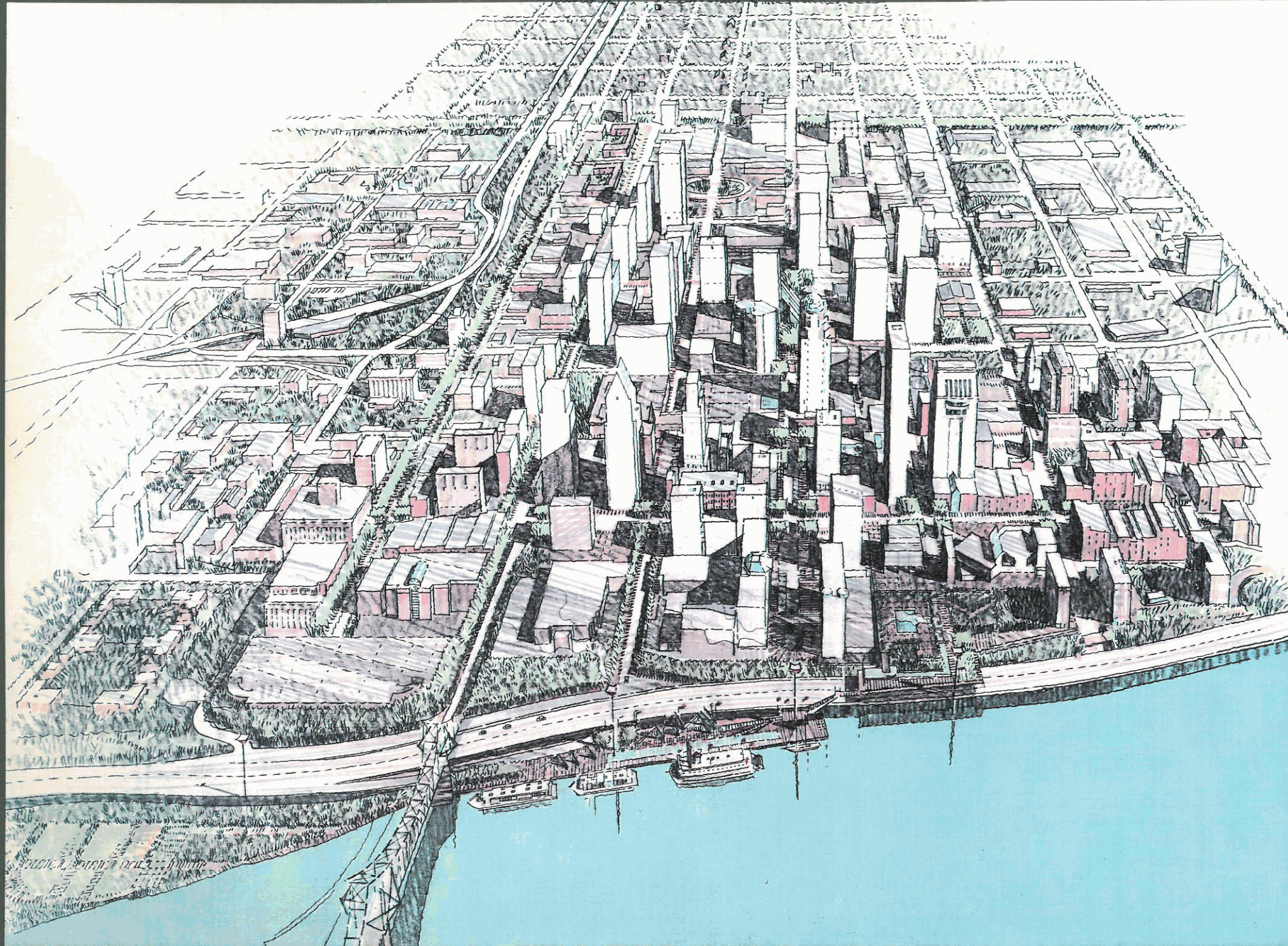


Louisville Downtown Development Plan

• City of Louisville • Downtown Development Corporation • Louisville Central Area, Inc.



Louisville Downtown Development Plan

• City of Louisville • Downtown Development Corporation • Louisville Central Area, Inc.

August 1990

Foreword

This Downtown Plan serves as the guideline, the framework for its physical form—seeking to create the human scale and friendly character that is itself “Louisville.”

The Louisville Downtown Development Plan arises from the needs and aspirations of Louisville itself—its people, its economy, its history and its setting.

The people of Louisville—those who live and work in the city—and their neighbors and visitors give Louisville its character. They create an environment that is livable and comfortable, personal and friendly. The character of Louisville is expressed in both physical and spatial terms in the Plan.

The economic base of Louisville—the jobs for its people, the financial resources for its growth—is fundamental. Therefore, the Plan is both visionary and practical, giving direction to the conservation of Louisville’s assets and to the growth of its future developments.

The history of Louisville is carried forward, respectfully and boldly, by the new Plan. Ever since George Rogers Clark’s plan in 1779 for a settlement along the Ohio, Louisville has been both a river city and a regional city. Its delightful prospects and landscapes are part and parcel of the proposals which are expressed here.

The keystone of Louisville—the city and its region—is the Downtown. It is the dense and diverse place, of many activities, that enlivens all of Louisville’s people and economy. This Downtown Plan serves as the guideline, the framework for its physical form—seeking to create the human scale and friendly character that is itself “Louisville.”

Size and scale are key issues. Louisville is a model of the virtues of moderation—neither too large nor too small to benefit from the vibrancy of city life and the human comfort of life in the towns of America. The ease of everyday life, the ease of doing business, and the ease of movement are all crucial to the Plan.

The proposals here are built on many community values. For example, Louisville has great pride in its green spaces, along the Riverfront and in the Olmsted parks and parkways. The Plan is based, therefore, on combining both ‘*the leaf*’ and ‘*the stone*,’ the landscapes and the buildings, in creating a humane, livable Downtown.

The benefits of the Plan will be both short- and long-term. The overall structure of the city and its landscape, its streets and roads, its conservation and growth will be given direction. Simultaneously, the everyday, personal fabric of the city—its streets and sidewalks, its clean and safe qualities, its functional necessities and human delights—will also be given guidelines. Fundamentally, the Plan will build a strong foundation for Louisville’s economic future.

The Plan is bold in its definition of a compact core as *one* of the districts of the Downtown. A new vision of possibilities for *seven* districts is developed, each with its community character, each playing in the drama of Downtown as the Center of Louisville. The character of each district is defined by its buildings, streets and sidewalks, open spaces and landscapes—and each is given guidelines that serve its community values, needs, and aspirations.

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Plan Adoption

A resolution adopting and officially recognizing the Louisville Downtown Development Plan.

Board of Aldermen

RESOLUTION NO. 22, SERIES 1990

WHEREAS, in May 1988 the Mayor and Louisville Central Area, Inc. (LCA) determined that the previous plans prepared for downtown in 1969 and 1981 were outdated and provided little direction for downtown development and that a new plan needed to be prepared as a guide for the physical development and economic and social well-being of downtown and the City of Louisville; and

WHEREAS, in May 1988 a Memorandum of Understanding between the Mayor and LCA was agreed upon as a guide for the planning process, research, analysis, objectives, boundaries and the public and private responsibilities and actions necessary to produce a new plan for downtown; and

WHEREAS, in May 1988 the Mayor, in partnership with LCA, with funding by the Gheens Foundation and J. Graham Brown Foundation, established a Policy Committee for the purpose of developing a Louisville Downtown Development Plan (the "Plan") which would establish a compelling vision and sound course of action to guide Louisville into the 21st century; and

WHEREAS, the Policy Committee, composed of 30 men and women from both the public and private sectors, in conjunction with consultants and staff from LCA and the City to assist in the

development of the Plan, held numerous planning and goal-setting workshops involving hundreds of participants including concerned citizens, neighborhood interests and representatives from many private and public organizations; and

WHEREAS, in 1988 and 1989 a series of supporting technical reports on goals, economic conditions and forecasts, transportation needs and urban design issues and priorities were produced by three subcommittees composed of representatives from the LCA Policy Committee, professional and technical interests and LCA and City staff; and

WHEREAS, in March 1990 a preliminary plan was developed and public and City agency comment was encouraged through numerous meetings and community forums and, based upon those comments and recommendations, the final Plan was developed; and

WHEREAS, the plan establishes development and revitalization priorities for downtown Louisville based on a set of interrelated economic and urban design principles which will serve as a working plan to manage the changing conditions and opportunities to be presented downtown Louisville in the future;

**NOW, THEREFORE, BE IT
RESOLVED BY THE BOARD OF
ALDERMEN OF THE CITY OF
LOUISVILLE:**

Section 1. That the Board of Aldermen adopts and gives official recommendation to the Louisville Downtown Development Plan which is attached hereto and incorporated by reference into this Resolution as if set out fully herein.

Section 2. That the Mayor shall appoint subject to the approval of the Board of Aldermen a Downtown Implementation Committee consisting of members from both the public and private sectors. The Committee shall undertake the necessary actions during the 1990-91 Fiscal Year to implement the Plan's recommendations.

Representatives shall include four (4) members of the Board of Aldermen, and other representatives from banking, industry, labor, neighborhood organizations, property owners, medical center, environmental interests, and architecture and design fields. The Committee's composition shall be representative of the racial, sexual, and geographic diversity of the City of Louisville.

Section 3. That the Board of Aldermen, the Mayor, City departments and agencies of City government shall implement and adhere to the short and long term recommendations set out in the Louisville Downtown Development Plan to the extent practicable.

Section 4. That this Resolution shall become effective upon its passage and approval.

August 28, 1990

Plan Adoption

A resolution concerning the acceptance and use of the Louisville Downtown Development Plan by the Louisville and Jefferson County Planning Commission in its deliberations.

Planning Commission

WHEREAS, Louisville Central Area and the City of Louisville have carried out an extensive multi-year planning program to develop a plan to guide downtown development into the 21st century;

WHEREAS, the multi-year planning effort involved committees that represented the public, property owners, government, the downtown business community and numerous other interested parties;

WHEREAS, the Planning Commission was represented on the Policy Committee by its Chairman as well as on two working committees by its Director, and had been briefed, both at a staff and commission level, at numerous decision points in the planning process;

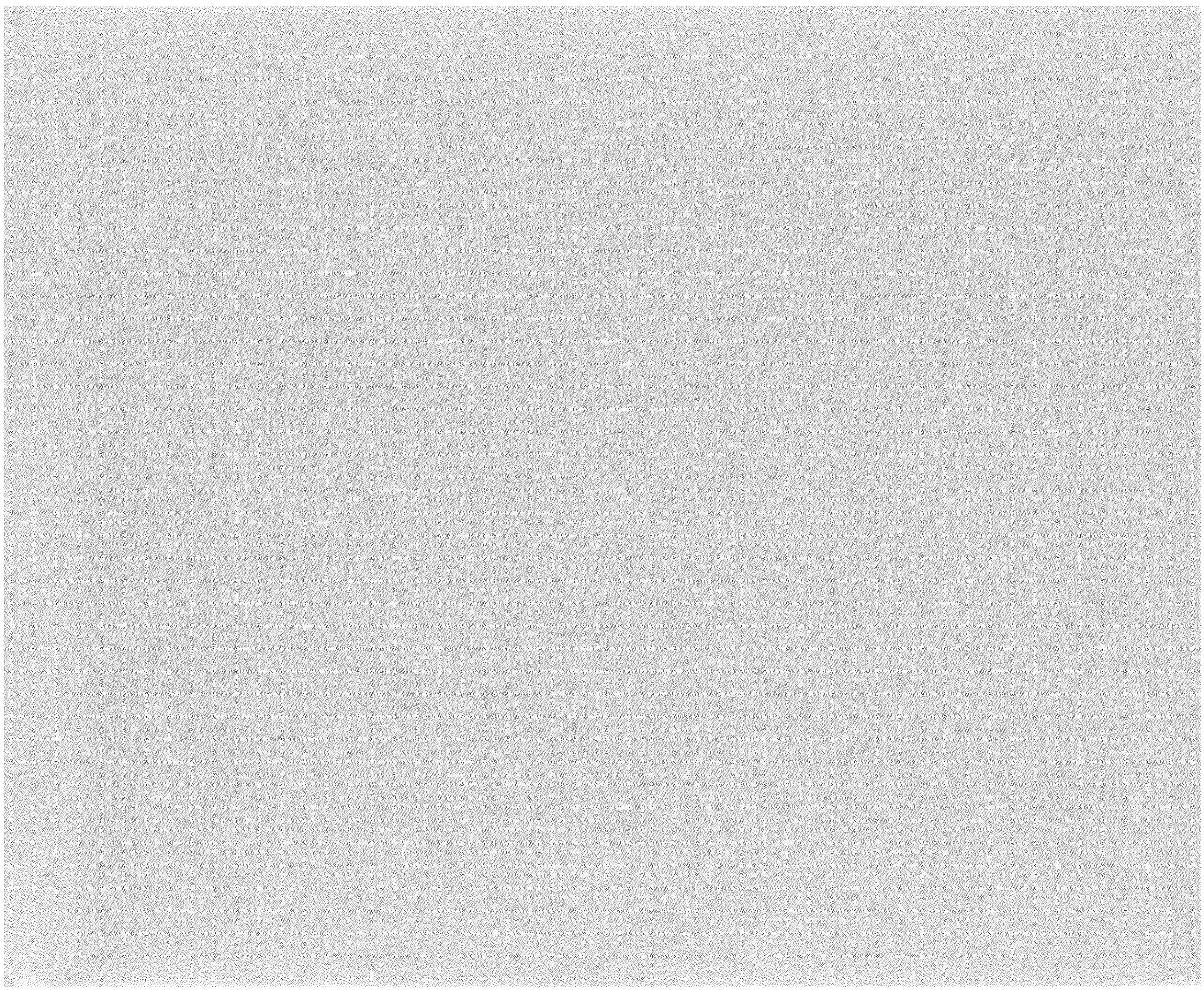
WHEREAS, the Board of Aldermen has held a public hearing and adopted the Louisville Downtown Development Plan as the guide for future development;

NOW, THEREFORE, BE IT RESOLVED, that the Louisville and Jefferson County Planning Commission does hereby **accept** the Louisville Downtown Development Plan as the community's stated policy that development generally occur in line with the plan; and be it

FURTHER RESOLVED, that the Louisville and Jefferson County Planning Commission does express its **intent to use** the Louisville Downtown Development Plan as a guide in considering implementation regulations and development proposals that may come before it.

September 6, 1990

Introduction



Introduction

The Plan strives to preserve and build upon our heritage of over “200 years at the Falls of the Ohio,” while structuring strategies for future growth. It embraces our community’s values, pride and anticipation of a bright future as one of America’s “cities reborn.”

Over the past two years, several hundred *community residents and downtown stakeholders* have participated in the shaping of a new plan for Downtown Louisville. The charge to develop a visionary yet implementable plan for downtown Louisville was advanced by Mayor Jerry Abramson in partnership with Louisville Central Area Board Chairman Laramie L. Leatherman in June 1988. The Gheens Foundation and J. Graham Brown Foundation have led the way by providing funding necessary to undertake this planning effort.

The planning process has provided a rare opportunity to establish a compelling vision and a sound course of action that will guide Louisville into the 21st Century. Adoption of this Plan is a major step toward realizing that vision.

A Policy Committee composed of 30 men and women committed to Louisville and Downtown’s future was appointed by the Mayor to lead the planning effort. Three technical subcommittees were established to define and address key issues pertaining to Downtown’s marketplace, physical environment and transportation system. These three subcommittees were chaired by members of the Policy Committee. Subcommittee representation included other Policy Committee members and over 30 public- and private- sector professional, technical and citizen volunteers who worked diligently with the Plan’s staff to define initial issues, conclusions and recommendations. The contribution from everyone has been immeasurable.

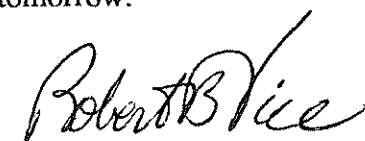
At the initial meeting of the Policy Committee, an open process was established to involve the widest possible cross-section of the community. Numerous planning and goal-setting workshops have been held and hundreds of participants including concerned citizens, neighborhood interests and representatives from many public and private organizations have been involved. The media also played an active role in reporting progress to the entire metropolitan area during the planning process. Finally, staff and Policy Committee members have discussed and presented ideas and conclusions reached during the planning process with a wide range of business, professional and social groups.

In March 1990 a preliminary Plan was produced for review through various community forums. The forums provided opportunities to review and refine the preliminary Plan’s findings, recommendations, priorities and implementation strategies. Over time, the success of the Plan can only be measured through community advocacy and ownership. We believe that community-wide participation has been essential to the success of the planning process.

The Plan strives to preserve and build upon our heritage of over “200 years at the Falls of the Ohio,” while structuring strategies for future growth. It embraces our community’s values, pride and anticipation of a bright future as one of America’s “cities reborn.” The Plan

builds on Downtown’s many special waterfront, cultural, convention, retail and medical resources. New investment opportunities are advanced with an understanding of current conditions in the marketplace and the implications of long-range forecasts. Opportunities to improve access and circulation are identified to support growth, but not at the expense of air quality and efforts to rejuvenate Downtown’s pedestrian and street-level environment. The Plan establishes development and revitalization priorities based on a set of interrelated economic and urban design principles—principles aimed at strengthening Downtown’s mixed-use vitality rather than on a set of general and independent land use recommendations. Finally the Plan is intended to be more than a static blueprint for the future. It is intended to be a working plan, a plan that can proactively respond to and manage changing conditions and opportunities.

The Plan is our voice. As we proceed with implementation, it will be vitally important to ensure that the Plan continues to express our community’s vision of what we have to do to keep our Downtown—the heart of our community—economically, environmentally and physically strong both today and tomorrow.



Robert B. Vice, Chairman
Policy Committee

The Policy Committee and the supporting technical subcommittees essentially formed the core of the leadership responsible for producing the Louisville Downtown Development Plan report. Their contribution has been immeasurable.

Policy Committee

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Hiram Ely, Vice Chairman
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Sara Bein
K. Norman Berry
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Steve Wiser
Frederick Wright

Mission Statement

We must provide proactive and action-oriented strategies that will build upon past investment and current momentum.

Downtown and the City of Louisville share a commitment to planning and development that spans more than 200 years. Historically, planning “at the Falls of the Ohio” has been influenced by a number of issues and opportunities that continue to face Louisville today, including: waterfront development, local and regional economic growth, environmental quality, accessibility, education, health care, and social change.

During the past two decades, downtown planning and development efforts in Louisville, and in most cities, were driven by change resulting from concentrated economic, physical and social decline. Change in the downtown planning process itself also occurred as early public and private partnerships emerged to unify and broaden participation. Individual, corporate and political leadership in downtown planning and development has also shifted with time, resulting in changing and sometimes competing priorities.

The 1969 *Louisville Center City Development Program* included a 1986 spatial demand forecast and physical redevelopment program that has largely been realized or exceeded. Over \$1.1 billion in central area investment has taken place since 1969.

The 1982 *Central Louisville Development Plan (CLDP)* was developed as a guide for Downtown and the central neighborhoods by approximately 50 interested groups through a 180-day landmark public and private participation process.

The CLDP, which was accepted by the Board of Aldermen, serves primarily as a land use policy and development resource. Implementation strategies and the “continuing planning and development process” envisioned by the CLDP have not been realized, and the spatial demand forecasts must be re-examined.

Today, in order to capture and manage effectively the changing downtown development forces and opportunities, we must provide proactive and action-oriented strategies that will build upon past investment and current momentum.

The competitive strengths of our region’s leading cities and respective downtowns are the result of innovative planning strategies that have merged and redefined traditional planning and development roles. As we develop and pursue regional strategies for the year 2000 and beyond, an allied commitment to coordinate local planning and development policies must be forged to ensure Downtown’s recognition as the heart of our community and the center of the Kentuckiana region. The success of Downtown as a regional center is the prime reason Louisville is identified as one of our nation’s “cities reborn.”



Louisville Falls Fountain and Downtown Waterfront

Gene Gilpin, Photographer

Louisville's Plan involves a partnership between the City and LCA.

A Three-Year Strategy

In 1987 the Louisville Central Area Board of Directors adopted a three-year strategy designed to guide the organization's activities and fulfill its long-term commitment and leadership role with the City to revitalize Downtown. The strategy's purpose was to focus and coordinate LCA's traditional marketing and promotion functions with a newly created planning function and to formulate a comprehensive plan of action for the next stages of downtown growth.

Partnership

Planning today requires a public-private partnership. Louisville's Plan involves a partnership between the City and LCA with the support of two local foundations. Funding commitments for the three-year planning effort were provided by the Gheens and J. Graham Brown Foundations. Mayor Jerry Abramson and the City of Louisville provided public leadership to pursue and support the planning process as well as the creation of a Downtown Development Corporation to guide plan implementation. LCA provided ongoing administration and management during the planning process. A Memorandum of Understanding between the City, LCA and the foundations provided a basic framework for the Plan's purpose, boundaries, scope of work, program, participation process, project management, funding and eventual adoption and implementation process.

Mission

Planning, whether at the downtown, neighborhood or community-wide level, must be structured around four basic principles: the identification of key issues and opportunities; broad-based participation and consensus-building; the identification of short- and long-range focus areas, projects and programs; and the formulation of implementation strategies.

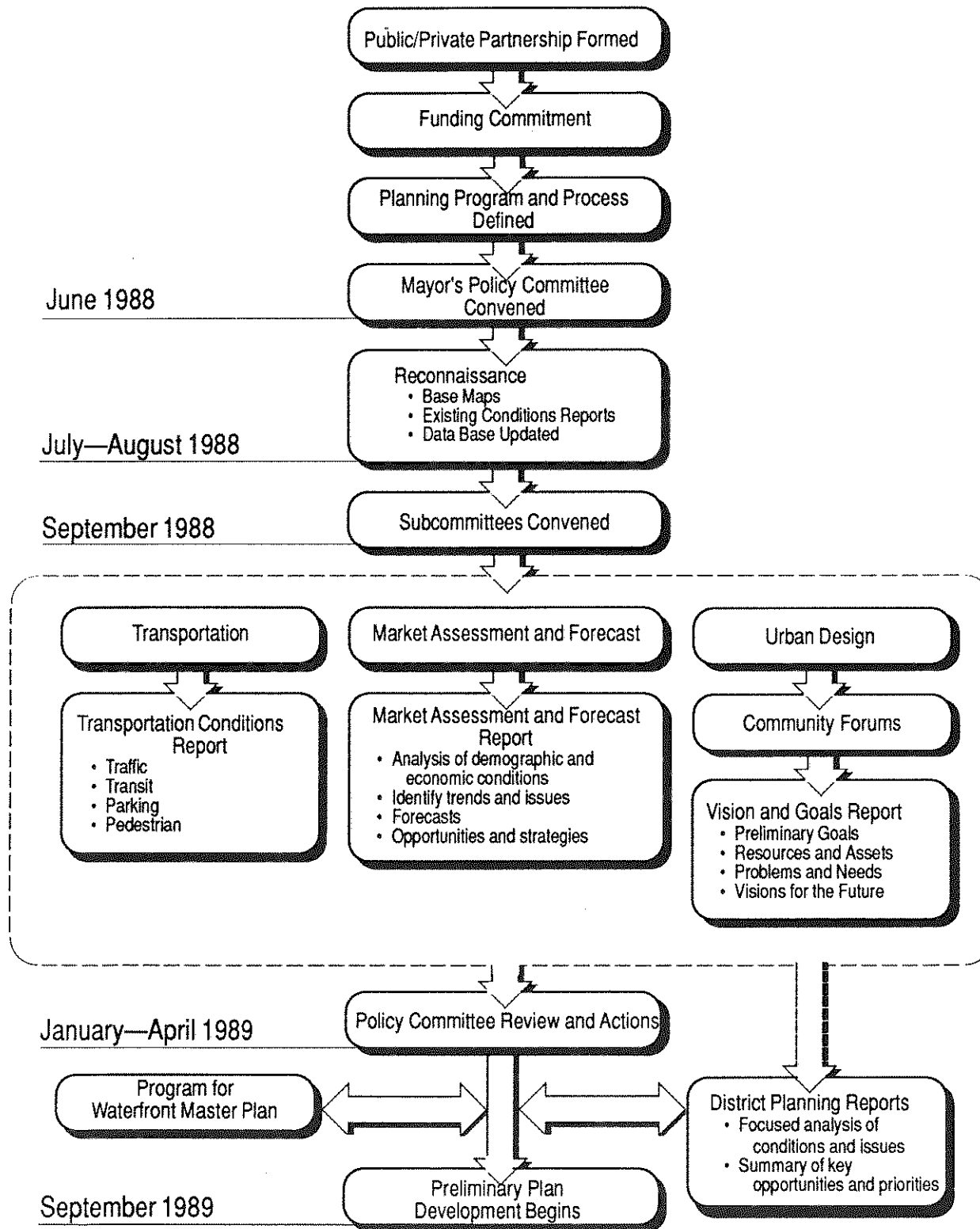
The Louisville Downtown Development Plan's mission and process have been structured around these four broad principles, as well as an understanding of basic community values and priorities defined during early planning workshops that eventually led to the establishment of the Plan's goals. In addition, the Memorandum of Understanding between the City and LCA provides the basic purposes and objectives for undertaking the Plan to support and guide downtown development and revitalization. Kentucky's planning and zoning statutes (KRS 100) also provided direction.

The Plan's mission can be summarized by the following key points:

- Provide an exciting and sustained vision and direction through clear, quantifiable and achievable goals.
- Define key downtown planning issues, assumptions and concepts that respond to Louisville and its people, values, history and identity.
- Establish a planning process and program that can be sustained over time.
- Produce the Plan through a process and in a format that will result in both preliminary and final products that will support ongoing downtown marketing, development and public improvement efforts.
- Complete a reconnaissance of existing conditions that will provide baseline information for both the Plan and an updated and expanded downtown development information system.
- Evaluate regional, local and downtown marketplace conditions and trends to establish a range of forecasts to guide and phase future development.
- Establish both a short- and long-range development framework and focus areas for growth.
- Prioritize and coordinate both development and rehabilitation opportunities.
- Establish a concentrated, convenient and attractive core of office, convention, hotel, retail, cultural and visitor activities.
- Define buildings and districts of both architectural and historic significance and recommend strategies for preservation and rehabilitation.

Phase One

Reconnaissance and Preliminary Recommendations



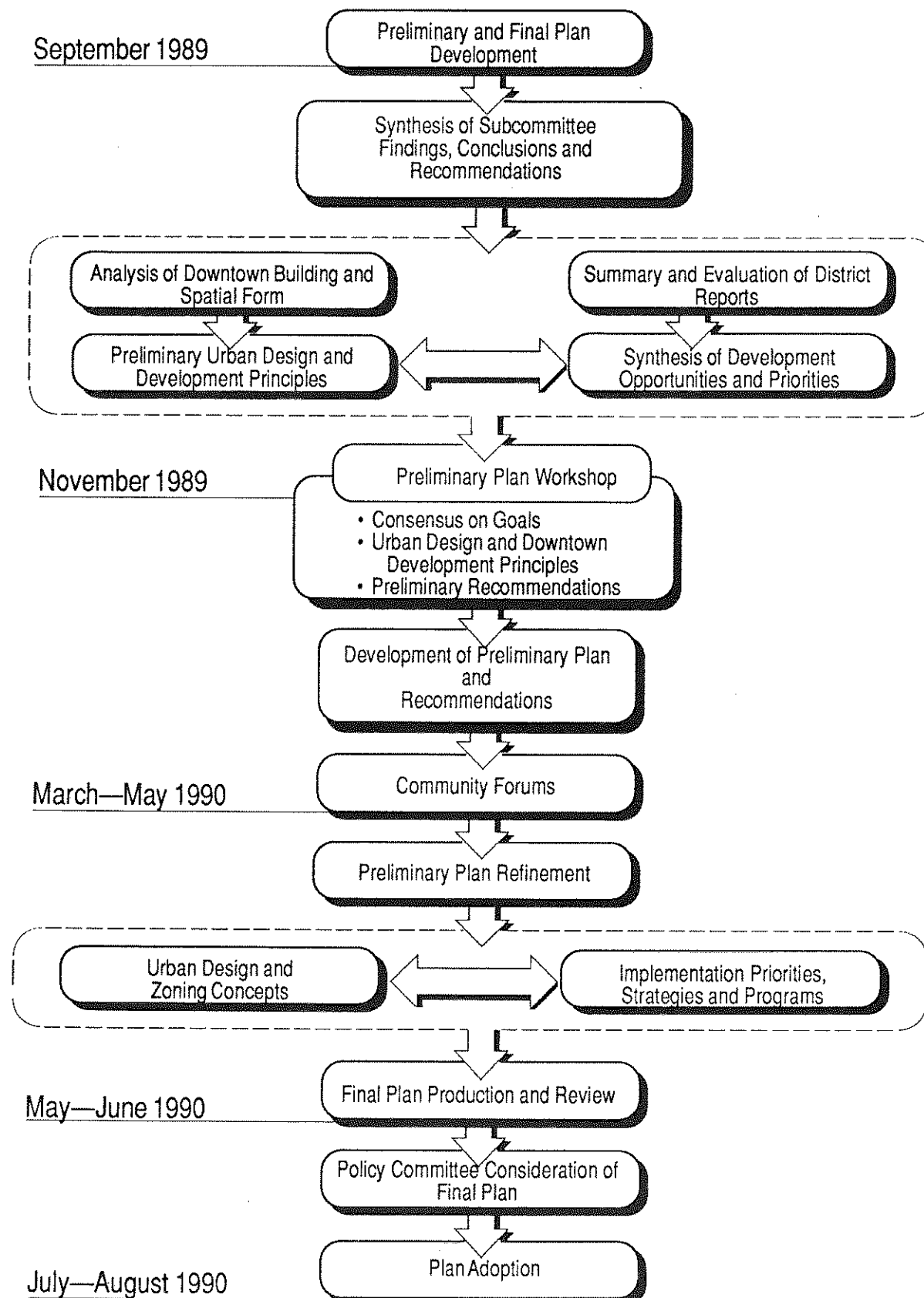
- Identify improvements to existing public spaces and recommend future public space additions.
- Establish basic height, bulk, use and related recommendations that will form the basis for zoning district and text revisions. Describe and illustrate concepts to guide the preparation of zoning legislation.
- Describe and illustrate urban design principles in concert with preliminary zoning recommendations to guide future development.
- Identify potential public improvements to support future development and coordinate public and private investments.

Planning Process and Program

The planning process and program has proceeded through two interrelated phases. Phase One began in June 1988 when the Mayor's Policy Committee was convened to establish a work program and process. A reconnaissance of baseline information was completed, and conclusions and issues were discussed with the Policy Committee. The revised data base provided a starting point for three subcommittees which developed technical reports on the downtown marketplace, transportation conditions and preliminary visions and goals. A series of workshops was held to involve the community in the initial goal-setting process. The technical reports from the

Phase Two

Plan and Implementation Strategies



subcommittees were reviewed and adopted by the Policy Committee as part of the framework for developing a preliminary Plan, including a series of district planning reports for 10 district analysis areas. The district reports were reviewed and refined by various downtown stakeholders. The technical reports adopted by the Policy Committee also guided the development of a program for developing a Waterfront Master Plan.

