

# CENTRAL LOUISVILLE DEVELOPMENT PLAN

THE FIRST STEP...  
180 days of planning together.

Prepared for the Board of Aldermen of the City of Louisville by the Staffs of the Louisville Central Area, Inc. and the Louisville and Jefferson County Planning Commission. Financed by the Louisville Community Development Cabinet and published by the Staff of the Louisville and Jefferson County Planning Commission.

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# THE FIRST STEP. . .

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Executive Summary

## CENTRAL LOUISVILLE DEVELOPMENT PLAN:

### EXECUTIVE SUMMARY

This draft of the Central Louisville Development Plan is the culmination of a 180-day planning process that has brought together representatives of all of those groups and individuals concerned with the future of Central Louisville downtown and its contiguous neighborhoods. People of widely diverging backgrounds, interests and opinions have successfully worked together to chart a common course for the growth and redevelopment of Central Louisville. The Plan is only a first step in a continuing planning and development process that will realize these broad-based goals and recommendations. Unlike previous efforts, it is not a consultant's report but rather a product which was developed and produced by a broad cross section of members of the community. After all interested and affected parties have had an opportunity to comment on the draft Plan, the Plan will be adopted by the Board of Aldermen. A public hearing on the Plan is scheduled for June 4th before the Planning Commission prior to submission of the Plan to the Board of Aldermen.

### THE PLANNING FRAMEWORK

The Central Louisville Development Plan was prepared according to Ordinance 114, Series 1980, at the request of the Mayor and Board of Aldermen of the City of Louisville. Funding was provided through the Louisville Community Development Cabinet. Staff support for the Plan came from the Louisville and Jefferson County Planning Commission in consultation with the staff of Louisville Central Area, Inc.

The boundaries of Central Louisville include the Central Business District (CBD) as traditionally defined between the North-South Expressway and Roy Wilkins Boulevard from York Street to the Ohio River as well as the elements of the adjacent neighborhoods of Butchertown, Phoenix Hill, Smoketown/Jackson, Old Louisville, California, Russell and Portland that "must work in concert with the intensively developed central area."

The planning process to date has consisted of two parts: the development and adoption of Goals and Objectives to guide the preparation of a plan and the creation of the planning document itself. In

the first ninety days, the Goals Committee and its Design Subcommittee set broad-based Goals and Objectives for the Plan. The Goals Committee is a 55-member group offering wide representation of neighborhood, business, government agency, preservation and design interests. The Chairman of the Third Century and the Executive Director of the Louisville and Jefferson County Planning Commission acted as Co-Chairmen of the Goals Committee.

The Design Subcommittee, a smaller group of planning design professionals with added representation of business, neighborhood and preservation interests, considered more detailed issues of Louisville's urban design. The Chairman of the Local Chapter of the American Institute of Architects served as Design Subcommittee Chairman. The Design Subcommittee has also performed two design reviews of the Galleria by special request of the Board of Aldermen -- one of the Bacon's store facade and another of the parking garage facing Fifth Street.

In the second ninety days, the Plan's Advisory Board directed staff in responding to the Goals and Objectives and the requirements of the Ordinance. The Advisory Board was chaired by the Executive Director of the Louisville and Jefferson County Planning Commission and included the President of Louisville Central Area, Inc., the Director of the Community Development Cabinet and the Director of Public Works and four at-large members elected by the Goals Committee representing business, neighborhood design and preservation interests. The Goals Committee Co-Chairman, the Chairman of the Third Century, was also an active participant in the Advisory Board meetings along with many of the other members' alternates.

The product of the second ninety days of the Central Louisville Development Plan includes:

- a) a review of past studies,
- b) the identification of conflicts between those studies with recommendations for their resolution,
- c) a generalized land use element,
- d) a transportation element, and
- e) proposals for plan implementation and future actions.

#### GOALS AND OBJECTIVES

The Goals Committee identified a number of key issues facing Central Louisville. Their highest priority goal called for "a unified, coordinated approach to the planning and development of Central Louisville" centering around (1) an adopted plan, (2) a development review process and (3) a central planning entity to coordinate continuing planning and administer development review. Other high priority goals and objectives dealt with:

- a) marketing Central Louisville as the focal point of the region,
- b) establishing downtown as a unique center of 24-hour activities,
- c) preserving and maintaining historic and architecturally significant assets,
- d) developing a land use pattern that is diverse while supporting compatible and harmonious relationships between downtown and its adjacent neighborhoods
- e) creating a safe transportation system providing efficient access between activity centers in downtown and between downtown and the balance of the community, and
- f) developing and marketing a variety of housing opportunities in Central Louisville.

Public services, open space, economic development and environmental policy were also addressed.

In addition, the Design Subcommittee amplified these concerns by focusing on the need to achieve the highest quality of design in all developments in Central Louisville through:

- a) an adopted plan supported by all levels of government, the private sector and specialized interest groups,
- b) a development review process including at least a review of design, preservation, barrier-free access, crime prevention and energy-conservation,
- c) the cultivation of a stronger relation to the river, and
- d) the use of public funds, incentives, capital improvement programs and partnerships with the private sector to achieve these goals.

The Design Subcommittee also called for the design of downtown to be oriented towards human scale, primarily through:

- a) creating a secure, appealing and efficient pedestrian system linking all activity centers in order to project downtown as one unified development that is comprehensible, well-defined and pleasant and
- b) encouraging the design of all buildings and developments to be of a size and form that relate to human scale.

The Goals and Objectives laid the foundation for preparing the main body of the Plan.

#### REVIEW OF PAST STUDIES

A long tradition of urban planning has existed for Central Louisville. The forties saw a concerted effort toward downtown planning when Mayor Charles Farnsley established the City Department of Redevelopment. The sixties and early seventies saw Urban Renewal

plans that restructured major parts of downtown: the East Downtown and Medical Center, the West Downtown, the Riverfront, the Government Civic Center and portions of the Old Louisville neighborhood. Louisville Central Area and the Louisville and Jefferson County Planning Commission also prepared a number of planning studies for downtown during this time period.

More recently, a wide array of plans has addressed the downtown as a whole, its various parts, particular aspects and some of its adjacent neighborhoods. The Central Louisville Development Plan makes an inventory of these past studies and analyzes their compatibility and appropriateness to present conditions in Central Louisville:

- 1) Design for Downtown (1962) - the first comprehensive plan for downtown;
- 2) Louisville Central City - A Process for Planned Revitalization (1967) - - objectives and principles for future downtown planning;
- 3) Louisville Center City Development Program (1969) --update of the 1962 downtown plan;
- 4) Louisville Center City Transportation Planning Study (1978) --an update and expansion of the transportation element of the 1969 downtown plan to address short-range implementation actions;
- 5) Louisville Center City Update (1979);
- 6) Plans for subareas of downtown such as -- 500 Block - River City Mall, The Main Street Study, Concepts for the Broadway Area, etc.;
- 7) Neighborhood Plans -- Riverfront Plan, Butchertown Neighborhood Plan, Phoenix Hill Neighborhood Plan, Old Louisville Neighborhood Plan, Russell Neighborhood Plan and Portland Neighborhood Plan;
- 8) Station Park Urban Renewal Plan -- an in-town industrial park south of Broadway and west of Ninth Street; and
- 9) Other Projects underway and in preliminary stages --The Galleria, The Kentucky Center for the Arts, Riverfront Square, Seelbach Hotel, Farm Credit Bank Building between Main and Market from Second to Third Streets, Humana, Inc. offices at Fifth and Main, Commonwealth Land Title Insurance Company and Legacy Park across from the Convention Center along Fourth Avenue, State Parking Garage east

of Fourth Street between Main and Market, Liberty National Bank Building on the south side of Jefferson between Fourth Avenue and Fifth Street, and Pedway System - a collection of proposals for elevated "skyways" linking major developments primarily along Fourth and Fifth Streets.

#### CONFLICTS AND RECOMMENDATIONS

The past studies and proposed projects were analyzed for conflicts. Recommendations in past studies and projects that remain valid were incorporated into the Central Louisville Development Plan. Considering the Goals and Objectives of this plan, recommendations were made to resolve the conflicts identified.

Some of these recommendations include:

- 1) upgrading the street-level pedestrian connections between adjacent neighborhoods and the downtown particularly along:
  - i) Gray, Chestnut and Market to the east,
  - ii) Main, Market, Jefferson and Muhammad Ali to the west, and
  - iii) Fourth Street and various mid-block linkages to the south;
- 2) insuring that any skyways downtown, particularly those between the proposed State Garage and Riverfront Square, be properly designed, if built at all;
- 3) upgrading the Jefferson Street corridor to link the hotel/motel area to the core of the Center City;
- 4) amending the Phoenix Hill Neighborhood Plan to reflect the land use and zoning proposals for the Market Street area adopted by the Phoenix Hill Task Force and Buthertown Neighborhood Government;
- 5) providing ground-level pedestrian-oriented activities in all developments to avoid the barriers to pedestrian movement presented by empty spaces, "dead walls", or undesirable activities;
- 6) supporting market-rate housing of the Broadway Plan as a primary priority followed by other housing areas designated in the balance of downtown and the northern part of Old Louisville;
- 7) encouraging major, high-intensity development to relate to the riverfront and other areas close to the downtown core, while avoiding a corridor of exclusively high rise buildings on either side of Fourth Avenue that would create a "canyon" effect; and



- 8) marketing the potential for converting existing buildings in Central Louisville to new uses.

In many cases, further study of these conflicts is already being pursued or is recommended particularly with regard to: the riverfront (which the Riverfront Plan will study in detail and make recommendations), the area from Ninth to Fifteenth or Seventeenth from Market to the river, the Market Street commercial corridor, particularly in the west, the proposed opening of Jefferson Street across Roy Wilkins Boulevard, the proposed street closings in Phoenix Hill (presently under detailed study).

#### LAND USE ELEMENT

This section describes the historical growth of Central Louisville from its founding as a pioneer fort to its development as a booming riverfront commercial center surrounded by residential neighborhoods.

However, the fringes of downtown and its adjacent neighborhoods have steadily deteriorated since World War II. Federal assistance through Urban Renewal in the sixties and seventies restructured major portions of these areas, particularly the Medical Center and East Downtown, the Civic Center and West Downtown, and the Riverfront and Main Street. Most recently, Community Development programs have focused on improving housing in adjacent neighborhoods and supporting economic revitalization downtown. Today, Central Louisville is a prominent regional center offering significant development opportunities.

A summary of recent trends in land use shows that the downtown has been undergoing rapid change in the past thirteen years. Most significant changes have been:

- a) a 280% increase in residential units since 1968;
- b) a rapid expansion in hotel and office space;
- c) an addition of 579,000 square feet of retail space under construction that represent a major comeback for downtown commercial;
- d) a decrease in manufacturing, wholesale, distribution and storage activity since 1968 reflects the conversion of some underutilized buildings along Main Street to office uses as part of an overall trend to a service-oriented economy (However, it should be noted that the proposal for Station Park will significantly add to the manufacturing and warehousing in Central Louisville.); and

- e) a decrease in off-street parking facilities since 1968 largely because of new construction in the downtown (However, new parking garages planned and under construction as part of several developments will add another 4,579 spaces by 1983.).

Existing land use concentrations are identified as functional sub-areas with distinct characteristics. The subareas are as follows:

- a) primary retail core,
- b) high rise office/financial center,
- c) government center,
- d) adult entertainment business area,
- e) the Broadway area,
- f) the Second Street corridor,
- g) educational activities,
- h) Medical Center,
- i) hotel/motel area, and
- j) secondary retail area (Haymarket)

In addition to these subareas, mixed use areas are identified graphically. Existing land use activities and their present locations indicate the potential for future development. The core of downtown presently contains three employment nodes that form a triangular pattern:

- a) the high-rise financial offices to the north,
- b) the communication/media center to the west, and
- c) the Medical Center to the east.

These three major employment centers are all within walking distance of the retail core running from Liberty to Chestnut between Third and Fifth Streets. The location of the retail core at the center of the three major employment nodes makes it easily accessible from all areas of downtown.

The Central Louisville Development Plan builds upon this existing pattern by recommending residential communities as major contributions to an improved urban structure and 24-hour downtown activity. Fundamentally, Central Louisville will never be a complete success until it includes residential environments of an amenity and quality that will attract more people to live downtown.

In general, these residential areas are situated between major employment centers so that residents can easily walk to work:

- a) The Broadway and Old Louisville Plans place housing between the Medical Center and communications/media area.
- b) Similarly, the Central Louisville Development Plan's concept for a residential community in the Second Street Corridor offers convenient walk-to-work opportunities

to the Medical Center and the high-rise office towers of the financial district.

- c) Also, the existing residential development from Eighth to Thirteenth Streets is located within easy walking distance of the communications/media area to the south and the government and financial offices to the north.

These three major downtown residential communities also are a short walk from the centrally-located retail core. In addition, they provide a continuity of land use linking downtown with its surrounding neighborhoods. Secondary retail uses (particularly along Market, Muhammad Ali and Broadway to the west, Second and Third Streets to the south, and Market and Jefferson Streets to the east) also reinforce the connection of downtown to its surrounding neighborhoods.

The Central Louisville Development Plan also projects a renewed interest in riverfront development. The northeast riverfront offers residential and recreational opportunities north of I-64. Industrial park development is projected south of I-64 on both the east and west sides of downtown. This will expand the City's employment base while upgrading the existing riverfront environment.

The future land-use concept for Central Louisville emphasizes:

- a) a compact downtown with 24-hour activities,
- b) a pedestrian environment where jobs and shopping are within walking distance of home,
- c) stronger pedestrian linkages between downtown activities, and
- d) stronger connections to both surrounding neighborhoods and the riverfront.

The functional relationships between downtown and its adjacent neighborhoods are strengthened by:

- a) the secondary retail corridors and housing that connect the downtown to its surrounding neighborhoods,
- b) the stronger relation to the riverfront provided by recreational open space and residential development and
- c) the riverfront industrial parks, along with Station Park, will provide a solid employment base for the City while upgrading its appearance.

The future land use concept is translated into activity centers that project the generalized direction of growth and change of the existing land-use pattern over the next twenty years. The Advisory Board shaped this concept according to current building and land-use patterns, major projects under construction or in

the planning stage, and present economic and demographic trends. In addition to the Goals and Objectives of the Plan which expressed the need for downtown 24-hour activity, residential opportunities, etc., the concept is also based upon principles of a desirable urban structure such as compactness, compatibility of land uses, connections within and between activity centers, and the implications of expressway access, downtown circulation and parking. The future land use concept is reflected in a map and text.

Within each activity center, the use identified is only the predominant use. In most cases, the predominant use will appear in conjunction with other uses in a compatible way. Accordingly, the activity center map should not be viewed as a parcel-by-parcel map of future land uses. It is generalized so as to be inherently flexible: it recognizes that the community's conception of what is a desirable urban structure and land use pattern will evolve over time. Moreover the description of the activity centers in the text takes precedence over the map in guiding development and planning decisions in Central Louisville.

The Plan summarizes the attractions and benefits of living in Central Louisville, assesses the potential for market-rate housing, and reviews the potential market support for urban residential living. The assessment concludes that potentially 6,000 to 12,000 new units of market-rate housing could be realized in new and rehabilitated residential communities in Central Louisville, or approximately 300 to 600 per year over the next twenty years. Moreover, a combination of demographic and economic forces and a preliminary market analysis suggest that there is adequate market demand for such housing.

The economic implications of such housing are enormous: the Plan's analysis concludes that another 3.75 to 7.5 million dollars would be spent on retail goods in shops downtown by the presence of 300 to 600 additional retail-consuming households in the downtown. Twenty years from now, this would yield 75 to 150 million consumer dollars annually to downtown merchants.

The land use element also reviews the current preservation efforts by local Landmarks Commission staff to assess the historical and architectural value of Central Louisville's built environment. The significance of National Register and State survey status is discussed along with the incentives and disincentives for preserving historic structures. Recommendations are made regarding the pursuit of eligibility for National Register placement for structures currently on the State Survey, the incorporation of preservation issues within the proposed downtown development review process, and the role of the Advisory Board in negotiating increased cooperation between development and preservation interests.

## TRANSPORTATION ELEMENT

The transportation element of the Central Louisville Development Plan addresses all surface transportation systems including roadways, public transit, parking facilities, pedestrian ways, bikeways and delivery of goods.

A review of the goals, objectives and planning principles of prior transportation plans for Central Louisville indicates consistency with the Goals and Objectives of the Central Louisville Development Plan Goals Committee. A review of travel in the downtown area over the last decade indicates that the number of trips has remained fairly constant and that public transit handles twenty percent of the trips to downtown. Because surface streets and freeway ramps are not operating at capacity and the transit system accommodates a significant number of trips to downtown, the transportation system appears adequate to handle anticipated growth in the downtown area for the present.

Although the opening of the Ninth Street interchange improved the balance of traffic entering and leaving the downtown area, the most significant defect of the transportation system (recognized in all previous studies) remains imbalanced access to the freeway system from downtown. The downtown area is accessible by the freeway system from the north and east, but only by surface streets from the west and south. Since a freeway around the west and south edges of downtown seems unlikely, the extension of Roy Wilkins (Ninth Street) from Broadway south to Seventh Street and the upgrading of Seventh Street to the Watterson Expressway are the most significant and desirable traffic improvements that could be made for access to the west and south sides of downtown.

The most significant transportation system problem hampering revitalization of the downtown area is the lack of sufficient short-term parking in the retail core and, secondarily, local government core. This problem has been noted since the 1950's and remains a problem today. The competitive disadvantage that this has created for downtown office and retail uses relative to the suburbs, cannot be understated. The establishment of a policy on the use and location of parking in downtown remains the most critical action that can be taken relative to the transportation system to encourage downtown revitalization.

Other recommendations of the future transportation plan include:

- 1) pursuing a connection from Main Street to southbound Roy Wilkins Boulevard, most likely 10th Street to Market Street;
- 2) reconnecting Floyd Street from Chestnut to Guthrie when General Hospital is torn down;

- 3) improving access on Second Street from Main Street to River Road to get to eastbound Interstate 64;
- 4) giving further study to means to relieve traffic congestion on Main Street between Second and Third Streets;
- 5) closing Guthrie Street between Second and Third Street to fit in the Second Street corridor residential development concept;
- 6) opening Gray and Fourth Avenue to local traffic as a part of the Broadway Concept;
- 7) giving further consideration to opening Jefferson Street across Roy Wilkins to improve neighborhood access from downtown;
- 8) encouraging continued transit improvements and the provision of transit circulators in downtown in conjunction with long-term parking on the edge of downtown;
- 9) considering the impacts on traffic and development of any proposed transitway;
- 10) pursuing a transit information center and studying the possibility of a transit route transfer and mode interchange center in downtown;
- 11) establishing a policy to encourage long-term parking on the edge of downtown;
- 12) supporting downtown revitalization through public assistance for parking facilities and encouraging developers to provide adequate short-term parking for their projects;
- 13) encouraging the development of a pedestrian and open space system linking major activity centers in downtown and linking downtown to the surrounding neighborhoods; (e.g., access across Second Street at the Clark Memorial Bridge);
- 14) improving bicycle access to downtown; and
- 15) improving alleys for goods delivery.

#### PLAN IMPLEMENTATION

The ordinance mandating the preparation of Central Louisville Development Plan recommends that a forum be established for "continuing community dialogue and involvement" in the planning and development

of Central Louisville. In addition, the Goals Committee recommended as its highest priority, that there be established "a continuing planning process...which ensures accountability to all interest groups" and which would provide a "unified coordinated approach to planning and development centering around: an adopted plan, a development review process, and a central planning entity to coordinate continuing planning and administer development reviews."

In order to achieve the goals of continuing planning without creating new agencies and staff, or otherwise requiring increased government expenditures, it is necessary that the planning function be carried out by existing agencies and staff. However, if the planning is to become unified and coordinated, it is recommended that an organization similar to the Goals Committee and Advisory Board structure established for the development of this first step in the planning process, be utilized on a continuing basis for planning policy guidance. Although this falls short of creating a single entity for planning and development review, the participation and supervision provided by the Advisory Board over the planning and development review activities of the various existing agencies could provide the necessary unified coordinated approach. The annual meeting of the diverse membership of the Goals Committee to review past efforts and elect new members of the Advisory Board will ensure that the Advisory Board continues to represent the interests and view points of the numerous groups concerned with development in Central Louisville.

Budgetary constraints also demand that any new development review process be administered by existing agencies and staff. But more importantly, in order to be effective, any development review process which is adopted to implement this plan must not unnecessarily add to government restrictions and red tape which already burden development in Central Louisville. Ideally the process should reduce the amount of time necessary to obtain needed government review by coordinating and expediting the existing review procedures.

A development review process is proposed in which the issuance of a building or demolition permit is preceded by a meeting of all concerned governmental agencies to review the proposal in light of the downtown plan. Members of the Central Louisville Development Plan Advisory Board are given notice of the meeting, and given an opportunity to comment on the project and to discuss their concerns with the developer.

A review for consistency with the Central Louisville Development Plan is mandatory for all downtown projects downtown; however, if the project involves no public assistance, conformity to the Plan is voluntary. The final decision on whether or not to grant public assistance will rest with the appropriate governmental entity. The process can be summarized as follows:

- (a) The review for conformance with the plan will take place in conjunction with a meeting of all the agencies currently involved in technical review of development in Central Louisville such as, City Works, Traffic Engineering, the Fire Marshall, etc. This group is to be called the Technical Review Committee or TRC.
- (b) The review will take place on two levels:
  - (1) Informal meetings with the Development review staff to identify issues and begin dialogue with the various agencies in a confidential atmosphere.
  - (2) A formal meeting where the reviewing agencies will make public findings regarding the project. At this meeting the Planning Commission staff will present a formal report on the project's compatibility with the plan.
- (c) The TRC report will be sent directly to government agencies, such as the Board of Aldermen, that are considering discretionary public assistance for the project. The TRC's report will not have any binding impact on developers that are not seeking public assistance.
- (d) The Advisory Board may participate in this process in two ways:
  - (1) Individual members will receive notice of meetings of the TRC and a checklist of potential issues relating to a specific project. The members may then appear at the TRC and present their views in support or against the project.
  - (2) The full Advisory Board may be asked to meet and review the proposal in three instances:
    - (a) at the request of developer who has received a negative TRC report,
    - (b) at the request of the Board of Aldermen, or
    - (c) by call of the Chairman or upon a motion of at least two members of the Advisory Board.

In summary, implementation recommendations of this report are designed to accomplish the Goals Committee recommendations for a unified and coordinated approach to planning and development review in Central Louisville without creating additional government agencies or unnecessarily burdening private development sector in Central Louisville. The ongoing process of planning and development review will involve four major participants -- the Advisory Board, an executive branch cabinet such as the Community Development Cabinet, the Planning Commission and a representative of the business community such as Louisville Central Area, Inc. The Goals Commit-



tee would meet only infrequently to review past efforts and activities in Central Louisville and elect new at-large members of the Advisory Board. The Advisory Board will primarily serve as a resource to City Government for policy considerations on matters affecting development in Central Louisville. The Planning Commission will provide the continuing staff support for planning projects and the development review process; and, finally the Community Development Cabinet and LCA will work together to market the downtown plan and attract new development which will enhance and promote the continued revitalization of Central Louisville.

As a part of the implementation plan, a series of "general standards for development quality" are recommended as a basis, in conjunction with the goals and objectives, for reviewing development within the development review process.

Recognizing the short timeframe in which the plan was to be prepared, Ordinance 114 recognized the need for the plan to recommend future actions to be taken beyond the initial 180-day planning period. These future actions include ongoing planning, developing general review standards for downtown development review, establishing criteria for use in the development review process, initiating redevelopment plans for portions of the downtown area and other studies, providing economic incentives for revitalization, pursuing housing development strategies, and monitoring development in the downtown to adjust the plan in the future.

The most significant ongoing planning activities are 1) adoption of the plan by the Board of Aldermen after a public hearing is held and a recommendation is made by the Planning Commission, 2) creation of a central entity for continuing planning and development review, and 3) creation of the development review process. Further studies include refining the transportation plan (particularly the pedestrian and open space system), implementing the Concept Plan for the Broadway Area developing a concept for housing in the Second Street Corridor, developing concepts to guide development along the Broadway and Market Street corridors, investigating the feasibility of housing in the northwest corner and northeast corners of downtown, developing an industrial park concept for northeast downtown, and investigating residential use possibilities on City-owned landfill east of Interstate 65.

In conclusion, the Plan is to be adopted by the Board of Aldermen after all interested and affected parties have had an opportunity to comment. Yet adoption of the Plan is only the culmination of "the first step" in the continuing process. The Plan recommends a series of actions that will realize the Plan's goals and objectives for a dynamic and revitalized downtown.

# **THE FIRST STEP. . .**

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## **I. INTRODUCTION**

## INTRODUCTION

The Central Louisville Development Plan has been framed by the Advisory Board in keeping with Ordinance 114, Series 1980. The Advisory Board consisted of eight members, four identified by the ordinance and four elected at-large by a fifty-five member Goals Committee. The Board's charge was preparation of a plan within 180 days of the appointment of the Goals Committee on October 1, 1980. Funding for the plan was provided by the Community Development Cabinet in accordance with the City's budget document.

The Goals Committee established by the ordinance was made up of representatives from specific organizations. It was given 90 days to complete a statement of goals and objectives to be used by the Advisory Board as a guide in preparation of a Central Louisville Development Plan.

The Plan is required to contain at a minimum:

- Review of existing and past plans in Central Louisville for compatibility and/or potential conflict;
- Recommendations for resolving conflicts in existing plans;
- Identification of areas where there are needs or opportunities for public or private action to enhance the existing development plans and accomplish the Goals for development of Central Louisville.
- Establishment of priorities for carrying out the recommendations identified for implementing existing and past plans;
- Direct special attention towards the production of a transportation element and a generalized land use element. The plan is to be structured so that additional elements may be added.

The Ordinance further states that the adopted Development Plan for Central Louisville shall be used by elected officials and appropriate agencies as a guide for development of city-wide plans and policies, the allocation of resources, the preparation and review of general and community development plan budgets, and encouragement of private investment. The Plan in itself shall not have the effect of land use controls such as zoning regulations but may be ultimately used to guide decision-makers in carrying out some form of development review.

Finally, the development plan for Central Louisville is to be structured so that it can be revised and amended as authorized by the Board of Aldermen.

### The First Step

The Central Louisville Development Plan does not throw away all past efforts in planning for downtown and adjacent neighborhoods. Acknowledging the limited time for preparation of a plan, the Advisory Board directed staff to build upon the proposals and ideas of past plans and studies. Many earlier proposals are still applicable and are consistent with the goals and objectives adopted by the Goals Committee. After reviewing the statement of Goals and Objectives, the Advisory Board felt that the plan should represent the "first step" in an on-going process. The needs assessment portion of the goals and objectives process revealed that many issues affecting downtown and its future environment needed further assessment and that the first 180-day step could not possibly address all of them. Priorities for tackling the issues were established by the Goals Committee. The Advisory Board hopes that the plan presents a logical course of action to address many of the identified issues.

The Advisory Board's review of past planning efforts showed that downtown planning could best be described as an ever-changing course. Support seemed to change with each new interest whether it was a new Federal program, different administrations and legislative bodies on local and state levels, changes in public attitudes, or the need to address a scarcity of resources. The planning effort was shifted many times - from a joint Planning Commission-Urban Renewal effort in the mid-1950's to Louisville Central Area in the 1960s, then to Center City Commission in 1974 and again to Louisville Central Area in 1976. In 1979, the effectiveness of the planning process came under serious question.

The Board of Aldermen requested that the American Institute of Architects' Regional/Urban Design Assistance Team visit Louisville to identify shortcomings in the local planning process. One of their findings relating to past planning efforts is as follows: "In relating to CBD planning and development, there appears to be inadequate definition of the roles of various legislative and executive bodies of the city-county and state governments...accompanied too often by open hostilities from private interests toward most or all of them." <sup>1</sup>

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<sup>1</sup>Regional/Urban Design Assistance Team American Institute of Architects, Louisville R/UDAT City of Louisville Community Development Cabinet, March 3, 1980.

The following outlines the content of "The First Step" of the Central Louisville Development Plan by sections:

Goals and Objectives - Section II represents the work of the Goals Committee in generating goals and objectives to serve as a guide for the preparation of the plan. On October 16th and 28th, the Committee identified issues, problems and needs. The committee arranged the issues by topical areas on November 14th 1980. Part I of Section II sets forth those needs, issues and problems.

Parts II and III of Section II consist of the Goals and Objectives generated by the Goals Committee and its design subcommittee. Early in the goals process it was decided that the design issues were important enough to be addressed separately. Similar language or thoughts appear from time to time in both products. It should be noted however, that the design subcommittee's product is significantly different. For a more in-depth review and understanding of the goals and objectives process, the reader should review the January 1981 Goals and Objectives Document.

Review of Past Studies, Section III of the plan provides a review of past studies and their possible effects on downtown and adjacent neighborhoods. In addition, current and proposed neighborhood plans and projects have been identified. This Section helps set the stage for the next section on conflicts and recommendations.

Conflicts and Recommendations, Section IV along with Section III, addresses the requirements in Ordinance 114 Series 1980, calling for a review of past and existing plans and recommendations and for resolving identified conflicts. This Section has identified some 16 conflicts directly affecting downtown and adjacent neighborhoods. These conflicts have been shown graphically in Section IV maps IV-1A-1B. For each conflict a recommendation for resolution is made with supporting statement of the related goals and objectives.

Land Use Element - Section V of the Plan addresses a requirement of Ordinance 114, Series 1980 for a land use element. The land use section reviews existing land use patterns, shifts in patterns since the early settlement of Louisville, recent trends in land use characteristics and a review of existing land use concentrations. Future land use for Central Louisville is expressed in the context of Future Activity Centers. The critical need for market rate housing in downtown and adjacent neighborhoods and the need to address historic preservation issues are also given serious consideration. The Advisory Board for Central Louisville realized the need for flexibility in identifying future land use patterns for Central Louisville. As noted earlier most cities around the country have supported a policy that in downtown and immediate surrounding areas, the market should have a freer reign. This approach appreciates the uniqueness of downtown and its special problems such as historic preservation and parking.

In addressing the future of housing in Central Louisville the Advisory Board responded to the goals and objectives by calling for a variety of housing opportunities. This section summarizes the attractions and benefits of living in Central Louisville, assesses the potential for market-rate housing, and reviews the projected market support for urban residential living.

The Historic Preservation Section reviews the current efforts by local Landmarks Commission staff to assess the historical and architectural value of Central Louisville's built environment. The significance of National Register and State survey status is discussed along with the incentives and discentives for preservation of historic structures. Recommendations are made regarding the pursuit of eligibility for National Register placement of structures on the State Survey, the incorporation of preservation issues within the Development Review Process, and the role of the Advisory Board in negotiating increased cooperation between development and preservation interests.

Transportation Element - Section VI of the Central Louisville Development Plan is the transportation element of Ordinance 114 that considers all surface (ground) transportation systems. It includes roadways, public transit, parking facilities, pedestrian ways, bikeways, and goods delivery. The first part of this section compares Goals and Objectives proposed by the Goals Committee and Design Subcommittee with previous studies -- the 1962 Design for Downtown Planning, the 1967 Louisville Central City Planning Principles, Louisville Center City Development Program - Center City Circulation Plan objectives, Louisville R/UDAT Transportation considerations and the Louisville Center City Transportation Planning Study Objectives. The remaining sections of the transportation element deal with a review of the Roadway System, Rapid Transit Issues, Parking Issues Pedestrian access, Bikeways, Goods and Movement. Finally, the section recommends planning principles to guide further transportation planning and implementation proposals and suggests actions to improve the transportation plan.

Plan Implementation - Section VII of the Central Louisville Development Plan deals with a proposed planning and development review process, standards for development quality and a future plan of action.

As noted earlier in the Introduction, the Advisory Board for Central Louisville determined at the beginning of the second 90 day period that the need for a continuing planning and development review process was paramount for the success of any future Central Louisville Plan. The Advisory Board appointed a Development Review Subcommittee to specifically address this task. The Subcommittee reviewed the current systems of development review in Louisville and Jefferson County.

The Subcommittee and Advisory Board concluded that an on-going planning process should include a Goals Committee similar in composition to the Committee set forth in Ordinance 114 Series 1980, an Advisory Board similar to the existing Advisory Board with membership adjusted from 8 to 9 (the Chairman and four members elected by the Goals Committee and the same four ex-officio members cited in Ordinance 114), and a flexible development review process in which all building or demolition permit requests within a certain geographic area would be reviewed for consistency with the Central Louisville Development Plan. Projects requiring public assistance would be required to adhere to the plan while private sector developments could acquire a building permit upon completion of the review.

Standards for development quality have been developed as a first level criteria to guide initial development reviews. The Advisory Board in the reviews of the Bacon's Facade and the Galleria Garage Facade concluded that the standards for development should be flexible rather than rigid. The future planning program proposed in the third part of Section VII will address refinement of the standards.

The Future Plan of Actions completes the requirements outlined in Ordinance 114 Series 1980 and identifies areas where there are needs or opportunities for public or private action to enhance the existing development plans and accomplish the goals for development in Central Louisville.

The Final Sections of the plan are the Glossary and the Appendix. The Glossary contains the definition of commonly used words that have a specific meaning in the context of this report.

The Appendix contains a copy of City of Louisville Ordinance 114, Series 1980. This ordinance implements the primary recommendation of the R/UDAT and provides direction that resulted in the first 180 days of planning together.

# THE FIRST STEP . . .

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## II. GOALS & OBJECTIVES



# THE FIRST STEP. . .

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## GOALS COMMITTEE GOALS

This section contains goals and objectives relating to:

Development and Policy Directions

Marketing

Downtown Activity

Historic Preservation

Land Use

Transportation

Housing

Public Services

Open Space

Economic Development, and

Protection of the Urban Environment

## DEVELOPMENT AND POLICY DIRECTION

**GOAL** To establish a unified and coordinated approach to the planning and development of Central Louisville

### Objectives:

1. Adopt a Central Louisville Development Plan that has support of all levels of government (City, County, State, Federal, etc.) and the private sector, including diverse specialized interest groups.
2. Provide a phasing and prioritization element in the Central Louisville Development Plan.
3. Ensure that, upon completion of the plan, all interested parties -- the various levels of government, the private sector and specialized interest groups -- are involved in the review of their policies, planned public improvements and planned public-private projects to determine their agreement with the Central Louisville Development Plan.
4. Construct a comprehensive development review process that includes design review and preservation review and ensures maximum input from both private and public sectors.
5. Establish a central decision making entity which coordinates planning and administers development review.
6. Establish a continuing planning process that has a bicameral review and policy-making framework which ensures accountability to all interest groups. The bicameral structure should consist of two parts: a large body, similar to the Central Louisville Goals Committee, which will meet quarterly, semi-annually or annually and a smaller steering committee. The large body should have the responsibility of taking public input regarding such items as goals and objectives, update of plan and policy direction. The large body should report to a smaller steering committee, which would research possible ways to implement the recommendations of the Goals Committee. The smaller body would interact with the larger body and advise the development review process and/or the Board of Aldermen as to the needed changes and appropriate actions. Both bodies should have some form of staff support and the power to appoint subcommittees.
7. Establish a coordinated governmental framework that will improve the handling of the problems and needs of Central Louisville.
8. Develop a community consciousness that will lead to strong public and private leadership.

## MARKETING

**GOAL** To market downtown as the focal point of the region.

### Objectives:

1. Promote downtown as the hub of the region's economic activity and market its assets.
2. Promote downtown as a center for 24-hour activities that includes arts, entertainment, commerce, sports and neighborhood support services.
3. Project the image of downtown as a safe and an exciting place to be.
4. Promote downtown as a total community with a full range of commercial, office, institutional and residential facilities.

5. Develop a marketing plan for downtown and identify an implementing body.
6. Create a unified marketing effort in order to upgrade declining downtown retail establishments. This objective may be implemented through a marketing corporation similar to those found in shopping centers.
7. Give specific marketing attention to such intensive activity centers as the 500 and 600 blocks of River City Mall, Main Street and East Jefferson Street.

## DOWNTOWN ACTIVITY

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

### Objectives:

1. Establish a marketing plan as part of the Central Louisville Development plan to develop downtown as a center of 24-hour activities.
2. Identify the kinds of activities necessary for a downtown center of 24-hour activities, inventory the existing activities and identify activities that need to be added and promoted.
3. Inventory existing vacant or underutilized land and buildings in downtown that could help support a center of 24-hour activities.
4. Locate strategically and promote significant activities that will draw attendance from the metropolitan area.
5. Establish a continuing public programs policy that will draw people to downtown.
6. Provide public activities which utilize and complement downtown open spaces.

## HISTORIC PRESERVATION

**GOAL** Preserve and maintain historic and architecturally significant assets of Central Louisville.

### Objectives:

1. Promote Louisville's heritage by preserving its landmarks and significant structures.
2. Develop and adopt objective criteria that will identify buildings, sites or uses worth preserving.
3. Develop a process to identify significant structures worth preserving.
4. Establish a list of significant structures to be considered in the development review process.
5. Establish a preservation review process as a part of the development review process.
6. Provide incentives to encourage rehabilitation and adaptive reuse of architecturally and historically significant structures and districts.
7. Identify deterrents to preservation and work to alleviate them.

## LAND USE

**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.

### Objectives:

1. Establish and adopt an amendable land-use plan as part of the Central Louisville Development Plan that guides development review, design review, and enforcement procedures.
2. Identify mutually supportive land uses for downtown and adjacent neighborhoods.
3. Identify activity centers and linkages in downtown and adjacent neighborhoods based upon existing, proposed and desired land use patterns.
4. Develop a list of mandatory and suggested policies as objectives for each block or specific area rather than a detailed map plan.
5. Develop land uses and patterns that complement and strengthen activity centers (such as the Kentucky Center for the Arts and the Galleria and the linkages between them).
6. Promote the compatibility of existing and proposed land uses and thus avoid abrupt contrasts.
7. Locate land uses in a pattern that provides compatible relationships between downtown and adjacent neighborhoods.
8. Ensure the strategic location of mutually supportive and compatible land uses in downtown and adjacent neighborhoods.
9. Promote and locate strategically land-use activities of regional importance in downtown.
10. Establish a land use pattern that supports downtown as a 24-hour center of activity.

## TRANSPORTATION

**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.

### Objectives:

1. Develop an adequate transportation system to support the development of downtown, giving consideration to efficiency, possible future technology, conservation of energy and the environment (air quality, etc.).
2. Consider the integration of the Center City Transportation Plan Study into the Central Louisville Development Plan.
3. Provide an efficient collection and distribution system for trips within downtown.
4. Improve accessibility to and from downtown and between metropolitan neighborhoods by all modes of transportation.
5. Improve the service between airports and potential rail terminals and the downtown.

6. Explore the feasibility of a central multi-modal transportation point, such as the TARC proposal of November 1980.
7. Develop a centrally located bus transit boarding and unloading area.
8. Provide a public transportation system that better serves the changing needs of downtown users throughout the 24-hour day and that attracts users from the automobile.
9. Develop public transportation services and facilities (including garages) that are accessible to the physically disabled and elderly.
10. Create a parking system to support downtown development that takes into consideration quantity, location, rates and design of parking facilities.
11. Provide adequate loading and unloading space for goods, with minimum disruption to through traffic.
12. Consider integration of bicycle and other transportation alternatives as part of the Central Louisville Development Plan.
13. Create a safe, secure, appealing and efficient pedestrian system linking all major activity centers, parking facilities and other mode interchange points.

## HOUSING

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

### Objectives:

1. Identify and market areas where public and private interests can develop housing and necessary support facilities in downtown and adjacent neighborhoods.
2. Develop housing patterns in clusters, where possible, and adjacent to adequate support facilities.
3. Promote the adaptive reuse of older structures for housing.
4. Encourage public and private efforts toward building housing in downtown and adjacent neighborhoods in a manner that supports major activity centers.
5. Ensure integration of all socio-economic groups and physically disabled persons in housing in Central Louisville.
6. Promote integration of existing subsidized housing with other socio-economic groups and support services.

## PUBLIC SERVICES

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

### Objectives:

1. Prevent crime and reduce the exaggerated fear of crime in the minds of residents and potential users of downtown.
2. Encourage City, County and State Governments to develop capital improvement plans for public facilities, services and maintenance in downtown.

3. Develop a high quality of maintenance of public facilities in downtown and its adjacent neighborhoods.
4. Upgrade the level of such public services as waste disposal and the maintenance of open space.
5. Encourage enforcement of existing laws on litter, pollution and public nuisances and to implement a positive marketing plan for improving the quality of the environment.

## OPEN SPACE

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

### Objectives:

1. Encourage City and County Governments to develop an open space program, including activities, for Central Louisville.
2. Develop a planned approach to the location and linkages of open spaces to strengthen the structure of downtown.
3. Provide facilities and equipment in open spaces that are designed to attract users and serve the needs of potential users.
4. Encourage private individuals, agencies, and foundations to underwrite and maintain open space and furnishings of open space in Central Louisville.

## ECONOMIC DEVELOPMENT

**GOAL** To reestablish the economic vitality of Central Louisville.

### Objectives:

1. Make downtown competitive with major activity centers and corridors in the county.
2. Improve downtown's ability to compete in the regional and national markets.
3. Increase affordable air service to Louisville.
4. Improve the tax base by removing barriers and providing appropriate incentives to encourage the location or expansion of development and business in downtown.
5. Review the existing tax structure for such problems as inequities and disincentives, and identify opportunities for cost sharing of downtown economic development between jurisdictions.
6. Devise programs and focus sufficient resources to reverse the physical decline of areas having the greatest negative impact on downtown.
7. Improve the investment image of downtown.
8. Provide the help necessary for minority businesses to locate and to compete with other businesses.

9. Ensure that businesses currently located in downtown that serve the low income community are suitably relocated in the downtown area if and when they must move from their present locations.
10. Assemble land where necessary for reasonable development and provide the necessary basic infrastructure (transportation, utilities, etc.) to encourage development while fostering good urban design and historic preservation.
11. Encourage a diversified economic base with labor-intensive employment.

## PROTECTION OF THE URBAN ENVIRONMENT

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

### Objectives:

1. Achieve air quality standards by integrating into the Central Louisville Development Plan those air pollution control strategies contained in the Kentucky Implementation Plan.
2. Survey all existing facilities and developments for energy conservation.
3. Identify natural resources to be conserved and develop plans for conservation.
4. Include the review of energy conservation and use of natural resources in the development review process.
5. Promote research to develop ways for energy conservation and use of natural resources.
6. Encourage private foundations to underwrite projects for energy conservation and use of natural resources.
7. Utilize the natural assets of the Ohio River more effectively in downtown and affected adjacent neighborhoods.

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## DESIGN COMMITTEE'S GOALS

This section contains some of the same basic goals and objectives by the full Goals Committee; however, the Design Subcommittee has elaborated on the Goals and Objectives as they relate to urban design concerns. In addition, the Design Subcommittee added suggested strategies.



## URBAN DESIGN GOALS

Goal #1 To achieve the highest quality of design in all developments in Central Louisville.

### Objectives

1. Adopt a Central Louisville Development plan that has support of all levels of government (City, County, State, Federal), the private sector and specialized interest groups.
2. Establish a comprehensive development review process which includes at a minimum:
  - a) design review and preservation review,
  - b) criteria for review of barrier-free access, crime prevention and energy-conserving design that utilizes natural resources,
  - c) consideration of design quality in individual buildings and in their relationship to each other in the total structure of Central Louisville.
3. Underwrite and promote high quality design and design-related activities.
4. Cultivate a stronger relationship with the Ohio River in the design of the city.
5. Develop a capital improvement program that sets forth a plan for the maintenance of existing facilities, provision of new facilities and services and promotion of public-private partnerships.
6. Use public funds and incentives to achieve design goals.

Goal #2 To orient the design of downtown towards human scale.

### Objectives

1. Create a safe, secure, appealing and efficient pedestrian system to link all major activity centers.
2. Link major activity centers to parking facilities and other mode interchange points while ensuring the effective distribution of pedestrians to their final destinations.
3. Design a pedestrian system linking all activity centers in order to project downtown as one unified development that is comprehensible, well-defined and pleasing to walk through.
4. Create a pleasant experience for the pedestrian by improving the design of downtown.
5. Encourage design of all buildings and developments in downtown to be of size and form that relate to human scale.

Goal #3 To develop all plans and projects in the community with the integral objective of providing totally barrier-free access for the physically disabled.

### Objectives

1. Develop public transportation services and facilities (including garages) that are accessible to the physically disabled and elderly.
2. Develop a pedestrian system that is not only barrier-free but is designed to positively meet the needs of the physically disabled.

3. Seek design alternatives to avoid the wheel-chair-through-the-rear-entrance syndrome.
4. Incorporate criteria for barrier-free design into the development review process.
5. Provide barrier-free design in facilities that are historically significant and that are open to the public.
6. Encourage re-design efforts for creative access to existing buildings.

Goal #4

To establish downtown as a center for 24-hour activities that includes arts, entertainment, commerce, sports and neighborhood interests strategically located and integrated in their design as the focal point of the metropolitan area.

Objectives

1. Locate strategically and promote significant activities that will draw attendance from the metropolitan area.
2. Examine existing activities and encourage their support of a 24-hour activity center.
3. Inventory existing vacant or underutilized land and buildings in downtown that could help support a center of 24-hour activities.
4. Develop a plan for a center of 24-hour activities that includes existing and proposed 24-hour activities --arts, entertainment, commerce, sports, housing, etc. -- and which relates to pedestrian and open space linkages.
5. Encourage public and private efforts toward building housing in downtown in a manner that supports major activity centers.

Goal #5

To preserve and maintain historically and architecturally significant assets of Central Louisville and successfully integrate them into new development.

Objectives

1. Establish a preservation review process as a part of the development review process.
2. Develop and adopt a process and objective criteria that will identify buildings, sites and uses worth preserving.
3. Establish a list of significant structures to be preserved. This list should be incorporated in the development review process.
4. Encourage the rehabilitation and adaptive reuse of historically and architecturally significant structures.

Goal #6

To design a land-use pattern that reflects Central Louisville as a total community of diversified regional interests and activities. To promote compatible and harmonious urban design and land-use relationships between downtown and adjacent neighborhoods.

Objectives:

1. Develop an overall design concept for the urban structure of Central Louisville.

2. Establish and adopt an amendable land use plan as part of the Central Louisville Development Plan that guides development review, design review, preservation review and enforcement procedures.
3. Develop urban design and land use patterns that complement and strengthen activity centers (such as the Kentucky Center for the Arts and the Galleria) and the linkages between them.
4. Promote the compatibility of existing and proposed land uses and designs and thus avoid abrupt contrasts.
5. Locate land uses in a pattern that provides compatible relationships between downtown and adjacent neighborhoods.
6. Ensure the strategic location of mutually supportive and compatible land uses in downtown and adjacent neighborhoods.
7. Develop housing patterns in clusters, where possible, and adjacent to adequate support facilities.
8. Assemble land where necessary for reasonable development and provide the necessary basic infrastructure (transportation, utilities, etc.) to encourage development while fostering good urban design and sensitive historic preservation.

#### Goal #7

To create an accessible, safe, pleasant and efficient transportation system that will:

- a) connect activity centers in downtown,
- b) connect downtown activity centers with the rest of the community,
- c) entail minimal adverse impacts on adjacent neighborhoods.

#### Objectives

1. Provide an efficient circulation system for trips within downtown by all modes of transportation.
2. Improve accessibility to and from downtown and between metropolitan neighborhoods by all modes of transportation.
3. Create a parking system to support downtown development that takes into consideration quantity, location, rates and design of parking facilities.
4. Design the access points of downtown to create a better image for the user.

#### Goal #8

Design public and private open space of sufficient quality and quantity to serve the needs of residents and other users of Central Louisville.

#### Objectives

1. Strengthen the structure of downtown by developing a planned approach regarding the functions, locations and linkages of open spaces.
2. Provide facilities and equipment in open spaces that are designed to attract users and serve the needs of potential users.
3. Encourage private individuals, agencies, and foundations to underwrite and maintain open space and furnishings in the open space in Central Louisville.

# THE FIRST STEP. . .

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## RECOMMENDATIONS FROM THE GOALS COMMITTEE

The Goals Committee identified a set of issues, needs and problems facing Central Louisville.

The Committee used this issues' document to prepare a Statement of Goals and Objectives to serve as a guide for preparation of a Central Louisville Development Plan.

The following is a list of the prioritized issues related to the goals and objectives. These serve as recommendations from the Goals Committee on items of key importance.

## 1. DOWNTOWN PLAN, REVIEW PROCESS AND CENTRAL PLANNING ENTITY

Louisville and Jefferson County suffer from the lack of a unified, downtown plan and review process, including urban design review, and a central planning entity to monitor plan implementation. There is presently no way to measure the impact of one project on the whole of downtown or the region.

According to the Development and Policy Direction goal and objectives, there is need for "a unified, coordinated approach to planning and development" centering around: (1) an adopted plan, (2) a development review process and (3) a central planning entity to coordinate continuing planning and administer development review. Urban design objectives amplify these concerns.

## 2. DEVELOPMENT OF A UNIFIED LOUISVILLE COMMUNITY

There is clear absence of a unified "Community" in Louisville and Jefferson County. It is a community of provinces with interests working at cross purposes rather than for the singular purpose of making "everyone's Louisville" the best city in the United States.

There are several goals and objectives that reflect this sentiment of developing a unified "Community" in Louisville. The Development and Policy Direction goal indicates that an adopted Plan can have a unifying influence; in particular, the on-going development review process would seek to resolve conflicts between interests that have previously been working at cross purposes.

According to the marketing goal, there is need for making Louisville "the focal point of the region." The downtown activity goal notes that the provision of 24-hour activities that would draw from the entire metropolitan area could have this unifying influence. Urban design goals recognize that these activities should be "strategically located and integrated in their design as the focal point of the metropolitan area."

The Economic Development Section indicates that one important road towards a unified community would be through establishing downtown as a hub of economic and commercial activity. The land use goal calls for establishing a land-use pattern that reflects "Central Louisville as a total community of diversified regional interests and activities" with "compatible and harmonious...relationships between downtown and its adjacent neighborhoods." The provision of housing and transportation services for all of Central Louisville's interests is essential in realizing this goal.

An important lesson was learned from the composition and working process of the Goals Committee itself. This group has proved that people of diverse interests and wide representation can work together to improve "everyone's Louisville."

### 3. PRESERVATION OF HISTORIC STRUCTURES

Lack of a clearly definable policy and process representing both public and private need with regard to the sensitive and sensible preservation of historic structures as part of downtown Louisville.

The historic preservation goal addresses this need with objectives calling for the identification of structures worth preserving by incorporating an identification process in the Development Review Process and by providing incentives to encourage rehabilitation and adaptive reuse.

### 4. IMPROVED MARKETING OF DOWNTOWN

There is ineffective marketing of downtown to local and regional residents, businesses, visitors, tourists and other groups by public and private bodies. There is a need to promote what downtown already has, its activities and points of interest, and to provide support facilities that will help market the center city.

The marketing goal and objectives recognized the need to promote Central Louisville and its unique opportunities. One objective calls for developing a marketing plan for Central Louisville and identifying an entity to oversee its implementation.

In addition, the downtown activity goal and objectives recognize the need to establish "a unique center of 24-hour activities" so that downtown can effectively market itself.

Urban design goals and objectives identify the contribution that high quality design can add to the marketing effort. Local and regional residents, businesses, visitors, and tourists will be attracted to Central Louisville if it offers attractive and pleasant experiences through pedestrian and open space linkages, high quality, human-oriented design and a stronger relation to the river.

### 5. ESTABLISHMENT OF A COMPREHENSIVE APPROACH FOR DOWNTOWN DEVELOPMENT

Because there is no comprehensive land-use approach for downtown development and its relationship with adjacent neighborhoods, conflicting and undesirable land uses are created.

The development and policy direction goal and objectives suggest that the plan itself would establish such an approach when it is adopted. The land use goal specifically calls for "compatible and harmonious land-use relationships between downtown and its adjacent neighborhoods" while the transportation goal recommends connection between "downtown and the balance of the community...(that maximizes) positive impacts on adjacent neighborhoods."

## 6. ADDITION OF DOWNTOWN HOUSING

The addition of downtown housing would help create a center of 24-hour activities.

The downtown activity goal expresses the need for establishing a center of 24-hour activities, and the housing goal identifies the need to develop a variety of housing opportunities in Central Louisville.

## 7. ELIMINATION OF DETERRENTS TO DOWNTOWN HOUSING

The inadequacy of support services, the lack of policies and incentives by the public sector, and lack of initiative in the private sector inhibit the formation of a viable housing market.

Housing objectives note that housing should be developed in conjunction with support services and in relation to major activity centers. Moreover, policies should ensure integration of all socio-economic groups, physically disabled persons, and existing subsidized housing with new housing patterns. Finally, housing development opportunities must be actively promoted with full encouragement of public and private efforts.

In addition, the goals and objectives developed by the Goals Committee and Design Subcommittee further responds to the following ranked issues:

## 8. BETTER COOPERATION, BETWEEN PUBLIC AND PRIVATE SECTORS

There is a complete lack of trust and coordination between public and private sectors in downtown development. There is no set procedure for cooperation with the result that even though many projects are initiated, they are never implemented because of lack of support from one or the other sector.

## 9. PROMOTION OF DOWNTOWN RIVERFRONT POTENTIAL

The potential of the downtown riverfront has constantly been ignored. There is a need to cultivate a stronger relationship to the Ohio River in the design of the city.

## 10. IMPROVED DIRECTION OF DOWNTOWN DEVELOPMENT BY LOCAL GOVERNMENT

Local government has been seemingly unable to provide a comprehensive direction to downtown development or to the development of its adjacent neighborhoods. Public servants have not been able to state clearly the "rules of the game" to developers or neighborhood residents nor effectively and actively seek their participation in development issues.

11. A COORDINATED GOVERNMENTAL NETWORK  
Louisville and Jefferson County does not have a coordinated governmental network, which subsequently inhibits its governments from moving ahead with progressive policy.
12. IMPROVED IMAGE OF PUBLIC SAFETY  
The exaggerated fear of crime in the downtown is not conducive to attracting users to the area.
13. AN IMPROVED PEDESTRIAN SYSTEM  
There is no plan that deals with the pedestrian system comprehensively. There are no planned linkages between the major activity nodes in downtown. This not only creates confusion among visitors but is also a barrier to efficient distribution of people in downtown.
14. IMPROVED HOUSING IN ADJACENT NEIGHBORHOODS  
The decline of housing in heighborhoods adjacent to downtown has an impact upon downtown.
15. BETTER MARKET STANDING  
Central Louisville is losing the competition as a growth center in regional and national markets.
16. ENLARGED TAX BASE  
There is a need for economic development in Central Louisville to stop the decline of its tax base.
17. OFFICIAL TRANSPORTATION PROGRAM  
Downtown lacks an officially adopted comprehensive transportation program that would be used in guiding downtown development.
18. GOVERNMENT START-UP FUNDS  
Can we expect private risk in downtown development without government start-up monies?
19. ENCOURAGEMENT OF QUALITY DESIGN  
The City of Louisville must encourage and support the highest quality design.
20. COMPREHENSIVE PARKING POLICY  
There is a lack of policy relating to all aspects of downtown parking in terms of location, rates and quantity.
21. ENVIRONMENTAL AND ENERGY POLICY  
There is need for a policy to address environmental protection, energy conservation and utilization of natural resources in downtown development.



**22. IMPROVED AIR ACCESS**

Air access is a major determinant for downtown economic growth.

**23. HUMAN-SCALE DESIGN**

The design of downtown should be oriented towards human scale.

**24. DEVELOPMENT AND MAINTENANCE OF OPEN SPACE**

There is a need for further development and sound maintenance of public and private open spaces for active and passive recreation to serve the needs of downtown.

**25. REVERSAL OF PHYSICAL AND ECONOMIC DECLINE**

The physical and economic decline of downtown projects a negative investment image.

**26. INCENTIVES FOR MINORITY BUSINESSES**

Encouraging minority businesses in downtown requires more financial and marketing incentives.

**27. STUDY OF PRESENT ZONING**

The impact of existing zoning should be addressed in order to improve land-use relationships in downtown.

**28. ANALYSIS OF NEEDS AS AN ECONOMIC CENTER**

There is no marketing consensus as to what type of goods and services would make downtown a viable regional economic center.

**29. IMPROVED LAND ASSEMBLY**

Problem of land assembly within downtown creates problems for economic redevelopment.

**30. EXPANDED EDUCATIONAL OPPORTUNITIES**

Educational opportunities of regional importance should be located downtown.

**31. ASSESSMENT OF EXPRESSWAYS' IMPACT ON DOWNTOWN**

The change in access points to downtown because of addition of expressways caused change in travel patterns which in turn has caused change in land-use patterns, activity centers and their linkages.

**32. IMPROVED OPEN SPACES**

Existing and future public open spaces and attendant activities in downtown pose a challenge to the city in terms of the amount of design, financing and long-term upkeep.

**33. IMPACT OF VEHICULAR CIRCULATION**

There is a need to address vehicular circulation as a major component of downtown development.

**34. IMPROVED MASS TRANSIT**

The existing mass transit system is not meeting the demands of downtown users.

**35. BETTER LOADING/UNLOADING FACILITIES**

Downtown lacks facilities for loading and unloading of goods at places where they are needed.

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## **III. REVIEW of PAST STUDIES**

### III. REVIEW OF PAST STUDIES

This element of the Central Louisville Development Plan addresses that portion of Section 8, paragraph a, Ordinance 114, Series 1980, city of Louisville, that pertains to the consolidation and analysis of existing plans for compatibility and/or conflict.

#### AN OVERVIEW OF PLANS REVIEWED

In 1931 Harland Bartholomew and Associates prepared a Master Plan for the City of Louisville. By the late 1940's the City's Division of Redevelopment was established by Mayor Charles Farnsley. Several studies of significance were produced during this era, beginning with a traffic and transportation proposal and including surveys of the Central Business District, a Central Area Housing Market Analysis and Space Use and Downtown Economic Studies. In 1957 a second Comprehensive Plan was completed by Harland Bartholomew to act as a guide for Louisville through 1980. For downtown among other things, its recommendations included a belvedere/plaza with underground parking. The major theme was civic beautification.

From 1961 through 1967, the Urban Renewal and Community Development Agency for the City of Louisville produced thirteen Central Louisville studies associated with the East Downtown Renewal Area and the Medical Center, the West Downtown Renewal Area, the Riverfront, the Government Civic Center and portions of the Old Louisville neighborhood. Concurrent with the Urban Renewal activities, other studies relating to the metropolitan area were undertaken. One of these was a major transportation study done by the consulting firm of Vogt-Ivers. Louisville Central Area and the Louisville and Jefferson County Planning Commission prepared several technical and planning studies for the central area, one of which was the "Design for Downtown."

#### THE PLANS ANALYZED

The following are brief descriptions of the plans analyzed and some of their recommendations and implemented policies:

##### Louisville Central City - A Process For Planned Revitalization

In 1967, the Center City Commission hired Victor Gruen and Associates to develop "a process for planned revitalization". Their initial product published in December of 1967, established objectives and principles for downtown planning, presented a review of previous central city plans, and proposed a downtown planning process. Of significance were the five planning proposals set forth among its Summary of Findings, quoted verbatim below, and their "Principles of Downtown Planning", which may still have a significant application in today's planning. (pages 5 through 12 of the 1967 Gruen Report)

- "1. Implementation of proposals in the past, on an area-by-area basis, has created certain problems, including the lack of pedestrian ties between the retail core and the areas which surround it. Reconsideration of such conflicts is necessary.
2. The plans for many of the areas which remain to be redeveloped (e.g., east portion of the West Renewal Area) should be coordinated with plans for adjacent areas.
3. Certain impending facility planning decisions require an investigation of the area as a whole (e.g., interchange locations along the Ninth Street artery depend upon planning of the downtown street system).
4. An overall planning program is necessary in order to provide a framework for sound decisions concerning public investment. Priorities for the various demands upon public investment in the downtown must be determined on the basis of a program of planned actions aimed at achieving defined objectives. The various projects currently planned by several public agencies must be examined on a coordinated basis.
5. There is a need to study the effect of completed projects upon the overall central area. The impact of development of the Medical Center on downtown housing demands and the effect of completed expressway links questions which should be examined."

#### Louisville Center City Development Program

The Louisville Center City Development Program, known as the "Gruen Plan", was prepared by Gruen Associates, Real Estate Research Corp., Alan M. Voorhees and Associates, Inc. and Griffenhagen-Traeger, Inc. in 1969, and was the end product of the proposed Downtown Planning Process outlined under the interim document previously described--"Louisville Central City - A process for planned revitalization". The plan addressed questions about the implementation process; land use issues related to the connection of the Riverfront to the retail core and the pedestrian network within downtown; land use structure; and center city circulation. The principle proposals included:

1. Other transportation-related improvements, including the reversal of one-way street pattern west of Fourth Street, the removal and restriction of on-street parking, and the operation of the minibus system;
2. The construction of new short-term parking spaces adjacent to the proposed Fourth Street Mall, with long-term parking in the vicinity of Seventh and Eighth Streets, York Street and the Riverfront;

3. Construction of an exhibition hall (Convention Center) and hotel between the Riverfront development and the retail core as a stimulus to private investment;
4. Construction of an upper-level pedestrian system connecting principal land use activities;
5. Adoption of a policy to conserve key parcels in the downtown west renewal area for the development of parking garages and single-occupancy office structures;
6. Closure of Fourth Street to all vehicles and construction of a pedestrian mall between Broadway and Liberty Street;
7. Construction of a new department store in the vicinity of Liberty, Jefferson, Third and Fourth Streets to create a compact retail core;
8. Construction of general-occupancy office structures to the north and west of the retail core;
9. Development of housing on the Riverfront, to the east of the Mall near the Jefferson Community College, in the west renewal area, and south of Broadway;
10. Construction of a Performing Arts Center in the Riverfront area; and
11. Construction of the Natural History Museum in the vicinity of the Library.

The obvious significance of the Gruen Plan of 1969 is that many of its proposals have been implemented or are in the process of being implemented. The amazing part of this effort is that it was accomplished without a formal planning and development review process.

#### Center City Transportation Planning Study

Center City Transportation Planning Study was prepared in November 1978, by Schimpeler Corradino Associates. The study was undertaken to examine the effect that growth and change in downtown Louisville would have on land use, goods delivery, air pollution control, traffic improvements, transit, pedestrian improvement and parking.

The study, in particular, looked at transportation congestion in the downtown and set forth recommendations for solving these problems within the scope of giving due consideration to balancing the air quality objectives with the economic development needs of the community. The study did not focus on long-term expensive capitol improvements but rather it developed short-term inexpensive transportation system improvements, such as, expanded express bus service, ride sharing programs, circulators, etc.

The major contribution of this transportation study was its attention to the parking needs of the community. The document still provides useful statistical information and analysis, but its program proposals and recommendations need updating.

500 Block - River City Mall - Short term retail incentive plan.

The retail incentive plan was prepared in 1978 by Hughes and Church, Architects. The report examined the present retail and physical characteristics of the 500 block of the River City Mall and identified opportunities for short-term improvements, as well as long-term development potential. The principal proposals include:

Short-term Plan Recommendations:

1. Consolidate surface parking and land parcels at Fifth and Chestnut to provide short-term retail parking in an efficient arrangement.
2. Increase availability of short-term retail parking in existing and proposed facilities in the Block by redesigning the rate structure to attract short-term parkers. Utilize peripheral lots for daily and monthly parking.
3. Expand the city's parking garage project on Fifth Street at the Kentucky Towers, extending the proposed five-level garage addition approximately 120 feet further south.
4. Investigate the opportunity for a combined public and private retail-parking structure at Third and Guthrie, providing public parking and expansion area for Penney's.
5. Improve the image of the district and appearance of surface parking with landscape treatment at edges of perimeter streets.
6. Identify parking facilities especially intended to serve retail users with distinctive parking lot signs identifying them with the River City Mall.
7. Identify rear entrances of stores facing Fifth Street with unified signage denoting access to the River City Mall.
8. Encourage a new use in the vacant structure opposite Penney's that can provide through circulation to the Mall from Fifth Street parking.
9. Promote the ultimate re-use of the basement and first floors of the W. T. Grant Building for active retail usage or retail supportive usage. Maximize the frontage on the Mall for retailing.

10. Develop second level of Speed Building for retail shops connecting Penney's to Stewart's.
11. Provide connection from Penney's second floor to Mezzanine-North level of Walgreen's garage.
12. Continue to investigate the potential of introducing transportation on the Mall for implementation in the near future.

#### Center City Plan Update, Louisville

The Gruen Plan Update was prepared in June 1979 by Crawford C. Westbrook of Gruen Associates. It reviewed the progress achieved in the Center City since the preparation of the Louisville Center City Development Plan in 1969 and recommended actions for the future. The principal content included proposals for:

1. Traffic System Correction
2. A Parking System
3. A Building Program for Housing
4. An elaborate Futuristic Transportation System
5. A Pedestrian System, with a design program and financing program for both surface and upper level movement
6. A Plan for Landscaping
7. A Plan for Implementation, including a land use policy, density policy and downtown management clearing houses
8. A Plan for the Creation of A Tax Benefit District
9. A First and Second Priority Listing of various downtown projects.

While the 1979 Gruen Plan Update was never formally adopted, it did set forth a prescription for future actions, some of which should be reviewed during the development of future actions in the continuing planning process.

#### Concepts for the Broadway Area

The Broadway Plan was prepared in 1979 by Zuchelli, Hunter and Associates, Inc. Its purpose was to prepare, identify, and analyze development opportunities in the 600 block of the River City Mall and a framework for action to revitalize the Broadway area as a strong southern anchor to the River City Mall.

The major findings of this report included:

1. The need for revitalization of the Brown Hotel and adjacent office buildings;
2. The creation of a major public square forming a centerpiece for the 600 block and an anchor to the south end of the River City Mall;
3. The development of a mixed-use pattern focusing on the square and including such uses as residential, office, entertainment and parking;



4. The development of high-density residential development to the east between the 600 block and the Jefferson Community College;
5. The provision of parking south of Broadway to serve as a link for the Heyburn Building, surrounding uses of the 600 block;
6. The development of initial components as part of a longer-range plan to establish residential uses in the Second Street corridor. This development approximately coincides with the previously identified Town Center (Town Center concept prepared by Miller, Wihry and Lee, Inc., as part of the Old Louisville Survey, 1979.) The concept envisions new and converted housing of moderate to high density in the area generally bounded by Broadway, Second, York and Third Streets and by Jacobs, First, Breckinridge and Second Streets.

The following is a summary of the total redevelopment program proposed for the Broadway Area:

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. Road Terraces (Upper level open space related to residential uses)	271,000 SF

The significance of the Broadway Plan is that it represents probably the first comprehensive private effort to repair an important part of the fabric that makes up downtown.

#### The Main Street Study

The Main Street Study was prepared by Mellillo and Associates and published in October of 1978. Its purpose was to assess the impacts of rehabilitation and new construction in and around the Main Street corridor extending from Interstate 65 to the East and Ninth Street (Roy Wilkens Boulevard) to the West. The study reviewed such issues as open spaces, activity nodes and linkages, zoning issues and parking needs, to name a few. Its principal recommendation included proposed zoning changes; proposed parking locations; an illustrative design plan; which showed an elaborate circulation plan with LARC circulators, a trolley system, extensive elevated walkways, bikeways and open spaces; mechanisms for implementation; and, ideas for physical improvements.

The plan has never been publically adopted but it should be reviewed for its possible contribution to urban design and marketing downtown.

### Riverfront Plan

The Riverfront plan is currently being prepared by the Planning Commission Staff. The study began in December 1980 and is scheduled for completion in late fall of 1981.

The plan covers the riverfront area from Zorn Avenue to Shawnee Golf Course. The plan will study the existing conditions and recommend policy guidelines for redevelopment proposals, land use decisions and capital improvement programs. It will also include transportation and open space/recreation elements. Major areas of concern will be public access, future land use patterns and linkages between major uses.

### Butchertown Neighborhood Plan

Butchertown Neighborhood Plan is currently being prepared by the Butchertown Neighborhood Association and is scheduled to be completed by early summer of 1981. The plan will present land use and transportation recommendations.

Based on discussion with the neighborhood association planners, the following recommendations seem to be evolving:

1. Preserve and expand the housing choice and support services for additional population of 2000 between 1980 and 1995.
2. Provide first floor commercial uses with residential uses on upper floors in areas along Story Avenue, Market Street and Jefferson Street.
3. Change both Story Avenue and Mellwood from one-way to two-way arterials.

### Phoenix Hill Neighborhood Plan

The Phoenix Hill Neighborhood Plan was prepared and completed by Colloredo Associates in 1980. The neighborhood boundaries are East Main Street on the north, South Preston Street on the west, East Broadway on the South and Beargrass Creek and Baxter Avenue on the east.

The purpose of the plan is to develop recommendations for rehabilitation and redevelopment of the entire Phoenix Hill area.

The recommended land use plan for Phoenix Hill calls for the acquisition of 318 land parcels and clearance of 206 structures to implement the plan. Conservation of 734 structures and rehabilitation of 1399 dwelling units and 96 businesses are proposed under the plan. Other major characteristics of the plan include: development of a seven acre park; relocation of major traffic carriers away from the residential core; and limited expansion of the Medical Center.

The recommended transportation plan calls for major rerouting of traffic including the closing of a portion of Muhammad Ali Boulevard and construction of a new street connecting Baxter Avenue with the intersection of Campbell and Gray Streets. One of the objectives is improvement of the intersection where Liberty, Chestnut and Baxter Avenue come together. Urban Renewal processes would be a major tool for implementation.

#### Old Louisville Neighborhood Plan

The Old Louisville Neighborhood Plan is being prepared by the Planning Commission Staff and is scheduled to be completed by early summer of 1981. The neighborhood boundaries are Broadway to the north, I-65 to the east, Eastern Parkway to the south and the Ninth Street and L&N Railroad to the west. The Plan reviews the existing conditions and suggests land use and transportation guidelines for future development.

Major guidelines relating to the northern portion of Old Louisville are:

1. Restore residential use as the predominant land use throughout the northern portion of Old Louisville, through development of market rate housing at high to very high densities.
2. Restrict the future use of vacant sites and parking lots for nonresidential purposes.
3. Additional commercial uses in the northern portion of Old Louisville should be limited to uses that primarily serve nearby residents and employees and do not detract from efforts to concentrate commercial development in the Central Business District.
4. Existing region-serving commercial uses, such as the Autoplaza businesses, should not expand beyond the area currently in active use. The feasibility of limited relocation of these businesses to provide sites for residential development should be considered.
5. Create mandatory design guidelines for new development in the northern portion of Old Louisville, which address mass, materials, setback, etc.
6. Peripheral parking for the Central Business District should be located in areas with good freeway access that are not scheduled for more intense development. For these reasons, fringe and peripheral parking facilities principally serving the CBD should not be located in the northern portion of Old Louisville.

