

# APA-KY SPRING CONFERENCE

*May 15th, 2015*

**LOUISVILLE CENTRAL RAIL CORRIDOR PLAN**  
STANFORD HARVEY, AICP



LORD  
AECK  
SARGENT



# AGENDA

1. TEAM AND OVERVIEW
2. COMMUNITY CONVERSATION RECAP
3. EXISTING CONDITIONS
4. PLAN RECOMMENDATIONS
5. DEVELOPMENT HANDBOOK

# TEAM

LORD  
AECK  
SARGENT



## URBAN DESIGN & PLANNING

NEIGHBORHOODS & DISTRICTS  
STREETS & PARKS  
BUILDINGS & SITES  
CORRIDORS & CENTERS

## ARCHITECTURE

HISTORIC PRESERVATION  
MIXED-USE  
SUSTAINABILITY

## ECOLOGICAL DESIGN

BROWNFIELD & WETLAND HABITAT  
RESTORATION  
PUBLIC PARKS  
WATERFRONTS

## ENVIRONMENTAL

BROWNFIELD REDEVELOPMENT  
SOIL & GROUNDWATER  
ENVIRONMENTAL COMPLIANCE

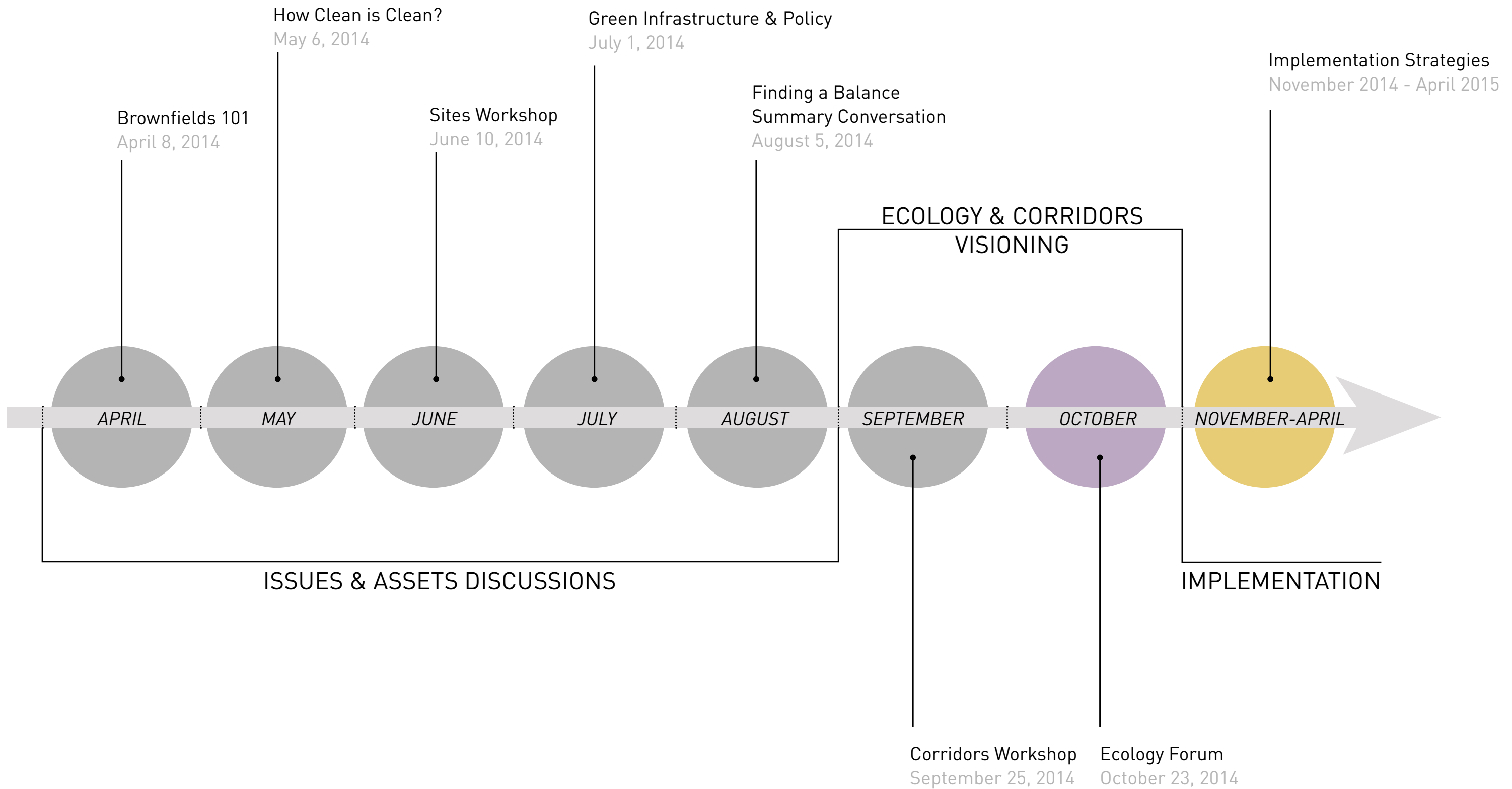
## ECONOMIC DEVELOPMENT

DEVELOPMENT PLANNING  
BROWNFIELD RE-USE  
ECONOMIC FEASIBILITY

## ENGINEERING

TRANSPORTATION &  
WATER RESOURCE INFRASTRUCTURE

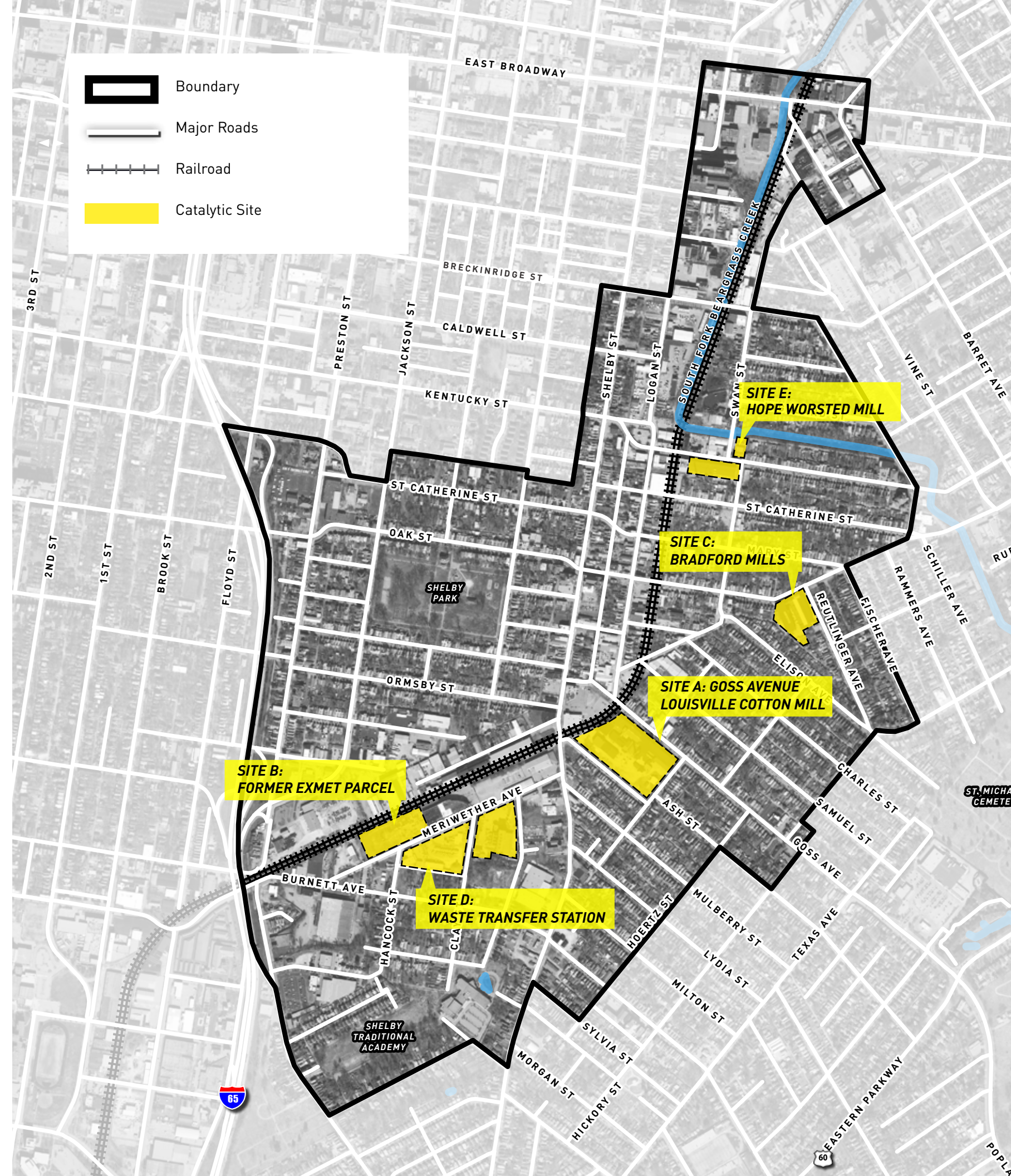
# PROCESS



# STUDY AREA

## 652 ACRES:

- LOCATED EAST OF I-65 ALONG THE “SHORT-LINE RAIL CORRIDOR”
- LONG HISTORY OF INDUSTRY THAT IS EVIDENT THROUGH CURRENT BUSINESSES AND ARTIFACTS
- TIGHTLY KNIT NEIGHBORHOOD FABRIC
- 5 IDENTIFIED CATALYTIC SITES [YELLOW]



