

# Planning Commission Staff Report

April 23, 2026



<b>Case No:</b>	26-ZONE-0030
<b>Project Name:</b>	1901 R Payne Street Areawide
<b>Applicant:</b>	Louisville Metro
<b>Jurisdiction:</b>	Louisville Metro
<b>Council Districts:</b>	9 – Andrew Owen
<b>Case Manager:</b>	Brian Davis, AICP, Director

## REQUEST

- **Change in zoning** from M-2 Industrial to C-M Commercial Manufacturing

## SUMMARY

On December 16, 2025, the Louisville Metro Council approved a resolution directing staff to review the zoning for the property located at 1901 R Payne Street (Parcel ID 070A00430000). The parcel in question is approximately 3.09 acres and located in the Clifton neighborhood. The parcel has no direct frontage on Payne Street, and is accessed via an ingress/egress drive located on 1901 Payne Street. The CSX Transportation railway abuts the parcel for the full length along the north.

Surrounding the property, there are a variety of zoning classifications and uses.

North – R-5, R-5A, R-6 and M-2 (residential and industrial uses)

East – M-2 Industrial (industrial use)

South – R-5 and R-7 (residential use)

West – M-2 Industrial (office use)

The site, and all the surrounding properties, are located in the Traditional Neighborhood Form District.

The parcel has been used industrially since at least 1948, and until recently was the site of the Givaudan Sense Colour plant. On November 12, 2024, an explosion occurred at the facility which resulted in severe property damage both on and off site. This was the second such incident, as another similar incident occurred in 2003. As a result of this most recent event, all structures on the site are being demolished.

In the resolution, Council expressed a belief that it may be appropriate to rezone the parcel to a lower intensity. Since the passage of the Metro Council resolution, staff has conducted a review to determine the most appropriate zoning district for the site.

## **STAFF FINDING**

The proposed zoning changes advance the goals and objectives of Plan 2040, as well as its CHASE principles, by recommending a more appropriate zoning district, C-M Commercial Manufacturing, based on historic and current use, neighborhood context, and desired future development. C-M allows all uses permitted in the C-2 Commercial and M-1 Industrial districts (except single-family dwellings). The proposed C-M Commercial Manufacturing zoning district is compatible with the existing characteristics of the neighborhood, and would offer additional redevelopment alternatives that may be more in keeping with the neighborhood than the existing M-2 Industrial district can offer.

Future growth and development patterns shall foster health and prosperity for all neighborhoods, which will be supported by the recommended changes in zoning. The current zoning district permits heavy industrial uses that could adversely affect the health and prosperity of residential communities that have been disproportionately impacted by industrial expansion. The proposed zoning change would promote infill development, revitalization, and adaptive reuse of existing structures and vacant land.

## **STAFF ANALYSIS**

The following is staff's analysis of the proposed rezoning against the Guidelines and Policies of Plan 2040.

### **The site is located in the Traditional Neighborhood Form District**

Traditional Neighborhood: This form is characterized by predominantly residential uses, by a grid pattern of streets with sidewalks and often including alleys. Residential lots are predominantly narrow and often deep, but the neighborhood may contain sections of larger estate lots, and also sections of lots on which appropriately integrated higher density residential uses may be located. The higher density uses are encouraged to be located in centers or near parks and open spaces having sufficient carrying capacity. There is usually a significant range of housing opportunities, including multi-family dwellings.

Traditional neighborhoods often have and are encouraged to have a significant proportion of public open space such as parks or greenways, and may contain civic uses as well as appropriately located and integrated neighborhood centers with a mixture of mostly neighborhood-serving land uses such as offices, shops, restaurants and services. Although many existing traditional neighborhoods are 50 to 120 years old, the Traditional Neighborhood Form may be used when establishing new developments and redevelopments.

Revitalization and reinforcement of the Traditional Neighborhood Form will require particular emphasis on (a) preservation and renovation of existing buildings in stable neighborhoods (if the building design is consistent with the predominant building design in those neighborhoods), (b) in the case of new developments or redevelopments using traditional building scales and site layouts, (c) the preservation of the existing or establishing a new grid pattern of streets and alleys, and (d) preservation of or creation of new public open spaces.

