

ZUCHELLI, HUNTER & ASSOCIATES, INC.

GP-81-14

POLICY AND PLANNING FRAMEWORK
FOR THE
BROADWAY PROJECT
LOUISVILLE, KENTUCKY

Prepared by:
Broadway Project Corporation
Louisville, Kentucky

March, 1981



I. GOALS FOR DOWNTOWN

This section reviews the basic goals for downtown which were prepared by the Goals Committee for the Central Louisville Development Plan. Broadway's policy approach, or "response" to each of these goals is briefly summarized following each goal statement. The work done by the Goals Committee has provided a valuable guide in articulating Broadway's policy and planning approach; and, likewise there appears to be a rather remarkable consistency between the Goals Committee's recommendations and the initial "Concepts for the Broadway Area" prepared in November, 1979.

A. DEVELOPMENT AND POLICY DIRECTIONS

Central Louisville Development Plan GOAL:

"To establish a unified and coordinated approach to the planning and development of Central Louisville."

Broadway RESPONSE:

1. Broadway will maintain a working relationship with the public planning and design efforts underway in Central Louisville. Specifically, these include:
 - a. The preparation of the Central Louisville Development Plan as mandated by Ordinance No. 114, An Ordinance relating to the Adoption of a Development Plan for Central Louisville, adopted August, 1980;
 - b. The preparation of related Neighborhood Development Plans as prescribed by Ordinance 22; An Ordinance relating to the Adoption of Neighborhood Development Plan; and
 - c. Public works planning and programming. Broadway will coordinate its planning and design work with various departments and agencies of city, county and state government responsible for infrastructure and services.
2. Broadway will coordinate its planning and design process with related development plans. These include:
 - a. Renovation and/or adaptive reuse of the Brown Hotel properties;



- b. Rehabilitation of the former Monserrat School at 5th and York by the Preservation Alliance;
- c. Disposition and renovation of the Heyburn Building by Metropolitan Life Insurance Company;
- d. Expansion and parking issues related to the Jefferson Community College;
- e. YWCA renovation;
- f. Reuse of the old Cooke Pontiac properties;
- g. Renovation of the United Artists' Theater and Office Building;
- h. Expansion needs of the Courier-Journal and Louisville Times facilities;
- i. Continued refurbishment and more active programming of the Palace Theatre; and,
- j. Efforts by the Filson Club to bring greater appreciation and more active use to the Brennan House.

3. Planning and design for the Broadway Project will be conducted in a manner which invites review and comment by interested parties. The project office will be located at the corner of 4th and Broadway in the Brown Hotel. An open design forum will be held early in the planning process to elicit broadly representative views from all sectors of the Louisville community.

B. MARKETING

Central Louisville Development Plan GOAL:

"To market downtown as a focal point of the region."

Broadway RESPONSE:

1. The Broadway Project will support 24-hour activity in the Central Area by virtue of the diversity of uses being planned;
2. Major new development in the Broadway area will assist the Central Area in projecting an image of safety and excitement;
3. Concentrated residential development in the Broadway area will enhance the downtown's image as a "total community";



4. Broadway will encourage and participate in unified marketing and promotional efforts in the downtown; and
5. The Broadway Project will reestablish the 600-Block area of the downtown as an important and lively entertainment area.

C. DOWNTOWN ACTIVITY

Central Louisville Development Plan GOAL:

"To establish downtown as a unique center of 24-hour activities that include arts, entertainment, commerce, sports and neighborhood facilities."

Broadway RESPONSE:

1. The Broadway Project will "re-energize" several vacant and under-utilized buildings in a manner which encourages evening and nighttime activities to complement daytime commercial uses;
2. The Broadway Project will include major public open spaces and will encourage their use for civic events;
3. The planned 1,500 new living units in the project will firmly establish the residential base in the Broadway area of the downtown and will act as a stimulant to further residential development; and
4. Because of its strategic location, the Broadway Project will attract greater interaction between existing activity centers in the downtown area.

HISTORIC PRESERVATION

Central Louisville Development Plan GOAL:

"Preserve and maintain historic and architecturally significant assets of Central Louisville."