## LOUISVILLE COTTON MILL



## HOPE WORSTED MILL & BLUEBIRD PIE FACTORY



## BRADFORD MILL



## WASTE TRANSFER & EXMET

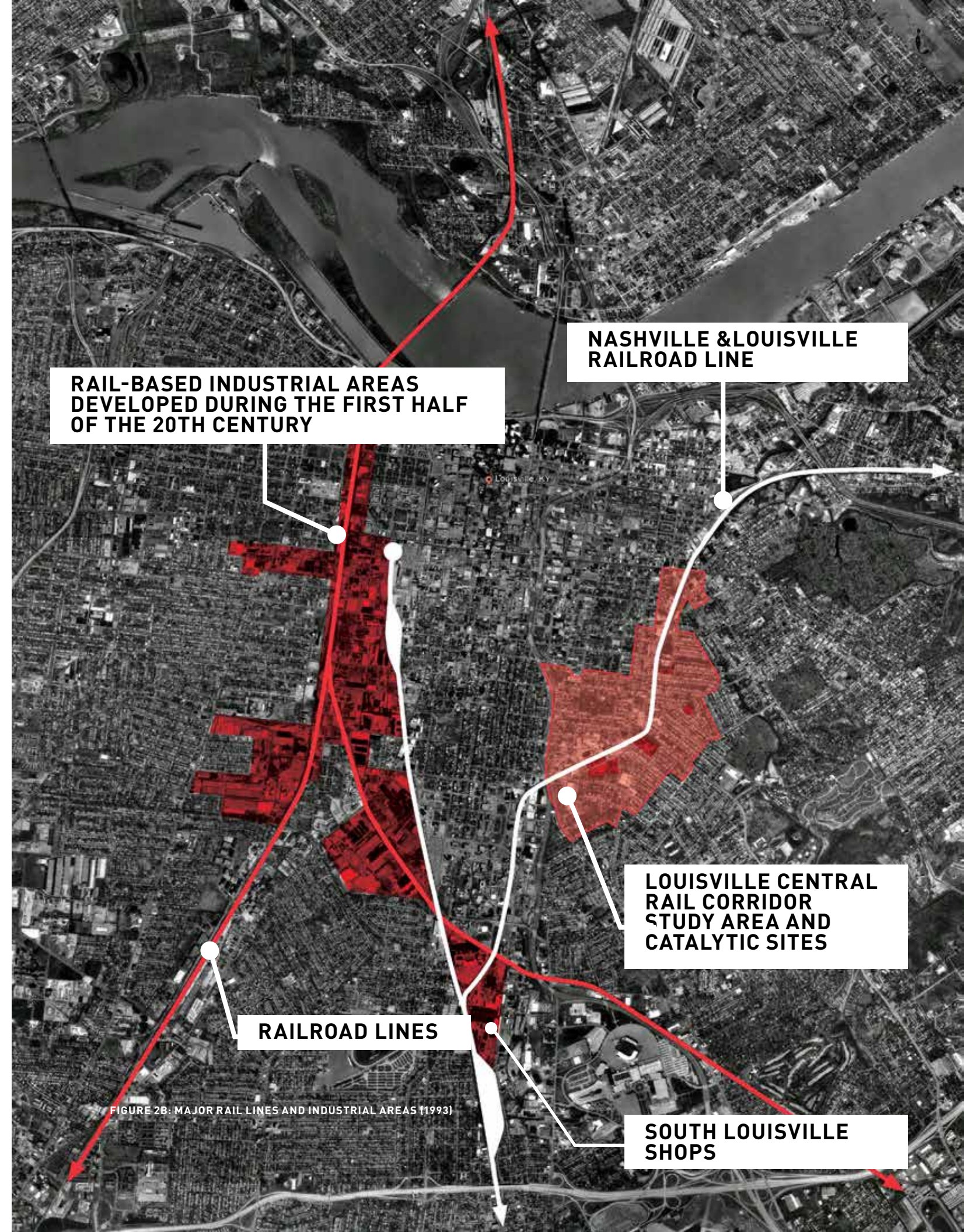




# A HISTORIC LEGACY

## LOUISVILLE'S INDUSTRIAL PAST

- SEVEN MAJOR RAILROADS TRAVERSED LOUISVILLE
- HOME TO LOUISVILLE & NASHVILLE HEADQUARTERS
- RAIL-BASED AREAS DEVELOPED DURING THE FIRST HALF OF 20TH CENTURY
- NEIGHBORHOODS DETERMINED BY ALIGNMENT OF TRACKS AND LAND USES





# A HISTORIC LEGACY



FORMER BALLARD & BALLARD MILL,  
912 EAST BROADWAY - 1919



EXISTING BRADFORD MILLS



FORMER SCHAEFER-MEYER BREWERY,  
800 LOGAN STREET - 1920



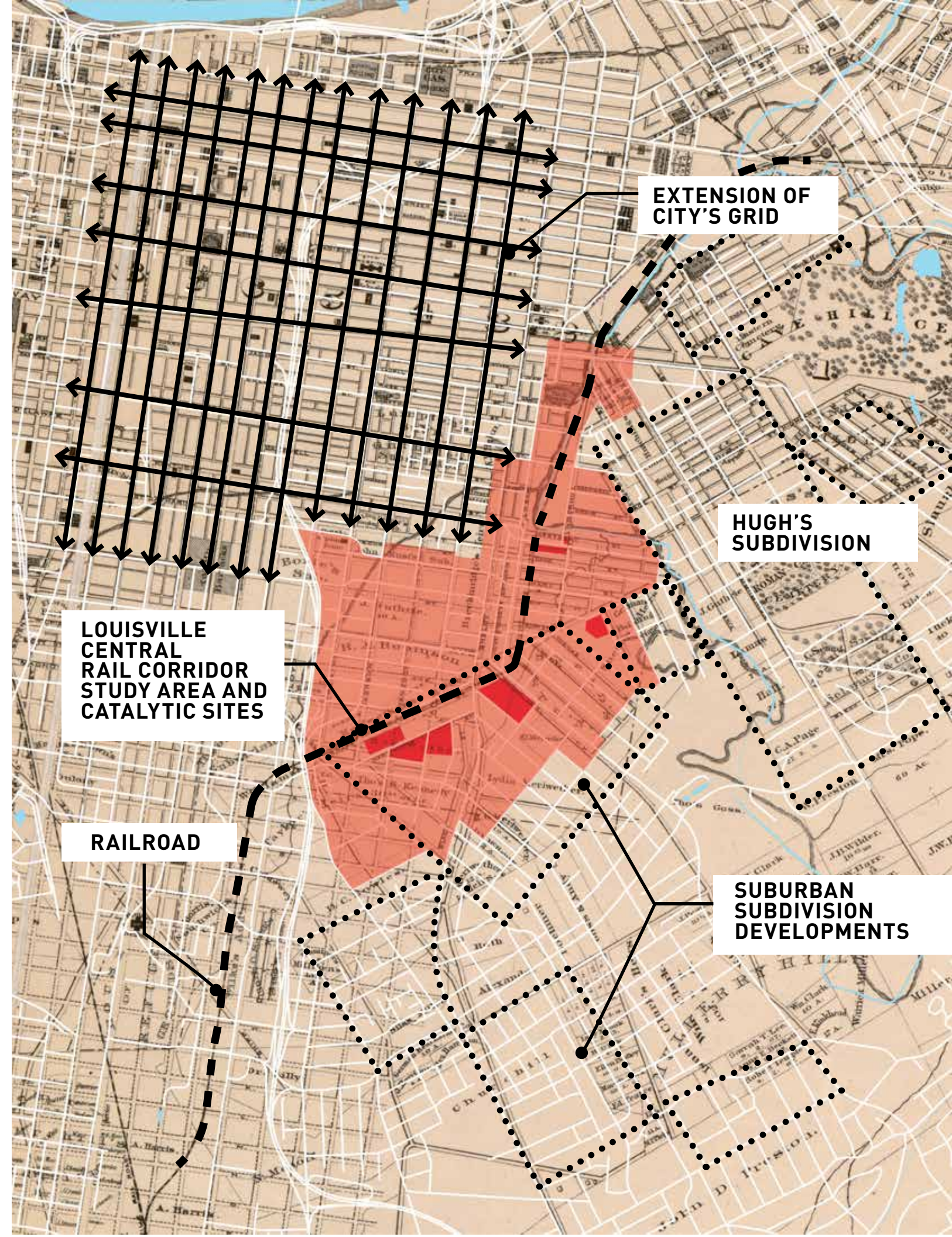
HENRY PILCHER'S SONS, 901-924 MASON STREET



BEARGRASS CREEK WITH  
HOPE WORSTED MILL,  
VIEW FROM 980 LOGAN STREET, 1930S



ST. BERNARD COAL COMPANY  
(CUMBERLAND ELKHORN COAL & COKE),  
950 SWAN STREET



# *COMMUNITY CONVERSATION RECAP*



1. BROWNFIELDS 101
2. HOW CLEAN IS CLEAN?
3. SITES WORKSHOP
4. GREEN INFRASTRUCTURE
5. SUMMARY CONVERSATION

# RECAP



# RECAP: CORRIDORS VISIONING

“Germantown Park.”

“Traffic calming on Goss.”

“Greenspace/park under the tracks (potential hazard) but would be fun!”

“Please leave as they are now, with bike lanes, they are traffic calming. Would need to remove parking if you want bike lanes.”

“[Basin] surrounded this new structure w/ green space a walking path around it would be nice.”



