



CONCEPTS FOR THE **BROADWAY AREA** LOUISVILLE, KENTUCKY

Prepared for
LOUISVILLE CENTRAL AREA, INC. &
THE BROADWAY GROUP
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Concepts for the
BROADWAY AREA
Louisville, Kentucky

Prepared for:
Central Area Concepts, Inc.
and
The Broadway Group

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I. INTRODUCTION

This report, and the work it represents, are a beginning to understanding and finding solutions to the problems besetting the southern extreme of downtown Louisville. Once the heart of Louisville's cultural and economic activity, the Broadway Area has, in the last decade or so, fallen into disrepair and neglect. The surge of activity in Louisville's rebuilding has tended to gravitate toward the river, leaving the Broadway Area struggling for identity, despite its obvious strengths and the efforts of some Louisvillians to bring about new life in the area. The following background statement prepared by The Broadway Group perhaps best sums up the purpose of this work:

"Development within Louisville's Central Area over the past eight years has been concentrated in the northern half. Closing of the Brown Hotel, decline in retailing and movie activity, security problems, and other changes have further aggravated conditions in the River City Mall area between Chestnut and Broadway.

"The 1969 Development Plan proposed a strong spine to be built around River City Mall, with strong anchor activities at the north and south ends. New developments such as the Galt House, Louisville Trust Building, First National Tower and the planned Performing Arts Center are providing the strong northern anchor.

"However, corresponding anchor development has not occurred at the south. Decline of the Brown Hotel and its underutilization, closing of numerous retail establishments, and a failure to stimulate strong development at the south end of River City Mall have become a major concern to Louisvillians. The situation is becoming more serious with the realization that the Macauley Theatre may also join the ranks of vacant, dead theaters unless immediate attention is directed toward productive re-use of this and the other theaters.

"On the other hand, many strong activities exist within this general area: the Courier-Journal and Louisville Times, Commonwealth Insurance, the Louisville Public Library, Portland Federal Savings and

Loan Association, Stouffer's, the Bank of Louisville, and others. These strong existing activities provide basic strength which can and must be complemented with carefully planned additional anchor facilities and activities which in total will provide the vitality envisioned in the original 1969 Plan, and urgently needed today for this area."

The work involved in this study was directed toward two ends. First, a framework for action was prepared which would give direction to new development in a way which would complement the totality of downtown Louisville. Second, within that framework, achievable and catalytic development opportunities were identified and analyzed.

To begin the process, interviews were conducted with over 35 persons who are, in one way or another, intimately involved in the future of the area. From these interviews, a composite picture evolved which was instrumental in structuring the concepts illustrated in this report. The interviews reflected feelings and concerns ranging from discouragement to great optimism. It was clear, however, that the time and resources were right for causing major events to happen in the Broadway Area which could reinstate it as a significant and forceful element in the Louisville urban scene.

Probably the most important single thrust of the study is toward creating residential opportunities in downtown Louisville. If properly structured, the area can become a vibrant mix of residential, entertainment, commercial and cultural activities.

PART A

Framework Plan and
Redevelopment Opportunities

II. EXECUTIVE SUMMARY

Our study leading to the preparation of the Framework Plan convinced us that 600 Block of River City Mall, and the blocks immediately to the east and west, were the critical "target" areas for redevelopment. Further, it was clear that a project in that area would have to be of sufficient magnitude, or "critical mass" if it were to succeed. A properly conceived project of sufficient size to overcome the blighting influences and negative investment image of the area could set the stage for further development in the Broadway Area and would provide the missing element to knit together the various subcomponents of the south end of Louisville's downtown.

On that basis, a conceptual redevelopment project was prepared which was called the Broadway Redevelopment Opportunity Project. A project area was defined which extended from Broadway on the south to Chestnut Street on the north, and from Second Street on the east to Fifth Street on the west. Within this project area, approximately 26 existing buildings were proposed for removal, and approximately 24 existing buildings were retained to be integrated into the Project (see Figure 4, page 22, for the exact location of the proposed properties to be acquired). Within this proposed acquisition area, and including some existing rights-of-way, a pedestrian open space system was designed and six redevelopment parcels were identified for new development (see Figure 5, page 23).

A preliminary redevelopment program was prepared for each of the six redevelopment sites. Following is a summary of the total redevelopment program proposed for the Broadway Redevelopment Opportunity Project:

1. Residential	1,500 units
2. Office Space	470,000 SF
3. Hotel (Brown Center)	384 rooms
4. Other Commercial (Specialty Retailing, Entertainment, and Food/Beverage)	180,000 SF
5. Parking (Integrated within the redevelopment parcels)	3,675 spaces
6. Roof Terraces (Upper level open space related to residential uses)	271,000 SF

Tables 3, 4 and 5, pages 28, 29, and 30, show the proposed uses for each of the six redevelopment sites. These tables also include the total construction costs and total redevelopment costs associated with each of the sites. In addition to the development envisioned on these sites, a Public Open Space system is recommended which includes 216,000 square feet, or approximately 5.0 acres.

Total public and private capital expenditures associated with the Project were calculated to be \$154.8 million. A detailed analysis of the potential sources of funding was prepared for a portion of the Project preliminarily identified as Phase I and lying between River City Mall and Third Street. Total public and private capital costs for Phase I were calculated to be \$45.1 million. Table 2, page 27, presents an illustrative distribution of funding sources, both public and private, for the elements of Phase I.

The next technical work step in implementation of this Project is the preparation of an Urban Redevelopment Plan (Urban Renewal). Preparatory to that next step, it is recommended that a joint public/private Task Force be appointed to further verify developer interest in the Project and to prepare a source of funding for the preparation of the Urban Redevelopment Plan.

III. THE FRAMEWORK PLAN

A. DISTRICTS

The Framework Plan identifies existing and potential districts and use patterns within the Broadway Area. It clarifies a preferred structure for this part of the downtown in order to set a context for development decisions and to ensure that those decisions reinforce the preferred structure rather than continue the current pattern of fragmentation and deterioration of the environment.

Nine existing and/or potential districts have been identified. They build upon the existing patterns of activity in the Broadway Area, and recommend a means of relating those activities synergistically into a new and vital environment. Following is a discussion of each of the districts:

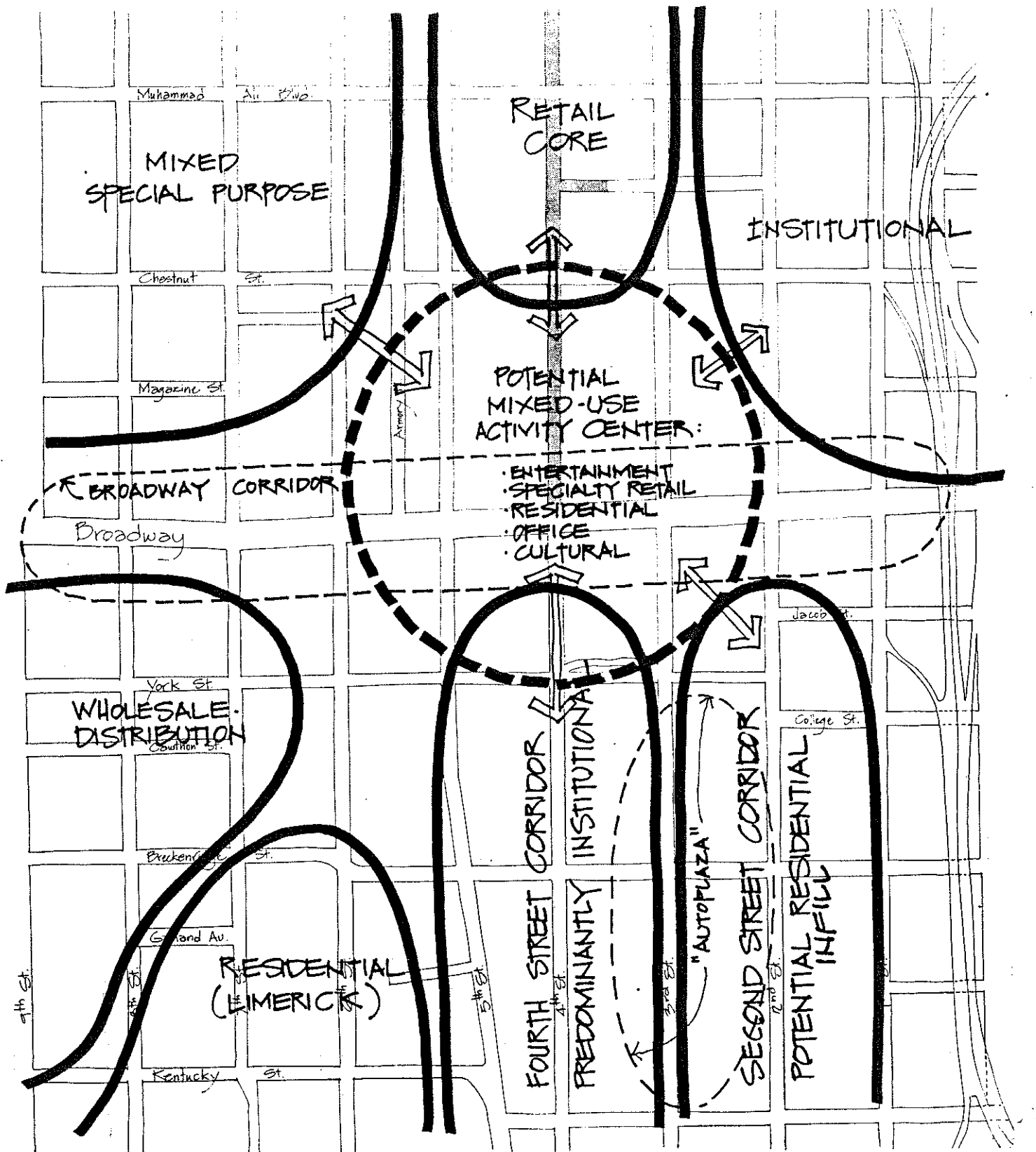
The Retail Core

The four blocks abutting River City Mall between Chestnut and Liberty Streets form the center of the retailing activities in downtown Louisville. Fortunately, Stewart's Department Store has maintained its downtown location and is presently anchoring the downtown retailing activity. Upon completion, the Galleria Project will solidify the retailing strength in that area. It can be reasonably expected that new and better-quality retailing outlets will seek and find locations in that area, and that within the near future, the retailing core will be firmly established.

The 600 Block immediately south of the Retail Core is probably the single most important unresolved issue if the Retail Core is to attain its full potential. In its present state, the 600 Block is a serious environmental and economic blighting influence on the south end of the Retail Core.

First Street Institutional

East of Second Street and north of Broadway extends a rather well-defined institutional area including Jefferson Community College, the Ahrens Trade High School, the new YMCA and, beyond the expressway to the east, the Medical Complex. This area is characterized by a relatively high environmental quality, new construction and, because of the educational and medical facilities, "around-the-clock" activity.



Scale in Feet

CONCEPTS FOR THE BROADWAY AREA
LOUISVILLE, KENTUCKY

PLANNED BY: [unreadable]
DATE: [unreadable]

FRAMEWORK PLAN--DISTRICTS

Figure 1

This district represents a strong resource to the downtown Retail Core and, likewise, goes a long way toward providing the environment and neighborhood necessary to attract downtown residential development.

Urban Renewal

The northwest sector of the study area is characterized by a mix of single-purpose new facilities. While it lacks the tight structure of the remainder of the downtown area, and while it is not particularly attractive to pedestrians, it nonetheless is firmly established and represents an important element in the Broadway Area.

The Broadway Corridor

The Broadway Corridor can be identified as a distinct district by virtue of the significance of the street itself. Remnants of its historic grandeur still remain, and Louisvillians generally perceive it as a place. It still remains a major east-west connecting thoroughfare. In fact, its significance in this regard has probably been increased by the construction of the interstate system which tended to disrupt several of the other major east-west arterials.

At the present time, the Broadway Corridor lacks a consistent character. There is no dominant theme. Quite the contrary, there is a competition among varying uses and building forms which results in a fragmented and cluttered image. One of the major challenges in the redevelopment process along Broadway will be to redefine and establish a visual character to the street appropriate to its significance.

Wholesaling and Distribution

The area lying south of Broadway, approximately from Sixth Street on the east to the Ninth Street Parkway on the west, and extending south to the Limerick residential neighborhood, is currently an assortment of uses predominated by wholesaling and distribution activities. While the area, because of several vacancies and the generally deteriorating condition of the structures, might be considered as a potential area for redevelopment to another use, there is a reasonableness to accepting the current land use characteristics and continuing to upgrade and develop the area with compatible development.

