Donaghey Avenue Corridor Study

Report on Existing Conditions and Plan for Future Development

Prepared for the City Council and the Citizens of the City of Conway, Arkansas

Conway Planning and Development Department

June 2010

Donaghey Corridor Study

City of Conway, Arkansas
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EXECUTIVE SUMMARY

The Donaghey Corridor Study is the fourth in the Conway Planning and Development Department's series of small-area studies. Prompted by frequent requests from property owners to allow non-residential land uses along Donaghey, the study addresses land use along with design and form, transportation, and—to a lesser extent—historic preservation. Like the previous studies, the Donaghey Corridor Study includes a long-range plan that attempts to strike a sensible balance between aggressive revisioning and pure conservation.

The long-range plan builds upon the City's recent moves into form-based codes by applying the rural-to-urban transect parcel by parcel. The plan introduces urban elements to what is essentially a suburban corridor. Among the urban features highlighted in the plan are:

- Mixed land uses, particularly on Donaghey's west side;
- Shallow setbacks and broad sidewalks to increase walkability, again particularly on the west side; and
- On-street parking to reduce the need for parking lots that separate pedestrians from storefronts.

Recognizing the plan's dependence on the expansion of Donaghey to accommodate on-street parking—a necessary component of an increasingly urbanized street—the study offers an interim land use plan that should remain in place until such time that the long-range plan can be implemented. The interim plan offers a cost-effective means of incremental change to land use patterns and is compatible with both the current Zoning Ordinance and the aims of the long-range plan. Both the interim and long-range plans should help Donaghey smoothly transition into the college entryway and urbanized corridor a street of its history and character is perfectly capable of becoming.

INTRODUCTION

1. Purpose, Organization, and Sources
2. A Note Regarding Costs
3. Delineation of Study Area
4. Existing Plans
5. Historic Structures

1. PURPOSE, ORGANIZATION, AND SOURCES

The purpose of this study is two-fold: 1) to examine existing conditions in the Donaghey Corridor area and 2) to determine a feasible and desirable future development scenario. Since the study is driven primarily by land use concerns, long-term land use is the primary focus of the study. Other issues discussed throughout the study include design and form, transportation and infrastructure, and historic preservation. Some of these issues—particularly transportation and infrastructure—may warrant additional independent study in the future.

The document is divided into three major sections. The first is *Introduction*, which delineates the study area and provides background information. The second is *Analysis*, which identifies existing conditions and offers an overview of the planning process. The third is *The Plan*, which includes land use and design and form standards for the study area. Plan implementation is discussed alongside each component of the plan rather than in a separate section.

Demographic, economic, and housing data were obtained from the U.S. Census Bureau. Parcel information was obtained from the Faulkner County Assessor. Additional data used for mapping was obtained from ESRI and GeoStor. Note that the U.S. Census was last conducted in 2000, which makes the demographic, economic, and housing data cited in the study ten years old. The study should be updated to reflect current conditions when data from the 2010 U.S. Census is released by the U.S. Census Bureau.

2. A NOTE REGARDING COSTS

One of the most frequently asked questions at planning meetings and workshops is *How will you pay for this?* It is important to understand that community planning is incremental in nature; while a long-range plan may appear somewhat overwhelming and costly at first glance, when the plan is correctly viewed as a series of steps that must take place over a number of years, the task seems less daunting.

The long-range plan presented in the third section of this study includes a major street expansion. In fact, the expansion necessarily serves as the catalyst for the remainder of the plan being implemented. Nevertheless, even this important expansion can be undertaken in incremental steps, each of which should independently improve Donaghey Avenue. In today's rapidly changing economy, it would be nearly impossible to estimate the cost of a project that may not see its first stage of implementation for decades. Thus, this study does not veer into costs or fundraising methods. Rather than explaining how to pay for projects that may or not ever occur, this study seeks to answer a different question: *What steps can the City take to make the Donaghey Corridor a more desirable place to live, work, and play?*

3. DELINEATION OF STUDY AREA

The Donaghey Corridor study area is bounded by Prince Street on the north, Davis Street on the east, Dave Ward Drive on the south, and Farris Street on the west. Four U.S. Census Bureau-defined block groups are wholly contained within the boundaries of the study area. Block group 307.006 is bounded by Prince on the north, Davis on the east, Bruce Street on the south, and Donaghey on the west. Block group 309.001 is bounded by Bruce on the north, Davis on the east, Dave Ward on the south, and Donaghey on the west. Block group 308.003 is bounded by Bruce on the north, Donaghey on the east, Dave Ward on the south, and Farris on the west. Block group 308.002 is bounded by Prince on the north, Donaghey on the east, Bruce on the south, and Farris on the west. The study area includes 1,004 tax parcels and encompasses 695.75 acres, exclusive of street right-of-way.

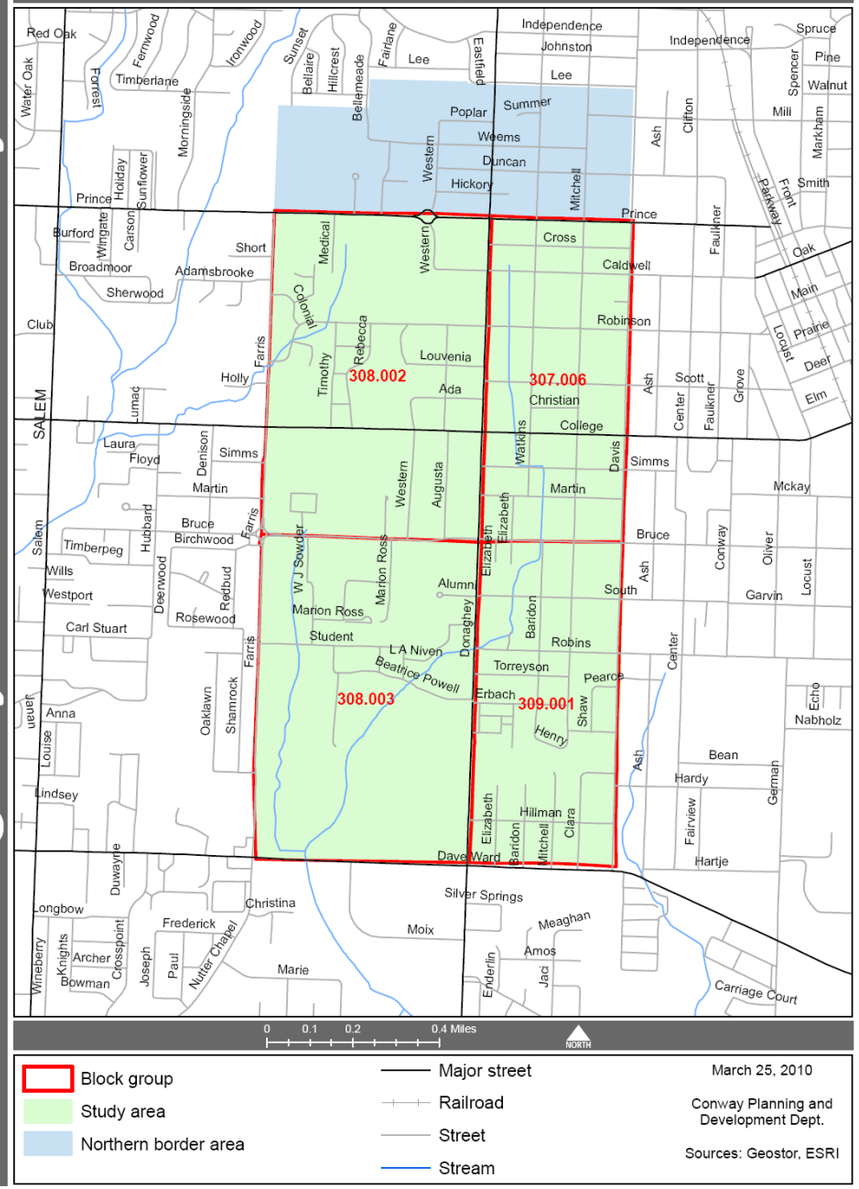
For purposes of long-range planning, a smaller area north of the study area is included in portions of the study; it is referred to throughout the study as the *Northern Border*. This area is bounded roughly by Lee Street on the north, Davis on the east, Prince on the south, and First Presbyterian Church's property on the west. The area includes 234 tax parcels and encompasses 138.19 acres, exclusive of street right-of-way. The *Northern Border* is included in portions of the study due to its adjacency to the critical Prince/ Donaghey intersection. Demographic, income, and housing data for this area are not included in the block group statistical data presented throughout the study.

Donaghey, Prince, and Dave Ward are identified in the City's Comprehensive Plan as major arterials, Caldwell and College as minor arterials, and Farris, Robins, and Davis as collectors. Bruce and Robinson as classified as residential streets, though both are used more heavily than typical residential streets by local drivers.

Map 1

Donaghey Corridor Study

Study Area with Block Groups and Northern Border



4. EXISTING PLANS

The City's Comprehensive Plan, adopted in 2004, sets forth the City's long-range vision of land uses, streets, and community facilities. The Comprehensive Plan is typically revised every ten years to ensure that the plan reflects the community's evolving vision and values. However, since 2008, the Conway Planning and Development Department has engaged the community in occasional visioning exercises, resulting in the rewriting of portions of the Comprehensive Plan. Areas affected by recent rewrites include Old Morrilton Highway (2008), Lower Ridge Road (2008), and the Northeast Old Conway Area (2009). The Comprehensive Plan is scheduled to be reexamined in its entirety in 2014.

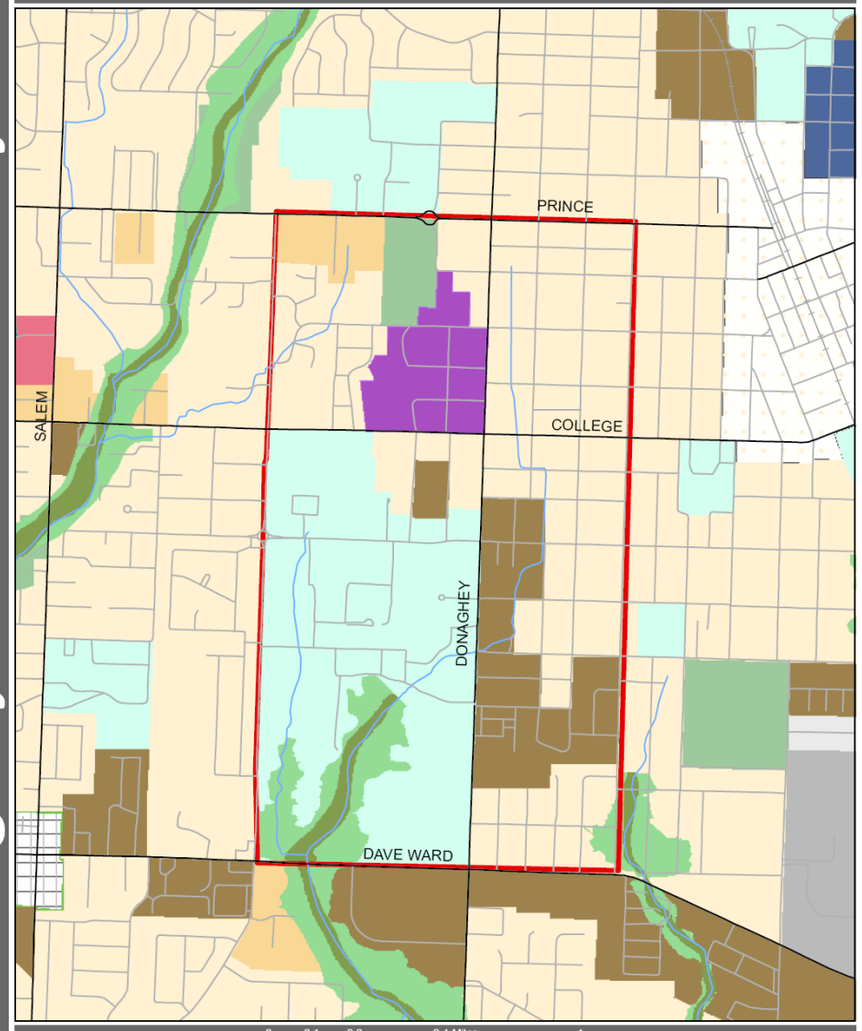
The existing Comprehensive Plan shows a desired mix of single-family residential, multi-family residential, medical, office, and public uses throughout the study area. In most cases, the desired land use pattern set forth in the Comprehensive Plan closely resembles the actual current land use pattern. The Comprehensive Plan calls for no new community facilities or major street improvements within the study area.

The City's Bicycle Master Plan, adopted in 2009, calls for the placement of sharrows on many of the streets within the study area, including Donaghey itself. Sharrows are street markings and/or signs that advise drivers of the presence of bicyclists. The Bicycle Master Plan also calls for sharrows on Caldwell, Robinson, College, Bruce, Robins, Davis, and a portion of Farris. South of College, Farris is designated as a minor bike route.

Map 2

Donaghey Corridor Study

Comprehensive Plan (2004)



5. HISTORIC STRUCTURES

Donaghey is on the far west side of the Old Conway Design Overlay District (OCDOD). The district was created in 2006 as a means to protect and enhance Conway's oldest neighborhoods. Construction and renovation projects within the OCDOD's boundaries are subject to review by the Old Conway Design Review Board. Map 3 shows the boundaries of both the OCDOD and the Robinson Historic District (a separate district governed by the Conway Historic District Commission).

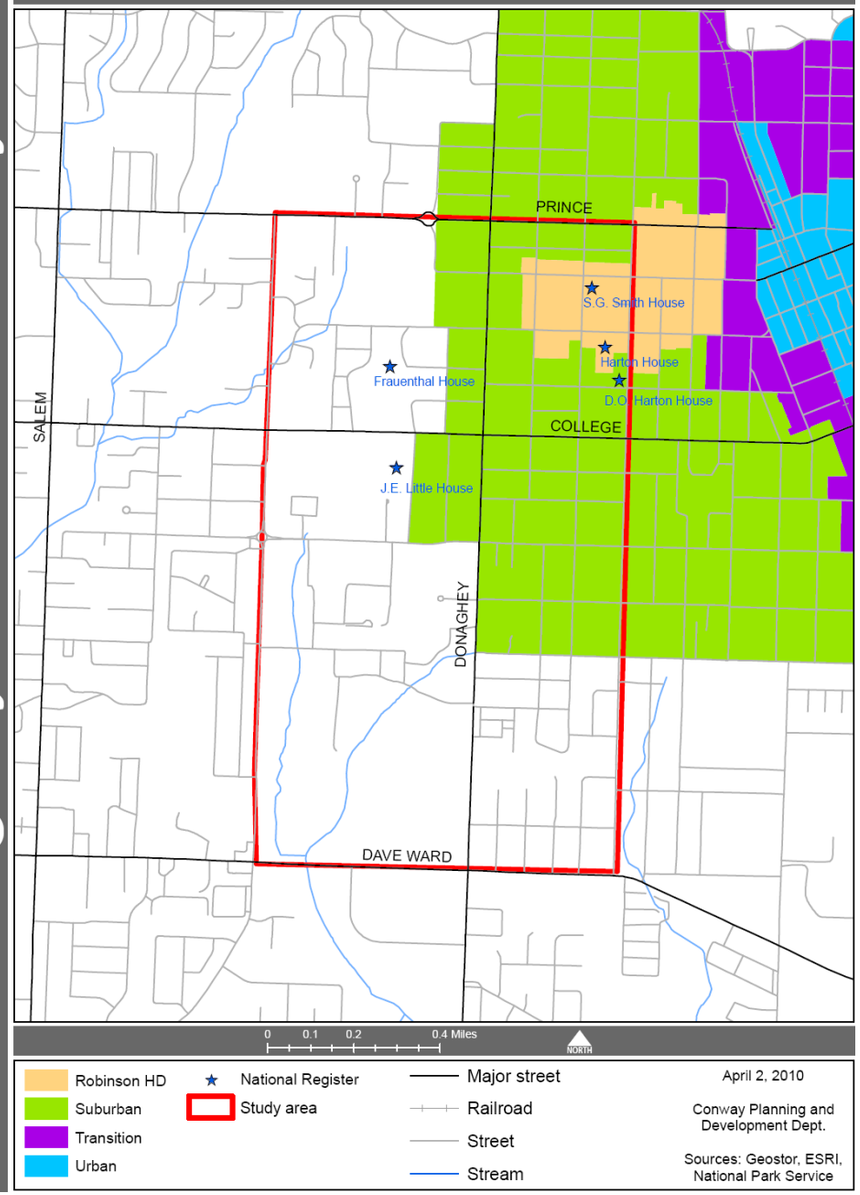
Five structures presently recognized by the National Register of Historic Places are located within the study area. Those are: the Frauenthal House at 631 Western, currently used as office and meeting space by Conway Regional Health System; the Harton House at 1821 Robinson, used as a private residence; the D.O. Harton House at 607 Davis, used as a private residence; the Little House at 427 Western, used as a private residence; and the Smith House at 1837 Caldwell, used as a private residence.