The proposed zoning district would allow for a variety of commercial and residential development options, as well as a lighter industrial option, which may be more appropriate in this particular context.

Staff analyzed characteristics such as historic zoning and land uses, existing site conditions, lot patterns, and general character of the area to determine a more compatible zoning district for the subject property.

The proposed zoning change advances the following goals and objectives of Plan 2040:

- **Community Form Goal 1, Objectives b., c., f.:** The proposed zoning district is compatible with existing characteristics of the neighborhood. The areas surrounding the subject property are located in Traditional Form districts characterized by residential lots and neighborhood serving commercial uses. Future growth and development patterns shall foster health and prosperity for all neighborhoods. The current zoning district permits heavy industrial uses that could adversely affect the health and prosperity of residences who have been disproportionately impacted by industrial expansion. The proposed changes in zoning would promote infill development, revitalization, and adaptive reuse of existing structures and vacant land.
- **Community Form Goal 1, Policies 15 & 16** implores considering the impacts of heavy industry such as potentially nuisance uses and uses with air, noise, and light emissions have on human health, quality of life, and the environment including prevailing meteorological conditions and the potential to transport noxious odors, particulates, and emissions. Special attention should be paid to air and water quality when residences, schools, parks, or vulnerable populations may be impacted and disadvantaged populations shall not be disproportionately impacted.
- **Livability Goal 2** ensures equitable health and safety outcomes for all. The proposed zoning district would remove the potential for more intense industrial redevelopment on properties enveloped by residences. With the change new development would be encouraged that supports compatible uses that do not adversely affect the health and safety outcomes of nearby residences.
- **Housing Goals 1 & 2** call for the promotion of housing options and environments that support aging in place and locating housing within proximity to multi-modal transportation corridors and supportive goods and services. The proposed change in zoning would promote development and redevelopment the property for housing within a zoning district that is more compatible with residential used based on surrounding land uses.
- **Housing Goal 3, Policy 2** discourages displacement of existing residences from their communities. The proposal would help to ensure the property is not redeveloped for potentially noxious industrial uses that result in adverse impacts to existing residences in the community. The proposed zoning change could promote new residential housing that encourages residences to remain in their communities without the potential expansion of higher intensity land uses that could result in displacement.

In December 2023, the Louisville Metro Council adopted the Clifton & Crescent Hill Area Plan as an amendment to Plan 2040 (Ordinance No. 187, Series 2023). The proposed zoning change is in keeping with Objective LU2.6 of this plan, which states “Promote the redevelopment of vacant properties in the neighborhoods.”