Phase Two focused on the development of a preliminary Plan for further community review and the completion of a final Plan and implementation strategies. Urban design principles, growth and development concepts and alternative transportation schemes were developed and evaluated as part of the preliminary Plan. The preliminary Plan was presented to and reviewed by public agencies and a wide cross-section of the community through a number of forums. The comments from these reviews and forums were considered and incorporated into the Plan refinement process. Work also began on developing implementation priorities and strategies in conjunction with the City's Office of Downtown Development.

The final Plan was produced for review and approval by the Policy Committee, the LCA Board, the Downtown Development Corporation, the Board of Aldermen and the Louisville & Jefferson County Planning Commission. An implementation committee will be formed to guide and refine initial implementation strategies.

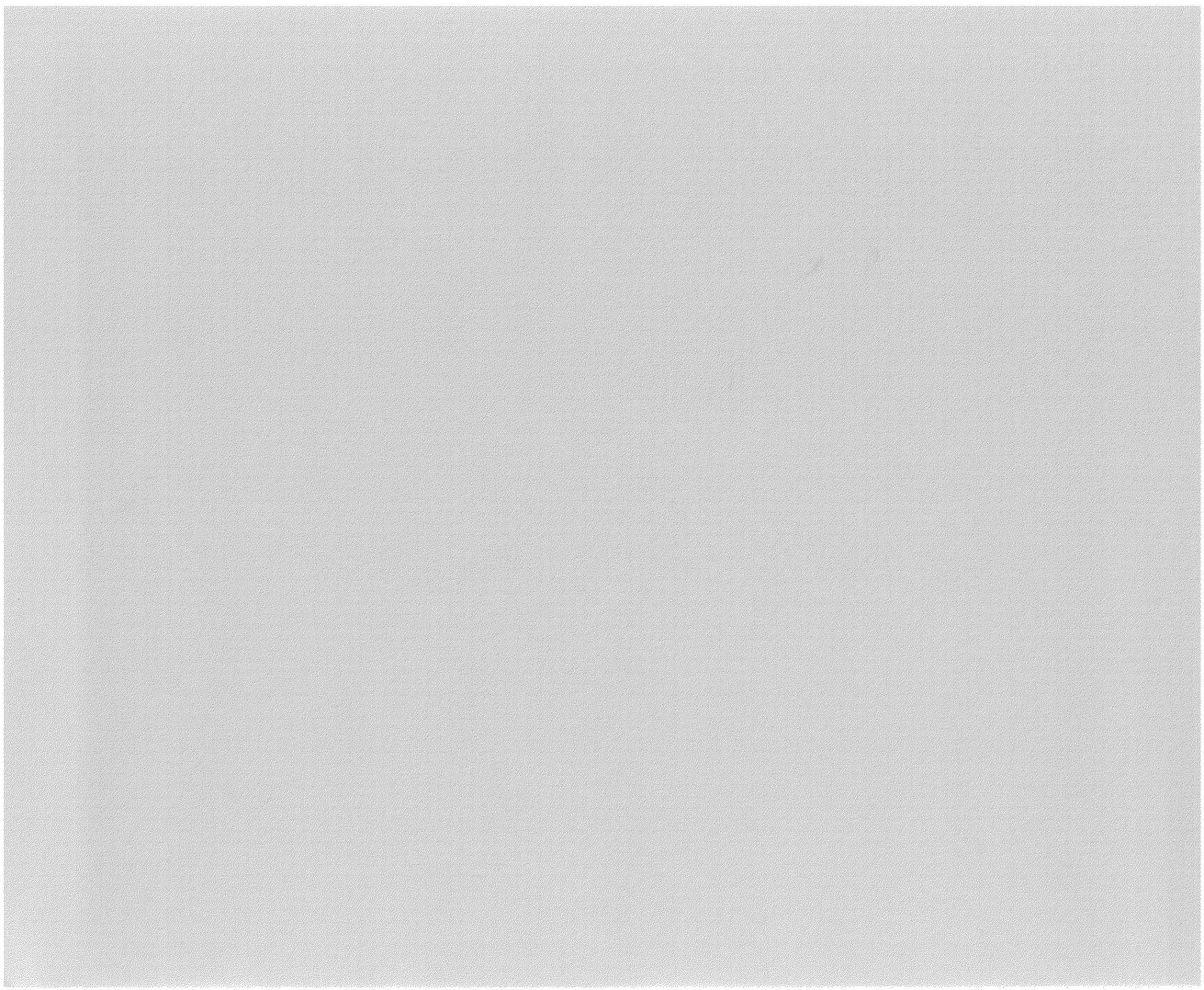
Vision—Plan Summary

Community Goals

Planning and Design Principles

Opportunities for Growth

Summary of Recommendations



Vision—Plan Summary

Louisville now appears to be at a turning point in the history of its Downtown, and needs this clearly stated plan—a vision—to guide the work it undertakes in the next 10 years and into the next century.

Introduction

Where is Louisville going? What will Downtown become? Decisions are made every day that affect the economic, physical and social form of the city, and no matter how large or small those decisions are, each imposes a direction on Downtown Louisville's future. Without a plan that provides a framework of ideas and ideals that are commonly agreed upon and clearly expressed, the individual decisions at best create an inappropriate downtown form, and at worst, create chaos. What the Louisville Downtown Development Plan seeks to establish is a condition where the whole is greater than the sum of its parts. Louisville now appears to be at a turning point in the history of its Downtown, and needs this clearly stated plan—a vision—to guide the work it undertakes in the next 10 years and into the next century.

This chapter is a summary of the analysis and ideas that are embodied in the Louisville Downtown Development Plan, which is the basis for a larger vision of Louisville's future. This vision is expressed, specifically, in community-established goals which concern the economic, functional and visual characteristics of Downtown. The guide for their realization is a set of planning and urban design principles which recognizes that a vision must include dreams of a great future, but at the same time must acknowledge the practical limits of reality.

Louisville believes that in order to realize its dreams, certain public actions will be necessary, as well as those of developers and institutions. It also acknowledges the value of public/private partnerships in accomplishing certain objectives. In order to make the judgments concerning where, when and in what form developments will take place—whether they are public or private—priorities must be established.

What follows are the statements of the Plan's goals and principles, and an overview of its recommendations.

Community Goals

Throughout 1988 and 1989, citizens, government officials, planners and representatives of LCA met to begin this planning process. A significant early result was the agreement that these overriding goals serve as the underpinning for all Plan recommendations:

Downtown will be the heart of the city and the economic center of the region.

The Plan must support the important role that Downtown plays in the overall economy of the region. Downtown must remain as the regional center for employment; retain its status as the most desirable office address in the region; continue the national prominence of the Medical Center; and maintain its position

as the center of government in the city. The Plan must also reinforce the pre-eminence and vitality of Downtown as the cultural and entertainment focus of the region.

Downtown will be a unique and active destination.

Further development of retail activity, restaurants, cultural events, the waterfront revitalization and the improvement and expansion of Commonwealth Convention Center will result in a downtown that is lively and active in the evening as well as during the day.

Downtown will be directly and closely reunited with its waterfront.

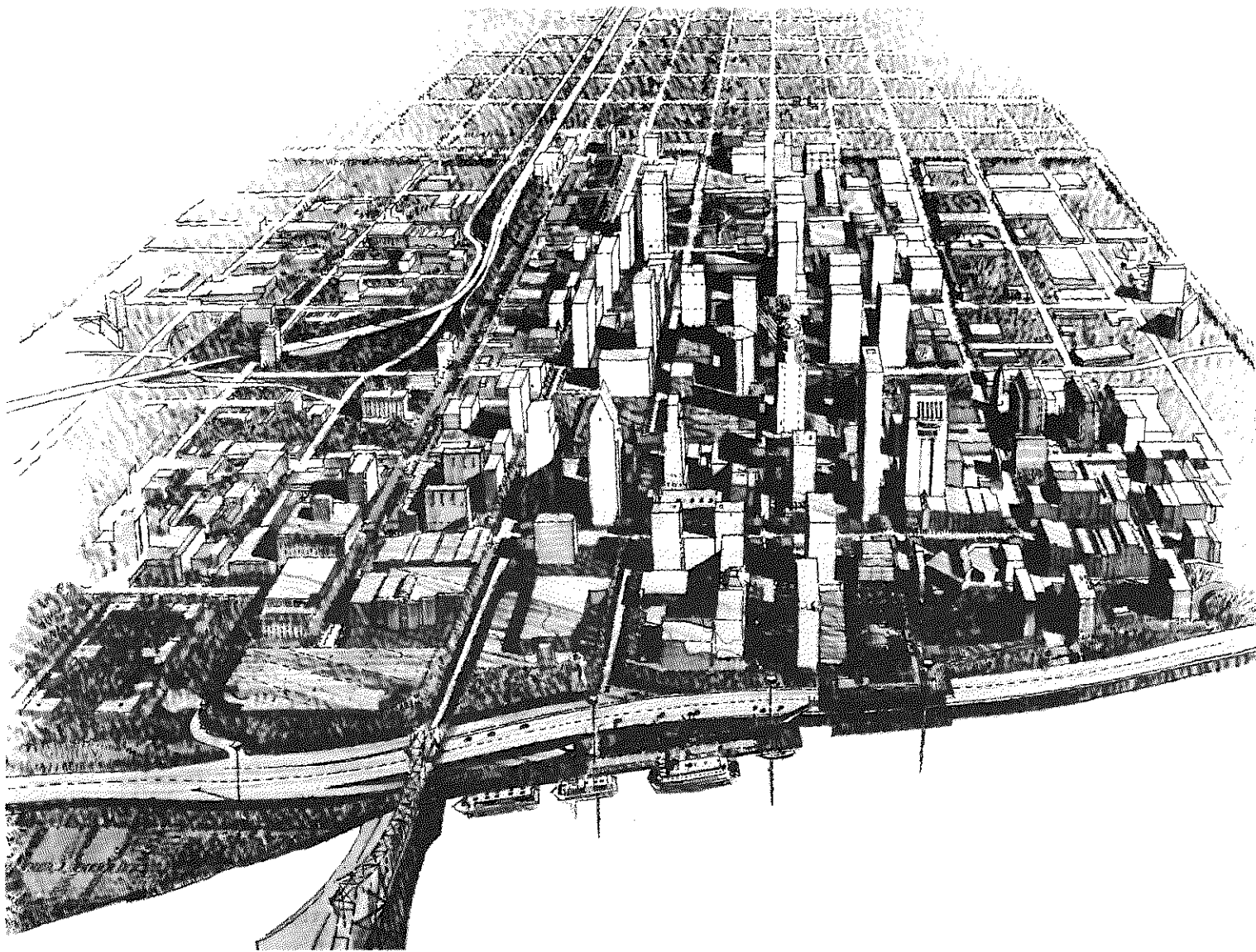
The Waterfront will become a new part of the "necklace" of the Olmsted plan for parks around the city. A range of development possibilities will be considered as part of a future master plan which will complement the more intense development of Downtown's Core.

Downtown will become both a neighborhood and a neighbor.

More housing will be developed in both new and renovated structures, in specific neighborhood groupings throughout Downtown. In addition, Downtown should be closely linked to its surrounding neighborhoods, and new downtown development must be sensitive to their proximity.

A Vision—

“A Forest of Buildings, A City of Trees”



Downtown will have a humane environment.

The public realm will be intentionally designed and will reinforce the various distinctive characteristics of each downtown district. This goal includes the concern for the design of the open spaces—both public and private, streets and squares and buildings.

Downtown will conserve its historic resources.

Preserving the West Main Street and Phoenix Hill districts and focusing on both the preservation of older buildings and the appropriate design of newer buildings will be part of the conservation of Downtown's historic resources.

Downtown will be clean and safe.

Efforts to make Downtown clean and safe will include an overall lighting plan, strategies in auto movement to reduce pollution and a management plan for overall maintenance and security.

Downtown will be easily accessible.

All the areas of Downtown must have clear vehicular movement and parking, pedestrian walkability, and ready access to transit, including the Toonerville II Trolley.

It is essential that Downtown, in spite of its diversity, be understood as a single, vibrant place.

Downtown must have a lively and active pedestrian environment.

New buildings, open spaces, and public-oriented uses such as retail must be designed to foster and increase the amount of walking along the primary sidewalks of Downtown.

Planning and Design Principles

Five sets of principles that stem from the Plan's intentions will direct the specific recommendations for action made by the Plan. They are based on the Plan's goals and intentions in that they deal with the economics and social characteristics of Downtown as well as its physical form. It is important for everyone involved in the future of Downtown to remember, understand and hold to these principles, for they provide the answers to questions and choices that will inevitably arise after the completion of this document, as Downtown grows:

The Marketplace

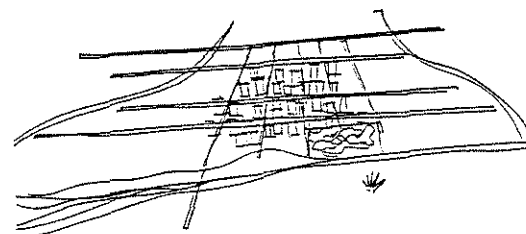
In order to reinforce Downtown's position in the regional marketplace, the following principles must be followed:

1. Business and employment must be increasingly diversified in order to grow.
2. Visitor attractions must be increased. This includes, specifically, the need to expand the Convention Center, because of its far-reaching impact on all visitor services and attractions (hotels, restaurants, museums, theaters, etc.).
3. Housing must become more available in Downtown, both in new buildings and in the reuse of existing historic buildings; opportunities for neighborhood development must be created and the services and amenities that are needed by neighborhoods must be developed.

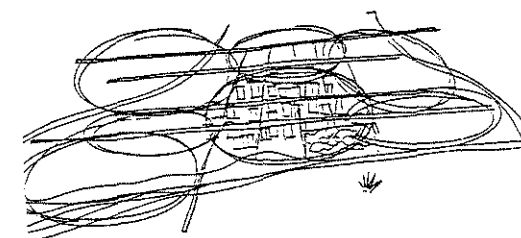
4. Education for a changing workforce must take place.
5. Geographic and jurisdictional boundaries must be transcended in order to make effective and comprehensive public policies for economic growth.
6. An overall strategy for both public and private actions must be developed to support and promote retail growth in Downtown. Such a strategy includes retail retention and attraction, the requirement for retail uses in new buildings, retail uses at street level, the possible addition of a new department store or concentration of unique retailers, and the locations of new office buildings and hotels.

Character

Design style is not the issue in planning for Downtown; the character of places and their relationship to human scale and



Idea of the Core: View from the River



Idea of the Districts: View from the River

In order to promote a lively and active pedestrian area within Downtown, the central core area must be developed in a compact walkable form.

use is the issue. Character in the physical form of the city can be defined as the visual result of detail and ornament on buildings, the actual dimensions of building parts (windows, columns, doors, etc.), the colors used on facades, lighting, public art, fountains and the type and size of plant and paving material in open spaces. It is these details of the city that make it comprehensible and comfortable to all of us. In Louisville it is important to seek a very special character that is evocative of the values and way of life of a very special city. Louisvillians wish to “benefit from the vibrancy of city life, and the human comfort of life in the towns of America.” Therefore these principles must be followed:

1. Different areas of Downtown have distinct architectural identities. These identities must be maintained, and their differences must be made clear. They will be referred to as “districts” in this plan.
2. Open spaces—both public and private—must be intentionally designed and located for clearly understood purposes and uses. This premise applies to those spaces which are contained by surrounding buildings as well as to those which surround the buildings in a campus-like way.
3. Buildings must be designed to respond to their settings and to the scale which is appropriate for the setting. Three basic buildings types

can be identified: taller forms which are built to the streetwall, contain open spaces and respond directly to the human scale; smaller buildings which also are built to the streetwall, contain spaces, and are on a human scale; and finally, those buildings which are set apart in campus-like open spaces.

Compactness

In order to promote a lively and active pedestrian environment within Downtown, the central core area must be developed in a compact walkable form. This compactness will put more people on the sidewalks, support the retail businesses of the area, and fulfill the two goals of making a vibrant city and yet benefiting from the human comfort of a small town.

Functional Areas

Certain uses are clustered in specific areas of Downtown, in patterns that overlap the boundaries of the architectural districts. The districts, on the whole, will be mixed-use areas; however, these various functional areas must be maintained and contained to develop a necessary critical mass of activity.

This applies primarily to retail, cultural, entertainment, housing, government and medical uses. The result will be a richness and variety that permit great flexibility in the future growth of Downtown.

Linkages

Within a Downtown diverse with areas of architectural distinction and of critical masses of single-use activity, connections—or linkages—must be developed between the parts. It is essential that Downtown, in spite of its diversity, be understood as a single, vibrant place. Therefore, these linkages will be both physical, in terms of movement, and symbolic, in terms of what can be seen and understood.

Opportunities for Growth

Forecasts

Short (three to five years) and long-range (five to 10 years) forecasts for office, retail, housing and hotel growth have been developed through an extensive assessment of both downtown and regional demographic and economic conditions, trends and opportunities. The forecasts were produced by the national consulting firm of Halcyon, Ltd., in conjunction with LCA, the Office of Downtown Development, Waterfront Development Corporation, University of Louisville, local economic development professionals and downtown stakeholders.

The planning forecasts are based on a number of assumptions related to employment growth, education, livability, regional accessibility, air service improvements and public policies. Consumer attitudes developed as part of a

The Plan has identified five areas where potential development and revitalization opportunities are concentrated.

metropolitan-wide survey were also considered. Recent reports and recommendations related to convention, cultural and medical growth opportunities have also shaped the following forecasts.

Office Space

Total office space absorption between 1990 and the year 2000 could reach 3.4 million square feet and employment could increase by 14,000 workers.

Convention and Hotel Facilities

The number and duration of convention visitors will continue to increase through management, marketing, physical improvements and the expansion of Commonwealth Convention Center. Increases in convention attendance, business travelers, cultural attractions and tourism will be vital to growth in retail sales, hotel room nights, restaurants and entertainment attractions.

Hotel and motel occupancies for existing core facilities will increase to 69 percent by the early 1990s and between 73 and 86 percent by the year 2000.

Housing

The current inventory of market-rate housing units located in and near Downtown will increase by 74 to 98 percent over the next decade. A total of 1,700 new units could be added.

Retailing

Total annual sales over the next decade may increase by 64 percent, and annual sales are estimated to reach \$244 to \$319 million. Total supportable retail space for general merchandise, convenience, restaurant and entertainment uses will reach 1.3 to 1.7 million square feet.

Cultural Facilities and Performing Arts

Cultural facilities and the performing arts, which attracted just under 2,000,000 visitors in 1988, are important business generators. The further concentration of cultural facilities and activities will attract conventions and visitors, support retailing and entertainment establishments, attract employment, expand hotel and motel room occupancy and improve Downtown's vitality and livability.

Medical Center

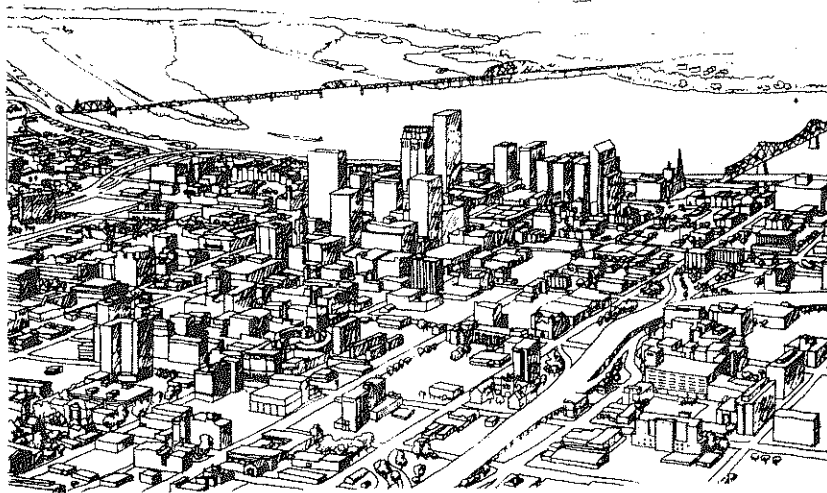
Over a period of three short decades, the Louisville Medical Center has evolved into a regionally and nationally recognized hub of health care, research and education. A total of \$51 million dollars in new investment is either underway, committed or proposed. Medical Center growth, the attraction of allied forms of development and stronger connections between the Medical Center and the Downtown Core will continue through physical expansion, improved accessibility, marketing and environmental improvements.

Focus Areas

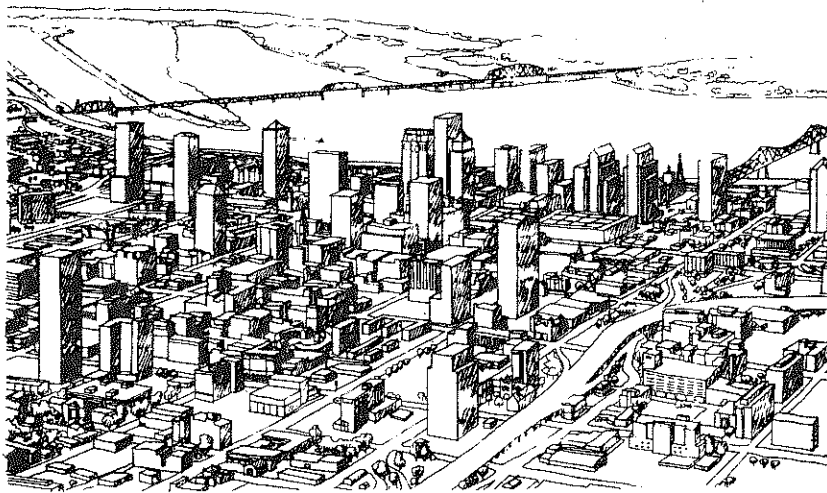
The Plan has identified five areas where potential development and revitalization opportunities are concentrated.

The five focus areas include the following:

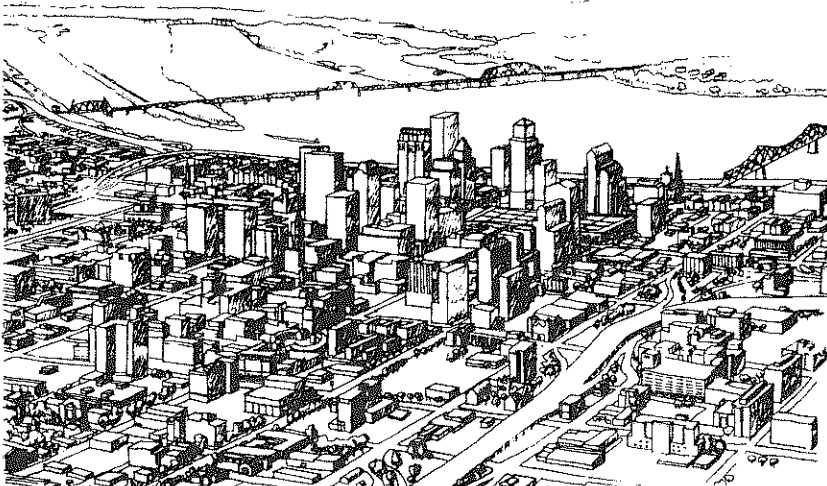
- Galleria-Commonwealth Convention Center.
- West Main Street Cultural District.
- Founders Square with a design plan for the Square.
- Chestnut Street-500 Block of Fourth Avenue, which will update existing urban renewal and Broadway plans.
- The University of Louisville plays a central and cohesive role in the Medical Center in terms of its mission, physical location and functional relationships with the hospitals and health-care providers. The expansion and improvement of the University's facilities, including General Hospital, should reinforce the University's important role through design, scale, massing, open space, pedestrian and functional orientations on the site bounded by Abraham Flexner Way, Preston Street, Chestnut Street and Floyd Street.



Current view of Downtown



View if current development trend continues



View of Plan development

Summary of Recommendations

A Look at Louisville Tomorrow

The following is a summary of key recommendations advanced by the Plan.

Urban Design

The Plan's urban design principles and recommendations address the following:

- Seven specific districts are defined, based on building and open-space characteristics.
- The concept of establishing linkages or connections between districts and functional areas or activity centers is advanced through pedestrian, traffic, transit, building continuity, use, lighting and related guidelines.
- Open-space types, treatments and improvements for existing and future parks, plazas, squares, garden-plazas, campuses and streets are defined.
- Characteristics of building forms, such as height and intensity, are recommended.

Zoning

Opportunities for future development in Downtown Louisville, as viewed solely under current zoning regulations, particularly under C-3 zoning, are essentially

unlimited and widely dispersed. Unlimited and unguided growth represents an unstructured downtown development policy that places public officials in a reactionary posture when attempting to attract or influence growth.

The Plan's forecasts and recommendations for growth and development will be accomplished by future zoning that will not only support significant new development but also assist in attracting and securing new development.

The zoning concept will focus on the following:

- A concentrated and revised commercial Core District.
- Establishing revisions, where warranted, to existing waterfront base zoning regulations and overlay guidelines to reflect the future master plan.
- Defining a new zoning district for the South of Broadway area that will guide future growth within the goals and principles defined by the Plan and the Broadway Renaissance, including provisions for housing.
- A Medical Center zone that replaces the mixed pattern of existing districts to support growth in health-care, education, research and medical facility development.

Revitalization, rehabilitation and new construction must continue in the surrounding neighborhoods. Decent and affordable housing must remain a high priority.

- A Main Street zone that will reinforce future cultural district revitalization, commercial development, preservation objectives and waterfront views and linkages.
- Neighborhood transition zoning, e.g., between Downtown and Old Louisville, that will support and guide future growth and revitalization compatible with Downtown and neighborhood development objectives.

Historic Preservation

The Plan has identified properties that are currently designated as local landmarks, on the National Register of Historic Places, determined eligible for National Register designation or exhibit significant historic and architectural characteristics. The Landmarks Commission, in conjunction with Preservation Alliance, should initiate the legislated process to determine local landmark status and designations.

Improvement and Expansion of Commonwealth Convention Center

- Add a minimum of 30,000 to 50,000 square feet of ballroom and meeting space.
- Conduct a feasibility study for expanding the Center on the Savoy parking lot beyond the minimum recommended to attract larger regional and national conventions.

- Improve the exterior facade and pedestrian environment surrounding the Center.
- Explore the potential for incorporating telecommunication facilities, retailing on Fourth Avenue, parking and entertainment facilities, including a movie theater, as part of the expansion feasibility study.

Hotel

- A 200- to 250-room (minimum) convention-quality hotel should be developed either in the 200 block of Fourth Avenue or as part of the eastern expansion of the Convention Center.
- A 150-room hotel should be developed as part of the long-range Waterfront Plan.

Housing

Future market-rate housing will be developed in the following locations:

- 200-to 250-unit second phase of Crescent Centre.
- 300 to 500 units as part of the eastern Waterfront Master Plan and possibly along the western Waterfront near Sixth and Seventh Streets.
- Rehabilitation of upper-story space along Main Street as part of the Cultural District.

- New construction and rehabilitation south of Broadway to provide a residential connection between Downtown and Old Louisville.
- Adaptive reuse of the former YWCA and new construction along Chestnut Street between the Core and the Medical Center.

Revitalization, rehabilitation and new construction must continue in the surrounding neighborhoods. Decent and affordable housing must remain a high priority. The issues of density, safety and the quality of public-housing living environments within or near Downtown must continue to be addressed by the Housing Authority and private housing providers.

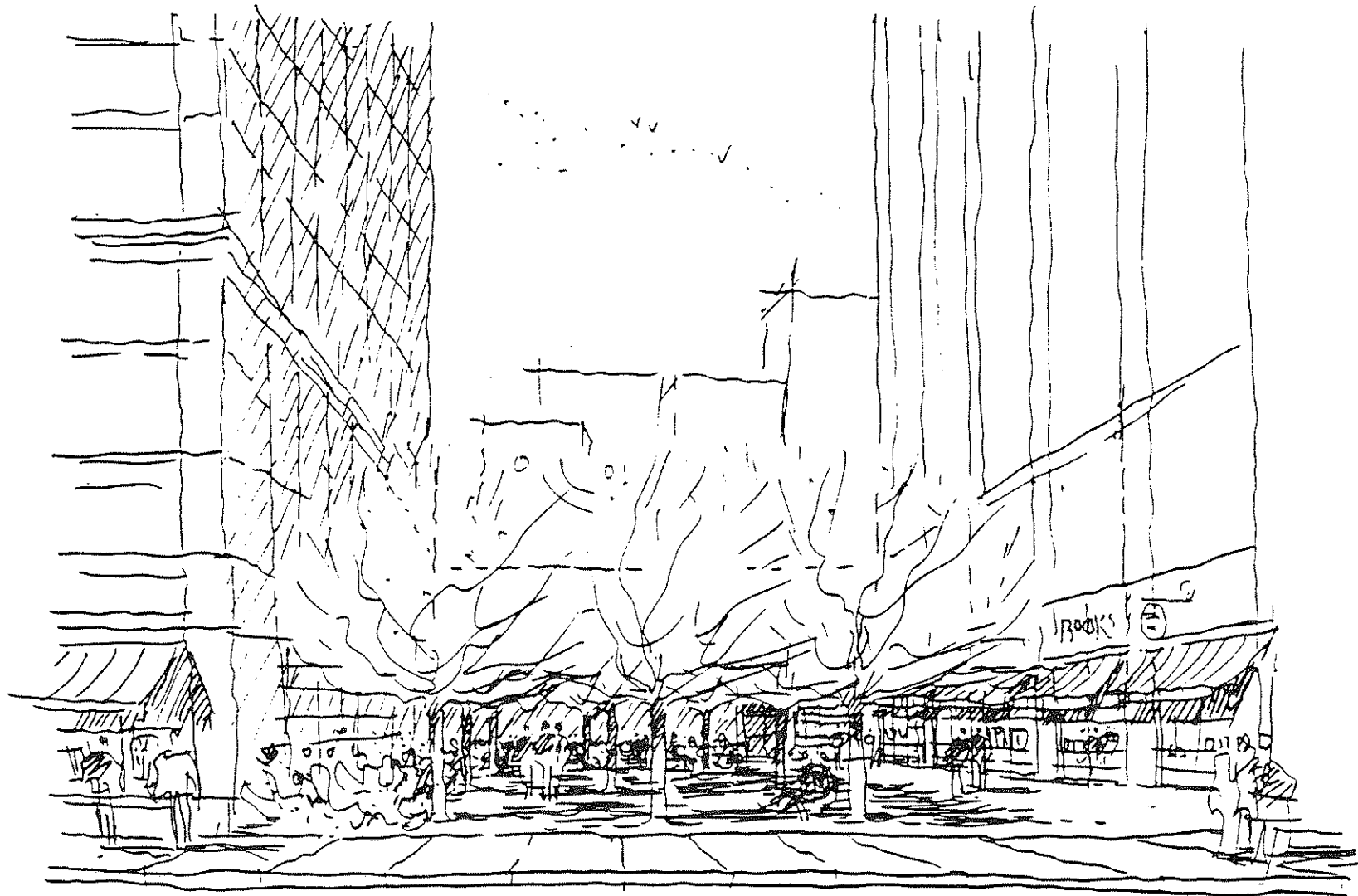
Retail Strategy

The Plan's retail strategy focuses primarily on the Galleria and Fourth Avenue between Guthrie and Market to strengthen Downtown's retailing mix and environment.