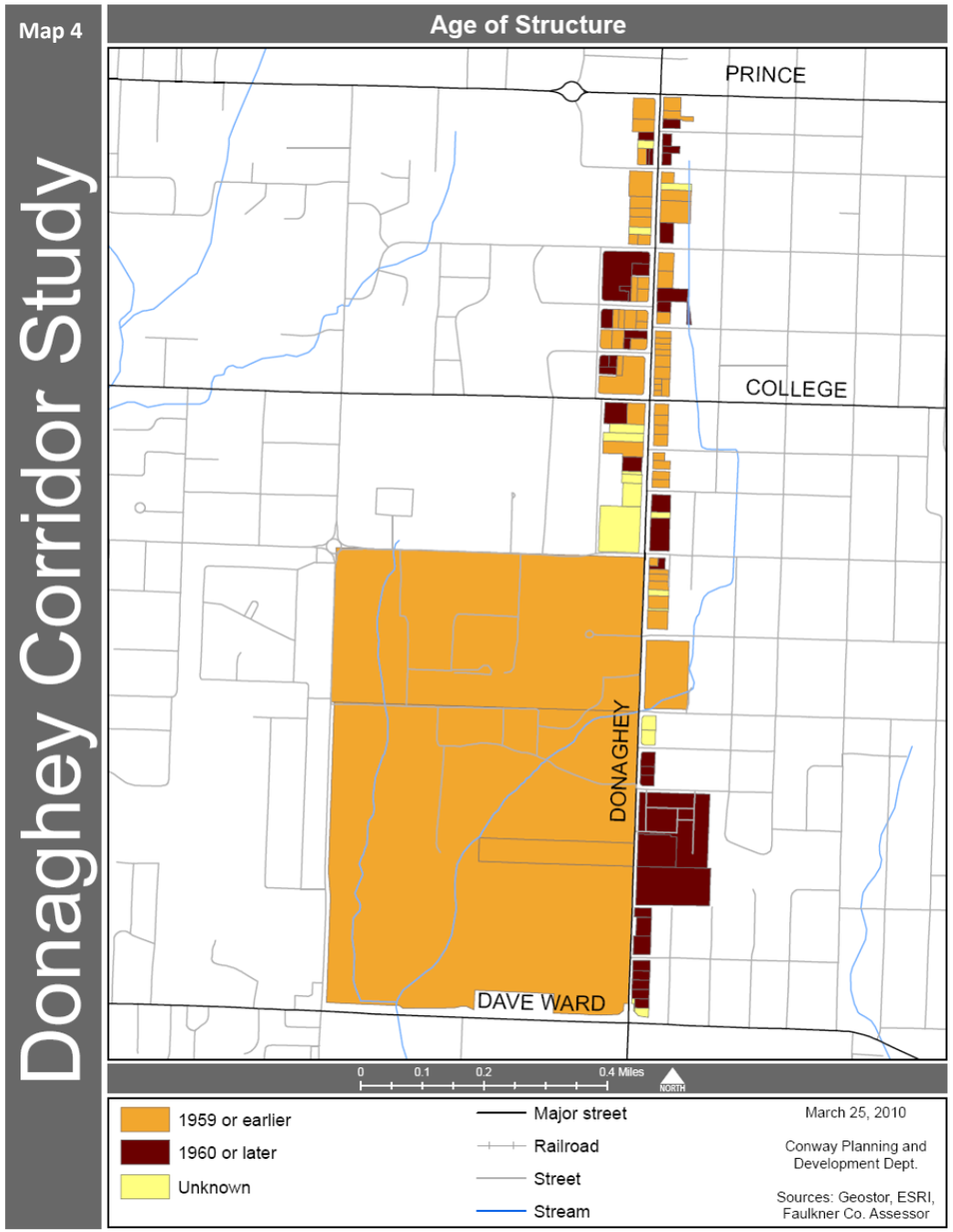
No structures along Donaghey itself are currently listed on the National Register; the former Missionary Baptist Student Fellowship building at 377 Donaghey, built in 1893, is among the oldest and most recognizable structures on Donaghey. Map 4 shows properties along Donaghey that may be considered historic based on being at least 50 years old — the primary criterion of inclusion on the National Register.

Data provided by the Faulkner County Assessor's Office indicates this structure at 377 Donaghey dates to 1893, making it one of Conway's oldest standing structures.

Map 3

Donaghey Corridor Study




Map 4
Donaghey Corridor Study
Age of Structure
PRINCE
COLLEGE
DONAGHEY
DAVE WARD
0
0.1
0.2
0.4 Miles
NORTH
1959 or earlier
1960 or later
Unknown
Major street
Railroad
Street
Stream
March 25, 2010
Conway Planning and Development Dept.
Sources: Geostor, ESRI, Faulkner Co. Assessor

ANALYSIS

6. Statistical Data and Trends
7. Current Zoning and Land Uses
8. Property Ownership
9. Community Facilities
10. Advisory Group
11. Public Participation
12. Major Findings

6. STATISTICAL DATA AND TRENDS

Because this study was conducted at the end of a Census cycle, a portion of the statistical data gathered from the U.S. Census Bureau is somewhat outdated and may not be reliable. However, since the study area was already mostly developed prior to the 2000 Census, less-detailed data sets—such as total population and households—likely changed little between 2000 and 2010. Chart 1 compares selected demographic, income, and housing data for each of the four block groups included in the study area.

- Demographics. Between 1990 and 2000, the study area saw a two percent increase in population, mostly due to growth in block group 308.003, which includes the University of Central Arkansas campus. Three of the four block groups saw growth in the 18-24 age group, while the age 55 and older population decreased in all four block groups. In fact, the 55-64 age group saw the largest decrease (35.5 percent) of any of the age groups examined in the study area. The crucial 25-34 age group decreased in three block groups for an overall decrease of 10.4 percent. The white population decreased by nearly eight percent, while the African-American population increased by 20.7 percent; Hispanics saw major gains in three of the block groups, but still make up less than two percent of the study area's total population.

- Income. Inflation-adjusted income decreased between 1990 and 2000 in all four block groups, most dramatically in block group 308.003.

- Housing. Between 1990 and 2000, owner-occupancy decreased by nearly 20 percent. Additionally, the vacancy rate grew by nearly 31 percent, though vacant units account for only 1.7 percent of total units, well below the three to five percent that is generally considered healthy.

Chart 1: Statistical Data

Donaghey Corridor Statistical Data by Block Group

Sources: U.S. Census Bureau, ESRI

	308.002	308.003	307.006	309.001	Total Primary
POPULATION					
Population, 2000	825	1,864	984	1,150	4,823
Population, 1990	883	1,609	903	1,328	4,723
Change, Population, 1990-2000	-58 *-6.6%*	255 *15.8%*	81 *9.0%*	-178 *-13.4%*	100 *2.1%*
GROUP QUARTERS POPULATION					
Group quarters, 2000	57	1,858	24	0	1,939
Group quarters, 1990	0	1,526	34	0	1,560
Change, Group quarters, 1990-2000	57 *	332 *21.8%*	-10 *-29.4%*	0 *0.0%*	379 *24.3%*
HOUSEHOLDS					
Households, 2000	355	4	453	548	1,360
Households, 1990	413	35	424	571	1,443
Change, Households, 1990-2000	-58 *-14.0%*	-31 *-88.6%*	29 *6.8%*	-23 *-4.0%*	-83 *-5.8%*
PERSONS PER HOUSEHOLD					
Persons per household, 2000	2.16	1.50	2.12	2.10	2.12
Persons per household, 1990	2.14	2.37	2.05	2.33	2.19
Change, Persons/HH, 1990-2000	0.03 *1.2%*	-0.87 *-36.7%*	0.07 *3.4%*	-0.23 *-9.8%*	-0.07 *-3.3%*
AGE GROUPS					
0-17, 2000	142	4	147	268	561
18-24, 2000	273	1,829	349	407	2,858
25-34, 2000	118	23	155	169	465
35-54, 2000	116	6	167	167	456
55-64, 2000	45	1	50	46	142
65+, 2000	131	1	116	93	341
0-17, 1990	132	27	129	320	608
18-24, 1990	240	1,510	254	468	2,472
25-34, 1990	113	42	173	191	519
35-54, 1990	137	19	136	184	476
55-64, 1990	80	5	73	62	220
65+, 1990	181	6	138	103	428

Chart 1 (continued)

	308.002	308.003	307.006	309.001	Total Primary
Change, 0-17, 1990-2000	10 *7.6%*	-23 *-85.2%*	18 *14.0%*	-52 *-16.3%*	-47 *-7.7%*
Change, 18-24, 1990-2000	33 *13.8%*	319 *21.1%*	95 *37.4%*	-61 *-13.0%*	386 *15.6%*
Change, 25-34, 1990-2000	5 *4.4%*	-19 *-45.2%*	-18 *-10.4%*	-22 *-11.5%*	-54 *-10.4%*
Change, 35-54, 1990-2000	-21 *-15.3%*	-13 *-68.4%*	31 *22.8%*	-17 *-9.2%*	-20 *-4.2%*
Change, 55-64, 1990-2000	-35 *-43.8%*	-4 *-80.0%*	-23 *-31.5%*	-16 *-25.8%*	-78 *-35.5%*
Change, 65+, 1990-2000	-50 *-27.6%*	-5 *-83.3%*	-22 *-15.9%*	-10 *-9.7%*	-87 *-20.3%*
Median age, 2000	28.2	19.7	25.1	23.8	
Median age, 1990	24.9	19.8	24.9	23.0	
Change, median age, 1990-2000	3.3	-0.1	0.2	0.8	
RACE/ETHNICITY					
White, 2000	652	1,422	821	793	3,688
African-American, 2000	84	345	67	286	782
Other, 2000	89	97	96	71	353
Hispanic Ethnicity, 2000	35	19	20	18	92
White, 1990	847	1,159	842	1,158	4,006
African-American, 1990	23	432	48	145	648
Other, 1990	13	18	13	25	69
Hispanic Ethnicity, 1990	4	11	5	18	38
Change, White, 1990-2000	-195 *-23.0%*	263 *22.7%*	-21 *-2.5%*	-365 *-31.5%*	-318 *-7.9%*
Change, African-American, 1990-2000	61 *265.2%*	-87 *-20.1%*	19 *39.6%*	141 *97.2%*	134 *20.7%*
Change, Other, 1990-2000	76 *584.6%*	79 *438.9%*	83 *638.5%*	46 *184.0%*	284 *411.6%*
Change, Hispanic Ethnicity, 1990-2000	31 *775.0%*	8 *72.7%*	15 *300.0%*	0 *0.0%*	54 *142.1%*
SEX					
Females, 2000	407	1,148	499	608	2,662
Males, 2000	418	716	485	542	2,161
Females, 1990	469	966	503	725	2,663
Males, 1990	414	643	400	603	2,060
Change, Females, 1990-2000	-62 *-13.2%*	182 *18.8%*	-4 *-0.8%*	-117 *-16.1%*	-1 *0.0%*
Change, Males, 1990-2000	4 *1.0%*	73 *11.4%*	85 *21.3%*	-61 *-10.1%*	101 *4.9%*

Chart 1 (continued)

	308.002	308.003	307.006	309.001	Total Primary
INCOME					
Median household income, 1999	$25,511	$6,875	$21,000	$14,679	
Inflation-adjusted (to 2010), 1999	$33,181	$8,942	$27,313	$19,092	
Median household income, 1989	$21,094	$45,200	$20,221	$14,490	
Inflation-adjusted (to 2010), 1989	$36,861	$78,986	$35,336	$25,321	
Change, Infl-adj income, 1989-1999	-$3,680 *-10.0%*	-$70,044 *-88.7%*	-$8,023 *-22.7%*	-$6,229 *-24.6%*	
TENURE					
Total units, 2000	380	5	486	595	1,466
Renter-occupied, 2000	205	4	282	432	923
Owner-occupied, 2000	150	0	171	116	437
Vacant, 2000	25	1	33	47	106
Total units, 1990	425	42	441	616	1,524
Renter-occupied, 1990	193	30	239	438	900
Owner-occupied, 1990	220	5	185	133	543
Vacant, 1990	12	7	17	45	81
Change, Total units, 1990-2000	-45 *-10.6%*	-37 *-88.1%*	45 *10.2%*	-21 *-3.4%*	-58 *-3.8%*
Change, Renter-occupied, 1990-2000	12 *6.2%*	-26 *-86.7%*	43 *18.0%*	-6 *-1.4%*	23 *2.6%*
Change, Owner-occupied, 1990-2000	-70 *-31.8%*	-5 *-100.0%*	-14 *-7.6%*	-17 *-12.8%*	-106 *-19.5%*
Change Vacant, 1990-2000	13 *108.3%*	-6 *-85.7%*	16 *94.1%*	2 *4.4%*	25 *30.9%*
MEDIAN RENT / HOME VALUE					
Median rent, 1999	$423	$0	$355	$371	
Inflation-adjusted (to 2010), 1999	$550	$0	$462	$483	
Median home value, 1999	$76,100	$0	$99,400	$78,300	
Inflation-adjusted (to 2010), 1999	$98,979	$0	$129,284	$101,840	
Median rent, 1989	$281	$188	$269	$292	
Inflation-adjusted (to 2010), 1989	$491	$328	$470	$510	
Median home value, 1989	$65,200	$87,500	$51,400	$64,600	
Inflation-adjusted (to 2010), 1989	$113,935	$152,904	$89,820	$112,887	
Change, Infl-adj rent, 1989-1999	$59 *12.0%*	-$328 *-100.0%*	-$8 *-1.7%*	-$27 *-5.3%*	
Change, Infl-adj home value, 1989-1999	-$14,956 *-13.1%*	-$152,904 *-100.0%*	$39,464 *43.9%*	-$11,047 *-9.8%*	

7. CURRENT ZONING AND LAND USES

Current zoning in the area ranges from single-family residential (R-1) to neighborhood commercial (C-2). As indicated on Map 5, institutional zoning (S-1) accounts for a large portion of the study area. The University of Central Arkansas and Conway Regional Health Center own multiple properties with institutional zoning. Donaghey itself is lined by relatively few zoning districts. On the east side of Donaghey, zoning is a mix of R-1 and two-family residential (R-2A) from Prince to Martin Street. Between Martin and Dave Ward, the east side of Donaghey is zoned mostly high-density multi-family (MF-3), though the southernmost portion nearest Dave Ward has a mix of quiet office (O-2) and R-1 zoning.

On the west side of Donaghey, zoning is mostly R-2A from Prince to Robinson, with the notable exception of Stoby's Restaurant at the northwest corner of Donaghey and Robinson, which is zoned O-2. South of Robinson, zoning becomes mixed, blending R-2A, R-2, MF-3, and S-1.

The lack of a cohesive zoning scheme is a major driving force behind this study. Typically, major arterials are suitable for office, commercial, and higher-density residential uses. Hogan Lane, Dave Ward Drive, and Oak Street are examples of major arterials with such uses. Traffic volume, speed of traffic, and the accompanying loss of neighborhood identity are frequently cited as reasons for the lack of single-family residential zoning on major arterials.