### **INTERESTED PARTY COMMENTS & NOTIFICATION**

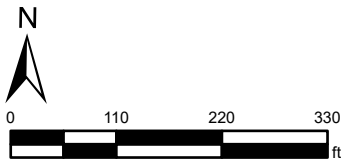
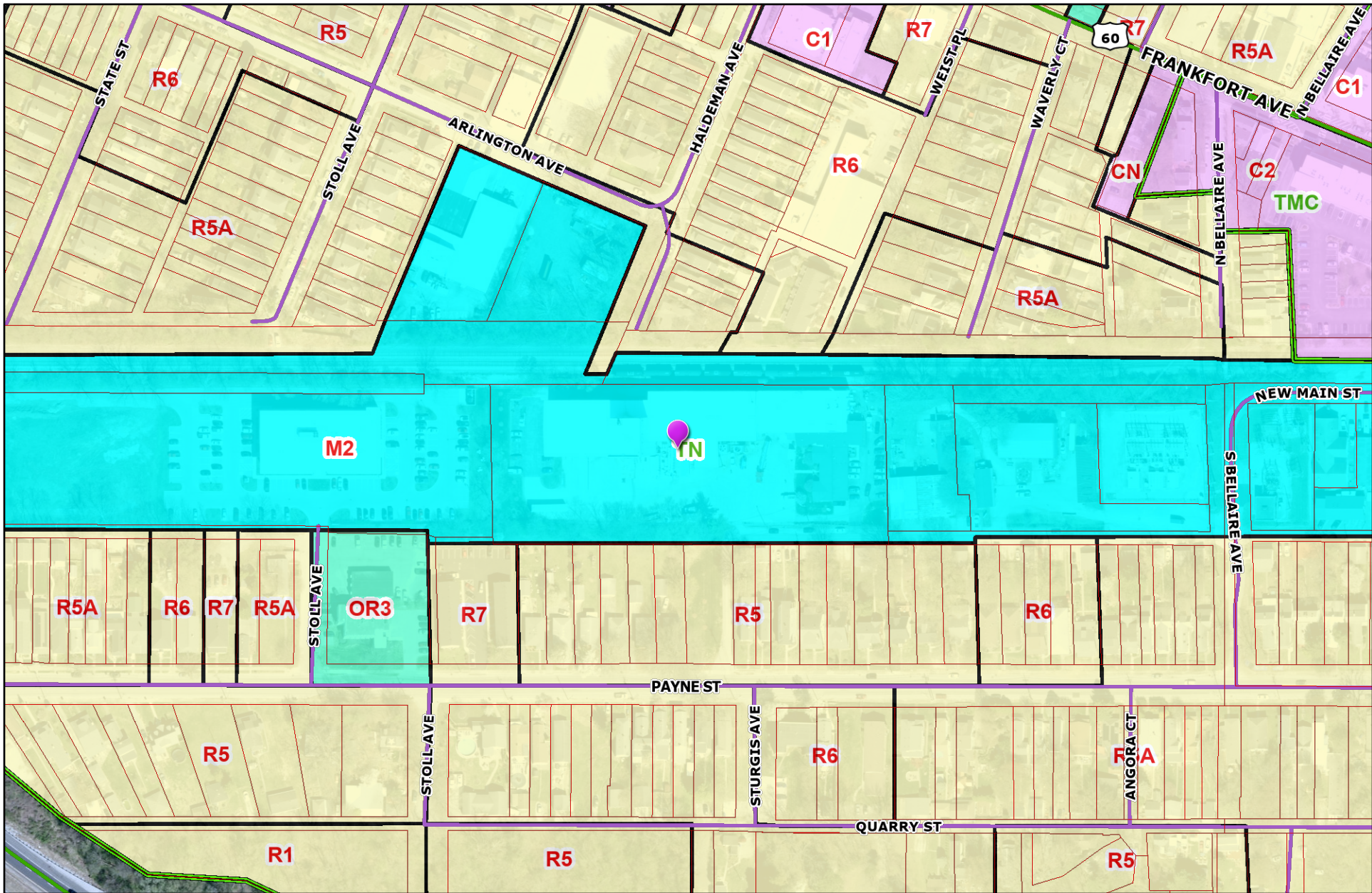
All public comments received at the time of publication of this report have been incorporated into the record and provided to the Planning Commission for review. Notification of the Planning Commission public hearing was sent to first tier adjacent property owners and published in the Courier Journal in accordance with KRS 100. In addition, staff provided electronic notice to those registered neighborhood groups and individuals on the list for electronic notification for development proposals in Metro Council District 9.

### **REQUIRED ACTIONS**

- **RECOMMEND** that the Louisville Metro Council **APPROVE** or **DENY** the Change in Zoning from M-2 Industrial to C-M Commercial Manufacturing

### **ATTACHMENTS**

1. Zoning Map
2. Aerial Map



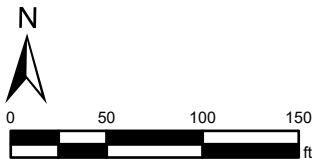
# 26-ZONE-0030: Area Zoning

Thursday, April 2, 2026 | 9:46 AM



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# 26-ZONE-0030: Aerial Photo

Thursday, April 2, 2026 | 9:48 AM



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