

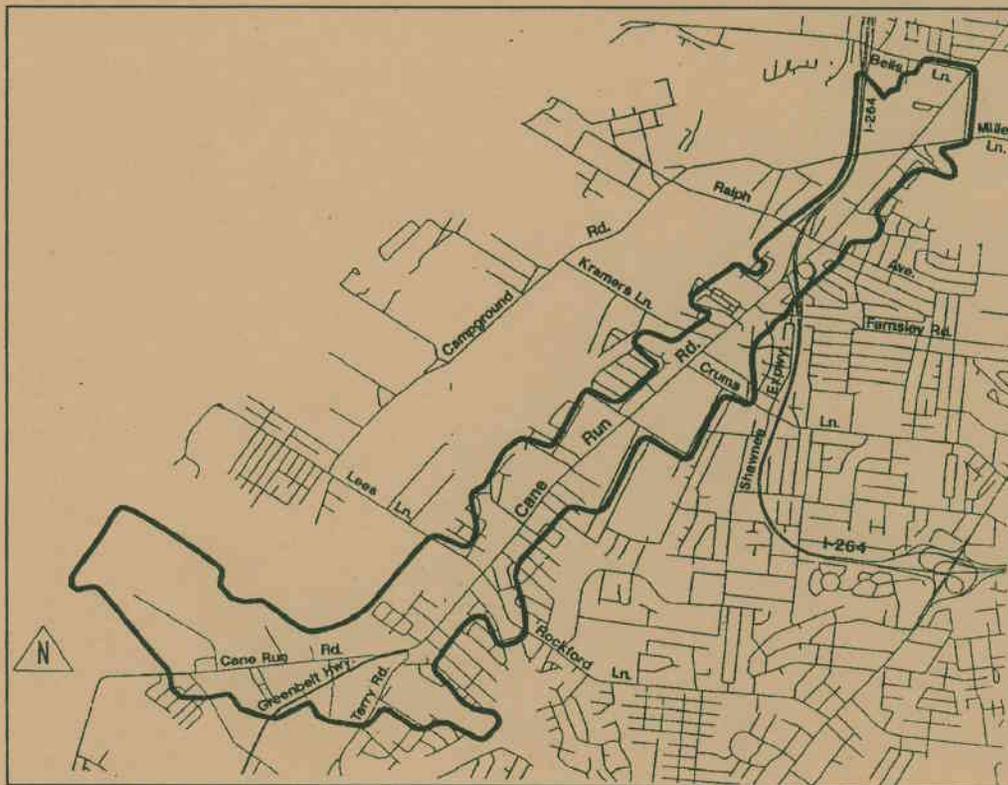


**CORNERSTONE**

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Louisville and Jefferson  
County Comprehensive Plan

# Cane Run Road Corridor Study



November 9, 1994

A project of  
Cornerstone 2020

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# I. Introduction

## A. Background

Prior to 1963, Jefferson County's industrial zoning districts allowed residential and commercial uses in addition to industrial uses. However, new zoning regulations were adopted in 1963 which prohibited any non-industrial uses in the industrial zones. At the time, much of the land west of Cane Run Road was zoned industrially. Several property owners in the area raised objection to no longer being able to develop their land for residential or commercial uses as they had planned. This resulted in an areawide study, and this study resulted in an areawide rezoning of much of the land between Cane Run Road and the railroad tracks to the west. Most of the current zoning in the area and many of the current land use inconsistencies and conflicts resulted from this 1963 areawide rezoning.

In late 1992, as a result of complaints received, the Jefferson County Zoning Enforcement Office investigated several alleged zoning violations in the Cane Run Road corridor. Investigation by the enforcement office found numerous land uses in the corridor that were not permitted by the zoning classification of the property. In early 1993, several commercial establishments sought to either expand or change the use, only to discover that they were located in a single family residential zone. The numerous land use conflicts brought to light by these situations suggested the need for a review of the zoning along the Cane Run Road corridor.

Accordingly, in 1993, under the sponsorship of Commissioner Darryl Owens, Jefferson County Fiscal Court authorized a study of these land use conflicts along the Cane Run Road corridor. This study will also provide valuable background information about the corridor in the revision of Jefferson County's Comprehensive Plan through the Cornerstone 2020 process.

## B. Purpose of Study

The purpose of this study is to evaluate existing land use and zoning along the Cane Run Road corridor for consistency and compatibility, to make recommendations on future land use patterns, and to recommend zoning changes. While the focus is on those areas where the existing land use and zoning are inconsistent, the study will also evaluate the undeveloped areas along the corridor to recommend appropriate future development patterns. Approval of the study by the Planning Commission will be requested.

## C. Study Boundaries

The geographic area covered by the study is basically property fronting on Cane Run Road from Bells Lane on the north to Lower Hunters Trace at the southwest end of the corridor. This corridor extends for approximately 5.25 miles. Properties specifically included in the study area include not only those properties having actual frontage on Cane Run Road, but also those adjacent first and second tier properties which are or will be most affected by land use and zoning along the corridor. The majority of the corridor is within unincorporated Jefferson County with the balance of the corridor being within

the City of Shively. The portion within the City of Shively is on the east side of Cane Run Road from Millers Lane to just south of Farnsley Road.

#### **D. Scope of Study**

The primary focus of this study is on zoning and land use conflicts. However, those issues, problems, and opportunities which arose during the course of the study, but which were not of a nature that they could be addressed through the zoning process, will be reported. Included among these are sewer availability, recreational facilities, and various transportation improvements.

This study has resulted in a series of recommendations for future land use and zoning patterns along the corridor. These recommendations anticipate an areawide rezoning, initiated by government, for certain portions of the corridor, especially in those areas where there are land use conflicts. The study also includes recommendations for future use and rezoning of sites not included in the areawide rezoning. These sites are excluded from the government-sponsored rezoning because the recommendations are contingent upon specific circumstances or conditions that the property owner must agree to. These circumstances or conditions cannot be brought about or ensured through the areawide rezoning process. Rezoning of individual sites initiated by the property owner is subject to the regulation known as "Plan Certain." Plan Certain allows the Planning Commission to pursue binding agreements from the applicant to do the things the study considers necessary.

In addition to affecting an areawide rezoning along the corridor, the Cane Run Road Corridor Study is intended to be used as a general guide to appropriate future land use along the corridor. The recommendations of this study are specifically intended to be used in the development of the community's Comprehensive Plan as applicable to this corridor and to be used as guidance to the Planning Commission, Fiscal Court, and the City of Shively when making decisions in the rezoning process.

#### **E. Citizen Participation**

As part of the planning process for this study, an initial public meeting was held on Monday, January 24, 1994, to explain the purpose of the study and to receive initial comments on area issues, problems, and opportunities. A summary of these comments was compiled for use throughout the study process. This summary can be found in Appendix "A" (page 19).

A task force was appointed by "C" District Commissioner Darryl Owens to then undertake the work of developing this study's recommendations. A broad cross section of the Cane Run Road community was sought to make up the task force. In developing the task force, geographic diversity of the task force members was sought in addition to diversity of interest. Ultimately, a fifteen member task force was appointed consisting of eight residents of the corridor, five representatives of business interests along the corridor, one person representing the City of Shively, and one person from Jefferson County Public Schools representing the interests of the public

sector. The members of the task force are listed in the acknowledgments.

Through a series of seven meetings, the task force developed a set of draft recommendations which were presented for comment at a second public meeting held on August 29, 1994. At this meeting, attended by many of the task force members, citizens along the corridor were asked to provide input and comments on these draft recommendations. Based upon comments received, the task force held one final meeting on October 3, 1994, to review and revise the draft recommendations as appropriate and to forward their final recommendations to the Planning Commission.

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## **F. Corridor Segments**

Because existing conditions along the corridor vary from one end to the other, the corridor was divided into four segments of approximately equal length according to those conditions and the issues that were suggested. Segment 1, or the northernmost segment, extends from Bells Lane to Ralph Avenue. Segment 2 extends from Ralph Avenue to the South Crums Lane/Shanks Lane intersection with Cane Run Road. Segment 3 extends from the South Crums Lane/Shanks Lane intersection to the Terry Road intersection with Cane Run Road. At this point, Cane Run Road becomes an extension of the Greenbelt Highway, and the remaining section of Cane Run Road is accessible by turning from Greenbelt Highway onto Dover Avenue and then to Cane Run Road. Segment 4 extends from the Terry Road/Cane Run Road intersection along the Greenbelt Highway to just beyond Dover Avenue, and then along the balance of Cane Run Road to just beyond Lower Hunters Trace. These segments will be referred to throughout this report.

The members of the task force are listed in the following table. Through a series of several meetings, the task force developed a set of recommendations which were presented for comment at a second public meeting held on August 29, 1991. At this meeting, attended by many of the same members, citizens along the corridor were asked to provide input and comment on their final recommendations. Based upon comments received, the task force held one final meeting on October 3, 1991, to review and revise the final recommendations as appropriate and to forward their final recommendations to the Planning Commission.

## F. Corridor Segments

Because existing conditions along the corridor vary from one end to the other, the corridor was divided into four segments of approximately equal length according to these conditions and the intent that was suggested. Segment 1, at the northern segment, extends from Ball's Lane to High's Avenue. Segment 2 extends from High's Avenue to the South County Landfill. Lane intersection with Cane Run Road. Segment 3 extends from the South County Landfill intersection to the Terry Road intersection with Cane Run Road. At this point, Cane Run Road becomes an extension of the Greenbelt Highway, and the remaining section of Cane Run Road is accessible by turning from Greenbelt Highway onto Dover Avenue and then to Cane Run Road. Segment 4 extends from the Terry Road/Cane Run Road intersection along the Greenbelt Highway to just beyond Dover Avenue, and then along the balance of Cane Run Road to just beyond Lower Hunter Trace. These segments will be referred to throughout this report.

# II. Existing Conditions

## A. Land Use

This section of the study will describe existing land use patterns along the corridor and the availability of utility services. The existing land use pattern will be described primarily by segment and the utility services will be discussed more in terms of the entire corridor.

### 1. Existing Land Use Patterns

When looking at the Cane Run Road corridor in its entirety, “diverse” best describes the land use; there is no predominant land use along the entire corridor. However, in each of the four segments there are land use clusters that are predominant. Specific land use is shown in Appendix “B” (pages 21 to 32).

Within Segment 1, a cluster of predominantly industrial uses exists on either side of Cane Run Road from Bells Lane to Millers Lane and Camp Ground Road. This cluster extends further out Cane Run Road on the west side beyond Camp Ground Road. A strip of commercial uses exists from Millers Lane on the east side of Cane Run south to the railroad crossing. To the east of this area is the first of the predominant residential areas. Residential uses are predominant in the balance of this segment. Cane Run Elementary School, located just north of Ralph Avenue, is within this segment.

Segment 2 can best be described as having individual commercial uses along Cane Run Road with residential uses to the rear. However, included along this segment are St. Denis Elementary School and three commercial center developments.

The northernmost portion of Segment 3 is characterized by a mix of commercial, residential, office, and public uses along Cane Run Road itself, but with single family residential use to the rear. The balance of Segment 3 is dominated by single family residential use or large undeveloped/agricultural areas. Wellington Elementary School is also located within this segment.

Numerous commercial activities exist at the beginning of Segment 4 between Terry Road and Greenbelt Highway. Several apparent non-conforming commercial or industrial activities also exist in the triangle generally formed by Greenbelt Highway, Dover Avenue, and the original section of Cane Run Road. Segment 4 is less densely developed than the other three segments having a more widely dispersed residential pattern, a few interspersed industrial activities, and some commercial activity at Lower Hunter Trace. The northwestern one-fourth of this segment is dominated by the LG&E Power Plant.

### 2. Existing Utility Service

The availability of utility service to an area significantly influences how land in the area is used. Within the Cane Run Road Corridor Study area, electric service and adequate water service is generally available. However, sanitary sewers are not so readily available. Stormwater drainage systems are generally in place. The Metropolitan Sewer District (MSD) is responsible for any sanitary sewer service existing in the study area. Stormwater drainage facilities are also the responsibility of MSD except for those facilities within the portion of the study area that is within the City of Shively. The City of

Shively is responsible for stormwater drainage facilities within their corporate boundaries.

**a. Drainage and Flooding**

During the course of the study, drainage problems did not seem to be a major concern of the residents, although isolated trouble spots were mentioned. Some residents of the Darlene Drive area in Segment 1 indicated that problems existed with some of the drainage facilities in that area. These facilities are within the City of Shively, and Shively is investigating ways to alleviate the problems.

The bulk of the study area is within the Upper Mill Creek Basin and drains into the Mill Creek Cut-off. Four major ditches - Lynnview Ditch, the East Branch and Center Branch of Boxwood Ditch, and Cane Run Ditch - convey stormwater from the first three segments of the study area to Mill Creek Cut-off. Segment 4 stormwater drains to Mill Creek Cut-off and Mill Creek. With the recent widening and reconstruction of Cane Run Road in Segments 2 and 3 by the Kentucky Transportation Cabinet came the installation of storm sewers along Cane Run Road.

