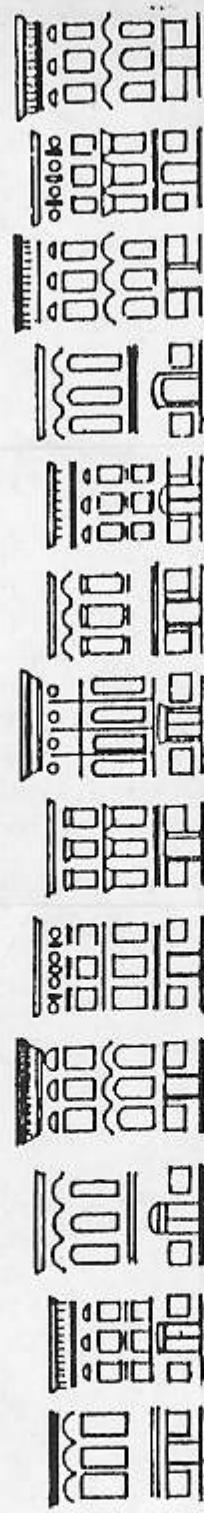


1991 COMPREHENSIVE PLAN  
for Georgetown, Sadieville, Stamping Ground,  
and Scott County, Kentucky

Adopted by the  
Georgetown-Scott County Planning Commission  
March 14, 1991



DOWNTOWN GEORGETOWN PLAN

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## **ACKNOWLEDGEMENTS**

### **COMPREHENSIVE PLAN CITIZEN ADVISORY COMMITTEE DOWNTOWN GEORGETOWN SUBCOMMITTEE**

Lindsey Apple, Chair                                  Bill Hamilton  
Jim Carlsson    Rev. T. D. Stubblefield  
Bob Leonard, Chair of the Citizen Advisory Committee  
  
Robert Snyder, Planning Commission Representative

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Ira Gray, Commission Engineer  
  
Beth K. Stewart, Planning Director  
Stephen D. Austin, Planner  
Kathy Gibson, Administrative Assistant  
Mary Overall, Office Manager

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Bill Feltner    Sandy Suffoletta  
Norma Glass

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# DOWNTOWN GEORGETOWN PLAN

## I. SUMMARY

### A. IMPORTANT ISSUES

**The Value of Downtown Georgetown:** Downtown Georgetown is the heart of Scott County. It is the physical and social crossroads of the County, our governmental and commercial center for two centuries. Scott Countians are proud of Downtown, and consider Georgetown College, the Main Street shopping district, and the Courthouse to be the three features that most define the character of our community (Figure 1).

**Future Challenges:** Modern suburban commercial development is changing small town downtowns across the nation. As commercial strips develop, the older downtowns lose businesses and become deserted and deteriorated. In Georgetown, the South Broadway district and booming I-75 commercial growth have brought new goods and services that Scott Countians need and have diversified our economy and jobs base. More growth is expected and desired in these areas, which compete with Downtown.

**Needed Actions:** Thus far, the aggressive Main Street Program has helped keep Downtown on fairly solid footing. However, if Downtown is to continue to be healthy and lively, concerted action is needed to help it compete with suburban commercial growth:

- **Sufficient Parking** -- The Downtown parking shortage is a serious problem, discouraging customers and businesses alike. The City has begun a program to consolidate land and build public parking. This is a top priority, which can only succeed with cooperation from the

merchants.

- **Keep "Anchors" Downtown** -- Like anchor stores in shopping malls, trips to Downtown revolve around the Courthouse, City Hall, the Post Office, banks, and churches. Without these anchors, Downtown will be in trouble. It is essential to retain them by providing adequate parking, room to expand, and supporting offices and businesses. We should also work with local, state, and federal agencies and seek a commitment to stay Downtown.
- **A Special Place** -- Residents and visitors alike will continue to come to Downtown if it is a unique and attractive place to visit. No other commercial area can ever compete with the history and architecture of Downtown, and these must be protected. Special resources such as historic Main Street buildings, the Royal Spring, Cutshaw Grain, and North and South Water Streets have great potential for reuse and redevelopment. The excitement and community spirit of Downtown activities and parades, such as the Festival of the Horse, cannot be duplicated in other commercial areas. Downtown could also become a special outdoor and pedestrian environment if attention is given to sidewalk improvements, parks, street furniture, and landscaping.
- **Public Safety** -- The possibility of a major fire threatens our substantial investment in the Downtown building stock. Building Code amendments, renovations, and utility improvements are needed to deal with the dangerous combination of deteriorated

- conditions and vacancies, the lack of smoke alarms, the presence of high voltage wires on Main Street, and a net of electric lines serving the buildings that are vulnerable to lightening.
- Management and Planning** -- Downtown is a community resource that needs and deserves continued management and planning. This Downtown land use and policy plan should be followed with an urban design master plan and action on capital improvement and redevelopment projects. The administrative structure and resources for Downtown business recruitment and development, special activities, maintenance, and other services should be strengthened.

- Putting the Plan Into Action** -- To preserve the spirit and economic vitality of Downtown, the Georgetown City Council and Scott Fiscal Court must take positive action and commit continued legislative and financial support to recommended Downtown ordinances and improvements and the on-going efforts of the Mainstreet Board.

## B. DEFINITION OF "DOWNTOWN"

The area considered in this plan goes well beyond the Main Street commercial district. Downtown is like the hub of a wheel; it has no purpose without the surrounding neighborhoods and institutions that are influenced by it and support its businesses and activities. There are generally three areas included in this plan (see Map 1):

- The B-3 commercial district**, bounded generally by Jefferson, Mulberry, College to Jackson, and Royal Springs Avenue.
- Satellite Institutions**: Georgetown College and Cardome, major institutions north and south of Downtown with potential for

interrelated functions and attractions.

- Corridors**: The major routes that bring people to Downtown and connect it to surrounding institutions -- the East and West Main Street residential districts; North and South Broadway; Washington Street; and Royal Spring Branch.

This plan also considers how the future of Downtown interrelates with uses, new development, and urban design in other commercial areas, such as the I-75 interchange and the bypass.

## C. PURPOSE OF THE DOWNTOWN PLAN

Many communities interested in preserving the spirit and vitality of older downtowns have written a Downtown Master Plan as a guide to their efforts. The typical Downtown Master Plan has two parts: a policy and land use plan to guide zoning and development; and an urban design plan with specific design concepts for landscaping, sidewalks, parks, lighting, parking areas, and other public improvements.

This Downtown Plan covers the first part, the policy and land use plan, which is appropriate to include in the Comprehensive Plan. While goals and ideas about Downtown beautification are found in this plan, specific design concepts were felt to be the province of the Mainstreet Board and the City of Georgetown, with involvement from the Planning Commission and Downtown property and business owners. Once the community comes to consensus on the direction, priorities, and responsibilities for Downtown through this plan, a Downtown Urban Design Plan should be the next step.

## D. CITIZEN INVOLVEMENT IN THE PLANNING PROCESS

The Downtown Plan was a combined effort of

the Citizen Advisory Committee and the Mainstreet Board, and the Board's participation was greatly appreciated by the Planning Commission and Advisory Committee. Several members of the Board regularly attended subcommittee meetings, the Mainstreet Manager

provided advice and staff support, and drafts of the plan were reviewed at several Mainstreet meetings. Public opinion and desires about Downtown were also gathered from several community attitude surveys (Figure 1).

## II. SUMMARY OF GOALS FOR THE DOWNTOWN GEORGETOWN PLAN

### OVERALL GOAL FOR DOWNTOWN GEORGETOWN:

Downtown is the symbol of historic Georgetown and has defined the governmental, commercial, and social life of Scott County for two centuries. The economic and social vitality and historic integrity of Downtown Georgetown should be preserved and enhanced.

### SPECIFIC GOALS:

1. **Downtown Land Uses:** Protect the traditional role of Downtown as the center for governmental, financial, and religious institutions. Support its evolving role into a center for tourism and specialty retail and a residential area that provides a unique living environment.
2. **Linkages to Surrounding Areas:** Improve the functioning of Downtown as the hub of surrounding residential neighborhoods and institutions.
3. **Redevelopment:** Pursue public redevelopment and encourage private redevelopment that supports and accomplishes the goals and policies of the Downtown Plan.
4. **Corridors and Neighborhoods Surrounding Downtown:** Adopt small area

plans for major neighborhoods and corridors surrounding Downtown, to accomplish land use goals appropriate to each area and their relationship to Downtown.

5. **Parking:** To ensure that Downtown can compete as a commercial center and can function well as a governmental center, increasing the amount of Downtown parking has the highest priority.
6. **Public Safety and Utilities:** Protect the community's substantial investment in the Downtown building stock, ensure the safety of people who live, work, and shop Downtown, and provide reliable utility service for Downtown properties.
7. **Historic Resource Management:** Highlight and enhance the historic quality of Downtown Georgetown and surrounding neighborhoods to support an economically viable commercial district and protect the community's educational, financial, and emotional investment in historic resources.
8. **Urban Design and Open Space:** Urban design, streetscape, and park improvements in the Downtown area should be coordinated to:
  - Create a distinctive and attractive image that will enhance the historic and architectural character of the buildings;
  - Encourage pedestrian and tourism use of

Downtown by creating safe and comfortable routes from parking areas, from surrounding neighborhoods, and throughout the business and historic district; and

- Create outdoor spaces where social activities and special events can easily happen.

### III. LAND USE AND REDEVELOPMENT PLAN AND POLICIES

#### A. GOALS AND OBJECTIVES FOR DOWNTOWN LAND USE AND REDEVELOPMENT

**1. Downtown Land Uses:** Protect the traditional role of Downtown as the center for governmental, financial, and religious institutions. Support its evolving role into a center for tourism and specialty retail and a residential area that provides a unique living environment.

1.1 Retain "anchor" institutions, such as the banks, government offices, churches, the Post Office and Library, and allow room for expansion.

1.2 Encourage antique businesses and a mix of new uses that will make Georgetown an attractive destination for day and weekend trips by regional tourists.

1.3 Encourage residential reuse of vacant upper floors on Main Street and new residential development in areas surrounding the central commercial district. Support provision of a wider range of neighborhood businesses and services in and around Downtown.

1.4 Allow substantial flexibility of uses so that Downtown can "evolve" as tastes and markets change.

**2. Linkages to Surrounding Areas:** Improve the functioning of Downtown

as the hub of surrounding residential neighborhoods and institutions.

2.1 Create attractive corridors to the College, Cardome, and residential neighborhoods, and increase activity linkages with them.

2.2 Upgrade blighted areas that interfere with access between Downtown and surrounding residential neighborhoods.

2.3 Protect the integrity of established residential neighborhoods that surround Downtown so that they do not become unstable, blighted transition zones.

**3. Redevelopment:** Pursue public redevelopment and encourage private redevelopment that supports and accomplishes the goals and policies of the Downtown Plan.

3.1 Develop a proactive public redevelopment program to accomplish goals for parking, public safety and utilities, open space and urban design, and historic resource management.

3.2 Assist major new development projects through property consolidation, clearance, and infrastructure upgrades. Projects that require large-scale clearance should be located outside of Historic Planning Areas.

3.3 Devise plans and clear goals for redevelopment areas, and establish a planning review process that involves the

- City Council, Fiscal Court, Planning Commission, Mainstreet Board, Architectural Review Board, utility companies, and the public.
- 3.4 Improve coordination of major public projects that will alter Downtown, such as the Justice Center, City parking lots, the future of the Post Office, etc.
- 4. Corridors and Neighborhoods Surrounding Downtown:** Adopt small area plans for major neighborhoods and corridors surrounding Downtown, to accomplish land use goals appropriate to each area and their relationship to Downtown.
- Specific recommendations for each neighborhood/corridor are given in Section F, below.
- B. THE CHANGING ROLE OF DOWNTOWN**
- Central Role:** As the community heart of Scott County, Downtown Georgetown, which includes Cardome and the College, should be the central location in Scott County for the following activities. Land use, zoning and capital improvement policies should support this. These activities should also be encouraged in the downtown districts of Sadieville, Stamping Ground, and future communities, in keeping with the scale and needs of those communities.
1. **Government and Civic Organizations Center**  
County, City, and State offices, Post Office, Library, Health Department, Chamber of Commerce
  2. **Tourism**  
Tourism Commission offices, main tourism
- information center (also recognizing the need for a tourist welcome center at I-75 interchange), antique and craft stores, special tours and events
3. **Financial Center**  
Main bank offices
  4. **Cultural and Arts Center**  
Museum of history and culture, performance and display space, arts and crafts galleries, specialty movie theatre
  5. **Commercial Recreation and Entertainment**  
Restaurants and snacks
  6. **Community Recreational and Social Activities**  
Festivals, arts events, informal socializing (especially outdoors), in partnership with Cardome and the College.
- Secondary Roles:** Although the following activities occur throughout Scott County, and should not necessarily be focused in Downtown, these activities are important in supporting the community and commercial life of Downtown. These activities should be encouraged and enhanced in Downtown Georgetown:
1. **Religious institutions**  
Churches, church services and education
  2. **Community and regional retail**  
Shops with regional and county-wide draw
  3. **Neighborhood commercial**  
Convenience stores, grocery, pharmacy, neighborhood restaurants, for Downtown

residents and neighborhoods bordering Downtown

#### 4. Professional offices

Law, real estate, e.g., private offices needing close access to government offices

#### 5. Residential

Second story apartments in Mainstreet district; homes, townhouses, and apartments around periphery

**Relationship to other Commercial Areas:** In general, it is recognized that Downtown cannot be "protected" by preventing new commercial growth in outlying parts of town. However, it is important to distinguish the special role of Downtown as described above from the role of other major commercial areas, and to avoid land use policies that would create a large new commercial area to conflict with Downtown's central role. In particular, new strip commercial areas of a size to rival Downtown and other existing commercial centers should not be encouraged on the bypass, except for the area already designated at the U.S. 460 and U.S. 25 South intersections. There is already sufficient commercial area designated in the Comprehensive Plan for future community-wide needs, and substantial commercial on the bypass would become a traffic destination that could hinder the functioning of the road as an arterial and bypass. A large commercial area on the bypass could also become a new "town center" and lead to relocation of anchor institutions and activities out of Downtown. Small neighborhood commercial centers may be appropriate inside the bypass to serve new residential development.

### C. DOWNTOWN PLANNING AREAS AND LAND USE PROPOSALS

The traditional land use plan is a map showing appropriate future land uses, as a guide to the zoning and development of property. Because

of the complex mix of uses and changing nature of Downtown, a more flexible planning approach is needed. Downtown has been divided into "Planning Areas," encompassing the proposed limits of the B-3 zone. These areas are drawn to include parts of Downtown with similar activities, building types, densities, stable or changing uses, and redevelopment potential.

The boundaries of the planning areas are shown on Map 2, and each one is discussed below and in Figure 2 in terms of the location and existing conditions, proposed mix of land uses, zoning standards, and concepts for new development or redevelopment. These planning area boundaries are general, and would be applied to properties as development is proposed and each area is studied more closely.

#### AREA 1: MAIN STREET

- **Location and Conditions:** Core of Downtown commercial and government activities along Main Street and adjacent side streets. Most buildings fully cover the lot and rely mainly upon on-street and public parking.
- **Land Use and Zoning:** A wide mix of uses is recommended, including government and services, retail, offices, entertainment, tourism-related facilities, neighborhood-serving commercial uses, and residential, especially on upper floors. Auto-intensive and manufacturing/wholesale uses are generally not appropriate. A crafts-type manufacturing/retail use may be appropriate as a conditional use if the main retail outlet is located on the site and the storefront area is used for this purpose. Zoning setbacks should be those of the current B-3 District (front, side, and rear setbacks of 0').
- **Development Concepts:** Reuse of existing buildings is encouraged, and the overall goal of redevelopment and new development should be to maintain the integrity of the

FIGURE 2

## PLANNING AREAS

LAND USES	● PERMITTED ○ CONDITIONAL	PLANNING AREAS									N. & S. WATER	
		DOWNTOWN SUPPORT AREAS			NEIGHBORHOOD TRANSITION AREAS			BROAD- WAY				
MAIN STREET	1	2A	2B	2C	2D	3A	3B	3C	3D	4	5A	5B
DOWNTOWN COMMERCIAL/OFFICE (Retail, office, government, churches, banks, entertainment, parks, cultural)	●	●	●	●	●	●	●	●	●	●	●	●
NEIGHBORHOOD COMMERCIAL	●	●	●	●	●	●	●	●	●	●	●	●
HIGHWAY COMMERCIAL (Auto-intensive — does not include: service stations (except Area 4), auto sales, drive-in only uses)		○	○	○	○	○	○	○	○	○	○	○
HOTEL, BED & BREAKFAST	○	○				○	○	○	○	○	○	○
PARKING/LOADING		●	●	●	○	○	○	○	○	○	○	○
CRAFTS MANUFACTURE W/RETAIL ON- SITE	○	○	○	○	○	○	○	○	○	○	○	○
CRAFTS MANUFACTURE (No heavy traffic or outdoor storage)		○	○	○	○					○	○	○
LIGHT INDUSTRIAL -- "INCUBATOR" FACILITY										○	○	○
UTILITY SUBSTATIONS/STORAGE (Non- office facility)										○	○	○
WHOLESALE/CONTRACTOR'S SUPPLY/ RELATED WAREHOUSING										○	○	○
MULTI-FAMILY RESIDENTIAL	○	○	○	○	○	●	●	●	●	○	○	○
SINGLE-FAMILY RESIDENTIAL						●	●	●	●	●	●	●

historic building stock. Public and private investment should focus on: making Main Street attractive and comfortable for pedestrians by improving the streetscape and creating park areas; improving public safety by relocating utilities, upgrading deteriorated buildings, and improving fire prevention measures; and coordinating Main Street Area pedestrian improvements with Downtown Support Area parking improvements. Meeting the expansion and parking needs of the Post Office, Library, and major banks should also have priority (see redevelopment priorities for Areas 2a, 2d, 3d).

#### **AREA 2a, 2b, 2c and 2d: DOWNTOWN SUPPORT AREAS**

- **Location and Conditions:** These areas are located behind Main Street and side street buildings, on the interior of blocks and extending to Washington Street. Access is poor, relying mainly on narrow alleys. Existing uses are a patchwork of public and private parking lots, governmental offices, commercial uses, sheds and garages, and scattered historic buildings, and dilapidated housing. These areas are a detriment to Downtown because of the blight and uncoordinated circulation and development, but they have the potential to be an asset because of the potential for substantial new public and private development, especially for parking.
- **Land Use and Zoning:** Allowed uses should be fairly flexible to encourage redevelopment and the expansion of Downtown uses and services. Appropriate uses are parking and loading for Main Street and side street buildings; government, office, and commercial; auto-intensive uses only where there is adequate on-site parking and direct access from a street or an alley improved for adequate two-way and emergency traffic; storage and small-scale

craft-oriented manufacturing related to Main Street and side street retail uses; and residences as a part of an existing or new residential neighborhood or upper floor apartments.

