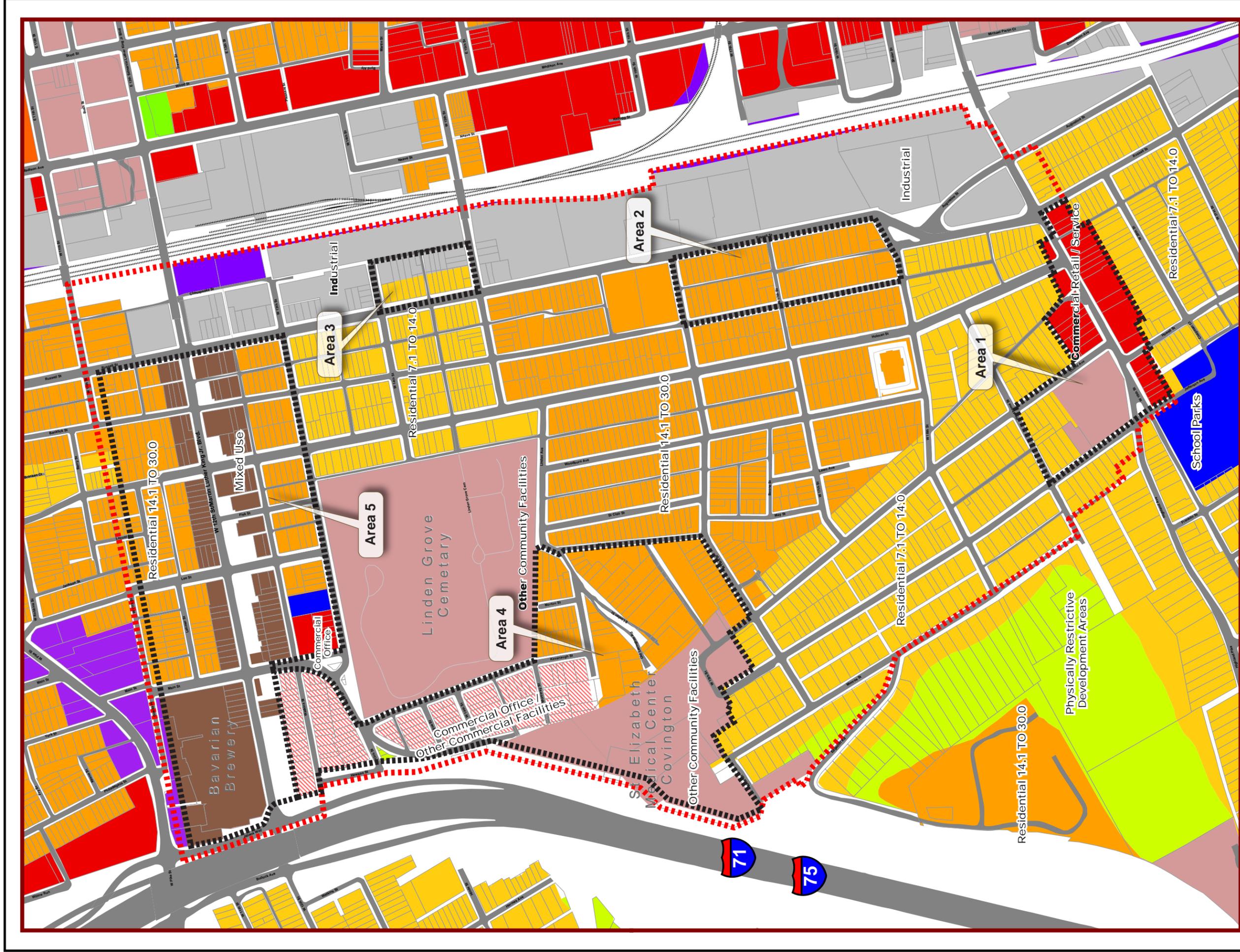
Increasing the density of this area from residential at a density ranging from 7.1 to 14 dwellings units per acre to 14.1 to 30.0 dwelling units per acre would provide the opportunity for higher density development to be located in close proximity to the mixed use redevelopment that is recommended along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

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

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

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

Map 2.4 Land Uses Recommended by Linden Gateway Small Area Study



Linden Gateway Small Area Study



City of Covington
NKAPC

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



NATIONAL REGISTER OF HISTORIC PLACES

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

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

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



Linden Grove Cemetery

POTENTIAL HISTORIC DISTRICTS

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

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

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

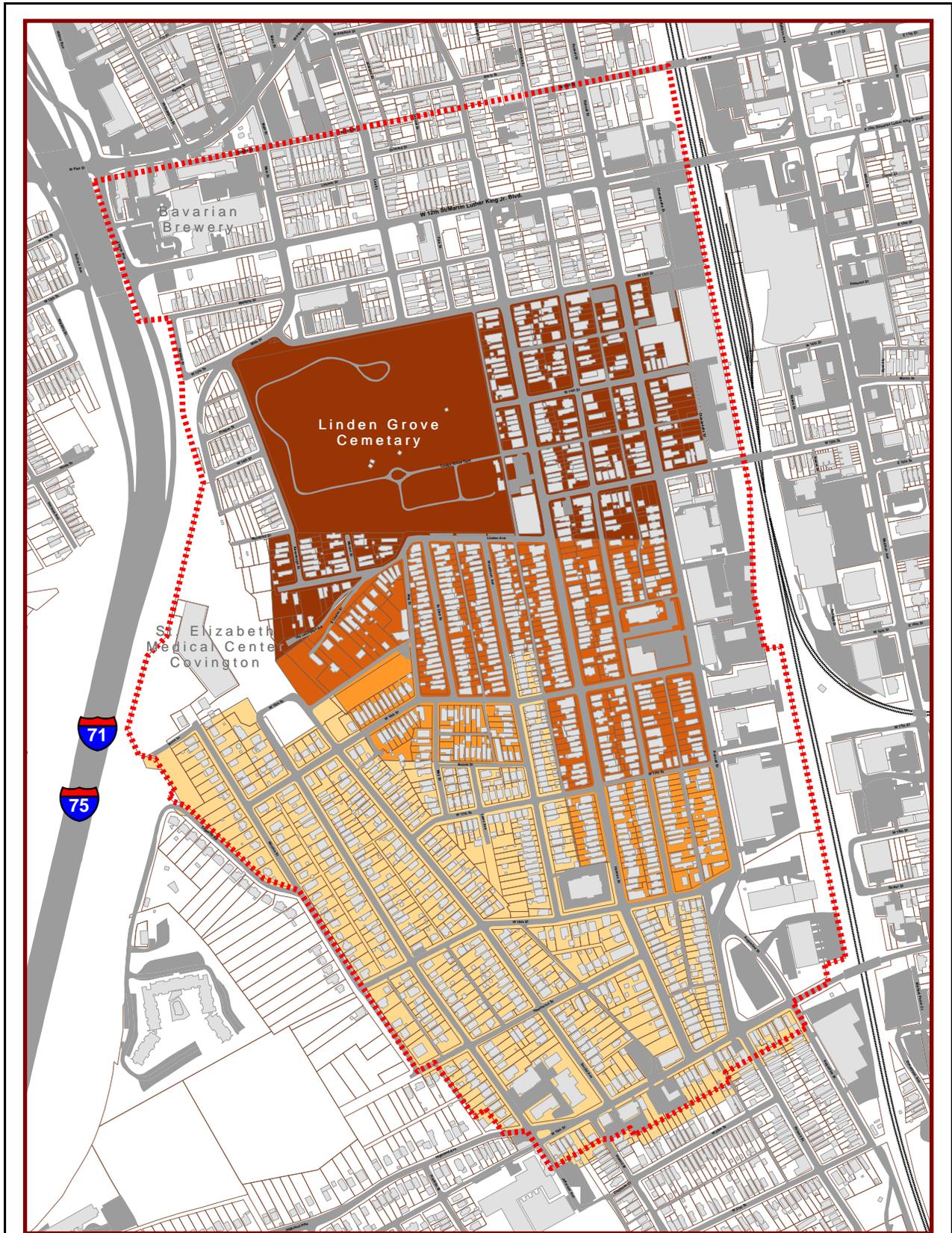
This plan recommends that all or portions of the study area be surveyed and eventually added to the National Register. Dividing the area by development periods or by neighborhoods may make the nomination process less cumbersome. Map 3.1 shows the development patterns by time periods for the area. As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

LOCAL HISTORIC PRESERVATION OVERLAY ZONES

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

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

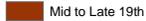
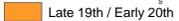
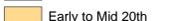
Map 3.1 - Historic Preservation



Linden Gateway Small Area Study



City of Covington
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 Study Area	Historic Development District Era		
	Mid to Late 19th		Late 19th / Early 20th
	Late 19th		Early to Mid 20th

0 250 500 1,000 Feet



A significant part of moving communities forward in Kenton County is to include a discussion of environmental impacts within small area studies. One method for broaching this conversation is to discuss environmental issues in terms of green infrastructure. The *Comprehensive Plan Update 2006-2026* for Kenton County defines green infrastructure as “a network of vegetated or non-paved area(s) that sustains the diversity and quality of natural systems and that contribute to the health, economic vitality, and quality of life for communities and people.” The plan goes on to state that, “A primary component therefore, is to connect across multiple landscapes a network of protected land and water that supports native species, provides recreational and open space uses, and maintains the natural ecological processes.”

GREEN INFRASTRUCTURE CONCEPT

Creating a green infrastructure concept plan helps address the current problems and promote the use of existing and planned assets. As mentioned above, green infrastructure includes an interconnected system of vegetated or non-paved areas. These areas provide natural habitat for wildlife, stormwater infiltration, replenishment of the groundwater, and tree canopy. The green infrastructure concept for the study area is to identify potential linkages using parks, tree canopy, street improvements and pedestrian connections. Then use existing community assets and planned green infrastructure improvements to enhance the natural environment of the area.

Linden Grove Cemetery is a major existing green infrastructure element within the study area and provides the foundation for new green infrastructure recommendations. Three basic sections within the study area were identified around Linden Grove Cemetery; a north, east, and south section to address the green infrastructure concept as seen in Map 4.1. The distinction of these three sections emerged from conversation and discussion with various community members and attendees at the first public meeting as well as focus group and individual interviews. The intent is to provide recreation/green space areas in each section and connect them through a series of greenways and/or green infrastructure elements.

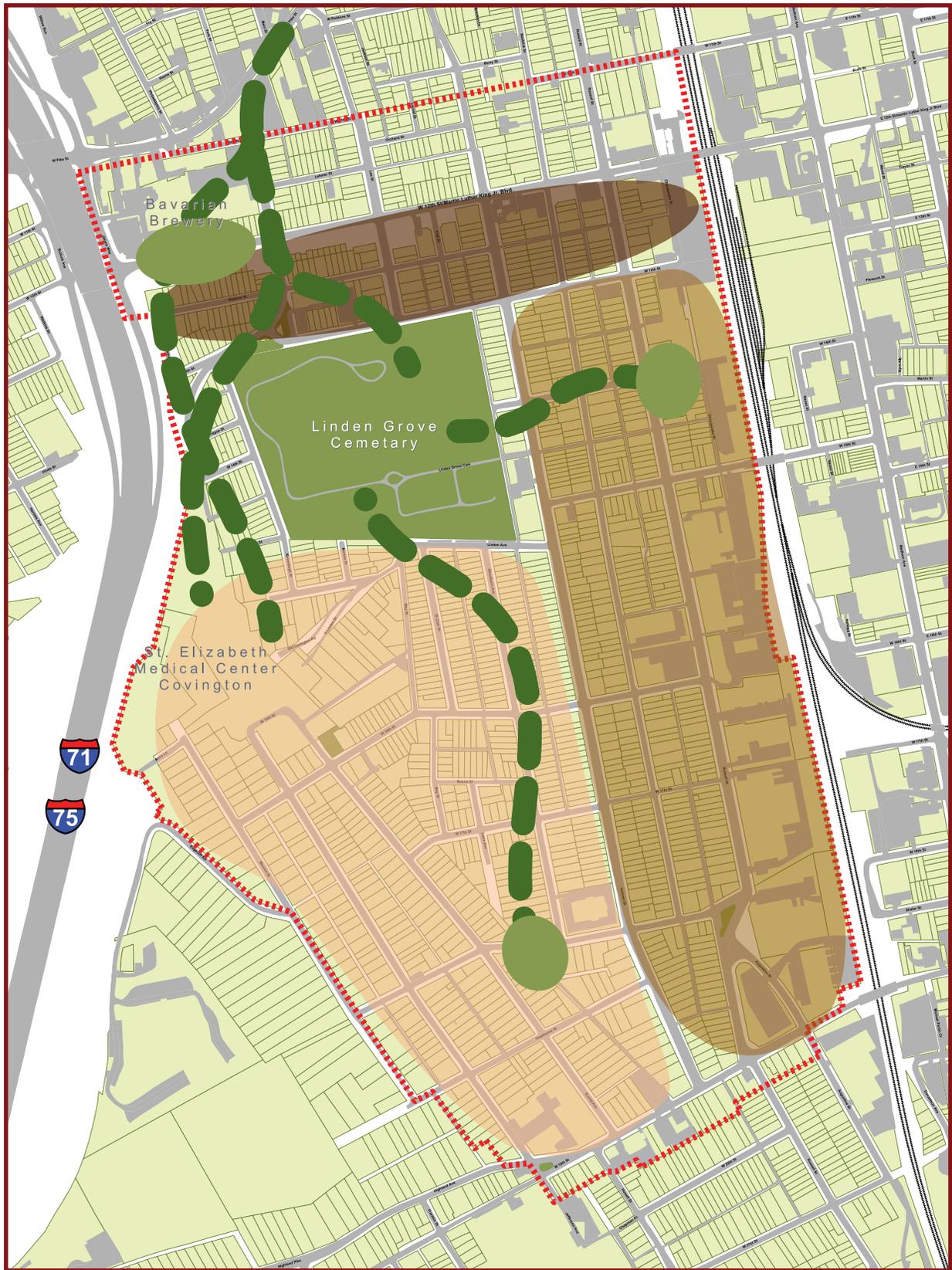
LANDSCAPE ANALYSIS

The Linden Gateway study area was examined using the green infrastructure concept as a lens through which to view the community and its physical components. The strategy to begin this examination included a landscape analysis as well as the identification of neighborhood assets, ongoing efforts and community needs. This analysis looks at different element of the landscape including the topography of the area to determine high and low points; tree canopy and impervious surfaces; and parks and recreation.

Topography

The terrain of an area influences where and how development occurs but more importantly, the landscape of an area determines where and how water flows. Topographic information on map 4.2, has been analyzed to illustrate significant drainage areas within the community.

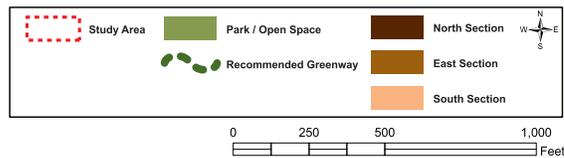
Map 4.1 - Green Infrastructure Concept



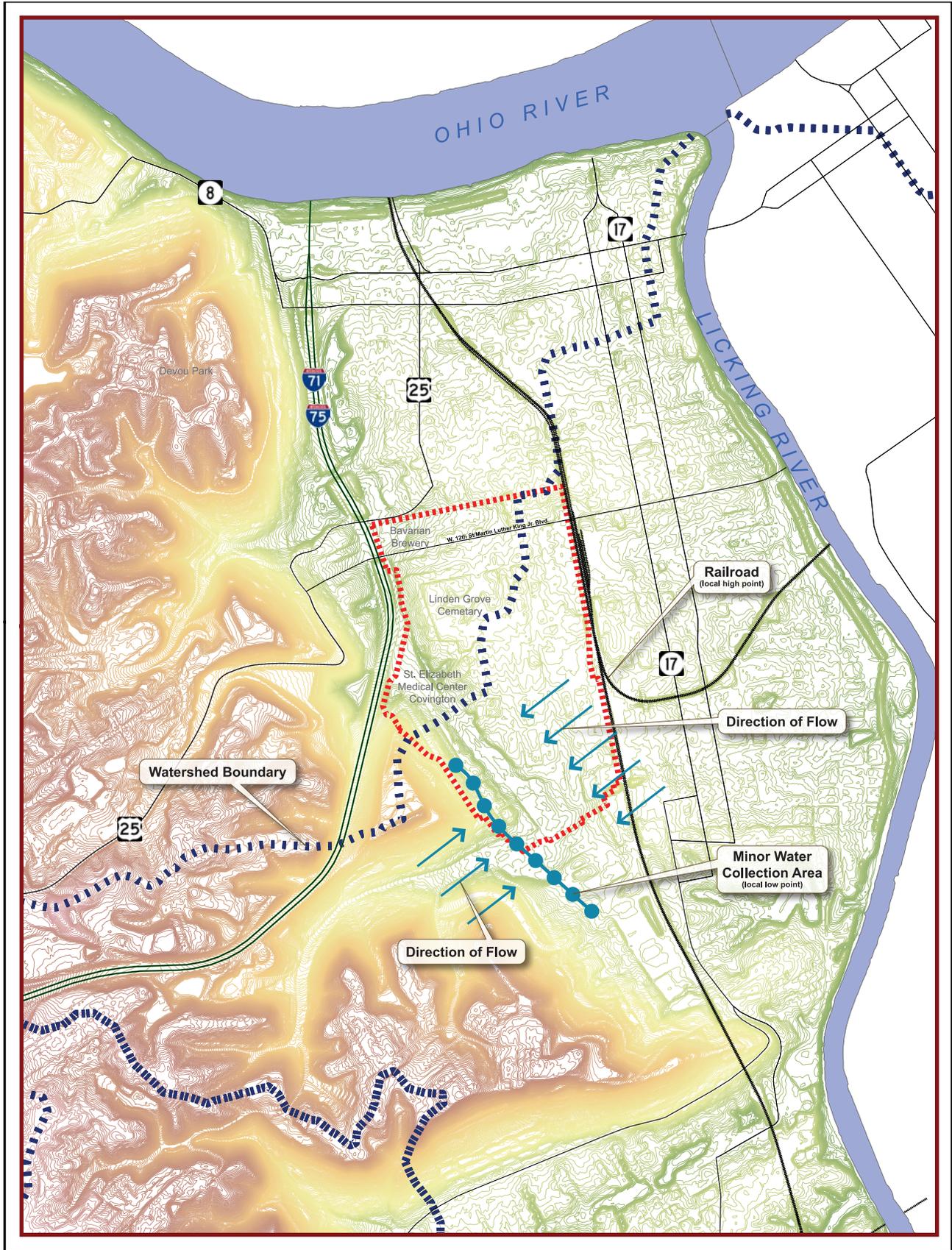
Linden Gateway Small Area Study



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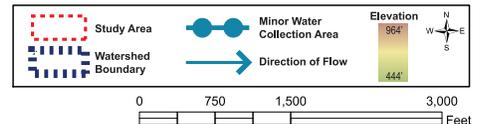
Map 4.2 - Landscape Analysis



Linden Gateway Small Area Study



City of Covington
NKAPC



Map 4.2 illustrates that the study area is divided into two different watershed areas. This means that water on the north side of the dashed watershed boundary drains directly into the Ohio River and water on the south-east side of the watershed boundary drains into the Licking River. As part of this analysis, it is important to recognize the location of local high and low points within a watershed. As illustrated on the map, water can collect in some of these low lying areas. Depending on how these areas are treated, they can potentially be problematic for adjacent property owners due to localized flooding.

Storm Water

Map 4.2 indicates that the localized water collection area lies within the vicinity of 18th Street and Euclid Avenue. Area residents have indicated issues relating to drainage and flooding in this area. Drainage issues may relate to hillside slippage, icy road conditions, and residential flooding. It can also accelerate weathering of paved surfaces due to prolonged collection of water.

Sanitation District No.1 has also made it known that storm water runoff issues are a significant problem for the low lying area of north Covington due to the overabundance of impervious surfaces and combined sanitary/storm water system. The study area drains into the combined sewer system located below the Brent Spence Bridge which has the largest combined sewer overflow problem in the area. During large rain events the system can not handle the stormwater that flows into it thereby draining the excess into the Ohio River. Sanitation District No.1 is now in the process of taking various measures to help reduce the impact of storm water runoff by encouraging green infrastructure practices. Strengthening the green infrastructure system and utilizing best management practices that can help mitigate the problems discussed above.