# ECOLOGY FORUM - OCT 23, 2014

## RESOURCE TEAM TAKEAWAYS

### BEARGRASS CREEK

*LONG TERM - BEARGRASS CREEKS POTENTIAL AS A COMMUNITY/ECOLOGICAL ASSET*

*SHORT TERM OPPORTUNITY WITH THE MSD BASIN FOR IMPROVEMENT AND EDUCATION*

### CATALYTIC SITES & CORRIDORS

*LONG TERM - CREATE A PROCEDURAL FRAMEWORK TO STREAM LINE ADAPTIVE RE-USE PROJECTS*

*SHORT TERM - IMPROVEMENTS TO GOSS AVENUE*

### RESOURCE RECOVERY DISTRICT

*LONG TERM - HIGHLY VISIBLE GREEN JOBS / GREEN PRACTICES DISTRICT*

*SHORT TERM - POSSIBLE RELOCATION OF RECYCLING DROP-OFF AND RE-USE STUDY FOR INCINERATOR*



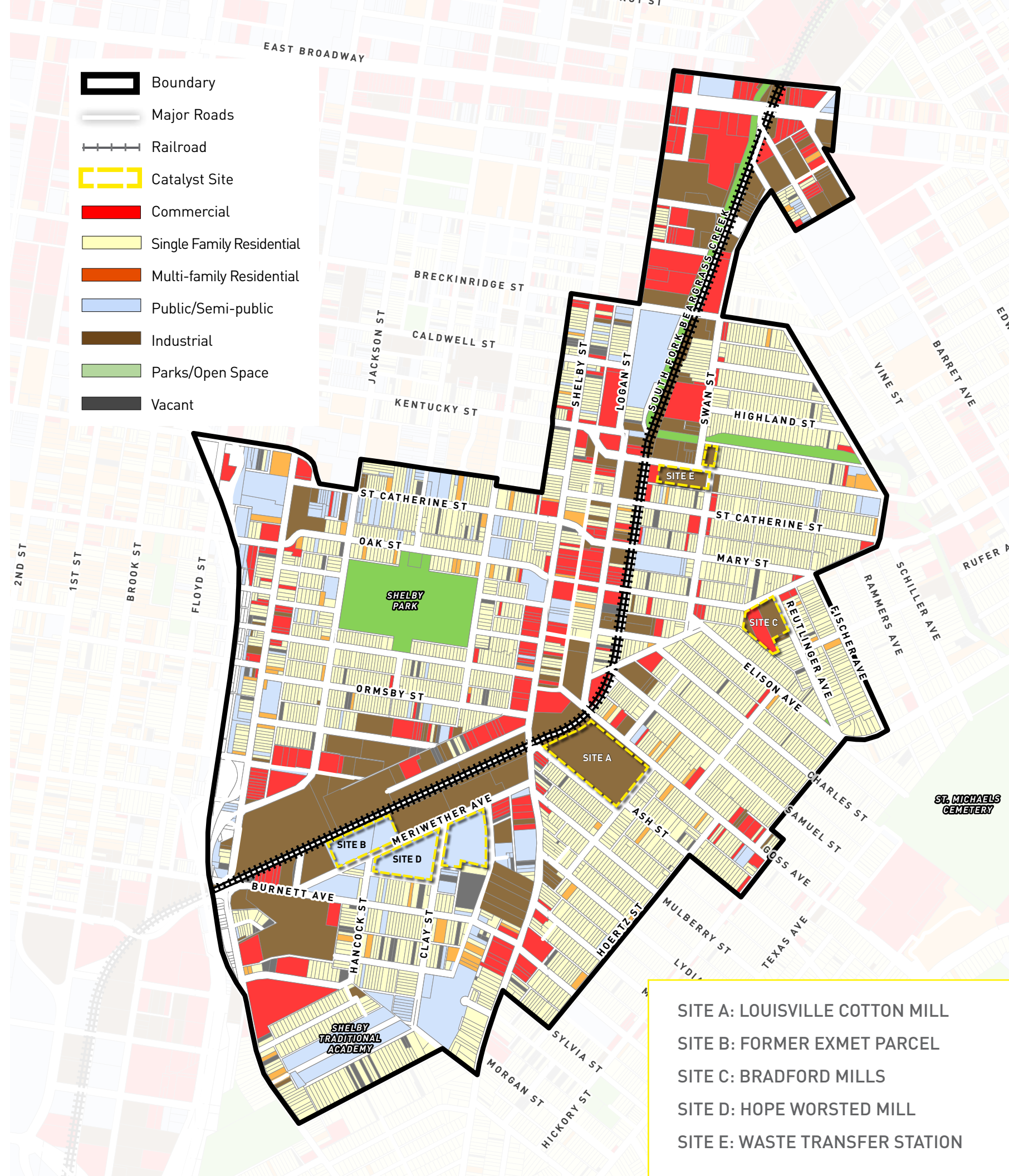
# *EXISTING CONDITIONS*



# LAND USE

## HIGHLY RESIDENTIAL AND INDUSTRIAL, PERCENT OF TOTAL LAND AREA

- **SINGLE-FAMILY: 34.1%**
- **[RIGHT-OF-WAY: 27%]**
- **INDUSTRY: 13.5%**
- **COMMERCIAL: 9.9%**
- **PUBLIC & SEMI-PUBLIC: 8.6%**
- **PARKS & OPEN SPACE: 3.6%**
- **VACANT: 1.7%**
- **MULTI-FAMILY: 1.6%**

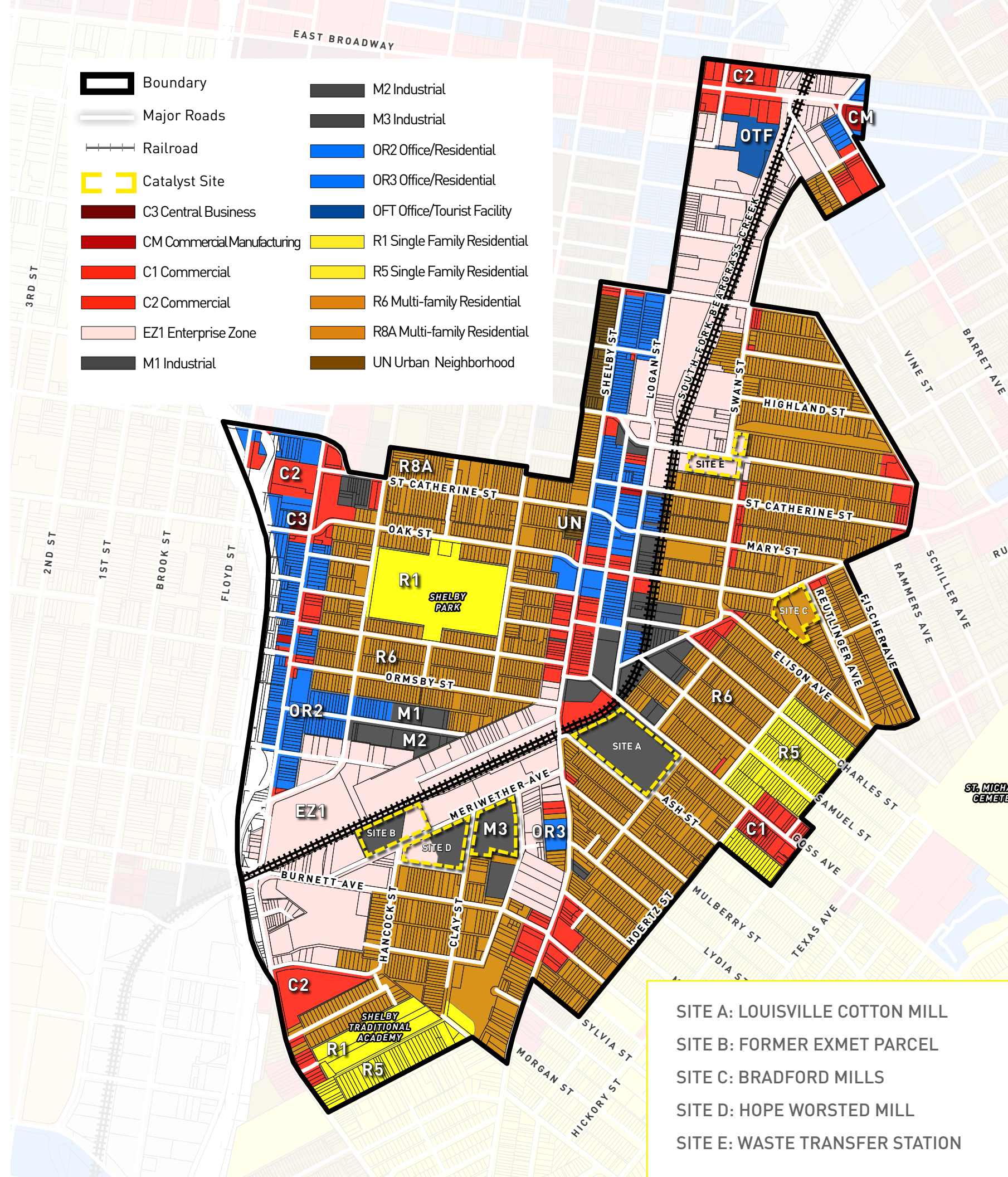


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- SITE B: FORMER EXMET PARCEL
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- SITE E: WASTE TRANSFER STATION

# ZONING

## ZONED FOR INCREASED DENSITY & ENTERPRISE:

- **MULTI-FAMILY: 44.3%**
  - R6, R7, R8A
- **ENTERPRISE ZONE: 20.7%**
  - EZ1
- **COMMERCIAL: 9.33%**
  - C1, C2, C3
- **SINGLE-FAMILY: 7.8%**
  - R1, R5
- **INDUSTRIAL: 7%**
  - M1, M2, M3, CM
- **OFFICE: 8%**
  - OR2, OR3, OTF