- **Development Concepts:** There are two key goals. One is to maximize new parking spaces and loading areas by consolidating and paving public and private lots and replacing dilapidated structures with new parking lots. The alley system should be improved in concert with this for better vehicle and truck access and for pedestrian corridors to Main Street. The second goal is to provide expansion areas for "anchor" Downtown uses: government buildings, banks, and churches. Significant historic buildings should be identified and reused where possible. In general, scattered, dilapidated residential uses should not be encouraged to remain.

The City has recently been awarded Community Development Block Grant Funds for a redevelopment project encompassing North Mulberry and Oregon Street in Planning Area 2a (also South Mulberry Street in Area 3d, below). Removal of blighted structures and possible construction of multi-family housing is proposed, but there is no definite plan for the redevelopment. The following main goals are recommended for the project:

1. It is essential to meet the expansion needs of the Post Office and to retain this "anchor" institution Downtown. Actively assist the Post Office in identifying design concepts to fully utilize the block, while incorporating and preserving the historic Wesley Methodist Church.
2. Provide parking for the Justice Center, Youth Center, Presbyterian Church, and other nearby uses.

3. Create an attractive and safe pedestrian corridor along Oregon and Mulberry.
4. Encourage infill office and commercial that supports the main institutional uses.
5. Provide affordable multi-family and senior citizen housing, with sufficient on-site parking so as not to negatively impact the parking supply in the area. This should be a secondary goal if the above uses do not occur.

#### **AREAS 3a, 3b, 3c, and 3d: NEIGHBORHOOD TRANSITION AREAS**

- **Location and Conditions:** Properties fronting on South Broadway, South Hamilton, South Mulberry, College, and Washington Streets. These streets have a residential character overall, mixed with commercial uses, parking, and churches. These streets are a transition to adjacent residential neighborhoods and routes for people who walk Downtown. In addition, Mulberry and College Streets could be a connection to and commercial/residential area for the College. Washington Street will see increased auto and truck traffic if the truck route is rerouted from Main Street. South Broadway also has substantial traffic, and historic residential buildings, some of which have been reused for commercial.
- **Land Uses and Zoning:** Appropriate uses are residential; Downtown and neighborhood infill commercial and office development that is compatible with the overall residential character; for Mulberry Street and College Street (Area 3d), retail, office, entertainment, residential, and service uses oriented to College students, faculty, visitors, and staff; for Area 3a (Washington Street), auto-intensive uses that are not detrimental to surrounding residential neighborhoods on streets north of

Washington and government-assisted housing to the east on Washington; expansion of churches, banks, government offices; parking lots only if buffered from the street with fencing and/or landscaping, to maintain the residential, small-scale character and attractiveness of these as pedestrian routes. Auto-intensive uses should not be allowed on South Mulberry, College, South Hamilton, and this section of South Broadway, except for the existing auto service station.

- **Development Concepts:** There is substantial potential for redevelopment on South Mulberry and College Street through the current CDBG project, to add parking, commercial, or residential uses while retaining Zion Baptist Church and some existing homes. Key public and private redevelopment goals should be:
  1. Encourage greater use of Downtown from the College by creating an attractive and safe pedestrian corridor.
  2. Support the parking and expansion needs of the Library and church. Work with the Library to identify options for expansion and added parking.
  3. Furnish some of the off-campus retail, residential, and service needs of the students, to create an active and interesting area to help pull students towards Main Street.
  4. Support renovation of significant historic commercial and residential buildings.
  5. Construct new moderate income, senior, or College-related housing.

#### **AREA 4: NORTH BROADWAY**

- **Location and Conditions:** Properties fronting on North Broadway, from Jefferson

to Washington and for 1/2 block toward Main Street. The style of buildings and types of uses (service stations, grocery store, tire store) relate more to the highway commercial strip to the north than to Main Street, and there are several residences in poor condition.

- **Land Uses and Zoning:** Appropriate uses are those of Area 1, and adding: neighborhood commercial; and auto-intensive commercial as a conditional use, where there is adequate on-site parking and direct access from a street or alley improved for two-way and emergency traffic.
- **Development Concepts:** The visual impact of this entrance to Downtown needs to be improved. As properties redevelop, current standards for signage and landscaping should be met where feasible. A landscape strip is needed to buffer parking areas from the street. Properties adjacent to the City Hall parking lot could have potential as vehicular access to the future parking plaza, or could be redeveloped as multi-level structures with uses facing both the parking plaza and Broadway.

#### **AREAS 5a and 5b: NORTH AND SOUTH WATER STREET**

- **Location and Conditions:** Area 5a includes the first block of North Water Street, properties fronting West Washington Street, and the interior of the Water to Broadway block. Area 5b includes S. Water Street, the Georgetown Municipal Water and Sewer Service (GMWSS) water treatment plant, Kentucky Utilities (KU) properties, the south end of Ely Alley, and West College Street.

These are transitional areas with conflicting land uses. They are developing towards light industrial, utility, contractor's supply, and auto-oriented uses, for which the many

large buildings are appropriate. However, these uses continue to contribute to heavy traffic and a negative visual appearance that will discourage redevelopment. There are pockets of older, lower income residential neighborhoods on S. Water, Washington, and College. Important historic and natural resources include the old jail, Royal Spring Branch and park, the stone structure supporting Main street over the branch, older utility buildings, and commercial/residential remnants of post-Civil War black neighborhoods.

- **Need for an Area Plan:** These areas have the best potential for major redevelopment to bring new activities and excitement to Downtown. The KYDAT Study (1987) recommended an ambitious plan of townhouses, government offices, a farmer's market and hotel, green space, and a trail to Cardome. Some progress has been made, but uncoordinated private and public investments cannot have the dramatic impact that is needed.

A commitment is needed from the City, County, Planning Commission, Main Street Program, and utility companies to a definite plan for the area, or the opportunity will be lost. These agencies should jointly participate in a more detailed planning and urban design study to consider the KYDAT proposals and alternatives. The following policies should be applied to the area and explored further in the study:

- Reduce the visual and traffic impacts of the industrial, utility, and auto-oriented uses, which discourage residential, park, and commercial redevelopment.
- Light industries are not appropriate, except as a "crafts row" with manufacture and on-site sales of specialty and home improvement items, or within an "incubator" facility to encourage start-up of local businesses.

Industries with heavy truck traffic or high auto traffic or with impacts such as noise, visual blight, outdoor storage, pollution, light or glare, etc. are not appropriate. Existing industries should not expand into additional areas and should be encouraged to relocate to designated industrial parks. However, industrial use can continue in buildings currently occupied by industries, as long as the performance standards are met and the use is compatible with redevelopment of the area. The redevelopment plan should explore appropriate reuse of existing industrial space such as the Commonwealth Tool building.

- Determine the need for new residences and how to design them for compatibility with other activities. Older residential areas with historic significance should be treated sensitively, and redevelopment should encourage preservation and reuse.
- Realize Royal Spring's potential as a park attraction.
- Examine potential for reuse of the old jail, which should be preserved if financially feasible. If the property is redeveloped, much of the surrounding yard should be retained and developed as public open space (see Urban Design, Section VII.C.1).
- New Water Street uses should complement, not compete with, Main Street uses. Main emphasis should be on public, tourism-related, cultural, etc. uses, not commercial and office.

#### **D. EVALUATION OF CURRENT B-3 ZONING**

The current uses and development standards of the B-3 (Central Business District) zone are out

of step with the land use planning needs of a revitalizing Downtown. The Zoning Ordinance needs to be revised to implement the goals and land use plan for Downtown, and to address the following issues. The current zoning policies and recommended changes are summarized in the attached outline.

**Boundaries:** The boundaries of the B-3 zone cover too great an area, encompassing established residential neighborhoods that are unlikely to convert to commercial in the near future. This could allow spot commercial development that would be incompatible with the homes and create new declining and blighted transition areas around Downtown. The B-3 boundaries should be adjusted to include adequate area for new Downtown-related development, but also to protect the integrity of established residential neighborhoods (see Map 3).

**Permitted Uses:** The narrow list of uses allowed in the B-3 zone does not reflect the great variety of activities already present in Downtown, and leaves no flexibility for the role of Downtown to evolve. The list of permitted uses should be expanded, and uses which would be detrimental to Downtown should be clearly prohibited or controlled.

**Conditional Uses:** The blanket list of uses for the entire B-3 area does not recognize that there are sub-areas in Downtown where different uses are appropriate. Uses that are not suitable on Main Street may be suitable on Broadway, other side streets, or transition areas to surrounding neighborhoods. A simple way to handle this is to add a wider list of conditional uses. There should be clear guidance for approval of these uses, according to the Downtown land use plan and criteria based on design, compatibility with surrounding properties and Downtown goals, impact on parking and traffic circulation, etc.

**Building Heights:** The B-3 height standard of 6 stories is out of scale with the historic buildings on Main Street, which have an equivalent height to modern 2 to 4 story

buildings, and with adjacent areas, which have 1 and 2 story buildings. New construction at the maximum allowed height could overpower the intimate scale of the historic district, disturb the clear relationship between the buildings and topography of the site of Downtown, make streets and future parks uncomfortable for pedestrians in the winter by blocking sunlight, and impede views to important landmarks such as the Courthouse and churches. Some areas off Main Street, however, may be appropriate for 6 stories to encourage redevelopment.

A lower overall height limit and map of variable heights should be adopted based on a study of these issues. Criteria for variances should be given to allow for unique development opportunities.

**Other Standards:** The building setback standards for the B-3 zone are most appropriate for Main Street commercial buildings that use the entire lot and are built flush to the sidewalk. As the list of allowed uses in Downtown is expanded and land use concepts for side streets and transition areas are defined, there should be standards developed that are more specific to particular areas and uses.

For instance, new townhouse projects on College Avenue or Mulberry Street may need special guidelines for setbacks, landscaping, lot coverage, etc. that complement surrounding areas and buildings. Infill commercial on streets such as South Hamilton should fit in with the residential character of the street, with similar front, side, and rear setbacks.

**Parking and Loading:** The B-3 area is effectively exempted from the parking and loading requirements of the Zoning Ordinance (Section 2.71.D and 2.72). This is due to the assumed availability of on-street and public parking and loading areas, which are seriously deficient in reality. If new uses are to be encouraged in Downtown that further increase parking demands, the parking requirements should become more strict and tailored to the

particular use and location.

For instance, new residential construction and any conditional uses that are auto-intensive and require frequent service deliveries, such as restaurants, convenience markets, hotels, etc., should be required to provide sufficient on-site parking and loading. Reuse of vacant space, such as upper floors on Main Street, for multi-family residences should also trigger a review of parking. However, the requirements must be flexible, so that they are not a barrier that discourages new construction and reuse of existing buildings.

Required parking ratios could be lower than average standards to reflect availability of some public parking, especially for uses such as apartments with off-hour parking needs. Another approach would be a case-by-case review, where the developer could demonstrate that part of all of the required parking is already available or that an agreement exists for shared parking on another property.

**Signs:** Existing sign regulations are based mainly on those for the B-2 (Highway Commercial) zone, with the exception of smaller allowed wall signs and no free-standing signs or billboards in B-3. An overall review of the standards is needed that recognizes the unique activities and historic/aesthetic character of Downtown, and sets clearer criteria for sign approval. This would be appropriate as a part of the design guidelines established by the Architectural Review Board.

The review process for Downtown signs should also be simplified. Currently, both the Main Street Design Committee and Board of Adjustments must review them. Once standards are established, the ARB could be the sole review agency, with appeals to BOZA. New signage policies are also needed for peripheral commercial areas (see Section VII.C.3).

**E. SUMMARY OF EXISTING AND PROPOSED ZONING FOR DOWNTOWN**

**B-3 ZONE**

**1. Permitted Uses:**

- a. Existing ordinance lists only the following permitted uses:
  - Retail stores.
  - Places of entertainment (restaurants, etc.)
  - Planned Development project for commercial or high density residential use.
  
- b. Proposed changes. The following permitted uses should be added:
  - Residential uses - "Planned Development" process would be for new development, and standards are needed for parking, density, setbacks, etc. Process and standards also needed for reuse of existing buildings--as a conditional or permitted use?
  - Offices - a list similar to the "P-1" district should be added as permitted uses. (See Section 4.81, A, B, D, E, G, I, J, K and 4.82A)
  - Neighborhood Commercial - all permitted uses of the B-1 zone.

**2. Discouraged/Prohibited Uses:**

- a. Existing ordinance "discourages" commercial uses catering to the motoring public (service stations, motels, drive-in uses, auto dealers).
  
- b. Proposed changes: Some of these uses may be appropriate as conditional uses (see below) and some may need to be

clearly prohibited, to reduce confusion:

- Auto dealerships and used car lots.
  
- Uses which are solely drive-in, such as drive-through restaurants (e.g., allow drive-in bank and laundry windows with adequate access).
  
- Service stations.

**3. Conditional Uses:**

- a. Existing ordinance lists outdoor storage of merchandise, outdoor processing, and manufactured building systems as conditional uses in all business zones (Section 4.45).
  
- b. Proposed changes: There should be a list of conditional uses specific to the B-3 zone. Retain the existing conditional uses except for outdoor processing (which should be deleted), and add:
  - Motels and hotels, bed and breakfast hotels.
  - Restaurants with drive-through windows.
  - Automobile leasing and repair.
  - Light industry (small scale, incubation, crafts-oriented only), warehousing, wholesale retail, contractor supply.

Some of these uses could be allowed as conditional uses in specific areas of Downtown only, based on the land use plan. The conditional use review should ensure that the vehicle access, parking, and driveway design are not detrimental to traffic and pedestrian circulation and the aesthetic and historic character of Downtown. In general, there must be clearly-defined standards for granting a conditional use, based on the goals and policies of the Comprehensive Plan.

## STANDARDS

These issues should be included in the study of design guidelines by the Architectural Review Board.

### **1. Building Height**

- a. **Existing Ordinance** allows a uniform maximum height of 75' or six stories throughout the B-3 zone.
- b. **Proposed ordinance:** There should be a lower overall height limit and different maximum heights for different areas of Downtown, based on a study that considers the following:
  - Compatibility with existing structures and historic character.
  - Preservation of views to important landmarks, such as the Courthouse and churches.
  - Preservation of sun access to Court Square and other park areas.
  - Identification of areas with redevelopment potential where taller buildings are appropriate.

### **2. Building Setbacks**

- a. **Existing Ordinance** does not require any setbacks from the front, side, or rear lot lines, although the building can only cover 90% of the lot.
- b. **Proposed changes:** Zero setbacks are appropriate on Main Street and some side streets. Setbacks should vary for different areas of Downtown, based on a study that considers the following:
  - Standards set by existing structures and predominant uses.

- In transition areas, standards appropriate to the proposed land uses for the area.

## **F. PLANS FOR SURROUNDING CORRIDORS AND NEIGHBORHOODS**

For Downtown to function well as the hub of activity for Georgetown, there must be strong connections to surrounding commercial and residential neighborhoods, recreational resources, Cardome, and the College. Detailed land use planning studies similar to the one for Downtown are needed for the corridors connecting these areas to Downtown:

- East Main historic district
- West Main historic district
- North Broadway to Cardome, including Royal Spring Branch
- South Broadway to Highland Court
- Washington Street and Bourbon Street to U.S. 460

These planning studies should consider the appropriate land uses, zoning amendments, historic resource management policies, green space concepts, and public improvement needs for these corridors. The basic goals, land use concepts, public improvement needs, and zoning standards for each area are outlined below. General area boundaries are shown in Map 4.

### **1. East and West Main Historic Residential Districts**

These are the main routes to Downtown from I-75 and I-64, and they contain the most beautiful, impressive, and well-maintained collection of historic homes in Georgetown. The historic integrity of the street forms the initial and lasting impression of Georgetown for visitors. Properties fronting East and West Main are designated as a National Register Historic District and are also within the local H-1 (Historic) zone.

The important issue is how to maintain the street's residential and historic character, which is strongly desired by East and West Main residents. East Main is currently zoned R-2, allowing single and multi-family residences and other uses such as home occupations, bed and breakfasts, funeral homes, and educational activities. The zoning would permit major changes in the District that could threaten its character. The large buildings are difficult to maintain as single-family homes, and many have been converted to apartments. There are several vacant lots fronting Main Street and deep rear yards that could become available for infill, which is allowed under current zoning at up to 12 units per acre. R-2 setbacks would allow much smaller yards than are typical in the district. Recent proposed conversions of historic homes as a bed and breakfast hotel and College offices were hotly contested by residents, although conditional use permits were approved.

Zoning on West Main is R-1B to Kentucky Avenue, the limit of the Historic District. R-1B allows single family residential on 10,000 square foot lots. Again, the zoning would allow smaller lots and setbacks than is typical, especially on the south side of the street. Conditional uses in the R-1B zone include funeral homes, churches, hospitals, bed and breakfasts, and schools. Because conversion to apartments are not an option on West Main, it is even more difficult to find alternative uses to help maintain the homes. A recent bed and breakfast proposal was defeated even though the property was very large and the use could have been controlled to respect the neighborhood's historic and residential nature.

Appropriate land uses, densities, and zoning setbacks must be determined for the area, in concert with property owners, including the College. The planning study should consider the following:

#### **Objective:**

- The guiding principle for the area should be

to maintain its historic integrity. In part this has to do with the architectural and landscape design of the properties, and in part with its residential history and character.