St. Elizabeth Medical Center Covington: Greenroofs designed to reduce and slow the rate of stormwater

runoff by using vegetation are being considered for the new facility. Rain gardens, specially designed to absorb rainwater are also being considered. These two elements will help reduce the amount of storm water entering the sewage system.

Tree canopy and Impervious Surfaces

Impervious surfaces and tree canopy are two important measurements for evaluating green infrastructure. Within the study area impervious surfaces cover 42 percent of the area. The occurrence of floods during rain events greatly increases with the increase in impervious surfaces (See Interim Report: Map 3 – Impervious surfaces and tree canopy).

Tree Canopy:

The tree canopy in the study area is approximately 20 percent, which means that approximately 20 percent of the land area is covered or shaded by trees (See Interim Report: Map 3 – Impervious surfaces and tree canopy). This is below the recommended 25 percent for urban residential neighborhoods by American Forests. In addition to helping manage storm water trees provide vital benefits to communities and improve the quality of life. Trees:

- Conserve water and reduce soil erosion by reducing surface runoff, reducing soil erosion, increase groundwater recharge, reduce wind erosion of soil
- Reduce air pollution and fight the atmospheric greenhouse effect by absorbing carbon, and other air pollutants, and releasing oxygen
- Save energy by providing shade in the summer and wind breaks during the winter
- Increase economic stability by attracting businesses and tourists, increasing rents for apartments and offices
- Reduce noise pollution by absorbing and blocking noise
- Increase property value by adding 15 percent of value onto property
- Create wildlife and plant diversity by creating

mini-climates for plants and wildlife that would otherwise not be able to survive

- Trees also provide beauty to the urban fabric that increases residents' pride in their community

To increase the amount of canopy cover in the neighborhood a tree planting program should be initiated. This can be a combined effort between the residents, the neighborhood associations, local businesses and the city. Residents and local businesses can plant trees in their yard, and the neighborhood associations along with the city can identify areas where trees can be planted. To provide more room for trees curb extensions at street intersections should be considered.

Information on more than 400 trees that grow in this area, the size they reach, soil requirements, their shape, and wildlife value can be found at the Northern Kentucky Urban and Community Forestry Council website www.nkyurbanforestry.org. The Arbor Day website www.arborday.org also has information on tree type, planting, care, and proper pruning of trees.

Impervious Surfaces:

The amount of impervious surface area, that does not allow storm water to infiltrate, is another primary measure in assessing the green infrastructure in an urban area. The more impervious surface an area contains the more stormwater is diverted into storm sewers and natural drainage ways. During heavy rains the storm sewers are overwhelmed and the untreated sewage is diverted to flow directly into the Ohio River. Water also starts collecting in low lying areas causing road hazards, and flooding basements. Impervious surfaces are the primary reason for the increase in flood activity in this area.

Within the study area there are 91 acres (42 percent) of impervious surfaces. There are several ways to reduce the amount of impervious material and improve permeability of the existing open land.

- Redirect roof drains from emptying into the sewer system by diverting into rain barrels, cisterns or to flow out onto the yard
- Use pervious surfaces for sidewalks, parking lots and lanes, driveways and patios
- Build rain gardens that allow water to infiltrate into the ground more quickly
- Remove concrete from the planting strip between the sidewalk and street curb
- Extend curbs out at the end of some streets to enlarge the area of pervious surfaces



Landscaped Curb Extension

Source: <http://commons.wikimedia.org>

PARKS, RECREATION AND GREEN SPACE

The need for neighborhood parks has been voiced by several attendees at the first public meeting, task force members, local professionals and social service providers, as well as being identified through an analysis of the area. With the exception of one mini park, the Linden Grove Cemetery and Glenn O. Swing Elementary appear to be the only public open spaces within the community.

Parks Standards

Parks provide a substantial amount of green space in urban areas. Using the standards described in the *2001 Kenton County Comprehensive Plan*, below is a summary of the park standards and inventory for the study area.

Mini-Parks: A mini-park is approximately 1 acre in size and services an area 1/8 to 1/2 mile in radius. Mini-parks typically include amenities such as playgrounds, small multi-use areas, and benches. While mini parks are most often provided in association with school facilities, they should also be provided as needed in high density neighborhoods where children do not have adequate yard space. Typically, a mini-park serves 1,000 people for every 1/2 acre.

Neighborhood Parks: These parks are usually 5 to 15 acres in size and serve a radius of 1/2-mile to 1 mile. Common facilities include field games, playground equipment, small pools, small neighborhood center, drinking fountains, and restrooms. Typically, a neighborhood park serves 5,000 people for every 2 acres.

The population of the Linden Gateway Study Area is approximately 3,250. Per the standards, the area should be served by at least 1.6 acres of mini parks. Currently the area includes only one mini park that is 0.055 acres. Almost all of the population of the Linden Gateway Study Area is within a half mile of two elementary school recreational facilities that act as neighborhood parks. While residents are adequately served by recreation facilities at the two elementary schools at the north and the south ends of the study area, the study area is underserved in terms of mini parks.

Existing Facilities

Every neighborhood has its own characteristics and various amenities that contribute significantly to the local character. Examples of these amenities may include parks, pedestrian and vehicular routes, schools, churches, and other locally provided service facilities. These types of amenities are important to a community because their physical presence facilitates opportunities for social interaction; this is where the fabric of a community is often woven together. Residents attending the first public meeting, held in October 2007 indicated that the

following were significant assets (see Figure 1).

- The Glenn O. Swing Elementary School fields (approximately 7 acres), provides a 1/2-mile radius of service to the southern half of the study area. This facility includes basketball courts and a baseball field.
- The John G. Carlisle Elementary school fields (just over 4.5 acres), serves the northern half of the study area and is also designated as a neighborhood park by the *2001 Kenton County Comprehensive Plan*. This facility includes a baseball field, basketball courts, and a playground. Both of these facilities, Glenn O. Swing and John G. Carlisle Schools are located outside the study area and provide active recreation space for the surrounding community and serve a much larger population than the study area itself.
- The Linden Grove Cemetery, located centrally within the study area, is approximately 20 acres of green space that is jointly maintained by the city and county. The Friends of Linden Grove Cemetery have developed plans to improve the cemetery with walking trails, water fountains, restoring the lake, providing pedestrian access on the cemetery's west side, and moving the main access into the cemetery from an alley off of Holman Street to 13th Street. With these improvements Linden Grove Cemetery will provide the community with a convenient place to walk and enjoy green space. When the planned improvements to the cemetery are implemented, it has the potential to function as the core of a greenway system. This study supports the continued efforts of the Friends of Linden Grove to improve the cemetery and transform it into a community asset that can be used by area residents.
- The Lance Corp. Justin Sims Memorial Park is just south and adjacent to the St. Elizabeth Medical Center Covington site. This 0.055-acre piece of land has a playground set, swings and a picnic table.
- The Southside Baptist Church has a children's play lot on Holman Avenue; however, this play

lot is fenced in and unavailable to the general public. For this reason, this park is not included in the calculation of existing mini-park area.

- In addition to park facilities, there are two city owned and maintained traffic islands located at 19th and Jefferson Streets and 18th and Russell Streets that serve as green spaces for the community. The flowers/shrubs within these islands are maintained by the Friends of Peaselburg Neighborhood Association.



Figure 1: 1/2 mile radii for local schools.

- An interpretive park along the south side of 12th St./Martin Luther King Jr. Blvd. in the 500 block will be constructed as part of the road improvement project. This park is proposed to have markers that will describe the story of demolished structures that were located along the south side of the street. This park also provides the opportunity for rain gardens and capturing some of the rain water from the street and allowing it to infiltrate the earth instead of flowing into the sewage system. The City of Covington in collaboration with the

Sanitation District No. 1 and the State Historic Preservation Office is considering the option of using this area for an innovative stormwater park that could also interpret the history of 12th St./Martin Luther King Jr. Blvd.



Traffic island at the corner of 19th and Jefferson Streets

POTENTIAL PARKS/ KEY OPPORTUNITY AREAS

A review of the vacant lots within the study area found six underutilized pieces of land that stood out as key opportunity sites. These sites were viewed as key opportunity areas based on the idea of community collaboration. Collaboration between the city, neighborhood associations, and citizens to create new recreation spaces within the study area will alleviate some of pressure placed on the city to create and maintain these parcels. These six sites are divided into first and second priority areas based on feasibility and need.

The properties listed as “first priority” are those which appear to be the most feasible and in key locations to effectively add mini park space to the study area. The “second priority” properties are those which would add to the quality/quantity of mini park space in the study area but partnerships may be difficult to form based on private ownership and/or surrounding development.

First Priority

Currently the study area is under served by mini-parks by more than an acre. If all of the “First Priority” opportunity sites become parkland the study area will still be under served. The total acreage of all “First Priority” opportunity areas is 0.65 acres. Mini-parks would total 0.71 acres and therefore, still not attain the 1.6 acres suggested by the local comprehensive plan. However, strategically placing facilities throughout the study area, as well as tying them all together to essentially make them more useful, may adequately service the population of the study area. Given the dense urban nature of the area, it is not expected to reach the standards for mini-parks easily.

Area1

The 600 block of West 18th Street

The site located on West 18th Street consists of three city-owned parcels totaling 0.27 acres. The low lying nature of this site presents the opportunity to address storm water runoff issues in a collaborative effort with Sanitation District No.1. This may be an ideal location for a community garden in collaboration with the residents of Academy Flats located nearby.

A community garden is essentially an open piece of land which is gardened, supported and cared for by members of the community. A group of residents, like those at Academy Flats, are generally a supporting group for an activity such as this.



600 block of West 18th Street

Area 2

Children’s play lot at 1518 Holman

The Southside Baptist Church owns and operates a children’s playground at 1518 Holman Avenue. It is approximately 0.17 acres (1/6th acre). This playground is fenced in and is used as a daycare facility and for activities organized by the Southside Baptist Church. Working with the church to open this playground to the public could provide a great asset to the surrounding neighborhood. One potential issue with this site is the lack of parking. Working in collaboration with the city, a few on-street parking spaces could be reserved for the play lot. Dedicating those few spaces directly in front of the playground may provide enough parking to support the site.



Children’s play lot at 1518 Holman

Area 3

Corner of West 14th Street and Banklick Street

The Southside Baptist Church owns the lot at the corner of West 14th Street and Banklick Street. This location is categorized as first priority only in the event that the negotiations with Southside Baptist Church, to open their current play lot fail. This lot is in a prime location to service the northern portion of the study area with a mini-park. This lot is currently maintained by the Southside Baptist Church but future maintenance could be provided through collaborative neighborhood efforts.



Corner of West 14th Street and Banklick Street

Second Priority

Area 4

Corner of 15th Street and Russell Street

The two lots on the southwest corner of 15th Street and Russell Street are highly visible when traveling through the Russell Street corridor as well as traveling along 15th Street. This 0.13 acre piece of land is in an area that could potentially support a gateway feature. Such a feature at this location would be highly visible when traveling south or west into the study area. Due to its visibility and accessibility this area could also have potential to serve as a farmers’ market or other similar activity that would benefit from a visible location. A potential issue with this location is that one lot is owned by the city and the other is privately owned.



Corner of 15th Street and Russell Street

Area 5

19th Street at Holman Avenue

The vacant parcel located behind the corner market on Holman Avenue and 19th Street could be a good location for a mini-park to service the southeastern portion of the study area. This parcel is privately owned but if developed into a mini-park could provide the space for some much needed playground equipment in this area. The Glenn O. Swing Elementary fields are close by but lack playground equipment.

Parking for this site could be provided through collaboration with the owner of the neighboring corner market. A mini-park in a location like this could serve as a buffer from the emerging commercial activity to the south along 19th Street to the established residential uses to the north. This property is currently privately owned and maintained. One advantage of a park at this location may be the potential for maintenance through sponsorship of local businesses. Businesses like landscape architecture firms or nurseries may be particularly interested in maintaining a mini-park so close to commercial activity.



19th Street at Holman Avenue

Area 6

1323 Russell Street

The vacant parcel of land located at 1323 Russell Street is currently owned and maintained by the City of Covington. This parcel of land is bound by buildings on both the north and south sides. The two closest structures south of the property are deteriorating. One is for sale and the other appears to be rental property. For this site to contain sufficient acreage to be a viable park the City of Covington will need to purchase both of these parcels, remove the structures and combine these to the lot they already own.



1323 Russell Street

General Recommendations

There are three sites that have been addressed as “general recommendations.” Two of these properties play a vital role in providing mini-park space for the study area, and efforts are already underway for implementation. It is the recommendation of this study that these projects be completed.

Area 7

Interpretive Park along 12th St./Martin Luther King Jr. Blvd.

Containing 1.3 acres this site is located just off the I-75 interchange along the south side of 12th St./Martin Luther King Jr. Blvd. and is part of the mitigation requirements for the widening project. The park will help preserve the history of 12th St./Martin Luther King Jr. Blvd. that is impacted by the road widening project. Sanitation District No.1 has expressed an interest in working with the

Kentucky Transportation Cabinet and Kentucky Heritage Council to add to this park features that will also make it a rainwater park to help manage storm water runoff from the area.

Area 8

Traffic islands on Main Street

The islands created by the realignment of Main Street and 13th Street as it becomes the access road for the St. Elizabeth Medical Center Covington are viewed as primary sites for landscaped gateways. The City of Covington, St. Elizabeth Medical Center Covington, and the Linden Grove Cemetery Board all agree on this concept and should work together to implement this idea.



Traffic islands on Main Street

Area 9

Lance Corp. Justin Sims Memorial Park

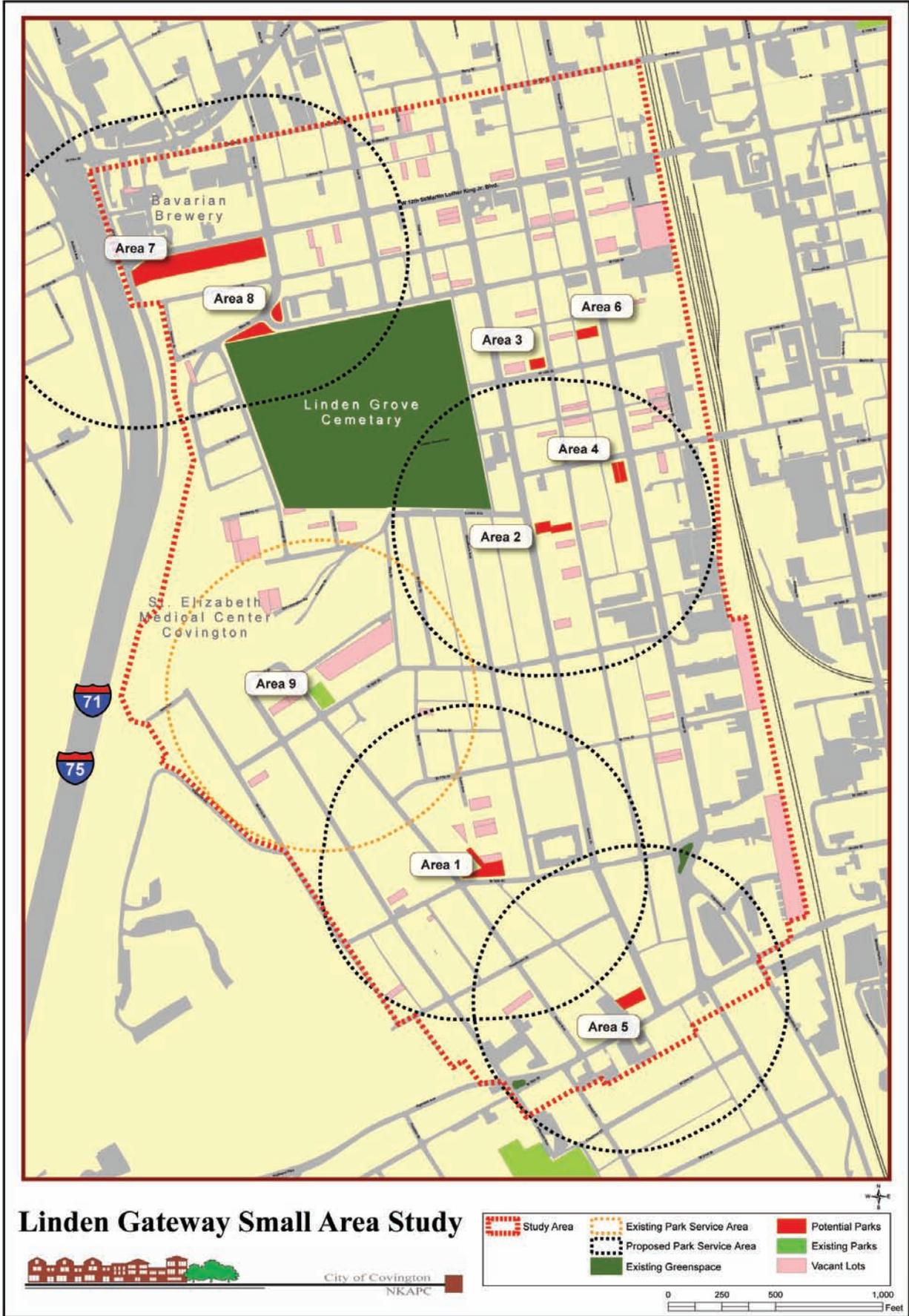
The third property is the Lance Corp. Justin Sims Memorial Park. Currently it is only utilizing a portion of the parcel of land it is located on. A small fence encloses the playground area from the rest of the parcel. There may be potential to expand this park.



Lance Corp. Justin Sims Memorial Park

Map 4.3 illustrates the service area of each of the recommended parks within the study area. If these parks were improved per the recommendations within this section, the residents of the area will be adequately served with recreation and green space opportunities.

Map 4.3 - Proposed Parks and Recreation



GREENWAYS

In an urban setting, greenways typically include rights-of-way, parks and traffic islands that can be landscaped and linked together. Connectivity between these features will encourage their usage by area residents and improve the walkability of the area.

Chapter 2 discusses the creation of a green corridor along Main Street from Pike Street to the Linden Grove Cemetery. This greenway will consist primarily of trees planted along the street and will incorporate the traffic islands located at the intersection of 13th Street and Main Street. The traffic islands should be landscaped with vegetation and designed to function as a rain garden which has the ability to infiltrate stormwater. As discussed in Chapter 7 the proposed median along 12th St./Martin Luther King Jr. Blvd. is wide enough to be landscaped with street trees and a rain garden. The median has the ability to function as an extension of the greenway system along 12th St./Martin Luther King Jr. Blvd.

This study recommends that a portion of the vacant land located at the corner of Watkins Street and Hewson Street and the Interstate 71/75 right-of-way be used to create a greenway that would link the interpretive park on the western end of 12th St./Martin Luther King Jr. Blvd. to St Elizabeth Medical Center Covington. This greenway could then be linked from the medical center to Linden Grove Cemetery through a pedestrian bridge that could be located at Monterey Street as shown in Figures 2 and 3. This corridor will connect two of the areas prime attractions, and give people living close by a more direct route to the medical center.

More greenways can be created by planting trees along the streets and connecting them to existing forested areas such as at the southwest corner of the study area. Since many of the planting strips along the streets are fairly narrow planting trees will probably require curb extensions. These curb extensions can also be rain gardens increasing the amount of stormwater infiltrating the earth and not being channeled into the sewer system.



Figure 2: Potential layout of greenway and pedestrian bridge

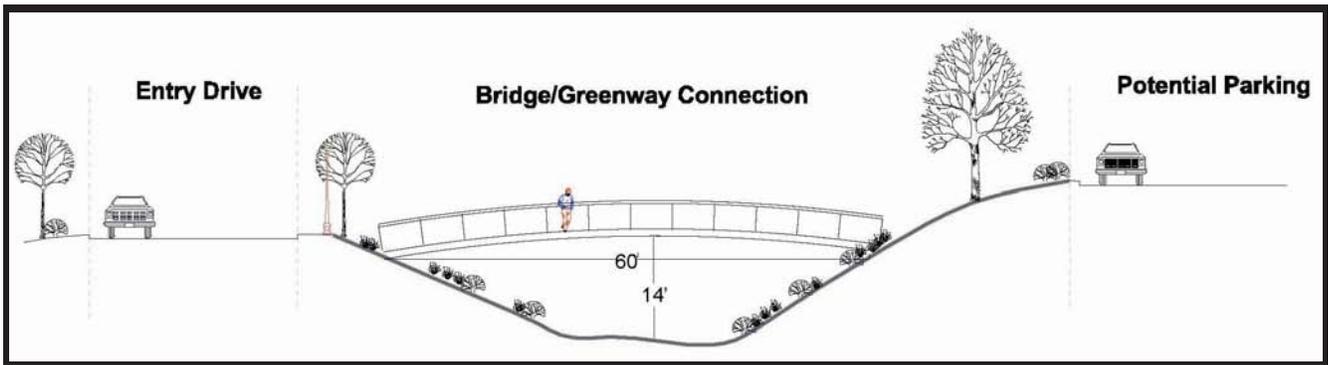


Figure 3: Cross Section of potential pedestrian bridge

With the creation of new parks greenways should be developed linking these with other important elements such as Linden Grove Cemetery, the medical center, other parks, local schools, etc. These greenways will provide connections that will improve the value of the community and increase the quality of life while increasing the tree canopy cover, and decreasing the amount of stormwater entering the sewer system.

