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Mr. Zach Davis, Chairman  
and Members of the Lexington-Fayette Urban County Planning Commission  
200 East Main Street  
Lexington, KY 40507

Re: Proposed zone change for 456 East High Street

Dear Chairman Davis and Members of the Planning Commission:

This letter is written behalf of Bread and Roses, LLC, which is filing a zone change application and development plan for the property at 456 East High Street. The property is approximately 0.6436 net acre and is currently zoned Professional Office (P-1). We are requesting a zone change to Neighborhood Business (B-1) zone. The property is the site of a one-story building. No exterior changes will be made to the building. The purpose of the zone change is to allow a wider range of community-appropriate businesses to be located in the building.

## INTRODUCTION

Bread and Roses, LLC is a company owned by members of the Michler family. Three years ago, Bread and Roses purchased the adjoining property at 446 East High Street, and requested a zone change to the B-1 zone in order to allow a bakery to locate in the building. The bakery is associated with the Kentucky Native Café at 417 East Maxwell Street. The café is located in the Michler Florist property. The café has become an urban oasis setting, indoors and outdoors all year around. It has become a neighborhood focal point.

Bread and Roses purchased the subject property, 456 East High Street, on January 19, 2026. When the contract to purchase was entered into, it was assumed that the long-time tenant, Hubbuch Interior Design, would continue in the building. However, shortly after the contract to purchase was signed, Hubbuch Interior Design informed Bread and Roses that it was closing its Lexington office, and would be ending its lease. Thus, the purpose of this zone change is to allow the building to be leased to a wider range of neighborhood-friendly commercial uses which would be appropriate next door to the Bread and Roses Bakery, and close to the Kentucky Native Café. The Michler family wants to build upon the positive momentum of the florist, café and bakery. We

wanted to initiate the zone change as soon as possible so that perspective tenants will not have to wait to move into the building. (It is also possible that if the right tenant is not found, a portion of Bread and Roses operations could move to this building).

## **DESCRIPTION OF PROJECT**

There are no planned exterior changes to the one-story building on the property. The existing parking configuration will remain. The property is located within the Aylesford Historic District and has the H-1 designation. The building is in generally sound condition and was constructed in 1954. In many ways, this building along with the adjacent building also owned by Bread and Roses were ahead of their time as they were constructed close to the street with parking to the rear and side of each of the buildings. The present building is at the same setback as the neighboring building on 446 East High Street.

## **ENGAGEMENT**

The applicant held an open house for the Aylesford Neighborhood Association in the Cafe next door on February 24, 2026. Three persons attended. It was mainly informational.

## **GOALS AND OBJECTIVES OF THE 2045 COMPREHENSIVE PLAN**

This zone change is in agreement with the Goals and Objectives of the 2045 Comprehensive Plan. This proposal will support and enhance the neighborhood business and focal point, the Kentucky Native Café and bakery, and will allow complementary uses to strengthen this hub, as called for in Theme A, Growing and Sustaining Successful Neighborhoods. Although this proposal will not result in an additional building, other than the existing building, it will support Goal A.2., relating to infill and redevelopment, by allowing new businesses which will serve and support the neighborhood. As no exterior changes will be made to the building, it will respect the context and design features of the surrounding area (Objective A.2.b.). The greenspace with a 29-inch oak tree at the rear of the building will remain, supporting Objective A.2.c. By providing space for additional small businesses, it will support Goal A.3., to provide well-designed neighborhoods and communities. It will support Objectives A.3.a and A.3.b., which call for expanded opportunities for neighborhood character preservation and spaces for positive and safe social interactions in neighborhoods. Because no exterior changes are planned for the building or lot, we will minimize disruption of natural features (Objective A.3.c.). The existing building will provide neighborhood-serving businesses and will enhance the community focal point as called for in Objective A.3.d. It will provide community facilities at the neighborhood scale (Goal A.4.). The property has good transportation options. The front sidewalk connects to East High Street and the occupants will have access to the Kentucky Native Café through the adjoining property at 446 East High Street. East High Street has a dedicated bicycle lane, and is on a LexTran route. The existing parking will remain for those who drive. Thus, the property will be integrated, walkable, bicycle and transit accessible as called for Objective A.5.a. and Objective B.2.d.