#### **Appropriate Uses:**

- Overall, the residential character of the streets should be maintained. Alternative uses should contribute toward the maintenance, enhancement, or public enjoyment of the buildings, and should not alter the historic character of the area or cause impacts (traffic, noise, signs, etc.) that are incompatible with residences.
- Alternatives are needed for adaptive reuse of the buildings. It is difficult to sell and maintain them as single-family residences, and apartment conversions can damage the historic integrity of the interiors and lead to neglect.
- It would not be appropriate for the district to become commercialized, with a substantial number of office or business conversions.
- Tourism-related uses should be supported. Bed and breakfast hotels would be beneficial to the area if there were clearer standards in the Zoning Ordinance. Screened on-site parking, a landscape plan, sign controls, and limitations on length of time guests can stay at the hotel would address most neighborhood concerns. Typically, bed and breakfasts are very well maintained, and the historic style of the building is preserved.
- The appropriateness of additional College-related offices on East Main should be examined. These should not set a precedent for non-College offices. The expansion of College administrative offices at the corner of Giddings Drive was compatible with East Main Street because of the direct auto and

- pedestrian connection to the main campus, availability of parking on Giddings, and the commitment to maintain the building exterior and site consistent with the residences. However, for any substantial future expansion of offices or classrooms, the College should be encouraged to identify other areas that will be adequate for their needs.
- **Funeral homes** are not desirable on East Main, due to the disruption of traffic and conflicts with residential uses.
  - Encourage reuse of the **old Hospital** on West Main, if it is financially and structurally feasible. Appropriate uses for the property under the P-1 zoning include professional offices, elderly housing, congregate care, or a nursing home. Appropriate conditional uses are residences. Other P-1 conditional uses (veterinarians, pawn shops, pre-constructed or manufactured buildings) or rezoning to commercial uses should not be allowed due to the historic and residential nature of the area. A portion of the Hospital property could be suitable for a public park, as this area of the City is completely deficient in parks.
  - Residential uses are appropriate for the **undeveloped farm west of the old Hospital**. The property, especially the wall and tree line along the road, contributes to the scenic beauty of this entrance to Georgetown, which should be maintained if possible if the property develops. Views to the **Elkhorn Creek** from U.S 460 should be maintained and improved. The area of the floodplain where gravel and road construction materials are stored and the animal pound is located would present a better image of Georgetown as a public park and scenic overlook.
- Zoning Standards and Design Guidelines**
- Seek a **new multi-family zoning category** for a lesser density than R-2, which can still allow apartment conversions of existing homes but does not allow new multi-building construction that is not compatible with the low-intensity residential nature of the area. Consider rezoning West Main to this new category.
  - Through the Architectural Review Board, adopt zoning standards for height, setbacks, etc., and architectural **design guidelines** (see Section VI, Historic Resource Management) to ensure that renovations and new construction are compatible with the historic buildings.
- 2. North and South Broadway Residential Sections**
- There is still substantial residential and historic integrity on South Broadway between Clinton and Hiawatha Trail. This section of the street is a stable area and an important entrance to Downtown from the direction of Lexington. Zoning is R-1B, and the single-family designation is appropriate, but standards for setbacks, etc. are not. This area, along with much of the area surrounding the College, is under consideration as a potential National Register Historic District.
- The section of North Broadway between Jefferson and Penn Street also has some significant historic residences, but this area has been more compromised by the strip commercial to the north and south, apartment conversions, poor building upkeep, and renovations that have affected historic integrity of the homes. Still, this is the only attractive block of the northern entrance to town, and land use policies should encourage revitalization, not decline, of the area. The R-2 zoning allows apartment conversions, but as on East Main, R-2 densities and standards would allow new development that would not fit into the area.

### **Objectives:**

- For the residential section of South Broadway, objectives should be the same as for East and West Main concerning residential and historic integrity, which should be carefully protected.
- For the residential section of North Broadway, the focus should be to encourage a wider range of uses that will lead to improved upkeep of the buildings, while not discouraging residences. Preservation and enhancement of the remaining historic and attractive visual character of the street is also important.

### **Appropriate Uses:**

- For South Broadway, the use guidelines for East Main would also apply. Tourism-related establishments are appropriate, but uses that would generate much traffic, such as additional funeral homes, are not. Commercial-ization and office conversions should not be allowed.
- For North Broadway, there should be opportunities for office conversions of the homes. However, these should be low-intensity offices that do not generate a large amount of traffic, noise, or other activities that would be detrimental to surrounding residences. Through H-1 zoning and demolition review, adaptive reuse of existing houses should be pursued, and new development of offices should not be allowed unless the buildings were in a style similar to the homes.
- Tourism-related uses, such as bed and breakfasts or small scale home-occupation antique or craft stores, and other conditional uses of R-2 are generally appropriate on North Broadway, except for those that generate much traffic. On-street parking is limited, there are no opportunities for safe turn lanes, and few of the homes

have potential for driveways to parking in the rear.

- The alley to the east of the North Broadway residences has potential for additional residential infill, either for single-family or multi-family, if the alley is upgraded for adequate emergency vehicle access. This area is not appropriate for intensive traffic-generating uses.

### **Zoning Standards and Design Guidelines**

- Both North and South Broadway are designated Historic Planning Areas and should be considered for H-1 (Historic) District zoning (see Historic Resource Management, Section VI.C) and adoption of zoning standards and design guidelines to ensure that renovations and new construction maintain the historic character.
- North Broadway should be rezoned to permit the less-intensive multi-family residential development as described above for East Main.

### **Public Improvements**

- The planned widening of U.S. 25 to 4 lanes would have a substantial negative impact on the historic and residential character of South Broadway. This project should be delayed until after completion of the entire southern half of the bypass, to see if it reduces traffic enough to avoid the improvement.
- The North Broadway residential section needs a street tree planting program.

### **3. North Broadway Commercial District**

Blight, redevelopment needs, and the potential for a public trail along Royal Spring Branch and the Elkhorn are the main themes for this area. This aging commercial strip presents a negative

image of Georgetown and inhibits access to Cardome and new growth to the north, which is a major potential growth area for the City. However, it is also a low-cost location for the start-up of local businesses.

Problems for the area include: poor building maintenance; the clutter of a multitude of signs, defunct sign standards, junk, and utility poles; traffic hazards due to the lack of a left turn lane and no access controls to properties; proliferation of used car lots; and a complete lack of landscaping.

Opportunities are: the need for improved neighborhood commercial services for new and existing residential areas in North Georgetown; the possibility of a major redevelopment project for shops, restaurants, etc. at Cutshaw Grain; possible interrelation with the Royal Spring Branch trail and Cardome; and commercial recreation related to Elkhorn Creek.

A redevelopment plan and strategy is needed for this strip, or it will never improve on its own.

#### Objective:

- Land use policies for this area and surrounding areas should encourage redevelopment and upgrading of the commercial strip, with a focus on improved appearance, better interrelation with residential neighborhoods, greater economic vitality, and protecting the water quality and recreational use of Royal Spring Branch and the Elkhorn Creek.

#### Appropriate Uses:

- A redevelopment planning effort should identify the most appropriate uses. Eventual transition from highway commercial to neighborhood commercial, recreational commercial (such as creek-front restaurants or equipment supply), and medium-density apartments could be considered.

- The future of industrial uses should be determined. The strip may be appropriate only as an "incubator" area for new light industries", especially craft-oriented ones, on larger parcels. This could be a public-sponsored project in a limited location.
- For future north Georgetown growth, emphasis should be placed on commercial development at the Delaplaine interchange and south of the creek on North Broadway, to encourage redevelopment of this area and to maintain the residential, rural, and open space character of U.S. 25 from Cardome to Delaplaine.

#### Zoning Standards and Design Guidelines

- New development and reuse of properties, especially for auto-intensive businesses such as used car lots or auto repair, should be more carefully controlled to upgrade the appearance of the area, improve traffic control, and protect the Elkhorn and Royal Spring Branch. The building code should be strictly enforced, and ordinances should be amended to require upgrading of the surrounding site when uses change. This should include installation of driveway entrances for limited access, screening of outdoor storage, and landscaping and buffering from the street and Royal Spring Branch. Existing uses should also be required to remove junk and defunct signs and structures and right-of-way encroachment should be abated.
- When opportunities arise, property owners should be encouraged to establish public access easements along Royal Spring branch and the Elkhorn.

#### Public Improvements

- U.S. 25 and the Elkhorn bridge should be widened to three lanes, with sidewalks and a street landscaping program. This should be advocated with KYTC.

- A junk cleanup program should be pursued with public assistance and incentives.
- A redevelopment plan is needed to identify other effective public initiatives.

#### **4. Washington/Bourbon Street Corridor**

Washington Street, from Broadway to U.S. 460 East, is used as a reliever traffic route for Main Street and has potential for a relocated truck route, to get heavy truck traffic off of Main. It has a mix of commercial, office, and residential uses and zoning. The section from Chambers to the east has industrial zoning, which was recommended for transition to highway commercial use in the 1985 Comprehensive Plan.

However, much of this area is still residential, road access is inadequate for highway commercial on Chambers and Bourbon, and intensive commercial development along this strip could destabilize the remaining residential neighborhoods to the north and south. Also, the street has many vacant properties and development potential, and could compete with Downtown for office and commercial uses that otherwise would locate there.

This area needs a detailed neighborhood plan to find the best mix and location of land uses that

will resolve the conflicting activities in the area.

#### **Objective and Appropriate Uses:**

- The focus for this area should be on medium and high density residential, neighborhood commercial, and low-rise office uses that are compatible with a collector road, yet allow a transition to the single-family neighborhoods to the north and south. This should not become an office or commercial district that competes with Downtown. Highway commercial uses are only appropriate adjacent to U.S. 460.
- Redevelopment and reduction of blight should also be pursued to help the transition. The policies concerning upgrading of properties for the North Broadway commercial district apply to this area as well.

#### **Public Improvements:**

- Designation of this street as a truck route would require improved intersections and traffic lights at Broadway and U.S. 460, road improvements, and buffering to protect the existing public housing and elderly apartments. The feasibility of this should be studied.

## **IV. DOWNTOWN PARKING NEEDS**

### **A. INTRODUCTION**

Downtown circulation and parking were studied by the RBA Group in October of 1988, with further study by the Citizen Advisory Committee in 1990. This section of the Downtown Plan summarizes the existing conditions, future

needs, and recommendations concerning Downtown parking and truck delivery access. The study area, shown in Figure 1, is smaller than the overall Downtown planning area, and represents the commercial/governmental center. Each city block is numbered to help identify parking supply and deficiencies.

## B. EXISTING PARKING:

There clearly is insufficient parking and truck access Downtown, as shown by the RBA Group study, perception of Downtown merchants, and the Citizen Attitude Survey.

- 52% of Scott Countians would use Downtown more often if there were more parking, according to the Citizen Attitude Survey.
- Inadequate parking has been a deterrent for new businesses that wish to move Downtown.
- Inadequate parking has been a key factor in decisions for businesses to relocate out of Downtown into new commercial strips.
- Parking problems reduce access of Scott Countians to Downtown governmental services.
- There are few designated loading zones, and trucks and service vehicles commonly block traffic on Main Street.

Existing parking spaces have been identified by a survey of Downtown agencies and businesses (Spring, 1990), review of aerial photos, and the RBA study. There are about 940 existing Downtown parking spaces, although only about 830 are within useable distance from Main Street. The number and location of existing spaces are shown below. Map 5 shows the block location.

## EXISTING DOWNTOWN PARKING

BLOCK #	ON- STREET	OS N/A**	OFF- STREET	TOTAL
1	15	11	104	130
2	45	8	160	213
3	31	13	72	116
4	10	-	43	53
5	51	9	88	148
6	42	34	93	169
7	25	25	53	103
8	10	-	-	10
	229	100	626	942

\*\*OS N/A = on street parking that is too distant from Main Street to be easily accessible, i.e., E. Washington, College, Water, and outer sections of Hamilton and Broadway.

## C. FUTURE NEEDS

Adequate parking is essential if Downtown is to compete with new suburban commercial districts. Yet the parking shortage will greatly worsen in the next three to five years, as the new Justice Center is occupied, existing businesses grow, and reuse of vacant Downtown commercial and residential space continues.

**Immediate Parking Needs:** In order to keep existing businesses, governmental agencies, and churches Downtown, their current parking needs and intentions for future growth must be met. A survey in Spring 1990 tallied the additional parking needed to address current deficiencies and expected expansion by block (below). This is a rough, but useful estimate of need. Reuse of space that is presently vacant would add to the total need, while joint or shared parking for businesses with different peak hours would reduce it. The RBA study also estimated a need of 300 spaces within the next two to three years.

## DOWNTOWN PARKING NEEDS

<u>Block 4</u>	<u>16 Spaces</u>
1	16 spaces
2	130*
3	24
4	-
5	17
6	43
7	77
8	<u>--</u>
	<u>307</u>

\*Includes 60 spaces for Jail/Justice Center and Courthouse.

**Redevelopment:** Any major reuse of vacant building space or redevelopment of vacant land would add to these parking needs. Reuse and redevelopment potential is greatest in Block 1 (Water Street area), Block 3 (North Mulberry), Blocks 7 & 8 (South Mulberry), and in 2nd and 3rd story Main Street buildings. Redevelopment planning should estimate parking demands and should satisfy them within the project.

**Residential and Tourism Parking:** As the role of Downtown changes, new uses will bring new parking demands. Upper story apartments on Main Street and townhouse development on side streets will add demand for about 1 to 1.5 spaces per unit. Since most residents will work outside of Downtown, much of this parking need can be met by joint use of public parking during evenings and weekends. A requirement for on-site private parking would be a deterrent to reuse of vacant Main Street upper floors for apartments. However, major residential developments and elderly housing should provide enough on-site parking so that the Downtown parking shortage is not worsened.

If Downtown is to become a tourist destination, locations should also be identified toward the edges of Downtown for tour bus parking and day-long auto parking. Joint use of new public parking lots on the weekend could satisfy some of this need.

**Summary:** At least 300 additional parking spaces are needed to support the growth expectations of current businesses and governmental agencies, and continued revitalization will add to these needs within the next five years. The priority locations for more parking are (see also Map 5):

## PRIORITY AREAS FOR MORE PARKING

<u>Block #</u>	<u>Location</u>	<u>Existing Need</u>	<u>Redev. Potential</u>
2	City Hall/Justice Center block	X	
7	Farmers Bank/Library	X	X
6	South of Main, across from Courthouse	X	
3	Post Office and Oregon Street	X	X
1	First National Bank/N. Water		X
2	City Services Bldg./S. Water		X

Concerning zones for truck deliveries and service vehicles, at least one loading zone is needed at each end of commercial blocks. The best solution would be to relocate service vehicle access to the rear of the buildings, for closest possible access to each building.

## D. POTENTIAL ADDITIONAL PARKING

The RBA study recommended five locations for additional parking (listed in Figure 3 and described under "Recommendations" below). The net increase in parking spaces estimated by the RBA study was 358. However, based on actual experience with the N. Mulberry Street lot, which yielded only 43 spaces versus the estimated 63, the potential yield was refigured based on the shape and topography of each site. Also, the paving of the City Services Building lot is not expected to yield any additional spaces. The more conservative increase would be about 239.

However, several other areas are recommended for a loss of parking spaces, which would lower the net increase in parking.

- If the Main and Broadway intersection is improved with left and right turn lanes, some on-street parking must be lost to create turn lanes.
- If Courthouse Square is renovated as a park, the spaces there would be relocated to the Justice Center and City Hall lot.
- Other on-street spaces must be lost to create adequate truck loading zones on Main Street.
- When these lost spaces are considered, the overall increase from new parking projects could be only 210, rather than the 300 spaces that will be needed within three years.

It is likely that the five proposed parking projects will not satisfy Downtown's 3-year or longer term demand, and additional locations for new parking spaces are identified below (Section E.3).

## E. RECOMMENDED PARKING PLAN AND POLICIES

### 1. Goals and Objectives

**GOAL - To ensure that Downtown can compete as a commercial center and can function well as a governmental center, increasing the amount of Downtown parking has the highest priority.**

- **Parking Improvements:** Reserve Main Street for short term customer parking. Provide adequate parking off Main Street for employees, jurors, and people visiting government offices, tourists (day-long parking) and longer-term retail parking.

- **Parking Management:** The City Council should pursue parking management strategies soon as low-cost ways to reorganize and improve the parking situation.
- **Funding:** Funding strategies should be a joint effort between City, County, and the private sector. However, funding should not be an undue private burden that discourages new uses from locating Downtown.

### 2. Proposed Parking Lots

The RBA Group study recommended five locations for additional parking, and the City of Georgetown has already begun to implement some of these recommendations. Figure 1 lists the locations, expected increase in number of spaces, and proposed priorities for action.

- **N. Mulberry Street** - This lot is completed, and contains 43 parking spaces. It is presently inappropriate for use by Main Street employees and customers because of poor conditions and lighting on Mulberry. Oregon Street needs sidewalk and lighting improvements to improve access to the lot. Improvements to Mulberry and Oregon could be done with the 1989 CDBG grant. The lot should be, primarily, used by new Justice Center visitors, employees, and jurors. Jurors should no longer receive a waiver of the 2-hour time limit for Main Street Parking. This will free up many spaces on Main Street currently used by jurors when court is in session.
- **South Main Street** - 68 parking spaces can be developed in this area by consolidating the property in the rear of the buildings. The City would lease the property from the owners and improve it for them. Some spaces will be reserved for employees. All property owners would maintain the same number and convenient location of reserved spaces, with a net gain of new spaces. The

FIGURE 3

## RECOMMENDED PRIORITIES FOR DOWNTOWN PARKING IMPROVEMENTS

Parking Location	Estimated Yield	Priority 1	Priority 2	Priority 3
N. Mulberry St. (water tank)	43 (actual)		(completed)	
N. Mulberry St. (corridor impvmts)		support project	design and cost estimates	<u>construction</u>
Oregon Street (corridor impvmts)		support project	design and cost estimates	Phase <u>construction</u> with completion of Justice Center
South of Main St. Consolidation	68		construction of first phase (Recycling Center area)	Secure property agreements and construct 2nd phase (consolidation)
City Services Building	No Net Gain		Design and <u>construction</u>	
Washington Street (N. of Justice Center)	28		Complete acquisition of property	Design and <u>construction</u>
City Hall Parking Plaza	100			Preliminary design, cost estimates, funding study <u>construction</u>
<b>TOTAL YIELD</b>	<b>239</b>		<b>61</b>	<b>128</b>
				50
				21a

design of the consolidated lot should also provide opportunity for garbage pick-up and truck service in rear building areas, rather than on Main Street. The City has already purchased one available parcel, and should give priority to acquiring other strategic parcels when available. Scattered, dilapidated sheds and residences could be removed to greatly increase the potential parking area. Long-term parking needs of the churches on College Street could be served by this lot.

- **City Services Building lot** - This area is proposed to be upgraded so that spaces are paved and marked. Due to the need for ambulance circulation through the rear of the building, there will be no net gain of spaces. This project should still have priority for better functioning of emergency services.
- **Washington Street (North of Justice Center, adjacent to Health Dept.)** - has a potential for 28 parking spaces, and would be accessible through Washington Street, North Hamilton and the existing City Hall lot. Should also be pursued immediately.
- **City Hall Parking Deck** - Potential for 100 long-term parking spaces with access through Court Alley, and possibly North Broadway, which could require demolition of the concrete block building to the rear of City Hall and acquisition of part of the Ford Motor Company vacant lot. The uphill section of the existing parking area would be lowered in grade to match Washington Street and a "plaza" second story would be built level with Main Street. Revenue potential would need to be determined, with fees or business and employee leasing as possibilities.