7. Develop residential and office uses between Broadway and York Street, to create a residential environment in this area. Office buildings should be limited to the corridor along Broadway. Development of all other locations should contain a significant amount of residential use. Mixed-use structures combining residential, office and support commercial uses are considered appropriate in this area.
8. Parking in the area between York and Broadway should serve nearby development (uses situated on either side of Broadway). Parking structures should not front directly on Broadway; access to parking should be from north-south streets only. Surface parking should only be an interim land use, until higher intensity uses are developed in the area.
9. Residential uses in the area between Broadway and the York Street corridor should maintain the area's urban character and be compatible with the scale of existing residential development. Very high density (over 35 units per acre) in 6 to 10 story structures is considered appropriate for this area; structures should not exceed the roof line established by the Heyburn Building.
10. Residential uses south of the York Street corridor should provide a transition between the character of downtown and the historic districts. High to very high density (12 to 35 + units per acre) in 3 to 6 story structures is considered appropriate in this area.
11. Allow wholesale, distribution and service establishments in addition to residential and office uses, as infill development in the area west of Seventh Street. All infill development should be compatible with the residential environment east of Seventh Street.

The significance of the Old Louisville Plan is that it seeks to complement the blending of the Old Louisville neighborhood environment with a newly evolving downtown neighborhood environment. In addition, the plan proposes a phasing plan for the completion of Ninth Street extended to Eastern Parkway and Algonquin Parkway cross section. This facility will help relieve neighborhood truck traffic problems while at the same time provide a critical access improvement necessary to support the Station Park efforts.

#### Station Park Urban Renewal Plan

The Station Park Urban Renewal Plan was prepared by Schimpeler-Corradino Associates in January 1980. The plan boundaries are Broadway on the north, Ninth Street on the east, Kentucky Street on the south and Fifteenth Street on the west.

It is a plan for an urban industrial park close to the Central Business District and is designed to strengthen the industrial base in the City of Louisville. The plan indicates industrial, wholesale, warehouse, commercial and public uses in the project area. The plan recommends actions for clearance and redevelopment, rehabilitation, conservation and provisions of public facilities such as streets, sidewalks, street lighting and traffic control devices.

The plan recommends modification of Ninth, Twelfth, Fifteenth and Kentucky Streets as through community streets to safely accommodate the traffic generated by Station Park and the adjoining community. Realignment of Ninth Street to a point 100 feet south of Broadway and its widening from 60' right-of-way to 140 feet is recommended. This facility could eventually tie into Eastern Parkway and Algonquin Parkway.

#### Russell Neighborhood Comprehensive Plan

The Russell Plan was prepared by Schimpeler-Corradino Associates in October 1980. The neighborhood boundaries are Market Street on the north, Roy-Wilkins Boulevard on the east, Broadway on the south and Shawnee Expressway on the west. The plan studied the existing conditions in the neighborhood and recommended Goals/Guidelines for land use and transportation elements. Some of the recommendations are:

1. The opening of Jefferson Street to west-bound traffic at its intersection with Roy-Wilkins Boulevard and allowing two-way traffic on Fifteenth Street;
2. Providing for 25 to 30 more acres of land available for industrial expansion along the K and I railroad corridor.
3. Major redevelopment of the area between Fifteenth Street and Twenty-First Street after 1983;
4. Relocation of most businesses along the Twenty-Sixth Street Corridor. Possible relocation to commercial areas along Broadway and Market Street.
5. Implementation of an urban renewal program which would provide approximately 125 acres for residential development through clearance.

#### Portland Neighborhood Plan

A draft plan of the Portland neighborhood has recently been completed by the Portland Neighborhood Association. The plan presented recommendations for land use, transportation and housing elements. Some of these recommendations are:

1. Redevelop east Portland as a mixed-use area containing rehabilitated and new homes and allowing for the continuation and growth of existing industries.
2. Change Portland Avenue and Bank Street to two-way streets.
3. The residential function of the east Portland area should be reinforced through rehabilitation, demolition of dilapidated units, and construction of new replacement housing for area residents.

#### Other Projects Reviewed

- A. In addition to the plans/studies listed above, a number of other projects that impact development in Central Louisville are programmed or under construction:

##### Galleria Project

Located in the 400 Block of River City Mall, the Galleria for downtown Louisville is a retail/office complex. Total floor space includes two office towers of 275,000 sq. ft. each, one department store of 100,000 sq. ft. and general retail space of 150,000 sq. ft.

A parking garage with 750 spaces is proposed for customers, east of Fifth Street.

##### The Kentucky Center for the Arts

The Center for Performing Arts is proposed for construction on the north-east corner of Sixth and Main Streets. The project is designed as a regional cultural facility and includes two performance halls with a capacity of 2400 and 700 persons respectively and parking for 300 cars. The center will sponsor programs which appeal to the broadest possible audience.

A proposal, south of Main Street between Fifth and Sixth Streets, for an office tower, retail space and a parking garage to complement the proposed center, is still in a conceptual stage.

##### Riverfront Square

Riverfront Square is under construction in the block north of Main Street between Third and Fourth Streets. The project includes two 25-story office towers, one 15 story tower, a 500-room hotel, a convention hall, a 1500-car parking garage and 200 apartment units in a 16-story structure facing the river.

Seelbach Hotel

Rehabilitation of the Old Seelbach Hotel located at River City Mall and Muhammad Ali Boulevard, is underway. The project, when completed, will provide a 325-room hotel facility.

B. The following projects are in the preliminary stages:

Liberty National Bank - a proposal for a 20-25 story bank building on the south side of Jefferson Street between River City Mall and Fifth Street.

Commonwealth Land Title Insurance Company - a proposal for a 20 story office tower and garage south of Market Street between the River City Mall and Fifth Street.

Humana Inc. - a proposal for an office tower to accommodate Humana Inc. headquarters in the southwest corner of Main and Fifth Streets.

Farm Credit Bank - a proposal for a high rise office building and a parking garage in the block bounded by Main Street, Second Street, Market Street and Third Street.

State Parking Garage - a proposal for a 750-car parking garage east on Fourth Street between Main and Market Streets.

Bikeway System - a proposal linking the Commonwealth Convention Center with the State Parking Garage and the Riverfront Square project. This system will extend the current overhead walkway between the Hyatt Regency Hotel and the Commonwealth Convention Center north to the River.

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## **IV. CONFLICTS & RECOMMENDATIONS**



#### IV. CONFLICTS AND RECOMMENDATIONS

The preceding overview of plans for downtown and adjacent neighborhoods reveals a number of conflicts and/or issues within and among these plans. These conflicts and/or issues are reviewed in the following pages. The recommendations to resolve the problems or address the issues have been formulated by the Central Louisville Advisory Board. The areas of conflict are shown on graphic IV-1.\*

##### Riverfront Plan

1. Conflict: Future proposals for housing, recreation and river-oriented uses developed in the Riverfront Plan map conflict with existing parking, rail tracks and industrial uses on riverfront properties.

Recommendation: A plan for the riverfront area from Shawnee Park to Zorn Avenue is presently being prepared by the Planning Commission. It is scheduled for completion in the fall of 1981. Part of this plan will address potential areas for construction of new housing. The plan will also recommend recreation strategies for the riverfront area. It is recommended that necessary actions to upgrade or preserve possible sites for housing and recreation be outlined and strategies developed. The review and modification of existing leases of city-owned properties may be appropriate to ensure implementation of a riverfront improvement program. Strategies for future land use could be developed as policy statements, regulations or options to purchase land through public incentives.

This recommendation is supported by Central Louisville Goals on development and policy direction, downtown activity, land use, housing, open space, economic development and urban design goals 2, 4, 6, and 8.

2. Conflict: The area bounded by Ninth, Market, Fourteenth, and Main Streets is not currently under study. It is not included within the geographic boundaries of Russell, Portland, Central Louisville or the Riverfront studies. Any proposals set forth in plans from surrounding areas may conflict with the existing uses and limit the future redevelopment of this area.

Recommendation: It is recommended that, for immediate planning purposes, this geographical area be considered a part of Central Louisville and be reviewed for its linkage relationship to the land use plans for West Main Street and the east Portland Neighborhood.

\*Figures, Tables and Attachments are at the end of each section.

This recommendation is supported by the Central Louisville Goals relating to land use, transportation, economic development and urban design.

3. Conflict: The area between Ninth and Fifteenth-Seventeenth Streets, north of Main Street is a mixed use area with industrial/warehousing as a predominant use. Many of the sites/structures are vacant or underutilized. In addition, the maintenance of structures and vacant land is poor. Conversely, the immediate surrounding areas are undergoing rapid changes in land use and development. The undefined future of this area creates a barrier to future linkages between downtown, the Portland neighborhood and the Riverfront.

Recommendation: It is recommended that a detailed study of this area be initiated to consider: (1) the feasibility of future industrial use in this area, (2) the provision of pedestrian linkages between the Portland neighborhood, the downtown and the river's edge, and, (3) the identification of potential suitable sites for riverfront housing development.

This recommendation is supported by goals #

#### Butchertown

4. Conflict: The Butchertown plan and the Phoenix Hill plan have conflicting land use proposals for the Market Street corridor. The Butchertown plan proposes commercial/residential zoning on Market Street while the Phoenix Hill plan proposes M-2 and C-2 zoning in the same area. This could create a potential conflict with the Central Louisville Development Plan because the two proposals hamper the potential for a compatible downtown land use pattern and appropriate pedestrian linkages with the neighborhoods mentioned.

Recommendation: The Phoenix Hill neighborhood task force seems to be in agreement with the proposals of the Butchertown plan, but the Coloredo Plan for Phoenix Hill neighborhood does not reflect this agreement. Since the consultant has already submitted the final plan report to the City Community Development Cabinet, it is recommended that the Board of Aldermen require the City Community Development Agency to make the necessary changes in the plan reflecting the desires of the Phoenix Hill neighborhood task force. The Butchertown plan proposals for Market Street corridor currently complement the proposed urban structure for Central Louisville.

This recommendation is supported by goals on downtown activity, land use, transportation, housing, economic development and urban design goals 1,2, 3, 4, 5, and 7.

## Phoenix Hill Plan

5. Conflict: The Phoenix Hill Plan proposes the closing of parts of Shelby Street, Madison Street and Muhammad Ali Boulevard with the intent to promote a more suitable environment for new development of residential areas in Phoenix Hill. These closings could alter the entrances and exits of the medical center.

Recommendation: If the City Community Development Cabinet's consultant who is studying the street closing proposals and their impacts on traffic, approves all or part of the proposals, it is recommended that the Advisory Board immediately assess the possible impact on future downtown development opportunities.

This recommendation is supported by the goal on transportation and urban design goal #7.

## Russell Plan

6. Conflict: Existing industrial zoning and land uses between Thirteenth and Fifteenth Streets create a break in continuity between the Russell Neighborhood to the west, the Russell Neighborhood to the east and downtown.

Recommendation: It has been recommended that Muhammad Ali, Jefferson and Market Streets be upgraded as pedestrian linkages. It is also recommended that zoning of the mixed commercial/residential Market Street corridor be studied as a tool to stabilize the proposed urban structure of Central Louisville.

7. Conflict: Russell Plan recommends opening of Jefferson Street at Roy-Wilkins Boulevard to through traffic. Although this may ease our existing traffic situation, the potential through traffic may conflict with the residential character of the eastern Russell neighborhood.

Recommendation: Jefferson Street is currently being used as an access route to I-64. It may be inappropriate to mix the local traffic bound for the West End and the traffic bound for I-64, because it may create congestion during peak hours. The Russell Plan report recommends opening of Jefferson Street to promote businesses west of Roy Wilkins Boulevard within Russell Neighborhood. The proposed increased traffic volumes do not appear to support the purpose and may actually degrade the neighborhood, particularly its residential character. However, the desire of the neighborhood residents for having a direct access from downtown may outweigh the traffic congestion issue. It is recommended that the opening of Jefferson Street at Roy-Wilkins Boulevard be further studied as a part of a revision to the Central Louisville transportation plan.

This recommendation is supported by Central Louisville goals relating to transportation and urban design goal #7.

#### Portland Plan

8. Conflict: Industrial growth in the eastern portion of the Portland Neighborhood may create a barrier to future neighborhood/downtown/Riverfront linkages.

Recommendation: It is recommended that this area of Portland along with the areas identified as 1, 2, and 3 on the Conflicts Map be studied for compatibility. It appears that they offer good opportunities for a transition plan to reinforce the redevelopment of West Main Street, Portland and the Riverfront.

9. Conflict: The land areas immediately east, west and south of the downtown retail core lack activities, have poorly maintained physical facilities, and deficient lighting. These areas, therefore, represent barriers to pedestrian traffic between neighborhoods, employment centers and the retail core of downtown.

Recommendation: The proposed urban structure recommends Market, Muhammad Ali, Chestnut and Gray Streets in the East, Fourth Street in the South and Muhammad Ali, Jefferson and Market Streets in the west as the major pedestrian routes to downtown. It is recommended that these routes may be designed and upgraded to a higher order linkage than the existing street sidewalk improvements (refer to definition of pedestrian linkages enclosed).

The proposed urban structure of Central Louisville calls for a compact development of a range of activities including housing, commercial and general offices in the area between the retail core and adjacent neighborhoods with pedestrian linkages.

10. Conflict: Numerous examples of barriers to pedestrian movement are high-volume traffic arteries, bad intersections, poorly designed skyways, empty spaces and undesirable land use activities. Specific examples are:
- a. The planned skyway proposed between the Commonwealth Convention Center and Riverfront Square, as designed, would create dead space (lack of storefront activity) at the sidewalk level between the Convention Center and the Riverfront. In addition, the skyway will not connect the interiors of the Convention Center and the Riverfront Square and will create an awkward surface-above grade movement.
  - b. The Second Street George Rogers Clark Bridge-Main Street intersection acts as a formidable obstacle to east-west pedestrian movement.

- c. The block faces along Jefferson Street between First Street and the River City Mall contain numerous adult entertainment businesses, empty spaces currently used as parking lots and lengthy expanses of dead space such as the Hyatt Regency and Commonwealth Convention Center Jefferson Street facades. The corridor, in addition to its visual desolation creates a feeling of fear and uncertainty. It repels the pedestrian rather than invites his presence. It does little to relate the retail core with the hotel and motels east of the Convention Center.

Recommendations: Barriers to Pedestrian Movement Downtown

- a. The developer of the state parking garage and the Riverfront Square should design a skyway that does not repeat the flaws of the Hyatt-Convention Center walkway which is not all-weather and has limited accessibility. Numerous experts have warned against incomplete skyways, which parallel above sidewalks and lack frequent and direct access to activities, such as retail shops. If the design of this proposed network described above has been set, the city should take steps to nullify its adverse street level effects by narrowing vehicular traffic on the skyway side of Fourth Street and creating a surface level plaza effect on the West side of Fourth Street between Market and Main. This action would insure the continuation of at-grade pedestrian linkage between the Riverfront and the Mall that the skyway's current design would most certainly interrupt.
- b. Future developments of those blocks on the south side of Main Street between Second and Third Streets should include provisions for an eventual elevated pedestrian way to bridge the Second Street corridor.
- c. The City needs to formulate immediate plans for upgrading the Jefferson Street corridor because of its importance as a major regional entrance to downtown and as a linkage between downtown and motel facilities utilized by convention visitors.

This recommendation is supported by Goal #

11. Conflict: The high volumes of traffic on such peripheral streets as Broadway, Roy Wilkins Boulevard, River Road and Brook Street and the awkward design of the ramps along I-64 and I-65 create barriers to pedestrian movement between downtown and the adjacent neighborhoods and also between downtown and the river.

Recommendation: Two needs must be met, the obvious need to retain the traffic corridors and the need to develop strong pedestrian linkages between downtown and adjacent neighborhoods. It is recommended therefore that better pedestrian facilities be provided:

- to Phoenix Hill and the medical center via Gray and Chestnut Streets
- to Old Louisville and the south via Fourth Street
- to Russell neighborhood and the west via Muhammad Ali Boulevard
- to Portland neighborhood and the west via Main Street and
- to Butchertown neighborhood and the east via Market Street.

In addition, more emphasis should be given pedestrian linkages between downtown and the riverfront. This should be a major element of the Riverfront plan previously mentioned.

12. Conflict: Various segments of the Broadway Corridor extending from Baxter Avenue to Thirty-Sixth Street are included in seven different studies scheduled, they are: Phoenix Hill, Smoketown, Central Louisville, Old Louisville, and Station Park. In addition, the I-65 to Ninth Street portion of the Broadway Corridor has been addressed by the Gruen Plan, the Broadway Plan and the previous Old Louisville Plan prepared by Miller, Wihry and Lee. Review of these studies indicated that some of the land use proposals presented in these plans show potential conflicts, particularly in the area generally bounded by Broadway, I-65, Breckinridge and Ninth Streets. The following short summaries of plan recommendations which could conflict should clarify this concern.

#### Old Louisville Plan - Currently Under Study

- a) encourage the development of residential uses on existing parking lots and vacant sites,
- b) limit the expansion of existing commercial and industrial uses,
- c) allow commercial uses that serve existing and future residential uses,
- d) discourage the location of CBD peripheral parking in Old Louisville.

#### Broadway Plan

- a) accept proposal of wholesale/distribution uses between Sixth and Ninth Streets and Broadway and Breckinridge, contained in the earlier Miller, Wihry and Lee plan for Old Louisville,
- b) provide fringe CBD parking south of Broadway.

## Gruen Plan

- a) provide upper income housing south of Broadway,
- b) provide long term fringe parking system between Broadway, York, First and Ninth, except Third and Fourth Streets,
- c) encourage the conversion of vacant/underutilized industrial and commercial buildings to residential structures in the area bordered by Broadway, Breckinridge, I-65 and Ninth Street,
- d) in the area south of Broadway (south of York Street) - encourage conversion of single family houses, old commercial and industrial buildings to subdivided garden and midrise buildings,
- e) Recommended intensity of development for the Central Business District and portion of Old Louisville (See graphic illustration on conflicts Map B.)
  - i) between Third, York, Sixth and River Road - generally offices -10 to 30 stories but not more than 40 stories,
  - ii) between Second, York, Third and River Road and between Sixth, York, Seventh, and Main Streets - offices and residences - 16 stories,
  - iii) between Second, York-Jacob, Brook and Riverfront, between York-Jacob, I-65, Breckinridge and Ninth and between Seventh, York, Ninth, and Main Streets - 8 stories maximum.

Recommendation: The Broadway corridor between I-65 and Ninth Street has a mix of related uses including banks, offices and a hotel. This corridor should continue to function as a transitional edge between downtown and the Old Louisville neighborhood.

Current development appears to be following a pattern directed more toward the river. Therefore, the proposed 40-story linear spine concept running from the river to York Street should be altered to reflect these changing patterns.

The future land uses in the corridor bounded by Broadway, I-65, York Street and Ninth should, support the planning efforts of the Broadway group, the Central Louisville Planning Process, and Old Louisville interests.

It is recommended that the future urban design of the Broadway corridor from Bardstown Road to Shawnee Park be further studied. Its future function as a principal regional access facility to downtown has been de-emphasized by the interstate system.

This recommendation is supported by goals on land use, housing and transportation and all urban design goals.

13. Conflict: The 500 block study proposes allowing vehicular access to the River City Mall to make existing businesses more accessible.

Recommendation: While this proposal may ultimately be a desirable change, it is recommended that a detailed study of the downtown transportation pattern be done immediately. Such a study would include consideration of vehicular traffic on Fourth Street and the closing of streets in Central Louisville and a detailed review of pedestrian ways.

This proposal is based on transportation and urban design goal #7.

14. Conflict: Gruen Plan recommendation of Main Street semi-mall between Actors Theater and Natural History Museum may:
- a) interrupt through traffic on Main Street - a vital intra-city linkage,
  - b) adversely affect the character of Main Street historical district.

Recommendation: It is recommended that only landscaping and street furniture be accepted as proposed in the Main Street Study. Drastic changes would adversely impact the historical character of the area. The urban transportation network serving Central Louisville is hampered by numerous existing limitations and would be drastically impacted by changing Main Street.

This proposal is based on historic preservation, land use, transportation and urban design goals 2, 3, 5, 6, and 7.

15. Conflict: The Gruen Plan Update (1979) recommends that the highest density development (up to 40 stories) occur along the River City Mall. This recommended density configuration does not reflect current development patterns. The intense office development midrise and high rise towers are forming a cluster pattern north of the retail core from Second Street to Sixth Street. Indications are that this area will become the major employment node of downtown. In addition to the land use pattern conflict, the Goals and Objectives for Central Louisville call for development patterns that are sensitive to pedestrians. The forty-story tower pattern straddling the River City Mall would create a dark, cold canyon effect for street level pedestrians. Finally, the lower pattern does not complement the recent efforts of the Broadway Group to introduce a housing environment into the 600 block of Fourth Street and the immediate Broadway corridor.



Recommendation: It is recommended that special attention be given to recent shifts in land uses, renewed interest in the River, the need for close-in housing and the creation of a 24-hour downtown environment. The Gruen Plan admirably attempted to relate the Broadway corridor to the changing land use patterns caused by the regional transportation network serving downtown. The Broadway development interest should be applauded for continuing these efforts.

16. Conflict: There appears to be a conflict between the need to build economical special-purpose activities in downtown such as the Convention Center or sports arena and the need to provide a strong pedestrian linkage through land uses with multi-purpose activities. The Commonwealth Convention Center is a prime example - three sides of the block are not occupied by uses that attract pedestrians. This kind of design when located adjacent to other downtown blocks, not only breaks pedestrian movement with "dead space" but also affects the economic potential of adjacent downtown blocks.

Recommendation: If the special-purpose activities are located between two activity centers that need strong pedestrian linkage, the activities provided at ground level in such centers should be pedestrian oriented. A development review process is needed to ensure that the special purpose activities compliment desired pedestrian linkage rather than create barriers.

#### Other Issues

1. Conflict: There are a number of proposals for market rate housing in and around the downtown. While preliminary housing market figures suggest that Central Louisville can support the aggregate number presently being projected, there is a limited amount of public sector "seed money" on hand to help underwrite some of the proposals mentioned above.

Recommendation: There is a need for the city to set up some priorities and guidelines for the criteria it will use in allocating the limited resources to promote market rate housing. It is recommended that the city commit its major available resources to the development of housing proposed in the Broadway Plan as first priority and subsequently, in downtown and in the Old Louisville area.

This recommendation is supported by the goal on development and policy direction.

2. Conflict: There have been numerous proposals to convert existing structures, commercial and industrial, to housing units; yet, there have been very few attempts at such conversion.

Recommendation: There is a strong public need to market the conversion concept much in the same manner as a new development complex. Many cities, through their housing authorities or redevelopment agencies, provide "How-to-do-it" brochures as an effort to spur interest in such redevelopment activities. These marketing techniques could be activated in the Butchertown, Phoenix Hill, Russell, Portland and the Old Louisville neighborhoods.

3. Conflict: The leasing policies for various city-owned properties could potentially conflict with the goals and objectives for downtown or its future land use concept.

Recommendation: As soon as the future activity centers and proposed urban structure for downtown are approved and adopted, it is recommended that the City review its lease/purchase arrangements for the Central Louisville Development Plan, particularly those on or near the riverfront.

This proposal is supported by goals on development and policy direction, land use and public services.

4. Conflict: Continuing changes in many downtown blocks raise many questions relating to locations of skyways. Ownership, construction costs, maintenance, application and design need to be addressed as well as proposed locations.

Recommendation: It is recommended that the whole issue of skyway systems be studied in detail, i.e., the need, function and benefits along with the implementation strategies should be prepared and adopted by the Board of Aldermen.

If a pedestrian system concept is approved and adopted by the Board of Aldermen, it is recommended that guidelines and strategies be developed by a planning entity to implement the linkages.

This approach will satisfy the goals on development and policy direction, land use, transportation, and urban design goals 2, 3, 4, 6, and 7.

5. Conflict: None of the adjacent neighborhood plans deal with bikeway linkage (except Portland), pedestrian linkage, landscape continuity, treatment of entrances to downtown or fringe parking for downtown activities.

Recommendation: It is recommended that all neighborhood plans address these issues in their recommendations. However, since most of the neighborhood plans are complete (though none has been adopted so far), it is recommended that in such cases, these issues be dealt with as future elements of neighborhood plans.

A more detailed study of treatment of downtown entrances and areas along access routes is recommended.

6. Conflict: The loading and unloading of goods along Main Street creates conflicts with vehicles using this cross-city linkage.

Recommendation: It is recommended that future downtown transportation studies include an analysis of existing loading and unloading facilities that adversely affect the smooth flow of traffic. This study should recommend alternatives to resolve these conflicts.

Loading and unloading of goods should be prohibited during peak use hours. All new developments should be required to provide off-street loading and unloading facilities as part of their development proposals.

This proposal is based on the goal on transportation and urban design, number 7.

7. Conflict: The through truck traffic in neighborhoods adjacent to downtown conflicts with the fragile residential character that these neighborhoods are trying to retain and promote.

Recommendation: It is recommended that the proposed downtown transportation study be supportive of neighborhood planning efforts to resolve their through truck traffic problems. The Central Louisville Development Plan should actively support the Old Louisville Neighborhood's effort to re-route Ninth Street to Eastern and Algonquin Parkways. This improvement would also relieve downtown traffic problems and help promote Station Park.

This recommendation is supported by goal on transportation and urban design goal number 7.

8. Conflict: The Gruen Plan recommended converting to housing vacant and underutilized commercial and warehouse buildings in the West Main Street historic district. However, it has proved more economically feasible to convert these buildings to office uses. Thus, there appears to be a conflict between existing trends and recommendations in the Gruen Plan.

Recommendation: Market forces and economics generally dictate the re-use of vacant and underutilized buildings. Government incentives can sometimes steer these forces to create the desired pattern of development. However, the conversion of West Main Street buildings to predominantly office uses is in conformance with the Central Louisville Development Plan. Moreover, the conversion of some warehouse buildings to housing is probably economically viable in these areas:

- (a) the East Main, Market and Jefferson Street areas in conformance with the Butchertown Plan,
- (b) the warehousing district south of Broadway in Old Louisville and,
- (c) the river-oriented East Portland area.

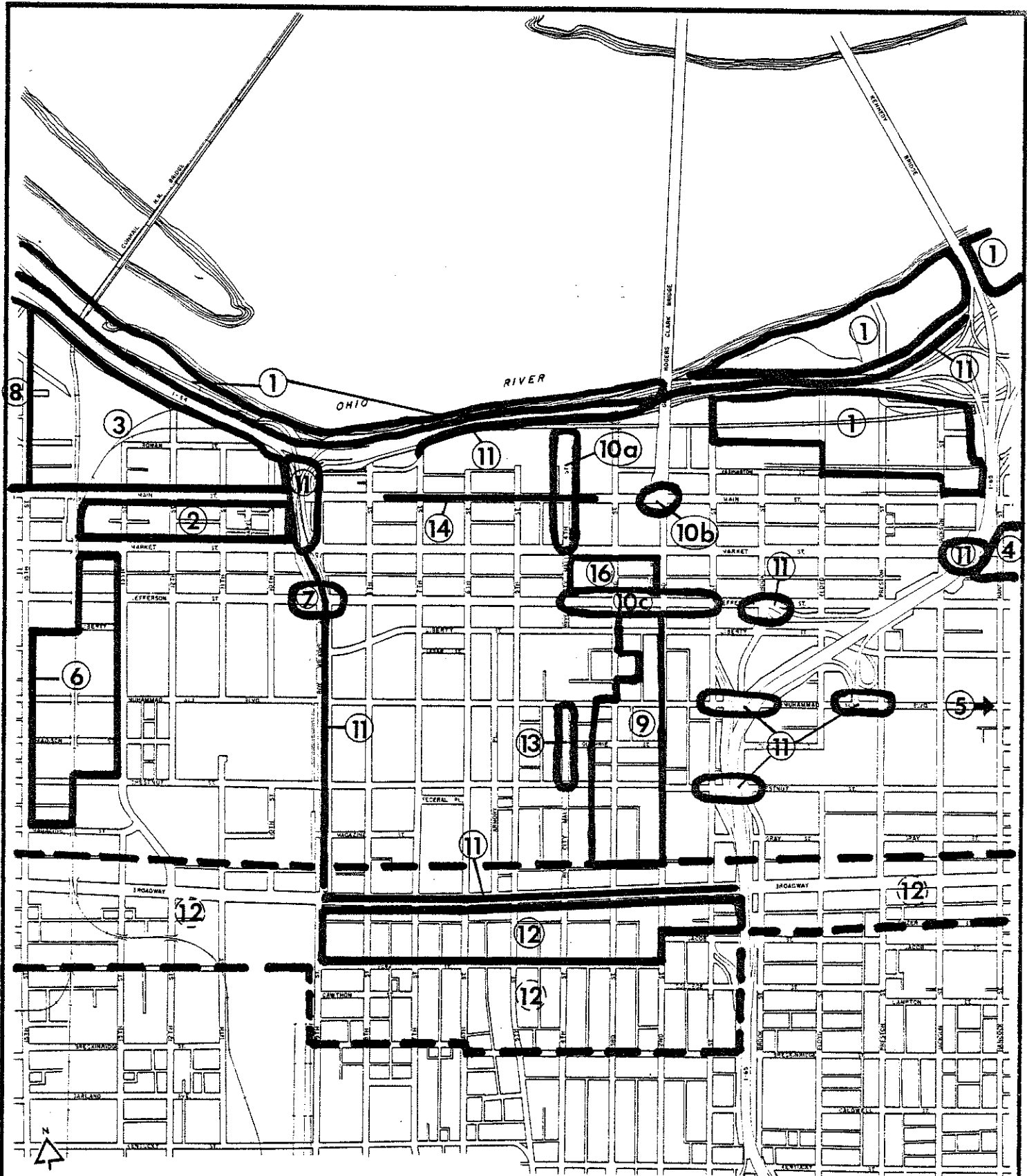
It is recommended that the housing potential of these areas be studied further to establish possible development strategies and ensure marketability by creating a complete residential community. The public sector must also develop a list of incentives for marketing and assisting this conversion and for considering possible financing assistance, public improvements, land acquisition and writedown. Some of these developments might be written into the City's Housing Assistance Plan to be developed under an innovative HUD program that offers below-market interest loans to developers who provide at least 20 percent subsidized units for lower income citizens. Such residential development has proved to be extremely marketable and successful.

These recommendations are based upon the Development Policy Direction and Housing goals.

9. Conflict: There appears to be conflict among the future needs to improve air quality, create a compact downtown development, attract supporting land uses and develop pleasant street designs.

Recommendation: While the proposed urban structure may not totally solve the air pollution problem it will certainly ease the situation by encouraging pedestrian traffic and reducing vehicular traffic by compacting complementary land uses, providing close-in support facilities and providing strong and efficient linkages between activity centers.

This proposal is supported by goals on development and policy direction, downtown activity, land use, transportation, economic development and protection of the urban environment and urban design goals 2, 4, 6, and 7.

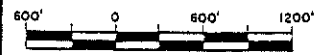
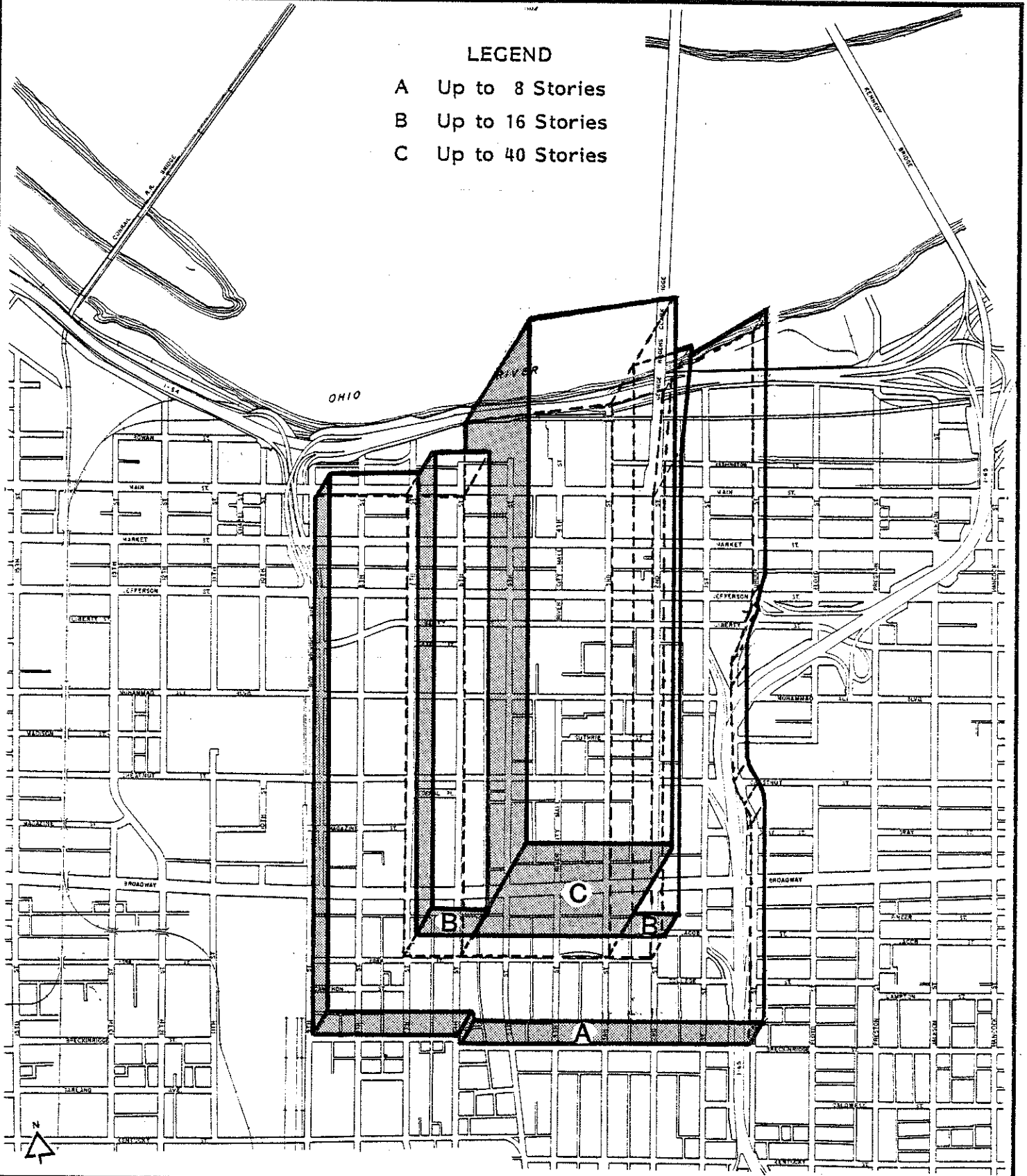


Conflicts Identified  
 in Existing Plans  
 Map A



LEGEND

- A Up to 8 Stories
- B Up to 16 Stories
- C Up to 40 Stories



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**V. LAND USE ELEMENT**

## V. LAND USE

### A. THE GROWTH OF CENTRAL LOUISVILLE

Standing on the Belvedere, if you close your eyes, you may be able to imagine a quiet forest, the river, and the song of birds. Here, just above the Falls of the Ohio, was the setting in 1778 for the arrival of Louisville's first inhabitants.

George Rogers Clark established headquarters on Corn Island to launch his exploration of the Northwest Territory. Moving in a year to the mainland, the tiny city that was formed proved to be a strategic location for transportation of supplies. A bustling community soon developed because goods shipped by river had to be unloaded, taken by land around the Falls and moved on.

Clark's original 1779 plan for Louisville stretched from First to Twelfth Streets between the river and the street today known as Jefferson. Main Street principally supported the activities of trade, hauling and storage associated with river traffic. Market Street, the middle street of Clark's plan, became the center of domestic commerce. Louisville's founders acknowledged their Virginia roots by naming the government and civic center to the south Jefferson Street; a succession of City Halls and County Courthouses have followed on the same site that Clark originally reserved for these purposes. However, the Riverfront remained the central focus of the town.

Other nearby settlements had developed around the river economy. Portland and Shippingport grew to the west to handle boat traffic on the downstream side of the Ohio. Their skewed street grids remain part of Louisville today. The Portland Neighborhood's isolation from the rest of downtown today can be traced to its original founding as a separate, independent settlement.

By the 1820's, Louisville's economy was based on more than just the transfer of goods at the Falls; distilleries and mills developed as agricultural products remained on shore long enough to be processed. In the 1830's, breweries, foundaries and a cotton factory were established. The expansion of industry brought banks and insurance offices, churches and cathedrals, inns and guest houses, as well



as theatres and places of assembly. The City grew southward as residences and churches replaced agricultural fields along Green Street (or Liberty as we know it), Walnut, Chestnut and Prather (today known as Broadway).

In addition to transporting goods to be processed, the river fueled the growth of Industry in another important way: it brought labor. Burgeoning industry required a steady stream of skilled and unskilled workers. The river served as the major transportation corridor from the coastline to the interior; it carried immigrants that first arrived in Louisville from Germany and Ireland. They sought the same opportunities that had first brought settlers to Louisville; they wanted a piece of land of their own.

Owners of large land grants were only too happy to accommodate, for "nowhere was speculation in town lots and new town development more intense than along the principal rivers" such as the Ohio.

One such group of wealthy land owners was the Preston family. They owned most of the eastern half of Louisville from the river's edge south until Louisville turned into farmland. Their land was bounded roughly by Preston Street on the west and stretched east to what today is Baxter Avenue. The Prestons and others began to subdivide the western part of their land around 1835 and Germans began to settle there about twelve years later. This area eventually developed into the predominantly residential neighborhoods today called Butchertown, Phoenix Hill and Smoketown/Jackson.

The names of these areas reflect the progressive development of Louisville's economy in the mid-nineteenth century as new industries such as the stockyards and its meat processing were established. Particularly after the Civil War, Louisville was in a perfect position to supply the South in the Reconstruction effort. Northern investors brought their money to Louisville in these carpet-bagging days. The South offered abundant natural resources and cheap labor as well as a captive market. This linking of interests created the national market economy. Louisville was a vital gateway between the north and south; It offered a central locatio to do business with the entire country.

No other industry created this link in physical terms more than the railroads. The first railroad bridge crossed the Ohio in 1870. Nine trunk lines passed through Louisville by 1880. Seven additional railroads joined these in just as many years. The railroads meant fortunes for some and jobs for others. It fueled a prodigious rise of industry and growth in the city generally.

John W. Reps, The Making Of Urban America: A History of City Planning in the United States, Princeton University Press, Princeton, 1965, Page 361.

Tobacco was one such industry that ushered in this "wonderful era of prosperity."<sup>2</sup> By 1880, one third of all the tobacco grown in North America was handled by the warehouses of Louisville

The nearby California area and parts of the Russell neighborhood were established during this era of growth to provide new housing for the laborers of these industries. Later, fine homes in other parts of the Russell neighborhood housed some of the owners and managers of these industries.

Louisville demonstrated that it was "jubilant in its growth"<sup>3</sup> when the Southern Exposition threw "its doors open to the world"<sup>4</sup> in 1883. This international exhibition showed off the great wealth that had accumulated in Louisville with the rise of industry.

The Southern Exposition was located in the area south of Broadway. The dismantling of the exhibition in 1888 gave tremendous impetus to the growth of this part of the city today known as Old Louisville: the empty site left a new residential frontier for the entrepreneurial and managerial class spawned by the rapid rise of industry. Old Louisville was the first class enclave in the town; "for the first time a neighborhood emerged that was composed of residents brought together by similar social and economic interests, not by religious or ethnic considerations."<sup>5</sup> With new wealth, "there naturally came to Louisville a desire to become somewhat of a town in the architectural line of business"<sup>6</sup> Much of Central Louisville's finest architecture was built at this time.

This wave of prosperity and expansion created a new downtown in the following fifty years. By 1920, Fourth Street became the center of town with hotels, restaurants, offices, theaters and shops. It was riding high, typical of the "Roaring Twenties", and life in general was flamboyant, but, bad times were on the way. The beginning was signaled by the collapse of a major Louisville holding company, Banco Kentucky Corporation.

In the Thirties', Louisville was beginning to shake itself out of the doldrums of the depression when the Ohio River came out of its banks in January 1937 in the greatest flood ever recorded in the history of this city. The losses ran to millions of dollars; 33,000 homes were destroyed and 230,000 persons were driven from their homes. Some of those citizens never returned to the residences of downtown and near-downtown as St. Matthews began to assume new importance as a suburban community.

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<sup>2</sup>"The Expansion of '87", The Courier-Journal, March 19, 1887 as quoted in Thomas and Morgan, Old Louisville: The Victorian Era, Data-Courier, Inc., Louisville, 1975.

<sup>3</sup>Harper's New Monthly Magazine, Volume 77, 1888, as quoted in Thomas and Morgan, op. cit., p. 42.

<sup>4</sup>Ibid.

<sup>5</sup>Thomas and Morgan, op. cit., p. 30.

<sup>6</sup>Ibid., p. 149.

The devastating flood resulted eventually in the construction of the 18 1/2 mile long floodwall. Construction began in 1947 and was completed ten years later. Louisville lost some of its river-front focus.

Less than five years after the flood, World War II brought to Louisville a boom of military and industrial activity but little downtown development took place because the community's attention and available materials were devoted to the national emergency.

In the years following the war, addresses along Broadway were generally considered desirable for businesses and professional activities. The Courier-Journal and the Louisville Times Building was completed in 1948. The Heyburn Building and the Fincastle Building were modernized and the Brown Hotel was still an important fixture of Louisville life.

The retail trade center of the 1950's was still Fourth Street and extended all the way from Broadway to Market Street with the most prestigious location being the blocks between Chestnut and Liberty Streets, where you could find Stewarts, Selmans, Kaufman Strauss, Appels, Rodes and other attractive retail stores. J. C. Penney Co. located a new store in the area as did W. T. Grant Co. and Stewarts built a seven-story annex. Some of the other stores remodeled and expanded.

Development by government in the 1950's included the State Office Building and the Police Headquarters, both west of the Fourth Street area near the Courthouse and the City Hall. Two hospitals were built in the east downtown, Methodist Evangelical on Broadway at Floyd and Jewish on Chestnut at Brook.

The scattered construction activity of the immediate post-war years accelerated in the 1960's in a period of growth and prosperity. Two significant influences on the changing face of downtown were the interstate highway construction program and the Housing Act of 1949 and 1954 (Urban Renewal).

A significant amount of new construction on the south side of Broadway produced the Louisville Inn between First and Second, the Portland Federal Building at Second Street and the Bank of Louisville at Fifth Street.

Surrounding the Broadway area and Fourth Street, the fringes of downtown in the 1950's were falling more and more into decay. The deterioration of the close-in neighborhoods and the availability of Federal dollars spurred city officials to consider the Urban Renewal program as a tool to improve the city. Urban Renewal was based on the concept that slum clearance that made land available for redevelopment would bring new life to cities as well as rescue citizens from substandard living conditions.

Redevelopment activity in the following Urban Renewal areas radically changed the appearance of Central Louisville:

1. Medical Center, East Downtown

East of the Central Business District, the Medical Center has existed for many years. At the end of the 1800's, Louisville ranked with New York, Boston and Philadelphia as one of the nation's top medical centers with five hospitals and five schools for training physicians. The Medical Institute of the City of Louisville received a charter as early as 1833.

In 1908, on the recommendation of the American Medical Association, the several medical schools merged to form the University of Louisville School of Medicine, located at First and Chestnut Streets. The City Hospital (now General Hospital), the School of Dentistry, and Children's Hospital formed a nucleus of the Medical Center by the 1920's.

Medical advances and population growth indicated the need for planning and coordination. The University of Louisville incorporated the Medical Center in 1950 with the governing board drawn from member institutions. The Board hired a consultant to produce a development program of public and private hospitals, teaching and research facilities and health related services.

In the 1950's and 60's, the original plans were altered to accommodate an expressway that bisected the area. Development was aided by the Urban Renewal program that cleared whole blocks of deteriorating structures making sites available for new facilities that include the University of Louisville Medical-Dental Complex, Norton-Children's Hospital, Lions Eye Institute and fourteen or more other developments.

Dosker Manor, three high-rise apartment buildings for elderly citizens containing 705 dwelling units in all, was developed in East Downtown by the Housing Authority of Louisville. Construction of other commercial establishments were accomplished by private businesses using the Urban Renewal programs: the Shoe Center (a concentration of sample shoe outlets), a variety of retail outlets on Market and Jefferson Streets, the produce market at Preston and Jefferson and four motels.

The construction of Interstate Highway 65 that connected Nashville, Louisville and Indianapolis led to changes in land use. The on and off ramps in the east downtown provided motivation for motel construction. The importance of the Broadway corridor as an access route to downtown diminished significantly as a result of new interstate highways.

## 2. West Downtown, Civic Center

In 1956, a proposal for a completely rebuilt civic center was prepared as part of the Comprehensive Plan by Bartholomew and Associates of St. Louis. In Louisville since the Twenties, by Samuel W. Thomas, the following quote from The Courier Journal of December 7, 1956 described that proposal:

"A dramatic reorganization of downtown Louisville, designed for an expected population of 1,000,000 in the metropolitan area by 1980, was proposed yesterday..."

The central feature of the proposal was a recommendation that Louisville gradually assemble a real civic center - with all or most of its government agencies in one neighborhood. This would be grouped around the present Courthouse."

The Gruen Plan also advocated a civic center. The plans on paper were more grandiose than what is actually on the ground now. However, government functions are concentrated in the blocks between Sixth and Seventh Streets extending all the way from Sixth and Jefferson where the City Hall and the Courthouse are located, to Broadway, where the United States Post Office was built in the 1930's.

Residential uses in the west section of downtown were influenced by the Urban Renewal program, which tried to meet a desperate need for low and moderate income housing. Thousands of units of substandard housing were cleared and new housing was built. The process was fraught with difficulties and time delays, but developments now in place include Blanton House, Avenue Plaza, and the 550 Apartments east of Roy Wilkins Boulevard. Village West is just west of Roy Wilkins Boulevard.

The West Downtown Renewal effort also set the stage for a Communications Center along with other developments. New developments in the area include WHAS, South Central Bell Telephone Co., Greyhound Bus Depot, some office buildings and banks.

## 3. Riverfront and Main Street

The Bartholomew Plans included a dramatic proposal for a new downtown riverfront development, with a giant three-level underground parking garage, topped by a landscaped plaza north of Main Street. Instead of the mixture of industry and warehouses, the planners suggested a series of skyscraper apartment and office buildings overlooking the river.

In 1960, the Chamber of Commerce and other civic groups formed a committee to study the riverfront. Reynolds Metals Co., with the City's agreement, acted as a corporate sponsor for the project, hiring the planning and engineering firm of Doxiadis and Associates to make studies and prepare plans.

The City was successful in its application for Federal Urban Renewal funds to carry out the redevelopment, and, in 1964, the City and its Urban Renewal Agency adopted an ambitious plan to recapture the excitement of the downtown riverfront. The plan extended from First to Ninth Street. The plans were extremely complex because they had to contend with a large utility installation, an expressway, railroad tracks and a floodwall, as well as private funds and government funds. Eventually Reynolds Metals withdrew from the project, but the City carried out a scaled-down version of the Doxiadis plan with a 1,600 car parking garage topped by the 6.3 acre Plaza and Beveledere. Much has been accomplished in these past twenty years and some projects are still in process. Riverfront Square at Fourth and Main and the Performing Arts Center at Sixth and Main are two of the continuing projects in this area currently under construction.

The West Main Street area adjacent to Riverfront Plaza was designated as a Preservation District in October 1974 by the Landmarks and Preservation District Commission. It is composed of three and a half blocks of late 19th century commercial storefronts of cast iron and masonry architecture, regarded by experts as second only to New York in quality and quantity.

West Main Street, with its historic buildings, has become as a prime location for offices and related businesses such as restaurants, quick printers and office supplies.

Main Street and the Riverfront emerge as a geographical unit with compatible uses consisting of offices, recreation (Riverfront Plaza, Belle of Louisville), cultural activities (Actors Theator, Performing Arts Center), hotels and supporting services.

#### B. PRESENT LAND USE CONCENTRATIONS

Table V-1 shows the space footage, dwelling units or spaces associated with various land use activities in the Central Business District. The table compares 1968 figures with 1976 figures and available 1981 figures.

TABLE V-1

SUMMARY OF LAND USE ACTIVITIES (1968-1981)

<u>Land Use Activity</u>	<u>1968</u>	<u>1976</u>	<u>1981</u>
Residential	627 d.u.'s <sup>1</sup>	1,549 d.u.'s	1,755 d.u.'s
Hotel/Motel	2,462 rooms	1,874 rooms <sup>2</sup>	3,226 rooms
Manufacturing		1,541,236 sq.ft.	1,410,056 sq.ft.
Wholesale, Distribution & Storage	3,547,000 sq.ft.	5,206,778 sq.ft.	4,866,757 sq.ft.
Retail Trade	3,479,000 sq.ft. <sup>3</sup>	3,636,571 sq.ft. <sup>2</sup>	2,616,423 sq.ft.
General Offices	3,460,000 sq.ft.	5,361,054 sq.ft.	5,518,991 sq.ft.
Transportation, Communi- cation & Utilities	919,000 sq.ft.	2,697,504 sq.ft.	N/A
Government & Ouasi-Public Institutions	2,101,300 sq.ft.	4,682,455 sq. ft.	N/A
Cultural Activities & Entertainment	N/A	841,888 sq. ft.	N/A
Open Space & Recreation	251,200 sq. ft.	712,121 sq. ft.	N/A
Vacant Land	N/A	1,653,856 sq. ft.	N/A
Vacant Floor Area	N/A	3,361,828 sq. ft.	N/A
Parking	21,580 spaces	29,654 spaces	27,890 spaces

Note: Additional space in the following categories will be available by 1983 due to renovation along Main Street and current construction in the CBD.

Retail Space	579,000 sq. ft.
General Office	2,082,300 sq. ft.
Parking	4,579 spaces

Source: Louisville, Ky. "1976 Center City Land Use Inventory and Analysis" and Louisville Central Area.

Several categories show significant changes in this period. The number of residential dwelling units, for example, has increased by 280%, from 627 units to 1,755 units. The amount of space devoted to retail sales, however, has decreased by 28% (1,000,148 sq. ft.) since 1976.

The large decrease in retail space will be softened by the proposed addition of 579,000 square feet of new retail space. The majority of the space will be in the Galleria which is presently under construction. A portion of the decrease in retail space between 1976 and 1981 can be attributed to the demolition of buildings in the two block area being developed for the Galleria.

Development Activity by the Urban Renewal Agency and private developers is reflected in the increase in residential dwelling units, hotel/motel rooms and office space.

The decrease in the manufacturing, wholesale and distribution categories may reflect the conversion of buildings to office and related uses occurring in the Main Street area.

The overall decrease in off-street parking spaces is a result of new construction in the CBD. However, new parking garages are under construction as part of several developments and will increase the overall number of parking spaces available in the CBD.

Central Louisville contains several functional subareas with distinct characteristics. These areas are described briefly below and illustrated in Figure V-1.

- 1) Primary Retail Core: Area bounded by Liberty, Third, Chestnut and Fifth Streets forms the retail core of Central Louisville. The boundaries of the retail core were derived during the planning process as a part of an effort to create a compact, concentrated shopping area. As a result the core does not include all of the existing prime retail facilities in Central Louisville.

Galleria Project currently under construction in 400 block of River City Mall will consist of two 26 story office towers, one department store and 85 smaller stores. The area does presently contain some office space and a hotel which is currently being rehabilitated and will provide 320 rooms when completed. Parking garages and surface parking lots serving the retail core occupy part of the area.

- 2) High Rise Office/Financial Center: Located north of the retail core between Liberty and area immediately north of Main is the major employment node of Central Louisville. This area is characterized by mostly high rise structures occupied by banks, financial institutions and multi-tenant office structures such as Citizens Plaza,



First National Tower, United Kentucky Bank, the American Life and Accident Insurance Building and two new 25 story office buildings under construction as part of Riverfront Square.

There are a few commercial uses, mostly restaurants and secondary outlets scattered through the area.

A 1979 Land Use Study conducted by the Planning Commission, as a part of the Comprehensive Plan Revision Background Information Series, projected an increase of 4.46 million square feet of private office space in Central Business District between 1975-85 and another 6.46 million square feet between 1985-2000. Government office space was projected to increase by 52,000 sq. feet between 1975-85 and another 75,000 sq. ft. between 1985-2000.

Because of excellent access to expressways, and its potential for expansion, this area appears attractive to further high rise tower development. Three proposals for high rise towers are in various stages of planning for this area. Liberty National Tower on Jefferson between River City Mall and Fifth Street, Commonwealth Land Title Insurance Tower on Market between River City Mall and Fifth Street and Farm Credit Bank Tower on Main between Second and Third Streets. In addition, Humana Inc. has recently announced the purchase of land on southwest corner of Fifth and Main for their future office headquarters.

- 3) Government Center: The Government center area is divided into three parts, the area north of Sixth and Cedar Streets to Market Street is occupied by local government structures such as City Hall, the County Court House and new Hall of Justice. The County Court House Renovation is about complete. The Old County Jail building is being renovated for future county government offices. A new county garage is under construction in the southeast corner of Sixth and Market. Immediately south of Sixth and Cedar is the State Unemployment office. New Federal Office Building and the Federal Post Office Building occupy the area on the west side of Sixth Street from Gray to Broadway.
- 4) Adult Entertainment Business Area: The Adult Entertainment uses are generally located in or adjacent to the area bounded by Market, Second, Liberty and Third Streets. Most of the structures are underutilized, vacant and in a deteriorating condition. With the exception of the Milner Hotel which occupies the northeast corner of Third and Jefferson the majority of uses act as a

barrier to pedestrian movement between the motels and the convention center or retail core. It is therefore understandable why this area has been identified as a prime site for the proposed sports arena.

- 5) The Broadway Area: This area straddles a portion of the Broadway Corridor from I-65 to Ninth Street. Just to the east of this segment, Broadway provides the first access to downtown for northbound traffic on Interstate 65. The area contains a variety of CBD-related uses. Three major office buildings, an apartment building and a moter hotel are located just south of Broadway. Just to the north of Broadway are the Brown Center, Commonwealth Building, Courier Journal Building and the Jefferson Community College structures. In the immediate past it has been characterized as being an edge of Downtown, because of the abrupt change in land use pattern.

The Broadway Plan Concept, presently being pursued by the Broadway Group, proposes a mix of residential, entertainment, commercial and cultural activities for the general area as an effort not only to redefine the Broadway corridor role in downtown but also to establish a more desirable transition between the Central Business District to the north and the Old Louisville Neighborhood to the south.

- 6) Second Street Corridor: This area has just recently been defined. It stretches from Broadway to Liberty along Second Street. A large part of the area is vacant land currently used as surface parking lots. Several other uses found in the corridor include residential, office and institutional uses.

The Central Louisville Advisory Board believes this corridor to be strategically located for future downtown residential uses along with the Broadway area. It could be easily supported by such employment centers as Medical Center to the east, communications/media/office center and the retail core to the west and the general office/financial center to the northwest.

- 7) Educational Activities: The general area between Interstate 65 and Second Street from Broadway to Muhammad Ali contains a number of scattered educational uses which form a kind of complex. This area contains Jefferson Community College Building, the Kentucky Education Association Building and Brown School Building. The bulk of vacant land in the northeast corner of Broadway and Second has been acquired by the Jefferson Community College for possible future expansion and is currently being used as surface parking lots for students and faculty. Future student parking could be provided by parking struc-

tures. A number of sizable development sites could be made available. There is a need to explore the possibility of providing housing in this area for students and staff.

- 8) **Medical Center:** The Medical Center occupies area east of Interstate 65 between Broadway and Muhammad Ali. The area contains a concentration of hospitals, medical laboratories, medical education facilities and medical offices.

The Phoenix Hill Neighborhood Plan provides a limited amount of space for expansion of medical center facilities to the east. If future Medical Center expansion needs are anticipated to exceed the area set aside in the Plan, it will be necessary to explore the feasibility of expansion southward to the south of Broadway. Because the Medical Center is an existing 24-hour activity within walking distance of the retail core, landscaped sidewalks along Muhammad Ali and Chestnut along with downtown residential improvement would provide a more desirable pedestrian connection between River City Mall and Medical Center. The addition of setback plazas along Muhammad Ali and Chestnut could further enhance and strengthen this linkage.

- 9) **Motor Hotel/Motel Area:** Several motor hotels/motels are located in an area generally along Jefferson and Liberty Streets between Second and Brook. Because of the area's immediate access to North-South Expressway, its proximity to the Medical Center and its obvious relationship to convention facilities and retail core, it is logical for this area to expand westward towards the convention center and retail core. While existing adult entertainment businesses along Jefferson and Market Streets between Second and Third pose a barrier to pedestrian movement between the Motor Hotel/Motel area and the convention facilities and retail core, this area is proposed as a prime site for a sports arena or high rise office/financial buildings development. Because of past experience with single purpose uses such as the convention center, the future development of these blocks should include multiple street level uses that attract the pedestrian rather than repelling them.

- 10) **Secondary Retail Area:** This area lies between Jefferson and Main Streets and extends east of Brook to the Phoenix Hill and Butchertown Neighborhoods. In addition to providing speciality goods it also serves the needs of the residents of Phoenix Hill, Butchertown and other inner city neighborhoods. It contains a farmer's market, speciality shoe stores, a grocery store and similar other uses. There is enough vacant land available within this area for expansion.

### C. FUTURE LAND USE CONCEPT AND ACTIVITY CENTERS.

The map of Future Activity Centers in Central Louisville (see Figure V-4) projects the generalized direction of growth and change of the existing land use pattern (see Figures V-2 and V-3) over the next twenty years. The Advisory Board shaped this map according to current building and land use patterns, major projects under construction or in the planning stages, and present economic and social trends. In addition, the Goals and Objectives for Central Louisville expressed the need for downtown 24-hour activity, residential opportunities, etc. The Future Activity Center map is also based upon principles of a desirable urban structure such as compactness, compatibility of land uses, connections within and between activity centers, and the implications of expressway access, downtown circulation and parking.

Within each activity center, the use identified is only the predominant use; in most cases, it will appear in conjunction with other uses in a compatible way. Therefore, the Future Activity Center map should not be viewed as a parcel-by-parcel land use map. The Future Activity Center map is only a tool to be used in conjunction with the Standards for Development Quality to develop a desired land use pattern and urban structure on a continuing basis. It is generalized so as to be inherently flexible: it recognizes that the community's conception of what is a desirable urban structure and land use pattern will evolve and change over time. Certainly the detailed land uses within the activity centers will need continuing adjustments as new development opportunities arise. However, the standards provide a framework for continuing decision-making that will maintain development quality, protect the public interest and ensure the success of Central Louisville.

The Future Activity Center map recognizes the present realities of Louisville's urban structure and how it has evolved since the 1969 Gruen Plan. It incorporates a triangular conception of major existing employment centers (see Figure V-5): 1) to the north, the very high intensity office towers of the financial district and medium intensity offices of the government center focus on Fifth and Market Streets as their center of intensity, 2) to the southeast, the Medical Center, which is presently isolated from the rest of the Central Business District by I-65, and 3) to the southwest, the communications and media employment area centering on Sixth between Broadway and Chestnut. These three areas have the highest daytime population in Central Louisville.

These three major employment centers are all within walking distance of the retail core from Liberty to Chestnut between Third and Fifth Streets. The location of the retail core as a hub at the center of the three major employment nodes makes it easily accessible from all areas of downtown. (See Figure V-6).

The Central Louisville Development Plan builds upon this existing pattern by recommending locations for residential communities as major contributions to urban structure and 24-hour downtown activity. Fundamentally, Central Louisville will never be a complete success until it provides amenity and quality in residential environments that will attract more people to live downtown as well as work there.

In general, these residential areas are situated between major employment centers so that residents can easily walk to work. (see Figure V-7) The predominantly residential uses of the Broadway and Old Louisville Plans place housing between the Medical Center and communications/media area. Similarly, the Central Louisville Development Plans concept for a residential community in the Second Street Corridor offers convenient walk-to-work opportunities to the Medical Center and the high-rise office towers of the financial district. Also, the existing residential development from Eighth to Thirteenth Streets is located within easy walking distance of the communications/media area to the south and the government and financial offices to the north. These three major downtown residential communities also are a short walk away from the centrally-located retail core.

These predominantly downtown residential areas build a continuity of land use linking downtown and its surrounding neighborhoods. Secondary retail uses also build these strong connections, particularly along Market, Muhammad Ali and Broadway to the west; Second and Third Streets to the south, and Market and Jefferson Streets to the east.

The Central Louisville Development Plan also projects a renewed interest in riverfront development. The northeast riverfront, in particular, offers residential and recreational opportunities north of I-64, Industrial park development is projected south of I-64 on both the east and west sides of downtown. This will expand the city's employment base while upgrading the existing riverfront environment.

Figure V-8 summarizes the land use concept for the Central Business District, indicating:

- 1) a compact downtown with 24-hour activities,
- 2) a pedestrian environment where jobs and shopping are within walking distance of home, and
- 3) stronger connections to both surrounding neighborhoods and the riverfront.

Figure V-9 translates this concept for downtown into geographic realities.

Figure V-10 elucidates the land use concept for all of Central Louisville, showing:

- 1) the secondary retail corridors and housing that connect the center city to its surrounding neighborhoods,

- 2) the stronger relation to the riverfront provided by recreational open space and residential development and
- 3) the riverfront industrial parks that will work with Station Park to provide a solid employment base for the city while upgrading its appearance.

The Future Activity Center map is a translation of this ideal concept into the physical realities of Central Louisville. A discussion of the individual activity centers follow.

#### 1. High Rise Office Towers

The Central Louisville Development Plan's concept for Future Activity Centers visualizes that the high rise office and financial center, located north of the retail core between Liberty Street and area immediately north of Main Street, will become an even more intense employment node. New office construction will undoubtedly be one of the major factors in the revitalization of downtown. An increase of 4.46 million square feet of private office space is projected in the Central Business District between 1975-85 and another 6.46 million square feet between 1985-2000.

The area offers excellent access to expressways and is directly within the core of downtown. Considerable growth is already taking place: five high rise towers are under construction (two in the Galleria and three at Riverfront Square) and at least another four projects are in various stages of planning (office headquarters for Liberty National Bank, Commonwealth Land Title Insurance Corporation, Farm Credit Banks the Humana). These are the driving forces for the enlargement of this activity center.

The two block area bounded by Market, Second, Liberty and Third Streets is considered as the primary location for a Sports Arena. However, if it does not appear that a Sports Arena is likely to be realized, the two blocks are recommended for development of high rise office towers as the primary use. The block between Main and Market from Third to Fourth and the southeast corner of Sixth and Main offer other high rise development opportunities.

#### 2. Medium Density Office Uses

Future medium density office uses are recommended to locate primarily in the area west of Fifth Street between Market and Broadway.

This area contains the concentration of local and state government offices along Sixth Street between Market and Muhammad Ali Boulevard and Federal government offices west of Sixth Street between Chestnut and Broadway. The area west of Armory between Muhammad Ali Boulevard and Broadway is dominated by single purpose offices resolving mostly

around the communications and media industries such as Bell Telephone, WHAS television and radio, the Courier-Journal newspaper, and Standard Gravure. Standard Oil also has offices in this area.

The area is close to both the retail core and existing housing in the Old Louisville, Russell and Portland neighborhoods. It is also within easy walking distance from the proposed market rate housing in the Broadway area and Second Street Corridor. All of these factors point to its continued development for medium density offices. There is presently considerable land available for development in this area. The area also has a large number of surface parking lots: even more land would be developable if existing surface lots was consolidated into multi-story garages. Four more areas are identified for medium density office uses. Most of the land within these areas is presently under office use. These areas are:

- a) the area bounded by Main, Brook, Market and Second Streets,
- b) the area along First Street between Liberty and Muhammad Ali Boulevard,
- c) the area immediately south of Chestnut Street between Third and Fifth Streets, and
- d) the area along Broadway between Second and Fifth Street. This area also contains the Brown Hotel, Fincastle Building, Commonwealth Building, Heyburn Building, Portland Bank Building and Macauley Theatre.

The area bounded by Main, Brook, Market and Second Streets is considered as a secondary location for a Sports Arena. In the absence of a Sports Arena being realized, the two blocks are recommended for development of medium density office uses.

Medium density office uses are allowed in two more activity centers; mixed uses/predominantly office and mixed uses/predominantly residential. Office uses can locate within mixed uses/predominantly residential activity centers provided they are compatibly integrated with the residential uses.

### 3. Primary Retail

The Plan's concept for Future Activity Centers recommends a more compact primary retail core in the area bounded by Liberty, Third, Chestnut and Fifth Streets. The area presently contains two department stores: Stewarts and Penny's, some office space, the Kentucky Towers apartments, the Seelbach hotel which is currently being rehabilitated and parking areas serving the retail core. Two 26 story office towers, a parking garage, a Bacon's Store and 85 smaller stores are currently under construction in the 400 block of Fourth Avenue, as a part of Galleria Project.

The recent growth in the construction of offices, hotels and new institutional activities in the vicinity indicates a future demand for more retail facilities. Areas within the existing retail core offer opportunities for future retail development. The area on the southeast corner of Fifth and Liberty Streets could support new retail uses along with parking facilities. The site on the northeast corner of Fifth and Chestnut Streets could support a future department store to anchor the south end of the core.

#### 4) Secondary Retail

Secondary retail uses are recommended in a number of areas in Central Louisville. These areas are:

- a) along Market and Jefferson Streets east of Second Street
- b) along Market Street west of Roy Wilkins Boulevard
- c) along Broadway east of Preston Street
- d) along Broadway west of Tenth Street
- e) along Third Street south of York Street
- f) along Muhammad Ali Boulevard between Fifth and Eighth Streets
- g) between Seventh and Eighth Street north of Garland Avenue
- h) on Eleventh and Chestnut Streets

In most cases secondary retail facilities already exist in these areas. For example, the area along Market and Jefferson Streets east of Second Street contains the Haymarket, speciality shoe stores, a grocery store and similar uses. The area along Third Street south of York Street contains auto-related businesses.

The area along Muhammad Ali Boulevard between Fifth and Eighth Streets is proposed to provide a strong connection between the retail core and residential development west of Eighth Street by providing new secondary retail uses. This area will also provide space to those secondary retail businesses that may be displaced from the primary retail core. The land in this area is presently mostly vacant or underutilized. These secondary retail uses provide a strong linkage between the downtown and the surrounding neighborhoods. Retail uses are also allowed in mixed use/predominantly office and mixed use/predominantly residential activity centers provided that the proposed use is compatible with the predominant uses. In exceptional cases, secondary retail uses may be allowed in other activity centers to complement the proposed pedestrian system. (See Figure VI-28).

#### 5. Residential

Residential use in downtown is recommended on the riverfront north of Interstate 64 between the Clark Memorial Bridge on the west and the Kennedy Bridge on the east. The area is currently occupied by a range of residential uses including a sand and gravel opera-



tion, a scrapyard, the Port of Louisville warehouse facility, Belknap warehouse and American Builder Supply. After providing for recreation and open space, the area could accommodate approximately 700 to 2,780 residential units at very high density (refer to Housing Section V. D.). However, the consequences of this concept for existing uses must be more fully considered.

In addition, several plans for adjacent neighborhoods have proposed residential developments. The Plan's concept for future activity centers incorporate these areas as residential areas. As many as 500 market-rate units each are projected in the Butchertown and Phoenix Hill plans. Old Louisville offers a housing potential between 1,850 and 6,540 new units. Another 900 to 1,200 market-rate units could be realized in the Russell neighborhood. Strong pedestrian linkages are proposed connecting the downtown with its surrounding neighborhoods so that many residents can easily walk to work.

Convenience neighborhood commercial uses are allowed in residential areas provided the proposed commercial use is compatible with the residential uses and serves the need of the neighborhood.

#### 6. Industrial

The Plan's concept for Future Activity Centers recommends a number of areas for industrial use in Central Louisville. These areas are:

- a) the area between Market and Interstate 64, west of Interstate 65
- b) the area between Interstate 65 and First Street from College to an alley just south of Magazine Street
- c) the Station Park industrial area mostly south of Broadway and west of Ninth Street
- d) the area between Thirteenth and Fifteenth Streets from Market to Magazine and
- e) area between Ninth and Fifteenth north of Main Street.

Substantial portions of these areas are already occupied by industrial, warehouse, and wholesale distributing uses. The Central Louisville Development Plan proposes consolidating industrial uses within these areas and upgrading them as attractive industrial parks. The industrial areas in the northeast and northwest of downtown are recommended for further study considering possible compatible integration of very high density residential use in portions of these activity centers.

#### 7. Hotel and Motel

The plan recommends three areas in Central Louisville for hotel and motel use:

- a) the area along Jefferson and Liverty Streets between Brook and Second,

- b) the area between Third Street and Fourth Avenue from Market to Liberty and
- c) the riverfront area on both sides of Fourth Street.

More conveniently located hotel rooms are needed in Central Louisville to support more convention business. A major hotel is presently under construction across from the Galt House on Fourth Street. The east Jefferson and Liberty street area is the only area that has potential for location of future hotel and motel facilities. This area contains the Holiday Inn, the Howard Johnson Motor Inn, the Travelodge and the Rodeway Inn. The area has immediate access to the North-South Expressway and is within easy walking distance to the Medical Center, the retail core and convention facilities.

Strong pedestrian connections are proposed between the hotel and motel areas and the retail core.

The Seelbach Hotel located on Fourth Avenue at Muhammad Ali is currently being rehabilitated and is scheduled for opening in May 1982. The Plan recognizes the Louisville Inn at Broadway and the Seelbach Hotel. The Plan supports the proposed rehabilitation of the Brown into a first-class hotel as part of the Broadway Plan. However, an appropriate alternate use for the Brown could be acceptable.

#### 8. Public Use

Four areas are recommended for public institutional uses. These areas are:

- a) the area east of Second and First streets between Liberty and College Streets primarily for the Medical Center
- b) the area between Fifth and Sixth Streets north of Main Street, for the Kentucky Center for the Arts
- c) the area on Eighth and Chestnut Streets, and
- d) the area on Chestnut between Eleventh and Thirteenth Streets, for educational uses.

The first area contains the Jefferson Community College, the Kentucky Education Association, the Brown School and Medical Center Complex. The Medical Center contains a number of hospitals, medical laboratories, medical education facilities and doctors' offices. A limited amount of space is earmarked for expansion of medical facilities to the east. The Plan's concept for Future Activity Centers recognizes the need for space for further expansion of medical facilities. It proposes that further expansion of the Medical Center should take place southward in the area bounded by Broadway, Preston, College and the North-South Expressway, particularly for parking and administrative uses. The area presently contains a mixture of uses including office, commercial, communications and residential. Some of these uses will no doubt remain in the area. The Plan projects that this southward expansion should negate adverse effects of Medical Center expansion into the Phoenix Hill neighborhood.