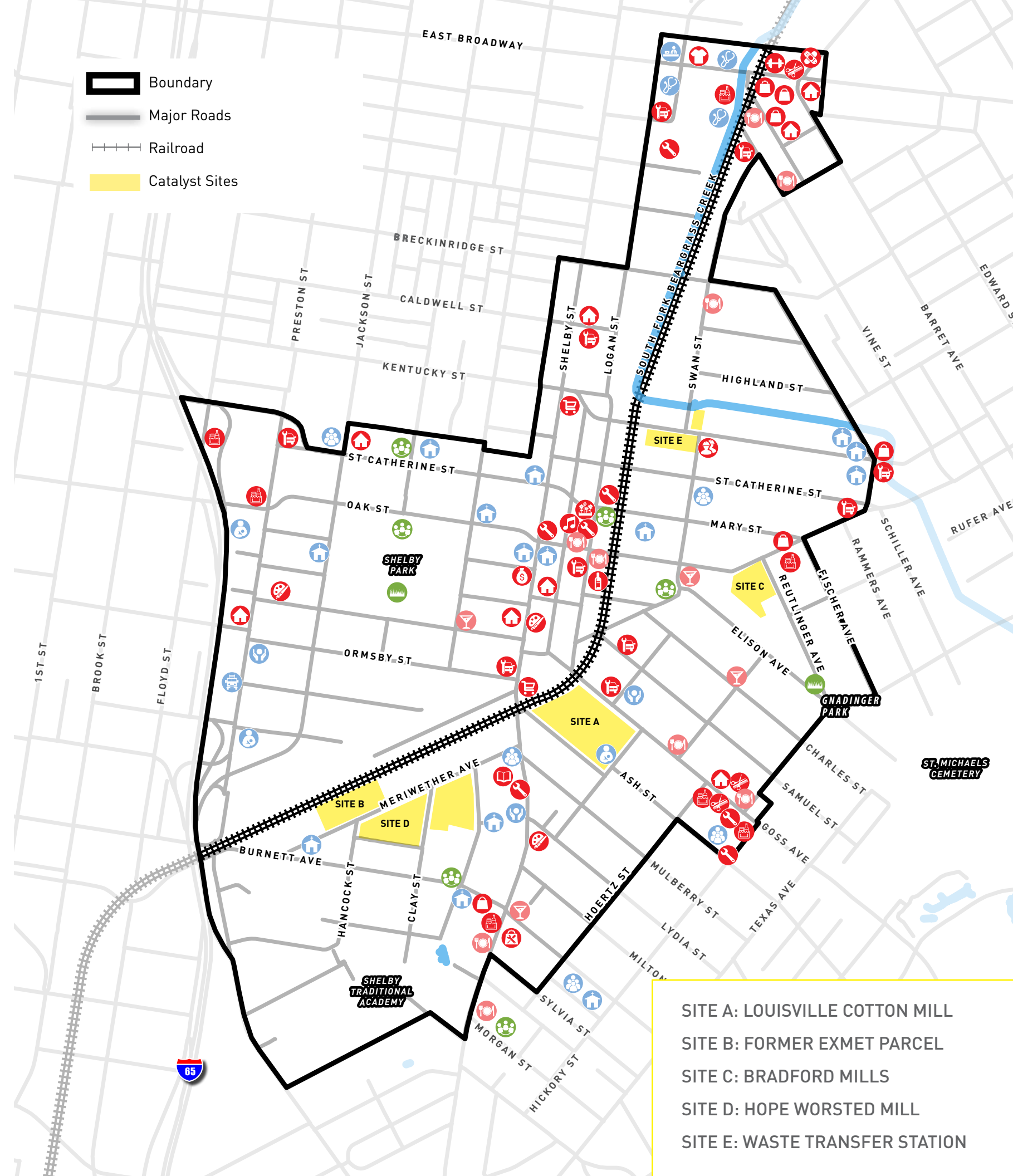


# ASSETS

## IDENTIFIED KEY ASSETS AND SERVICES:

- COMMERCIAL
- OPEN SPACE
- INSTITUTIONAL / OFFICE

- ▭ Boundary
- ▬ Major Roads
- ⋯ Railroad
- Catalyst Sites

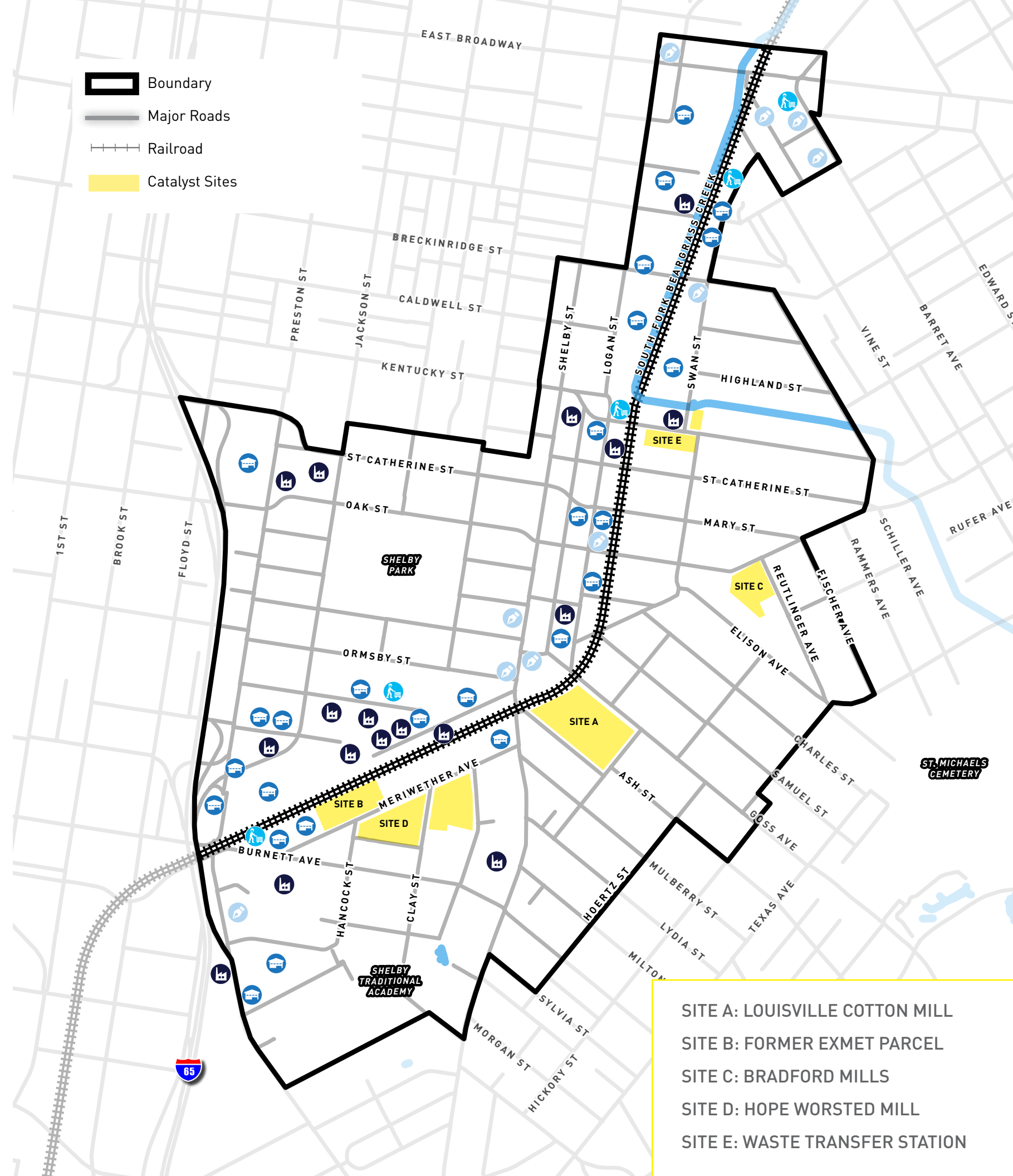


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# INDUSTRY

## IDENTIFIED INDUSTRY:

-  **MANUFACTURING**
-  **WAREHOUSE/TRANSPORTATION**
-  **LIGHT INDUSTRY**
-  **OFFICE**



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# VEHICULAR TRANSPORTATION NETWORK

## CONNECTIVITY, WAYFINDING, AND SAFETY ISSUES

### ONE-WAY STREETS:

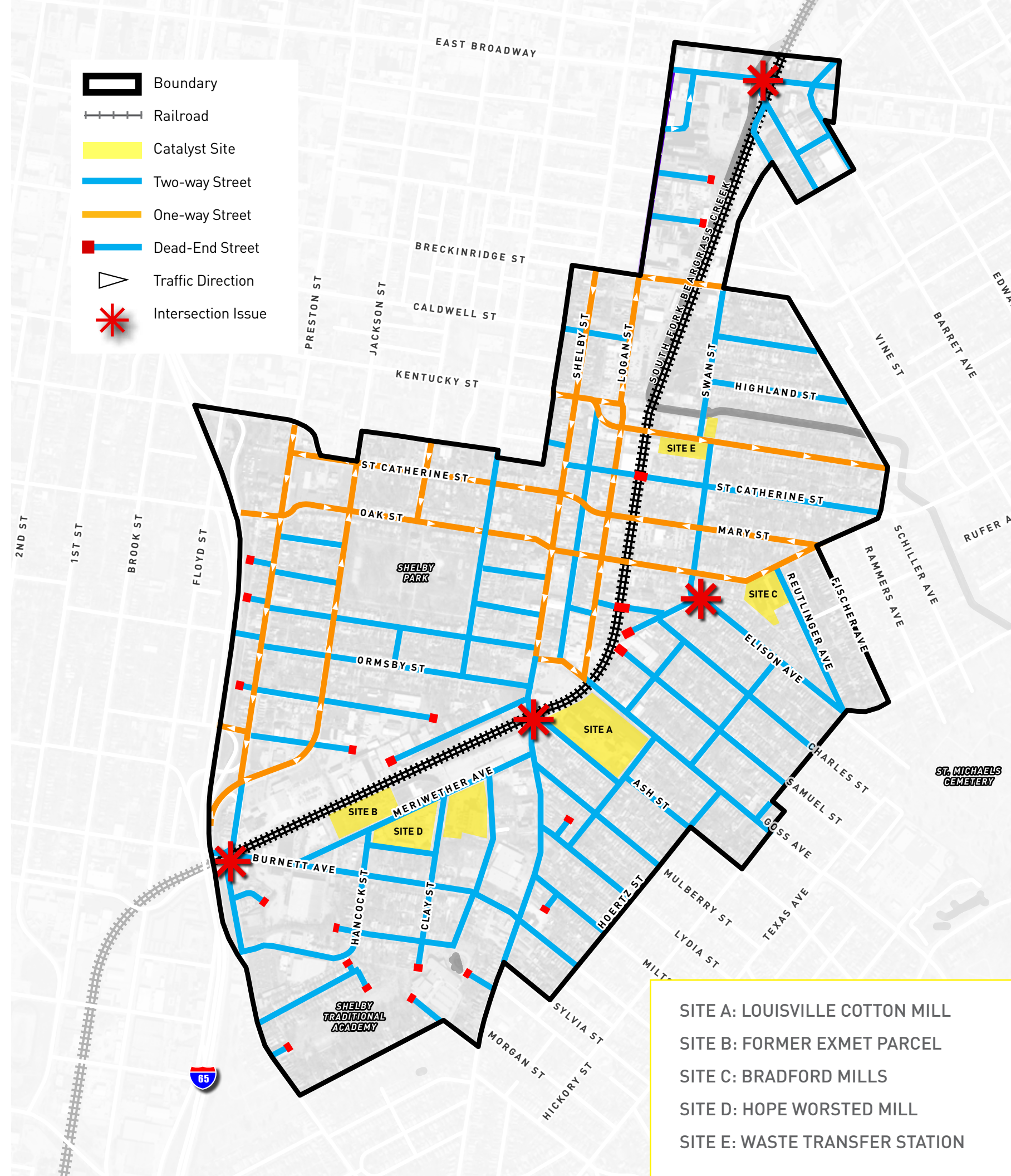
- *SHELBY STREET / LOGAN STREET*
- *ST. CATHERINE STREET / OAK STREET*
- *PRESTON STREET / JACKSON STREET*

### DEAD-END STREETS / RAILROAD:

- *LACK OF CONNECTIVITY ALONG RAILROAD; SPECIALLY SOUTHWEST PORTION OF CORRIDOR*
- *PEDESTRIAN CONNECTIONS MISSING*

### INTERSECTION AND AT-GRADE CROSSINGS ISSUES:

- *ELISON AVENUE / DANDRIDGE AVENUE*
- *S.SHELBY STREET / BERGMAN STREET / ASH STREET*
- *E.BURNETT AVENUE / S.PRESTON STREET*
- *E. BROADWAY / BRENT STREET*