Short-range actions must focus on strengthening the Galleria through:

- Interior and pedestrian improvements.
- Tenant mix, retention and recruitment.
- Advertising, promotions and sales.
- Additional and nearby short-term parking.

View of Garden Plaza



The Plan also recommends that streetscape and facade improvements be coupled with zoning requirements to maintain and re-establish retail at street level in order to provide an attractive and active shopping environment.

Longer-range actions will include the attraction of a third department store of between 50,000 and 100,000 square feet, or a concentration of unique retailers either attached to or adjacent to the Galleria to establish a local and regional retail identity.

Convenience retailing and services will be incorporated at the ground level of existing and future office and housing developments.

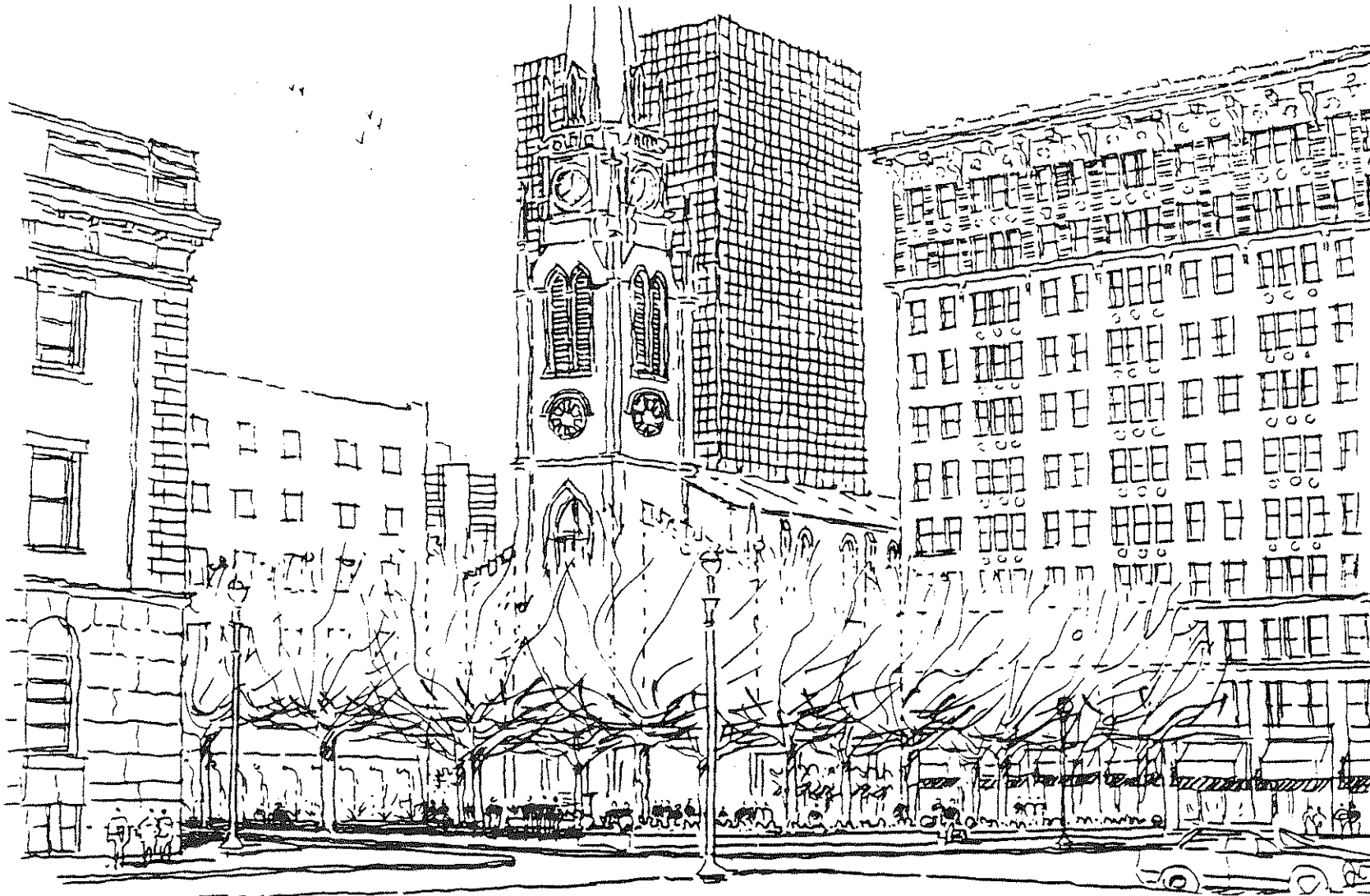
Restaurants, cafés and entertainment establishments should be focused on Main Street, Theater Square, along Fourth Avenue and near the Convention Center.

The Waterfront Master Plan will incorporate additional restaurant, café and entertainment establishments. The 100 block of Main Street presents an important opportunity for these uses.

Cultural District and Facilities

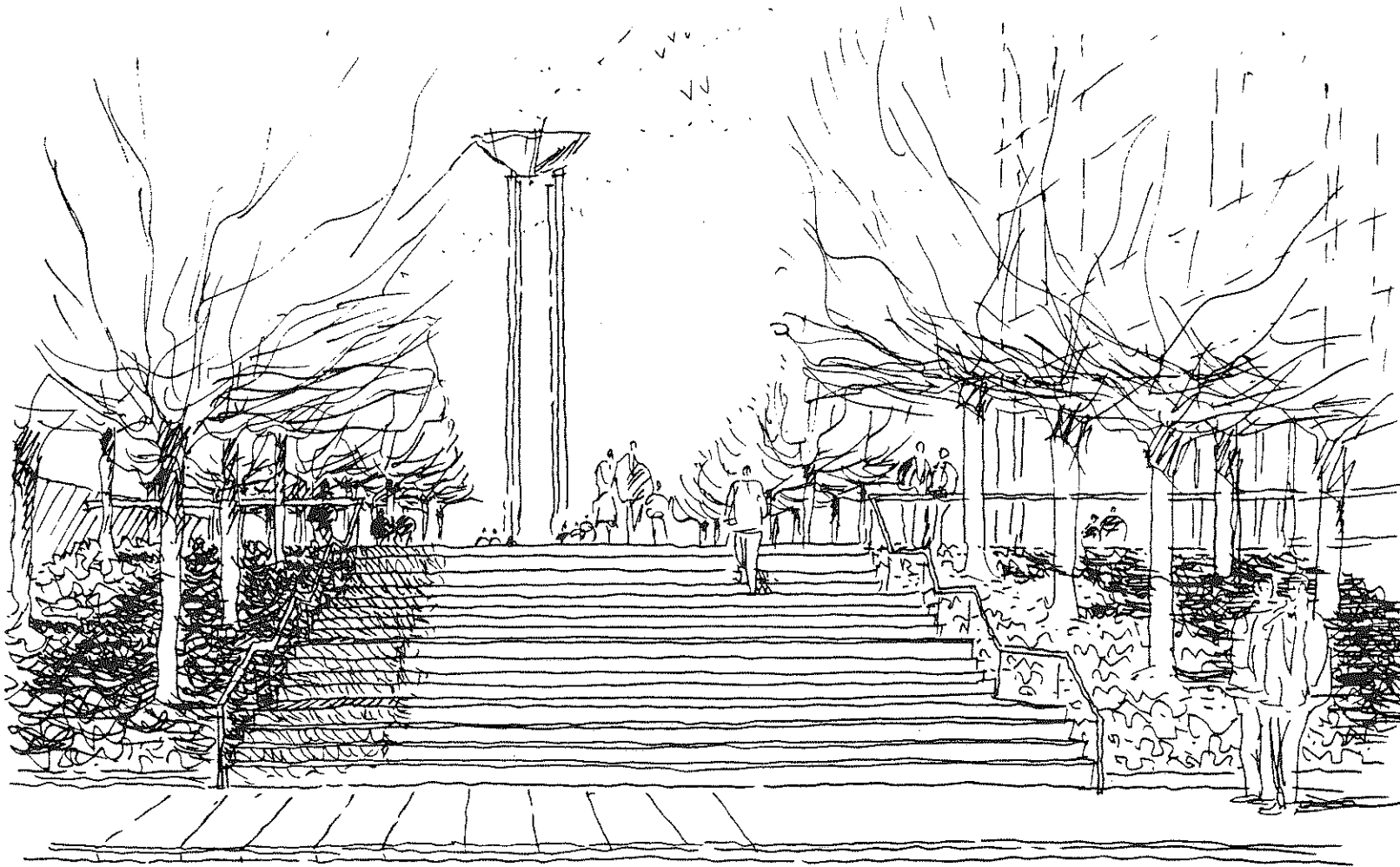
- Main Street, essentially between Third and Ninth Streets, will be strengthened as the regional center of cultural facilities including both visual and performing arts. Establishing and reinforcing Cultural District anchors at Third and Eighth Streets will be important.

Founders Square



- Upper-story housing construction, rehabilitation and specialty retailing at street level along Main Street will provide a vital and special identity.
- Parking additions on Market Street and improved facilities north of Main Street with waterfront access will be of both short- and long-range importance.
- Theater Square will continue to be the focal point for Broadway's revitalization. Additional housing development will be combined with efforts to further street-level retail, restaurant and entertainment activities, including expanded utilization of the Macauley Theatre and the reopening of the Palace Theatre.
- The Louisville Free Public Library should be more accessible and visible from Broadway.
- Louisville Gardens will attract an even greater number and variety of events and activities through marketing and improvement strategies. Louisville Gardens and Founders Square have important visual, physical and functional relationships that should be reinforced through a redesign of the Square and Armory Place.

Riverfront Plaza/Belvedere—Fifth and Main Access



Waterfront Master Plan

A Master Plan for the Downtown Louisville Waterfront will be completed in 1991. The Master Plan will stem from the Downtown Plan and advance more specific recommendations. The Waterfront Master Plan will primarily encompass the area north of Main Street and east of the Clark Memorial Bridge.

The Master Plan's program will focus on parkland, festival space, wharf improvements, recreation activities and public attractions to establish a special district to complement the core area.

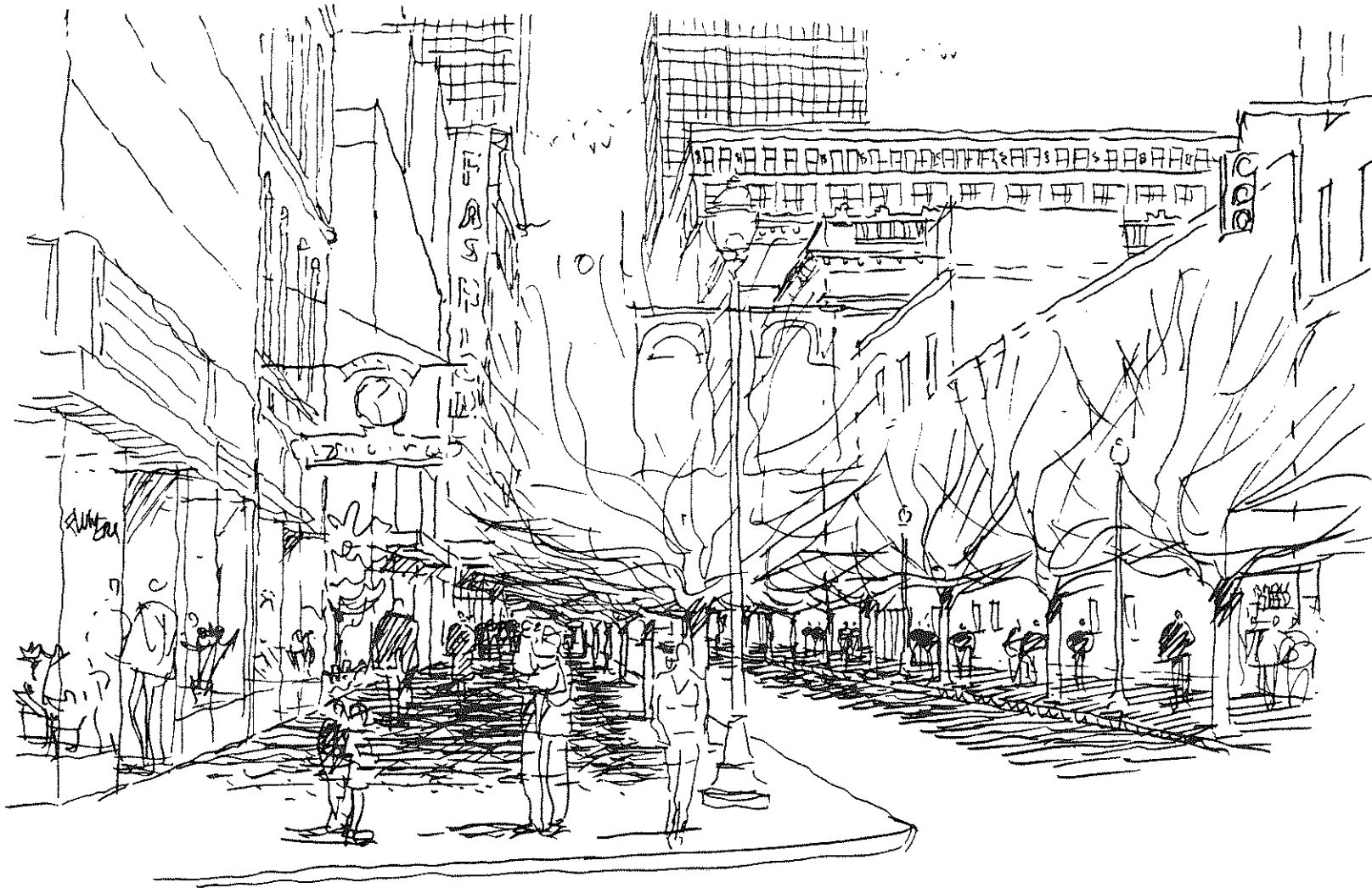
Flood control and transportation improvements, including regional (I-64) and local (River Road) access improvements, must be considered in terms of their impacts on the Waterfront and other downtown districts. Reuniting the Waterfront to the Core and Main Street is assigned a high priority.

Open Space

Improvements to Downtown's existing public spaces and the addition of new intentionally designed and appropriately located public spaces and street amenities will occur.

- Founders Square will be redesigned to form a central place to complement adjoining development and revitalization projects at the Cathedral of the Assumption and Louisville Gardens.

The Green Grid: View of a Shaded Sidewalk



- Plazas such as the one at Fifth and Market could become even more attractive through seating, a café, landscaping, public art and other improvements.
- The Riverfront Plaza/Belvedere should have improved and accentuated lighting and pedestrian access from the wharf and Fifth Street and, in the long term, will be redesigned to reflect their potential new roles resulting from Core, Waterfront and Cultural District objectives.
- Locations and guidelines for designing future core area public spaces as gardens and garden plazas are defined. Consistent with the goal of creating a compact core, these new open spaces should not be large and generally should be limited to one space per block.
- Guidelines for reinforcing campus-like open-space settings in the Medical Center and West Downtown districts are defined.

Parks and Parkways

Louisville's tradition of Olmsted parks and parkways will be complemented by the following recommendations:

- The Plan supports the concept of establishing a major waterfront park as a new jewel to complement the Olmsted necklace.

View of Second Street Parkway



- The Plan also advances the possibility of linking the park to the city-wide Olmsted park and parkway system by establishing River Road as a parkway and improving Second Street as a parkway-like connection between Broadway and the Waterfront. Landscaping, lighting, building design and rehabilitation and pedestrian and traffic improvements at Second and Main Streets will complement the Clark Memorial Bridge lighting project.
- The eastbound and westbound I-64 ramps, in conjunction with Roy Wilkins Avenue and the proposed Ninth Street extension to Seventh Street, will incorporate landscaping to link Algonquin Parkway to Downtown.
- A green grid of downtown streets will continue to emerge through street tree planting and maintenance strategies. Special attention will continue to be given to streets that either serve as linkages between downtown districts or provide local neighborhood connections, such as Fourth Street to Old Louisville and Central Park, and Broadway between the Highlands and West End neighborhoods.
- Additional landscaping treatments for the I-65 and I-64 rights-of-way will create green gateways and edges.

Establish River Road as a parkway through landscaping, building setbacks, design treatments or right-of-way additions. New connections between Main Street and River Road should be incorporated as part of the Waterfront Master Plan.

Traffic

The Plan's recommendations to maintain and improve downtown traffic circulation and air quality focus on both short-term and ongoing traffic management strategies and long-term capital intensive improvements.

Air quality and the short-term level of traffic capacity provided by the downtown one-way grid can be maintained and improved through ongoing traffic analysis; parking facility siting and design; on-street parking enforcement; loading/unloading and lane closure review and enforcement; signalization improvements; signage; lane markings and greater TARC utilization.

The following long-term regional and local access improvements are proposed, but will require further study in conjunction with the waterfront planning effort and Convention Center expansion study to be completed in 1991:

- Extend and improve the downtown street grid north of Main Street and east of the Clark Bridge.
- Improve and extend Clay Street south from River Road to connect with Main Street and the extended and improved waterfront street grid.
- Establish River Road as a parkway through landscaping, building setbacks, design treatments or right-of-way additions. New connections between Main Street and River Road should be incorporated as part of the Waterfront Master Plan.
- Consider the feasibility and impact of the redesign or relocation of the eastbound I-64 access ramp at Bingham Way.

- Introduce a new exit ramp from I-64 to River Road at either Floyd or Preston Street to provide relief for the Third Street and Jefferson Street ramps.
- Investigate the feasibility of an additional exit ramp from southbound I-65 at Brook and Liberty Streets.
- Complete the Ninth Street extension between Roy Wilkins Avenue and Magnolia Avenue.

Parking

A parking plan and supporting policies for Downtown must be adopted. The Plan must focus on the following recommendations:

- Future long-term public parking facilities must be sited around the perimeter of the Core or in peripheral locations to reduce future traffic congestion. Perimeter parking facilities must be within walking distance and connected by transit service to surrounding district destinations.
- Surface parking in the Core and along major streets such as Fourth, Main and Chestnut should be phased out and replaced by future development.
- Existing surface parking should incorporate landscaping or well-designed screening.

- Peripheral long-term parking should be primarily located at the eastern and southern approaches to Downtown.
- As future long-term perimeter and peripheral parking facilities are provided, street-level and lower-level ramps of core area parking facilities should be restricted to three-hour-or-less parking to support downtown retailing and visitor traffic.
- Future zoning district requirements will address parking lot and facility siting and design issues.
- Parking garages must be designed to incorporate retail and service uses at street level.
- Increase CityPark and related parking promotional efforts directed at retail customers, visitors and workers.
- Centralized parking management, maintenance and enforcement for both on- and off-street parking facilities will be important.

Transit

Public transit recommendations include the following:

- TARC must continue its efforts to increase transit ridership through systemwide improvements, express commuter service, marketing, park-and-ride programs and coordinated transit, parking and traffic policies.

The Plan's Implementation chapter describes each strategy in terms of its purpose, objectives, responsibilities and timing. An implementation committee, including members of the Mayor's Policy Committee, will be convened during 1990 and 1991 to guide the initial strategies.

- The construction of a downtown transfer center should be considered as part of the feasibility study for expanding Commonwealth Convention Center. The transfer center should serve the Trolley and downtown circulators and transit service to the Fairgrounds and Standiford Field.
- Public transit connections between Downtown, the Convention Center and south central Louisville activity centers, such as the Fairgrounds, University of Louisville and Standiford Field, must be explored.
- The feasibility of extending the Trolley east as part of the Waterfront Master Plan and south to the Louisville Free Public Library should be considered.
- A single circulator service that will connect each of Downtown's special districts and peripheral shared parking facilities should be studied for long-term implementation. In the short term, additional marketing and service improvements should be considered for the existing Medical Center and Main Street circulators.

Implementation

The Plan advances the following key implementation strategies:

- The creation of new development financing strategies and programs.

- A new zoning code, particularly for the Core, Broadway and West Main Street Districts.
- The adoption of urban design guidelines and a development review mechanism.
- Building preservation through financial and technical assistance, National Register nominations and local Landmark designations.
- Capital improvement programs for short- and long-range traffic improvements and public works projects.
- The establishment of a management or special assessment district for maintenance, marketing and security services.
- A retail strategy aimed at retail retention, attraction and Galleria improvements.
- A comprehensive street tree and landscaping maintenance and improvement program.
- Revisions to the existing streetscape guidelines for sidewalks, lighting, banners, signage and street furniture.
- An open-space design and improvement plan as part of the overall capital improvement program.
- Feasibility, financial and design strategies for the expansion of Commonwealth Convention Center.

- Parking management and improvement strategies.
- Transit service improvements.
- Central neighborhood plan updates and revitalization strategies.

The Plan's Implementation chapter describes each strategy in terms of its purpose, objectives, responsibilities and timing. An implementation committee, including members of the Mayor's Policy Committee, will be convened during 1990 and 1991 to guide the initial strategies.

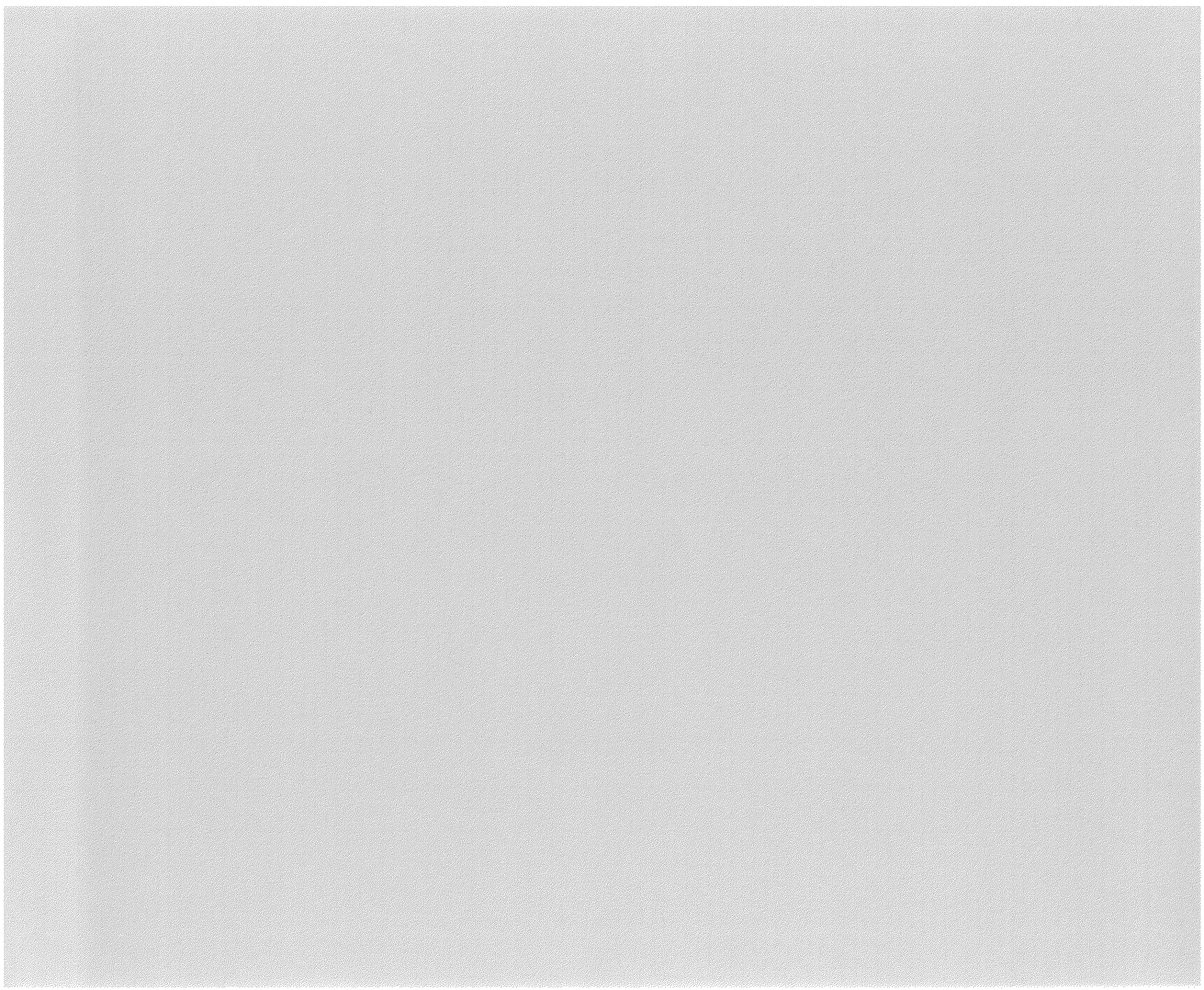
The Plan itself will not be a static document. Periodic adjustments and revisions will be made over time within the overall framework of goals, principles and recommendations.

- The Plan's data base will be maintained and refined to serve decision-makers as part of a county-wide Geographic Information System now under development.
- The Plan's data base will serve as the basis for developing an annual report of Downtown's economic and environmental indicators.
- An annual report of downtown development accomplishments and priorities will be produced by the Downtown Development Corporation.

Historical Development

Historical Development Pattern

Past Plans



Historical Development

Louisville's founding and its first 100 years of growth were tied to the river. . . . The river was the primary source of transportation and commerce, and correspondingly physical growth followed the river.

Historical Development Pattern

As with most fortuitous events, there was a bit of luck, logic and foresight in the founding of Louisville. Because of dangerous rapids at what is now the City of Louisville, transshipment of goods around the rough water was necessary. The Falls of the Ohio presented a natural place for a new western settlement. The pool above the Falls was calm, and a

natural harbor and flat land for settlement existed on the southern bank of the river.

In 1778 Lt. Col. George Rogers Clark arrived with a small contingent of soldiers and citizens to found the new Town of Louisville, first on Corn Island and soon after at Fort-on-Shore at the foot of what is now Twelfth Street.

Clark's mission was military in nature, and the founding of Louisville—although

a planned occurrence—was a by-product of what was a larger scheme.

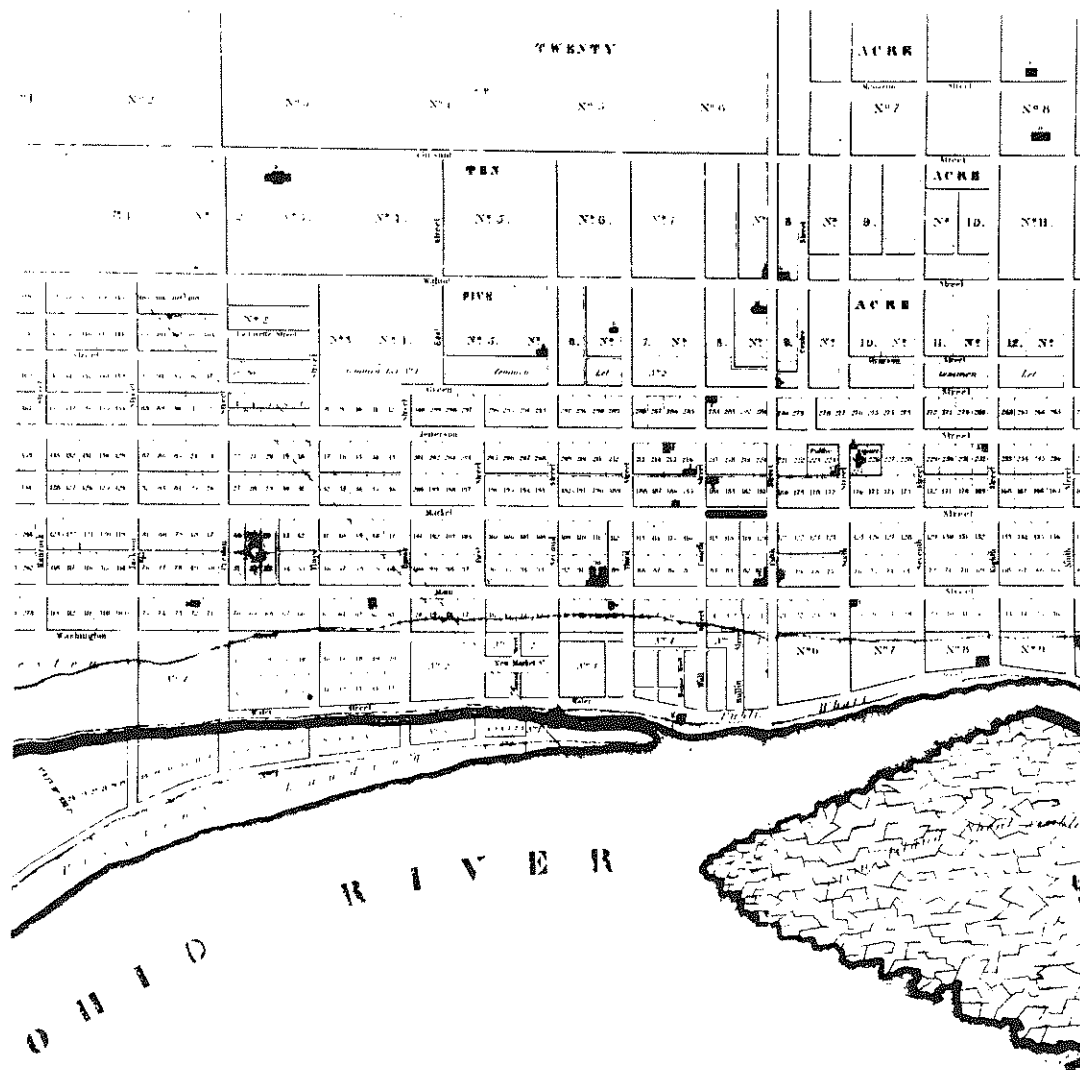
Establishing the Grid

Louisville's founding and its first 100 years of growth were tied to the river. The Ohio River was a willing path for westward expansion, and Louisville was to be an important milepost. The river was the primary source of transportation and commerce; correspondingly physical growth followed the river.

The 1791 plan for Louisville showed a simple grid pattern on an east/west axis with the river. Three 90-foot-wide streets—Main, Market and Jefferson—ran east/west, parallel to the river, and were followed by 60-foot-wide Green (later Liberty) Street. Numbered streets, also with a width of 60 feet, ran north/south, perpendicular to the Ohio. Commercial activity was concentrated close to the water's edge on Main Street.

Main and Market

By 1830, Louisville—with a population over 10,000—was Kentucky's largest city. Onset of the steamboat era, opening of the Louisville and Portland Canal, and founding of the banking and manufacturing industries signaled a period of rapid physical and commercial expansion. Downtown and Louisville's boundaries stretched southward to Prather Street (later Broadway), eastward to Beargrass Creek and westward to Twelfth Street.



An 1831 plan for Louisville showing the layout of the street grid.

Yet even with this fast-paced growth, the city and Downtown were a compact unit of two-to-three-story buildings, where people lived and worked in close proximity. Main and Market Streets remained the heart of the city, the center of activity.