Limerick Residential

This area is well established and will soon receive recognition as a neighborhood by the Landmarks Commission. It is bounded approximately by West Breckenridge on the north, Fifth Street on the east, Eight Street on the west, and Kentucky on the south.

The Fourth Street Corridor

Development on the blocks abutting Fourth Street from Kentucky to Broadway is dominated by major institutional facilities and a smattering of residential and commercial uses. Fourth Street is the major link between Old Louisville to the south and the downtown. Like Broadway, it is identifiable as a district by virtue of its significance as a movement corridor and because of the nature of the development abutting it.

While there are some scattered transitional, or problem, sites in the Fourth Street Corridor, it is essentially stable and represents a strength to be built upon and, again, a resource to help establish residential uses in the area.

The Second Street Corridor/Autoplaza

Between Old Louisville and Broadway from the expressway to Third Street lies what is probably the most problematic zone in the study area. The dominant use at the present time is automobile retailing and service. It is the heart of the previously identified Autoplaza and is typified by large areas of automobile storage, scattered retailing and office buildings, and remnants of past residential neighborhoods now in disrepair and largely converted to rooming houses.

The Second Street Corridor is a prime candidate for residential reuse by virtue of its proximity to the growing Old Louisville community to the south, the Fourth Street Corridor activities to the west and potential downtown activities and housing to the north. Every effort should be made to expand the residential base of this area and to successfully integrate the residential with the Autoplaza functions.

The 600 Block

The pattern created by the previously identified districts in the study area leave a conspicuous "gray"

zone centered on the 600 Block of River City Mall. Strategically located between the coalescing Retail Core to the north, the Broadway Corridor to the south, the firmly established institutional district to the east, and the newspaper facilities and urban renewal area to the west, appropriate redevelopment of the 600 Block area is absolutely the most critical ingredient in revitalizing this end of the downtown and the Broadway Corridor.

The opportunity exists to create in the 600 Block a new and vigorous center of activity linking together and complementing the adjacent districts. The 600 Block has the potential to become a mixed-use center anchoring the south end of River City Mall with open space, entertainment and dining facilities, and high-density, in-town living units.

Achieving an optimal redevelopment of the 600 Block will require a comprehensive design and programming effort with city sponsorship and support. Individual entrepreneurial projects undertaken within the existing fabric may or may not succeed in revitalizing the 600 Block. It is unlikely, however, that such incremental revitalization efforts would ever be able to achieve the full potential of the area, particularly the potential as a lively residential district.

In turn, probably the most important element catalyzing the renewal of the 600 Block is a "rebirth" of the Brown Hotel/Office Building complex. Long regarded as a symbol of the decline of the area, an injection of new investment and vigor into the Brown may be essential to revitalizing the Block and, consequently, the larger area.

B. SUMMARY OF CURRENT PLANNING ACTIVITIES

There are numerous public and private efforts underway in the study area which collectively form an important background element and part of the Framework Plan. We have relied heavily on these efforts and, where appropriate, have incorporated them into this study.

1. Old Louisville

The Louisville design and planning firm of Miller, Wihry & Lee, Inc., has conducted exhaustive analyses of the Old Louisville area as it extends from Eastern Parkway on the south to Broadway on the north, between I-65 and the railroad right-of-way to the west. While the study

generally focused on the Historic Preservation District, it recognized that the Old Louisville area of influence extended north to Broadway. Following is an excerpt from that study which discusses the potential for residential uses between Old Louisville and Broadway, a concept called Town Center.

"The northern edge of Old Louisville presents an exceptional opportunity for the expansion of downtown housing. The area, bounded generally by First, Sixth, Broadway and Breckenridge, has a great amount of history and character. Conveniently located with regard to downtown shopping and entertainment, it encompasses the main public library, several venerable churches, schools and a number of historic landmarks. Included among these are the Timmons House, the Tompkins-Buchanan House, the Montserrat School and the College Street Presbyterian (now Louisville Bible) Church. Trees, statuary and a fountain contribute to its basic cosmopolitan charm.

"Land use in the area is currently a mix of high density residential, institutional and commercial. Reflecting its relationship to the city center, it contains a significant representation of rather large buildings, including the Heyburn Building, the Weisinger-Gaulbert Apartments, and the 800 Apartments. The latter represents the downtown's single largest concentration of upper income residents.

"This district, referred to for planning purposes as Town Center, represents geographically approximately two-thirds of Census Tract 50, which extends westward to Seventh and southward to Kentucky. The population of this tract fell from 6,434 in 1950 to an estimated 1,762 in 1976, a loss larger than the entire population of Shelbyville. This has contributed significantly to the decline in retail activity north of Broadway. The conditions in the area have also caused a decline in the tax base. While assessment overall in the Center City increased by 52 percent from 1968 to 1976, the valuation of the five blocks immediately south of Broadway declined by around 9 percent, or over a million and a half dollars.

"The proposed redevelopment concept for the Town Center area is to reinforce the residential elements already in existence through the pursuit of an attractive and permanently viable in-town residential district. The concept follows those of the 1969 Center City

Development Program, which designated the Fourth Street spine south of Broadway for high density residential and institutional use. It also relates to the Urban Studies Center 1969 recommendation that Central Presbyterian Church work with the Southern Baptist Theological Seminary to develop the land they own from 4th to 5th on the south side of Broadway. It was proposed that this development combine apartment, office and hotel facilities.

"The Town Center concept envisions new and converted housing of moderate to high-density throughout the district. Convenience commercial facilities and secure parking facilities would be developed attendant to the residential. The concept also includes the retention and enhancement of sound existing housing, possible restoration of the Timmons House, adaptive reuse of the Montserrat School, and streetscape and landscaping improvements. A major axis of new development would extend southward from the Weisinger-Gaulbert Apartments on Broadway to the Filson Club on Breckinridge. It is recommended that the housing be developed through conventional financing mechanisms, with public participation in land acquisition, street and parking improvements, and possible tax incentives."*

Another important idea taking shape in the Old Louisville area is the Auto Plaza Project which was derived from a study "Old Louisville Auto Plaza Study, Analysis/Marketing/Environmental Concepts", funded by Community Development Block Grant funds and focusing on the general upgrading of the accessibility, convenience and environment of the automobile dealerships in the area.

The project has been funded out of fourth year Community Development Block Grant funds for \$117,475 to do physical public improvements to the area. At the present time, contracts are being let to undertake several first-phase improvements generally focusing on Third Street from Kentucky Street to York Street. See Appendix Page 4, which shows the exact location of those improvements.

Overall, the land use recommendations presented in the Miller, Wihry & Lee report are consistent with the Framework Plan presented here. A copy of the Old Louisville land use recommendations is included in this report in Appendix Page 5.

*See Appendix Page 3 for the Town Center development as conceived by Miller, Wihry & Lee.

The Old Louisville study recommends a series of traffic improvement proposals. Several of these relate directly to the Broadway Area. They are as follows:

- a. "Establish the necessary signage and signalization to permit left hand turns off Broadway to Third Street during off-peak traffic hours.
- b. Provide truck route signage as required to control truck movement through the area.
- c. Extend Breckinridge across the railroad tracks west of Ninth and designate Kentucky and Breckinridge as the area's principal East/West pair.
- d. Construct the Ninth Street Extension along the western edge of Old Louisville. A copy of the Ultimate Traffic Plan prepared for the Old Louisville Study is presented here in Appendix Page 6 .

2. River City Mall

The Mall Improvement Study, funded in part by the City of Louisville through a CD Block Grant from HUD and prepared in May, 1979, suggests ways of addressing some of the problems now being experienced in the 500 and 600 Blocks of the River City Mall. Basically, this study illustrates design solutions toward providing convenient parking and for enhancing the environment of the 600 Block, particularly as it relates to the potential of the Block as an entertainment center.

This study is important in its recognition of the convenience and amenities required to fully realize the potential of those blocks. We have incorporated several of the concepts into this study, particularly the need for additional open space and plaza area at this location on the Mall. Illustrations from that study are included here in Appendix Pages 7 and 8.

3. Center City Plan Update

The Center City Plan Update prepared by Gruen Associates, June, 1979, stresses the need for strengthening the emerging structure for the entire downtown area of Louisville. It points out that the recent development activity, primarily toward the river end of River City Mall, has contributed very effectively to the evolving "structure". A major thrust in our study of the Broadway Area is to reinforce the structure and strengthen it in

the south end of the Mall, from where we can begin to make structural linkages and relationships toward the east, west and south toward Old Louisville.

Major new investment in private development and public infrastructure in the 600 Block is a key and vital next step to solidify the structure of the Broadway Area as an integral part of the entire center city. Action in this area will effectively answer three of the issues raised by the Gruen study as remaining to be settled in center city Louisville:

- a. To renew the 600 Block (entertainment area);
- b. To re-energize the Broadway Area and capture its potential;
- c. To establish important linkages to the now enormous Medical Center.

The Center City Plan Update is extremely positive about the potential for residential development in the downtown area and defines a zone south of Broadway extending from Eighth Street to First Street which it refers to as South Broadway Residential. The proximity to the activities and employment of the downtown and the Medical Center, the availability of renewable housing stock, the general change in attitudes and desirability of urban living, and the proximity and influence of Old Louisville to the south all tend to set the conditions for significant new investment in residential uses in that area. Our study confirms that notion, and goes a step further to suggest that there are opportunities north of Broadway in the 600 Block and eastward toward the Medical Center.

The Center City Plan Update acknowledges that the emerging highly-structured pedestrian network north of the 500 Block, relating the Galleria, the Hyatt Hotel/Commonwealth Convention Center, the Government Center, the Center for the Arts, and the Riverfront Plaza-related development breaks down and becomes less effective in the Broadway Area.

An important element in our Broadway Area concept is to link to that structure to the north and to extend it southward in a meaningful and lively way through the 600 Block which could become a kind of pedestrian activity hub from which radiate pedestrian links southward toward Old Louisville and east and west.

4. Projects

In addition to the planning activities discussed above, there are numerous ongoing activities which are project related. Our study concepts make every effort to respond to these current issues and to effectively integrate these efforts into Framework Plan and the recommendations for action. Following are some of the more timely and more important project issues in the Broadway Area:

The Brown Center

The closing of the Brown Hotel and its subsequent reuse by the Board of Education is generally regarded as the most devastating single blow to the vitality and growth of the Broadway Area. Not only did it take out of action an important symbol of downtown Louisville, it contributed to a negative investment image for this end of the downtown. Bringing this facility back on line as an economically, socially and culturally important place in the downtown might well be considered the cornerstone to the rebuilding and regeneration of the Broadway Area.

Efforts have been underway for some time to "marry" the Brown Center with the University of Louisville and to bring into the facility University functions, both existing and new, which are consistent with the University's "urban mission". The University has appointed a Task Force to investigate the possibilities and to make recommendations. The effort expended in this work by the University has been considerable; however, a specific proposal has not been forthcoming due to a multitude of issues and concerns.

New concepts for other reuses of the Brown Center, other than those dependent upon large-scale University involvement, are beginning to take shape. The building is generally regarded to be in good to adequate condition and subject to reuse as offices, apartments, and/or hotel functions.

United Artists Theater

The United Artists Theater located at 623 River City Mall is well on its way toward renovation. Marketing studies have been completed and preliminary designs prepared which would bring the facility back on line for middle-of-the-road theater. It would also include dining facilities. This major reinvestment in the theater represents

an important first step to reestablishing the 600 Block as an entertainment center. Our study concepts work toward assisting that effort.

Courier-Journal and Louisville Times

This newspaper facility is in need of significant expansion space. Locked in by development to the west and north and by inadequately configured land to the east, it is seeking expansion space south of Broadway. The Courier-Journal and Louisville Times is an important element in the downtown scene. The area is fortunate that the management of the newspaper is committed to the downtown and is making every effort to expand on its downtown investments rather than seeking an outlying location. Our study recommends assisting the newspaper however possible to find the space required.

Heyburn Building

Renovation of the Heyburn Office Building is currently under consideration. The Heyburn, located at the southeast corner of Broadway and Fourth, is a major office building from Louisville's "heyday" and is quoted on the National Register. Probably the most important concern in the renovation of the building is the provision of adequate parking.

Old Cooke Pontiac Properties

Located at the southeast corner of Fifth and York Streets, and extending south and west across Fifth, this property was acquired by the city and is currently in use for public vehicle maintenance and storage. Recently, the Mayor of Louisville appointed a committee to make recommendations for the eventual disposition and reuse of the properties.

Old YWCA

The YWCA at Chestnut and Third Streets has recently embarked on an ambitious renovation program. When completed, the facility would include a variety of functions, including social service offices, commercial office space, YWCA functions, community meeting and ballroom space, and a limited number of dormitory units.