Donaghey is unique among Conway's major arterials in that it has maintained a single-family residential character in spite of its status as a major arterial. However, there are distinct differences between zoning and land uses on the west and east sides of Donaghey. On the west side, City leaders have been more willing to allow non-residential uses; currently, an insurance office, two restaurants, and a physician's office are among the non-residential uses on the west side of Donaghey. South of College, the west side of Donaghey is almost entirely lined by UCA and its institutional (S-1) zone. The east side, on the other hand, has retained its residential character with few exceptions; most of those exceptions are south of Bruce.

Map 5

Donaghey Corridor Study

Current Zoning, Study Area and Northern Border

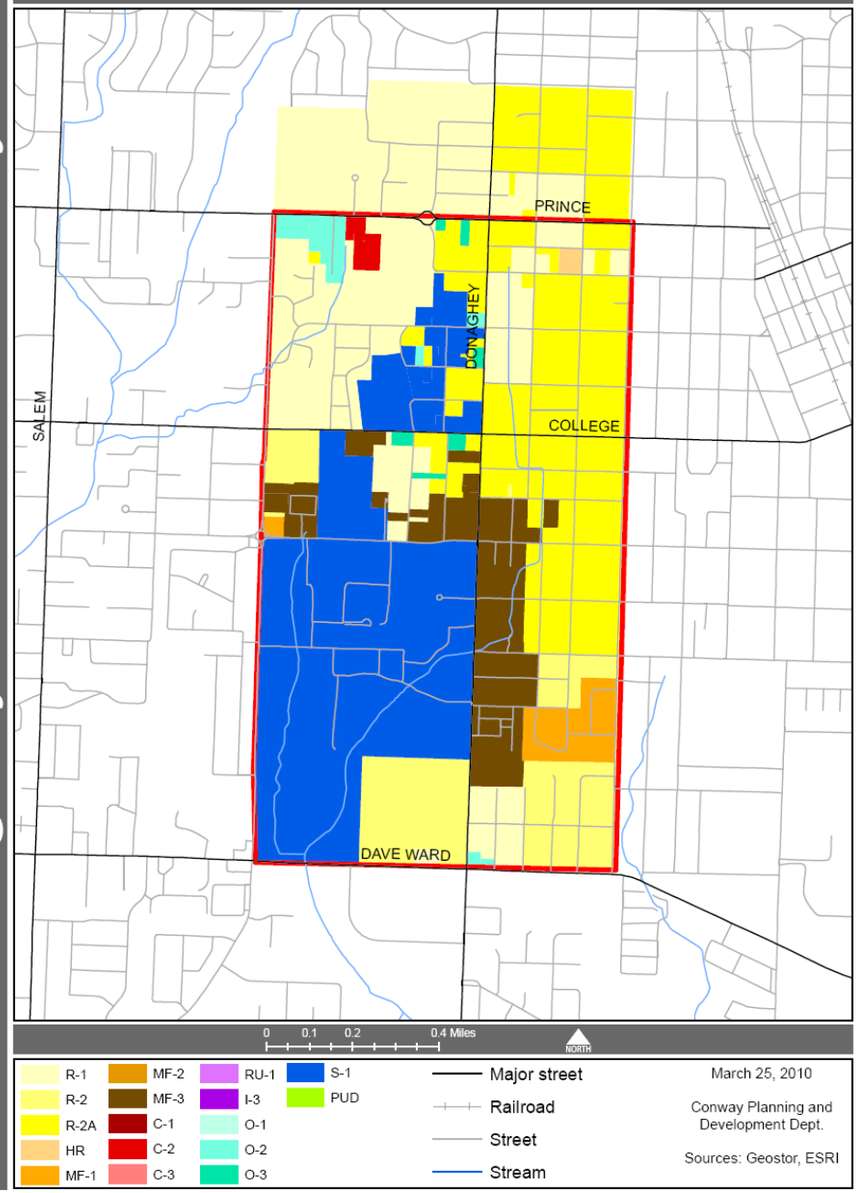
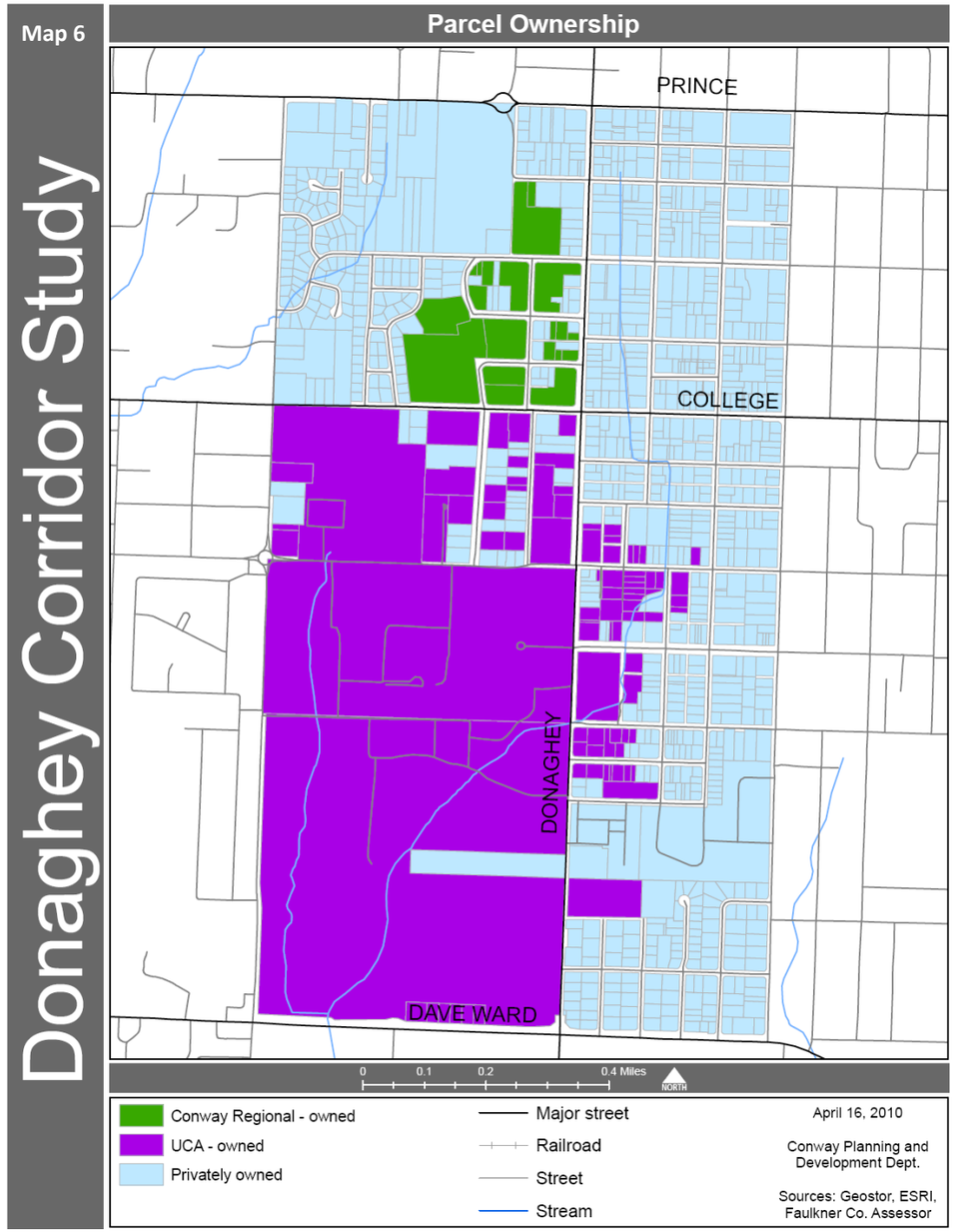


Chart 2: Zoning Categories

Conway's Existing Zoning Categories		
Code	**Category**	**Description**
R-1	One-family residential	Quiet, low-density areas for single-family living; no commercial or industrial
R-2A	Two-family residential	Duplexes allowed where appropriate; no commercial or industrial
R-2	Low density residential	Same restrictions as R-2A with slightly higher population density allowed
SR	Suburban residential	Quiet, large lot areas for single-family living; no commercial or industrial
MF-1	Multi-family (lowest density)	Up to 12 units per acre
MF-2	Multi-family (mid density)	Up to 18 units per acre
MF-3	Multi-family (highest density)	Up to 24 units per acre
RMH	Mobile home	Rental park settings or ownership-based subdivisions
HR	Historic residential	Low-density residential housing in historical context of neighborhood
C-1	Central business district	Concentrated commercial core
C-2	Neighborhood commercial	Retail trade and personal services for nearby neighborhoods
C-3	Highway service and open display	Groupings of facilities to serve persons traveling by automobiles
O-1	General office	Offices with large lots, low-intensity land uses, and park-type setting
O-2	Quiet office	Older structures converted to office use; close to residential areas
O-3	Restricted office	Older structures converted to office use; close to residential and nonresidential
I-1	Intermediate industrial	Wholesaling, storage, packaging, distribution, assembly, and light manufacturing
RU-1	Restricted use	Clean and quiet manufacturing industries
I-3	Intensive industrial	Manufacturing activities objectionable to business and residential uses
A-1	Agricultural	Agricultural lands and undeveloped areas protected from intensive uses
S-1	Institutional	Large developments involving schools, churches, and other institutional uses
PUD	Planned unit development	Context-sensitive developments requiring non-traditional zoning
SP	Specific plan	Individualized zoning for City-initiated projects

8. PROPERTY OWNERSHIP

Approximately one-half of the acreage in the study area is owned by two entities, the University of Central Arkansas (UCA) and Conway Regional Health System. In fact, UCA alone owns 315.30 acres, which is 45.3 percent of the study area's total acreage (excluding street right-of-way). UCA owns property in all four block groups. Conway Regional's property is wholly contained within the northwestern quadrant of the study area (Block Group 308.002). Both UCA and Conway Regional own parcels that front Donaghey. The remaining parcels within the study area are mostly individually owned, though several entities—including Conway Public Schools and Conway Housing Authority—own large, concentrated tracts of land within the study area.



9. COMMUNITY FACILITIES

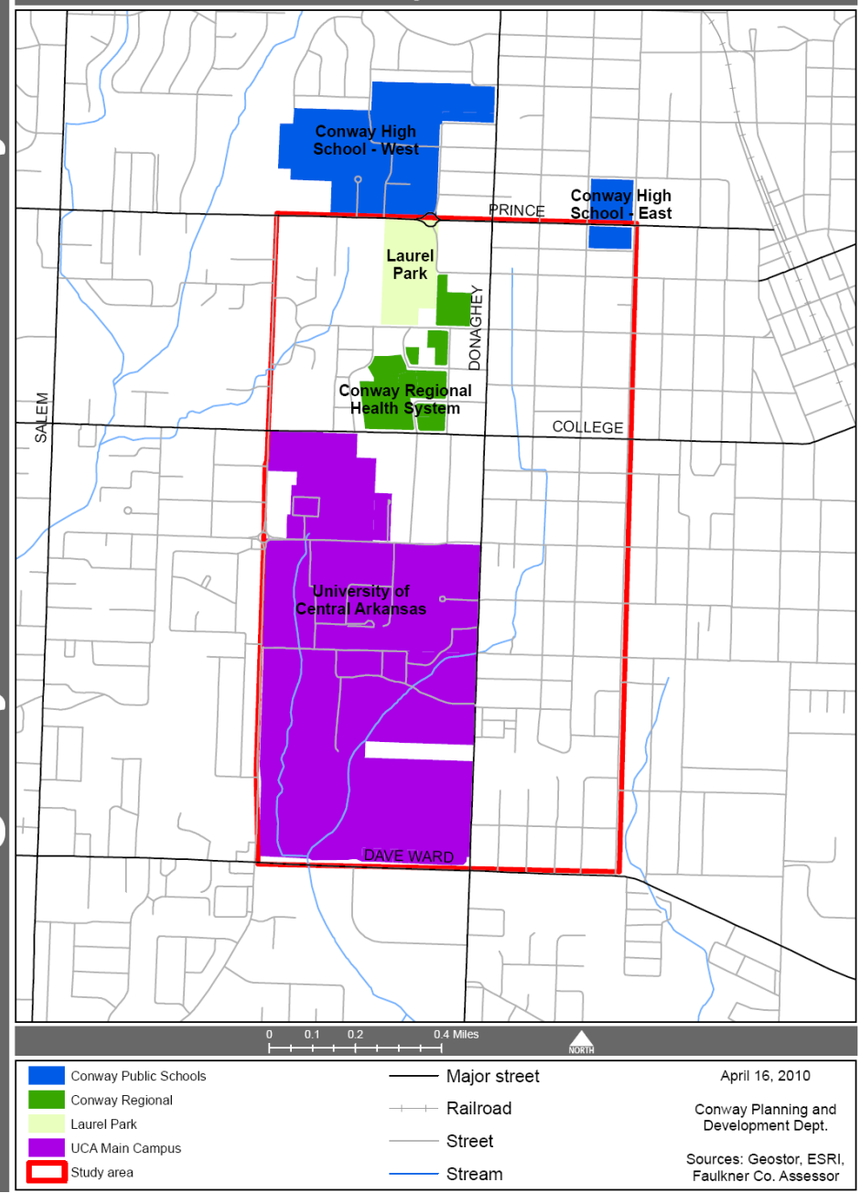
The study area is rich in community facilities. On the northeast corner of the study area is the east campus of Conway High School, while the west campus is to the northwest of the study area in the *Northern Border* area. Laurel Park, an 18.5-acre park operated by the Conway Parks and Recreation Department, is located one block east of Donaghey and takes up two city blocks; the park offers tennis courts, basketball courts, a walking/jogging track, a playground, and covered pavilion. The University of Central Arkansas (UCA) campus consumes a large portion of the study area; its main campus is bounded by College on the north, Donaghey on the east, Dave Ward on the south, and Farris on the west. The Conway Regional Health System campus, which includes a hospital and several satellite clinics and office buildings, is mostly located within the study area. Marginal community facilities include First United Methodist Church, St. Peter's Episcopal Church, and several smaller churches scattered throughout the study area. Clearly, the Donaghey Corridor's importance extends beyond that of a typical city street. The corridor is—in terms of community facilities—perhaps the most important stretch of road in Faulkner County.

Row of trees planted in 1946 as a memorial to UCA alumni who died in World War II.

Information provided by Judy Corcoran, UCA.

Map 7

Donaghey Corridor Study



10. ADVISORY GROUP

In October 2009, the Conway Planning and Development Department invited representatives from several City departments, community organizations, businesses, and affected neighborhoods to participate in a visioning session for the Donaghey Corridor. Attendees at the session offered their own ideas about the Donaghey Corridor's future and discussed the area's strengths, weaknesses, and possible impediments to future development. Following the group's initial meeting, Planning and Development Department staff began work on this study.

The Advisory Group noted two particular areas that could serve as models for Donaghey: Five Points in Athens, Georgia, and St. Charles Avenue in New Orleans. Additional models considered by Planning and Development staff included Hillcrest in Little Rock and Magazine Street in New Orleans. While each of these four neighborhoods have their own character and are unique to their own cities, in a follow-up meeting, the Advisory Group noted that all four shared several characteristics:

- They all include a broad mix of land uses ranging from single-family homes and apartment buildings to restaurants, retail stores, and churches.
- They all include sidewalks on both sides of the street.
- They all include on-street parking at least intermittently on at least one side of the street.
- They all include an abundance of street trees.

Most Advisory Group members agreed that a mix of uses, a walkable street, and an aesthetically-pleasing streetscape could foster both a livable neighborhood and a lively street scene appropriate for a major street adjacent to a college campus. Two major concerns were raised by Advisory Group members during discussion about such a conversion. First, Donaghey's proximity to the hospital makes it a primary thoroughfare for emergency vehicles and others seeking emergency medical services; any increase in traffic volume or slowing of traffic could hamper emergency access. Second, sewer and water lines run directly beneath Donaghey, meaning that any street expansion could necessitate a costly move of these lines. The Planning and Development Department remained mindful of these concerns throughout the planning process.