GREEN BUILDING

New building techniques are being developed to reduce the impact structures place on the environment and human health. These building techniques, materials, and fixtures reduce the amount of water used in the building and entering the storm sewage system; reduce the amount of energy required to light, heat and cool the building; and reduce the amount of waste by using renewable or recycled material. These ideas and techniques extend to the site of the building and its landscaping.

There is growing attention being given to green building as energy costs climb, and Northern Kentucky already has examples of these techniques with Twenhofel Middle school, and James A. Caywood Elementary school. St. Elizabeth Medical Clinic Covington is planning to have a green roof, and rain gardens which will reduce the amount of rain water flowing into the sewage system. The leading standard of green building is the Leadership in Energy and Environmental Design (LEED) Green Building Rating System created by The

U.S. Green Building Council. This rating system is used to evaluate a building's level of greenness and to be LEED certified is becoming a sought after prestigious award. It is the recommendation of this study that future development within the study area incorporate green building techniques and pursue LEED certification. As noted previously the study area lies within a critical storm water area. These recommended techniques can prove useful to both conserve energy and help manage storm water.

RECOMMENDATIONS

Implementation of this, or any part of the plan, will rely on collaborative efforts among all of those involved in the community. The recommendations in this section of the study are made in an effort to take the some of the burden of implementation off the shoulders of the city. These collaborations would include neighborhood/community organization, local companies, local property owners, and the city.

Opportunities for grant funding are usually available every year, but these funds are generally limited and are very competitive. The small sizes of potential parks may hinder efforts for attaining grant funding. However, if a marketing strategy is put in place, opportunities for grant funding may be more readily available. Marketing several parks together, possibly including parks in other parts of the city, as one large project, likely increases the chances for funding as well as creates connectivity throughout the neighborhood.

A few marketing ideas, include:

- Murals/Kids Art Work – supported by local elementary schools
 - Grades 1-3 do a project for display in one park
 - Grades 4-6 do a project for display in another park
- Community Gardens
 - One park is the food community garden
 - One park is the flower community garden
 - One park is the farmers’ market location
- Age
 - One new park for young children
 - One new park for adolescent children
 - One new park for the elderly
- Water gardens
 - One park, water year round
 - One park, water only after large rains

Maintenance of public spaces, including parks, is a challenge for many communities. For this reason some communities are hesitant to undertake creation of new park and recreation facilities. Groups and organizations that could assist in creating and maintaining the parks may include:

- Center for Great Neighborhoods
- Local artists foundations
- Baker Hunt Foundation
- Friends of Peaselburg Neighborhood Association
- The Westside Action Coalition
- Trinity Episcopal Church
- Southside Baptist Church
- Saint Augustine Catholic Church
- Glenn O. Swing Elementary School
- John G. Carlisle Elementary School

Parks, Greenways, and Stormwater

- In order to create new parks within the study area a Linden Gateway Parks Committee should be formed with representatives from the Neighborhood Associations, Center for Great Neighborhoods, the City of Covington, and the local institutions that can assist in maintaining

the parks. The Committee should establish a theme for the parks to be created which will assist when funding is sought from various sources.

- The city should pursue the possibility of purchasing land that could become park space within the study area. The primary locations are the parcels south of the empty lot they currently own at 1323 Russell Street, and the empty lot located on the Southwest corner of the 15th Street and Russell Street intersection.
- The Westside Action Coalition along with the City of Covington, the Center for Great Neighborhoods, the St. Elizabeth Medical Center Covington, the Friends of Linden Grove Cemetery, and other local agencies such as the Northern Kentucky Urban and Community Forestry Council and the Kenton County Conservation District, should work together in establishing a green corridor connecting the Lance Corporal Justin Sims Memorial Park up the east side of the St Elizabeth property and then over to the Linden Grove Cemetery.
- Once the location of the future parks is established green corridors should be planned to connect them to Linden Grove Cemetery. The Neighborhood Associations should work with the city and other agencies to establish these corridors.
- The potential to preserve the railroad right-of-way that extends along the eastern boundary of the study area as a green corridor should be explored.
- The Neighborhood Associations along with the Center for Great Neighborhoods, the city, and other agencies should put together workshops on selecting the right tree, planting, and caring for trees. Workshops for focusing on stormwater run off and what can be done to reduce the amount should also be established. These could

include information on rain barrels, rain gardens, and permeable pavement. These workshops could become part of an annual spring festival focusing on beautifying the neighborhood.

- The city and/or neighborhood associations could work with Sanitation District No. 1 and the Northern Kentucky Urban and Community Forestry Council to develop a program to plant more trees in the study area and reducing the amount of impervious material.
- The city should remove all the concrete in the planting strip. Trees should be planted in all planting strips that are wide enough.



Kavanaugh Street - Planting strip on east side of street

The transportation network in the study area is primarily set due to:

- 1) The dense development and limited availability for new right-of-way; and
- 2) The major roadway reconstruction efforts currently underway.

As identified in the Interim Report, Main Street has been realigned to provide direct access for 12th St./Martin Luther King, Jr. Blvd. to the St. Elizabeth Medical Center Covington site on the west side of the study area. In addition, the Kentucky Transportation Cabinet is currently in the process of reconstructing 12th St./Martin Luther King, Jr. Blvd. which will restrict the existing access points at Lee Street, Fisk Street and Banklick Street. The 15th Street Bridge over the railroad, which connects Russell Street with Madison Avenue, has recently been closed by the city due to structural concerns. Therefore, the primary concentration of the recommendations of this study are to reconfigure the existing street system to improve mobility for the residents and users of the study area while complementing the changes in traffic patterns brought about by the above projects.

Three tiers of recommendations are provided to address the transportation elements of this plan.

1. **Short-term improvements** are low-cost improvements such as changes in traffic control and traffic patterns that can be implemented immediately. While low cost, these measures represent changes that are needed to improve mobility and complement the various projects in the area.
2. **Areas that require further study** may provide low cost solutions, but require additional study outside the scope of this effort. These recommendations primarily concentrate on modifications to existing traffic signals that require detailed traffic analysis for further evaluation.
3. **Long-term improvements** have the ability to significantly improve safety and mobility, but require extensive capital improvements and impacts to adjacent properties. These improvements should be considered when it is within the budgetary constraints of the city and/or when further redevelopment in the area occurs that would make them feasible.

The reduction in the number of signalized and full/unrestricted access points along 12th St./Martin Luther King, Jr. Blvd. will redistribute traffic entering and exiting the study area to the north. The redesigned Main Street will serve as the primary entrance to the St. Elizabeth Medical Center Covington, and existing properties to the west of Linden Grove Cemetery. The entrances at Holman Avenue and Russell Street will serve as the primary ingress and egress points to 12th Street for the residential and industrial properties east of Linden Grove Cemetery as well as residential areas to the south. Traffic volumes on Lee Street, Banklick Street, and Fisk Street are expected to be reduced due to the restricted access imposed by the 12th St./Martin Luther King, Jr. Blvd. project. These improvements will polarize traffic to the east and west ends of the study area, concentrating them at Main Street and Russell Street. As a result, east-west connectivity is a major concern within the study area. East-west connectivity was also the most frequent concern noted through comments gathered in the public involvement process.

SHORT TERM IMPROVEMENTS

The primary recommendation of the short-term improvements is to modify traffic control measures. Modification of traffic control measures can take several forms, including installation, relocation or removal of stop signs and installation of pavement markings such as centerline striping and/or parking striping. These improvements can be used to increase or decrease the importance of a street within the study area or to provide priority to one direction of travel over the other. In addition, these improvements have minimal cost and can be accomplished within the existing right of way and curb lines. The following sections identify recommended short-term improvements.

As identified above, east-west connectivity is a primary concern. The only viable option for providing this connectivity north of Linden Grove Cemetery is West 13th Street. It is recommended that traffic controls along West 13th Street be reconfigured to identify it as a primary street and provide for the priority of movements along its length.

The following improvements are recommended along West 13th Street:

- Convert West 13th Street to two-way operation between Holman Avenue and Russell Street.
- Install centerline striping and marked on-street parking on the north side of West 13th Street.
- Remove stop control on West 13th Street at Lee Street.
- Remove stop control on West 13th Street at Banklick Avenue.



13th Street looking east

Due to the access restrictions placed on Lee Street and Holman Avenue, the volume of traffic using these streets is expected to be reduced. Currently, these streets have the priority in entering the study area with no stop control at their intersections with Watkins Street. However, due to the need for improved east-west connectivity and redevelopment proposed for Watkins Street, a change in priority of these streets is necessary.

The following improvements are recommended along Watkins Street:

- Remove stop control on Watkins Street at Lee Street
- Install Stop Control on Lee Street at Watkins Street.

East-west connectivity at the south end of the study area is equally as poor as the north near West 12th Street/Martin Luther King, Jr. Blvd. Only three streets provide a connection between Russell Street and Euclid Avenue/Jefferson Avenue. These are West 16th Street, West 17th Street and West 18th Street. The connection provided by West 17th Street is only a one-way operation (westbound) between Russell Street and Holman Avenue. A total of 12 stop controlled intersections are present on these three streets. Therefore, east-west priority in the southern end of the corridor is minimal.

The following improvements are recommended to improve east-west connectivity in the southern portion of the study area:

- Remove stop control on West 16th Street at Banklick Street.
- Remove stop control on West 16th Street at Woodburn Avenue.
- Remove stop control on West 17th Street at Banklick Street.
- Remove stop control on West 18th Street at Banklick Street.

One-way streets are frequently used in the study area; however, there is not a consistent pattern of one-way streets. Streets often are converted to one-way operation at the next block for no apparent reason and couplets are not provided when one-way

streets are used. These inconsistencies can make the street system confusing and hard to navigate. All streets that utilize one-way operation maintain adequate width to provide two-way operation, with the exception of West 17th Street between Holman Avenue and Russell Street, which is only 17-foot wide.

The following improvements are recommended to improve the one-way street system.

- Convert West 13th Street to two-way operation between Holman Avenue and Russell Street.
- Convert West 14th Street to two-way operation between Holman Avenue and Russell Street.
- Convert Banklick Street to two-way operation between West 12th St./Martin Luther King, Jr. Blvd. and West 14th Street.
- Convert Woodburn Avenue to two-way operation between Linden Avenue and West 16th Street.
- Convert St. Clair Street to two-way operation between Linden Avenue and West 16th Street.



Woodburn Street south of Linden Street

The conversion of Woodburn Avenue and St. Clair Street would primarily impact only the local residents of those streets, and therefore these recommendations should be discussed and approved by the residents. However, recommendations for West 13th Street, West 14th Street, and Banklick Street are critical to ensuring improved mobility throughout the study area and to support planned redevelopment. These measures were originally placed as a crime prevention measure in 1998. Therefore, it is recommended that removal of

the one-way street system should be evaluated for increases in crime and/or delayed until a scale of redevelopment has occurred in the area capable of deterring criminal activity. However, these are critical improvements that are strongly recommended.

Another critical component of the short term plan is to modify existing non-auto modes of travel to benefit the changes in the area. Currently, the No. 5 TANK bus route serves the area along Holman Avenue to West 12th St./Martin Luther King, Jr. Blvd. The No. 5 route has the second highest TANK ridership with over 153,000 riders in 2007. The St. Elizabeth Medical Center Covington is expected to generate approximately 250 jobs which could be well served by this route. The No. 1 route, which has the highest ridership, enters the study area on Main Street north of West 12th St./Martin Luther King, Jr. Blvd. and exits on West 12th St./Martin Luther King, Jr. Blvd. With minor modifications, the existing transit service can well accommodate the existing and future demands within the study area.

The following improvements are recommended to improve transit service in the area:

- Re-route the No. 5 route from Holman Avenue to West 13th Street to Main Street to serve the St. Elizabeth Medical Center Covington. A bus stop should be provided as close as practical to the medical center to encourage ridership.
- Provide pedestrian connections along Main Street to the St. Elizabeth Medical Center to West 12th St./Martin Luther King, Jr. Blvd. to provide a connection to the nearest stop on the No. 1 route.
- Provide bus shelters and benches at high activity areas within the study area. Potential locations include West 19th Street, Southside Baptist Church and/or the Goodwill Village.

The study area also contains a portion of the city-wide bike loop identified in the Covington Strategic transportation plan. This section of the bike loop

utilizes Holman Avenue from West 19th Street north to West 12th St./Martin Luther King, Jr. Blvd. No infrastructure improvements are identified in this portion of the plan; however, signing and marking should be provided consistent with the rest of the city-wide loop. In addition, special provisions may be required at public and private facilities to accommodate cyclists.

The following improvements are recommended to accommodate the city-wide bike loop:

- Provide signing and pavement markings consistent with the city-wide bike loop.
- Provide bike racks at all public facilities and points of interest. This may include at a minimum the Linden Gateway Cemetery and other locations, such as commercial areas where bicyclists might want to stop to purchase goods or to sightsee.

AREAS REQUIRING FURTHER STUDY

Traffic volumes in the study area are not significantly high in the context of urban development. A total of ten traffic signals are currently present to serve these needs. Observation of the signal operation indicates that traffic signal warrants, which establish minimum traffic volumes for signals, may not be met at all signals in the study area. The 12th St./Martin Luther King, Jr. Blvd. plan will remove the signal at Lee Street. However, the West 19th Street corridor currently contains 5 signals, which provide poor progression along West 19th Street. In addition, the traffic signal at the intersection of Holman Avenue and West 15th Street may be unnecessary due to the recent closure of the 15th Street Bridge, which may have significantly reduced the amount of westbound traffic along West 15th Street.

The following improvements are recommended for further study:

- Conduct a comprehensive signal warrant analysis of all traffic signals within the study area.
- Conduct a feasibility study to determine the

potential to coordinate traffic signals along West 19th Street.

- Conduct a traffic engineering study of the signals along West 12th St./Martin Luther King, Jr. Blvd. to determine the appropriate cycle length and offsets capable of providing acceptable levels of service and minimal traffic speeds to accommodate the pedestrian friendly goals of the corridor redevelopment plan.

LONG TERM IMPROVEMENTS

The remaining recommendations are expected to have significant associated costs. Due to monetary constraints these recommendations should be considered in light of the needs of the entire city to determine if the projects are worthy of the associated funds.

As noted above the primary concern within the study area is the lack of east-west connectivity. The closure of the West 15th Street Bridge restricts access to the area, with the only access to the east or west being at West 12th St./Martin Luther King, Jr. Blvd. and West 19th Street. This can make accessing the central part of the study area difficult from points within the city. While there exist the possibility of repairing and reopening the West 15th Street Bridge, this alternative may become too costly due to additional improvements needed at the railroad. In this case it may be worthwhile to consider additional alternatives such as a crossing at West 16th or West 17th Streets. These streets provide a connection across the whole of the study area to Jefferson Avenue as opposed to the terminus of West 15th Street at Holman Avenue. The West 17th Street location may be preferred due to the wide crossing at West 16th Street due to the existing railroad spur. However, West 17th Street also provides complications as this street is one of the narrowest in the area with a total width of 17 feet. A connection at this location would certainly require widening of West 17th to provide for two-way street operation.

The following long-term recommendations are made to improve east west connectivity in the study area:

- Repair/Reopen the West 15th Street Bridge to passenger car traffic with restrictions on large vehicles.
- Investigate the feasibility of future crossings at West 16th Street or West 17th Street with appropriate improvements along each corridor.
- Widen West 17th Street to provide two-way operation without an additional crossing over the railroad.



15th Street Bridge

The 12th St./Martin Luther King, Jr. Blvd. corridor redevelopment plan and the West 12th St./Martin Luther King, Jr. Blvd. widening project have identified several “gateway” entry points on the northern end of the study area. However, similar areas have not been identified for the southern end of the study area. The intersection of Russell Street and Augustine Street provides a nice entry to the Peaselburg neighborhood. However, the current configuration provides for a confusing transportation network as well as potential unnecessary pavement in this area. The potential exists to reconfigure this intersection to reduce the amount of pavement providing more green space, while making for a simpler intersection design.

The following long-term recommendation is made to reconfigure the intersection of Russell Street and Augustine Street:

- Investigate the implementation of a single lane modern roundabout at the intersection of Russell Street with Augustine Street.

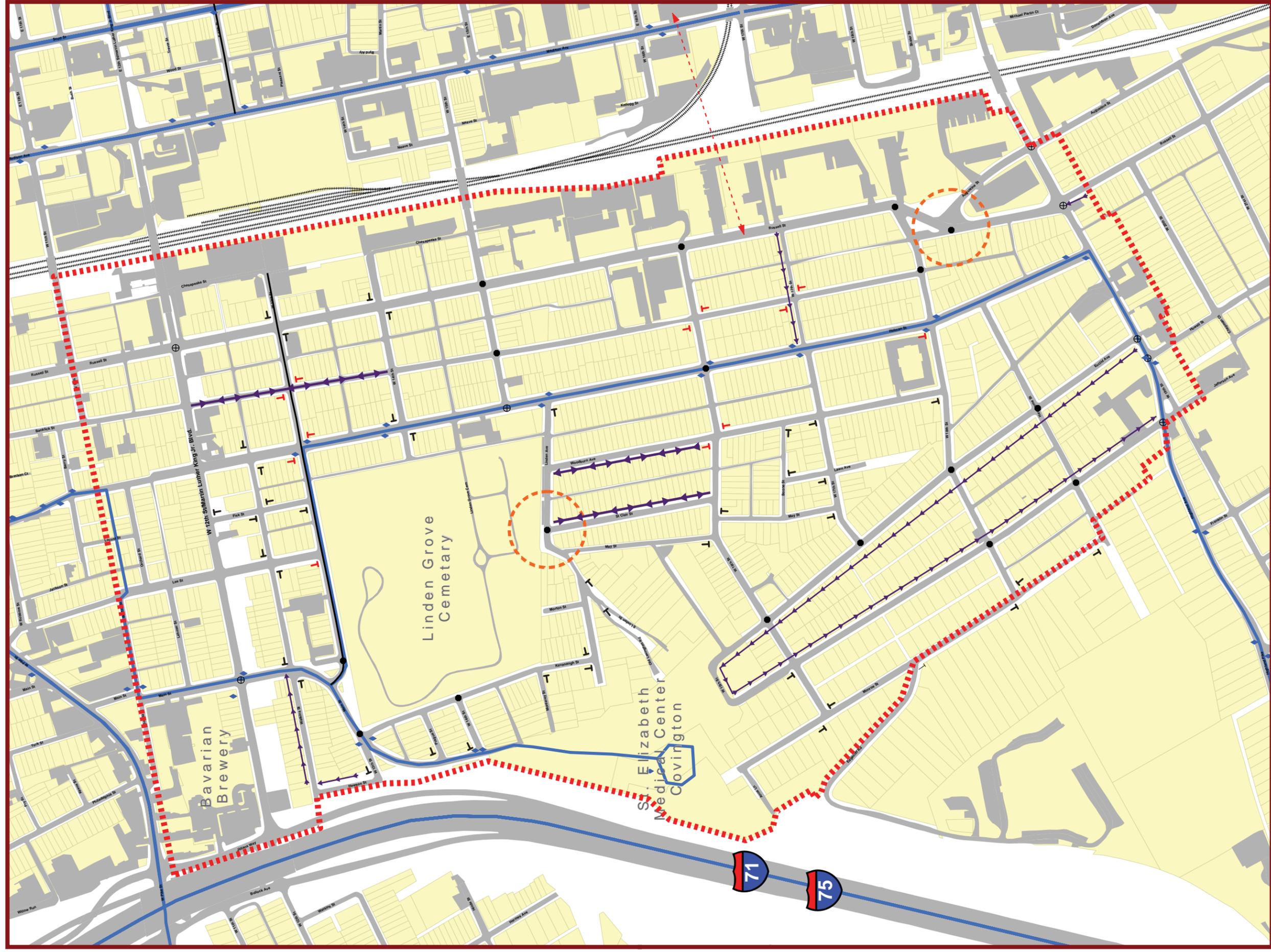
The intersections of Linden Avenue with St. Clair Street and Woodburn Avenue present a severely limited sight distance approaching the intersection from any direction. This creates a potential safety concern for motorists as well as the buildings located close to the corner of the intersections, specifically the corner market at the southeast corner of Linden Avenue and Woodburn Avenue. The current configuration may work well due to low traffic volumes. However, should redevelopment occur in the area and volumes increase, corrective action should be considered.