Jefferson Community College of the University of Kentucky system owns all the vacant land in northeast corner of Second Street and Broadway. The Plan's concept for Future Activity Centers recommends providing housing in this area for students and staff of Jefferson Community College as well as Medical Center employees. The open space pattern of the Broadway Plan is proposed to continue into the residential development in the Second Street corridor to connect both areas with the Medical Center along Gray Street. In addition, the open space concept would include a major connection from Guthrie Green and the retail core through the future housing pattern in the Second Street Corridor to the Medical Center and eventually to the Phoenix Hill neighborhood. The Plan encourages the State's cooperation in the realization of these important proposals. The Kentucky Center for the Arts is currently under construction in the northeast corner of Sixth and Main Streets. The remaining two sites identified for public uses are occupied by the Jefferson State Vocational Technical School and Manpower Skill Center and the Central High School, respectively.

#### 9. Mixed Uses/Predominately Office

The Plan recommends continuation of mixed uses with office as a predominant use in following three areas:

- a) Main and Market Streets between Fifth and Ninth Streets,
- b) the area between Seventh and Eleventh Streets from Magazine to Cawthon Street and
- c) the block bounded by Washington, First, Main and Second Streets.

The West Main and Market Street area contains a mix of office, retail and industrial uses. Most of these uses are in the West Main Street Historical Preservation District. A number of buildings have already been rehabilitated for office and retail uses. The Natural History Museum occupies a rehabilitated structure in the 700 block of Main Street. While some of the existing industrial and warehouse uses may continue to operate in their present locations in the short run, others may be displaced by the expansion of office and retail uses. The Plan contemplates that the remaining industrial uses would gradually relocate in the proposed industrial activity centers.

Similar to the West Main and Market Street area, the area in the southwest of downtown also contains a mix of office, retail and industrial uses. The area between Ninth and Eleventh Streets is a part of the proposed Station Park industrial area. The Station Park Plan proposes industry-related offices in this corridor. The area is attractively close to the medium density offices, retail core, proposed Station Park and existing housing in the Old Louisville and Russell neighborhoods. It is also within easy walking distance from the proposed market-rate housing in Old Louisville,

the Broadway Area and the Second Street Corridor. Because of these factors and because of sufficient developable land available, this area is considered appropriate for mixed uses predominantly office use.

The third area on Main Street between First and Second Streets contains a number of vacant structures of great historical and architectural importance. Most are considered very structurally sound. These structures could easily be rehabilitated for office or retail use: this adaptive reuse will be encouraged by the eastward expansion of the activity center of high rise office towers as the proposed Farm Credit Bank Building is realized.

10. Mixed Uses/Predominantly Residential (See Section V. D. Housing)

The Plan's concept for Future Activity Centers builds upon existing land use patterns by recommending locations for high density market-rate housing in Central Louisville. The plan visualizes employment concentrations:

- a) north of the retail core with financial offices,
- b) the communications and media area on Sixth Street, and
- c) the medical center to the southeast.

In the center of these three employment nodes is the retail core running from Liberty Street south to Chestnut Street. Directly south of the retail core between Chestnut Street and Broadway, new mixed land uses that are predominantly residential are envisioned. This proposal, contained in the Broadway Plan, calls for 1,500 units of market-rate housing with surrounding office towers, commercial entertainment and parking facilities. The open space areas are designed to provide convenient pedestrian linkages to the communications and media employment center to the west, the Medical Center to the east and the retail core to the north.

As an extension of the Broadway Plan, the Plan's concept for Future Activity Centers proposes the continuation of this residential community into the Second Street Corridor. This area is occupied predominantly by surface parking lots and is essentially a void in City's fabric. The Second Street Corridor could accommodate mixed uses of offices, supporting commercial uses and parking facilities along with very high density housing-somewhere between 450 and 1800 dwelling units. A residential community in the Second Street Corridor would link the Medical Center to the retail core and to the rest of downtown.

These residential areas are located so that residents can easily walk to work or shopping. The Plan recommends a comprehensive urban design and economic feasibility analysis of proposed housing in the Second Street Corridor to explore the type of residential and mixed use community that could be realized.

There are two more areas recommended for high density housing. The first area is the Kingfish Restaurant property along the river. The Central Louisville Development Plan recommends a high rise residential tower in this location incorporating the restaurant along with customer and tenant parking. Approximately 106 to 424 units could be developed on this site at very high density.

The second area recommended for high density housing is between Broadway and York Street and extending south along Fourth Street. The Old Louisville Neighborhood Plan proposes mixed office and residential use in this area. The area presently contains office buildings such as the Bank of Louisville and the Heyburn Building, auto-related uses and institutional uses. Combining very high density residential uses would provide a transition from very intensive uses downtown to the medium density residential character at the heart of Old Louisville. Of all the Central Louisville neighborhoods, Old Louisville has the most direct connection to the Central Business District. Based on very high density, between 1050 and 4200 housing units can be provided in the area.

Another two areas in Central Louisville are considered to have some potential for very high density residential developments. These are the proposed industrial activity centers in the northeast and northwest of downtown. The Plan recommends that these two areas be upgraded as attractive industrial parks and that in planning these areas, consideration should be given to the possible compatible integration of very high density residential use.

Finally some existing buildings in various activity centers offer the potential of conversion from non-residential uses into housing. Preservation Alliance is currently exploring the possibility of conversion of such buildings in greater detail in the Downtown Residential Opportunity Study. This study, scheduled for completion in late 1981, should offer a more realistic nation of the residential conversion potential of existing buildings in Central Louisville.

#### D. HOUSING IN CENTRAL LOUISVILLE

##### 1. Introduction

The Goals Committee for the Central Louisville Development Plan placed housing towards the top of its agenda: two of the top ten goals of highest priority related specifically to developing housing opportunities in Central Louisville.

The Goals Committee felt "that housing should be developed in conjunction with support services and in relation to major activity centers."<sup>7</sup> The Committee also expressed that housing "should ensure integration of all socio-economic groups." Many programs presently aid lower-income citizens in finding

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<sup>7</sup>Goals Six and Seven of Goals and Objectives, Central Louisville Development Plan, 1981.

decent housing under the City's Housing Assistance Plans and Community Development strategies. While the scale of the effort is still not equal to the magnitude of the problem, there are presently no market-rate residential opportunities in Central Louisville of a sufficient critical mass to provide the integration necessary to support a viable downtown. In short, the Central Louisville Development Plan encourages "the formation of a viable housing market"\* for residential communities providing a variety of opportunities for living in Central Louisville.

a. Living in Central Louisville: The Attractions

Living in Central Louisville offers more than just the convenience of walking or taking a short bus ride to work: the retail core offers a vast array of shops and stores that will be significantly strengthened by the Galleria; the concentration of the recreational facilities of the YMCA, YWCA, Louisville Athletic Association and Downtown Athletic Association as well as the recreational open space of the Belvedere, Central Park and other neighborhood facilities are particularly enticing; the entertainment to be found in Central Louisville's fine restaurants, theatres, opera, ballet, and symphony as well as its bars, pubs, nightclubs, and other attractions will be further highlighted by the Kentucky Center for the Arts. All of the above constitute a rich variety of quality, first-rate facilities to have in one's neighborhood.

b. The Benefits

In the same way that convenient shopping, cultural and recreational facilities of the highest quality are a part of the drawing card to bring people downtown, the presence of people living downtown ensures the success of these activities. Indeed, new urban dwellers form a captive market that will demand quality in their environment. They will provide the population to make the downtown a 24-hour activity center. The presence of people on the streets during most of the day and evening will ensure a more secure environment.

People living downtown will not be forced to use the automobile as a daily habit. This should decrease or halt the growth of commuter traffic, which will further offer the benefits of decreased traffic congestion, unhealthy air pollution and extravagant energy use.

One should note that the daily coming and going of commuters to the Medical Center generates traffic equivalent to that of the rest of the Central Business District. Therefore, new housing in Central Louisville should appeal to the market of Medical Center workers as much as it reaches out to people employed in the C.B.D. with an attractive, affordable and secure housing environment.

2. The Potential For Market Rate Housing In Central Louisville

There are various projects for market-rate housing downtown that are either "on-the-boards" or under construction. In addition, several plans for adjacent neighborhoods have proposed "new town-in-town" residential developments. However, there has been no comprehensive review of the total potential for market-rate housing in Central Louisville. In particular, no study has assessed whether there is a market for all of this proposed housing.

This initial evaluation is preliminary; further site design and market analysis will be required to fully assess the housing potential in Central Louisville. Moreover, the realization of this residential potential is a 20 year endeavor; changing circumstances will require a regular review of the scorecard in reaching these important goals.

a. Butchertown

The Butchertown Neighborhood Plan identifies two major sites for new residential construction on old landfill sites -- one north of Webster and Quincy Streets, another on the present location of the City tow lot. The concept for these sites includes 400 detached single family and attached townhouse units for the middle to upper-middle income market possibly oriented towards families. The sites are just above the flood plain. State sanitary engineers have indicated that construction on the old landfill sites is probably feasible. Initiating the project requires relocation of the City tow lot and perhaps City planning and acquisition aid.

The Butchertown Plan also calls for rehabilitation of at least 100 units on scattered sites and new infill construction of about 100 units on vacant lots. This housing is projected for a mixture of lower, middle and upper middle income housing. Some of the rehab apartments will be over existing commercial storefronts on Jefferson, Market and Main Streets. Assuming that half of the rehab and infill units are subsidized to avoid displacement of existing residents, there is a total of 500 market rate units projected in the Butchertown Plan.

b. Phoenix Hill

There are only about 200 new units projected for the Park Area redevelopment of Phoenix Hill. This is a major private sector initiative for market-rate single-family homes and townhouses aimed at middle and upper middle incomes. The Homebuilders' participation in this project requires several first steps. The \$16 million rehabili-

tation of the 800 units within Clarksdale Public Housing must be underway, along with the passage of the Urban Renewal and Neighborhood Plans, the City acquiring property and relocating residents, building the new 7 acre park, etc.

About 600 units of existing housing are to be rehabilitated. These are targeted for low to middle income residents; Community Development aid and/or Federal rent subsidies are required if existing residents are not to be displaced.

The Neighborhood Plan is not clear whether only the new construction is intended for market rate occupants from outside Phoenix Hill or whether some of the rehabilitation units may appeal to this market. If one assumes half of these rehabilitated units are subsidized, the total market-rate potential in Phoenix Hill would jump from 200 to 500 units as a maximum.

c. Smoketown/Jackson

No market-rate units are projected for Smoketown/Jackson in the foreseeable future. A neighborhood plan is scheduled to begin for this area later in 1981.

d. Old Louisville

Old Louisville offers the strongest potential for market-rate housing of all the neighborhoods adjacent to downtown. This is not surprising: it also has the most direct connection to the Central Business District of any of the neighborhoods as well as a pleasant environment of quality historic homes at its center. Unlike most of Central Louisville's neighborhoods, it was originally founded as a fashionable residential suburb for upper class gentry.

The neighborhood offers significant residential development opportunity particularly at its north edge leading to the Central Business District. The recent move by Preservation Alliance to develop 18 condominium units at Fifth and York Streets along with the condominium development at Fourth and Park are the only substantial market-rate homeownership opportunities being pursued in Central Louisville at the present time. These relatively modest-scaled projects are "testing the waters" for larger new developments that are in the planning stages. They provide just a hint of the large-scale development opportunities that exist in Old Louisville.



The Old Louisville Neighborhood Plan projects an area of mixed office and residential use roughly from Broadway to York and from Third to Ninth Streets. There are presently several office buildings in this area that form the basis for an expanded office center, such as the Bank of Louisville and Heyburn Building. Combining very high density residential uses would provide a transition from the intensive land uses downtown to the quieter residential character at the heart of Old Louisville. This high rise housing towards the north edge of the neighborhood would build upon an established base of successful market-rate apartments that includes the 800 Building, the Weissinger-Gaulbert, York Towers and Hampton Hall -- all of which have a high occupancy rate and most even with waiting lists.

The 800 Building, for instance, has 247 units that are all occupied along with a waiting list of thirty names. A two bedroom apartment rents for \$275-\$350. The 800 Building has very high density that is well over 200 units per acre. The Comprehensive Plan for Louisville and Jefferson County defines "very high density" as greater than 35 units per net acre, which is easily achievable through mid-rise construction.

For the purpose of estimating the housing potential of very high density areas within Central Louisville, 35 units per net acre will be used as a lower estimate; in many cases urban housing at this density or lower may not be economically feasible. Four times this number, 140 units per acre, will be used as the higher estimate. While some very high density projects may require even more units per acre than this, most projects at densities far exceeding this will probably lack the amenities necessary to market such housing or will bring more units to market at one time than the actual demand will immediately support.

These density assumptions of 35 and 140 units per acre will be employed in estimating the potential range of housing development in very high density areas in Central Louisville. If one assumes that half of the land in this mixed office and residential zone at the north edge of Old Louisville is used for housing, about 600 to 2,400 units are potentially developable.

Another 450 to 1,800 units just south of this area could be developed between Fourth and Fifth from York to Breckinridge. Considerable interest has been expressed in the old Cooke-Pontiac property here that is currently owned by the City. Local developers have begun to assemble other properties in the vicinity with residential development in mind.

The Old Louisville Plan prepared by Miller, Wihry and Lee proposed another high-rise development between First and Second from Jacob to Breckinridge. This "Towne Center" concept has been preserved in modified form in the Old Louisville Neighborhood Plan with the potential of 350 to 1,500 units of market-rate housing. Another 80 to 320 units of very high density housing are possible on scattered infill sites near the Free Public Library. This completes the picture of very high density development at the north of Old Louisville.

Other housing prospects in Old Louisville would occur at high densities between 12 and 35 units per acre. Two hundred to 350 units could be developed just south of the Towne Centre area from Breckinridge to Kentucky between I-65 and Second Street.

The Limerick area to the west offers some longer range potential for housing development. About 100 units are developable on scattered sites between Breckinridge and Oak from Fifth to Seventh. An area of more concentrated development is possible west of this from Seventh to Ninth Streets yielding about 150 units. It is probable that a significant number of these units in the Limerick area would be subsidized for a low to moderate income market. This study shall assume that half of the units are market-rate.

A small property at Third and Hill offers a residential opportunity of about 20 units. If the Court of Appeals denies a pending request for commercial zoning at Sixth and Hill, another 20 units could possibly be built on this site. This yields an approximate total potential between 1,850 and 6,540 new units of market-rate housing in Old Louisville.

e. California

No substantial number of new market-rate units are foreseen in the California area. The Station Park industrial zone will require some relocation housing. About 100 units of elderly housing is proposed by the Amarcon Corporation.

f. Russell

The Russell neighborhood was a fashionable residential community of fine homes in the early twentieth century. Its recent neighborhood plan attempts to regain some of that pleasant splendor by projecting a variety of residential development opportunities that are available today. The Pilot Housing Project centered around the newly refurbished Hampton House at 2422 West Chestnut

Street proposes to develop about 100 units of rehabilitated and new infill housing over the next five years. This will set the stage for the construction of about 1,000 units of medium density housing. This long-term project proposes to widen homeownership opportunities for low and moderate income residents through HUD programs 234, 245 and 265 that support condominium, cooperative and single-family housing mortgage financing.

The Neighborhood Plan also projects new market-rate housing between 15th and 21st Streets from Broadway to Market. This medium density project would provide 900 to 1,200 units at 5 to 12 units per acre. Housing at this density would probably be oriented to middle income families. This major Urban Renewal project would require careful planning and the relocation of existing residents into other rehabilitated housing. Planning for the project will not begin at least until 1982 as to give time for the Pilot Housing Project to be well underway in producing suitable relocation housing. Of the total 2,000 to 2,200 units projected for Russell, 900 to 1,200 are the probable number of market-rate units.

g. Portland

The Portland Neighborhood Plan projects no new market-rate housing aimed at an outside population. Infill housing construction is recommended between 15th and 22nd Streets as part of a projected Urban Renewal plan; about 118 new units are needed to replace existing unsafe and uninhabitable structures. Seventy units of elderly housing are to be developed between 34th and 35th Streets. Presently, almost 16% of the 5,000 total dwelling units in Portland are vacant; the Neighborhood Plan proposes an extensive rehabilitation program that will require continuing City Community Development aid and Federal subsidies.

h. Central Business District

The CBD has not traditionally been thought of as the site for a residential community. Perhaps, however, the downtown will never be a complete success until people are living there and supporting all of its uses on a daily basis. A downtown residence could offer an immediate, convenient walk to work, shopping and entertainment in under 10 or 15 minutes for most people.

A downtown residential environment would support many of the Goals and Objectives developed in the first phase of the Central Louisville Development Plan. People living downtown would turn it into a vital 24-hour activity

center. They would offer the driving force to "pedestrianize" the center city as was expressed as a goal of both the R/UDAT and Goals Committee processes. Their presence on the streets, sidewalks and open spaces would make the environment seem more comfortable and safe. Open space linkages between places of work, shopping and home would provide the pleasant, amenable environment so important to the center city.

Downtown residents would support local retailers, giving a major "shot-in-the-arm" to the city's economic development. In short, the creation of a downtown residential environment, in concert with those of adjacent neighborhoods, may be the single most important development opportunity to pursue for the downtown.

There is already one new major residential development under construction; two hundred apartment units are being developed as part of the Riverfront Square project at 4th and Main Streets.

Also along the river is the Kingfish property. This successful restaurant sits on almost three acres, most of which is occupied by surface parking. A residential tower in this location would afford a spectacular view of the river and be in a central location well-connected to the rest of the city. Approximately 106 to 424 units could be developed on this site at very high density. The housing development could still incorporate the restaurant along with customer and tenant parking.

Another site of localized residential development is the southwest corner of the Galleria project at Fifth and Muhammad Ali. The area has the potential for developing up to 75 units or more at very high density.

Further study is required to determine whether the Republic and Molee Buildings could be converted to residential use, though they appear to have sufficient floor area.

Other existing buildings offer the potential conversion from nonresidential uses into housing. In October of 1979, The Third Century's Residential Development Committee with the assistance of the Landmarks Commission produced a list of almost 50 downtown structures that had residential conversion potential. While the feasibility of conversion to housing was not explored, in depth, these buildings contained a total of almost 1.3 million gross square feet.

Certainly many of these buildings will not be economically feasible for residential conversion or might be more suitable for other uses. In fact, some have already been rehabilitated for non-residential use since 1979. Most are isolated buildings; they are not part of a total residential environment. Many already contain viable uses; it would be inadvisable to promote residential conversion where these other uses are appropriate to the location.

However, if one were to assume that one-third of the existing built area on The Third Century list were converted to residences at 1,000 square feet per unit, about 425 new units would result. Preservation Alliance is now in the process of exploring these and other structures in greater detail; their Downtown Residential Opportunity Study should be available later in 1981. It should offer a more realistic notion of the residential conversion potential of existing buildings in the CBD.

Perhaps the most ambitious residential concept under development is the Broadway Plan. This bold proposal calls for 1,500 units of luxury housing with surrounding office towers, commercial, entertainment and parking facilities. The terrace and high-rise housing would look out onto a pedestrian plaza stretching from Second to Fifth Streets that would be perpendicular, but connecting to Fourth Avenue. Local automobile access would be provided at Fourth Street with mid-block connections east to Second and west to Fifth Street.

The project aims to establish a critical mass of first-rate, quality urban housing necessary to create a total residential environment. It offers pleasant open space amenity and convenient pedestrian linkages to the communications and media employment center to the west, the Medical Center to the east and the retail core to the north. The development provides a residential transition to the Old Louisville neighborhood to the south yet helps to center the retail core to the north as a more compact area. The 600 Block of the River City Mall is currently plagued by many problems; the Broadway Plan would create an important 24-hour activity center in this area between Chestnut and Broadway.

The original "Concepts for the Broadway Area" by Zuchelli, Hunter and Associates projected that the Brown Hotel would be re-used as a first-class hotel. Recently, some doubt has been expressed as to whether its highest and best use could be established by a hotel or a major corporate regional headquarters. The Broadway area could

probably accommodate either use. However, the decision-makers associated with the development see the Brown Hotel as the cornerstone of the entire project in many ways; movement one way or another on the Brown is probably necessary to seeing the rest of the project progress. Moreover its re-use must be compatible with the rest of the Broadway Plan. The Broadway Group is currently pursuing detailed feasibility and marketing analysis to initiate this keystone development.

As an extension of the Broadway Plan, the Central Louisville Development Plan proposes the continuation of a residential community into the Second Street Corridor. In examining the existing urban structure, the Advisory Board observed that this area was occupied predominantly by surface parking lots. The Goals Committee and Design Subcommittee stated early in the planning process that such surface parking lots constituted an extremely inefficient use of land; fundamentally, the success of Central Louisville depends on its ability to "park people, not cars"<sup>8</sup> in these areas to create a vital 24-hour downtown activity center. With this in mind, the Advisory Board indicated that a residential community primarily between Second and Third from Broadway to Liberty would be an ideal contribution to Central Louisville's urban structure, filling what is essentially a void in the city's fabric.

A residential community in the Second Street Corridor would link the Medical Center to the rest of downtown. People living there could easily walk to work in the Medical Center to the east or the financial and business office districts to the north and west. Housing in this area would offer immediate pedestrian access to the downtown retail core. This residential community would add to the continuity of critical mass of the Broadway and Old Louisville Plans.

Like the Broadway Plan and the proposed housing development between Broadway and York in Old Louisville, the Second Street Corridor could accommodate mixed uses of offices, first-floor supporting commercial uses and parking facilities along with very high density housing. The area could accommodate somewhere between 450 and 1,800 dwelling units depending on density assumptions. In actuality, 450 units would probably not lead to an economically feasible project, while 1,500 units is probably a more realistic maximum because of space limitations. Parking for residents and outside commuters could be provided either in underground garages or in garages incorporated into the buildings above the first-floor commercial uses.

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<sup>8</sup> Quotation from a participant in the Goals Committee and Design Subcommittee process.

A concept plan (see Fig. V-11) indicates how such a residential community would fit into the existing urban structure. It should not be viewed as a firm development plan, but as a notion of the pedestrian connections and open space necessary to create a total residential environment. Housing along Second Street would look over the open space of the Second Street Mall that would stretch from Liberty Street south to connect with the plaza of the Broadway Plan. The Broadway Plan concept of housing and other uses would be extended east between Second and First Streets to form Gray Place. Landscaped sidewalks would connect from Gray Place and the Second Street Mall east to the Medical Center at Gray, Chestnut and Muhammad Ali. There is need to explore the modifying of Gray Street between First and Brook to provide a stronger pedestrian connection from the Broadway Plaza and Second Street Mall to the Medical Center.

Having made strong pedestrian linkages to the Medical Center to the east and Broadway Plan to the south, it necessary to connect to the River City Mall to the west. The extension of Guthrie Green and the provision of setback plazas along Chestnut Street to be known as Chestnut Place between Second and Third Streets would accomplish this important linkage. Landscaped sidewalks along Liberty, Muhammad Ali and Chestnut would also support the pedestrian connection between the Second Street and Fourth Avenue Malls.

In summary, development in the Second Street Corridor must be seen as a vital contribution to downtown as a 24-hour activity center and the urban structure of Central Louisville itself. There is a need for more comprehensive urban design and economic feasibility analysis to explore the type of residential and mixed use community that could realized.

There are two more sites considered for potential residential use in Central Louisville. Both are riverfront sites at least partially within the floodplain. Any construction in these area would have to comply with the floodplain regulations. However, variances from these regulations can be granted by the Planning Commission.

The first area is north of Interstate 64 at the riverfront between the Clark Memorial Bridge on the west and the Kennedy Bridge on the east. The site is presently occupied by a range of industrial uses. There is a scrapyard that occupied the site more because of the rail than river access; it is our understanding at this time that it does not utilize barge transport and could be relocated to a more appropriate location. Just east of the

scrapyard is the Port of Louisville warehouse facility, whose lease expires in 1992. The Advisory Board felt that this use could be relocated to the Riverport facility in southwestern Jefferson County, with an appropriate transfer of development rights or revenue benefits to the City of Louisville on a continuing basis. This would open up a site of over five acres right at the river's edge. Very high density housing could realize 188 to 750 units.

This riverfront community would be bordered on the east by the Belknap riverfront warehouses and on the west by the sand and gravel operation. While both are viable river-oriented industrial uses, they are not aesthetically unpleasant and could probably be good neighbors to a residential development in this area. However, the Advisory Board concluded recreational open space and residential uses are most desired at the river's edge. They suggested that the sand, gravel and warehouse operations could be moved south of the expressway to open up the riverfront for residential development. This would add over fourteen additional acres, which could yield another 500 to 2000 units at very high densities, or a total of almost 700 to 2,780 units along the eastern riverfront. The Riverfront Plan to be completed in Fall of 1981 will study this area in more detail; the Advisory Board recommends that the Riverfront Plan provides for open space easements at the river's edge that could create a pleasant pedestrian and bicycle connection back to the city.

Just south of this residential site on the downtown side of the expressway is an area presently occupied by railroads, scrapyards and other industrial uses. It is a large area from Washington Street north of I-64 between the Clark Bridge west to I-65. The Central Louisville Development Plan proposes that this area be upgraded as an attractive industrial park. In planning this park, consideration should be given to the possible compatible integration of very high density residential use. Quality standards would ensure industrial development compatible with the rest of the city. This new industrial park would offer approximately 36 acres of development opportunity. It would provide excellent relocation sites for riverfront industrial uses. Easements in the residential area to the north would provide corridors for the necessary conveyors that would bring materials from the wharf, under (or possibly over) the expressway to these new industrial sites. Such extensive conveyor systems would probably result in increased costs for the sand and gravel that is used in virtually all construction in Central Louisville. The economic consequences of the relocation of riverfront industries south of the expressway needs to be fully explored in greater detail.



The second river-oriented area considered for residential development is along the northwest riverfront just beyond the fringe of the Central Business District. The 48 acre area presents roughly 3 sites of potential residential development: 1) a largely vacant 26 acre area north of Rowan to I-64 between Tenth and Fifteenth Streets with links to Main at Twelfth and Fifteenth Streets, 2) about 8 acres north of Rowan to I-64 between Fourteenth and Seventeenth Streets with handsome existing brick warehouses and some deteriorated neighborhood fabric with potential for a combination of adaptive re-use and redevelopment, and 3) about 14 redevelopable acres between Seventeenth and Nineteenth Streets north of the expressway along either side of Northwestern Parkway. Together these areas have the potential for 1,700 to 6,800 units at very high density.

Residential development in this area poses four principle advantages and disadvantages. On the plus side, residential development here offers:

- 1) convenient proximity to the C.B.D.,
- 2) the amenity of a river view,
- 3) a continuity of land use linking up the C.B.D. with West End residential neighborhoods, and
- 4) a high riverfront site that is less affected by flooding and floodplain regulations than most others proposed for residential use.

In addition, there are other plans on the drawing board that would support this residential community. The Portland Neighborhood Plan calls for a bikeway and pedestrian esplanade at the river's edge that would connect to the West Main Street Preservation District and the Beveledere as a link to the financial district. This riverfront open space would also connect to the extensive recreational opportunities offered by Shawnee Park to the west. Shippingport Island would also be opened up for recreational uses. This greenway would be an important contribution to Central Louisville's urban structure that offers the potential of linking housing in this west riverside area to the heart of downtown.

However, the area presents several disadvantages to potential residential development generally centering around the area's isolation from the rest of Central Louisville:

- 1) it is surrounded on the Main, Fifteenth and Nineteenth Street edges by stable industrial uses,
- 2) the elevated expressway blocks part of the river view and presents a noise nuisance,

- 3) the area is criss-crossed by railroad tracks that are scheduled to be used even more frequently in the future, and
- 4) the floodwall presents a physical and visual barrier to the river.

There are technical means to address most of these problems, however, any of them would add to the cost of the residential redevelopment of the area. Whether or not this would make development costs prohibitive deserves further study.

However, the subcommittee of the Advisory Board charged with investigating this area concluded that it would be easier to support industrial uses here than residential. They recommended that the area be upgraded and marketed as an industrial park similar to that south of I-64 on the east riverfront. Combined with the 36 acres of the proposed industrial park on the east riverfront and the 173 acres of Station Park, Central Louisville would offer 257 acres for quality industrial development. Further study is needed to determine if this entire area can be supported of industrial use.

Many industries are presently leaving the west riverfront area. Others have recently received financing through LIDA bonds and LEDCO loans, indicating a commitment to stay in the area. The City must determine a unified policy about which uses to support. The area is not being studied in detail in any of the neighborhood plans. Further study is required to compare the actual feasibility of developing and marketing this area as a residential community versus an industrial park. The consultants for such a study should be familiar with waterfront redevelopment in other cities -- both residential conversion and industrial redevelopment.

3. Summary of the Market-rate Housing Potential in Central Louisville

The following table summarizes the above discussion of the potential for market-rate housing in Central Louisville.

<u>Location</u>	<u>Projected Number of Market-Rate Units</u>
Central Business District*	2330 - 4000
Butchertown	500
Phoenix Hill	200 - 500
Smoketown - Jackson	---
Old Louisville	1850 - 6540
California	---
Russell	900 - 1200
Portland	---
<hr/>	
TOTAL	5780 - 12,740 new units

While this is a broad estimate, it does present the scope of potential residential development in Central Louisville. Realizing this housing potential is certainly a twenty year endeavor, which indicates a production of about 300 to 600 units per year.

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\*The Central Business District estimate does not include the approximately 2,400 to 9,580 units projected for the riverfront areas that presently have industrial uses nor the estimated 425 units that might be possible through the conversion of existing downtown buildings to residential use. The Riverfront Plan and Preservation Alliances Downtown Residential Opportunity Study should provide a more accurate notion of the residential potential of these areas and their desirability within the urban structure of Central Louisville when they are published later this year. However, including these 2,825 to 10,005 additional units results in a total of 8,605 to 22,745 total projected units for Central Louisville, or about 430 to 1,137 per year over the next 20 years. This later figure appears to be beyond the number of units that the market could reasonably support; realizing the higher number of units is probably beyond a twenty year agenda.

a. Economic Implications

The economic implications of developing residential opportunities in Central Louisville are enormous. The 1976 average household income in Eastern Jefferson County was almost \$25,000. Downtown retailers have found it difficult to compete with suburban shopping malls in attracting substantial numbers of people from this market to come downtown to shop on a regular basis. However, developing residential opportunities in Central Louisville oriented to this market will provide a new retail market that will want to shop downtown. They will demand quality and are willing to pay for it. People living in and around downtown will also support a vibrant nightlife to an unprecedented scale.

Consider the magnitude of economic opportunities offered by this new in-town retail market: Assume that 50% of the \$25,000 average household income of the 5,700 to 12,740 residences that could be realized between now and the turn of the century could be spent on goods and services in the downtown. This would provide at least between 72 and 159 million dollars to the downtown economy on an annual basis. From now until then, building 300 to 600 new market-rate housing units per year would add an additional 3.75 to 7.5 million dollars each year to the coffers of downtown merchants. In many ways, providing quality market-rate housing in Central Louisville may be the only road to achieve the fullest measure of success for downtown retailers.

b. Priorities for Market-Rate Housing

In pursuing these vitally important, but diverse residential opportunities in Central Louisville, priorities must be set for those projects that require public assistance or seed money for feasibility studies, market analysis, urban design, land assembly, site preparation or a parking garage.

The Broadway Plan deserves the strongest public support and assistance of all of the proposals for market-rate housing in Central Louisville. It is vitally important to the City's urban structure and its success will spur further housing development in the Second Street Corridor and the northern portion of Old Louisville. The Advisory Board felt that this highest priority status should remain with the Broadway Plan for three years; if no substantial progress is seen in that time in implementing the Broadway Plan, the City should review its sense of highest priority areas for residential development.

The Advisory Board also felt that while the Broadway Plan deserves primary consideration for City assistance, it does not preclude other residential development. Indeed, the City should promote other residential development in Central Louisville as long as it does not threaten the successful implementation of the Broadway Plan. It was felt that several locations identified for market-rate housing would probably not require public seed money to the same degree as the Broadway Plan, if at all.

The pursuit of other market-rate housing opportunities should provide a balance between neighborhood and downtown locations and consider foremost those that are important contributions to the urban structure of Central Louisville. Additionally, the City's promotion of market-rate housing should not conflict with its programs for providing improved housing for low and moderate income groups.

4. Market Rate Housing In Central Louisville: Does The Market Exist?

a. Background History of Housing Trends

Central Louisville has not recently been considered a pleasant place to live. However, this was not always the case. In the boom years before the turn of the century, Louisville was at the highest position of importance it has ever attained among American cities. At that time, housing in Central Louisville made the city stand "pre-eminent among all as the 'residence city of America.'"<sup>9</sup>

Central Louisville displayed itself as a "city of beautiful homes...

There is no city in the Union where the domestic relations of the people are more charming than they are here... nowhere does one find more comfortable houses, more ready hospitality, more generous living, or a more thorough air of ease, quiet and luxurious comfort than in the dwelling places of Louisville... There is an invitation in the ample lawns and cheerful fronts that stretch for miles along the streets of the city."<sup>10</sup>

<sup>9</sup>Louisville Directory (1888), as quoted in Old Louisville: The Victorian Era by Samuel W. Thomas and William Morgan, Data Courier, Inc., Louisville, Kentucky, 1975, p. 36.

<sup>10</sup>"Architecture", The Courier-Journal, March 19, 1887, as quoted in Thomas and Morgan, Ibid., pages 86-7.

However, the past eighty years have seen a steady suburbanization of residential life: first, into the street car suburbs of the Highlands to the east and the Parkland community to the west with Clifton, Crescent Hill, Shawnee and neighborhoods south soon following. Then the automobile opened up extensive residential opportunities in Saint Matthews and other areas outside the city limits.

However, the largest suburban expansion followed the Second World War. Returning servicemen were ready to get married and have a family. The post-war FHA and VA mortgage programs in an expanding economy amounted to a virtual land grant to the ex-soldiers for service to their country. They received their lot just like the soldiers who fought for George Rogers Clark in originally founding Louisville; however, that new lot was probably located outside the city. They colonized the cheap and plentiful land of the suburbs in unprecedented numbers: more than a hundred subdivisions were carved out in 1956 alone.

A 1942 plan for the city had recognized this would be the post-war agenda for a car-oriented culture. It called for improved automobile access from the suburbs and increased off-street parking downtown.

By 1949, the pattern had already been established inside Central Louisville, as one newspaper article noted:

"wrecking companies said yesterday the majority of their business in the past two years has consisted of tearing down old dwellings to provide space for automobile parking, used-car lots, and new car showrooms."<sup>11</sup>

Thus, downtown became a place to park cars rather than people; the 'pre-eminent residence city of America' became little more than a vast parking lot. At five o'clock, the office workers and merchants had to retreat in their cars to suburbs that looked like those anywhere else; this was because many of the unique, viable residential communities of 'luxurious comfort' and 'ample lawns' no longer existed in Central Louisville.

The absence of models for quality urban housing opportunities contributed to the dominance of a suburban 'country-club' mentality in the housing market. The continuing success of large-scale suburban developments like Hurstbourne and Plainview is solid testimony to the durability of this attitude.

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<sup>11</sup>Courier-Journal, October 6, 1949, as quoted in Thomas, op.cit., page 240.

However, there are profound changes at work in the demographics, economics and policies of our society that are apt to break housing loose from exclusively suburban locations and create demand for urban residential opportunities.

b. The Limits to Suburban Growth

While the eighties will see a strong demand for housing, the suburbs will be less able to accept large scale residential development. Much of the prime suburban land has already been developed. Environmental regulations have limited developments on steep slopes and flood plains. Remaining land is increasingly expensive. Developers are already pursuing more attached multi-family housing to justify high land costs and because this is what much of today's market affords and demands. Zoning controls on setbacks and minimum lot sizes are other obstacles to denser suburban development. Moreover, current suburban residents are often opposed to any development that changes the low-density nature of their environment. For example, recent zoning cases regarding the Saint Thomas Seminary and Cypress Station properties in Eastern Jefferson County met with the most strident opposition from existing suburban residents.

This does not mean that suburban residential development will come to a screeching halt. Despite increasing constraints, there will be continued growth in the suburbs; however, this will not be to the degree of the sprawling suburban explosion of the fifties and sixties.

There is some indication that this curtailing of rapid suburban expansion is already taking place; the growth boom that Oldham County enjoyed in the seventies has dwindled. Many people are changing their perceptions of what is a desirable and convenient place to live. Some are already looking toward the city. Perhaps this shift in attitude was best symbolized when Louisville hosted the National Back to the City Conference in June 1979.

c. Housing Affordability: Changing the Shape of Housing

These changing perceptions are being spurred by the dual forces of economics and demographics. Both factors are deriving the price of housing to new highs. The average price of a new detached single family dwelling in Louis-

ville and Jefferson County was \$70,807 in 1978.<sup>12</sup> This was up 11.8% over the average price just a year before. However, the average price had skyrocketed almost 65% over the early seventies average that hovered around \$45,000. Fewer and fewer families can afford new homes at these escalating price tags. Moreover, financing the purchase of even the most modest of existing homes at today's interest rates becomes prohibitive for more and more families.

The escalating costs of energy - both for transportation and thermal comfort - are also influencing the affordability of housing. The decontrol of natural gas prices will lead to a doubling and quadrupling of the cost of heating and cooling the conventional home in a relatively short amount of time. Many homeowners will soon be paying more each month for energy than for their mortgage.

d. Demographic Trends: The New American Household Wants A Different Kind of Home

The cost of homeownership will continue to rise also as demand outstrips supply: the demographic bulge of the fifties' baby boom has grown into a generation of housebuyers in the eighties. Moreover, the household structure of that generation is dramatically different than its suburban child-rearing predecessor. More people are marrying and raising children later in life than their parents. These couples are having fewer children when they do decide to become parents. Divorce is on the rise, affecting forty percent of all marriages through the eighties. In Jefferson County, divorces create over 5,600 new households per year.<sup>13</sup>

All of these factors are leading to smaller, more numerous households. While the total number of households nationally has grown by about 45 percent since 1950, the number of single person households has grown 70 percent, multi-person households without children by 55 percent, and elderly households by almost 60 percent.<sup>14</sup> The average household size in Louisville decreased from 2.88 persons in 1970 to 2.63 persons in 1977, with all signs indicating a continuing trend toward smaller households.<sup>15</sup>

<sup>12</sup>The figures are drawn from Colloredo Associates, Inc., Housing Market Analysis for Phoenix Hill, Louisville, Jefferson County, Kentucky, 1979.

<sup>13</sup>Colloredo Associates, Inc., op.cit.

<sup>14</sup>Lawrence O. Houstoun, Jr., "Market Trends Reveal Housing Choice for the 80's", Journal of Housing, February, 1981.

<sup>15</sup>Colloredo Associates, Inc, op. cit.



Moreover, a growing number of women have found joining the work force more rewarding than staying at home. Nationally, 61% of all households include two working adults: "dual wage earning households have less time for yard and home care, and, with fewer children, are less inclined to spend heavily for the private outdoor space considered a must ten years ago."<sup>16</sup> This new American household now values its leisure time; they certainly do not want to spend off-hours doing housework or cutting the grass. They probably want to live close to work, so they can spend the least time and money in transportation. Builders nationwide report that half of all potential homebuyers want their new residences closer to work.

e. A New Development Choice for the Eighties:  
The Urban Village

All of these economic and demographic trends point the way to the type of residential communities projected for the Broadway, Second Street Corridor and northern Old Louisville areas as well as those in other Central Louisville neighborhoods. A HUD Council on Development Choices for the Eighties involved more than 1,000 individuals nationwide from the planning, development and consumer sectors in forecasting the direction of development for the near future. They recognized the "urban village" concept when they recommended that

"Perhaps most important are the opportunities in older cities to expand existing... neighborhoods or to form complete new urban villages in central locations as... mixed use projects in which residences, employment centers, and shopping areas are included in a compatible environment that encourages pedestrian movement. Recreation, cultural, and other public uses also may be included. Such opportunities... provide focal points for community life and a sense of urbanity that younger households seek. Moreover, they appeal to employers seeking new sites for businesses as well as residents who seek convenience and diversity in living arrangements... Major infill projects of this sort are often needed to facilitate the changing economic base of cities and to reflect their renewed use as residential sites for all income groups."<sup>17</sup>

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<sup>16</sup>Houstoun, op. cit.

<sup>17</sup>Ibid.

f. The Changing Shape of Housing

Within such developments, people will live in more energy-efficient housing; for instance, the attached townhouse typically uses 25% less energy than the detached dwelling. However, the real energy savings are in transportation; studies indicate that transportation costs within denser, more compact development are at least half of those of sprawling suburban subdivisions.<sup>18</sup> The economics and demographics of smaller households will demand smaller units with more efficient use of space.

Economics will also demand new forms of tenure. The cooperative and the condominium offer a means of preserving the tax and equity advantages of home ownership (often at lower cost) while dividing maintenance responsibilities among several households or contracting for these services. A 1975 HUD study concluded that half of the U.S. population might live under these forms of tenure by 1995. This is indeed a "galloping pace" of growth, considering that 90% of the nation's two million condominiums did not exist in 1970.

g. Trends Point Downtown: Will the Market Follow?

With demographic and economic trends indicating that the forms and locations of residential communities will change in coming years, one question remains: Will the market follow the trends that point the way to residential opportunities in Central Louisville?

It will be useful to examine the market conditions of existing downtown housing in answering this important question.

h. Present Status of Downtown Housing

A recent Planning Commission survey of major residential structures within downtown Louisville revealed that there were 1,051 apartment units in 7 buildings (not including buildings with exclusively subsidized units): almost 94% of the units were occupied with half of the building keeping waiting lists.<sup>19</sup> This indicates a strong demand for this type of urban housing. These occupants are mostly elderly but in recent years there has been an increasing number of young professionals and couples moving into these buildings.

<sup>18</sup>Real Estate Research Corporation, The Costs of Sprawl, 1975.

<sup>19</sup>Occupancy information was available for all but one of the seven buildings.

This points the way to the two major urban residential markets: the "empty-nesters" and elderly, who want a secure environment free of the upkeep of a single family home and in close proximity to others like themselves; and young professionals and couples, who want to live within walking distance of work, recreation, shopping and entertainment. The expansion and success of market-rate housing in Central Louisville will be dependent upon its acceptance by the "demographic bulge" of this latter group in particular.

i. The Young Professional Housing Market: A Profile

A 1979 survey of 140 professionals working in Central Louisville revealed an interesting profile of this potential market for downtown housing. The interviewees were selected random from the membership list of The Third Century, a downtown civic organization oriented toward the younger professional. The vast majority of these people (over 80%) were between the ages of 26 and 40, the age group generally considered to be the strongest housebuying market. Most (57%) lived in the Clifton, Crescent Hill, Highlands or Brownsboro Road area neighborhoods with another 22% living farther out in Eastern Jefferson County: almost 80% of them came from these areas that have traditionally been the focus of the middle to upper income housing market.

However, a strong majority (61%) of these people expressed interest in living downtown if the right housing were available. They are attracted (in order of importance) by: 1) the convenience to work, 2) the nightlife of restaurants and theatres, 3) the shopping opportunities, 4) recreational facilities, and 5) the ambiance of downtown.

Seventy-five percent of these potential urban households consisted of one or two persons. Of the approximately thirty per cent of the households with children, 50% had one child and 38% had two children. This indicates that a housing mix concentrating on one and two bedroom units with some three bedroom residences could serve the needs of the overwhelming majority of this potential market.

Most (84%) would prefer to buy rather than rent. They expressed greater interest in a renovated building (80%) than a new one, but this may be in part because of the lack of attractive models for newly-constructed urban housing. Attention was focused more on the Riverfront (60%) than the Broadway (33%) or Central (7%) areas as

desirable places to live; but again, this may be more because of the lack of sites offering the kind of attractive amenities available at the Riverfront.

This suggests that amenities are a key factor in the decision to move downtown. The would-be urban dweller most frequently expressed a desire for (in order of priority): 1) a fire place, 2) view, 3) a balcony, 4) a swimming pool, and 5) a playground; parking and security were indicated as other desired amenities.

However, these people indicated that there were several significant deterrants to downtown housing today (besides lack of availability) that need to be addressed in any planning activity for Central Louisville. These were (in order of importance): 1) inadequate shopping and services, 2) insufficient or expensive parking, 3) the perceived lack of security, 4) pollution, and 5) inadequate schools. Those surveyed who were not interested in living downtown added to the list of other important deterrants to housing in Central Louisville: there is the need for the open space of trees and more land as well as the amenities that support child-rearing.

This, then sets the agenda for the amenity package that private and public sectors must provide to get market-rate housing going in Central Louisville. Moreover, preliminary study indicates that the market will support the projected volume of housing in Central Louisville.

##### 5. Summary: The Market for Housing in Central Louisville

This plan projects the potential for approximately 6,000 to 12,000 new units of market-rate housing in Central Louisville, or 300-600 per year over the next twenty years. An analysis of the housing market in Louisville and Jefferson County sheds some interesting light on the market support for such urban residential development.<sup>20</sup>

The realization of even 12,000 units would represent less than 5% of the total existing units in Jefferson County. An average of approximately 3500 new single-family units per year have been built in the recent past in Louisville and Jefferson County. The Colloredo Associates market analysis concluded that the City of Louisville could attract 14% of those units, or 500 units per year. This probably means that 200 single-family units per year could be marketed in Central Louisville.

<sup>20</sup> Colloredo Associates, Inc., Housing Market Analysis for Phoenix Hill, Louisville, Jefferson County, Ky., 1979.

The Colloredo Associates also looked into multi-family housing. About an average of 2100 multi-family units have been built yearly in the Louisville and Jefferson County area. Of these, 810 units have been historically built in Louisville on a yearly basis. The recent economy has not supported this number of multi-family units, but this is mostly because of increasingly unavailable land, overbuilding and economic recession coupled with double-digit inflation during the mid-seventies. However, Colloredo Associates conclude that the City of Louisville should be able to support an average of 800 multi-family units per year on a continuing basis. Four hundred of these units could probably be supported within Central Louisville.

One must remember that the distinction between single-family and multi-family housing markets will increasingly narrow in future years if present housing trends continue. The traditional single-family market in coming years is at least as likely to choose living in an attached townhouse condominium as a detached dwelling on a half-acre lot.

This leads to a total market for 600 units per year within Central Louisville. This market will support even the most optimistic projections for market-rate housing in Central Louisville, provided that not too many units are brought to market at one time. Residential development must be carefully phased so that a glut of units on the market does not halt all homebuilding: once the housing industry stalls because of overbuilding, it often takes a long time to pick up again after the glut has been removed from the market.

It is important to note that even 600 units per year of new market-rate housing in Central Louisville is a relatively small portion, less than 11%, of the total annual housing volume in Louisville and Jefferson County. The more than 55,000 people working in the Central Business District and the Medical Center provide a ready in-town housing market. While this housing will not have a severe impact on traditional housing markets elsewhere in Louisville and Jefferson County, it may make all the difference in the world to the quality of life and economic vitality of Central Louisville.

#### 6. Residential Guidelines

- \* There is a need to create a total residential environment within major urban housing developments that includes: open space amenity (such as small parks, plazas and street trees), neighborhood commercial and recreational facilities, and convenient, pleasant pedestrian and bicycle linkages to places of work, major shopping and entertainment. Even the densest urban housing can offer balconies or terraces that afford some of the pleasures of occasional outdoor living.

- \* The importance of design quality cannot be over emphasized in residential development, especially at higher densities. Developers should make every effort to insure design quality in the architecture, site planning and landscaping of residential buildings. The design of infill housing developments should respond to existing housing patterns and materials to insure compatibility. While variety and contrast are sometimes positive attributes, these differences should not be taken to unreasonable extremes.
- \* Residential developers should be encouraged to consider developing housing for mixed income markets. This fulfills the plan goal: "to develop and market a variety of housing opportunities in Central Louisville", particularly those objectives aimed at ensuring "integration of all socio-economic groups in housing in Central Louisville". Mixed income developments that include 10 to 20% low-income residents have met with considerable successful experience nationwide and locally; the 80 to 90% market-rate units, whether apartment or condominium, have been imminently marketable. Often developers can take advantage of below-market interest rates and other substantial incentives. Rental subsidies make the low-income units often more profitable than the market-rate units.
- \* Commercial uses within residential developments should be part of the residential structure, usually a first-floor street oriented use within a taller structure. Such uses should be limited to those that primarily serve nearby residents and employees and do not detract from efforts to concentrate commercial development in primary and secondary retail commercial areas.
- \* Office uses should be allowed in mixed use/predominantly residential areas so long as they do not adversely impact the residential environment. Mixed-use structures combining residential, office and supporting commercial uses are considered appropriate.
- \* Parking in residential areas should be provided only to serve the needs of residents and employees. Parking structures should not front directly on main streets in a way where entering and exiting traffic will impede arterial traffic circulation. Surface parking should only be an interim land use, until office or higher intensity residential uses are developed. The design of garages should respond to the scale and materials of the surrounding environment to the extent appropriate and feasible. All garages should provide for a pedestrian-oriented

first-floor use (such as shops or offices) on any edge where pedestrians pass. Exits and entrances to garages should be minimized to avoid interference with pedestrian movement to the extent possible, without impairing proper garage performance. The design of garages should consider possible future conversion to other uses. Finally, garages should be encouraged to be incorporated into structures with other uses.

7. Next Steps

- a. Perform more detailed economic and market analysis for housing prospects in Central Louisville.
- b. Develop feasibility studies and urban design framework plans with guidelines for housing and other uses in the Second Street Corridor and the northern section of Old Louisville as an extension of the Broadway Plan. Such a plan should consider the provision of open space amenity and pedestrian linkages as fundamental components of urban structure that will create a total residential environment while maintaining a strong, orienting connection to the other functions of the center city. Such concept development plans should also define appropriate roles for public and private sectors in developing these areas.
- c. Review the Metro area's HUD Housing Assistance Plan and modify to reflect the overall picture for Central Louisville housing development, especially for promoting mixed income markets.
- d. There is need to study in further detail, the modifying or closing of the following streets to automobile traffic to encourage pedestrian use:
  - 1) Guthrie between 3rd and 2nd as well as River City Mall and 3rd;
  - 2) Gray between 1st and Brook.
- e. Perform detailed feasibility studies for the east and west riverfronts comparing their residential versus industrial development potentials. Such a study should consider the potential competitive stance of each use in these areas against the total market availability and support within Central Louisville. Such a study should also be performed by consultants familiar with waterfront redevelopment for both residential community and industrial park uses.

Other source material used as background information on the changing economics and demographics of housing:

Alonzo, William, "The Population Factor and Urban Structure", Working Paper No. 102, Center for Population Studies, Harvard University, Cambridge, Massachusetts, 1977.

Gigot, Paul A., "Costly Credit, Energy Viewed as Death Knell for Easy Homeowning", Wall Street Journal, February 17, 1981.

Longcope, Kay and Fletcher Roberts, "Housing: Costs rise, hopes fall", Boston Sunday Globe, October 28, 1979, pp. 1, 13-14.

Myers, Dowell, "Population Processes and Neighborhoods", Working Paper, Harvard - M.I.T. Joint Center for Urban Studies, February 1979.

Urban Land Institute, Land Use Digest, Volume 14, Number 1, Washington, D. C., January 1981.

\_\_\_\_\_, "Tenants Angered by Condominium Conversions," New York Times, October 21, 1979.

#### E. HISTORIC PRESERVATION

The Regional/Urban Design Assistance Team (R/UDAT) of the American Institute of Architects that visited Louisville in early 1980 recognized the value of the City's architectural assets and the need for a process to preserve them:

"Louisville has an extensive collection of Victorian commercial and residential structures, recognized as one of the finest in the country. Significant numbers of them are in the CBD.

In the past year, bitter confrontations have occurred between Louisville preservationists and downtown business interests. In the aftermath of this conflict, we sense a feeling on both sides that it is time to resolve differences through negotiations. We believe a negotiated resolution can both allow retention of many important historic structures and provide sufficient flexibility for major new commercial developments. We also believe these parties could, through this process, develop a genuinely supportive relationship with each other."<sup>21</sup>

<sup>21</sup> Louisville R/UDAT, Regional Urban Design Assistance Team, American Institute of Architects, 29 Feb. - 3 March, 1980.



Both the "preservationists and downtown business interests" have been represented on the Goals Committee and Advisory Board to the Central Louisville Plan.

The Goals Committee to the Central Louisville Development Plan recognized the preservation of historic structures as the third most important issue facing the future development of Central Louisville. The Committee called for the Plan to preserve and maintain historic and architecturally significant assets of Central Louisville." They recommended that the Plan adopt objective criteria to identify such significant structures and sites. This legacy should be identified, listed and considered in the on-going Development Review Process. Finally, the Committee felt that incentives for the rehabilitation and adaptive reuse of older structures should be identified and promoted.

The objective criteria for determining the historic and architectural significance of a structure or site have been determined by the Department of the Interior (see Appendix V-1). The local Landmarks Commission, the State Historic Preservation Officer and the Federal Secretary of the Interior interpret these broad-based criteria in determining eligibility for the National Register of Historic Places.

The professionally qualified staff of the City's Landmarks Commission applies the criteria to determine those structures believed to be eligible for placement on the National Register. These surveys are forwarded to the State Historic Preservation Officer; State surveys carry the "presumption of eligibility" for National Register Status, although eligibility can only be formally determined by the Federal Secretary of the Interior pursuant to a request by the State Historic Preservation Officer. Once eligibility has been determined, the local Landmarks Commission may pursue National Register status on behalf of a consenting property owner. The Federal Secretary of the Interior makes the final decision about placement on the National Register.

There are presently 37 entries on the National Register (See Attachment V-2) that are located in Louisville's Central Business District, two of which have been demolished: the Tyler Block was torn down to make way for the Commonwealth Convention Center and the Board of Trade Building was removed in the Riverfront Urban Renewal that resulted in the United Kentucky Bank Building, the Galt House, American Home Life Insurance Building, the Belvedere and Riverfront garage.

These events of the past are mentioned simply to prove a point: placement on the National Register does not guarantee the preservation of an historically or architecturally significant structure. However, it does provide the substantial tax incentive of a ten percent tax credit or accelerated depreciation of the property's

basis over five years; these financial incentives often mean the difference between economically viable reuse and the unfortunate demolition of an historic structure. There are also certain tax disincentives to discourage demolition of a National Register structure: an owner may not legally depreciate the costs of demolition. Moreover, the owner is limited to straight-line depreciation of other redevelopment costs.

While these tax incentives and disincentives substantially promote preservation of historic structures owned by the private sector, they do little to affect the actions of tax exempt organizations, particularly government at the local, state and federal levels. However, Section 106 of the National Historic Preservation Act of 1966 provides that the National Advisory Council on Historic Preservation of the Department of the Interior has the opportunity to comment on proposed projects involving federal action that affects National Register structures and sites. Executive Order 11593 extends the review provisions of Section 106 to those structures deemed eligible for National Register status by the Secretary of the Interior, but not actually placed on the Register.

However, there are many buildings of architectural and historical significance in Central Louisville that are not on the National Register nor has the Secretary of the Interior formally declared their eligibility. The Landmarks Commission has surveyed over 70 structures and blocks in the Central Business District professionally regarded -- though not formally declared -- eligible for National Register status. (See Attachment V-3) The Will Sales Building (formerly the offices of The Courier Journal), was one such controversial structure presumably eligible for National Register status. It was razed to make way for the Galleria. Clearly, determination of historic or architectural significance by local Landmarks staff, like National Register status, does not guarantee preservation of historic structures.

Fundamentally, the Development Review Process must set local policy about the preservation of historic structures. The Goals Committee called for "preservation review . . . as a part of the development review process." The Advisory Board has worked hard to develop a workable, yet flexible process to address this objective. Planning Commission staff would use the list of National Register structures and the list of those on the State Survey (and therefore "presumably eligible") as the basic resources in on-going planning and development review activities such as the preparation of publicly-sponsored area development plans, pre-application conferences with developers and staff reports on development projects as part of the Technical Review Committee's recommendations to the Board of Aldermen (Figure V-12 maps these structures of historic and architectural significance.). The Board of Aldermen would consider

these policy recommendations for any development in Central Louisville involving public action or funding. If a question of the economic feasibility of rehabilitating an historic property was raised, the Technical Review Committee could request that the developer have a feasibility study performed by a competent consultant agreed upon by the Technical Review Committee. For the small percentage of projects not requiring public funding or action, the Development Review Process would serve as a forum for registering approval or disapproval of a developer's plans for an historic property, even if this opinion would only have the non-binding force of persuasion.

The list of presumably eligible structures on the State Survey may be expanded by the Landmarks Commission staff in the course of their annual work program, though no substantial additions are foreseen at this time. The structures listed on the State Survey may be somewhat more negotiable than the National Register listings. For instance, the Farm Credit Banks' preliminary plans for the block bounded by Main and Market between Second and Third call for the probable removal of the Bridges and Smith and Schiller Hardware Stores listed on the State Survey; however, the Banks wish to ensure the preservation of the Levy Brother's and Metro United Way buildings within their development. Both are much finer buildings - the Levy Brother's Building being listed on the National Register - and the City will gain greatly by their active re-use.

However, the Central Louisville Development Plan recommends that Landmarks staff pursue formal determination of National Register eligibility from the Secretary of the Interior for the buildings on the State Survey list. This will speed the process of working with consenting property owners to establish National Register status and the attendant tax benefits.

However, much stronger preservation incentives can be provided by the local business community working with the preservationist groups in town. Both groups are represented on the Advisory Board and have successfully worked together for many months. The Farm Credit Banks' recent purchase of the Levy Brothers Building brought the two groups together in presenting this common concern of preserving this National Register building to its new owners, who have been responsive to the Advisory Board's sense of community need.

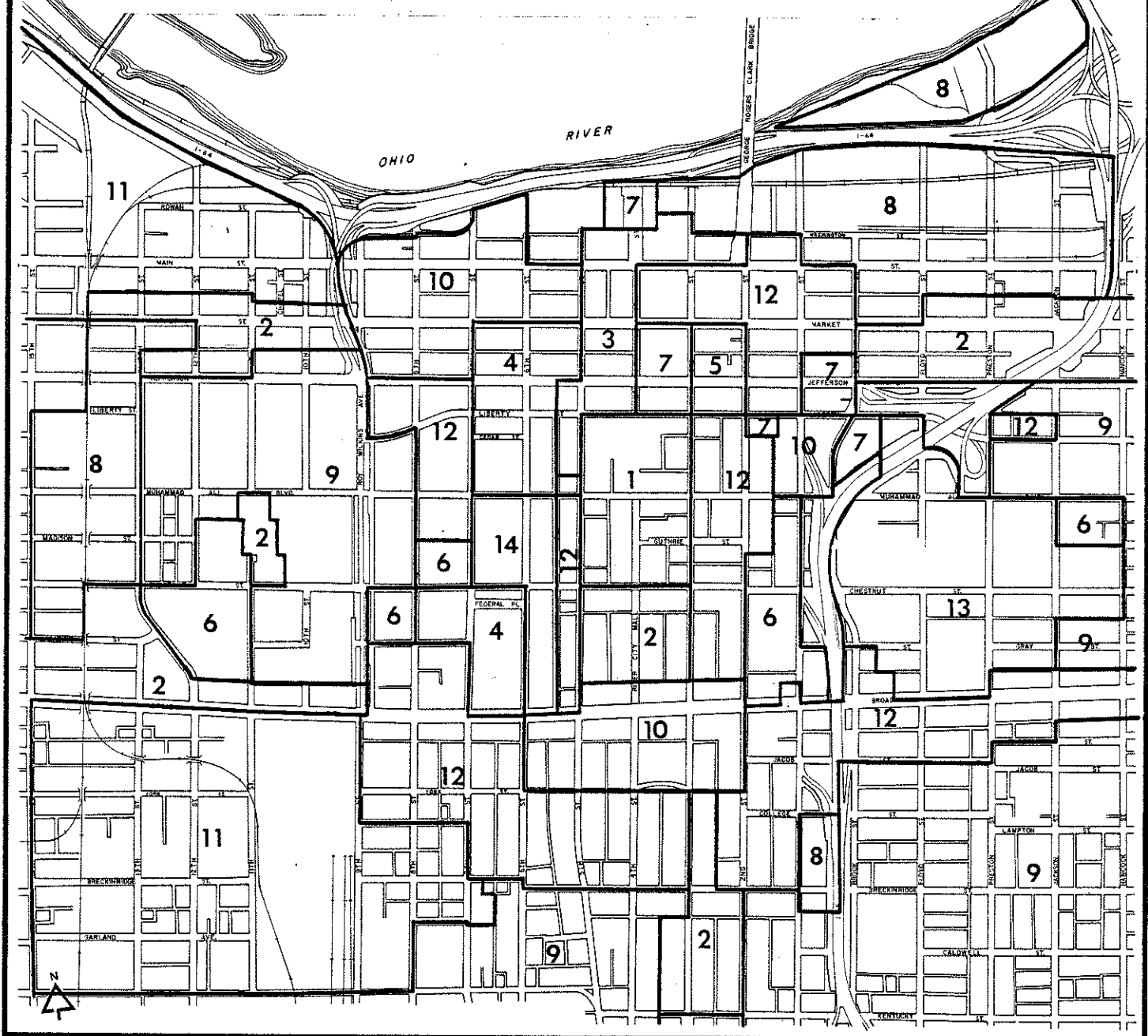
Fundamentally, the Advisory Board must become the vehicle for the local preservationist and business communities to attain and maintain agreement on the lists of buildings to be preserved. This "preservation negotiation" is exactly what the R/UDAT Study called for so that the community can present a unified front to prospective developers. Such a unified front will be essential in reaching the decision-makers of State government, whose actions are not legally subject to local review.

This cooperation can lead to more ambitious preservation efforts: once the lists of significant buildings are agreed upon, special mutual efforts to spur their rehabilitation and adaptive reuse should be pursued such as a drive among local corporations to capita-

lize a revolving loan fund or interest subsidy fund, or developing and marketing a concept for a particular block involving an intriguing mixture of historic and modern architecture. The R/UDAT study suggested one use of a revolving loan fund would be to purchase historic properties and re-sell them to private developers with deed restrictions and development requirements to ensure quality rehabilitation and adaptive reuse. (Attachment V-4 provides a copy of the Secretary of the Interior's Standard for Rehabilitation.)

Fundamentally, preservation efforts do not pose an insurmountable obstacle to the continued growth and development of Central Louisville. The City has an abundance of vacant, underutilized land ripe for new development. Moreover, its historic structures offer an attractive financial opportunity for development through rehabilitation and adaptive reuse. The quality design of 600 West Main, the nationally acclaimed Natural History Museum, and many other fine examples of reuse along Main Street are testimony to the active role that the architecture of the past can play in the future of Central Louisville as one of its most important assets.

- 1. Primary retail core
- 2. Secondary retail area
- 3. Highrise office/financial center
- 4. Government center
- 5. Adult entertainment business area
- 6. Educational activities
- 7. Motor hotel/motel area
- 8. Industrial area
- 9. Residential area
- 10. Mixed use predominantly office
- 11. Mixed use predominantly industrial/underutilized
- 12. Mixed use
- 13. Medical center
- 14. Media/communications center



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Existing Land Use  
 Concentrations



Figure V - 1

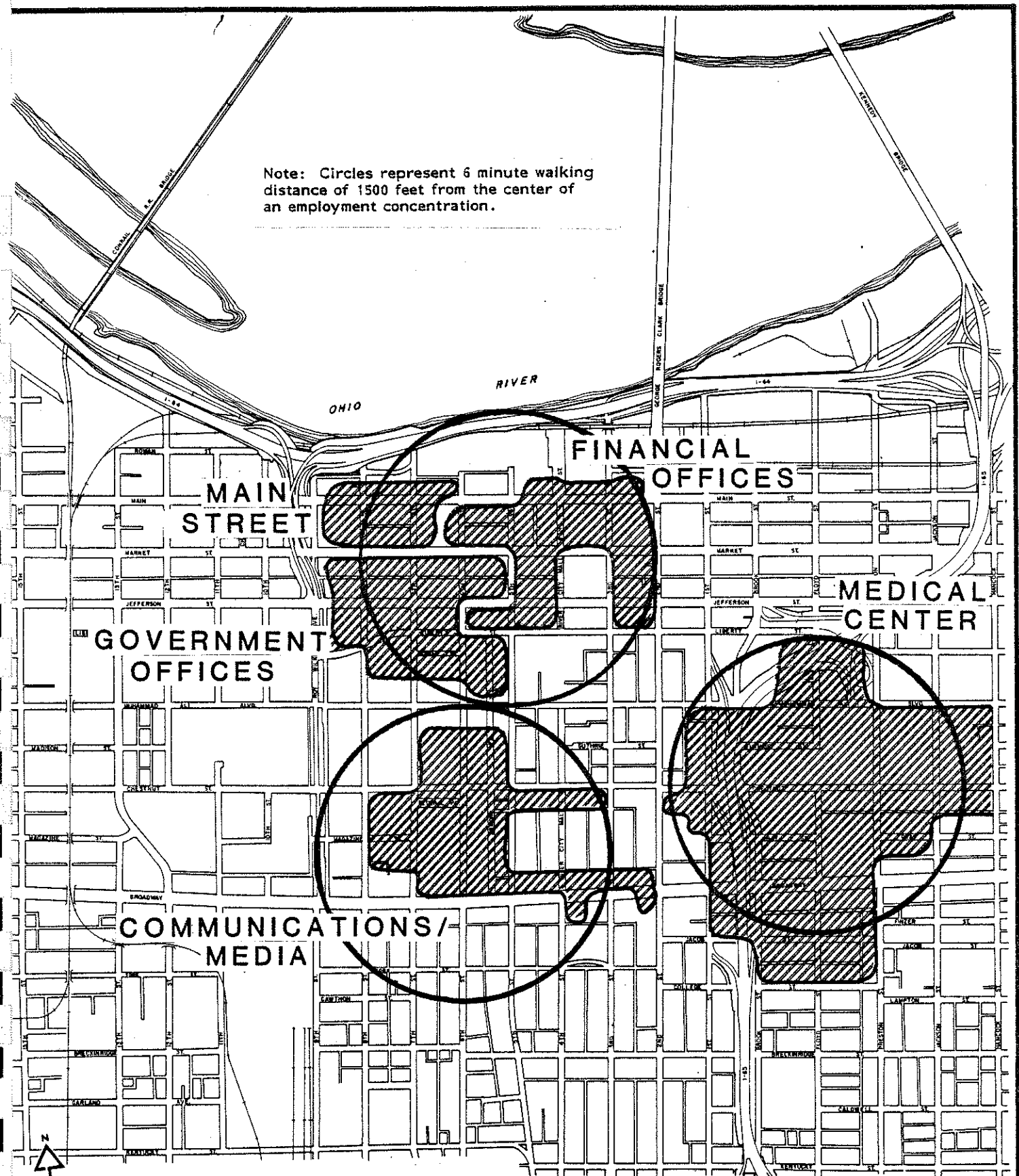
**Figure - V-2**  
**LAND USE - GRADE LEVEL**

**Figure - V-3**  
**LAND USE - ABOVE GRADE LEVEL**

Figure - V-4  
FUTURE ACTIVITY CENTERS



Note: Circles represent 6 minute walking distance of 1500 feet from the center of an employment concentration.



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Employment  
Centers



Figure V - 5

Note: Circles represent 6 minute walking distance of 1500 feet from the center of an employment concentration.