The 100-year floodplain, as identified on the Flood Insurance Rate Maps effective February 2, 1994, does not appear to affect a substantial portion of the study area. Segment 1 is identified as being outside the 500-year floodplain. The majority of Segments 2, 3, and 4 are generally identified as within the area of the 500-year flood, but are protected from the 100-year flood by the Southwest Floodwall. The identified floodplain along the drainage ditches serving the area is mostly confined to the channels of those ditches. There is one significant area at the northern end of Segment 3 that is identified as being within the 100-year floodplain for the backwaters of the Center Branch of Boxwood Ditch. This area extends from the Shanks Lane/South Crums Lane intersection with Cane Run Road south to Elane Drive. Any new construction in this area must be floodproof. Other sites within the study area may be subject to localized flooding although not shown on the 100-year floodplain maps. Lot specific flooding information is available from MSD, and this information is the most accurate on whether or not a lot is floodprone.

**b. Sanitary Sewer Service**

Sanitary sewer service in the Cane Run Road Corridor Study area is minimal outside the boundaries of the City of Shively. The majority of the study area within the City of Shively is served by sanitary sewers. The portion of the study area along Bells Lane is also served by MSD sanitary sewers. The only other portion of the study area served by sanitary sewers is that area east of Cane Run Road on either side of the Mill Creek Cut-off Floodwall from Cane Run Road to the eastern terminus of Lencott Road. In total, approximately 10% of the study area is served by sanitary sewers.

MSD has a sanitary sewer installation project underway in the triangle generally bounded by Cane Run Road, Old Millers Lane, and Millers Lane. This project is targeted for completion in the fourth quarter of 1995. The balance of the study area is located within the boundaries of the Mill Creek Action Plan developed in June of 1993. This

action plan does not project installation of sanitary sewers along any portion of Segment 4 of the corridor. While this action plan does include the necessary interceptors in the other three segments, these interceptors are part of Phase III of the action plan (the last phase), are not within the five year portion of the action plan, and are not scheduled for even the design process until after the year 2000. Interceptors are major sewer lines, usually along creeks and ditches, which do not provide individual property connections. Individual properties connect to a collector sewer line which, in turn, connects to an interceptor. Construction of collector sewers occurs after the benefiting property owners request sewer service and agree to bear the cost of the collector lines. Collector sewers can only be constructed if they connect to an interceptor. The phasing recommended in the action plan is flexible and was based upon what was believed to be the desires of the local community. Because there is a recognized need for sanitary sewer service, from a wastewater management and public health standpoint, in most of the areas not served by sewers, the action plan allows for phasing of certain projects to be re-evaluated if groups of property owners petition MSD for service.

## **B. Zoning**

Given the diversity of land use along the corridor, it should not be surprising that the existing zoning is diverse, as well. Single family, multi-family, commercial, and industrial zoning all occur along Cane Run Road, with no one zone dominating. Only office zones appear to be absent. The maps in Appendix "C" (pages 33 to 42) reflect the location of the existing zoning classifications within the study area.

The single family residential zoning districts along the corridor are the R-1, R-4, and R-5 zones. The R-1 zone allows single family residential development of a more dispersed nature, about one dwelling unit per acre. The minimum lot size in this zone is 40,000 square feet. The most commonly occurring single family zone in the study area is the R-4 zone. This zone allows development of typical suburban subdivisions with 3-4 dwelling units per acre. The minimum lot size is 9,000 square feet; lots 60 feet wide, 150 feet deep are common in this zone. The R-5 zone, also a single family residential zone, allows slightly more dwelling units per acre than the R-4 zone, with a minimum lot size of 6,000 square feet and a maximum density of 7.26 units per acre. Lots 50 feet wide, 120 feet deep are typical in the R-5 zone. None of these zones permits multi-family, office, or business use.

Of the multi-family classifications existing along the corridor, the R-7 Residential Multi-Family zone is the most commonly occurring apartment zone for traditional multi-family development. This zone allows apartment development at a density of 34.8 dwelling units per acre based upon a minimum lot size of 1,250 square feet per dwelling unit. While the R-6 Multi-family zone is most typically used county-wide for duplexes (minimum lot size of 2,500 square feet per dwelling unit, or 17.42 dwelling units per acre), the bulk of the R-6 zoning in the study area is used for mobile home parks. Mobile

home parks may be located in any multi-family residential zone, but only after a special permit, called a Conditional Use Permit, is granted. Single family use is permitted in these zones, but office or business use is not permitted.

Most of the commercially zoned property along the corridor is within the C-1 zoning classification. This zone is considered to be a lower intensity commercial classification characterized by neighborhood oriented types of uses. The C-1 zone allows such uses as automobiles service stations, book stores, day care centers, florist shops, grocery stores, hardware stores, and restaurants. The C-2 Commercial zone is considered a general commercial zone for the typically more intense commercial uses. In addition to C-1 uses, the C-2 zone allows taverns, automobile repair garages, automobile sales agencies, plumbing and heating shops, restaurants with outdoor service of alcohol and/or entertainment, and theaters.

The EZ-1 Enterprise Zone District is a hybrid of commercial and industrial zones: it permits any use allowed in the C-2 Commercial or M-3 Industrial zone. These are the most intense and least restrictive of the commercial and industrial zones. Although the classification is labeled "Enterprise Zone", this designation should not be confused with the State-designated economic Enterprise Zone. While the Planning Commission has a policy of applying the EZ-1 District only in areas that are within the State economic designation, the State Enterprise Zone designation encompasses areas that are not within the locally applied EZ-1 zoning district.

The only industrial classification existing within the study area is the M-2 Industrial zone. This zone allows a wide range of moderate intensity industrial uses. Among these are the manufacture, processing, treatment, or storage of commercial air conditioning, automobiles (including repair), boats, non-industrial alcoholic spirits, concrete products, sheet metal products, textiles, and household appliances. Numerous uses that are more service oriented industrial uses are also allowed in this zone, among them building material and lumber yards, machine shops, tool and die shops, contractor's shops, truck or transfer terminals, warehouses, and wholesale houses and distributors. The M-2 zone does not allow general residential or commercial use.

Approximately one-half of Segment 1 is zoned EZ-1 Enterprise Zone. The EZ-1 zone covers the entire area, with one exception, to the north and west of Millers Lane and Camp Ground Road. Except for the northeast corner of Cane Run Road and Ralph Avenue which is zoned C-1 Commercial, the balance of the study area on the east side of Cane Run Road is in the R-5 Residential Single Family zone. The balance of the property west of Cane Run Road and north of Ralph Avenue is in the R-4 Residential Single Family zone.

Segment 2 has a mixture of residential and commercial zoning, and contains a significant number of the alleged non-conforming uses which precipitated this study.

Within Segment 3 between South Crums Lane/Shanks Lane and Donald Drive there is a mixture of residential, apartment, and commercial zoning, these being the R-4, R-7, C-1, and C-2 classifications. The zoning within the study area from Donald Drive southwardly to the Lees Lane/Rockford Lane intersection with Cane Run Road is dominated by the R-4 Single Family zone.

Within Segment 4, the dominant zoning classifications are the R-4 Single Family zone and the EZ-1 zone, with the LG&E Power Plant making up the bulk of the EZ-1 zone. The floodwall right-of-way along the north of Mill Creek Cut-off and east of Terry Road is zoned R-1 Residential Single Family. The area within the triangle formed by Greenbelt Highway, Terry Road, and Mill Creek Cut-off Ditch is a mixture of R-7 Residential Multi-Family, C-1 Commercial, and C-2 Commercial zoning.

Since 1970, there have been relatively few rezonings along this corridor. Of the eighteen rezonings since 1970, one was in Segment 1, twelve were in Segment 2, three were in Segment 3, and two were in Segment 4. Within Segment 2, 10 of the 12 rezonings were changes to commercial classifications.

### **C. Transportation**

This section of the Cane Run Road Corridor Study will describe the existing street network and street functional classifications with a focus on automobile transportation. Public transit service and provisions for pedestrian activity will be briefly discussed as well.

Cane Run Road is basically a north-south thoroughfare with numerous streets of varying classifications intersecting from both the east and the west. This being a suburban area, no specific street pattern, such as an urban grid pattern, is apparent. All streets within the corridor study area are given a functional classification which identifies the role that that street plays within the overall street network.

The Shawnee Expressway, Interstate 264, cuts through the corridor near the intersection of Cane Run Road and Ralph Avenue. This street is classified as an "expressway" which is the highest functional classification and carries high speed, high volume traffic. This roadway establishes most of the western boundary of Segment 1 and cuts through the northern portion of Segment 2.

Cane Run Road in Segments 1, 2, and 3 is classified as a "minor arterial", the next highest functional classification within the corridor. Minor arterials emphasize through traffic flow and generally link expressways and roadways classified as major arterials with collectors. In Segment 1, Bells Lane is a minor arterial, as are Millers Lane and Ralph Avenue to the east of Cane Run Road. Crums Lane serves this function in Segment 2 to the east of Cane Run Road. Within Segment 3, Rockford Lane provides a similar function. In Segment 4, Terry Road is classified as a minor arterial as is Greenbelt Highway.

Cane Run Road within Segment 4 is classified as a "collector", a roadway which collects traffic from local streets for dispersion to the arterial road system. South Crums Lane to the east of Cane Run Road and Camp Ground Road, Ralph Avenue, Kramers Lane, and Lees Lane to the west of Cane Run Road are all collector level roadways. All other streets within the study area are classified as "local" roadways, providing direct property access and generally having lower traffic volumes.

Substantial improvements to Cane Run Road in Segments 2 and 3 were completed

several years ago. These improvements included the widening of Cane Run Road to four lanes and the installation of sidewalks, curbs, and gutters. With the exception of Crums Lane, all other roadways within the study area are basically two lane roadways with road side swales or ditches. The roadway improvements for Cane Run Road in these two segments provided a continuation of the Greenbelt Highway between Riverport, a major industrial park, and the Cane Run Road interchange with Interstate 264.

Cane Run Road is a state highway under the control of the Kentucky Transportation Cabinet. The Cabinet is planning no substantial improvements to Cane Run Road in either Segments 1 or 4. Although right-of-way in Segment 1 was purchased about 15 years ago for the purpose of widening Cane Run Road, and although some utilities were relocated and design plans were completed, the lack of continued funding prevented construction at that time. Even now, although this widening is locally considered to be desperately needed, the improvement of Cane Run Road between Ralph Avenue and Bells Lane is not in the Kentucky Transportation Cabinet's 6-year or long range plan.

Public transit service along the corridor is provided by the Transit Authority of River City. The length of Cane Run Road is served by Route 19, Muhammad Ali Boulevard. Three east-west routes serve portions of the corridor as well. Route 22, 22nd Street, provides service along Bells Lane in Segment 1. Route 63, Crums Lane, provides service along Crums Lane and southwardly along Cane Run Road to Riverport. Route 29, Eastern Parkway, provides service along Rockford Lane and Lees Lane.

As part of the recent reconstruction of Cane Run Road in Segments 2 and 3, sidewalks have been constructed on either side of Cane Run Road within these two segments. No sidewalks exist along Cane Run Road in Segments 1 and 4. While some of the residential subdivisions on either side of Cane Run Road do have internal sidewalks, there are relatively few connections to the sidewalk system along Cane Run Road. The most notable exceptions would be along South Crums Lane where sidewalks link Crums Lane Elementary School with the Cane Run Road sidewalks and along Bridwell Road connecting Wellington Elementary School to the Cane Run Road sidewalk system.

# III. Problems, Opportunities and Issues

As was noted in the introduction, the primary focus of this study is on zoning and land use conflicts. The first part of this section will discuss these conflicts. The second part of this section will deal with reporting those issues, opportunities, and problems which arose during the study, but which the rezoning process does not address.

## A. Zoning and Land Use Conflicts

Land use and zoning conflicts take two forms: 1) inconsistencies between existing land use and existing zoning on a parcel, and 2) incompatibility between existing uses on adjacent or nearby parcels. This portion will also discuss opportunities presented by some large, undeveloped and underdeveloped areas along the corridor.

Inconsistencies between land use and zoning on a parcel generally fall into one of two categories; either the use is illegal or it is non-conforming, that is, "grandfathered." State law defines a non-conforming use as an activity which lawfully existed on the site before the adoption or amendment of the zoning regulation applicable to the site. Such a use may continue, but may not be enlarged or extended beyond what initially existed.

On either side of Darlene Drive, from Millers Lane south to the railroad tracks is a strip of C-1 Commercial zoning. Within this strip is a long abandoned hamburger restaurant and numerous uses requiring more intense zoning classifications than the C-1 District.

On the west side of Cane Run Road opposite Darlene Drive and south of Camp Ground Road are numerous industrial uses which contribute to an overall unsightly entrance to the Darlene Drive residential subdivision.

On the west side of Interstate 264 between Linda Road and Ralph Avenue is a relatively isolated strip of R-4 Single Family Residential zoning. A tool and die company is located on the south side of Linda Road in this area with a large, undeveloped lot to the south of the tool and die company. A parking lot for a commercial establishment is located at the northeast corner of Ralph Avenue and Gerald Drive in an R-4 zone.