The following long-term recommendation is made to reconfigure the intersection of Linden Avenue with Woodburn Avenue:

- Increase building setbacks and realign Linden Avenue to improve sight distance and operations at the intersection.

In addition to the improvements above, several streets in the study area should be considered for resurfacing. It is recommended that those streets identified as critical - specifically West 13th Street, Russell Street, Holman Avenue, West 16th Street, West 17th Street and West 18th Street should be given priority within the study area.

Map 5.1 Transportation Systems



Linden Gateway Small Area Study



City of Covington
NKAPC

- Study Area
- Recommended Area for Further Study
- TANK Bus Stops
- Existing Directional Stop
- TANK Routes
- Recommended Directional Stop
- 4-way
- Signal



The study area has always been and will remain primarily a residential neighborhood. Residences make up just over 80 percent of the principal structures in the study area. Even with the widening of 12th St./ Martin Luther King Jr. Blvd., and the building of the St. Elizabeth Medical Center Covington and the new commercial activity these projects are expected to bring, the study area will continue to be predominantly residential. With this being the case, it is very important that attention be paid to the housing situation. It is the intention of this study to make recommendations that will improve the housing stock in the area and make it more appealing to a broad group of people.

The exterior-only building condition survey found 1,090 houses (90 percent) in good condition or needing only minor repairs; 18 structures (1percent) considered dilapidated or with substantial deterioration; and 97 structures (9 percent) with moderate deterioration. This was an exterior survey only and the interior conditions could change a structure's condition category. The 18 structures considered either dilapidated or substantially deteriorated should be considered prime structures for demolition. Because the interior condition is unknown, the 97 structures with moderate deterioration should be inspected further to assess the overall structural integrity of the building

INFILL

Building new housing in older neighborhoods on existing lots, known as infill development, is a common way to improve and broaden the appeal of an inner city neighborhood. New housing can provide the type of living space that is currently in demand, such as condos for empty nesters wanting to move into the city, apartments for young families and individuals, and large homes for more mature families. Usually inner city neighborhoods have large numbers of vacant lots and easily condemned substandard housing to provide space for new housing. However, this study area is rather different. There are few vacant lots available for building and few existing homes are in such poor shape they should be condemned rather than rehabilitated. There are approximately two dozen vacant lots that could be built upon as shown in Map 6.1. Of these about half are owned by neighboring property owners and used as side or back yards making it unlikely they would be available for development. Some of the remaining lots are small and irregular in shape. This leaves only a handful of lots suitable and possibly available for development. With this information at hand a developer should look at acquiring adjoining parcels of land where vacant lots and substandard houses are located. The size of the house should also be considered; a small one story house in moderate condition may be suitable for demolition if its lot can become part of a larger parcel of land for infill development.

CRIME

Safety is one of the most important aspects of a neighborhood's appeal. If a neighborhood is not perceived to be safe then few people will want to live there. This lowers the value of the neighborhood's homes, and leads to an increase in the number of low-cost rentals. Residents of the community have a perception that crime has grown worse over the years. Currently it is not possible to break down the crime data for just the study area. According to the Covington Police Department the northeast section of the study area has had some crime problems in the past. To counter this the police department has made some of the streets

in that area one-way to make it more difficult for motorized traffic to move quickly in and out of that area. The residents of the northeast section of the study area are split in their opinions on the level of crime. Some think crime is still as bad as it ever was and others think it has decreased. The police think crime in the area has decreased to some extent because the number of calls to that area has decreased.



Recently renovated house on Russell Street

There are some things residents can do to reduce crime in the area. Currently there is a Neighborhood Watch program which asks for people to be outside watching their street and reporting anything that looks suspicious. Residents do not have to belong to the program to perform this basic preventive measure. Criminals are less likely to break the law when people are able to see them. Getting to know your neighbors and the entire community also helps reduce crime. Residents that know their neighbors schedules, vacation plans, friends, and family can more easily detect suspicious activity. The best way to learn about a community is to join the neighborhood association. This will enable residents to get to know one another quickly and help with projects and programs focused on improving the neighborhood. Finally the city police department is starting Citizens on Patrol program. This program calls for groups of residents to patrol

their neighborhood and report suspicious activity, code violations, check on commercial businesses, and residents when requested. With these programs and activities residents can increase the level of comfort in their neighborhood.



House in poor condition

HOMEOWNERSHIP

Foreclosures

Based on discussions with neighborhood representatives, home foreclosures are a primary concern for both the Friends of Peasenburg Neighborhood Association and the Westside Action Coalition. The study area's large percentage of low-income residents and the predominance of single-family housing stock make the study area a prime location for mortgage foreclosures. Foreclosures are occurring within the area but the total number is not known. To help with the foreclosure problem this study recommends the formation of programs to raise awareness, and provide education on sound financial decision making.

Rentals

Many local residents throughout the study area cited an apparent increase in the number of rentals leading to a deterioration of the housing stock as a major problem. The primary cause of this was the big move to the suburbs in the post-war years and the resulting decline in desirability of living in the area. This drove housing prices down and made the housing attractive for rentals. The best way to increase homeownership in a declining neighborhood is to improve the desirability of living in the area. The increase in market demand will increase the value of the housing. The new medical clinic, the widening of 12th Street/Martin Luther King Jr. Blvd. and the additional commercial development these projects will create will accomplish this to some degree. Improving the existing housing stock and beautification of the area are two more ways to improve the desirability of the area and attract people to purchase homes.

At this time the area is considered low income. The average household income in the study area is \$28,600, compared to the entire city of Covington at \$30,735, the county at \$43,906, and the national average is \$43,162. The development projects slated for the area and the additional development expected to ensue could bring gentrification. This is a process where home values rise so high the current low-income renters can no longer afford to live in the area. This outcome may be both good and bad for the city of Covington. Causing the low-income residents to move is an added hardship for them, and usually these residents move to other low-income areas, thereby concentrating the poor in one area again. On the other hand, the increase in taxes and improved residential environment are what city officials want from such developments. There are programs that can help offset the negative aspects of this situation. Two are already in place: assistance for low-income residents to purchase homes and funds to help homeowners make needed repairs on their homes. Another program that can help this situation is to provide incentives for developers to build affordable housing in the area.

RECOMMENDATIONS

Increase Local Awareness of and Advocate for Relevant Issues

- Educate the community on sound homeownership practices to help residents avoid untenable situation.
- Disseminate information on homeownership to residents via newsletter.
- Host an annual home-buying workshop with the Center for Great Neighborhoods (CGN), Housing Opportunities of Northern Kentucky (HONK), local banks and savings and loans, and real estate agencies.
- Organize classes to teach the importance of good home and yard maintenance.

Increase Number of Homeowners

- The City of Covington should establish a Housing Fair (Covington held several in the past) with the City, Realtors, rehabbers, schools, neighbors, banks, etc. on site. This could be combined with house tours such as Rehabarama.
- Educate Realtors and developers about the area. Realtors should know what is happening in the area and the investments being made in the area in order to encourage people to move into the area.
- Hold a Rehabarama in the area. This could showcase newly renovated home sor businesses and could be expanded to include projects currently under renovation.
- Increase participation in existing homeownership programs
 - City of Covington – Homebuyer Assistance
 - HONK – lease to own program, builds and renovates homes
 - CGN – builds and renovates homes, works with banks and city programs for homeownership
 - The two neighborhood associations

(Peaselburg and Westside), act as a connector/recruiter for the City of Covington's, HONK's, and CGN's programs.

- A few people in each neighborhood association should become trained on the details of the various homeownership programs. The knowledgeable neighborhood association members should discuss the homeownership programs with interested residents and help determine if they are eligible. If the person seems eligible, the neighborhood association's member can arrange to take them to the appropriate place with the necessary documentation.
- Each neighborhood association should advertise these programs in its newsletter, placing brochures in public places, and by making one-to-one contact with other residents.
- **Employer Assisted Housing Programs.** An employer in the area helps eligible employees purchase a home in a specific area close to its business locations. This program can be setup in different ways:
 - The employer can provide low-interest loans, no-interest loans, forgivable loans, match funds in a special account, grants, or free home buyer education. Usually an employer works with a lending institution to help setup the program.
 - The advantages for the employer are: less turnover, more loyal employees, less absenteeism, public recognition, and monetary savings.
 - The benefits for the employees: more financially stable, increase feeling of belonging, less commuter time, lower fuel costs, mass transit could be easier to use, and walking could be an option in some cases.

The City of Covington offers home loans to income eligible residents. Currently the amounts are \$5,000 for residents, \$6,000 for certified teachers and administrators, and St. Elizabeth Health System employees, and \$7,000 for City of

Covington employees. Payment on these loans is deferred, but is due upon the sale, transfer, refinance or vacating of the property. The loan becomes a grant if the owner occupies the home for 15 years from the date of purchase.



Rehabilitation of home within the Study Area

- The neighborhood associations should consider creating a limited liability company (LLC) to purchase and refurbish structures.
 - Team with a Community Housing Development Organization (CHDO), such as HONK or CGN to access funds and expertise in housing redevelopment.
 - Pool money to purchase houses.
 - Use CDBG and HOME money to fix up houses.
 - Sell one house and use the profits to purchase another one.

Improve Existing Housing Stock

- Assist residents in learning about and using the home improvement programs currently available. Both the City of Covington and Housing Opportunities of Northern Kentucky (HONK) have home improvement programs. To enhance their effectiveness the neighborhood associations could help local residents become aware and receive funds from the programs

- Create a Tool Library. This would be a collection of hand tools and possibly power tools available for residents to borrow.
- Create a group of people that can help with home repairs. HONK has volunteers working on their homes. This program could be expanded to include all the homes in the study area.
- Targeted Code Enforcement
 - Neighborhood associations could work with the code Enforcement Department by identifying blocks or parts of a block for a very thorough inspection.
 - Those that qualify and need repairs to their homes can apply to the programs mentioned above.
 - To help get the repairs made in a timely fashion cancel the fine if the repairs are completed within a prescribed time.
- Annual inspections of rental properties.
 - Covington has such an ordinance and is in the process of updating it, determining the necessary fees and hiring more inspectors.
- Create workshops to teach local residents how to make basic home repairs and use hand and power tools.

Crime Prevention

- Neighborhood Watch programs are already in place in the study area.
- Citizens-On-Patrol is a new program the police department is working to have in every Covington neighborhood. This program has groups of residents walking around their neighborhoods checking for anything unusual, code violations, and suspicious people. When issues are discovered the appropriate department is contacted.

Linden Gateway Neighborhood Enhancement Program*

The city should consider creating a program to improve the appearance of the study area and make it more attractive to potential residents. This program should be timed to show some results when the medical center is completed and be fully realized when the widening of 12th Street/Martin Luther King Jr. Blvd. is completed.

The program could target code enforcement, landscaping/beautification, street and sidewalk improvements, and enhance police service where needs are known to exist. The program should focus first on the worst and most visible problems in the area. After this the streets should be prioritized for beautification and blocks, or parts of blocks, identified for targeted code enforcement.

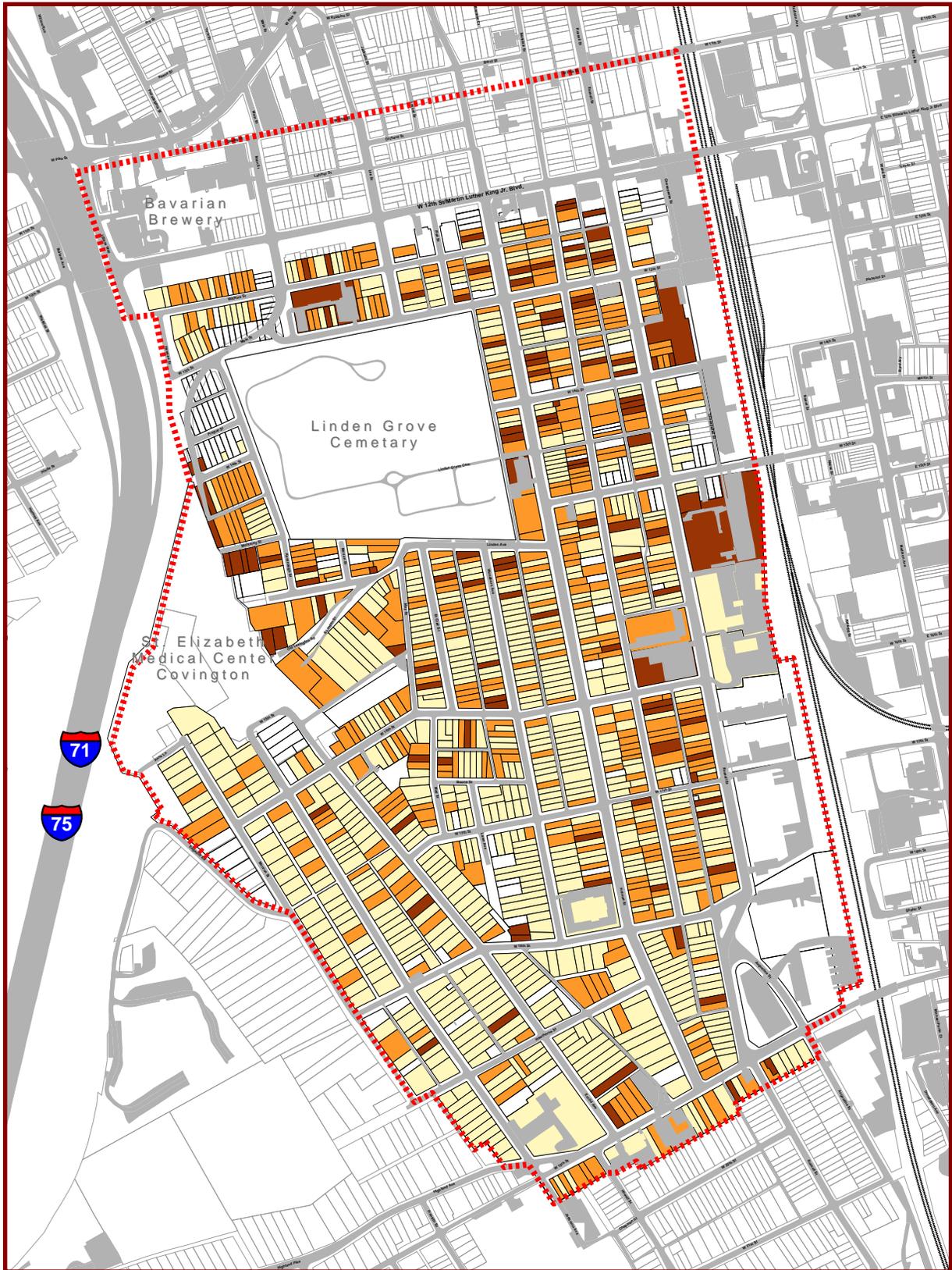
The city should partner with the Center for Great Neighborhoods and both neighborhood associations to assist with this project. Other groups and agencies that could be of assistance are the Northern Kentucky Urban and Community Forestry Council, Kenton County Extension Service Master Gardener Program, local public and private schools, and local businesses.

The city should play a prominent role in establishing this program, setting up the relationships between the city departments and the other agencies, and initiating this first project, but it is the neighborhood associations that will sustain it. Once started the neighborhood associations will need to work closely with the city and other agencies to continue the program.

This could be an outgrowth of the Code Enforcement Response Team (CERT) that the City of Covington already has in place.

*This is almost identical to the program being used in Cincinnati which has been called the best program of its kind in the nation by *Neighborhoods USA*.

Map 6.1 - Vacancy

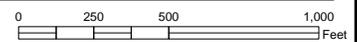


Linden Gateway Small Area Study



City of Covington
NKAPC

Occupation Status	
Owner Occupied	Vacant
Renter Occupied	Vacant Lot
Study Area	Not Studied



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.



Homes on the south side of 12th Street prior to demolition

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).



Buildings along West 13th Street



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



Historic building to be relocated to the southwest corner of Lee Street and 12th Street/Martin Luther King Jr. Blvd.

Another historic building located in the southwest corner of 12th St./Martin Luther King Jr. Blvd. and Lee Street will be rehabbed in place.



Figure 2: 400 Block: Between Main Street and Lee Street

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.



Historic building located in the southwest corner of 12th Street/Martin Luther King Jr. Blvd. and Holman Street that will be rehabbed in place.

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).

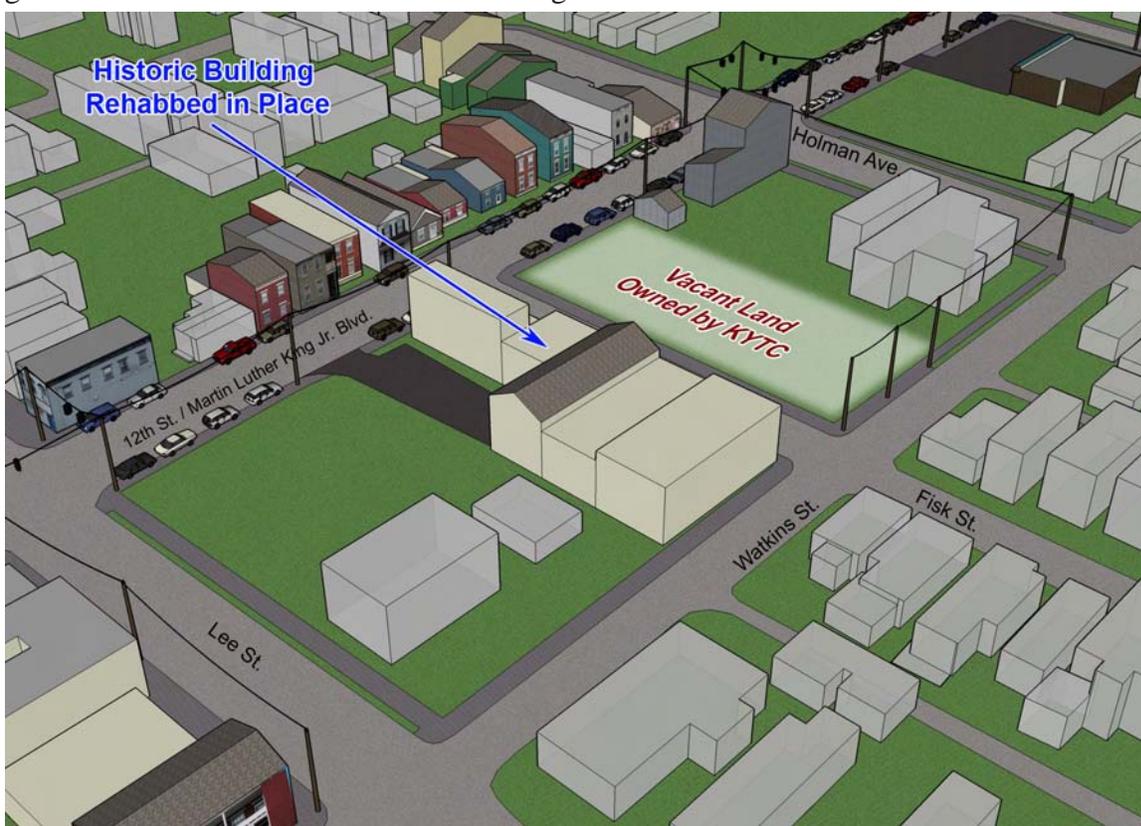


Figure 3: 300 Block: Between Lee Street and Holman Street

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



LEGEND

- Existing Buildings
- Parcel
- Roads
- Excess Right of Way/Vacant Land
- Approx. Road Extension
- 1 Photo Index
- A Historic Mitigation

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.

Drawing not to scale
Dimensions in map obtained from drawings provided for 12th Street by KYTC.

Photo Index



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.



Tear drop style lighting fixture

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

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.