1. The Broadway Project area contains 12 structures noted by Louisville preservation interests as either listed on the National Register or potentials for listing. Of these 12, ten will be evaluated for reuse as integral elements in the total development. These are:



- Brennan House--incorporated as a feature element in the public open space;
- United Artists' Theater--currently under renovation for theatrical reuse;
- United Artists' Theater Office Building--considered for adaptive reuse, possibly residential;
- Berkeley Hotel--will be considered for adaptive reuse, possibly residential;
- Brown Hotel--actively under study for renovation or adaptive reuse;
- Brown Office Building--actively under study for re-activation;
- Fincastle Building--to remain, with future renovation consideration;
- Old YMCA--currently recycled with continuing adaptive reuse growth;
- YWCA--under renovation; and
- Commonwealth Building--no action required.

2. Broadway will encourage restoration of historically significant buildings in accordance with the Secretary of the Interior's guidelines.

3. The Broadway Project will substantially improve the visibility and accessibility of several of the identified historic structures in the area.

E. LAND USE

Central Louisville Development Plan GOAL:

"To establish a land-use pattern that reflects Central Louisville as a total community of diversified regional interests and activities and promotes compatible and harmonious land use relationships between downtown and its adjacent neighborhoods."



Broadway RESPONSE:

1. Broadway will coordinate its planning and design efforts in order to ensure that the project is an integral element in the overall land use plan for the Central Area.
2. The Broadway Project will provide for land uses which are mutually supportive with the uses in the downtown and the adjacent neighborhoods.
3. The Broadway Project will provide for a blending of land uses, both internally and in their relationships with surrounding uses, in order to avoid abrupt contrasts.
4. Broadway will provide uses which have a regional attraction and significance.
5. The pattern of land uses within the Broadway Project will encourage 24-hour activity and will provide for active linkages within the use patterns of the area.

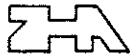
F. TRANSPORTATION

Central Louisville Development Plan GOAL:

"To create a safe and efficient transportation system providing efficient access between activity centers in downtown and between downtown and the balance of the community, while maximizing positive impacts on adjacent neighborhoods."

Broadway RESPONSE:

1. Broadway will closely coordinate transportation and parking planning for the project with the overall transportation planning work for the Central Area.
2. Broadway will design the internal circulation and parking system for the project in a manner which complements the area's circulation patterns and improves circulation and access in general.
3. Broadway will support and accommodate new and existing transit systems, both bus transit and internal CBD shuttle transit.
4. By providing living accommodations within the downtown, the Broadway Project will promote a decrease in employee auto trips into the downtown.



5. Broadway will create a parking system in the project which takes into consideration quantity, location, rates and environmentally sound design of parking facilities.

6. Broadway will create a safe, secure, appealing and efficient element of the overall Central Area pedestrian system, linking activity centers, parking facilities and other mode interchange points.

G. HOUSING

Central Louisville Development Plan GOAL:

"To develop and market a variety of housing opportunities in Central Louisville."

Broadway RESPONSE:

1. Broadway has identified an area for housing within the downtown which is consistent with Central Louisville Development Plan and which is so located as to provide an inducement to future housing construction, both in the downtown and in the Old Louisville neighborhood.

2. The Broadway Project will create clustered housing in close proximity to support facilities--open space, shopping, employment, transit and cultural and entertainment activities.

3. The Broadway Project will incorporate older structures for adaptive housing reuse.

4. The residential concentration provided by the project in the 600-Block area will support a major activity center at the south end of the Mall.

5. By establishing a strong market rate residential base in the Broadway area, the project will prepare the environment and the ambiance for future related development including additional housing.

Housing Policy

It is the overriding purpose of the Broadway Project to provide the context and initiative for the first major increment of market-rate housing in the Central Area, within the supporting framework of mixed-use and adaptive reuse development. Historically and architecturally valuable structures to be retained within the project area (the Brown Hotel and others) and reinforcing



use and locational attributes of the site (River City Mall, and relationships to Old Louisville, downtown as an employment center, the 4th Street institutional corridor, Broadway itself as an important "place", the Galleria and Hospital Center) lend unique strength to the site for this purpose--strength which is not comparably present for large-scale housing development on sites to the east or south. The Broadway Project, from a housing point of view, will "paint the hardest part of the room first". It will achieve the "infrastructure" of public and private investment, open space and movement linkages, public control measures and market-sensitive commitment which will in turn support successful development regulation and diversified privately sponsored investment for housing on additional sites to the south and east. The goal of Broadway is a chain-reaction for housing in which successive commitments become easier to achieve.

H. PUBLIC SERVICES

Central Louisville Development Plan GOAL:

"To ensure the public health, safety and general welfare of the people in Central Louisville."