Segment 2 of the corridor contains the majority of those parcels which contain land uses inconsistent with the zoning for the parcel. Many of these sites led to this corridor study being conducted. On the east side of Cane Run Road there are two auto repair businesses in the C-1 zone north of Interstate 264, and there is an existing commercial building in the R-4 zone opposite Kramers Lane and immediately south of St. Denis School. On the west side of Cane Run Road there is a restaurant and a beauty salon at the corner of Cane Run and VanWinkle in an R-4 zone, a heavy equipment rental company and an auto repair business in an R-4 zone on the south side of Kramers Lane, an

auto repair business in a C-1 zone opposite Hartlage Avenue, a restaurant in the R-4 zone north of Crums Lane, a vacant gas station in the R-4 zone just south of Crums Lane, and a liquor store, auto repair business, and auto parts store in the R-4 zone just to the north of Richmond Road.

Segment 3 contains no apparent inconsistencies between existing land use and the zoning on particular parcels. However, as the R-4 District and single family uses dominate this segment, there are isolated zoning classifications in this segment which would allow more intense development and uses potentially incompatible with the surrounding development and zoning. There is an undeveloped parcel zoned R-7 Multi-Family Residential at the northeast corner of Cane Run Road and Patricia Drive. On the west side of Cane Run, north and south of Lees Lane, is C-1 Commercial zoning. To the north of Lees Lane is a church, and to the south is undeveloped land. On the west side of Cane Run north of Bridwell Road is an undeveloped parcel in the C-1 Commercial zone with an undeveloped area of R-6 Multi-Family Residential further to the west at the eastern terminus of Eva Road. There is also an undeveloped parcel zoned R-6 at the southwest corner of Cane Run and Bridwell.

In Segment 4 within the triangle formed by Cane Run, Dover Avenue, and Greenbelt Highway are numerous commercial or industrial activities within an R-4 zone. These activities range from auto repair at the corner of Cane Run Road and Dover in a very old gas station to a relatively new looking auto repair business just south of the Mill Creek Cut-off. There is also a lawnmower repair business at the southwest corner of Cane Run Road and Dover and a business for converting automobiles to alternative fuels at the northwest corner of Cane Run Road and Barbers Lane.

Within the corridor, numerous larger, undeveloped or underdeveloped parcels exist. Land use recommendations for some of these sites have been developed as part of this study. Within Segment 1, most of these parcels exist north of the intersection of Camp Ground Road and Millers Lane in the EZ-1 zone.

Within Segment 2 there are three significant undeveloped parcels. One parcel is zoned R-5 and is located south of Interstate 264 on the east side of Cane Run Road. Another parcel is on the west side of Cane Run Road at the southern terminus of Carrie Drive and east of the railroad tracks in an R-4 zone. The third is a large, undeveloped parcel zoned R-4 and making up approximately 60 percent of the block bounded by Crums Lane, Poppy Avenue, South Crums Lane, and Cane Run Road.

Segment 3 appears to present the greatest opportunities for improvements to undeveloped and underdeveloped parcels. On either side of Cane Run Road south of the Shanks Lane, South Crums Lane interchange area are numerous large parcels occupied by either single family dwellings, small public or semi-public uses, and undeveloped property. This area is included within the small portion of the corridor identified as subject to periodic inundation by the 100-year flood. South of Donald Drive and north of Teakwood Circle is a large undeveloped parcel in the R-4 classification. At the southwest corner of Cane Run Road and Lees Lane is a large farm, also zoned R-4.

Within Segment 4, there is a significant floodwall area to the east of Terry Road along the north side of Mill Creek Cut-off Ditch. Given that portions of this floodwall west of Terry Road have been abandoned and subsequently developed, this area appears to have some development potential. However, neither MSD nor Fiscal Court have any plans to abandon this floodwall easement.

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## **B. Issues Beyond Rezoning**

Numerous issues arose during the course of the study which cannot be specifically addressed through the rezoning process. However, these issues are important to the residents and businesses in the area, and some can affect development along the corridor.

The relative absence of sanitary sewers in the corridor was one of the first issues raised. As was discussed earlier under utility service, the general availability of sanitary sewers in the corridor is not projected until after the year 2000. However, a unified effort on the part of businesses and residents of the area could potentially bring about sanitary sewer service to the corridor sooner than projected. It appears that such an initiative must be presented to MSD in order to bring this about.

An equally important issue to those within the corridor is the need for more parks or recreation facilities for children in the area. There are no public parks within the corridor and only limited playground facilities at the elementary schools along the corridor. The Metropolitan Parks Department has no immediate plans for development of any type of parks or playgrounds along the corridor. Therefore, it appears that private endeavors will be necessary to begin addressing this need. The Cane Run Road Business Association has taken an active leadership role in this pursuit.

Numerous transportation issues have arisen. The absence of sidewalks was discussed earlier; the perceived need is for sidewalks along the streets intersecting with Cane Run Road. Residents of the area consider morning and afternoon peak hour traffic excessive and believe that additional traffic signals are needed along Cane Run Road. The widening of the two lane section of Cane Run Road within Segment 1 of the study is viewed by everyone in the area as a major need. Traffic signals and roadway widening are under the authority of the Kentucky Transportation Cabinet.

These issues can best be addressed through formation of neighborhood associations, cooperation among various neighborhood groups, and joint efforts between businesses and residents to work with the appropriate agency to bring the desired services to the corridor. Just as the Office for Economic Development assisted in designing and implementing a landscaping program along portions of Cane Run Road, that office, the Metropolitan Parks Department, the Health Department, the Office of Community Outreach, and local and state elected officials can be a source of assistance in addressing these needs.

Within Segment 4, there is a significant footfall along the east of Terry Road along the north side of Mill Creek Canal Park. Given the location of this footfall west of Terry Road, there has been significant and ongoing development. This was expected to have some development potential. However, since the 2010 Census there has been a decline in the footfall numbers.

## B. Issue Beyond Reasoning

Business issues arise during the course of the study which cannot be specifically addressed through the existing process. However, these issues are important to the residents and businesses in the area. The study can affect development along the corridor. The relative absence of nearby services in the corridor was one of the first issues noted. As was discussed earlier, water utility services, the general availability of services in the corridor is not perfect and after the year 2000. However, a similar effort on the part of businesses and residents of the area could potentially bring about services to the corridor within the project. It appears that such an initiative may be presented in order to bring this about.

An equally important issue to those within the corridor is the need for more pedestrian and bicycle facilities for children in the area. There are no public parks within the corridor and only limited playground facilities at the elementary schools along the corridor. The Metropolitan Parks Department has no immediate plans for development of any type of parks or playgrounds along the corridor. Therefore, it appears that private initiatives will be necessary to begin addressing this need. The Cane Run Road Business Association has taken an active leadership role in this regard.

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These issues can not be addressed through formation of neighborhood associations. Cooperation among various neighborhood groups, and joint efforts between businesses and residents to work with the appropriate agency to bring the desired services to the corridor. Just as the Office for Economic Development assisted in designing and implementing a landscaping program along portions of Cane Run Road, that office, the Metropolitan Parks Department, the Health Department, the Office of Community Outreach, and local and state elected officials can be a source of assistance in addressing these needs.

# IV. Recommendations

As a result of this study, the Cane Run Road Corridor Task Force has developed two sets of recommendations for the corridor. The first set of recommendations deals with lot-specific rezonings as a part of the areawide rezoning process. The second set of recommendations recognizes the potential for land use changes in some areas but notes that certain conditions must exist to support a rezoning request. Because the conditions, circumstances, and contingencies which the task force considers as prerequisites cannot be ensured through the areawide rezoning process, this second set of recommendations is intended to support individual rezoning requests by property owners within those areas. The individual rezoning process allows for consolidation of lots, limitation of vehicular access points, and exclusion of undesirable uses, none of which can be accomplished through the areawide rezoning process. The entire set of recommendations can be found in Appendix "D" (see pages 43 to 54).

The task force established several general guidelines which it considered appropriate in evaluating the land use and zoning along the corridor. The primary consideration by the task force was whether or not an existing use was located in a zone which permitted that use. If the use was not permitted in that zone, the appropriate zone to permit the use was reviewed, and a decision was made as to whether or not that zoning classification was appropriate in that location, especially considering nearby uses. In a few cases, the zoning classification required by the use was not considered appropriate or compatible with the surrounding area, but the existing zoning was not considered to be appropriate either. In these situations, an alternate zoning classification was recommended.

Another consideration by the task force was whether or not property was being used in a less intensive fashion than permitted by the zone in which it is located. Most of the situations encountered dealt with unimproved parcels or parcels used for residential purposes but zoned commercially.

The task force also established general guidelines concerning the appropriateness of applying the C-2 Commercial zone and the industrial zones along the corridor. Throughout the entire length of the corridor, the task force did not believe that the C-2 Commercial zone was appropriate except for those specific parcels currently occupied by uses which required the C-2 classification. The proliferation of many of the less desirable or undesirable uses permitted in the C-2 zone was a concern shared by both the task force and the citizens who participated in the two public meetings held as a part of this study.

With industrial zoning existing in much of Segment 1, the industrially zoned Rubbertown area to the west of the corridor, and Riverport Industrial Park to the south of the corridor, the task force did not consider industrial zoning appropriate along the corridor except within Segment 1.

Because Segments 3 and 4 are predominantly single family residential, the task force established Donald Drive as the southern boundary along the corridor beyond which commercial zoning was considered inappropriate except for those commercial uses currently existing. Thus, the task force is recommending that commercial zoning continue along the corridor south of Donald Drive only if that zoning exists and is occupied by a use which requires that zone.

Within Segment 3 south of Donald Drive are two of the largest unimproved areas. Recognizing that the lesser yard requirements of the R-5 zone allow for greater flexibility in housing design and recognizing these parcels as opportunities to encourage construction of additional affordable housing in the area, the task force recommends rezoning from the R-4 Single Family Zone to the R-5 Single Family Zone. The task force very definitively considered residential single family use as the appropriate use for these parcels and is seeking to facilitate single family development through the recommended rezoning. This recommendation includes support for strict application of the current prohibition on individual lot access to an arterial roadway, which prohibition is found in the Metropolitan Subdivision Regulations. Strict application of standard principles concerning the number and location of new roadways intersecting with Cane Run Road is strongly encouraged.

The areawide rezoning process begins with the Planning Commission agreeing to act as applicant for review of the proposed zoning changes. The Planning Commission holds a public hearing on the zoning changes, and a December 1994 date is anticipated for that hearing. Any recommendations for rezoning by the Planning Commission will be sent to Fiscal Court or Shively, as appropriate, for them to act upon. It is anticipated that these legislative bodies will act on the recommendations in early 1995, thus ending the process.

# Appendices



---

## A. Summary of Initial Comments

### Public Comments

#### PUBLIC COMMENTS

MEETING OF JANUARY 24, 1994

#### CANE RUN ROAD CORRIDOR STUDY

1. Avoid overly intense development. Do not want continuous strip commercial.
2. Sewers are needed.
3. Traffic lights are needed at: Greenbelt and Greenwood, Greenbelt and Dover, Cane Run and Terry, and Cane Run at Carrie.
4. More parks and/or recreation facilities for children.
5. Sidewalks are needed on side streets; crosswalks are needed on Old Cane Run Road.
6. Street lighting is inadequate.
7. The farms in the area are an asset and should be preserved, if possible.
8. Vacant properties in many cases are not well maintained.
9. Opposition to more apartments because of problems with the residents, because the residents are typically transients, and because apartments in the area are currently poorly maintained.
10. Excessive traffic in the morning and afternoon peak hour. People can't get out of their subdivision onto Cane Run Road.
11. Street lights are provided only if residents pay for them.
12. The two lane section of Cane Run Road at the north end of the study area should be four lanes (right-of-way purchased fourteen years ago).
13. The junkyard use on Kramers Lane is a problem.
14. The new Winn-Dixie and Rally's are seen as a benefit to St. Denis; however, there is concern about vacant business and additional apartments at Terry and Cane Run Road.

A. Summary of Initial Comments

Public Comments

PUBLIC COMMENTS

MEETING ON JANUARY 24, 1994

CANE RUN ROAD CORRIDOR STUDY

1. Avoid overly intense development. Do not want continuous strip commercial.
2. Schools are needed.
3. Traffic lights are needed at Greenfield and Greenwood, Greenfield and Beyer, Cane Run and Terry, and Cane Run at Carter.
4. New parks and/or recreation facilities for children.
5. Sidewalks are needed on side streets; crosswalks are needed on Old Cane Run Road.
6. Street lighting is inadequate.
7. The lanes in the area are an asset and should be preserved, if possible.
8. Vacant properties in many cases are not well maintained.
9. Opposition to more apartments because of problems with the residents, because the residents are typically transient, and because apartments in the area are currently poorly maintained.
10. Excessive traffic in the morning and afternoon peak hour. People can't get out of their subdivision onto Cane Run Road.
11. Street lights are provided only if residents pay for them.
12. The two lane section of Cane Run Road at the north end of the study area should be four lanes (right-of-way purchased fourteen years ago).
13. The junkyard use on Erwin's Lane is a problem.
14. The new Wilm-Dixie and Raily's are seen as a benefit to St. Dennis; however, there is concern about vacant business and additional apartments at Terry and Cane Run Road.