The Planning and Development Department is grateful for the Advisory Group's participation in the planning process and willingness to offer guidance and subject matter expertise throughout the process. Advisory Group participants included representatives from the following agencies, organizations, and groups:

Mayor's Office
City Council
Conway Downtown Partnership
Planning Commission
Conway Street Department
Donaghey Business Owners
Donaghey Property Owners and Residents
Conway Regional Health System
Conway Advocates for Bicycling
Bicycle Advisory Board
Conway Area Chamber of Commerce
Conway Development Corporation
Historic District Commission
University of Central Arkansas

11. PUBLIC PARTICIPATION

Public participation in the formation of this study was facilitated through two primary means: 1) individual—sometimes informal—meetings between Planning and Development Department staff and stakeholders and 2) a public meeting conducted by Planning and Development Department staff. The public meeting was held at the District Court building on Monday, June 11, 2010. Among the 23 attendees were three Planning and Development Department staff members, three City Council members, and representatives of the University of Central Arkansas, the Conway Bicycle Advisory Board, the Conway Historic District Commission, Conway Corporation, and the Conway Downtown Partnership. Planning and Development Department staff presented an overview of form-based planning and a series of maps showing how parcels would be affected by the proposed plan. Staff and attendees interacted throughout the presentation, exchanging ideas and posing and answering questions. Changes in land use patterns appeared to garner positive reactions, while changes to the transportation network were met with some degree of skepticism. Attendees who questioned the transportation changes focused primarily on cost and perceived negative effects on traffic flow. Their concerns clearly echo a notion presented in the first chapter of this study: Big ideas warrant scrutiny, multiple layers of research, and frequent review by decision-makers, planners, and the public. As staff stated at the public meeting, the proposed long-range plan will need to be reviewed and updated regularly to reflect economic realities and changes in community values.

Attendees gather for the Donaghey Avenue Area Study Public Meeting at the District Court building.

12. MAJOR FINDINGS

Based on Advisory Group feedback, input from others involved in community and economic development, and internal experience and expertise, the Planning and Development Department makes the following findings:

- The current zoning scheme for the Donaghey Corridor is neither sustainable nor practical in the long run. Donaghey's historic character and diversity of building types, setbacks, and lot sizes require a zoning approach that extends beyond land use controls and includes design and form controls.

- The pattern of land uses throughout the Donaghey Corridor and particularly on the west side of Donaghey demonstrates a demand within the community for a broad mix of allowable uses, including office, commercial, institutional, and residential.

- The Donaghey Corridor and the entire study area lack the necessary components of a safe and efficient pedestrian system; these components include broad sidewalks and sufficient buffering between sidewalks and automobile traffic. The lack of adequate pedestrian access hinders the formation of a shared sense of place within the Corridor. This is in spite of the fact that the Corridor is rich in community facilities, including a college campus and large community park.

- Outright rezoning without protective measures in place threatens historic structures.

- Bicycle traffic is threatened by the lack of adequate bicycle facilities and/or on-street markings.

These findings provide the stimulus for the formation of goals and objectives, which, in turn, provide the stimulus for the Donaghey Corridor long-range plan.

THE PLAN

13. GOALS, OBJECTIVES, AND ACTION ITEMS

G1 Land uses in the Donaghey Corridor will be both mixed and compatible, while contributing to a lively urban atmosphere.
- O1 Create a lot-by-lot specific plan for the Donaghey corridor
  - A1 Create an interim land use scheme to accommodate mixed land uses while a transect plan is studied and put into place
  - A2 Create a long-range plan for the Donaghey corridor which includes allowable land uses
  - A3 Identify the threshold that separates the interim scheme from the long-range plan
- O2 Include measures that protect existing single-family housing where desirable
  - A1 Identify homes on Donaghey that are part of nearby neighborhoods
  - A2 Ensure appropriate buffers between single-family housing and higher density, more active uses

G2 The Donaghey Corridor will have its own design and form standards, which contribute to a cohesive, seamless built environment
- O1 Create specific building design / form standards
  - A1 Identify appropriate transect zones
  - A2 Set specific standards for each transect zone
- O2 Identify areas appropriate for increased density
  - A1 Alter setback requirements based on transect zone
  - A2 Ease restrictions on height and density in accordance with transect
- O3 Increase ways to reduce parking surfaces

G3 The Donaghey Corridor will be a safe and efficient means of transportation for drivers, bicyclists, and pedestrians and will have on-street parking for its residents and visitors.
- O1 Identify ways to keep traffic moving safely and efficiently
  - A1 Illustrate appropriate sidewalk locations and widths
  - A2 Identify streets appropriate for sharrows in accordance with Bicycle Master Plan
- O2 Increase on-street parking options
  - A1 Identify cross-streets appropriate for on-street parking
  - A2 Determine necessary infrastructure changes necessary for Donaghey on-street parking
- O3 Protect Conway Regional access
  - A1 Consider alternative routes to Conway Regional

G4 Historic structures throughout the Donaghey Corridor will be preserved and enhanced, bringing new life to Donaghey while upholding the Corridor's unique character.
- O1 Encourage preservation of historic structures
  - A1 Identify historic structures throughout the Corridor
  - A2 Support property owners interested in listing with the National Register
  - A3 Identify National Register sites prominently
- O2 Spotlight Donaghey / Conway history
  - A1 Delineate corridor with prominent signage
  - A2 Encourage locally-owned businesses

14. THE RURAL-TO-URBAN TRANSECT

Note: Parts of the following text are shared with the *Northeast Old Conway Area Study*

Conway follows a traditional Euclidean zoning model whereby land uses are segregated into geographic districts, and limitations are placed on the magnitude of the allowed development activities within each district. Locally, land use is divided into several major categories such as residential, commercial, office, and industrial with little—if any—regard to form; those land use categories are then divided into subcategories based on the intensity of the land use (e.g. residential is divided into single-family, duplex, multi-family, etc.) While Euclidean zoning is easily implementable and more familiar than other zoning models, it offers little flexibility and often prevents creative and desirable development patterns. In 2007, the City of Conway and Hendrix College worked with the planning firm Duany Plater-Zyberk to create a master plan for The Village at Hendrix, Conway's first entry into form-based codes, a non-Euclidean model. The Village at Hendrix, which is under construction, will be a new urbanist, mixed-use development north of the Pine Street neighborhood; the development will include an eclectic mix of single-family housing, multi-family housing, live-work units, retail, restaurants, and civic uses. Neighborhoods such as The Village at Hendrix have found success across the U.S. Prominent examples include Seaside, Florida, and Harbor Town in Memphis, Tennessee.

The *Donaghey Corridor Study* utilizes a form-based model called the rural-to-urban transect to delineate desired transitions in form among the neighborhood's major areas. Image 2.1 shows how the rural-to-urban transect advances from T1 (natural zone) to T6 (urban core) based on the built environment. The rural-to-urban transect was popularized by architect Andres Duany, who is recognized as a leader in both the SmartGrowth and new urbanist movements. SmartGrowth is a growth management strategy that incorporates both design and policy as means to achieve a more sustainable and compact built form. New urbanism is an urban design model that emphasizes compact built form by encouraging denser, walkable, mixed-use neighborhoods with a range of services, amenities, and housing options.

This study utilizes a series of charts from SmartCode Version 9.2, an open-source guide to transect-based development standards. In some cases, the charts have been calibrated to better fit the context of the Donaghey Corridor. Though the rural-to-urban transect focuses largely on form and design, land use is an important component. Smart Code Version 9.2 includes charts of land uses allowed within each of the transect zones. Regardless of form, certain functions are simply incompatible with others (e.g. heavy industry and single-family residential).

The two most relevant zones for this study are the T-3 sub-urban zone and the T-4 transition zone. Charts 4 and 5 show general standards for these two zones, both of which will be discussed in greater detail in the following sections.

Chart 3: The Rural-to-Urban Transect

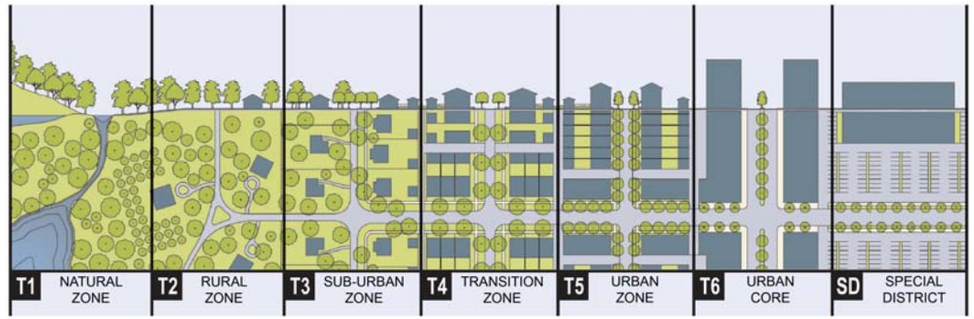
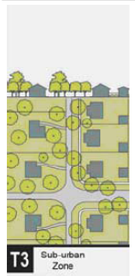


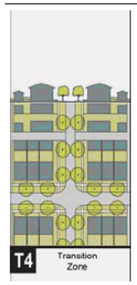
Chart 4: The T-3 Sub-urban Zone



The T-3 Sub-Urban Zone consists of low density residential areas, adjacent to higher zones that allow some mixed use. Home occupations and outbuildings are allowed. Planting is naturalistic and setbacks are relatively deep. Blocks may be large and the roads irregular to accommodate natural conditions.

General Character:	Lawns and landscaped yards surrounding detached single-family houses; pedestrians occasionally
Building Placement:	Large and variable front and side yard setbacks
Frontage Types:	Porches, fences, and naturalistic tree planting
Typical Building Height:	1 to 2-story with some 3-story
Type of Civic Space:	Parks, greenways

Chart 5: The T-4 Transition Zone



The T-4 Transition Zone consists of a mixed use but primarily residential urban fabric. It may have a wide range of buildings types: single, sideyard, and rowhouses. Setbacks and landscaping are variable. Streets with curbs and sidewalks define medium-sized blocks.

General Character:	Mix of houses, townhouses, and small apartment buildings with scattered commercial activity; balance between landscaping and buildings; presence of pedestrians
Building Placement:	Shallow to medium front and side yard setbacks
Frontage Types:	Porches, fences, dooryards
Typical Building Height:	2 to 3-story with a few taller mixed use buildings
Type of Civic Space:	Squares, greens

15. TRANSECT TERMINOLOGY

For purposes of this study, standards for transect zones are grouped into seven categories: building function, building configuration, lot occupation, building disposition, setbacks, private frontages, and parking provisions.

- *Building function* is closely related to land use and refers to the activities allowed to take place within a building in a particular zone. Major groupings of building functions include residential, lodging, office, and retail.

- *Building configuration* typically refers to building height, expressed either in feet or number of stories.

- *Lot occupation* refers to the width of the lot at the building line and the percentage of the lot that may be covered by impervious surfaces such as buildings, driveways, and concrete patios.

- *Building disposition* refers to the type of yard allowed within the zone.

- *Setback* refers to the placement of a structure on a lot and how the structure relates physically to the street and surrounding lots. Every lot in every transect zone includes front, rear, and side setback standards for both principal structures and outbuildings. Setbacks may be expressed either in feet or in comparative terms. Chart 6 provides illustrations of various setback types.

- *Private frontage* refers to the façade of the structure facing the street. Chart 7 shows various frontage types.

- *Parking provision* refers to the number of necessary parking spaces for a particular function and the placement of parking spaces.

Chart 8 shows various street configurations appropriate for the T-3 and T-4 zones. The land use charts and zoning standards charts in the following sections are tailored for the Donaghey Corridor study area.