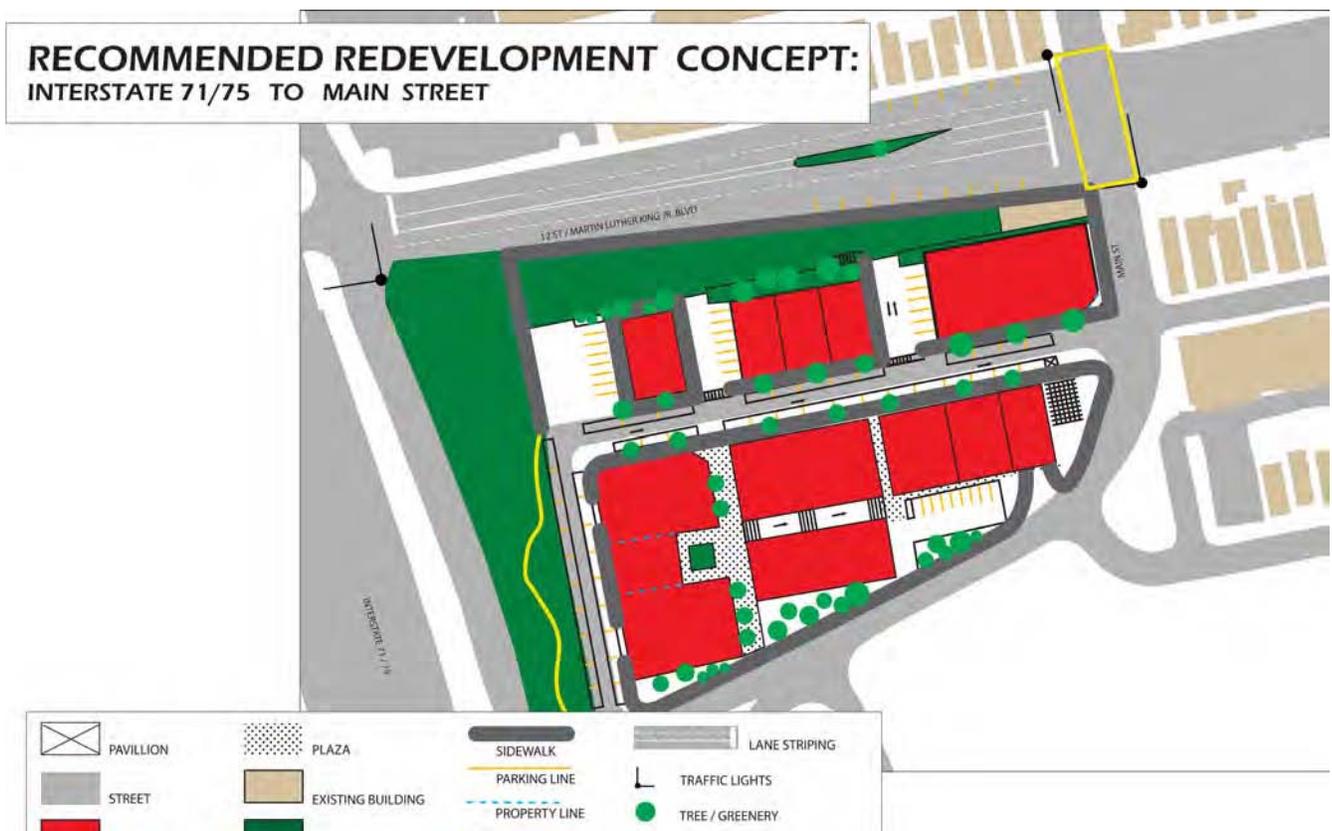


Figure 7: 500 Block: Between Interstate 71/75 and Main Street



Figure 8: 500 Block: Between Interstate 71/75 and Main Street



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

400 Block: Between Main Street and Lee Street

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

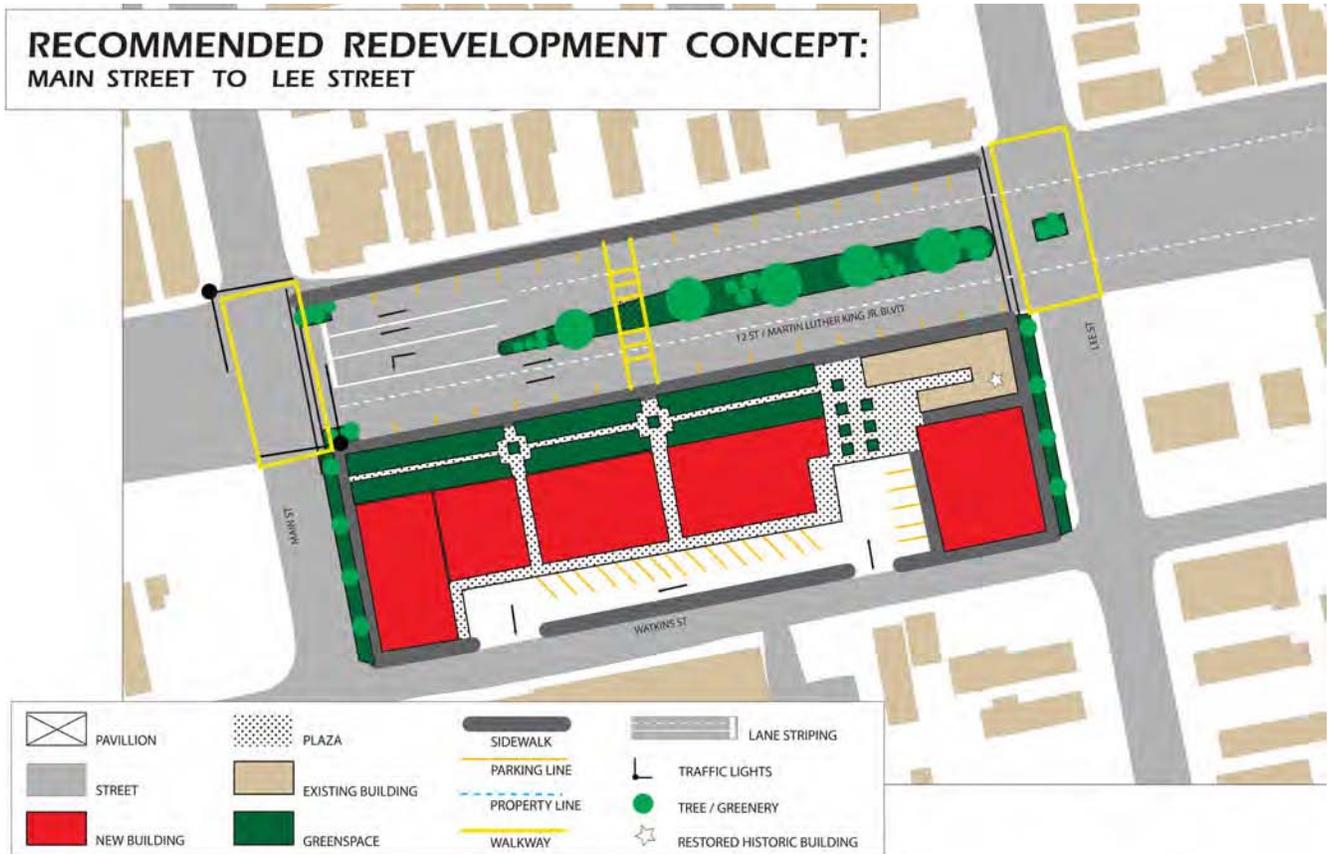


Figure 10: 400 Block: Between Main Street and Lee Street



Figure 11: 400 Block: Between Main Street and Lee Street

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.



Figure 12: 400 Block: Green Space along 12th St./Martin Luther King Jr. Blvd.

300 Block: Between Lee Street and Holman Street

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.

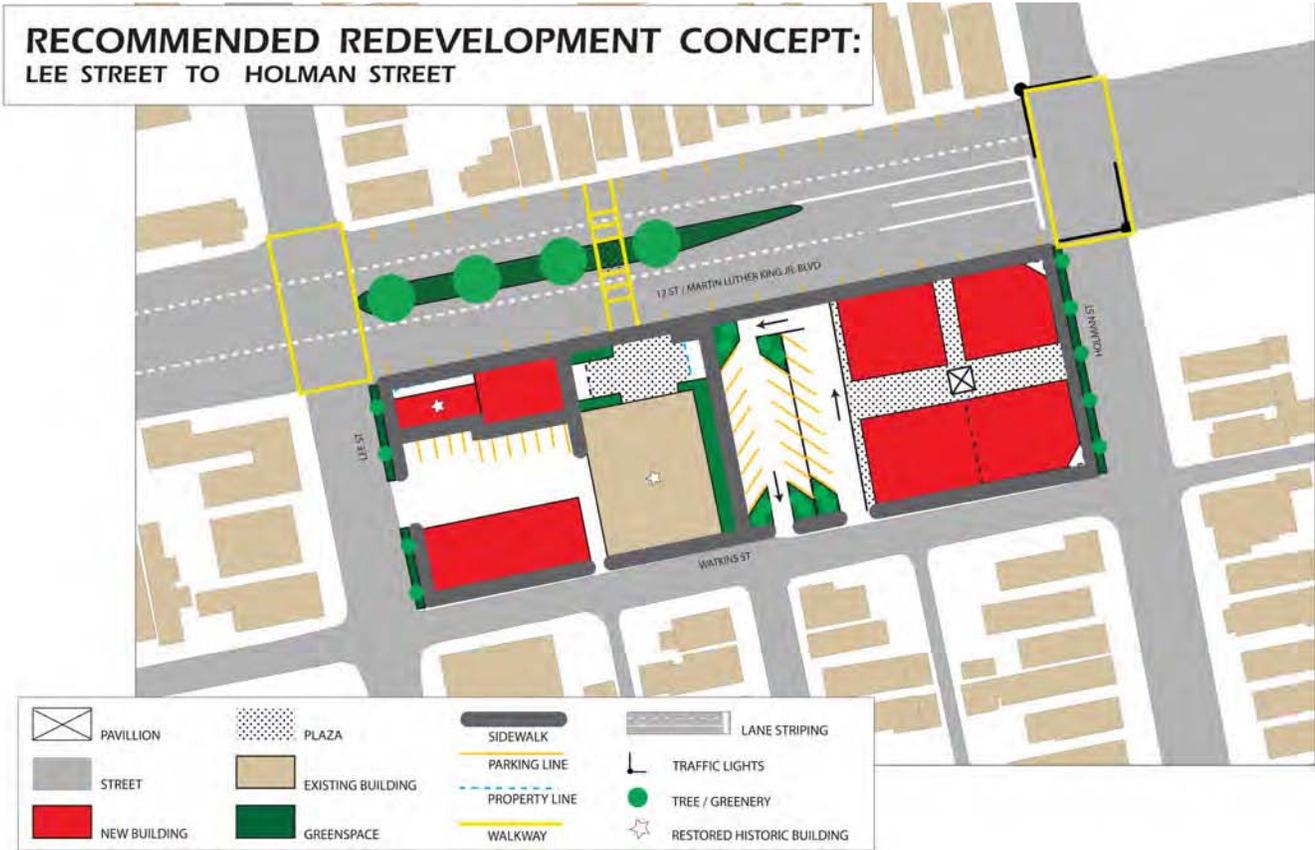


Figure 13: 300 Block: Between Lee Street and Holman Street



Figure 14: 300 Block: Between Lee Street and Holman Street

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.

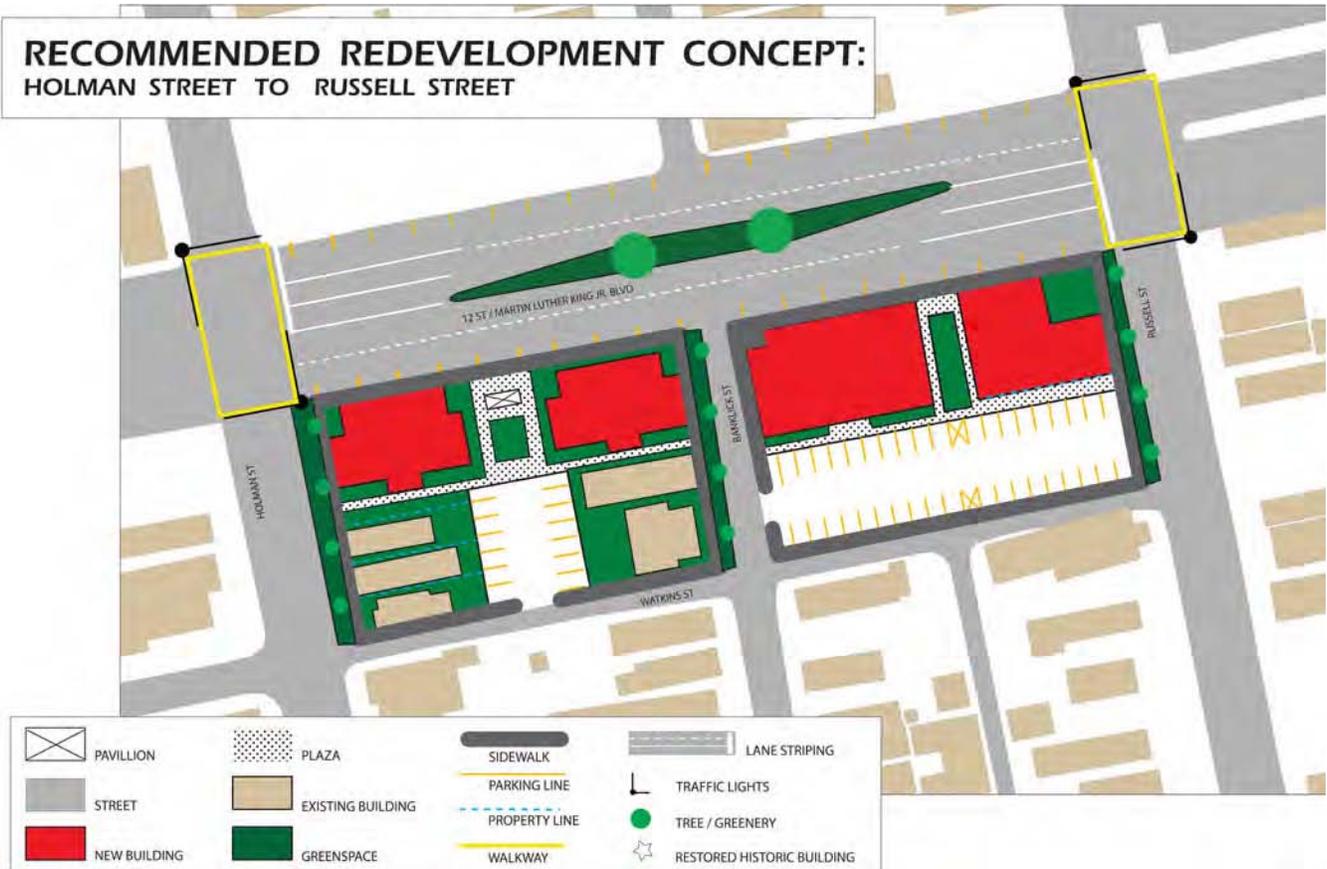


Figure 15: 200 Block: Between Holman Street and Russell Street



Figure 16: 200 Block: Between Holman Street and Russell Street



Figure 17: 200 Block: Between Holman Street and Russell Street

Implementation of the plan is the next important step after its adoption. The study area is located within the two neighborhoods of Westside and Peaselburg. Extensive coordination between the two neighborhood associations will be needed to implement the recommendations within this study. This study recommends that a Linden Gateway Oversight Committee be formed that would coordinate with both the neighborhood associations, the city and responsible parties identified in this section to initiate and implement the recommendations of this study. The Linden Gateway Task Force that consists of members representing various interest groups would be best suited at this time to continue to evolve into the oversight committee. The committee should consider adding a few additional members from the two neighborhoods of Westside and Peaselburg and any other interest groups that might help implement the plan. The oversight committee could then identify sub-committees that could assist in implementing various recommendations in the study.

In addition, the oversight committee could also explore the possibility of creating a new neighborhood group whose role will be focused on the boundaries of the Linden Gateway study area. This would enable the group to work closely with various entities such as the Linden Grove Cemetery Board and St.Elizabeth Medical Center Covington to implement the recommendations of this study. The Center for Great Neighborhoods could provide staff support in terms of organizing meetings, providing general guidance and so on to the Linden Gateway Oversight Committee.

This chapter provides guidance for the oversight committee, City of Covington, the neighborhood association and all others who may be involved or interested in implementing this plan. Below is a list of the recommendations, categorized as long or short term or general, and a listing of the organizations or agency that should be the lead in accomplishing each recommendation. Long term recommendation are those that may generally take approximately 10 to 20 years to begin or complete; short-term are recommendations that could take approximately 0 to 2 years to begin or complete; and general refers to recommendations that are either already underway or when they do get started will be of an ongoing nature. More detailed information regarding these recommendations is provided in each chapter.

The Northern Kentucky Area Planning Commission and other agencies such as the Northern Kentucky Area Urban and Community Forestry Council, Kenton County Conservation District, Sanitation District No. 1, Northern Kentucky Area Development District and the Kenton County Extension Office may be contacted for further assistance or may offer grant opportunities that may assist in implementing these projects.

Recommendations	Implementation	Status	Responsible Party
A Linden Gateway Oversight Committee should be formed to implement the recommendations of this study.	This committee would coordinate with both the neighborhood associations, the city and other responsible parties.	Short-term	City/ Center for Great Neighborhoods
Land Use			
After the study is adopted as part of the <i>Area-wide Vision for Kenton County: 2006-2026</i> all the land use changes recommended for the study area will be changed.	The zoning within the study area should be evaluated and any zone changes required to implement the land use recommendations of the study should be pursued.	Short-term	City/NKAPC
A new land use classification that is a combination of two land uses - Commercial Office/Other Community Facilities is recommended for portions of Area 4 within the study as discussed in Chapter 2.	The adoption of this study as part of the <i>Area-wide Vision for Kenton County: 2006-2026</i> will create the new land use classification.	General	-
Create Form District Regulations for the area identified in Chapter 2 for areas south of 13th Street, west of Kavanaugh Street, east of the new access road and north of Linden Avenue.	The regulations should include specifications for building facade, fenestration, height, landscaping, parking, outdoor amenities such as courtyards and plazas and exterior finishes. The form of new infill buildings should be compatible with that of the surrounding historic neighborhood and also that of the new St.Elizabeth Medical Center Covington.	Short-term	City/NKAPC
Adaptive reuse of historic buildings within the study area including the historic portion of the Bavarian Brewery building, the Hellman Lumber building and other historic buildings located on the south side of 12th St. / Martin Luther King Jr. Blvd. that will be rehabbed, is encouraged.		General	City



<i>Recommendations</i>	<i>Implementation</i>	<i>Status</i>	<i>Responsible Party</i>
Historic Preservation			
Nominate area for a National Register Historic District	The area should be divided into sub-areas and several applications submitted. It is important that area residents be involved in this process and smaller sub-areas will help accommodate this process.	General	City
Consider use of Historic Overlay zone(s) to preserve and enhance existing historic structures	Following a similar process used previously to identify and nominate the area for the National Register of Historic Place, it will be important to involve property owners in determining the timing, location and extent of any historic overlay zone.	Long-Term	Residents
Green Infrastructure			
Establish a greenway corridor along Main Street from Linden Grove Cemetery to Pike Street.		General	City/NA
Establish a greenway corridor along 12th St./ Martin Luther King Jr. Blvd, from Russell Street to I 71/75, and between Hewson Street and I 71/75, from 12th St./Martin Luther King Jr. Blvd. to the medical center		Short-term	City/KYTC/NA
Establish a greenway corridor from the Lance Corporal Justin Sims Memorial Park to Linden Grove Cemetery via east side of St. Elizabeth Medical Center Covington		General	City/St. E/NA
When new parks are created establish green corridors leading from parks to Linden Grove Cemetery, and/or other areas of interest.	Coordinate with the city public works department	General	NA/City
Create mini-parks, community gardens and gateways to serve the recreational needs of area residents	A special committee may need to be created to implement this recommendation. To improve the possibility of obtaining grants apply a marketing strategy as discussed in the chapter.	General	NA/City