**B. Existing Land Use - Maps**

**Legend**

**LAND USE CODE**

<b>General Category</b>	<b>Specific Category</b>	<b>Code Number</b>
<b>RESIDENTIAL</b>	Single Family	1
	Two Family	2
	Other	3
<b>MANUFACTURING</b>	Light	4
	Heavy	5
<b>TRANSPORTATION</b>	Transportation	6
	Highway, Street, ROW	Blank
<b>COMMUNICATIONS AND UTILITIES</b>	Communications	7
	and Utilities	
<b>COMMERCIAL</b>	Wholesale	8
	Retail	9
	General	10
	Office	11
<b>PUBLIC AND SEMI-PUBLIC</b>	Governmental	12
	Medical Services	13
	Educational	14
	Religious	15
	Recreational	16
	Other Public	17
	and Semi-Public	
	Cemeteries	18
<b>VACANT</b>	Unimproved Vacant Structures	99 Code for previous use followed by "V"
	Pay Parking Private Parking	PayP P

B. Existing Land Use - Maps

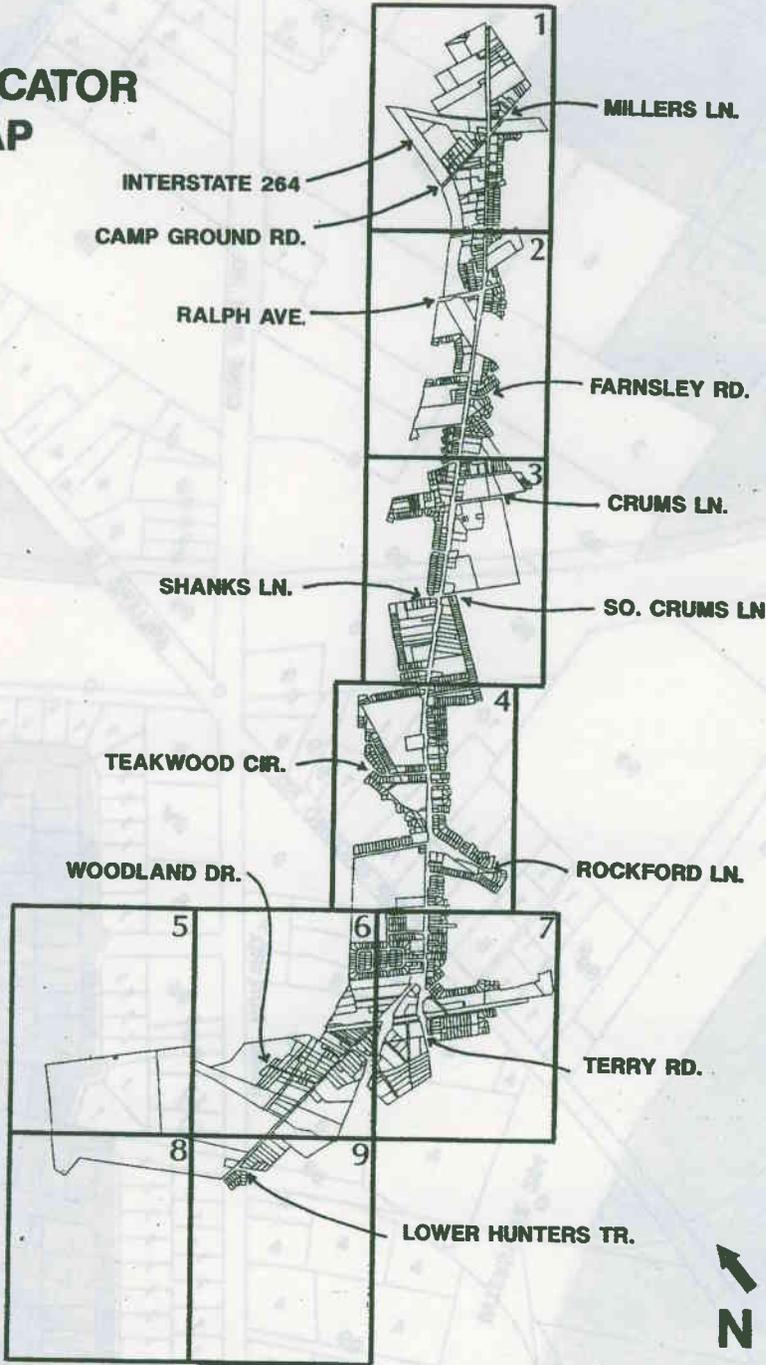
Legend

LAND USE CODE

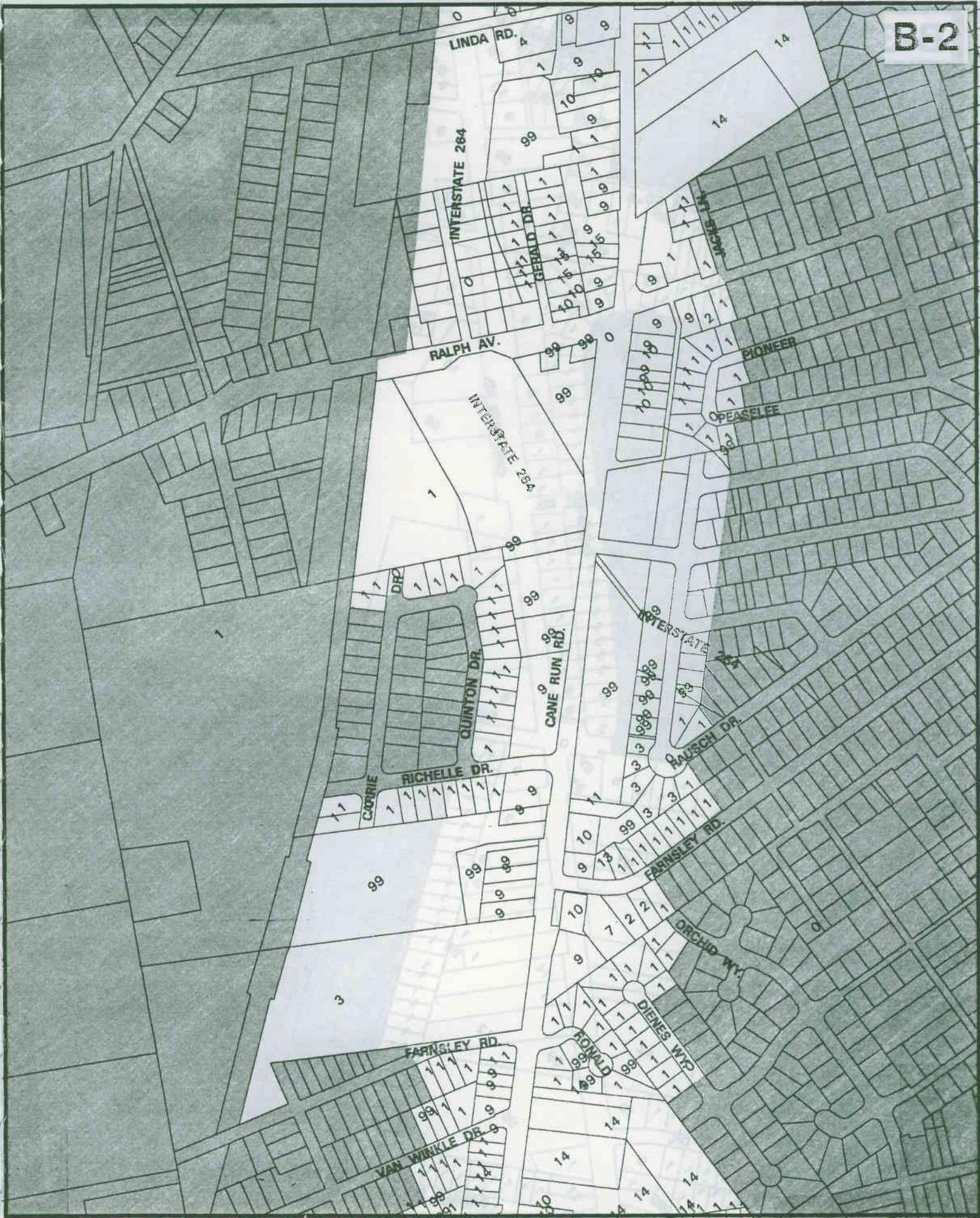
Code	Description	Category
1 2 3	Single Family Two Family Other	RESIDENTIAL
4 5	Light Heavy	MANUFACTURING
6 7	Transportation Highway, Local, ROW	TRANSPORTATION
8	Communication and Utilities	COMMUNICATIONS AND UTILITIES
9 10 11	Wholesale Retail Grocery Office	COMMERCIAL
12 13 14 15 16 17 18	Governmental Medical Services Education Religious Recreation Other Public and Semi-Public	PUBLIC AND Semi-PUBLIC
19 20 21 22	Open Space and Greenways Unimproved Forest Land Other	VACANT