Chart 6: Setback Types

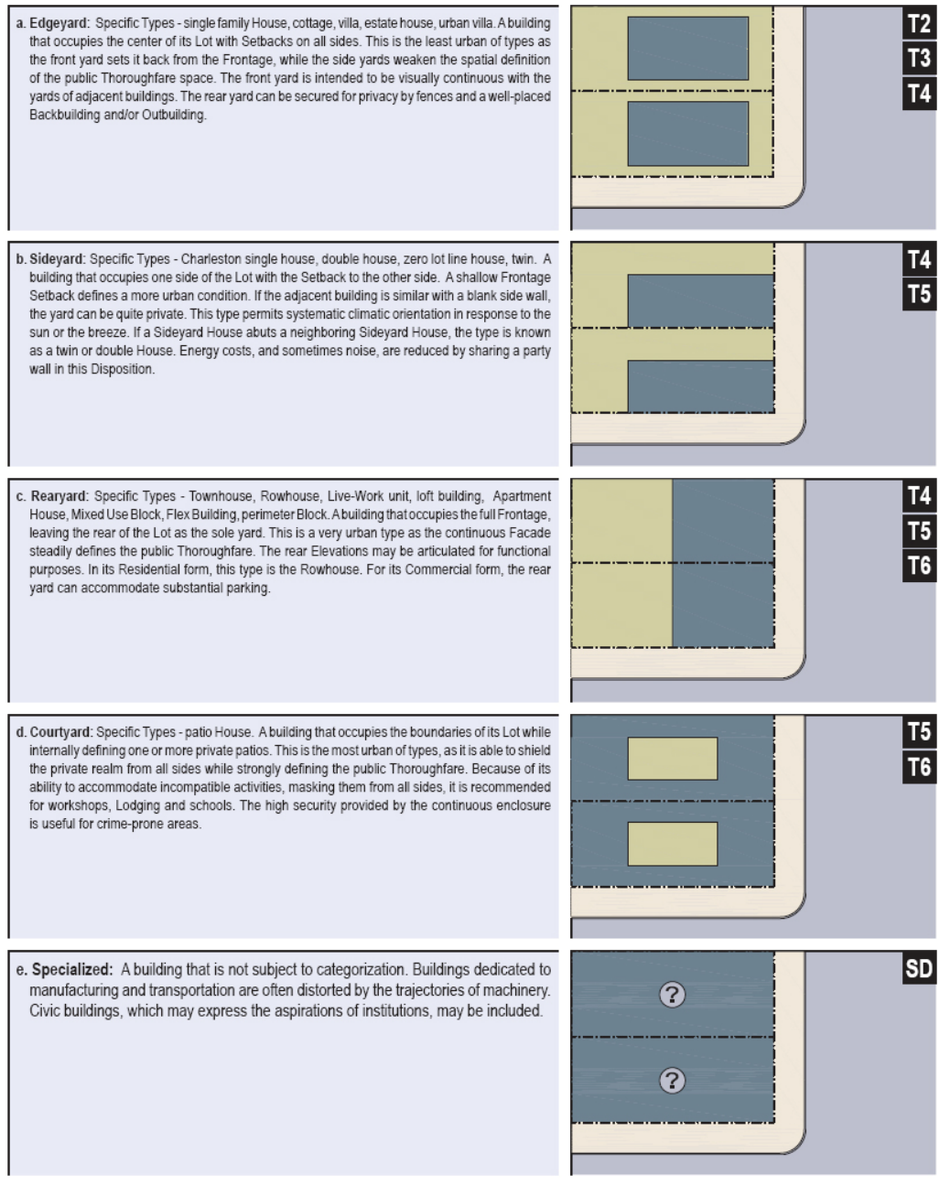


Chart 7: Private Frontage Types

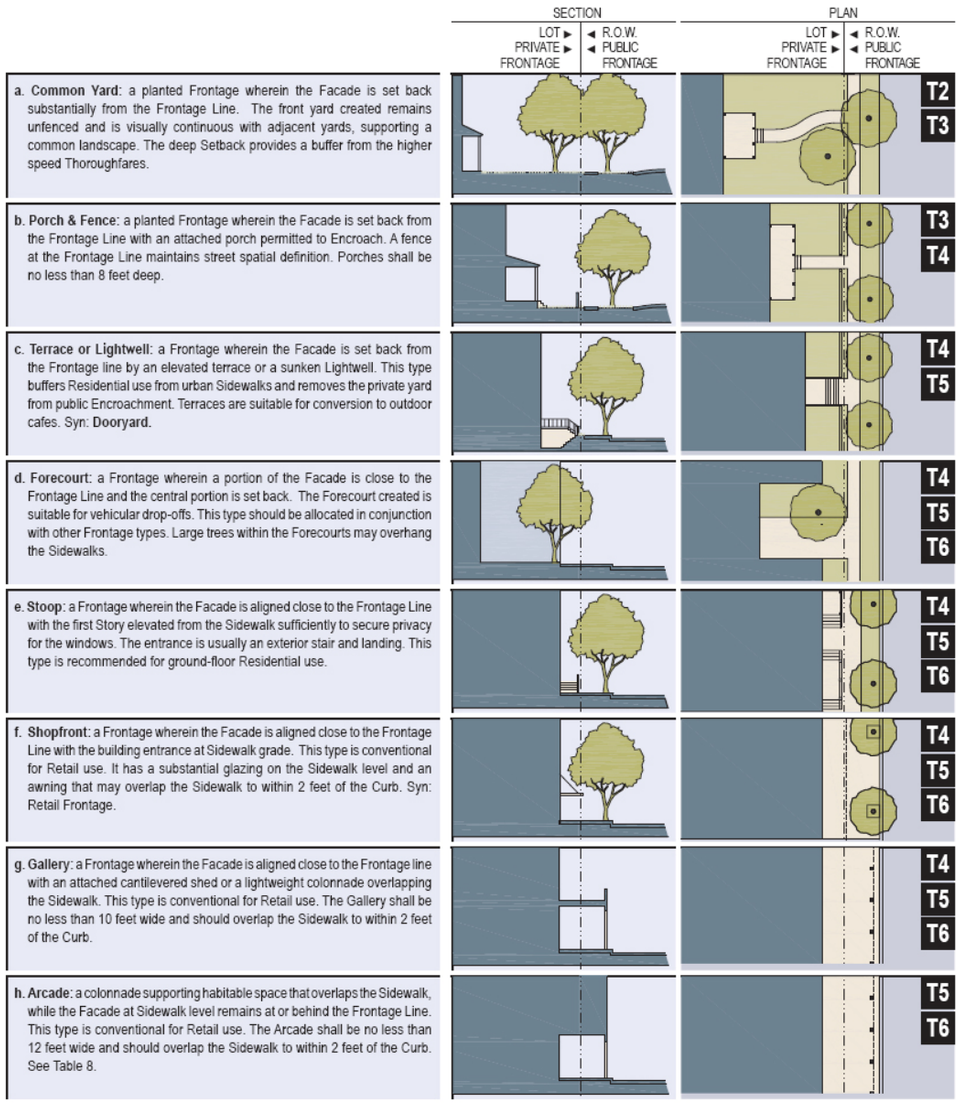
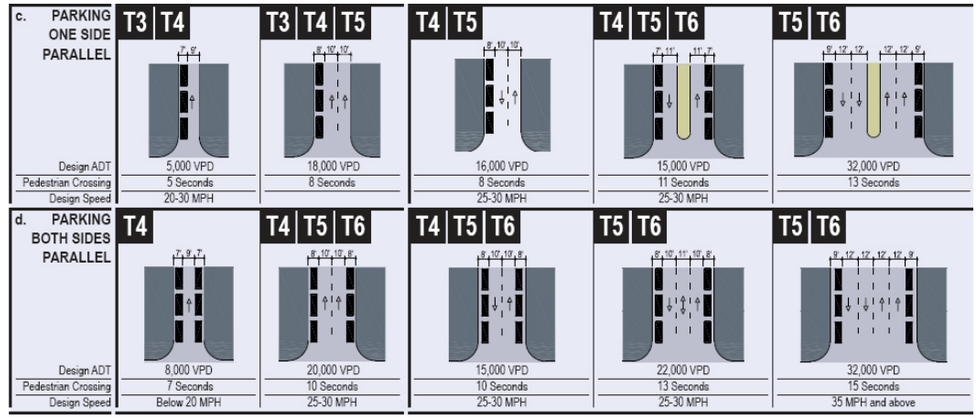


Chart 8: Parking Provisions



16. CURRENT TRANSECT

Because form and design have not previously been emphasized in the portion of the study area outside the Old Conway Design Overlay District's boundaries, land use is the primary means by which the transect currently can be applied. As Map 8 shows, the area north of College is primarily T-3 sub-urban with pockets of T-4 transition. The northwest corner of the study area is T-4 and includes several medical offices and a small shopping center. Laurel Park and Conway Regional property are identified as special districts. South of College, the transect includes T-3 and T-4 east of Donaghey. The UCA campus is identified as a special district. The scattered T-4 parcels east of Donaghey are mostly multi-family apartments buildings/complexes. The scattered T-4 parcels west of Donaghey are mostly office/commercial or institutional.

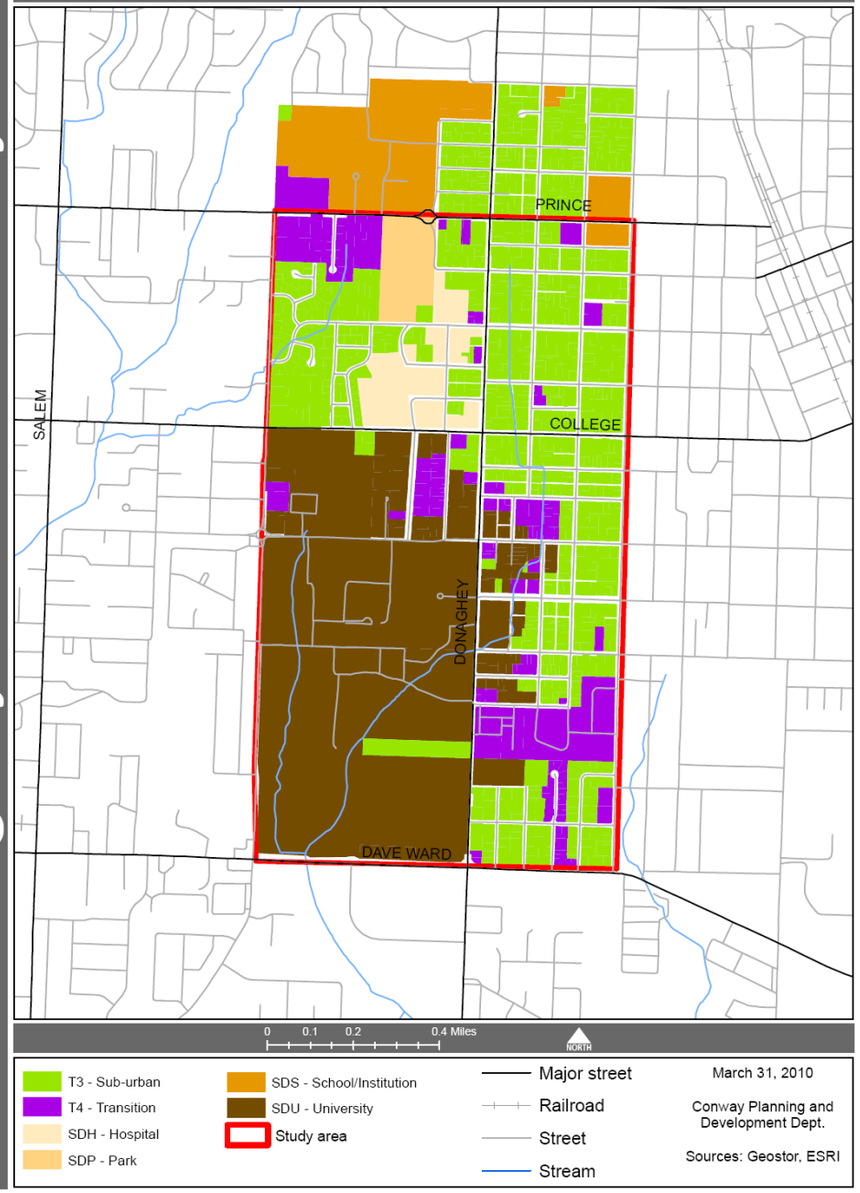
Generally, T-3 areas tend to be limited to single-family residential uses with scattered civic/institutional uses. Most T-4 areas tend to include higher-density housing and a limited mix of commercial, office, and civic/institutional uses. The T-4 zone is perhaps the most flexible of all transect zones and can accommodate an array of uses.

Papa John's at the corner of Donaghey and Bruce provides a glimpse of how a T-4 zone on Donaghey might look. The structure is multi-level and has minimal setbacks on both sides. However, front parking hinders walkability, a necessary aspect of a highly functional T-4 zone.

Map 8

Donaghey Corridor Study

Current Transect, Study Area and Northern Border (by Parcel)



17. INTERIM PLAN

Full achievement of the goals set forth in Chapter 13 will likely require decades. While this study does include a long-range plan for the corridor (see Chapter 18), it is important to consider incremental steps that the City could take to move toward that greater vision. The most pressing issue along Donaghey has been land use. In fact, this study is driven largely by frequent requests from property owners and others interested in increasing non-residential uses along Donaghey. An interim plan that addresses land use within the context of both the current zoning scheme and the long-range goals offers the most expedient method to allow varying uses along Donaghey while maintaining the predominant residential character on the east side of the street.

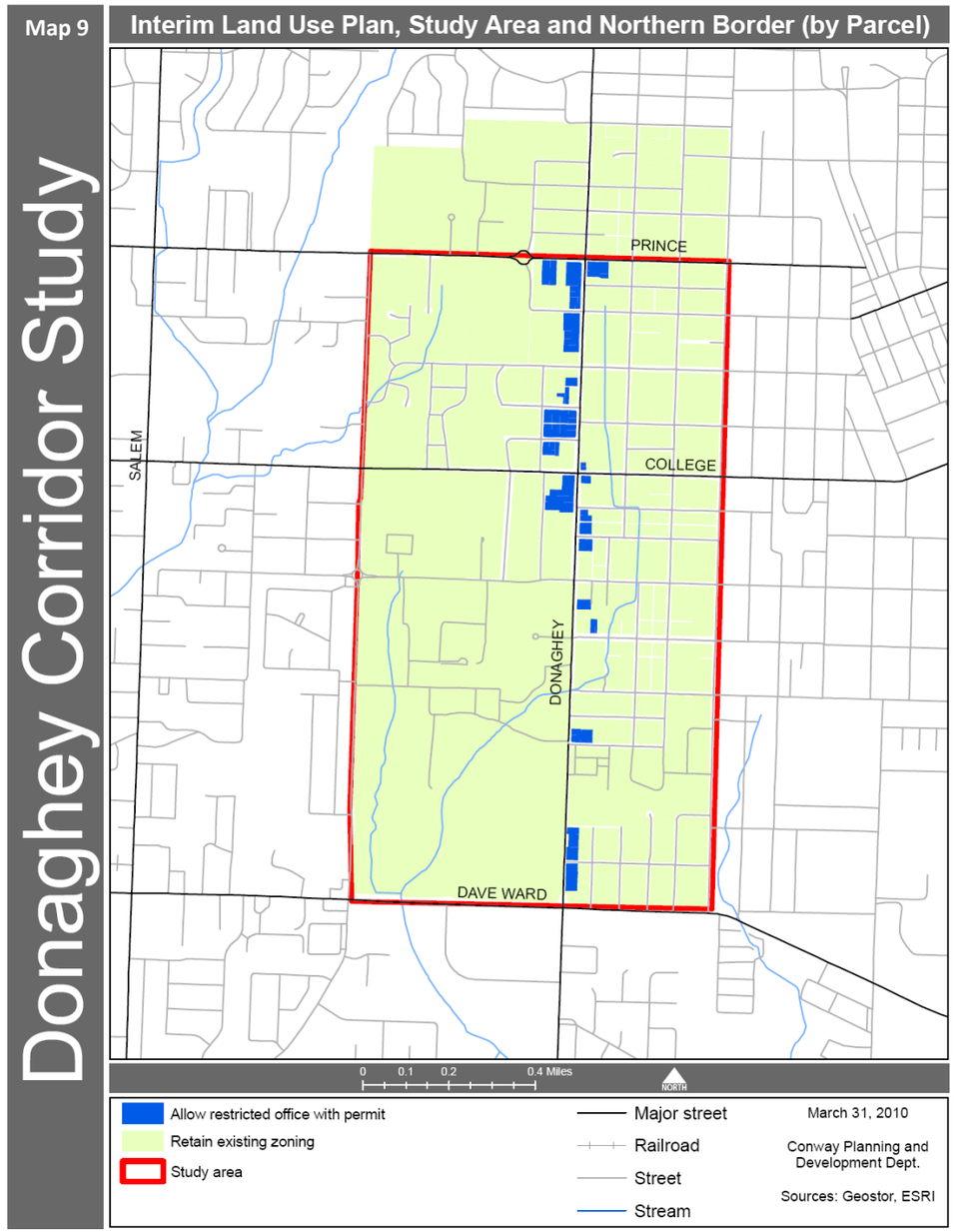
Conway's Zoning Ordinance was amended in 2009 to allow restricted office uses by conditional use permit in all residential zones except R-1. As a means of diversifying uses along Donaghey, property owners interested in altering the use of their homes should consider the conditional use permit. During the interim phase, no rezonings should be allowed – only conditional use permits. No parcels within residential zones other than those identified in Map 9 and Appendix C should be allowed to change uses.

The parcels included on Map 9 satisfy two criteria:

- They are currently zoned residential, though not R-1. The conditional use permit is available to these properties without rezoning.
- They are identified in the long-range plan as part of the T-4 transition zone, which allows some variation in use.

Sixty-one parcels meet both criteria and are potential candidates for conditional use permits should their owners choose to pursue that option. The Planning and Development Department recommends that the Planning Commission and City Council consider each request carefully, making sure to consider the physical and social impacts proposed non-residential uses can have on neighboring residential properties. Adaptive reuse of existing structures—especially historic structures—should be considered as well.

Continuous sidewalks should be built along both sides of Donaghey from Prince to Dave Ward. Where possible, sidewalks should be buffered from the street with landscape strips. Sharrows should be painted on Donaghey and other streets designated in the Bicycle Master Plan. While these measures alone are not likely to attract additional pedestrian and bicycle activity in the Corridor, they will provide safer conditions for pedestrians and bicyclists who currently live, work, and/or play in the area.



For most quiet office uses, a small parking area should provide sufficient parking space. However, should a large number of conditional use permits be approved in a clustered area, the Planning Commission and City Council should consider making shared parking arrangements a condition of conditional use permits. Another option is on-street parking, which could be made available as necessary. Map 10 identifies portions of six streets within the study area that could be utilized for on-street parking. Caldwell, Robinson, South Boulevard, and Robins could safely accommodate on-street parking. These streets are of sufficient width that they could continue to handle two-way traffic while providing on-street parking on one side.

The intersections Donaghey shares with Caldwell, Robinson, and Robins are signalized and already have crosswalks and pedestrian signals. No such amenities are available at the South Boulevard intersection. Should on-street parking be made available on South Boulevard, an on-street flashing device—similar to one already installed on Donaghey near the University of Central Arkansas campus—should be installed to alert drivers that pedestrians are present.

Adaptive reuse of viable houses—such as those on Donaghey currently occupied by medical offices—is preferable as a method of preserving worthy structures and creating a more vibrant, genuine urban sense of place.