IV. REDEVELOPMENT OPPORTUNITIES

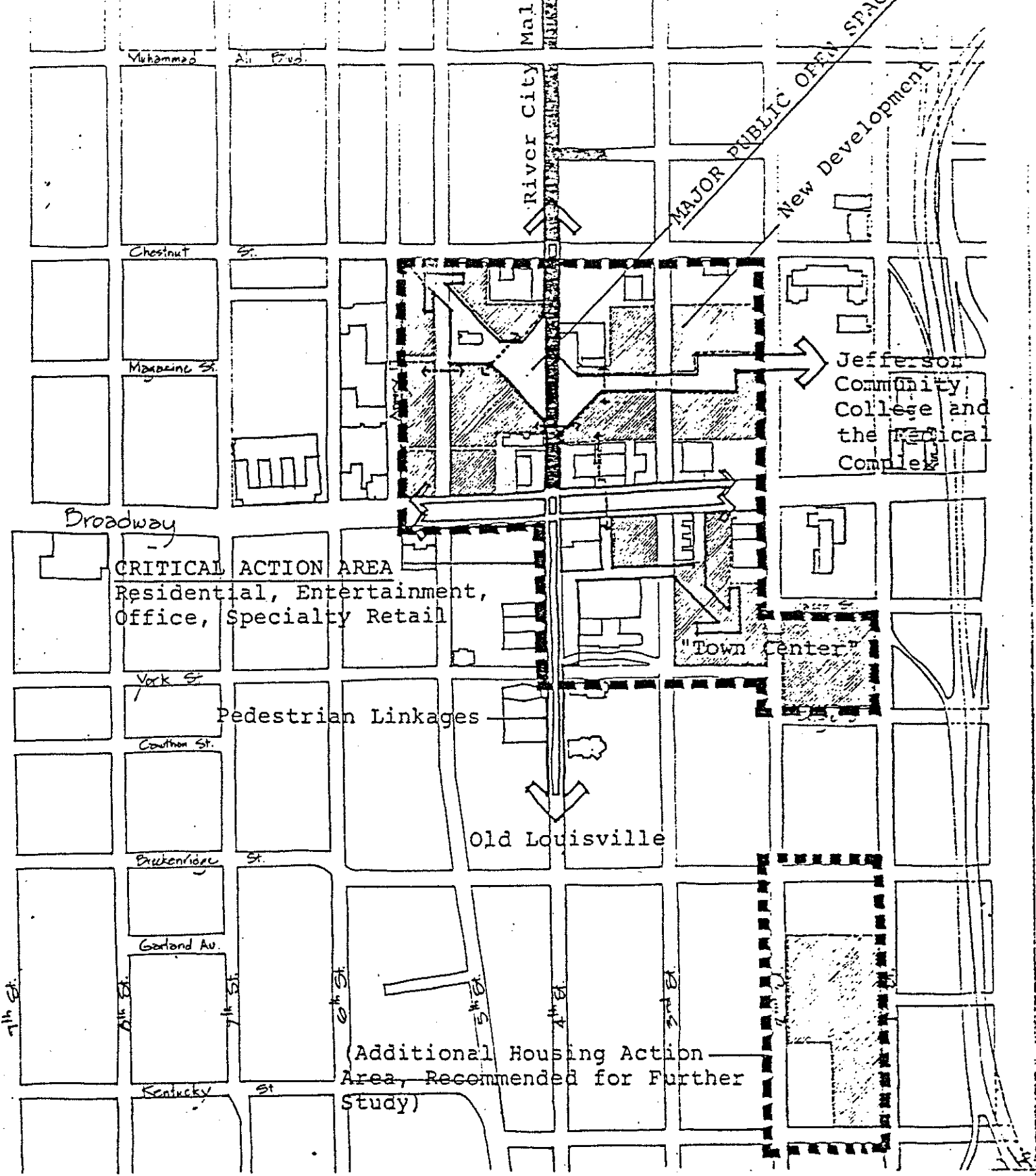
This study identifies a Critical Action Area focusing on the 600 Block and extending west to Armory Place, north to Chestnut Street, east to Second Street and south across Broadway to include the previously identified Town Center area. A second action area is identified in the southern extreme of the study area generally in the block bounded by Kentucky, Breckinridge, Second and First Streets. These two areas represent the most logical focus for intensive effort. They are directed both toward solution of immediate problems and toward establishing the basis for continuing development.

The Critical Action Area includes the following major components:

- a. Most importantly, the revitalization of the Brown Hotel and office building;
- b. A major public square forming a centerpiece for the 600 Block and an anchor to the south end of River City Mall;
- c. A mixed-use development focusing on the square and including residential, office, entertainment and parking;
- d. High-density residential development to the east between the 600 Block and the Jefferson Community College;
- e. Parking south of Broadway serving the Heyburn Building and surrounding uses and linked directly to the 600 Block;
- f. The initial components of the longer-range plan to establish residential in the Second Street corridor. This development approximately coincides with the previously identified Town Center.

The Brown Center

Certainly the most important catalyst to initiating the development in the Critical Action Area is a successful resolution of the Brown Center future. A major investment and revitalization of the Brown may well be the



CRITICAL ACTION AREA
 Residential, Entertainment,
 Office, Specialty Retail

Jefferson
 Community
 College and
 the Medical
 Complex

"Town Center"

Pedestrian Linkages

Old Louisville

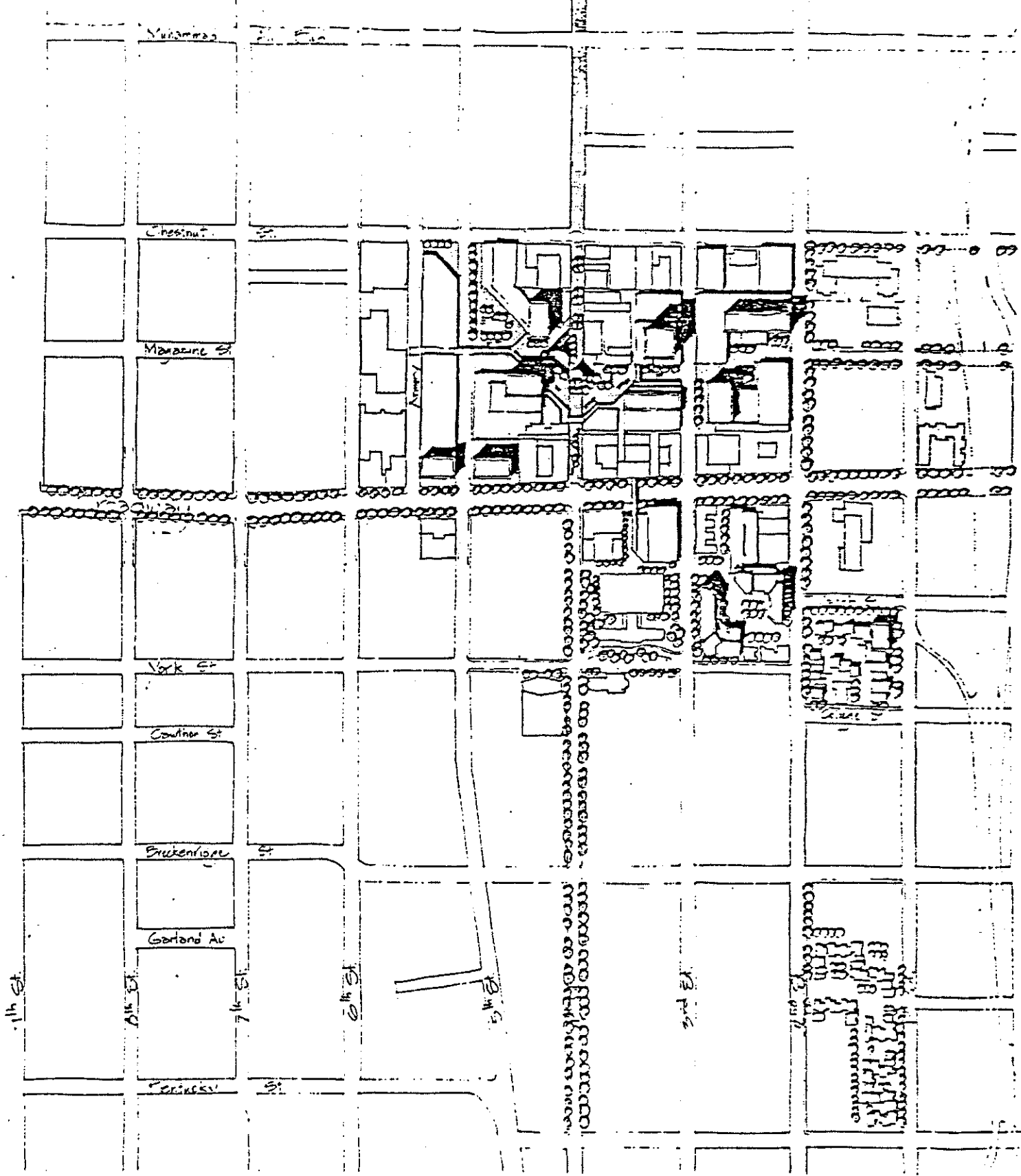
(Additional Housing Action
 Area, Recommended for Further
 Study)

**CONCEPTS FOR THE
 BROADWAY AREA**
 LOUISVILLE, KENTUCKY

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CRITICAL ACTION AREA

Figure 2



CONCEPTS FOR THE
 BROADWAY AREA
 LOUISVILLE, KENTUCKY

ILLUSTRATIVE DEVELOPMENT PLAN--
 CRITICAL ACTION AREA

Figure 3

private sector's stimulus for initiation of public sector infrastructure improvements in the 600 Block. Following are several tentative scenarios for reuse of the Brown:

1. A center for University of Louisville urban and urban-related activities;
2. Conversion of the hotel to residential reuse;
3. Development of a hotel/office/meeting mixed use facility;
4. Conversion of the hotel to office space.

Of these options, the third, a mixed-use facility, seems at the present time to be the most viable alternative.

600 Block Entertainment and Residential Project

In order to capitalize on the opportunity for residential development in the inner core of the downtown area, a "critical mass" of public infrastructure and commitment must be achieved. Adequate parking and access, open space, clear linkages and relationships to stable and attractive environments, as well as to places of employment, entertainment and shopping. Such an undertaking will require the use of the city's renewal powers to acquire, assemble and dispose of properties to private developers. Likewise, it will require assistance from the soon-to-be-formed Parking Authority. Generally, the level of effort and magnitude of impact of this project might be compared to the Riverfront Plaza project.

Previous studies of the 600 Block suggest an incremental project-by-project approach to the area. In our opinion, it is unlikely that such an approach can significantly change the tone of the area, at least to the extent required to establish residential development opportunities. Our preliminary urban design studies are directed toward the establishment of a major urban focal point, around which new development components can cluster.

This focal point or "square" might be conceived as an anchor to the south end of River City Mall, as well as an exciting activity center complementing and supporting the other activity zones in the downtown. The square should be designed to permit automobile access

for circulation, drop-off and pick-up. By the careful use of paving and well-designed vehicle barriers, vehicular access should not conflict with the sense of the square as a pedestrian precinct.

The design concept calls for an open and attractive pedestrian and vehicular link from the square to the block immediately to the east adjoining Jefferson Community College. This block would be designed and developed as predominantly residential with open space and pedestrian linkages related to the square to the west and to Jefferson Community College and the Medical Complex to the east.

Ground level and, perhaps second-level, uses adjoining the square are conceived as being oriented toward the entertainment, restaurant and specialty markets. Apartment towers or perhaps mid-rise terraced apartment buildings could rise above this base of commercial activity, perhaps using the roof deck of the base levels as residentially-oriented terrace space. Parking could be integrated into each of the residential development components.

Activities within the square itself might be conceived as an extension of the River City Mall activities, including a small amphitheater, an exciting water feature and rich and varied landscaping. Further study might identify an appropriate "theme" for the square.

Parking and Residential Development South of Broadway

Included in the Critical Action Area is the concept of development on the south side of Broadway which accomplishes several objectives: the provision of parking on the south side to stimulate and assist the renovation of the Heyburn Building; to provide a strong and direct pedestrian linkage between the north and south sides of Broadway; to provide an open space pedestrian connection between Broadway and the library; and to begin the redevelopment of the Second Street Corridor as a major residential district.