Street Car Suburbs

With the 1860 founding of the Louisville & Nashville Railroad and construction of the Ohio River Railroad Bridge in 1870, Louisville burst to the forefront of the railroad industry. Technological innovations in transportation and building methods were changing the look and sense of Downtown. Increased mobility and immigration spurred expansion, pushing development outwards to the west to the Russell neighborhood, south to Old Louisville, east to Phoenix Hill and southeast to Germantown.

The center city remained a bustling place to live and work, but the orientation of the city was changing. With the rise of railroads, the river—and in turn Main and Market Streets—began to lose importance as commercial and transportation lifelines.

Skyscrapers and Olmsted

As the turn of the century approached, Louisville continued to be engulfed in change. The rate of technological change in the mid-to-late-1800s had not slowed. Exciting building methods and early efforts at city planning were making a profound imprint on the cityscape.

During the 1890s Louisville saw its first “skyscraper” at the northwest corner of Fourth and Main and witnessed the birth of one of the city’s dearest possessions—a park and parkway system designed by Frederick Law Olmsted. With development of the streetcar and park system, the city experienced the emergence of its first true suburbs. Development followed the streetcar lines, east along Frankfort Avenue to Crescent Hill, out Broadway to the Highlands, and south along Second and Fourth Streets to Old Louisville and South Louisville. The city fathers and Olmsted combined good access and scenic beauty to create luxurious new neighborhoods.

This movement at the city’s edges was mirrored in the Core: Downtown’s activity center was shifting in a south-central direction from Main Street to Fourth Street.

Fabulous Fourth Street and the Magic Corner

For the first quarter of the 20th Century, Louisville continued the expansion that had typified the late 1800s. Like the rest of America, Louisville felt a surge of growth following World War I. The city was growing, industry was thriving and advances in auto, air and transit services were nurturing an increasingly mobile population.

During this period of growth and success, two changes in particular had the most significant effect on the look and feel of the center city—one immediate and the

other a more gradual transformation. First, the Second Street Bridge opened in 1926, forming the first vehicular link across the Ohio River at Louisville. Second, by the 1920s the intersection of Fourth Avenue and Broadway—the so-called “magic corner”—had become the heart of the city. With movement of the city’s activity center south from Fourth and Main Streets to Fourth and Broadway, Downtown—literally and figuratively—was turning away from its historical and commercial links to the Ohio River.

Depression, Recovery and Urban Renewal

The growth and prosperity of the early 1920s was halted with the Great Depression. Recovery from the economic downturn was slow, and for impoverished residential neighborhoods flanking the Fourth Avenue Core, the 1940s and 1950s



The Magic Corner, Fourth & Broadway, 1946.

Development projects of the last 10 to 20 years have taken Downtown and Louisville nearly full circle. . . . Louisville [is] returning to Main Street and the river.

brought no sign of recovery. The city's overall economy was boosted by the pre- and post-World War II production periods, yet these benefits were felt mainly outside the central business district.

Suburbanization was taking hold. Grandiose expressway plans of the '40s, '50s and '60s were envisioned to bring throngs of shoppers and businesses to Downtown. They did just the opposite, drawing businesses, shoppers and residents away from Downtown. The expressways imposed an additional liability on Downtown: they served to divide—and at points sever—the central business district. The route of I-65 through Downtown was debated for almost nine years. But when finally completed in 1963, it separated the Medical Center from the body of Downtown and drew the northeastern border of the central business district.

The decades of the '50s, '60s and '70s saw numerous reactions to the physical and economic decline of the inner city and to the changing retail and financial role of Downtown relative to suburban growth. In the 1960s, Louisville—like most American cities—utilized Urban Renewal as a tool to revitalize or “suburbanize” the center city. Although many of Downtown's historic resources were lost to Urban Renewal, a good deal was gained through the process as well. The historic preservation movement emerged in the early 1970s, both as a reaction to Urban Renewal and as a recognition of the built environment as an important resource.

Vision and Partnerships—A City Reborn

At the same time, the public and private sectors were joining forces to coordinate efforts to rejuvenate Downtown through their dedication and partnership. Civic and business leaders, in cooperation with government, took a proactive role in Downtown's revitalization. The Hyatt Regency Hotel, the Galleria and The Brown Hotel and Theater Square are a few examples of such cooperative efforts.

Development projects of the last 10 to 20 years have taken Downtown and Louisville nearly full circle. The Riverfront Plaza/Belvedere, First National Tower, the Kentucky Center for the Arts, rehabilitation in the 600, 700 and 800 blocks of West Main Street, and the Humana Building provide a glimpse of the future and of the past—Louisville returning to Main Street and the river. Activity and interest on the Waterfront and Main Street are both exciting and historically familiar.



Commonwealth Convention Center (left), Galleria and Fourth Avenue, 1989.

Past Plans

Bartholomew saw Downtown Louisville historically as having an east/west orientation, facing the river.

“In the original design of the town, it was contemplated that as Louisville grew it would expand east and west. . . . For a number of years the growth took place in this direction but as population increased, the better types of residences were built to the south, and the greater buying power in that district soon exerted a pull in that direction.” (Bartholomew and Associates, 1931)

Bartholomew, 1931

From the formation of the civic-minded City Planning Committee of the Engineers and Architects Club in 1908, it took the community until 1930 to convince the State Legislature and the Governor to pass Kentucky’s first planning and zoning act. While the State was slowly acting upon the planning needs of its largest city, Louisville was plowing ahead. A full year before the

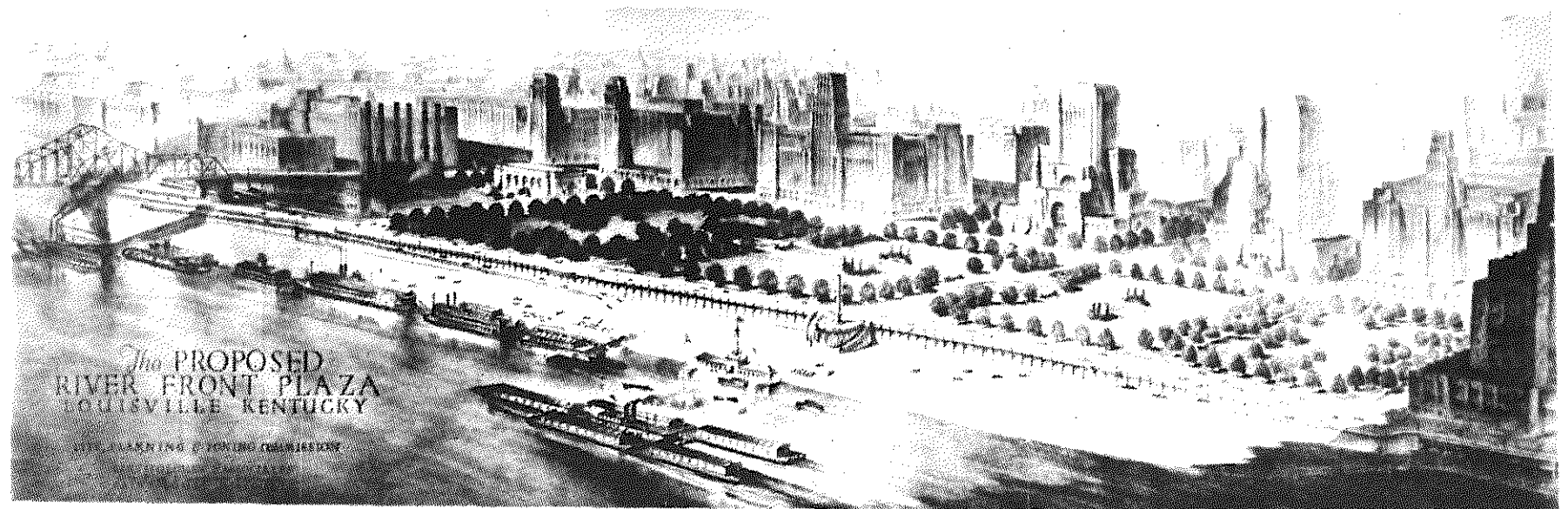
needed legislation was in place, the City Planning Commission retained the St. Louis planning, engineering and landscape architecture firm of Harland Bartholomew and Associates to prepare a plan for Louisville.

Bartholomew saw Downtown Louisville historically as having an east/west orientation, facing the river. Over time, Bartholomew noted, Downtown had lost this focus and grown south, turning its back on the Ohio River and Main Street. Bartholomew’s proposals of the 1930s recommended grand and radical changes, restoring the river to its rightful place as the city’s front door and defining a large core area or “high building district” that reached from Preston to Seventh, from Main to Broadway. Bartholomew’s lofty plans were adopted in the form of an ordinance, but only the zoning recommendations received prompt attention.

Design for Downtown, 1962

In the late 1950s city planning again came to the forefront. The war had ended and suburbs were growing at an explosive rate. The city’s population was on the decline, and the community embraced planning as a means of intervention to slow or reverse this trend. Two plans—Bartholomew and Associates’ 1957 *Comprehensive Plan for Louisville and Jefferson County* and Louisville Central Area’s 1962 *Design for Downtown*—ushered in this renewed interest in planning as a way to reshape and capture a new vitality for Downtown.

Design for Downtown looked at the city and found what Bartholomew had discovered 30 years earlier: Downtown’s focus had shifted south along Fourth Street, away from the river. But unlike the 1930 plan, the 1962 plan did not recommend reversing this southern movement reinforcing Fourth Street as



Bartholomew's 1931 proposal for a Downtown River Front Plaza.

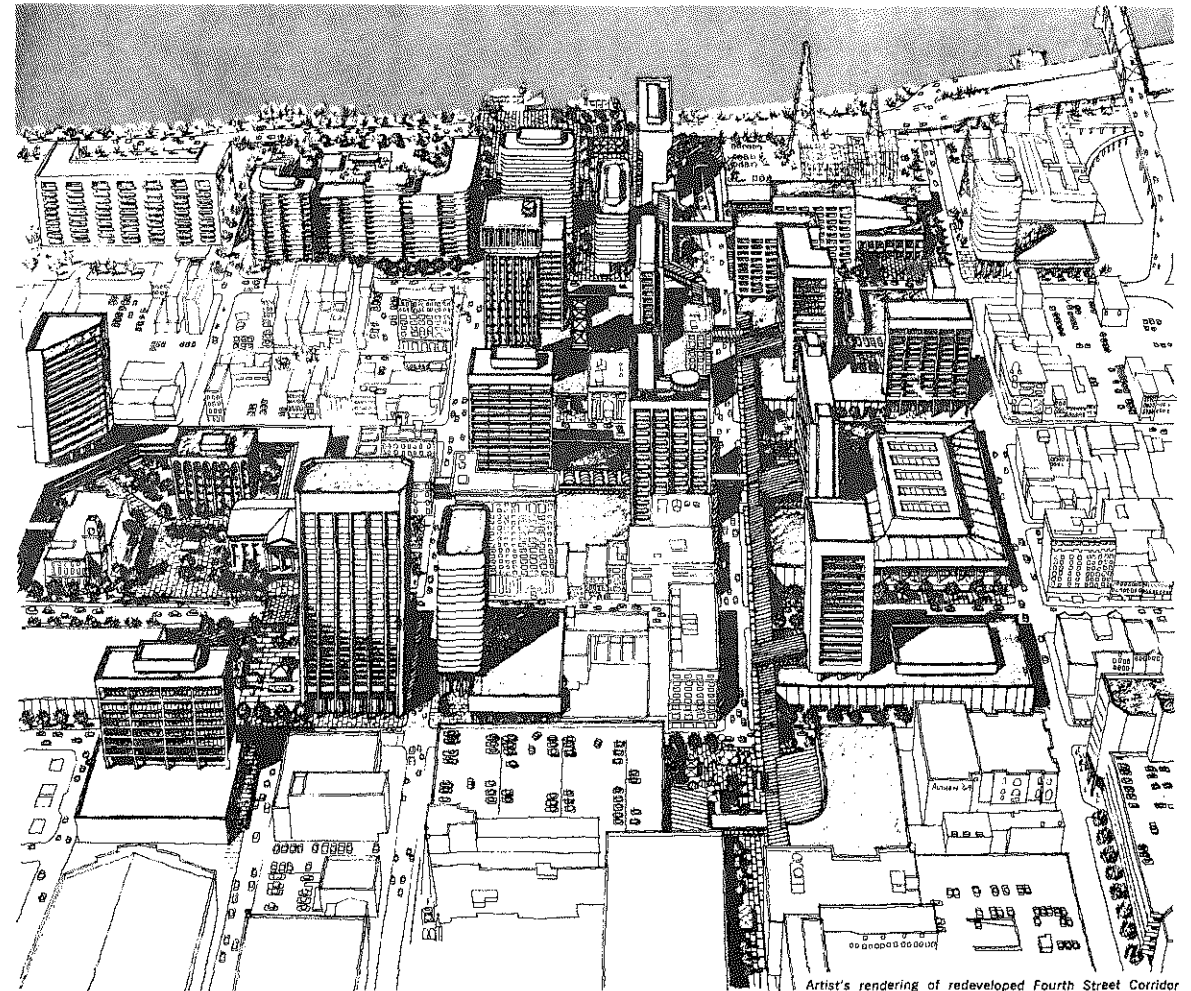
the “inner core.” This area was to be a high-intensity zone, running in a north/south direction from Market Street to Broadway. *Design for Downtown* introduced the now familiar concepts of the Fourth Street transitway, Guthrie Green and Founders Square.

Gruen envisioned the Core as a unified, concentrated, multiple-use area, with, as the plan states, “the widest variety of facilities and enterprises, in a manner where they complement and benefit each other.”

Gruen, 1969

The plan that exerted the greatest impact on the face of Downtown is Victor Gruen’s 1969 *Louisville Center City Development Program*. The Gruen report succeeded in guiding downtown growth for nearly 20 years, with many of the Program’s economic and physical objectives having been met by 1985. The Gruen report, like *Design for Downtown*, defined the “main core” as being concentrated in a north/south direction, along Fourth Avenue from Broadway to Liberty, and from Fourth towards Main in a northwest direction.

Gruen envisioned the Core as a “unified, concentrated, multiple-use” area, with—as the Program states—“the widest variety of facilities and enterprises, in a manner where they complement and benefit each other.” Transformation of Fourth Avenue into a pedestrian mall, the new convention center and luxury hotel between Liberty and Market Streets, and emphasis on creation of a modern government center were direct results of the *Center City Development Program’s* recommendations.



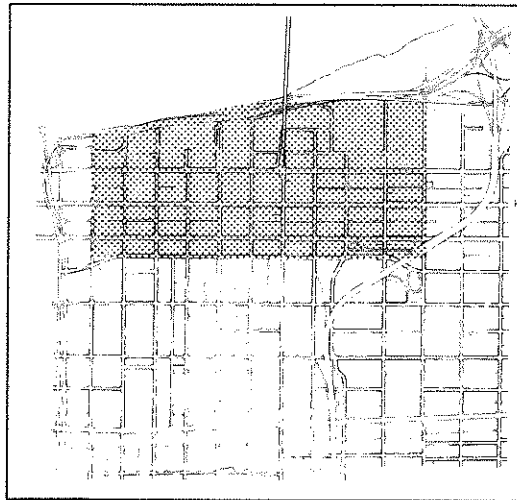
Louisville Center City Development Plan’s 1969 proposal for Downtown, looking north down Fourth Avenue.

Central Louisville Development Plan, 1982

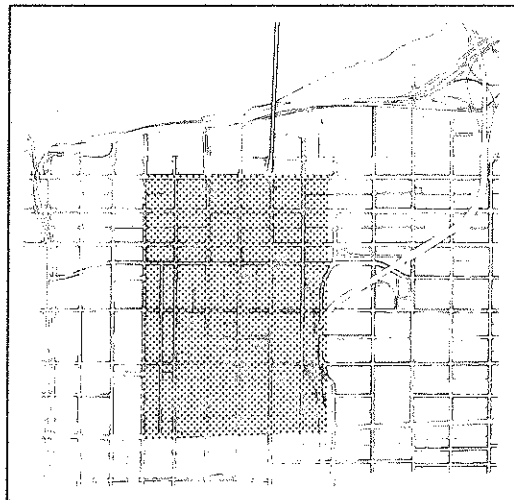
Thirteen years later, the city again decided to look at itself as a whole. In 1982 the Louisville & Jefferson County Planning Commission produced the *Central Louisville Development Plan* (CLDP), which recognized the important relationship between Downtown and

adjacent neighborhoods, and saw the need to strengthen this relationship. Residential development, within and outside the central business district, became a high priority in the 1982 plan. The CLDP was accepted and recognized as a basis for public policy governing redevelopment of Louisville’s central area.

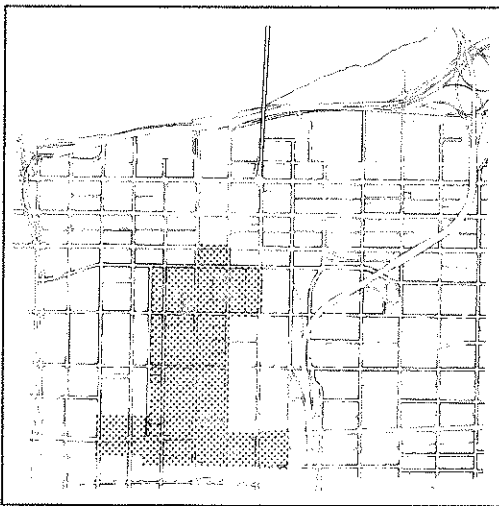
Figure 1
*Comparison of Original City with
 20th-Century Views of the Core*



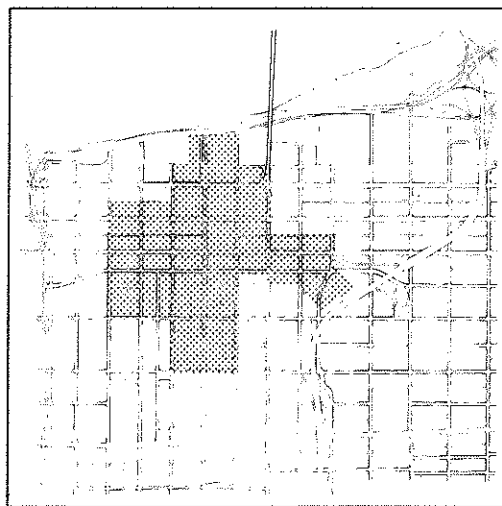
1791—Original City Plan



1927—Central Business District,
Bartholomew Plan



1969—Retail Core, *Gruen Plan*



1982—Retail, High Rise Office,
 Financial Core, *Central Louisville
 Development Plan*

Evolving Definitions of the Core

It is interesting to compare how Downtown's Core has evolved and has been defined in planning efforts over the years. The maps to the left illustrate these varying definitions of Downtown's Core.

As Bartholomew noted in his 1931 plan for Louisville, the original city had an east/west orientation, along the river. The darkened portion of the map in the upper left-hand corner of the page illustrates the city's east/west orientation in 1791. By the 1920s, Bartholomew realized the original orientation had changed drastically—Downtown's Core had assumed a north/south orientation, shifting south away from the river. As stated earlier, Bartholomew's recommendations sought to redirect this shift, pulling Downtown back toward the riverfront.

With developments such as the Galt House Hotel and the Riverfront Plaza/Belvedere, Urban Renewal plans of the '50s and '60s served to spur redevelopment of the northern sections of Downtown, especially Main Street. The 1969 Gruen report responded to this renewed interest, but Gruen did not see Main and Market Streets as part of a high-intensity Core. Gruen's "Retail Core" retained the north/south orientation, but moved further south from the river, focusing on Fourth Street and encompassing the Broadway area.

By the 1980s, development near Fifth and Main Streets had gathered momentum and the importance of the river was revived. The location of the 1982 *Central Louisville Development Plan's* "Retail, High Rise Office, Financial Core" reflected this trend and moved northward, closer to Main and Market Streets and the Ohio River. The north/south orientation was still evident, but the Core widened to encompass the government and the hotel-motel districts.

Downtown Setting and Planning Area

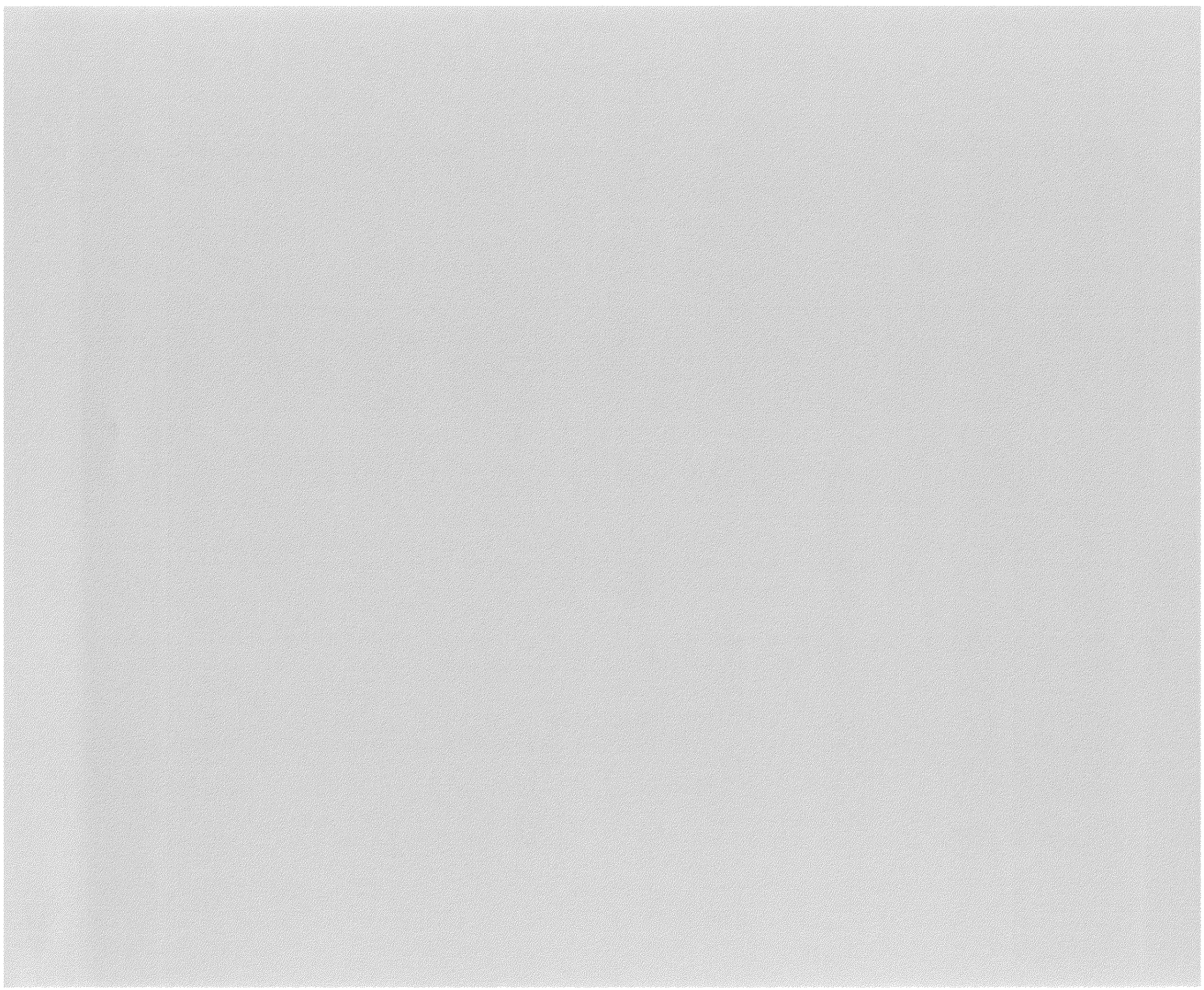
Regional, Metropolitan and Local Setting

Geography and Geology

Planning Context

Planning Area

Comparative Cities



Downtown Setting and Planning Area

Louisville takes pride in being one of America's most livable cities . . .

Regional, Metropolitan and Local Setting

Since the Civil War, Louisville has assumed the distinction of being the "Gateway to the South," the symbolic entry place for people and goods to Southern markets. In actuality, Louisville and Louisvillians, by virtue of their crossroads location, consider themselves somewhat Southern and somewhat Midwestern. Louisville takes pleasure in having many things at once—the pace and hospitality of a town, the technology, educational and artistic innovation of a city—a metropolitan area of just under one million people that is both a town and a city.

Livability

Louisville takes pride in being one of America's most livable cities, ranking eighth in the 1989 *Places Rated Almanac*.

Louisville is a city of distinctive and historic neighborhoods, with a rich blend of residential architecture, parks and open space. Dating from the 1890s, the city's park and parkway system, designed by noted landscape architect Frederick Law Olmsted, showcases Louisville's early dedication to providing amenities for its citizens.

This commitment to quality-of-life issues is evidenced 100 years after the founding of its Olmsted park system by Louisville's strong support for the arts. Louisville is home to the Kentucky Center for the Arts, the statewide center for performing arts, and to Actors Theatre of Louisville. Actors and its Humana Festival of New American Plays have won international recognition for being at the forefront of American theater.

These civic and cultural traditions, along with affordable housing, a nationally recognized medical center and

commitments to education, have brought the region an established reputation for livability and excellence.

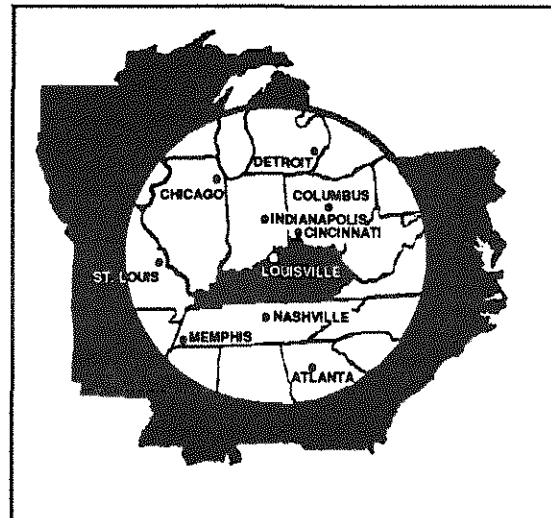
Kentucky's Largest City

With an estimated 1990 metropolitan population of 976,299 persons, Louisville is Kentucky's largest city and the state's largest metropolitan area. Located on the southern bank of the Ohio River at the Falls of the Ohio, Louisville lies in a large valley. The metropolis spills into the valley to the east, west and south, covering nearly 2,300 square miles and encompassing seven counties in Kentucky and Indiana.

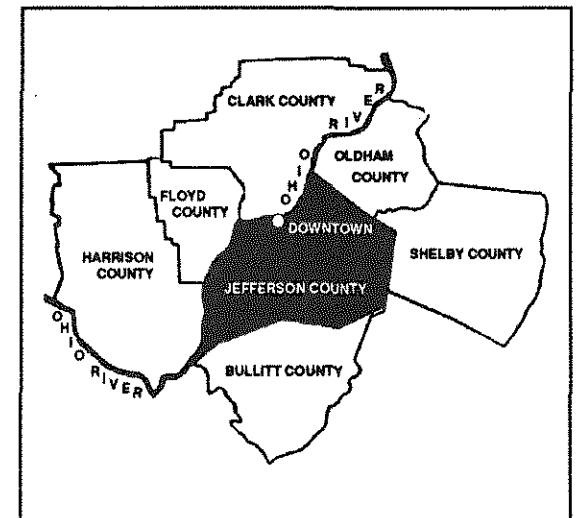
Downtown, like the metropolis in which it is situated, is spread over a large area. The valley setting offered no natural barriers to contain or focus growth, and made it convenient to push outward and expand in a southward direction, rather than develop a compact and dense city center.



National

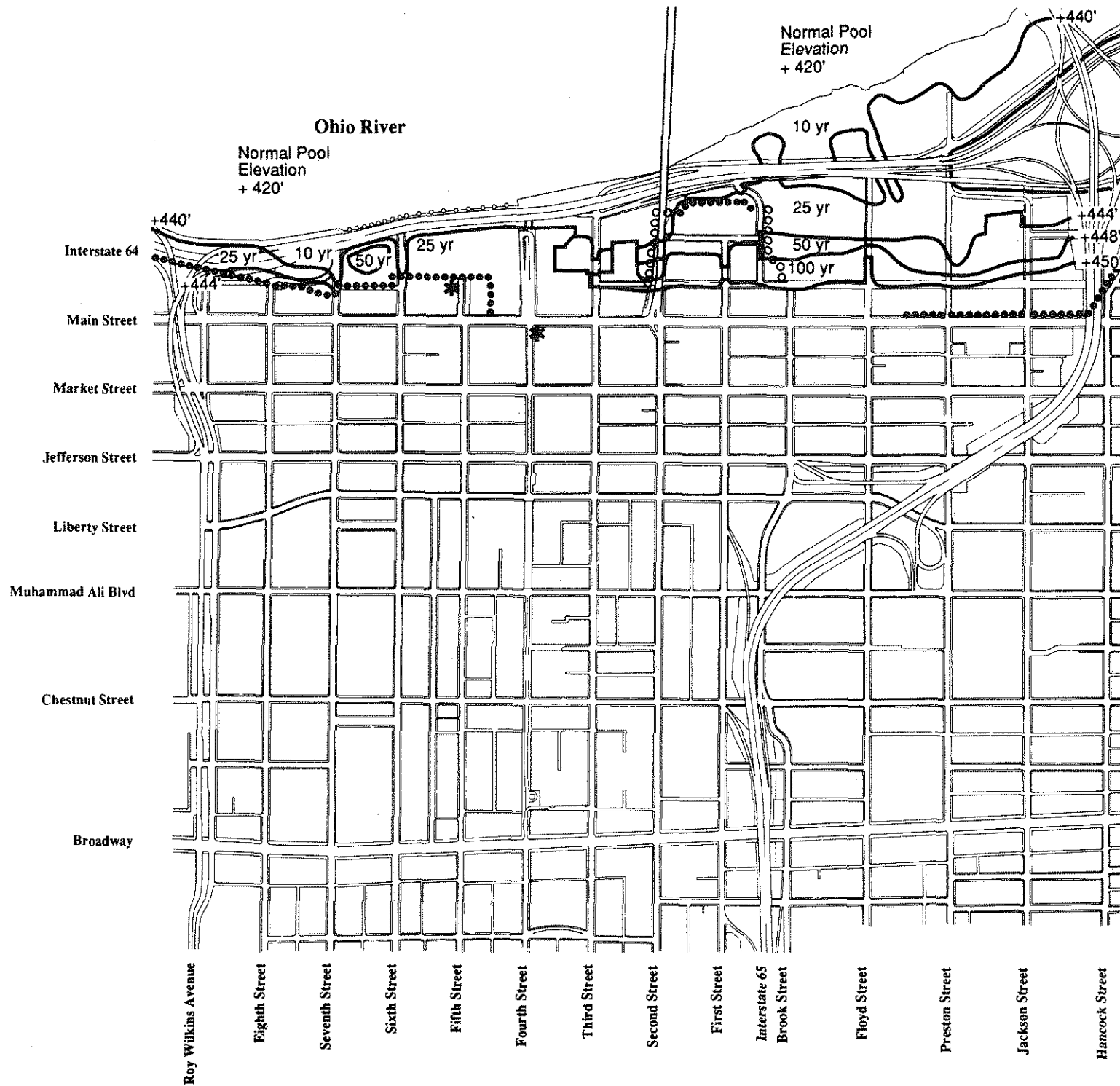


Regional



Metro

Figure 2
Floodplain



Geography and Geology

The valley that is home to metropolitan Louisville is part of an alluvial plain formed during the glacial period of the earth's development. This plain and the area's fairly unique geology provide Downtown with many benefits, as well as implications for future development.