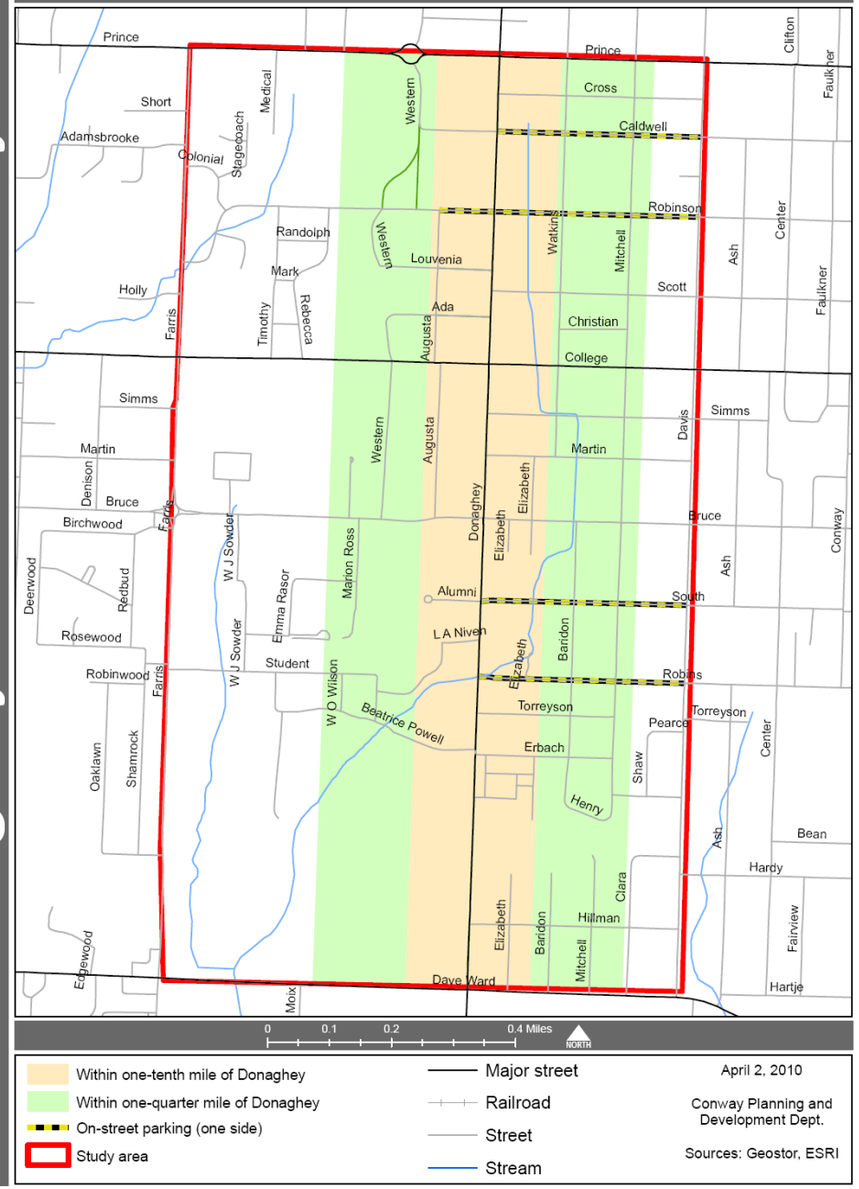
Implementation

This interim plan will allow a greater diversity of uses along Donaghey without compromising the long-range goals and objectives. The City Council's approval of conditional use permits and—in turn—increasing the number of offices on Donaghey where appropriate would cost the City nothing. Striping parking lanes on selected streets would cost the City very little, as would painting sharrows. Sidewalks can be costly, but in-lieu fees and severance tax revenues could be used to offset costs. For relatively little money, the City can greatly enhance the long-term vitality of the Donaghey Corridor.

Map 10

Proposed Interim Parking Plan

Donaghey Corridor Study



18. SHIFTING TO THE LONG-RANGE PLAN

The interim land use plan should remain in place until such time that Donaghey can be expanded westward between Prince and Bruce to include two broad sidewalks, two lanes for vehicular traffic, and two on-street parking lanes. Without the broadening of Donaghey between Prince and Bruce, the proposed long-range plan cannot be fully implemented.

Between Bruce and Dave Ward, Donaghey should be expanded to a four-lane parkway with divided median if and when traffic volume demands such expansion. This element of the plan is not as critical to the long-range success of the Corridor as the proposed expansion between Prince and Bruce.

Even if the street expansions are never made, the interim land use plan, proposed sidewalk construction, and on-street parking provisions should greatly improve the functionality of Donaghey. The long-range plan presented in the following chapters offers a new take on Donaghey, blending land use, design and form, multi-modal transportation, and historic preservation elements. If fully implemented, the long-range plan will transform Donaghey into a vibrant, walkable, college-oriented avenue. Achievement of that vision, however, is dependent upon an adequate street expansion.

19. LONG-RANGE TRANSECT

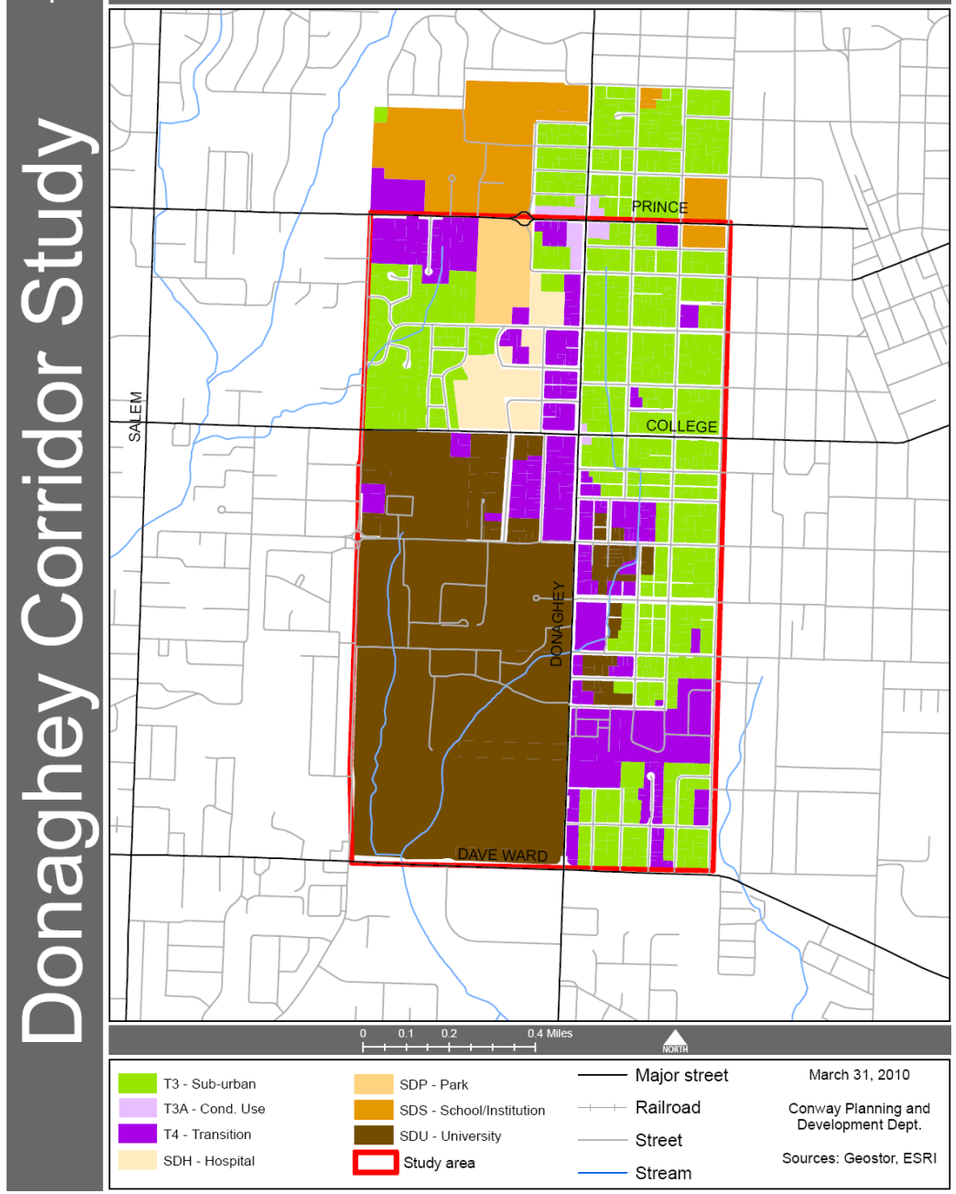
The long-range plan for the Donaghey Corridor maintains the two transect zones (T-3 and T-4) currently in place. Neighborhoods that have maintained their own history and sense of community are protected from commercial encroachment through the establishment of the T-3 sub-urban zone, which strictly limits uses and requires a less urban form.

The T-4 transition zone is expanded in the long-range plan, allowing greater land use flexibility to a greater number of lots, while requiring a more pedestrian-friendly form. Properties at two critical intersections are designated T-3A, indicating that all T-4 uses are by conditional use permit only; without such a permit, uses on these properties should be limited to the T-3 list of uses in the land use chart.

Community facilities are separated into distinct Special Districts, giving each organization/agency significant latitude to create design standards that work for their respective facilities. In fact, with the exception of only a few critical parcels along Donaghey, the long-range plan prescribes no specific measures for land use, design, or form in the Special Districts. These districts should conform to the existing zoning code until such time that the affected organizations/agencies have worked out specific standards for their properties with the Planning and Development Department, Planning Commission, and City Council.

Map 11

Proposed Transect, Study Area and Northern Border (by Parcel)



20. TRANSPORTATION AND INFRASTRUCTURE

While land use is the driving force behind this planning study, transportation and infrastructure are critical to successful implementation of the long-range plan. The plan hinges on the expansion of Donaghey to fully accommodate a T-4 environment and the multiple modes of transportation such an environment requires.

Right-of-Way Measurements

The study utilizes parcel data provided by the Faulkner County Assessor to determine right-of-way along Donaghey. Using property lines as a guide, existing right-of-way varies from block-to-block, as shown in Map 12. The data occasionally conflicts with the 1930 B.G. Wilson map of Conway, which shows a more consistent right-of-way measurement along Donaghey. The differences between the Assessor's data and the Wilson map tend to be minimal between Prince and Bruce and more significant between Bruce and Dave Ward.

Prince to Bruce

Donaghey is presently 36 feet to 39 feet wide and includes one northbound lane, one southbound lane, and one continuous turn lane. Notably, sidewalks are intermittent on both sides of Donaghey, leaving portions of the street with no sidewalk. To create a T-4 environment on Donaghey's west side, the roadway between Prince and Bruce should be expanded westward. This expansion should be sufficient to allow for on-street parking on both sides of Donaghey; on-street parking would be replaced by a left-hand center turn lane at intersections. Chart 9 shows Donaghey's current configuration, while Chart 10 shows the expanded configuration between Prince and Bruce. It is important to note that the current eastern edge of Donaghey will remain the eastern edge of Donaghey between Prince and Bruce; all roadway expansion should be on the west side of Donaghey to accommodate the desired T-4 form.

The total width of the cross-section measured from easternmost side of the eastern sidewalk to the westernmost side of the western sidewalk would expand from the current 52 feet to a desired 64 feet. The proposed widening would likely require little to no additional right-of-way. As shown in Map 13, between Prince and Bruce, the narrowest right-of-way west of Donaghey's centerline is 39 feet. As Charts 11 and 12 illustrate, only 38 feet west of the centerline is necessary to implement the desired street layout.

Map 12

Existing Right-of-Way Measurements (est.)

Donaghey Corridor Study

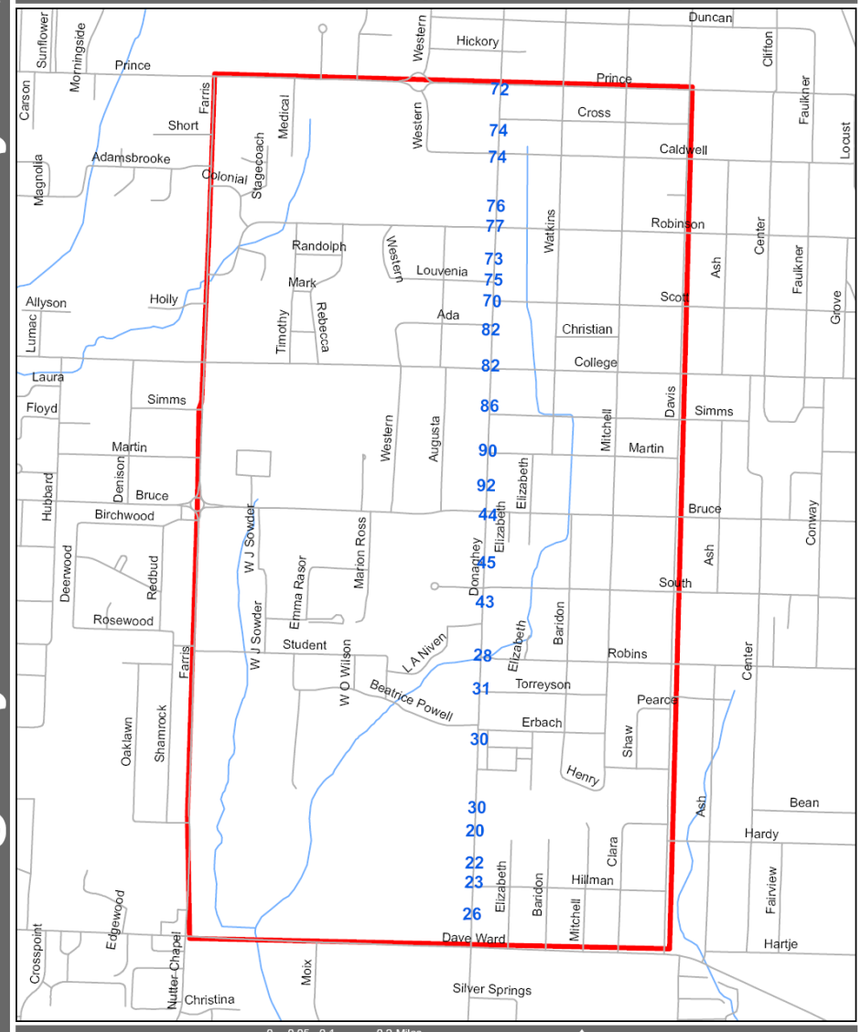


Chart 9: Donaghey Cross-Section (Existing)

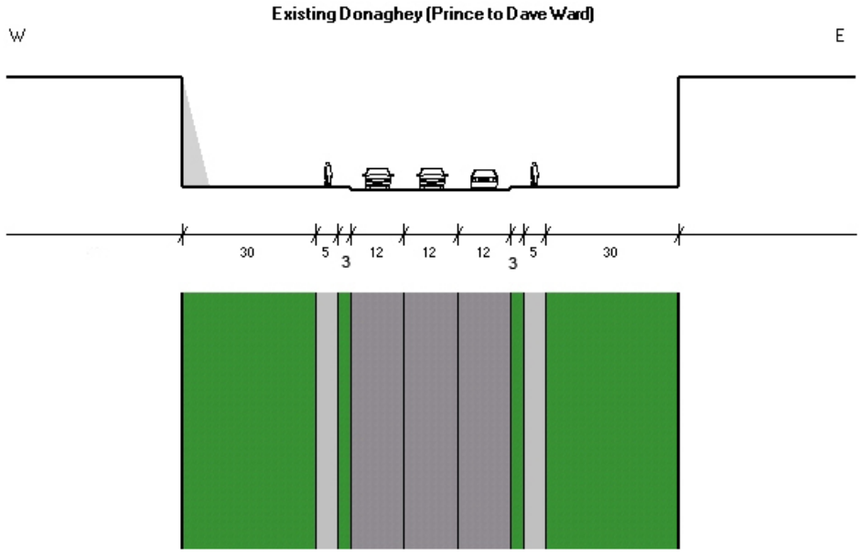
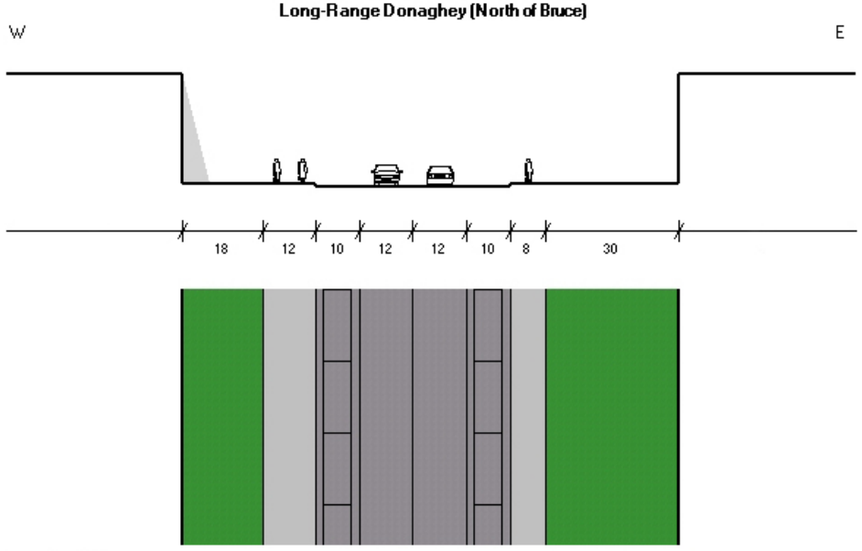