<i>Recommendations</i>	<i>Implementation</i>	<i>Status</i>	<i>Responsible Party</i>
Green Infrastructure (Cont'd)			
Pursue the possibility of purchasing land for park space.	Primary locations - lots to the south of 1323 Russell St. and the empty lot on the southwest corner of 15th St. and Russell Street.	General	City
Explore the potential of preserving the greenspace along the railroad tracks on the east side of study area.		General	City
Any redevelopment including infill or reuse of historic buildings within the study area should explore the potential to incorporate green building techniques discussed in Chapter 4	The potential for green roofs, rain gardens, use of pervious pavement and obtaining LEED certification should be explored.	General	City
Establish workshops for landscaping, tree planting, and reducing stormwater runoff for the residents.	Coordinate with urban forestry, SD #1, conservation district, and CGN	General	NA/City
Remove excess concrete from planting strips		General	City
Mobility			
<i>The following improvements are recommended along West 13th Street:</i>			
Convert West 13 th Street to two-way operation between Holman Avenue and Russell Street.		Short-Term	City
Install centerline striping and marked on-street parking on the north side of West 13th Street.		Short-Term	City
Remove stop control on West 13 th Street at Lee Street.		Short-Term	City
Remove stop control on West 13 th Street at Banklick Avenue.		Short-Term	City
<i>The following improvements are recommended along Watkins Street.</i>			
Remove stop control on Watkins Street at Lee Street/Install Stop Control on Lee Street at Watkins Street.		Short-Term	City
Remove stop control on West 16 th Street at Banklick Street.		Short-Term	City
Remove stop control on West 16 th Street at Woodburn Avenue.		Short-Term	City
Remove stop control on West 17 th Street at Banklick Street.		Short-Term	City
Remove stop control on West 18 th Street at Banklick Street.		Short-Term	City



<i>Recommendations</i>	<i>Implementation</i>	<i>Status</i>	<i>Responsible Party</i>
Mobility (Cont'd)			
<i>The following improvements are recommended to improve the one-way street system.</i>			
Convert West 13 th Street to two-way operation between Holman Avenue and Russell Street.		Short-Term	City
Convert West 14 th Street to two-way operation between Holman Avenue and Russell Street.		Short-Term	City
Convert Banklick Street to two-way operation between West 12 th Street/Martin Luther King, Jr. Boulevard Street and West 14 th Street.		Short-Term	City
Convert Woodburn Avenue to two-way operation between Linden Avenue and West 16 th Street.		Short-Term	City
Convert St. Clair Street to two-way operation between Linden Avenue and West 16 th Street.		Short-Term	City
<i>The following improvements are recommended to improve transit service in the area.</i>			
Re-route the No. 5 route from Holman Avenue to West 13 th Street to Main Street to serve the St. Elizabeth Medical Center. A bus stop should be provided as close as practical to the medical center to encourage ridership.		Short-Term	TANK
Provide pedestrian connections along Main Street to the St. Elizabeth Medical Center to West 12 th Street/Martin Luther King, Jr. Boulevard Street to provide a connection to the nearest stop on the No. 1 Route.		Short-Term	City
Provide bus shelters and benches at high activity areas within the study area. Potential locations include West 19 th Street, Southside Baptist Church and/or the Goodwill Village.		Short-Term	TANK
<i>The following improvements are recommended to accommodate the city-wide bike loop.</i>			
Provide signage and pavement markings consistent with the proposed city-wide bike loop.		Short-Term	City
Provide bike racks at all public facilities and points of interest. This may include at a minimum the Linden Gateway Cemetery and other locations, such as commercial areas where bicyclist might want to stop to purchase goods or to sightsee.		Short-Term	City and Linden Grove Board of Overseers

Recommendations	Implementation	Status	Responsible Party
Mobility (Cont'd)			
<i>The following improvements are recommended for further study.</i>			
Conduct a comprehensive signal warrant analysis of all traffic signals within the study area.		Long-Term	City
Conduct a feasibility study to determine the potential to coordinate traffic signals along West 19 th Street.		Long-Term	City
Conduct a traffic engineering study of the signals along West 12th Street/Martin Luther King, Jr. Boulevard Street to determine the appropriate cycle length and offsets capable of providing acceptable levels of service and minimal traffic speeds to accommodate the pedestrian friendly goals of the study.		Long-Term	City/Kentucky Transportation Cabinet
<i>The following long term recommendations are made to improve east west connectivity in the study area.</i>			
Repair/Reopen the West 15 th Street bridge to passenger car traffic with restrictions on large vehicles.		Long-Term	City
Investigate the feasibility of future crossings at West 16 th Street or West 17 th Street with appropriate improvements along each corridor.		Long-Term	City
Widen West 17 th Street to provide two-way operation without an additional crossing over the railroad.		Long-Term	City
<i>The following long term recommendations are made to reconfigure the intersection of Russell Street and Augustine Street.</i>			
Investigate the implementation of a single lane modern roundabout at the intersection of Russell Street with Augustine Street.		Long-Term	City
<i>The following long term recommendations are made to reconfigure the intersection of Linden Avenue with Woodburn Avenue.</i>			
Increase building setbacks and realign Linden Avenue to improve sight distance and operations at the intersection.		Long-Term	City
Housing			
<i>Increase Local Awareness of and Advocate for Relevant Issues</i>			
Educate the community on sound homeownership practices	This should include programs to raise awareness, and provide education on sound financial decision making.	General	City/CGN/NA
Disseminate information on homeownership via newsletter		General	NA
Host an annual home buying workshop		General	NA/CGN

<i>Recommendations</i>	<i>Implementation</i>	<i>Status</i>	<i>Responsible Party</i>
Housing (Cont'd)			
<i>Increase Number of Homeowners</i>			
Housing Fair	For a day or weekend bring together realtors with listings, all the agencies that help people fix and/or purchase homes, banks, building supply cos., professional construction people,	General	City
Educate Realtors	Give realtors information on the neighborhood, quality of the houses, what city and na's are doing to improve the area, the new medical center and redevelopment of 12th St./Martin Luther King Jr. Blvd.	General	City/Realtors
Rehabarama	Open house of homes rehabbed or undergoing rehabilitation.	General	City
Increase participation in existing homeownership programs		General	City/CGN/NA
Employer Assisted Housing Program	Local employers assist employees in purchasing a home in the area.	Long-Term	City/CGN/NA
Limited Liability Company	Allows neighborhood associations to purchase homes for rehab and sell.	Long-Term	NA
<i>Improve Existing Housing Stock</i>			
Assist residents in learning about currently available programs		General	CGN/NA
Establish a tool Library		Short-Term	CGN
Organize a Home Repair Crew		General	CGN/HONK/NA
Targeted Code Enforcement		Short-Term	City/NA
Annual inspections of rental properties		Short-Term	City
Conduct home improvement workshops		Short-Term	City/CGN/NA
<i>Crime Prevention</i>			
Establish a neighborhood watch program		General	City/NA
Establish a citizens on patrol program		General	City/NA
<i>Linden Gateway Neighborhood Enhancement Program</i>			
Create a program to improve the appearance of the area and make it more attractive to potential residents	The program could target code enforcement, landscaping/beautification, street and sidewalk improvements and enhanced police service where needs are known to exist.	General	City/NA

<i>Recommendations</i>	<i>Implementation</i>	<i>Status</i>	<i>Responsible Party</i>
12th Street/Martin Luther King Jr. Blvd.			
Create Form District Regulations for the area identified in Chapter 2 Land Use for areas along 12th St./Martin Luther King Jr. Blvd.	Create Form District Regulations as discussed in Chapter 7 for the 12th St./ Martin Luther King Jr. Blvd. corridor to ensure that the character of new infill development is compatible with that of the surrounding neighborhoods. As part of this effort, the existing zoning along the corridor should be evaluated to determine if the land uses recommended for the corridor by this study would be permitted. Any necessary zone changes should then be pursued to permit the recommended land uses to locate within the corridor. The regulations should include specifications for building facade, fenestration, height, landscaping, parking, outdoor amenities such as courtyards and plazas and exterior finishes. All off-street parking areas should be located to the side or rear of the buildings and when located on the side should be buffered with street wall or landscaping. An internal pedestrian circulation system using plazas, courtyards and walkways should be encouraged. The Section 106 report prepared for 12th St./ Martin Luther King Jr. Blvd. (See Appendix 2 in the 2004 <i>12th Street Redevelopment Plan</i>) should be used as a foundation on which to base the form district regulations.	Short-term	Task Force/City
TIF-Parking Structure/s - TIF is somewhat limited at this time for use within the context of this type of redevelopment. It may be necessary for the city to work within the state legislative process to amend state statutes to enable more effective use of TIF along the 12th Street/Martin Luther King Jr. Blvd and the Linden Gateway area.		General	City



<i>Recommendations</i>	<i>Implementation</i>	<i>Status</i>	<i>Responsible Party</i>
12th Street/Martin Luther King Jr. Blvd. (Cont'd)			
Historicly compatible lighting fixtures should be used for the corridor.	Fixtures that fit in with the historic character of the area should be installed.	Short-term	City
Encourage the use of the Interpretive Park for innovative stormwater management practices		General	Task Force/City/ Sanitation District No.1
A comprehensive parking study should be pursued for the corridor.	The 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.	Short-term	City
The median that will be constructed as part of the widening should be landscaped with trees and shrubs. It also provides the opportunity to be used as a stormwater feature if landscaped with rain gardens.			City/Sanitation District No.1



12th STREET/KY 1120

Covington, Kenton Co., KY

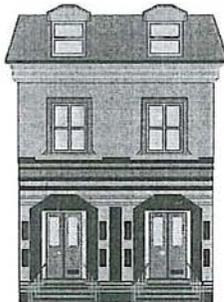
Project Report

Kentucky Transportation Cabinet, District 6, Covington, KY

Newsletter No. 6 – Fall 2007

IN THIS ISSUE

1	PROJECT RIGHT OF WAY ACQUISITION NEARLY COMPLETE
1	PLANS AND STUDIES CONSIDER OLD AND NEW
2	ARCHAEOLOGICAL SURVEY COMPLETED
2	ENGINEERING ACTIONS COMPLETED
2	ROADWAY, BRIDGE AND UTILITY PLANS ONGOING



PROJECT RECAP

Project Right of Way Acquisition Nearly Complete

The Kentucky Transportation Cabinet has nearly completed acquisition of the right of way needed to reconstruct 12th Street. About 90% of the land identified in the Cabinet's right of way plans has been acquired and they continue in negotiations to complete purchase of the remainder.

Accompanying the right of way acquisition has been the demolition of structures. Again, approximately 90% of the structures slated to be removed for reconstruction of 12th Street have been demolished. Four buildings remaining on the south side of 12th Street have been identified for mitigation per the Memorandum of Agreement between the Kentucky Heritage Council/State Historic Preservation Cabinet, the Federal Highway Administration, and the Kentucky Transportation Cabinet.

This mitigation is to help the City, local neighborhoods, and two National Register of Historic Places-listed or –eligible Historic Districts (Helentown and East Lewisburg) maintain some of their historic character despite demolitions that have impacted the Districts' historic integrity. The mitigation takes the form of relocation and rehabilitation of two historic structures and the rehabilitation of two historic structures in place. The building at 1201 Main Street will be relocated directly south to the new corner of 12th and Main Streets. The building at 423 W. 12th Street will be relocated to the new southeast corner of Lee St. and 12th Street and turned to face Lee Street. The buildings at 321 W. 12th Street and 1205 Lee Street will be rehabilitated in place.

CURRENT ACTIONS

Plans and Studies Consider Old and New

Plans have been completed for the relocation and rehabilitation of the four buildings identified in the Project Memorandum of Agreement. The MOA is the document developed to address mitigation for the Project's impacts to the Helentown and East Lewisburg historic areas.

With approval of these plans by the Kentucky Heritage Council/State Historic Preservation Office, the Transportation Cabinet may let the contract for services be advertised. A number of specialized contractors have been in contact with the Cabinet and are interested in developing bids to perform the work as described in the relocation and rehabilitation plans.

St Elizabeth Hospital's access planning and implementation is proceeding around the Main Street, Watkins Street, and 13th Street area. Full plans for hospital access improvements continue to be developed and will range from the entrance at south Main Street to access points further south in Covington.

The Northern Kentucky Area Planning Commission (NKAPC) has initiated two studies that include focus on 12th Street. The Linden Gateway Small Area Study addresses the effects of the St. Elizabeth medical facility on neighborhoods, streets and traffic, and development of other sites in the Study area. The Study area is roughly bounded by I-75 and CSX railroad from 12th Street to 19th Street.



KINGS AUTOMALL

Local News | Cincinnati.Com » Community Press & Recorder » Public comments help shape Linden Gateway study
Last Updated: 6:05 pm | Tuesday, December 4, 2007

Public comments help shape Linden Gateway study

BY JASON FELDMANN | JFELDMAN@COMMUNITYPRESS.COM

COVINGTON - A community center for teenagers and more shops and retail businesses along 12th Street are among the most popular suggestions, according to the on-going Linden Gateway Small Area Study.

An interim report on the study was presented to the project task force in late November, following the first public forum held in late October. The updated report will soon be posted online at www.nkapc.org/CovingtonStudy.html.

Covington officials contracted with the Northern Kentucky Area Planning Commission (NKAPC) to conduct the study for portions of the Westside and Peaseburg neighborhoods.

Each area will be impacted by the state's plan to widen 12th Street and the construction of the new St. Elizabeth Medical Center ambulatory care facility.

Project manager Sharmili Sampath, a senior planner with NKAPC, said the most repeated public comments were those stressing the importance of Linden Grove Cemetery, the potential re-use of the Bavarian Brewery building (formerly Jillian's) and re-opening the 15th Street bridge.

In general, most residents are in favor of the state's plan to widen 12th Street and the construction of the new St. Elizabeth medical facility, said Sampath.

Initial recommendations call for a mix of office, retail and residential uses along the widened portion of 12th Street. Residents suggested a variety of possibilities during the Oct. 25 meeting, including bakery, pub, ice cream parlor, coffee shop or upscale restaurant.

Dozens of buildings have been razed in the area around 12th Street and Linden Grove Cemetery, including former corner stores.

Over the next 60 days, NKAPC staff will make more specific land use recommendations for the area in question. Their ideas will be presented during a second public meeting, scheduled for late January or early February 2008.

Working from public comments generated in previous forums, the task force will guide staff towards the next steps in the process.

"The final plan will lay out a plan for what's to happen in the area once 12th street is widened and St. Elizabeth goes in," said Sampath.

The Small Area Study is scheduled to be completed by July 2008.

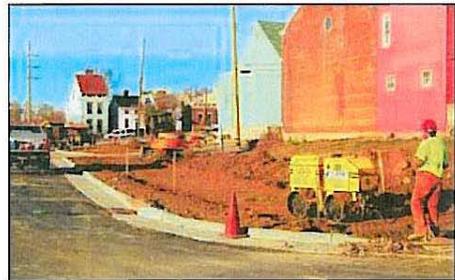
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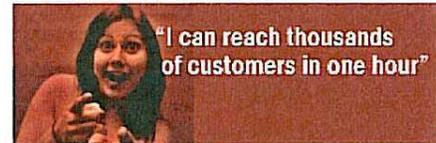
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JASON FELDMANN/STAFF

Road improvements and other work continue on a new access road located off the Interstate-75 Pike Street/12th Street exit in Covington. Construction of the new St. Elizabeth Medical Center ambulatory care center, located near Linden Grove Cemetery, is scheduled to begin in January 2008.



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Local News

Cincinnati.Com » NKY.com » Local News » Linden Gateway to change
Last Updated: 4:53 am | Wednesday, April 16, 2008

Linden Gateway to change

Questions to be addressed Thursday

BY MIKE RUTLEDGE | MRUTLEDGE@NKY.COM

COVINGTON - The area just west of Interstate 71/75 and south of West 11th Street is about to undergo major change in the next few years. The question for residents, city leaders and planners is: What should that change be like?

That will be the topic Thursday when Northern Kentucky planners unveil their preliminary suggestions for the Linden Gateway Small Area Study, which is examining the area and possibilities for its future.

This much is certain: St. Elizabeth already is building a hospital facility within the area, and West 12th Street will be widened into a broad boulevard and major entrance to Covington and Newport from I-71/75. Meanwhile, the former Bavarian brewery complex, which more recently housed the Jillian's entertainment destination, might someday be the site of a casino.

ADVERTISEMENT "What we're hoping to do on Thursday night is basically give a presentation of all of our recommendations for land use, transportation, parks, housing and green infrastructure," said Sharmili Sampath, senior planner for long-range planning at the Northern Kentucky Area Planning Commission.

Aside from 11th and 19th streets, the study area also is bounded by the interstate highway to the west and railroad tracks to the east.

The recommendations already have been discussed with the task force that is guiding the study, and "we wanted to get out to a public meeting and get some feedback from the people and what they think about the recommendations we've come up with," Sampath said.

The meeting will be 6-8 p.m. at the Center for Great Neighborhoods, 1650 Russell St. Key issues will include: How far south of 12th Street should a commercial zone be extended? What should 19th Street look like? Where could future parks be located?

"Now we want to take it out to the residents and see what they think," Sampath said.

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Several redevelopment scenarios were prepared and discussed with the Linden Gateway Task Force. The preferred scenarios are presented in Chapter 7: 12th St./ Martin Luther King Jr. Blvd.. This section documents those scenarios that were discussed with the task force but not selected. These scenarios and accompanying information is presented here for reference; and, because there are elements of each of these scenarios that may be useful alternatives for further consideration as land is developed along the 12th Street/Martin Luther King Jr. Blvd.

These alternative scenarios are presented by block and include brief descriptions of recommendations previously made in the *12th Street Redevelopment Plan* that have been modified by this study (See Chapter 7: 12th St./ Martin Luther King Jr. Blvd. for further explanation). Each scenario also includes a list of considerations identified and used in developing the alternative scenarios.

500 BLOCK: BETWEEN INTERSTATE 71/75 TO MAIN STREET

One redevelopment scenario was presented to the task force for this area.

12th Street Redevelopment Plan recommendations:

- The Plan covered only the area south of 12th Street and north of properties along Watkins Street
- Recommended use for the area is mixed use with office and retail uses.
- The potential for 2 new buildings one on either end of block with park in between was discussed.
- An interpretive park in between buildings with on-street parking spaces was illustrated.

Considerations for alternative redevelopment scenario:

- Recommended uses in the *Linden Gateway Small Area Study* for this block is Commercial Office/ Other Community Facilities (includes area north of 13th Street, west of Main Street and east of the interstate)
- Topography of area includes a gradual slope from Main Street down towards Hewson Street
- This area has high visibility from Interstate 71/75
- A portion of the area immediately south of interpretive park is visible from 12th St./ Martin Luther King Jr. Blvd.
- There is an existing pedestrian connection along western boundary from 12th St./ Martin Luther King Jr. Blvd. to Watkins Street

Redevelopment design concepts presented for this area is shown in Figure 1 and included the following:

- A tiered design of buildings to correspond with topography
- Buildings at the street with parking on the sides to get a larger building frontage along the street
- Pedestrian connection from interpretive park and internal pedestrian circulation within block
- Off street parking area broken up into smaller surface lots
- Size of building footprint and height of buildings to be compatible with that of the surrounding neighborhood
- Facades of buildings located north of Watkins Street is visible from 12th Street and should include fenestrations
- Provide on-street parking by widening Watkins Street and Hewson Street to allow for on street parking on both sides.