Broadway RESPONSE:

1. The Broadway Project will provide for a 24-hour community within the downtown which will assist public efforts in the prevention of crime and will reduce the exaggerated fear of crime in the minds of residents and potential users of downtown.
2. Broadway will provide for a high level of such public services as waste disposal and the maintenance of open space.
3. The Broadway Project will include major new public open space facilities for public use and enjoyment.

I. OPEN SPACE

Central Louisville Development Plan GOAL:

"To provide public and private open space of sufficient quantity and quality to serve the needs of residents and users of Central Louisville."



Broadway RESPONSE:

1. The public open space element of the Broadway Project will be designed as an integral part of the Central Louisville open space and pedestrianway strategy.
2. The Broadway Project's open space placement and design will create a much needed focal point and activity center at the southern extreme of River City Mall.
3. The public and private open spaces in the Broadway project will provide facilities and equipment designed to attract and serve the needs of users.
4. Broadway will provide for agreements and other mechanisms which will assure the on-going maintenance of both public and private open spaces.

J. ECONOMIC DEVELOPMENT

Central Louisville Development Plan GOAL:

"To reestablish the economic vitality of Central Louisville."

Broadway RESPONSE:

The Broadway Project will contribute toward the overall economic development objectives of Central Louisville by:

1. Providing major public infrastructure improvements to support new private development and overcome the negative investment image of the area;
2. Providing uses which are economically complementary to existing core area uses and which will encourage commercial activity;
3. Rehabilitating and recycling existing non-productive structures;
4. Stimulating "spin-off" development in the immediate area surrounding the project;
5. Upgrading the environment and opportunities--and thereby attracting additional visitors and users in the core;



6. Assembling persistently underutilized properties in order to make available new private development opportunities; and
7. Providing additional employment opportunities.

K. PROTECTION OF THE URBAN ENVIRONMENT

Central Louisville Development Plan GOAL:

"To ensure the preservation and conservation of the urban environment in the redevelopment of Central Louisville."

Broadway RESPONSE:

1. New and adaptive reuse construction in the Broadway Project will be designed and maintained in accordance with contemporary historic preservation, adaptive reuse and urban design standards designed to preserve and continue the remembrance of the traditional past at the "Magic Corner" of Louisville.
2. Broadway will base development and construction proposals on thorough-going environmental sensitivity analysis which respects the thresholds of traffic, noise, sunlight, open space and public health requirements of successful residential development.



II. HOUSING POLICY

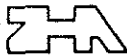
A. NEEDS AND OPPORTUNITIES

The need for downtown housing has been a constantly recurring theme in the discourse of planning for Central Louisville over the last several years. At the present time, the work underway in the preparation of the Central Louisville Development Plan has identified downtown housing as an important objective and has geographically focused these objectives on the southeast district of the downtown, including the proposed Broadway Project site area. This district is considered the prime potential location for near-term housing development in the downtown.

The Broadway Project was conceived as an initial thrust to the establishment of a broad residential base in this district of the downtown. During the conceptual phase of the project, it was determined that the 600-Block vicinity could be a strategic beginning point for focusing public and private initiative onto the complicated task of reinstating downtown living at a sufficient critical scale. Successful residential development in the project area was regarded as essential in order to stabilize the area and set the conditions for further residential opportunities--northward along the Second Street Corridor and southward, infilling between Broadway and the well-established residential concentrations in Old Louisville.

Following is a summary of the key factors considered in identifying the Broadway Project area:

- The strength and stability of the Old Louisville community immediately south of the area provides a residential, cultural and institutional anchor to which the project can relate. In turn, the Broadway Project will firmly link Old Louisville to the CBD and will catalyze further residential construction in the zone immediately south of Broadway;
- The proximity of the medical center, as an employment base and as a 24-hour activity center, further establishes the conditions for major residential opportunity in the project area. Not only will the Broadway Project address the close-in living needs of medical center personnel, it will also encourage a more lively interaction between the medical center and the downtown core by inviting pedestrian movement and overcoming the barriers existing today;



- The Galleria project, along with the gradual strengthening of the 500-Block of River City Mall are creating a close and inviting connection between the Broadway area and the CBD activities and employment opportunities to the north;
- The stability of the environment and the employment base immediately to the north and west of the Broadway area will give support to the Broadway Project.
- Additional close-in residential development opportunities also exist in the Second/Third Streets area north of Chestnut--the Guthrie Green area. Successful residential redevelopment at Broadway will further enhance the viability of that area by firmly establishing the residential character of the southeast district of the CBD.