PART B

Project Recommendations

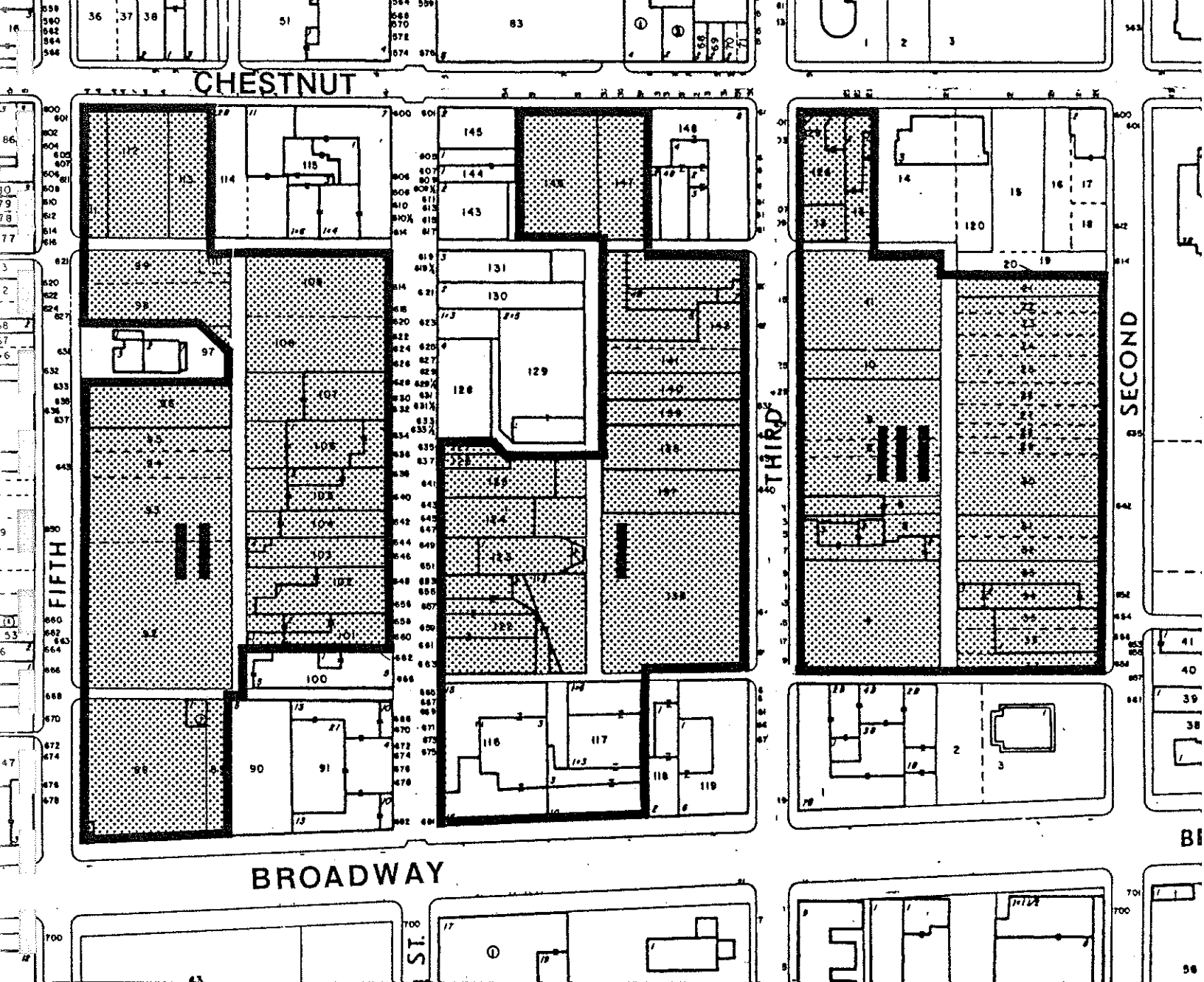
V. PROJECT RECOMMENDATIONS

Within the previously defined Critical Action Area, and as an elaboration of the 600 Block Entertainment and Residential Project, a Broadway Redevelopment Opportunity Project was more carefully defined and studied. Principal attention was given to articulating a Project which is "doable" and which is consistent with the primary objectives of beginning the regeneration of the Broadway Area and establishing a strong residential base in the Broadway Area of the Downtown.

Implementation of the Broadway Redevelopment Opportunity Project will require the Urban Redevelopment (Urban Renewal) process empowered to the city and will entail a major rebuilding of the 600 blocks between Second and Fifth Streets. As shown in the following drawings, the Opportunity Project is envisioned as a blending of new and old development in a way which creates a striking new environment of commercial and residential.

The Project area, lying between Chestnut and Broadway, from Second to Fifth streets, includes approximately 35 acres. Within that area, about one-half, or 17.7 acres, are recommended for acquisition. About 13.3 acres are designated as disposition sites for private development. The remainder of the acquired land, in combination with land already in public ownership, will be used to provide some 5.0 acres of ground-level Public Open Space, providing the basic infrastructure for the Project.

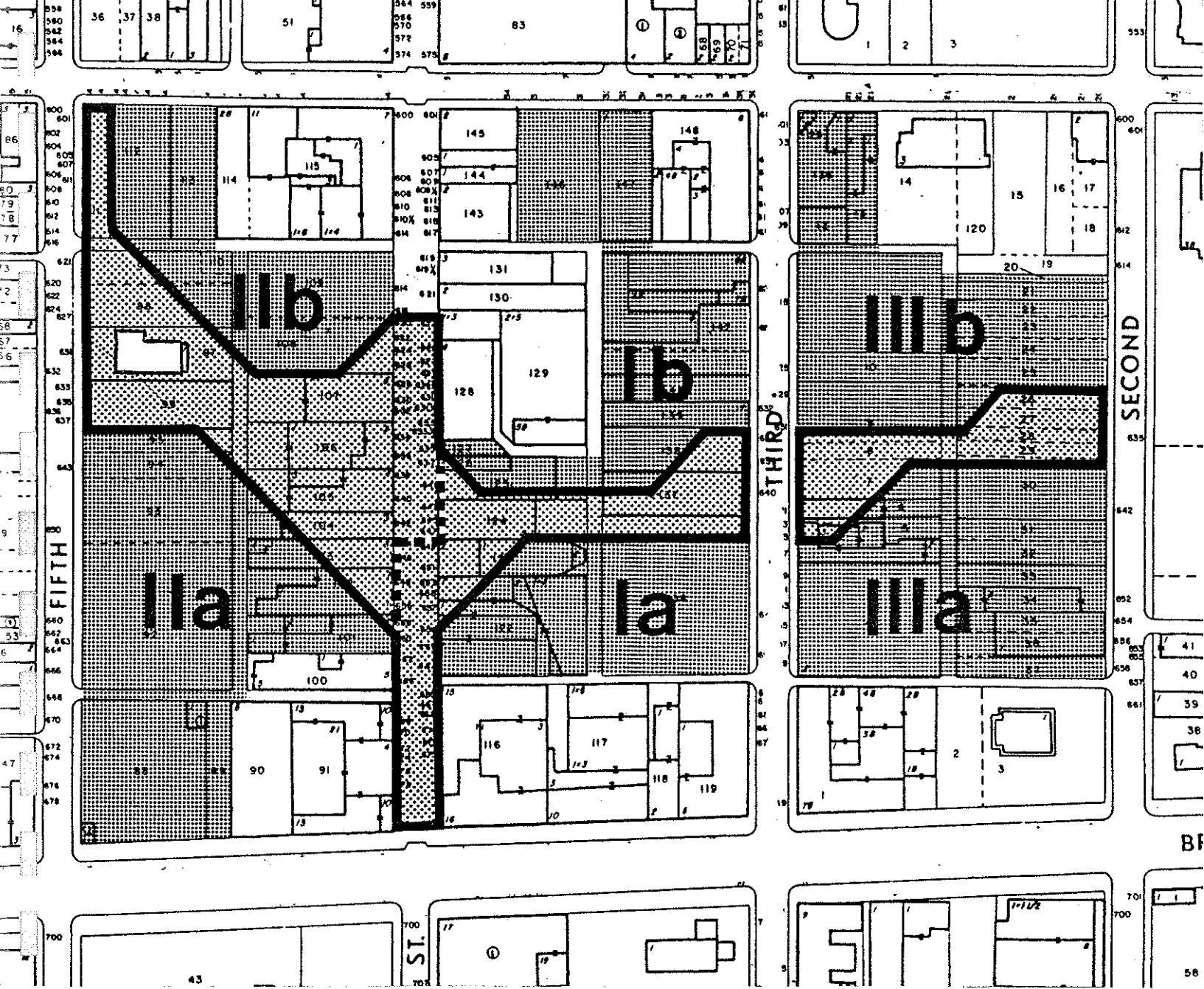
The following drawings and tables describe the proposed program and costs of the Project. This data is, of course, somewhat illustrative, and is meant to provide "going-in" information. Further study and preparation of the required Redevelopment Plan and supporting documentation will rebuild these assumptions and data into a Plan and Program for the Project which will be of much greater detail than can be presented here. Nonetheless, this analysis has been carried to an extent which defines both the character and financial requirements of a successful rebuilding of the Broadway Area, and which clearly identifies a most promising project:



PROPOSED PROPERTIES
TO BE ACQUIRED

<u>Phase</u>	<u>Land Area</u>	<u>Estimated Cost Acquisition, Relocation Demolition and Site Preparation</u>
I	209,300 SF	\$ 3,525,650
II	307,200	5,414,400
III	254,700	2,758,400
	771,200 SF	\$11,698,450

Figure 4



**PROPOSED
DEVELOPMENT SITES
AND PUBLIC OPEN SPACE**

		<u>Development Site Land Area</u>	<u>Public Open Space Land Area</u>
Phase I:	Ia	71,175 SF	66,500 SF
	Ib	97,275	
Phase II:	IIa	58,100	112,700
	IIb	136,200	
Phase III:	IIIa	110,850	36,800
	IIIb	<u>107,050</u>	
Total		580,650 SF	216,000 SF