Chart 10: Donaghey Cross-Section (Proposed, Prince to Bruce)



Map 13

Existing Right-of-Way (est.) West of Donaghey Centerline

Donaghey Corridor Study

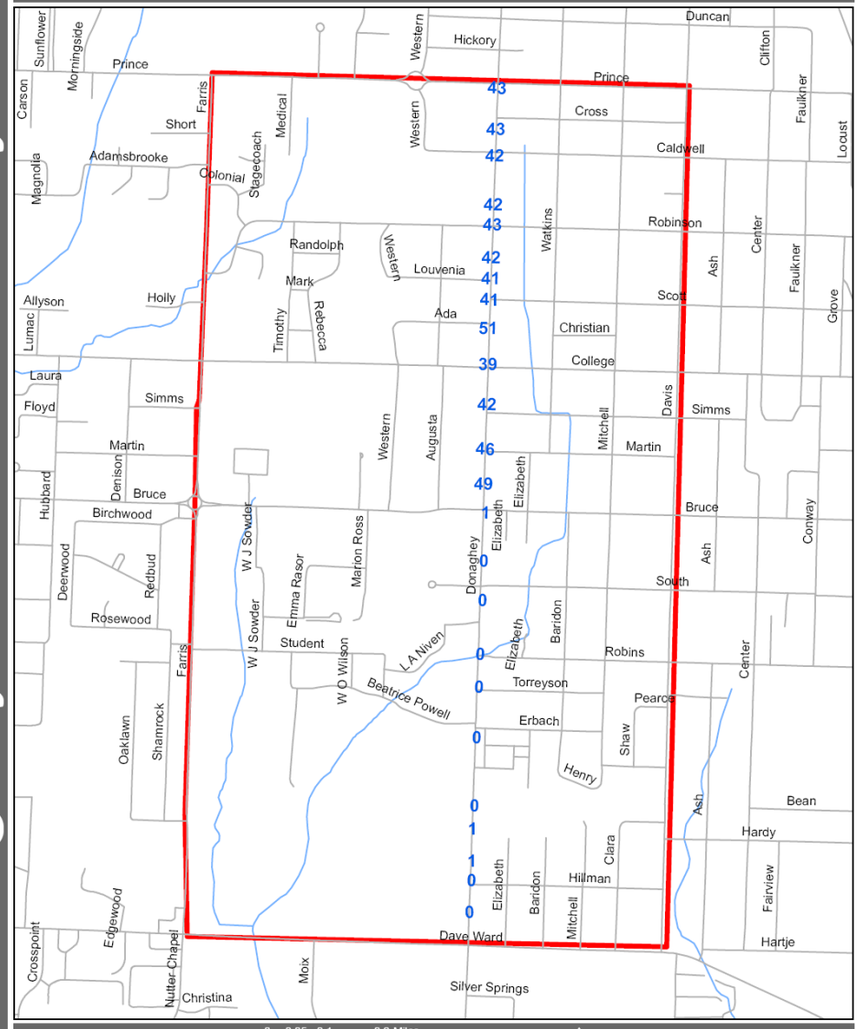


Chart 11: Existing Cross-Section Width and Centerline

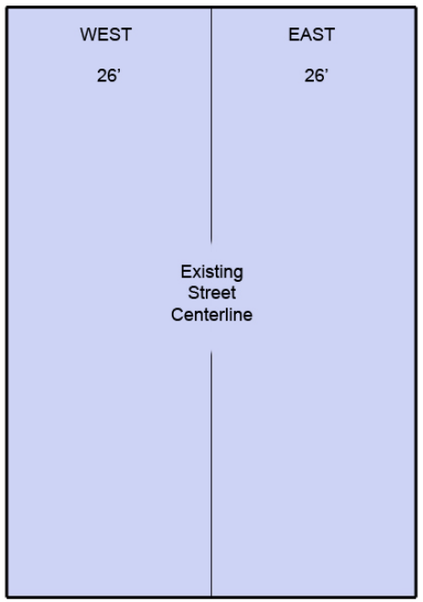


Chart 12: Proposed Cross-Section Width and Centerline

Bruce to Dave Ward

The proposed changes to the portion of Donaghey between Bruce and Dave Ward are not as critical for the overall long-term success of the Corridor as the changes between Prince and Bruce are. Chart 13 shows the proposed configuration for Donaghey between Bruce and Dave Ward. Like the existing configuration, the proposed cross-section between Bruce and Dave Ward is 52 feet. Unlike the configuration north of Bruce, the southern configuration would require encroachment on both the east and west sides of Donaghey to accommodate existing structures at the University of Central Arkansas. Creating the proposed configuration between Bruce and Dave Ward would require the cooperation of the university, whose campus could be greatly enhanced by having such a grand entryway.

Additional Aspects

The desired form for a T-4 zone includes minimal front setbacks, meaning that the buildings on the west side of Donaghey should be situated closer to the street. Of course, buildings cannot move themselves closer to the street; instead, as proposed, the street should be moved closer to the buildings to create the desired form. As illustrated in Chapter 21, with the proposed expansion, the typical setback on the west side of Donaghey would be reduced by approximately 12 feet. South of Bruce, the typical setback on the east side would also be reduced.

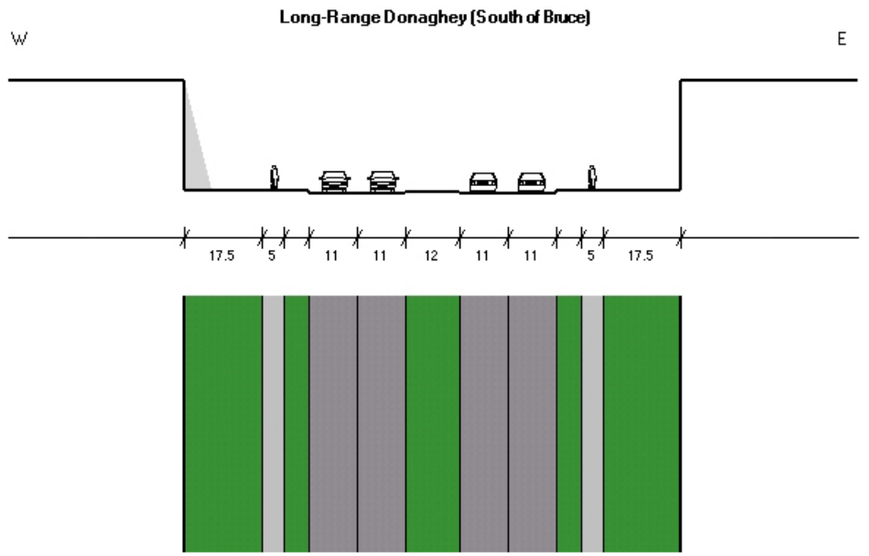
Donaghey should include sharrows in accordance with the City's Bicycle Master Plan. Additionally, Caldwell, Robinson, College, Bruce, Robins, Davis, and Farris should be marked with sharrows. Farris south of College should be designated a minor bike route. As changes are made to the City's Bicycle Master Plan, the Donaghey Corridor long-range plan should be reopened to reflect those changes.

As Donaghey is expanded, the City should work to ensure that traffic flows as smoothly as possible while providing for greater pedestrian access. Intersections are critical in allowing pedestrians safe passage from one block to the next, while keeping traffic moving. Signalized intersections disrupt traffic flow but afford pedestrians a sense of safety. Traffic circles keep traffic moving but can pose problems for pedestrians crossing the street. The delicate balance between traffic efficiency and pedestrian activity should be a primary consideration in the case of Donaghey expansion. It is important to note that signalized intersections and traffic circles are both capable of serving vehicular traffic and pedestrians safely and efficiently if designed properly. If traffic signals at consecutive intersections are coordinated properly, traffic can move smoothly. If traffic circles have minimal obstacles, broad radii, sufficient refuge, and high visibility, pedestrians should be able to cross the street safely. Among the intersections that may warrant future study to evaluate the feasibility of traffic circles are those Donaghey shares with Prince, Caldwell, College, and Bruce.

The *Interim Plan* portion of this study offered an interim parking plan that utilizes east-west streets that intersect with Donaghey. Should on-street parking along Donaghey prove insufficient or impractical for some reason, the east-west streets should continue to be utilized for on-street parking. Because an aim of the T-4 zone is to create a walkable environment, it is imperative that structures not be separated from the street by wide, intrusive front parking lots. In some areas of Conway, rear alleyways can provide access to rear and/or side parking lots. However, the Donaghey Corridor lacks the alleyway easements that would make such parking arrangements possible. Therefore to ensure the safety and comfort of pedestrians and to foster the desired walkable atmosphere, shared parking, limited ingress/egress points, and plentiful on-street parking are absolute necessities.

Safe and efficient access to the Conway Regional Health System campus is an important consideration. While no part of the interim or long-range plans—if fully implemented—should have any adverse effects on traffic volume or flow, alternative routes to Conway Regional should be identified, and emergency traffic should be made aware of such routes. The most obvious north-south alternative is Farris, which connects Prince to Dave Ward and is interrupted by fewer traffic signals and carries a lighter traffic volume. Farris intersects with College, which leads directly to the Conway Regional campus. While it is unlikely that emergency vehicles would need to change their routes, the Farris alternative should be publicized through prominent signage.

Chart 13: Donaghey Cross-Section (Proposed, Bruce to Dave Ward)



Implementation

Expanding a roadway is not inexpensive. As addressed in the first section of the study, the Planning and Development Department is sensitive to the issue of cost. Besides the cost of the actual expansion, utility poles, power lines, and underground water and sewer lines may have to be moved—and in some cases, upgraded—to ensure compatibility with the expanded roadway and the new uses expansion brings. Expanding Donaghey would represent a major commitment by the City, Conway Corporation, business owners, and the citizens of Conway. While it is impossible to project costs of a long-term project with accuracy, it is clear that whatever the costs associated with the expansion, other infrastructure needs within the City have waited longer and hold priority. As noted previously, even without the proposed expansion, the interim plan—most of which can be implemented for little cost to the City—can greatly improve the functionality of Donaghey and the surrounding area.

21. DESIGN AND FORM

As the images at right show, when properly executed, T-3 and T-4 can work together to create a seamless, harmonious built environment. The first image shows how shallow setbacks, broad sidewalk, and mixed uses promote walkability on the west side of Donaghey, while the east maintains a residential character. The second image shows the intersection of Donaghey and College, where adaptive reuse of the northeast corner lot fits well with the T-3 residences on the east.

Charts 14 and 15 show design and form standards in detail for the T-3 and T-4 zones, respectively. The setback standards have the largest impact on the relationship between the building and the street. While structures in the T-3 zone should have deep front setbacks in keeping with most single-family residential areas, setbacks in the T-4 zone should be much shallower. Rather than expressing front setbacks in terms of feet as a typical Zoning Ordinance does, Charts 14 and 15 express setbacks in comparative terms. Front setbacks in both zones should be within 15 percent of the front setbacks of adjacent properties. In the T-4 zone, this should cause new structures to gradually move closer to the street, allowing a more urban form to take shape without creating large gaps in front setbacks between neighboring structures. In the T-3 zone, the comparative setback expression should ensure that houses maintain a fairly even building line with slight variations that prevent the much-maligned "cookie-cutter" effect. As discussed in Chapter 20, existing structures would already be situated closer to Donaghey due to the street's westward expansion.

Implementation

The Planning and Development Department recommends that the City Council consider creating a Specific Plan (SP) district that codifies the design and form and land use sections of this study. The City Council established the SP zoning category in 2009 in conjunction with the *Northeast Old Conway Area Study*. The SP zone can be applied either as a base zone or a design overlay. In this case, the Planning and Development Department recommends that the SP zone become the base zone for the study area.

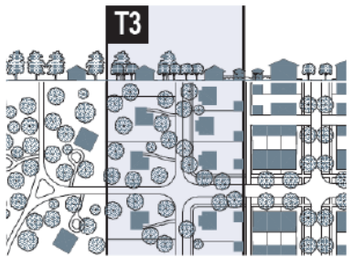
Rendering of Donaghey/Robinson intersection looking north. Note center turn lane at the intersection and on-street parking in the background. The west side (left) of the street has a T-4 character, while the east side (right) maintains a T-3 character.

Rendering of Donaghey/College intersection looking north. Center turn lane is present at intersection, but is replaced by parallel parking further north. Note difference between T-4 area (west, left) and T-3 area (east, right). Note that house on northeast corner (right) is included in the T3-A zone and may be appropriate for adaptive reuse, allowing its use to change while maintaining neighborhood character.

ZONING STANDARDS FOR THE T-3 SUB-URBAN ZONE

Chart 14: T-3 Zoning Standards

T3 SUB-URBAN ZONE



BUILDING FUNCTION	
Residential	Restricted use
Lodging	Restricted use
Office	Restricted use
Retail	Restricted use

BUILDING CONFIGURATION	
Principal Building	3 stories max.[1]
Outbuilding	2 stories max.

LOT OCCUPATION	
Lot Width	35 ft. min., 50 ft. max.
Lot Coverage	60% max.

BUILDING DISPOSITION	
Edgeyard	Permitted
Sideyard	Not permitted
Rearyard	Not permitted
Courtyard	Not permitted

SETBACKS – PRINCIPAL BUILDING	
Front	Within 15% of average of adjacent properties
Secondary Front	8 ft. min.
Side (Interior)	6 ft. min.
Rear	3 ft. min.[2]

SETBACKS – SECONDARY BUILDING	
Front	Rear of principal bldg.
Secondary Front	8 ft. min.
Side (Internal)	3 ft. min.
Rear	2 ft. min.

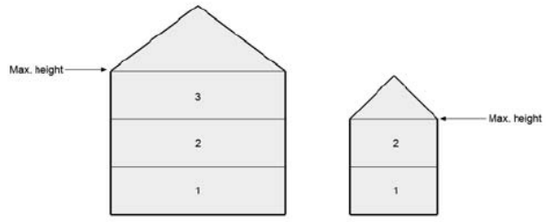
PRIVATE FRONTAGES	
Common Yard	Permitted
Porch & Fence	Permitted
Terrace or Lightwell	Not permitted
Forecourt	Not permitted
Stoop	Not permitted
Shopfront	Not permitted
Gallery	Not permitted
Arcade	Not permitted

PARKING PROVISIONS	
Spaces per Unit	1.5 min., 2 max.
On-Street Parking	Residential streets only
Uncovered Parking	Side & rear only
Covered Parking	Rear only[3]

1 Or one story higher than the highest adjacent structure, whichever is less
2 Or 15 ft from alleyway centerline, whichever is greater
3 Side covered parking may be allowed by warrant

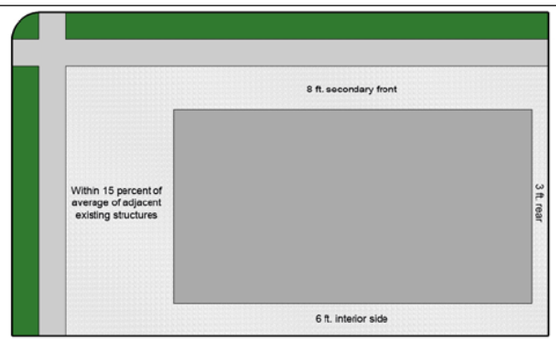
BUILDING CONFIGURATION

1. Building height shall be measured in number of stories, excluding attics and raised basements.
2. Stories shall not exceed 14 feet in height from finished floor to finished ceiling, except for a first floor commercial function which must be a minimum of 11 feet and a maximum of 25 feet.
3. Height shall be measured to the eave or roof deck.