Ohio River Floodplain

Because of Downtown's relatively flat topography and its location on the bank of one of North America's major rivers, the low-lying parts of the city are subject to the periodic floods as well as the less severe rises and falls of the Ohio River.

The land forming the riverbank is roughly level, and lies approximately 20 feet above the river's normal pool water elevation of 420 feet.

The riverbank itself is a slope of approximately 60 degrees, while the land between the riverbank and River Road is generally flat. From River Road, the topography gently slopes upward to Main Street, where the typical elevation is approximately 463 feet.

The most severe flood recorded in Louisville occurred in 1937, when the water reached an elevation of 460 feet.

- Flood Zone Elevation
- Existing Flood Wall
- Proposed Flood Wall
- * Flood Wall Pumping Plant



0 250' 500' 1000'

Figure 3
Altitude of Water Table in Downtown



Since that time the system of flood control along the Ohio River has been improved, lessening the chance of flood waters' reaching this level again. The most recent severe flood occurred in 1967, when the water reached an elevation of approximately 451 feet. The current river profile anticipates a 10-year flood level of 440 feet and a 100-year flood level of 450 feet. An additional one foot of free-board above this 100-year level results in a recommended total flood protection elevation of 451 feet.

The existing and planned flood wall system does not protect the entire Downtown. To the west, the flood wall runs at or near the Washington Street right-of-way. Here the protection system has a gap that runs east from near Fourth to Second Street. The flood wall continues on the east side of Second Street—as part of the Witherspoon parking garage—and runs eastward to Bingham Way. At this point another gap in flood protection begins and runs eastward for nearly two blocks. The eastern section of the flood wall—beginning 800 feet to the south of Bingham Way, along Main Street—runs from just west of Preston Street and continues eastward into the Butchertown neighborhood.

— 425 — Water Table Contour; hachures indicate depression (altitude of water table in October, 1988)

90 Observation Well & Number
 427.95 Altitude of Water Table (in feet above sea level)



Continued monitoring and management of the ground water level, quality and temperature, as well as continued research and development in the technological means to maximize the safe and efficient use of the aquifer, will be essential to ensuring the ongoing usefulness of this important resource.

The Alluvial Aquifer

The alluvial aquifer underlying Louisville is one of the most hidden and useful benefits of the area's geology. The aquifer provides ground water to downtown buildings for heating and cooling. Water from the aquifer is drawn through wells that are regulated by the State and County, and reviewed by the U.S. Geological Survey. The aquifer is also useful in industrial applications, most of which take place outside the downtown area.

Composed of glacial outwash, consisting mostly of sand and gravel, the aquifer reaches a thickness of as much as 130 feet in some areas. The upper part of the aquifer generally contains more sand and silt and less gravel. The glacial outwash is overlaid by 15 to 30 feet of flood-deposited sand, silt and clay and is underlaid by bedrock, consisting of limestone and shale. The accompanying cross-section generally illustrates the location and depth of each of these three layers. As is shown in the figure entitled *Altitude of Water Table in Downtown*, the close proximity of the ground water level to the surface makes it difficult to build multi-level structures below grade.

The alluvial aquifer is recharged by downward percolation of precipitation and by movement of water from the underlying and flanking bedrock. It also receives recharge from the Ohio River when the river stage is above the water table. Leakage from water and sewer lines and septic tank systems can also infiltrate the aquifer. The quality of the

aquifer is affected by these indirect sources, as well as direct sources of recharge, such as injection wells. Water is removed from the aquifer by natural discharge to the Ohio River and by withdrawals through wells.

The U.S. Geological Survey, in cooperation with the Kentucky Geological Survey, monitors water levels at over 100 sites throughout the Jefferson County portion of the aquifer. In the past the test wells have shown some variation in water levels; these variations are due to the annual precipitation and the amount of ground water being pumped from the aquifer. The degree of usage of the aquifer for heating and cooling also varies, depending on trends in architecture and construction. During the 1970s and early 1980s, use of the aquifer declined, but by the mid-1980s, a resurgence in use of the aquifer was evident.

Continued monitoring and management of the ground water level, quality and temperature, as well as continued research and development in the technological means to maximize the safe and efficient use of the aquifer, will be essential to ensuring the ongoing usefulness of this important resource.

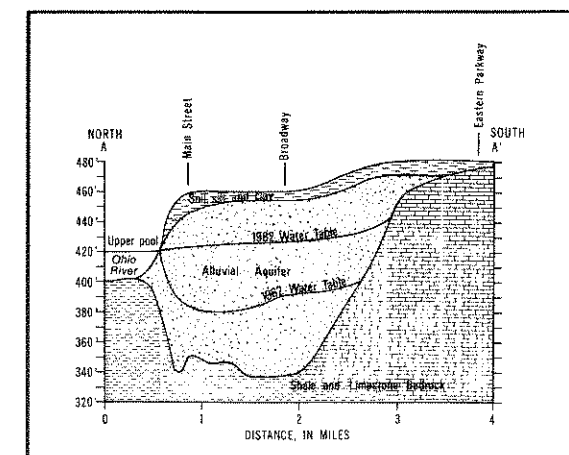
Seismic Activity

The eastern portion of Kentucky—including Louisville—has had no serious earthquake activity in recorded history. The Kentucky Building Code, which governs construction throughout the state, places Louisville and its

surrounding region in a seismic zone of 1, an area predicted to have “minor damage” from an earthquake. The zone classification, based on historical information indicating the amount of damage caused by earthquakes, ranks areas of the United States on a scale of 0 to 3, with 0 representing a “no damage” zone and 3 representing a “major damage” zone. Although the Louisville area is placed in a low-risk zone, the extreme western section of Kentucky is in a high-risk area, with a seismic zone rating of 3.

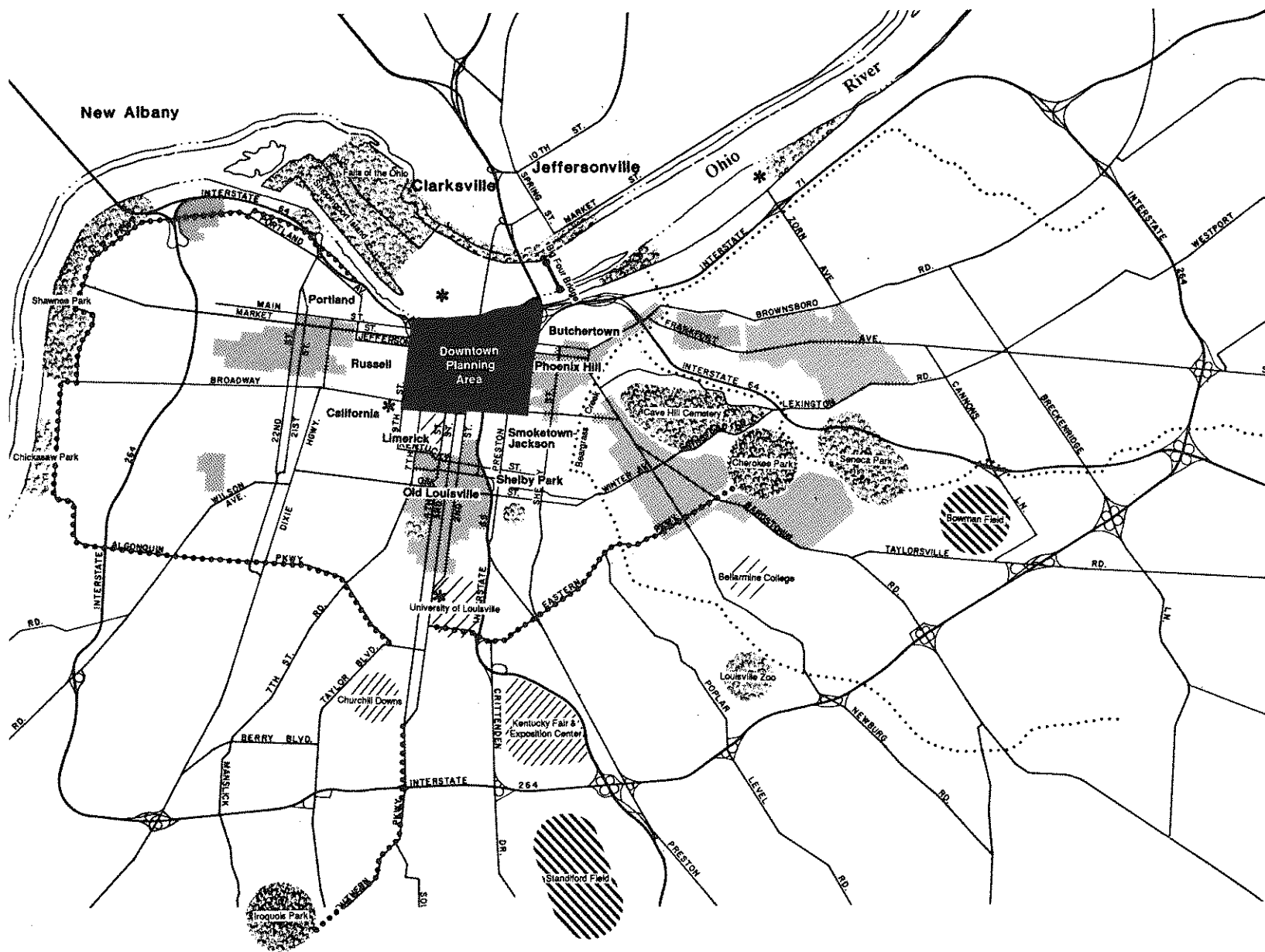
Accessibility

The rolling hills and stately horse farms of the world-famous Bluegrass region lie 50 miles to the southeast, an easy afternoon drive from Downtown. Although enveloped in this rural setting, the bi-state area is at the same time within one day's drive of 50 percent of the nation's consumer markets, and within a 400-mile radius of 17 of the 50 largest MSAs in the country.



Alluvial Aquifer Profile

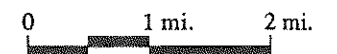
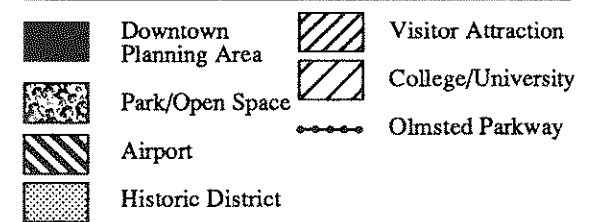
Figure 4
Louisville and Downtown Planning Context



Three Interstate highways, two beltways, one regional and two commuter airports, the Port of Louisville on the Ohio River and four trunk-line railroads make Louisville accessible by land, water and air. Standiford Field is located within five miles of Downtown. The airport currently serves over two million passengers annually, and is in the land acquisition stage of a major expansion that will increase its capacity 60 percent by 1995. Standiford Field serves as the national freight hub for United Parcel Service. Three Interstate highways converge in Downtown: I-64, I-65 and I-71. Together they efficiently connect Louisville with St. Louis, Chicago, Nashville, Cincinnati and virtually the rest of the United States.

Planning Context

Past plans, except for the 1982 plan, viewed Downtown in isolation. However, Downtown is part of a larger community and must grow and develop in concert with the seven-county, 2,300-square-mile metropolis of which it is the center. Understanding the larger local and regional context is vitally important to planning for the future growth and development of Downtown.



For planning purposes, Downtown encompasses the area from the Ohio River on the north, to York Street on the south, from Roy Wilkins Avenue on the west to Hancock Street on the east.

The Region

Louisville's exceptional local and regional accessibility is demonstrated by the fact that Louisvillians measure commuting distances in minutes, instead of miles or hours. This accessibility between Downtown and outlying neighborhoods and activity centers is, at the same time, both beneficial and detrimental.

Major activity centers such as the airport, Kentucky Fair & Exposition Center, University of Louisville, Churchill Downs and the Olmsted parks are within five miles of Downtown. Relationships and linkages between Downtown and these centers—which cluster in the south central area—will become increasingly important. Maintaining and improving transportation and development linkages between Downtown and these activity centers will be crucial to ensuring mutually beneficial relationships.

Downtown and the Central Neighborhoods

Of the more than 60 neighborhoods within the City of Louisville, eight touch or overlap the border of the Downtown planning area. The futures of Downtown and the Butchertown, Phoenix Hill, Smoketown-Jackson, Old Louisville, Limerick, California, Russell and Portland neighborhoods—and their 55,000 residents (1980 census)—are integrally related.

The Old Louisville, Limerick and Phoenix Hill National Register Historic Districts, which ring the southern and eastern edges of the central business district, are an asset and a resource for their neighborhoods and for Downtown. Downtown and these in-town neighborhoods closely share not only borders, but people, resources, services and transportation systems.

Planning Area

Defining Downtown

Downtown can be defined in many ways by different people. Neither Downtown's topography nor man-made features physically close it in; Downtown, by its nature, is an evolving place. To some, Downtown is the older sections of the city—a large area covering much of the West End, Old Louisville and the Highlands. Yet, for most people, Downtown is the historic center city, the area from the Ohio River to Broadway.

The traditional borders of Downtown have been molded by the river, by the street grid and by commercial activity. For planning purposes, Downtown encompasses the area from the Ohio River on the north to York Street on the south, and from Roy Wilkins Avenue on the west to Hancock Street on the east. This definition coincides with the City of Louisville's and LCA's accepted boundaries for Downtown.

The Boundaries

Ohio River—Historical and Natural Boundary

The Ohio River, the birthplace of the city, forms the northern boundary of the planning area. The river is, as it always has been, a working river, a source of commerce and recreation. The Clark Memorial Bridge forms the only pedestrian link to Southern Indiana. Three cities—Jeffersonville, Clarksville and New Albany—hug the northern shore and are within sight of Louisville's Waterfront, which is separated from the Core by I-64 and River Road.

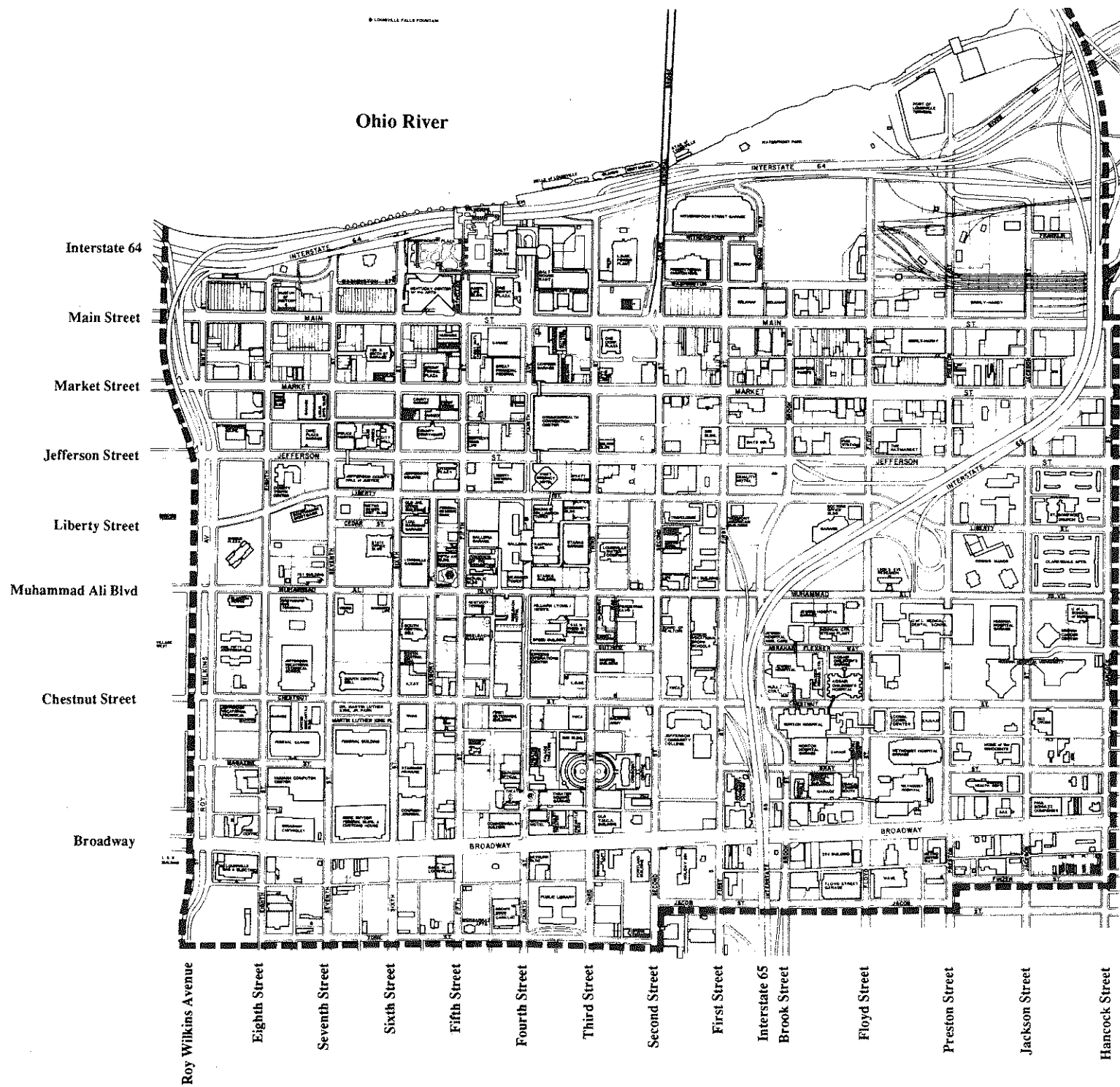
South of Broadway—Transition to Old Louisville

The southern border of the central business district—encompassing the blocks immediately south of Broadway—runs eastward down York Street, jogging north to Jacob Street and north again to Finzer Street. Broadway, although seven long blocks or nearly 5,000 feet south of the river, has been considered part of Downtown since the beginning of this century. Past plans portray Downtown and Old Louisville as meeting near Broadway, yet the two areas are actually separated—except on Fourth Street—by a poorly defined pattern of land uses.

Roy Wilkins Avenue —Western Edge and Separator

Roy Wilkins Avenue forms the western boundary of the planning area. The width

Figure 5
Downtown Planning Area



of the avenue, earthen berms, irregular tree plantings, the stark high-rise residential developments to the east and the dense and regimented housing complexes to the west form both a distinct edge to Downtown and a dramatic contrast to the remainder of the historic Russell neighborhood. Roy Wilkins Avenue, formerly Ninth Street, is a four-lane major arterial that provides key access to and from I-64 and the city's central business district, but also severs the western neighborhoods from Downtown.

Medical Center

The North-South Expressway (I-65) route through Downtown imposed an artificial eastern edge to the central business district, cutting off the Medical Center from the rest of Downtown. By virtue of its location east of I-65, the Medical Center was not considered as part of Downtown by the 1969 Gruen Report. Recognition of the inseparable relationship between Downtown and the Medical Center has led to changes in this perception.

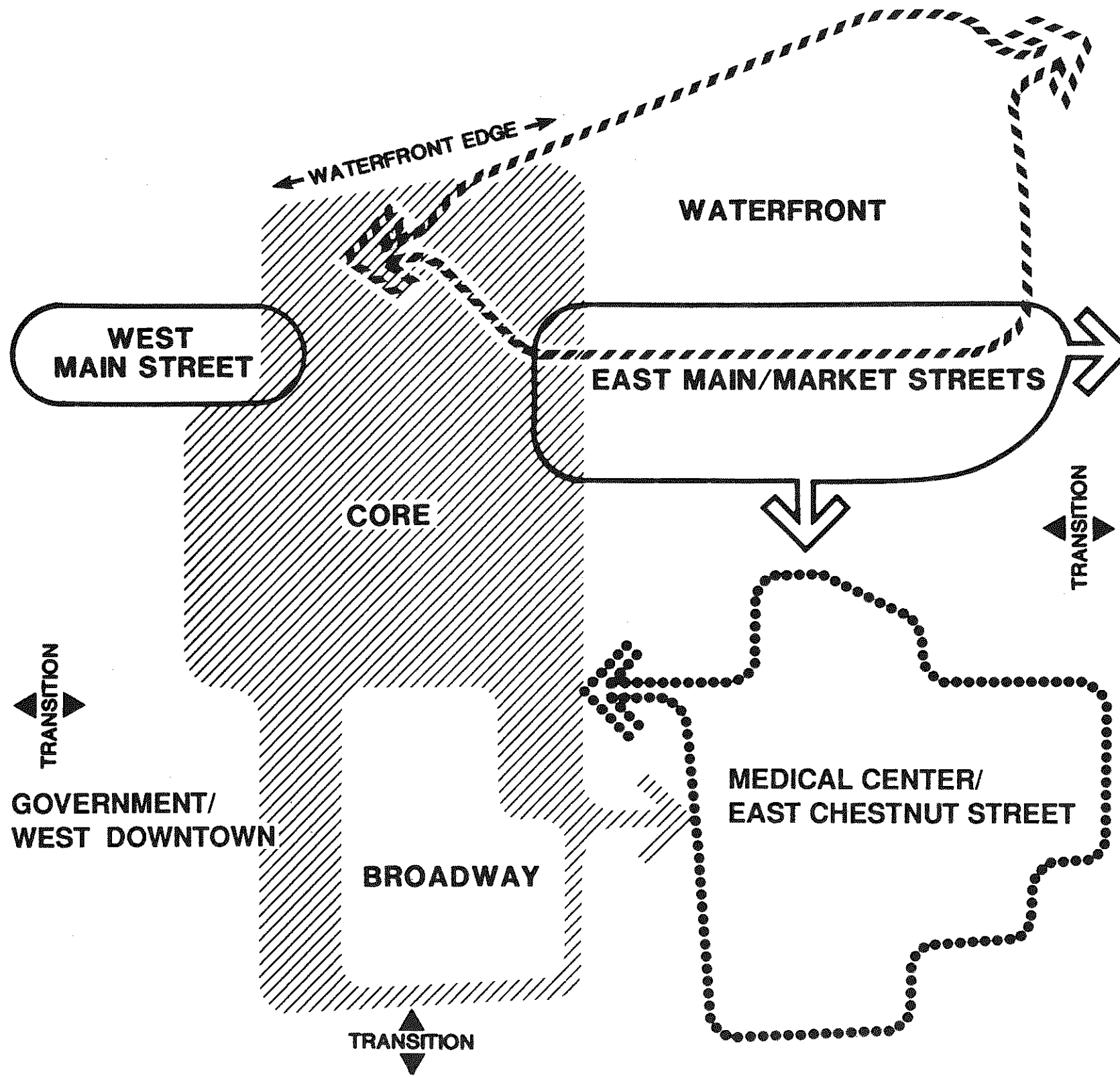
The remaining eastern boundary of the planning area is formed generally by Hancock Street. At that point, the eastern

▬▬▬▬▬ Planning Area Boundary



0 250' 500' 1000'

Figure 6
Downtown Districts Concept



in-town neighborhoods of Butchertown, Phoenix Hill and Smoketown-Jackson overlap and mingle with Downtown.

District Concept

Because of the size and visual variety of the planning area, Downtown can also be looked at as a series of districts. The identification of these districts, generally illustrated in the Downtown Districts Concept figure, is based on common characteristics of building forms and open spaces within each district. The concept of districts will be more fully explored, and a set of guidelines will be advanced for each district in the Urban Design Recommendations section of the Plan.

Although the boundaries and definition of the districts are not explained here in detail, the concept of the seven downtown districts will be used throughout the Plan as a means of analysis and comparison.

Comparative Cities

The downtown planning area is large by most standards. With boundaries spanning approximately one by one-and-one-half miles, it includes 104 blocks and covers nearly 950 acres.

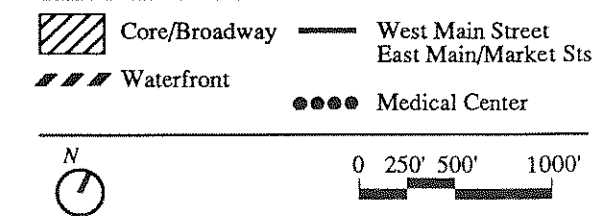
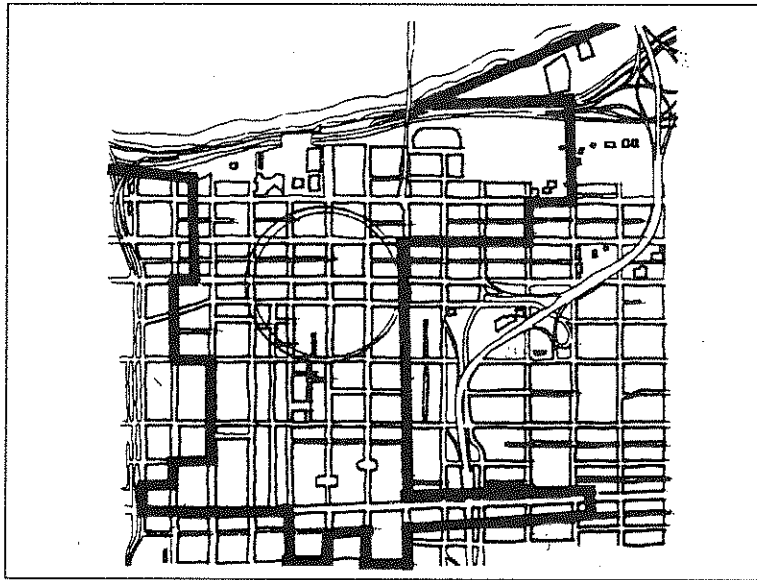
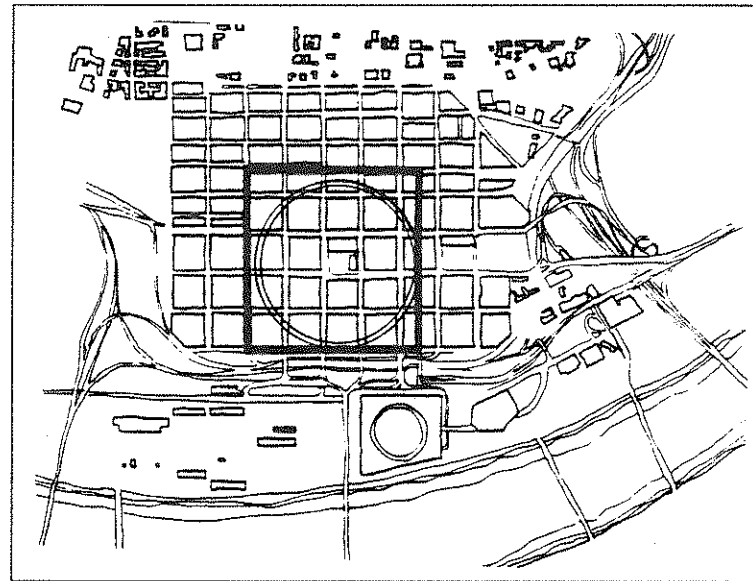


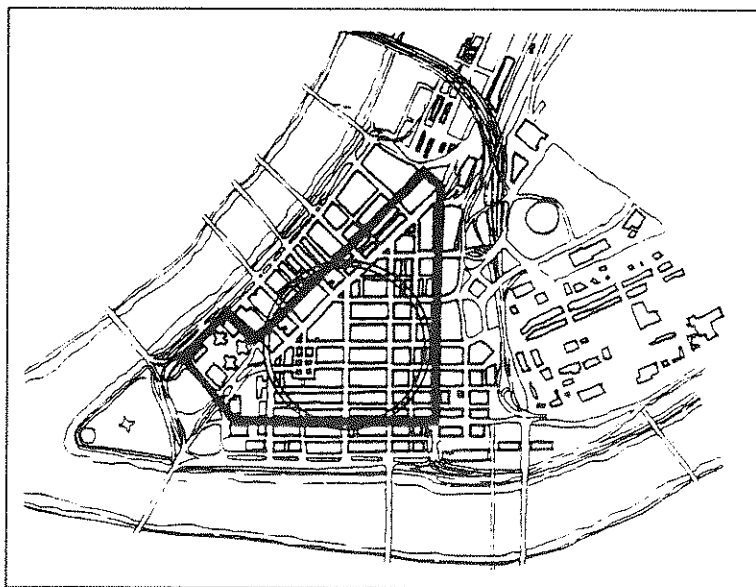
Figure 7
Comparative Cities



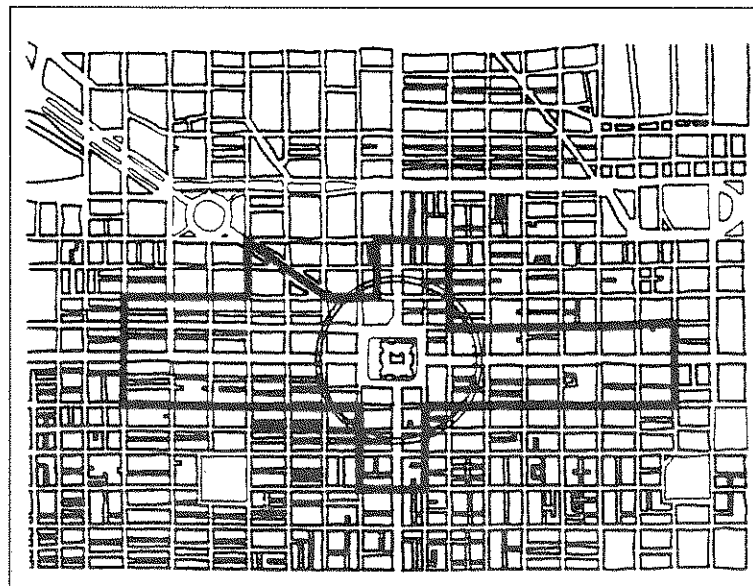
Louisville – Currently, the downtown core area (C-3 zoning) is approximately 3,000' x 5,000'. The result is an area which is far greater than the normal walking distance, and a feeling of openness rather than compactness.



Cincinnati – The downtown core is a square, approximately 2,000' x 2,000', which falls completely within an easy walking distance. All large and tall buildings are located in this area, so there is a great feeling of compactness.



Pittsburgh – The downtown core is approximately 2,000' x 2,000'. It is 3,000 feet across at the widest point, which is slightly larger than the 1,000-foot walking radius indicated. The feeling, however, is of considerable denseness and of great architectural variety.



Philadelphia – The core area is linear, with the old City Hall at its center. Each side is approximately 3,000' x 1,000', resulting in a distance greater than the average walking range; public transit is often used to get from one side to the other. Each side, however, has a feeling of both compactness and variety.

It is interesting to compare Louisville's Downtown with that of other cities. Comparisons can be made concerning not only size, but also character and function. The most compelling comparison is that made between the "core" areas—where the highest building density, highest population density and significant retail businesses are located.