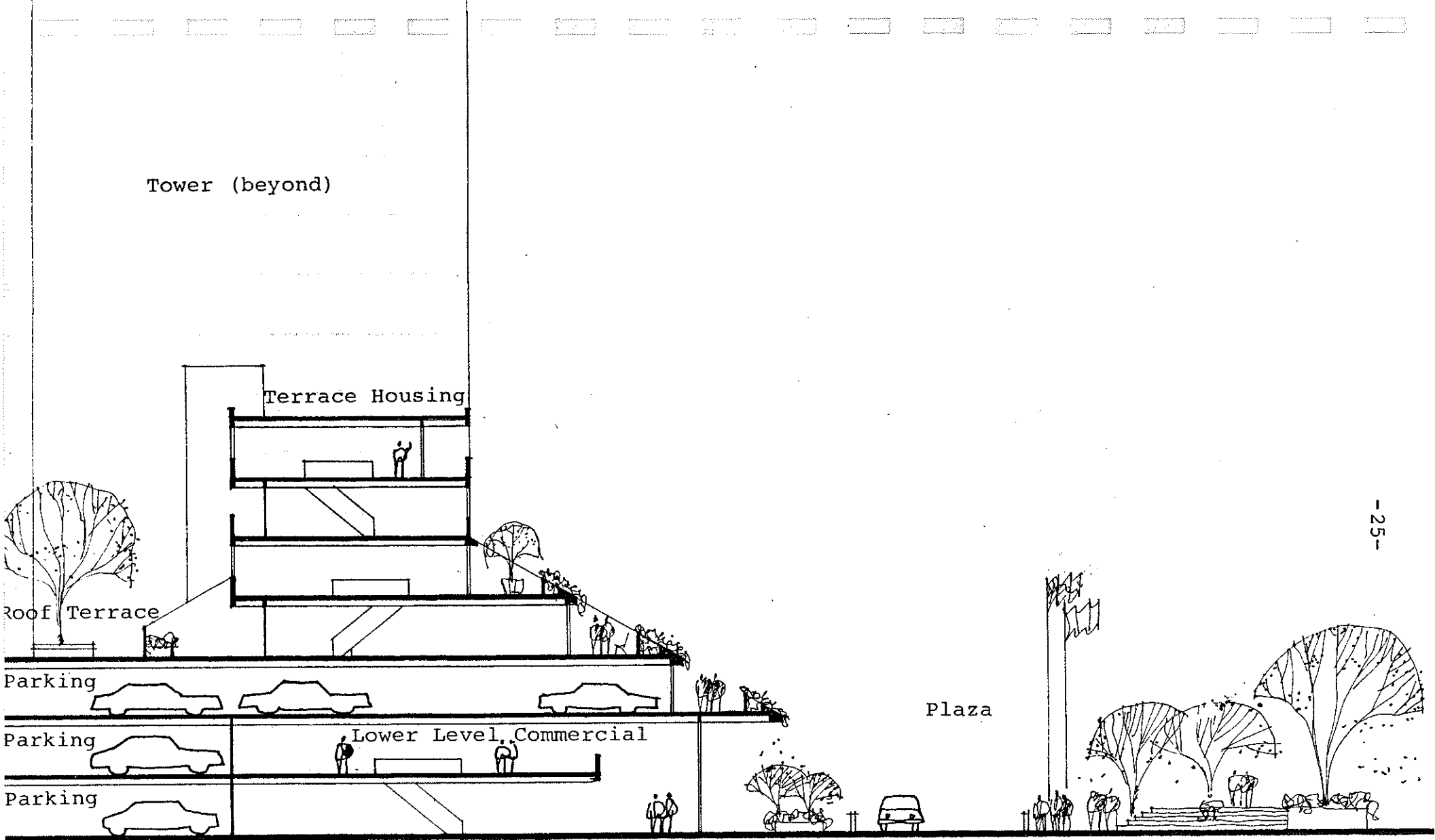
Figure 5

SUMMARY OF TOTAL DEVELOPMENT COSTS
PUBLIC AND PRIVATE
BROADWAY REDEVELOPMENT OPPORTUNITY PROJECT
LOUISVILLE, KENTUCKY

<u>Phase I</u>		(Millions)
● Residential	325 units	\$ 15.8
● Brown Center ^{1/}	384-room hotel	6.9
	75,000 SF office	
	Macauley Theater	
● Office	100,000 SF	5.5
● Parking	1,125 spaces	6.3
● Other Commercial ^{2/}	70,000 SF	3.5
● Open Space	-	3.4
● Streetscape Improvements	(Broadway & Third St.)	0.2
● Acquisition, Relocation and Demolition ^{1/}	-	3.5
Subtotal		(\$ 45.1)
 <u>Phase II</u>		
● Residential	550 units	\$ 26.4
● Office	220,000 SF	12.1
● Other Commercial ^{2/}	60,000 SF	3.0
● Parking	1,100 spaces	6.6
● Open Space ^{3/}	-	2.8
● Streetscape Improvement	(Fifth St.)	0.1
● Acquisition, Relocation and Demolition	-	5.4
Subtotal		(\$ 56.4)
 <u>Phase III</u>		
● Residential	625 units	\$ 31.7
● Office	75,000 SF	4.1
● Other Commercial ^{2/}	50,000 SF	2.5
● Parking	1,450 spaces	8.2
● Open Space ^{3/}	-	3.9
● Streetscape Improvements	(Third St.)	0.1
● Acquisition, Relocation and Demolition	-	2.8
Subtotal		(\$ 53.3)
Total		\$154.8

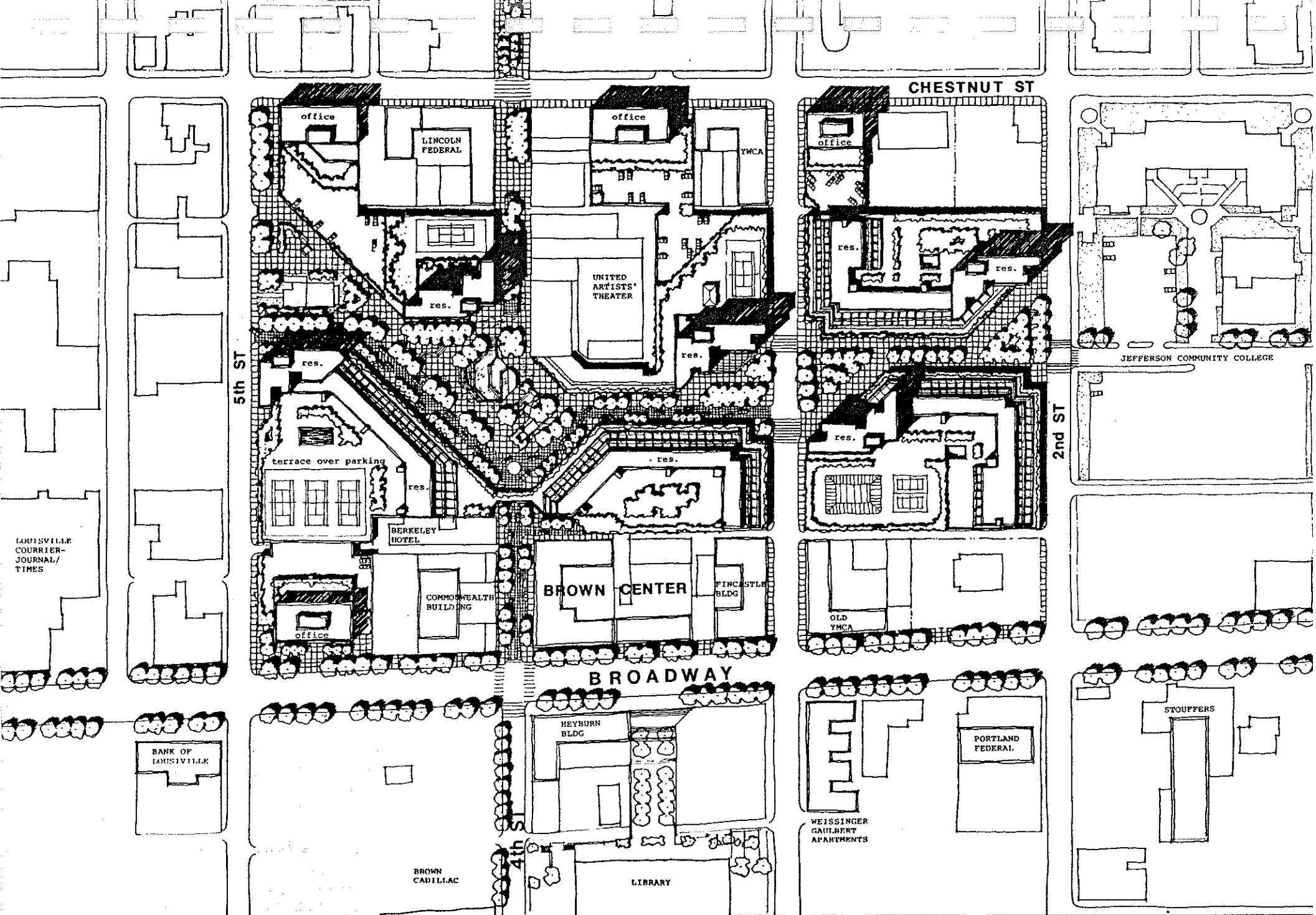
- ^{1/} Assumes continued city ownership of the Brown Center with long-term lease to developer.
- ^{2/} Lower level commercial and commercial shell.
- ^{3/} Plaza level open space and roof terraces, totaling approximately 11.0 acres.

Table 1



PROTOTYPE SECTION AT PLAZA
BROADWAY REDEVELOPMENT OPPORTUNITY PROJECT

Figure 6



ILLUSTRATIVE SITE PLAN--BROADWAY REDEVELOPMENT OPPORTUNITY PROJECT

Figure 7

SOURCE OF FUNDS
PHASE I
BROADWAY REDEVELOPMENT OPPORTUNITY PROJECT
LOUISVILLE, KENTUCKY

Private	Cost	Private Funding				Public Funding					
		Equity	Mortgage	Other	Total	CD	EDA	UDAG	RBF	Other	Total
Brown Center Renovation ^{1/}	\$ 6.9	\$1.8 ^{2/}	\$ 4.1	-	\$ 5.9	-	-	\$1.0	-	-	\$ 1.0
Residential	15.8	3.5 ^{3/}	10.5	-	14.0	-	-	1.8	-	-	1.8
Office	5.5	1.4 ^{3/}	4.1	-	5.5	-	-	-	-	-	-
Other Commercial	2.2	0.6 ^{3/}	1.6	-	2.2	-	-	-	-	-	-
Subtotal	(\$30.4)	(\$7.3)	(\$20.3)	-	(\$27.6)	-	-	(\$2.8)	-	-	(\$ 2.8)
<u>Public</u>											
Parking	\$ 6.3	-	-	-	-	-	\$1.2	-	\$5.1	-	\$ 6.3
Commercial Infrastructure (Shell)	1.3	-	-	-	-	\$0.2	-	-	1.1	-	1.3
Open Space Infrastructure											
Roof Terraces	2.1	-	-	-	-	-	0.1	\$1.0	0.8	\$0.2	2.1
ROW Beautification	0.2	-	-	-	-	-	-	-	-	0.2	0.2
Plaza	1.3	-	-	-	-	-	0.5	0.8	-	-	1.3
Land Acquisition, Reloca- tion, Demolition and Site Preparation ^{1/}	3.5	-	-	\$3.0	\$ 3.0	0.5	-	-	-	-	0.5
Subtotal	(\$14.7)	-	-	(\$3.0)	(\$ 3.0)	(\$0.7)	(\$1.8)	(\$1.8)	(\$7.0)	(\$0.4)	(\$11.7)
Total	\$45.1	\$7.3	\$20.3	\$3.0	\$30.6	\$0.7	\$1.8	\$4.6	\$7.0	\$0.4	\$14.5

^{1/} Assumes continued city ownership of the Brown Center with long-term lease to developer.
^{2/} Assumes 30 per cent equity requirement.
^{3/} Assumes 25 per cent equity requirement.

Table 2

REDEVELOPMENT SITE Ia

<u>Component</u>	<u>Size</u>	(x)	<u>Unit Construction Cost</u>	(=)	<u>Total Construction Cost</u>	(x 1.25 =)	<u>Total Development Cost</u> (Excluding Land)
Terrace Housing ^{1/}	75 units		\$42,200		\$3,165,000		\$ 3,956,250
Brown Center					5,480,000 ^{2/}		6,850,000
Lower Level Commercial	40,000 SF		25		1,000,000		1,250,000
Parking ^{3/}	625 spaces		4,500		2,812,500		3,515,625
Commercial Shell	40,000 SF		15		600,000		750,000
Roof Terrace	40,000 SF		\$ 22		\$ 800,000		<u>1,100,000</u>
Total							\$17,421,875

^{1/} Average unit size, 1,000 NSF.

^{2/} Lump sum.

^{3/} 4½-level structure. Allocation: 100 residential, 525 Brown Center.

REDEVELOPMENT SITE Ib

<u>Component</u>	<u>Size</u>	(x)	<u>Unit Construction Cost</u>	(=)	<u>Total Construction Cost</u>	(x 1.25 =)	<u>Total Development Cost</u> (Excluding Land)
Residential Tower ^{1/}	250 units		\$38,000		\$9,500,000		\$11,875,000
Office Building	100,000 SF		44		4,400,000		5,500,000
Lower Level Commercial	30,000 SF		25		750,000		937,500
Parking ^{2/}	500 spaces		4,500		2,250,000		2,812,500
Commercial Shell	30,000 SF		15		450,000		562,500
Roof Terrace	36,000 SF		\$ 22		\$ 792,000		<u>990,000</u>
Total							\$22,677,500

^{1/} Average unit size, 875 NSF.

^{2/} 3½-level structure. Allocation: 275 residential, 225 office/general public.

Table 3

REDEVELOPMENT SITE IIa

<u>Component</u>	<u>Size</u>	(x)	<u>Unit Construction Cost</u>	(=)	<u>Total Construction Cost</u>	(x 1.25 =)	<u>Total Development Cost</u> (Excluding Land)
Residential Tower ^{1/}	250 units		\$38,000		\$9,500,000		\$11,875,000
Terrace Housing ^{2/}	50 units		42,200		2,110,000		2,637,500
Lower Level Commercial	40,000 SF		25		1,000,000		1,250,000
Office Building	100,000 SF		44		4,400,000		5,500,000
Parking ^{3/}	800 spaces		4,500		3,600,000		4,500,000
Commercial Shell	40,000 SF		15		600,000		750,000
Roof Terrace	50,000 SF		\$ 22		\$1,100,000		<u>1,375,000</u>
Total							\$27,887,500

- ^{1/} Average unit size: 875 NSF.
^{2/} Average unit size: 1,000 NSF.
^{3/} 3-level structure. Allocation: 350 residential, 200 office, 250 general public.

REDEVELOPMENT SITE IIb

<u>Component</u>	<u>Size</u>	(x)	<u>Unit Construction Cost</u>	(=)	<u>Total Construction Cost</u>	(x 1.25 =)	<u>Total Development Cost</u> (Excluding Land)
Residential Tower ^{1/}	250 units		\$38,000		\$9,500,000		\$11,875,000
Office Building	120,000 SF		44		5,280,000		6,600,000
Lower Level Commercial	20,000 SF		25		500,000		625,000
Parking ^{2/}	375 spaces		4,500		1,687,500		2,109,375
Commercial Shell	20,000 SF		15		300,000		375,000
Roof Terrace	25,000 SF		\$ 22		\$ 550,000		<u>687,500</u>
Total							\$22,271,875

- ^{1/} Average unit size: 875 NSF.
^{2/} 3-level structure. Allocation: 250 residential, 125 office.