The additional parking demand that will be created by the Justice Center presents a window of opportunity for County financial participation in this project. This concept

has potential for a large increase in spaces, but would be the most expensive of the proposals. A preliminary design study should be pursued immediately by the City and County jointly to determine access routes, costs and funding sources.

### 3. Other Potential Parking Locations

Four other locations should be examined for their potential for public parking:

- **Block 1:** Interior of North Water/North Broadway block, which has disorganized parking, vacant areas, and substantial redevelopment potential. Parking should be included in the recommended North Water Redevelopment Study (see Section III.C).
- **Block 3:** As the Post Office expands, or another use in this location, some of the area north of the Post Office should be devoted to parking.
- **Block 7:** Properties south of the Main Street buildings could be consolidated, dilapidated structures removed, and more parking provided. This is similar to the proposal for Block 6.
- **Block 8:** The South Mulberry CDBG project will result in property acquisition, and some parking needs of the library and church might be met.

### 4. Design and Landscaping Policies:

- Parking improvements should include corridors for people traveling from parking lots to Main Street (landscaping and lighting).
- Complete a comprehensive street signage program and map to guide people to public parking facilities.
- Make the most efficient use of space, but include adequate landscaping so that the

character of the Downtown is preserved and the parking lots are comfortable and attractive. Try to locate parking off-street so that valuable commercial frontage is not lost.

- Where parking lots front on streets, especially those with historic district designation, there should be special efforts with attractive fencing and for landscaping to preserve the character of the streetscape.
- Include adequate funding for maintenance and litter control to encourage use of the lots and maintain a positive image of Downtown.

#### 5. Parking Management Policies

- Improve enforcement of short-term parking once long-term lots are available.
- When the Justice Center is occupied, discontinue waiver of time limits for jurors, and relocate juror parking to Mulberry Street lot.
- Adopt fines consistent with other communities of similar size and type, sufficient to be a deterrent.
- Create some one-hour spaces and more clearly mark the time-limited spaces along Main Street (north side).
- To encourage upper-story reuse for residential, create a residential parking permit system for side streets only or designated areas in public lots.

#### 6. Funding Policies

- Study the need for parking fees, especially for City Hall parking plaza and south of Main lot to underwrite the cost of maintenance, as well as to recoup city funds issued for construction costs. Engineering studies for the lots should examine this.
- City and County governments should share costs for developing additional parking Downtown. Both City and County residents rely on Downtown; employees and visitors to the Courthouse, Justice Center, and City Hall create a large parking demand.

#### 7. Monitoring, Zoning, and Planning Policies

- A monitoring system should be put in place to track new uses and additional needed parking, determine where parking development should take place, set priorities for parking projects phased to match increased parking demand. Redevelopment planning should include parking needs.
- Parking committee - create an ongoing committee to work with new city engineer, made up of representatives from major Downtown institutions. Committee should ask for a time commitment from new city engineer for Downtown issues.
- Zoning ordinance - B3 - decide areas and uses peripheral to Downtown that should have to provide on-site parking. Amend ordinance to require provision of some on-site parking for residential developments that will add to the overall daytime Downtown parking demand.

## V. PUBLIC SAFETY AND UTILITIES

### A. BACKGROUND

Policies about fire prevention, structural safety of buildings, and facilities for electric, telephone, and cable lines are interrelated in their effects on public safety, historic preservation, and the appearance of Downtown. The greatest urgency for improvements to Downtown and amendments to local ordinances is in the area of public safety and utilities. The possibility of a major fire threatens our substantial investment in the Downtown building stock, and we should not wait for a fire to occur to convince us to take action. A concerted effort by the City and utility companies is needed to deal with the dangerous combination of deteriorated buildings and vacancies, the lack of an early warning system, the presence of high voltage wires on Main Street, and the net of Downtown utility lines that are vulnerable to lightning and wind. Efforts to improve the appearance of Downtown also will be incomplete until building maintenance is improved and the number of utility poles and wires are reduced.

**Fire Protection:** Major fires within the last 20 years, such as those that destroyed the Miflin grocery store and the H & R Block building, are a reminder of the vulnerability of Downtown. Once a major fire begins, it will be difficult to confine and could spread to many buildings. Downtown buildings are at special risk because of the prevalence of wood and other flammable building materials, deteriorated and unsafe wiring, vacancies, and proximity of the buildings. There is currently no mechanism for regular inspections to make sure that fire code requirements are being met. Early detection is unlikely if a fire begins in vacant building space or at night.

The Georgetown Fire Department's ability to quickly and effectively fight Downtown fires is severely limited by other inadequacies. The

Department needs a new firetruck capable of delivering sufficient water to roofs and upper floors. Without it, protection is inadequate for taller buildings such as the Courthouse, much of Main Street, Cardome, or Farmers Bank Square. Funds have been budgeted, but are not enough to cover the cost.

Water mains, water pressure, and fire hydrants are inadequate in parts of Downtown. Major water line and hydrant upgrades are needed on the south side of Main Street (lines are currently 4"), to the rear of Main Street buildings, and on Broadway, which has 6" to 4" mains. The Broadway water line upgrade would improve pressure through much of Georgetown, and should have high priority. Poor access to the rear of Main Street buildings, especially on the north side, also is an obstacle to fire fighting.

**Utility Lines** contribute to the risk of a fire. One of the main electric feeder lines for the County, a 12,000 volt line, is located on Main Street. The high voltage and presence of the lines will endanger the lives of firemen and greatly hinder fire fighting for upper floors. During a major fire, power would have to be shut off, which would affect many County residents and cause loss of revenues to local businesses. The safety of running the high voltage line through a public area is also questionable. For instance, in recent years a storm snapped the line, which fell across the sidewalk. Studies have shown that there may be health impacts associated with high voltage lines. This line is located where the greatest number of people in the County, those who work, shop, and live on Main Street, are exposed.

Electric lines for Main Street and side street buildings appear to be vulnerable to wind and lightning, which have caused several power outages during the last spring. Power surges caused by lightning strikes affect many

buildings at a time and could be a source of fires.

These concerns have led the Fire Chief and Main Street Board to advocate consolidating Main Street utility lines and relocating them either behind the buildings and/or underground. A resolution passed by City Council in 1987 encourages Main Street businesses to rewire to the back when renovating, and low interest loans are available through the Main Street Program to assist. Although nine buildings have been rewired, substantial progress cannot be made unless a stronger program, supported by ordinance, is adopted.

Instead of consolidation and reduction in poles and wires, the trend has been the opposite in recent years: a proliferation of the number of poles and wires and an increase in height. The growing spiderweb of utility poles and lines has an extremely negative visual impact on Downtown, especially the historic buildings.

KU has stated a cost of \$2 to \$6 million and South Central Bell has quoted \$750,000 to the City to accomplish the Main Street line relocation, although there is some indication that it has cost less in other communities. It would be helpful to the City and utility companies if an independent engineering firm were to examine the cost and feasibility of the project. It is reasonable to ask KU to participate in the cost of the line relocation. As public utilities, KU and South Central Bell should give weight to the community's desire for capital improvement priorities, and should attend not only to serving new growth, but also to curing existing problems and deficiencies, especially those with such significant public safety implications. At the very least the situation should not be getting worse, as it has been recently.

One difficulty is the lack of coordination of the different utility companies, City and County projects, and private projects. A master plan is needed for utility consolidation throughout Downtown, and there should be a review

process through the City Engineer of new utility facilities to ensure that every feasible effort is being made.

**Condition of Buildings:** In general, Downtown property owners maintain their buildings well. Over \$2.5 million has been invested in Downtown building rehabilitation since 1986. There have been instances, however, of deteriorated buildings that present a blighted appearance or have structural or fire safety problems. The current building code and permit process does not clearly give the Chief Building Inspector authority to require safety improvements for existing buildings.

## B. GOALS, OBJECTIVES, AND POLICIES -- PUBLIC SAFETY AND UTILITIES

**Goal:** To protect the community's substantial investment in the Downtown building stock, ensure the safety of people who live, work, and shop Downtown, and provide reliable utility service for Downtown properties.

1. **Fire Prevention.** Ensure adequate fire protection and remove fire hazards Downtown.
- Institute annual inspections by deputized State Fire Marshalls within the Georgetown Fire Department to locate fire hazards and require that fire codes are met. Fund the needed position in the City Fire Department for this function.
- Adopt local requirements for smoke alarms in new and existing Main Street buildings and on side streets where buildings are constructed close together. This should be a city-wide program, with a special focus on Downtown and commercial/residential rental property.
- Relocate high voltage utility lines that would

be an impediment to fighting fires on Main Street (see "Utilities," below).

- Encourage reuse and rehab of vacant space, especially upper floors, through land use policies, the building code, and funding assistance programs.
- Give priority to water line and hydrant improvements Downtown, especially on Broadway and to the rear of Main Street buildings.
- Purchase a new fire truck with sufficient aerial water delivery capabilities for taller buildings.
- In planning for improving parking and circulation, ensure better fire fighting access to the rear of Downtown buildings.

2. **Electric, Telephone, and Cable Utilities:** Utility lines and facilities should be upgraded, consolidated, and removed to the rear of Main Street and Broadway properties to improve continuity of service, reduce fire hazards, and contribute to an improved appearance of Downtown.

- Utility lines should be relocated from Main Street and Broadway to the rear of the buildings and/or underground where feasible. The 12,000 voltage electric lines should have highest priority for relocation.
- Due to the health and safety concerns, particularly for firefighting, of high voltage lines on Main Street, Kentucky Utilities and South Central Bell should include this project in their capital improvement priorities for Scott County.
- The plan for utility relocation should be linked to a coordinated improvement plan for sidewalks, landscaping, signage, and lighting.
- The City Council should assist the

Mainstreet Board in preparing an engineering feasibility study for the relocation and completing a "demonstration" block.

- Create a master plan for relocation and consolidation of utilities Downtown. The number of utility poles throughout Downtown should be reduced. When new utility facilities are installed, consolidate previous facilities for an overall reduction in poles and wires where feasible. Identify superfluous poles for consolidation. Aim for a yearly reduction, rather than increase, in poles.
  - Rewiring to the back should become mandatory for Mainstreet buildings in the planned utility relocation area, with a reasonable deadline for getting it completed, and with continued financial assistance through the Mainstreet low-interest loan program. Rewiring should be required at the time of building renovation or change in use/occupancy. For current occupants, rewiring should be required within a set time (e.g., 3 years).
  - Establish a process for the City Engineer to review the master plan for Downtown utilities and review the location of any new poles, especially for public projects.
3. **Structural Safety of Buildings:** Ensure adequate structural safety and maintenance of Downtown buildings.
- Strengthen minimum standards in the local building code for structural safety that give the Building Inspector clear authority to require improvements or condemn unsafe structures.
  - Establish an inspections process by the Building Inspector, Fire Chief, and Electrical Inspector prior to any new occupancy to ensure that the building meets code.

- Adopt regulations that require buildings to be maintained at minimum standards. In H-1 Districts, this should prevent deterioration that eventually leaves demolition as the only option for an historic building.
- Adopt regulations to require exterior renovations where a building's condition is visible from public areas and contributes to a blighted appearance of Downtown. An example would be replacement of a broken window rather than boarding it up.

## VI. HISTORIC RESOURCE MANAGEMENT

### A. DOWNTOWN GEORGETOWN'S RICH HISTORIC HERITAGE

The best way to ensure the long-term preservation of Downtown Georgetown's historic resources is to encourage the growth and economic strength of Downtown so that property owners and local governments have the resources needed to improve and maintain the buildings. For that reason, all goals and policies in this Downtown Plan help support historic preservation. This section of the Plan looks more closely at the actions needed to establish a Downtown historic resource management program.

This would be a locally-determined and controlled program to protect the community's financial, educational, and emotional investment in the historic aspects of Downtown. It will provide a process and guidelines for balancing historic preservation with other goals for a changing and growing Downtown.

There is also a Historic Resource Management Element to the Comprehensive Plan that discusses all of Scott County. Many issues touched on in this section are covered in more detail in the Historic Resource Management Element.

#### 1. Importance of Downtown Historic Preservation

Downtown Georgetown is the focal point for Scott County's historic heritage. The many historic buildings and features of Main Street and the surrounding commercial and residential areas give Downtown Georgetown its special identity. Scott Countians greatly value Downtown historic buildings and feel that the Georgetown College campus, Main Street commercial district, and other Downtown landmarks such as churches, the Courthouse, and the Library define the special character of the community. When Scott Countians were asked which buildings should have priority to be preserved and not lost to development, the Main Street district topped the list (Figure 1).

Downtown historic resources are the most concentrated record in one area of Scott County's long and interesting history. From the City's beginnings at Royal Spring, the economic, social, religious, educational, and political movements that built Scott County are all reflected in the remaining buildings and features of Downtown. Historic resources are also the future of Downtown, the foundation for a tourism and specialty retail economy that will help keep Downtown vital.

#### 2. Downtown's Historic Resources

Scott Countians are aware of the special

architectural character, historic importance, and community value of Downtown's government landmarks, older churches, 19th century commercial buildings, beautiful homes on East and West Main, and the Royal Spring and log cabin. The importance of other historic features, such as the old telephone exchange building on West Main, the site of the Elijah Craig paper mill on Royal Spring Branch, the stone bridge that carries Main Street over the Branch, or the Ice Company Warehouse on Water Street are less known and appreciated.

Every old building must not necessarily be preserved. Preservation programs must be based on a solid foundation of comparative research, to identify those historic resources that have value to the community. The historic resources of the Downtown area have been extensively surveyed, most recently through grants from the Kentucky Heritage Council, Fiscal Court, and Georgetown City Council. Information from property surveys and historical research has been summarized in "historic contexts" and "property types summaries." These are reports that describe history and architecture according to major themes and time periods, relate properties to these themes, and identify the most significant properties within each theme (listed in Appendix A, Background Report). The contexts and property types are a way of objectively judging which historic properties are most worthy of preservation. The property surveys and contexts are reviewed by the Kentucky Heritage Council according to criteria established by the National Trust for Historic Preservation. They are available at the Georgetown-Scott County Planning Office.

Context statements and property types summaries have been written only for the themes of Agriculture and Ethnic Heritage/Blacks in Scott County. These reports discuss Downtown properties that reflect the roles of blacks in the economic and cultural development of Scott County. During the late 1800's, more than 50% of the Georgetown population was black. After the Civil War, neighborhoods of free blacks

expanded to form a ring around Downtown. Remnants of these communities with their neighborhood churches survive, the best examples being on North and South Mulberry Streets and along West Jefferson Street near First Baptist Church. Since these are all areas slated for redevelopment, it has been important to identify the significance of these properties. Comparative work still needs to be done with older black neighborhoods in North Georgetown. The churches are clearly significant. Other Downtown area properties related to agriculture and the role of blacks in industry, commerce, transportation, education, etc. are listed in Appendix 2.

Although a large amount of research data has been compiled for more general context and property type studies for Downtown Georgetown, formal reports detailing the city's overall economic, cultural, and architectural history remain to be written.

## B. THE NEED FOR A STRONGER HISTORIC RESOURCE MANAGEMENT PROGRAM

### 1. Existing Historic Protections and Districts

There are both local and national historic districts and properties in and around Downtown, but these give only limited protection to historic resources. Existing regulations only govern demolition or impacts caused by expenditures of federal funds.

**National Register Districts:** There are existing National Register Historic Districts encompassing the following:

- Main Street Commercial District and addition  
(73 buildings)
- East Main Street Residential District (44 buildings)
- West Main Street Residential District (19 buildings)

- Georgetown College (3 buildings)

Current boundaries are shown on Map 6. There are also four individual buildings in the Downtown area that are listed on the National Register. Please refer to the Historic Resource Management Element of the Comprehensive Plan for a full explanation of National Register Districts. In general, when public improvement projects involving the use of federal funds will impact properties which are listed in or are determined eligible for the National Register, an impact assessment is required, and negative impacts to historic properties must be minimized and mitigated. Examples of federal projects where this applies include Community Development Block Grant (CDBG) redevelopment, such as the Mulberry Street and Opera Alley projects, or major roadway improvements, such as the bypass.

There are also financial incentives to being on the National Register. Tax credits are available for renovations to income-producing properties, such as commercial or residential rental.

**H-1 (Historic) District:** The Zoning Ordinance also includes an overlay district, the H-1 (Historic) District, which is described in Article 4.7 of the Zoning Ordinance. This is a zone that may be superimposed over any other zoning district. The provisions of the other zoning district apply as well as the provisions contained in H-1. The other district, such as B-3 or R-2, generally governs use, density, setbacks, etc., while at this time H-1 only governs demolition.

The historic district is intended to protect the historic character of those buildings and surrounding areas so designated. All buildings within a historic district shall not be demolished or moved without first obtaining a conditional use permit from the Board of Adjustment. In such instances, the Board may seek advice and recommendations from the Planning Commission, any historical society, any architect, engineer, historian or other qualified person as well as governmental agencies as

deemed necessary by the Board. There is no particular agency given the advisory role, and there are no guidelines to help the Board of Adjustments decide when a demolition should or should not be allowed. The ordinance has never been activated, as there have been no demolitions proposed since its passage.

There is an existing H-1 overlay district (Map 7), adopted in 1979, covering properties that front on both sides of Main Street, from the Paris Pike and Warrendale Court intersection on the east to Montgomery Avenue on the west. This encompasses many properties in the Main Street Commercial, East Main, and West Main National Register Districts.

**Architectural Review Board:** The Georgetown City Council has established by ordinance and has appointed an Architectural Review Board (ARB), which is intended to review development projects and advise the Planning Commission concerning potential impacts to historic resources. The Mainstreet Board recommended creation of the ARB as a way to guide the design of new development and renovations in historic areas to maintain historic integrity. At present, the ARB is advisory only. The Board has never been called to meet, and it does not have a role in the current review process.

In summary, these three measures -- National Register status, H-1 zoning, and the ARB -- are tentative steps toward Downtown historic preservation. They only result in a review of the impact of federally-funded projects and proposed demolitions, and the local mechanisms, demolition review and the ARB, have great potential but have never been activated. A more comprehensive program is needed to ensure that new construction and redevelopment, whether funded privately or by local or state funds, is sensitive to preserving the essence of Downtown's historic heritage and adapting it to future needs.

## **2. Conflicts and Obstacles for Historic Preservation**

For an effective preservation program, an understanding of the conflicts between the goals for development and growth of a community and protection of the community's historic heritage is essential. A program to protect historic resources must be able to balance preservation with other community goals. The actions of private property owners, local and State governmental agencies, and utility companies have a substantial impact on historic resources. This section will summarize these issues; for a more complete discussion, refer to the Historic Preservation Element.