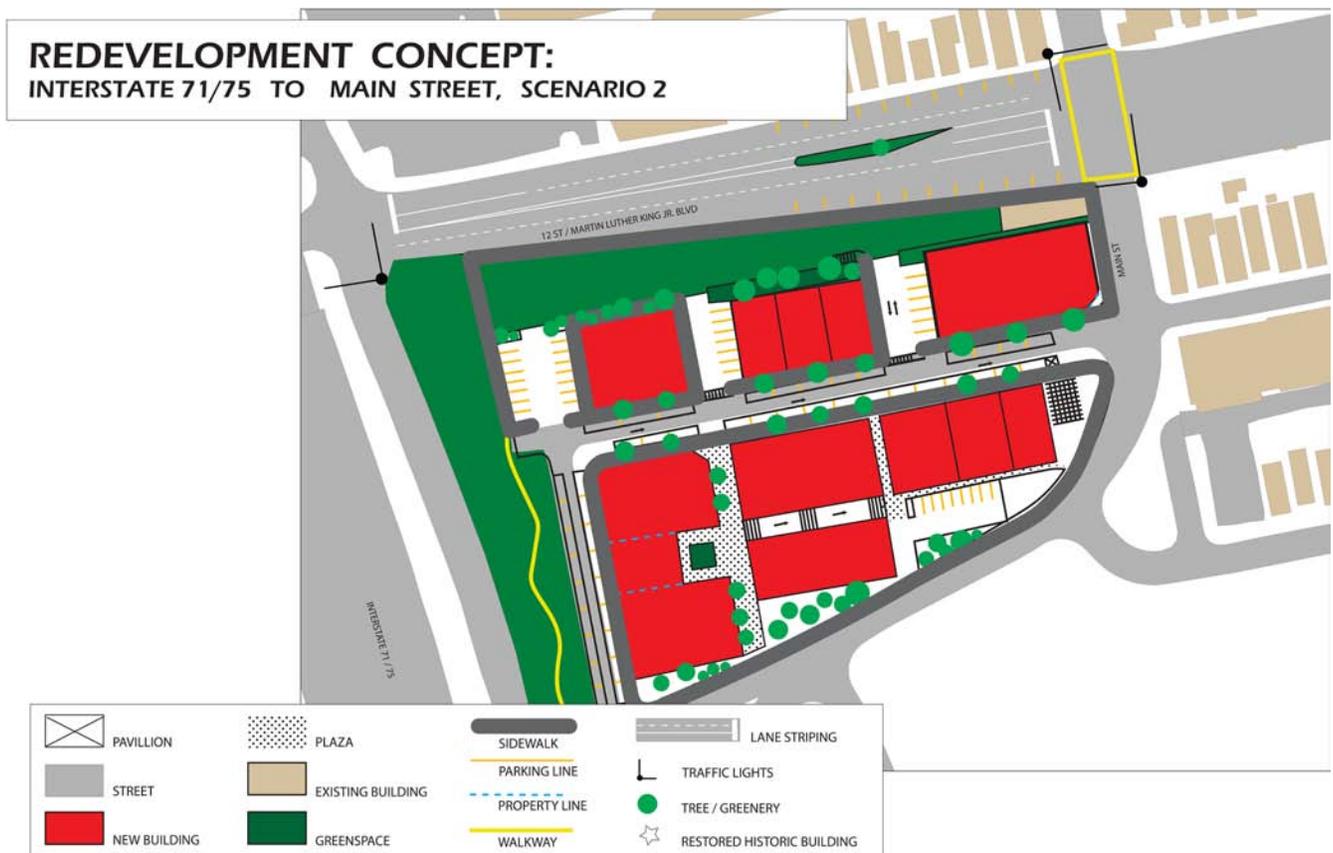


Figure 1: Redevelopment Design Concept - Interstate 71/75 to Main Street

400 BLOCK: BETWEEN MAIN STREET AND LEE STREET

Three redevelopment scenarios were presented to the task force for this area.

12TH Street Redevelopment Plan recommendations:

- Recommended use for the area is Mixed Use with office and retail uses
- A potential for one new corner infill structure is illustrated with one historic building rehabbed in place
- Off street parking area is accessed through alley north of homes on the north side of Watkins Street
- Trees and park areas buffer parking from street edge

Considerations for alternative redevelopment scenario:

- Recommended use in the *Linden Gateway Small Area Study* is mixed use with a green corridor along Main Street linking Bavarian Brewery, landscaped island, Linden Grove and St.Elizabeth Medical Center Covington.
- Land that will be available after the widening is approximately 35 feet deep
- There are existing homes along Watkins Street
- There is only one residential building on south side of Watkins facing Watkins Street. The rest of the block includes the vacant Hellman Lumber building and the new Duke Energy substation
- The future plans for Linden Grove Cemetery includes a new entrance at Lee Street

Redevelopment design concepts presented for this area included the following:

Scenario 1: 400 Block (See Figure 2)

- Retain existing homes along Watkins Street
- Extend the green corridor along 12th Street creating a connection to Linden Grove Cemetery
- Provide a mid block crossing along the median to encourage pedestrian movement between the north and south side of 12th St./ Martin Luther King Jr. Blvd.
- Landscape the median to include rain garden and trees. Curb extensions along 12th St./ Martin Luther King Jr. Blvd. can serve as stormwater outlets.
- The green space area can include tree benches, seating, gazebo providing lunch space for business employees. Neighborhood groups can use the space for gatherings and events.
- Adaptive reuse of historic building for restaurant type uses with some outdoor seating
- Angled off-street parking to be buffered with street wall
- Buffer for homes along Watkins – A reconstructed brick wall with landscaping can act as a buffer between homes along Watkins Street and 12th St./ Martin Luther King Jr. Blvd..
- This area could also be an alternative location for a stormwater park proposed by Sanitation District #1 if the interpretive park location is not feasible

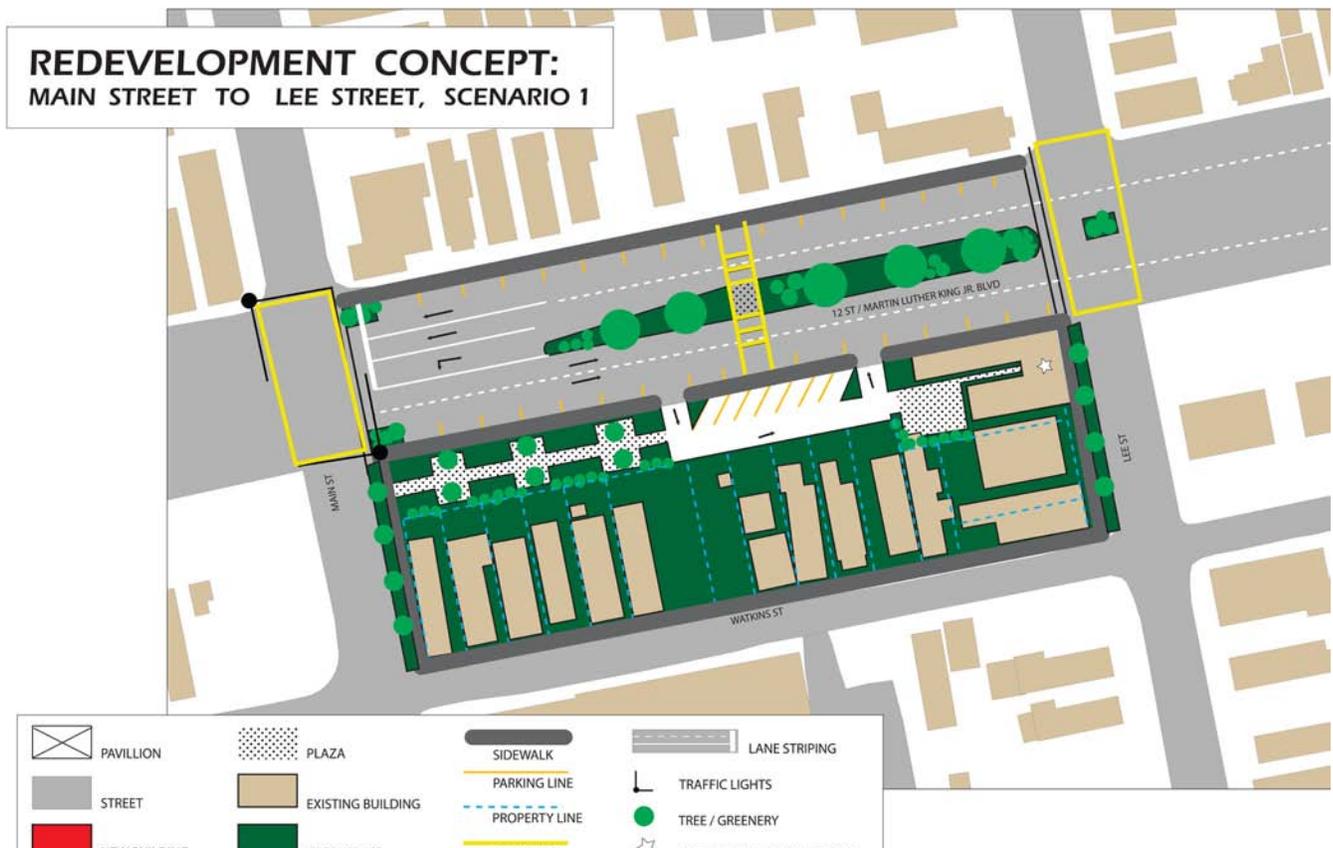


Figure 2: Main Street to Lee Street - Scenario 1

Scenario 2: 400 Block(See Figure 3)

- Retain existing homes along Watkins Street
- Provide a mid block crossing along the median to encourage pedestrian movement between the north and south side of 12th St./ Martin Luther King Jr. Blvd.
- Landscape the median to include rain garden and trees. Curb extensions along 12th St./ Martin Luther King Jr. Blvd. can serve as stormwater outlets.
- Smaller buildings [100'x35'] with zero setback may be located within the narrow excess right-of-way. For comparison purposes the Flannery building is 75'x45'. In terms of façade length along 12th Street, the existing historic building is 83' along 12th Street.
- The space between buildings can be improved as green space, used for off-street parking or for another building.
- If the buildings are 2 stories in height there could be potential buffer issues on the residential side
- The buildings can be occupied by a single tenant or multiple tenants

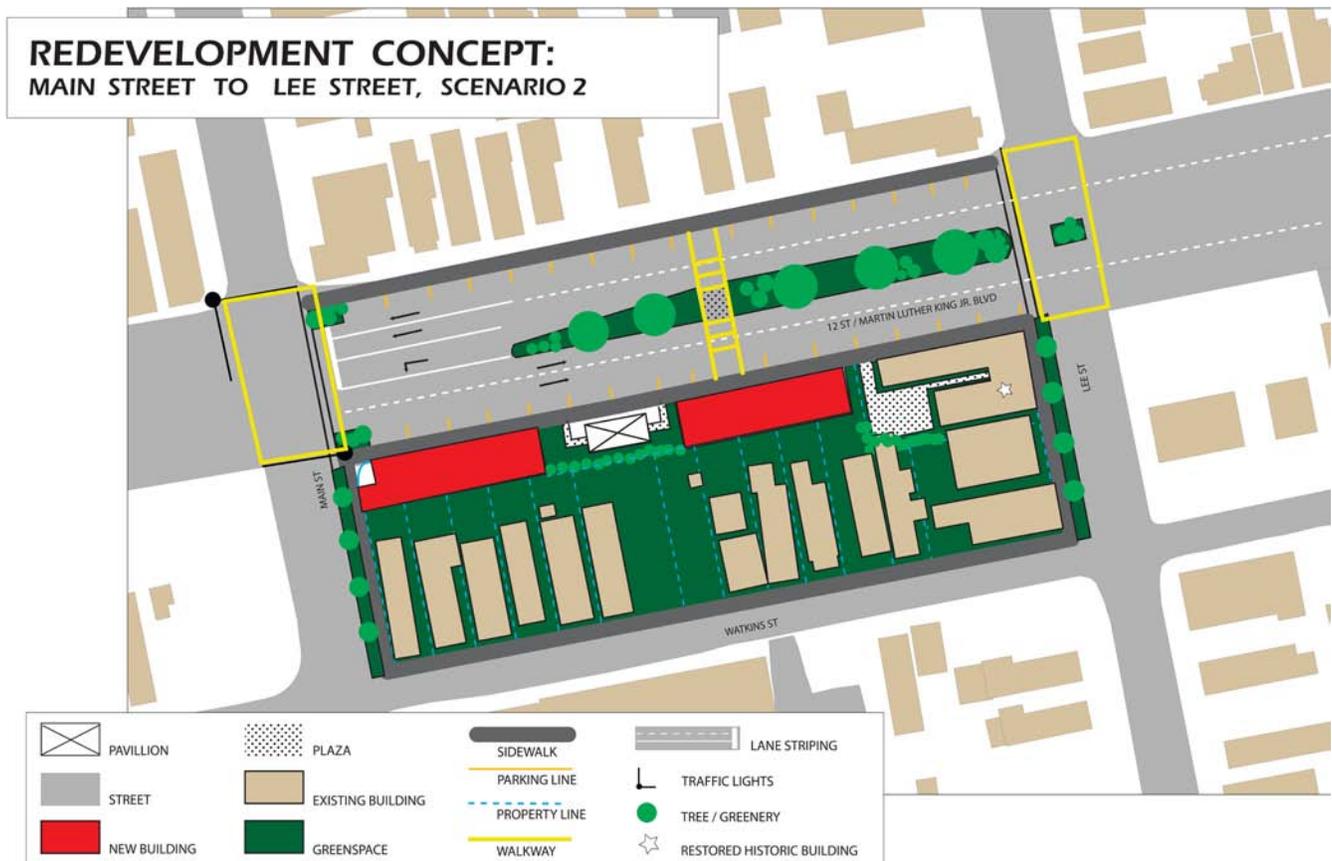


Figure 3: Main Street to Lee Street - Scenario 2

Scenario 3: 400 Block (See Figure 4)

- This scenario provides the most acreage for redevelopment and includes properties north of Watkins Street
- Provide a mid block crossing along the median to encourage pedestrian movement between the north and south side of 12th St./ Martin Luther King Jr. Blvd.
- Landscape the median to include rain garden and trees. Curb extensions along 12th St./ Martin Luther King Jr. Blvd. can serve as stormwater outlets.
- No access is provided off-of 12th St. / Martin Luther King Jr. Blvd. to parking areas
- Building façade should be broken up to give appearance of smaller buildings
- The architecture of infill buildings should reflect or compliment exterior characteristics visible in structures north of 12th Street
- Street frontage along Watkins Street should be made interesting with double façade buildings and off street parking areas. Off- street parking areas can be screened by a street wall

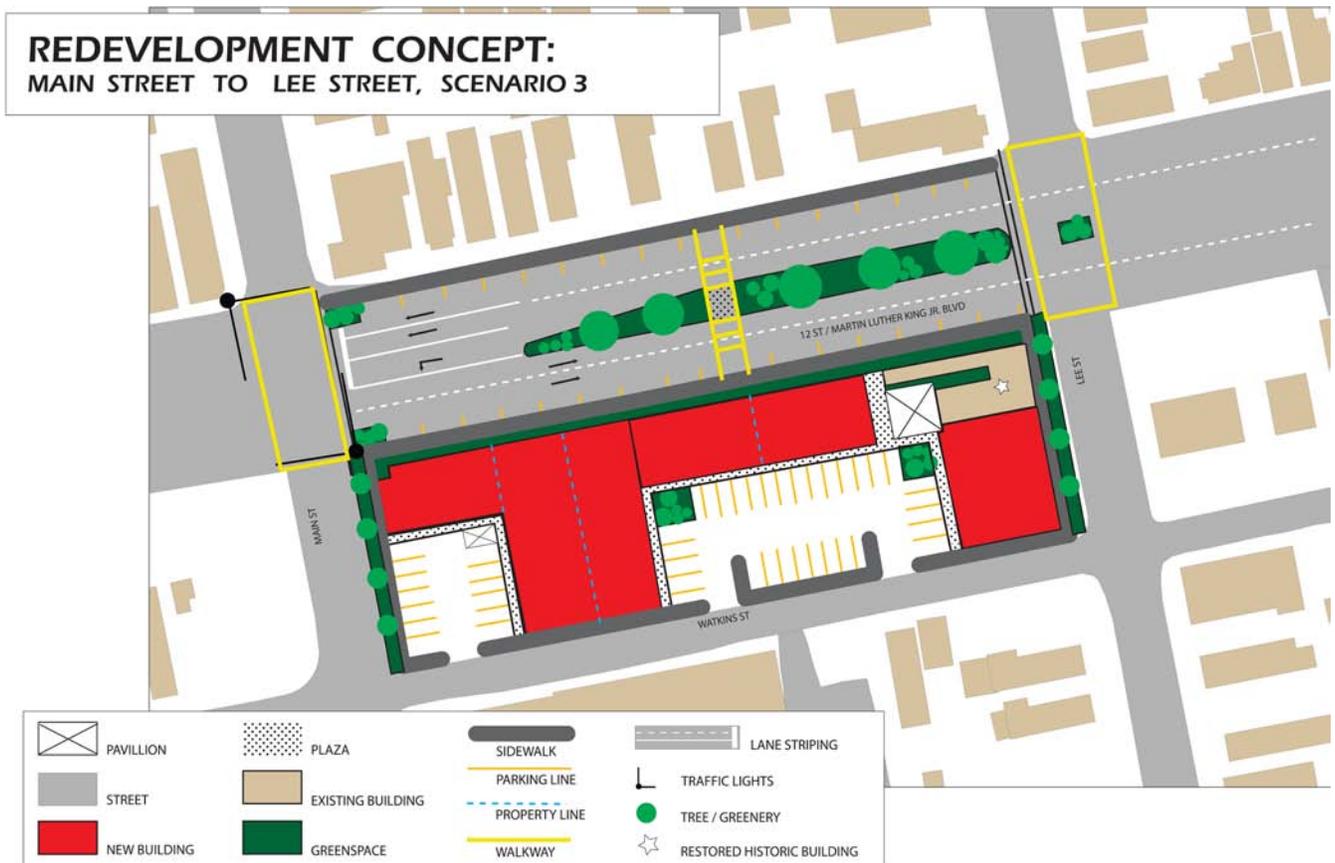


Figure 4: Main Street to Lee Street - Scenario 3

300 BLOCK: BETWEEN LEE STREET AND HOLMAN STREET

Three redevelopment scenarios were presented to the task force for this area.

12TH Street Redevelopment Plan recommendations:

- Recommended use for the area is mixed use with office/residential and Restaurant/dining
- Closing Fisk Street to create a significant redevelopment site
- Includes relocated and rehabbed historic structures
- Illustrates a complex of new infill structures, centered around a plaza
- Parking is provided off existing brick alleys

Considerations for alternative redevelopment scenario:

- Recommended use in the *Linden Gateway Small Area Study* is mixed use
- One rehabbed and relocated historic building at the corner of Lee & 12th Streets and one historic building rehabbed in place at the corner of Holman and 12th Streets.
- Closure of Fisk Street mentioned at earlier public meeting was seen favorably
- Prime property east of Fisk Street is presently owned by KYTC
- Building conditions survey documented conditions of existing homes within this block as moderately dilapidated.

Redevelopment design concepts presented for this area included the following:

Scenario 1: 300 Block (See Figure 5)

- Retain existing structures within the area and leave Fisk Street open

West of Fisk Street

- Adaptive reuse of historic buildings
- Provide off-street parking spaces between the two historic buildings to serve parking needs of uses that might locate within the buildings
- Outdoor seating/dining space for historic building immediately west of Fisk Street so it can be reused as a restaurant
- Retain residential building immediately east of Lee Street which has the potential to be an office space with building addition and two off-street parking spaces.

East of Fisk Street

- There is a potential for two new buildings with 3000 sq.ft building footprint and 11 off street parking spaces.
- There is a potential for existing homes immediately west of Holman Street to be reused as office space

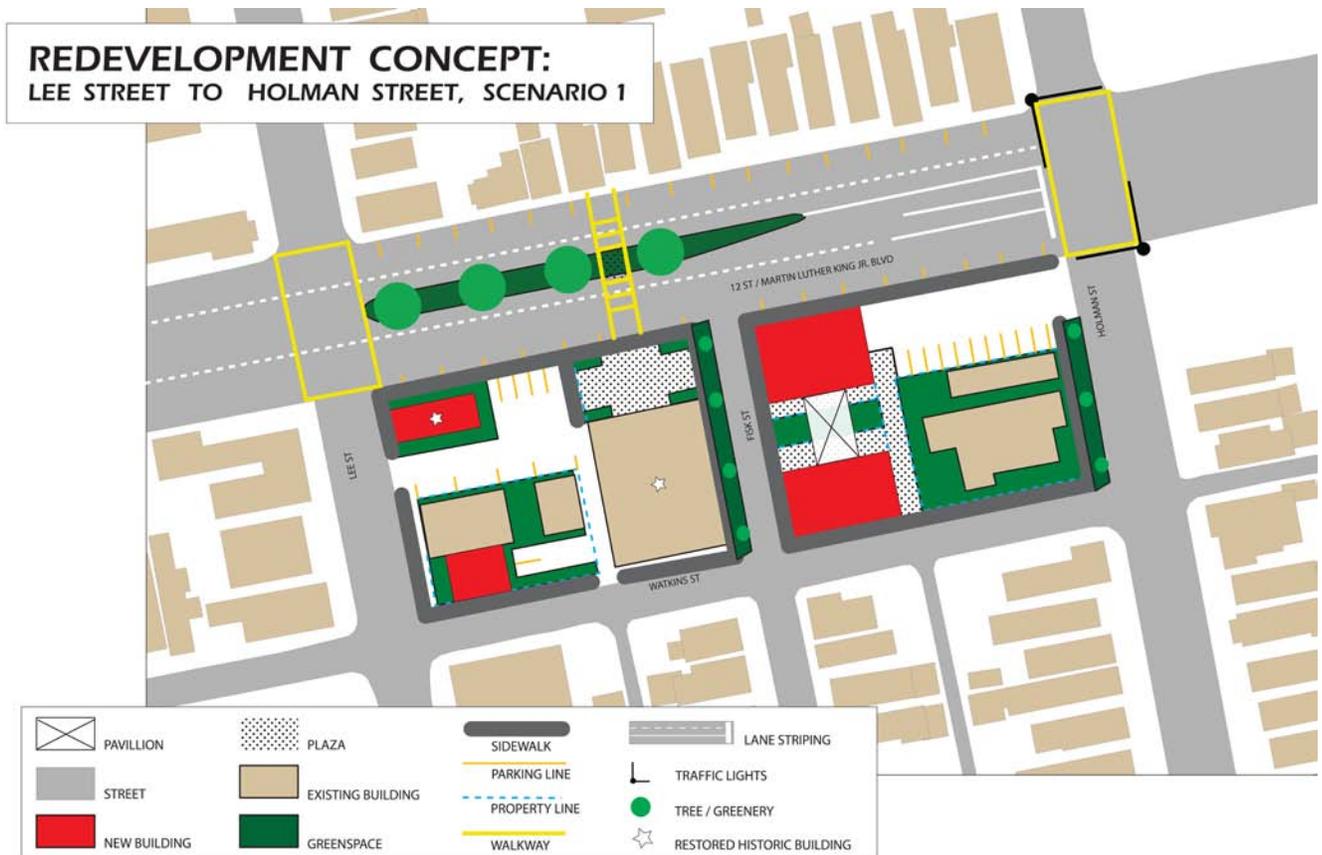


Figure 5: Lee Street to Holman Street - Scenario 1

Scenario 2: 300 Block (See Figure 6)

- Removing existing homes and leave Fisk Street open

West of Fisk Street

- Adaptive reuse of historic buildings
- Provide off-street parking spaces between the two historic buildings to serve parking needs of uses that might locate within the buildings
- Outdoor seating/dining space for historic building immediately west of Fisk Street so it can be reused as a restaurant
- There is a potential for a new 3,400 sq.ft building with 7 off-street parking spaces.
- Secondary access to this block is through an existing alley.