Table 4

REDEVELOPMENT SITE IIIa

<u>Component</u>	<u>Size</u>	<u>(x)</u>	<u>Unit Construction Cost</u>	<u>(=)</u>	<u>Total Construction Cost</u>	<u>(x 1.25 =)</u>	<u>Total Development Cost</u> <u>(Excluding Land)</u>
Residential Tower ^{1/}	250 units		\$38,000		\$9,500,000		\$11,875,000
Terrace Housing ^{2/}	75 units		42,200		3,165,000		3,956,250
Lower Level Commercial	30,000 SF		25		750,000		937,500
Parking ^{3/}	700 spaces		4,500		3,150,000		3,937,500
Commercial Shell	30,000 SF		15		450,000		562,500
Roof Terrace	75,000 SF		\$ 22		\$1,650,000		<u>2,062,500</u>
Total							\$23,331,250

- ^{1/} Average unit size: 875 NSF.
^{2/} Average unit size: 1,000 NSF.
^{3/} 3-level structure. Allocation: 450 residential, 250 general public.

REDEVELOPMENT SITE IIIb

<u>Component</u>	<u>Size</u>	<u>(x)</u>	<u>Unit Construction Cost</u>	<u>(=)</u>	<u>Total Construction Cost</u>	<u>(x 1.25 =)</u>	<u>Total Development Cost</u> <u>(Excluding Land)</u>
Residential Tower ^{1/}	250 units		\$42,200		\$10,550,000		\$13,187,500
Terrace Housing ^{1/}	50 units		42,200		2,110,000		2,637,500
Office Building	75,000 SF		44		3,300,000		4,125,000
Lower Level Commercial	20,000 SF		25		500,000		625,000
Parking ^{2/}	750 spaces		4,500		3,375,000		4,218,750
Commercial Shell	20,000 SF		15		300,000		375,000
Roof Terrace	45,000 SF		\$ 22		\$ 990,000		<u>1,237,500</u>
Total							\$26,406,250

- ^{1/} Average unit size: 1,000 NSF.
^{2/} 3½-level structure(s). Allocation: 150 office, 400 residential (1.35 per unit), 200 general public.

Table 5

APPENDIX

LIST OF RESOURCE DOCUMENTS

Center City Plan Update
Crawford C. Westbrook
GRUEN Associates
June, 1979

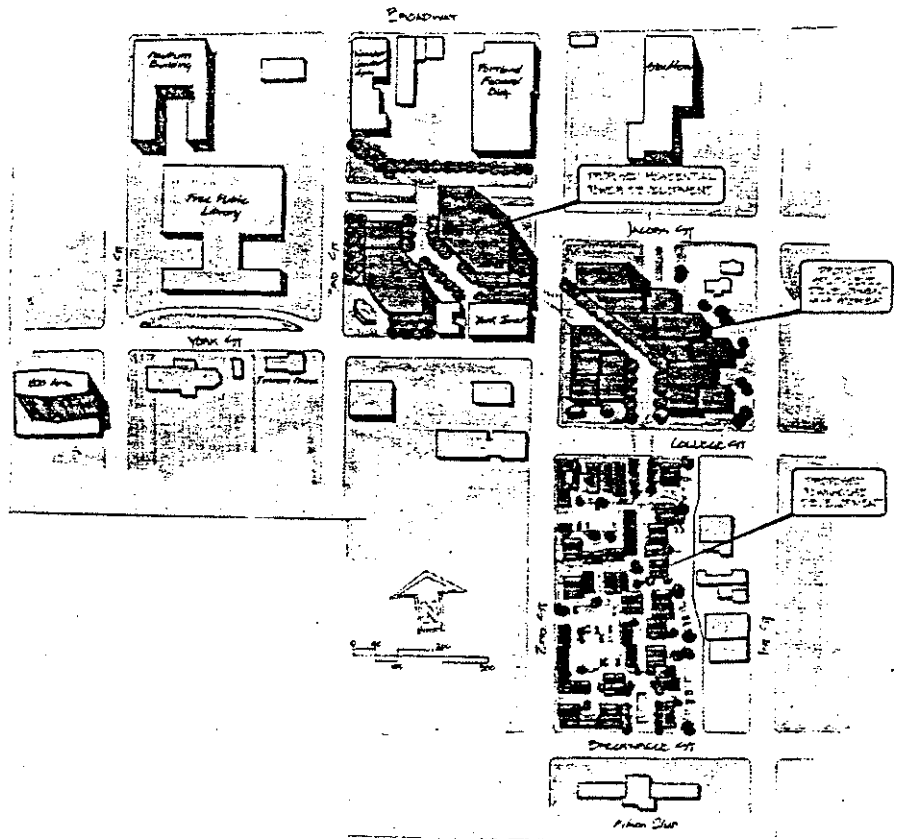
Center City Transportation Planning Study
Final Report
Schimpeler-Corradino Associates
November, 1978

State of OLD LOUISVILLE Statement
Miller, Wihry and Lee, Inc.
April, 1977

River City Mall
City of Louisville
Louisville Central Area, Inc.
May, 1979

LIST OF PERSONS INTERVIEWED
(In Alphabetical Order)

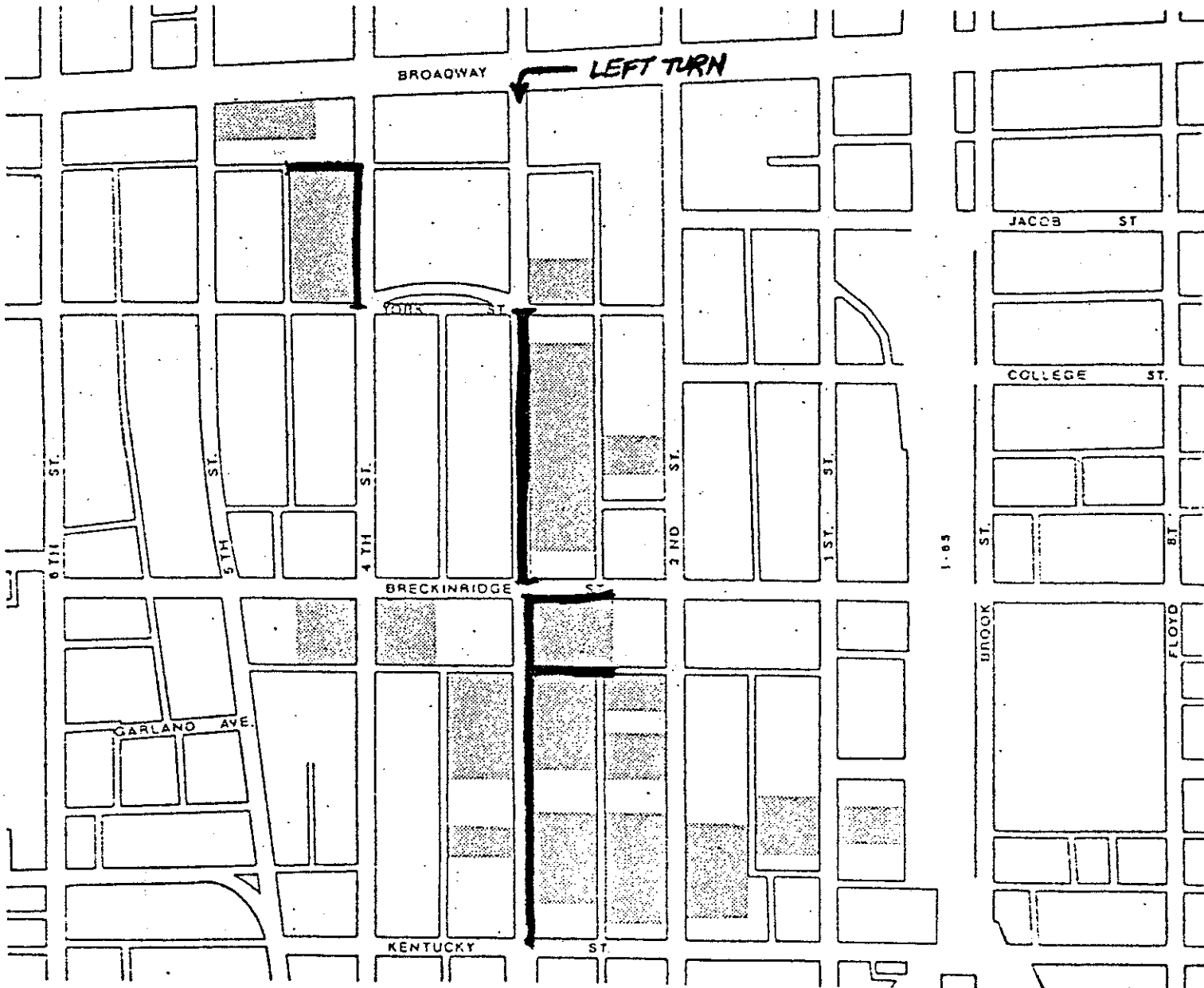
Mrs. Ann Aaron
Mrs. Alberta Allen
Mr. Bill Belanger
Mr. Steve Bing
Mr. Gary Brown
Mr. Chuck Burton
Mr. W. R. Cole
Mr. Gary Crawford
Mr. F. W. Drybrough
Mr. Charles Eilerman
Ms. Martha Ellison
Mr. John Everett
Mr. Bill Gatewood
Mr. Wallace Grafton
Mrs. Ann Hassett
Dr. Ronald Horvath
Mr. J. R. Kaiser
Mr. Charles Keckler
Mr. Jack Kersey
Mr. David Lee
Mr. D. Irving Long
Mr. Hunter Louis
Mr. Cyrus MacKinnon
Mr. Leonard Marshall
Mr. Oscar Marvin
Mr. James McGovern
Ms. Ellen Patrie
Mr. William Receveur
Mr. George Ritter
Mrs. Mae Salyers
Mr. Al Schneider
Mr. Thomas Simons
Mr. John Speed
Mr. Robert Tinnen
Mr. George Walton
Mr. Robert Woodruff



Town Center development proposed by Miller, Wihry & Lee, Inc. in their study of Old Louisville.

EXHIBIT A

The Autoplaza District

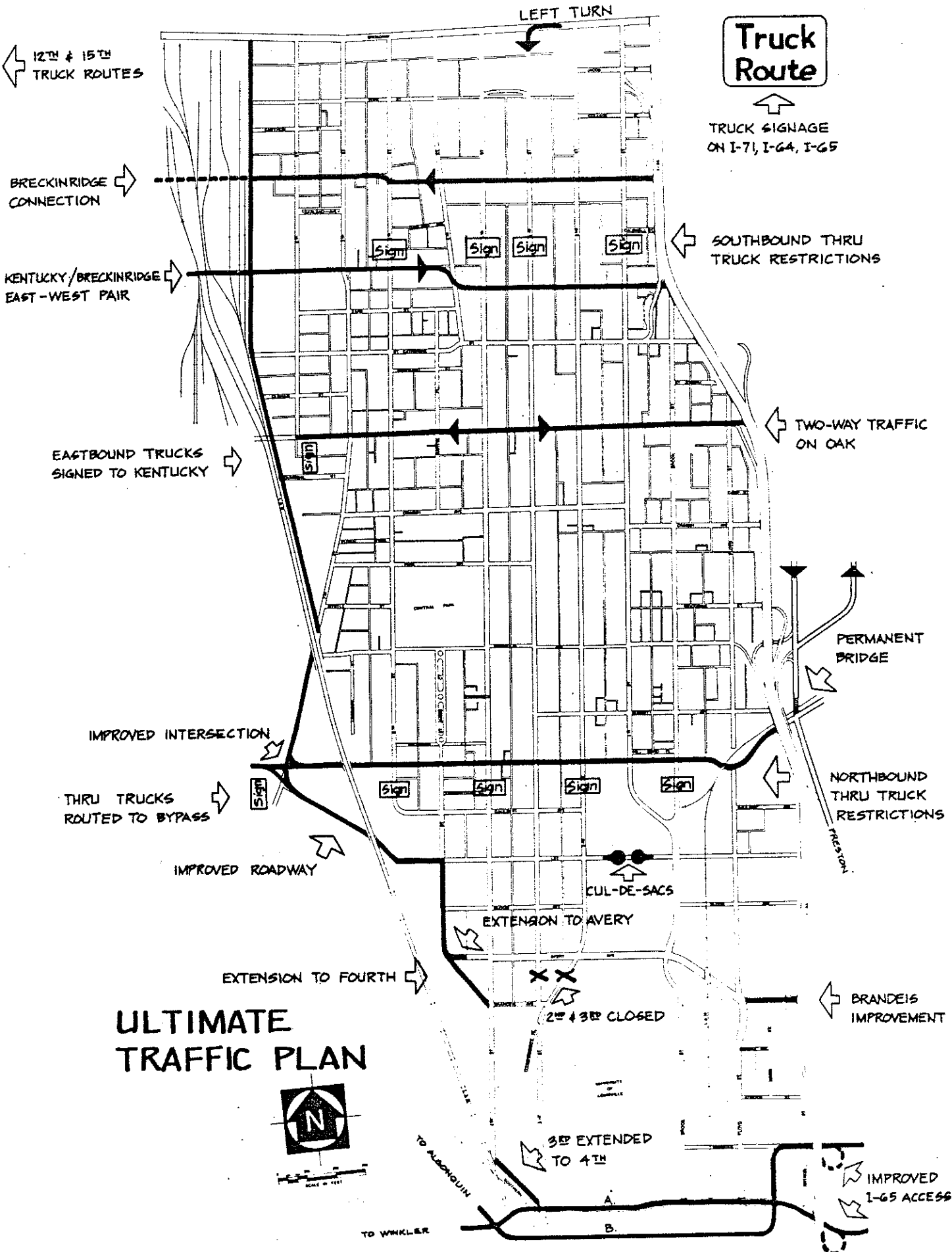


AUTOPLAZA DEALERS

LEGEND

(Dark lines indicate placement of public improvements for this demonstration project.)