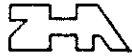
B. HOUSING CHARACTERISTICS

Two important housing objectives stated by the Goals Committee were:

- Ensure integration of all socio-economic groups and physically disabled persons in housing in Central Louisville; and
- Promote integration of existing subsidized housing with other socio-economic groups and support services.

In response to these objectives, the Broadway Project will be directed toward market-rate housing--middle and upper income. While this may appear contradictory to the objective of integrating all socio-economic groups, it is, in fact, a strategic step in achieving that integration for the Central Area. Practical development planning has long recognized that the upper and middle income housing market resists locations which appear to be dominated by low to moderate income units. Low and moderate income housing, including assisted housing, can be incorporated into established market rate communities, however the reverse is highly unlikely in most normally functioning markets. Successful completion of some 1,500 market-rate housing units in the project will firmly establish the environment for further market rate development as well as provide the opportunity for integrating new and existing assisted housing in the area.

Broadway Project housing will be developed in mixed use with a variety of commercial uses and is designed to be an integral part



of the "fabric" of Central Louisville--as opposed to an isolated "enclave". This direct interface with the cultural and commercial life of downtown Louisville will further ensure the role of Broadway as an agent in the integration of diverse socio-economic groups.



III. URBAN DESIGN

A. Objectives

The Urban design process for the Broadway Project must address the wide variety of issues which affect our urban environment, including:

- The quality and character of public spaces as they relate to the needs and activities of the people who will enjoy them;
- The massing, scale and "personality" of the buildings, in order to ensure a "human scale" quality and to protect the privileges of the users and inhabitants to enjoy a harmonious environment;
- The resolution of conflicting functions and activities in such a way that the operational necessities are maintained without degrading the quality of the environment; and
- Convenient and efficient relationships between the various activities in order to achieve a stimulating and functional environment.

Likewise, the design of the Broadway Project must recognize its key location in downtown Louisville and must simultaneously:

- Act as a "node", or activity center, interrelating residential, commercial and entertainment functions;
- Provide an appropriate terminus to the River City Mall;
- Creatively blend the old with the new;
- Reach southward to invite linkages to Old Louisville;
- Reach eastward to encourage accessibility from JCC and the medical center and to assist the future residential development envisioned in the Central Louisville Development Plan;
- Reach northward to interlock with the downtown core and encourage pedestrian links with the retail activities; and
- Reach westward to engage the commercial activities beyond Fifth Street.



B. Neighborhood and Central Area Linkages

The Broadway Project must provide for pedestrian, visual and functional linkages to the neighboring subareas of Central Louisville. These linkages will be planned and designed in a manner which will:

- Encourage pedestrian movement through and into the Broadway Project;
- Provide for continuity of compatible urban activities in the area;
- Relate to existing surrounding development; and
- Recognize and encourage future development and pedestrian patterns in the larger Broadway area.

Specifically, the Broadway Project should respond in the following ways:

- Present a compatible and inviting environment to the Jefferson Community College and the medical complex to the east;
- Provide a significant pedestrian and activity anchor to the southern extreme of River City Mall;
- Provide for east-west pedestrian movement through the 600 Blocks in order to balance the north-south linearity of the existing patterns; and
- Encourage pedestrian interaction between the north and south sides of Broadway with particular recognition of the significance of the Fourth Street/River City Mall linkage to Old Louisville.

C. Open Space

The Broadway Project must be an integral element in the overall open space and pedestrianway system for Central Louisville and the adjoining neighborhoods. Key elements in that system are:

- River City Mall--the Broadway Project will provide an activity center to anchor the south end of the Mall;
- Fourth Street Corridor--the Broadway Project will enhance the accessibility to downtown from Old Louisville via Fourth Street;



- Broadway--the Broadway Project will contribute to the beautification and pedestrian use of Broadway;
- 600 Block--the Broadway Project will provide east-west pedestrian movement through the area and overcome the barrier effect of these excessively long blocks;
- JCC/Medical Center--the Broadway Project will be an important link in the chain of spaces and pedestrianways relating these uses to the core area;
- York to Broadway--the Broadway Project will work toward establishing pedestrian amenities and linkages in this area to assist the integration of Old Louisville with the areas north of Broadway.

D. Transportation

1. Transit

Fourth and Broadway is Louisville's major regional bus transfer point. Programming and design of the Broadway Project must respond to this activity and facilitate it in an integral way with the overall concept. Preliminary consideration is being given to the provision of a station facility related to the project.