The building is currently the site of an extremely low-intensity office use. By providing additional retail opportunities in the existing building in an established neighborhood on a major thoroughfare, it will strengthen efforts to develop a variety of opportunities that support a living

wage (Objective C.1.a.). It will enhance tourism (Objective C.1.d.) and will complement the Kentucky Native Café in providing entertainment and other quality of life opportunities that attract and retain young and culturally diverse professionals and a workforce of all ages and talents (Objective C.2.d.). By placing new businesses on a road with dedicated bicycle lanes and mass transit, it will support the use of mass transit and bicycles as well as walkways (Objectives D.1.b and D.1.c.).

As this property is located within the H-1 zone, preserving the current building will help protect this historic neighborhood and will incentivize maintenance of commercial structures (Objective D.3.a. and D.3.b.).

Finally, our proposal will also assist in upholding Theme E, Maintaining a Balance for Urban Uses, and upholding the Urban Service Area concept and will emphasize redevelopment of underutilized corridors (Theme E.1 and Objective E.1.d.).

## **THEMES AND POLICIES**

This zone change proposal is also in agreement with many of the Themes and Policies of the Comprehensive Plan. Our proposal will remain sensitive to the surrounding context, preserving the existing building and exterior and will support pedestrian-friendly street patterns and walkable blocks by utilization of the existing sidewalks and the entrance to the Kentucky Native Café through the adjoining property. It will support and strengthen this neighborhood-level commercial area (Design Policies 4, 5 and 12). As to Pillar II: Density, this proposal is located along a current transit route (Density Policy 1) and will provide a greater density than the current use to enhance the existing neighborhood (Density Policy 2). It is well-designed for pedestrian use and will support Equity Policy 9 by being integrated into its neighborhood. As it is located along multi-model transportation options and will not be altering the exterior of the building or paving additional parking areas, it complies with Sustainability Policies 3 and 4. Native plants will be utilized for any new landscaping, Sustainability Policy 11. This proposal supports Livability Policies by improving the livability of downtown areas to support more community serving businesses and entertainment options and it will assist in maintaining a walkable city with quality transit (Livability Policies 4, 6 and 7). By continuing flexible parking arrangements with neighboring properties, the proposal will support Prosperity Policy 10. By locating additional local businesses on a transit route, it will support transit ridership (Connectivity Policy 3). The proposal will provide additional activation to the built environment (Placemaking Policy 2). As mentioned above, it will assist in upholding the Urban Service Area concept (Stewardship Policy 1). Finally, and importantly, this proposal promotes the adaptive reuse of an existing structure (Growth Policy 4).

## **PLACE-TYPE, DEVELOPMENT-TYPE AND REQUESTED ZONE**

This proposal fits within the Enhanced Neighborhood Place-Type and within the Low Density Non-Residential/Mixed Use (LNR/MU) development-type. We are requesting the Neighborhood Business (B-1) zone, which is a recommended zone for this place-type and development-type. It is important to note that the existing Professional Office (P-1) zone is **not** a recommended zone for this place-type and development-type.

## DEVELOPMENT CRITERIA

Here is a discussion of the criteria that were not specifically addressed on the development plan, or which need further discussion:

- **A-DS12-1.** This property is located immediately adjacent to 446 East High Street, which contains the bakery. It also has pedestrian access through that property to the Kentucky Native Café on Maxwell Street.
- **B-SU3-1.** This development will remain compact.
- **C-PS9-1.** Because this is a one-story building, it will not be practical to include residential use, but the uses will be complementary to the Kentucky Native Café, florist and related uses.
- **D-PL7-1.** The applicant held an open house for Aylesford Place Neighborhood Association members in February, 2026.
- **D-PL15-1.** There will be no drive-through facilities or gas stations on this property.
- **E-ST8-2.** The owners will rent to or provide community-oriented services.
- **A-DS1-1, A-DS1-2 and A-DS4-1.** This property is on a LexTran bus route and the building has sidewalk linkage to the sidewalk along the road. Due to the nature of the one-way street, seating and shelters would not be appropriate on this side of East High Street.
- **A-DS5-1, A-DS10-1, D-CO2-1 and D-CO2-2.** East High Street, as mentioned above, has a dedicated bike lane, sidewalks and is on a LexTran route. Pedestrian connections are provided to Kentucky Native Café on East Maxwell Street.
- **B-PR10-1, B-SU4-1 and B-SU5-1.** As mentioned above, this development will retain the existing building and exterior. No new impervious surfaces will be created, and the existing greenspace behind the building will be retained. Appropriate lighting is provided. Energy systems will be determined as new users are chosen.
- **B-SU11-1, B-RE1-1 and B-RE2-1.** This parcel has many mature trees which will be preserved. We are asking for variances so that we do not disturb existing trees with new fences or re-construction of parking areas. The tree canopy will be maintained. The Michler family has worked to maintain the tree canopy in the Kentucky Native Café and surrounding properties.
- **A-DS5-4, A-DS9-1 and C-LI8-1.** The pedestrian-oriented streetscape of this 70-year old building will remain. We wish to provide businesses which will serve and enhance this well-connected neighborhood.

- **A-DN2-2 and D-PL2-1.** The existing scale and massing will remain, as there will be no exterior changes to the building. This is a one-story building which faces the street.

## VARIANCE REQUESTS

In addition to the zone change application, we are requesting dimensional variances in order to retain, not disturb, the existing mature trees on the property, especially along the rear (west) property line. The two variances requested are to reduce the width of the required landscape buffer area from 15 feet to 4.4 feet along the western (rear) property line adjacent to the R-3 zone, and to eliminate the required six-foot fencing along the rear property line.

The applicant will retain the existing trees and vegetation within the buffer area. There are many sizable, tall, mature trees in that property line. In addition, over the years, informal pedestrian routes have been utilized between the properties on East High Street and the properties behind which face Maxwell Street. We are concerned that the installation of a six-foot fence would be almost impossible due to the number of trees, and it would disturb existing vegetation. It would also cut off the informal pedestrian linkages. The existing parking lot has been in existence for many decades, probably dating to 1954. We are very concerned that construction activity which would be needed to remove existing pavement would itself do greater damage to the existing trees than would leaving the paving as-is. Thus, we are requesting variances for the following reasons:

1. Granting these variances will not adversely affect the public health, safety or welfare and will not alter the character of the general vicinity and will not cause a hazard or nuisance to the public because the existing landscaping will be maintained. The existing configuration of the parking area which has served the property well for many years will remain and will be shared by businesses that locate in the existing building, and will be shared with the neighboring businesses, as is the current practice. Although the ordinance allows the width to be reduced with the addition of a six-foot tall fence or wall, a fence or wall could not be placed in the landscape area without causing damage to many existing trees.

2. Granting these variances will not allow an unreasonable circumvention of the requirements of the Zoning Ordinance because the applicant is not requesting any change to the existing building or to the current parking and vehicular use area. There are many existing large, tall mature trees which the applicant will maintain.

3. The special circumstances which apply to this property and which do not generally apply to the general vicinity or in the same zone are that this zone change is for the purpose of adapting the use of the building to supply commercial services complementary to the neighborhood focal point which has developed around the Kentucky Native Café. The existing parking will serve the new businesses in this building, and will be shared with adjacent businesses as is the current practice. To enlarge the landscape area by removing existing paving will introduce construction activities which could potentially endanger the existing trees which have long-adapted to the existing paving situation on the property. Similarly, installation of a six-foot tall fence on the property would also harm the existing vegetation.

4. Strict application of the regulations of the Zoning Ordinance would deprive the applicant of a reasonable use of its land or create an unnecessary hardship because the existing layout of the property will be retained. The location of the building and pavement have been established for many decades, probably since 1954. The plants along the property line have long ago adapted to the existing terrain. It would be ill-advised to place a six-foot tall fence or wall along the property line, or to introduce construction activity to remove paving.

5. The circumstances surrounding the requested variances are not the result of the actions of this applicant taken subsequent to the regulation from which relief is sought. The applicant purchased the property six weeks prior to filing this application. The location of the building, sidewalks and vehicular use areas has been established for over half a century.