Scope of Topographic Survey



ULTIMATE TRAFFIC PLAN



SHOPPING AT THE RCM

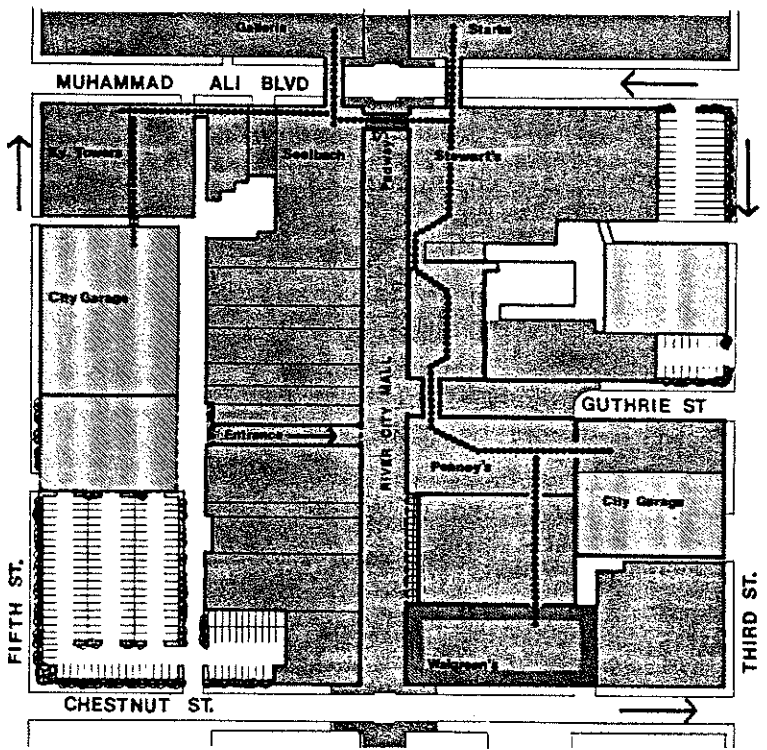
The River City Mall has almost every type of business that a shopper could want: jewelers, restaurants, retail stores, beauty salons, barbershops, banks, tailors, variety shops and much, much more. Numerous office buildings, two hotels and a convention center add a final dimension to the Mall's attractions.

THE 400-500 BLOCK STORES

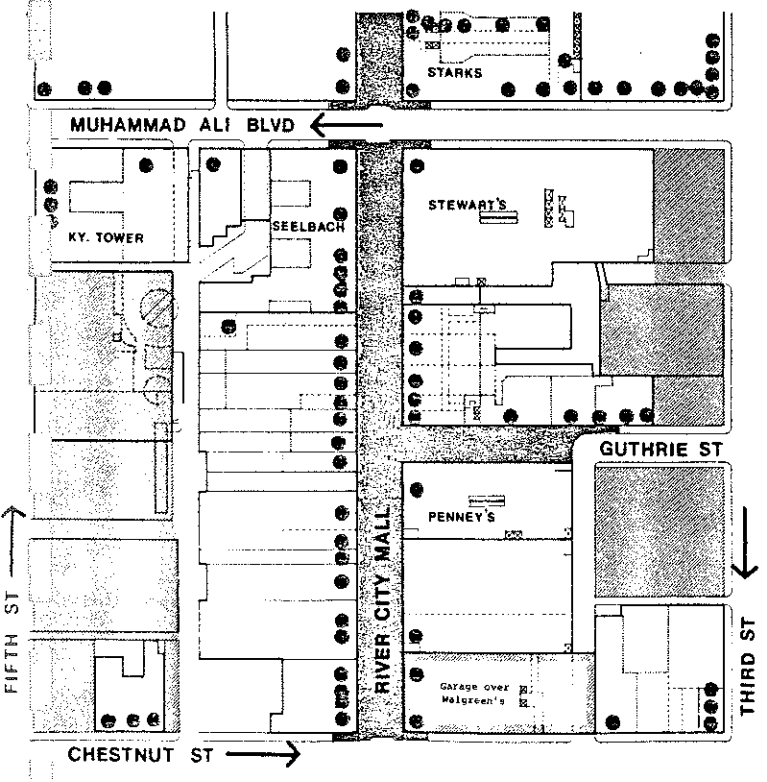
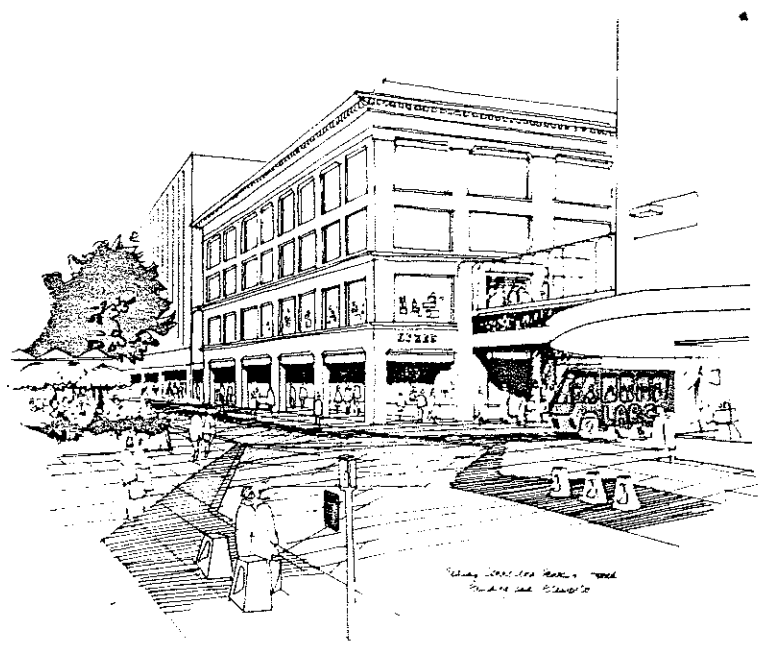
- | West Side | East Side |
|-----------------------------|-----------------------------------|
| ● National Shirt Shop | ● Liberty Bank |
| ● Runnymede on the Mall | ● Delta Airlines Ticket Office |
| ● Kraus Sandwich Haus | ● Piedmont Airlines Ticket Office |
| ● Camera Center, Inc. | ● Faversham World Travel |
| ● Moseson & King | ● Hick's Snack Bar |
| ● Corner Grocery Store | ● Hilliard-Lyons Stock Brokers |
| ● Perrie's Beauty Salon | ● Schupp & Snyder |
| ● Chambliss Barbershop | ● Colonnade Cafeteria (Basement) |
| ● Louisville Athletic Club | ● Rodes-Rapier Company |
| ● Blue Boar Cafeteria | ● Hall of Cards & Gifts |
| ● Bank of Louisville | ● Dolfinger's, Inc. |
| ● Seelbach Hotel | ● Colonial Federal Savings & Loan |
| ● The Art Gallery | ● Lane Bryant |
| ● Kay Jewelers | ● Berean Church Supplies |
| ● D.Y. Fashions (Wigs) | ● WKLO/WCSN Radio |
| ● Lady Oris Hosiery | ● Kev's Restaurant & Bar |
| ● Cards 'n Cards | ● George Jackson Tailor |
| ● Regis Hairstylists | ● Tilford Travel Services |
| ● Harris Beautiful Shoes | ● Marie & Sonia's Health Club |
| ● Kim's Wigs | ● American Management Systems |
| ● Kunz's The Dutchman | ● Huber-Herrick Appliances |
| ● Kunz Beverage Shop | ● Stewart's |
| ● Byck's | ● Buschemeyer's Jewelers |
| ● Butler's Shoes | ● Lerner Shop |
| ● Kentucky Wig Shop | ● Readmore News & Card Shop |
| ● McCroxy's | ● Baker's Shoes |
| ● Cha's Wig Store | ● Red Cross Shoes |
| ● China Outlet | ● National Shirt Shop |
| ● The Fashion Shop | ● Citizens Fidelity Bank |
| ● WAKY Radio | ● Baptist Book Store |
| ● Vine Records | ● BMW Specialty House, Inc. |
| ● Mill Discount Drugs | ● Strode Furriers |
| ● Lemon & Son Jewelers | ● Herbert Norris Jewelers |
| ● Wig City | ● J. C. Penney Co. |
| ● C.I.T. Financial Services | ● Filmtech, Inc. |
| ● Rooster Tail | ● Marilyn Shoes |
| ● Abrigo Oriental Foods | ● Walgreen's |
| ● Schuhmann's Click Clinic | ● Louisville Gas & Electric Co. |
| | ● Leo's Restaurant |
| | ● Talley's Jewelers |
| | ● Shoe Repair Shop |
| | ● Barbershop |

PROPOSED SHORT-TERM IMPROVEMENTS

Additional parking, improved Mall access from parking, and second-level pedways connecting the proposed Galleria, the Seelbach Hotel, Starks Building, Stewart's, Penney's, Speed Building and parking garages highlight this plan. An exterior arcade on this block's east side will add visual interest and further protection from the weather.



The sketch below illustrates the Penney's/Speed Building pedway, the addition of a LARC circulator running south to Broadway, and the proposed arcade.