Locator Map

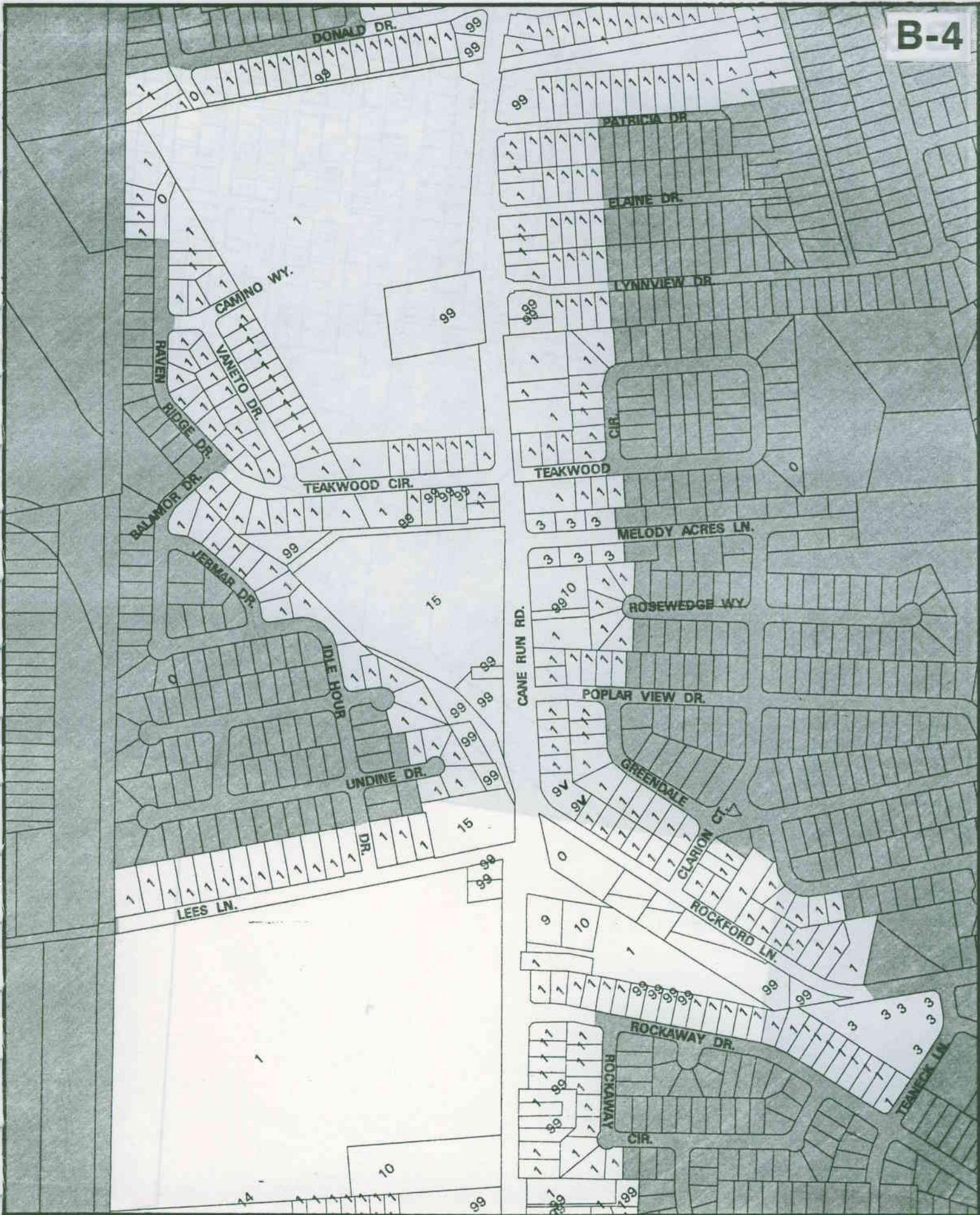
# LOCATOR MAP



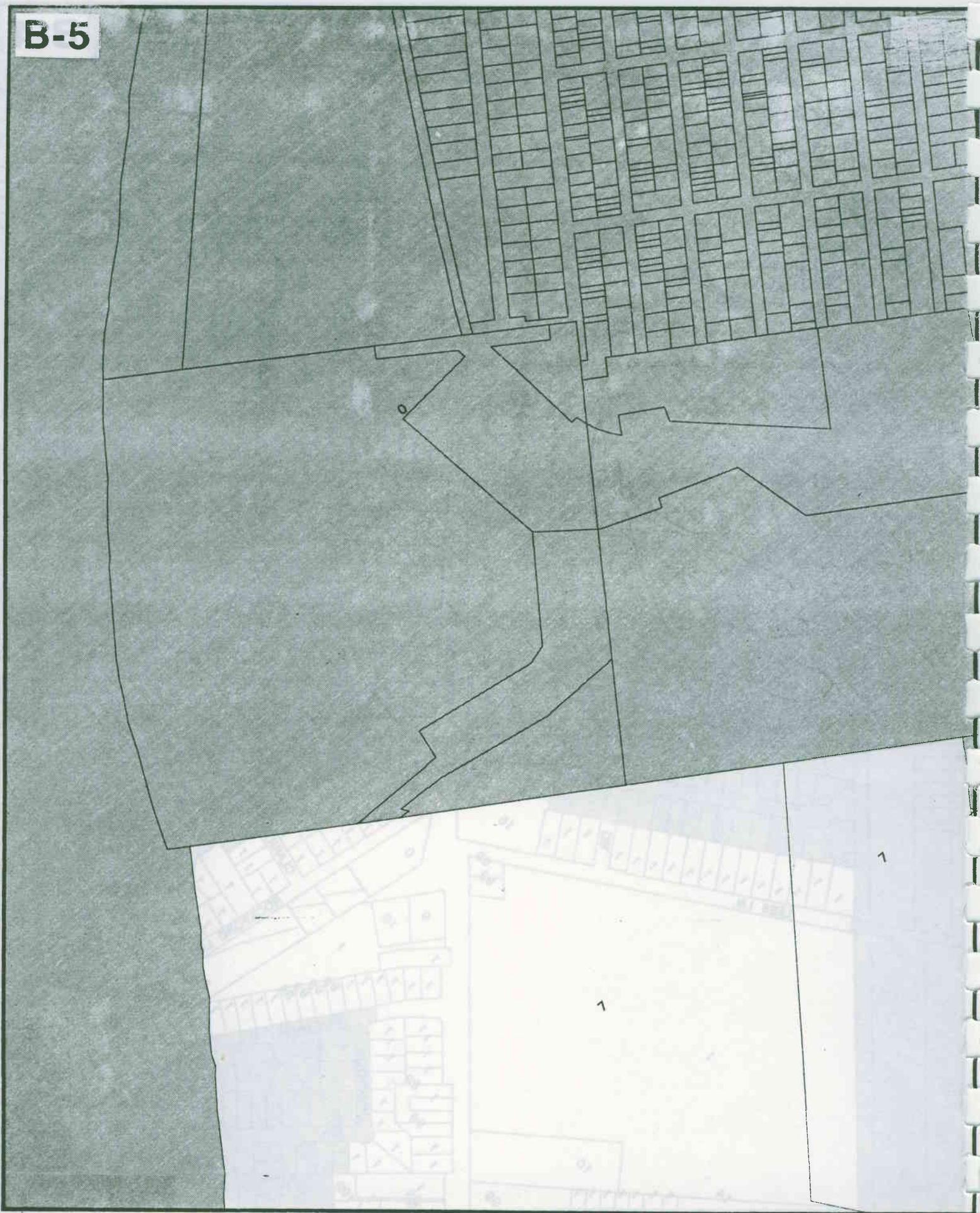








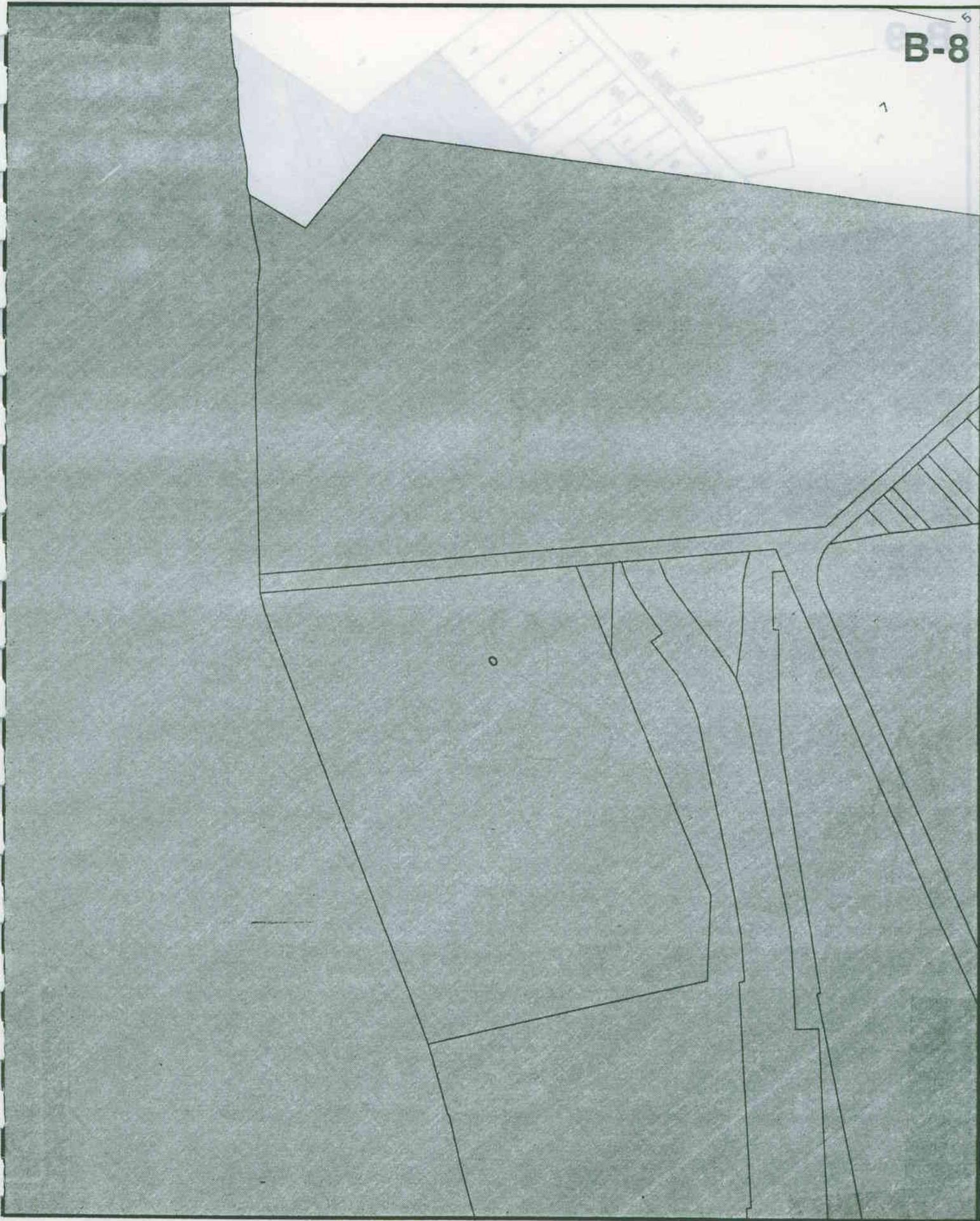
B-5





B-7





B-9



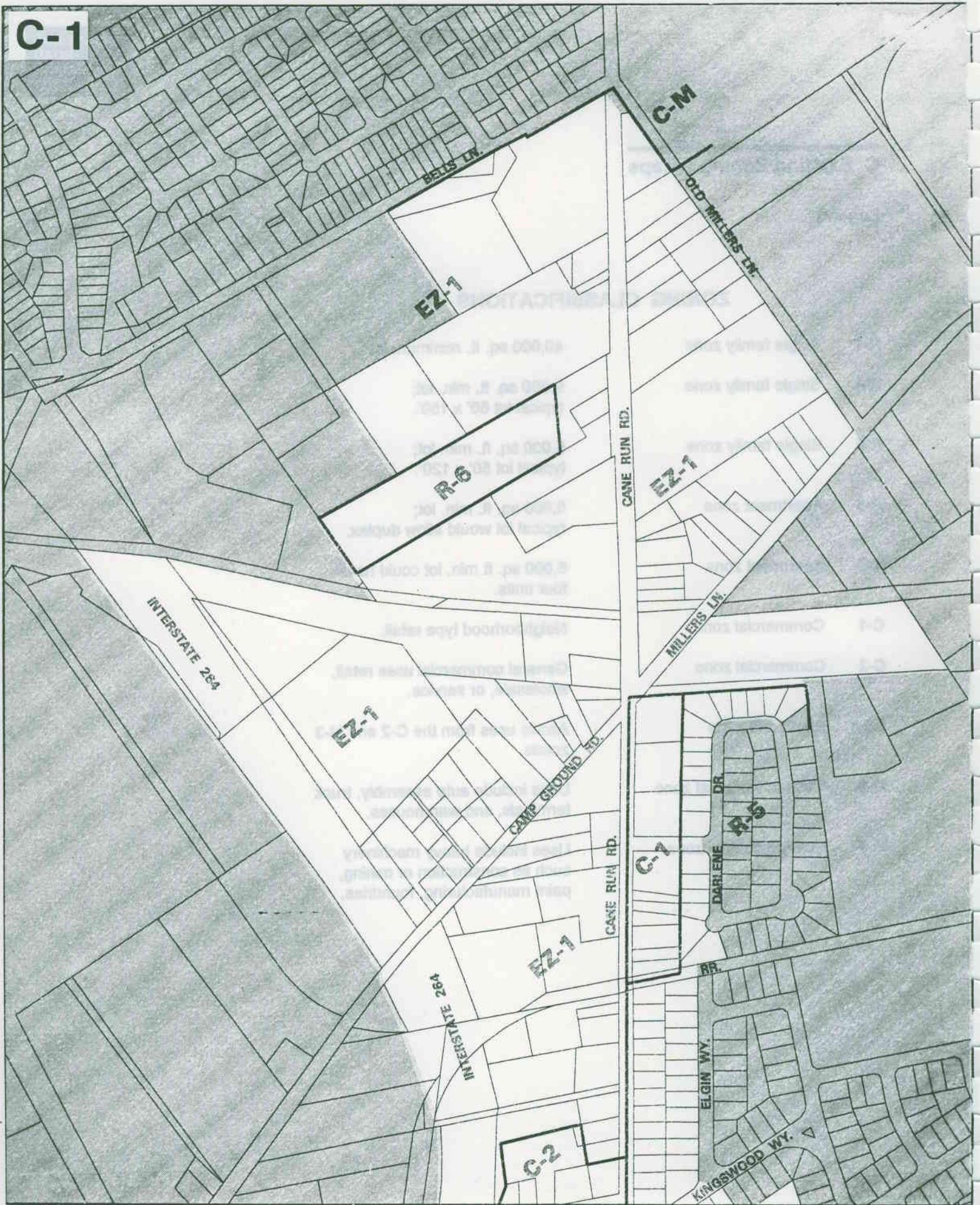
## C. Existing Zoning - Maps

### Legend

### ZONING CLASSIFICATIONS

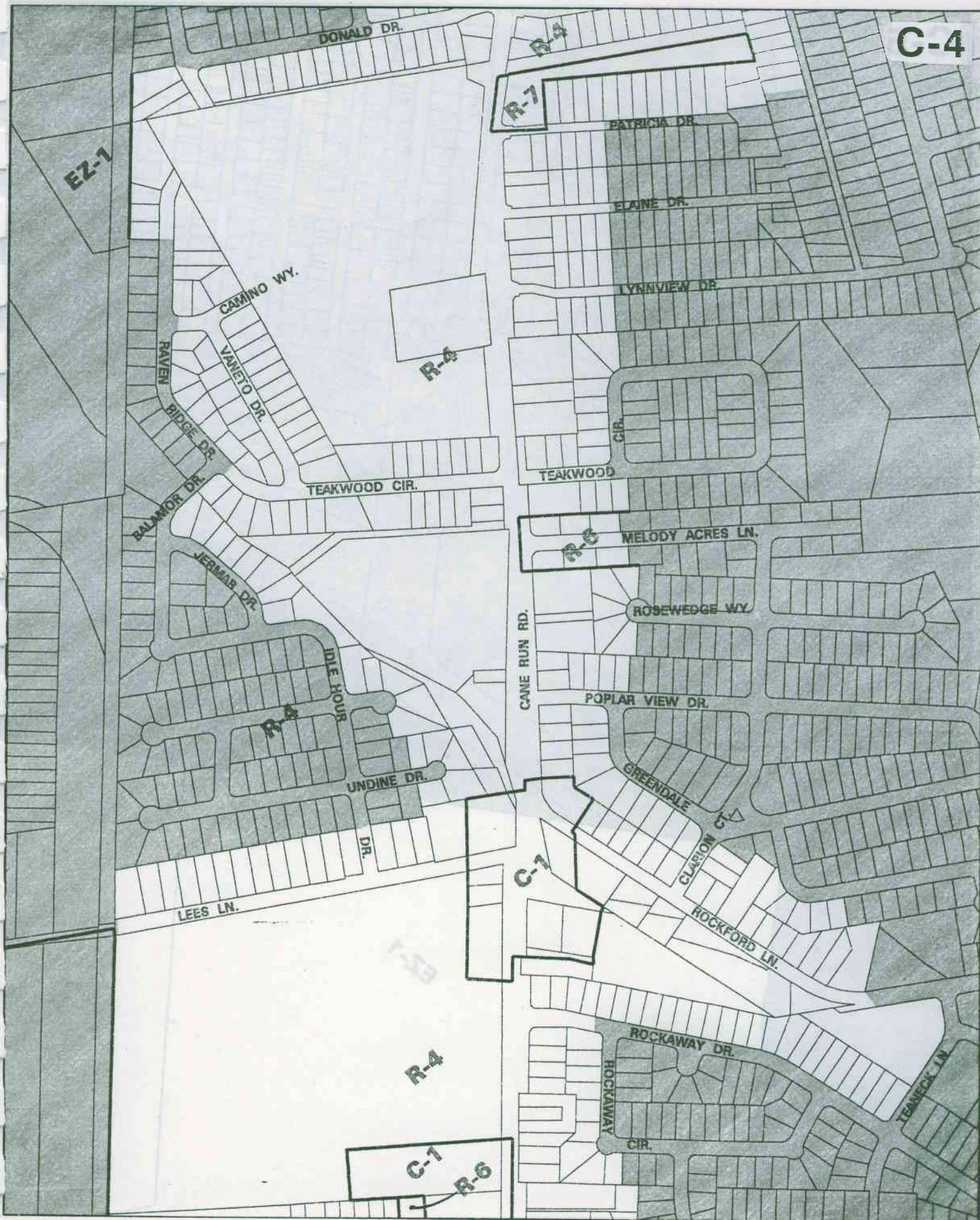
<b>R-1</b>	Single family zone	40,000 sq. ft. minimum lot.
<b>R-4</b>	Single family zone	9,000 sq. ft. min. lot; typical lot 60' x 150'.
<b>R-5</b>	Single family zone	6,000 sq. ft. min. lot; typical lot 50' x 120'.
<b>R-6</b>	Apartment zone	6,000 sq. ft. min. lot; typical lot would allow duplex.
<b>R-7</b>	Apartment zone	6,000 sq. ft. min. lot could have four units.