**Zoning standards** governing building heights, densities, and setbacks are usually out of step with the scale of buildings in historic areas. Gross zoning categories that cover large areas -- such as B-3 for all of Downtown or R-2 for East Main and all of North Georgetown -- are too generalized for the styles of different historic neighborhoods. A building that is too tall, too large, or too close to the street disrupts the character and integrity of a historic area. B-3 standards, for instance, would allow 6-story commercial buildings with 0' front and side yard setbacks on South Hamilton. Standards for density and scale need to be tailored to each historic area.

**Zoned uses** are inappropriate for some historic areas, and can encourage new development rather than reuse of existing buildings (such as commercial zoning in a residential area around Downtown) or discourage activities that would aid in reuse and maintenance of historic buildings (such as bed and breakfasts).

New buildings of a different design or materials can destroy the feeling of authenticity and harmony in a historic district. **Renovations** of historic buildings can cover or remove the essential details that give the building its historic integrity. This has the greatest potential to degrade the character of Downtown's historic

areas, yet there is no mechanism in place to review building design for historic compatibility. Property owners in historic districts have a substantial investment in their buildings and past efforts to maintain them. This investment should be protected from loss caused by new or renovated buildings that clash with the historic character.

**Building codes and enforcement** do not ensure minimum maintenance of buildings or prevent neglect that can leave demolition as the only option for historic structures. Modern building codes sometimes require improvements that are infeasible or very costly in older structures, which discourages rehabilitation.

**Public and utility improvement projects** also have a strong potential to enhance or damage historic resources. Governmental and utility agencies own the major landmark Downtown buildings, and are building new buildings, yet they are exempt from local zoning controls. Public agencies must make decisions about whether to renovate or demolish historic facilities, such as the old Jail. Public infrastructure projects such as road widenings can require removal of historic buildings and stone walls or can impact the setting of a building by taking yards and trees. Utility poles and overhead lines surrounding buildings have a negative visual impact that detracts from historic character. The support of public and utility agencies is essential to a meaningful historic preservation program.

**Public redevelopment projects** have also caused large-scale change in Downtown. Although federally-funded CDBG projects are subject to review for historic impacts, the focus on goals such as the need to eliminate blight or clear areas for parking or new development can be in conflict with the concerns of preservationists.

**The need to expand Downtown institutions:** In the Main Street commercial district there is very little vacant or underused land, yet there are many key institutions, such as the Post

Office, Library, churches, banks, and governmental offices, that need room to expand. The vision of the future role of Downtown (Section IIA) calls for keeping these institutions within the central business district, as "anchors" for Downtown activity. The key to keeping them here is allowing them room for future growth, which may lead to conflict with preserving adjacent historic buildings.

### **3. The Need for a New Approach to Downtown Historic Preservation**

This discussion of the many conflicts between growth and historic preservation and the many weak points in our current protection mechanisms shows that a new, more comprehensive and effective approach is needed. This approach must balance the community's preservation goals with other important interests, such as encouraging new activities and development Downtown, retaining "anchor" institutions, increasing parking, and eliminating unsafe building conditions. It must also be a locally-determined program, so that decisions about which historic resources are valued and what protection mechanisms are appropriate reflect the wishes of Downtown property owners, residents, tenants, and the community as a whole.

The recommended program outlined in the following section will accomplish this new approach to preservation. In recognition that this is an on-going process for adapting the old to the new that is more complex than just preservation, the program is called "historic resource management."

### **C. PROPOSED PROGRAM FOR DOWNTOWN HISTORIC RESOURCE MANAGEMENT**

The goals and policies recommended below summarize the steps needed to create a comprehensive historic resource management

program. Some of those ideas need further explanation: Historic Planning Areas and the expansion of H-1 Districts; demolition review and the building inventory; and the ARB and design guidelines. These are covered below under "How the Program would Work." These issues are also discussed more fully in the Historic Preservation Element to the Comprehensive Plan.

#### **GOAL:**

**Highlight and enhance the historic quality of Downtown Georgetown and surrounding neighborhoods to support an economically viable commercial district and protect the community's educational, financial, and emotional investment in historic resources.**

#### **OBJECTIVES AND POLICIES:**

- 1. Encourage greater local participation and control in the designation, management, and regulation of historic resources.**
  - 1.1 Activate the Architectural Review Board ordinance and define the Board's role, procedures, review standards and guidelines, membership qualifications, geographic areas of responsibility, and relationship to other public agencies.**
  - 1.2 Designate "historic planning areas" for Downtown and related neighborhoods, and work with property owners to propose policies for managing historic resources that are appropriate to each area. Establish the H-1 (Historic) zoning classification as the vehicle for deciding the areas where locally-determined policies for historic resource management will apply. Work with interested property owners to establish new H-1 zones where needed. Amend the H-1 zoning regulations to apply the full range of**

local protection policies and Architectural Review Board responsibilities.

**1.3** Explore the desirability of becoming a Certified Local Government, as a way to increase local involvement in the review and designation of National Historic Districts and to attract additional funding for local historic resource management efforts.

**2. Protect and maintain the structural safety of Downtown historic buildings.**

**2.1** Revise local codes and ordinances to ensure adequate fire protection measures and structural safety of Downtown buildings.

**2.2** Establish an effective code enforcement program. Explore potential funding sources to assist property owners in bringing buildings to code. (See also policies of the Public Safety and Utilities chapter.)

**3. Encourage the rehabilitation of existing buildings and construction of new buildings that are compatible with the historic character of Georgetown.**

**3.1** Develop design regulation guidelines for new and renovated buildings in the Downtown, modeled after the Secretary of Interior Standards, which emphasize scale, rhythm, and materials to complement the existing historic buildings. Establish a review and appeals process for applying the guidelines, with a period of time when the Architectural Review Board tests the guidelines by applying them as advisory only, and with a target date of 1992 for adoption of a mandatory process.

**3.2** Explore the feasibility of local funding mechanisms and expanded use of federal and state funds to support historic renovations and adaptive reuse. Establish a technical advisory function to help property

owners identify and apply for available funds or tax incentives.

**4. Strengthen existing businesses and attract new businesses located in Downtown historic buildings.**

**4.1** Review and change sections of the current zoning law and building code that inhibit the redevelopment of historic buildings or that encourage uses which detract from or threaten historic areas.

**4.2** Strengthen efforts to promote adaptive reuse of historic buildings and new development in the Downtown which is sympathetic to the historic character.

**5. Ensure that avenues for preserving a significant Downtown historic building are explored prior to a decision to demolish the building.**

**5.1** Activate the existing H-1 zoning classification by defining the demolition review procedures and responsible agencies under the ordinance and the standards and guidelines to be followed. Identify the Architectural Review Board as advisor to the Board of Zoning Adjustment in reviewing demolition requests (or as decision maker, rather than Board of Zoning Adjustment, with an appeals process to City Council).

**5.2** Establish local standards and guidelines for identifying buildings worthy of preservation, and conduct a building inventory according to the standards that balances concerns of historic values, deterioration and feasibility of renovation, and needs for redevelopment and expansion of uses that are central to the role of Downtown. This inventory can provide a basis for ARB review of demolition requests.

**6. Protect and enhance the tourism potential of Downtown.**

- 6.1** Establish a task force composed of representatives from the Main Street Board, Architectural Review Board, Tourism Commission, City Council, Fiscal Court, Planning Commission, Chamber of Commerce, and other Downtown business associations to protect the major tourist attractions in the Downtown.
- 6.2** Work with the Tourism Commission to develop brochures for walking tours and directories of businesses in the Downtown.
- 6.3** Provide tourism services in the Downtown such as information, rest room facilities, resting areas, tourism-related parking areas, and safe areas to cross Main Street for loop walking tours.
- 6.4** Market Downtown tourist attractions and tourism-related businesses at locations such as the Horse Park, Carolina Pottery, and a visitor welcome station at the I-75 interchange.
- 6.5** Support bed and breakfast hotels and other tourist accommodations in and near Downtown.

**7. The Georgetown City Council and Fiscal Court should take a leadership role in Downtown historic resource management, and should encourage other public agencies and utility companies to participate.**

- 7.1** Establish a local review process of public improvement projects that will impact historic resources, such as road widenings, CDBG, new public buildings, etc.
- 7.2** Encourage the City Council, Fiscal Court, other public agencies and utilities to participate in all local historic preservation

measures.

**2. How the Program Would Work**

**Benefits of a Local Program:** The concept of the Historic Resource Management Program is to take local responsibility for decisions, protections, and incentives concerning historic properties, rather than relying solely upon federal regulations. This will give us greater flexibility in:

- Identifying properties worthy of preservation according to local values.
- Balancing different community goals in deciding which properties to preserve.
- Tailoring incentives, protection measures, and mitigations that will be appropriate and effective according to the local situation.

**Historic Zones:** The H-1 (Historic) zone presents an opportunity to create a comprehensive local program for preserving historic resources and managing change in historic areas. H-1 zones would be the foundation of the program, by designating neighborhoods or single properties to which historic resource controls should apply. The H-1 ordinance has already set the precedent for local government to have additional control over the impacts of development than is given by National Register status. The following measures would be added to the H-1 zoning regulations:

- **Architectural Review Board:** Designate the ARB as the main agency that administers all H-1 policies and makes decisions on demolitions, rather than the Board of Adjustment, with an appeals process. Qualifications should be established for the ARB so that the membership has knowledge about historic significance of buildings, preservation methods and regulations, architecture and

landscape architecture, construction, engineering, building and fire codes, etc. (There is no possible appeals process for the Board of Adjustment, and board members are not required to have qualifications relevant to historic preservation.) architecture, or structural conditions.)

- **Design Guidelines:** Add design guidelines to H-1 zones, as developed and recommended by the ARB with assistance from the Planning Commission and Mainstreet Board. Design guidelines would be tailored to each historic zone in consultation with property owners, and adopted by City Council. They would apply to buildings and site features, such as parking, landscaping, signs, and fencing. Initially these could be tested by the ARB in an advisory capacity, but they will be ineffective unless they become mandatory as soon as possible.

The guidelines must be flexible and reasonable, with understanding for the financial feasibility of new construction and renovation in Downtown. There could be three levels of design guidelines:

- The strongest guidelines would be for "**significant contributing properties**," those that have been little changed through time and retain the integrity of their historic style and materials. These are the key buildings that establish the historic character of the district, and the guidelines would work to retain the architectural details and materials. Financial and technical assistance, such as through the Mainstreet Program's low interest loans, should be available to support this.
- More lenient guidelines would apply to "**compromised properties**," those that are significant or contribute to the overall historic ambience, but have been so altered by facade changes, building

additions, etc. that historic details and materials have been lost or covered up. The design guidelines would seek to encourage (but not require) these buildings to be returned to their historic state if feasible through technical assistance and financial incentives. Remaining historic details would be retained, but otherwise the minimum guidelines (below) would apply.

- The minimum guidelines would apply to "**non-contributing properties**," those that are vacant or of modern construction out of character with the historic district. New construction or renovation of these properties would be subject to general guidelines for scale, setbacks, materials, buffering, and architectural styles such as roof line or disposition of windows. The focus would be to design buildings and support areas, such as parking, that fit into and complement the historic area, but do not necessarily attempt to recreate or mimic a historic building.

Whether properties are designated as contributing, compromised, or non-contributing should be determined with the H-1 zoning and public hearing process.

- **Building Inventory and Demolition Review:** The ARB should perform a building inventory to identify properties that should be saved if feasible and those that would be considered for demolition, if a permit is requested. The inventory would be done with public involvement and with criteria for designating significant buildings and balancing competing needs for properties. For instance, expansion needs of Downtown "anchors," such as churches or the Post Office, would be strongly considered. The potential to serve their needs without removing significant buildings would be explored, such as by providing

parking at nearby public or joint use lots or through rehab and reuse of historic buildings rather than replacement with new buildings. The financial feasibility of renovations for deteriorated buildings would also be considered.

- **Public Project Review:** Institute a review of public capital projects in H-1 zones. This review would allow the ARB, Mainstreet Board, or Planning Commission, where appropriate, to review major public improvement projects such as parking lots, CDBG, public and utility buildings, and road work to assess impacts to historic resources and recommend ways to avoid or mitigate them. This should be combined with the capital budget process for the City and Fiscal Court.

Public and utility agencies have a stake in the health of Downtown, which is tied to preserving historic resources. These agencies, especially the City Council and Fiscal Court, should take a leadership role and should agree to participate in the H-1 regulation process, even though they are technically exempt from local zoning.

**Historic Planning Areas and Designation of New H-1 Zones:** Map 7 shows potential H-1 zones, called Historic Planning Areas. These were designated based on historical survey research and criteria for local significance (see Historic Preservation Element). These areas can be amended or new areas established by the Planning Commission at any time, based on the historic criteria and public involvement.

The planning areas themselves do not carry any special regulations unless they are rezoned H-1. Unlike the typical land use designation in the Comprehensive Plan, the subsequent zoning of these areas would not necessarily have to be in agreement with the Plan. They are

recommended for H-1 status, and would be designated only after consultation with the property owners in the area indicates that this is needed and desired.

The next step in the planning is to work with property owners in each planning area to decide the historic controls that would be appropriate. The East Main, Main Street Commercial, and West Main areas should have first priority. After H-1 designation, there should be a study to document historic resources, existing conditions, and rehab needs.

**Relationship of Local Program and Federal Protections:** The local program would not replace or change any federal standards. National Register District status may still be appropriate for some properties, to make them eligible for federal protections and incentive programs. According to the Kentucky Heritage Council staff, designation of potential H-1 status in our plan would not affect their determination of National Register District eligibility, as their criteria, by law, do not include consideration for local historic districts. However, National Register status should be sought for eligible properties, to add the financial incentives and review of federal projects.

**Public Involvement:** At every step of the creation of a local historic resource management program -- design guidelines, the building inventory, new H-1 districts, redevelopment planning -- the public must be involved in decisions. Historic surveys and expert studies and advice are essential to establishing the rationale for preservation and identifying worthy properties, but the choice of the kind and extent of local protection desired must be made with participation from the property owners and citizens that will be affected.

## VII. URBAN DESIGN AND OPEN SPACE

### A. THE NEED FOR BETTER URBAN DESIGN AND MORE OPEN SPACE DOWNTOWN

The "urban design" of a downtown is a catch-all phrase that describes the style of architecture, sidewalks, lighting, landscaping, benches, signs, trash cans -- all those things that determine how a place looks, the impression it gives to a visitor, and how comfortable it is to spend time there, especially outdoors. Whether a Downtown is attractive is an important matter -- "urban design" influences whether people are drawn there to spend time and money.

What impression does Downtown Georgetown give? Positive impressions come to mind -- a small-town scale, beautiful and interesting architecture, a mix of people on the street that makes for a lively social scene. However, there are many ways that Downtown is not attractive:

- The proliferation of utility poles and wires mars the appearance of buildings and sidewalks and makes the streetscape look cluttered.
- Deteriorated sidewalks give an impression of neglect and haphazard repair, with no common standards.
- The lack of shade trees, shrubs, and flowers makes much of Downtown seem barren and hot, while existing street trees are poorly placed and cover signs and facades.
- The few benches and lack of parks in the commercial area make it uncomfortable to visit with friends or sit and watch the street action.
- The absence of safe street crossings makes it hazardous to walk from parking to stores or follow walking tours.

In a survey of people shopping Downtown, one-fourth of them listed "shabby buildings" and "poor condition of sidewalks" as major problems (Figure 1).

Studies have shown that many communities find that public and private investment in the appearance and comfort of the streetscape is rewarded by an upswing in the number of visitors to Downtown. When Scott Countians were surveyed about their trips to Downtown, they listed parks (48%) and a Downtown facelift (38%) as things that would attract them to visit Downtown more often (Figure 1).

### B. GOAL FOR DOWNTOWN URBAN DESIGN

Urban design, streetscape, and park improvements in the Downtown area should be coordinated to:

- (1) Create a distinctive and attractive image that will enhance the historic and architectural character of the buildings;
- (2) Encourage pedestrian and tourism use of Downtown by creating safe and comfortable routes from parking areas, from surrounding neighborhoods, and throughout the business and historic district; and
- (3) Create outdoor spaces where social activities and special events can easily happen.

## C. URBAN DESIGN AND OPEN SPACE OBJECTIVES AND PLAN

Map 8 and 9 show a concept plan for Downtown urban design and open space. Many excellent ideas for this were first put forward in the KYDAT (Kentucky Design Assistance Team) study of 1987. Map 8 and 9 identify the general areas which should be considered for the following types of improvements.

1. **Develop small Downtown parks** as places for people to socialize and relax and for special festivals and activities. A design plan for each park should be developed based on the particular uses envisioned there. Development of public and private projects around the parks should protect and enhance their use as open space.

Recommendations for the three Main Street parks are as follows:

- **Court Square:** The impending relocation of some County offices and sheriff parking to the new Justice Center gives an opportunity to finally take action on this project, which should have the highest priority of all open space and urban design improvements. A park in this location would focus on the importance of the Courthouse and City Hall and would link them more closely with commercial activities along Main Street and proposed parking behind City Hall. The park could still be mainly paved, for activities such as performances during Festival of the Horse, displays for Agriculture Day, and the Blessing of the Animals. More trees and landscaping is needed, as well as benches. A new activity could be a sidewalk cafe for sodas and ice cream, next to a recreated soda fountain in Fitches Drugstore. It needs to be decided whether traffic would continue to circulate through the park and Court Street. This is not incompatible with a park, since traffic is infrequent. A narrower, one-lane auto route with brick or

painted crosswalks would keep traffic slow. Court Square improvements should include corridor improvements on Court Street and Court Alley. The potential for exposing the historic brick pavers in the street should be explored during the improvements.

- **Royal Spring Park and Old Jail:** Some day it is likely that the Spring will no longer be Georgetown's municipal water source, and the treatment plant will be relocated. At that time the entire area of the Spring could become a wonderful community park and a tourist attraction. In the short term, the current park area needs more attention. The plans for the park should be decided in cooperation with GMWSS, which owns surrounding property and has already relandscaped around the treatment plant on the west bank. Improvements could include repaving and landscaping of the parking area, landscape maintenance, rebuilding of the steps, and a path along the stream with access to the base of the West Main bridge. This stone bridge is unique and should be preserved and highlighted. National historic landmark status should be sought for the bridge. Every effort should be made to protect the banks of Royal Spring Branch from erosion through landscaping and other means that maintain the natural appearance of the banks.