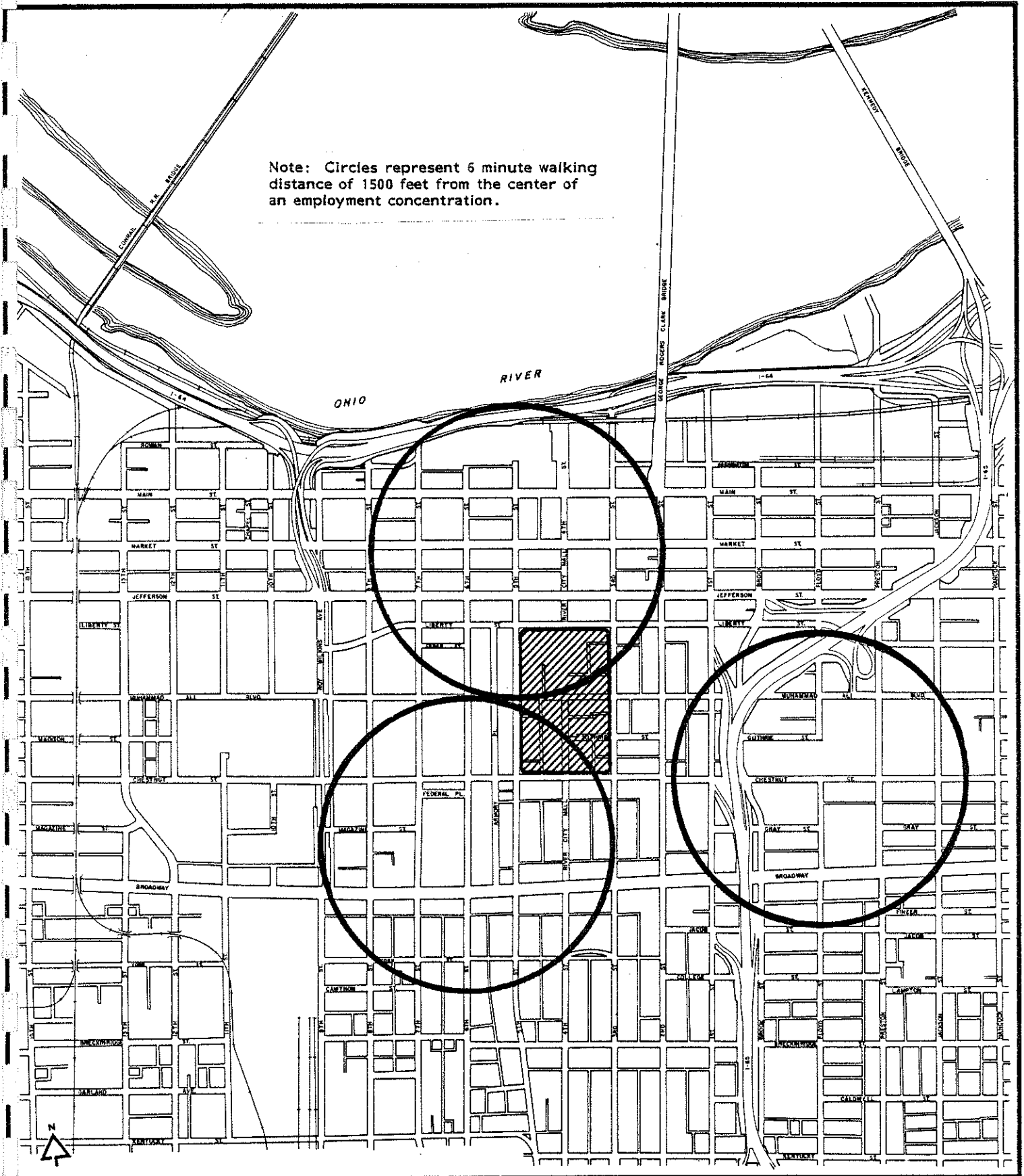
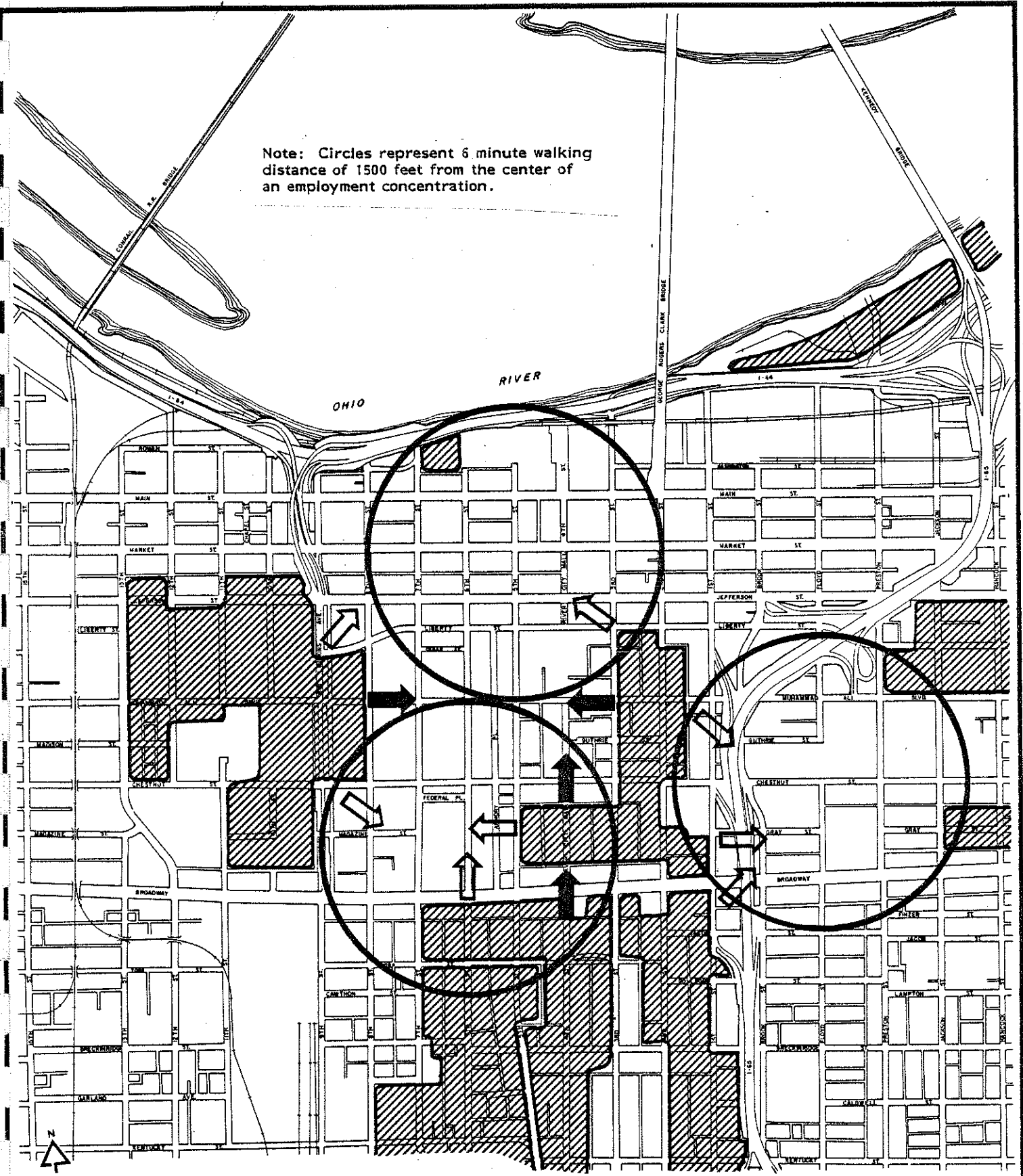


Figure V - 6

Note: Circles represent 6 minute walking distance of 1500 feet from the center of an employment concentration.



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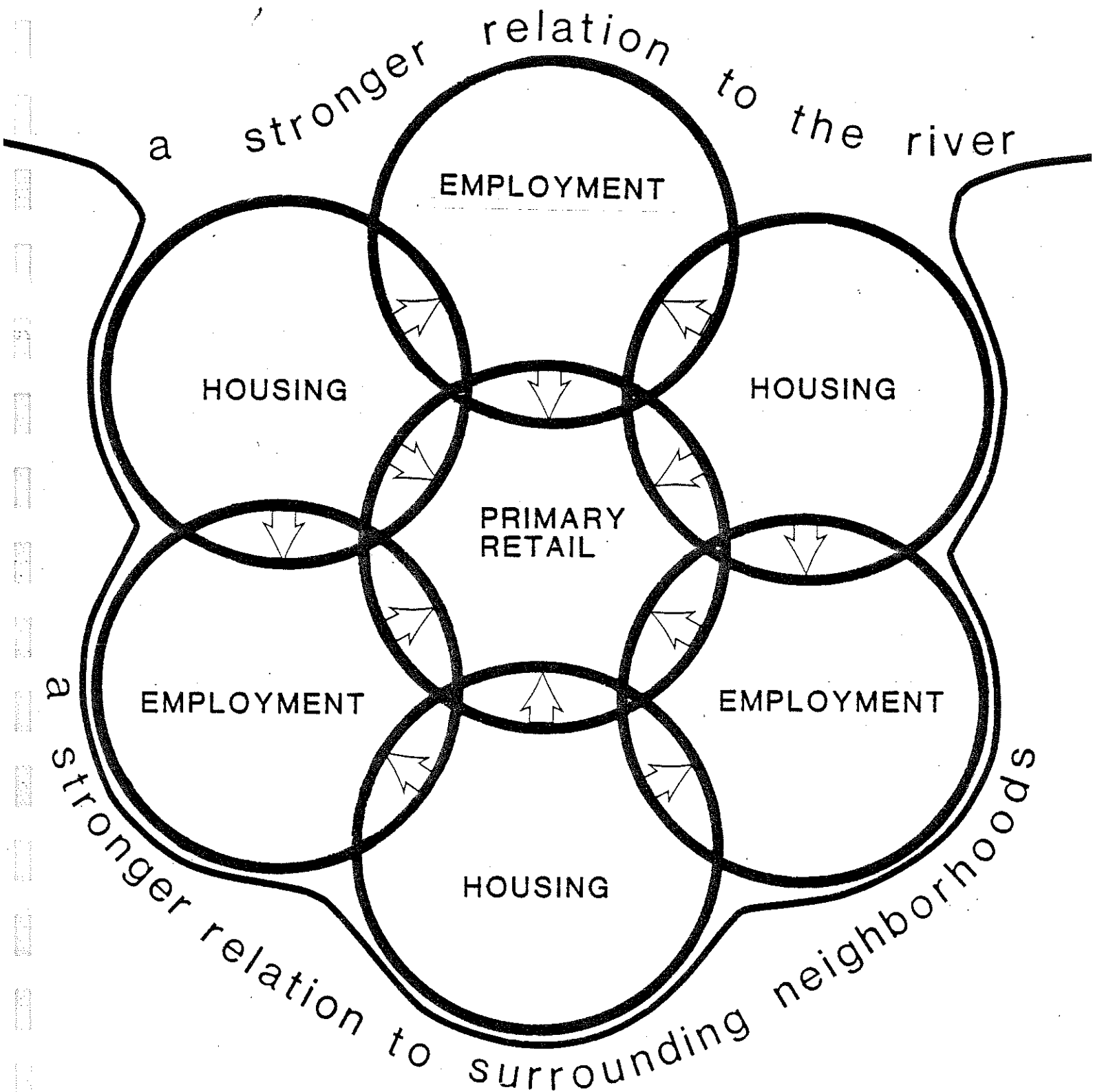
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## Residential Communities




Figure V - 7



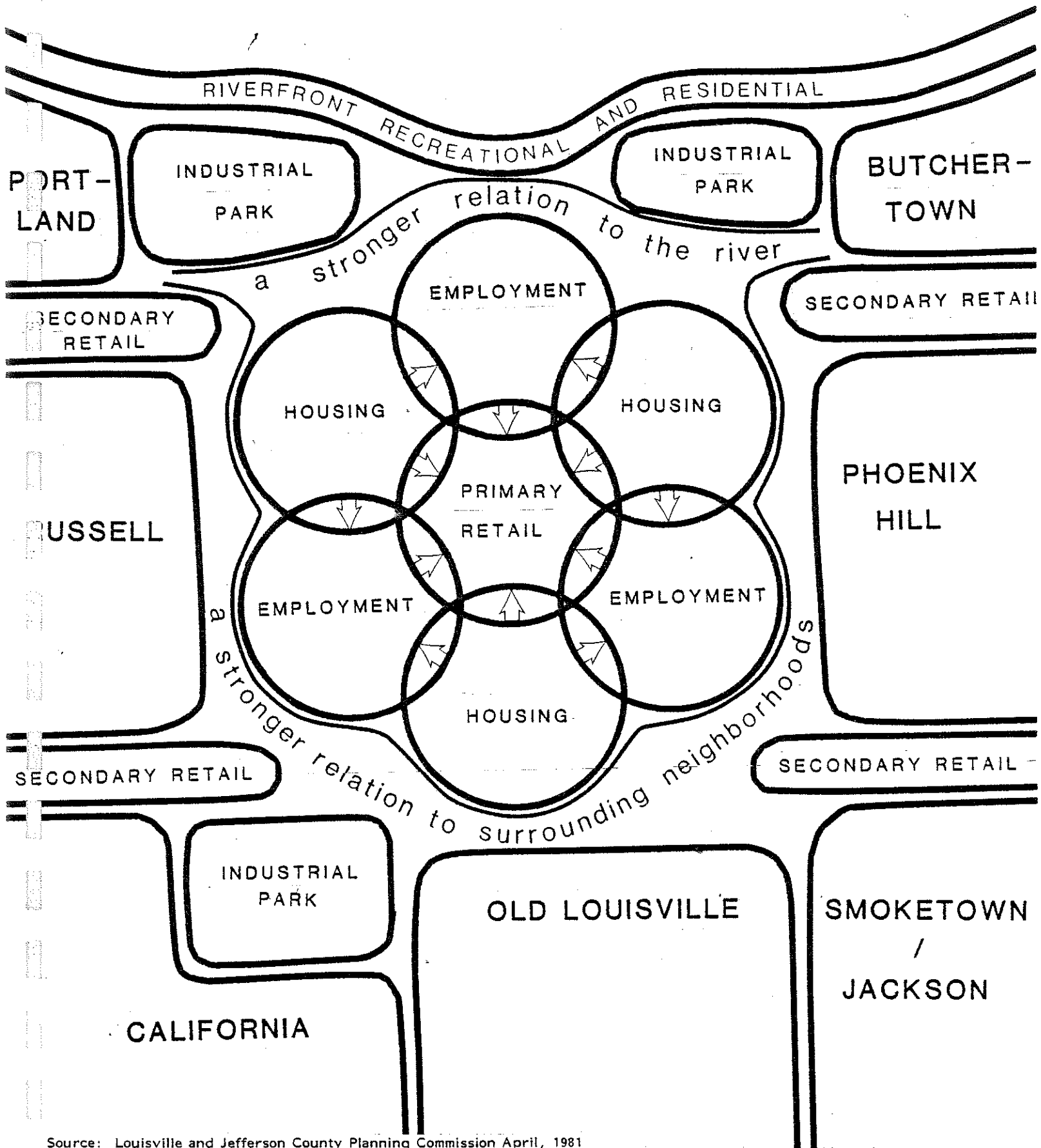
the city within walking distance....

....a compact 24-hour center of activity

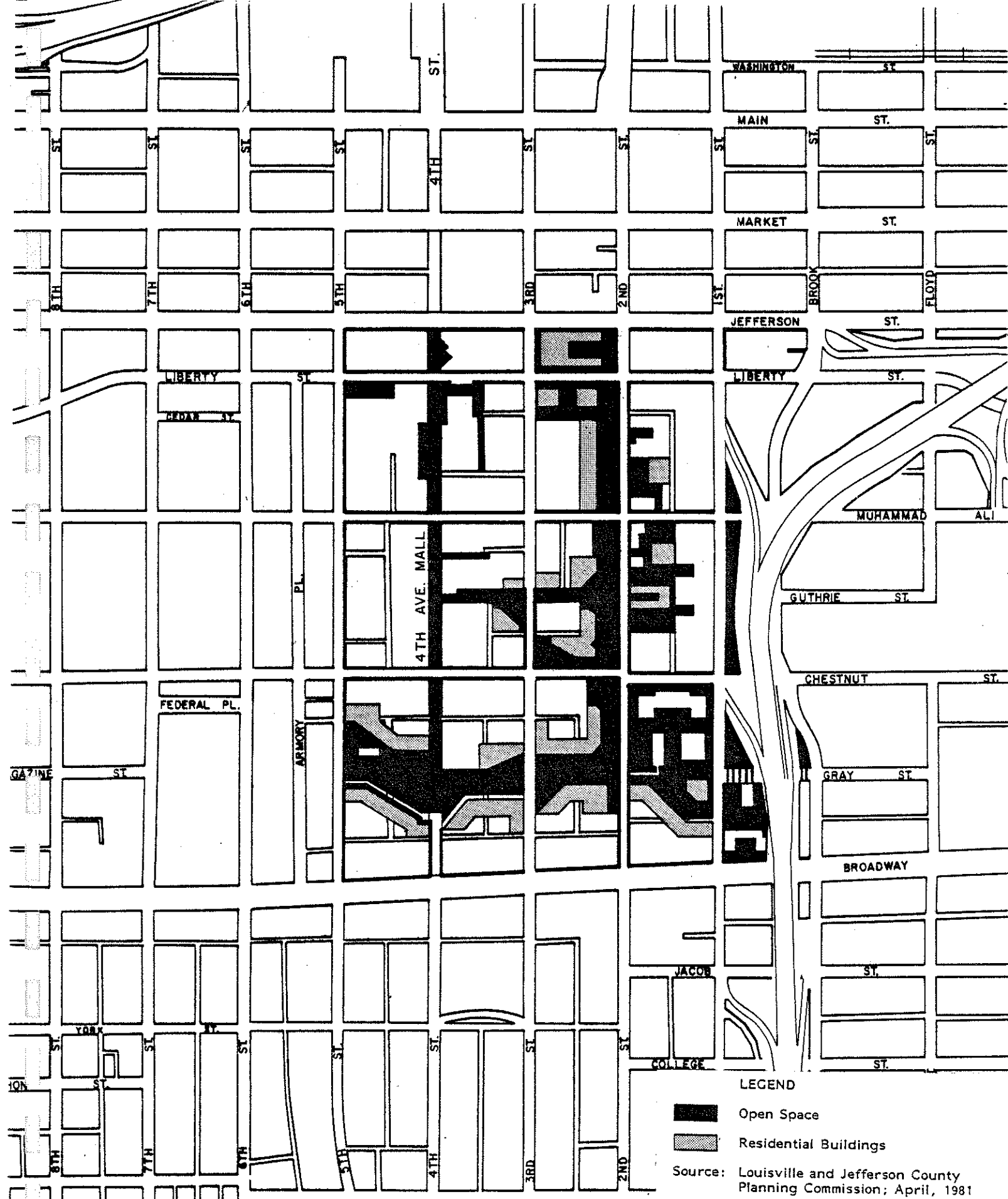
Source: Louisville and Jefferson County Planning Commission April, 1981

 <p>Louisville and Jefferson County Planning Commission</p> <p><small>Louisville Central Area, Inc. 127 Central Avenue, 40202 908 Fiscal Court Building, Louisville, Kentucky 40202 502-581-4224</small></p>	<p>Central Business District Land Use Concept</p>	<p>Figure V - 8</p>
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Source: Louisville and Jefferson County Planning Commission April, 1981



## Buildings of Historic or Architectural Importance




Map I.D. #	Building Name and Address
1.	City Hall Annex and Sinking Fund Building 611-621 West Jefferson Street
2.	Snead Manufacturing Building 815-827 West Market Street
3.	Old Louisville Trust Building 208 South Fifth Street
4.	West Main Street Historic District 600,700,800 blocks of West Main and south side of 516-536 West Main Street, and 115-127 South Seventh and 644 West Washington Street
5.	Portland Federal Building 539 West Market Street
6.	Louisville Federal Home Savings Bank 134-150 South Fifth Street
7.	Fireside Building and others 426-440 West Market and 210-223 South Fifth Street
8.	Almstedt Building and 421 West Market Street 421-425 West Market Street.
9.	225-235 South Fifth Street
10.	Inter-Southern Life Insurance Building (Kentucky Home Life) 239-247 South Fifth
11.	Marion E. Taylor Building 300-320 River City Mall
12.	Milner Hotel 229-245 West Jefferson Street
13.	Bridges-Smith Company and German Insurance Bank 227-231 West Market Street.
14.	Levy Brothers Building 235 West Market Street
15.	Actors Theatre, Hubbuck in Kentucky and Old Bank of Louisville District 316-328 West Main Street.
16.	DeJarnette Typewriting Company of Louisville 136-138 South Third Street
17.	Kentucky National Bank or (Vaughn Building, The 300 Building, Fox Insurance) 300 West Main Street
18.	(Danny Malano's) and 226 West Main and 109-121 South Third Streets
19.	212-214 West Main Street
20.	Louisville and Nashville Railroad Office (The Phoenix Building) 129-131 West Main Street
21.	123-127 West Main Street
22.	House of Weller 117-121 West Main Street
23.	101-115 West Main Street
24.	Metro United Way and Schiller Hardware 201-215 West Market Street
25.	Savoy Theatre 209-213 West Jefferson Street
26.	Old United States Custom House and Post Office and Fireproof Storage Co. Warehouse 301-310 West Liberty Street
27.	401-407 South Third Street
28.	117 South Preston
29.	Kaufman-Straus Building 427-437 River City Mall
30.	423-425 South Third Street
31.	Christ Church Cathedral 421 South Second Street
32.	Miller's Cafeteria 429 South Second Street
33.	Louisville Water Company 435 South Third Street



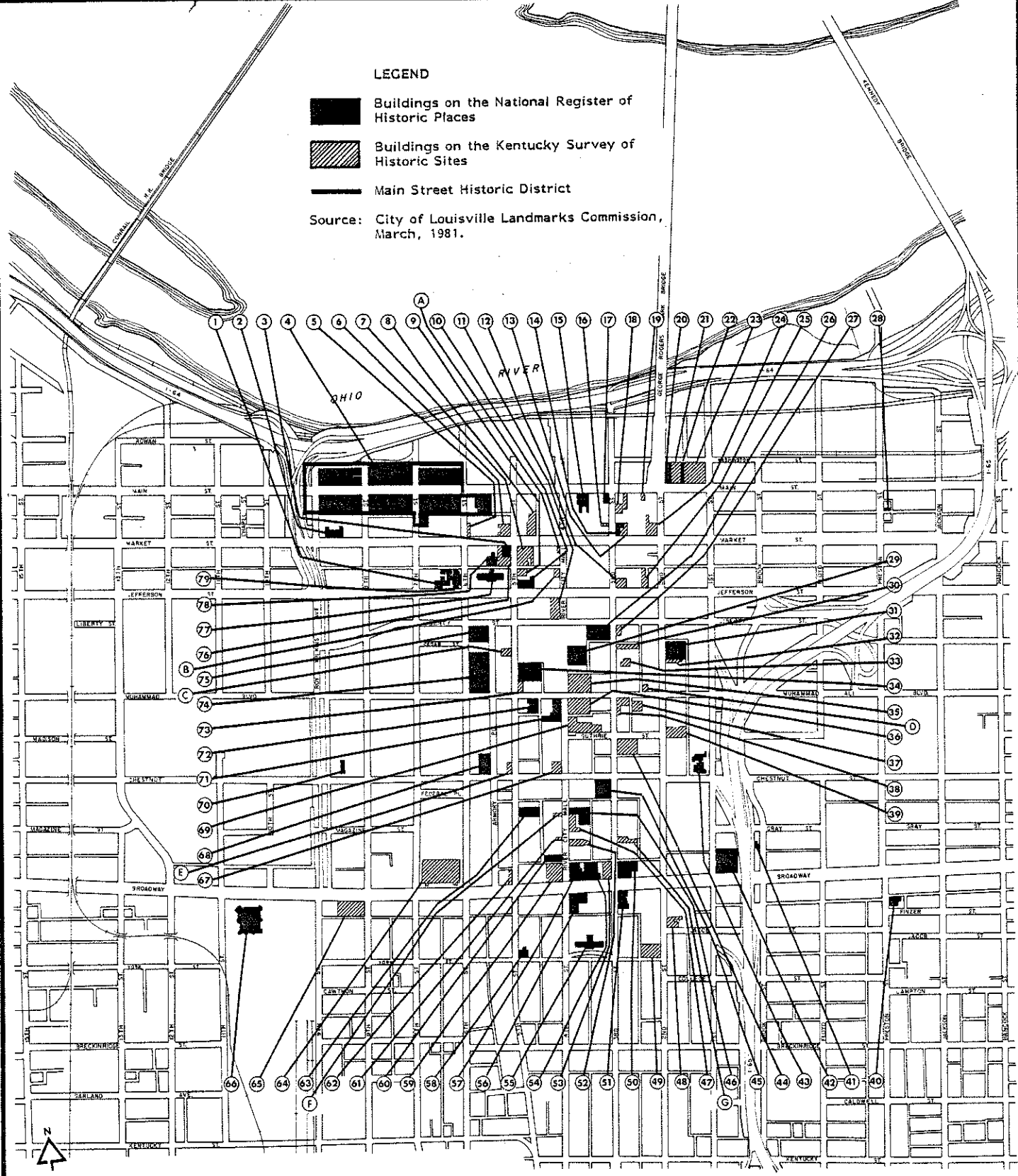
34. Cathedral of the Assumption  
443 South Fifth Street
35. Starks Building  
447-463 South River City Mall and  
319-339 West Muhammad Ali Boulevard
36. Stewart Dry Goods Company  
501-513 River City Mall and  
322-332 West Muhammad Ali Boulevard
37. Pendennis Club  
218 West Muhammad Ali Boulevard
38. McDowell Building  
501-509 South Third Street and  
230-232 West Muhammad Ali Boulevard
39. St. Charles Place Apartments  
525-531 South Second Street
40. Harrison Medical Inc.  
719-721 South Preston Street
41. James Graham Brown Foundation  
640 South Brook Street or 132 East Gray
42. Jefferson Community College (Old Presbyterian Seminary)  
101-109 East Broadway
43. Old University of Louisville Medical School  
103 West Chestnut
44. Hilliard Lyons Building  
539-553 South Third Street and  
226-228 Guthrie Street.
45. Elks Athletic Club (YWCA)  
604 South Third Street
46. Loew's/United Artist Theatre  
623 River City Mall
47. Theatre Building  
625-633 1/2 River City Mall
48. Tri-City Electric Building (Old Young Men's Hebrew Association)  
723-727 South Second Street
49. York Towers Apartments and Hampton Hall Apartments  
201-209 East York Street and 750 South Second Street
50. YMCA Building  
231 West Broadway and  
669 South Third Street
51. Weissinger Gaulbert Apartments  
226-234 West Broadway and 701-715 South Third Street.
52. Kentucky Theatre  
649-651 River City Mall
53. Fincastle Building  
301-305 West Broadway and 660-670 South Third Street
54. Brown Theatre (McCauley Theatre)  
311-325 West Broadway
55. Louisville Free Public Library  
301 West York Street
56. Heyburn Building  
332 West Broadway
57. Brown Hotel (Board of Education)  
337 West Broadway
58. Monsarrat School (Old Museum)  
745 South Fifth Street
59. Commonwealth Building  
401-413 West Broadway and 668-682 River City Mall
60. Rossmore Apartment House (Berkely Hotel)  
664 River City Mall
61. American Furniture Company  
642 River City Mall
62. The Jam Factory  
501-503 West Broadway
63. Brennan House  
631 South Fifth Street
64. U.S. Post Office, Court House and Customs House  
601 West Broadway
65. Sears and Roebuck and Company  
820 West Broadway
66. Union Station  
1000 West Broadway
67. Caperton Block (J. Guthrie Coke Building)  
564-574 River City Mall
68. South Central Bell Office Building  
521 West Chestnut

69. Speed Building  
309-335 Guthrie and 515-531 River City Mall
70. Chestnut Street Methodist Church South  
(Brown Memorial AME Church)  
809 West Chestnut
71. Seelbach Hotel  
500 River City Mall
72. Walnut Street Theatre  
416 West Muhammad Ali Boulevard
73. Republic Building  
429-433 West Muhammad Ali Boulevard
74. Jefferson County Armory  
525 West Muhammad Ali Boulevard
75. Jefferson County Jail  
514 West Liberty Street
76. Kentucky Title Company Building  
210-216 South Fifth Street
77. Jefferson County Courthouse  
527 West Jefferson Street
78. Jefferson County Courthouse Annex  
517 Court Place
7. Louisville City Hall  
601 West Jefferson Street
- A. 400-402 West Market
- B. 218-226 River City Mall
- C. Old House Restaurant  
432 South Fifth Street
- D. Liberty Hall  
(The Tavern Club)  
211-215 West Muhammad Ali Boulevard
- E. 560 South Fifth Street
- F. 626 River City Mall
- G. 643 South Third Street

LEGEND

-  Buildings on the National Register of Historic Places
-  Buildings on the Kentucky Survey of Historic Sites
-  Main Street Historic District

Source: City of Louisville Landmarks Commission, March, 1981.



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Buildings of Historic or Architectural Importance

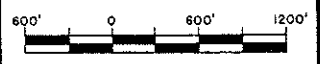







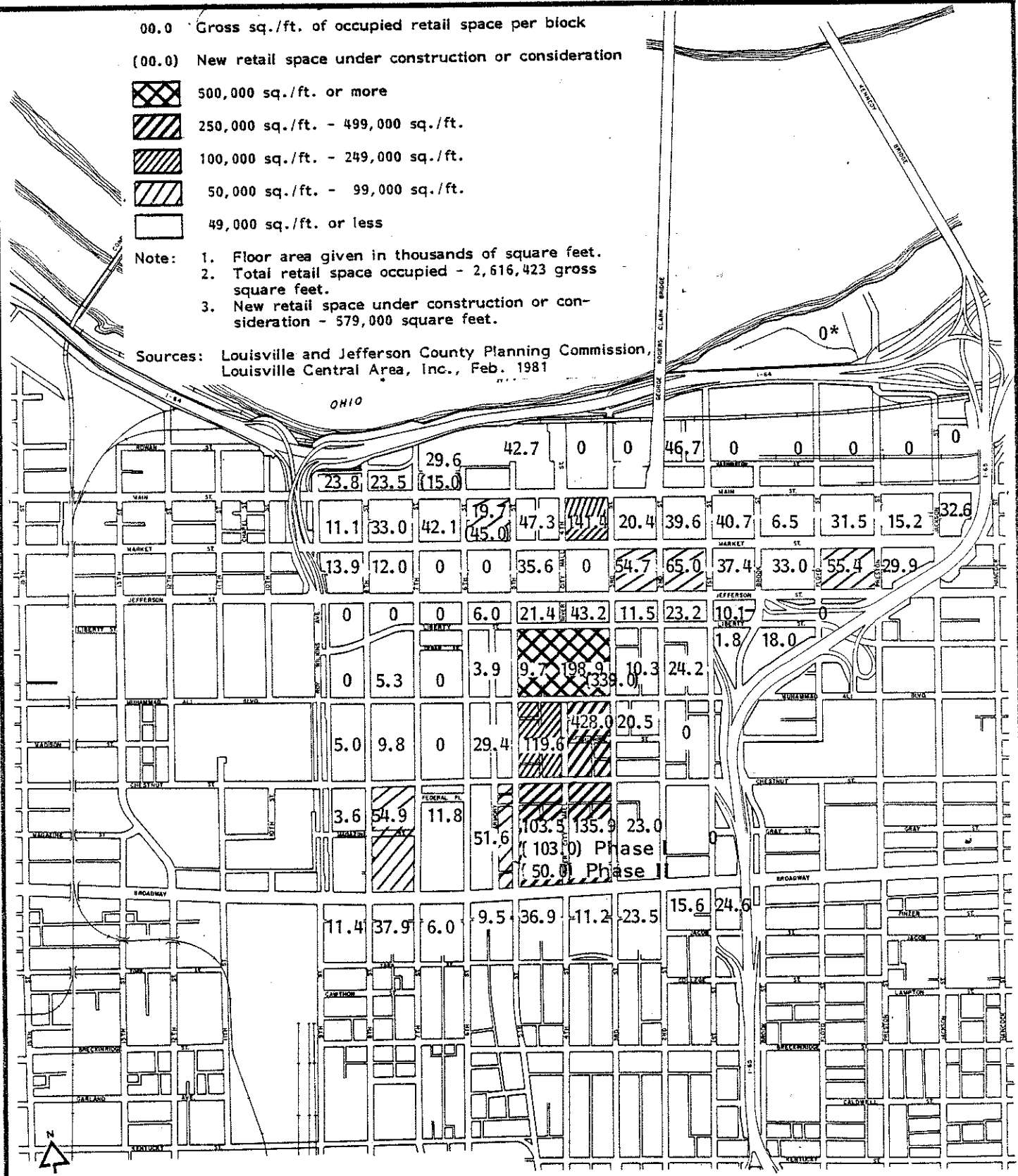
Figure V - 12

00.0 Gross sq./ft. of occupied retail space per block  
 (00.0) New retail space under construction or consideration

-  500,000 sq./ft. or more
-  250,000 sq./ft. - 499,000 sq./ft.
-  100,000 sq./ft. - 249,000 sq./ft.
-  50,000 sq./ft. - 99,000 sq./ft.
-  49,000 sq./ft. or less

- Note:
1. Floor area given in thousands of square feet.
  2. Total retail space occupied - 2,616,423 gross square feet.
  3. New retail space under construction or consideration - 579,000 square feet.

Sources: Louisville and Jefferson County Planning Commission,  
 Louisville Central Area, Inc., Feb. 1981



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 Planning Commission  
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Retail Space\*

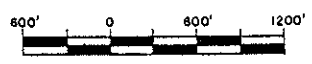


Figure V - 13

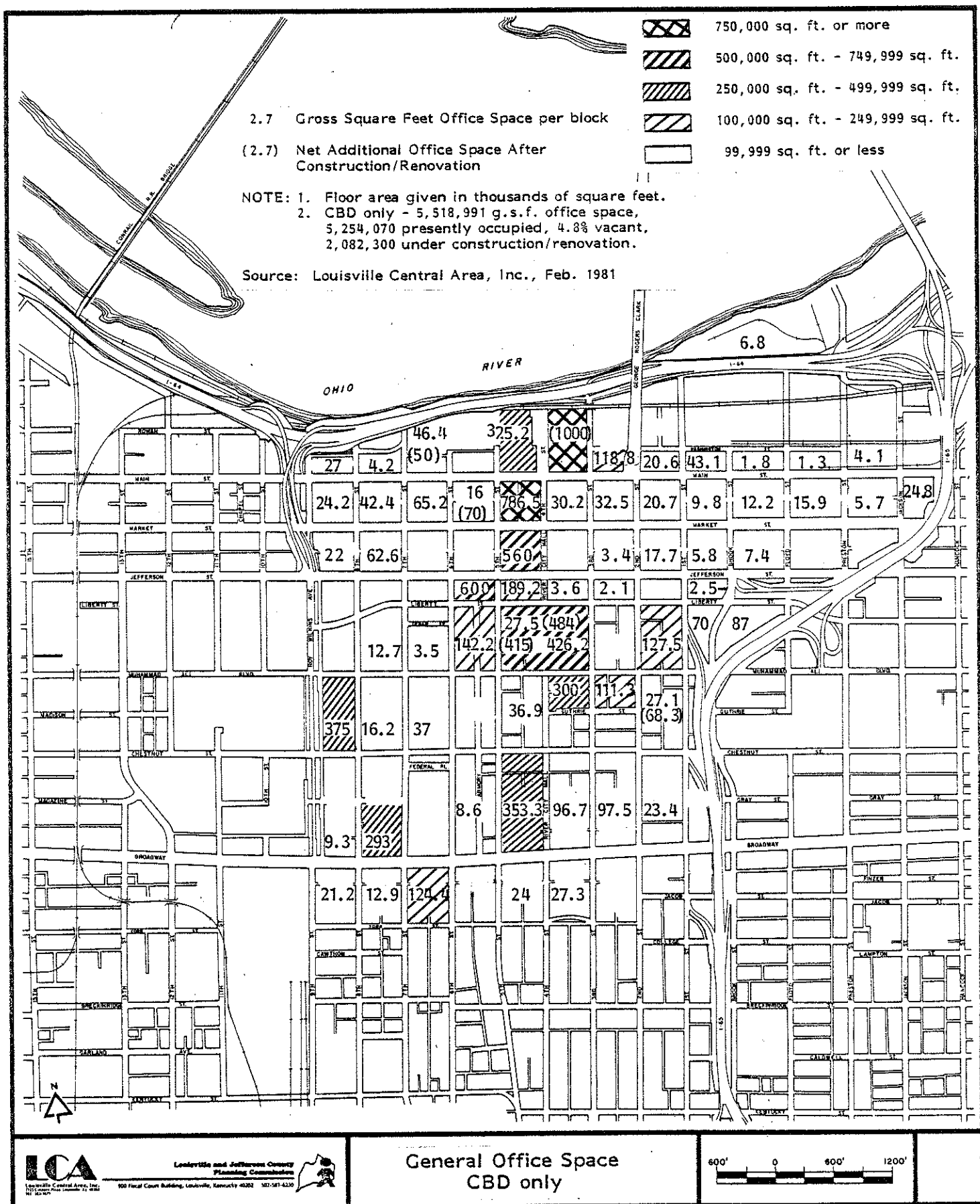






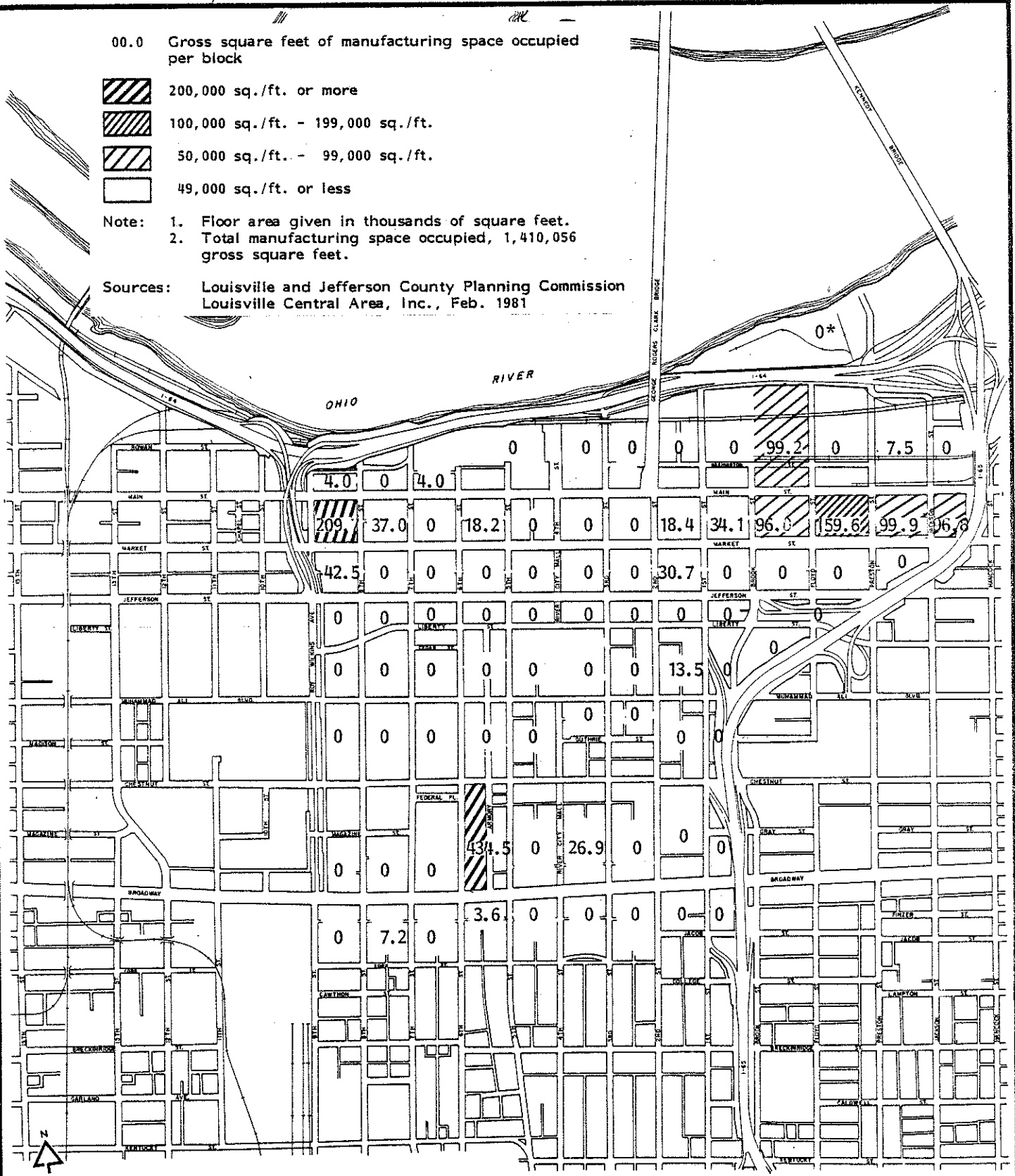
Figure V - 14

00.0 Gross square feet of manufacturing space occupied per block

-  200,000 sq./ft. or more
-  100,000 sq./ft. - 199,000 sq./ft.
-  50,000 sq./ft. - 99,000 sq./ft.
-  49,000 sq./ft. or less

Note: 1. Floor area given in thousands of square feet.  
 2. Total manufacturing space occupied, 1,410,056 gross square feet.

Sources: Louisville and Jefferson County Planning Commission  
 Louisville Central Area, Inc., Feb. 1981







**LCA** Louisville and Jefferson County Planning Commission  
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### Manufacturing Space\*



Figure V - 15

00.0 Gross square feet of wholesale, distribution and storage space occupied per block

-  200,000 sq. ft. or more
-  100,000 sq. ft. - 199,000 sq./ft.
-  50,000 sq. ft. - 99,000 sq./ft.
-  49,000 sq. ft. or less

Note: 1. Floor area given in thousands of square feet.  
 2. Total wholesale, distribution and storage space occupied 4,866,757 gross square feet

Sources: Louisville and Jefferson County Planning Commission  
 Louisville Central Area, Inc., Feb. 1981

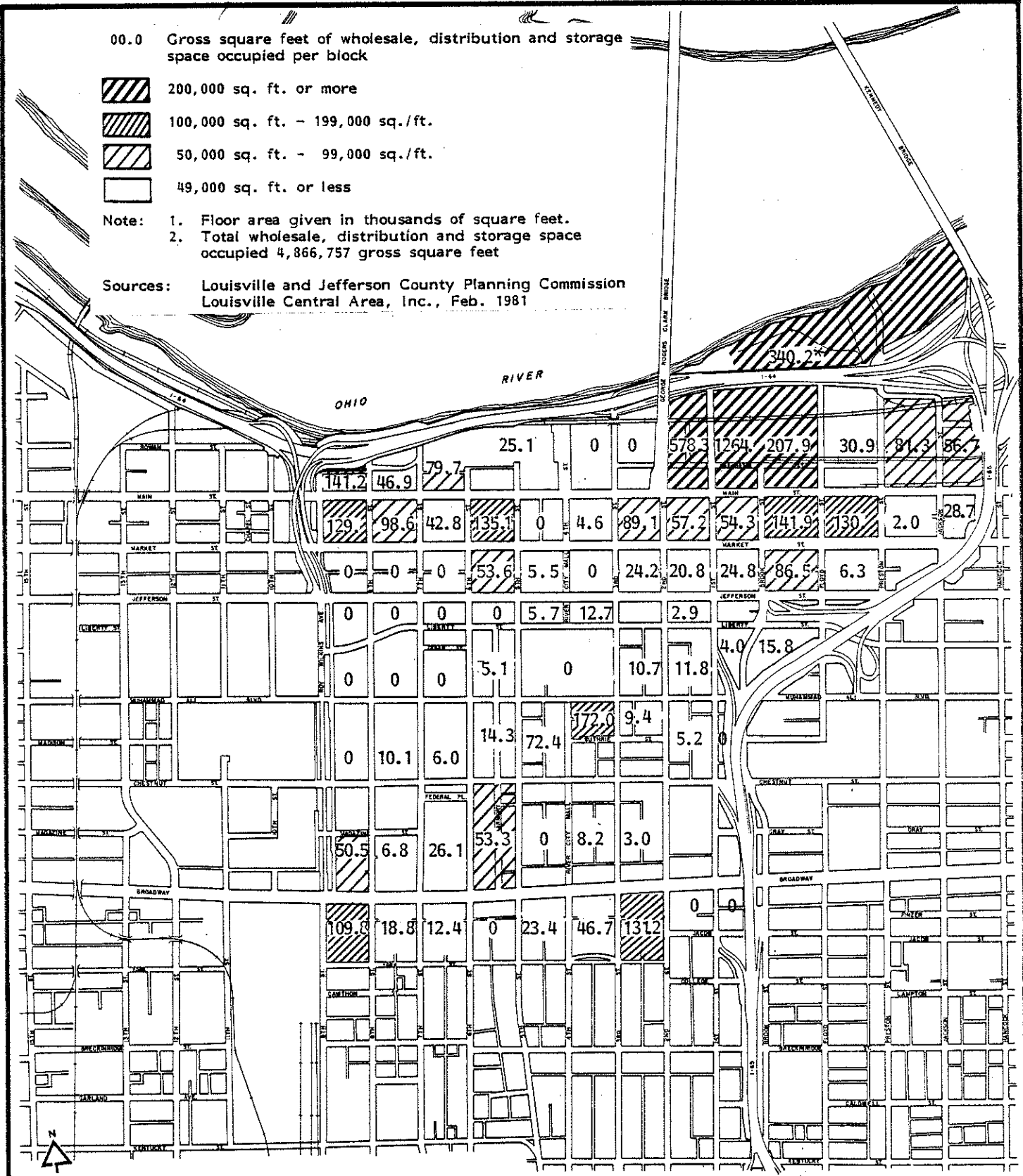




Figure V - 16







000u Dwelling units per block  
 (000u) Additional dwelling units per block under construction/renovation  
 000rms Hotel/motel rooms per block  
 (000rms) Additional hotel/motel rooms per block under construction/renovation

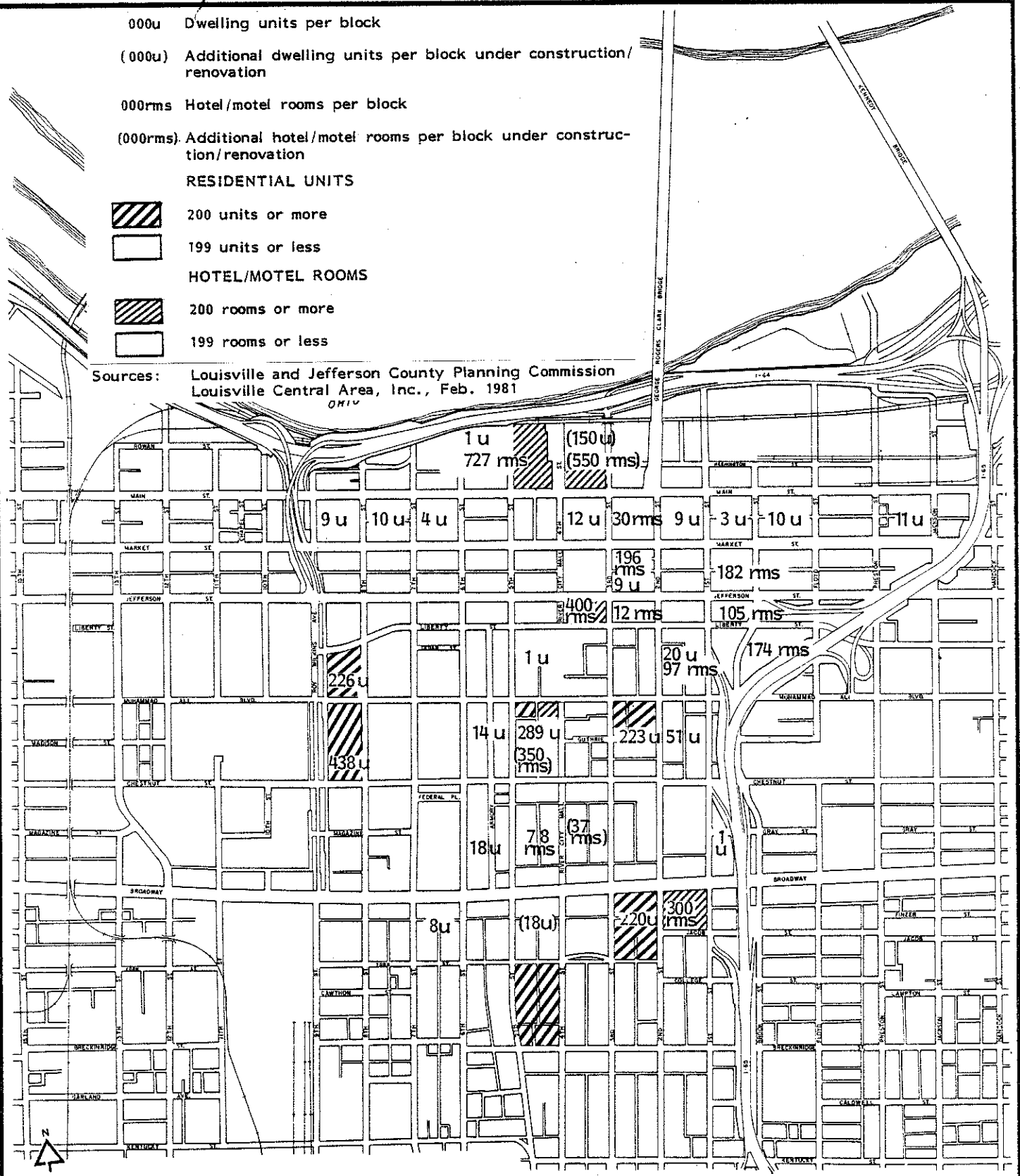
RESIDENTIAL UNITS

 200 units or more  
 199 units or less

HOTEL/MOTEL ROOMS

 200 rooms or more  
 199 rooms or less

Sources: Louisville and Jefferson County Planning Commission  
 Louisville Central Area, Inc., Feb. 1981



Louisville and Jefferson County  
 Planning Commission  
 905 Fiscal Court Building, Louisville, Kentucky 40202 502-581-4130

Resident and Transient Population  
 - CBD only

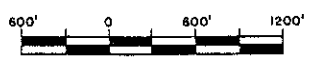
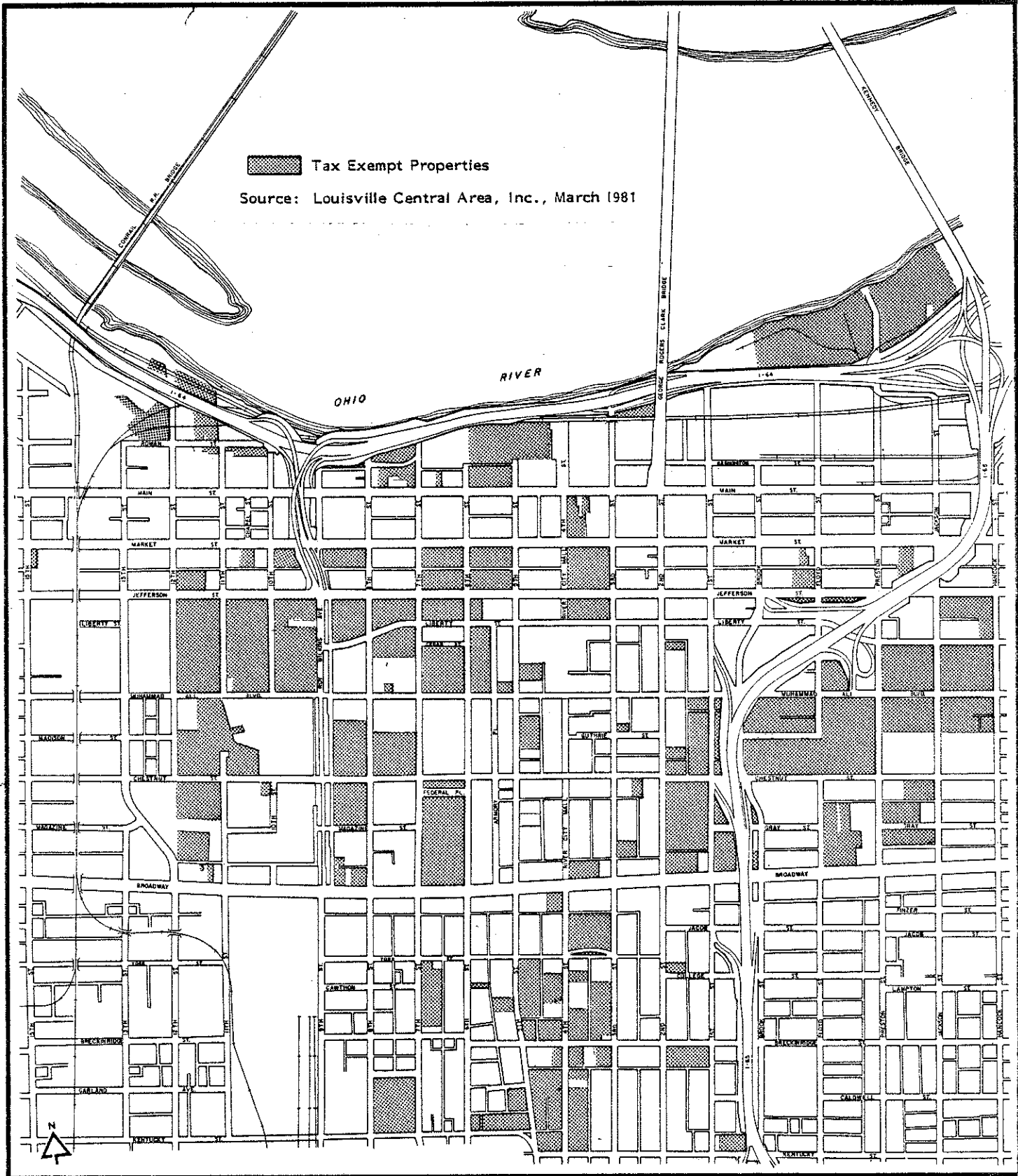



Figure V - 18



 Tax Exempt Properties

Source: Louisville Central Area, Inc., March 1981



Louisville and Jefferson County  
 Planning Commission  
 Louisville Central Area, Inc.  
 300 Fiscal Court Building, Louisville, Kentucky 40202 502-571-4239

Tax Exempt Properties

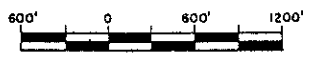


Figure V - 19

ATTACHMENTS

- V-1 Criteria for Evaluation of Structures or Sites for determining their eligibility for the National Register of Historic Places.
- V-2 Buildings on the National Register of Historic Places - Central Business District
- V-3 Buildings of Historic and Architectural significance on the State Survey - Central Business District.
- V-4 Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.

ATTACHMENT V-1

CRITERIA FOR EVALUATION

The following criteria are designed to guide the States, Federal agencies, and the Secretary of the Interior in evaluating potential entries (other than areas of the National Park System and National Historic Landmarks) for the National Register.

The quality of significance in American history, architecture, archeology, and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship feeling, and association, and:

- A. that the associated with events that have made a significant contribution to the broad patterns of our history; or
- B. that are associated with the lives of persons significant in our past; or
- C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. that have yielded, or may be likely to yield, information important in prehistory or history.

Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- A. a religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- B. a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- C. A birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site of building directly associated with his productive life; or

- 1
- D. A cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
  - E. a property achieving commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance, or
  - F. a property achieving significant within the past 50 years if it is of exceptional importance.

ATTACHMENT V-2

BUILDINGS ON THE NATIONAL REGISTER OF HISTORIC PLACES

CENTRAL BUSINESS DISTRICT

ACTOR'S THEATRE (OLD BANK OF LOUISVILLE) (NATIONAL HISTORIC LANDMARK)  
316 West Main Street  
August, 1971

LOUISVILLE AND NASHVILLE RAILROAD OFFICE  
131 West Main Street  
May, 1973

TYLER BLOCK (demolished)  
October, 1973

LOUISVILLE BOARD OF TRADE BUILDING (demolished)  
August, 1973

CHRIST CHURCH CATHEDRAL  
421 South Second Street  
August, 1973

JEFFERSON COUNTY COURTHOUSE  
530 West Jefferson Street  
April, 1972

JEFFERSON COUNTY JAIL  
514 West Liberty  
July, 1973

BRENNAN HOUSE  
631 South Fifth Street  
August, 1975

UNION STATION  
1000 West Broadway  
August, 1975

SEELBACH HOTEL  
500 River City Mall  
August, 1975

OLD UNIVERSITY OF LOUISVILLE MEDICAL SCHOOL  
103 West Chestnut  
July, 1975

CITY HALL COMPLEX (City Hall, City Hall Annex, Sinking Fund Bldg.)  
601-623 West Jefferson Street  
September 1, 1976

CATHEDRAL OF THE ASSUMPTION  
443 South Fifth Street  
September 21, 1977

OLD LOUISVILLE TRUST BUILDING  
208 South Fifth Street  
April 18, 1977

WEISSINGER-GAULBERT APARTMENTS - THIRD STREET ANNEX  
Third and Broadway  
December 12, 1977

Y.M.C.A. BUILDING  
227-229 West Broadway  
December 16, 1977

WALNUT STREET THEATRE  
416 West Muhammad Ali Boulevard  
September 1, 1978

SNEAD MANUFACTURING BUILDING  
817 West Market  
August 1, 1978

ROSSMORE APARTMENT HOUSE (Berkely Hotel)  
664 Fourth Avenue  
November 14, 1978

KAUFMAN-STRAUS BUILDING  
427-437 Fourth Avenue  
February 14, 1978

BROWN HOTEL, BUILDING AND THEATRE  
Fourth and Broadway  
February 17, 1978

LEVY BROTHERS BUILDING  
235 West Market Street  
March 24, 1978

LOEW'S/UNITED ARTIST THEATRE  
625 South Fourth Avenue  
March 28, 1978

FIFTH WARD SCHOOL  
743 South Fifth Street  
March 31, 1978

CHESTNUT STREET METHODIST CHURCH SOUTH (BROWN MEMORIAL AME CHURCH)  
809 South Third Street  
July 16, 1979

ELKS ATHLETIC CLUB (YMCA)  
604 South Third Street  
July 16, 1979

HEYBURN BUILDING  
332 West Broadway  
July 16, 1979

KENTUCKY NATIONAL BANK (VAUGH BLDG., FOX INSURANCE)  
300 West Main Street  
July 16, 1979

OFFICE OF THE CLERK  
121 West Main Street  
September 26, 1979

INTER-SOUTHERN LIFE INSURANCE BUILDING (KENTUCKY HOME LIFE)  
239-247 South Fifth Street  
March 19, 1980

JEFFERSON COUNTY ARMORY  
525 West Muhammed Ali Blvd.  
March 24, 1980

LOUISVILLE FREE PUBLIC LIBRARY  
301 West York Street  
March 27, 1980

JEFFERSON COUNTY COURTHOUSE ANNEX  
517 Court Place  
April 21, 1980

OLD UNITED STATES CUSTOMS HOUSE AND POST OFFICE AND FIREPROOF STORAGE  
CO. WAREHOUSE  
301-310 West Liberty Street  
May 31, 1980 --- amended from listing December 23, 1977

SOUTH CENTRAL BELL OFFICE BUILDING  
521 West Chestnut Street  
December 3, 1980

WEST MAIN STREET HISTORIC DISTRICT  
600,700,800 blocks of Main and south side of the 500 block

OLD BANK OF LOUISVILLE DISTRICT  
316-328 West Main

INTER-SOUTHERN LIFE INSURANCE BUILDING (KENTUCKY HOME LIFE)  
239-247 South Fifth Street  
March 19, 1980

JEFFERSON COUNTY ARMORY  
525 West Muhammed Ali Blvd.  
March 24, 1980

LOUISVILLE FREE PUBLIC LIBRARY  
301 West York Street  
March 27, 1980

JEFFERSON COUNTY COURTHOUSE ANNEX  
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521 West Chestnut Street  
December 3, 1980

WEST MAIN STREET HISTORIC DISTRICT  
600,700,800 blocks of Main and south side of the 500 block

OLD BANK OF LOUISVILLE DISTRICT  
316-328 West Main

BUILDINGS OF HISTORIC AND ARCHITECTURAL SIGNIFICANCE ON THE STATE SURVEY

CENTRAL BUSINESS DISTRICT

1. 101 & 103 West Main Street  
Mr. and Mrs. Lawrence E. Shester  
2704 Alice Avenue  
Louisville, Kentucky 40220
2. 105 West Main Street  
Jones, Inc.  
4500 Progress Boulevard  
Louisville, Kentucky 40218
3. 107 West Main Street  
Barbara Mann Thomas  
226 Hemmingway  
Louisville, Kentucky 40207
4. 111 West Main Street  
Mr. Walter Downs  
Bacon's-Bashford Manor  
Louisville, Kentucky 40218
5. 113-115 West Main Street  
Mr. Walter Downs  
Bacon's - Bashford Manor Store  
3600 Bardstown Road  
Louisville, Kentucky 40218
6. 117, 119 West Main Street
7. Mr. Louis J. Frederick
8. 123 West Main Street  
C. J. Schoch Heating Company  
123 West Main Street  
Louisville, Kentucky 40202
9. 127 West Main Street  
David Weller  
127 West Main Street  
Louisville, Kentucky 40202
10. 214 West Main Street
11. 226 West Main Street
12. Wm. G. Lussky, Jr. and R. F. Lussky  
812 West Main Street  
Louisville, Kentucky 40202
13. 109-111 South Third Street  
Mrs. Beverly Detroy  
111 South Third Street  
Louisville, Kentucky 40202
14. 113 & 115-119 South Third Street  
Beverly Detroy  
109 South Third Street  
Louisville, Kentucky 40202
15. 136 South Third Street  
William DeJarnette  
136 South Third Street  
Louisville, Kentucky 40202
16. 207-209 West Market Street  
Metro United Way  
207-209 West Market Street  
Louisville, Kentucky 40202
17. 211-213-215 West Market Street
18. Alfred Schiller  
211 West Market Street  
Louisville, Kentucky 40202
19. 227-229 West Market Street  
Bridges Smith and Company  
227-229 West Market Street  
Louisville, Kentucky 40202
20. 231 West Main Street  
Old German Insurance Bank  
J. Querico  
231 West Market Street  
Louisville, Kentucky 40202
21. 421 West Market Street  
First National Bank  
First National Tower  
Louisville, Kentucky 40202
22. Almstead Brothers Office  
Almstead Brothers Office  
425 West Market Street  
Louisville, Kentucky 40202
23. 150 South Fifth Street  
Louisville Home Federal  
150 South Fifth Street  
Louisville, Kentucky 40202
24. 539 West Market Street  
Portland Federal  
539 West Market Street  
Louisville, Kentucky 40202



25. 426-430 West Market Street
26. Louisville Title Company  
223 South Fifth  
Louisville, Kentucky 40202
27. 432-438 South 5th Street  
Fireside Building, 209 South 5th, 40202  
Sarah Williams, 20066 Eastern Parkway, 40205  
Chas. Krekel, 436 West Market, 40202  
Louisville, Kentucky.
28. 440 West Market Street  
Catholic Bishop of Louisville  
212 East College Street  
Louisville, Kentucky 40202
29. Kentucky Title Company Building  
Jefferson County Fiscal Court  
517 West Jefferson Street  
Louisville, Kentucky 40202
30. 209 South Fifth Street  
Fireside Building & Loan  
209 South Fifth Street  
Louisville, Kentucky 40202
31. 211-219 South Fifth Street  
Louisville Title Company  
211-219 South Fifth Street  
Louisville, Kentucky 40202
32. 221-223 South Fifth Street  
Louisville Title Company  
221-223 South Fifth Street  
Louisville, Kentucky 40202
33. 225-227 South Fifth Street  
Greater Kentucky Building & Loan  
225-227 South Fifth Street  
Louisville, Kentucky 40202
34. 229-233 South Fifth Street  
H. G. Wittenberg  
229-233 South Fifth Street  
Louisville, Kentucky 40202
35. 235 South Fifth Street  
Richard Nash  
235 South Fifth Street  
Louisville, Kentucky 40202
36. Savoy Theatre  
Savoy Theatre  
Wald Enterprise  
211 West Jefferson Street  
Louisville, Kentucky 40202
37. 400-402 West Market  
Morris Borowitz  
310 West Liberty
38. 218 South Fourth Street 1874  
Frank Garlove  
600 Marion Taylor Building
39. 220 South Fourth Street 1874  
John Klein
40. 239 South Fifth
41. 222 South Fourth Street 1874  
John A. Speagle  
Best Stamp & Seal Co. 222 South 4th
42. 224-226 South Fourth Street 1874  
Frank Haddad, Jr.  
529 Kentucky Home Life Building
43. Milner Hotel  
231 West Jefferson Street  
Milner Hotel, Incorporated  
1526 Center Street  
Detroit, Michigan
44. Marion E. Taylor Building  
Benjamin Kaufman, Nathan Jacobs  
10 East 40th Street  
New York, N.Y.
45. 401-407 South Third Street  
Midtown Enterprises  
409 South Third Street  
Louisville, Kentucky 40202
46. 429 South Second Street  
Beatrice Miller  
429 South Second Street  
Louisville, Kentucky 40202
47. 423-425 South Third Street  
O'Conner Realty  
423-425 South Third Street  
Louisville, Kentucky 40202
48. Louisville Water Company Office  
Louisville Water Company Office  
435 South Third Street  
Louisville, Kentucky 40202
49. The Old House Restaurant  
432 South Fifth Street  
Erma Bissel Dick  
432 South Fifth Street  
Louisville, Kentucky 40202

50. 211-215 West Walnut Street  
Dorthy S. Levi & Helen Moore  
211-215 West Muhammad Ali Boulevard  
Louisville, Kentucky 40202
51. Pendennis Club  
218 West Muhammad Ali Boulevard  
Louisville, Kentucky 40202
52. Stewarts Dry Goods Building  
c/o Mr. Hollis Pearce  
Equitable Insurance Company  
100 Peachtree Street  
Atlanta, Georgia 30303
53. 414-420 West Muhammad Ali Boulevard  
George Underhill  
Kentucky Towers  
430 West Muhammad Ali Boulevard  
Louisville, Kentucky 40202
54. 543 South Third Street  
Hilliard Lyons  
543 South Third Street  
Louisville, Kentucky 40202
55. Speed Building  
Robco, Incorporated  
314 Guthrie Green  
Louisville, Kentucky 40202
56. Caperton Block  
564-574 Fourth Avenue  
Citizens Fidelity Trustee  
Citizens Plaza  
Louisville, Kentucky 40202
57. Republic Building 1917  
Oxford Properties, Inc.  
429 West Muhammad Ali Boulevard
58. 560 South Fifth Street  
Joseph Cecil  
560 South Fifth
59. 626 Fourth Avenue  
Frank Strichler  
Citizens Fidelity Bank  
Citizens Plaza  
Louisville, Kentucky 40202
60. 629 Fourth Avenue  
Mrs. James Alexander  
P. O. Box 4155  
Lexington, Kentucky 40504  
Dr. A. S. Alexander  
P.O. Box 303  
Midway, Kentucky 40347  
Mrs. Robert Brewer  
P. O. Box 505  
Midway, Kentucky 40347  
Mrs. Rodgers W. Gilcrest  
1565A Embury Drive  
Mishawaka, Indiana 46544
61. Kentucky Theatre  
Intercome Investments c/o M. Switon  
649 Fourth Avenue  
Louisville, Kentucky 40202
62. 642 South Fourth Street  
Focal Realty Company  
642 South Fourth Street  
Louisville, Kentucky 40202
63. Fincastle Building  
W. R. Cole  
305 West Broadway  
Louisville, Kentucky 40202
64. U.S. Post Office, 601 West Broadway  
GAS  
601 West Broadway  
Louisville, Kentucky 40202
65. St. Charles Place, Apartments 1901-1902  
525-531 South Second Street  
Thomas and John Markon, P-Nightengale  
2457 Peterson Court
66. 643 South Third Street 1880-81  
Esther Waterman  
c/o Simon Realty  
1501 Bardstown Road
67. 501-503 West Broadway  
Norman Neff  
501 West Broadway
68. Sears, Roebuck and Company 1925  
800 West Broadway  
The Sears Roebuck & Company building is one of a few examples  
of the Art Modern styles in Louisville.
69. Hampton Hall Apartments 1925  
219 York Street  
Personell Policy Service
70. York Towers 1927-1930  
201 York Street  
York at 2nd Develop Co.
71. Old Young Men's Hebrew Association  
723 So. Second Street  
Falls City Millwork  
3720 South Seventh Street Road

THE SECRETARY OF THE INTERIOR'S

# STANDARDS FOR REHABILITATION

AND

## GUIDELINES FOR REHABILITATING HISTORIC BUILDINGS



**RECEIVED**

APR 13 1981

LOUISVILLE AND JEFFERSON COUNTY  
PLANNING COMMISSION

Office of Archeology and Historic Preservation  
Heritage Conservation and Recreation Service  
U.S. Department of the Interior  
Washington, D.C. 20240

The following "Standards for Rehabilitation" shall be used by the Secretary of the Interior when determining if a rehabilitation project qualifies as "certified rehabilitation" pursuant to the Tax Reform Act of 1976. These standards appear in Section 36 of the Code of Federal Regulations, Part 67.

"Rehabilitation" means the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural and cultural values.

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to any project.

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood or environment.

10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

#### GUIDELINES FOR APPLYING THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

The following guidelines are designed to help individual property owners formulate plans for the rehabilitation, preservation, and continued use of old buildings consistent with the intent of the Secretary of the Interior's "Standards for Rehabilitation." The guidelines pertain to buildings of all occupancy and construction types, sizes, and materials. They apply to permanent and temporary construction on the exterior and interior of historic buildings as well as new attached or adjacent construction, although not all work implied in the Standards and guidelines is required for each rehabilitation project.

Techniques, treatments, and methods consistent with the Secretary's "Standards for Rehabilitation" are listed in the "recommended" column on the left. Those techniques, treatments, and methods which may adversely affect a building's architectural and historic qualities are listed in the "not recommended" column on the right. Every effort will be made to update and expand the guidelines as additional techniques and treatments become known.

Specific information on rehabilitation and preservation technology may be obtained by writing to the Technical Preservation Services Division, Heritage Conservation and Recreation Service, U.S. Department of the Interior, Washington, D.C. 20240, or the appropriate State Historic Preservation Officer. Advice should also be sought from qualified professionals, including architects, architectural historians, and archeologists skilled in the preservation, restoration, and rehabilitation of old buildings.

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4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.
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in the preservation, restoration, and rehabilitation of old buildings.

### THE ENVIRONMENT

#### Recommended

Retaining distinctive features such as the size, scale, mass, color, and materials of buildings, including roofs, porches, and stairways that give a neighborhood its distinguishing character.

Retaining landscape features such as parks, gardens, street lights, signs, benches, walkways, streets, alleys and building set-backs that have traditionally linked buildings to their environment.

Using new plant materials, fencing, walkways, street lights, signs, and benches that are compatible with the character of the neighborhood in size, scale, material and color.

#### Not Recommended

Introducing new construction into neighborhoods that is incompatible with the character of the district because of size, scale, color, and materials.

Destroying the relationship of buildings and their environment by widening existing streets, changing paving material, or by introducing inappropriately located new streets and parking lots that are incompatible with the character of the neighborhood.

Introducing signs, street lighting, benches, new plant materials, fencing, walkways and paving materials that are out of scale or inappropriate to the neighborhood.

### BUILDING SITE

#### Recommended

Identifying plants, trees, fencing, walkways, out-buildings, and other elements that might be an important part of the property's history and development.

#### Not Recommended



## BUILDING SITE -- continued

Recommended

Retaining plants, trees, fencing, walkways, street lights, signs, and benches that reflect the property's history and development.

Basing decisions for new site work on actual knowledge of the past appearance of the property found in photographs, drawings, newspapers, and tax records. If changes are made they should be carefully evaluated in light of the past appearance of the site.

Providing proper site and roof drainage to assure that water does not splash against building or foundation walls, nor drain toward the building.

Archeological featuresRecommended

Leaving known archeological resources intact.

Minimizing disturbance of terrain around the structure, thus reducing the possibility of destroying unknown archeological resources.

Arranging for an archeological survey of all terrain that must be disturbed during the rehabilitation program. The survey should be conducted by a professional archeologist.

Not Recommended

Making changes to the appearance of the site by removing old plants, trees, fencing, walkways, out-buildings, and other elements before evaluating their importance in the property's history and development.

Leaving plant materials and trees in close proximity to the building that may be causing deterioration of the historic fabric.

Not Recommended

Installing underground utilities, pavements, and other modern features that disturb archeological resources.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological resources.

## BUILDING: STRUCTURAL SYSTEMS

Recommended

Recognizing the special problems inherent in the structural systems of historic buildings, especially where there are visible signs of cracking, deflection, or failure.

Undertaking stabilization and repair of weakened structural members and systems.

Replacing historically important structural members only when necessary. Supplementing existing structural systems when damaged or inadequate.

Not Recommended

Disturbing existing foundations with new excavations that undermine the structural stability of the building.

Leaving known structural problems untreated that will cause continuing deterioration and will shorten the life of the structure.

## BUILDING: EXTERIOR FEATURES

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortar

Recommended \*

Retaining original masonry and mortar, whenever possible, without the application of any surface treatment.

Repointing only those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand in the mortar joint.

Not Recommended

Applying waterproof or water repellent coatings or surface consolidation treatments unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.

Repointing mortar joints that do not need repointing. Using electric saws and hammers to remove mortar can seriously damage the adjacent brick.

\* For more information consult Preservation Briefs: 1: "The Cleaning and Waterproof Coating of Masonry Buildings" and Preservation Briefs: 2: "Repointing Mortar Joints in Historic Brick Buildings." Both are available from Technical Preservation Services Division, Heritage Conservation and Recreation Service, U.S. Department of the Interior, Washington, D.C. 20240.

## BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco, and mortar

Recommended

Duplicating old mortar in composition, color, and texture.

Duplicating old mortar in joint size, method of application, and joint profile.