Also under consideration is a means of providing a public shuttle or mini-transit service on the Mall. This service is intended to circulate generally between the Belvedere area and Broadway.

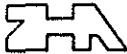
2. Traffic

The Broadway Project is not anticipated to require any major adjustments to the existing streets in the area other than possible signalization modifications, curb cuts and protected putoff lanes.

Internal automobile access is planned for the 600-Block which would permit vehicles to move east-west through the development and would reopen the traditional automobile access to the Brown Hotel main entrance. This would be designed as an integral element of the plaza and in such a manner as to discourage through traffic and excessive speeds.

3. Service

Existing alleyways and service drives will be retained where possible. It is anticipated that the major portion of the new development will be served from these existing rights-of-way.



4. Parking

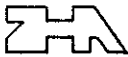
Parking in the project will be entirely incorporated within structures, except for occasional and limited short-term convenience parking associated with the streets and internal access drives. No parking structures will be permitted to have ground-level parking fronting the plaza. Also, most structured parking facilities will be roofed with landscaped decks serving as open space and recreational facilities.

As a part of the urban and environmental design work, a comprehensive parking analysis will be conducted for the area and recommendations made for replacing the existing parking which the project will dislocate.

E. Process

The Urban design process for the Broadway Project must allow ample and timely opportunity for input from public and private interest groups. A public forum procedure will be implemented early in the process to allow the interchange of ideas and concerns between the participants and the public at large.

The urban design process for the project must also establish the guiding design principles for the overall project in such a manner that each component complements and contributes to the whole. Likewise, these principles must reflect Central Louisville design objectives so that the Broadway Project becomes an integral part of a broader concept. To this end, the urban design team will coordinate its work with related ongoing work efforts--particularly the preparation of the Central Louisville Development Plan.



IV. LAND USE PLAN

The Broadway Project must respond to the land use pressures and opportunities emerging in the southern portion of Central Louisville. The Broadway Plan will make that response by providing for the following land uses:

Residential

The 600-Block of the Broadway Project is preliminarily programmed for 875 housing units mixed with commercial uses. The proposed mix of uses reflects the 600-Block's commercial significance, as well as its residential potentials.

The site immediately east, between Second and Third, Broadway to Chestnut, is programmed for 625 housing units clustered toward the interior of the block, with commercial and institutional uses (largely existing) oriented to Broadway and Chestnut Streets.

Office

A total of 395,000 square feet of new office space is programmed for selected sites oriented toward Chestnut and Broadway and generally at corner locations.

Retail Commercial

Ground-level space within the development will generally be occupied by specialty shops and eating/drinking and entertainment establishments related to the plaza. Approximately 180,000 square feet will be devoted to these uses--in mixed use with residential and office uses.

Open Spaces

New development in the Broadway Project will be organized around a major public open space, or plaza, of approximately five acres. This plaza will serve not only as open space for the residents, but also as a terminus for River City Mall and as a major civic space suitable for public events and festivities.

In addition to these new uses, many existing facilities will be retained. These include the Brown Hotel, Macauley Theater, Fincastle Building, old YMCA, the renovated YWCA, Salvation Army headquarters, United Artists' Theater, Lincoln Federal, the Commonwealth Building and the Brennan House.



V. IMPLEMENTATION

The Broadway Project will be implemented through a joint public/private effort involving a broad cross-section of interests. The Broadway Project Corporation has been established as the management entity for conducting the project operations. The Corporation is funded from city, county, state and private sources and, likewise, has broad public and private representation on its Board of Directors.

Following is an outline of the Corporation's first-year work program leading to preparation of the final plan and program and to the submission of an Urban Redevelopment Plan to the Board of Aldermen:

- Prepare project policy, goals and objectives statement;
- Conduct environmental and property conditions surveys;
- Analyze housing market demand;
- Analyze market demand for hotel, office, retail and institutional uses;
- Investigate funding sources;
- Analyze adaptive reuse potentials for selected buildings;
- Analyze potential development opportunities in related surroundings;
- Prepare development program and redevelopment alternatives;
- Establish developer solicitation/selection procedures;
- Prepare final urban design and development plan;
- Prepare project budget and financial analyses; and
- Prepare proposed Urban Redevelopment Plan documents.

The schedule for the project calls for this work to be completed in the fall of 1981. At that time, public hearings will be conducted and the Urban Renewal Commission and Board of Aldermen will decide on adoption of the Plan under the authority of KRS 99 enabling legislation.