The land around the old jail also has possibilities as a continuation of Royal Spring Park and the beginning of a trail along the stream to Cardome. There is no other open space of this size in Downtown for outdoor public activities. Possibilities are a farmer's market, performances with the bridge as a backdrop, festivals, etc. It is best for the site to remain in public use and much of it should remain in open space; this great opportunity should not be lost even if the old jail is redeveloped.

On the opposite bank of Royal Spring Branch, the old telephone exchange property

could have potential for public offices and a park as well.

- **Post Office/Library Park:** The areas in front of these community buildings could be developed with more distinctive and colorful landscaping and additional benches. A complementary special sidewalk treatment and landscape design on both sides of the street, linked by a raised crosswalk and caution light, would create a safer crossing at a much needed location, an attractive entry to the commercial district, and a convenient resting place for shoppers and tourists.

As redevelopment occurs around the commercial district, plans for those areas should include open spaces as well. Some possibilities are:

- **North Water Street Park:** Broadway and Main Street cut this residential area off from easy and safe access to other neighborhood parks. The narrow strip between the street and Royal Spring Branch may be able to provide a combination of parking for the church, open space, and play equipment for younger children. Keeping parking to a minimum along the stream and enhancing its natural qualities is more in keeping with the idea of a link to Cardome. It may also be possible to locate a park within the North Water Street/Main/Broadway block as a part of a redevelopment project.
- **South Mulberry:** Redevelopment to create a commercial activity center and pedestrian corridor linking the College and Downtown should include a small "pocket park" for socializing, studying, and bag lunches. This type of outdoor gathering place has contributed to the success of student commercial areas in many college towns.
- **South Broadway Pocket Park:** As a part of the Opera Alley CDBG project, the City was required to create a pocket park adjacent to the City Services Building as a

mitigation for removal of a historic building. However, the proposed location is not very useful as a park. The funds that would have developed the park would have a greater effect in another Downtown park or open space project, such as tree planting on South Broadway.

- **Old Hospital:** The old Hospital site on West Main has reuse potential for offices or elderly congregate care. The hospital is on a large (10 acre) site, which may have potential for a public park area.

2. **Downtown Corridors and Entries:** The streets that are auto and pedestrian routes to and within Downtown should create a better impression to arriving visitors and a safer, more comfortable route for pedestrians, to encourage use of Downtown and improve the overall image of Georgetown. Stronger linkages are specifically needed to Cardome and the College. Adopt a coordinated design plan for improvements to designated street and pedestrian corridors.

Map 8 shows a network of streets and alleys which should have a coordinated design for improvements to sidewalks, lighting, signage, landscaping, benches, and other street furniture. Five types of corridor improvements are suggested:

- **Auto routes:** Major streets carrying traffic to and through Downtown -- Main and Broadway. Improvements should allow autos and pedestrians to coexist more safely, with emphasis on crosswalks and cues to drivers to slow down and be alert. Landscaping should be both large-scale to create an attractive impression from the street and small scale for pedestrian comfort. "Grand entries" should be created as gateways to the commercial area and Main Street historic district. This could be done with special accent landscaping, pillars

- or arches over the street in a historic style, special lighting, and signs. Possible locations for the gateways are shown on the plan (Maps 8 and 9).
- **Pedestrian Routes** are streets with less traffic that are used by people walking from surrounding neighborhoods to Downtown and between Main Street uses and those off Main Street. These include Hamilton, Oregon, Mulberry, Court Street, and potentially Water Street. The main purpose of improvements would be to rebuild sidewalks and add lighting and street trees to make these walkways safer and more attractive.
  - **Alleys:** There is a network of back alleys off of Main Street that could be better exploited for routes to new parking areas and uses off of Main. These could include Opera Alley, Constitution Avenue, Ely Alley, Court Street, and Court Alley. These alleys are generally too narrow for separate sidewalks, and should either be for pedestrian traffic only, or designed for safe coexistence of both cars and pedestrians. A circulation plan is needed for Downtown to determine the safest routes for pedestrian, auto, and truck traffic and which alleys can be for pedestrians only. Alley improvements should mainly focus on lighting, pavement, and signs, with landscaping concentrated at parking lot entries or cross streets.
  - **Royal Spring Branch:** The KYDAT study (1987) recommended creating a public trail along Royal Spring to link Downtown and Cardome. A more detailed plan is needed to show the route for the trail and suitable properties. Opportunities for the trail include existing public properties along Water Street, substantial private open space on the Desha Estates side of the stream, several bridges and culverts for safe crossings, the possible link to a redevelopment project at Cutshaw Grain, potential archeological sites at old mills, the railroad abutments at the Elkhorn as the possible base for a bridge, and the raised railroad bed through Cardome. The major problems are likely to be landowner concerns about security, the visual impact of junked machinery and dilapidated buildings along North Broadway, and constructing an Elkhorn crossing. Two options for this are placing an antique metal frame bridge across the railroad abutments or convincing the State to rebuild the U.S. 25 bridge at a wider section with a sidewalk.
- As individual public and private development projects are proposed along the stream, property owners should be encouraged to provide public access for the route, and projects should be designed with sensitivity toward the stream's natural and recreational qualities.
3. **Major Commercial Entrances to Georgetown:** Develop an urban design plan to improve the appearance of commercial and residential areas at the edges of Georgetown, which are important to Downtown's image and the City's draw as a tourism and retail center. From two directions, south and north, aging strip commercial development on U.S. 25 dominates a visitor's first impressions of Georgetown. The major entrance to the City, at the I-75/460/62 interchange, tends toward the anonymous commercial development of Anywhere, U.S.A. Only from one direction, the west, is there a distinctive and attractive approach to the City, blending views of farms, stone fences, the Elkhorn, and magnificent historic homes on West Main.
- The interstate interchange area has potential to become a stronger factor in attracting visitors to Georgetown. With the development of Carolina Pottery and businesses servicing interstate travelers, a

huge potential market of tourists passes through the area. A more unique and distinctive image linked to the historic and Bluegrass themes of Georgetown would help lure passers-by into spending more time here. An urban design study is needed to create landscape concepts that should be incorporated in private development projects and the KYTC roadway improvements associated with the bypass and I-75 widening (Map 1). The landscape improvements should also create a transition to the East Main historic district and "grand entry" at the U.S. 460/East Main split.

- **North and South Broadway:** Land use policies should encourage the redevelopment of abandoned and blighted properties on North and South Broadway (see Section 3.F.). The visual character of the remaining sections of historic housing should be preserved and enhanced with street trees and sidewalk upgrades. Reuse of these homes for offices, etc. should not commercialize the appearance of these neighborhoods.
- **West Main:** The visual impact of the approach from the west should be protected, and any neighborhood commercial uses should not be stripped along U.S. 460 or U.S. 62, but should be done in a unified shopping center style with landscaped buffers from the road. Views of the Elkhorn should be preserved.
- **Sign regulations:** The proliferation of signs is a major contributor to the negative image of the I-75 and North and South Broadway commercial districts. The Planning Commission should amend the sign ordinance to reduce the number of signs visible at eye level (as opposed to high-rise signs) and require abatement of defunct sign standards. Greater limitations are needed on billboard locations, and a public-private joint project is needed to replace the forest of signs in the I-75/U.S. 460/62 intersection

area with a few clear directional signs for businesses and city attractions.

4. **Downtown Urban Design and Streetscape Improvements:** Create a unified design plan for park and corridor improvements that will build a unique, attractive, and lasting impression of Downtown. The Mainstreet program has long advocated a unified design concept for Downtown, and has begun to install trash receptacles, Christmas banners, and other special accents to move toward this goal. However, a more concerted effort is needed to create an urban design and streetscape plan, which was beyond the scope of this part of the Downtown Plan.

**Establish a stronger system of design guidance and control of streetscape improvements, including comprehensive design guidelines and review procedure for private and public streetscape improvements, a schedule for repair and maintenance, and a public financing mechanism to assist with this.**

Individual property owners, such as Farmers Bank and First National Bank, have led the community in creating a comprehensive design concept for sidewalks, paving, and landscaping. Yet there are many other instances of uncontrolled removal of street trees, inappropriate replacement of sidewalks, or poor maintenance of sidewalks and landscaping with attendant liability concerns. Current law, where the property owner owns and is responsible for maintaining the sidewalk, is not working, and a system of design guidelines and review is needed.

While it is important to have a unified design concept for all of Downtown, there also should be room for individual innovations. One way to approach this would be to draft the urban design plan as

guidelines with examples, and to allow individual interpretation with review and approval through the Architectural Review Board or other qualified group.

General guidelines for urban design and streetscape improvements are as follows:

- **Sidewalks**

- Consistent design and feasible, affordable engineering standards are needed, which both public and private projects should follow. The past inconsistency of individual repairs should be avoided. A design study should be done to develop the concept, guidelines, and standards. This should have high priority.
- The sidewalk and curb survey should be updated yearly by the Building Inspection Office, as required by ordinance, as a basis for prioritizing improvements based on safety and appearance. The survey should be extended at least to Jefferson and Clinton streets and should include locations for handicapped ramps. The Building Inspection enforcement program and City Engineer should devote more attention to identifying and coordinating needed improvements.
- Responsibilities of private property owners for sidewalk repairs should be reviewed. If there is a general sidewalk rebuilding program in needed areas, strategies should be devised for reducing costs to private property owners. The City should consider taking responsibility and ownership for the sidewalk area to be able to better control landscaping and sidewalk repairs. Regular maintenance such as snow removal could remain with the private owner. At the very least, the City should cost-share major sidewalk

repairs, especially if the new sidewalk design standards add costs over the current expectations.

- The schedule for major sidewalk replacement on Main Street should be coordinated with relocation of utilities and storm sewer improvements.
- Current ordinances should be better enforced requiring utility companies to fully and promptly restore sidewalks to the adopted standard after utility improvements occur. (This would not include major joint public/utility projects such as the Main Street utility line relocation.)

- **Crosswalks**

- Pedestrian signals are needed at the Main/Hamilton and Main/Broadway intersections.
- Safe crossings are needed at the Post Office/ Library and at the east end of East Main street, to create a loop for walking tours.
- Safer crosswalks could be created with raised, patterned paving of contrasting colors, signs, and caution lights where there are no traffic lights.

- **Lighting**

- Three types of lighting are needed in Downtown and the corridors to the commercial district: lighting for auto safety, pedestrian lighting, and building/ landscape accent lighting. It is strongly recommended that the KU Main Street and Broadway lighting proposal be modified to enhance this lighting concept.
- Auto safety lighting should be the least noticeable of the three types. It does

not need to be an intense lighting level, if lower-scale pedestrian lighting ensures security. Extremely bright overall lighting is not in keeping with the historic and architectural style of Downtown or surrounding historic districts.

- Human-scale pedestrian lighting is needed on all pedestrian routes and alleys. Street lamps such as those on Giddings Drive or in front of Farmers Bank are good examples. No other single improvement could do more to establish Downtown Georgetown's historic identity. Security lights mounted on buildings could improve the situation in alleys.
- Building lighting could highlight the upper floor architectural details of Main Street commercial buildings and major public buildings such as the Post Office and Courthouse. The First National Bank building proves how lighting can add to the beauty of the architecture. Building and landscape accent lighting would make Downtown seem more attractive and exciting and would encourage more evening uses. However, it should be designed to be compatible with upper floor residential uses.

- **Landscaping**

- The adopted Landscape Ordinance allows for special consideration for Downtown. A special ordinance for Downtown landscaping should be adopted to govern the following proposals and other needed landscape improvements.
- A better planting plan is needed for the Main Street commercial district that will add more greenery without obscuring facades and will be more acceptable to

the merchants. The 1989 UK landscape architecture students recommended clustering trees at intersections and pedestrian crossings rather than spacing them evenly throughout. Different species with a higher canopy or more open, lacy leaf pattern would allow views of facades. Greater use of shrubs and vines would add green to the streetscape in between the tree clusters.

- A schedule of species of street trees should be officially adopted for various streets, to create a more unified appearance. Both public and private projects should adhere to the plan. A yearly street tree planting program, with assistance from federal urban forestry funds, would implement the tree plan over the years at an acceptable cost.
- Common treatment is needed of the areas at the base of street trees, using decorative grills, pavers, or planting.
- Downtown parking lot landscaping should focus on screening paved areas from the street and providing shade. Special landscape regulations or waivers should be adopted for Downtown parking lots that recognize the need for maximum efficiency in use of Downtown land.

- **Street Furniture**

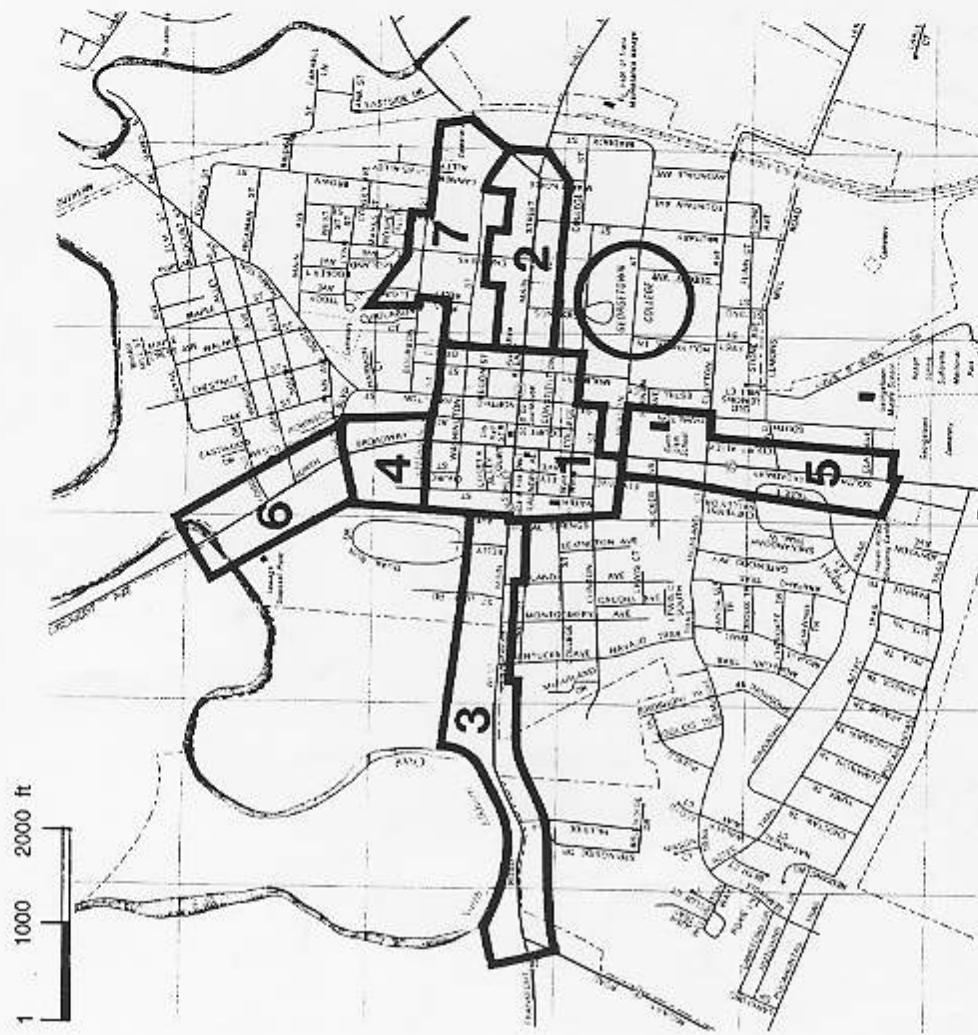
- This includes public seating, trash receptacles, and other street features used by people such as phone booths or information kiosks. There should be a unified design for these furnishings that enhances the historic and architectural character of the buildings. The benches and trash receptacles provided by the Mainstreet program have set the style and quality that should be expected. More benches and trash receptacles are needed throughout Downtown.

- **Maintenance**

- An ongoing maintenance program must be an essential part of an improved Downtown streetscape.
- Regular maintenance and replacement of benches, other street furnishings, and landscaping is needed.
- Regular clean-up of streets, sidewalks, parks, and public parking areas is also important. The current trashy appearance of Downtown gives a very negative image of the community. Initially, the Chamber Beautification Committee could focus the "Adopt-a-Spot" program on Downtown and encourage private property owners, especially those that sell food, candy, and other litter-inducing products, to clean up around their buildings. However, on-going care will require public funds, equipment, and staff.
- Stricter enforcement is needed of laws requiring weed removal and use of closed containers for trash pick-up. Government buildings should set a better example by building screened and closed trash containers or arranging other means of trash removal than setting it on the street. There should be fines for litter on private properties and better policing of litter on public properties.
- A serious financing plan should be established for the maintenance program. The City should consider creating a Business Improvement District with funding capabilities to help support this.