Repairing stucco with a stucco mixture that duplicates the original as closely as possible in appearance and texture.

Cleaning masonry only when necessary to halt deterioration or to remove graffiti and stains and always with the gentlest method possible, such as low pressure water and soft natural bristle brushes.

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Replacing missing significant architectural features, such as cornices, brackets, railings, and shutters.

Not Recommended

Repointing with mortar of high Portland cement content can often create a bond that is stronger than the building material. This can cause deterioration as a result of the differing coefficient of expansion and the differing porosity of the material and the mortar.

Repointing with mortar joints of a differing size or joint profile, texture or color.

Sandblasting, including dry and wet grit and other abrasives, brick or stone surfaces; this method of cleaning erodes the surface of the material and accelerates deterioration. Using chemical cleaning products that would have an adverse chemical reaction with the masonry materials, i.e., acid on limestone or marble.

Applying new material which is inappropriate or was unavailable when the building was constructed, such as artificial brick siding, artificial cast stone or brick veneer.

Removing architectural features such as cornices, brackets, railings, shutters, window architraves, and doorway pediments.

## BUILDING: EXTERIOR FEATURES -- continued

Masonry: Adobe, brick, stone, terra cotta, concrete, stucco and mortarRecommended

Retaining the original or early color and texture of masonry surfaces, including early signage wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons.

Not Recommended

Removing paint from masonry surfaces indiscriminately. This may subject the building to damage and change its appearance.

Wood: Clapboard, weatherboard, shingles and other wooden sidingRecommended

Retaining and preserving significant architectural features, whenever possible.

Not Recommended

Removing architectural features such as siding, cornices, brackets, window architraves, and doorway pediments. These are, in most cases, an essential part of a building's character and appearance that illustrate the continuity of growth and change.

Repairing or replacing, where necessary, deteriorated material that duplicates in size, shape and texture the old as closely as possible.

Resurfacing frame buildings with new material that is inappropriate or was unavailable when the building was constructed such as artificial stone, brick veneer, asbestos or asphalt shingles, and plastic or aluminum siding. Such material can also contribute to the deterioration of the structure from moisture and insects.

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zincRecommended

Retaining original material, whenever possible.

Not Recommended

Removing architectural features that are an essential part of a building's character and appearance, illustrating the continuity of growth and change.

## BUILDING: EXTERIOR FEATURES -- continued

Architectural Metals: Cast iron, steel, pressed tin, aluminum, zincRecommended

Cleaning when necessary with the appropriate method. Metals should be cleaned by methods that do not abrade the surface.

Not Recommended

Exposing metals which were intended to be protected from the environment. Do not use cleaning methods which alter the color, texture, and tone of the metal.

Roofs and RoofingRecommended

Preserving the original roof shape.

Retaining the original roofing material, whenever possible.

Providing adequate roof drainage and insuring that the roofing materials provide a weathertight covering for the structure.

Replacing deteriorated roof coverings with new material that matches the old in composition, size, shape, color, and texture.

Preserving or replacing, where necessary, all architectural features that give the roof its essential character, such as dormer windows, cupolas, cornices, brackets, chimneys, cresting, and weather vanes.

Not Recommended

Changing the essential character of the roof by adding inappropriate features such as dormer windows, vents, or skylights.

Applying new roofing material that is inappropriate to the style and period of the building and neighborhood.

Replacing deteriorated roof coverings with new materials that differ to such an extent from the old in composition, size, shape, color, and texture that the appearance of the building is altered.

Stripping the roof of architectural features important to its character.

## BUILDING: EXTERIOR FEATURES -- continued

Windows and DoorsRecommended

Retaining and repairing existing window and door openings including window sash, glass, lintels, sills, architraves, shutters, doors, pediments, hoods, steps, and all hardware.

Duplicating the material, design, and the hardware of the older window sash and doors if new sash and doors are used.

Installing visually unobtrusive storm windows and doors, where needed, that do not damage existing frames and that can be removed in the future.

Using original doors and door hardware when they can be repaired and reused in place.

Entrances, porches, and stepsRecommended

Retaining porches and steps that are appropriate to the building and its development. Porches or additions reflecting later architectural styles are often important to the building's historical integrity and, wherever possible, should be retained.

Not Recommended

Introducing new window and door openings into the principal elevations, or enlarging or reducing window or door openings to fit new stock window sash or new stock door sizes.

Altering the size of window panes or sash. Such changes destroy the scale and proportion of the building.

Installing inappropriate new window or door features such as aluminum storm and screen window insulating glass combinations that require the removal of original windows and doors.

Installing plastic, canvas, or metal strip awnings or fake shutters that detract from the character and appearance of the building.

Discarding original doors and door hardware when they can be repaired and reused in place.

Not Recommended

Removing or altering porches and steps that are appropriate to the building's development and style.

## BUILDING: EXTERIOR FEATURES -- continued

Entrances, porches, and stepsRecommended

Repairing or replacing, where necessary, deteriorated architectural features of wood, iron, cast iron, terra cotta, tile, and brick.

Not Recommended

Stripping porches and steps of original material and architectural features, such as hand rails, balusters, columns, brackets, and roof decoration of wood, iron cast iron, terra cotta, tile, and brick.

Enclosing porches and steps in a manner that destroys their intended appearance.

Exterior FinishesRecommended

Discovering the historic paint colors and finishes of the structure and repainting with those colors to illustrate the distinctive character of the property.

Not Recommended

Removing paint and finishes down to the bare surface; strong paint strippers whether chemical or mechanical can permanently damage the surface. Also, stripping obliterates evidence of the historical paint finishes.

Repainting with colors that cannot be documented through research and investigation to be appropriate to the building and neighborhood.

## BUILDING: INTERIOR FEATURES

Recommended

Retaining original material, architectural features, and hardware, whenever possible, such as stairs, elevators, hand rails, balusters, ornamental columns, cornices, baseboards, doors, doorways, windows, mantel pieces, paneling, lighting fixtures, parquet or mosaic flooring.

Not Recommended

Removing original material, architectural features, and hardware, except where essential for safety or efficiency.

Replacing interior doors and transoms without investigating alternative fire protection measures or possible code variances.

## BUILDING: INTERIOR FEATURES --continued

Recommended

Repairing or replacing, where necessary, deteriorated material with new material that duplicates the old as closely as possible.

Retaining original plaster, whenever possible.

Discovering and retaining original paint colors, wallpapers and other decorative motifs or, where necessary, replacing them with colors, wallpapers or decorative motifs based on the original.

Where required by code, enclosing an important interior stairway in such a way as to retain its character. In many cases glazed fire rated walls may be used.

Retaining the basic plan of a building, the relationship and size of rooms, corridors, and other spaces.

Not Recommended

Installing new decorative material and panelling which destroys significant architectural features or was unavailable when the building was constructed, such as vinyl plastic or imitation wood wall and floor coverings, except in utility areas such as bathrooms and kitchens.

Removing plaster to expose brick to give the wall an appearance it never had.

Removing paint from wooden architectural features by sandblasting or other abrasive techniques.

Removing paint from wooden architectural features that were never intended to be exposed.

Enclosing important stairways with ordinary fire rated construction which destroys the architectural character of the stair and the space.

Altering the basic plan of a building by demolishing principal walls, partitions, and stairways.

## NEW CONSTRUCTION

Recommended

Keeping new additions and adjacent new construction to a minimum, making them compatible in scale, building materials, and texture.

Not Recommended



## NEW CONSTRUCTION -- continued

Recommended

Designing new work to be compatible in materials, size, scale, color, and texture with the earlier building and the neighborhood.

Using contemporary designs compatible with the character and mood of the building or the neighborhood.

Protecting architectural details and features that contribute to the character of the building.

Placing television antennae and mechanical equipment, such as air conditioners, in an inconspicuous location.

Not Recommended

Designing new work which is incompatible with the earlier building and the neighborhood in materials, size, scale, and texture.

Imitating an earlier style or period of architecture in new additions, except in rare cases where a contemporary design would detract from the architectural unity of an ensemble or group. Especially avoid imitating an earlier style of architecture in new additions that have a completely contemporary function such as a drive-in bank or garage.

Adding new height to the building that changes the scale and character of the building. Additions in height should not be visible when viewing the principal facades.

Adding new floors or removing existing floors that destroy important architectural details, features and spaces of the building.

Placing television antennae and mechanical equipment, such as air conditioners, where they can be seen from the street.

MECHANICAL SYSTEMS: HEATING, AIR CONDITIONING, ELECTRICAL, PLUMBING,  
FIRE PROTECTION

Recommended

Installing necessary mechanical systems in areas and spaces that will require the least possible alteration to the structural integrity and physical appearance of the building.

Utilizing early mechanical systems, including plumbing and early lighting fixtures, where possible.

Installing the vertical runs of ducts, pipes, and cables in closets, service rooms, and wall cavities.

Insuring adequate ventilation of attics, crawlspaces, and cellars to prevent moisture problems.

Installing thermal insulation in attics and in unheated cellars and crawlspaces to conserve energy.

Not Recommended

Causing unnecessary damage to the plan, materials, and appearance of the building when installing mechanical systems.

Attaching exterior electrical and telephone cables to the principal elevations of the building.

Installing the vertical runs of ducts, pipes, and cables in places where they will be a visual intrusion.

Concealing or "making invisible" mechanical equipment in historic walls or ceilings. Frequently this concealment requires the removal of historic fabric.

Installing "dropped" acoustical ceilings to hide mechanical equipment. This destroys the proportions and character of the rooms.

Installing foam, glass fiber, or cellulose insulation into wall cavities of either wooden or masonry construction. This has been found to cause moisture problems when there is no adequate moisture barrier.

## SAFETY AND CODE REQUIREMENTS

Recommended

Complying with code requirements in such a manner that the essential character of a building is preserved intact.

Working with local code officials to investigate alternative life safety measures that preserve the architectural integrity of the building.

Investigating variances for historic properties allowed under some local codes.

Installing adequate fire prevention equipment in a manner that does minimal damage to the appearance or fabric of a property.

Adding new stairways and elevators that do not alter existing exit facilities or other important architectural features and spaces of the building.

Not Recommended

Adding new stairways and elevators that alter existing exit facilities or important architectural features and spaces of the building.

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U.S. Department of the Interior  
Heritage Conservation and Recreation Service  
Office of Archeology and Historic Preservation  
Washington, D.C. 20240  
February 1978 (rev.)

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## VI. TRANSPORTATION ELEMENT

VI. TRANSPORTATION ELEMENT OF THE CENTRAL  
LOUISVILLE DEVELOPMENT PLAN

A. INTRODUCTION

The transportation element of the Central Louisville Development Plan addresses all surface (ground) transportation systems including roadways, public transit, parking facilities, pedestrian ways bikeways, and goods delivery.

The Goals and Objectives of Central Louisville Development Plan Goals Committee are very consistent with the principles, goals and objectives used in developing previous plans for the downtown area. This is borne out by a review of the goals and objectives of the Central Louisville Development Plan against the planning principals suggested for development of the 1969 Louisville Center City Development Program, objectives in the 1962 Design for Downtown report, objectives of the 1969 Louisville Center City Development Program, objectives of the 1978 Louisville Center City Transportation Planning Study and transportation considerations in the 1980 Louisville RUDAT Study. (Refer to Tables VI-1, VI-2, VI-3, VI-4, VI-5, and VI-6.)\*

A review of travel to the downtown area over the last decade indicates that the number of trips have been relatively constant. Accordingly, the analysis in 1977 by the 1978 Louisville Center City Transportation Planning Study remains valid today. In an area defined by Roy Wilkins, the Ohio River, Hancock and Kentucky, the 1978 study indicated that roughly 187,000 vehicles entered and left the downtown each day. (Refer to Table VI-7.) Because the downtown area is the hub of the public transit system, nearly 20% of all trips are by transit. Without transit, the road system and parking system would have to accommodate these trips.

Although the total traffic has remained fairly constant over the past decade, these have been shifts in traffic volumes on individual streets. The opening of the Riverside Expressway (Interstate 64) brought the most dramatic changes in traffic volumes on individual streets: traffic volumes dropped on Main, Market and Broadway; traffic volumes increased on Roy Wilkins, Jefferson at Roy Wilkins, and Liberty at Roy Wilkins; and traffic on the Second Street on-ramp and Third Street off-ramp of Interstate 64 and Jefferson Street off-ramp and Liberty Street on-ramp of Interstate 65 redistributed to the Ninth Street interchange of Interstate 64. These traffic shifts have created a better balance of traffic entering and leaving the downtown area. The 1978 Louisville Center City Transportation

\*Note: Figures, Tables and Attachments are at the end of the Section.

Planning Study found that most streets functioned in the level of service C or D range during the peak hours.\* Although the level of service D range implies congestion, it is an acceptable level of service in urban areas.

Because surface streets and freeway ramps are not operating at capacity (level of service E) and the transit system accommodates a significant number of trips to downtown, the transportation system appears adequate to handle anticipated growth in the downtown area for the time being.

With regard to transportation problems, the most significant defect identified in all previous studies is imbalanced access to the freeway system. The downtown area is accessible by the freeway system from the north and east, but only by surface streets from the west and south. Given the unlikelihood of a freeway around the west and south edges of downtown, the extension of Roy Wilkins (Ninth Street) from Broadway south to the Seventh Street and the upgrading of Seventh Street to the Watterson are the most significant and desirable traffic improvements that could be made to improve access to the west and south sides of downtown. Nevertheless, the southwest side of the core of downtown will continue to have less development potential than the areas between Liberty and River Road from Ninth Street to Brook Street and between Second Street to Floyd Street from Market to Jacob, considering relative freeway accessibility. The northeast side of downtown suffers from a similar lack of freeway accessibility as the southwest side, only more so.

The most significant transportation system problem hampering revitalization of the downtown area is the lack of sufficient short-term parking in the retail core and, secondarily, local government core. This problem has been noted since the 1950's and remains a problem today. The competitive disadvantage that this has created for the downtown area for office and retail uses relative to the suburbs, cannot be understated. The establishment of a policy on the use and location of parking in downtown remains the most critical action that can be taken relative to the transportation system to encourage downtown revitalization.

#### B. THE ROADWAY SYSTEM

In evaluating the adequacy of the existing street system and recommending appropriate changes in the street system for the future, it is helpful to begin with an ideal concept for roadway access to and through the downtown area that is consistent with the goals and objectives of the Central Louisville Development Plan.

\*Note: Level of Service definition in the Glossary.

Inasmuch as Central Louisville has been in the past, is presently, and will continue to be in the future the major concentration of high intensity development and employment in the metropolitan area, continued adequate access to downtown is more important for continued economic stability and growth of the metropolitan area than any other development concentration. Accordingly, Central Louisville should have better freeway access from the metropolitan area, the larger region and the bi-state area than any other activity area in the community.

An ideal downtown access pattern is shown in Figure 1. To assure balanced freeway access from all directions to downtown, all freeways converging on the central portion of a city should run into a freeway loop that links them together. The downtown freeway loop insures that freeway traffic is taken around, not through, the downtown area and that freeway traffic with an origin and destination in the downtown area can circulate around the downtown area on the freeway system to use an interchange that is closest to the ultimate destination. In planning the circulation of the downtown area, it is important to separate, to the extent possible, traffic with different purposes. Different types of traffic are assigned and encouraged to use different streets so that congestion is not concentrated on a few facilities.

Accordingly, freeway access traffic should be separated from traffic passing through the downtown area between neighborhoods abutting downtown and from traffic destined to (or from) the downtown area from (or to) abutting neighborhoods. The ideal downtown access pattern shows that major access routes to and from the freeway interchanges on the downtown freeway loop set up a series of one-way couple streets that provide freeway access to parking and the downtown core and create a circulation pattern around the downtown core. As a result, the downtown core has the highest level of accessibility in all directions. Traffic bound through the downtown area is located on transportation routes that by-pass the downtown core and are separated from freeway access routes. Such routes are shown in blue on the diagram. Transportation linkages between the downtown core and neighboring areas are provided by minor through traffic routes, shown in green. These routes provide auto, pedestrian and bicycle connections between the downtown area and its abutting neighborhoods and such routes are not intended to carry through traffic with origins and destinations in the downtown area or freeway access traffic. In addition to inner circulation route created by one-way pairs of freeway access routes, an outer circulation in red is appropriate for circulation outside the core linking freeway access routes, through traffic routes and neighborhood routes to parking facilities on the fringes of the downtown area. The outer circulation loop, shown in red, generally falls between the freeway loop and through traffic routes to serve as a freeway traffic distribution and collection route on the fringe of downtown.

Comparing this idealized transportation system to the existing road system in Central Louisville, the function of existing roads can be identified. (Refer to Figure VI-2.)

Interstate 64 from St. Louis and Evansville approaches downtown Louisville from the west. Interstate 65 from Indianapolis approaches the downtown from the north. Interstate 65 from Nashville approaches the downtown from the south. Interstate 71 from Cincinnati and Interstate 64 from Lexington approach downtown from points east. Riverside Expressway (Interstate 64) forms the north leg of the freeway loop around the downtown area and the North-South Expressway (Interstate 65) forms the east leg of the loop. The west and south legs of the expressway loop around the downtown area are, of course, missing. Accordingly, downtown Louisville does not have balanced freeway access in all directions

Jefferson Street and Liberty Street provide the only freeway access couple in the downtown area running from one interchange of the freeway system to another. Other streets do provide freeway access to the downtown area, but do not provide the same linkage from one interchange directly to another. Roy Wilkins Avenue, running from Interstate 64 southward to Broadway, serves as a freeway distribution route to the west side of the downtown area. Brook Street and 1st Street serve as a one-way couple providing freeway access to the east side of the downtown area. River Road, from roughly 1st Street to 8th Street, provides freeway access to the north side of the downtown area via 2nd, 3rd, 6th, 7th and 8th Streets. A review of 1977 traffic volumes from the Center City Transportation Planning Study updated with more recent traffic count information defines the way in which certain facilities are used for freeway access (Figure VI-3). Figure VI-4 shows the percentage of freeway traffic of the total traffic on downtown streets derived. The only ideal freeway access couple is, of course, Liberty and Jefferson Street. Partial couples are created by Muhammad Ali and Chestnut east of the downtown area and by 3rd and 2nd Streets to the north

Major through traffic routes carrying traffic through downtown include Market and Main bypassing the downtown core on the north, 2nd and 3rd Streets which skirt the downtown core on the east, 7th and 8th Streets which serve as through traffic bypass routes on the west, and Broadway which serves a major through traffic bypass route on the south.

Minor through traffic corridors that tie the downtown neighborhood to surrounding neighborhoods include Muhammad Ali and Chestnut Street which link the downtown to the Russell Neighborhood on the west and to the Medical Center and the Phoenix Hill Neighborhood on the east, and 4th Street (and to a lesser extent than 5th and 6th) which tie downtown to the Old Louisville neighborhood on the south.



Because a freeway loop does not exist around the downtown area and freeway access routes do not form a natural circulation pattern around the downtown core, the River City Mall to a large extent creates the inner-downtown circulation loop of Third, Broadway, Fifth and Liberty. Because of the prohibition of left turns on Broadway at Second Street, there is no counter-clockwise inner downtown circulation loop. An outer downtown circulation loop is created by Seventh and Eighth Streets on the west, Broadway on the south, Brook and First Street on the east, and Market and Main Streets on the north. Because of the prohibition of left turns on Broadway between Brook and Eighth Streets, no tighter outer downtown circulation loop can be created. It should be noted that the outer downtown circulation loop serves as a distribution route for freeway traffic on the fringes of the downtown area. Accordingly, in an ideal situation Roy Wilkins and River Road should serve this purpose. Unfortunately River Road does not tie into Ninth Street and First and Brook Streets do not tie into River Road. This creates a discontinuity in an ideal outer downtown circulation loop at First and Brook Streets with River Road and at River Road with Roy Wilkins Avenue.

#### 1. Freeways

The importance of freeway access to downtown has been reflected in numerous transportation plans for the metropolitan area and downtown.

As a consequence of the Federal Inter-regional Highway System proposal of 1938 (forerunner to the present Interstate Highway System), consideration was given to the appropriate location of the first expressways in Louisville in 1944. The Traffic Analysis and Expressway Plan for the City of Louisville, Kentucky in 1944 recommended that 1) the proposed north-south interregional highway (North-South Expressway, Interstate 65) be located in a general corridor beginning at the Clark Memorial Bridge and running southward along Second Street to the intersection of Third Street Road and National Turnpike south of the City of Louisville, and 2) the proposed east-west interregional highway (Interstate 64) be located in a general corridor beginning at the Kentucky and Indiana Railroad Bridge, running eastward between Bank Street or Main Street and the Ohio River and continuing eastward along Frankfort Avenue to the east of the City of Louisville.

The concept of a series of freeways running into a central distribution loop around downtown Louisville was suggested in a 1946 study entitled A System of Express Highways and Connecting Feeder Roads. A comprehensive three-directional expressway system with a Central Louisville distribution loop was felt to have the best balance and to offer the maximum improvement to service existing and proba-

ble future traffic according to the plan. The locations of the expressways were described in the Street Traffic Plan for 1950 including Interstate 65, Interstate 64, a southwestern expressway, a southeastern expressway, and a crosstown expressway running eastward from a southwestern expressway in the vicinity of Oak and Eighth, crossing Interstate 65, continuing on to a southeastern expressway near Durrett and Bardstown Road and proceeding eastward towards Interstate 64. This proposed freeway system created a freeway loop around the downtown area: Interstate 64 on the north, the southwestern expressway between Seventh and Eighth Street on the west, the crosstown expressway in the general vicinity of Oak Street on the south, and Interstate 65 completing the freeway loop of the downtown area on the east.

The "Major Street Plan" of the 1955 Comprehensive Plan of Louisville and Jefferson County again recommended a freeway loop around the downtown area. An expressway along the riverfront from west of the Kentucky and Indiana Railroad Bridge towards U.S. 42 formed the north leg of the downtown loop. Forming the west leg of the downtown freeway loop, another freeway similar to the 1950 plan was suggested between Seventh and Eighth Street running southward to Seventh and St. Catherine and continuing southwestward towards Dixie Highway. The south leg of the loop was formed by a expressway running from Seventh and St. Catherine eastward towards the vicinity of Kentucky and Shelby Street from whence a expressway ran down the South Fork of Beargrass Creek towards the Watterson Expressway. A freeway on the east side of the downtown was proposed between Shelby and Campbell Streets from the south leg of the downtown freeway loop northward to the river near the Big Four Bridge, and an expressway eastward along the Middle Fork of Beargrass Creek (Interstate 64) began roughly at Liberty Street on the east leg of the downtown freeway loop. To improve freeway access to the core of the downtown area, a special freeway access feeder route was suggested between First and Brook, and was to run from the south leg of the loop near Kentucky and Brook to Chestnut Street.

The Federal Aid Highway Act of 1956 provided separate funding to build the Interstate System and further study was done through the 1950's on major freeway routes in the City of Louisville and Jefferson County. The report Louisville and Jefferson County, Kentucky Interstate Highway System (1962) was an accumulation of numerous studies of interstate highway locations. At this point in time, the Watterson Expressway had been constructed from Dixie Highway to Shelbyville Road and Interstate 65 had been constructed northward to Chestnut Street. This report shows the present freeway system as it exists today - the Shawnee Parkway, the Watterson Expressway (I-264), the Riverside Expressway (I-64 and I-71), Interstate 64 (east of downtown), and North-South Expressway (I-65). It should be noted that between 1956 and 1962 the North-South Expressway was located northeasterly from Chestnut Street to a new bridge over the Ohio River west of the Big Four Railroad Bridge. Obviously, the idea of a freeway feeder route to the downtown area between First and Brook terminating at Chestnut became the ultimate location of I-65.

The first comprehensive plan for downtown Louisville was completed in August of 1962, Design for Downtown. This report addressed the transportation of downtown in great detail, covering road access, public transit, highways, pedestrian movement and parking. Although the idea of a complete expressway loop around the Central Business District had not been including in the planning of the Interstate Highway System, the importance of a complete freeway loop around downtown was re-emphasized in this plan. The freeway expressway system in the County included radial and circumferential (loop) expressways. Radial expressways (Interstates 64, 65 and 71, and the proposed Southwest and southeast Radial Expressways) were most important to the Central Business District because they provided access from the Central Business District to the balance of the urbanized area. The circumferential expressways (Watterson Expressway and Jefferson Freeway) served as a means to direct bypass traffic around central portions of the urbanized area and to distribute traffic from one radial expressway to another. Most important to the downtown area was an inner loop expressway which served as a bypass route for through traffic around the downtown area and as a means of allowing motorists to drive around the loop to find an interchange nearest the point of destination in the downtown area. Emphasizing the importance of the freeway loop around the downtown area, analysis of freeway volumes indicated that the Southwest Radial and the Crosstown freeways, which had been excluded since 1956 from major transportation planning, should be included. The Southwest Radial was recommended to run from the Riverside Expressway at Ninth Street southward along Ninth Street to the vicinity of Ninth and St. Catherine and thence southwest along the Seventh Street and Dixie Highway corridor to the present Jefferson Freeway. The Crosstown Expressway was recommended in a corridor between St. Catherine and Kentucky from the Southwest Radial near Ninth and St. Catherine to Interstate 65.

The Metropolitan Louisville Transportation Report of 1969 reflected the 1962 Design for Downtown plan by including the Southwest Radial Expressway from the Ninth Street interchange of Interstate 64 along the westside of downtown to the Watterson Expressway and onto the Jefferson Freeway, the Crosstown Expressway in a corridor beginning at the Southwest Radial near Eighth and Oak Streets and running on the north side of Oak Street to the Southeast Radial (which began east of Campbell Street near St. Catherine and ran southeastward in the South Fork of Beargrass Creek valley to the Watterson Expressway and on to the Jefferson Freeway), and an extension of the Southeast Radial from the Crosstown Expressway northward along the L&N Railroad tracks to Interstate 64 near Payne Street. It should be noted that the 1969 plan terminated the Southwest Radial Expressway at Chestnut Street and suggested an at-grade divided highway running from Chestnut Street northward to the 9th Street interchange with Interstate 64. The plan also noted that the Southwest Radial might be extended in the future on an elevated structure in the median of Ninth Street northward from Chestnut to Interstate 64.

Due to lack of progress in implementing the 1962 Design for Downtown plan, Victor Gruen and Associates was asked to assess the study. The Gruen assessment report, Louisville Central City -- Process for Planning Revitalization, (1967), made the following comment relative to the freeway changes proposed in the 1962 study:

"Completion of the expressway loop around downtown proposed in the LCA plan is a desirable proposal. Traffic which currently must cross through the downtown to gain access to expressways could be eliminated -- thereby reducing congestion on east-west streets. However, if the Ninth Street expressway is built, provision should be made for safe pedestrian links between the residential area west of the expressway and the downtown." (p. 18)

Reinforcing the importance of regional access to the downtown area and the freeway loop around downtown expressed in 1962, the 1969 Louisville Center City Development Program recommended completing the remaining segments of the Interstate Highway System as soon as possible, making a commitment to build the Southwest Radial Expressway and eventually extend it along Ninth Street to the Riverside Expressway (I-64), and to construct the Crosstown Expressway from the North-South Expressway (Interstate 65) to the Southwest Radial Expressway to form the south leg of the downtown loop.

Any hopes for a freeway on the west and south sides of the downtown area to complete the freeway loop died in 1972 as the result of violent public opposition to the Southwest Radial, which was to tie into Interstate 64 at 9th Street, follow 9th Street down to 7th Street, continue along 7th Street Road to the Watterson, and eventually tie into the Jefferson Freeway. Major residential displacement, would have resulted from construction of the facility, proved to be its undoing. Although the Kentucky Department of Transportation reconsidered the Southwest Radial in the latter 1970's, the continuing impacts of dislocation and further impact of inflation on highway funding resulted in dropping the facility from further consideration, even if financed through revenue bonds. In an update of the 1969 Metropolitan Louisville Transportation Report, the Southwest Radial, Crosstown Expressway and the Southeast Radial were dropped from the adopted Metropolitan Transportation Plan (Refer to the 1979 Louisville Metropolitan Transportation Study Update report.) The facilities were dropped because the rapid rate of population and economic growth that had occurred in the 60's and projected in the future would not be realized and, thereby, the more elaborate freeway system was no longer justified. The significant reduction in the future projected population in the community indicated that the present freeway system (without the Southwest Radial, Southeast Radial and Crosstown Freeway) could adequately handle freeway traffic in the future with presently planned improvements (i.e., widening of the Watterson Expressway and completing the Jefferson Freeway).

Consequently, it is unlikely in the next twenty years that a freeway will be built within the Watterson Expressway such that improved freeway access might be provided to the west and south sides of the downtown of Louisville. The dislocation created by such freeways and the rising cost of construction makes such freeway facilities impractical. Moreover, due to a tremendous drop in population and economic growth in the metropolitan area, particularly in the City of Louisville, additional freeways are not needed to adequately serve future traffic in the metropolitan area. Accordingly, the recommendations made in the 1962 and 1969 downtown plans to construct the Southwest Radial and Crosstown Expressway are no longer relevant. Accordingly, right-of-way was not reserved on Ninth Street in the West Side Urban Renewal Project nor the interchange with I-64 modified to allow eventual construction of a freeway southward.

## 2. Freeway Access

In addition to the completion of a freeway loop around downtown, the 1962 and 1969 downtown plans suggested several improvements to freeway access routes.

Referring to Figure VI-5, the downtown circulation and parking plan in 1962 (Design for Downtown) recommended:

- 1) Developing a Liberty to Jefferson crossover east of Eighth Street so that Liberty Street would be more effective as a eastbound access route to the Central Business District.
- 2) Widening of Liberty Street from Third Street to Preston Street to better serve the high peak traffic volumes using Liberty Street to get to northbound Interstate 65.
- 3) Altering the Second Street approach to the Clark Memorial Bridge to improve traffic flow on Third Street and access to eastbound Riverside Expressway. ("To serve continued high peak-hour traffic volume on and off Clark Bridge, and future onbound traffic from Second Street to the expressway ramp. High priority should be given to this design problem.") This proposal included a southbound ramp off the Clark Memorial Bridge passing over Main Street and cutting diagonally across the south 200 block of Main towards Third Street, a southbound ramp from Clark Memorial Bridge down to Main Street with a loop down to Washington Street, and a ramp (between the Clark Memorial Bridge on and off ramps from 2nd Street at Main Street) from Main Street northward to Washington Street running under the Clark Memorial Bridge to River Road and connecting to the eastbound Riverside Expressway ramp.

- 4) Improving access to the Riverside Expressway by connecting Sixth, Seventh and Eighth Streets to River Road. This was proposed to allow two-way traffic on Sixth Street north of Main and to provide for truck access to the Riverside Expressway via Seventh and Eighth Streets. Interstate plans would have terminated River Road at Seventh rather than Eighth Street.

According to the Gruen review of the 1962 Design for Downtown plan, "the in-and-out driving loops from the expressway to the edges of the downtown core, which are shown on the LCA plan, appear to have the ability to function efficiently."

To improve freeway access, the 1969 Center City Development Program suggested:

- 1) Realigning Liberty Street west of Seventh Street. Realignment of Liberty southward was to improve traffic movement by increasing the distance between the Liberty Street and Jefferson Street intersections on Ninth Street.
- 2) Constructing a new northbound entrance ramp to the North-South Expressway from Brook Street at Madison. This was intended to relieve present congestion on Liberty Street which was the only route to the expressway for northbound traffic. The consultant indicated that the Chestnut Street ramp carried almost no traffic and, therefore, the short weaving distance between the new ramp and the Chestnut Street ramp on the freeway was not presently a serious problem. (The consultant apparently confused the Chestnut Street off-ramp with the Muhammad Ali Street off-ramp in this case.)
- 3) Extending River Road from its presently proposed terminus at Seventh Street onto Eighth Street. This would enable Seventh and Eighth Streets to become bypass routes on the west side of the core.

Subsequent transportation planning for downtown Louisville has included no proposals for improved freeway access. As recommended in 1969, Liberty Street has been connected to Roy Wilkins Avenue south of its present intersection to provide greater distance between the Jefferson Street intersection with Ninth and the Liberty Street intersection with Ninth Street. As part of the East Downtown Urban Renewal Project, Liberty Street has been widened eastward from First Street to I-65. River Road has been extended from Seventh to Eighth Street rather than terminating at Seventh Street as initial Interstate plans had shown.

The present constriction posed by the Clark Memorial Bridge to access to eastbound Riverside Expressway remains today despite improvements suggested in the 1962 downtown plan to handle this situation. Apparently exclusion of the block between Second and Third south of Main from the Riverfront Urban Renewal Plan and construction of the Farm Credit Building north of Main eliminated the possibility of achieving the 1962 proposal. Nevertheless, the constraint Clark Memorial Bridge poses to 2nd Street freeway access and congestion on Main Street between Second and Third support further considerations of means to separate the Clark Memorial Bridge traffic from through and freeway access traffic on Main Street and to improve eastbound Riverside Expressway access via Second Street under the Clark Memorial Bridge.

The improvement of northbound Interstate 65 access by constructing a ramp from Brook Street at Guthrie (Madison) to the freeway has been recommended in prior plans to relieve the Liberty Street ramp to northbound I-65. However, the need for an additional lane for weaving purposes on Interstate 65 (to handle Brook Street on traffic and Muhammad Ali off traffic) and the fact that the Liberty Street ramp is adequately handling freeway access traffic today and does have weaving lanes make it unlikely that another northbound ramp would ever be constructed.

### 3. Through Traffic Routes

Present traffic routes that take inter-neighborhood traffic around the core of downtown Louisville include:

- 1) Second and Third Streets on the east,
- 2) Market and Main Streets on the north,
- 3) Seventh and Eighth Streets on the west, and
- 4) Broadway on the south.

Because the Central Business District has been a major concentration of development in the metropolitan area for many years from a transportation planning for the downtown area can be traced back to the 1920's. The Louisville Traffic Survey of 1927 recommended that the Clark Memorial Bridge be located either east of Second Street or west of Sixth Street to prevent through traffic from passing through the Central Business District. Obviously, this recommendation was not followed. The Clark Memorial Bridge was built at Second Street, and Second and Third Streets became a major north-south through-traffic route through the Central Business District until the North-South Expressway (Interstate 65) was built in the early 1960's.

Although the North-South Expressway (Interstate 65) removed interstate traffic and inter-community (communities composing a metropolitan area) traffic from Second and Third Streets, these streets

still handle inter-neighborhood traffic (traffic in Louisville passing through or having a destination or origin in downtown). Because the location of the Clark Memorial Bridge on Second Street has fixed Second and Third Streets as bypass routes east of the downtown core, it is unlikely that these routes will be altered in the future. It should be noted that through trucks are to be removed from these streets in Old Louisville. This means the problems created by through traffic on the downtown core and on Main Street between Second and Third Streets cannot be resolved by relocating the Second and Third Streets bypass routes eastward.

As recommended in the 1962 and 1969 downtown plans, River Road was extended from its initial terminus at Seventh Street to Eighth Street, allowing the creation of Seventh and Eighth Street on the west side as through-traffic routes to bypass the west of the downtown core. Potentially the extension of Roy Wilkins south of Broadway to Seventh Street south of Oak will eventually result in the removal of Seventh and Eighth as bypass routes for through traffic in the downtown area. However, poor access from Main Street to southbound Roy Wilkins does pose a problem to shifting the bypass routes to Roy Wilkins. Although one-way eastbound Market Street ties into northbound or southbound Roy Wilkins, only northbound Roy Wilkins ties into one-way westbound Main Street. Access to southbound Roy Wilkins from Main Street is now possible only via Tenth Street to Jefferson Street or Eighth Street to Jefferson Street. Accordingly, if some improvement is not made to create a more direct connection from Main Street to southbound Roy Wilkins, through traffic will continue to use Eighth Street as a bypass route.

The 1969 Center City Development Program suggested the following immediate improvements for through-traffic bypass routes:

- 1) Completion of Riverside Parkway. Modifying the present design of the Ninth Street arterial to include a larger median so that Southwest Radial Expressway eventually be built to the Ninth Street interchange of the Riverside Expressway and modifying the design of the interchange so that the Southwest Radial could be eventually tied into it.
- 2) Designation of Seventh and Eighth Streets as a major one-way pair and extension of River Road from its presently planned terminus (Sixth and Seventh Street). This would enable Seventh and Eighth Streets to become through traffic bypass routes on the west side of the downtown core.
- 3) Designation of Market and Main Streets as a major one-way pair for carrying bypass traffic on the north side of the core. Market Street was to again become a one-way street in the eastbound direction.



- 4) Designation of Second and Third Street as a major one-way pair arterial for through bypass traffic on the east side of the core. The plan suggested that more right-of-way was needed to provide additional moving lanes on Third Street and that the restriction to traffic movement from Second Street to River Road posed by the Clark Memorial Bridge structure be addressed.
- 5) To improve Broadway as an east-west system for through by-pass traffic on the south side of the Center City. The plan suggested that improvements to York include widening of York to three moving lanes, extending York to the Ninth Street arterial, and connecting York to Jacob at a point between Second and Third Street. When this was accomplished, York would become one-way eastbound and Broadway would become four lanes westbound and three lanes eastbound. This improvement to York was to remove some of the through traffic from Broadway.

The median of Roy Wilkins (Ninth Street) was not widened to accommodate the Southwest Radial Expressway. River Road was extended to Eighth Street setting up Seventh and Eighth Streets as through-traffic bypass routes west of the downtown core. Market became one-way eastbound and, thereby, Main and Market Streets became bypass routes on the north. Second and Third Streets continue to be through-traffic bypass routes east of the downtown core. York Street was not improved as suggested in the 1969 plan, the reasons being discussed in the next section. The Old Louisville Neighborhood plan recommends the removal of through trucks on Second, Third, Seventh and Eighth Streets south of Broadway.

#### 4. Circulation in Downtown

The River City Mall (Fourth Street) and secondarily freeway access routes of Jefferson, Liberty, Second, Third and Broadway create an internal circulation loop around the core of downtown (Third, Broadway, Fifth and Liberty).

An outer circulation loop is formed by Brook and First Streets on the east side, Main and Market on the north side, Seventh and Eighth Streets on the west side and Broadway on the south side of downtown. It facilitates the transfer of through and freeway access traffic between through-traffic routes and freeway access routes.

Several studies have suggested improvements to traffic movement within the downtown area. Due to an increase in traffic during the 1930's and the expense of widening existing streets in the downtown area, the Traffic Planning Report of 1938 recommended a series of one-way pairs of streets running north-south and east-west in the downtown area to better handle traffic. This resulted in the creation of one-way streets in the downtown area.

Referring to Figure VI-5, the downtown circulation and parking plan in the 1962 Design for Downtown plan recommended the following actions for improvement of internal circulation:

- 1) Conversion of Fourth Street between Chestnut and Liberty to a transitway. (This was one of several proposals designed to give priority to pedestrian and transit use along Fourth Street.)
- 2) Reversal of traffic direction on north-south streets between Fifth and Ninth. ("Construction of the Ninth Street section of the Southwest Expressway would ultimately require this change. Meanwhile, such reversal of direction would smooth the flow of traffic circulating around the Fourth Street Shopping Core, and afford more convenient access to parking terminals.")
- 3) Conversion of Guthrie Street to a pedestrian way. (Since Guthrie Street is only two blocks long, the plan felt that it could be dedicated to a pedestrian circulation without disrupting downtown vehicular traffic.)
- 4) Construction of a crossover from Fourth to Fifth Streets, south of St. Catherine. (This connection was suggested to divert northbound traffic from Fourth Street to relieve it of the present vehicular traffic load.)
- 5) A connection from Sixth Street at Kentucky diagonally to Fifth Street south of Breckinridge. (This was again a means to divert northbound traffic from Fourth Street over to Fifth Street to relieve the traffic load of Fourth Street).

The report Louisville Central City -- Process for Planning Revitalization by Victor Gruen Associates made the following comments relative to the internal circulation changes proposed in the 1962 downtown study:

- 1) "One major weakness in the proposed circulation system is the number of east-west roads which have been allowed to bisect the major retail concentration along Fourth Street. These roads interrupt the flow of pedestrians along the street and dilute the effectiveness of the pedestrian precinct. If both the expressway loop and driving loop around the core are completed, the demands for east-west traffic across Fourth Street are likely to be considerably reduced - low enough to consider eliminating some of the streets."
- 2) "Fourth Street is the logical location for a major pedestrian mall in downtown. However, little is gained by designing a pedestrian way to permit cabs, buses and

service trucks to use the center portion" because the narrowing of Fourth Street would create congestion on Fourth Street for the remaining vehicles and considerable interference with pedestrian flow. Gruen did not feel that Fourth Street could accommodate both inner vehicle circulation and pedestrian flow, and suggested that the vehicular traffic be eliminated from Fourth Street. This would improve the pedestrian environment and would reduce traffic flow on east-west streets crossing Fourth Street.

- 3) Vehicular circulation would serve no purpose in the 600 block of Fourth Street and pedestrian circulation would be important in conjunction with the entertainment activities in this block. Accordingly, Gruen suggested that this block also be included in the mall from Chestnut to Liberty.

The Louisville Center City Development Program (1969) made the following recommendations to improve internal vehicular circulation:

- 1) Reversing the direction of one-way streets west of Fourth Street in order to allow a clockwise circulation pattern around the Fourth Street core.
- 2) Extension of River Road to Eighth Street rather than terminating River Road at Seventh Street as presently planned. (This would enable Seventh and Eighth Streets to become bypass routes on the west side of the core.)
- 3) Designation of Market and Main as a major one-way pair for carrying through bypass traffic on the north side of the core. The 1969 plan recommended that Market Street again become a one-way street in the eastbound direction. To improve Second and Third Street as a one-way pair for through bypass traffic on the east side of the core, the 1969 Plan stated that more right-of-way was needed to provide additional moving lanes on Third Street. "Detailed designs should be undertaken to permit more smooth movement between Second to River Road presently restricted by the structure of Clark Memorial Bridge."
- 4) Improvement of York to complement Broadway on the south-side of the core. This included widening of York to three moving lanes, extending York to the Ninth Street arterial and connecting York to Jacob at a point between Second and Third Street. York was to become one-way eastbound and Broadway would become four lanes westbound and three lanes eastbound. This improvement to York was intended to remove some of the through traffic from Broadway.

- 5) Closure of three blocks on Fourth Street from Broadway to Liberty Street to create a pedestrian mall leaving Fourth Street north of Liberty as a two-way facility.
- 6) Closure of Guthrie between Third and Fourth Street because it would no longer serve a traffic movement function and its closure would not affect the overall circulation system.
- 7) Reduction of Walnut and Chestnut Streets between Third and Fifth to two moving lanes, with drop-off and loading lanes at key points on either side. "Since vehicles standing at the curbs presently restrict movement to two lanes, and since the arterial streets proposed above will divert much of the traffic from these streets before it reaches the Core, this proposal should not increase congestion along these streets significantly. However, it will allow the streets to be landscaped in the manner consistent with Fourth Street as part of the overall Center City pedestrian system." (p. 55)
- 8) Closure of Armory Place between Jefferson and Liberty. "This street serves virtually no function and should be closed immediately, in order to create the proposed Jefferson Plaza adjacent to the new Citizens Fidelity Bank building."
- 9) Closure of Sixth Street between Market and Jefferson and between Liberty and Jefferson. "This important action would enable the main part of the proposed Government Center to be planned and constructed as a unified complex, rather than being bisected by Sixth Street. Traffic presently using Sixth Street would be diverted to adjacent streets, as part of the overall readjustment of routes along Second, Fifth, Seventh and Ninth Streets."
- 10) Closure of Gray Street between First and Second. "This change would allow Community College to be constructed as a more unified development. Gray is an intermediate street and, west of First, serves little function."
- 11) Removal of all traffic from Chestnut and Walnut between Third and Fifth to create a better pedestrian environment when present properties having access to Walnut and Chestnut Streets are provided with access to the other streets, when internal traffic circulation improvements reduce the amount of through traffic on these streets, and when the initial expressway network is completed to provide better through routes reducing the total amount of traffic on downtown streets.

- 12) Closure of Fourth between Broadway and York. "Since Fourth is to be closed north of Broadway, closure of this block would not significantly affect circulation patterns."
- 13) Closure of Armory Place to traffic one block north of and south of Walnut. "Armory serves little purpose as a traffic street and should be closed when the frontage properties presently requiring access from Armory are redeveloped."

The present disposition of the 1962 and 1969 downtown plan suggestions to improve internal traffic circulation is as follows:

- 1) Right-of-way reserved along Ninth Street as part of the West Urban Renewal Plan was not expanded from 150 to 200 feet to accommodate the future Southwest Radial Expressway. The Ninth Street interchange on Interstate 64 was not modified to accommodate the Southwest Radial expressway. Because of the amount of dislocation, particularly residential, construction of the Southwest Radial was abandoned in 1972, after considerable public opposition. Although the State of Kentucky considered financing the Southwest Radial through revenue bonds in the late 1970's, successful bonding was found to be questionable and public opposition to construction of facility again arose. Subsequently, the Southwest Radial was dropped from the Metropolitan Transportation Plan in the Louisville Metropolitan Transportation Study Update of 1979 as it was no longer necessary to handle future traffic demands. In view of its high cost and the amount of dislocation created, it is highly unlikely that the Southwest Radial will ever be built.
- 2) Although the Liberty Street ramp to northbound I-65 is still congested during the evening peak hours, it apparently enables the expressway to better function than the addition of a new northbound on-ramp to the North-South expressway from Brook at Guthrie Street.
- 3) One-way streets west of Fourth Street were reversed after Fourth Street became a mall.
- 4) River Road was extended from Seventh Street to Eighth Street so that these two streets could serve as a one-way through-traffic bypass west of the downtown core.
- 5) Market became a one-way eastbound street so that Market and Main could serve as a one-way pair for through-traffic bypassing the downtown core on the north.

- 6) Because of high cost of right-of-way taking and construction, apparently no action has been taken to add additional moving lanes on Third Street or to improve the northbound movement from Second Street to River Road presently restricted by the Clark Memorial Bridge structure.
- 7) Apparently, the right-of-way taking involved and the unappropriateness of adding through traffic in the area south of Broadway invalidated the idea of widening York Street to create a one-way eastbound facility. Connection of York Street to Jacob, between Second and Third, still may be desirable in the distant future, but viable structures are in such a path.
- 8) Fourth Street Mall now exists between Broadway and Liberty as suggested in the 1969 Plan. Fourth Street north of Liberty remained open for a period of time until the Hyatt Regency Hotel and Commonwealth Convention Center were constructed; then, Fourth Street was closed between Liberty and Market Streets.
- 9) Guthrie Street was closed West of Third when the River City Mall was constructed.
- 10) Because of continuing traffic congestion on Muhammad Ali (Walnut) and Chestnut Streets between Third and Fifth, the reduction of the streets to two moving lanes with unloading and loading bays was not pursued because of the potential for increased congestion and cost.
- 11) Armory Place was closed between Jefferson and Liberty when the Citizens Fidelity Plaza building was built.
- 12) Because traffic congestion would significantly increase on other streets if Sixth Street were closed between Market and Liberty and because the closure of Fourth Street between Liberty and Market was not addressed in previous plans, Sixth Street has never been closed to traffic.
- 13) Liberty Street was realigned west of Seventh to provide greater separation between the Liberty and Jefferson Street intersections on Ninth Street as recommended in the 1969 Plan.
- 14) Gray Street was closed between First and Second as proposed in the 1969 Plan.
- 15) The closure of Chestnut and Muhammad Ali (Walnut) Streets has not been achieved because a complete expressway loop has not been created to provide equal access to all areas of the core, thereby reducing through traffic on Chestnut and Muhammad Ali (Walnut) Streets. Moreover, access to properties along these streets has not been reoriented to other facilities so that these streets could be closed.

- 16) Fourth Street has not been closed between Broadway and York because of the infeasibility of implementing the York Street proposal and because of the significant congestion that this would create by diverting Fourth Street traffic to York and other north-south and east-west streets.
- 17) Because access from properties along Armory Place between Muhammad Ali (Walnut) and Liberty Streets has not been reoriented to other facilities and Armory Place serves as a storage place for TARC vehicles during the day and for vehicles serving the Louisville Memorial Gardens, this facility has not been closed to through traffic. This idea was again reconsidered and rejected in the Center City Transportation Planning Study of 1978.

An improvement of First Street to River Road and the extension of Brook from Main to River Road (raised in Central Louisville Development Plan Advisory Board discussions) appears to serve no useful purpose in improving circulation in the downtown area inasmuch as it is unlikely that River Road would ever be extended under the Ninth Street interchange to Ninth Street. The cost of constructing Brook through industrial and railroad property creating industrial dislocation, would offset any benefit in improved circulation. Moreover, the extension of Brook to River Road, as well as improvement of First Street to River Road would only further complicate the freeway interchange movements on River Road.

The Louisville Center City Transportation Planning Study of 1978 was intended as an update to the transportation portion of the 1969 Louisville Center City Development Program (1969).

The study divided its recommendations into Stage I projects and Stage II projects. Stage II projects were more difficult to implement and involved more stringent measures. Stage I projects could easily be implemented, were popular and demanded immediate attention. Stage I traffic circulation projects and their present disposition are as follows:

- 1) Expansion of the ridesharing program of the Chamber of Commerce. "To realize even small reductions in traffic, the carpool program would have to be expanded considerably." Federal Ridesharing Demonstration Program grant monies have been obtained subject to the provision of the local match of 25%. Local matching of funds from the County are not available due to high priority construction projects.
- 2) Creation of a voluntary motor vehicle emission inspection program. Because of Federal requirements, a mandatory vehicle inspection program to determine if motor vehicles meet certain air pollution emission standards is presently being developed.

- 3) Changes in on-street parking on several streets (Table VI-8). Following the suggestion to remove parking meters on Brook between Muhammad Ali and Abraham Flexner, the Louisville and Jefferson County Department of Traffic Engineering has removed the meters. Implementation of other changes have been deferred because of questions of appropriateness, impacts on revenue and possible changes in traffic volumes.
- 4) Enforcement of loading zones. This is an on-going activity of the Traffic Engineering Department.
- 5) Implementation of left-turns on red. The State Legislature passed legislation in June of 1978 to accomplish this.
- 6) Proposed changes in work schedules. This included staggered work hours, flexible time and the four-day work week. The proposal was met with mixed reactions by the Center City Transportation Planning Committee. In particular, the four-day work week tended to result in more traffic activity on the fifth off-day in the metropolitan area, increasing energy consumption and air pollution.
- 7) Opening of Floyd Street. When General Hospital is torn down, Floyd Street would be connected between Guthrie and Chestnut to relieve traffic congestion problems in the Medical Center. This proposal still appears to be implementable when the building is torn down.

Transit, parking bikeway and goods delivery recommendations from the 1978 Center City Transportation Study are covered elsewhere.

In addition to reviewing the validity of internal traffic circulation recommendations of previous studies, the Central Louisville Development Plan considered:

- 1) the reopening of Jefferson Street to through traffic across Roy Wilkins as proposed in the draft of the Russell Neighborhood Plan;
- 2) the closure of Mulhammad Ali and Chestnut Street between Third and Fifth Streets;
- 3) the closure of Guthrie Street between Second and Third Street to create a pedestrian atmosphere, as recommended in the 1962 Design for Downtown plan, and considered in the 1969 Louisville Center City Development Program as a long range proposal, and considered, but discarded in the 1979 Louisville Center City Plan Update; and
- 4) the closure of Gray Street between Brook and First Streets.

The reopening of Jefferson Street across Roy Wilkins to improve circulation between the Russell neighborhood and and downtown and to reduce through traffic on Muhammad Ali, may create some of the following problems:



- 1) it may conflict with the transportation planning principle of separating neighborhood traffic from freeway access traffic;
- 2) it would increase traffic congestion on a major freeway access route (i.e., Jefferson Street and Roy Wilkins) by either attracting additional traffic or reducing the amount of "green time" available for other traffic movements at the intersection;
- 3) it may increase traffic congestion at the intersection without diverting through traffic from Muhammad Ali because traffic congestion tends to reach an equilibrium in any corridor and the reduction of green time for other movements may merely increase congestion such that traffic would not be diverted from Muhammad Ali as desired; and
- 4) it would increase traffic congestion in the residential area along Jefferson Street, decrease through traffic on Muhammad Ali to the disadvantage of the ailing Village West Shopping Center and deemphasize the role of Muhammad Ali and Chestnut as the neighborhood routes tying the downtown area to the Russell neighborhood, if traffic is successfully diverted from Muhammad Ali.

However, the Central Louisville Development Plan Advisory Board felt that further consideration should be given to reopening Jefferson Street across Roy Wilkins in order to improve the residential linkage of the Russell neighborhood to downtown.

The closure of Muhammad Ali and Chestnut at River City Mall remains infeasible because a complete downtown freeway loop has not nor likely ever will be built to provide balanced access to the downtown core reducing freeway access traffic and through traffic in the retail core. Closure of either street would throw additional traffic on the remaining streets, creating serious traffic congestion problems. Specifically, closure of Muhammad Ali or Chestnut Streets would shift 13,000 to 15,000 vehicles per day to other streets. Two traffic lanes are needed to accommodate such volumes and there is not sufficient surplus capacity on other streets to prevent capacity problems from being created throughout the system.

The eventual closure of Guthrie Street between Second and Third Streets to create a pedestrian atmosphere for new residential development appears to pose no problem so long as access can be maintained to the back of buildings on Third Street and additional driveway entrances are not created on Second and Third Streets that would interfere with through-traffic flow.

Closure of Gray Street between Brook and First Streets does not appear to be appropriate inasmuch as this route provides access to Jefferson Community Development parking and, more importantly,

serves as a southbound freeway access route from the Medical Center. If Gray Street were closed, traffic from the Medical Center would have to go north to Muhammad Ali and come back down First Street to get on Interstate 65 southbound. The prohibition of left turns on Broadway at First Street makes other routes southward from the Medical Center impossible or very difficult southbound freeway access routes. Leaving Gray Street open does not preclude streetscaping on Gray to improve the pedestrian environment.

### C. TRANSIT

Downtown Louisville has been the focal point of public transit in this community for over a century, beginning with horse car lines after the Civil War. At present, all but four TARC routes pass through the Central Business District as shown in Figure VI-6 and Table VI-9. Most express buses use the express bus loop (in green referring to Figure VI-7.) to circulate around the downtown core as recommended in the Center City Transportation Planning Study of 1978. Neighborhood transit circulators (LARC's) are shown in Figure VI-7. They provide convenient service in the off-peak hours. The River Mall Circulator runs from Main to Ormsby Avenue along Third, Fifth, Fourth and Seventh Streets and connects with the Medical Center Circulator which runs through downtown in an east-west direction following Muhammad Ali Boulevard and Chestnut Street. The extension of the north/south LARC route, which originally terminated at York Street, to Ormsby Avenue was done to improve access to the downtown area for residential development in the Old Louisville area. However, this action significantly increased travel time on the LARC circulator in the north/south direction. The present level of service provided by other bus routes crossing the downtown area during the peak hours and the operational cost of running the LARC routes makes it unlikely that they would be extended to operate during the peak hours in the immediate future. Nevertheless, the downtown circulators may eventually play a role in improving the access of fringe parking to the downtown area. In the interim, better public information about the use of present bus routes passing through the downtown can be pursued.

#### 1. RAPID TRANSIT

Light-rail transit to downtown Louisville has been considered in several prior studies and is presently being considered in the Multi-modal Alternative Analysis Study stemming from Louisville Metropolitan Transportation Study Update of 1979.

The 1969 Metropolitan Louisville Transportation Report suggested one bi-modal rapid transit route along the L&N Railroad tracks from Anchorage to the Bourbon Stock Yards, then southward to the Southeast Radial Expressway at Kentucky Street, then in the median of the Southeast Radial to the Jefferson Freeway, and another bi-modal transit route in the median of the Southwest Radial from Broadway to 7th Street at the I.C.&G right-of-way, then along the railroad (paralleling Dixie Highway) to the Jefferson Freeway.

A bi-modal (bus-train) rapid transit system was suggested to link the proposed rapid transit route to the Central Business District. Buses would circulate in the Central Business District and tie together forming a train on the rapid transit route.

The DeLeuw Cather and Company conducted a series of rapid transit feasibility studies between 1965 and 1969. The final report of September, 1969, entitled The Rapid Mass Transit Study Louisville Metropolitan Area, recommended several rapid transit corridors: a) the Frankfort Avenue corridor from Founders Square eastward to Frankfort Avenue following the L&N tracks (to the extent possible) to Lyndon and turning northeast towards the Ford Truck Plant at the Jefferson Freeway, b) the Dixie Highway corridor from Founders Square southward along Fifth Street to the University of Louisville, thence southwest to west of Dixie Highway and paralleling Dixie Highway to Valley Station, c) the West End corridor from Founders Square along Walnut Street to 34th Street, and d) the Bardstown Road corridor from Founders Square along Walnut Street to Bardstown Road, then along Bardstown Road and the Southern Railroad tracks to Jeffersontown. The Dixie Highway route running from Shively to the downtown area and the Frankfort Avenue route were felt to be the most feasible. Figure VI-8 shows the location of these routes in the downtown area, where the route was to be in a subway.

The 1969 downtown plan (Louisville Center City Development Program) reflected rapid transit planning underway at that time. It suggested that the rapid transit system "consist of two lines intersecting at Fifth and Walnut - within one block of the highest value corner in the core and within easy walking distance of all areas where major commercial development is proposed." (Refer to Figure VI-9).

Subsequent to the Louisville Metropolitan Transportation Study Update of (1978), which recommended further study of major transportation investment (including rapid transit) in several corridors, the Louisville and South Indiana Alternatives Analysis has been looking at the appropriateness of improvements to different modes in various corridors. After an initial screening of alternatives (January 26, 1981), light-rail rapid transit routes were considered for the second-level screening in the following corridors defined by present railroad rights-of-way (Figure VI-10). These corridors include a Frankfort Avenue route, following the L&N Railroad tracks eastward to Anchorage; a Dixie Highway route, following the L&N and Illinois Central and Gulf Tracks to Dixie Highway; a Preston/Southern Railroad route, following the L&N Tracks to Preston Highway and Southern Railroad to Jeffersontown, and a L&N Railroad/I-65 route running southward along the L&N Railroad to the Jefferson Freeway. While considering the feasibility of these routes, tentative access points were identified at Second Street, the Belvedere, Ninth Street, Main, Thirteenth, Magazine near Broadway, and the TARC garage (Figure VI-7). With the completion of the second-level screening of alternatives in March 26, 1981, only a light-rail or busway from the Fairgrounds to downtown

and continuing out the Frankfort Avenue corridor to Hurstbourne Lane at Interstate 64 was felt worthy of further consideration in the third and final screening. The line would run along the L&N Railroad tracks from north of the Fairgrounds to Ninth Street south of Broadway, continue in the median of Ninth Street to Liberty, follow Liberty Street (a transitway being created on Liberty Street from 7th Street to 2nd Street allowing auto access to parking garages only) to Interstate 65, shift to the south side of Jefferson Street to the L&N Railroad, then follow the L&N Railroad tracks to Ormsby Village where the line would angle south to Hurstbourne Lane at Interstate 64. The project consultant, Schimpeler-Corradino Associates, has stated that ridership must increase in the third and final screening for this busway to be feasible. The felt Liberty Street could be closed to through traffic and one lane taken on Jefferson Street without creating serious congestion problems downtown. They will look further at the impacts of closing Liberty and a portion of Jefferson Street on traffic movement in the corridor in the final screening analysis.

Due to the slow growth of the Louisville Metropolitan Area, the high capital cost of light-rail rapid transit or busway and decreasing availability of federal monies to construct major transit facilities, construction of rapid transit (light-rail or busway) in Louisville appears unlikely in this author's opinion. Nevertheless, if a major transit facility proves feasible, adjustments may have to be made to the road system and transit routing in the downtown area. For example, the creation of a transitway on Liberty Street from Seventh Street to Second Street would probably require buses to shift to the transitway from Market Street to improve the auto traffic carrying capability of that street. Such would be considered in further phases of transit development, if pursued.

## 2. Bus Service

The 1962 Design for Downtown plan recommended:

- 1) that express bus services from downtown to the suburbs use the freeway system;
- 2) that separate bus lanes be established where feasible in the CBD;
- 3) that the general reduction of congestion by freeway and surface street improvements would improve the average bus speed on surface streets;
- 4) that a transit-way be constructed on Fourth Street from Chestnut to Liberty Streets eliminating general vehicular traffic from Fourth Street while allowing access for emergency vehicles, buses, taxi cabs and pedestrians;
- 5) that a shuttle service for smaller scale transit vehicle be initiated on Fourth Street (Although the proposed transitway could serve conventional public transit vehicles, the plan envisioned the creation of a climate for downtown shopping between Chestnut and Liberty Streets that would include public transit vehicles "more in scale and character with the environment." Once the shuttle

service was in operation, the plan envisioned that existing buses using Fourth Street would be rerouted to Third and Fifth Streets along the Central Business District.); and

- 6) that the Union Bus terminal (now Trailways Terminal) between Second, Third, Liberty and Jefferson Streets be reconstructed (The bus terminal was a focal point of almost all transit service in and around the downtown area and relief for this congested terminal would serve the transit user throughout the metropolitan area. The 1962 Plan suggested that further consideration be given to this in the Metropolitan Area Transportation Study being initiated.)

The 1969 downtown plan recommended that only mini-buses be allowed on the Fourth Street Mall and that all bus routes circulate around the mall using Third, Broadway, Fifth and Liberty Streets. (Not even the Walnut and Chestnut Streets routes were to penetrate the retail core.) The 1969 plan also expressed the importance of providing financial assistance to maintain and approve the existing transit system and of continuing to plan the rapid transit system in the community.

The 1978 Louisville Center City Transportation Planning Study suggested several transit improvements in downtown. The projects and their present disposition are as follows:

- 1) Expansion of traditional and express bus services. This is a part of TARC's ongoing program. The Goose Creek Express route proposed in 1978 was not implemented. However, the Highview and Plainview Express routes have been added. An express bus was added to Oldham County April 7, 1980, and one to Bullitt County is proposed for June of 1981. As of March of 1980, the extension of the Prospect Route to downtown is the only other major improvement contemplated for several years.
- 2) Creation of an express bus loop starting from First and Walnut, Walnut to Third, Third to Broadway, Broadway to Fifth, Fifth to Market, Market to First. Most express buses from the freeway presently utilize this route and adjustments to other express buses would create significant problems according to TARC. (Refer to Figure VI-7.)
- 3) Expand the downtown neighborhood circulators by expanding the hours of operation between 10:00 am.m. and 3:00 p.m. to the hours of 6:30 A.M. to 5:30 P.M. Although this was included in the Transportation Improvement Program for Fiscal Year 1980, it has not been implemented by TARC. Only the extension of the north-south downtown circulator from York to Ormsby has been accomplished. Apparently the excellent service on existing bus routes during the peak hours more than adequately provides excellent bus service in the downtown area and merely the

concern of getting this information to the user seems to be the problem.

- 4) Expand demand responsive services for the elderly, handicapped and shut-ins. TARC has expanded such service and the Red Cross has a similar program through WHEELS.
- 5) Increase transit market. TARC has pursued such.
- 6) Add a Medical Center LARC circulator to serve the parking lot and garage located at the northwest corner of Jacob and Floyd. Apparently, this has not been implemented because of the present proximity of the lot to the Medical Center.
- 7) Operate LARC or full-sized buses on the Mall. It should be pointed out that the 1969 Gruen Plan indicated that the operation of LARC or TARC full-size private vehicles on the mall would create congestion and destroy the pedestrian atmosphere on the mall. This proposal was subjected to considerable discussion by Center City Transportation Planning Committee. This idea is considered to be impractical and inappropriate today.

Although it may not be possible to reorient all transit routes to one point in the downtown area, the creation of a transit information center at one of the highest points of transit traffic should be considered to facilitate bus route transfers and changes to other modes of transportation. Creation of a transit station in the vicinity of Third Street somewhere between Muhammad Ali and Chestnut appears to be a possibility. Locating such a station at the corner of Third and Muhammad Ali or Chestnut and Muhammad Ali would allow connections to the express transit loop to the LARC circulators running north south and east and west with local routes running either east or west through the downtown area. Founders Square at Muhammad Ali and Fifth Street is another option. Moreover, if a transitway is created on some east-west street such as Liberty, the information center should probably be placed on the transitway.

The Louisville and Southern Indiana Alternatives Analysis study looked at the possibility of people movers (automated guideway system) north-south and east-west, tying into the light-rail system. The Study found them to be unjustified because of the close proximity of transit stops to the downtown area, the cost of right-of-way and construction of an automated guideway system, and the competitiveness of travel time by automobile versus other transit routes. However, the study would look at electrically powered vehicles on the present LARC routes (north-south route only to York) in the final screening of alternatives.

The same comments to be mentioned later with regard to satellite parking are appropriate for TARC the proposal of November 18, 1980, that suggested a transit center east of Jackson Street and west of Ninth Street. When a transportation center requires a change of mode from automobile to transit or from express bus to another

transit system close to downtown, it is not competitive with taking transit directly downtown from the suburbs or continuing on by automobile. The Louisville and Southern Indiana Alternatives Analysis study will look further at satellite parking connected to downtown by shuttle service in the final screening of alternatives.

#### D. PARKING

##### 1. Past Recommendations

The 1962 Design for Downtown plan indicated that the 1961 supply of 19,300 parking spaces should be increased to 22,400 parking spaces by 1970 in the area bounded by Brook, York, Eighth Street north to Magazine, Seventh Street north to Jefferson, Eight Street north to the Ohio River. The plan indicated that "parking terminals should be located to meet three distinct needs: serving the driver, terminals convenient to major approach streets and expressway ramps; serving the shopper, parking garages in blocks immediately adjoining Fourth and Market Streets; serving the worker, parking lots in more distant blocks between Seventh and Sixth and in the Civic Center area." Although the total number of parking spaces was adequate to meet demand in 1961, there was a locational deficiency of spaces in the retail core. The study indicated that of the 8,900 CBD spaces required for short-term parking, 6,400 spaces or 70% would be needed between Second, Fifth, Main and York within 200 to 400 feet of the concentrated retail core (p.39). Parking structures provided 5,400 spaces (3,300 spaces in proposed structures). "Long-term parking demands for the Second to Fifth Street area will be met in lots both inside and outside the core. Nearby 4,000 parking lot spaces between Second and Fifth Streets will meet a major part of this (long-term) demand." Additional parking structures in the area bounded by Fifth, Sixth, Jefferson, and Chestnut would provide 750 spaces in addition to the 500 spaces already in existing facilities. The plan suggested that 3,000 spaces be placed in the Civic Center, helping to meet the demand for 3,400 parking spaces.

The 1969 Metropolitan Transportation Plan recommended increasing the parking rate in the Louisville Core Area to 20¢ per hour in the adjacent Frame Area (outside Second, York, Sixth and Main) to 10¢ per hour. The plan also recommended increasing parking spaces in parking garages within the core by 500 spaces per year and the decreasing off-street off spaces by 200 spaces per year, with a net gain of about 300 spaces per year within the Core. With the eventual completion of the freeway loop system, on-street parking on east-west streets from Seventh to Ninth Streets was to be removed so these streets could provide better access to the Core. The plan also recommended establishing a municipal parking program with citywide jurisdiction supported by revenue bond financing that can work cooperatively with private interests to increase parking density in Louisville.

The 1967, Louisville Central City report by Gruen stated that:

- 1) The 1962 plan had underestimated the number of parking spaces necessary to ensure that the Fourth Street retail area remains competitive with outlying suburban shopping centers. Gruen estimated that 6,900 parking spaces would be needed for short-term facilities within 500 feet of Fourth Street for retail use alone in contrast to LCA Plan which indicated 5,400 spaces in the area bound by Main, Third, York and Fifth.
- 2) "The system of parking facilities proposed in the 1962 plan is somewhat imbalanced, with the general shortage of both long and short-term facilities on the west side of downtown."

With regard to parking, in 1969, the Center City Development Program recommended the following:

- 1) "Six parking structures along Third and Fifth Streets, intended primarily to serve the requirements of persons living and shopping in the Core . . ."
- 2) "Four multi-deck parking facilities integrated with each of the proposed development projects in the Fourth Street development corridor, primarily to serve internal requirements of these developments."
- 3) "A number of garages located on the perimeter of the Center City next to main arterials, mainly for all-day employee parking."
- 4) "A large underground structure in the proposed government center for visitors to this area and the adjacent financial center."
- 5) "A large structure integrated with the proposed multi-use, multi-level project on the east side of the Core at Walnut (Pendennis Plaza)."

The 1969 Center City parking proposals may be otherwise summarized as follows:

- 1) "Begin construction of Riverfront Parking Garage immediately."
- 2) "As soon as possible begin construction of two additional parking garages to serve the short-term parking needs - in the Government Center below the proposed new courts building and the proposed Citizens Fidelity complex, and on the site along Fifth at Chestnut."
- 3) "Continue negotiations with the developer of Pendennis Plaza to include public parking facilities within the project."



- 4) "Develop approximately 2,000 surface parking spaces in the West Renewal Area as an interim use of that land."
- 5) "Reserve three sites in the West Renewal Area for future parking garages."
- 6) Adopt a City policy to construct public parking facilities as part of future large development complexes, at the same time using the City's powers of condemnation for parking facilities to assist in the process of land assembly for such complexes.

The 1978 Louisville Center City Transportation Planning Study also made parking recommendations.

Alterations to the zoning regulations were suggested to control the amount of parking in the downtown area, to encourage bikeways by providing incentives to developers, and to control building heights to prevent street canyons where wind is unable to remove air pollution. The first suggestion is not being implemented because of control of the absolute number of parking spaces in the downtown area is extremely controversial. Second, the incentives provided to developers, such as increased density, would tend to create more problems than the benefits derived from encouraging bikeway facilities, and has not been implemented. Finally, the street canyons concept is theoretical in nature at this point in time; and questions could be raised as to whether or not creation of a standard building heights and setbacks might result in a greater uniformity in terms of structures, creating more street canyon than exist today under present zoning regulations which have resulted in significant variations in building heights and setbacks in the downtown area.

The 1978 Center City Transportation Planning Study recommended the creation of a parking authority to regulate parking rates and to develop a demonstration program on peripheral parking and/or satellite parking lots. The plan suggested that the parking authority regulate the parking rate structure to encourage long-term parking to be located on the fringe of the downtown area and that it have the power to acquire land for new parking facilities. The satellite parking system (as shown in Figure VI-11)) was not implemented because of cost of providing an adequate level of transit service for the lots, environmental problems created by locating these lots in Central City neighborhoods, and the general reluctance of the commuter to utilize such lots. Inasmuch as the travel time to the downtown area would be significantly increased if the commuter were to stop 15 to 20 blocks from the downtown area and transfer to a shuttle bus for the balance of the trip, the commuter is more likely to continue downtown and park in an existing lot downtown. In other words, satellite parking was not considered attractive from a travel time standpoint.