The accompanying maps contrast the existing core zoning district (C-3) of Louisville with the comparable areas of Cincinnati, Pittsburgh, and Philadelphia. Cincinnati's and Pittsburgh's downtown core areas are much smaller than Louisville's. Each is within the normal (preferred) downtown walking distance of 1,000 feet, as determined by such scholars of city life as William H. Whyte. Philadelphia, a city four times larger than Louisville, has two parts to its core, each of which is half the size of Louisville's. The obvious conclusion is that Louisville's downtown Core is far too large for its stated goals of livability and walkability, although existing size is supported by the current zoning laws.

The circles drawn on the Comparative Cities figure indicate a 1,000-foot walking radius, dramatically demonstrating the relationship of high density centers to comfortable walkability and to the very making of a "center."

— Downtown Core
— 1000 Foot Radius



0' 400' 800' 1600'

Existing Downtown Framework

Assets

Functional Areas

Development Trends

Population Density and Dispersion

Existing Open Space

Public Art

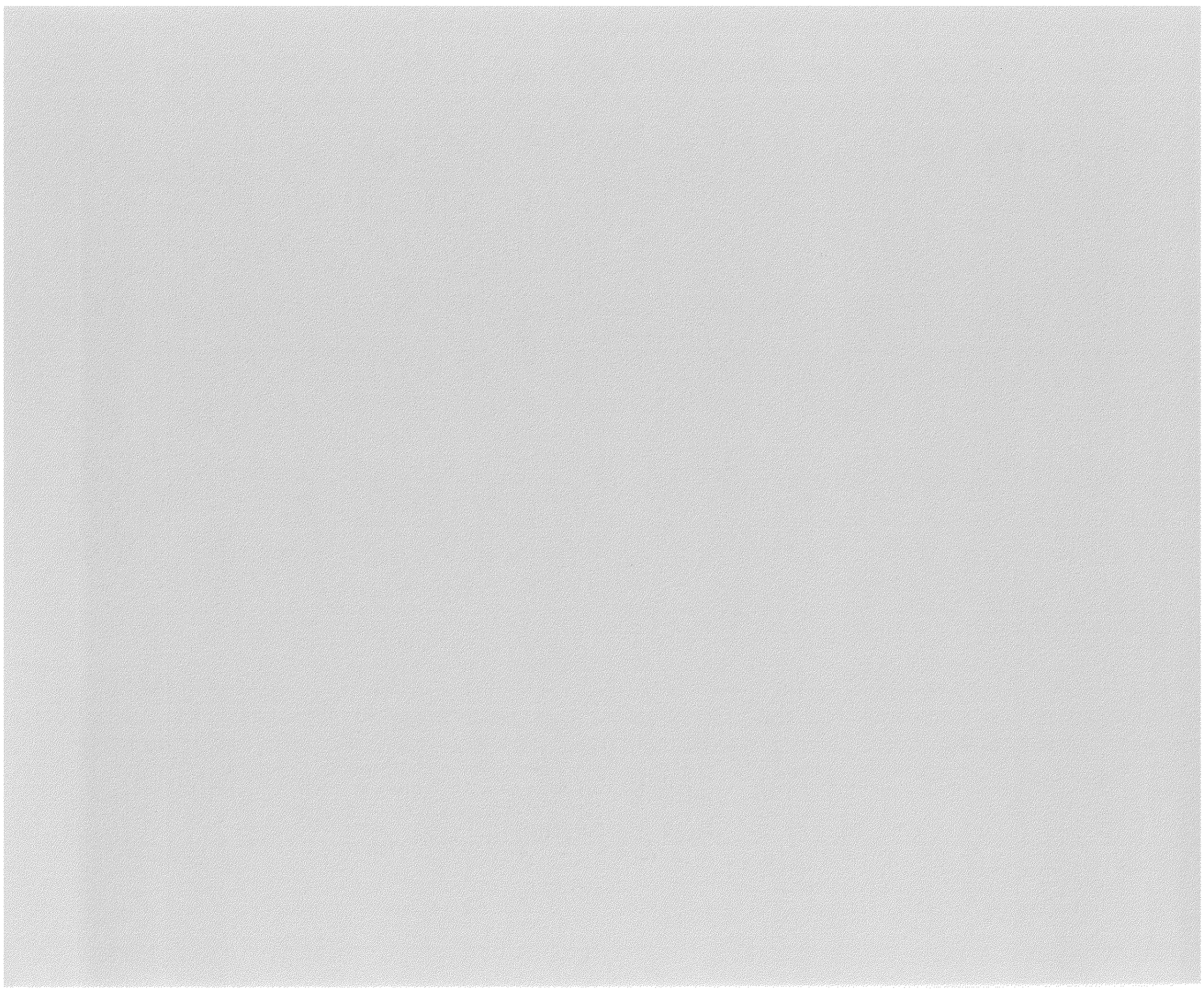
Traffic Conditions

Public Transit

Parking

Pedestrian and Street Environment

Utilities



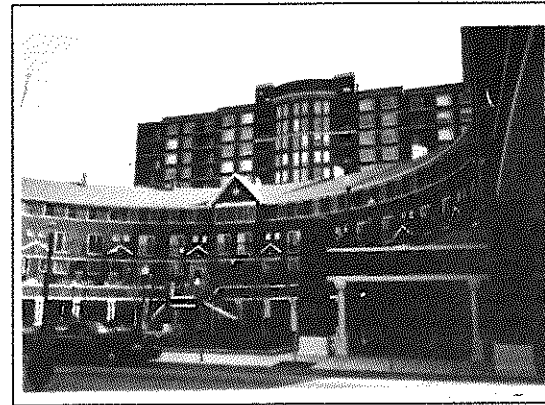
Existing Downtown Framework

The future must consider Downtown's existing basic framework of functions, structures, spatial characteristics and circulation systems.

Louisville's people, location and development history have influenced the physical layout and character of Downtown. Combined, these forces have formed the Downtown that we see and experience today.

Just as it is important for planning efforts to have a clear understanding of the historical and cultural influences of the past, planning for the future must also consider Downtown's existing basic framework of functions, structures, spatial characteristics and circulation systems.

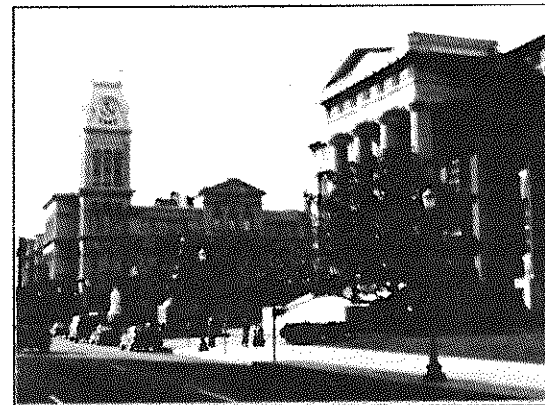
The individual elements that define Downtown's framework include: its assets and landmarks; functional or land use areas; development patterns or trends; population centers; public space network; access and traffic flow; parking supply; public transit system; and pedestrian environment. Essentially, Downtown's framework is its basic structure; the structure that provides organization to the diversity that is inherent in a downtown.



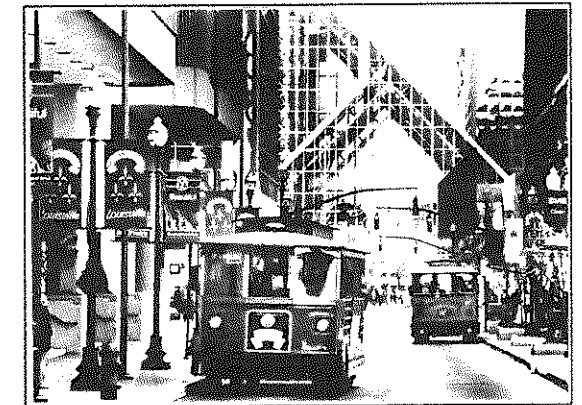
Crescent Centre



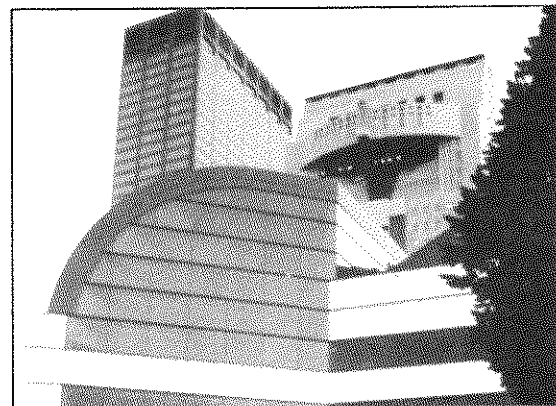
West Main Street Facades



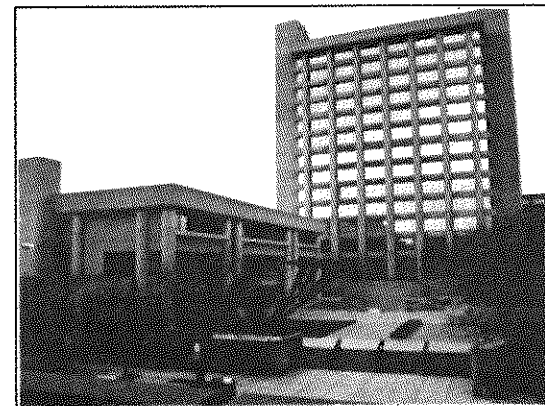
City Hall and County Courthouse



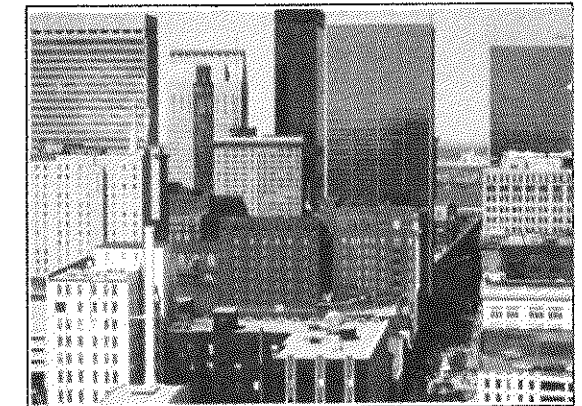
Galleria and Convention Center



Kentucky Center for the Arts

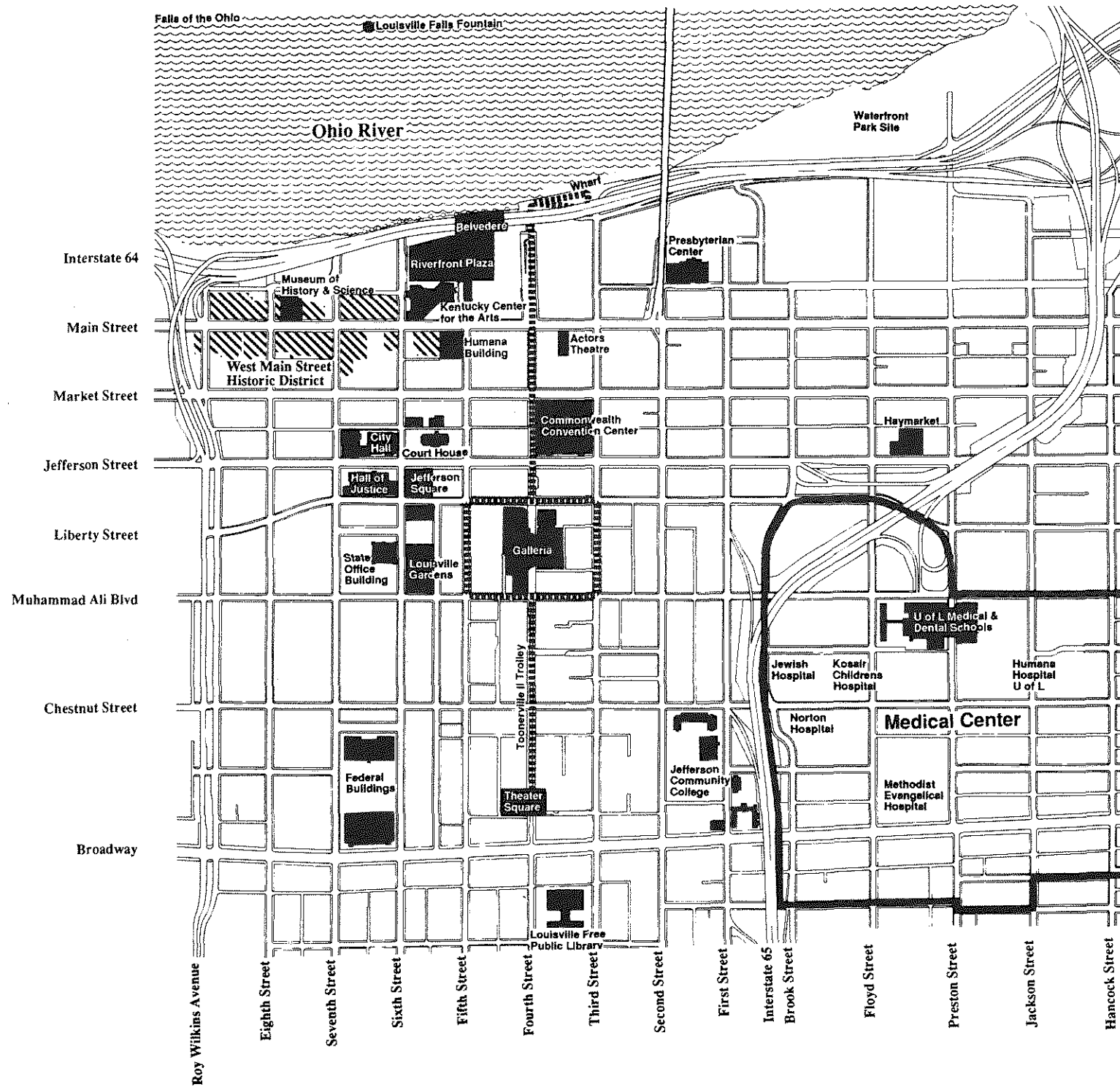


Medical Center Facilities



Financial Area

Figure 8
Assets



Assets

Downtown's assets are important elements of the planning and development framework. They are both natural and man-made. In essence, these assets are a significant part of Downtown's identity. The preservation and enhancement of these assets is crucial to maintaining the quality and success of Downtown's environment and economic livelihood.

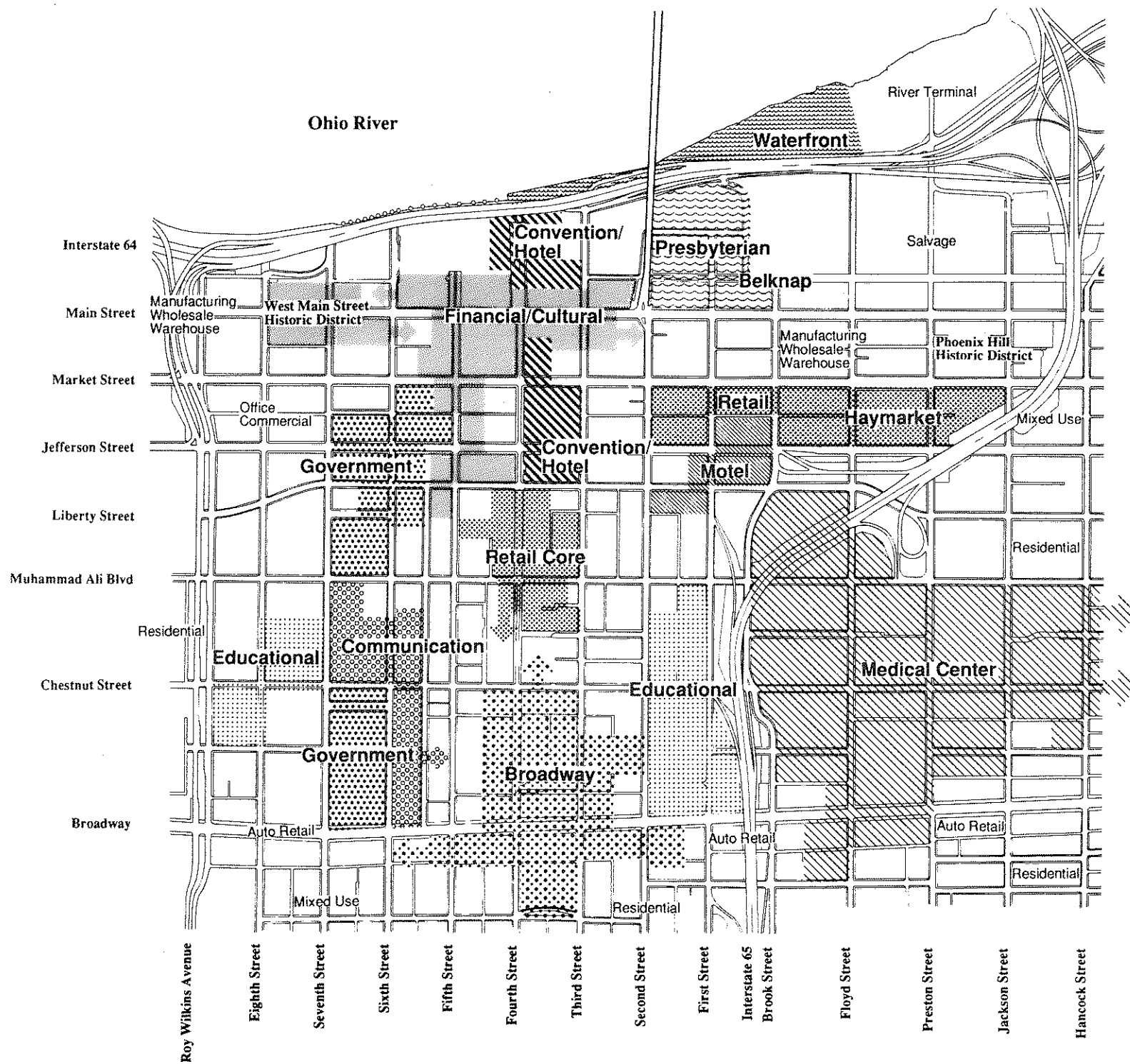
Downtown's assets are the physical elements that bring something very special to the city. Although Downtown has numerous special places and buildings, after a close look, it is evident that a limited number of elements stand out as either physical landmarks, special community gathering places or vital business generators. The Assets figure to the left and the list below illustrate the location and relation of Downtown's assets.

- Ohio River
- Falls of the Ohio
- Louisville Falls Fountain
- Riverfront Plaza/Belvedere
- Toonerville II Trolley
- Main Street Cultural Facilities
- West Main Street Historic District
- Humana Building



0 250' 500' 1000'

Figure 9
Functional Areas



- Commonwealth Convention Center
- The Galleria
- Theater Square
- Medical Center
- U of L Medical-Dental School
- Jefferson Community College
- Louisville Free Public Library
- City, County, State and Federal Government facilities
- Haymarket
- Presbyterian Center

Functional Areas

Downtown planning has often viewed development through an incremental and segregated analysis of functions or land uses. In reality, Downtown's special intermix of functions and architecture does not lend itself to such an examination.

Downtown by its nature is a dynamic place, a place where many functions and types of architecture come together in an exciting, richly varied interplay. This wonderful diversity is what makes Downtown work, what makes it successful.

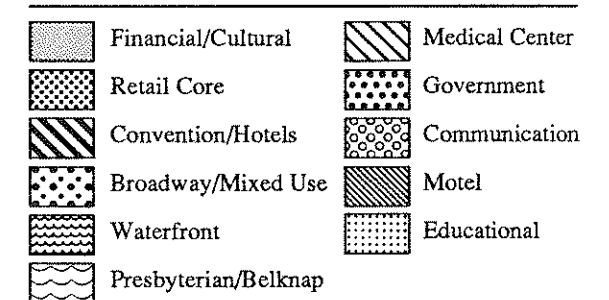


Table 1
Downtown's Functions By District

<u>District</u>	<u>Office</u> (sq. ft.)	<u>Retail</u> (sq. ft.)	<u>Housing</u> (units)	<u>Hotel</u> (rooms)	<u>Meeting/ Exhibit Space</u>	<u>Medical Related</u> (no. beds)	<u>Open Space</u> (sq. ft.)	<u>No. of Parking Spaces</u>
Core	5,169,540	920,198	508	2,024	98 218,290	0	139,580	9,914
Broadway	1,747,170	354,736	444 (22 condos)	585	20 18,060	0	268,414	7,056
West Main	806,253	84,439	20	0	0 0	0	272,461	5,471
West Downtown	1,299,384	187,956	72	0	0 0	0	204,770	7,050
Medical Center	664,586	186,045	0	0	0 0	1,924	97,160	8,428
Waterfront	283,950	55,868	16	0	0 0	0	498,235	2,200
East Main/ Market	193,111	254,039	3	379	9 4,644	0	63,490	2,707

Notes: Office space does not include government office space.
Retail space includes only occupied space.
Housing includes only market-rate housing units.
Meeting space is reported as number of rooms.
Exhibit space is reported in square feet of space.

Source: Louisville Central Area, Inc.
December 1989

Although Downtown is a large and diverse conglomeration of architecture and land uses, it is also a composite of smaller areas which share many identical functions. For example, although the Medical Center depends upon a diverse but interrelated pattern of support uses, it serves a very specific set of functions. It is often beneficial for these functions to congregate geographically.

Functional Areas

As is illustrated in the Existing Functions figure, Downtown can be divided into a recognizable pattern of areas where function is a key, unifying element. The following descriptions outline the areas where dominant or common functions emerge to form a pattern within the overall Downtown framework.

Retail Core

The retail core area is centered on Fourth Avenue at Muhammad Ali Boulevard. Located on Fourth Avenue between Muhammad Ali and Liberty Street, the Galleria—a 287,000-square-foot general merchandise retail facility—is the center of downtown retailing. The Galleria is anchored by a 72,000-square-foot department store, and is integrated with nearly 900,000 square feet of office space.

Convention/Hotel

Downtown's convention and hotel uses are also concentrated along Fourth Avenue, just to the north of the Galleria.

The Museum of History and Science, Kentucky Center for the Arts and Actors Theatre combine to form a solid foundation for West Main Street's cultural district.

The 200,000-square-foot (100,000 feet column-free) Commonwealth Convention Center attracts over 250,000 people annually. Over 2,400 hotel rooms—80 percent of Downtown's total—are within a three-block radius of the Convention Center.

Broadway

Broadway, with 420 residential units today, is developing as Downtown's predominant residential neighborhood. The emerging residential population is complemented by the blend of hotel, office, cultural and entertainment uses found in the Broadway area.

Waterfront

Written off as an isolated and inhospitable area of heavy industry, warehousing and salvage in the mid-1970s, the 1980s brought a heightened interest in revitalization of the Waterfront. With accomplishments such as the extension of the public wharf, the addition of restaurant and entertainment facilities, and the renovation and construction of the Presbyterian Church, U.S.A. Headquarters, the Waterfront is in the process of being reclaimed for greater public use.

Medical Center

In terms of use, the Medical Center is one of the most homogeneous areas in Downtown. Although much of the land within the Medical Center shares a common purpose, the institutions are

separated by their architectural character and placement. The buildings and open space within the Medical Center do not flow together as a campus. I-65, to the west, forms a barrier between the Medical Center and the downtown Core.

Financial/Cultural

Financial and cultural uses congregate in the West Main/Fifth Street area. The area is home to many of Downtown's major financial and cultural institutions. The vibrancy of old Main Street has established a setting for an emerging cultural district. The Museum of History and Science, Kentucky Center for the Arts and Actors Theatre combine to form a solid foundation for West Main Street's cultural district.

East Main and Market Streets

From historic 19th-Century mercantile buildings to 1960s Urban Renewal-vintage commercial structures, East Main Street's and Market Street's landscape reflects the changing retail market of the last 100 years. Although the area has the highest level of industrial and manufacturing uses in Downtown, today, as 100 years ago, retailing is still a predominant use. East Main and Market Streets represent the third largest concentration of retail uses in Downtown, outside of the Galleria and the Broadway areas.

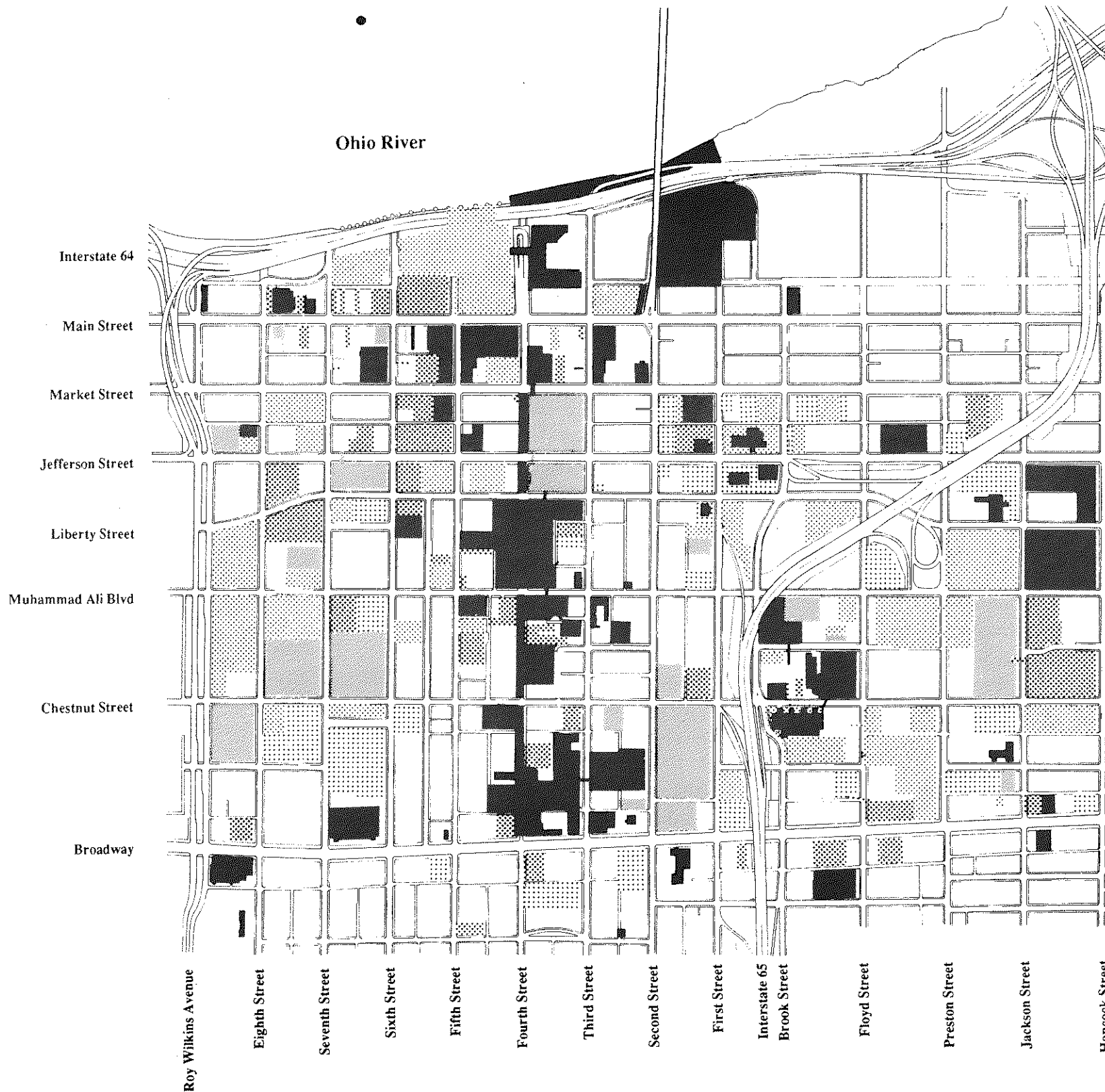
Government

The western area of Downtown has served as the center of government in Louisville for nearly two hundred years. Local government functions are concentrated at the northern end of the district, State facilities lie in the center and Federal functions congregate at the southern extreme. While government uses dominate the area, educational, media and communications uses are focused in the southern area around Martin Luther King, Jr. Park, and residential developments line the western edge.

Education

Downtown Louisville is fortunate to have a significant number of educational institutions located within or near its borders. The majority of these educational institutions is concentrated along the southern end of the First and Second Streets corridor. This area houses an elementary/high school, a vocational school and one of the finest community colleges in the nation.

Figure 10
Historical Development



Development Trends

With over \$1.2 billion in capital investment since the mid-1960s, the last 25 years have dramatically shaped the downtown landscape.

In looking at public and private investment in Downtown over the last quarter of a century, a number of trends can be identified. First, major development activity of the late 1960s and early 1970s followed Urban Renewal projects of that era—generally hugging the western edge of the Core and running along the I-65 right-of-way. Second, investment activity in the late 1970s was centered around major single-purpose or project-oriented developments, such as the Medical Center and Jefferson Community College.

Gruen Plan and Urban Renewal

The 1969 Gruen Plan was the driving force behind most of the investment of the last 20 years. Of the \$1.2 billion invested in Downtown since 1965, over 96 percent occurred since the Gruen Plan.

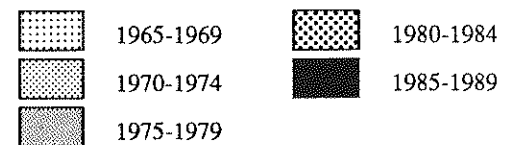


Table 2
*Downtown Development Trends By District,
 1965-1989*

(Investment in Millions)

District	Type of Development	1965-1969	1970-1974	1975-1979	1980-1984	1985-1989	Total 1965-1989
Core	Total	\$1.23	\$99.77	\$48.52	\$261.55	\$178.79	\$589.86
	New Construction	1.23	92.31	48.30	222.68	135.8	500.32
	Renovation	0	7.46	0.22	38.87	42.99	89.54
Broadway	Total	\$10.4	\$3.84	\$11.74	\$22.00	\$85.10	\$133.08
	New Construction	6.88	3.84	11.74	0.70	73.60	96.76
	Renovation	3.52	0	0	21.30	11.50	36.32
West Main	Total	\$0	\$0.50	\$7.04	\$15.55	\$15.60	\$38.69
	New Construction	0	0.50	0	0	9.40	9.90
	Renovation	0	0	7.04	15.55	6.20	28.79
West Downtown	Total	\$24.41	\$35.42	\$36.65	\$19.91	\$21.40	\$137.79
	New Construction	23.66	35.42	36.65	12.81	0.20	108.74
	Renovation	0.75	0	0	7.10	21.20	29.05
Medical Center	Total	\$10.78	\$97.36	\$29.17	\$90.10	\$75.01	\$302.42
	New Construction	10.78	97.36	28.72	89.30	63.73	289.89
	Renovation	0	0	0.45	0.80	11.28	12.53
Waterfront	Total	\$0	\$0	\$0	\$0	\$23.35	\$23.35
	New Construction	0	0	0	0	13.00	13.00
	Renovation	0	0	0	0	10.35	10.35
East Main/Market	Total	\$2.00	\$5.00	\$0	\$0.80	\$4.00	\$11.80
	New Construction	2.00	5.00	0	0.80	2.50	10.30
	Renovation	0	0	0	0	1.50	1.50
CBD	Total	\$50.52	\$253.19	\$133.12	\$409.91	\$424.05	\$1,270.79

Note: CBD Total includes \$33.8 million in investment that has occurred in the area outside the defined identity areas.