<b>C-1</b>	Commercial zone	Neighborhood type retail.
<b>C-2</b>	Commercial zone	General commercial uses retail, wholesale, or service.
<b>EZ-1</b>	Enterprise zone	Allows uses from the C-2 and M-3 zones.
<b>M-2</b>	Medium industrial zone	Uses include auto assembly, truck terminals, and warehouses.
<b>M-3</b>	Heavy industrial zone	Uses include heavy machinery such as construction or mining, paint manufacturing, foundries.

C-1









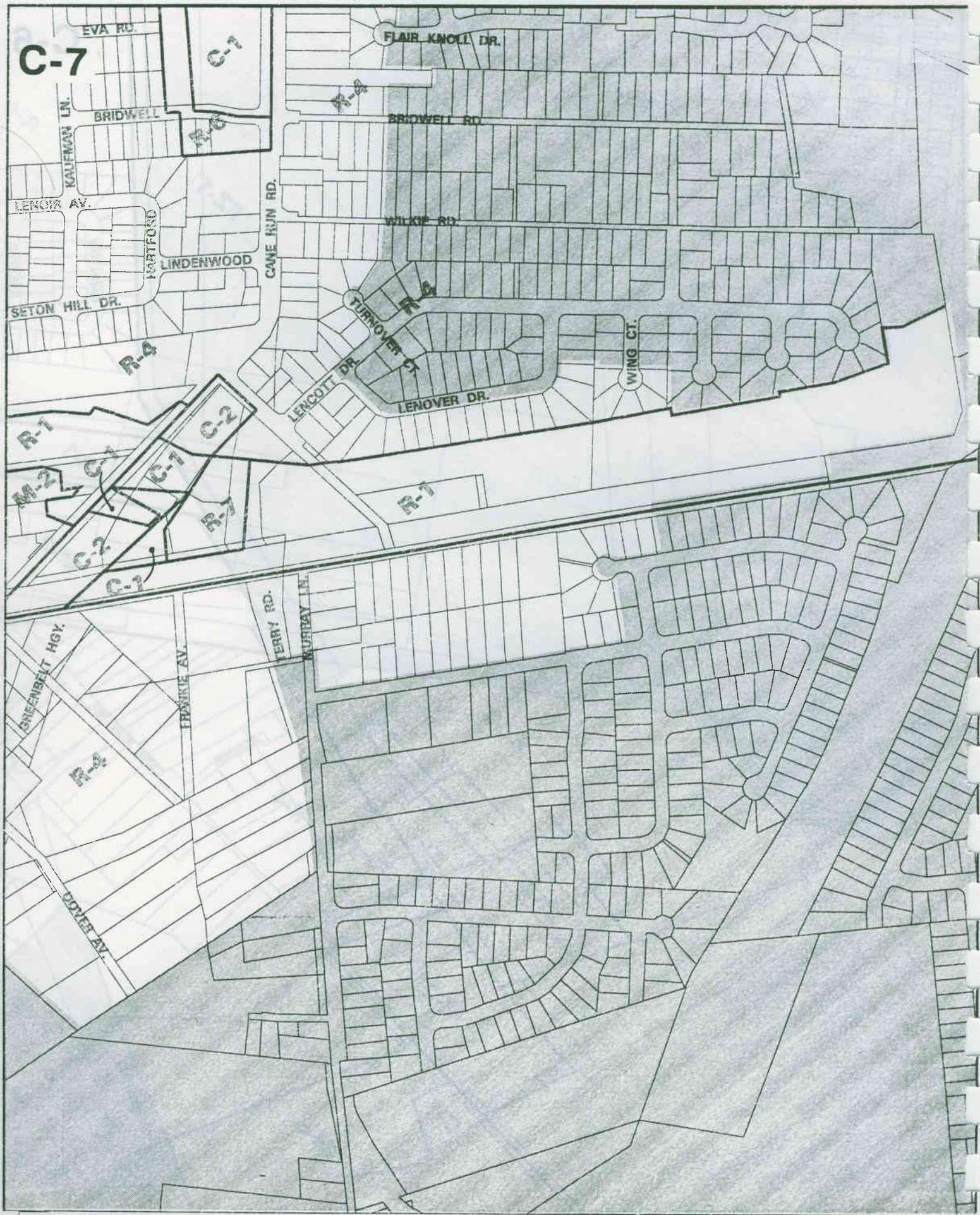
C-5



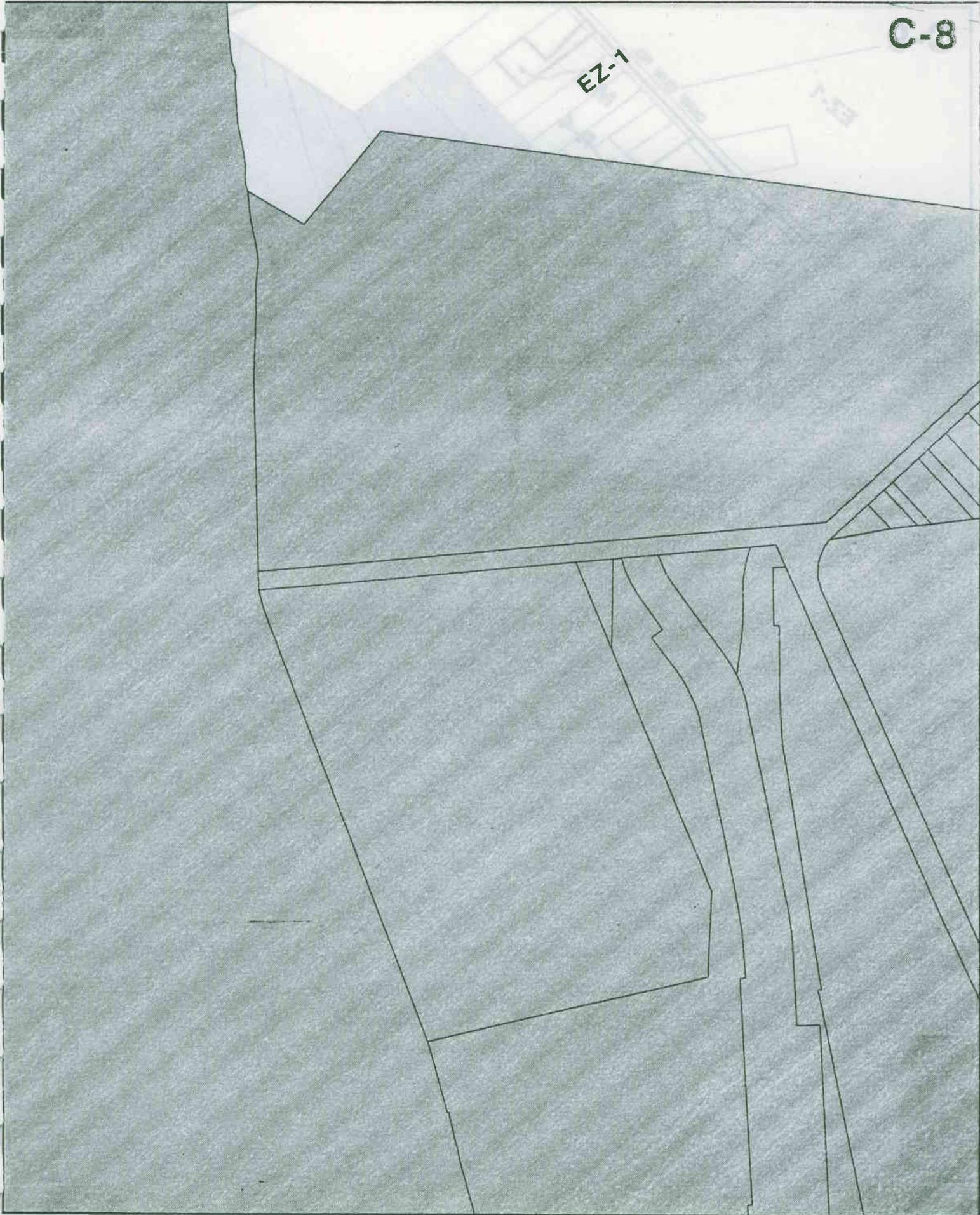
EZ-1



C-7



EZ-1



C-9

EZ-1

CANE RUN RD.

M-2

R-4

C-1

LOWER HUNTERS TR.

WIND LN.

MARIEMONT RD.