In view of the difficulty of implementing the satellite parking scheme, a peripheral (or fringe) parking plan was developed identified at eight locations on the fringe of the downtown area. (Refer to Figure VI-12 and Table VI-10.)

Transportation officials also felt that park-n-ride lots in the suburban fringe would be more prudent than satellite parking and a study of park-n-ride lots was completed in February of 1979. The lots are shown in Figure VI-13. The State has purchased land for the Outer Loop lot.

In 1979 the Louisville Center City Plan Update indicated that:

- 1) Because of standing, parking and double-parking in certain areas during the morning and evening rush-hours, the arterial systems is not working as well as possible. The plan recommended that peak-hour parking and standing be prohibited particularly on Third, Fifth, Market and Jefferson around the heart of downtown and that on-street parking of government vehicles and government stickers for parking be eliminated in the congested area around the Government Center.
- 2) The failure to plan for a balanced transportation parking system could only contribute to further noncompetitiveness of the downtown economic activity center. The Study commended the efforts of the Parking Authority of River City and suggested a parking system concept (Figure VI-14 and parking system plan (Figure VI-15 and Table VI-11).

In August of 1980, the Kentuckiana Regional Planning and Development Agency recommended a number of parking policy actions for PARC in the Interim Report Parking Management Options for the City of Louisville, Kentucky.

## 2. Parking Supply and Adequacy

The issue of adequate and convenient parking within downtown has always been considered essential in revitalizing economic growth in the Center City. The 1969 Gruen report Center City Development Program emphasized the development of new garages and surface lots based on projected demand estimates through the year 1985.

According to the 1969 Center City Study, there was a surplus of approximately 1,400 peak-hour spaces in the total Center City area. But at the same time, the Core Area (Market, 3rd, 5th and Broadway) which contains most Center City activity, had a deficiency of slightly over 3,000 peak-hour spaces. This deficiency within the Core Area represented the major weakness of the Center City parking system in 1968. The 1969 Study also projected a need for an additional 6,420 parking spaces to accommodate projected growth in the downtown area between 1968 and 1985, or an overall increase in the supply from 2,158 to 28,000 spaces. Inasmuch as the projected number of spaces was attained by 1975, the projected need appears to be low.

The 1976 Center City Parking Facts and Figures report, prepared by the Center City Commission, indicated that there were a total of 29,654 parking spaces in the Center City on an average weekday (Table VI-12). This included spaces available in public and private parking garages and on surface lots. Also included in the total were 2,507 on-street (curb-side) spaces.

According to the 1976 Center City Parking Facts and Figures Plan, report, a total of \$174 million in new construction occurred within the Center City between 1968 and 1976. Because of this new development, parking spaces had increased. This was characterized by an increase of 8,074 spaces, roughly 34 percent surface-lot spaces and 66 percent parking-garage spaces.

Although there has been an increase in overall surface-lot and parking-garage spaces, there has been no significant change in the amount of available spaces in the retail core or government center area. These areas still had a significant parking need.

On-street parking is provided liberally in all areas of the Center City except the retail core; relatively few on-street parking spaces are provided in this latter area. The spaces that are provided are restricted by a time limit of one hour or less.

The 1976 Center City Parking report indicated that the lack of on-street parking in the core area has further adversely affected the viability of downtown retailing activities.

Parking limits vary from one-half hour to more than ten hours. The most prevalent limit is one hour. On-street parking is structured for short term, high turnover use. Some long-term parking is allowed on First Street south of Muhammad Ali, on Liberty Street west of Seventh on Muhammad Ali east of Second, on Ninth Street and at various other locations south of Broadway. Short-term parking along the retail corridor Broadway to Fifth Street presently is not adequate to handle the current demand. Much of the existing short-term parking is presently taken up by long-term parkers.

In the last eight years, a substantial amount of street improvement activity has taken place as a result of the three Urban Renewal programs of the Center City. A number of streets have been redirected and certain streets that were being improved in the west urban renewal and the Riverfront Project areas in 1968 are now completed and on-street parking has been reintroduced. On the other hand, a number of parking meters were eliminated along Fourth Street to accommodate the River City Mall. On-street parking has been reduced on certain portions of Second, Third, Fifth, Broadway, Chestnut, Muhammad Ali and Liberty Streets in order to increase the vehicle carrying capacity of these streets as recommended in the 1969 Center City Development Program. A number of additional

parking spaces were abolished to accommodate an increased number of bus stops in the Louisville Area Rapid Circulator (LARC) routes. In view of all these changes, the estimated decrease of 7% in the total on-street parking space inventory is negligible. What is important is the fact that curbside parking in the retail core of the Center City has been virtually eliminated. On-street parking traditionally provides for the short-term peak-hour consumer of retail merchandise. A substantial reduction of on-street parking in the retail core area without the provision of convenient and low-cost off-street parking in adjacent areas has further adversely affected the viability of Center City retailing activities. It has, however, been important in reducing traffic congestion. It is felt that on-street and off-street parking conditions outside the retail core and the government center are presently adequate and that the on-street short-term parking capabilities within the retail core and government center are presently inadequate. Long-term off-street parking facilities within the retail core and government center are presently adequate. Based on the facts presented in the 1969 Gruen Report and the 1976 Center City Parking Facts and Figures Report, it is recommended that an additional 3,000 spaces be provided for short-term parking within the retail core and government center of the downtown to meet existing deficiencies.

In February of 1981, there were 27,890 off-street parking space in downtown. (Refer to Figures 16 and 17.) An additional 4,588 spaces in parking garages were underconstruction (County Parking Garage - 562 spaces, Performing Arts Center - 350 spaces, River Square Project - 1,500 spaces, State Parking Garage - 750 spaces, Galleria Project - 750 spaces and Kentucky Towers - 676 spaces). The Broadway Concept suggests an additional 300 spaces in the project area. Parking garages under construction would provide roughly 2,000 additional parking spaces to satisfy the recommendation of 3,000 short-term spaces in the retail core and government center.

In order to determine the future projected parking needs within the downtown area, it would be necessary to do an in depth evaluation of the development which has taken place between 1969 and the present and determine what additional development is anticipated in the future. In lieu of that, we refer the reader to the results of the 1980 Wilbur Smith Kentucky Towers Parking Garage Feasibility Study. (Figure VI-18 and Table VI-13.) Please note the study area is bounded by First, Broadway, Seventh and the Ohio River. The report found 16,885 spaces (refer to Table VI-12) in this area and projected a net deficiency of 18,803 spaces in 1980 and 19,284 spaces in 1990. The magnitude of existing parking deficiency is significantly greater in the Wilbur Smith study than prior studies. It should be noted that fringe area parking (13,500 spaces) partially offsets the deficit in 1980 in the Wilbur Smith study area. Time did not permit a closer look at the methodology of various studies to explain the differences in existing and projected needs. Although

the magnitude of the parking problem may vary according to different studies, the validity of a serious parking problem remains.

### 3. Conclusion

Adequate parking has been identified as a significant problem hampering economic development of downtown area for the last thirty years. Adequate parking exists to serve present uses in the downtown area. (The 1980 Wilbur Smith parking study would support an argument that inadequate parking exists throughout the downtown area.) However, such parking is, in many instances, inappropriately utilized or located. In particular, there is inadequate parking in the core of the downtown area formed by Third, Fifth, Broadway and Market and inappropriate utilization of such parking by long-term parking purposes. Creation of Parking Authority of River City has established a public body which can begin to set policies relative to location, financing and utilization of parking in the downtown area. To date, the Parking Authority has confined its role to the provision of funding for public parking facilities to make commercial development downtown feasible and has been reluctant to move in the field of parking policy, which may involve regulation of parking structures to encourage the use of parking on the fringe of the downtown area by long-term parkers. Parking proposals of the 1979 Gruen Update (Table VI-11) still appear to be valid today.

### E. PEDESTRIAN WAYS

Pedestrian principles, objectives and goals of prior studies and this Central Louisville study are consistent and remain the basis for developing any pedestrian system in the downtown area. However, planning for the pedestrianization of downtown has resulted in conflicting recommendations and implementation schemes.

In regard to pedestrian circulation, the 1962 downtown plan recommended the Fourth Street transitway, Guthrie Green (closure of Guthrie to all traffic between Second and Fourth Streets), and an overhead pedestrian walkway system. The pedestrian system included an upper-level pedestrian-way from a plaza above the Liberty Bank Garage southward in the alley between Armory Place and Fourth Street. From the spine of an upper-level pedestrian way, connections were made to Guthrie Green and through the Kentucky Towers Building to a pedestrian plaza south of Founders Square. A connection from the spine of the Cathedral eastward to a plaza between the Kaufman-Strauss Building and the Starks Building extended eastward across Third Street to the Louisville Water Company property and tied into an upper-level pedestrian-way system in the alley between Third and Fourth that ran from Liberty Street on the north Stewart's on the south. (Refer to Figure VI-19.)

In the Louisville Central City report of 1967, Gruen questioned the rear upper-level pedestrian ways in the 1962 LCA plan for the following reasons (p. 19):

- (1) "They would dilute the concentration of pedestrians on the Fourth Street pedestrian way by offering a parallel, alternative means of circulation."
- (2) "They would be expensive to construct since they would need to be at least 16 feet above grade to permit service vehicles to circulate below."
- (3) "Connections between the walkway and the second level stores would be complicated by the fact that second floors are at different elevations."
- (4) The rear of most buildings is not an ideal place for a consumer entrance since service and storage is generally located there."

Gruen went on to say that upper-level pedestrian ways could perform two useful functions: "they provide traffic free access for pedestrians from Fourth Street to parking structures and other parts of downtown; and, by making outdoor entrance possible for second story spaces, many of which are presently vacant, they could increase the rentability of these spaces." Gruen suggested that on-grade pedestrian ways be extended at mid-blocks to garages and other places and that upper-level walkways are better located along the mall where they would contribute to the sense of activity and would require only minor changes to the arrangement of interior spaces in buildings rather than a complete reorientation of uses.

The 1969 Louisville Center City Development Program made the following pedestrian facility recommendations:

- 1) Closure of Fourth Street to all traffic (except emergency vehicles and mini-buses) to create a pedestrian mall between Broadway and Liberty.
- 2) Closure of Guthrie between Third and Fourth.
- 3) Closure of Armory Place between Jefferson and Liberty.
- 4) Reduction of Chestnut and Walnut (Muhammad Ali) to two moving lanes, developing the pedestrian areas on each side in a manner consistent with the Fourth Street mall and ultimately the closure of the two streets between Third and Fifth Streets to create a pedestrian mall.
- 5) Closure of Sixth Street between Liberty and Market.
- 6) Development of an overhead pedestrian system.

Only the first three projects and portions of the last have been fulfilled. The questionable basis of the other two projects were discussed in the circulation section. The 1969 downtown plan proposed an upper-level pedestrian system tying the proposed exhibition center and hotel complex to the Riverfront Project and to the retail core. (Refer to Figure VI-20.)

The Louisville Center City Transportation Planning Study of 1978 proposed the pedway system shown in Figure VI-21. This upper level pedestrian system is being implemented on a project-by-project basis. At present, the Commonwealth Convention Center is tied to the Hyatt Regency Hotel by a pedestrian bridge over Jefferson Street. The extension of this pedway northward as envisioned in 1969 was defeated when the lobby of Commonwealth Convention Center was not designed to carry the upper-level pedway northward to Market Street. The 1978 Center City Transportation Study also proposed operation of LARC or full-sized buses on the River City Mall. The 1969 Gruen Plan indicated that operation of large public transit vehicles was inappropriate but that mini-buses may be appropriate.

With regard to public transit, the 1979 Center City Plan Update suggested that electrified vehicles be placed on the River City Mall running from the Galt House to York, that present TARC and LARC service be expanded, that peak-hour transit circulators be initiated between peripheral (fringe) area parking to the high-rise offices, and that a people-mover system be pursued. The Plan also suggests a pedestrian system plan, Figure VI-22, that included both at-grade and second-level pedestrian facilities. The plan also proposed a landscaping system plan, Figure VI-23.

The 1980 Louisville RUDAT provides minimal direction on the transportation system improvements other than pedestrian facilities. In terms of problematic conditions that should be considered in future development, the vehicle versus pedestrian conflict was identified. With regard to the River City Mall, the Plan identified the failure to provide easily accessible and inexpensive parking close to the mall, and considered the mall unnecessarily long. It suggested that the parking facilities be completed between Third, Fifth, Liberty and Chestnut and that the mall be shortened by eliminating consumer retail north of Jefferson Street, concentrating entertainment activities on the southend of the mall and relocating general retail on the north on the southend of the mall. The RUDAT suggestions in Table VI-14 might serve as the basis for initial standards for pedestrian facilities.

#### F. BIKEWAYS

The only bikeway route to the downtown area, at present, is the Demonstration Bikeway Route from the Belvedere to Cherokee Park along Interstate 64. (Shown in Figure VI-24.) Bicyclists can

use any surface street in the downtown area although such can be hazardous. Presently there are no plans for the creation of bikeway facilities in the downtown area, separated or independent right-of-way facilities. Because of the cost of such facilities versus the level of utilization of such facilities, there is a built-in basis against constructing bikeways. Nevertheless, means should be found to encourage the bicycle as a viable mode of transportation.

Bicycle lockers and racks have been placed at several locations in the downtown area by the Traffic Engineering Department. The 1978 Louisville Center City Transportation Planning Study recommended that density incentives be given to developers who provide bicycle lockers or racks on their property. This is a highly questionable proposal, as the cost of a bike locker compared to another story on a building appears to be a give away that may conflict with other development objectives, including that of air quality improvement. Although the provision of bicycle lockers and racks is commendable and should continue to be pursued, it falls far short of the actions needed to encourage greater bicycle use to downtown.

In a discussion on bikeways, the Central Louisville Development Plan Advisory felt that termination of the Demonstration Bikeway at the Third Street off-ramp of Interstate 64 resulted in a poor connection to downtown particularly for bicycle commuters to work. A closer look was needed at improving bicycle access 1) from the terminus of the Demonstration Bikeway to the Belvedere and the balance of downtown and 2) from the surrounding neighborhoods to downtown in the pedestrian and open space linkages.

#### G. GOODS MOVEMENT

To improve service and good delivery in 1962, the Design for Downtown plan recommended removal of service and delivery trucks from Fourth Street, adjustment of alley traffic patterns to the general street pattern (Both of these patterns would be altered with the closure of Fourth Street, and Third and Fifth Streets were proposed to become the principal means of access to these alleys.), provision of more space within and adjoining these alleys, and extension of such alleys for truck movement and loading operations. Extensive recommendations were made on a alley-by-alley basis to improve truck circulation.

The 1967 Louisville Central City study suggested a series of service delivery loops from the Third and Fifth Streets rather than Fourth, Chestnut and Muhammad Ali. The study also proposed shared unloading areas for smaller stores away from alley movement.

With regard to alley improvements, the 1969 downtown plan again suggested alley widening projects as essential to the delivery service to buildings along Fourth Street.

The 1978 Louisville Center City Transportation Planning Study suggested alley improvements throughout the downtown area, Figure VI-25 and Table VI-15. Funding constraints have prevented the



implementation of the projects by the Louisville Public Works Department. Moreover, the Galleria Project and proposed Broadway Concept Project will eventually implement or alter several of these alley improvement proposals.

## H. FUTURE TRANSPORTATION PLAN

### 1. Roadway Improvements

Reviewing past transportation studies and the present situation in Central Louisville, the following planning principles are recommended for guiding road system studies and actions:

- 1) The downtown area should be accessible on limited access roadways that serve inter-community trips and that link the downtown to distant portions of the metropolitan area, region and other metropolitan areas. Such roadways should be congestion-free, to the extent possible, with a preferable design level of service of C although a design level of service of D is acceptable.
- 2) Access to the southwest core of the downtown area from the metropolitan area should be improved to the extent possible.
- 3) It is important to separate traffic passing through the downtown area from traffic destined to the downtown area. Convenient bypass routes should take intra-community trips (trips from one distant neighborhood to another) around the core of the downtown area. Direct connections between bypass routes on all sides of the downtown core are desirable to facilitate the transfer of through traffic from
- 4) Upon arrival to the downtown area by the freeway system, motorists should be able to quickly reach the downtown core and circulate freely around the core (freeway access routes). Inner loop routes adjacent to the core are a means of facilitating movement without requiring automobiles to pass through the core.
- 5) Due to the limited number of freeway interchanges, freeway traffic collection and distribution routes on the edges of the downtown area should be maintained to provide access to bypass routes for through traffic to long-term parking on the fringe of downtown as well as freeway access routes to the core.
- 6) Motorists should be able to interchange between freeway access routes, bypass routes and long-term parking on the fringe of downtown without having to pass through the core of downtown. Outer loop routes on the fringe of downtown between the freeways and bypass routes would best intercept and interchange traffic that need not

go to downtown core.

- 7) It is also important to link downtown to surrounding neighborhoods by traffic routes that are separate from bypass and freeway access routes and that also serve as major pedestrian and bicycle routes.
- 8) Present freeway access routes should be improved from the downtown core to freeways to create an adequate and convenient in-out travel loop. (In particular, address the problem of Second Street freeway access to the Riverside Expressway).
- 9) The functions of roadways in the downtown area should be made more recognizable to the motorists through signing and street scaping. Bypass routes, freeway access routes, inner loop routes and outer loop routes should have a distinctive visual character to the extent possible.
- 10) The Central Louisville Development Plan Advisory Board or its successor should be plugged into the metropolitan transportation planning process with regard to any transportation planning in or affecting the downtown area.

The following actions are made recommended for the future road system in the downtown area (Refer to Figures VI-26 and VI-27.):

- 1) Roy Wilkins (Ninth Street) should be extended from Broadway to Seventh Street near Myrtle to improve access to the west side of the downtown area, to provide access to Station Industrial Park and to remove through traffic from the Old Louisville neighborhood. This improvement will also remove through-traffic bypassing the downtown core on the west from Seventh and Eighth Streets allowing these streets to better serve as outer circulation routes around the downtown area and reducing vehicular/pedestrian conflicts in the downtown area for development west of the downtown retail core. (This action was recommended in the 1979 Center City Plan Update and the 1979 Louisville Metropolitan Transportation Study Update as well as the draft of Old Louisville Neighborhood Plan and prior downtown studies.)
- 2) An improvement should be pursued to tie Main Street to southbound Roy Wilkins Avenue if through traffic is to be minimized on Eighth Street when Ninth Street is extended south of Broadway. At present, there is no direct connection from Main Street to southbound Roy Wilkins whereby through traffic on Main Street (the segment of the Main-Market one-way pair carrying bypass traffic north of

the downtown core) may turn onto Roy Wilkins. Tenth Street to Jefferson Street (or to Market) or Eighth Street to Jefferson Street must be used to get to Roy Wilkins. The former would put through traffic through a residential area south of Market, and the latter would likely result in much of the traffic continuing on Eighth Street into the Old Louisville neighborhood. The tight configuration and minimal right-of-way of the Ninth Street Interchange with Interstate 64 poses a major design and cost barrier to making a connection directly from Main Street to southbound Roy Wilkins (Ninth Street). Moreover, the operational problem of concentrating more traffic and particularly another conflicting traffic movement at Market and Roy Wilkins makes a direct connection of Main Street through the interchange area to southbound Roy Wilkins unlikely. Consequently, the best connection from Main Street to southbound Roy Wilkins at the present appears to be Tenth Street from Main to Market and then Market to Roy Wilkins because this will place traffic west of the Ninth Street Interchange in an industrial area and would not add a traffic movement to the intersections on Roy Wilkins. Some improvement may be eventually needed on Tenth Street between Main and Market such as removal of parking on one side or pavement reconstruction.

- 3) The reconnection of Floyd Street from Chestnut to Guthrie should be undertaken when the General Hospital facility is torn down. This will significantly improve traffic circulation in the Medical Center area. (This was an outgrowth of the Medical Center Transportation Study of 1974 and the 1978 Louisville Center City Transportation Planning Study.)
- 4) Consideration should be given to improving access on Second Street (from Main Street to River Road) to eastbound Interstate 64, and relieving congestion on Main Street between Second and Third Streets. This would enable Second and Third Streets to function as a better freeway access loop into the core of downtown. The access route is presently constrained by the Old Galt House and the Clark Memorial Bridge. Consideration was given to a ramp over Main Street from the Clark Memorial Bridge to Third Street to relieve the traffic congestion problem on Main Street as proposed in the 1962 Design for Downtown. However, such a ramp would diagonally split the south block of Main between Second and Third which is anticipated to be redeveloped by Farm Credit in the immediate future. In view of cost and the design problem created for redeveloping the south block, construction of the ramp from the Clark Memorial Bridge over Main to Third

is not considered desirable. It is, therefore, recommended that a traffic study be done in conjunction with the redevelopment of the south block to see what can be done to Main and Third to relieve congestion. The narrow right-of-way on Second Street at the Clark Memorial Bridge and the high cost of reconstructing the approach to the Bridge poses a barrier to improving access to River Road via Second Street. Nevertheless, in the interim the curve on Second at Washington Street might be eliminated; and in the event that the approaches to Clark Memorial Bridge must be replaced due to concrete deterioration in the future, realignment of the approach and ramp to River Road should be considered. (This action was recommended in Design for Downtown (1962) and the 1969 Louisville Center City Development Program.)

- 5) Guthrie Street may be closed between Second and Third Streets if access is provided to the alley between Second and Third Streets north of Guthrie. This would create a pedestrian environment more conducive to the residential development proposed in the area and to the connection of the retail core to the Medical Center. (This action was recommended in Design for Downtown.)
- 6) The opening of Gray Street proposed in the Broadway Concept Plan from Third to Fifth Streets and the reopening of Fourth Street north of Broadway to Gray Street must be carefully designed so as not to create circulation problems in the downtown area. Traffic would utilize these streets as circulation routes in the downtown area rather than merely access to develop the proposed if care is not taken. Accordingly, it is suggested that through movement on Fourth Street across Broadway and between Third and Fifth Streets be discouraged. This could be done by creating two clockwise loops -- one composed of Broadway, Fifth, Gray and Fourth and the other created by Fourth, Gray, Third and Broadway --whereby traffic does not cross Broadway, or Fourth at Gray.
- 7) The reopening of Jefferson Street across Roy Wilkins (proposed in the Russell Neighborhood Plan) might conflict with the principle of separating neighborhood traffic from major through downtown bypass traffic and downtown freeway access and because it could merely accentuate present congestion on Jefferson Street at Roy Wilkins. The Central Louisville Development Plan Advisory Board felt that the matter should be further studied because of the benefit of better linkage of the residential area to downtown.

- 8) It remains to be determined if the closing of Muhammad Ali in the Phoenix Hill area will create serious traffic impact problems on Jefferson Street between Brook and First, and Main Street between Second and Third. It is likely that such a closure can be accomplished, yet such a closure would not significantly reduce the traffic on Muhammad Ali through River City Mall. (The closure of Muhammad Ali is an option in the draft Phoenix Hill Neighborhood Plan and Renewal Plan.)
- 9) Due to an imbalanced freeway system, it is highly unlikely that traffic can be reduced on east-west streets to the extent that Muhammad Ali and/or Chestnut may be closed at the River City Mall. (Closure of these streets was proposed in 1962 Design for Downtown and 1969 Louisville Center City Development Program. The closure was reviewed and rejected in the 1978 Louisville Center City Transportation Planning Study and 1979 Center City Plan Update.)
- 10) The closure of Gray between Brook and First Streets would create serious freeway access problems to the Medical Center and Jefferson Community College parking, and should not be pursued. Street scaping without reduction of the moving lanes would be possible however. (This closure was suggested for review by the Central Louisville Development Plan staff to improve pedestrian/open space linkage from the Broadway concept proposal to the Medical Center.
- 11) Because Fourth Street has been closed between Liberty and Market, the closure of Sixth Street between Liberty and Market is not considered practical. (The closure was proposed in the 1969 Louisville Center City Development Program. It was reconsidered and rejected in the 1978 Louisville Center City Transportation Planning Study.)
- 12) Although Armory Place is used for property access, TARC bus waiting and truck loading and parking for Louisville Gardens, it might be partially closed when the abutting properties are redeveloped and access reoriented to other streets. (The idea was proposed in the 1969 Louisville Center City Development Program. It was reviewed and rejected in the 1978 Louisville Center City Transportation Planning Study.)

## 2. Transit Improvements

The following planning principles are recommended to guide transit system changes:

- 1) Continued improvement of expressway transit service should be pursued. When express buses are added, they should follow, to the extent possible, the internal loop in the downtown area as a majority of other express buses.
- 2) If and when light-rail or busway rapid transit is found feasible, the appropriate location of the system and transit stations in the downtown area should be considered for transit stations.
- 3) Local bus routes and circulator routes should be tied into fringe area parking.
- 4) A transit information station should be pursued, preferably at the corner of Third Street and Muhammad Ali. This may be tried to coincide with residential development in the Second/Third Street corridor. In the interim or as an alternative, Founders Square may be used. If a transitway is created downtown, the transit information station should be located on it.
- 5) Transit marketing should continue to be pursued.
- 6) Taxi and private limosine service appear the most prudent means to improve service from downtown to Standiford Airfield or any intercity passenger rail service. If a significant increase in air travel occurs, the feasibility of improved public transit service should be considered.
- 7) In the creation of any transitway, due consideration should be given to the impact of increased automobile traffic on remaining streets and on the preferred future land pattern.

The following transit actions are recommended:

- 1) Continued improvement of transit to the suburbs and the circulator routes in conjunction with fringe area parking should be pursued. (Recommended in all major transportation plans for downtown.)
- 2) If and when light-rail or busway rapid transit is found feasible, the appropriate location of the system and transit stations in the downtown area should be considered for transit stations. The impact on surrounding streets of creating a transitway on any east-west street should be fully addressed in any study making such a proposal (e.g., creation of Liberty Street transitway from Second to Seventh Streets in the Louisville and Southern Indiana Alternatives Analysis Study). The impact on the existing and anticipated future land use pattern of a proposed transitway should also be considered.

- 3) If additional express buses are added, the express bus loop in Figure VI-7 should be followed to the extent possible. (This was first proposed in the 1978 Louisville Center City Transportation Planning Study although the creation of an inner circulation loop for auto and transit was suggested in 1962.)
- 4) A transit information station should be pursued, preferably at the corner of Third Street and Muhammad Ali to facilitate bus route transfers and changes to other modes of transportation. This may coincide with residential development in the Second/Third Street corridor. In the interim or as an alternative, Founders Square may be used. If an east-way transitway is built, it may ultimately be the best location. Further consideration should be given to routing public transit through one point in downtown to enable convenient transfer between transit routes and other modes. (This was suggested in the 1978 Louisville Center City Transportation Planning Study.)
- 5) Transit marketing should continue to be pursued. (All studies suggest this.)
- 6) Taxi and private limosine service appear the most prudent means to improve service from downtown to Standiford Airfield or any intercity passenger rail service. If a significant increase in air travel occurs, the feasibility of improved public transit service should be considered. (A rapid transit link from downtown to the airport is being considered in the final screening of the Louisville and Southern Indiana Alternatives Analysis study.) (Improved access to airports was suggested in the Design for Downtown and 1969 Louisville Center City Development Program.)

### 3. Parking Improvements

The following planning principles are recommended to guide parking system improvements and planning:

- 1) The Parking Authority of River City should continue to provide bonding for public parking to support revitalization projects in downtown Louisville that would not be successful otherwise.
- 2) The Parking Authority should establish policies to encourage long-term parking in the fringe of downtown and short-term parking in the core (Broadway, Third, Market and Fifth) and to coordinate parking of governmental agencies, and appropriate means should be adopted to accomplish these policies.

- 3) New development should be encouraged to provide sufficient parking for short-term users.
- 4) Park-n-ride lots should be encouraged in the suburban fringe as opposed to satellite parking lots in Central Louisville neighborhood.
- 5) Parking areas should be directly accessible from streets leading off the freeway.
- 6) Long-term parking should be located to intercept traffic on the fringe of downtown. Fringe area parking should be located outside Seventh, Broadway, Second and Market, and preferably next to Roy Wilkins, River Road or First Street/Brook Street.
- 7) Driveway access to parking facilities should be via the streets with the least traffic and be located to minimize driving around the downtown area.
- 8) Core area (short-term) parking garages are best located within the freeway access route in-and-out loops. These are created by Liberty, Third and Jefferson on the west, Liberty, Third and Jefferson on the east, Second, Liberty and Third on the north, and Muhammad Ali, Third and Chestnut on the east.
- 9) Adequate space should be provided in parking facilities to prevent disruption within street circulation.
- 10) Parking structures should be integrated into surrounding areas with pedestrian activities, shops, etc. at grade level to give vitality to the street.
- 11) Surface parking lots should be adequately screened and landscaped.
- 12) Surface parking should be considered only as an interim use of land awaiting a development proposal and future parking system planning should encourage all parking to be located in structures.

The following parking strategies are recommended:

- 1) The Parking Authority of River City should continue to provide bonding for public parking to support revitalization projects in downtown Louisville that would not be successful otherwise. (Proposed in 1969 Louisville Center City Development Program, 1978 Louisville Center City Transportation Planning Study and 1979 Center City Plan Update.)



- 2) The Parking Authority should establish a policy to encourage long-term parking in the fringe of downtown and short-term parking in the core (Broadway, Third, Market and Fifth) and adopt appropriate means to accomplish such policy. (First proposed in 1978 Louisville Center City Transportation Planning Study.)
- 3) New development should be encouraged to provide sufficient parking spaces for short-term users. (Recommendation of 1969 Louisville Center City Development Program.)
- 4) The fringe area (peripheral) parking schemes of the 1979 Center City Update and the 1978 Louisville Center City Transportation Planning Study Update should be pursued.
- 5) Park-n-ride lots should be encouraged in the suburban fringe as opposed to satellite parking lots in Central Louisville neighborhoods.
- 6) Fringe area parking should be located outside Seventh, Broadway, Second and Market, and preferably next to Roy Wilkins, River Road or First Street/Brook Street. (First suggested in 1962 Design for Downtown.)
- 7) Access to parking facilities should be via the street with the least traffic.
- 8) Core area (short-term) parking garages are best located within the freeway loops created by Liberty, Fifth and Jefferson on the west, Liberty, Third and Jefferson on the east, Second, Liberty and Third on the north, and Muhammad Ali, Third and Chestnut on the east. (Suggested in 1969 Louisville Center City Development Program.)
- 9) All parking spaces in downtown should ultimately be located in structures to enable the best utilization of land.

#### 4. Pedestrian Improvements

The following planning principles are recommended to improve the pedestrian system.

- 1) Mixed activities and uses should be located near the pedestrian routes and should generate evening and weekend activities to the space and the street.
- 2) Continuity of street level activities should provide continuity of the pedestrian experience at street level and make the necessary transition to upper or lower levels. Building facades should be designed to provide variety and diversity yet maintained a continuity of street and open space character.

- 3) The open space system should consist of public open space at major nodes of pedestrian activity, smaller nodes for gathering and links in between. This public and semi-public open space system should be interconnected and be considered with various environmental and climatic factors that effect it.
- 4) Special treatment should be given of the major vehicular and pedestrian entrance-ways to the Central Business District and its various districts.
- 5) Special geographical areas of homogeneous character should be specially treated and signed.
- 6) To improve guidance and orientation, streets and paths of different uses and character should be visually expressed with distinct planting, lighting and signage.
- 7) As a source of civic pride and as points of orientation in both day and night, relevant public landmarks should be preserved, specially treated and lighted.
- 8) A signage system should be developed which has a signage hierarchy and a consistency of sign display for public and private signs which helps to simplify and clarify the amount and type of information for the downtown area. A public information system should be considered to orient the downtown shopper and visitor.
- 9) A system should be developed to give clear direction to the motorist as well as the pedestrian with a limited number of fixtures and hardware. Special lighting/techniques should be utilized in special areas. Landscaping, sculpture, bridges, etc., with the quality of light foremost in mind.
- 10) Native landscaping materials should be used to articulate the use and character of spaces, corridors, separate uses, screen out unpleasant views and to provide a soft and natural character to the downtown area.
- 11) Street furniture can increase the attractiveness of an area and provide important pedestrian conveniences and amenities. To simplify the visual field and to reflect the different needs of users, a physically related vocabulary of street furnishings and hardware should be utilized. Public and private actions should be coordinated.
- 12) The use of special paving materials and patterns can help differentiate spaces, corridors, intersections and pedestrian areas. A limited range of paving materials should be used for maintenance and replacement requirements.

- 13) Festivals and public events of all types should be encouraged to be held in downtown in order to promote the spirit of the area as everybody's downtown or turf and a special reason for people to come downtown. Bi-weekly/monthly summertime activities or noontime/early evening events or parties should be planned for the various public spaces in the Central Business District (i.e., Columbus, Ohio "Rally in the Alley"). A program to maximize public impact through seasonal decorations should be encouraged.
- 14) The visual environment of the downtown, its entrances, public spaces and semi-public spaces should be enhanced by public art and sculpture. Key locations should be identified and incentives developed for public and private participation.
- 15) A balanced combination of at-grade and grade-separated (upper level) pedestrian facilities should be created considering weather protection, vehicular conflicts and the need to support downtown businesses. If grade-separated skyways are to be built, they should not compete with surface-level pedestrian linkages, offer continuous, uninterpreted connections between major activity centers, and have activities along their length when they pass through or along the side of the buildings.
- 16) The pedestrian system should be tied into the parking system and short-term facilities near the retail core and long-term facilities near the fringe of downtown.
- 17) Streets should be closed to create pedestrian ways when the additional traffic can be handled by abutting streets, when property access is maintained or can be re-oriented to other streets, and when the level of pedestrian activity justifies such action.
- 18) Pedestrian ways may be partially opened to property access traffic when redevelopment occurs and the pedestrian environment is not destroyed.

The following pedestrian strategies are proposed:

- 1) Use the RUDAT pedestrian guidelines in Table VI-14 to guide pedestrian facility decisions. (Same as planning principles 1 through 18 above.)
- 2) Link major activity centers for pedestrian movement, giving due consideration to open space connections and to neighborhood connections. Use Figures VI-28 and VI-29 as interpretive guides to the location of pedestrian facilities and open space. The grade-separated pedestrian

facilities shown in Figure VI-29 reflect existing and committed developments.

- 3) The development of a pedestrian and open space system linking major activity centers in downtown and linking downtown to the surrounding neighborhoods (e.g., access across Second Street at the Clark Memorial Bridge) should be further studied. This study should include a full consideration of whether elevated walkways are justified and, if so, the extent of a skyway system.

The following specific recommendations about improving grade-level pedestrian linkages:

- 1) Crosswalks should be provided with inset paving materials such as brick or cobblestone at the following intersections where heavy pedestrian traffic meets vehicular roadways:
  - a) Fourth Avenue at Liberty and Muhammad Ali (includes the Galleria Project and financed by Oxford),
  - b) Fourth Avenue at Broadway,
  - c) Second Street at Main, and
  - d) Roy Wilkins Boulevard at Jefferson, Muhammad Ali and Chestnut.
- 2) A program for encouraging and providing street trees and other landscaping for existing sidewalks should be developed for the walkways shown in Figure VI-28.
- 3) Widened walkways with landscaping should be developed as shown in Figure VI-28, particularly in the northern part of Old Louisville and Gray Street when development occurs in these areas that would make such walkways vital for pedestrian connection to downtown.
- 4) Malls or plazas with appropriate landscaping and street furniture should be developed in the following areas as shown in Figure VI-28 in concert with redevelopment:
  - a) the mid-block Broadway Plaza between Broadway to Chestnut from First to Fifth to support proposed residential and other uses;
  - b) the Second Street Corridor from Market to the Broadway Plaza to support the proposed residential and other uses in this area;
  - c) the Mall created by the closing of Guthrie between Second and Third;
  - d) the diagonal vista from the 200 Block of Fourth Avenue across the proposed Legacy Park, the First National Tower Plaza and the Humana property, that should be developed and maintained. (This will provide an exciting view of the Kentucky Center

- for the Arts and orient pedestrians traveling from the retail core to this center of employment and entertainment.);
- e) a similar diagonal view of the Monsarrat School provided by a mall linking proposed residential issues in the northern part of Old Louisville with the rest of downtown (A similar mall should be built to link the proposed Towne Center development.);
  - f) other setback plazas in the vicinity of the Second Street Corridor that should be provided as shown in Figure VI-28 to develop and maintain orienting-vistas and strong pedestrian connections between this proposed predominantly residential area and the core of downtown, and
  - g) riverfront open space that should be developed to the fullest extent possible.

Note: The pedestrian linkages and open spaces shown in Figure VI\_28 are not illustrated to scale. They are specified only as to type and not dimension or exact location.

#### 5. Bikeway Improvements

The following planning principles are recommended to guide bicycle system improvements:

- 1) Bicycle routes should be related to the pedestrian and open space system and to streets used to link the downtown to surrounding neighborhoods.
- 2) Bicycle routes should have logical termini with storage facilities and pedestrian connections to major activity centers.

The following actions are recommended to improve the bikeway system:

- 1) The Demonstration Bikeway terminus must be connected to the Belvedere and downtown activity centers by some means to be useful.
- 2) Bicycle connections between downtown and the surrounding neighborhoods should be considered in any pedestrian and open space linkage planning.
- 3) When traffic moving or parking lanes are removed for bike lanes, the impacts of such action on the overall transportation system, economic development and the environment should be considered.

## 6. Goods Delivery Improvements

The following planning principles are recommended to guide goods delivery system improvements:

- 1) Building service and delivery facilities should be planned so that their use does not interfere with automobile and pedestrian circulation. To accomplish this, three things are implied: first, facilities for service and delivery vehicles should be separate from the automobile and pedestrian systems; second, service routes should be wide enough to permit vehicles to pass others which are stopped for unloading; and third, access to the service system should be as direct as possible from the major routes leading to downtown.
- 2) Consolidated deliver-receiving facilities should be provided for groups of enterprises. Many of the smaller businesses in downtown neither require, nor can afford, adequate off-street loading facilities reserved for their exclusive use. For such enterprises, a common truck court with loading docks designed to accommodate simultaneous deliveries, shared with several other businesses, is an ideal arrangement.

Alley improvements as recommended in Figure VI-25 should be pursued in conjunction with redevelopment projects. Care should be taken to create service delivery loops and efforts should be made to create shared or combined unloading areas for smaller stores.

VI - TRANSPORTATION -- FIGURES, TABLES AND ATTACHMENTS








Figure

- VI - 1 Ideal Downtown Access
- VI - 2 Existing Roadway Function
- VI - 3 Existing Traffic Volumes
- VI - 4 Percent of Freeway Traffic of Total Traffic
- VI - 5 Design for Downtown Circulation and Parking
- VI - 6 Transit Routes
- VI - 7 Major Public Transit Features - Downtown
- VI - 8 Downtown Rapid Transit Plan
- VI - 9 Rapid Transit Routes
- VI - 10 Frankfort Avenue  
L & N RR/I-65 Corridor  
Preston/Southern RR Corridor  
Dixie Highway/Illinois Central RR Corridor
- VI - 11 Satellite Parking System
- VI - 12 Some Potential Locations for Peripheral Parking  
Facilities
- VI - 13 Park-and-Ride Lots
- VI - 14 Parking System Concept
- VI - 15 Parking System Plan
- VI - 18 1990 Parking Space Surplus and Deficiency
- VI - 16 Off-Street Parking - CBD Only
- VI - 17 Inventory of Parking Spaces
- VI - 19 Pedestrian Walkway System
- VI - 20 Long Range Development Plan -- Pedestrian Circula-  
tion System
- VI - 21 Pedway System
- VI - 22 Pedestrian System Plan
- VI - 23 Landscaping System Plan
- VI - 24 Bikeway System
- VI - 25 Alley Improvements
- VI - 26 Future Roadway Function
- VI - 27 Future Road Improvements
- VI - 28 Ground Level Pedestrian Linkages and Open Space
- VI - 29 Skyways

Table

- VI - 1 Central Louisville Development Plan Goals and Objectives compared to Louisville Central City (1967) Planning Principles
- VI - 2 1962 Design for Downtown--Transportation Planning Principles and Objectives
- VI - 3 Louisville Central City (1967) Planning Principles
- VI - 4 Louisville Center City Development Program -- Center City Circulation Plan Objectives
- VI - 5 Louisville RUDAT -- Transportation Considerations
- VI - 6 Louisville Center City Transportation Planning Study -- Objectives
- VI - 7 Major Traffic Volumes
- VI - 8 Changes in On-Street Parking Regulations
- VI - 9 Public Transit Routes
- VI - 10 Cost Estimates for Peripheral Parking Facilities
- VI - 11 1979 Parking System Plan
- VI - 12 Parking Inventory
- VI - 13 1990 Parking Space Surplus and Deficiency
- VI - 14 RUDAT Pedestrian Facilities Guideline
- VI - 15 Summary of Alley Improvements



-  Freeway
-  Freeway access
-  Through traffic routes
-  Neighborhood links (minor through traffic routes)
-  Circulation inner
-  Circulation outer
-  Freeway interchange

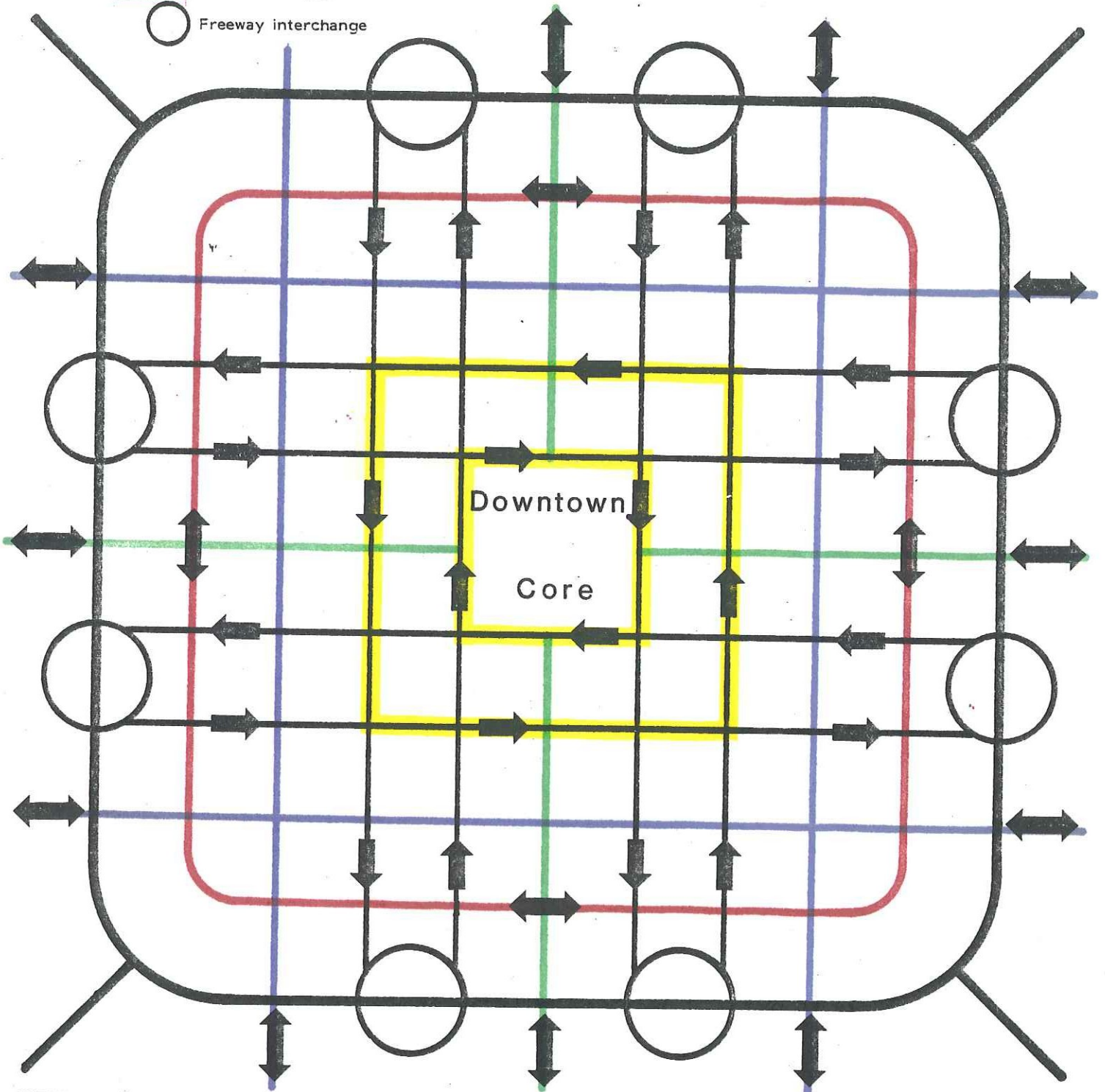


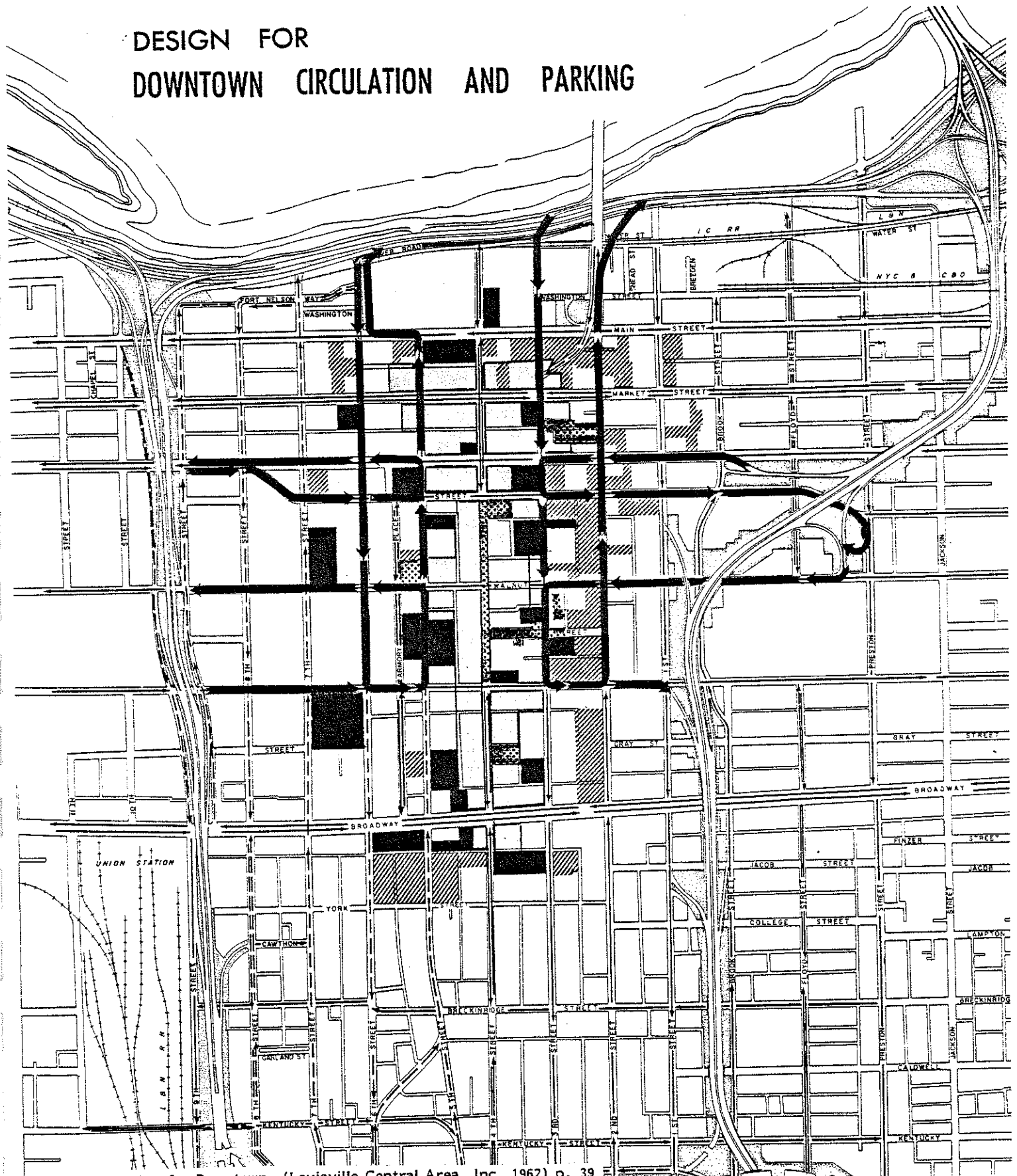
Figure VI - 1

Figure VI - 2 EXISTING ROADWAY FUNCTION

Figure VI - 3 EXISTING TRAFFIC VOLUMES

Figure VI - 4 PERCENT FREEWAY TRAFFIC OF  
TOTAL TRAFFIC

# DESIGN FOR DOWNTOWN CIRCULATION AND PARKING



Source: Design for Downtown, (Louisville Central Area, Inc. 1962) p. 39

<b>PARKING FACILITIES</b>	<b>PUBLIC AREAS</b>	<b>INNER CORE</b>
STRUCTURES	PEDESTRIAN WAYS, PLAZAS ETC	SHOPPING, OFFICE, FINANCIAL, HOTEL AND AMUSEMENT CENTERS
SURFACE LOTS	EXPRESSWAY RIGHT OF WAY	
<b>STREET DIRECTIONS</b> EXISTING  PROPOSED CHANGES		
<b>TYPICAL IN-AND-OUT DRIVING LOOPS</b>		

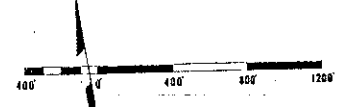
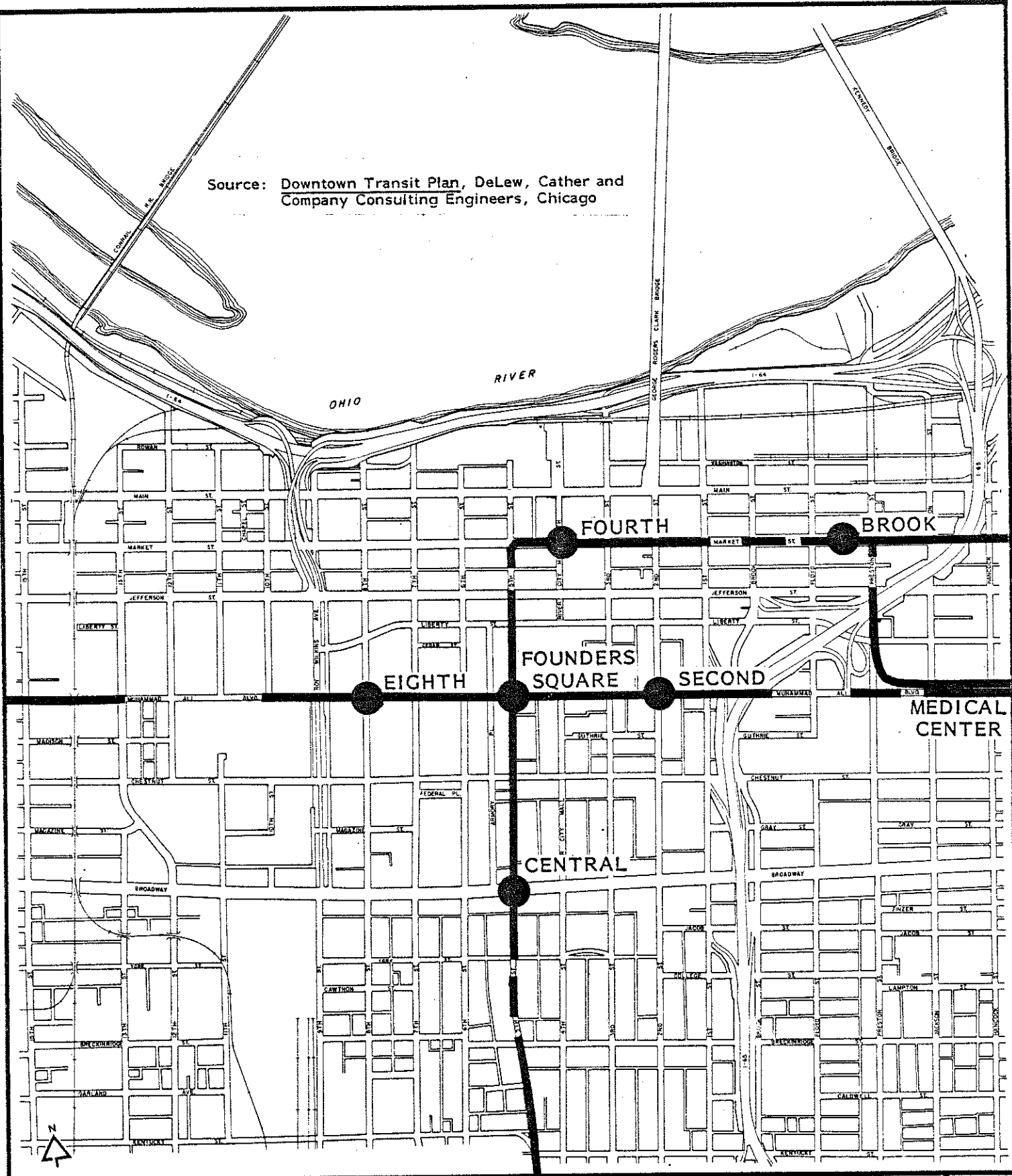


Figure VI - 5

Figure VI - 6 TRANSIT ROUTES



Source: Downtown Transit Plan, DeLew, Cather and Company Consulting Engineers, Chicago



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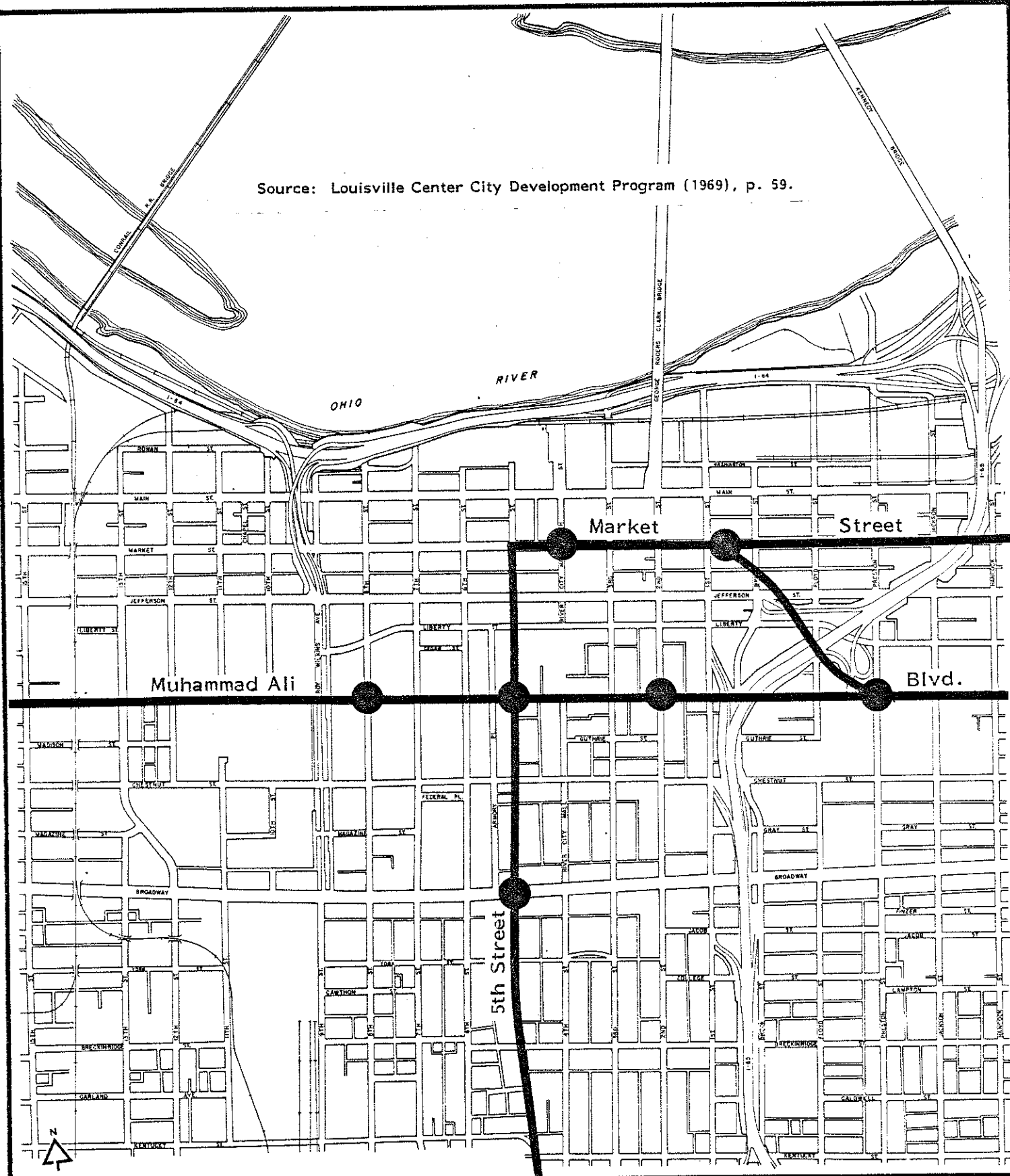
Rapid Mass Transit Routes  
Louisville Metropolitan Area



Figure VI - 8



Source: Louisville Center City Development Program (1969), p. 59.



Louisville and Jefferson County  
Planning Commission  
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### Rapid Transit Routes

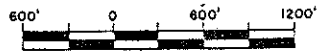
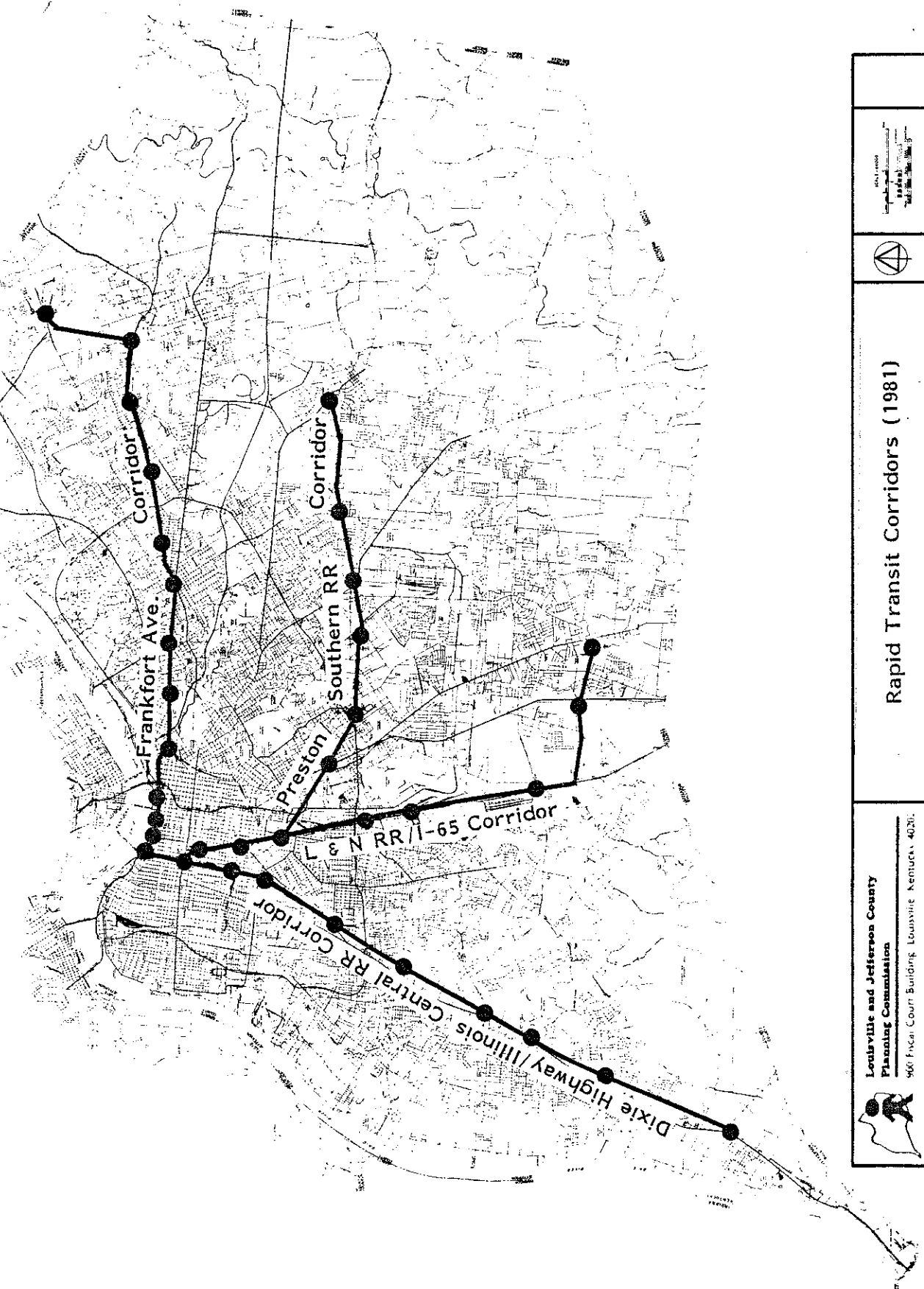


Figure VI - 9

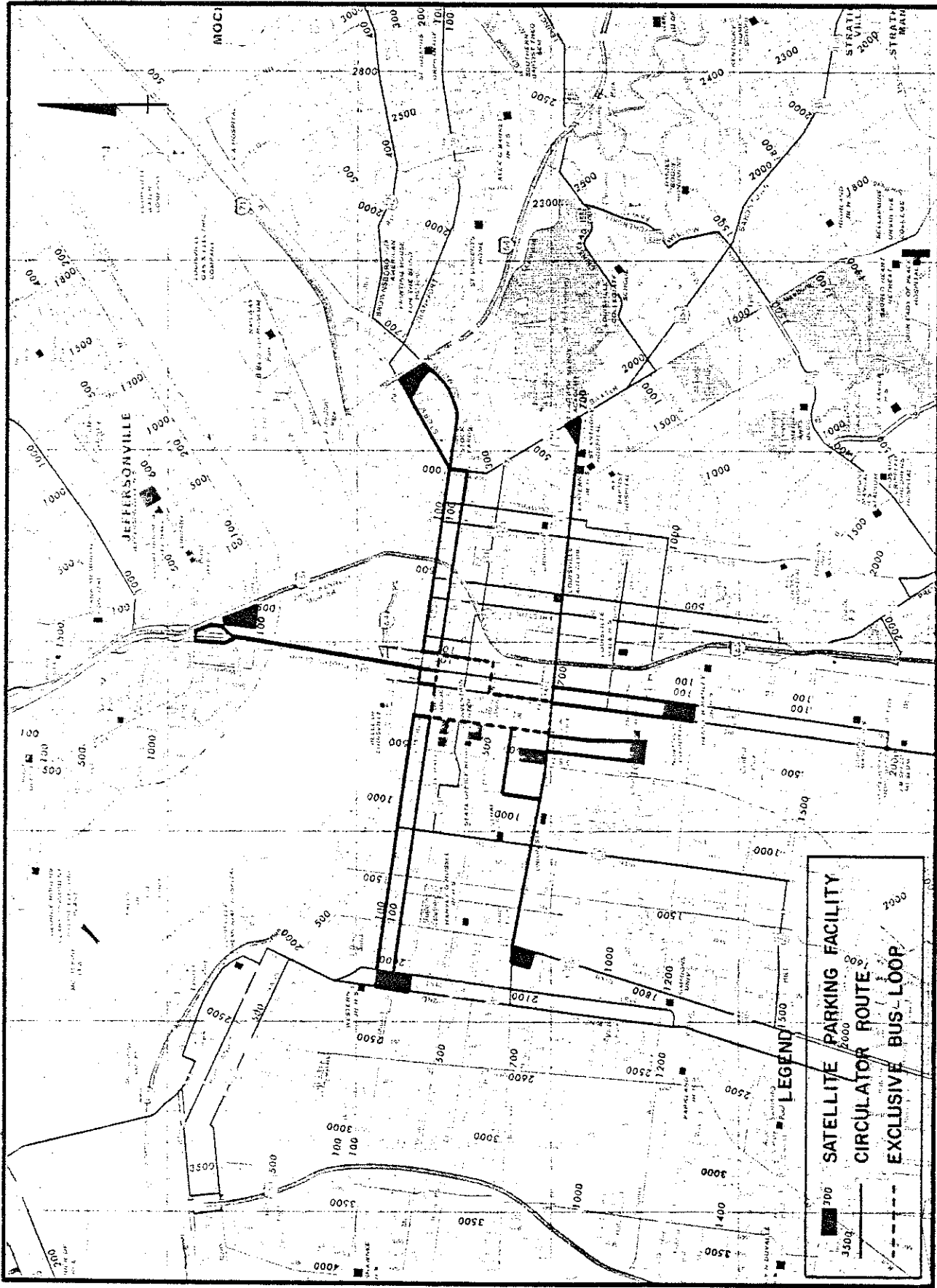
● Proposed Access Points/Stations

Source: Screening of Initial Alternatives, Interim Report No. 2  
 Louisville and Southern Indiana Alternatives Analysis,  
 Schimpler-Corradino Associates for KIPDA, January 26, 1981



		<p><b>Rapid Transit Corridors (1981)</b></p>	<p>Louisville and Jefferson County        Planning Commission        900 Fylan Court Building, Louisville, Kentucky 40201</p>
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Figure VI - 10

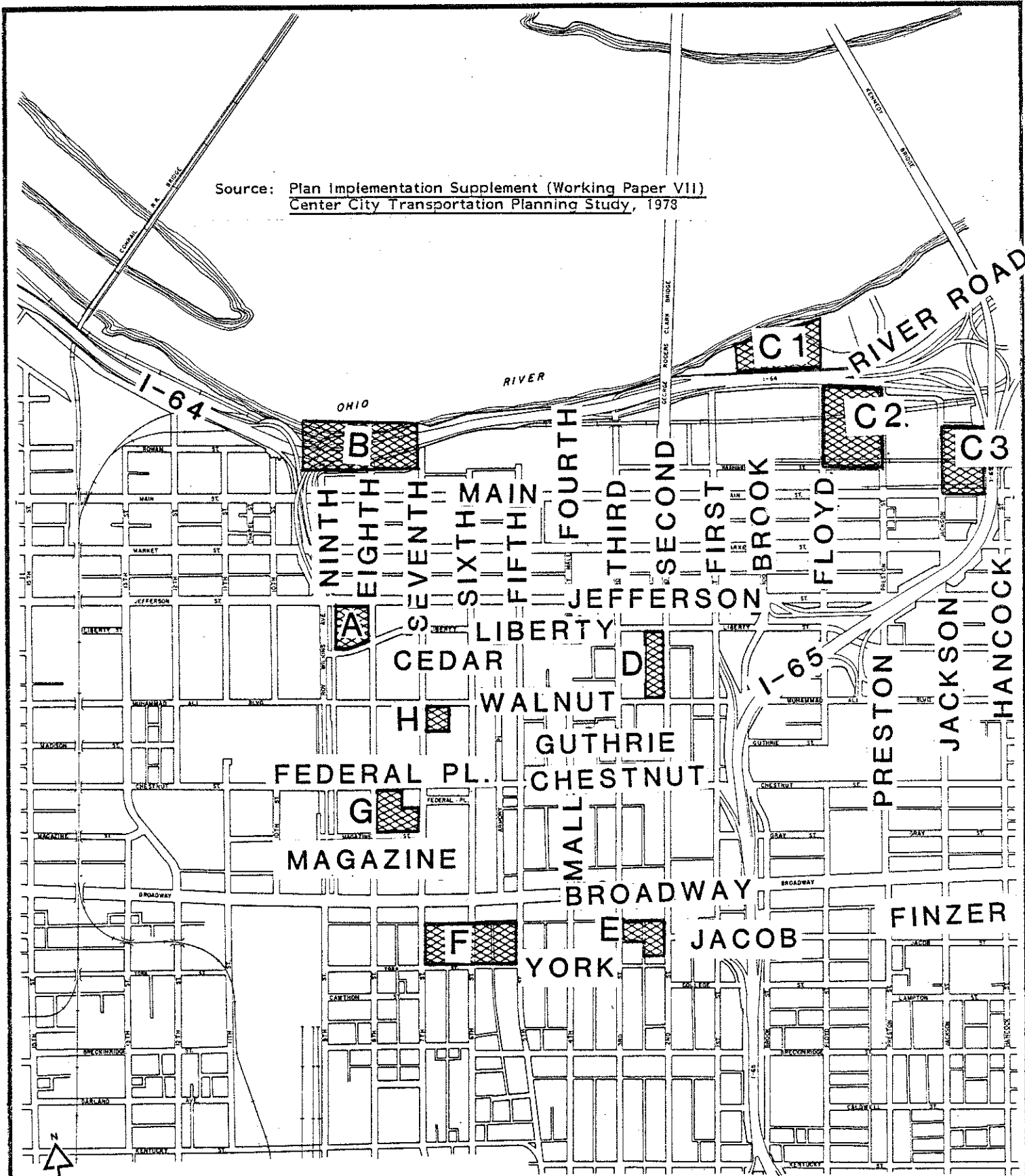


Source: Center City Transportation Planning Study - Final Report, November, 1978

Figure VI - 11

SATELLITE  
PARKING SYSTEM

Source: Plan Implementation Supplement (Working Paper VII)  
Center City Transportation Planning Study, 1978



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Some Potential Locations For  
Peripheral Parking Facilities