## CONCLUSION

The applicants did not know that they would be losing a long-time tenant when they signed the purchase agreement on this property. A zone change to the B-1 zone (which is recommended in this place-type) from the P-1 zone (which is **not** recommended in this place-type) will allow the applicants the opportunity to appeal to a wider range of businesses, thus giving them more flexibility to attract new businesses which will complement the existing community business center and enhance the surrounding area.

Thank you for your consideration of this zone change and variance request.

Sincerely,



Richard V. Murphy  
Murphy & Clendenen, PLLC,  
Attorneys for Bread and Roses, LLC

RVM/prb

# ENHANCED NEIGHBORHOOD

## ENHANCED NEIGHBORHOOD - LOW DENSITY NON-RESIDENTIAL/MIXED USE

### LAND USE

- A-DS12-1** Development should be located nearest to neighborhood serving commercial areas.
- A-DN2-1** Infill residential should aim to increase density.
- A-DN3-1** Pedestrian-oriented commercial opportunities and other services should be incorporated within residential neighborhoods.
- B-SU3-1** Development should provide compact and/or mixed use development.
- C-L17-1** Developments should create mixed-use neighborhoods with safe access to community facilities, greenspace, employment, businesses, shopping, and entertainment.
- C-PS9-1** Where possible, developments should modify current office space to include complementary uses, with a specific focus on the inclusion of residential.
- C-PS15-Z** Improve options for affordable and nutritious food where not currently available.
- D-PL7-1** Stakeholders should be consulted to discuss site opportunities and constraints prior to submitting an application.
- D-PL15-1** Drive through facilities and gas stations should not be within neighborhoods or the urban core.
- D-SP1-1** Elementary and middle schools should be located within residential neighborhoods, and high schools primarily along collector streets.
- E-ST8-2** Development should provide community oriented places and services.
- E-GR3-1** Development should meet recreational needs by following the recommendations of the Parks Master Plan.
- E-GR9-2** Low-intensity business uses that will provide neighborhood amenities should be incorporated into existing neighborhoods.
- F-GR9-3** Less intense multi-family residence types should be incorporated into primarily single-family detached areas.

### TRANSPORTATION, CONNECTIVITY, AND WALKABILITY

- A-DS1-1** Mass transit infrastructure such as seating and shelters should be provided/enhanced along transit routes.
- A-DS1-2** Accessible pedestrian linkages to transit should be provided.
- A-DS4-1** A plan for a connected multi-modal network to adjacent neighborhoods, greenspaces, developments and complementary uses should be provided.

## ENHANCED NEIGHBORHOOD - LOW DENSITY NON-RESIDENTIAL/MIXED USE

- A-DS4-1** A plan for a connected multi-modal network to adjacent neighborhoods, greenspaces, developments and complementary uses should be provided.
- A-DS5-2** Developments should incorporate vertical elements, such as street trees and buildings, to create a walkable streetscape.
- A-DS5-1** Safe multi-modal facilities should be provided to ensure vehicular separation from bicycles, pedestrians and other modes of transport.
- A-DS5-2** Developments should incorporate vertical elements, such as street trees and buildings, to create a walkable streetscape.
- A-DS10-1** New developments should incorporate clear and dedicated connections to nearby community anchors.
- A-DS11-1** Street layouts should provide clear, visible access to neighborhood-focused open space and greenspaces
- A-DS13-1** Stub streets should be connected.
- C-PS10-1** Flexible parking and shared parking arrangements should be utilized.
- D-C02-1** Development should create and/or expand a connected multimodal transportation network that satisfies all users' needs.
- D-C02-2** Development should comply with Lexington's Complete Streets Policy.
- D-C04-1** Dead-end streets and cul-de-sacs should be discouraged.
- D-C04-2** Provide multiple route options (grid type structure) to alleviate congestion in lieu of additional lanes upon existing roadways.
- D-C04-3** Street pattern and design should consider site topography and minimize grading where possible.
- D-C05-1** Streets should be designed with shorter block lengths, narrower widths, and traffic calming features.
- D-SP6-1** Social services and community facilities should be accessible via mass transit, bicycle and pedestrian transportation modes.