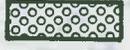
## D. Zoning Recommendations - Maps

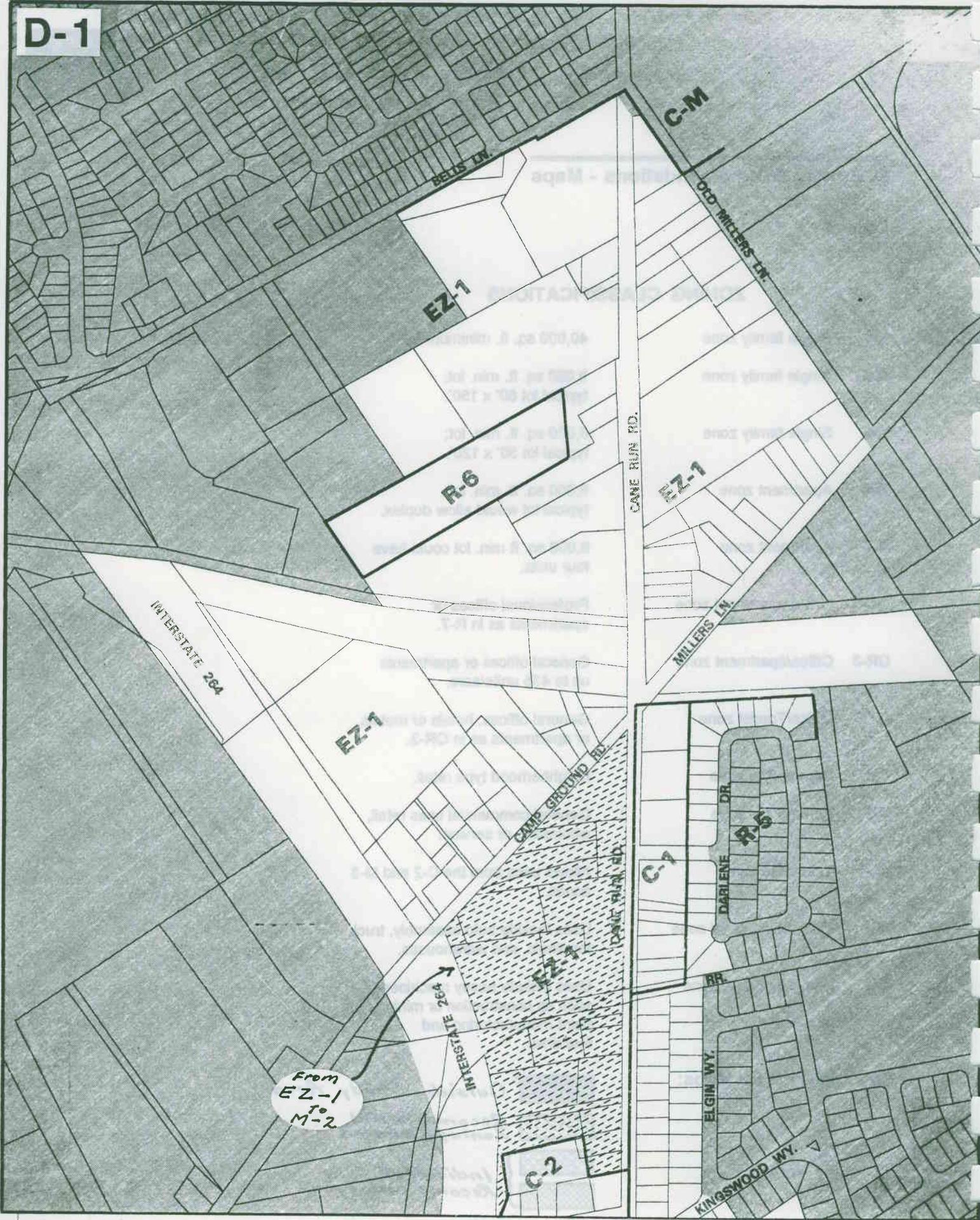
### Legend

#### ZONING CLASSIFICATIONS

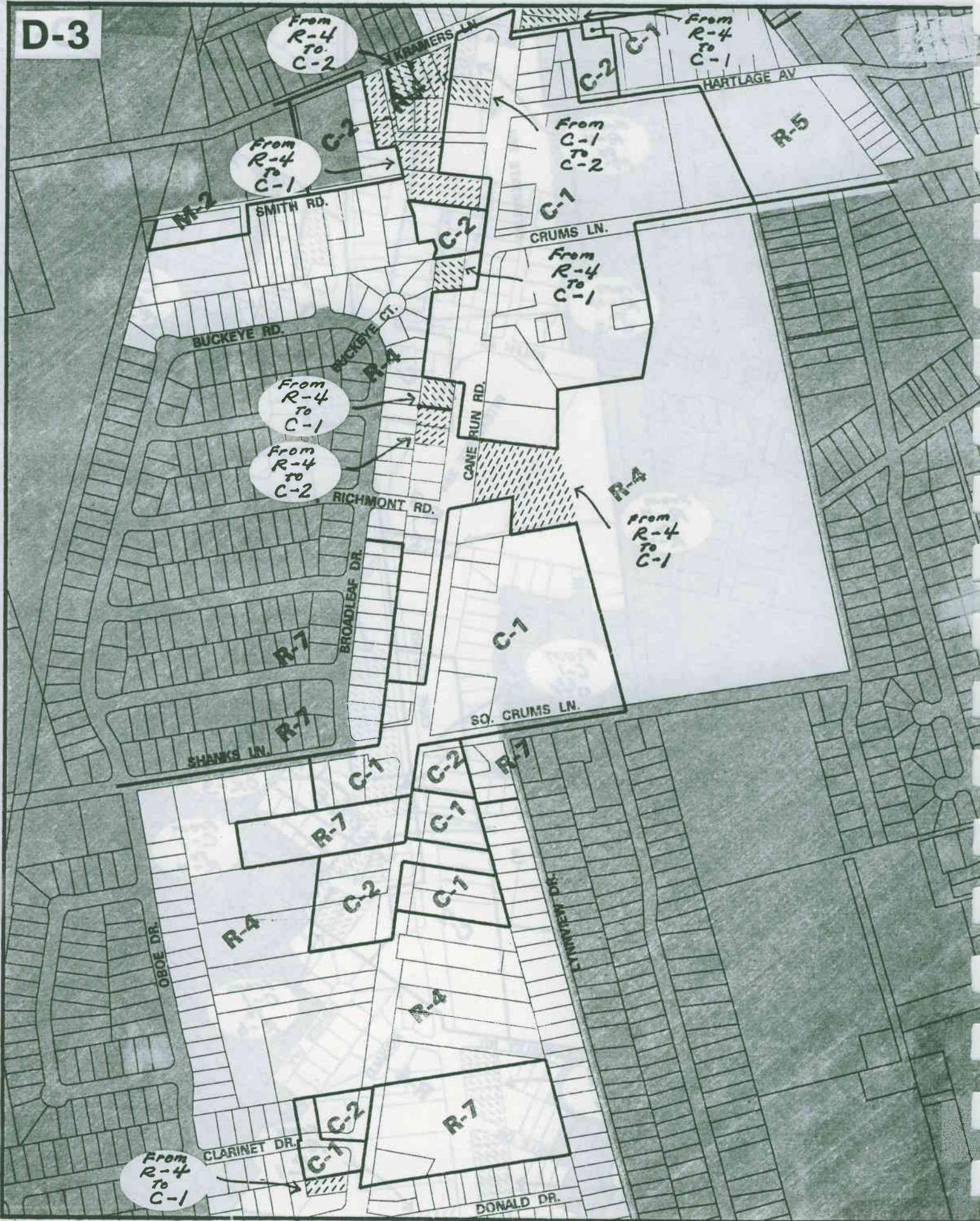
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<b>R-6</b>	Apartment zone	6,000 sq. ft. min. lot; typical lot would allow duplex.
<b>R-7</b>	Apartment zone	6,000 sq. ft. min. lot could have four units.
<b>OR-1</b>	Office/apartment zone	Professional offices or apartments as in R-7.
<b>OR-3</b>	Office/apartment zone	General offices or apartments up to 435 units/acre.
<b>OTF</b>	Office/Tourist zone	General offices, hotels or motels, or apartments as in OR-3.
<b>C-1</b>	Commercial zone	Neighborhood type retail.
<b>C-2</b>	Commercial zone	General commercial uses retail, wholesale, or service.
<b>EZ-1</b>	Enterprise zone	Allows uses from the C-2 and M-3 zones.
<b>M-2</b>	Medium industrial zone	Uses include auto assembly, truck terminals, and warehouses.
<b>M-3</b>	Heavy industrial zone	Uses include heavy machinery such as construction or mining, paint manufacturing and foundries.

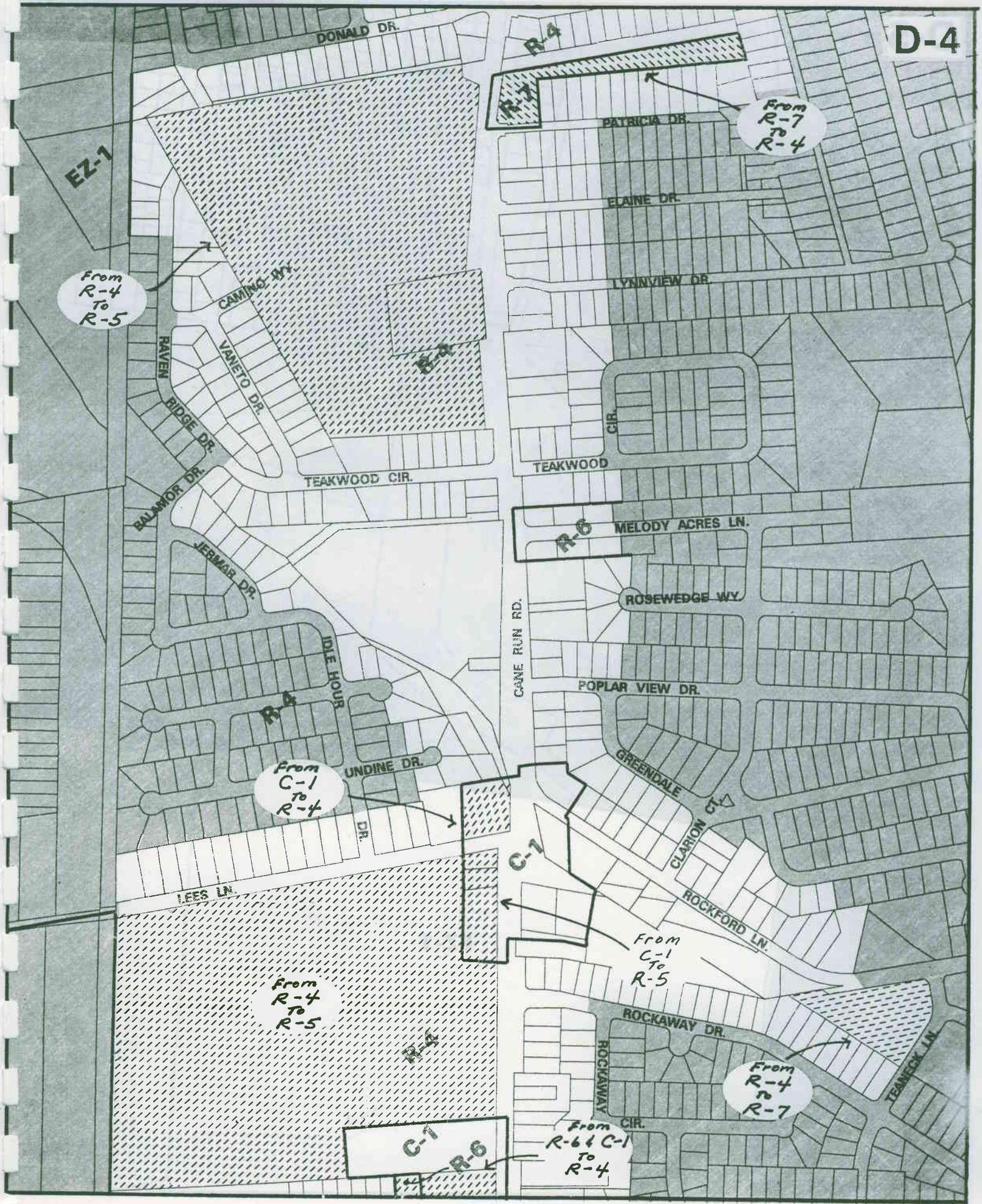
### Shading Code for Maps:

	<i>Outside Study Area</i>
	<i>Recommended Zoning Changes</i>
	<i>Individual Recommendations</i>
	









**D-5**



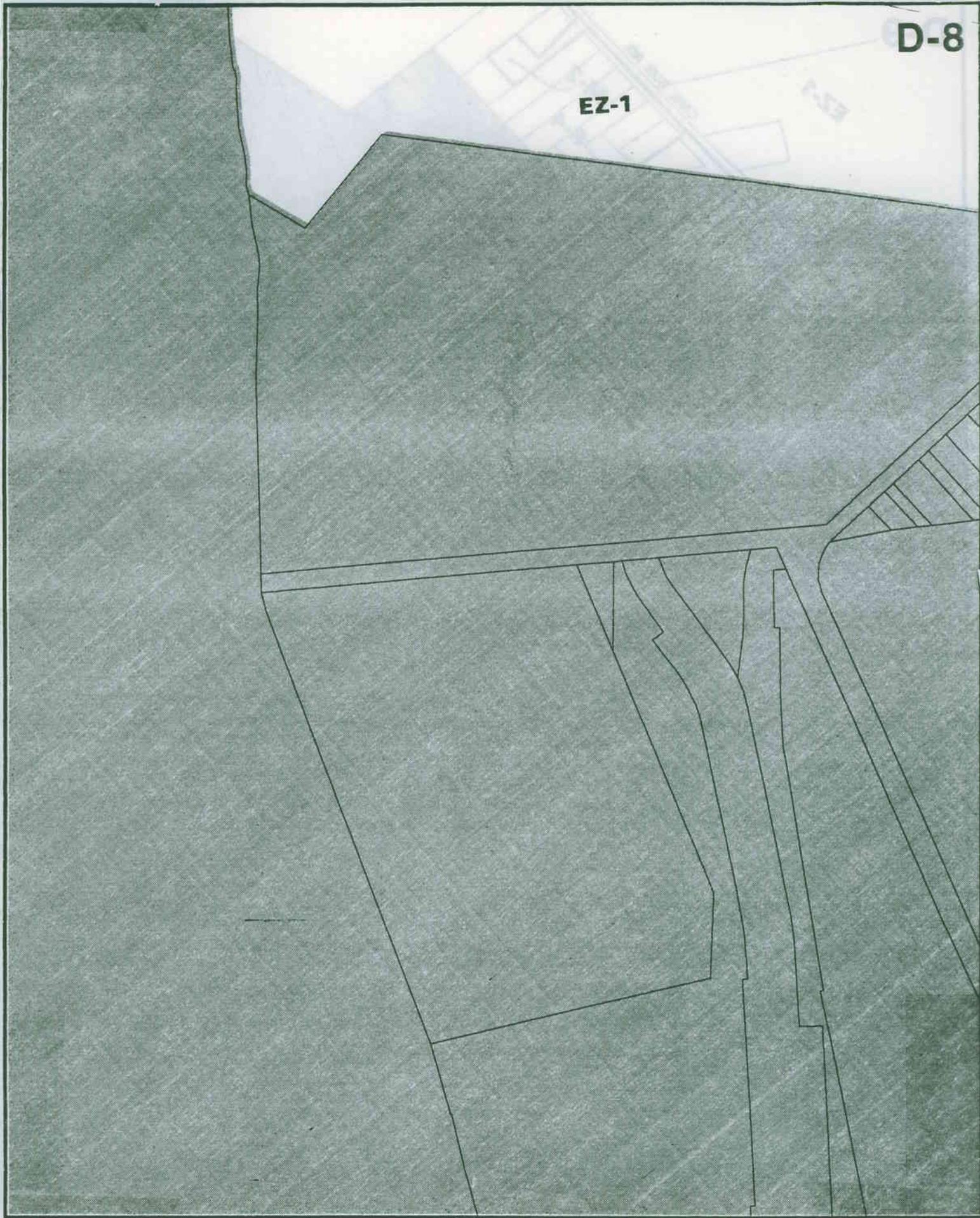
**EZ-1**



D-7



EZ-1



D-9

EZ-1

CANE RUN RD.