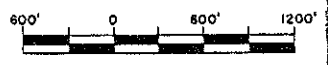
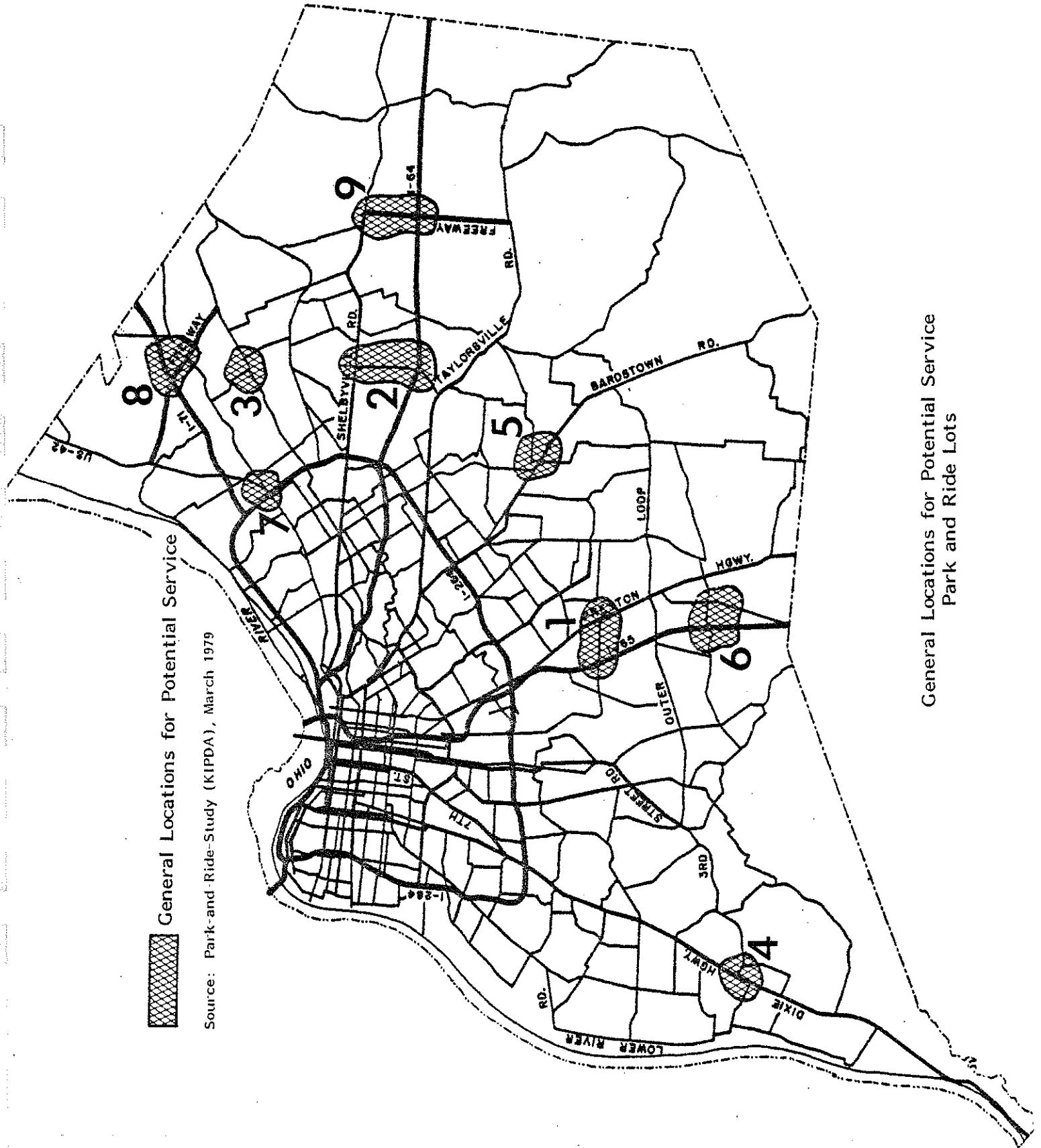


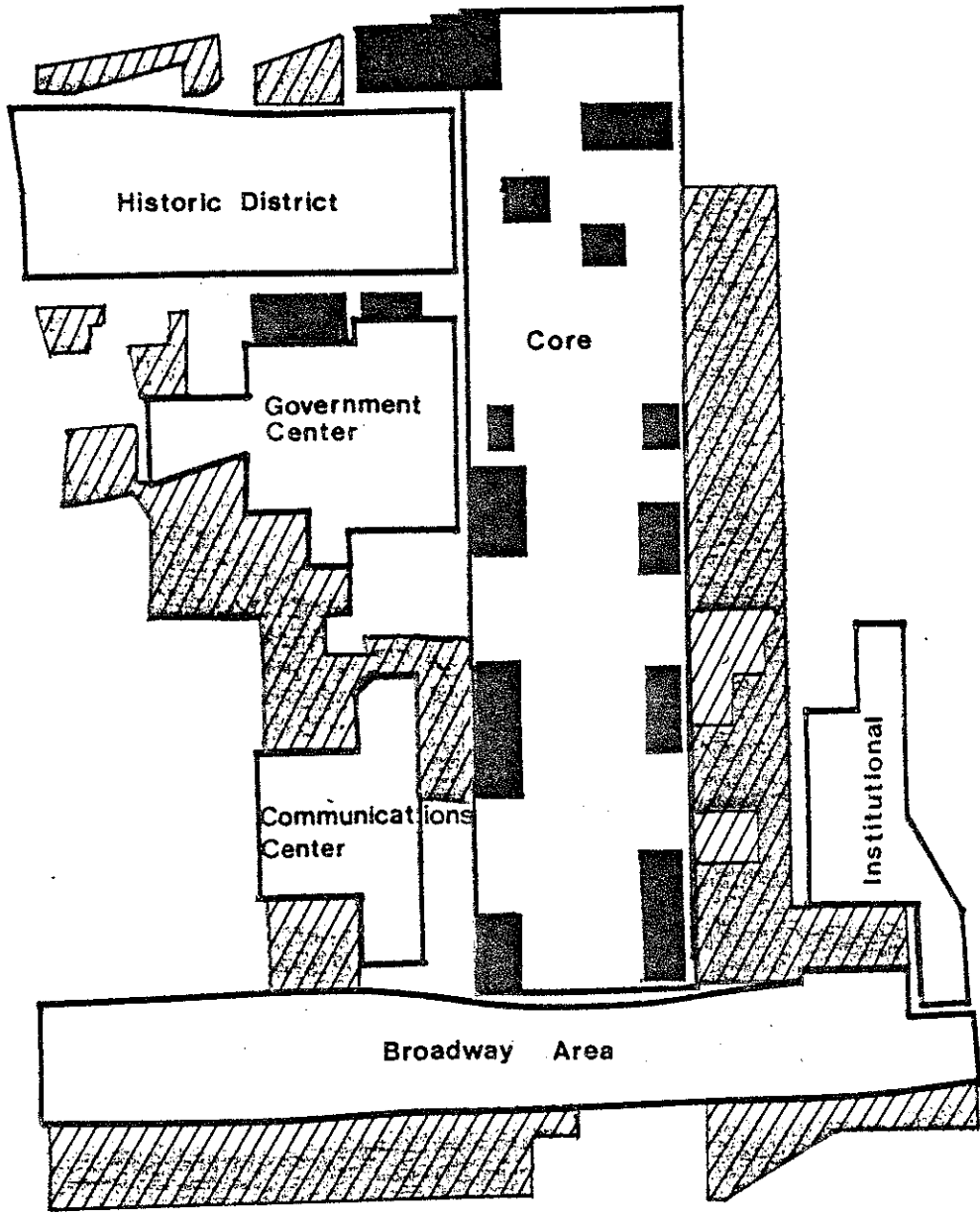
Figure VI - 12



General Locations for Potential Service

Source: Park-and-Ride-Study (KIPDA), March 1979

General Locations for Potential Service  
Park and Ride Lots



Parking System Concept

Garage
  Surface

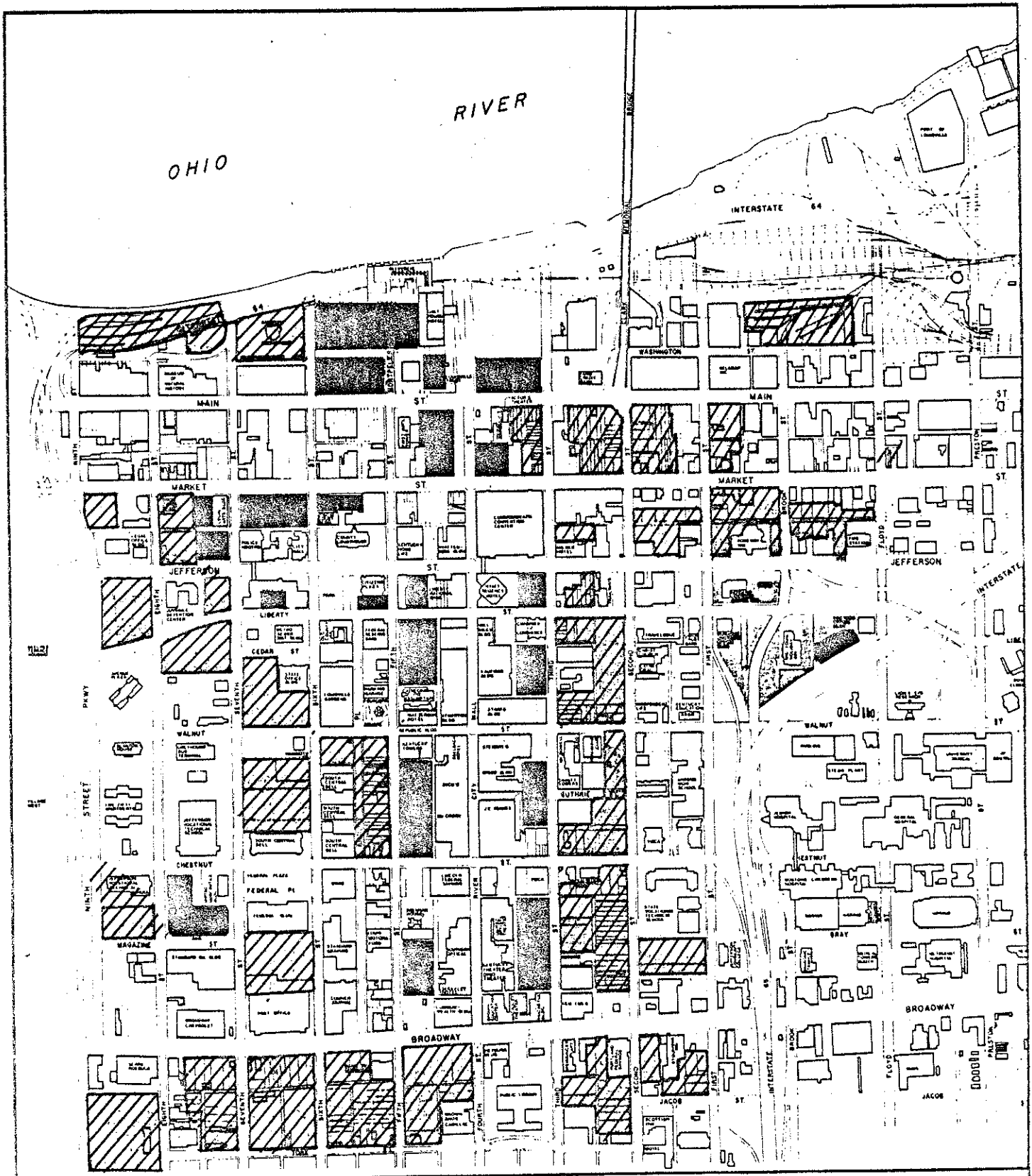
Source: Center City Plan Update, June, 1979

LOUISVILLE  
CENTER CITY DEVELOPMENT

SCALE  
1" = 100'  
1" = 200'  
1" = 300'  
1" = 400'  
1" = 500'



GRUEN ASSOCIATES  
ARCHITECTURE PLANNING ENGINEERING  
1978

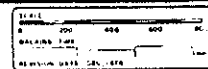


# Parking System Plan

Garage
  Surface

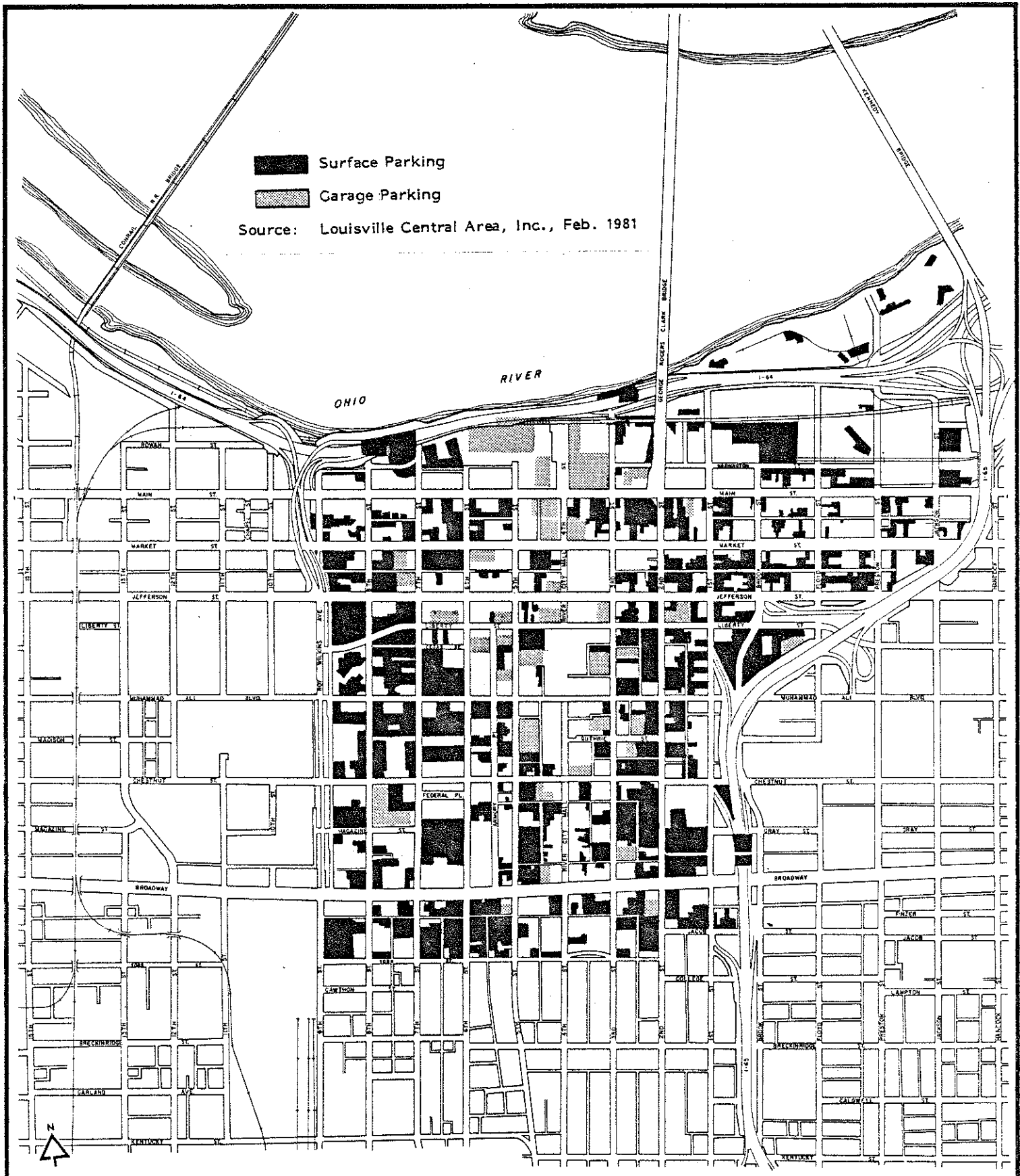
Source: Center City Plan Update, June, 1979

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GRUEN ASSOCIATES  
ARCHITECTURE PLANNING ENGINEERING  
1979

Figure VI - 15



Louisville and Jefferson County  
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Off Street Parking - CBD only

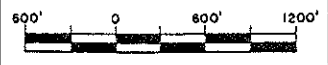


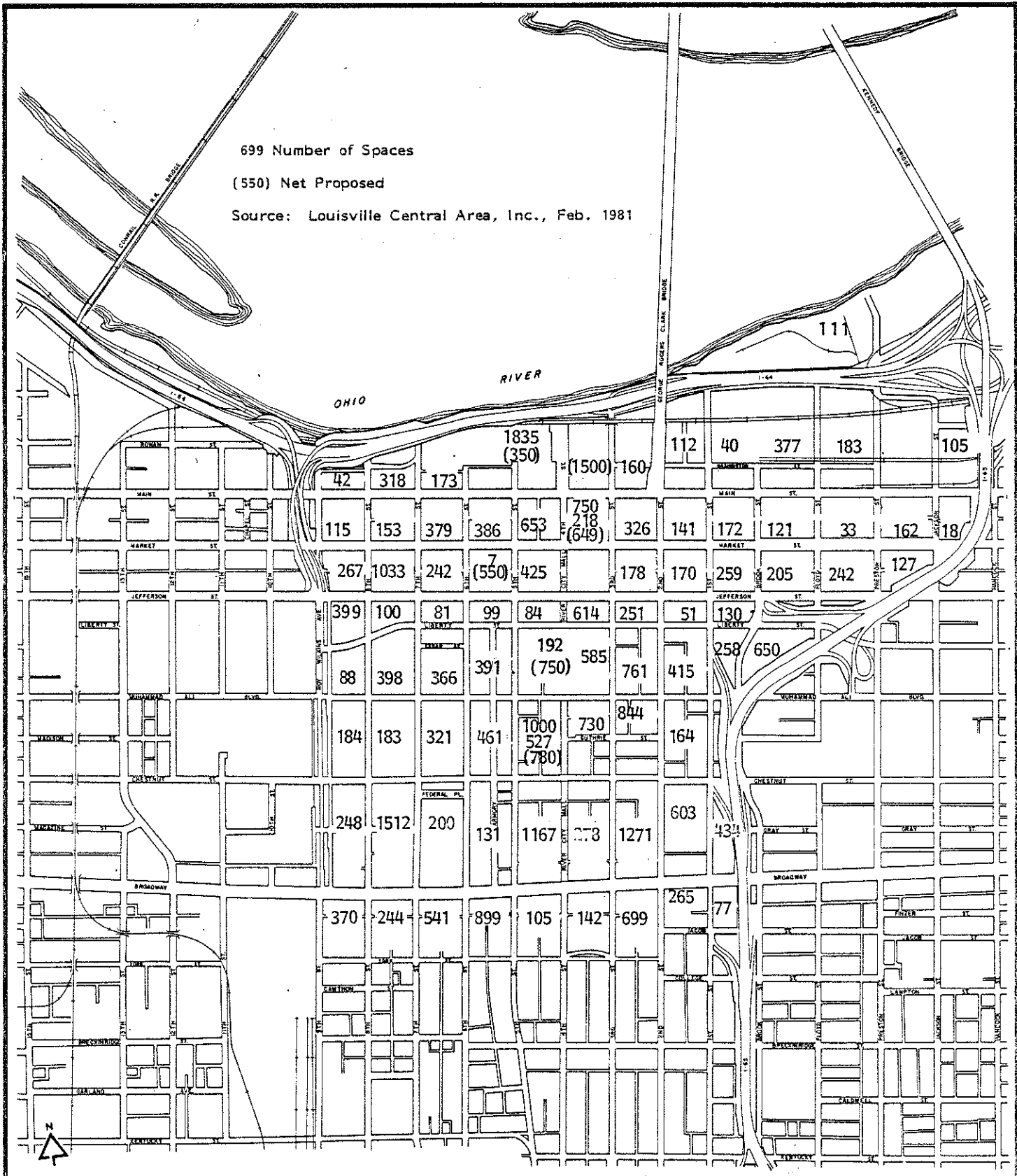
Figure VI - 16



699 Number of Spaces

(550) Net Proposed

Source: Louisville Central Area, Inc., Feb. 1981



**LCA** Louisville and Jefferson County Planning Commission  
 Louisville Central Area, Inc. 1215 East Pike Louisville, KY 40202  
 908 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6220

### Inventory of Parking Spaces

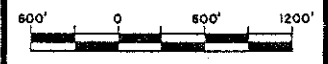
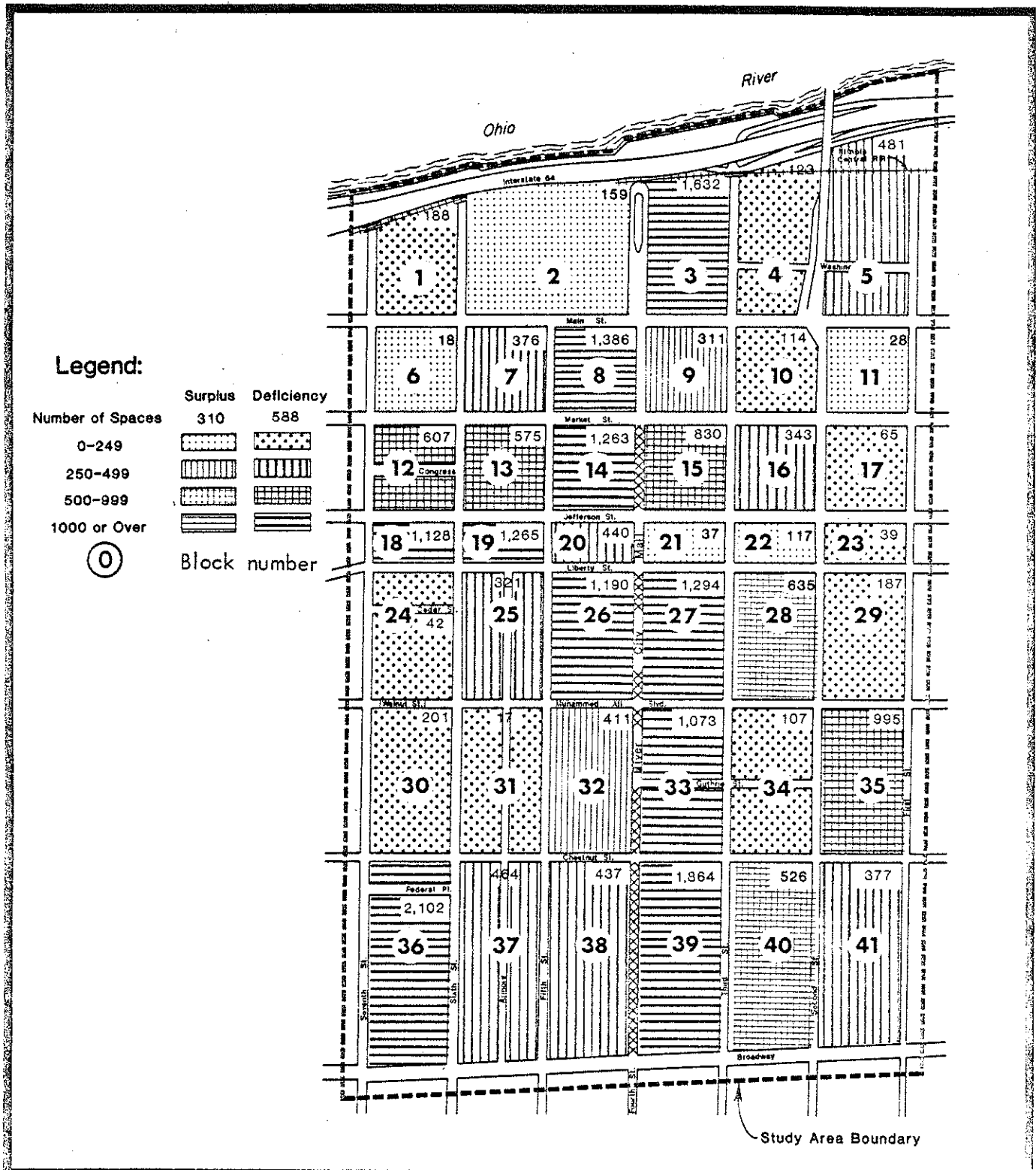


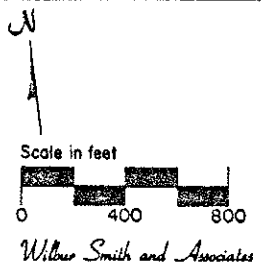
Figure VI - 17

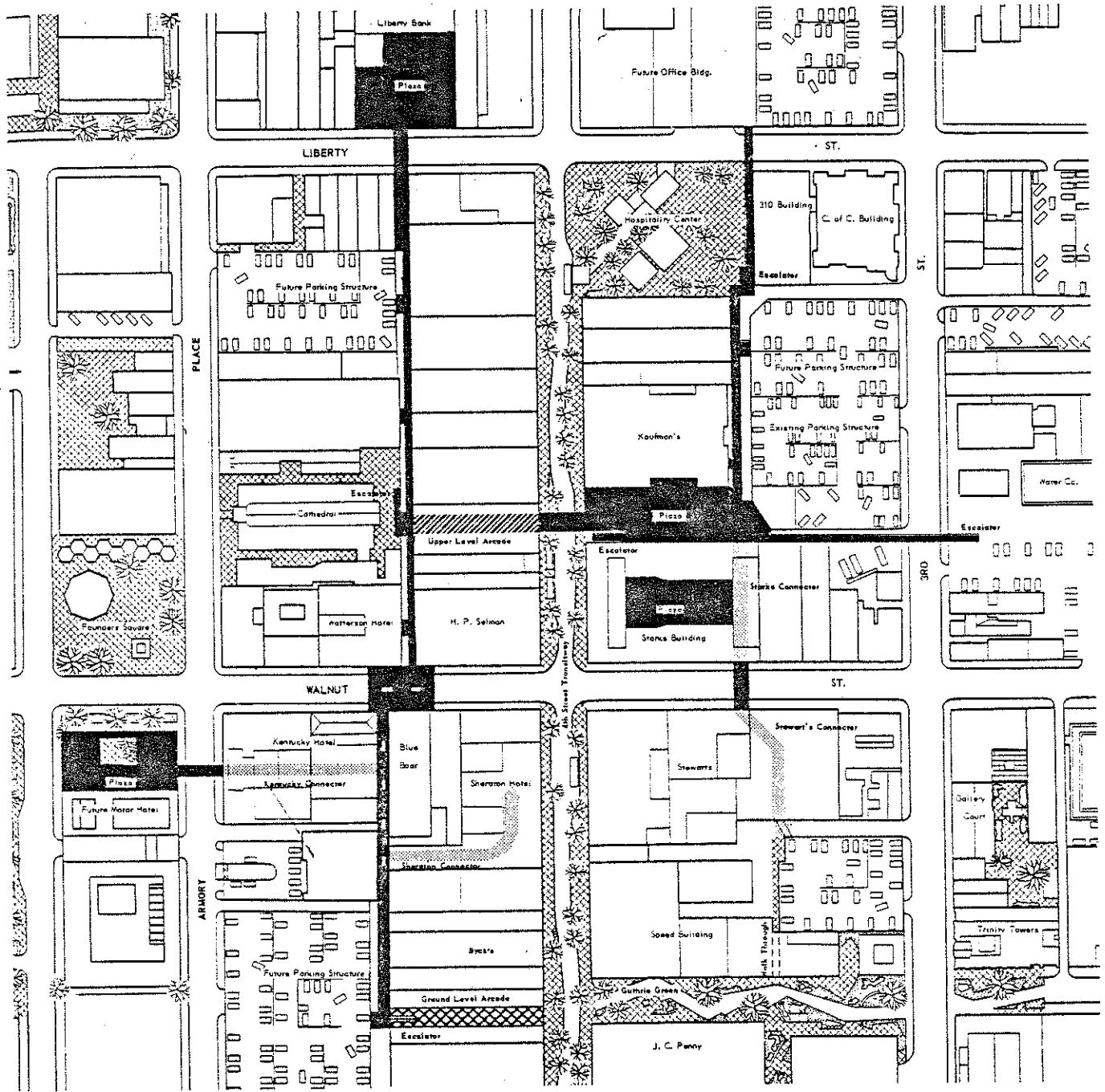


### 1990 Parking Space Surplus and Deficiency

Kentucky Towers Parking Feasibility Study

Louisville, Kentucky



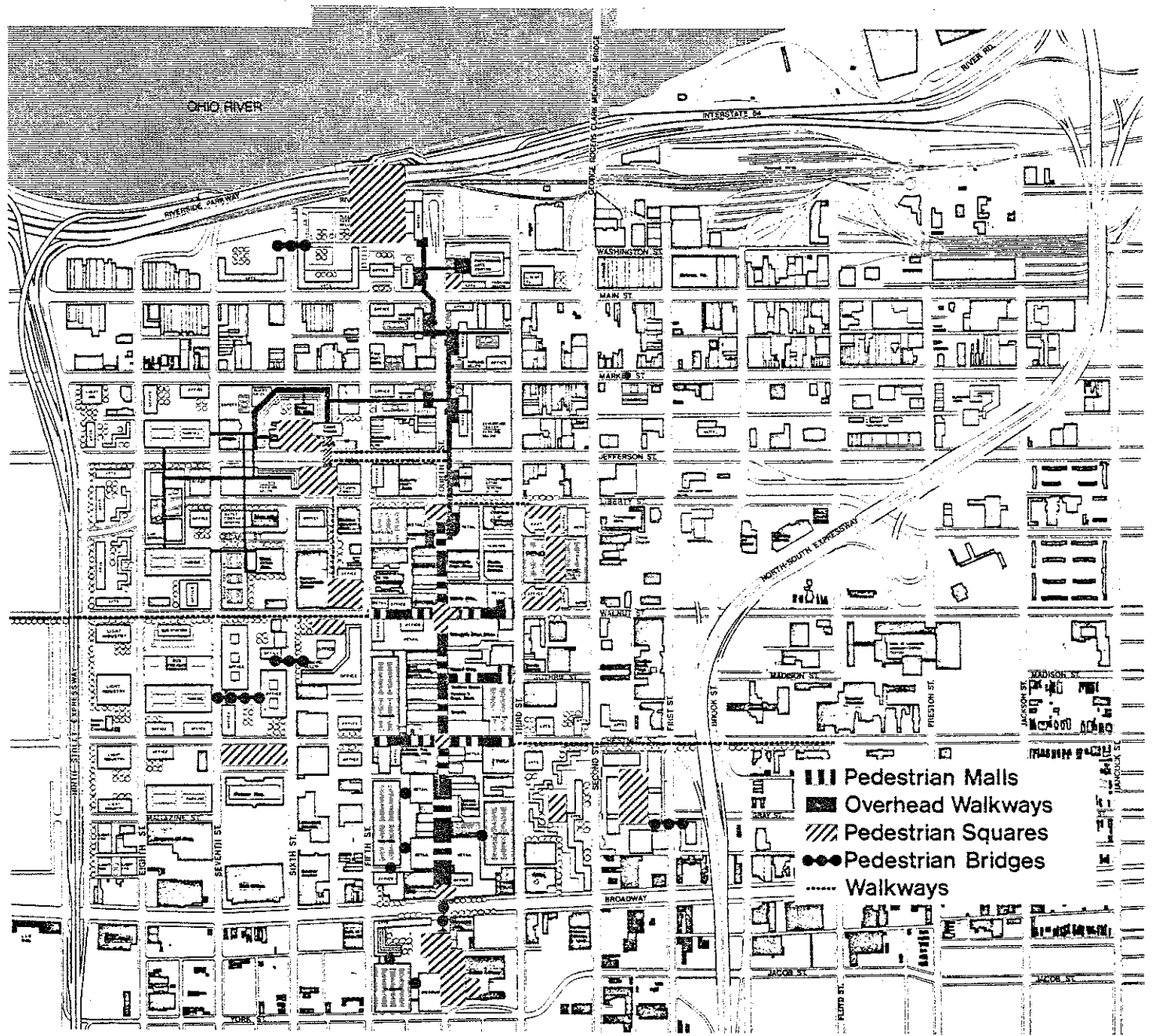


- UPPER LEVEL PEDESTRIAN WAYS
- UPPER LEVEL ARCADE
- GROUND LEVEL ARCADE
- PEDESTRIAN CONNECTORS

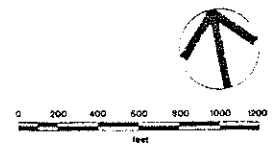


Source: Design for Downtown, 1962

Figure VI - 19

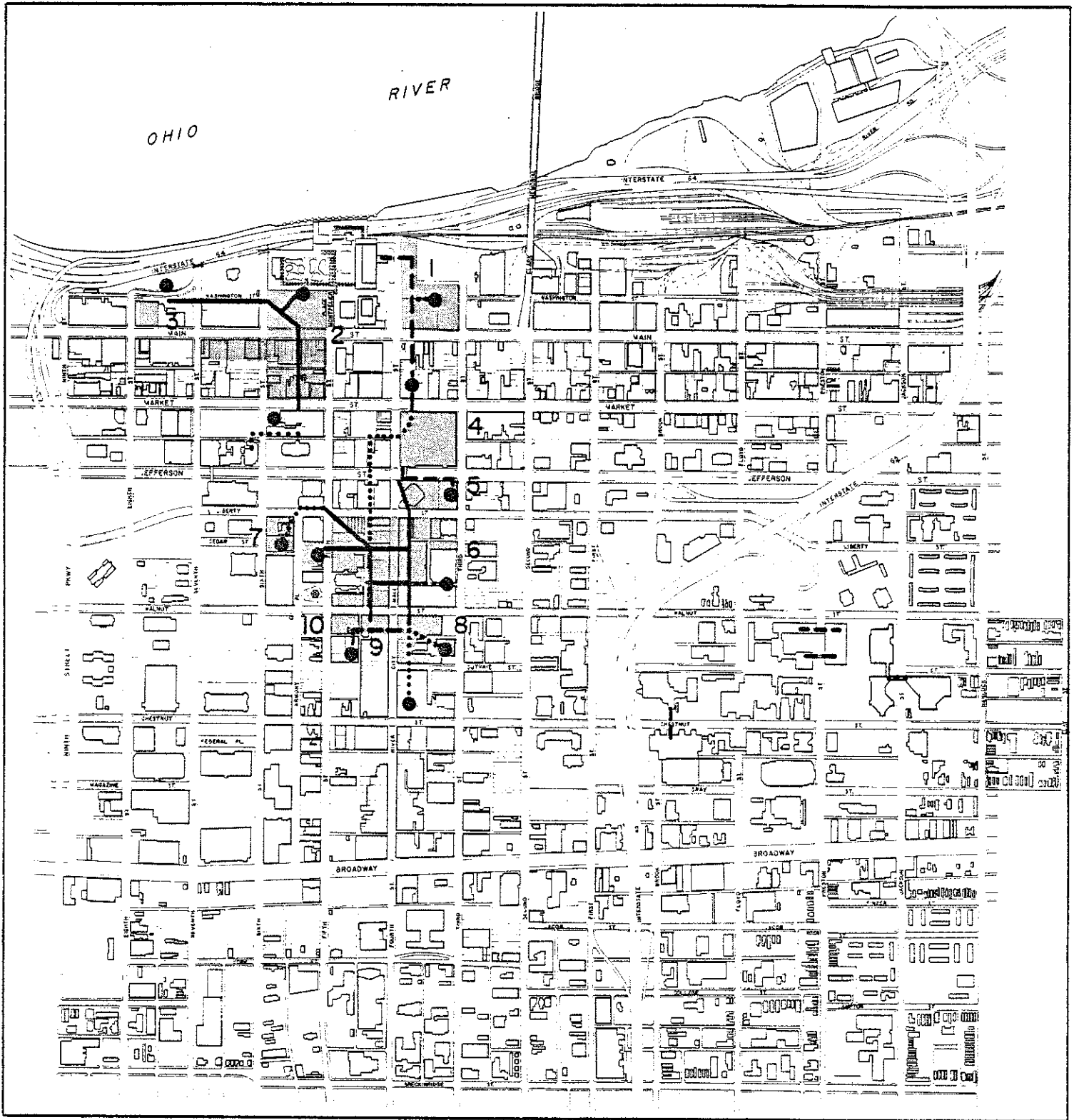


# Long Range Development Plan pedestrian circulation system




Source: Design for Downtown, (Louisville Central Area, Inc. 1962) p. 39


Figure VI - 20



**LOUISVILLE CENTER CITY  
TRANSPORTATION  
PLANNING STUDY**

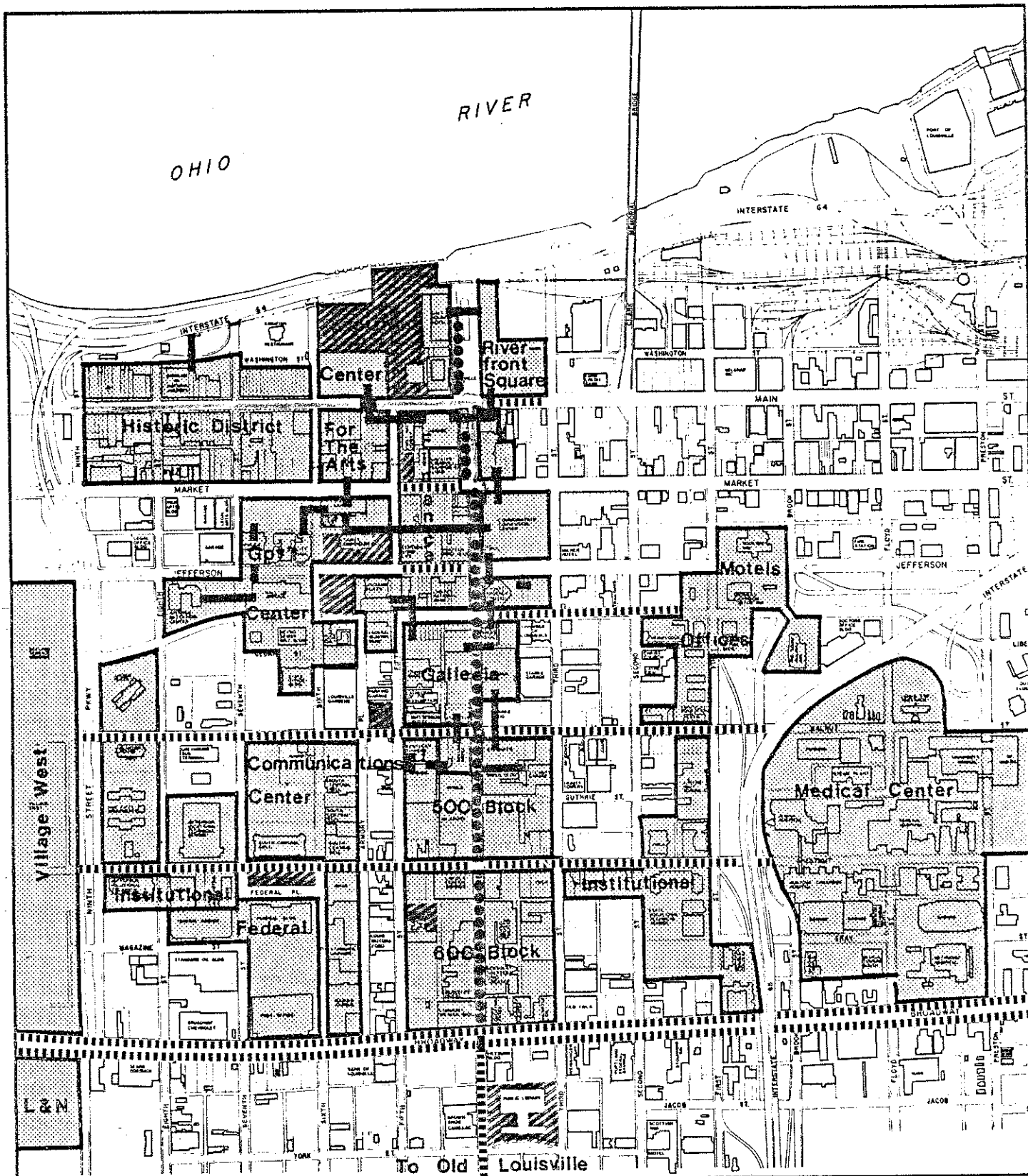
- |                              |                     |
|------------------------------|---------------------|
| 1. Shippingport Square       | 6. Galleria         |
| 2. Performing Arts Center    | 7. Jefferson Plaza  |
| 3. Museum of Natural History | 8. Stewarts         |
| 4. Convention Center         | 9. Seelbach Hotel   |
| 5. Hyatt Regency Hotel       | 10. Kentucky Towers |


 SCALE IN FEET  
 0 400 800  
 DATE APRIL 1977


 BASE MAP PROVIDED BY  
 LOUISVILLE CENTRAL AREA,  
 INC. REVISED BY SCHMPELER-  
 CORRADO ASSOCIATES.

- PERFORMING ARTS & GALLERIA SYSTEM
- - -** EXISTING/COMMITTED SYSTEM
- .....** PROBABLE EXTENSION OF SYSTEM
- PARKING FACILITIES

Figure VI - 21  
PEDWAY SYSTEM

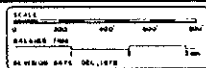


# Pedestrian System Plan

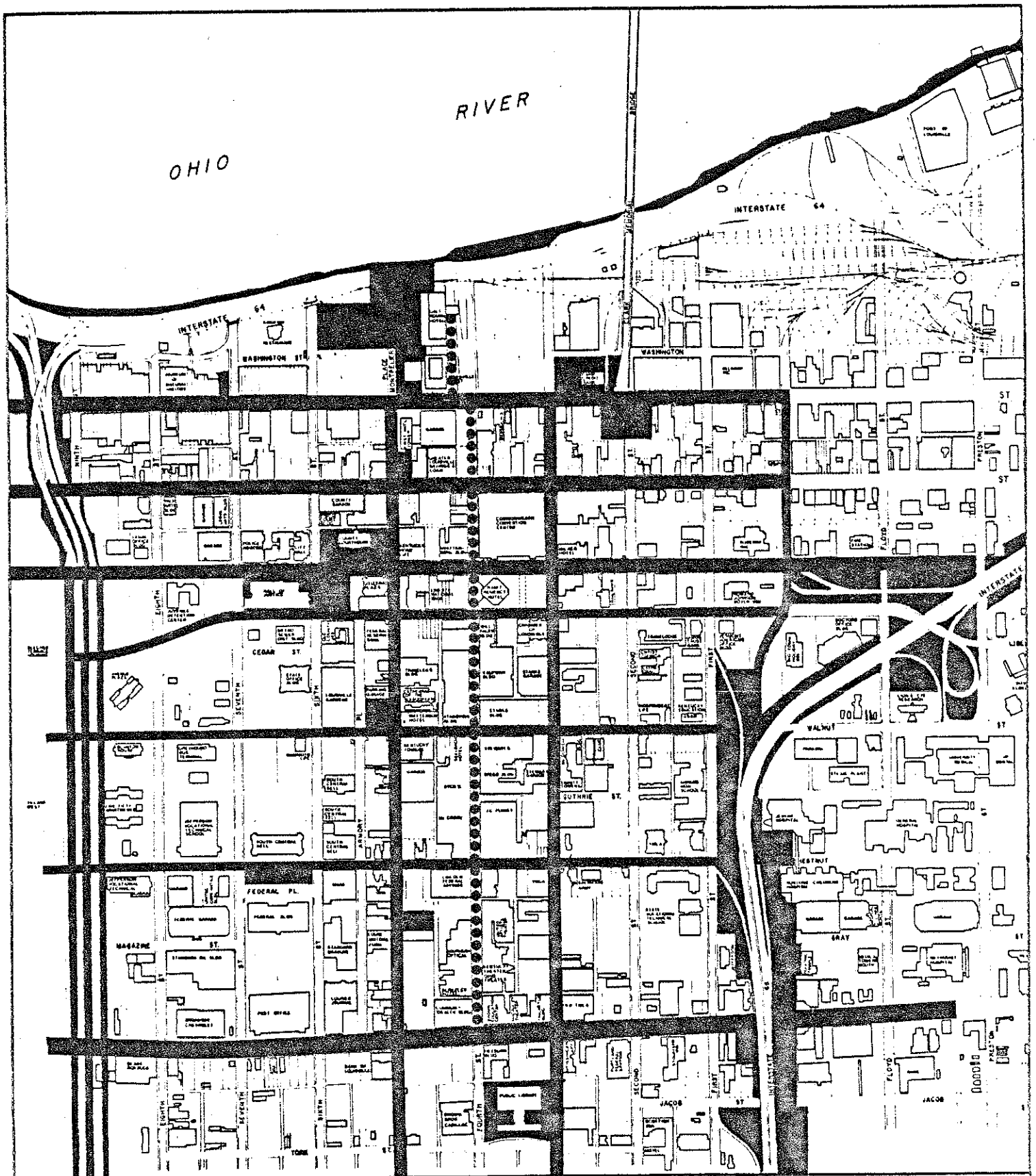
- Mall
- Bridges
- ▨ Plazas
- Linkages

Source: Louisville Center City Development Program (Gruen Associates, 1979) p. 27

**LOUISVILLE  
CENTER CITY DEVELOPMENT**



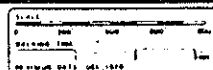
**GRUEN ASSOCIATES**  
ARCHITECTURE PLANNING ENGINEERING  
1979



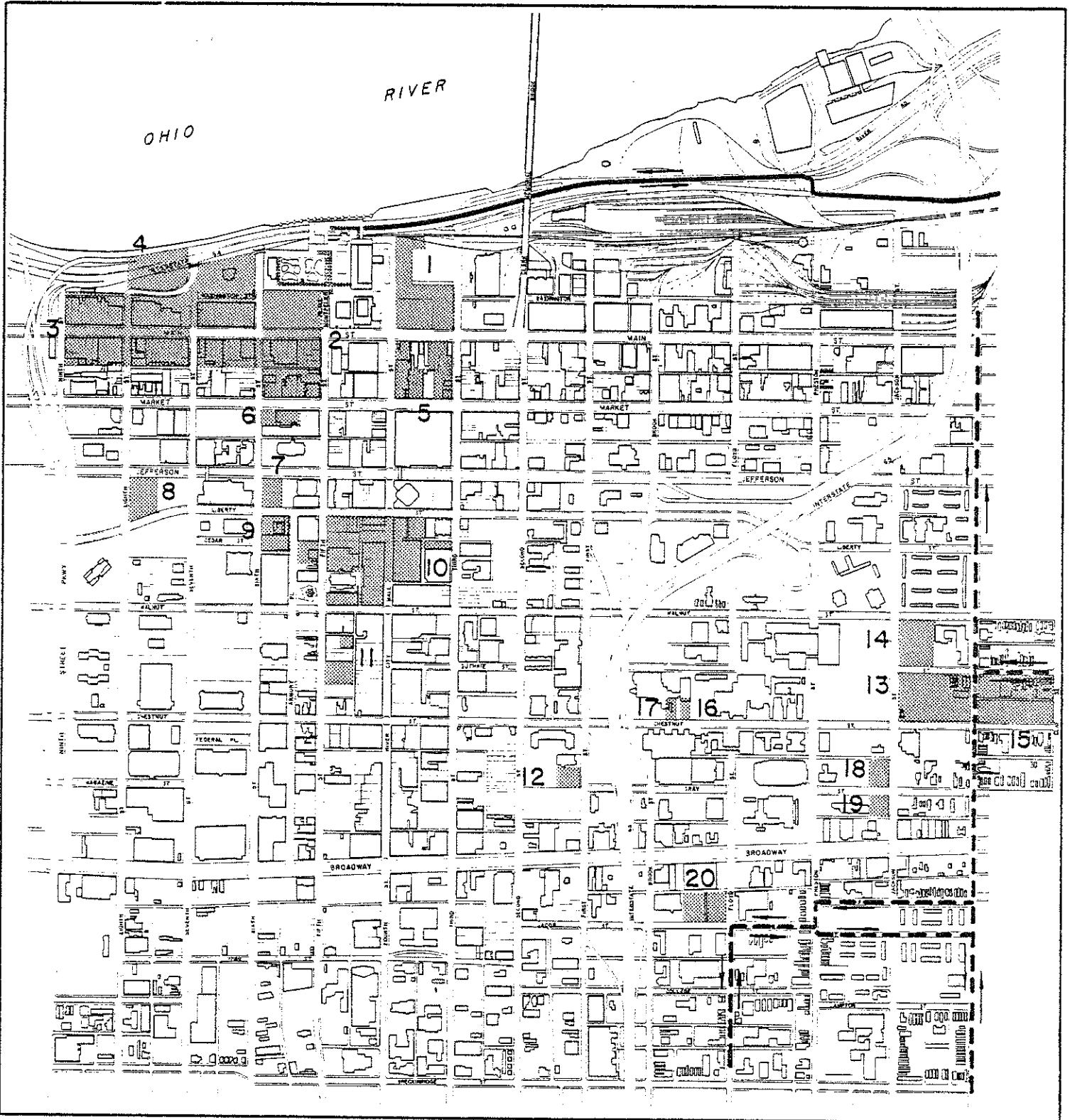
# Landscaping System Plan

Source: Center City Plan Update (Gruen Associates, 1979) p. 29

**LOUISVILLE  
CENTER CITY DEVELOPMENT**



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1979



**LOUISVILLE CENTER CITY  
TRANSPORTATION  
PLANNING STUDY**

- |   |  |                                |
|---|--|--------------------------------|
| 1. Shoppingport Square (Apartments, Hotel, Offices) | 10. Gallenta (Retail, Offices, Parking Garage)                 | 13. Health Department Addition |
| 2. Performing Arts Center                           | 11. Parking Garage   | 20. Parking Garage             |
| 3. West Main Street Rehabilitation Area             | 12. Jefferson Community College Addition                       |                                |
| 4. Parking Facility                                 | 13. Concentrated Care Buildings                                |                                |
| 5. Parking Garage, Offices                          | 14. Cancer Institute   |                                |
| 6. Parking Garage                                   | 15. Parking Garage   |                                |
| 7. County Park                                      | 16. Institute of Physical Medicine and Rehabilitation Addition |                                |
| 8. Juvenile Detention Center                        | 17. Jewish Hospital Addition                                   |                                |
| 9. Jefferson Plaza (Offices, Retail)                | 18. Home of the Innocents                                      |                                |

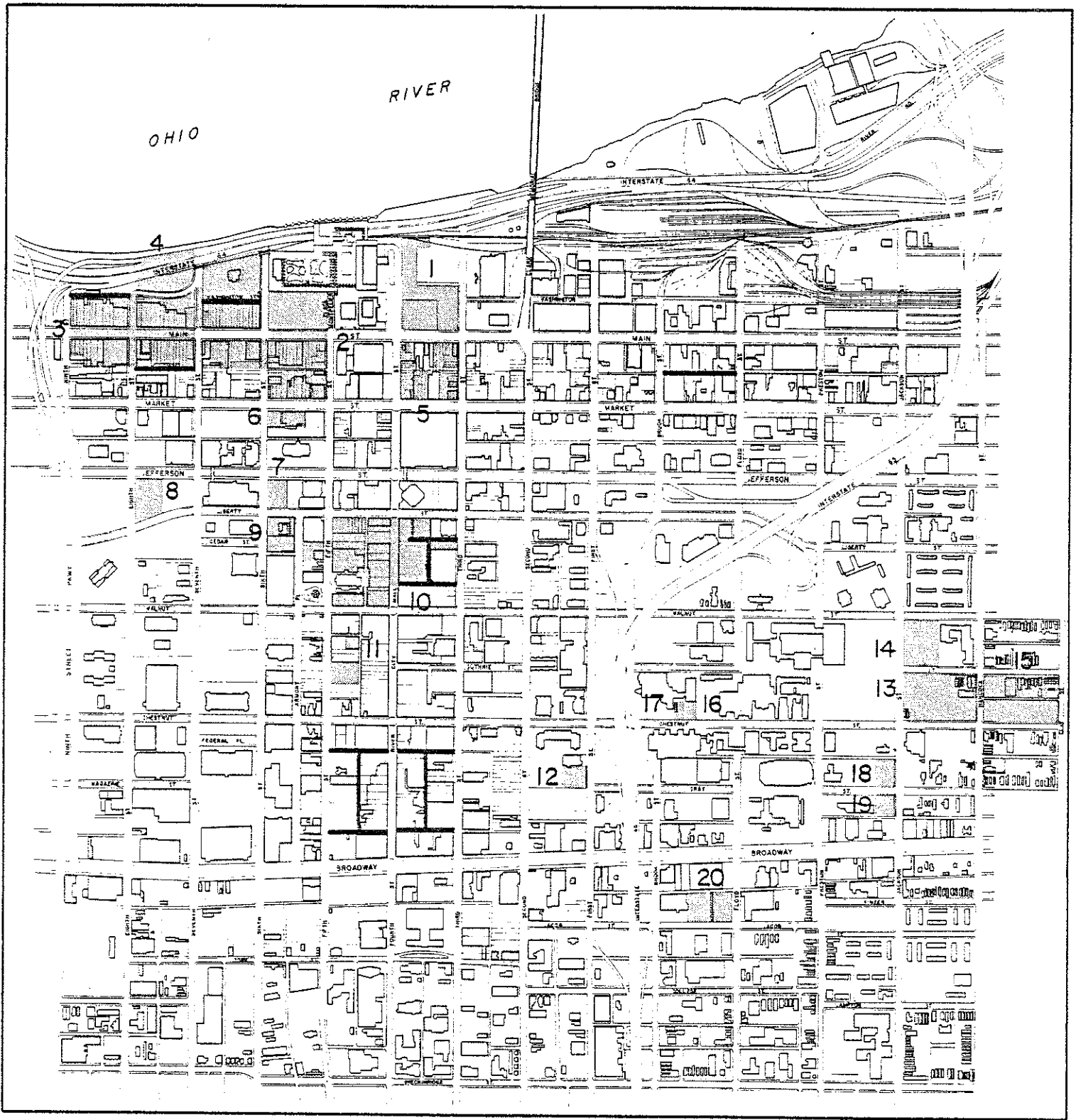
SCALE IN FEET  
0 400 800  
DATE APRIL 1977

BASE MAP PROVIDED BY LOUISVILLE CENTRAL AREA, INC. REVISED BY SCHIMPEL-CORRADING ASSOCIATES.

- BIKEWAY DEMONSTRATION PROGRAM
- EXISTING BIKE ROUTES

Figure VI - 24  
BIKEWAY SYSTEM





**LOUISVILLE CENTER CITY  
TRANSPORTATION  
PLANNING STUDY**

- |   |  |                                |
|---|--|--------------------------------|
| 1. Shippingport Square (Apartments, Hotel, Offices) | 10. Galleria (Retail, Offices, Parking Garage)                 | 19. Health Department Addition |
| 2. Performing Arts Center                           | 11. Parking Garage   | 20. Parking Garage             |
| 3. West Main Street Rehabilitation Area             | 12. Jefferson Community College Addition                       |                                |
| 4. Parking Facility                                 | 13. Concentrated Care Buildings                                |                                |
| 5. Parking Garage, Offices                          | 14. Cancer Institute   |                                |
| 6. Parking Garage                                   | 15. Parking Garage   |                                |
| 7. County Park                                      | 16. Institute of Physical Medicine and Rehabilitation Addition |                                |
| 8. Juvenile Detention Center                        | 17. Jewish Hospital Addition                                   |                                |
| 9. Jefferson Plaza (Offices, Retail)                | 18. Home of the Innocents                                      |                                |

SCALE IN FEET  
0 400 800  
DATE APRIL 1977

BASE MAP PROVIDED BY  
LOUISVILLE CENTRAL AREA,  
INC. REVISED BY SCHIMPEL-  
CORRADO ASSOCIATES.

— IMPROVED ALLEYS

Figure VI - 25

ALLEY IMPROVEMENTS

Figure VI - 26 FUTURE ROADWAY FUNCTION



Figure VI - 28 GROUND LEVEL PEDESTRIAN  
LINKAGES AND OPEN SPACE

Figure VI - 29 SKYWAYS

TABLE VI-1 Central Louisville Development Plan  
Goals and Objectives Referred to Louisville  
Central City (1967) Planning Principles

TRANSPORTATION

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.

Objectives:

1. Develop an adequate transportation system to support the development of downtown, giving consideration to efficiency, possible future technology, conservation of energy and the environment (air quality, etc.).
- 2. Consider the integration of the Center City Transportation Plan Study into the Central Louisville Development Plan.
3. Provide an efficient collection and distribution system for trips within downtown. (Refer to Principles for Planning the Auto Circulation #1-3.)\*
4. Improve accessibility to and from downtown and between metropolitan neighborhoods by all modes of transportation. (Refer to Principles for Planning the auto circulation #1-3.)
5. Improve the service between airports and potential rail terminals and the downtown.
6. Explore the feasibility of a central multi-modal transportation point, such as the TARC proposal of November 1980.
7. Develop a centrally located bus transit boarding and unloading area.
8. Provide a public transportation system that better serves the changing needs of downtown users throughout the 24-hour day and that attracts users from the automobile.
9. Develop public transportation services and facilities (including garages) that are accessible to the physically disabled and elderly. (Refer to Principles for Planning the Pedestrian Circulation System #8.)
10. Create a parking system to support downtown development that takes into consideration quantity, location, rates and design of parking facilities. (Refer to Principles for Planning Parking System #4-7.)
11. Provide adequate loading and unloading space for goods, with minimum disruption to through traffic. (Refer to Principles for Planning the Service System #1-3).
12. Consider integration of bicycle and other transportation alternatives as part of the Central Louisville Development Plan.
13. Create a safe, secure, appealing and efficient pedestrian system linking all major activity centers, parking facilities and other mode interchange points. (Refer to Principles in Planning the Circulation and Parking System #4-7.)

\* Note: Cross reference to TABLE VI-3

TABLE VI-1 (continued)

URBAN DESIGN GOALS which include transportation related Goals and Objectives

GOAL To orient the design of downtown towards human scale.

Objectives:

1. Create a safe, secure, appealing and efficient pedestrian system to link all major activity centers. (Refer to Principles for Planning the Pedestrian Circulation System #1-5.)
2. Link major activity centers to parking facilities and other mode interchange point while ensuring the effective distribution of pedestrians to their final destinations. (Refer to Principles for Planning the Pedestrian System #3 and Principles for Planning Parking System #6.)
3. Design a pedestrian system linking all activity centers in order to project downtown as one unified development that is comprehensible, well-defined and pleasing to walk through. (Refer to Principles for Planning the Pedestrian Circulation System #1-12.)
4. Create a pleasant experience for the pedestrian by improving the design downtown. (Refer to Principles for Planning the Pedestrian Circulation System #4-10.)

GOAL To develop all plans and projects in the community with the integral objective of providing totally barrier-free access for the physically disabled.

Objectives:

1. Develop public transportation services and facilities (including garages) that are accessible to the physically disabled and elderly.
2. Develop a pedestrian system that is not only barrier-free but is designed to positively meet the needs of the physically disabled.

GOAL To create an accessible, safe, pleasant and efficient transportation that will:

- a) connect activity centers in downtown,
- b) connect downtown activity centers with the rest of the community
- c) entail minimal adverse impacts on adjacent neighborhoods.

Objectives:

1. Provide an efficient circulation for trips within downtown by all modes transportation. (Refer to Principles for Planning the Auto Circulation and Parking System #1-3 and Principles for Planning the Service System #1-3.)
2. Improve accessibility to and from downtown and between metropolitan neighborhoods by all modes of transportation. (Refer to Principles for Planning the Auto Circulation #1-3.)
3. Create a parking system to support downtown development that takes consideration quantity, location, rates and design of parking facilities. (Refer to Principles for Planning the Auto Circulation and Parking System #4-7.)
4. Design the access points of downtown to create a better image for the user. (Refer to Principles for Planning the Auto Circulation and Parking System #1.)

TABLE VI-2. 1962 Design for Downtown-Transportation  
Planning Principles and Objectives

A) Traffic planning principles may be summarized as follows (p.10):

- 1) Pedestrian movement is more important than vehicular movement in the "inner core" (defined as the area along Fourth Street from Broadway to Market).
- 2) The "outer core" (defined as the area between Second and Sixth Streets from York to Main outside the "inner core") is an area for vehicular access to parking terminals and the "inner core" and for pedestrian movement between parking terminals and the "inner core".
- 3) The "frame" (defined as the area outside Sixth, York, Second and Main Streets) serves as an area for general vehicular circulation around the core of the downtown area.

B) Transit circulation objectives included (p.44):

- 1) Increasing the average travel speed of buses on downtown streets.
- 2) Closing the proximity of direct service from all bus lines to those blocks along Fourth Street that are the major bus-passenger destinations.\*
- 3) Establishing a shuttle bus service by a specialized type of vehicle to shorten the time required for shoppers and workers to move between stores and offices along the elongated Fourth Street retail district.

\* This was intended to encourage bus routes to touch the retail core.



TABLE VI-3. Louisville Central City (1967) Planning Principles

PRINCIPLES FOR PLANNING THE AUTO CIRCULATION AND PARKING SYSTEM

Congestion and the lack of readily-available parking are two of the most prevalent problems in downtown areas. To solve these problems, the design of the circulation and parking system must be considered as an integral part of the process of planning locations of land uses and facilities. The most important principles for planning the automobile circulation and parking systems are the following:

1. The downtown should be accessible on congestion-free, high-speed routes from the entire metropolitan area. Limited-access roadways should be used to link the downtown with the distant parts of the city; the normal street system should be modified to provide rapid access to downtown for persons in the immediately surrounding area.
2. It is important to separate traffic passing through the downtown from traffic destined to the downtown. Convenient bypass routes will eliminate much of the necessity for cross streets in the downtown core.
3. Upon arrival at the downtown, motorists should be able to quickly reach the core and circulate freely around the core. Internal loop routes immediately adjacent to the core are one way of facilitating movement without the need for automobiles to pass directly through the core.
4. Parking areas should be directly accessible from streets leading off high-speed routes. The value of high-speed routes to downtown is greatly diminished if the streets leading from these routes to the parking areas are indirect and congested.
5. The motorist should have access to a series of alternate parking facilities if the one for which he is destined is filled. The pattern of parking facility locations should be clear and logical, with major facilities accessible from loop routes.
6. Differentiation in character and location between long vs. short-term parking facilities is necessary. Short-term parkers desire close proximity to their destination and are willing to pay relatively high unit rates to obtain this; to long-term parkers, low unit rates are a primary consideration and they are willing to walk longer distances to obtain such accommodation.
7. Strategic grouping of activities which can make complimentary use of parking facilities is a means of reducing the overall requirements for parking facilities. By locating adjacent to each other, land uses with daytime vs. nighttime demands (e.g. offices and entertainment facilities) or weekday vs. weekend demands (e.g. retail stores and cultural facilities), a greater utilization of parking facility capacity can be realized.

PRINCIPLES FOR PLANNING THE PEDESTRIAN CIRCULATION SYSTEM

Every person who enters the downtown ultimately becomes a pedestrian - a fact that is not always evident from the narrow sidewalks and the general lack of amenities for pedestrians in most of downtown. Yet, many cities have found that generous and well designed pedestrian areas are a major attraction to persons who might otherwise seldom visit downtown. Among the important considerations in planning the pedestrian circulation system are the following:

1. Pedestrian routes should be free of interference from major automobile cross-traffic. It is essential to consider the downtown movement system in terms of pedestrian precincts which are separate from the vehicular circulation ways. This separation may be obtained horizontally -- through buildings, etc. -- or vertically -- by using upper level walkways, pedestrian over and under-passes, etc.
2. Clearly identifiable points should be designated where pedestrians can disembark from buses, autos and taxis to enter the pedestrian precinct.
3. Experience has indicated that 500 feet is a reasonable maximum distance to expect persons to walk from short-term parking to shopping or business destinations.
4. The most important objective for the design of pedestrian areas is to ensure that pedestrian places are filled with activity throughout the day and evening hours. Pedestrians can be expected to walk longer distances within the downtown than they do at present, if there is a constant procession of interesting places and activities along the way.

## TABLE VI-3 (continued)

5. Dead spots along pedestrian ways should be avoided. Dead spots are created by a concentration of enterprises which require little or no walk-in pedestrian traffic. In order to ensure lively pedestrian ways, such enterprises should be encouraged to locate away from the major pedestrian routes.
6. Evening-use places (entertainment, restaurants, etc.) should be encouraged to locate interspersed with daytime functions rather than in a single, concentration location. One danger in developing pedestrian ways along frontages which are exclusively occupied by retail facilities is that there are no reasons for pedestrians to use these areas after retail closing hours. A conscious policy of encouraging restaurants and other off-hour facilities to locate in retail areas will help to enliven these areas; and in some cases, part of the pedestrian areas may have to be devoted, on a concession basis, to evening use facilities to attract pedestrians.
7. One way of creating lively pedestrian areas is to mix complementary day and night time uses on sites. For example, encouraging the development of residential facilities above retail uses is a means of ensuring that pedestrian spaces are used throughout the 24-hour day.
8. Pedestrian spaces should be designed to offer opportunities for people of all ages. Play areas for children, seating areas with recreation facilities for the elderly, and space for informal teenage activities are but a few of the means of attracting persons of all ages to the pedestrian places.
9. The design of furnishings in the pedestrian areas offers a tangible means of lending unique character to pedestrian places. Lamps, benches, telephone booths, kiosks, fountains, trees, sculpture and other furnishings are critical elements of the "streetscape", and as such they are major determinants of the visual character of an area. Perhaps the most vivid example of the effect of furnishings is the imagery provided by original "gaslight areas."
10. The use of sounds, as well as sights, should be explored as a means of enlivening pedestrian areas. Pushing water of a fountain in a plaza, sounds of music and entertainment - each gives a distinctive quality to a pedestrian space.
11. Pedestrian places must be designed to accommodate the changing demands for use in winter and summer seasons, fair and inclement weather. This means consideration of the whole range of pedestrian area designs -- open malls, covered walkways, arcades, garden courts, semi-enclosed spaces, and fully enclosed weather-proof malls with heating/air conditioning, skylights and second-level balconies accessible by escalators.
12. Merchants and groups should be encouraged to make use of pedestrian places to provide an ever-changing series of events in the downtown. The success of pedestrian places must ultimately be measured in terms of the degree of continuous and varied use they receive.

### PRINCIPLES FOR PLANNING THE SERVICE SYSTEM

The third important component of downtown circulation is the traffic generated by vehicles providing service and deliveries to businesses. A large part of downtown congestion in most cities can be attributed to the lack of adequate facilities to serve the needs of service vehicles. Some of the important principles for planning an efficient downtown service system are the following:

1. Building service and delivery facilities should be planned so that their use does not interfere with automobile and pedestrian circulation. To accomplish this, three things are implied: first, facilities for service and delivery vehicles should be separate from the automobile and pedestrian systems; second, service routes should be wide enough to permit vehicles to pass others which are stopped for unloading; and third, access to the service system should be as direct as possible from the major routes leading to downtown.
2. Consolidated delivery-receiving facilities should be provided for groups of enterprises. Many of the smaller businesses in downtown neither require, nor can afford, adequate off-street loading facilities reserved for their exclusive use. For such enterprises, a common truck court with loading docks designed to accommodate simultaneous deliveries, shared with several other businesses, is an ideal arrangement.

TABLE VI-3 (continued)

3. Consideration should be given to breaking service deliveries down from semi-trailers into more manageable vehicles before they reach the downtown. The sheer size of highway vehicles which currently make deliveries in the downtown poses severe problems in the design of service road, turning areas and loading docks. One way of improving this situation is to encourage transfer of goods to smaller delivery vehicles at facilities at the edge of downtown. Obviously, this would require major changes in operation of delivery services; however, the possibility of such changes must be explored if the service system is ever to function efficiently.

TABLE VI-4. Louisville Center City Development Program —  
Center City Circulation Plan Objectives

- 1) "To reduce large volumes of thru-traffic presently using Center City streets, by providing efficient bypass routes."
- 2) "To provide better expressway access into and out of Center City and, particularly, to improve expressway access to the west side of the Core."
- 3) "To allow all traffic eventually to be removed from the Core between Third, Fifth, Broadway and Liberty Streets."
- 4) "To allow traffic to be removed from the main parts of the Government Center."
- 5) "To improve internal circulation and, in particular, to provide the opportunity for efficient movement around the perimeter of the Core."

## TABLE VI-5. Louisville RUDAT--Transportation Considerations

### General

Provide increased bus or other alternative transportation to and from the CBD in order to reduce dependence on automobiles in light of uncertain energy supplies and significant levels of air pollution in Louisville.

### Freeways

Consider additional access points on I-65 to serve north end of CBD.

Use signing on freeways to minimize unnecessary travel on arterials within CBD.

### Arterials

- Increase roadway capacity wherever possible outside of CBD to reduce unnecessary through traffic within CBD.
- Utilize arterials, rather than freeways, to link CBD and close-in neighborhoods.
- Eliminate on-street parking where it restricts capacity of major access streets.
- Accommodate peak period traffic with synchronized signal timing.
- Recognize capacity limitations of specific arterials and re-direct traffic with signing and published "traffic tips."
- Consider returning certain streets to two-way operation.

### Transit

Publicize transit schedules and promote use of peripheral garages.

Investigate free transit system in CBD to decrease use of automobiles.

### Pedestrian Facilities

Balance combination of sidewalks and grade separated facilities, considering weather protection, vehicular conflicts, and need to support CBD businesses.

Provide sidewalks and other facilities with widths related to level of activity rather than to single standard.

Provide good lighting and a presence of public safety officers.

Conduct survey to determine pedestrian walking patterns and develop linkages accordingly.

Be particularly concerned with pedestrian linkages between CBD retail activity and parking facilities.

### Parking

Utilize peripheral garages for long-term parking and close-in facilities for short-term usage with particular attention to retail business parking needs.

Relate location and driveway access of parking facilities to street system so as to minimize driving around CBD.

Provide adequate space within parking facilities for waiting to eliminate disruption of street circulation.

Minimize land requirements through construction of parking garages.

Set prices of close-in parking near retail shops as low as possible to encourage CBD shopping.

Eliminate on-street parking wherever possible by replacement with off-street facilities.

Consider public financing and private operation of major facilities to promote private enterprise while solving funding problems.

Establish means for coordination of parking facilities of city, county and state agencies.

Parking structures should be integrated into the surrounding areas with pedestrian activities, shops and etc. encouraged at grade level to give vitality to the street. Consider rooftop development of offices, recreational or other mixed uses.

Adequately screen and landscape surface parking lots. Develop landscape guidelines.

TABLE VI - 6. Louisville Center City Transportation Planning  
Study -- Objectives

It recommended projects that:

- 1) "Maintain and improve mobility for everyone who comes downtown, even as increasing numbers of people are attracted to the Center City by new and renovated buildings and other revitalization efforts;
- 2) are consistent with the dual objectives of enhancing the economic prospects for the central city and improving air quality;  
and
- 3) can be implemented in a relatively short time (five years) and at low cost."



TABLE VI-8 CHANGES IN  
ON-STREET PARKING REGULATIONS

Street	Face	Location	Change
Brook	E	Walnut to Abraham Flexner	Remove meters NS* 7 a.m. - 6 p.m.
Chestnut	N	Brook to Ninth	NS* 7 a.m. - 9 a.m. NS* 3 - 6 p.m.
Walnut	N&S	Hancock to First	NS* 7 - 9 a.m.
Walnut	N&S	First to Ninth	NS* 3 - 6 p.m.
Main	N&S	Sixth to Ninth	Reduce meter time limit to 1 hour
Jackson	E&W	Broadway to Walnut	Reduce meter time limit to 2 hours
Floyd	E&W	Broadway to Chestnut	Remove meters NS* 7 a.m. - 6 p.m.
Chestnut	N	Hancock to Brook	Remove meters NS* 7 a.m. - 6 p.m.
Walnut	N&S	Hancock to Preston	Reduce meter time limit to 2 hours
Market	N	Second to Fourth	3 - 6 p.m. NS*
Main	N	Fifth to Sixth	Remove meters NS* 7 a.m. - 6 p.m.

\*No stopping.