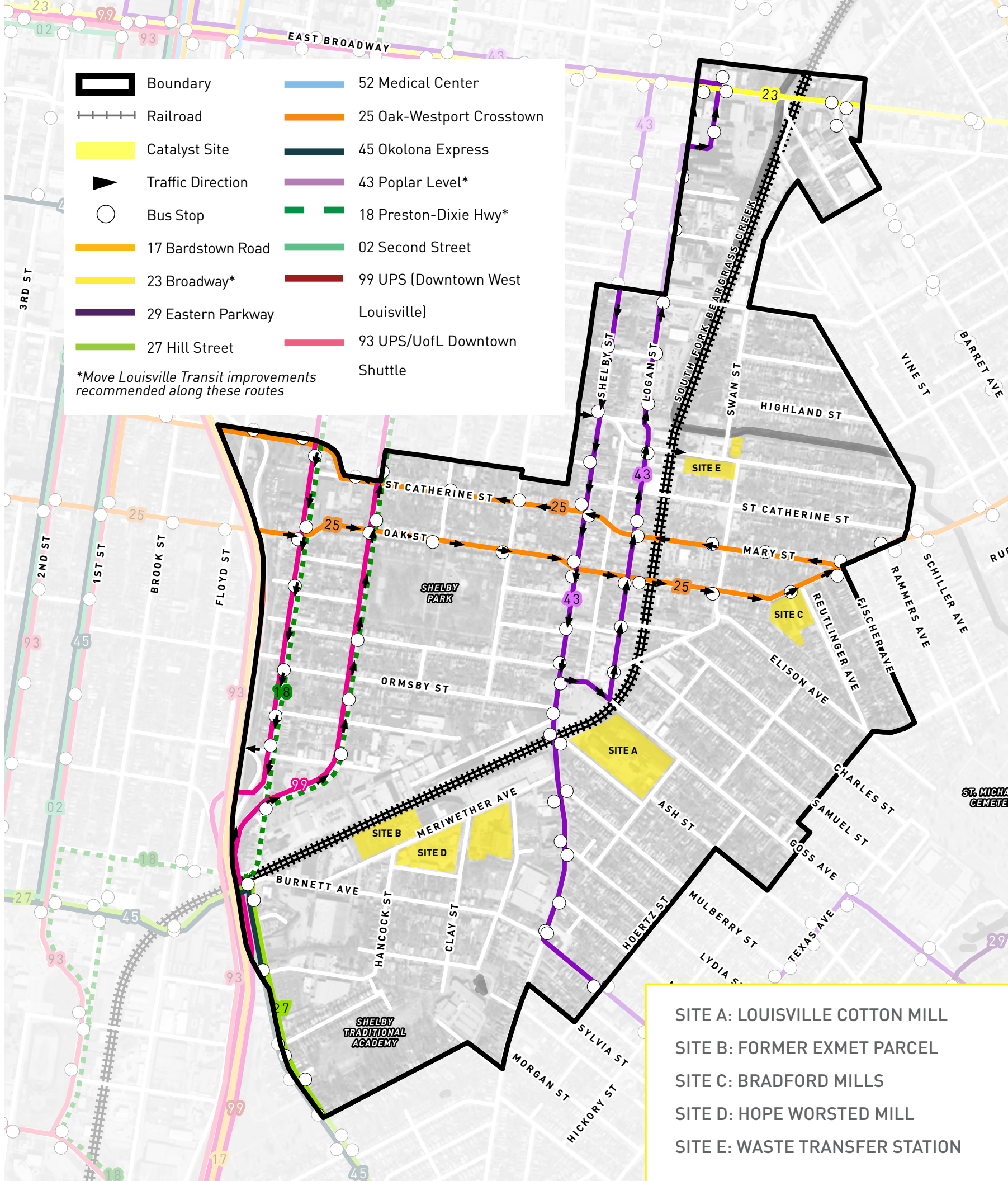


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# TRANSIT NETWORK

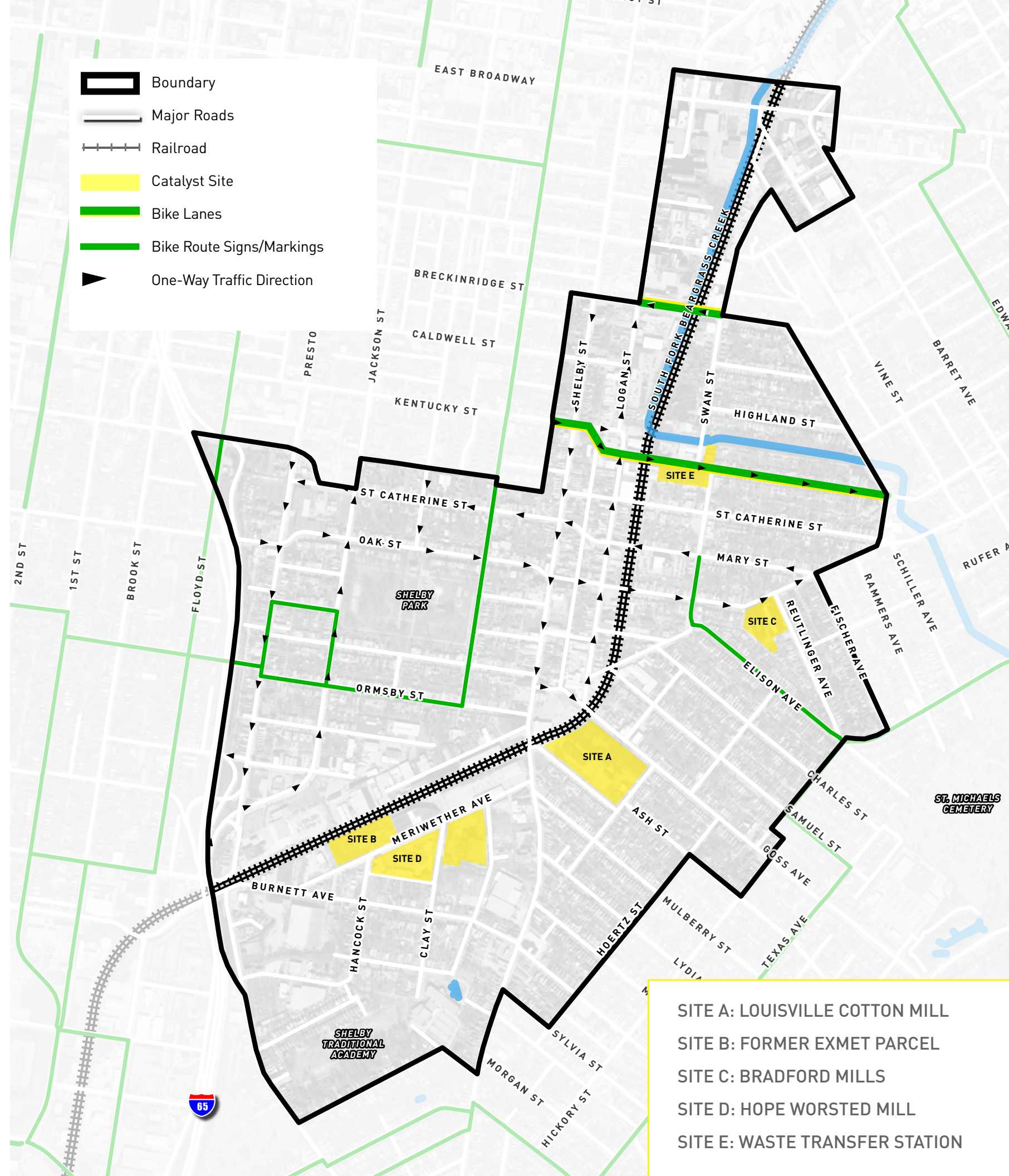
## MOVE LOUISVILLE PLANNED TRANSIT PROJECTS

- *ROUTE 18 - PRESTON: FREQUENT TRANSIT SERVICE, INCREASED FREQUENCY*
- *COMPLETE STREET RETROFIT OF BROADWAY CORRIDOR: BUS RAPID TRANSIT, CYCLE TRACK, SIDEWALK IMPROVEMENTS, ETC.*
- *ROUTE 43 - POPLAR: MODIFIED LOCAL SERVICE*



# BIKE NETWORK

- IN 2014 KENTUCKY AND BRECKINRIDGE WERE RESTRIPEDED WITH BIKE LANES
- MOVE LOUISVILLE RECOMMENDS A BIKE LANE ALONG PRESTON STREET AS A FUTURE PROJECT
- LOW-COST WAYFINDING SIGNAGE IS RECOMMENDED FOR EXISTING BICYCLES ROUTES
- EVALUATION OF SIGNALS AND CROSSWALKS FOR CYCLIST TO ENSURE SAFETY IS RECOMMENDED



# MARKET OPPORTUNITIES

- Corridor is underserved by existing retail
- Large majority of residents spend their dollars outside the area
- Market conditions indicate pent up demand for additional retail
- Opportunity for the neighborhoods to capture some portion of that spending
- Opportunity to recapture retail “leakage” changes based on location, brand recognition, competition within the market, and accessibility

# *PLAN RECOMMENDATIONS*



# PLANNING STRATEGIES

*1. RESTORING NATURAL ECOSYSTEMS*

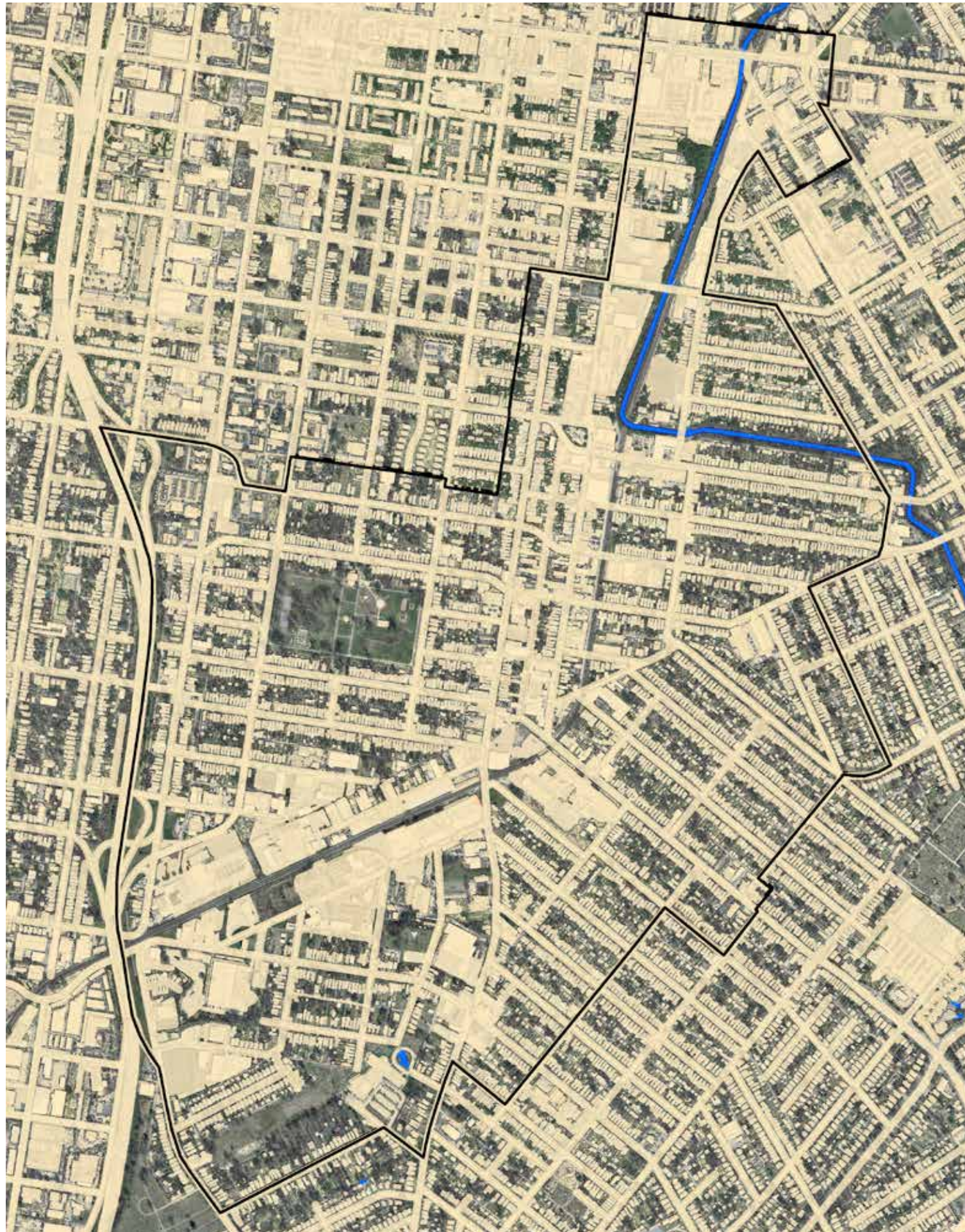
*2. IMPROVING AREA-WIDE NETWORKS OF CIRCULATION AND OPEN SPACE*