PLANNING AREAS FOR DOWNTOWN  
AND SURROUNDING NEIGHBORHOODS

URBAN DESIGN PLAN AREA  
I-75/U.S. 460/U.S. 62 INTERCHANGE

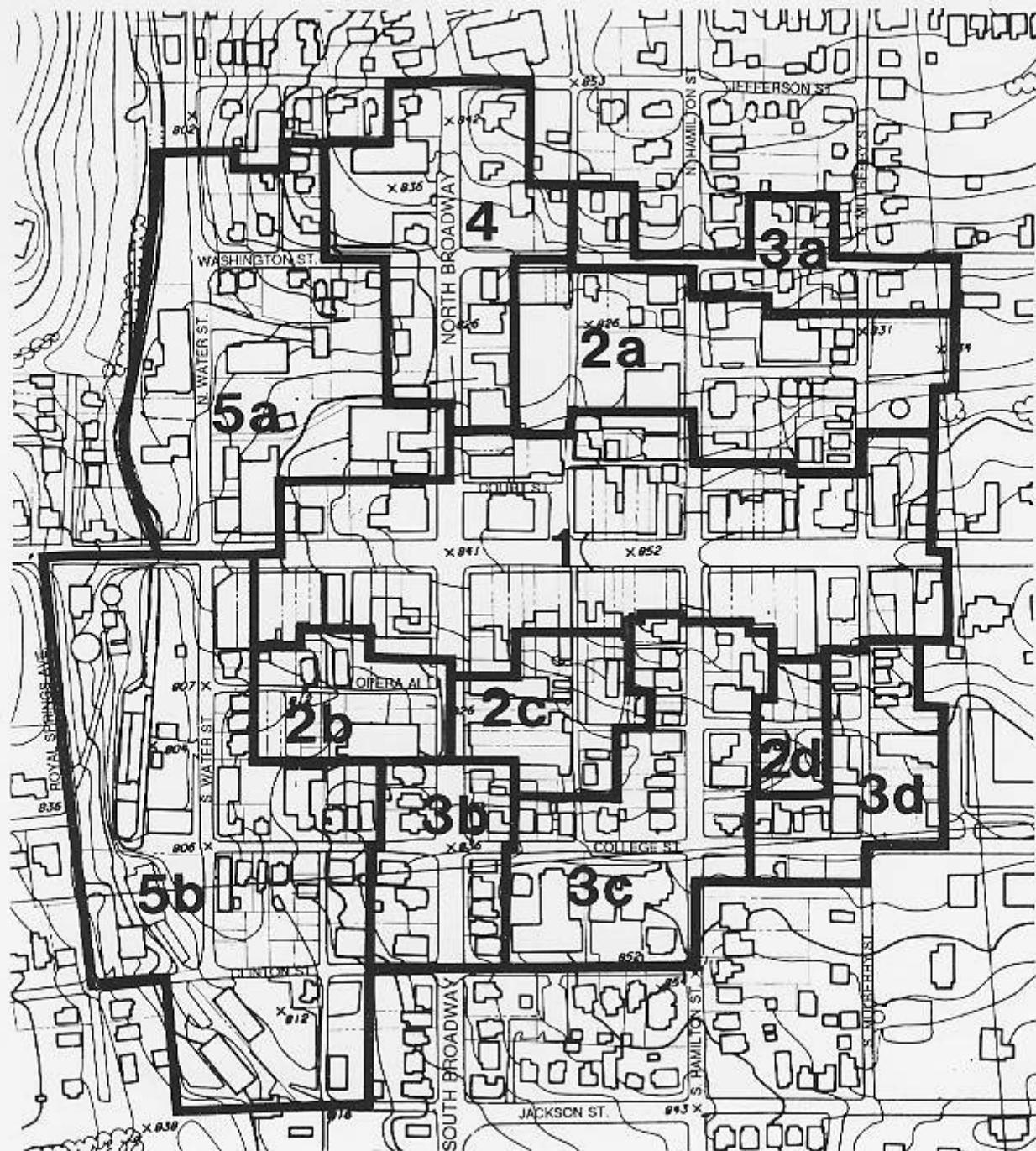


DOWNTOWN GEORGETOWN PLAN \* MAP 1  
SCOPE OF DOWNTOWN PLAN

DOWNTOWN GEORGETOWN PLAN \* MAP 2  
DOWNTOWN LAND USE PLANNING AREAS

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

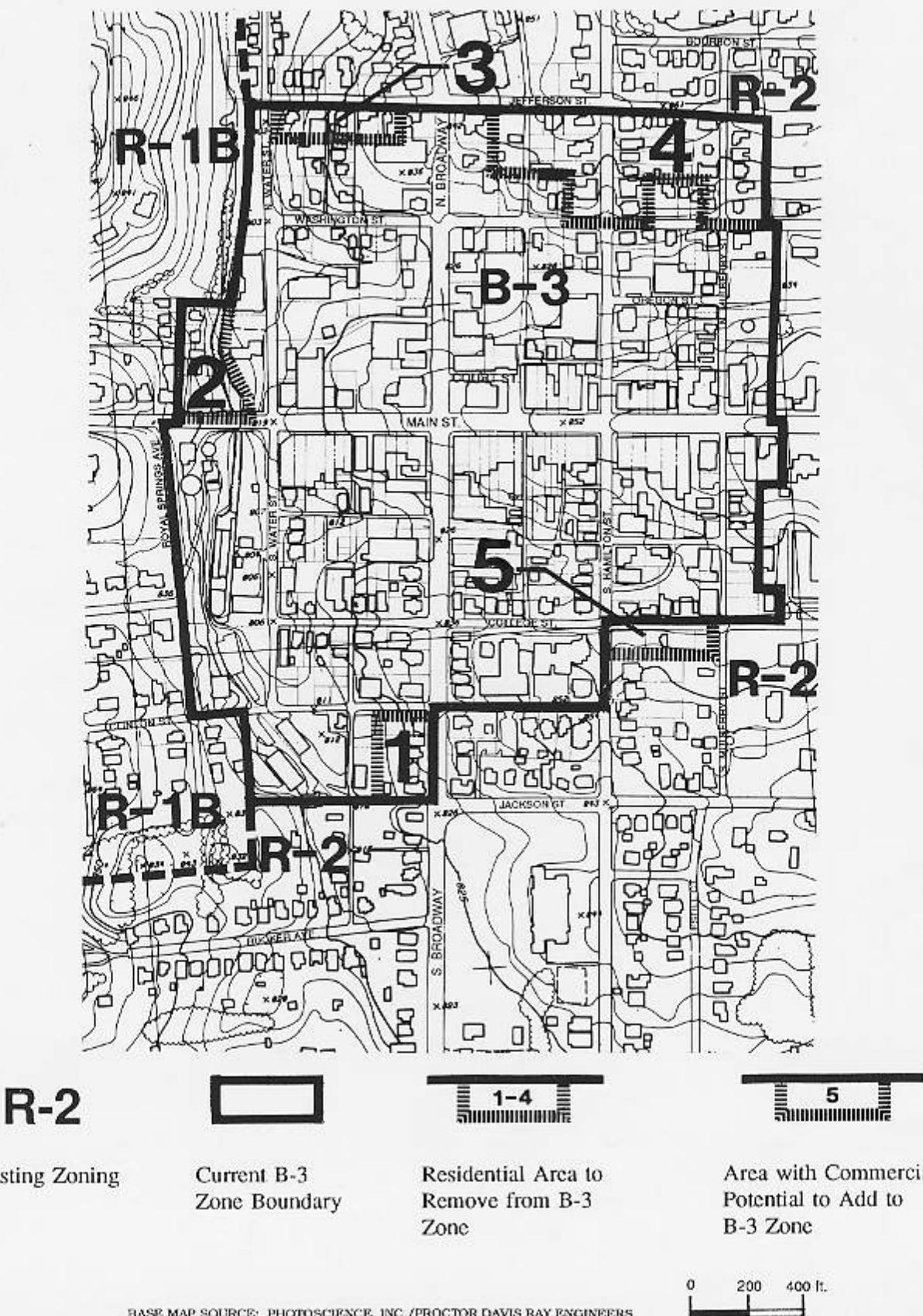
MARCH 1991



DOWNTOWN GEORGETOWN PLAN \* MAP 3  
EVALUATION OF B-3 ZONING, DOWNTOWN GEORGETOWN

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

MARCH 1991



Existing Zoning

Current B-3  
Zone Boundary

Residential Area to  
Remove from B-3  
Zone

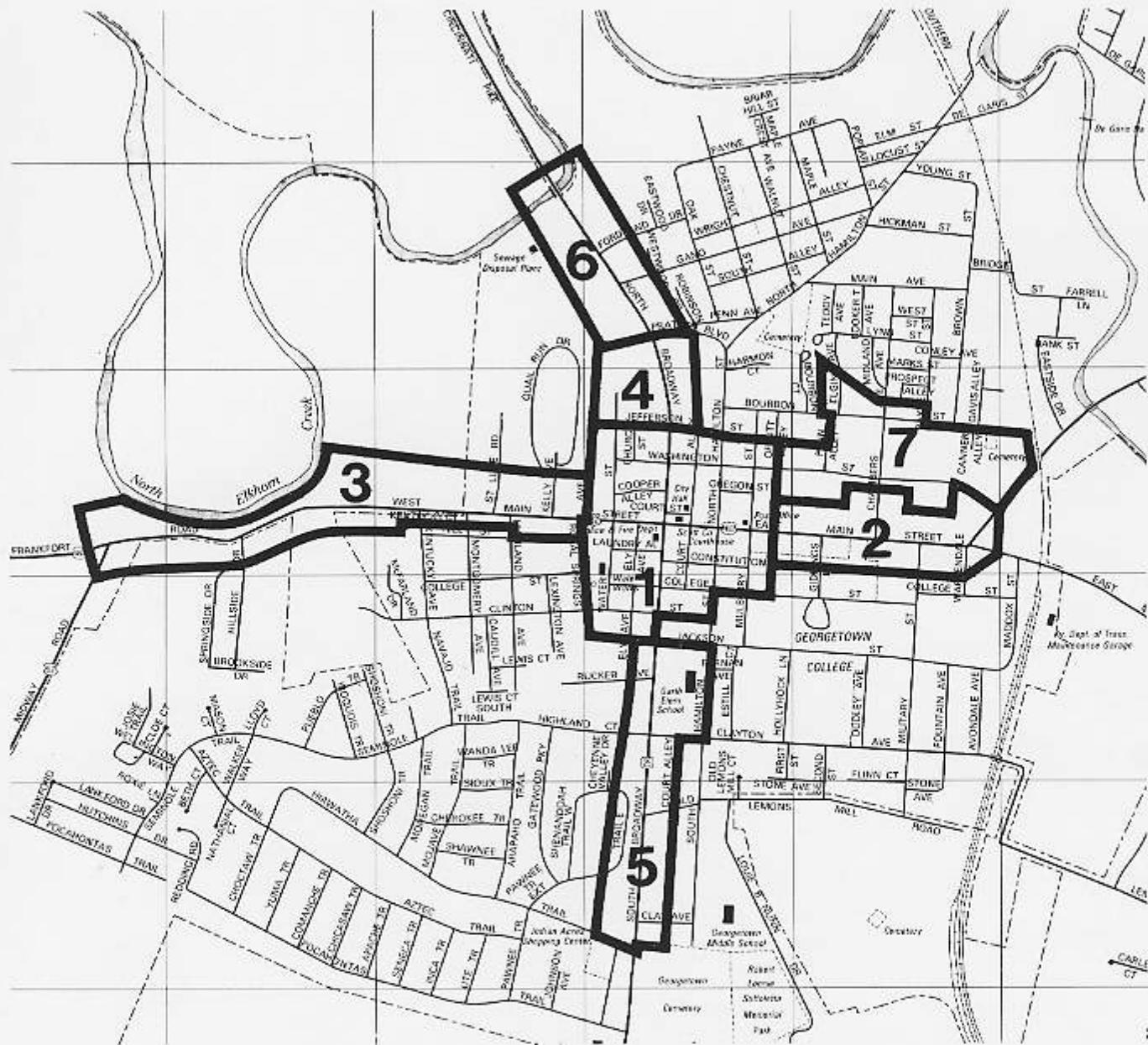
Area with Commercial  
Potential to Add to  
B-3 Zone

# DOWNTOWN GEORGETOWN PLAN \* MAP 4

## NEIGHBORHOOD AND CORRIDOR PLANNING AREAS

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

MARCH 1991



### PLANNING AREAS

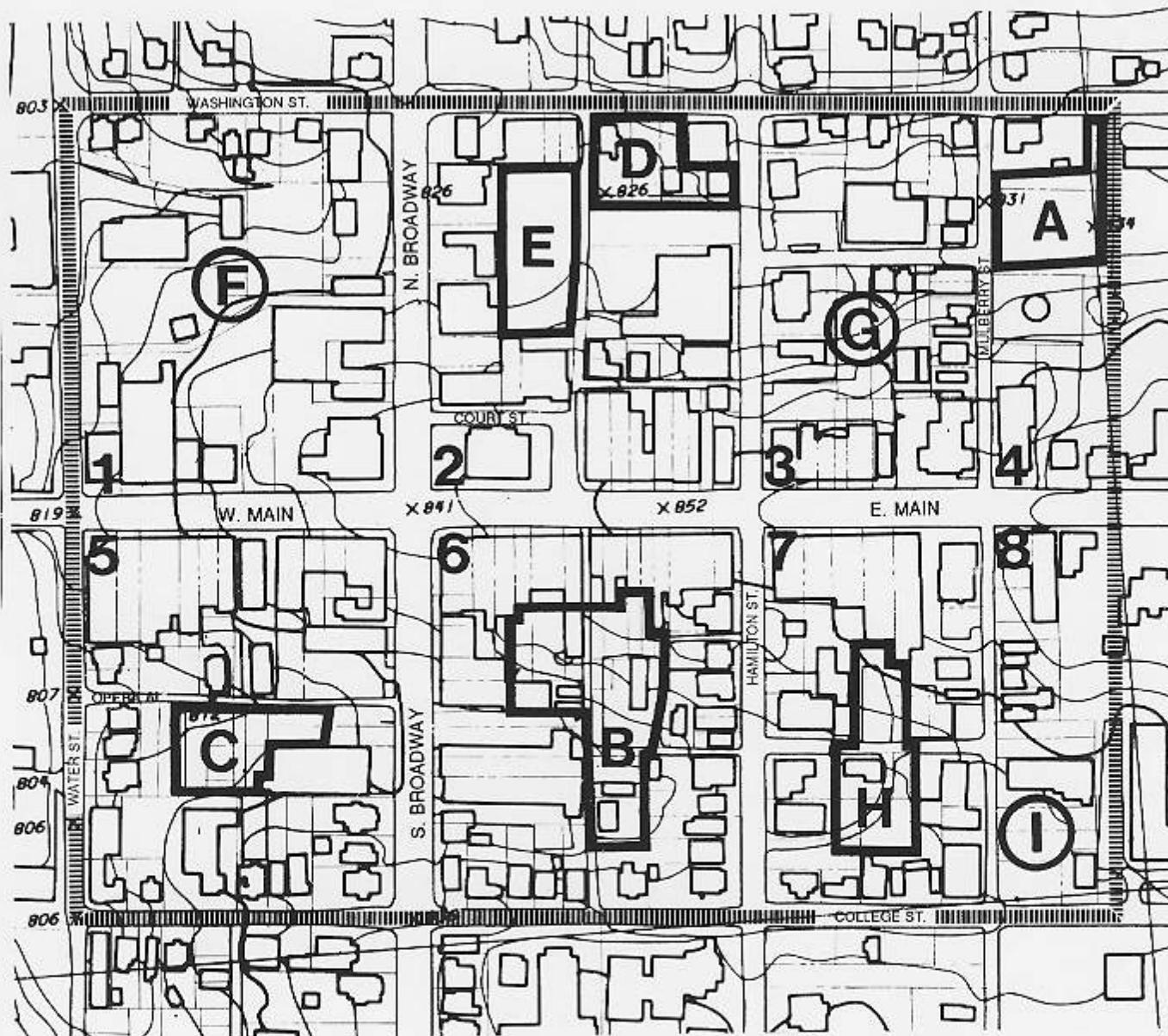
1. Downtown
2. East Main Street Residential District
3. West Main Street Residential District
4. North Broadway Residential District
5. South Broadway Residential District
6. North Broadway Commercial District
7. Washington/Bourbon Street Corridor

0 500 1000 ft.

DOWNTOWN GEORGETOWN PLAN \* MAP 5  
PARKING STUDY AREA AND PROPOSED ADDED PARKING

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

MARCH 1991



1-8: Block Number for Parking Survey

PROPOSED PARKING LOTS:

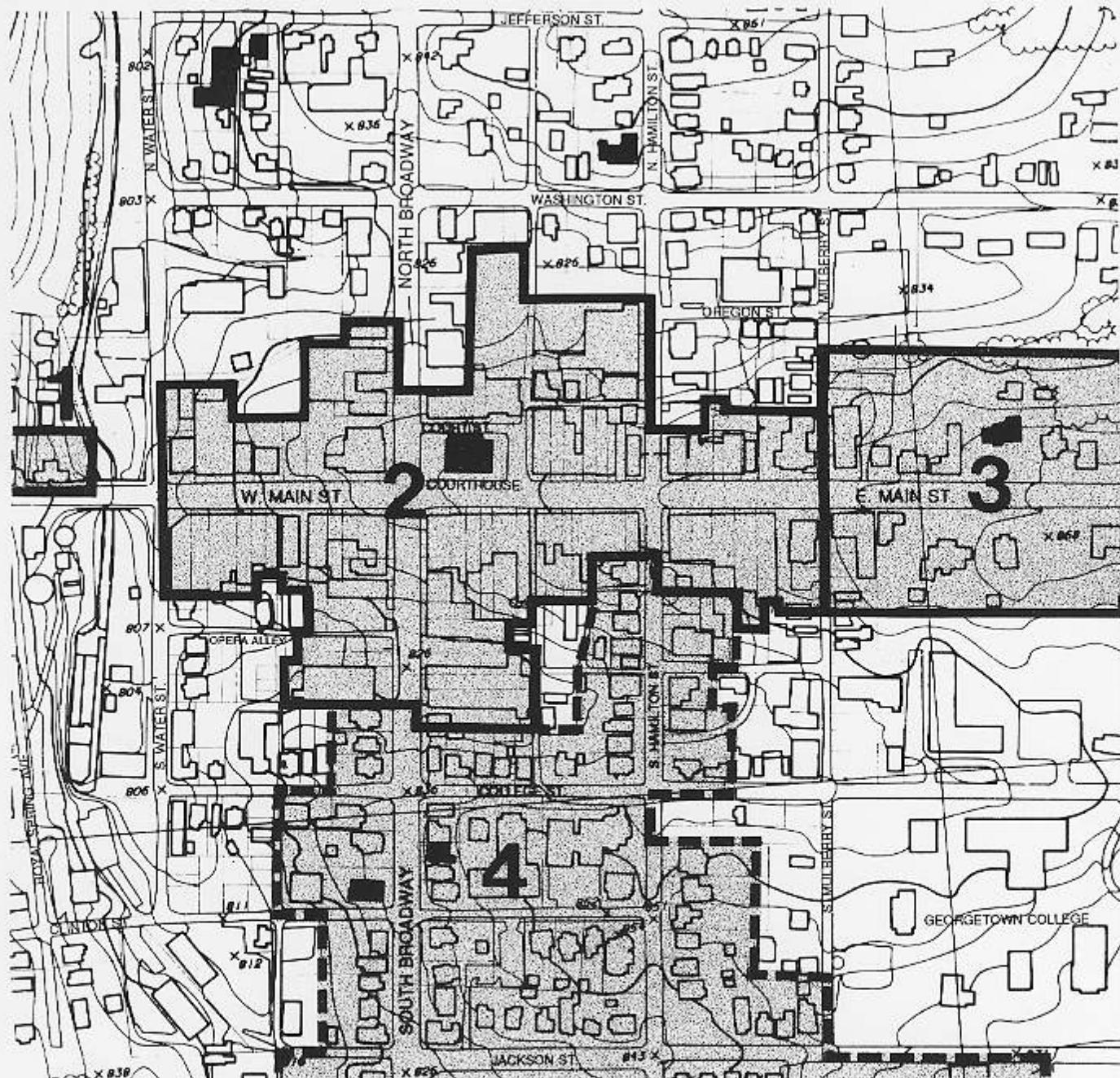
- A. N. Mulberry Street (completed)
- B. South of Main Street
- C. City Services Building
- D. Washington Street
- E. City Hall Parking Plaza
- F. N. Water/N. Broadway
- G. Behind Post Office
- H. South of Main St. (Block 7)
- I. South Mulberry