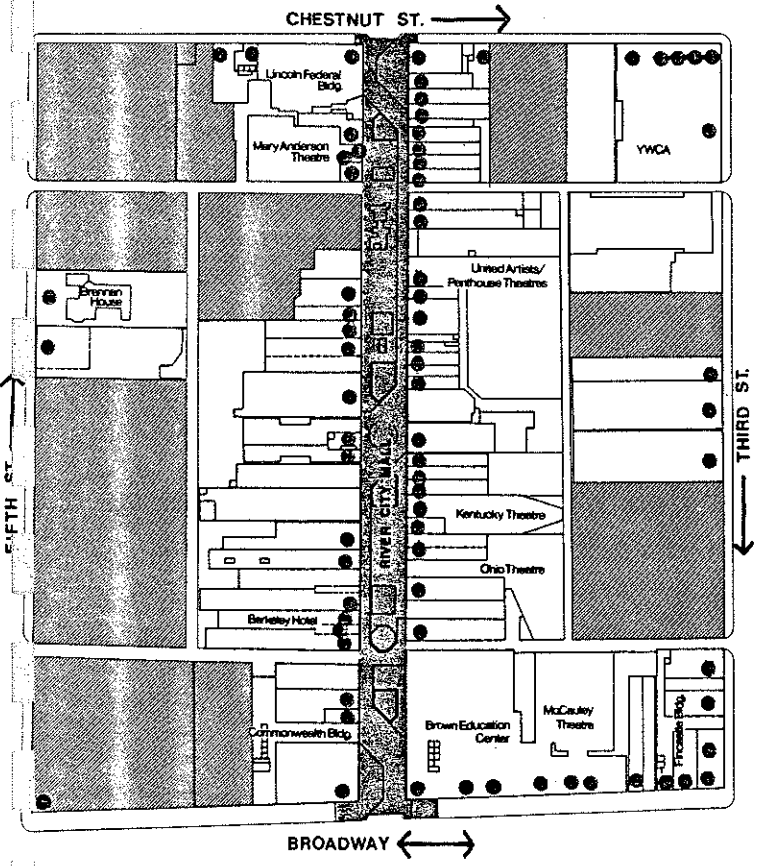


THE 600 BLOCK STORES

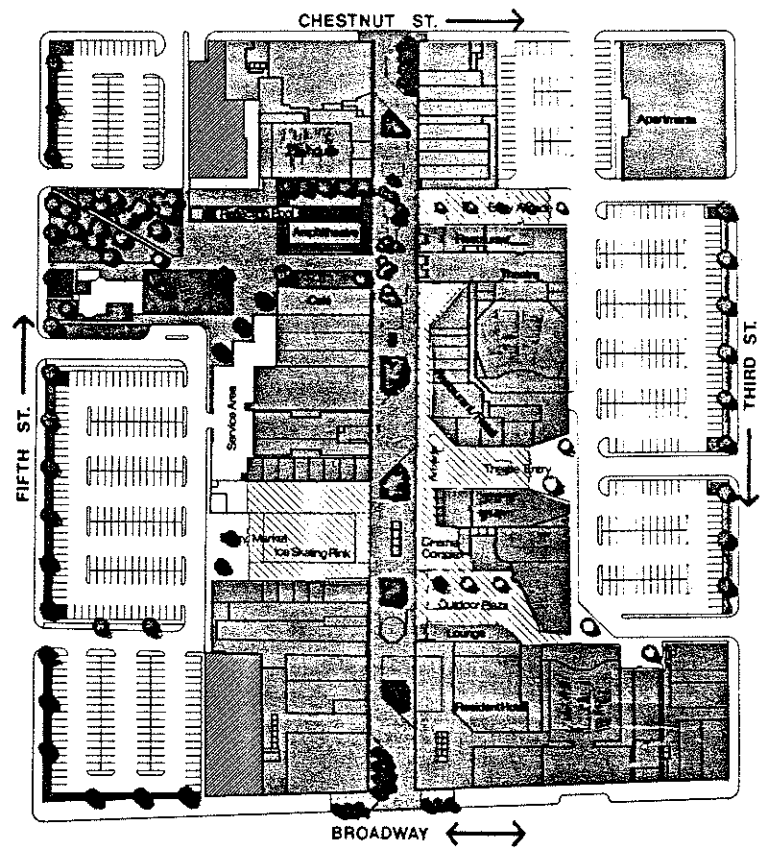
- West Side**
- Superior Tailor Shop
 - New Orleans House Restaurant
 - Lincoln Federal Savings & Loan
 - Gates-Stockler-Lenz Opticians
 - Mr. Lee's Boutique
 - The Christian Workshop
 - Hairstyles by Mr. Lee
 - Greater Louisville First Federal S&L
 - River City Shoe Repair
 - Sports Center (Surplus Store)
 - Bag Plaza
 - Dollar General Store
 - Southern Optical Hearing Aid Center
 - Southern Optical Company
 - Readmore News & Card Shop
 - Mill Discount Drugs
 - Liberty Bank & Trust Company
 - City Discotheque
 - Berkeley Hotel
 - Puffy's Deli
 - Jerry's Restaurant
 - Monfried Optical Company
 - Louisville Trust Bank
 - Ollie's Trolley
 - Electric Blue Print & Supply Co.
 - The Brennan House (Filson Club)

- United Donor Center
- United Artists/Penthouse Theatres
- Import Gifts
- The Shoe Rack
- Union Optical
- Stick It In Your Ear (Record Shop)
- This & That Shop
- Thrift Dollar Store
- River City Pizza
- Dial Finance Company
- Old Walnut Chili Parlor
- Kentucky Theatre
- Harry's Pants Store
- Jack's Place
- Convenient Food Mart
- Poppa Toosweet's Deli
- Brown Education Center
- Louisville Apothecary
- Louisville Orchestra Office
- Art Priori (Public Schools Art Gallery)
- Macaulay Theatre
- Brown School
- William E. Whaley Co. (Taxiposter Advertising)
- Fincastle Pharmacy
- Beneficial Finance Co. of KY
- Dr. Larry F. Thornton (Optometrist/Vision Specialist)
- Kentucky Ham & Cheese Barn
- Bobbee McCoe's Restaurant
- WIMM Radio
- T.M. Crutcher Dental Depot, Laboratory & Central Dental Manufacturing Co.
- Wallace Studio (Photography)
- Art Etc.
- YWCA
- Grace Gospel Music Co.
- Locke Shoes
- Kentucky Cardinal Uniforms
- Better Business Bureau
- Crawford Studios
- Kleinman's Furriers/Living Shoes

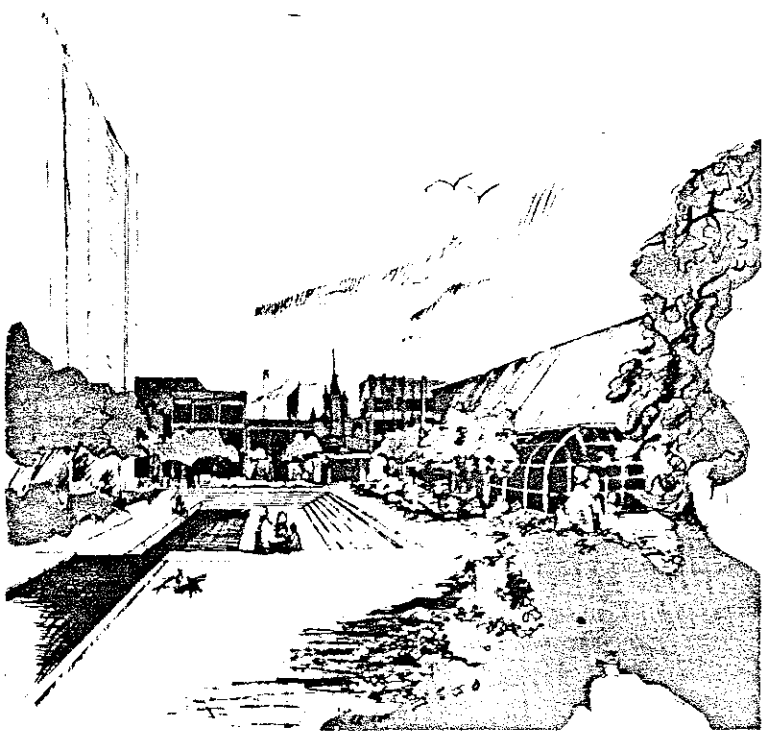
- East Side**
- First National Bank
 - Seng Jewelers
 - Kentucky Pen Shop
 - Popeye's Famous Fried Chicken
 - Taylor Trunk Company
 - People's Credit Clothing
 - Tiff's Discount Records
 - Wigs Discounts
 - Cousin Bob's



plazas and entranceways. Alleys will be converted into service courts to keep these vital areas concealed from the public. A plaza for staging of outdoor activities is conceived for the area between the Mall and the Brennan House.

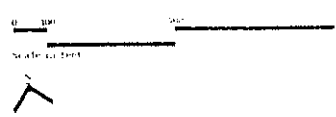
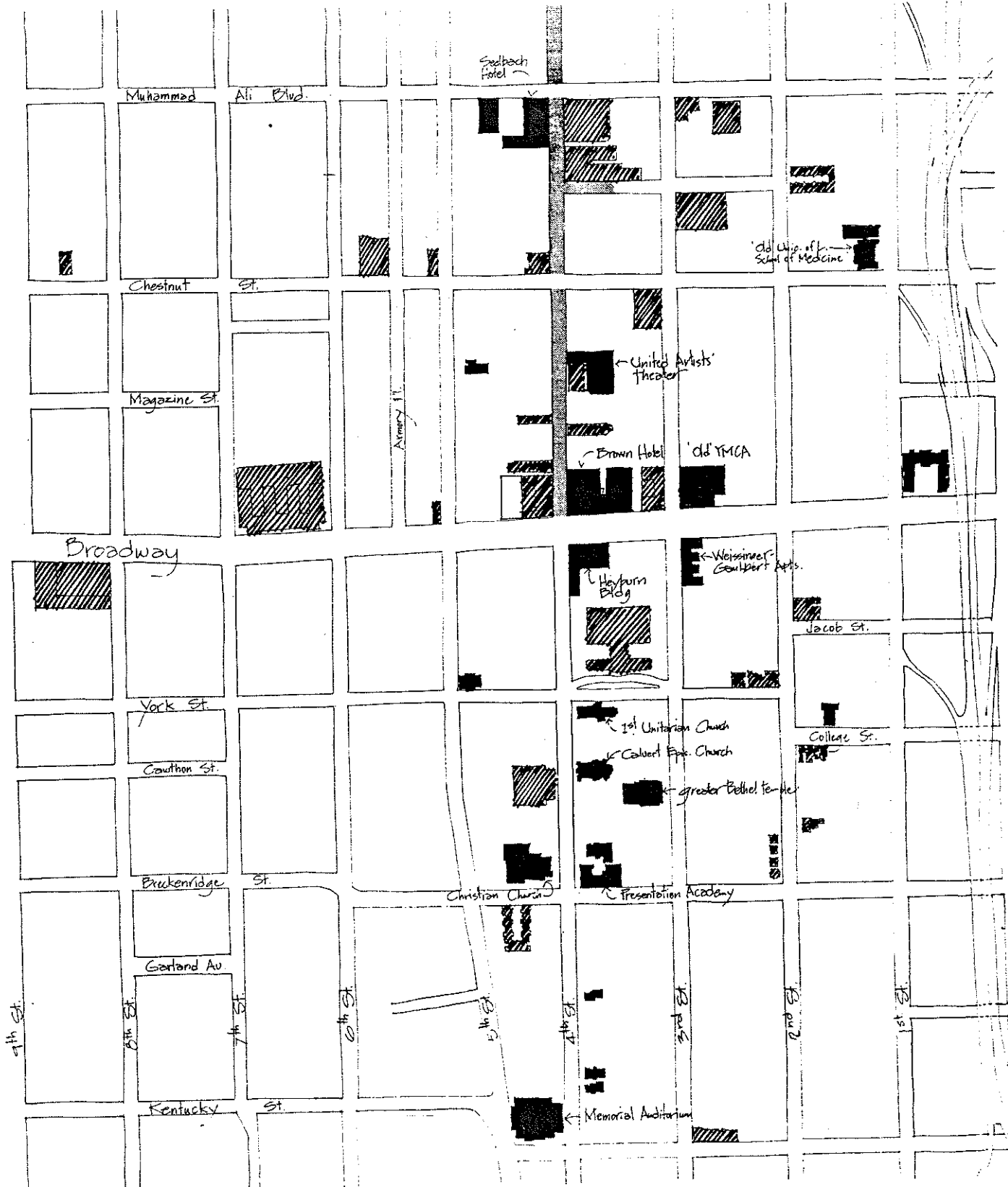


The sketch below illustrates an artist's conception of the plaza area.



PROPOSED SHORT-TERM IMPROVEMENTS

This block has been conceived as an entertainment district featuring small specialty shops. Ample, well-lighted, landscaped parking areas will be linked to the Mall through secured



Buildings of Historic Significance
 [Solid Black Box] Listed on National Register
 [Hatched Box] Pending or Preentials for Listing

COMMISSION FOR THE
BROADWAY AREA
 JOURNAL OF ARCHITECTURE

BUILDINGS OF HISTORIC SIGNIFICANCE

CENTRAL AREA CONCEPTS, INC.
Division of Louisville Central Area, Inc.

Leonard B. Marshall, Jr.
Chairman

Robert W. Bivens
President

Vipen Hoon
Director of Planning

THE BROADWAY GROUP

Steven Bing
University of Louisville

Barry Bingham, Sr.
The Courier-Journal
& Louisville Times

Morris Brown
Brown Bros. Cadillac, Inc.

W. R. Cole
W. R. Cole & Associates

F. W. Drybrough
Drybrough Enterprises

Wallace H. Dunbar
Thomas Industries, Inc.

John C. Everett
Portland Federal S&L Asso.

William Gatewood
Community Development Cabinet

J. David Grissom
Citizens Fidelity Corporation

Frank B. Hower, Jr.
Liberty National Bank
& Trust Company

Maurice D.S. Johnson
Louisville/Jefferson County
Downtown Development Corp.

Charles Keckler
Stouffer's Louisville Inn

Samuel H. Klein
Bank of Louisville

J. R. Kaiser
Bank of Louisville

D. Irving Long
Lincoln Federal Building

Cyrus L. MacKinnon
The Courier-Journal &
Louisville Times

Mitch McConnell
County Judge/Executive
Jefferson County

A. Stevens Miles
First National Bank of
Louisville

William J. Receveur, Jr.
Garst-Receveur Construction Co.

George Ritter
Lincoln Federal Savings &
Loan Association

Thomas C. Simons
Capital Holding Company

Richard D. Spence
Louisville & Nashville
Railroad Company

William B. Stansbury
Mayor
City of Louisville

Robert H. Woodruff
Capital Holding Company