*3. IDENTIFYING, REMEDIATING AND REDEVELOPING BROWNFIELD SITES*



# *PLAN RECOMMENDATIONS*

*Restoring Natural Ecosystems*



EXISTING IMPERVIOUS SURFACE



EXISTING TREE COVERAGE

# BEARGRASS CREEK

- 1) Reduce stormwater runoff and combined sewer overflows to provide suitable aquatic habitat conditions for long-term creek restoration
- 2) Restore Beargrass Creek to more natural system by removing concrete and adding natural substrate and vegetation
- 3) Reclaim portions of the Beargrass Creek by using MSD basin project as a pilot project and developing the Beargrass Creek Trail



# GREENING THE CORRIDOR

## 4) Incorporate green strategies:

- Reduce stormwater runoff and combined sewer overflows
- Install and prioritize green infrastructure over grey infrastructure
- Implement Floodplain Management Ordinance for 25' natural buffer along Beargrass Creek
- Small-scale green strategies: landscaping, rain gardens, and rain barrels

## 5) Plant street trees and create an urban forestry program

## 6) Identify vacant lots and underutilized areas and convert them into green spaces temporarily



LOS ANGELES RIVER, BEFORE AND AFTER (COURTESY GREAT ECOLOGY) SOURCE: WENK ASSOCIATES



***PLAN RECOMMENDATIONS***

***Improving Area-wide Networks of  
Circulation and Open Space***

# CIRCULATION

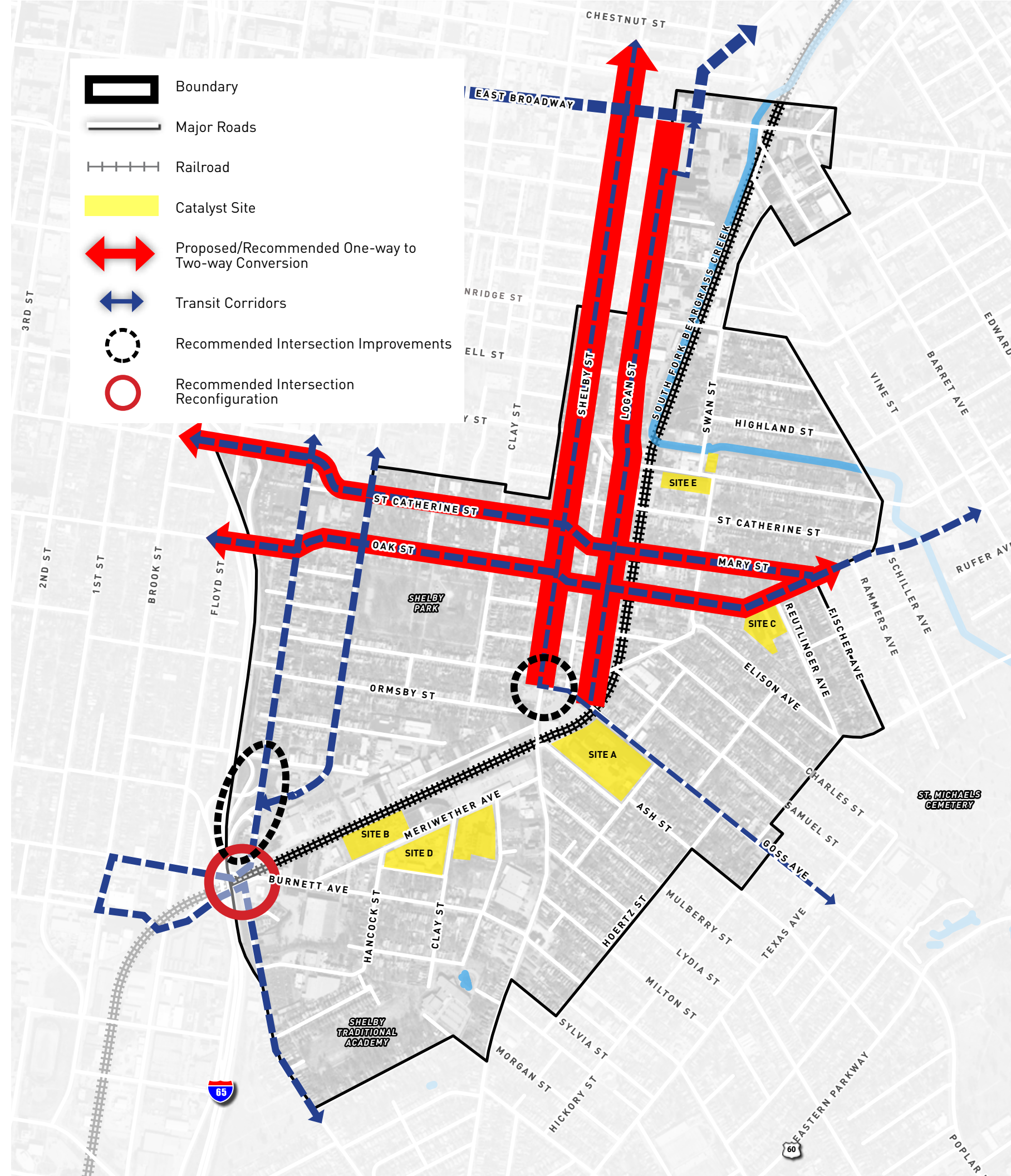
## 1) Implement traffic improvements

- Convert one-way streets to two-way
- Improve intersection at Preston Street and I-65 Exit

## 2) Improve bus stops

## 3) Implement Streetscape Improvements

- Logan Street
- Shelby Street
- Broadway
- Goss Avenue
- Dandridge Avenue, Steve Magre Alley, Bergman Street, Hancock Street and Clay Street as green corridors as part of Open Space Framework.





EXISTING CONDITIONS OF GOSS AVENUE



POTENTIAL STREETScape IMPROVEMENTS OF GOSS AVENUE



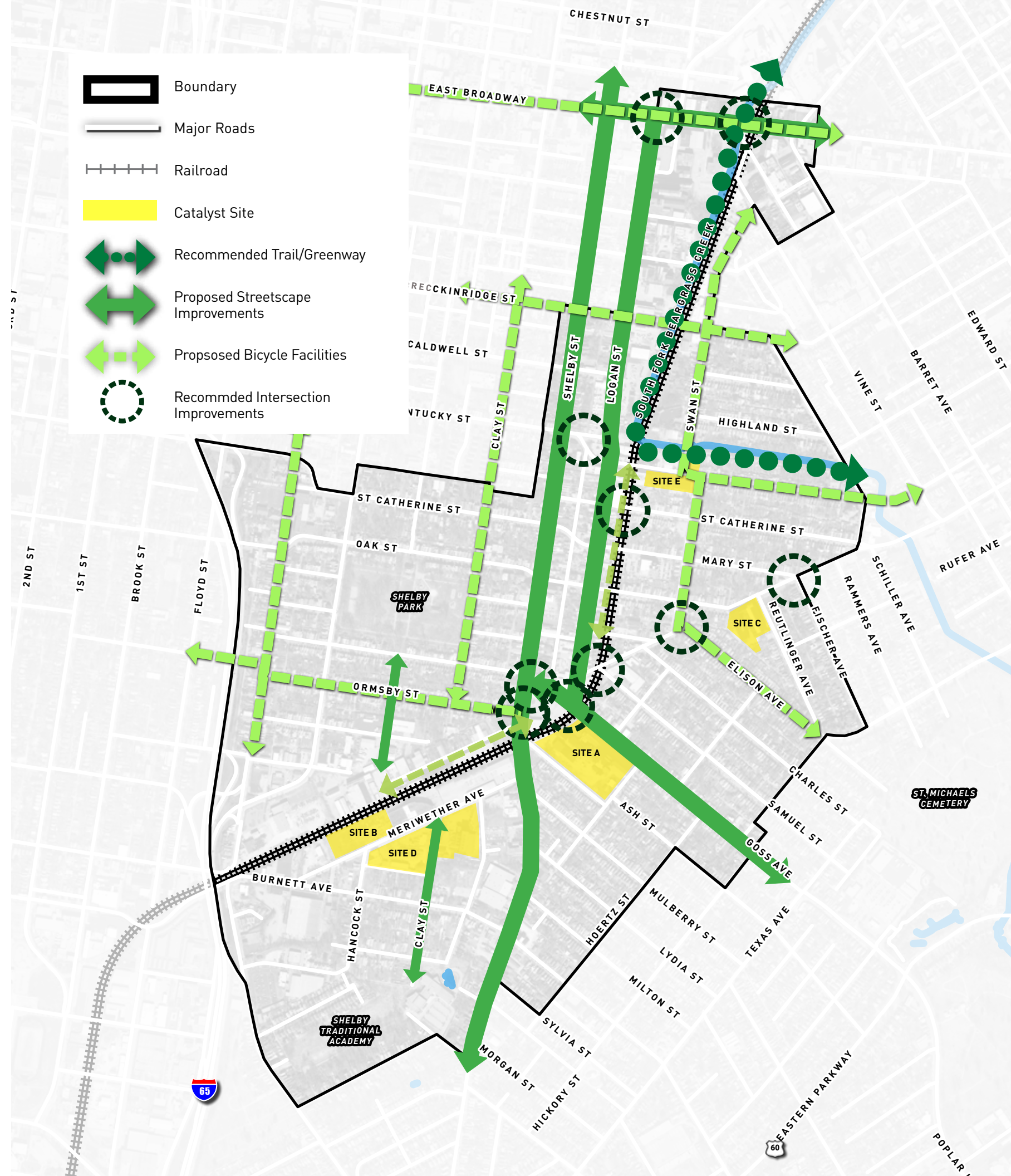
# CIRCULATION

## 4) Complete bike network

- Broadway
- Breckinridge Street
- Kentucky Street
- Ormsby Street
- Swan Street
- Elison Avenue
- Clay Street
- Preston Street