### ENVIRONMENTAL SUSTAINABILITY AND RESILIENCY

- B-PR2-1** Impact on environmentally sensitive areas should be minimized within and adjacent to the proposed development site.
- B-PR2-2** Development should include regularly spaced access with an adequate width to the greenway network and conservation areas.
- B-PR3-1** Minimize impact of development adjacent to land conservation properties through buffering.
- B-PR7-1** Developments should be designed to minimize tree removal and to protect and preserve existing significant trees.

## ENHANCED NEIGHBORHOOD - LOW DENSITY NON-RESIDENTIAL/MIXED USE

- B-PR9-1** Minimize grading and topsoil disturbance by utilizing the existing topography to the greatest extent possible and preserving key natural features.
- B-PR10-1** Development should avoid overlighting and upward directed lighting.
- B-SU4-1** Development should minimize and/or mitigate impervious surfaces.
- B-SU5-1** Developments should incorporate energy efficient systems and renewable energy resources (i.e. wind, solar, etc.).
- B-SU9-1** Green Stormwater Infrastructure (GSI) should be implemented in new development.
- B-SU11-1** Development should incorporate low impact landscaping and native plant species.
- B-RE1-1** Developments should improve the tree canopy.
- B-RE2-1** Lexington's green infrastructure network, including parks, trails, greenways, or natural areas should be highly visible and accessible.
- B-RE5-1** Dividing floodplains into privately owned parcels with flood insurance should be avoided.
- B-RE5-2** Floodplains should be incorporated into accessible greenspace, and additional protection should be provided to areas around them.
- B-RE5-3** Developments within the Royal Springs Aquifer should consult with the Royal Springs Water Supply Protection Committee.
- D-SP10-1** Prioritize street trees in the planting strip.

## SITE DESIGN

- A-DS5-4** Development should provide a pedestrian-oriented and activated streetscapes.
- A-DS7-1** Parking should be oriented to the interior or rear of the property for non-residential or multi-family developments.
- A-DS9-1** Development should provide active and engaging amenities within neighborhood focused open spaces.
- A-DS9-2** Where neighborhood open space or parks are not located within walking distance of a new development, applicants should incorporate these facilities.
- A-EQ9-1** School sites should be appropriately sized.
- A-EQ9-2** Shared open spaces should be easily accessible and clearly delineated from private open spaces.
- C-LI8-1** Development should enhance a well-connected and activated public realm.

## ENHANCED NEIGHBORHOOD - LOW DENSITY NON-RESIDENTIAL/MIXED USE

- C-PS10-2** Over-parking of new developments should be avoided.
- D-PL4-1** Enhance open space through the provision of programmatic elements and amenities
- D-PL10-1** Activate the streetscape or publicly visible areas by designating public art easements in prominent locations.
- D-SP1-2** School design should prioritize a high percentage of open and accessible street frontage.
- D-SP2-1** Visible, usable greenspace and other natural components should be incorporated into school sites.
- D-SP3-1** Adequate right-of-way, lease areas and easements for infrastructure, with emphasis on wireless communication networks should be provided to create reliable service throughout Lexington.
- D-SP3-2** Cellular tower antennae should be located to minimize intrusion and negative aesthetic impacts, and stealth towers and landscaping used to improve the visual impact from the roadway and residential areas.

## BUILDING FORM

- A-DS3-1** Multi-family residential developments should comply with the Multi-family Design Standards in Appendix A.
- A-DS4-2** New construction should be at an appropriate scale to respect the context of neighboring structures; however, along major corridors, it should set the future context.
- A-DS5-3** Building orientation should maximize connections with the street and create a pedestrian-friendly atmosphere.
- A-DS8-1** Where single family detached residential units are provided, a variety of other housing types should be regularly interspersed along the street frontage.
- A-DN2-2** Development should minimize significant contrasts in scale, massing and design, particularly along the edges of historic areas and neighborhoods.
- D-PL2-1** Development should provide active first floor uses whenever adjacent to a street, pedestrian facility, or community focused open space.
- E-GR4-1** Developments should incorporate reuse of viable existing structures.
- E-GR5-1** Structures with demonstrated historic significance should be preserved or adapted.