M-2

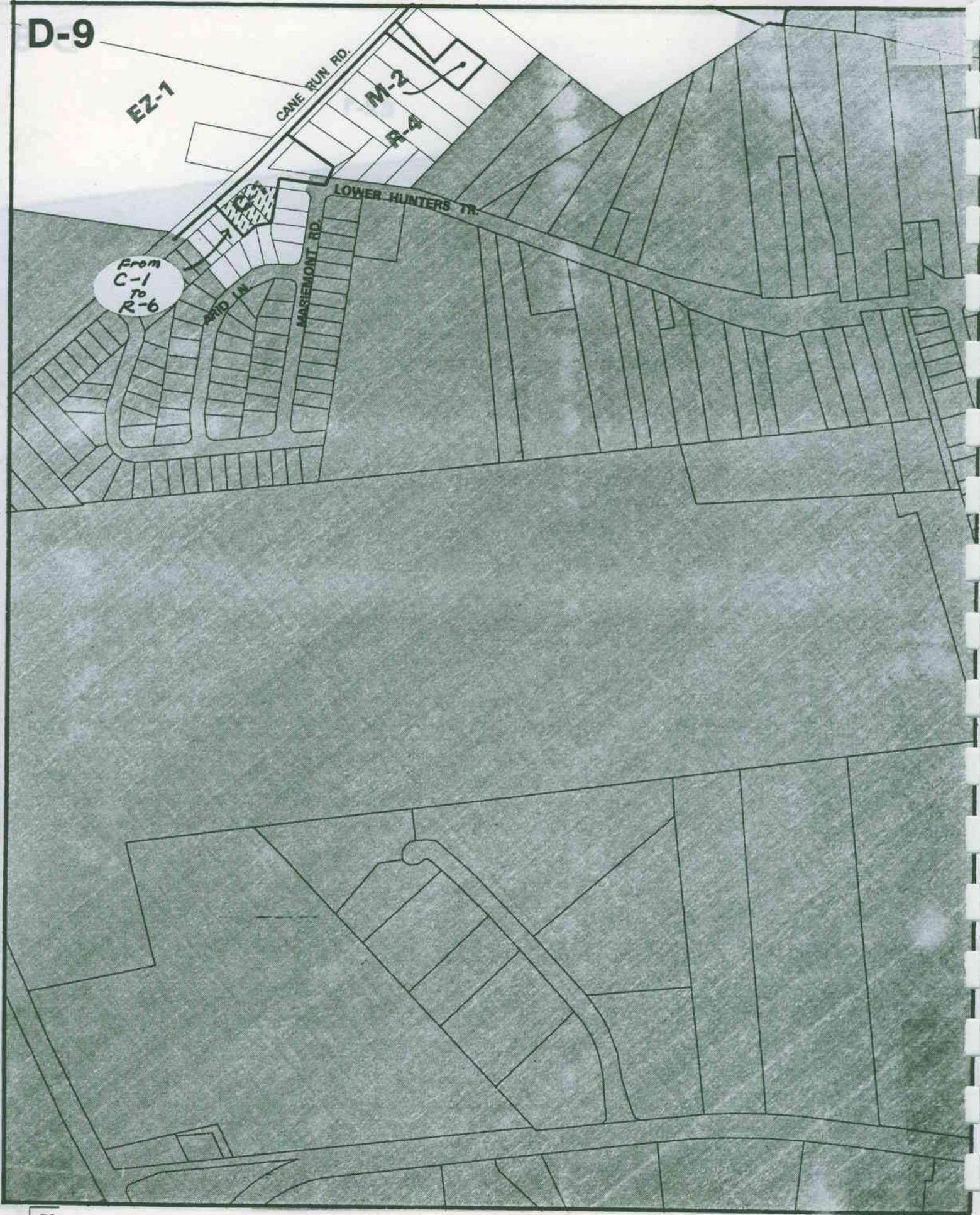
R-4

LOWER HUNTERS TR.

From  
C-1  
to  
R-6

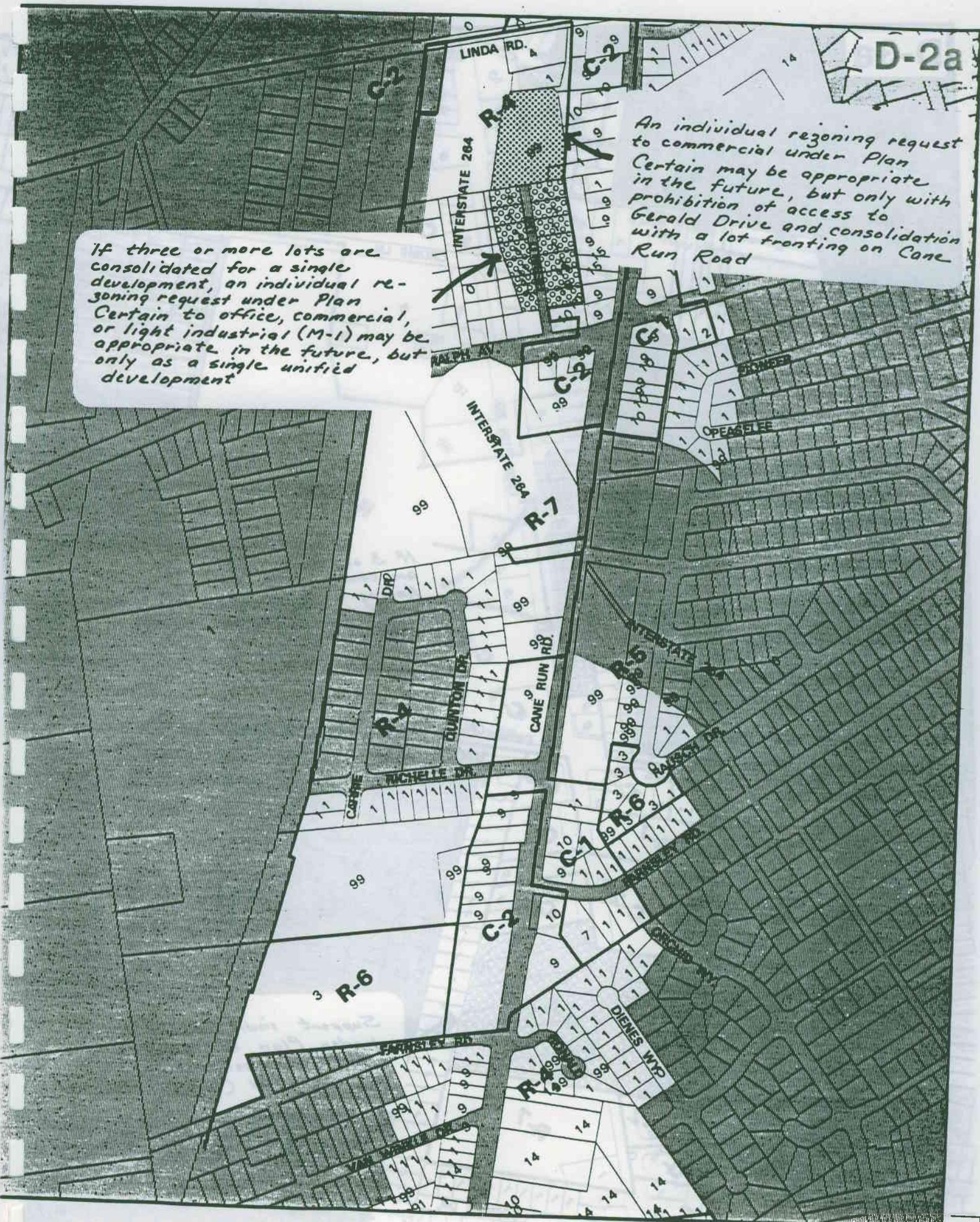
WIND LN

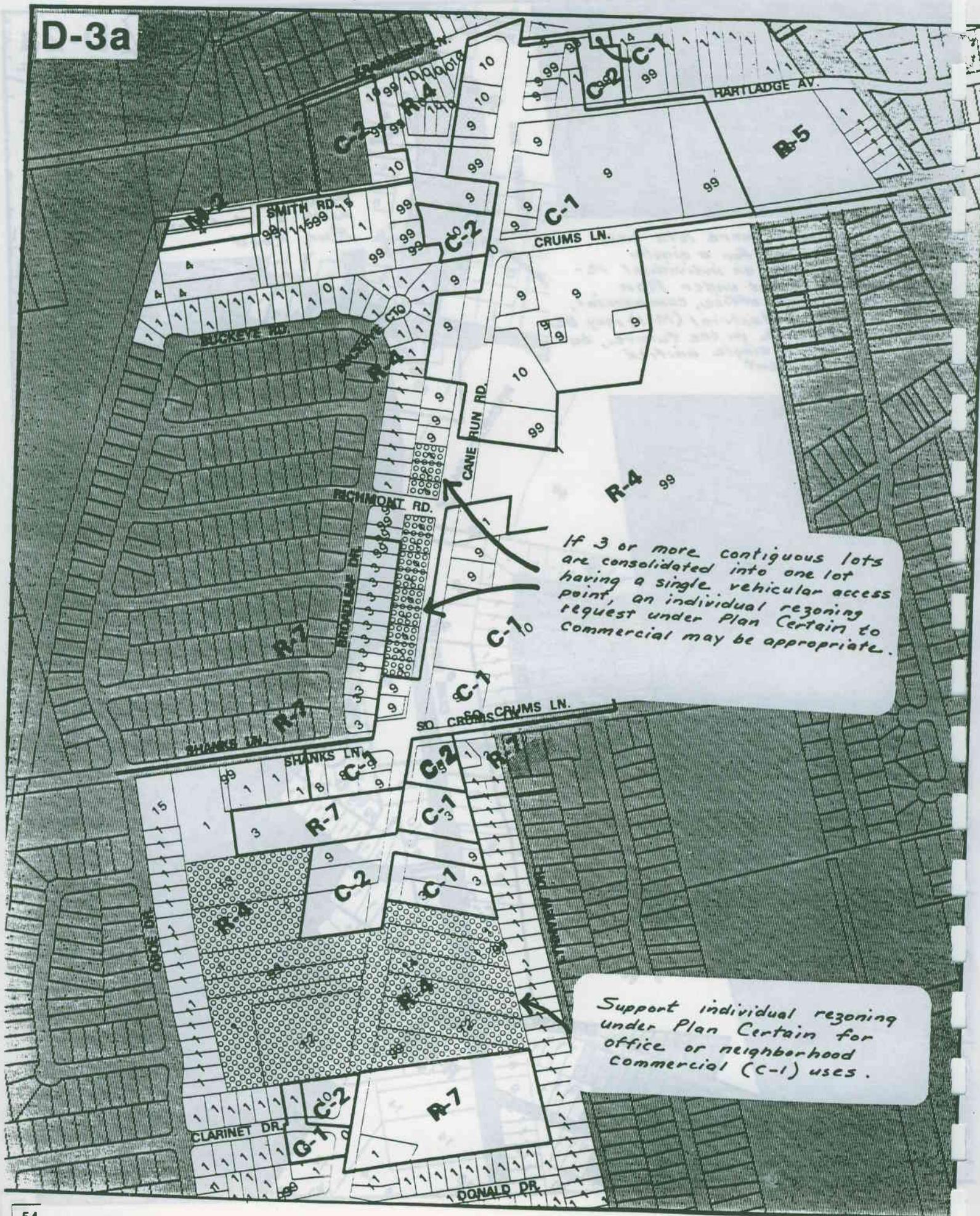
MARIEMONT RD.



If three or more lots are consolidated for a single development, an individual rezoning request under Plan Certain to office, commercial, or light industrial (M-1) may be appropriate in the future, but only as a single unified development

An individual rezoning request to commercial under Plan Certain may be appropriate in the future, but only with prohibition of access to Gerald Drive and consolidation with a lot fronting on Cane Run Road





If 3 or more contiguous lots are consolidated into one lot having a single vehicular access point, an individual rezoning request under Plan Certain to Commercial may be appropriate.

Support individual rezoning under Plan Certain for office or neighborhood commercial (C-1) uses.

# Acknowledgments

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David L. Armstrong, Judge/Executive

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Irv Maze, District B Commissioner

Darryl T. Owens, District C Commissioner

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Reverend Ken Whitehouse and  
Lees Lane Baptist Church for the  
gracious use of their facilities for  
the two public meetings.



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531 Court Place  
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