## 5) Implement intersection improvements for pedestrian safety

- Shelby Street & Ormsby Street
- Shelby Street & Goss Avenue
- Logan Street & Goss Avenue
- Samuel Steet & Dandridge Avenue connection
- Ellison Avenue, Swan Street & Dandridge Avenue
- Fischer Avenue, Oak Street & Mary Street
- Logan Street & Kentucky Street
- St. Catherine Street connection across railroad at Steve Marge Alley
- Logan Street & Broadway
- Broadway & Brent Street/Overpass



# OPEN SPACE

## 6) Better utilize and improve existing open spaces:

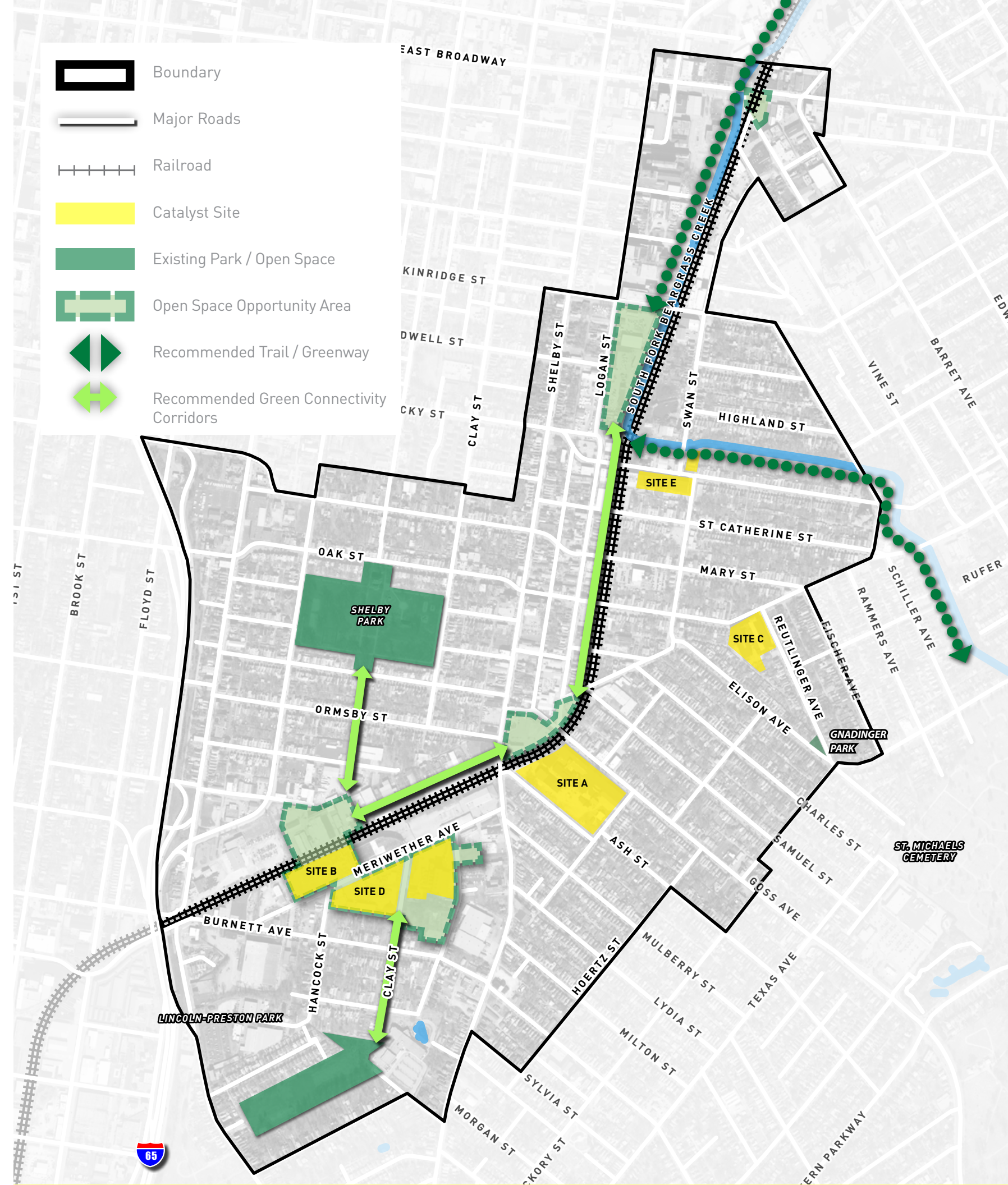
- Implementing Shelby Park's master plan
- Considering additional programming and publicly accessible facilities for Lincoln-Preston Park.

## 7) Develop new small-scale open spaces; such as:

- The MSD basin project at Logan Street and Breckenridge Street;
- Catalyst Sites B and D which includes adjacent vacant and available property;
- The paved storage area at the intersection of Goss and Logan which presents a long-term opportunity.

## 8) Create a network of greenways to connect the existing and proposed open spaces

## 9) Incorporate usable open space into new larger scale developments



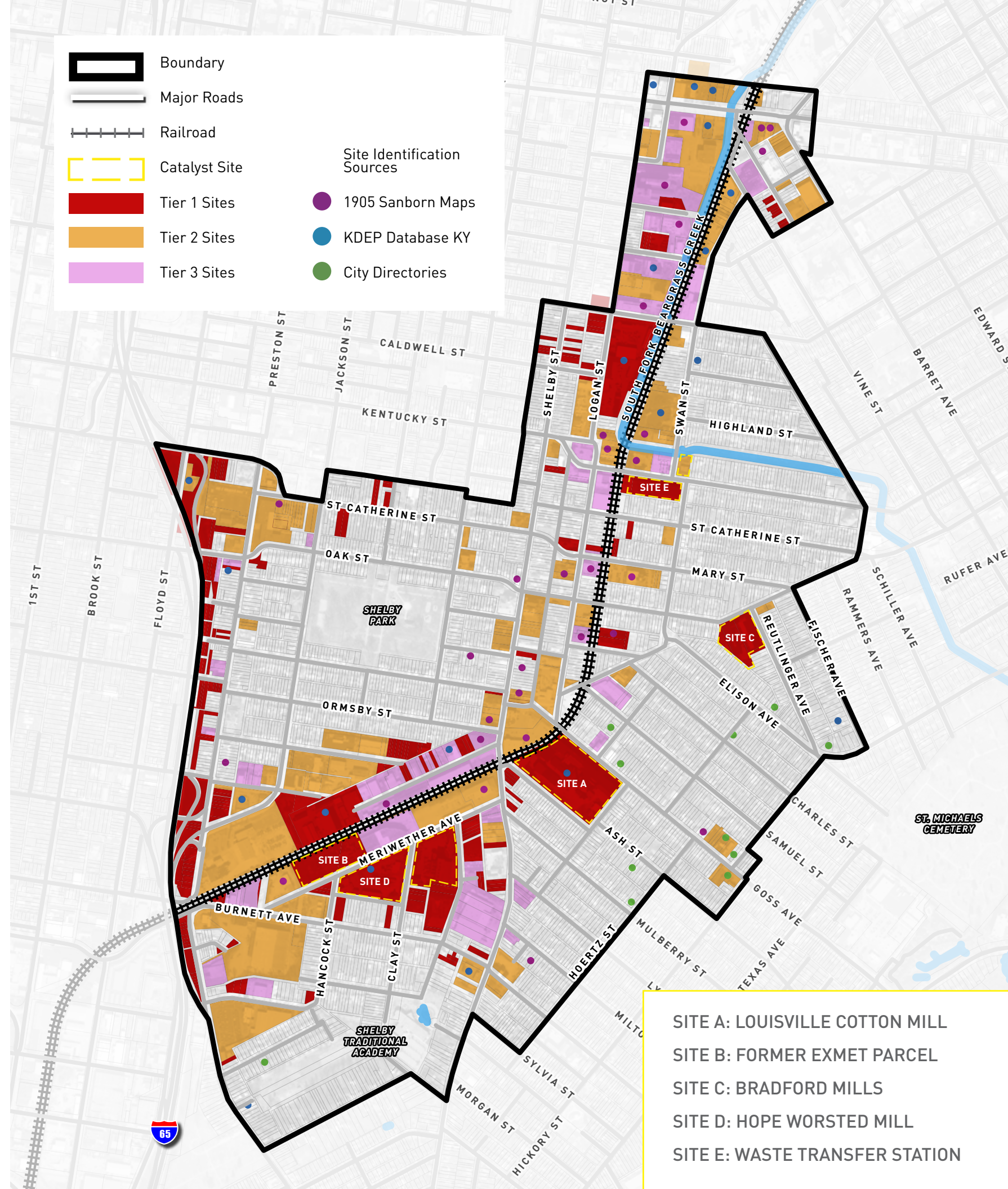
# ***PLAN RECOMMENDATIONS***

***Identifying, Remediating and  
Redeveloping Brownfield Sites***

# DEVELOPMENT OPPORTUNITIES

## KEY INFILL AND SITE REINVESTMENT OPPORTUNITIES

- **TIER 1:**  
INFILL REDEVELOPMENT OPPORTUNITY
- **TIER 2:**  
MID-TERM INFILL OPPORTUNITY
- **TIER 3:**  
LONG TERM INFILL/SITE IMPROVEMENT OPPORTUNITY