DOWNTOWN GEORGETOWN PLAN \* MAP 6  
EXISTING AND PROPOSED NATIONAL REGISTER DISTRICTS

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

MARCH 1991



Existing  
District  
Boundaries



Nominated  
District  
Boundaries



Individual Sites  
Listed in the  
National Register

1. West Main Street
2. Main Street Commercial
3. East Main Street

4. South Broadway Neighborhood

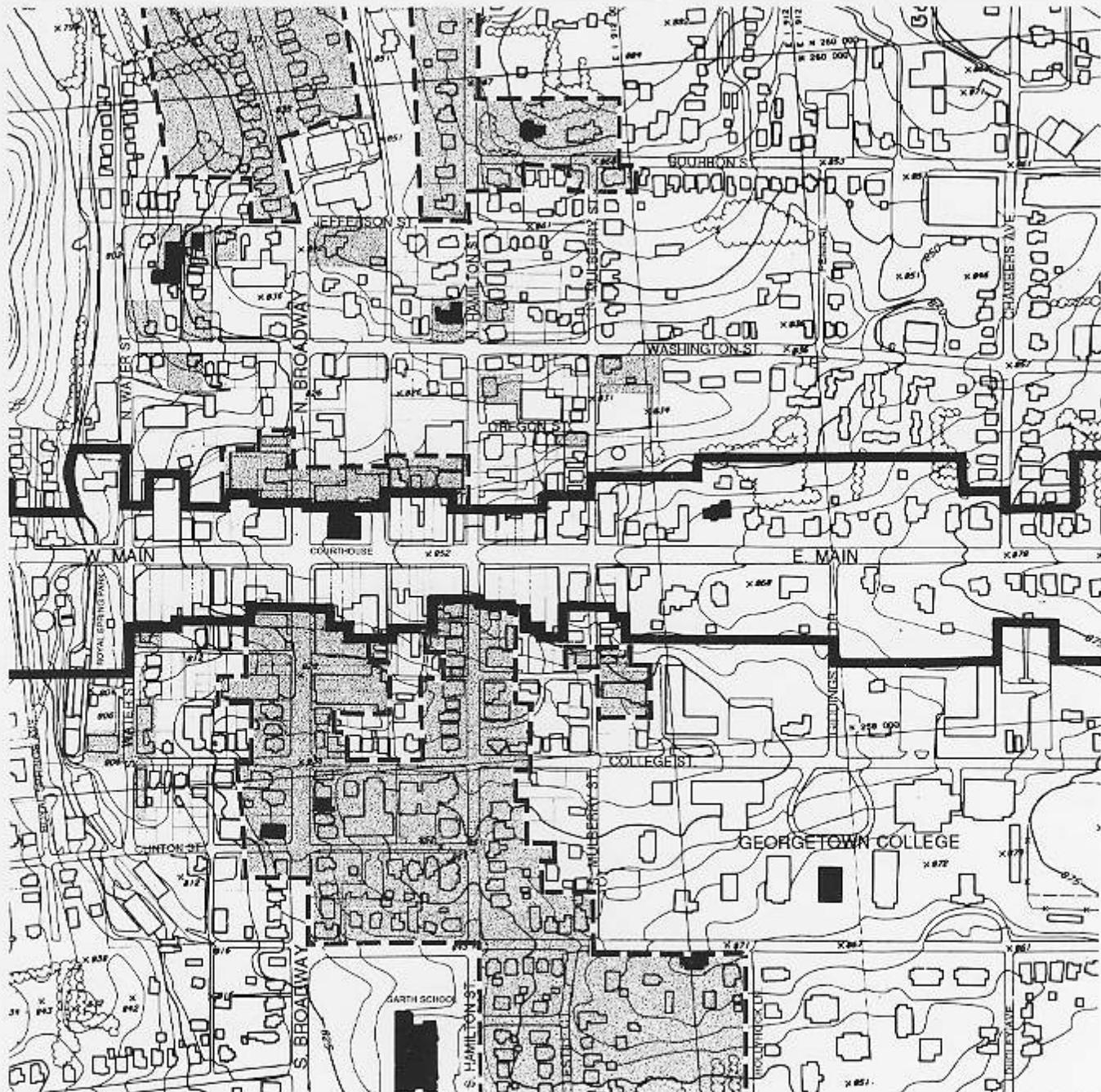


DOWNTOWN GEORGETOWN PLAN \* MAP 7

**LOCAL HISTORIC DISTRICTS AND  
HISTORIC PLANNING AREAS**

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

MARCH 1991



Current H-1 Zone  
(approx. -- all  
properties fronting  
Main Street)



Historic Planning  
Areas (Potential  
H-1 Districts)



Potential  
Individual  
H-1 Property



Existing Sites  
on the  
National Register

0 100 200 ft.

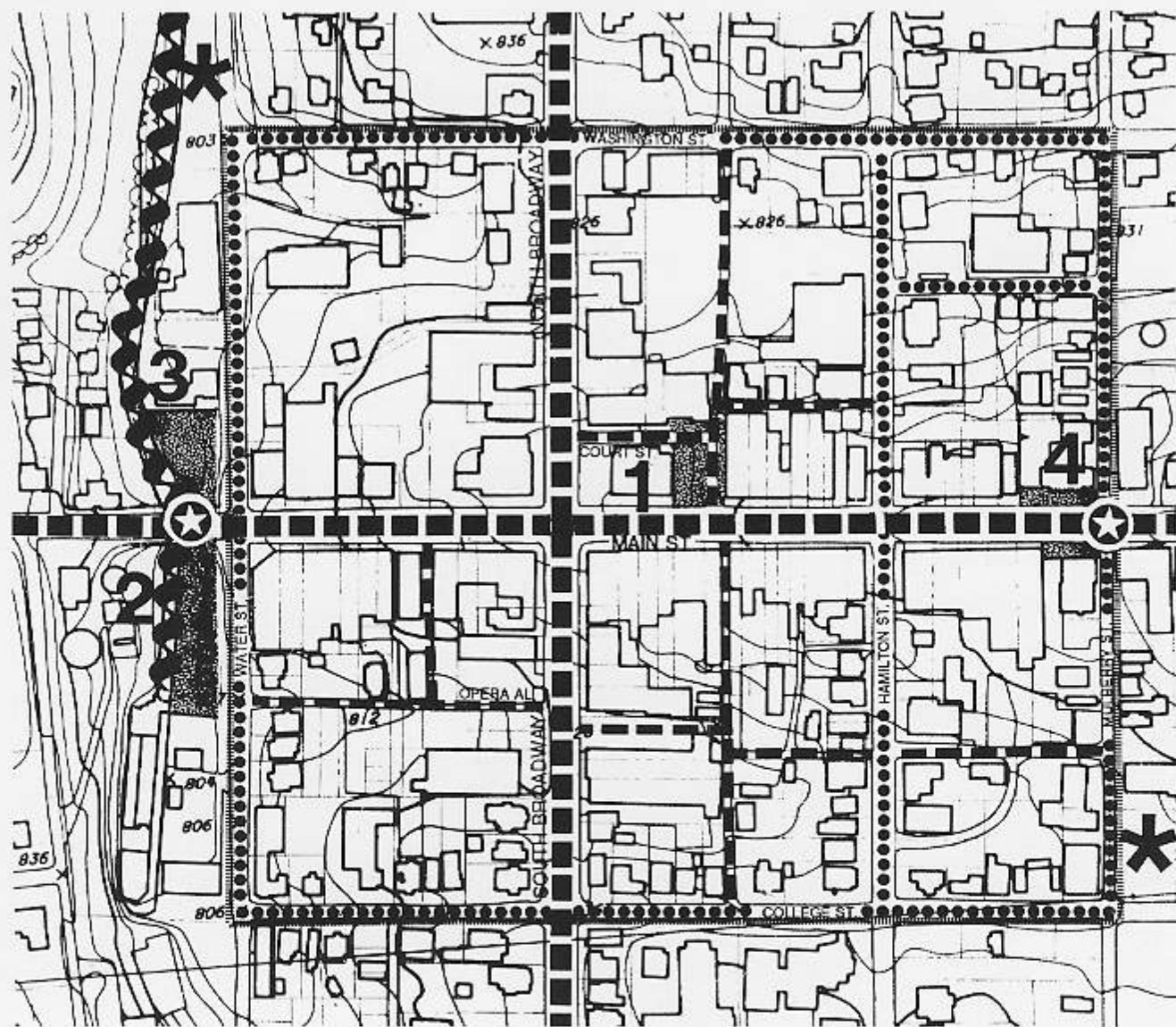


## DOWNTOWN GEORGETOWN PLAN \* MAP 8

## DOWNTOWN URBAN DESIGN CONCEPT

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

MARCH 1991



Area for Urban Design and Streetscape Improvements



## PARKS:

1. Court Square
2. Royal Spring Park
3. Old Jail site
4. Post Office/Library



Potential Area for Park

## CORRIDORS AND ENTRIES:



Auto Routes



Pedestrian Routes



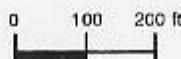
Alleys



Royal Spring Branch Greenspace Corridor



Gateways - Special Landscape and Signs

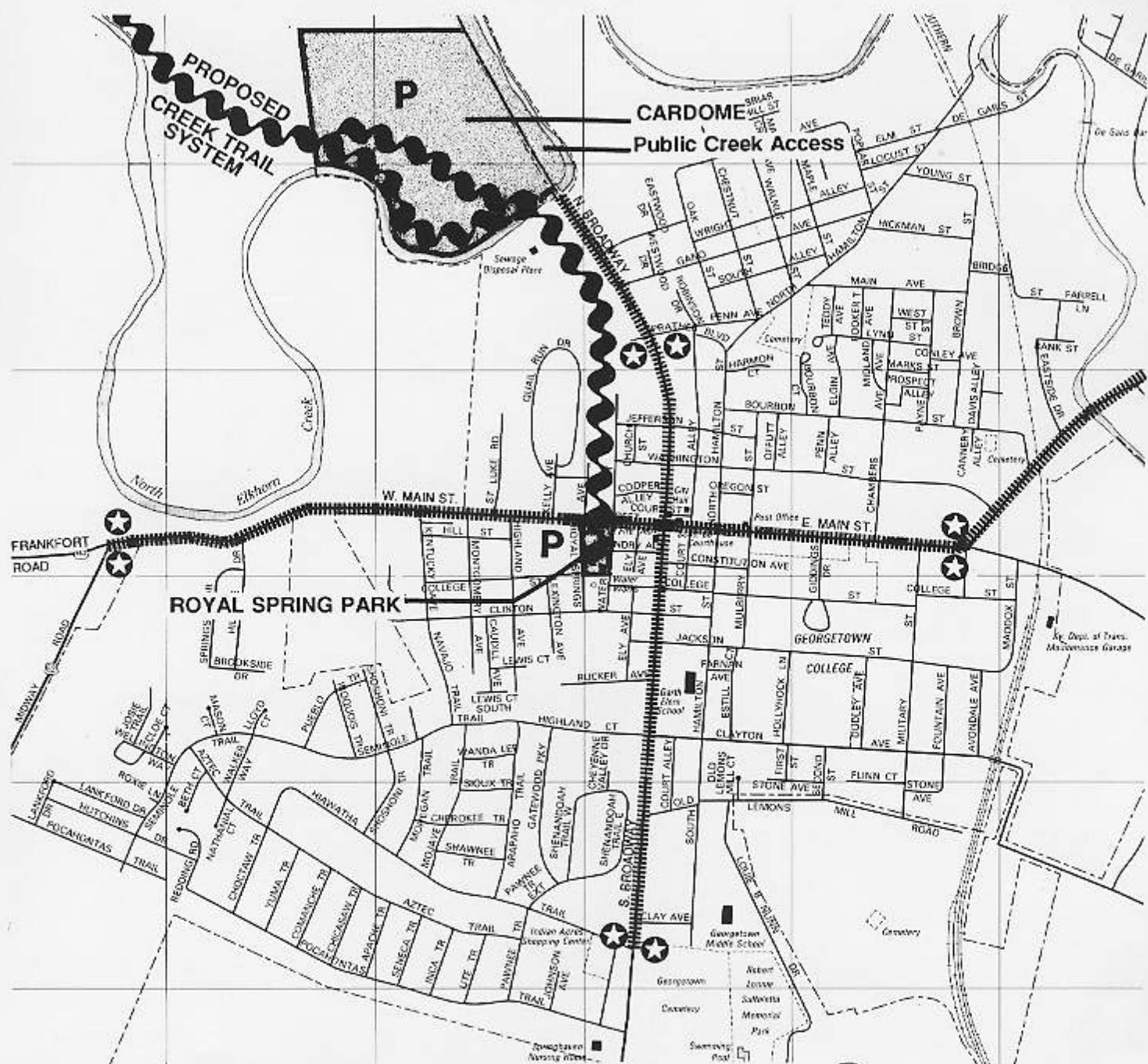


# DOWNTOWN GEORGETOWN PLAN \* MAP 9

## DOWNTOWN CORRIDORS AND ENTRIES

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN

MARCH 1991



■ Major Auto Routes



Gateways



Royal Spring Branch Greenspace Corridor  
and Elkhorn Trail System (proposed)



Park Destinations

0 500 1000 ft.



BASIC MAP SOURCE: BLUEGRASS DRAFTING CORP.

## **APPENDIX A** **HISTORIC SURVEY INFORMATION** **RELATED TO DOWNTOWN GEORGETOWN**

The National Historic Preservation Program administered by the National Park Service, Department of the Interior, requires that State and local historic preservation offices summarize survey data and historic research into "historic contexts" as tools for preservation planning and National Register nominations. Contexts are reports which organize information about the historical development of an area according to major themes within time periods. Information about types of buildings and properties which pertain to each historic context is then synthesized in "property types summaries," which are used as guidelines to decide which properties related to the various contexts retain sufficient integrity for listing in the National Register of Historic Places. Property types summaries discuss and give examples of each related property type and are designed to be used as tools to determine other National Register-eligible examples of the property types.

Context statements and property types summaries for Scott County for the themes of Agriculture and Ethnic Heritage/Black have been written according to National Park Service guidelines under the supervision of the Kentucky Heritage Council. Reports for Black History detail the roles of Black persons in the economic and cultural development of rural and urban Scott County, with some references to the overall development of Downtown Georgetown. Agriculture-related commercial and industrial structures in and near Downtown are discussed in the Agriculture reports.

Additionally, a draft summary of contexts and related properties has been prepared for the proposed Central Georgetown (Downtown) H-1 area. A copy is available at the Planning Office.

Several Downtown properties are listed as examples in context/ property type summaries which have been written as part of the current grants program. Examples of properties in and adjacent to Downtown which relate to industry, commerce, transportation, and education as employers of Black workers between 1786 and 1865 include:

**Industry:**

- SC209 site of Elijah Craig paper mill on Royal Spring Branch
- SCG137 hatters shops, 146 and 144 South Broadway
- SC105 Craig-Stedman house, North Broadway
- SCG54 West-Jacobs house, 205 North Hamilton Street (double house/home of gunsmith and blacksmith)
- SCG191 Johnston-Jacobs house, 205 North Milton Street (home of blacksmith)

**Commerce/Residential:**

- SC162 Ford-Quilling house and slave house, Bourbon Street
- SC169 James Sullivan slave house, East College Street
- SCG10 Bucker-Miller (Shropshire) house and slave house/smokehouse
- SCG43 Beatty house and slave house, East Main Street
- SCG26 Goddard-Malcom slave house, East Main Street
- SCG36 Dr. Paul Rankin house and slave house
- SCG110 G.G. Steffee house, 222 North Broadway

Transportation:

- SC148 Adam Johnston house/tavern, East Washington Street ell  
of 205 North Hamilton Street
- SCG146 James A. McHatton house, 316 North Hamilton Street

Education:

- SCG1-3 Georgetown College historic district (3 buildings:  
Giddings, Highbaugh, Pawling halls)
- SCG180 Thomas W. Hawkins house, 324 East Jackson Street
- SCG149 Alexander McCoy house, 115 North Hamilton
- SCG154 Shotwell house, 132 South Hamilton Street
- SCG6-9 East Main Street Row Houses

The context/property types reports on industry and Blacks in industry between 1865 and 1918 lists four Downtown and near-Downtown properties as having National Register eligibility:

- SCG109 Ward Brothers Mill (Model) Mill, North Broadway
- SCG461 Royal Spring Ice Company Office/Warehouse, College  
and Water
- SCG468 Georgetown Water Company Building
- SCG450 Ely Avenue Quarry (eligible as contributor to  
district)
- SCG142 McCoy-Prather House, 115 North Hamilton

Between 1850 and 1865, several Black families became owners of houses which were earlier owned by white persons. These properties include:

- SCG183 John Harwood house, 114 West Jefferson
- SCG184 Vaul Allen Prewitt house, West Washington
- SCG193 John Storms Stedman house, West Washington

After the Civil War, older neighborhoods of free Blacks expanded to form a ring around Downtown Georgetown. These neighborhoods were related to commerce and industry to Downtown as well as to the newly developing high style residential districts extending outward from Downtown. Several remnants of these neighborhoods survive, the best examples being found on North and South Mulberry streets and in the vicinity of West Jefferson near First Baptist Church. Three houses on South Mulberry Street are listed as good examples of post-Civil War Black housing:

- SCG365 Glass-Sidney house, 124 South Mulberry (example of  
small T-plan type house)
- SCG366 Glass-Dudley house, 122 South Mulberry (example of  
shed-roofed shotgun type house)
- SCG370 121 South Mulberry (example of gable-roofed one and  
one-half story shotgun type house)

Because of its density and retention of houses built after the Civil War by Blacks for Blacks, the North Mulberry Street neighborhood north of the post office has additional significance.

Three Downtown Black neighborhoods retain postbellum period (1865-1918) churches, each of which qualifies individually as an example of the property type:

- SCG182 First Baptist Church, West Jefferson Street
- SCG187 Wesley Chapel Methodist Church, North Mulberry Street
- SCG364 Zion Baptist Church, South Mulberry Street

The context/property types report concerning Agriculture between 1918 and 1945 lists three Downtown business houses and one industry as examples of eligible properties:

- SCMC38 and 39 G.H. Nunnelley buildings, West Main Street  
(Georgetown Antique Mall)
- SCG72 Morgan and Crenshaw, South Broadway
- SCMC35 Bradley Building (location of Farmers Union and G.M.  
Taylor stores)
- SCG109 Ward Brothers Mill, North Broadway