Source: Louisville Central Area, Inc.
 December 1989

As an example, the nearly \$48 million spent in the construction of the Commonwealth Convention Center and the Hyatt Regency Hotel was a direct result of Gruen's recommendations.

Investment in the 1980s

In the 1980s development activity began to show a shift from Downtown's edges toward the center, concentrating along Fourth Avenue, Third Street and Fifth Street. Even with this obvious shift and with the significant rise in investment dollars—over \$830 million since 1979—downtown development lacked a true focus. Instead of coalescing in a particular area, development along the Fourth Avenue spine was scattered in a north/south direction. Small area plans such as the Riverfront Plaza/ Belvedere, the Galleria and the Broadway Renaissance, though important revitalization efforts, reflected the scattered character of investment along Fourth Avenue.

For the most part, the four concentrations of employees in Downtown are spread out. This dispersion does not serve to reinforce the retail Core.

Today and the Future

Despite substantial investments in the Waterfront, West Main Street, Broadway and core areas, significant gaps in development have occurred between major projects. One role of the Louisville Downtown Development Plan will be to prioritize and focus new investment so that it reinforces appropriate past and current development activity. With the ever-shrinking pool of available public dollars, the need for leveraging new development dollars through wise and focused investment will be increasingly important.

Population Density and Dispersion

Today, the weekday explosion of employees is concentrated in four areas of Downtown: the retail and office concentration, centered at the Galleria; the financial, government and cultural facilities, centered around Fifth and Main Streets at the Kentucky Center for the Arts; the residential, office and secondary cultural concentration, centered at Fourth and Broadway; and the Medical Center, running along East Chestnut Street. Two concentrations—the Galleria-Commonwealth Convention Center area and the financial, cultural, government area—make up the Core of Downtown.

These four centers of population are characterized by diversity in people and in use. People converge on these areas at

different times for different reasons. Also, the type and intensity of use varies with the reason for the visit and the time of day. The centers are not isolated, but are integrated to varying degrees within the fabric of Downtown.

For the most part, the four concentrations of employees in Downtown are spread out. This dispersion does not serve to reinforce the retail Core. Although the Fourth Avenue Trolley has served to cut the normal traveling time from the northern and southern extremes of Downtown, the 5,000 feet lying between the Wharf and Broadway makes shopping and traveling to the retail Core a time-consuming endeavor. New development will need to support the existing retail Core, by locating within easy walking distance—ideally within 1,000 feet—to the Core and financial areas.

The Population Density and Dispersion figure identifies the four centers of employment in Downtown.

Galleria, Convention Center

The Galleria shopping complex is at the heart of one the four centers of employment in Downtown. The Galleria, the retail center of Downtown, is a 287,000-square-foot retail facility that is anchored by a 72,000-square-foot department store. Almost 900,000 square feet of office space—within four buildings—is integrated with the Galleria complex. The population concentration in the Galleria area has nearly 12,000

office workers, while the Commonwealth Convention Center—located two blocks to the north of the Galleria—draws over 250,000 visitors annually. In addition, Louisville Gardens, lying on the edge of this population concentration, draws over 300,000 people annually.

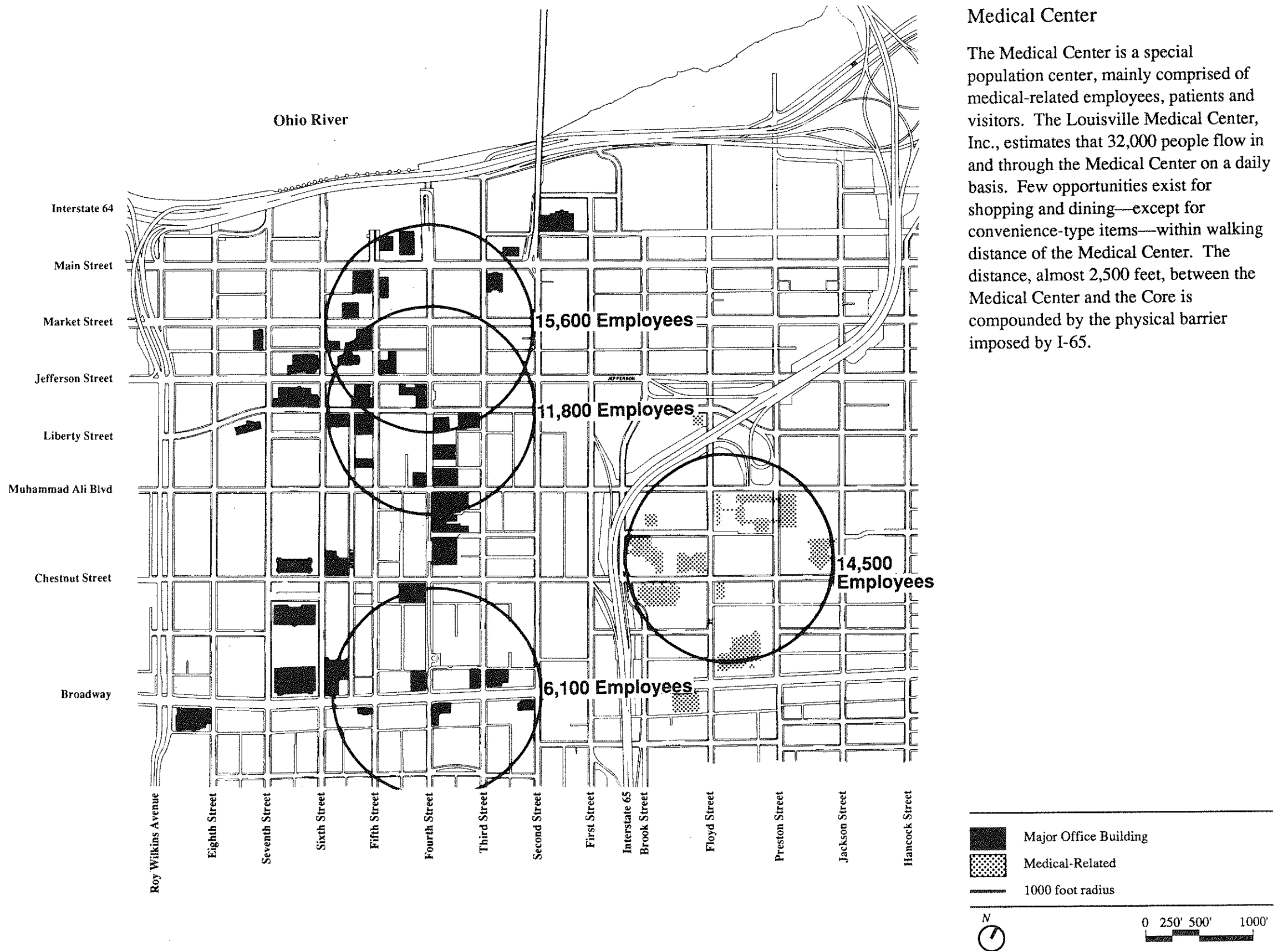
Financial, Cultural

The financial, government and cultural population concentration is large and diverse. Over 15,000 employees work in this area's offices alone. West Main Street's cultural facilities draw another 770,000 people annually. With the Kentucky Center for the Arts located within 1,600 feet of the Galleria, this concentration of employees and visitors has the easiest access to the retail Core.

Broadway

Fourth Avenue at Broadway is the center of the third downtown population concentration. Broadway is home to over 6,000 office workers and over 420 residential units. Added to this employment and residential population, Broadway's concentration of cultural and entertainment facilities brings over 450,000 people to the area annually. Although Theater Square has emerged as a daytime center for meeting and dining, the Broadway area is nearly 2,000 feet—twice the recognized 1,000-foot ideal walking distance—from Downtown's major retail center.

Figure 11
Population Density and Dispersion



The high cost of land in Downtown also will continue to hamper the creation of new major public open spaces.

Existing Open Space

Public space in Downtown is everywhere. It is our streets, our sidewalks, our parks, plazas and gardens. It is the stage for much of Downtown's activity. With over 70,000 employees converging on Downtown in an average weekday, it is the most public area in the city. In addition, its public spaces experience the highest visibility and the greatest diversity of use of all open space in the city.

Through intense development pressure and a tendency to overlook the need for open space, Downtown's public space actually has been diminishing in many ways. Even though aggressive public and volunteer programs, such as Operation Brightside, have been created to aid in the maintenance of Downtown's public spaces, problems with design, visual and physical access, and inadequate maintenance of street trees and landscaping, will continue to have an impact on the public space system.

The high cost of land in Downtown also will continue to hamper the creation of new major public open spaces. Future zoning regulations, urban design review standards and an interim and long-range improvement strategy will be needed to guide in the location and design of new public spaces.

In 1983 the City of Louisville adopted an open-space plan for Downtown. The plan's four primary objectives were: to maximize the city's use of its primary open space, the river; increase pedestrian

connections between major activity centers within the Core; anticipate future development requirements for new open space; and capitalize on redevelopment projects in order to increase pedestrian space within the Core.

Today, it is widely accepted that public space improvements, along with quality and timely maintenance, will contribute to Downtown's economic well-being. Public space and streetscape improvements are important elements in creating a desirable and productive working, shopping and living environment. In many cases the first and most lasting impression many visitors have of Louisville is of its downtown public spaces and streets.

Downtown Parks and Plazas

The City of Louisville has a rich history of open space development. The four corners at the intersection of Sixth and Jefferson Streets were designated for public use in the late 1700s. In what is thought to be a copy of William Pope's 1783 "original plan" for Louisville, the uniform layout of Main, Market and Jefferson is broken by the enlarged tracts labeled simply as "public" at Sixth and Jefferson Streets.

From these beginnings, it was not until 1880 that Louisville saw the creation of its first publicly-owned and maintained park. The pace of open-space development quickened after this point, and by the 1890s, the city's Olmsted park and parkway system was under development.

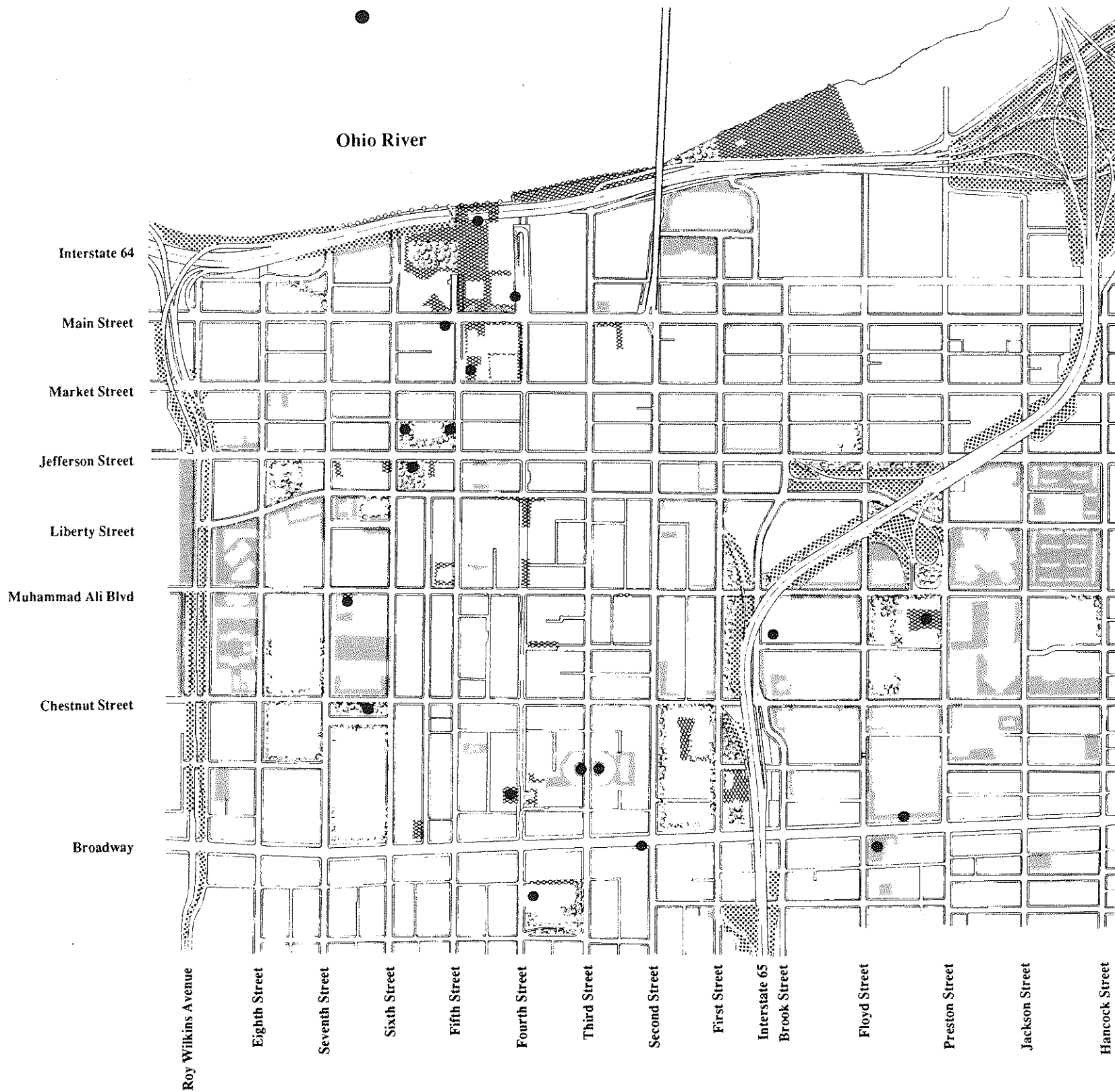
The Olmsted system added three major parks and five parkways to the city's inventory of public spaces. Another 17 smaller parks are also attributed to the Olmsted firm.

That the Olmsted system did not enter or connect with Downtown was an early disadvantage. Today there are only slightly over 30 acres of public parks and plazas in Downtown. This total is further reduced by subtracting the 8.5-acre Waterfront Park, which is still under development. The 5.8-acre Riverfront Plaza/Belvedere is Downtown's next largest public open space. Although it comprises 19 percent of Downtown's total off-street public space network, the Riverfront Plaza/Belvedere is physically inaccessible from the Waterfront and remote or not easily accessible from many parts of Downtown. The remaining 15.7 acres of open space must serve the thousands of workers, shoppers, visitors and residents who come Downtown daily.

Open space is not evenly distributed throughout Downtown. The four major parks and squares—Riverfront Plaza/Belvedere, Jefferson Square, Founders Square and Dr. Martin Luther King, Jr. Park—are situated along the Fifth and Sixth Streets corridor, in the western section of Downtown.

There is a noticeable absence of open space in the central and eastern portions of the planning area. The two exceptions to this observation are the parks running along the I-65 right-of-way and Theater Square. The eight (Interstate) parks are

Figure 12
Existing Open Space








on the whole isolated and inaccessible, while Theater Square, on the other hand, has become a popular lunchtime gathering place.

Significant design problems need to be addressed in Downtown's existing open spaces. Main Street and waterfront access, limited landscaping and shade, lighting, visibility and interior circulation are all major problems at the Belvedere. The future role or function of the Belvedere may change over time as a new waterfront park is developed. Founders Square, Martin Luther King, Jr. Park and Jefferson Square also have design problems in regard to their function and contextual relationships.

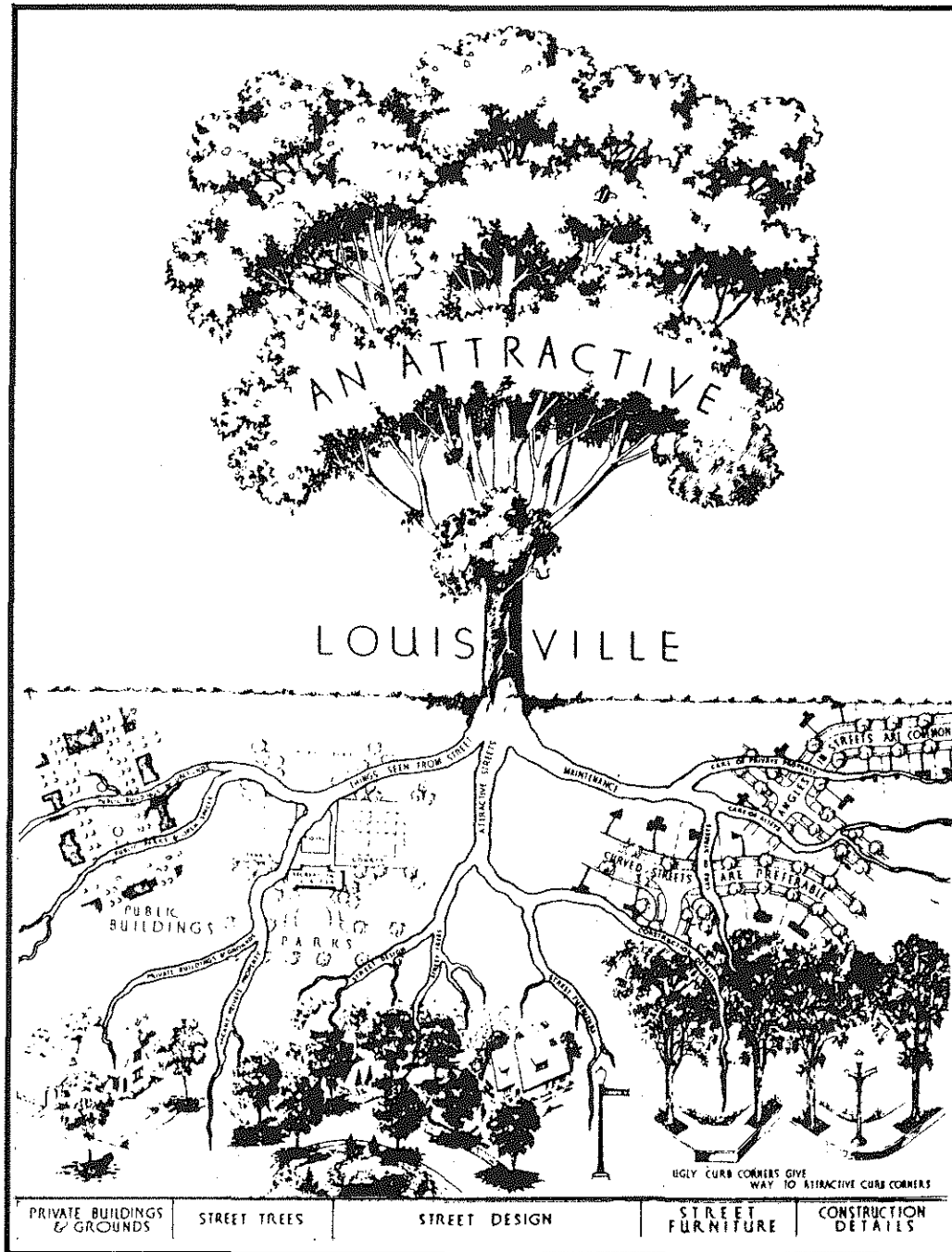
Downtown's existing and future open spaces need to be improved and located to visually and physically connect activity centers and residential concentrations.

The Medical Center should be a focus area for both open-space improvements and the creation of new open spaces through building setbacks. Although there are open spaces within the Medical Center campus, few of the existing spaces serve to draw the Medical Center

-  Private open space (turf)
-  Public open space (turf)
-  Public & private open space (hard surface)
-  Public right-of-way
-  Water element



0 250' 500' 1000'



An Attractive Louisville. "A city which is growing in accordance with a comprehensive and diligently prosecuted plan becomes increasingly attractive. . . ." Preliminary Report on Proposed River Front Development and Civic Art, by Bartholomew and Associates, 1931.

together. The existing underdeveloped spaces, particularly the surface parking lot and former General Hospital building near Chestnut and Floyd Streets, provide an excellent opportunity for developing a central place for this eastern section of Downtown.

Private Atriums, Lawns and Gardens

Although Downtown, with all its visitors, workers and residents, is a public place, much of the open land within Downtown is privately-owned. These private spaces form the city just as much as the public spaces. The lawns, gardens, entryways and atriums of downtown buildings offer tremendous opportunity for creating interest and variety.

Much of the architecture on the eastern and western edges of Downtown was developed in the 1960s and 1970s and, as such, is characterized by large setbacks and lawns. These lawns can serve to separate buildings, but can also serve to connect areas and provide exciting and intimate landscapes with a much different feeling from those in highly developed areas of the Core.

Sasaki's Open Space Concept

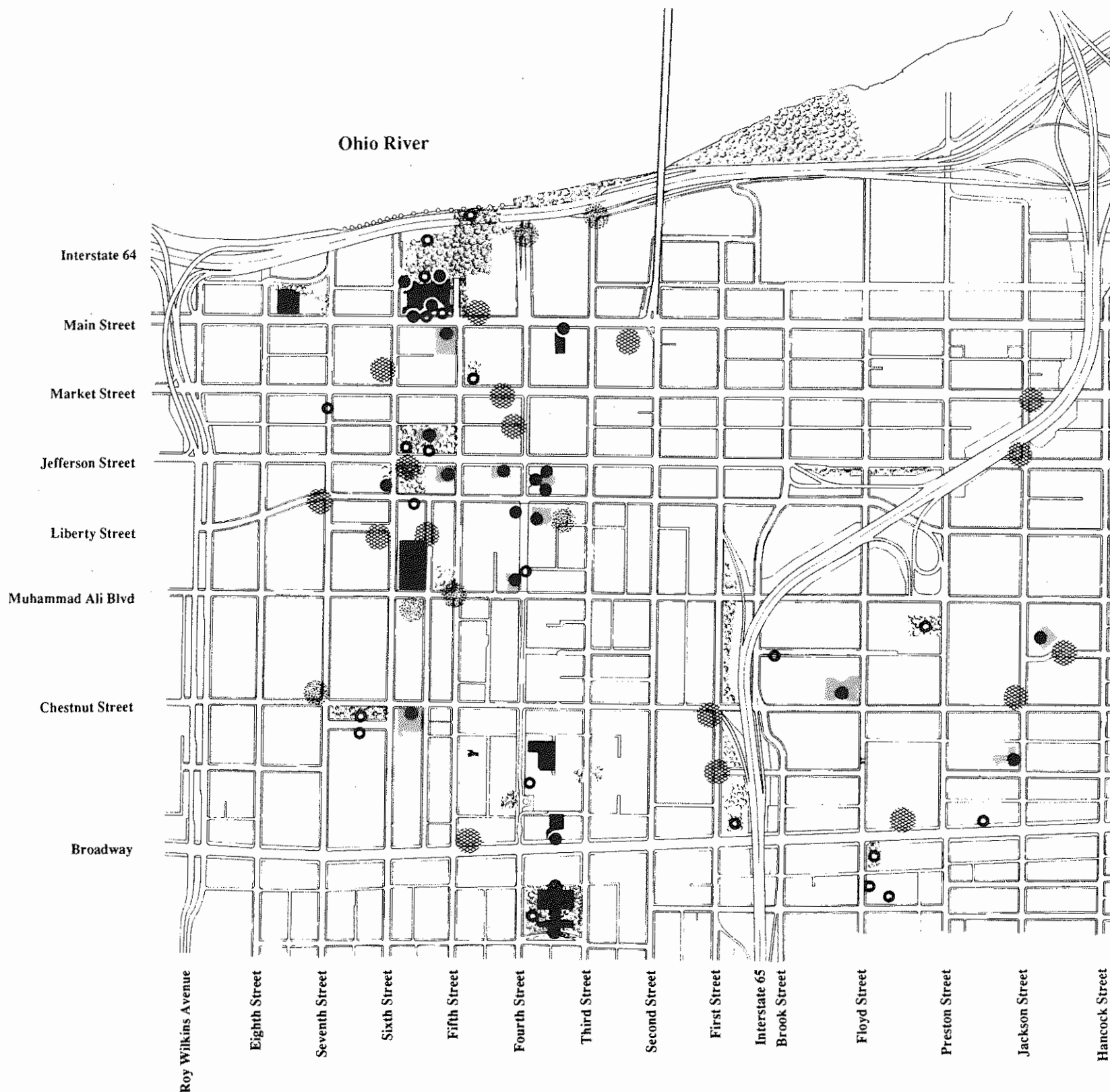
The relatively new awareness of the city's space and pedestrian environment culminated in 1983 with the City of Louisville's adoption of the Open Space Concept. Downtown's Open Space Concept was the result of a study prepared by Sasaki and Associates for the City and LCA.

Sasaki viewed Downtown as having a T-shaped "spine" (two major axes), with Main Street and Fourth Avenue constituting the primary pedestrian-oriented streets within Downtown. Because the Sasaki study viewed I-65 as a major barrier, the concept did not consider the Medical Center as part of Downtown and was not therefore part of the study area. The Sasaki plan divided its recommendations into two categories: the "open space concept" and "public right-of-way development."

The public right-of-way improvements represented the primary impetus of the work. Sasaki divided Downtown's public right-of-way into two areas, the core area and the background area. The core area—the urban center of Louisville—covered the area roughly from Third to Fifth Streets, and from Broadway to the river. It expanded on particular east/west streets: extending from Roy Wilkins Avenue to Brook Street on Main and Market Streets; and from Sixth to Second Streets on Chestnut Street and Muhammad Ali Boulevard. East and west of this core area was considered the background treatment area.

As a major access and terminus of Downtown, Broadway was to receive special attention with a boulevard treatment. On Broadway, a double row of trees would line the street, providing a zone for street furniture and a shaded walking area.

Figure 13
Art in Public Places



The study's recommendations state that "to ensure consistency and visual recognition of a place as either core or background, a coordinated program of lighting, paving, street furniture and public signage is recommended. The specifics of the program vary with location and function, but are always in harmony with each other through the conscious use of a limited palette of materials and colors."

Since the adoption of the Open Space Concept in 1983, the City has adopted (Ordinance No. 262, 9/27/83) a set of downtown streetscape guidelines, including defining a common sidewalk pattern and a uniform decorative light standard.

Public Art

Louisville's commitment to the performing arts is well-known, yet public art in Downtown is not as pervasive as this commitment would seem to indicate. Public art is important to enhancing Louisville's urban environment, establishing a sense of place and serving as a symbol of Louisville's heritage and values.

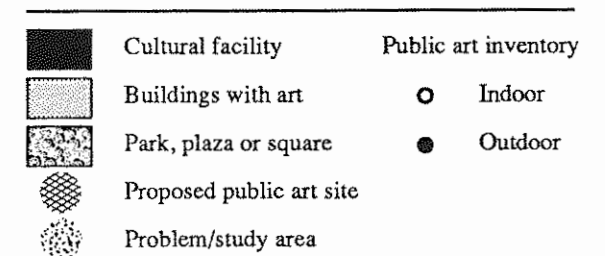
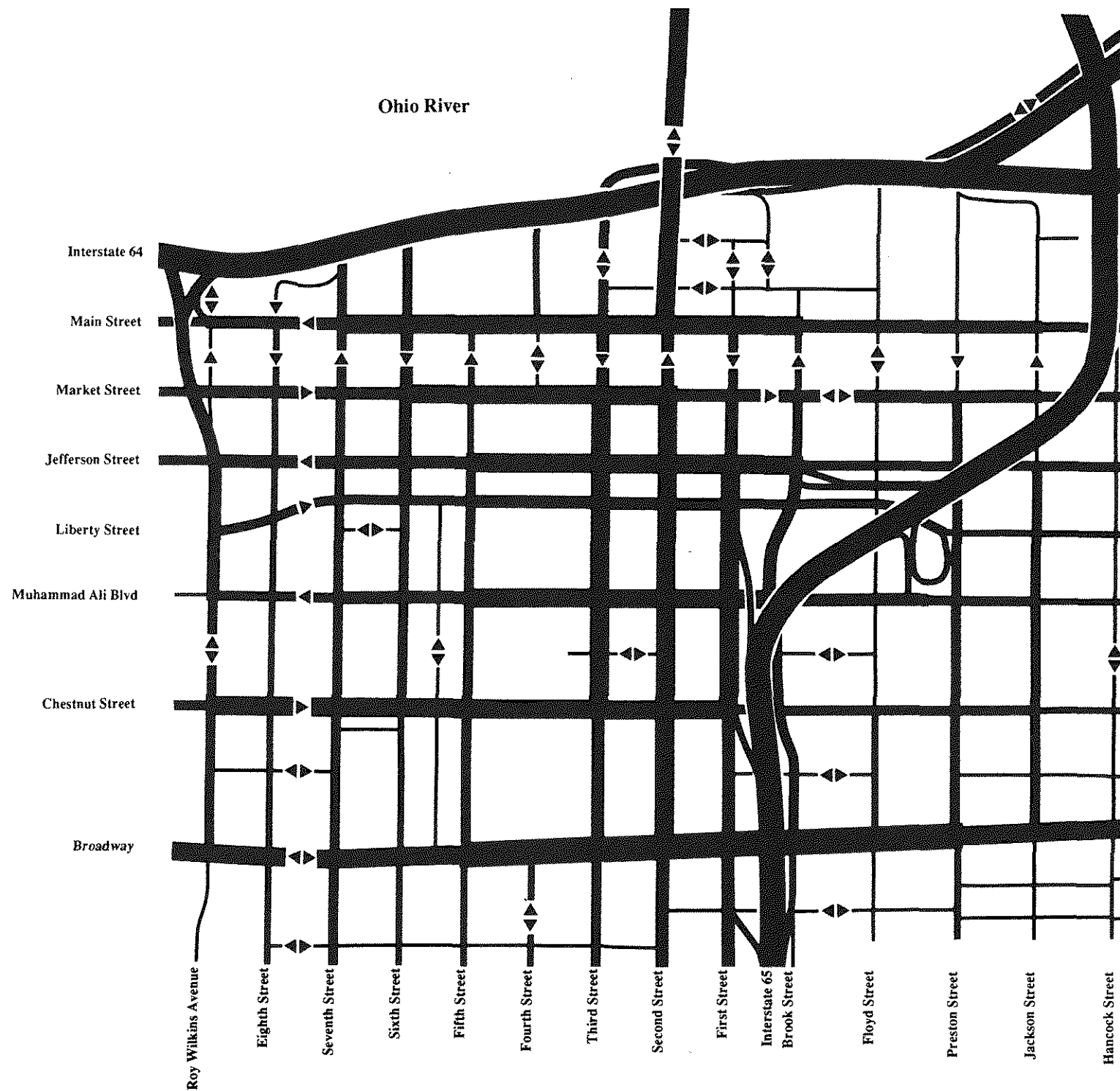


Figure 14
Traffic Flow



Louisville's Art in Public Places Committee has defined public art as art that is "available for the enjoyment, enrichment and stimulation of all the people of the Louisville community."

The committee's goals include: the establishment of public art requirements in the City of Louisville; establishment of a policy and programs for the maintenance and preservation of the rich legacy of existing public art in Louisville; and, in order to foster appreciation of Louisville's public art by its citizens, continuation or creation of ongoing educational programs, events and activities involving Louisville's public art. The committee recommended that these goals be institutionalized into public policy through the establishment of an independent advisory commission. The Mayor's Advisory Committee on Public Amenities has been appointed.