Sources: Department of Traffic Engineering, Schimpeler-Corradino Associates, "Final Report," Louisville Center City Transportation Planning Study (Nov., 1978), p. 44



TABLE VI-9 PUBLIC TRANSIT ROUTES

TARC Express Routes

- 31 Middletown Express
- 37 Fourth Street Express
- 38 Sixth Street Express
- 40 Jeffersontown Express
- 43 Poplar Level Express
- 44 St. Regis Park Express
- 45 Okolona Express
- 48 Fairdale Express
- 49 Westport Express
- 50 Dixie Express
- 53 Breckenridge Express
- 54 Manslick Express
- 60 Highview Express
- 61 Plainview Express
- 63 Crums Lane Express
- 64 Oldham County Express

LARC Circulators

- 51 River City Mall
- 52 Medical Center

Local TARC Routes

- 2 Second Street
- 4 Fourth Street
- 6 Taylor - Sixth Street
- 11 Portland - Shelby
- 12 Twelfth Street
- 15 Market Street
- 17 Bardstown Road
- 18 Preston - 18th Street
- 19 Muhammad Ali Boulevard
- 21 Chestnut Street
- 55 Hounz Lane - Westport

Source: TARC Schedules (September, 1980)

TABLE VI-10 COST ESTIMATES FOR PERIPHERAL  
PARKING FACILITIES

Location	Number of Additional Spaces	Land Acquisition Costs	Capital Costs	Annual Cleaning and Maintenance Costs
A	425	--	\$255,000	\$ 8,500
B	100	--	60,000	2,000
C <sub>1</sub>	700	-- <sup>1</sup>	420,000	14,000
(C <sub>2</sub> )	(900)	(\$675,000)	( 540,000)	( 18,000)
(C <sub>3</sub> )	(600)	( 400,000)	( 360,000)	( 12,000)
D	about 140	--	--	-- <sup>2</sup>
E	about 75	--	--	-- <sup>2</sup>
F	about 200	--	--	-- <sup>2</sup>
G	about 200	--	--	-- <sup>2</sup>
H	200	300,000	120,000	4,000
Totals <sup>3</sup>	2,040	\$300,000	\$855,000	\$28,500

<sup>1</sup>If the city of Louisville decides to construct a peripheral parking facility at location C<sub>1</sub> before 1982, it may have to pay a lease cancellation fee to the sand and gravel company which rents the site.

<sup>2</sup>Cleaning and maintenance costs are assumed to be paid by the owner.

<sup>3</sup>The totals include facility C<sub>1</sub>, and exclude C<sub>2</sub> and C<sub>3</sub>, since the latter two are alternate locations for C<sub>1</sub>.

Source: Center City Transportation Planning Study (1978)

TABLE VI-11 1979 PARKING SYSTEM PLAN

Specifically, new parking garages should be built in the following sites and according to the following priorities:

<u>Location</u>	<u>Site</u>	<u>Priority</u>	<u>Purpose</u>
100 Block	North side Market Street at Fourth Street	1	Convention Center/ Main Street Area
400 Block	East side Fifth Street at Liberty Street	1	Galleria
500 Block	East side Fifth Street, Walnut to Chestnut Streets	1	Seelbach Hotel and retail
200 Block	South side Market Street, Fifth to Sixth Streets	1 (under construction)	County Courthouse
200 Block	South side Market Street, Sixth to Seventh Street	1	City Hall/Center for the Arts
North 100 Block	North side Main Street, Fifth to Sixth Streets	1	Center for the Arts
500 Block	West side Third Street, Chestnut to Walnut Streets	2	Retail area/Penney's
? Block	?	2	Proposed Sports Arena
400 Block	North side Walnut Street or East side Seventh Street	future	State Office Building
600 Block	East side Fifth Street, Broadway to Chestnut Street	future	600 Block
600 Block	West side Third Street, Broadway to Chestnut Street	future	600 Block

The principal long-term surface parking system should be concentrated between First and Third Streets on the east side, between Fifth and Ninth Streets on the west side, and between York and Broadway on the south side. Specific lots should include:

<u>Location</u>	<u>Site</u>	<u>Purpose</u>
East: 100 Block	West side Third Street	Main Street redevelopment and Convention Center
100 Block	West side Second Street	Main Street redevelopment
300 Block	North side Liberty Street	Galleria
400 Block	West side Second Street	Galleria & retail area
400 Block	North side Walnut Street	Galleria & retail-office area
500 Block	West side Second Street	Retail-office area
500 Block	North side Chestnut Street	Retail-office area
600 Block	West side Second Street	Retail area/Broadway area/ Medical Center
600 Block	East side Second Street	Broadway area/Aherns Tech School, Medical Center
West: Riverfront	Below I-65	Historic Area
200 Block	East side Eighth Street	Government Center

TABLE VI-11 (continued)

<u>Location</u>	<u>Site</u>	<u>Purpose</u>
200 Block	East side Ninth Street	Government Center
300 Block	Eighth to Ninth Streets	Government Center
400 Block	South side Liberty Street, Seventh to Eighth Streets	Government Center
400 Block	East side Seventh Street	Government Center
500 Block	Mid-block, Sixth to Seventh Streets	South Central Bell
500 Block	Mid-block, Seventh to Eighth Streets	Technical School
600 Block	Mid-block, Sixth to Seventh Streets	Post Office
South: 700 Block	Eighth to Ninth Streets	Sears
700 Block	York to Broadway, Seventh to Eighth Streets	Standard Oil Building
700 Block	York to Broadway, Sixth to Seventh Streets	Post Office/Courier Journal
700 Block	York to Broadway, Fifth to Sixth Streets	Courier Journal
700 Block	York to Broadway, Fourth to Fifth Streets	Commonwealth Life/Public Library/Heyburn Building
700 Block	Second to Third Streets	Portland Federal/Brown Center
700 Block	Jacob to Broadway	Stouffers Inn

Source: Center City Plan Update (June, 1979)

TABLE VI-12 PARKING INVENTORY

	1951 <sup>a)</sup>	1961 <sup>a)</sup>	1968 <sup>b)</sup>	1976 <sup>b)</sup>	1981 <sup>b)</sup>	1980 <sup>d)</sup>
On-Street	1,700	1,507	2,700	2,507	2,500	893
Off-Street	11,570	17,811	18,890	27,147	27,890	15,992
1) Surface Lot			14,630	17,482		
a) private			5,680	9,918		4,568
b) public			8,950	7,564		4,683
2) Garage			4,250	9,667		
a) private			850	1,232		985
b) public			3,400	8,433		5,756
Total	13,270	19,318	21,580	29,654	30,390	16,885
				Net proposed	4,579	
					82,469	

- a) Design for Downtown (Louisville central Area, Inc.; August, 1962). Study area defined by Brook, York, 8th to Magazine, 7th to Jefferson and 8th to River Road.
- b) 1976 Center City Parking - Facts & Figures (Center City Commission; April, 1976). Study area defined by I-65, York, 9th and Ohio River.
- c) LCA. On-street is estimate. Same area as 1968 and 1976.
- d) Kentucky Towers Parking Garage Feasibility Study (Wilbur Smith and Associates; March, 1980). Study Area defined by 1st, Broadway, 7th and Ohio River.

TABLE VI-13 1990 PARKING SPACE SURPLUS  
AND DEFICIENCY

<u>BLOCK</u>	<u>ADJUSTED SUPPLY *</u>	<u>DEMAND</u>	<u>SURPLUS</u>	<u>DEFICIENCY</u>
01	158	346	-	188
02	1,853	1,694	159	-
03	781	2,413	-	1,632
04	327	450	-	123
05	74	535	-	481
06	236	268	18	-
07	36	412	-	376
08	608	1,994	-	1,386
09	623	312	311	-
10	253	367	-	114
11	239	211	28	-
12	179	786	-	607
13	487	1,062	-	575
14	292	1,555	-	1,263
15	-	330	-	330
16	164	507	-	343
17	182	247	-	65
18	97	1,215	-	1,128
19	118	1,333	-	1,265
20	37	527	-	440
21	539	502	37	-
22	174	57	117	-
23	41	80	-	39
24	373	415	-	42
25	324	645	-	321
26	638	1,328	-	1,190
27	505	1,799	-	1,294
28	714	79 <sup>b</sup>	635	-
29	305	492	-	187
30	167	368	-	201
31	417	434	-	17
32	979	568	411	-
33	658	1,731	-	1,073
34	702	809	-	107
35	206	1,201	-	995
36	449	2,551	-	2,102
37	139	653	-	464
38	904	1,341	-	437
39	212	2,076	-	1,864
40	919	393	526	-
41	<u>357</u>	<u>734</u>	<u>-</u>	<u>377</u>
TOTAL	16,606	35,890	2,242	21,526

\*90% of curb-spaces and 85% of off-street spaces  
reflecting efficiency of use.

Source: Center City Transportation Planning Study (1978)

TABLE VI-14 RUDAT Pedestrian Facility Guidelines

- . Key Activities and Facilities: Mixed activities and uses should be located near the pedestrian routes and should generate evening and weekend activities to the space and the street.
- . Continuity of Street Level Activities: Should provide continuity of the pedestrian experience at street level and make the necessary transition to upper or lower levels. Building facades should be designed to provide variety and diversity yet maintaining a continuity of street and open space character.
- . Public Open Space: This open space system should consist of public open space at major nodes of pedestrian activity. Smaller nodes for gathering and the links between. This public and semi-public open space system should be interconnected and be considered with various environmental and climatic factors that affect it.
- . Entrances and Gateways: Special treatment should be given of the major vehicular and pedestrian entranceways to the CBD and its various districts.
- . Hierarchy of Streets and Paths: To improve guidance and orientation, streets and paths of different uses and character should be visually expressed with distinct planting, lighting and signage.
- . District Identification: Special geographical areas of homogeneous character should be specially treated and signed.
- . Landmarks: As a source of civic pride and as points of orientation in both day and night, relevant public landmarks should be preserved, specially treated and lighted.
- . Signage: Develop a signage system which has a signage hierarchy and a consistency of sign display for public and private signs which helps to simplify and clarify the amount and type of information for the downtown area. A public information system should be considered to orient the downtown shopper and visitor.
- . Lighting: A system should be developed to give clear direction to the motorist as well as the pedestrian with a limited number of fixtures and hardware. Special lighting/techniques should be utilized in special areas. Landscaping, sculpture, bridges and etc. with the quality of light foremost in mind.
- . Landscaping: Native landscaping materials should be used to articulate the use and character of spaces, corridors, separate uses, screen out unpleasant views and to provide a soft and natural character to the downtown area.
- . Street Furniture: Can increase the attractiveness of an area and by providing important pedestrian conveniences and amenities. To simplify the visual field and to reflect the different needs of users, a physically related vocabulary of street furnishings and hardware should be utilized. Public and private actions should be co-ordinated.
- . Pavement Surfaces: The use of special paving materials and patterns can help differentiate spaces, corridor, intersections and pedestrian areas. A limited range of paving materials should be used for maintenance and replacement requirements.
- . Seasonal Direction and Celebrations: Festivals and public events of all types should be encouraged to be held in downtown in order to promote the spirit of area as everybody's downtown or turf and a special reason for people to come downtown. Bi-weekly/monthly summertime activities or noontime/early evening events or parties should be planned for the various public spaces in the CBD (i.e. Columbus, Ohio "Rally in the Alley"). A program to maximize public impact through seasonal decorations should be encouraged.
- . Public Art and Sculpture: The visual environment of the downtown, its entrances, public spaces and semi-public spaces should be enhanced by public art and sculpture. Key locations should be identified and incentives developed for public and private participation.

TABLE VI-15 SUMMARY OF ALLEY IMPROVEMENTS

Location	Improvements
North of Broadway between 4th and 5th Streets	Widen west section of this alley to 20 feet, taking additional ROW* from existing parking lot on south side. Increase turn radius at northwest corner of intersection with north-south alley, taking ROW from existing parking lot. No improvement possible to east section of this alley without destruction of buildings.
South of Chestnut between 4th and 5th Streets	Widen alley to 20 feet, taking additional ROW from existing parking lots on south side. Increase turn radius at southeast and southwest corners of intersection with north-south alley, taking ROW from existing parking lots.
West of 4th between Broadway and Chestnut (connecting east-west alleys)	Existing width (20 feet) adequate. Sign and enforce no parking zones.
North of Broadway between 3rd and 4th Streets	Widen west section of this alley to 20 feet, taking existing 2-foot wall and additional ROW from existing lot on north side. Increase turn radius at northeast corner of intersection with north-south alley. No improvements possible to west section of this alley without destruction of buildings.
South of Chestnut between 3rd and 4th Streets	Possible increase in turn radius of southwest corner of intersection with north-south alley by removal and relocation of utility pole.
West of 3rd Street between Broadway and Chestnut (connecting east-west alleys)	Existing width (20 feet) adequate. Sign and enforce no parking zones.
North of Walnut between 3rd and 4th Streets	No improvement possible without destruction of buildings.
South of Liberty between 3rd and 4th Streets	Increase turn radius at southeast corner of intersection with north-south alley, taking ROW from existing parking lot.
West of 3rd Street between Walnut and Liberty (connecting east-west alleys)	No improvements possible without destruction of buildings.
North of Market between 7th and 8th Streets	Increase turn radii at intersection with 8th Street. Resurface.
North of Main between 8th and 9th Streets	Resurface. Enforce no parking zones.
Washington Street between 5th and 7th Streets	Enforce no parking zones.
North of Market between Brook and Floyd Streets	No improvements possible without destruction of buildings. Enforce no parking zone

\*ROW--Right-of-Way.

Note: This table does not include changes to alleys resulting from the 1982 Land Use Project.

Source: "Final Report," Louisville Center City Transportation Planning Study (Nov., 1978)



# **THE FIRST STEP. . .**

180 days of planning together.

## **VII. PLAN IMPLEMENTATION**

## VII. PLAN IMPLEMENTATION

### A. PLANNING AND DEVELOPMENT REVIEW FOR CENTRAL LOUISVILLE

The ordinance mandating the preparation of this plan also recommends that a forum be established for "continuing community dialogue and involvement" in the planning and development of Central Louisville. In addition, the Goals Committee recommended as its highest priority, that there be established "a continuing planning process . . . which ensures accountability to all interest groups" which would provide a "unified coordinated approach to planning and development centering around:

- 1) an adopted plan,
- 2) a development review process, and
- 3) a central planning entity to coordinate continuing planning and administer development review"

The preceding sections of this report have provided the first step towards obtaining an adopted plan. This section of the report deals with the establishment of a development review process, and continuing planning for Central Louisville. Section VII B outlines in detail the future actions necessary to implement these processes.

#### 1. Continuing Planning

In order to achieve the goals of continuing planning without creating new agencies and staff, or otherwise requiring increased government expenditures, it is necessary that any continuing planning function for Central Louisville be carried out by existing agencies and staff. However, if the planning is to become unified and coordinated, it is recommended that an organization similar to the Goals Committee/Advisory Board established for the development of this first step in the planning process, be utilized on a continuing basis for planning policy guidance. Although this falls short of creating a single entity for planning and development review, the participation and supervision provided by the Advisory Board over the planning and development review activities of the various existing agencies could provide the necessary unified coordinated approach. An annual meeting of the diverse membership of the Goals Committee to review past efforts and elect new members of the Advisory Board will ensure that the Advisory Board continues to represent the interests and view points of the numerous special interest groups concerned with development in Central Louisville.

Under this concept, City government will continue to establish planning work programs for Central Louisville by budgeting for specific projects to be completed by its existing planning agencies or outside contractors. However, in order to ensure a coordinated effort, the determination of which project should be funded and the relative priority given to each should be made in light of recommendations of the Advisory Board. Furthermore, although the City will contract separately for each planning project, it can require that individual contractors work through the Advisory Board, or a committee of the board, for detailed policy considerations and supervision during the course of the planning project. The Advisory Board should also provide policy guidance to City Government on the nature and priority of city capitol improvements which will support the overall plan for Central Louisville. The Goals Committee, the Advisory Board and the planning staffs of existing agencies working on Central Louisville planning and development review will in effect become the "central planning entity to monitor plan implementation."

The scope of Advisory Board involvement in this process will include:

- 1) Determination of staffing needs for various Central Louisville planning activities.
- 2) Agreement on the need or relevancy of various studies.
- 3) Agreement on the scope, approach, and necessary skills for various consultant studies, and assurance that these are practical, positive, marketable and consistent with overall goals.
- 4) Agreement on who will manage these various studies and what will be done with the results.
- 5) Assurance that no studies affecting downtown elements are initiated outside this process and without the knowledge and concurrence of the Advisory Board.

## 2. Development Review

Any development review process which is adopted to implement this plan must not unnecessarily add to government restrictions and red tape which already burden development in Central Louisville. The previously mentioned budgetary constraints also demand that any new development review process be administered by existing agencies and staff. Ideally the process should reduce the amount of time necessary to obtain needed government review by coordinating and expediting the existing review procedures. The present level of complexity of existing government review has been illustrated in a graph found at the end of this Section (Attachment VII-1). While this is necessarily a very generalized view of the existing development review process, it does serve to depict the complexity of the existing process and the areas where there is the greatest potential for delay.

Also attached at the end of this section of the plan is a proposed development review process which would allow for review of all new development in Central Louisville in conjunction with a formal co-ordinated meeting of the existing government agencies involved in review and permitting of development in Central Louisville. (See attachment VII-2.) This process should reduce the complexity and potential for delay that presently exists in the development review environment by bringing together the many agencies in a single forum to alert the developer to problems that may arise in the preparation of his plans and to work out any problems in a coordinated manner. Also, the developer would be able to begin a dialogue with the agencies where there is the greatest potential for delay or problems prior to investment of substantial sums in the preparation of detailed plans.

The establishment of this process for coordinated review of the technical aspects of a particular project will provide a forum for reviewing a proposed development in light of this community's Plan for Central Louisville without adding to the burden of existing governmental review. The Planning staff can perform its review and advise the developer of its findings at the same time as the other agencies are performing their review and reporting their findings. However, in order to insure that this process provides a benefit, and not a burden on the private developer, it is recommended that the planning staffs' findings and recommendations regarding the project's compatibility with the Plan for Central Louisville be strictly advisory and have no impact on the private developer's attempts to obtain building permits and or other permits necessary to complete the project except where the developer is seeking public assistance in the form of public financing, land assembly or unschedule public improvements.

In the case of developers seeking public assistance it is recommended that governmental agencies such as the Board of Aldermen require the developer to take every step possible, or reasonable, to conform their project to the long range goals, strategies and standards of the Central Louisville Development Plan. Sample standards for determining whether a proposal conforms with the plan can be found at the end of this section (Attachment VII-3).

The proposed review process set out at Attachment VII-1 provides a mechanism whereby the developer seeking public assistance can be advised early on of any issues which may arise regarding the specific project in light of the community's plan and begin a process of negotiation and adjustment of the project plans to insure that the development is in harmony with the plan for Central Louisville. This process also allows for orderly input and dialogue with the many special interest groups concerned with development in Central Louisville and an appeal procedure to settle any disputes which cannot be resolved at the initial stages of review.

### 3. Summary of Agency Responsibilities

The recommendations of this report are designed to accomplish the goals committee recommendations for a unified and coordinated approach to planning and development review in Central Louisville without creating additional government agencies or unnecessarily burdening private development in Central Louisville. The on-going process of planning and development review will involve principally four major actors -- the Advisory Board, an executive branch cabinet such as the Community Development Cabinet, the Planning Commission and a representative of the business community such as Louisville Central Area, Inc. The Goals Committee would meet annually to review past efforts and activities in Central Louisville and elect new at-large members of the Advisory Board. The Advisory Board will primarily serve as a resource to City Government for policy considerations on matters affecting development in Central Louisville. The Planning Commission will provide the continuing staff support for planning projects and the development review process; and, finally the Community Development Cabinet and LCA will work together to market the downtown plan and attract new development which will enhance and promote the continued revitalization of Central Louisville. The following is a detailed summary of the functions which would be performed by these four groups.

#### a) ADVISORY BOARD:

- 1) Will convene the Goals Committee to review performance towards goals, and to modify and update goals based on experience and current community needs.
- 2) Will meet as needed to consider development review guidelines and criteria, new elements to the plan and amendments to the plan, and recommend legislative action on each of these matters.
- 3) Will initiate a review and updating of the adopted Plan every five years or as otherwise needed.
- 4) Will review and recommend to the City the nature and priority of necessary capital improvements to improve general functioning and attractiveness of Downtown.
- 5) Recommend the nature and priority of necessary planning studies to be performed by existing planning agencies or outside consultants.

#### b) PLANNING COMMISSION:

- 1) Under the direction of the Advisory Board, may have responsibility for five-year update of the general land use plan.

- 2) Responsible for coordination of Downtown transportation planning framework to accomplish the adopted plan. (Advising KIPDA)
- 3) Administer the Development Review Process.
- 4) Assure compatibility of general development plans for Central Louisville with contiguous neighborhoods.

c) CITY/(COMMUNITY DEVELOPMENT or other Designated Executive Branch Entity)

- 1) Serve as the public agency to coordinate and expedite necessary City action in support of general Downtown improvement and specific development projects.
- 2) Implement capital improvements program or expedite through appropriate City department.
- 3) In concert with LCA, work with private investors/developers on specific projects to accomplish goals of adopted Plan.
- 4) Establish and maintain a process of City action on reviews, approvals, etc., to establish a climate of positive assistance to businesses and developers.
- 5) Work with developers/businesses/investors in creative financing to accomplish Downtown development objectives.

d) LOUISVILLE CENTRAL AREA, INC.:

- 1) Act as a representative of the private sector in activities of the Planning Commission and City, including continuous dialogue regarding the Development Plan, capital improvements, the development review process, and work with prospective developers.
- 2) Serve as the repository for detailed marketing information on Downtown Louisville; keep this information updated and readily available to public officials prospective developers and businesses.
- 3) Assist the City in its marketing efforts by seeking appropriate developers, generating investment interest, and directing them to appropriate public officials.
- 4) Provide input of ideas and concepts for Downtown projects and improvements through its participation on the Advisory Board.

- 5) At the request of the Board of Aldermen, manage specific detailed studies and activities under contract with the City, County, Planning Commission or other public bodies.

## B. FUTURE ACTION PLAN

Recognizing the short timeframe in which the plan was to be prepared, Ordinance 114 required that the initial plan recommend future actions to be taken beyond the initial 180-day planning period. These future actions include ongoing planning, developing general standards for reviewing downtown development, establishing more detailed criteria for use in the development review process, initiating redevelopment plans for portions of the downtown area and other studies, providing economic incentives for revitalization, pursuing housing development strategies, monitoring development in the downtown to adjust the plan in the future, and recommending legislative actions necessary to implement these proposals.

The most significant ongoing planning activities are 1) adoption of the plan by the Board of Aldermen after a public hearing is held and a recommendation is made by the Planning Commission, 2) creation of a central entity for continuing planning and development review, and 3) creation of the development review process. Further studies include refining the transportation plan (particularly the pedestrian and open space system), implementing the Concept Plan for the Broadway Area, developing a concept for housing in the Second Street Corridor, developing concepts to guide development along the Broadway and Market Street corridors, investigating the feasibility of housing in the northwest corner and northeast corner of downtown, developing an industrial park concept for northeast downtown, and investigating residential use possibilities on City-owned landfill east of Interstate 65. Attachment VII-4 sets out in detail the recommended actions beyond the initial 180-day period. Resources and parties to implement many of these actions remain to be determined.

### 1. On-Going Planning

On-going planning involves a) adoption of the Central Louisville Development Plan by the Board of Aldermen after a public hearing before the Planning Commission and Planning Commission recommendation to the Board of Aldermen, b) creation of a central entity for continuing planning and oversight of the development review process, c) creation of a process for marketing downtown and the Central Louisville Plan and d) establishing a formal development review process.

- a. Board of Aldermen Adoption  
Adoption of the Plan by the Board of Aldermen after a public hearing and action by the Planning Commission set forth in Ordinance No. 114.

b. Creation of Central Entity

The present Advisory Board is recommended as the most appropriate entity to supervise ongoing planning and oversee the development review process. However, in order to better adapt the Advisory Board to this continuing function, the following changes in the composition of the Advisory Board are proposed:

- 1) The membership of the Advisory Board should be expanded from eight to nine members. This should be accomplished by providing that the chairman of the Goals Committee, elected at its most recent meeting, be a standing member of the Advisory Board in addition to the membership already designated by Ordinance 114.
- 2) In order to effectuate this change the goals committee composition must first be changed from the present co-chairmanship designated by Ordinance 114 to one chairman duly elected by a majority of the Goals Committee present and voting at each annual meeting.
- 3) The Advisory Board Chairman should also be elected by a majority vote of the nine members of the Board after the selection of new Advisory Board members at each annual meeting of the Goals Committee.

To accomplish these changes, an ordinance should be prepared and passed by the Board of Aldermen in conjunction with the establishment of the development review process.

c. Creation of Marketing Process

It is recommended that the Louisville Development Committee; Louisville Central Area, Inc.; and the Louisville Area Chamber of Commerce work together to market downtown and the Central Louisville Development Plan.

d. Future Action Required for Implementation of the Development Review Process

Implementing the development review process outlined in Section VII-A of this plan will require the drafting and passage of an ordinance. Drafting of the ordinance should be accomplished under the direction of the Advisory Board acting primarily through the Planning Commission staff. The City of Louisville Law Department, Community Development Agency and each of the various agencies of government that will be invited to the formal TRC meeting will have to be consulted in drafting the ordinance. All of the agencies which will be invited to the formal TRC meeting are not under the direct control of the Mayor



or the Board of Aldermen, their participation at the meeting will necessarily be voluntary. Every effort should be made to fashion the review process procedures in such a manner that their voluntary participation is encouraged.

The most significant part of the ordinance will be a prohibition on the issuance on a building permit or the issuance of a demolition permit for any site within a certain geographical boundary until plans for the construction or demolition have been reviewed (though not necessarily approved) in a formal meeting of the technical review committee.

In addition, the nature of the checklist and the more formal Planning Commission's staff report which are designed to identify issues involved with the project should be addressed by the Ordinance. The checklist should be specific enough to clearly identify issues to persons who are thoroughly familiar with the City of Louisville, but who are unfamiliar with the proposed development plan. On the other hand, it should be brief enough not to create any significant delay in its preparation or additional substantial burden on the Planning Commission's staff in preparing it.

Finally, the boundaries of the area involved will have to be determined. At this time it is envisioned that boundaries will define something less than that of the entire city, but will include an area greater than what is normally considered to be the central business district.

Although the ordinance must specifically describe the area to which it applies, and the prohibition on issuance of permits in the area prior to review by the TRC, the procedural details of the review process should probably not be set out in the ordinance. This will allow the development review staff to make adjustments in the procedure on a trial and error basis as the process evolves. The ordinance should merely direct that the procedures be approved by the Advisory Board.

## 2. Development of More Comprehensive Review Standards

The purpose of the Central Louisville Development Plan is to encourage, through public and private initiative, the development of a Center City that is a cohesive, functional and aesthetic whole. General review standards which will be utilized in the Development Review Process, are designed to meet that objective.

General review standards will be developed to help determine the appropriateness of proposed land uses and developments in various activity centers of Central Louisville. The standards may also

suggest certain measures that may be taken to make the proposed developments compatible with existing developments. General review standards should be developed in four areas - (a) Land Use, (b) Transportation, (c) Urban Design, (d) Historic Preservation, and (e) Energy Conservation. "Sample General Standards" for Land Use and Transportation have been prepared and can be found at Attachment VII-3. The following is a list of policy considerations that were utilized in developing the general standards:

a. Land use standards

- i) strengthening the activity center concepts of Central Louisville;
- ii) the appropriateness and compatibility of land uses within the activity centers;
- iii) the relationship between various activity centers and between the activity centers and adjacent neighborhoods (This will also include continuity of land uses, transitional uses between downtown and adjacent neighborhood and linkages between various activity centers and between downtown and adjacent neighborhoods.);
- iv) the strategic location of mutually supportive and compatible land uses in downtown and adjacent neighborhoods;
- v) the strategic location of major new downtown developments of regional importance;
- vi) the land use pattern that supports downtown as a 24-hour activity center;
- vii) the highest and best use of vacant and underutilized land and buildings;
- viii) the provision of new and rehabilitated residential units;
- ix) the provision of open space and pedestrian linkages within and between activity centers; and
- x) the public use of riverfront and its relationship to Central Louisville.

b. Transportation Standards - These standards would deal with the following aspects:

- i) the location of new development in relation to access routes, parking, transit service, open spaces and pedestrian linkages;

- ii) the location of new development to conserve energy and protect environment;
  - iii) the traffic impacts that new development may have on the surrounding area;
  - iv) measures that may be needed to alleviate potential traffic problems;
  - v) accessibility of major new downtown developments of regional importance by all modes of transportation;
  - vi) barrier free access to all developments for elderly and handicapped;
  - vii) the provision and location of parking facilities in conjunction with new major developments;
  - viii) the treatment of street level activities that locate on pedestrian system; and
  - ix) standards for goods delivery system.
- c. Design Standards - These standards would deal with the following aspects:
- i) standards for developments locating on major downtown entrance routes;
  - ii) standards for developments locating on boundaries between two activity centers or between downtown and adjacent neighborhoods;
  - iii) standards for developments locating close to the river to ensure a view of the river;
  - iv) establishment of new and enhancement of existing views and vistas of important features;
  - v) visual qualities, form and aesthetics of new developments;
  - vi) relationship of bulk, scale and height of new developments to the existing developments;
  - vii) relationship of new developments to buildings of historical and architectural importance;
  - viii) standards for energy conservation;
  - ix) standards for crime prevention;
  - x) standards for design of open areas and plazas;

- xi) standards for design of pedestrian circulation systems;
  - xii) standards for design of buildings and spaces to provide human scale;
  - xiii) standards for barrier-free access for elderly and handicapped;
  - xiv) standards for design of pedestrian oriented uses at street level;
  - xv) standards for design of parking garages; and
  - xvi) standards for signs, street furniture and furnishings in open space.
- d. Historic Preservation standards: The criteria established by the U.S. Department of the Interior for determining the historic and architectural significance of a structure or site would be used in the local development review process. (Refer to Attachment at the end of the Land Use Element (Section V).)
  - e. Energy Conservation standards: The scope and policy considerations would be based on the Goals and Objectives of the Central Louisville Development Plan.

### 3. Development Review Criteria

Development review criteria will be more detailed guidelines developed for specific elements such as ground level uses fronting on pedestrian systems, certain views or vistas, etc., and for specific areas that are considered critical in the successful development of Central Louisville, such as the retail core, riverfront, high rise office/financial center or the block bounded by Market, Second, Jefferson and Third Streets recommended as a primary location for the Sports Arena.

The list may include criteria for land use, transportation, design, historic preservation and energy conservation.

### 4. Redevelopment Plans and Studies

During the formulation of the Central Louisville Development Plan, members of the Advisory Board identified a number of areas that needed further study before intelligent decisions could be made. These areas are:

- a. Refinement of transportation system plan --- This study would review and incorporate recommendations of the "Louisville and Southern Indiana Analysis Study being prepared by Schimpeler-Corradino Associates for KIPDA. Refinement

would also include the review and resolution of issues such as: a) opening of Jefferson Street at Roy Wilkins Boulevard, b) closing of streets to vehicular traffic to enable them to function as primarily pedestrian streets, c) establishing parking use and location policies, d) providing a transit information station in downtown for bus route transfers and transportation mode changes and, e) improvement of traffic system to channel traffic in central Louisville more efficiently.

- b. Coordinated Parking Work Program -- A coordinated program on downtown parking should be developed and supported by the Parking Authority of River City and the Advisory Board. Numerous studies have been done on parking needs and policies and a comprehensive policy recognized by all parties interested in downtown is desirable. The work program should address conditions under which assistance should be given to private developers, means to encourage long-term parking on the fringe of downtown, incentives to provide sufficient parking spaces for short-term issues as an integral part of any new development, means to guide parking garage location/access/design, establishment of park-n-ride lots in the suburbs, actions to eliminate on-street and lot parking facilities, and other parking policies.
- c. Refinement of open space and pedestrian system plan -- This plan will review the existing open space and pedestrian system and based on need assessment recommend future open spaces and grade level and upper level pedestrian linkages between various activities. The plan will recommend guidelines for implementation in specific areas.
- d. Implementation of Concept Plan for the Broadway Area -- Implementation of the Concept Plan in a manner consistent with the Central Louisville Development Plan and involvement of the Advisory Board is the process is desirable. A redevelopment feasibility study is presently underway and the Advisory Board has been informed of the study.
- e. Development plan concept for housing in the Second Street corridor --- The Advisory Board identified the desire residential community in this portion of Central Louisville. The plan will identify and analyze residential development opportunities in this corridor, indicate relationships with proposed housing in the Broadway Area and Old Louisville, with employment centers to the east and the northwest and with retail core to the west and recommend a framework for action.

- f. Development Plan Concept for Broadway Corridor ---The Broadway Corridor was identified as an area that forms the boundary of a number of studies currently being done or anticipated in the near future. Land use proposals presented in previous studies show potential conflicts (refer to conflict #12 of Section IV). This proposal would study the area between Baxter Avenue and Shawnee Neighborhood and present recommendations for resolution of the identified conflicts and for urban design within of the corridor.
- g. Development Plan Concept for Market Street Corridor --Similar to the Broadway Corridor, the Market Street Corridor forms the boundary for four studies recently completed. Some of the proposals contained in these plans show potential conflicts (refer to Conflict #4 of Section IV). This proposal, similar to the Broadway Corridor Plan Concept, would study the area between Baxter Avenue and Shawnee neighborhood and present recommendations for resolution of the identified conflicts and for urban design within the corridor.
- h. Economic feasibility study of providing housing in northwest corner of the CBD --- The area between Ninth and Seventeenth Streets, north of Main Street was identified as having some potential for future riverfront housing (refer to conflict #3 of Section IV and "Housing in Central Louisville", Section V B 2). The proposed study will analyze the feasibility of future industrial use in the area, identify potential suitable sites for riverfront housing development and recommend pedestrian linkages between the Portland neighborhood, the downtown and the river's edge.
- i. Industrial Park feasibility study in northeast corner of CBD and housing feasibility study on riverfront north of River Road and west of I-65 --- The Advisory Board identified the area between Interstate 65 and First/Second Streets from Main Street to Interstate 64 as having potential for future industrial park development with some possibility of high rise housing.

The Board also identified the area between the Kennedy Bridge and the George Rogers Clark Bridge north of River Road as a prime area for riverfront housing (refer to conflict #1 and issue #3 of Section IV, and "Housing in Central Louisville -Section V B 2) ---The study will identify and analyze opportunities for industrial and residential development in the area south of Interstate 64 and consider economic impacts of various alternatives (continued existing use versus housing, recreation and open space) in the area north of River Road. The study

will also recommend criteria for review and modification of existing leases of city owned properties, particularly on the riverfront.

- j. Engineering feasibility study of residential uses on city owned landfill site northeast of Interstate 65 --Edith Avenue Landfill site was identified as a prime location for riverfront housing. However, feasibility of providing housing on this site is in doubt because of the nature of current use of land. The engineering study will ascertain the potential of housing on this site.
- k. Strategies for implementation of the Riverfront Plan ---This study is presently being prepared by the Planning Commission staff and is scheduled for completion in the fall of 1981.
- l. Study of the development pattern in the Russell neighborhood to provide better linkage to downtown --- Existing industrial uses between Thirteenth and Fifteenth Streets from Market to Magazine Streets pose a barrier to pedestrian linkage between Russell neighborhood and downtown. The study is intended to recommend ways to provide stronger pedestrian linkage between the two areas.

5. Marketing Process

An economic study of the application of free enterprise zones, tax incentive financing and other economic incentives. The study would review and analyze various possible economic incentives that can be provided to encourage development in Central Louisville. Based on this analysis, the study would recommend incentives that are feasible and implementable and the necessary legislative actions that should be taken.

6. Development Review

Development of detailed activity centers strategies - These strategies may provide more site-specific, detailed criteria for each activity center. The strategies may deal with land-use treatment at street-level, historic preservation, parking pedestrian linkages, open space and plazas, setbacks, loading and unloading and measures to resolve any other site specific problems. (An example of block-by block review strategies can be found Appendix \_\_\_\_\_).

7. Housing

- a. Identifying and marketing housing strategies which identify resources and establish incentives to private developers -Housing is considered to be a critical element

in successful revitalization of Central Louisville. This study would list strategies that could help in marketing housing developments. In order to assist and encourage private developers in building new housing or converting existing structures to housing, the study would identify possible sources and incentives that could be made available.

- b. Setting priorities and guidelines for allocating public resources for housing - Various Central City neighborhoods are recommending housing development and redevelopment actions within their neighborhood that may require public assistance. Although each of the neighborhood is prioritizing housing development in its own area, there is no overall prioritization among these neighborhoods. As public resources are scarce, the City needs to study this issue, and establish priorities and/or guidelines for allocating public resources to promote market-rate housing in the City .

#### 8. Monitoring

Future development opportunities in Central Louisville due to street closings or other changes in land use or transportation patterns in downtown area and adjacent neighborhoods - Monitoring would be a part of the ongoing planning and development process in Central Louisville. Some of the plans of adjacent neighborhoods have been completed while others in the process or shall be taken up shortly. None of these plans have been adopted to date. Some of the land use and transportation recommendations contained in these plans may have an impact on Central Louisville. The purpose of monitoring is to identify development opportunities due to these changes and take timely action to maintain land use and transportation relationships between downtown and adjacent neighborhoods. In essence, this activity involves monitoring implementation of the Central Louisville Development Plan and identifying potential changes that may be needed to the Plan.

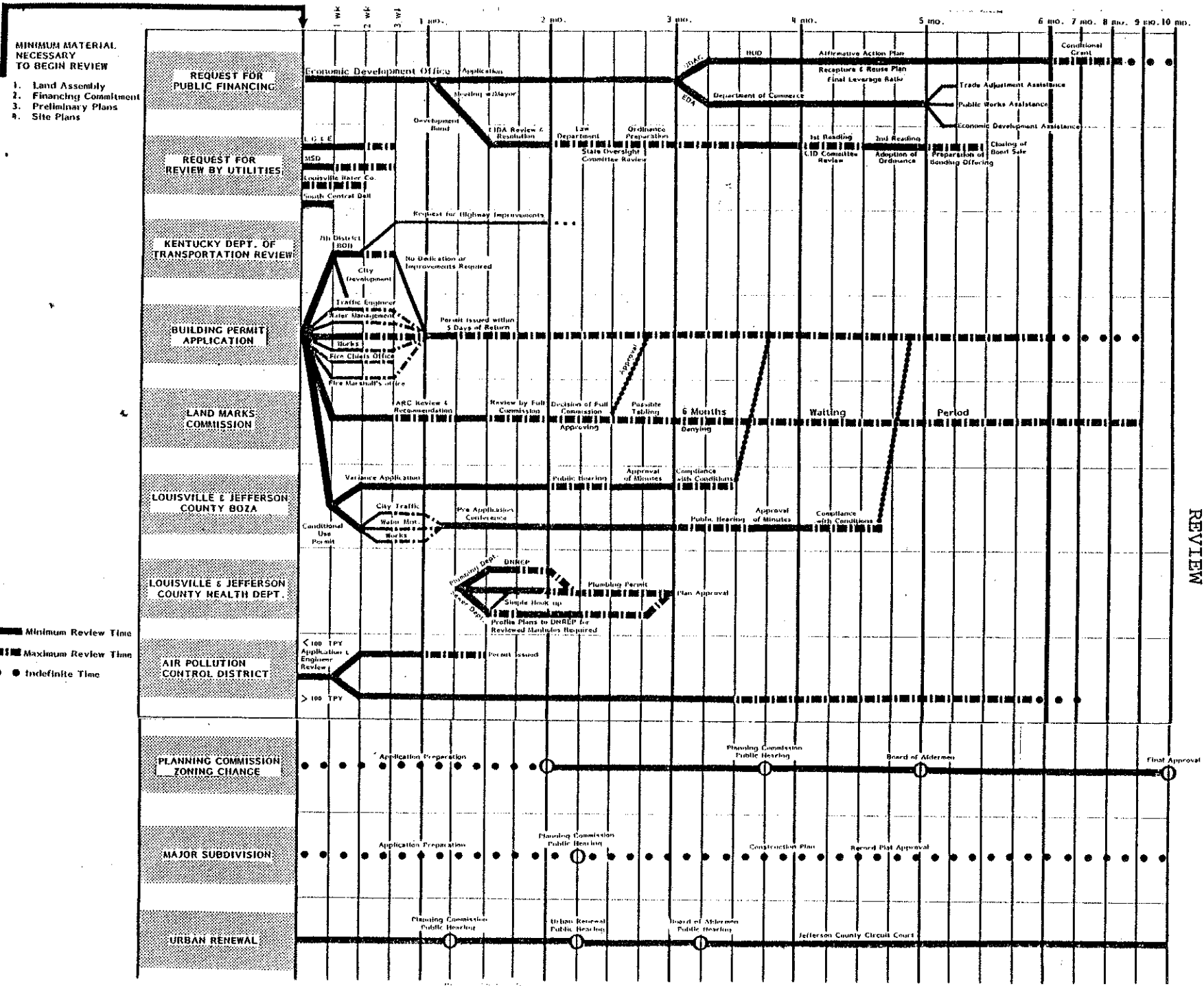
#### 9. Legislative Actions

In order to implement many of the goals of this plan or later recommendations of the above mentioned studies, it will be necessary to recommend legislative action to provide new or amended enabling authority to carry out these plans. This may include changes to state or local legislation on proposed constitutional amendments. For example there presently exist a barrier to utilizing Tax Increment Financing as a public funding source in the community due to constitutional limitations on municipal debt structuring. This problem may be overcome by new legislation recognizing the constitutional limitations or by an amendment to the constitution.



VII. PLAN IMPLEMENTATION --  
FIGURES, TABLES AND  
ATTACHMENTS

- Attachment VII - 1. Existing Government Review . . . . .
- Attachment VII - 2. Proposed Development Review Process. . .
- Attachment VII - 3. Sample General Standards for  
Development Quality . . . . .
- Attachment VII - 4. Future Action Plan . . . . .



**MINIMUM MATERIAL NECESSARY TO BEGIN REVIEW**

1. Land Assembly
2. Financing Commitment
3. Preliminary Plans
4. Site Plans

- Minimum Review Time
- - - Maximum Review Time
- • • Indefinite Time

ATTACHMENT VII - 2.

PROPOSED DEVELOPMENT REVIEW PROCESS

- A. In order to implement the plan for Central Louisville, it is recommended that all applications for building permits or demolition permits in the Central Louisville area be preceded by a review of the plans for compatibility with the Plan for Central Louisville. However, in order to accomplish this goal without adding to the present burden of existing development review, the review should be performed in conjunction with a co-ordinated meeting of all the government agencies presently involved in technical review of development in Central Louisville. This will allow for review to occur during the same time frame as existing mandatory reviews. In addition, it is not recommended that compatibility with the plan be a pre-requisite to issuance of a permit or delay its issuance unless the developer is requesting some action by government which is strictly discretionary such as public financing assistance, land assembly or unscheduled public improvements.
- B. The developers plans will be reviewed by the planning commission staff in a two stage process:
- (1) One or more informal conferences between the developer and the development review staff to introduce the plan and explain the review process. These meetings may include other key government decision makers such as a representative of CD to explain public assistance options, depending on the desires of the developer and the level of detail of the developer's plan.
  - (2) A formal meeting of representatives of the government agencies that will have to review and approve the project prior to building permit issuance. These agencies will report their findings based on a review of the developers preliminary plans. At the same time the planning commission staff will present its report on the projects compatibility with the plan for Central Louisville.
- C. The above mentioned formal review group, to be known as the Technical Review Committee (TRC) will include in all cases a representative from:

- (1) Works Department
- (2) Water Management
- (3) Traffic Engineering
- (4) Fire Marshal
- (5) Planning Commission Staff
- (6) Department of Building Inspection
- (7) Community Development Cabinet

D. In addition representatives of other groups may be included where they will be involved in permitting or approving the project. This may include groups such as:

- (1) APCD
- (2) Landmarks Commission
- (3) State Highway Department
- (4) Health Department
- (5) MSD Health Department
- (6) KIPDA
- (7) The Corps of Engineers, etc.

E. It is anticipated that the development review process will proceed in accordance with the following scenario:

- (1) After as many informal preliminary contacts as the developer finds helpful to him, he will advise the Planning Commission staff that he wishes to be docketed for the formal TRC meeting. This meeting will serve two purposes: (1) expedite review by the various technical agencies, and (2) allow the community, acting through the Plan for Central Louisville, the Planning Commission review staff, and members of the Advisory Board the opportunity to talk over any concerns they may have with the developer or express their support of the proposal.
- (2) The Planning Commission staff will schedule the meeting --it would probably require two (2) weeks notice. In addition, the staff will distribute copies of the developer's preliminary plans to each agency that will be in attendance at the meeting. (See paragraph C and D above.) Notice of the meeting will be mailed to the Advisory Board members accompanied by a checklist prepared by the Planning Commission staff which will briefly identify "issues" relating to the Central Louisville Plan. This would not be a comprehensive staff report (see attached sample A for Galleria), but it would probably have to provide more detailed information than the checklists that are used in connection with the Comprehensive Plan (see sample B for Galleria). This list should also identify what actions or assistance the developer is requesting from government.

- (3) Advisory Board members will review the checklist to determine whether there is anything about the proposal that concerns them. It may be necessary to call the Planning Commission staff or the developer to get more information. A more detailed report of findings or recommendations regarding each "issue" initially identified will be presented by the Planning Commission staff at the formal TRC meeting.
- (4) Advisory Board members may elect to attend the TRC meeting for the purpose of expressing that member's support or lack of support for the project. If there is a concern about the proposal or some aspect of it, the developer will be advised that a concern has been raised which may cause opposition at the Board of Aldermen level unless an appropriate adjustment is made. The Planning Commission staff will prepare a written report of its findings, which will be forwarded to the Board of Aldermen, or other governmental authority involved in discretionary decision making, and to each Advisory Board member. If there are any concerns raised at the TRC, the developer has four options:
  - (a) ignore the objections and proceed to the Board of Aldermen with a request for public assistance,
  - (b) ask that the full Advisory Board be convened to consider the issue in controversy (assuming all members were not present at the TRC meeting),
  - (c) decline to seek any public assistance and proceed with the building plans,
  - (d) make the adjustments necessary to satisfy the TRC or the Advisory Board member
- (5) If the developer chooses to ignore any concern about the proposal and go to the Board of Aldermen, the Board of Aldermen has 3 options:
  - (a) It can ignore the concern and approve whatever public assistance is requested.
  - (b) It can deny the public assistance.
  - (c) It can ask that the full Advisory Board be convened in order to offer advice.

- (6) In addition to the above, the Advisory Board, acting on its own, may convene to consider a specific project where two or more members, or the Chairman of the Advisory Board, determine that it should convene to consider a specific project. Once convened in this manner, the Board may decline to take any action or make any recommendation regarding the project. In summary, the Advisory Board may be convened to consider a specific development proposal in three situations:
  - (a) At the request of the developer to review a negative report of the TRC
  - (b) At the request of the Board of Aldermen
  - (c) On its own motion.

Note: Where the developer is not seeking public assistance, any further review by the Advisory Board at the request of the Board of Aldermen or on its own motion should not delay the issuance of any ministerial permit where the developer is otherwise entitled to the permit.

- (7) Whenever the full Advisory Board is convened for the purpose of considering a development project, only the Advisory Board members and the developer may participate in the discussions unless some other meeting procedure is agreed to by Advisory the Board.
- (8) Following the meeting, each member of the Advisory Board may communicate orally or in writing his or her views as to how the Board of Aldermen should react to the concern or they may as a group advise the Planning Commission staff to communicate this for them.
- (9) The Advisory Board's recommendation will have no legal force. Its influence will depend largely on the ability of the Advisory Board to credibly represent a consensus regarding the community's desires for development in Central Louisville.

F. Finally, it is recommended that urban design issues will be handled in the above mentioned process in accordance with the following:

- (1) The Planning Commission staff, utilizing the standards and concepts of the Central Louisville Development Plan will serve to identify where there are design issues in a proposed development.
- (2) The design representative member of the Advisory Board may participate at TRC meetings to further comment on design issues, and

- (3) The design subcommittee of the Advisory Board will be available as a resource to assist in working on urban design issues for the TRC, the Advisory Board or the Board of Aldermen.

ATTACHMENT VII - 3.

GENERAL STANDARDS FOR DEVELOPMENT QUALITY

The following are proposed Land Use and Transportation standards for development in Central Louisville. These standards and criterion are recommended for use by the Planning Commission staff in the development review process to determine whether a specific project is compatible with the plan for Central Louisville. Proposals for development of general standards for other elements of the plan such as housing, urban design, historic preservation and energy conservation and more detailed criterion for development review are contained in Section VII - B, Future Actions.

1. Land Use

- a) Promote development which best provides new activity centers with like predominant uses, except when:
  - i. a proposed use is of compatible intensity and size, comparable to other uses in the activity center, or
  - ii. an existing use which is not a predominant use within an activity center desires to expand and the expansion is compatible with the predominant use, or
  - iii. a proposed use requires a unique or special location, either due to physical location or the need to be adjacent to a specific land use within an activity center, or
  - iv. an existing land use, which is considered incompatible needs to expand within an activity center or to an adjacent activity center, and is willing to take adequate measures to make the expansion compatible with the predominant use.
- b) Promote new development which best enhances the pedestrian linkage and open space concepts of the Central Louisville Development Plan.



- c) Promote development in Central Louisville which best provides strong linkages - functional and economic as well as pedestrian - to adjacent neighborhoods, where appropriate.
- d) Promote new development which best provides and/or upgrades public amenities consistent with the scale of the development, such as plazas, mini-parks and pedestrian street furnishings.
- e) Promote new development on the Ohio River which best provides convenient and well designed public access to the riverfront.
- f) Promote the most suitable mixture of housing types and price ranges, including low cost housing, in Central Louisville.
- g) Promote new major residential development which best creates or contributes to total living environments, including amenities such as open space, plazas and terraces, convenience shopping and pedestrian and bicycle linkages to work, shopping and entertainment activities.
- h) Promote development which makes the best effort to insure design quality in its architecture, site planning and landscaping, particularly in residential buildings.
- i) Promote the design and location of infill housing which best responds to existing adjacent and nearby housing patterns, materials and densities.
- j) Promote the development of first floor pedestrian oriented uses, such as commercial, in higher density buildings as opposed to free-standing commercial buildings within new residential development.
- k) Promote new development along major downtown entrance routes which best orient pedestrian, plaza and entry spaces consistent with the level of activity and the way it will be viewed.
- l) Promote development that occurs on an edge between different activity centers which is most compatible with both centers and provides a transition between them.
- m) Promote existing and new view corridors and vistas of important features which most fully provides visual diversity.

- n) Promote uses that most fully maintain, maximize and provide for new views of the Ohio River, the riverfront and the Indiana shoreline.
- o) Promote development which best provides access for handicapped and elderly persons consistent with access for other persons.
- p) Promote major development which most fully considers energy conserving construction and maintenance.
- q) Promote development which best preserves, to the fullest extent possible, all architecturally and historically significant buildings, landmarks and other assets of Central Louisville.
- r) Promote urban and open spaces which maximize sun exposure, wind protection, noise, buffering and security for pedestrians.
- s) Promote the orientation of new buildings which maximize view potential while not blocking views from existing development to the fullest extent possible.
- t) Promote buildings that are most compatible in bulk, scale, height, and architectural context with the surrounding environment.

## 2. Transportation

- a) Promote entrances and exits provided by new development which least congest existing streets or interfere with traffic patterns.
- b) Promote new major development which most fully considers off-street parking consistent with the proposed use.
- c) Promote new parking facilities, particularly in the downtown core, which consist of multi-level parking structures.
- d) Promote driveway access to parking facilities on the street which provides the least traffic, whenever possible.
- e) Promote parking structures which are most fully integrated into surrounding areas, visually and functionally, and provide pedestrian amenities.

- f) Promote more efficient use of land than surface parking lots. However, when they are necessary, encourage them to be adequately screened and landscaped.
- g) Promote bicycle routes which best relate to pedestrian and open space systems and link downtown to surrounding neighborhoods.
- h) Promote delivery-receiving facilities which provide the best interference with automobile and pedestrian circulation.
- i) Promote development which most fully considers the provision of new street facilities or upgrades existing facilities, where necessary or appropriate.
- j) Promote the best comprehensive pedestrian system by:
  - i) providing retail uses at ground level,
  - ii) controlling the location and number of automobile-pedestrian crossing points,
  - iii) orienting building entrances, display windows toward the pedestrian,
  - iv) designing clean and concise graphics and signs, and
  - v) locating major pedestrian activities at strategic points.

ATTACHMENT VII-4 FUTURE ACTION PLAN (RECOMMENDATIONS FOR ACTIONS BEYOND THE 180-DAY PERIOD)

Activities	June 81	July 81	Aug. 81	Sept. 81	Oct. 1 1981 to March 31, 1982	April 1st to Sept. 30, 1982	Oct. 1, 1982 to March 31, 1983	Beyond March 31, 1983	Comments
<b>1. Ongoing Planning</b>									
a) Adoption of Plan for on-going planning	—————→								
b) Creation of a central entity	—————→								
c) Creation of a process to market downtown and Central Louisville Development Plan	—————→								
d) Establishing a formal Development Review Process			Proposal completed	Adopted					
<b>2. General Review Standards</b>									
a) Land Use Standards	—————→								
b) Transportation standards	—————→								
c) Design standards	—————→								
d) Historic standards	—————→								
e) Energy Conservation standards	—————→								
<b>3. Development Review Criteria</b>									
a) Land Use Criteria	-----→								
b) Transportation Criteria	-----→								
c) Design Criteria	-----→								
d) Historic Criteria	-----→								
e) Energy Conservation Criteria	-----→								
<b>4. Redevelopment Plans and Studies</b>									
a) Refinement of Transportation System Plan	-----→								
b) Coordinated Parking Work Program	-----→								
c) Refinement of open and pedestrian system plan	-----→								
d) Implementation of Concept Plan for Broadway Area.	-----→								Underway
e) Development Plan Concept (including market considerations) for housing in Second Street Corridor	-----→								Feasibility Study (Broadway Group doing Housing Marketing Analysis of Central Louisville) Priority #1
f) Development Plan concept for Broadway Corridor (Baxter Ave. to Shawnee neighborhood)	-----→								
g) Development Plan concept for Market Street Corridor (Baxter Ave. to Shawnee neighborhood)	-----→								
h) Economic feasibility study of providing housing in northwest corner of C.B.D. (Between 9th and 17th north of Market)	-----→								Feasibility Study Priority #3
i) Industrial Park feasibility study in northeast corner of C.B.D. (Between I-65 and 2nd Street from Main to I-64) and housing feasibility study on riverfront north of River Road and west of I-65)	-----→								Feasibility Study Priority #2
j) Engineering feasibility study of residential uses on City owned landfill site northeast of I-65.	-----→								Feasibility Study Priority #4
k) Strategies for implementation of Riverfront Plan	-----→								in progress
l) Study of development pattern in the Russell Neighborhood to provide better linkage to downtown	-----→								
<b>5. Marketing Process</b>									
Economic study of the application of free enterprise zone, tax incentive financing and other economic incentives	-----→								
<b>6. Development Review</b>									
Development of detailed activity centers strategies	-----→								
<b>7. Housing</b>									
a) Identifying and marketing housing strategies which identify resources and establish incentives to private developers	-----→								
b) Setting priorities and guidelines for allocating public resources for housing	-----→								
<b>8. Monitoring</b>									
Future development opportunities in Central Louisville due to street closings or other changes in land use or transportation patterns in downtown area and adjacent neighborhoods	-----→								
<b>9. Legislative Action</b>	-----→								

Note: Individuals or agencies who would perform these activities remain to be decided.

# THE FIRST STEP. . .

180 days of planning together.

## GLOSSARY

These are commonly used words that have a specific meaning in the context of this report and in particular the goals and objectives statements.

## DEFINITIONS

### ADJACENT NEIGHBORHOODS:

The contiguous surrounding and interrelated areas of the Central Business District (see definition of CBD for boundary) insofar as important physical and functional relationships exist.

### CENTER FOR 24-HOUR ACTIVITY:

An area where activities occur around the clock.

### CENTRAL BUSINESS DISTRICT (CBD), or DOWNTOWN:

The one square mile area bounded by the Ohio River, York Street, the North-South Expressway and Roy Wilkins Boulevard.

### CENTRAL LOUISVILLE:

Central Louisville shall not be considered in the traditional context of a Central Business District of one square mile area bounded by the Ohio River, York Street, the North-South Expressway and Roy Wilkins Boulevard, but shall rather consist of this intensively developed area plus the contiguous surrounding and inter-related neighborhoods insofar as important physical and functional relationships exist. Thus, the Central Louisville Development Plan shall include those elements of surrounding neighborhoods which must work in concert with the intensively developed central area.

### CENTRAL LOUISVILLE DEVELOPMENT PLAN:

A guide for determining the appropriations of development and for decisions involving expenditure of such funds as Community Development grants, Urban Development Action Grants, Industrial Revenue Bonds and other public funds to achieve maximum public benefit from investment of these funds in Central Louisville (see definition of Central Louisville for boundary).

Authority: Ordinance 114, Series 1980, City of Louisville, Kentucky.

CENTRAL MULTI-MODAL, TRANSPORTATION POINT:

A location where passengers transfer from one means (mode) of transportation to another; a focal point where passengers may transfer among planes, rail, bus, taxis, auto, etc.

GOALS:

An ideal; something that is never fully achieved.

LAND USE:

The activity occupying a structure or piece of property.

LAND USE PATTERN:

An existing or proposed configuration of land uses.

LEVEL OF SERVICE

A Measure of the mobility characteristics of an intersection or section of roadway, as determined by vehicle delay and a secondary factor - the ratio of traffic volume to the capacity of the intersection or roadway. Level of Service Characteristics on urban streets using the rating of A through F as follows:

- A Free Flow (Relatively)  
For Arterials - the average overall travel speed is approximately 30 miles per hour.
  - B Stable Flow (Slight intersection delay and conflict)  
Generally, a good level of service for principal arterials. For arterials, the average overall travel speed is 25 miles per hour.
  - C Stable Flow (Acceptable delay) -  
Generally, a good level of service for other Arterials, collectors and local streets. For arterials, average overall travel speed is 20 miles per hour.
  - D Approach Unstable Flow -  
(Tolerable delay but flow is beginning to tax capabilities of street). For arterials, average overall speed is 15 miles per hour.
  - E Unstable Flow -  
(Congestion; intolerable delay with some cars waiting two signal cycles). Average arterial travel speed - approximately 15 miles per hour.
- Forced Flow -  
(Jammed; continuous back up on approaches to intersections).

Source: Downtown Improvement Manual.

LINKAGE:

A connection between areas of concentrated activity, e.g. street, walkways, etc.; or a relationship between areas of activity.

LOUISVILLE METROPOLITAN AREA:

The urbanized area that includes Jefferson County, Kentucky and Floyd and Clark Counties, Indiana.

PEDESTRIAN LINKAGES AND OPEN SPACE

Walkways, skyways, plazas, parks and the like.

OBJECTIVE:

An achievable and quantifiable step toward fulfillment of a goal.

OPEN SPACE:

Land reserved to allow relief from what might otherwise become uninterrupted development; it may be considered an amenity and used for passive or active recreation.

SPECIAL INTEREST GROUPS:

Individuals who advocate a limited perspective.

THE KENTUCKY IMPLEMENTATION PLAN:

A plan developed by the Department of Natural Resource and Environmental Protection, which provides for the implementation, maintenance and enforcement of primary and secondary ambient air quality standards in each air quality control region within the state.

Authority: KRS 224.033.



# THE FIRST STEP. . .

180 days of planning together.

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APPENDIX

AN ORDINANCE RELATING TO THE ADOPTION OF A  
DEVELOPMENT PLAN FOR CENTRAL LOUISVILLE  
(AS AMENDED)BE IT ORDAINED BY THE BOARD OF ALDERMEN OF THE CITY OF  
LOUISVILLE:SECTION 1. FINDINGS, DECLARATION OF PUBLIC POLICY AND  
PURPOSE

a. The Board of Aldermen of the City of Louisville finds that there are presently numerous projects involving long term capital commitments of private and public funds which are in progress or will soon commence in Central Louisville; that the success of each individual project depends upon, and has tremendous impact upon the overall success of this City's efforts to revitalize and redevelop the Central Area; and, that there is a need for greater coordination of the development plans of the various public and private projects to insure that the goals and objectives of each project are compatible with the overall long term development of the Central Area.

The Board also finds that there are numerous interest groups, governmental agencies, and public and private decision makers at the local, state, and federal level which may impede development progress in the Central Area unless they are able to arrive at common agreement on development goals and objectives.

Finally, the Board finds that there is a need for established long term goals, objectives and plans for development in the Central Area that are free from the influence of short term goals and objectives of changing government administrations.

b. The Board of Aldermen of the City of Louisville hereby declares as a matter of public policy that a Central Louisville Development Plan is needed in order to (1) coordinate existing and proposed development projects, both public and private, in central Louisville (2) provide a framework whereby business, government, neighborhood preservationists and other interest groups can arrive at common agreement on development in Central Louisville and (3) establish long term goals, objectives, plans and policies for development in the central area which will facilitate coordinated and harmonious development, and eliminate uncertainty and disruption in the planning and implementation of development in central Louisville.

c. The purpose of this ordinance is to implement certain recommendations contained in the March, 1980, Regional Urban Design Assistance Team (R/UDAT) report which was commissioned by the Board of Aldermen to study and recommend solutions for problems impeding or threatening to impede development progress in Central Louisville, and to provide a framework for appropriate understanding and cooperation among various groups concerned about the future of Central Louisville, including business, government, neighborhoods, historic preservationists and others.

This ordinance implements a primary recommendation of the R/UDAT Study by establishing a process and timetable for preparation and adoption of a Central Louisville Development Plan to serve as a guide for public and private decision-making relating to development in Central Louisville.

It is specifically intended that this Central Louisville Development Plan shall serve generally as a guide for determining the appropriateness of development and for decisions involving expenditure of such public funds as Community Development grants, Urban Development Action Grants, Industrial Revenue Bonds, and other public funds to achieve maximum public benefit from investment of these public funds in Central Louisville.

## SECTION 2. DEFINITIONS

As used in this ordinance, the following terms shall have the following meanings:

CENTRAL LOUISVILLE: Central Louisville shall not be considered in the traditional context of a Central Business District of one square mile bounded by the Ohio River, York Street, the North-South Expressway and Roy Wilkins Boulevard, but shall rather consist of this intensively developed area plus the contiguous surrounding and inter-related neighborhoods insofar as important physical and functional relationships exist. Thus, the Central Louisville Development Plan shall include those elements of surrounding neighborhoods which must work in concert with the intensively developed central area.

ADVISORY BOARD: Advisory Board shall mean the Advisory Board established by Section 6 of this ordinance.

SECTION 3. APPOINTMENT OF COMMITTEE ON GOALS FOR CENTRAL

LOUISVILLE:

There shall initially be appointed by the mayor of the City of Louisville a Committee on Goals for Central Louisville to be co-chaired by the Chairman of Louisville Third Century and Chairman of the Advisory Board. The committee shall include one representative of each of the following groups or organizations. Additional members may be admitted later by consent of the majority of the entire committee.

Alliance for the City of Tomorrow  
American Planning Association  
American Institute of Architects  
American Society of Landscape Architects  
Board of Aldermen of the City of Louisville  
Building Owners and Managers Association  
Butchertown Neighborhood  
California Neighborhood  
Chamber of Commerce  
Citizens Energy Council  
City of Louisville Director of Community Development or his representative  
City of Louisville Director of Public Works or his representative  
City of Louisville Mayor's Office  
City of Louisville Traffic Engineering  
Convention Bureau  
Criminal Justice Commission  
Downtown Neighborhood Council Association  
Governor's Office  
Jefferson County Judge/Executive's Office  
Home Builders Association of Louisville, Inc.  
Kentucky Minority Business Association  
L. C. A., Inc.  
Landmarks Commission  
Louisville Board of Realtors  
Louisville Historic<sup>al</sup> League  
Louisville Housing Authority  
Louisville & Jefferson County Air Pollution Control Board  
Old Louisville Neighborhood

Parking Authority  
Phoenix Hill Neighborhood  
Portland Neighborhood  
Preservation Alliance  
Prime Movers, Inc.  
Retail Merchants Committee  
Russell Neighborhood  
Smoketown/Jackson Neighborhood  
State Fair Board  
TARC  
The Broadway Group  
The Third Century Committee  
University of Louisville Urban Studies Center

#### SECTION 4. STATEMENT OF GOALS AND OBJECTIVES.

The above Committee on Goals for Central Louisville shall prepare a statement of goals and objectives which shall serve as a guide for preparation of a Central Louisville Development Plan. The statement of Goals shall be developed and presented to the Advisory Board for incorporation into the development plan within 90 days from the appointment of the Goals Committee. Technical and staff support for development and preparation of the Goals Committee's Report shall be provided by the staffs of the Louisville & Jefferson County Planning Commission, and Louisville Central Area, Inc. The agendas and rules of procedure for meetings of the Goals Committee will be established by the above mentioned staffs and funding for the development and preparation of the final report shall be provided by the City Community Development Cabinet.

As a forum for continuing community dialogue and involvement, it is recommended that the goals committee staff establish and calendar an annual meeting on goals for development in Central Louisville.

#### SECTION 5. URBAN DESIGN CONSIDERATIONS

Because of the particular need to address design considerations in the overall planning process, the co-chairmen of the goals committee shall appoint from membership of the general committee a design subcommittee. This subcommittee shall consider opportunities for improving design aspects of development in

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- American Planning Association
- American Institute of Architects
- American Society of Landscape Architects
- Board of Aldermen of the City of Louisville
- Building Owners and Managers Association
- Butchertown Neighborhood
- California Neighborhood
- Chamber of Commerce
- Citizens Energy Council
- City of Louisville Director of Community Development or his representative
- City of Louisville Director of Public Works or his representative
- City of Louisville Mayor's Office
- City of Louisville Traffic Engineering
- Convention Bureau
- Criminal Justice Commission
- Downtown Neighborhood Council Association
- Governor's Office
- Jefferson County Judge/Executive's Office
- Home Builders Association of Louisville, Inc.
- Kentucky Minority Business Association
- L. C. A., Inc.
- Landmarks Commission
- Louisville Board of Realtors
- Louisville Historic<sup>a1</sup> League
- Louisville Housing Authority
- Louisville & Jefferson County Air Pollution Control Board
- Old Louisville Neighborhood

Parking Authority  
Phoenix Hill Neighborhood  
Portland Neighborhood  
Preservation Alliance  
Prime Movers, Inc.  
Retail Merchants Committee  
Russell Neighborhood  
Smoketown/Jackson Neighborhood  
State Fair Board  
TARC  
The Broadway Group  
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the central area such as pedestrian ways, urban parks, street scapes and overall design, and shall make recommendations for design goals to be reviewed and included in the final report of the Goals Committee.

SECTION 6. ADVISORY BOARD - CENTRAL LOUISVILLE DEVELOPMENT PLAN.

Upon adoption of this ordinance for Central Louisville, an Advisory Board shall be established to work with and advise the Planning Commission and LCA staffs in preparation of the Development Plan for Central Louisville. The Advisory Board shall include the following:

- A. Executive Director, Louisville/Jefferson County Planning Commission, who shall serve as Chairman of the Advisory Board,
- B. President of Louisville Central Area, Inc.
- C. Director of Community Development Cabinet
- D. Director of Public Works, City of Louisville
- E. ~~Three~~<sup>Four</sup> at-large members from the Goals Committee to be selected by the Committee with each representing one of the following special interest:
  1. Business or Development
  2. Neighborhoods
  3. Design
  4. Preservation

SECTION 7 DEVELOPMENT PLAN FOR CENTRAL LOUISVILLE -- STAFF RESPONSIBILITIES

The Development Plan for Central Louisville shall be prepared by the staff of the Louisville & Jefferson County Planning Commission in conjunction with the staff of the Louisville Central Area, Inc., and under the direction of the Advisory Board. The development plan shall be presented to the Planning Commission for review in accordance with Section 9 of this ordinance within 180 days from the appointment of the goals committee. Funding for the plan, public input and development shall be provided by the City Community Development Cabinet and the Board of Aldermen, in accordance with the Current City Budget Document.



## SECTION 8. CONTENTS OF THE DEVELOPMENT PLAN

The Development Plan for Central Louisville or initial plan sections shall contain as a minimum:

- a. Consolidation of Existing Plans. The numerous existing plans and plan elements for Central Louisville shall be consolidated and analyzed for compatibility or conflict. These existing plans include: the Louisville Center City Development Plan of 1969 by Gruen Associates; the 1979 Update of the Louisville Center City Plan by Gruen Associates; the Concepts for The Broadway Area Plan; the Main Street Study; the Center City Transportation Plan; the 500 Block - River City Mall Plan; Station Park Plans; Old Louisville and other surrounding Neighborhood Plans; the Galleria Plan; the Kentucky Center for the Arts Plans, Medical Center Plans and other related plans.
- b. Recommendations
  - (1) The plan shall make recommendations for resolving any conflicts in existing plans identified in Section a above.
  - (2) In addition the plan shall identify areas where there are needs or opportunities for public or private action to enhance the existing development plans and accomplish the goals for development in the Central Area.
- c. Establishment of Priorities

The plan shall establish priorities for carrying out the recommendations identified in Section b above.
- d. General Land Use and Transportation Element:

Special attention shall be directed towards production of a Transportation Element and a generalized Land Use Element. From time to time, other elements are expected to be added.

## SECTION 9. ADOPTION OF THE PLAN.

The Advisory Board shall submit the proposed Development Plan or plan sections for Central Louisville to the Louisville & Jefferson County Planning Commission for review within 180 days from appointment of the goals committee.

The Planning Commission shall hold a public hearing to review the proposed Plan and make its recommendations to the Board of Aldermen concerning adoption of the plan within 60 days from receipt of the plan. The Board of Alderman shall adopt the plan by ordinance in accordance with its customary procedure.

SECTION 10. IMPLEMENTATION

The adopted Development Plan for Central Louisville shall be used by elected officials and appropriate agencies as a guide for: (1) development of City-wide plans and policies, (2) allocation of resources, (3) preparation and review of general and community development budgets, (4) encouragement of private investment and (5) generally determining the appropriateness of development in Central Louisville. The development plan shall not have the effect of land use, controls such as zoning regulations.

SECTION 11. AMENDMENTS AND REVIEWS.

The Development Plan for Central Louisville may be revised and amended, ~~by the same general process described in this Ordinance,~~ as authorized by the Board of Aldermen <sup>in that Plan.</sup> ~~provided that amendments or future sections of the plan may not necessarily be subject to the time limitations established for initial adoption of the development plan.~~

SECTION 12. EFFECTIVE DATE.

This ordinance shall take effect upon its passage and approval.

*[Signature]* C.S.A. *F. David Banks* B.A.  
APPROVED: *5/2/80* *[Signature]* MAYOR

APPROVED AS TO FORM:  
CITY OF LOUISVILLE  
DEPARTMENT OF LAW

*Mar E. Quinn*

DATE: *5-15-80*