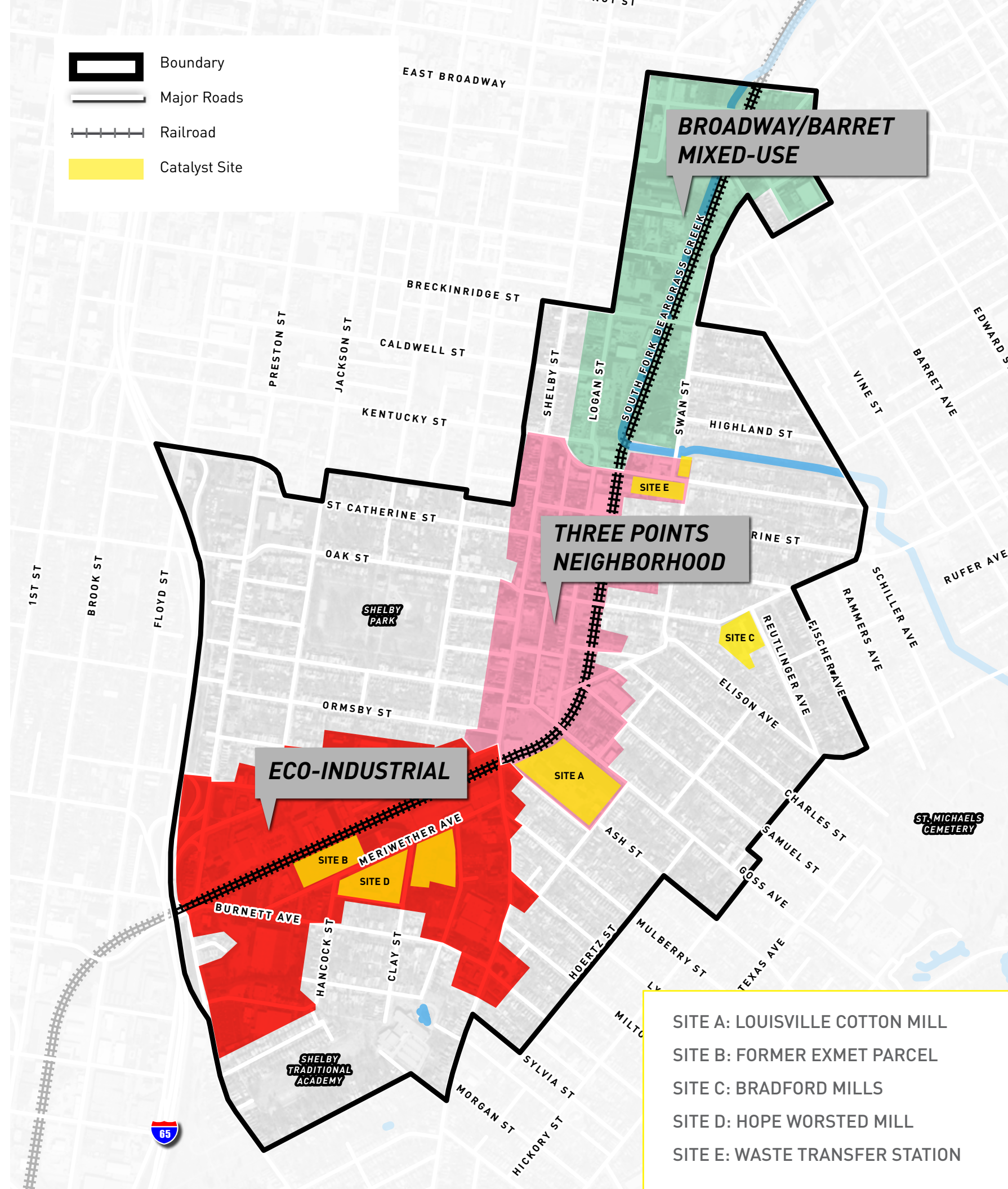


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 SITE E: WASTE TRANSFER STATION

# DEVELOPMENT DISTRICTS

## THREE MAJOR DISTRICTS ALONG THE RAIL CORRIDOR:

- *BROADWAY/BARRET MIXED-USE*
- *THREE POINTS NEIGHBORHOOD*
- *ECO-INDUSTRIAL*



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# RECOMMENDATIONS

## DISTRICTS

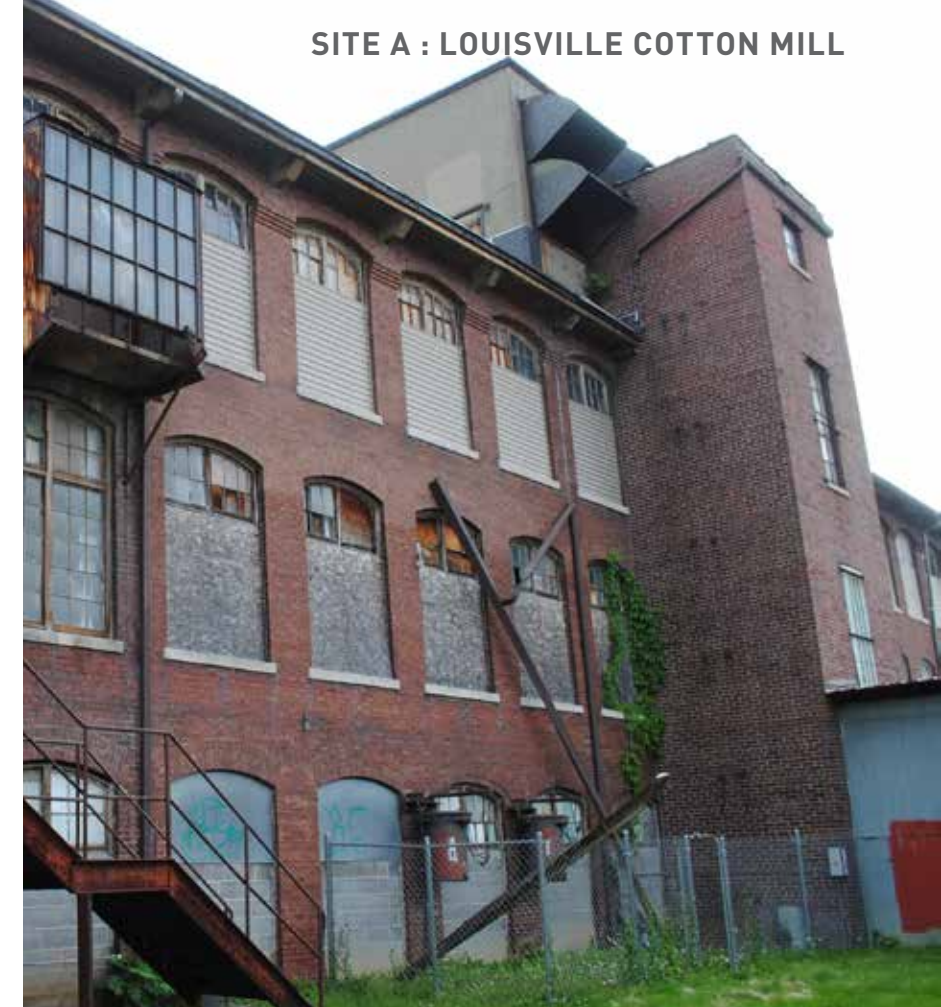
- 1) Conduct a planning study for the Broadway/Barret Mixed-Use area that centers on the opportunities of:
  - a. Short-term redevelopment of the Louisville Metro Government Center,
  - b. Long-term future of Paristown Pointe and the East Broadway corridor
  - c. Louisville Stoneware expansion as a larger economic anchor and destination
- 2) Develop a long-term “Main Street” approach and a business association for the Three Points Neighborhood District
- 3) Conduct additional research and planning to identify potential uses for the Eco-Industrial District



# RECOMMENDATIONS

## TARGET CATALYST SITES

- 4) Provide support for remediation and redevelopment of the target Catalyst Sites:
- a. **SITE A: Louisville Cotton Mill**  
Proposed use: Mixed-use
    - Continue discussions as construction and redevelopment is completed.
  - b. **SITE B: The former Exmet site**  
Potential use: Resource Recovery Facility
    - Undertake a feasibility study to evaluate the role of the parcel in the plan to convert the existing waste transfer station (Catalyst Site D) into a comprehensive resource recovery facility.
    - Develop a plan to bring this property back to productive use as a waste recycling center or assist in identifying a developer for use as a potential flexible industrial space.



SITE A : LOUISVILLE COTTON MILL



SITE C: BRADFORD MILLS

# RECOMMENDATIONS

## TARGET CATALYST SITES

### 4) Provide support for remediation and redevelopment of the target Catalyst Sites:

#### c. SITE C: Bradford Mills

- Potential use: Mixed-use
- Provide support for private redevelopment through historic preservation tax credits and other programs as applicable.
- Evaluate potential traffic pattern alterations to enhance access and redevelopment of surrounding area (i.e. conversion of Oak Street to two-way traffic).

#### d. SITE D: The Waste Transfer Station

- Potential use: Resource Recovery Park
- Undertake a feasibility study to determine whether the existing recycling drop-off and solid waste transfer operation could be converted into a comprehensive resource recovery facility
- Undertake an architectural and engineering assessment of the historic City Incinerator building.

#### e. SITE E: Hope Worsted Mills & Bluebird Pie Factory

- Potential use: Restaurant / Commercial
- Provide support for private redevelopment through historic preservation tax credits and other programs as applicable.
- Assist property owner to obtain additional funding sources for site improvements.

SITE E: HOPE WORSTED MILLS & BLUEBIRD PIE FACTORY



SITE D: WASTE TRANSFER STATION





# RECOMMENDATIONS

## OTHER BROWNFIELD SITES

- 5) Utilize additional local and state Brownfield programs and grants to continue Brownfield assessment and remediation efforts for additional sites, such as:
- a. Fehr Cold Storage
  - b. Schaeffer-Meyer Brewery
  - c. 901-929 Mason Street
  - d. 761 Swan Street
  - e. 917 Shelby Parkway
  - f. 500 Bergmann Street
  - g. Vacant parcels around the Waste Transfer Station, including 1401 South Clay Street and 1440 Bland Street



917 SHELBY PARKWAY



FEHR COLD STORAGE , SCHAEFFER-MEYER BREWERY AND MASON STREET



761 SWAN STREET

# DEVELOPMENT HANDBOOK



## 1. NEIGHBORHOOD

- *AWARENESS AND PROMOTION*
- *EXISTING CONDITIONS*
- *SITE'S POTENTIAL*

## 2. SITE CONSIDERATIONS

- *PROPERTY CONTROL*
- *SHORT-TERM USES*
- *STORMWATER*
- *PARKING*
- *TRAFFIC / CONNECTIVITY*
- *OPEN SPACE / LANDSCAPING*

## 3. ENVIRONMENTAL ASSESSMENT/REMEDIATION

## 4. BUILDING CONSIDERATIONS

- *HAZARDOUS MATERIALS*
- *EXISTING MATERIALS RECOVERY*
- *BUILDING COMPONENTS*

## 5. FINANCING OPPORTUNITIES

- *HISTORIC TAX CREDITS*
- *NEW MARKET CREDITS*
- *ENVIRONMENTAL INCENTIVES*

## 6. REGULATORY

- *ENVIRONMENTAL*
- *LAND USE / HISTORIC / FORM DISTRICT*