East of Fisk Street

- Potential for three new buildings designed around an internal plaza/walkway to encourage pedestrian movement.
- Provision for 14 off street parking spaces to serve the infill building.
- There is also a potential for 1100 sq.ft space that can be leased to seasonal tenants.
- Access to off-street parking spaces is from Watkins Street

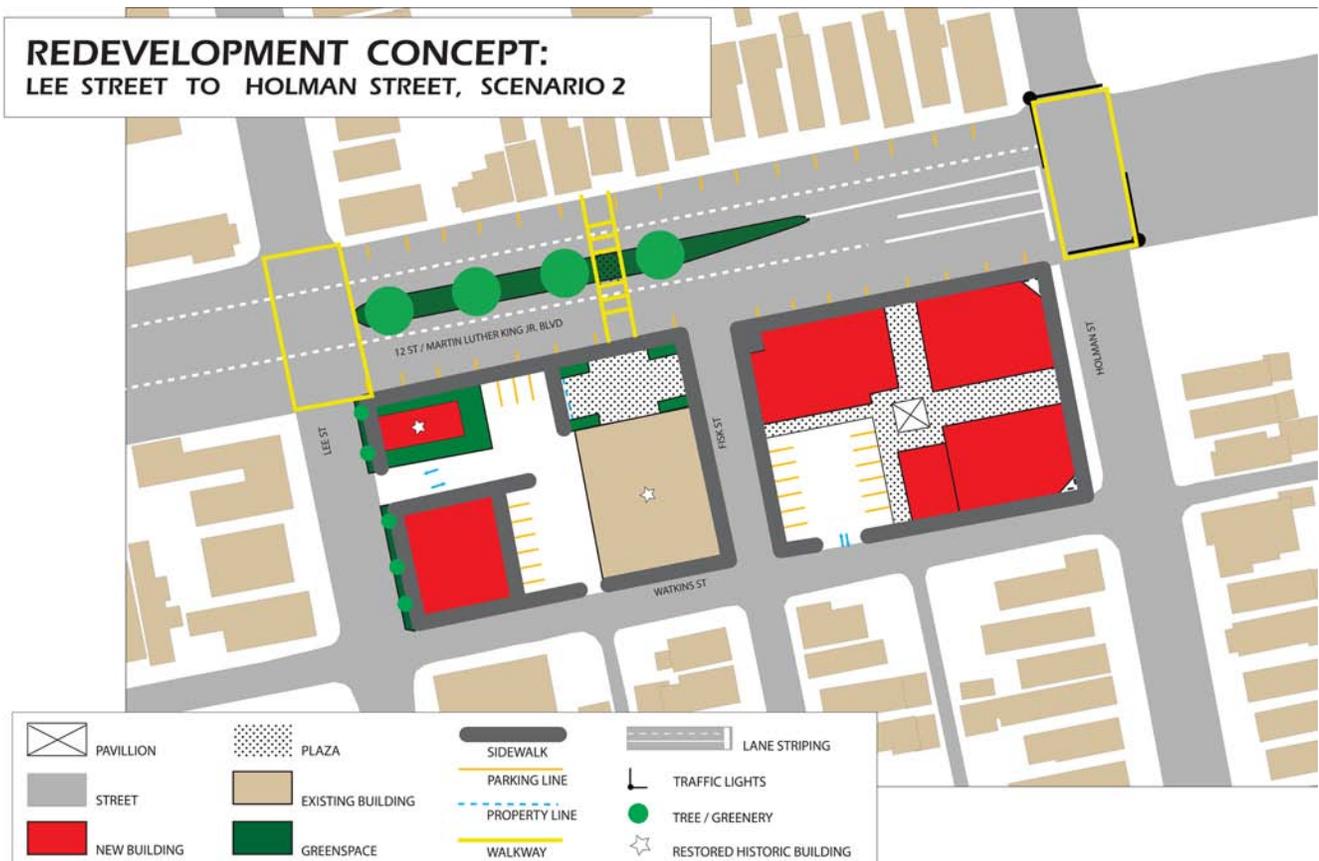


Figure 6: Lee Street to Holman Street - Scenario 2

Scenario 3: 300 Block (See Figure 7)

- Removing the existing homes and closing Fisk Street to make more land available for redevelopment
- Allow for adaptive reuse of historic buildings
- There is a potential for a 1500 sq.ft building between historic buildings
- Ten off-street parking spaces are provided to serve the needs of the businesses that might locate within the historic buildings
- Outdoor seating/dining space for historic building immediately west of Fisk Street so it can be reused as a restaurant
- There is a potential for new 3,500 sq.ft infill building.
- There is a potential for three new interconnected infill buildings with corner entrances at 12th Street and Watkins Street.
- There is a provision for 31 parking spaces to serve entire development
- Access to off-street parking spaces is from Watkins Street

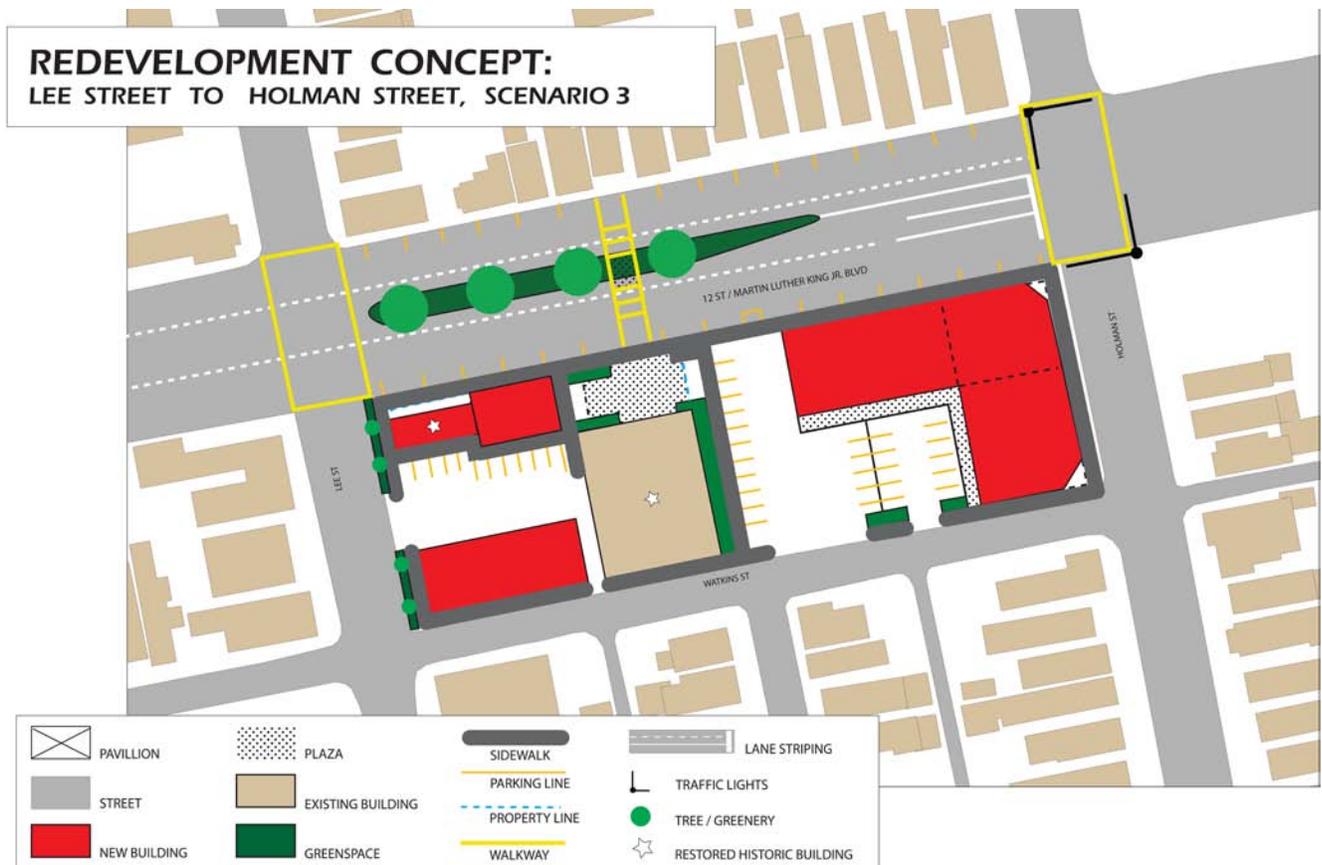


Figure 7: Lee Street to Holman Street - Scenario 3

200 & 100 BLOCK: BETWEEN HOLMAN STREET AND RUSSELL STREET

Two redevelopment scenarios were presented to the task force for this area.

12TH Street Redevelopment Plan recommendations:

Holman Street to Banklick Street

- Recommended use for the area is mixed use with Office/Retail on 12th Street side and offices and residential uses in buildings closer to Watkins Street
- Redevelopment is linked to parking lot that is accessed from Watkins Street and buffered by landscaping and a plaza
- A plaza is created along 12th Street between the infill structures on the south side

Banklick Street to Russell Street

- New infill buildings face 12th Street with off-street parking off alley accessed from Watkins Street
- Mixed use buffers residential structures from 12th Street

Considerations for alternative redevelopment scenario:

- Recommended use within the *Linden Gateway Small Area Study* is mixed use
- Ameristop will lose their front parking area after the widening and Hammonds garage at corner of 12th St./Martin Luther King Jr. Blvd. and Russell Street will remain after widening
- Two lots east of Banklick Street and north of Watkins are presently owned by the City of Covington
- The building conditions survey documented conditions of existing homes as in good condition.

Redevelopment design concepts presented for this area included the following:

Scenario 1: 200 and 100 Block (See Figure 8)

- Retain existing structures

West of Banklick Street

- There is a potential for a new 3,800 sq.ft infill building at the corner of Holman and 12th St./ Martin Luther King Jr. Blvd.
- Five off-street parking spaces are provided for Ameristop
- There is a potential for 14 off-street parking spaces if needed by acquiring 30' of property from owners on either side with access from Watkins Street
- Existing homes can be reused as office spaces

East of Banklick Street

- There is a potential for 10 off street parking spaces accessed from Watkins Street to serve the needs of the redevelopment
- There is a potential for one infill building immediately west of Russell Street

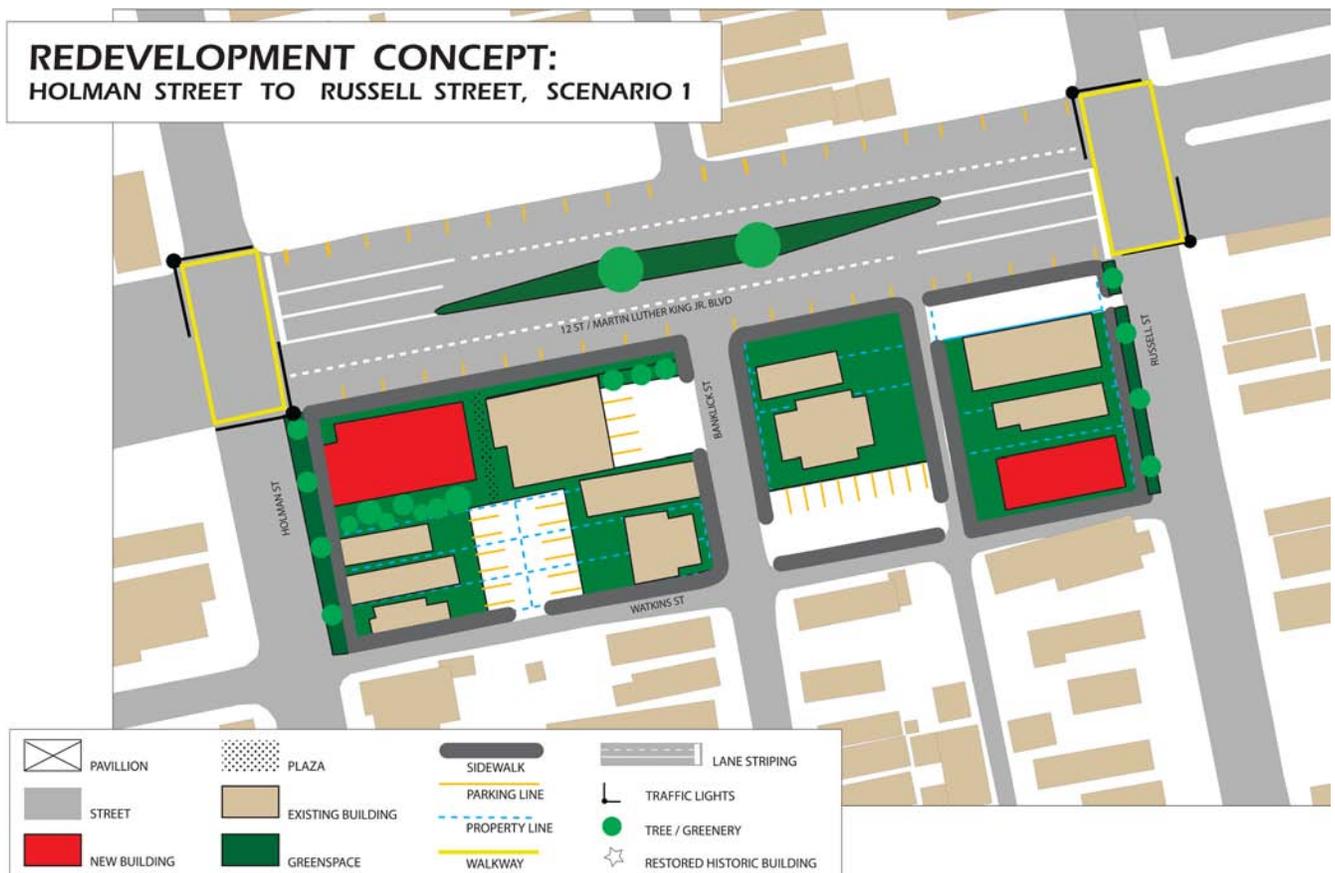


Figure 8: Holman Street to Russell Street - Scenario 1

Scenario 2: 200 and 100 Block (See Figure 9)

- Remove existing structures immediately south of 12th Street (Ameristop, Hammonds and one residential building) to assemble more land for redevelopment

West of Banklick Street

- There is a potential for two new infill structures of approx. 3,600 sq.ft with a central courtyard that will encourage pedestrian movement between buildings
- There is a potential for 14 off-street parking spaces if needed by acquiring 30' of property from owners on either side with access from Watkins Street
- Existing homes can be reused as office spaces

East of Banklick Street

- There is a potential for three new infill structures with 22 parking spaces accessed from Banklick Street

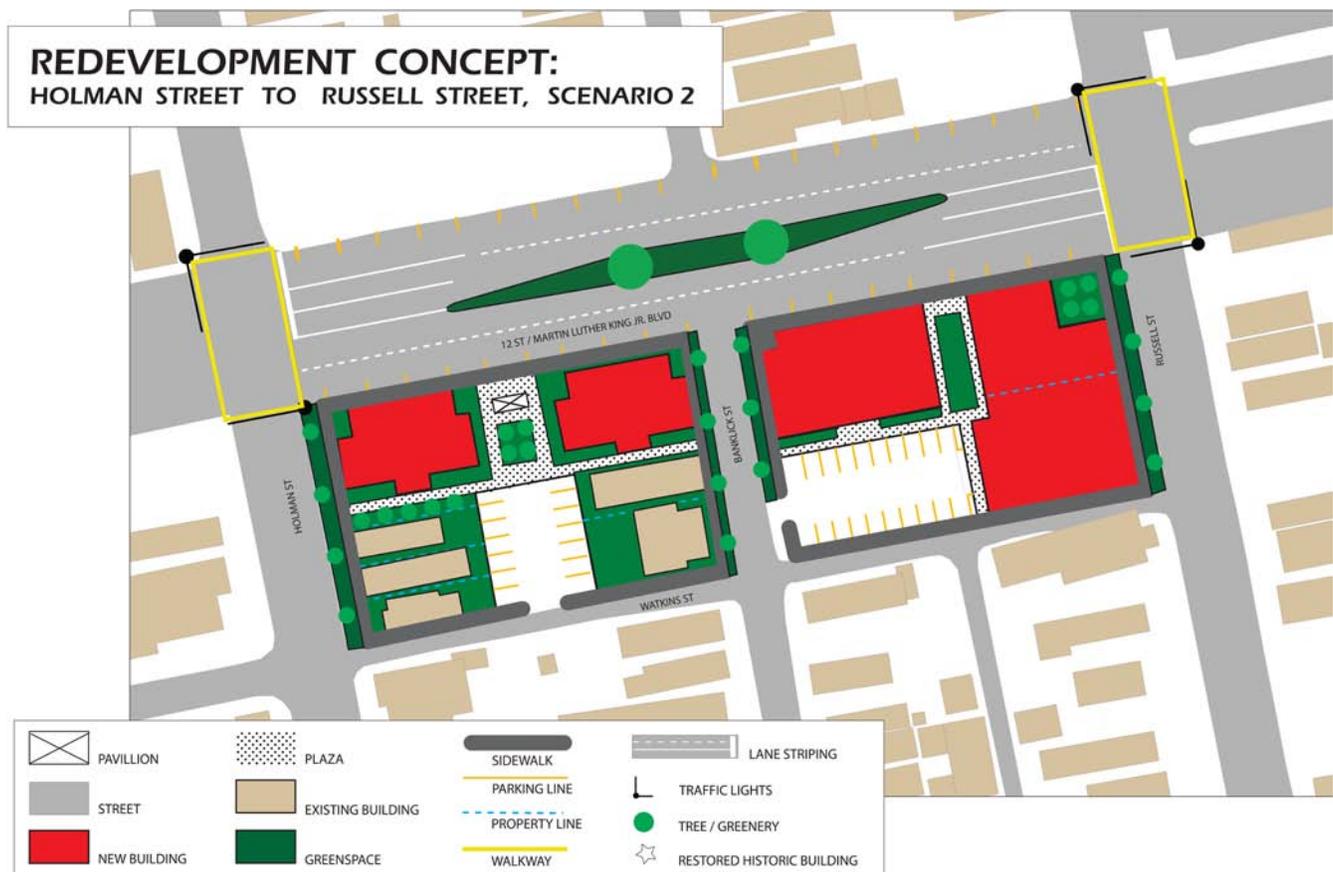


Figure 9: Holman Street to Russell Street - Scenario 2