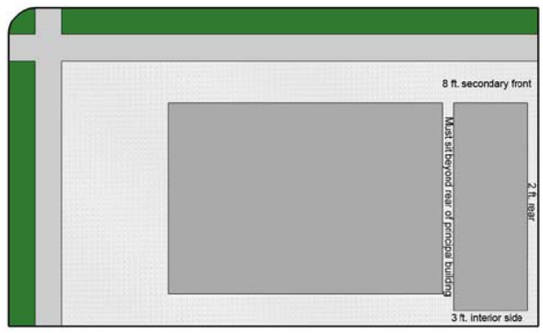
SETBACKS – PRINCIPAL BLDG.

1. The facades and elevations of principal buildings shall be distanced from the lot lines as shown.
2. Facades shall be built along the principal frontage to plus or minus 15 percent of the front setback of adjacent properties.



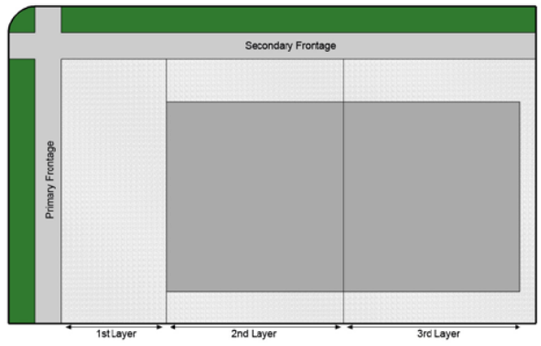
SETBACKS – OUTBUILDING

1. The elevation of the outbuilding shall be distanced from the lot lines as shown.



PARKING PLACEMENT

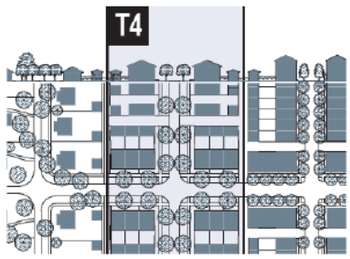
1. Uncovered parking spaces may be provided within the second or third layers as shown in the diagram.
2. Covered parking may be provided within the third layers as shown in the diagram. Side covered parking may be allowed in the second layer by warrant.
3. Parking is not allowed in the first layer.



ZONING STANDARDS FOR THE T-4 TRANSITION ZONE

Chart 15: T-4 Zoning Standards

T4 TRANSITION ZONE (TYPICAL)



BUILDING FUNCTION	
Residential	Limited use
Lodging	Limited use
Office	Limited use
Retail	Limited use

BUILDING CONFIGURATION	
Principal Building	3.5 stories max.[1]
Outbuilding	2 stories max.

LOT OCCUPATION	
Lot Width	18 ft. min., 96 ft. max.
Lot Coverage	80% max.

BUILDING DISPOSITION	
Edgeyard	Permitted
Sideyard	Permitted
Rearyard	Permitted
Courtyard	Not permitted

SETBACKS – PRINCIPAL BUILDING	
Front	Within 15% of average of adjacent properties
Secondary Front	8 ft. min.
Side (Interior)	0 ft. min.[2, 3]
Rear	5 ft. min.[3, 4]

SETBACKS – SECONDARY BUILDING	
Front	Rear of principal bldg.
Secondary Front	8 ft. min.
Side (Internal)	0 ft. min.[2, 3]
Rear	2 ft. min.[3]

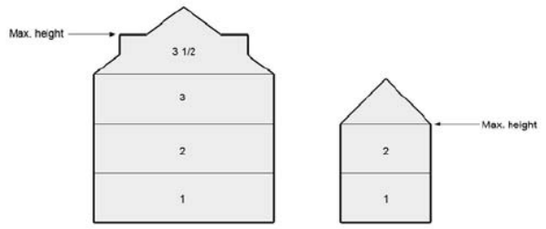
PRIVATE FRONTAGES	
Common Yard	Not permitted
Porch & Fence	Permitted
Terrace or Lightwell	Permitted
Forecourt	Permitted
Stoop	Permitted
Shopfront	Permitted
Gallery	Permitted
Arcade	Not permitted

PARKING PROVISIONS	
Spaces per Unit	Refer to Zoning Ordinance Sec. 1101
On-Street Parking	On designated streets
Uncovered Parking	Side & rear only
Covered Parking	Rear only[5]

1 Or one story higher than the highest adjacent structure, whichever is less
2 All fire code requirements must be met
3 Must observe T-3 side and rear setbacks if T-4 zoned property adjoins T-3 zoned property
4 Or 15 ft from alleyway centerline, whichever is greater
5 Side covered parking may be allowed by warrant

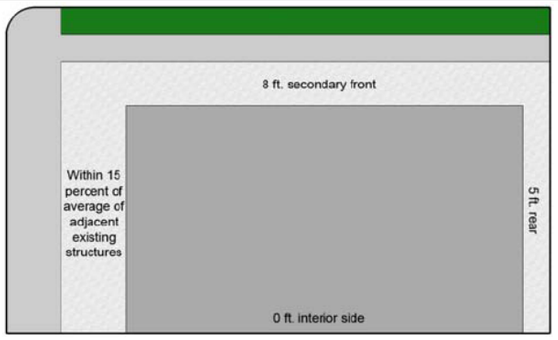
BUILDING CONFIGURATION

1. Building height shall be measured in number of stories, excluding attics and raised basements.
2. Stories shall not exceed 14 feet in height from finished floor to finished ceiling, except for a first floor commercial function which must be a minimum of 11 feet and a maximum of 25 feet.
3. Height shall be measured to the eave or roof deck.



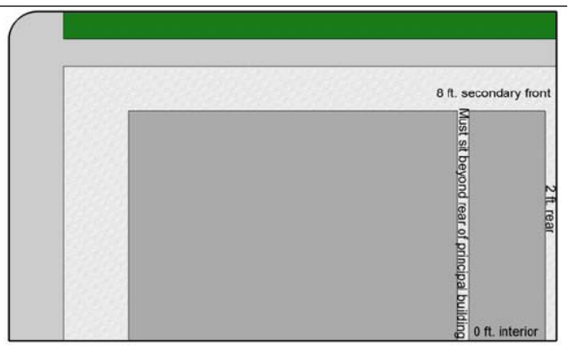
SETBACKS – PRINCIPAL BLDG.

1. The facades and elevations of principal buildings shall be distanced from the lot lines as shown.
2. Facades shall be built along the principal frontage to plus or minus 15 percent of the front setback of adjacent properties.



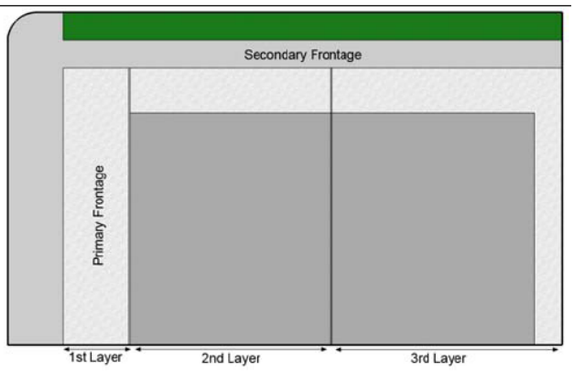
SETBACKS – OUTBUILDING

1. The elevation of the outbuilding shall be distanced from the lot lines as shown.



PARKING PLACEMENT

1. Uncovered parking spaces may be provided within the second and third layers as shown in the diagram.
2. Covered parking may be provided within the third layer as shown in the diagram. Side covered parking may be allowed in the second layer by warrant.
3. Parking is not allowed in the first and second layers.



22. MIXED LAND USES

Chart 16 identifies the uses that are allowed within each transect zone. The T-3 sub-urban zone is primarily residential, though some low-impact civic/institutional uses such as churches, cemeteries, and daycares are allowed by condition. In examining conditional use permit requests, the Planning Commission and City Council should consider whether the proposed use will infringe upon the character of the surrounding neighborhood; those uses that are incompatible with surrounding uses or that will place undue burdens on the area's infrastructure—including the street network—should not be allowed. Mixing land uses only works when the uses are compatible with one another.

The T-4 zone, on the other hand, allows for a broader range of uses. The T-4 zone can retain a residential character while requiring a more urban form, or it can take on a new character and include higher-density housing, restaurants, and retail uses by right. Conditional uses in the T-4 zone can include clinics, hospitals, colleges, and auxiliary uses.

The T-3A Conditional Use zone requires conditional use permits for all T-4 uses outside of those allowed by right in the T-3 zone. The properties included in the T3-A zone are proximate to critical intersections; such proximity may make these properties desirable for office/commercial development. Their proximity to—and inclusion in—traditional residential neighborhoods places certain burdens on these properties. Traffic activity and hours of operation are among the factors that should be taken into account when evaluating conditional use permit requests in the T3-A zone.

The four SD Special Districts are set aside for civic/institutional use and are not subject to the land use requirements of the Specific Plan. Land uses for these zones are determined by the existing zoning, rather than the long-range plan. Nevertheless, uses within these zones should be compatible with the surroundings.

Implementation

As with design and form, the Planning and Development Department encourages that mixed land uses be part of a Specific Plan (SP) district for the study area. The SP district can be adopted by the City Council at any point during the interim period.

Chart 16: Land Uses Allowed

	T3 Typical	T4 Typical	T3A Conditional
RESIDENTIAL USES			
Accessory building	X	X	X
Apartment house		X	C
Cottage	X	X	X
Courtyard house		X	C
Duplex		X	C
House	X	X	X
Live-work unit	X	X	X
Row house		X	C
Sideyard house		X	C
LODGING			
Bed & breakfast (up to 5 rooms)		X	C
Dormitory		X	C
Inn (up to 12 rooms)		X	C
OFFICE			
Live-work unit	X	X	X
Office building		X	C
RETAIL			
Art gallery		X	C
Kiosk		X	C
Open-market building	C	X	C
Restaurant		X	C
Retail - General		X	C
Retail - Restricted		X	C
CIVIC			
Bus shelter	X	X	X
Fountain or public art	X	X	X
Library		X	C
Outdoor auditorium	C	C	C
Playground	X	X	X
Religious assembly	C	C	C
Surface parking lot		C	C
MIXED USES			
Flex building		X	C
AGRICULTURE			
Greenhouse		C	C
Greenhouse - private	X	X	X
Kennel	C	C	C

	T3 Typical	T4 Typical	T3A Conditional
CIVIL SUPPORT			
Cemetery	C	C	C
Clinic		C	C
Electric substation	C	C	C
Fire station	X	X	X
Funeral home		X	C
Hospital		C	C
Police station	X	X	X
EDUCATION			
Child care facility	C	C	C
College		C	C
School - Elementary	C	X	C
School - Secondary		C	C
School - Trade		C	C
OTHER USES			
Adult day care center	C	C	C
Aboretum or botanical garden	X	X	X
Bowling alley		C	C
Community center: public	C	C	C
Community welfare or health center	C	C	C
Convalescent home		C	C
Convalescent/maternity/nusing home		C	C
Convent, moastery, or novitiate	C	C	C
Crematory		C	C
Day camp: community	C	C	C
Garden: no products sold on premises	X	X	X
Health studio or spa		X	C
Institution for the aged or children		C	C
Lodge or fraternal organization		C	C
Maternity home		C	C
Mausoleum	C	C	C
Parish house, parsonage, or rectory	C	C	C
Public buildings	C	C	C
Recreation facilities, commercial		C	C
Recreation facilities, community	C	C	C

X = Allowed by right
C = Conditional use only
Blank = Not allowed

23. HISTORIC PRESERVATION

While the land use and design and form goals can be regulated through the City's adoption of the long-range plan, historic preservation requires a voluntary commitment from property owners and the community as a whole. The Donaghey Corridor is rich in history, and this history—represented by its many unique and aging structures—is worthy of celebration and preservation.

The City can strongly encourage the preservation of historic structures by: 1) identifying them; 2) protecting the character of their surroundings; and 3) encouraging and supporting uses that keep the structures viable. The City has already engaged in the first two items by delineating the Robinson Historic District and the Old Conway Design Overlay District (OCDOD) and giving both bodies broad latitude to determine the appropriateness of building additions, significant changes to sites, and new construction projects. The portion of the study area on Donaghey's east side north of Robins is included in the OCDOD and is subject to the design standards administered by the Old Conway Design Review Board. Portions of Donaghey's western frontage are included in the OCDOD as well.

The current zoning scheme largely prohibits non-residential uses in many of the Donaghey Corridor's older structures. Some of these properties are no longer owner-occupied, and a few appear to have fallen into disrepair. Allowing non-residential uses in these structures would require upgrades to bring the structures into compliance with commercial building codes. Instead of deteriorating, these structures could garner reinvestment and renovation as they find new life. As both the interim and long-range plans indicate, many of the Corridor's oldest structures could be repurposed through the issuance of conditional use permits; one condition that could be imposed upon owners of historic structures is that the structures must be preserved as long as they remain viable.

Two other actions could be taken to contribute to and highlight the uniqueness of Donaghey. First, the area should be physically marked with prominent signage and/or vertical light pole banners, an inexpensive method of letting visitors and passers-by know they are in a special place. Second, start-up and locally-owned businesses should be encouraged to locate in the Donaghey Corridor. Most of the existing businesses along Donaghey are unique to Conway; the Advisory Group cited these businesses as strengths that draw people to Donaghey. While the City cannot differentiate locally-owned from chain and franchise businesses in its policies and the application of its ordinances, it can require that all businesses adhere to the strict design and form standards set forth in this study. The Conway Area Chamber of Commerce, real estate agents, and local business leaders can play a pivotal role in guiding start-ups and local businesses to the Donaghey Corridor.

Implementation

As with the interim land use plan, historic preservation is largely a matter of political and community will. The cost for signage identifying the Donaghey Corridor should be minimal; business owners along Donaghey should be asked to contribute to such aesthetic improvements, perhaps through a Business Improvement District or a more voluntary organizational structure similar to the Conway Downtown Partnership.

24. CONCLUSION

Donaghey is unique among Conway's major arterials in that it has retained a residential character in spite of the heavy traffic volume it carries. As the physical character of the area has changed with the growth of Conway Regional Health System and the University of Central Arkansas, requests for rezonings along Donaghey have increased. The demand for non-residential land uses is the primary reason for this study, though the plan presented in this study extends beyond land use and addresses transportation, design and form, and historic preservation.

The Donaghey Corridor long-range plan hinges on an expansion of the Donaghey roadway. Between Prince and Bruce, the expansion is entirely westward and includes broad sidewalks and on-street parking lanes, necessities in a walkable, urban area. South of Bruce, the expansion takes on a parkway character, providing a grand entryway to the University of Central Arkansas campus. The expansion brings buildings closer to the street and—paired with an allowance for mixed land uses on the west—brings more pedestrian activity and life to the Donaghey Corridor. Neighborhoods on the east are protected from most non-residential activity and retain their existing character. An interim plan that can be put into place now ensures that changes in land use in the short term fit with the long-term goals of the plan.

As a major arterial in close proximity to several important community facilities, Donaghey is not in immediate danger of being forgotten or overlooked. However, as the Planning and Development Department, community leaders, and local citizens have indicated at numerous community meetings held by the Planning and Development Department and other local organizations, preservation and enhancement of the City's historic core is a worthwhile pursuit. Bringing new life to Donaghey will be challenging work, but the street's undeniable potential makes this revisioning a worthwhile pursuit as well. With a serious commitment from the City and its citizens, Donaghey can become *that street*, the one that Advisory Groups in faraway places cite as their cities' own inspiration.