Traffic Conditions

One-Way Grid

Downtown is served primarily by an alternating one-way grid system with the exception of Broadway, Roy Wilkins Avenue, most streets north of Main

1988 Average Daily Traffic

—	Less than 5,000	■	15,000 - 19,000
—	5,000 - 9,999	■	20,000 - 30,000
—	10,000 - 14,999	■	Over 30,000



0 250' 500' 1000'

Figure 15
Regional Access



Street, and other minor streets. This system reduces congestion, improves safety, increases street capacity, and better accommodates on-street parking and loading zones.

The grid extends west and south into the adjoining neighborhoods, providing multiple points of local access. To the east, just beyond the downtown planning area, the extension of the grid is disrupted by Beargrass Creek and the rising topography that form the Highlands. At this point of disruption the street grid shifts nearly 45 degrees to the south. Due to the change in topography and the location of the creek, local points of access to Downtown become constrained.

Regional Access

Access to Downtown from the entire metropolitan area is excellent. Three Interstates converge on Downtown and major arterials form spokes with Downtown at the hub. In addition, circumferential roads (such as I-264, I-265 and Algonquin, Eastern and Hurstbourne Parkways) enhance accessibility to key destinations outside Downtown.

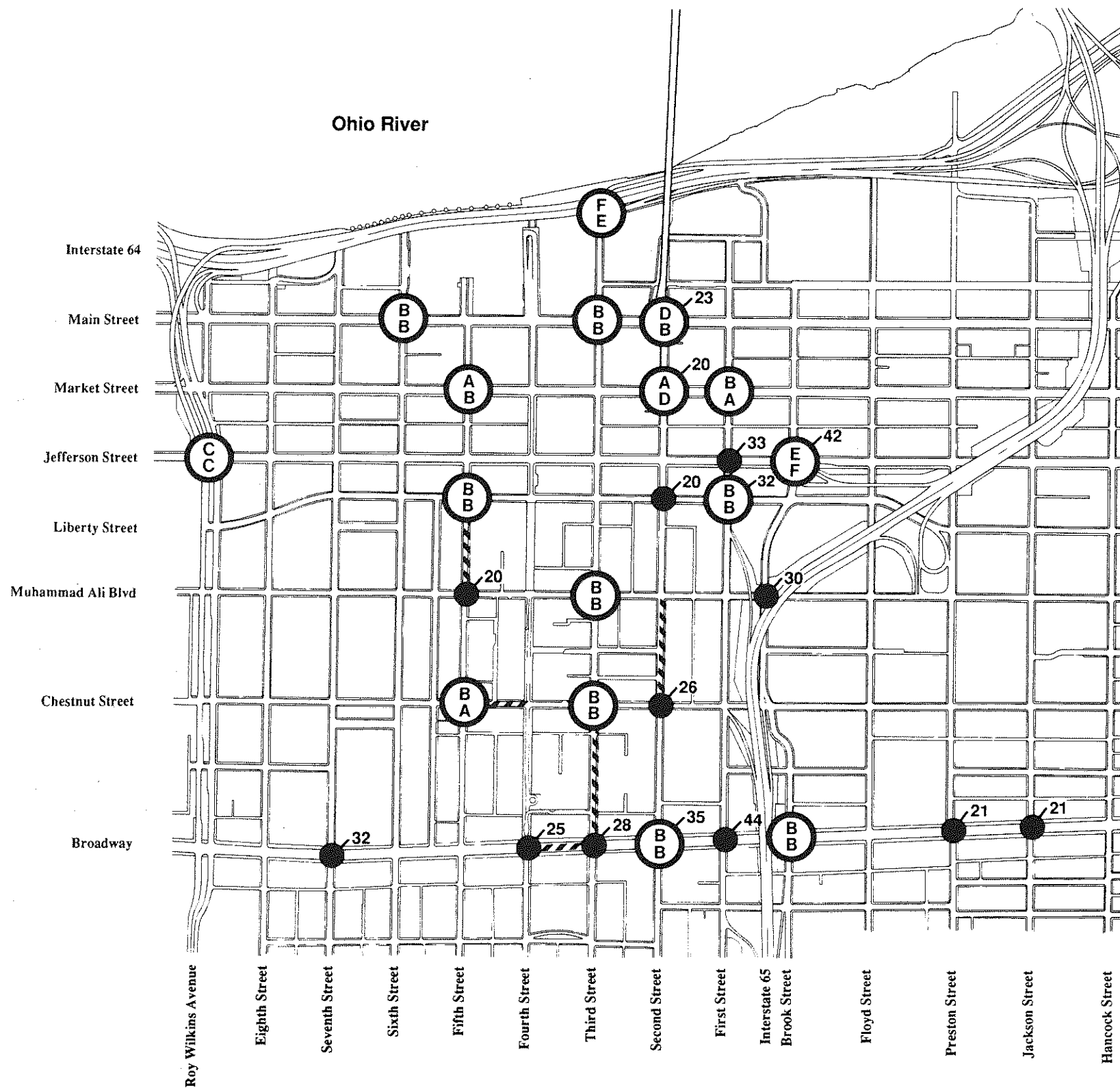
Approximately 200,000 vehicles enter Downtown daily. Since the downtown work force is estimated at 70,000 persons and a small percentage carpools and rides transit, many of these 200,000 vehicles

- Interstate/Expressway
- Arterial
- Olmsted Parkway



0 1 mi. 2 mi.

Figure 16
Intersection and Street Capacity Analysis



have origins and/or destinations other than Downtown. Roughly 70.5 percent of the traffic entering Downtown is estimated to originate from the east and south, 34.7 and 35.8 percents respectively. About 20.9 percent of downtown traffic comes from the west and only 8.6 percent from the north.

Traffic Volumes and Capacity

As expected, average daily traffic (ADT) volumes in Downtown are heaviest on the Interstates. In 1986, the Indiana Department of Highways estimated that 82,100 vehicles a day crossed the Kennedy Bridge on I-65. The ADT volumes on I-64 were estimated at 58,000 vehicles between Story Avenue and the Third Street exit ramp and 40,000 vehicles on I-71 east of Spaghetti Junction. Among surface streets, Broadway carries the most traffic, with an average ranging from 25,000 to 45,000 vehicles daily. Traffic volumes on other surface streets reach up to 30,000 vehicles daily.

The total road capacity into and out of Downtown is estimated to be 37,000 vehicles per hour. About two-thirds of this is used during the peak hours.

- AM Level of Service
- PM Level of Service
- High-accident Location
- No. of Accidents
- Mid-block High-accident Location



The large volume of traffic on the I-64 westbound off-ramp at River Road exceeds capacity during peak periods. The Brook and Jefferson Streets intersection, in addition to capacity problems, had one of the highest accident frequencies (42) among downtown surface street intersections in 1987.

Capacity is generally sufficient except to the north, across the Ohio River, where peak usage nearly exceeds road capacity.

Intersection Analysis

Fifteen downtown intersections were analyzed to determine if any approach exceeded capacity. Most of these intersections operate very well during the morning and afternoon peak hours (7:30-8:30 a.m. and 4:30-5:30 p.m.). Intersections with unacceptable levels of service during peak hours are Third Street and River Road and Brook and Jefferson Streets. The Third Street and River Road intersection is a major access point to Downtown from the east and north. The large volume of traffic on the I-64 westbound off-ramp at River Road exceeds capacity during peak periods. The Brook and Jefferson Streets intersection, in addition to capacity problems, had one of the highest accident frequencies (42) among downtown surface street intersections in 1987.

The intersections of Second and Main Streets and Second and Market Streets function at acceptable levels of service (LOS), yet some of the individual approaches to these intersections meet or exceed capacity. The concept of level of service (LOS) is a measure describing operating conditions experienced by motorists such as speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience and safety. Six levels of service are defined from A (free flow) to F (jammed or breakdown conditions). During the morning peak hour, southbound right-turn movements at the Second and Main

Streets intersection operate at LOS F. The major problem at the Second and Market Streets intersection is heavy left-turn movements from Market to Second Streets, which operate at LOS F during the afternoon peak hour.

Traffic Safety

Sixteen downtown intersections were the site of 20 or more accidents during 1987. Two-thirds of the high-accident locations were at intersections on Broadway and on Second Street. The highest number of accidents occurred at the intersections of First Street and Broadway (44) and Brook and Jefferson Streets (42).

Many intersections in Downtown have large volumes of pedestrians that interface with the flow of traffic during the noon and peak hours, especially near the Galleria, First National Tower/Humana Building, City Hall/Government complex, major bus stops and at the 90-foot-wide intersections of Jefferson, Market and Main Streets. In most cases, right turns on red are prohibited and pedestrian signals are provided at virtually all downtown intersections.

Vehicular Conflicts

Conflict also occurs between cars, trucks and buses. Most downtown bus stops are "far side" stops which minimize adverse effects on traffic flow. The Third/Fifth Street express bus loop is the site of many potential conflicts.

Downtown truck traffic typically ranges from 2 to 6 percent during the peak hour. Presently, loading zones are scattered

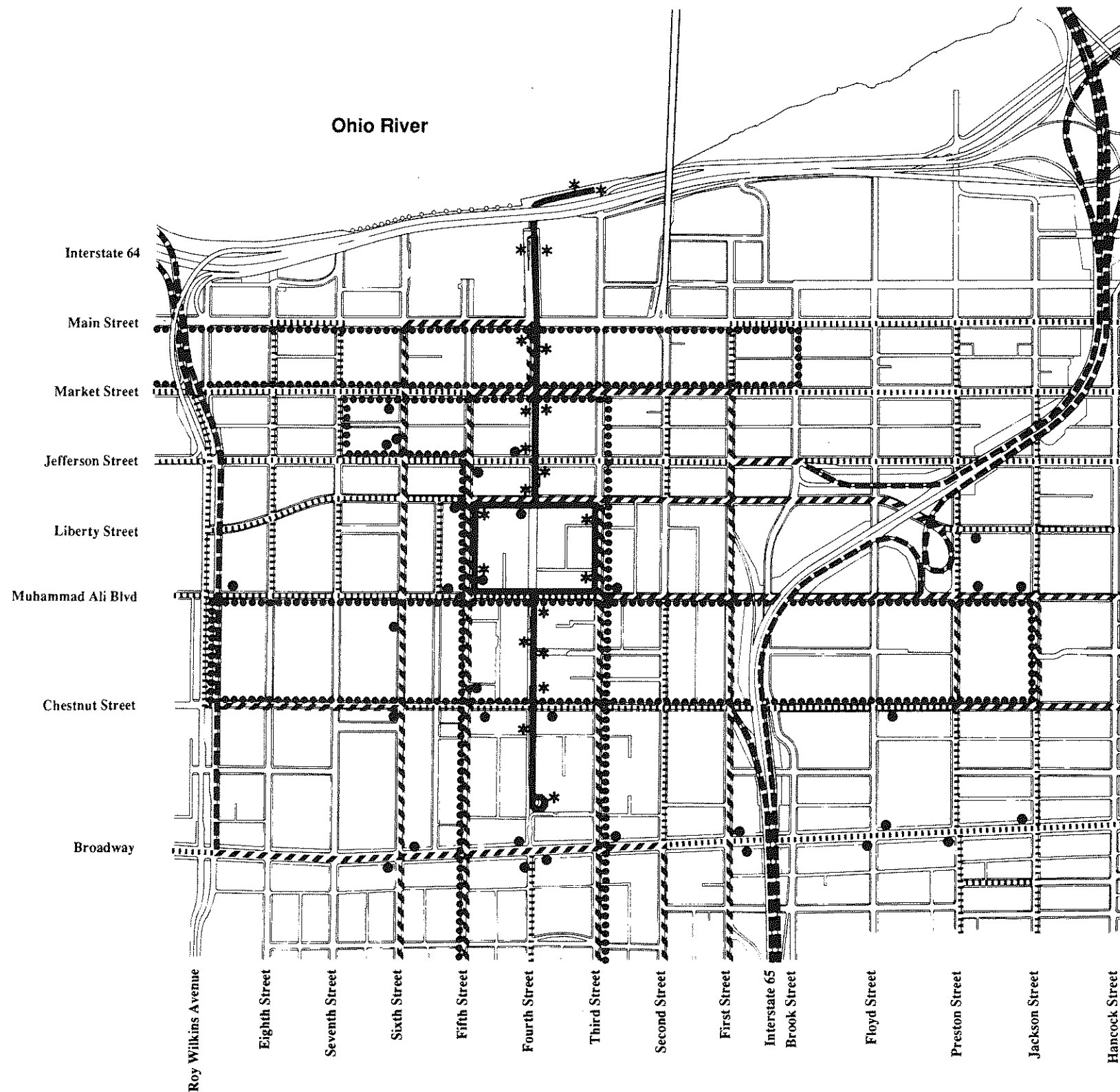
throughout Downtown and permits are purchased by abutting property owners, creating many opportunities for conflict with other vehicles. The City is currently revising its loading zone policies and procedures. The new policy will provide one loading zone on each side of the block, with the cost shared equitably by the businesses or property owners on the block.

Signalization

The majority of downtown intersections is coordinated within four separate traffic signal systems: the north of Broadway system (extending east and west from Brook to 13th Street and north and south from Main to Chestnut Street); the Broadway system; the south of Broadway system (including signals between Brook and Eighth Streets, extending beyond Downtown); and the River Road system (including signals on River Road at intersections with Second, Third and Fourth Streets). The only independently actuated signals are at the intersections of Roy Wilkins Avenue with Market and Jefferson Streets. All traffic signal equipment in Downtown is in good condition and meets national standards, but it provides limited flexibility in terms of varying cycles during on- and off-peak periods.

Some of the pedestrian signals on State-owned roads should be replaced with more energy-efficient equipment. The planned computer-controlled system north of Broadway will be desirable to provide greater long-range flexibility in responding to traffic demands.

Figure 17
Transit Service



Street Surface Conditions

The surface condition of downtown streets is generally excellent. Downtown streets have a high priority for regular maintenance due to their visibility and heavy traffic volumes.

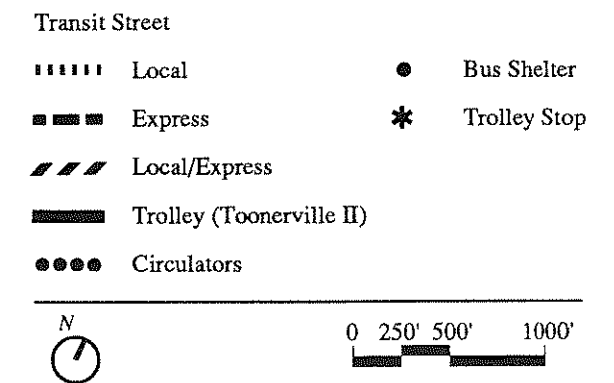
Directional Signage

Improvements are needed in downtown directional signage. Past downtown beautification efforts attempted to unify the design of No Parking, No Turn on Red, Loading Zone and other similar signs.

Problems with lack of driver recognition resulted in a change in City policy and gradual replacement of the new coordinated signs with standard signs. In addition, street signs and information signs to parking lots and places of interest are inadequate and in many cases are not clearly located.

Public Transit

Downtown is the hub of the TARC (Transit Authority of River City) system; 37 of the 50 bus routes serve Downtown.



Downtown is the hub of the TARC (Transit Authority of River City) system; 37 of the 50 bus routes serve Downtown.

All of these routes provide direct service to the downtown office, retail and government centers, except the Broadway route. About half of all transit trips are work trips and occur between 7:00-9:00 a.m. and 3:00-6:00 p.m. Roughly 7,000 to 9,000 downtown workers (10-13 percent of all downtown workers) commute by TARC daily.

Ridership

An estimated 25,600 revenue passenger trips (55 percent of all trips for which TARC passengers pay a fare) begin or end Downtown. Daily passenger boardings in Downtown equal 22,100 trips on the average weekday, including revenue passengers, transfers and average daily ridership of 5,200 on the fare-free Toonerville II Trolley. The Medical Center and Main Street circulators have averaged only 695 and 27 riders daily, respectively. A total of 12,800 weekday transit revenue trips originated in Downtown.

Consistent with national trends, transit ridership has declined over the past 10 years. Although still declining, the rate of decline has slowed and TARC ridership has stabilized with about 13 million revenue passengers per year. Strategies must be considered to increase transit ridership.

Routes

Three types of transit routes are used Downtown: traditional transit, which provides all-day service to older, high-density, residential areas; commuter express, which mainly provides peak

period service to large, low-density, suburban districts; and the circulators, which provide service to the downtown Core.

The intersection of Muhammad Ali Boulevard and Fifth Street, the focal point for transit routes, is crossed by routes carrying two-thirds of downtown transit riders. Over 70 percent of transit trips to Downtown is provided by seven routes: #23-Broadway; #4-Fourth Street; #19-Muhammad Ali; #17-Bardstown Road; #6-Sixth Street; #15-Market Street; and #18-Preston/18th Streets. Transfers (24 percent of all TARC boardings) are free and are necessary from most major routes to reach the four corners of Downtown—the Medical Center, Broadway, West Main Street, and the Waterfront and Haymarket areas. Major downtown transfer points are at bus route crossings along Fifth Street and Fourth Avenue.

Fares and Funding

The basic adult transit fare is 60 cents during peak periods and 35 cents at other times. TARC fares, which have not increased since 1980, are lower than 90 percent of transit systems nationally. A 1987 financial review of TARC suggested a mandatory fare review of each transit route as the route's expense/revenue ratio exceeds a predetermined level.

TARC's long-term fare stability and high service levels have been highly dependent on government subsidies. Over the last few years, TARC has become increasingly more dependent on local and State funding due to shrinking Federal dollars

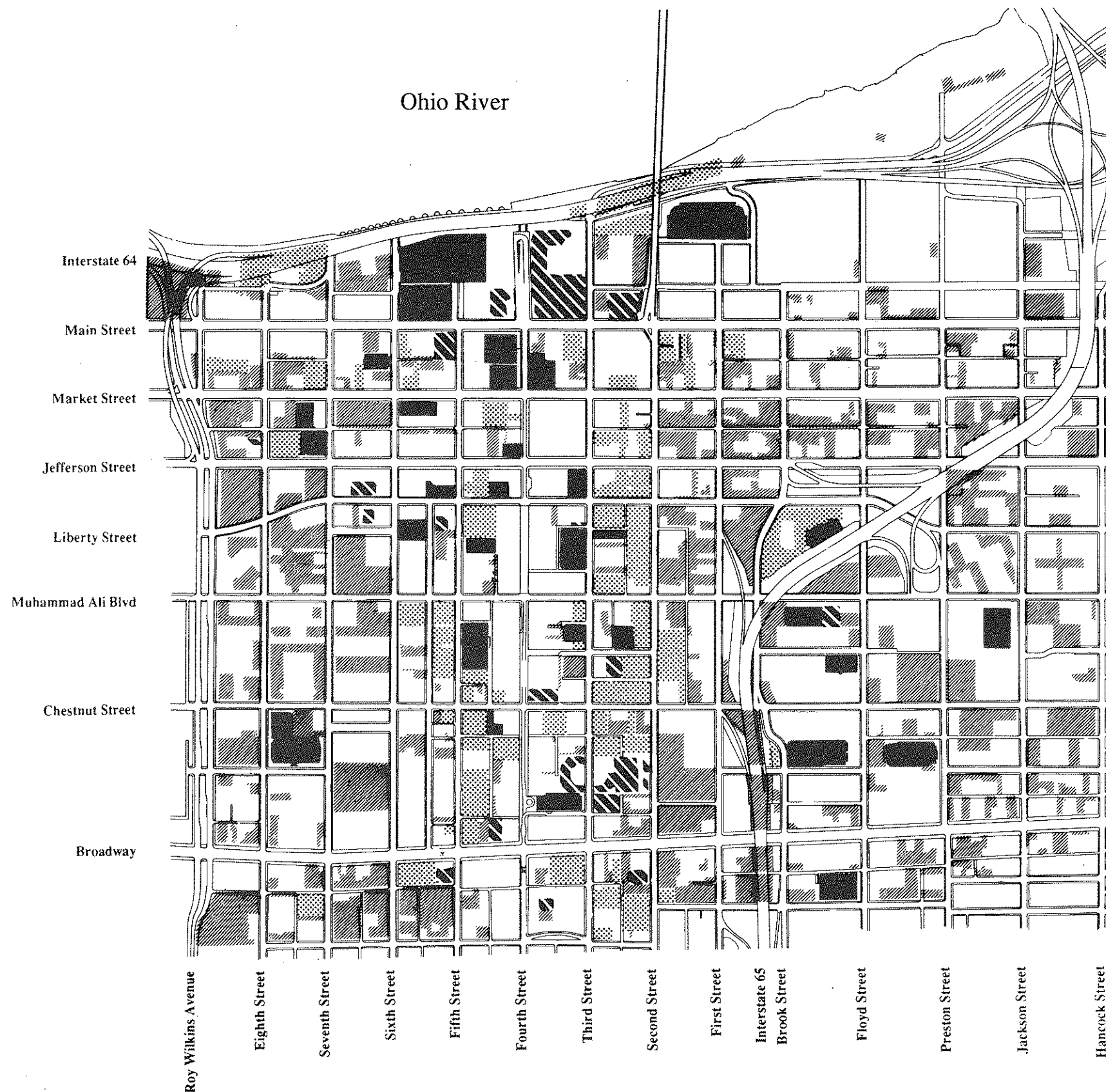
for operating expenses. Approximately 22 percent of TARC's \$29-million operating budget comes from farebox revenues; 13 percent from Federal subsidies; and 64 percent from the local Mass Transit Trust Fund. The Trust Fund, approved by Jefferson County voters in 1974, is generated by a one-fifth of one percent occupational tax. The Trust Fund has a current balance of \$34 million; however, assuming operating revenues and Federal dollars continue to decline, TARC projects a balance of \$20.8 million by June 30, 1993.

Capital Improvement Plans

Over the next five years, TARC plans \$20 million in capital improvements, 90 percent of which will be used to replace the transit fleet. In addition, improvements along the Trolley route and extension of Trolley service to the Waterfront have been completed. In recent years, TARC has considered developing a transit center to serve as a central transfer location and information center for transit riders. A 1984 study identified three sites as possible locations for the transit center. One of these was the block east of Commonwealth Convention Center, which was consequently acquired by the City. Due to reductions in Federal funding, the project has been indefinitely delayed.

A comprehensive downtown transit improvement plan to increase ridership through marketing, routing, funding, capital improvement and fare strategies should be undertaken by TARC during the early 1990s.

Figure 18
Off-Street Parking



Parking

Parking consumes about 47 percent of Downtown's land area. Approximately 43,395 off-street parking spaces occupy 374 acres of land and building area in the 104-block planning area. Over half of the off-street parking spaces are located in the Core. About half of the off-street spaces (49.4 percent) are located in parking garages and half (50.6 percent) in parking lots. A little more than half (52.2 percent) of the spaces are for public use, with the remainder (47.8 percent) for private use. There are more long-term parking spaces (55.3 percent) in the survey area than there are short-term spaces (44.7 percent).

PARC Facilities

Approximately 11.7 percent of all off-street parking spaces are PARC facilities. This represents 23.8 percent of all garage spaces and 22.5 percent of all public (garage and surface lot) spaces. PARC's seven parking garages represent a \$47 million investment made from 1976 to the present. These facilities generated \$3.4 million in fiscal year 1987.

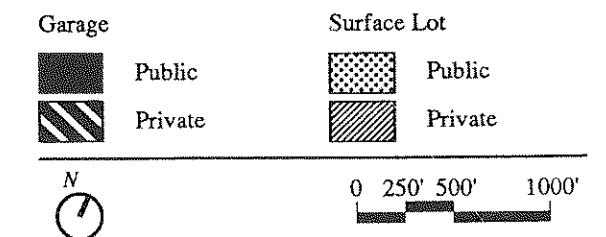
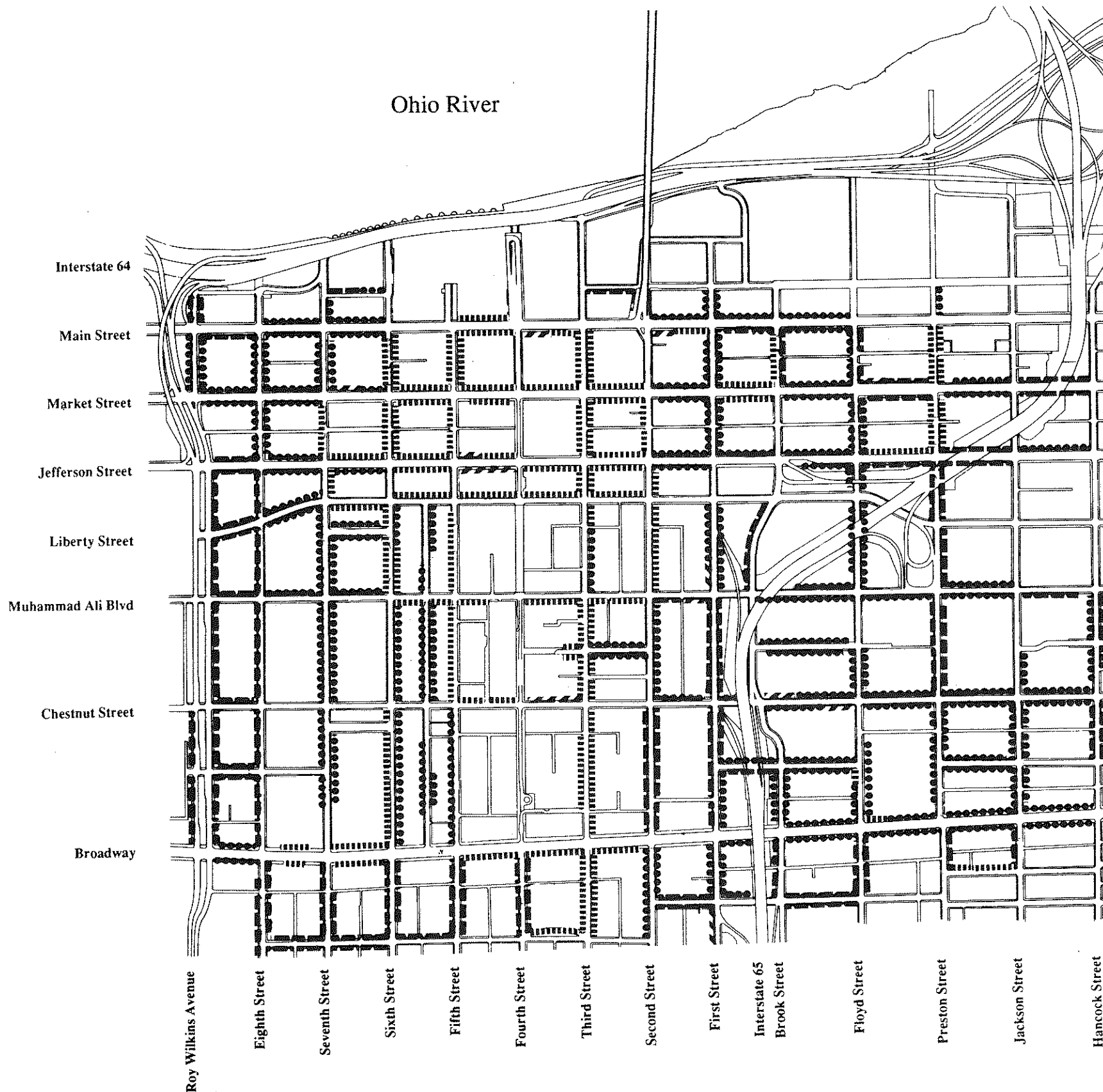


Figure 19
On-Street Parking



Committed and Proposed Facilities

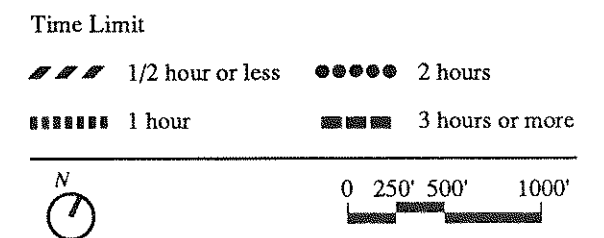
In addition to the existing 43,395 off-street parking spaces, 2,628 new parking spaces are either under construction or proposed. These spaces would provide a 10 percent increase in the core area parking supply, and a 7 percent increase in the total downtown off-street parking supply.

Rates

Off-street parking rates are structured on an hourly, daily and monthly basis. Hourly rates range from \$.50 to \$2.50 with an average of \$1.25; daily rates range from \$1.25 to \$16 with an average of \$4; and monthly rates range from \$10 to \$75 with an average of \$43.50. A 1987 PARC survey showed Downtown Louisville parking rates to be lower than any of the seven surrounding cities examined in the comparison.

City Parking Program

Customers of 163 participating businesses are provided up to two hours of free parking in any of 11 participating facilities as part of the CityPark program. The program, operated by PARC and LCA, has been charged 286,000 hours since its inception in November 1987.



Improved signage can help direct parkers to the full range of downtown parking opportunities. Currently, the placement, size and number of directional and parking facility signs lack contiguity and effectiveness. The number of spaces reserved for short-term parking at street and lower garage levels also needs to be expanded.

Occupancies

The morning peak (9:00-11:00 a.m.) average occupancy observed for downtown public off-street parking is 76 percent, well below the accepted standard of 90 percent for full utilization. On an area basis, both the Core and the West Downtown areas have morning peak occupancy rates of 81 percent. The East Main and Market area has the highest rate (85 percent); however, only a small number of spaces in this area are public.

The afternoon peak (12:00-3:00 p.m.) average occupancy for public off-street parking is 78 percent. Both the West Downtown and the East Main and Market areas have high afternoon occupancy rates, 91 and 88 percents respectively; however, both have relatively few public off-street parking spaces. The afternoon peak occupancy rate for the core area is 82 percent.

On-Street Parking

On-street metered parking spaces in Downtown number 3,694, roughly 8 percent of all downtown parking spaces. The downtown core area contains 39 percent of all on-street metered spaces. Over half (55 percent) of the metered spaces have a two-hour maximum time limit; 23 percent have a limit of one hour or less; and 22 percent have a three-hour or more limit. Rates for on-street metered parking range from \$.10 to \$.50 per hour with the majority (60 percent) charging \$.50 per hour. During fiscal year 1988, on-street parking meters generated \$1.3 million.

Maintenance and Enforcement

Although PARC currently purchases the meter hardware, the Public Works Department maintains and repairs the equipment and collects the revenue, which goes into the PARC general revenue account. The Public Works Department is also responsible for enforcement, although it has been proposed that this function be transferred to the Safety Division. The City's Delinquent Tax Unit currently recovers fines at higher rates than many private collection firms, even though the City lacks a program requiring payment of parking fines and penalties prior to annual auto registration renewal. A centralized parking management program for on- and off-street parking must be investigated.

Park and Ride

TARC currently recognizes 51 park-and-ride lots. The only publicly owned lot is at Iroquois Park; the remainder are located at churches and shopping centers. Most lots are located at the end of commuter bus lines; only three are located within a mile of Downtown's perimeter.

Perceptions

Although one out of three consumers indicates a dislike of Downtown because of inconvenient and unavailable parking (according to 1987 *Consumer Attitude Survey*, produced for LCA by the Southern Research Corporation), occupancy studies show parking is available.

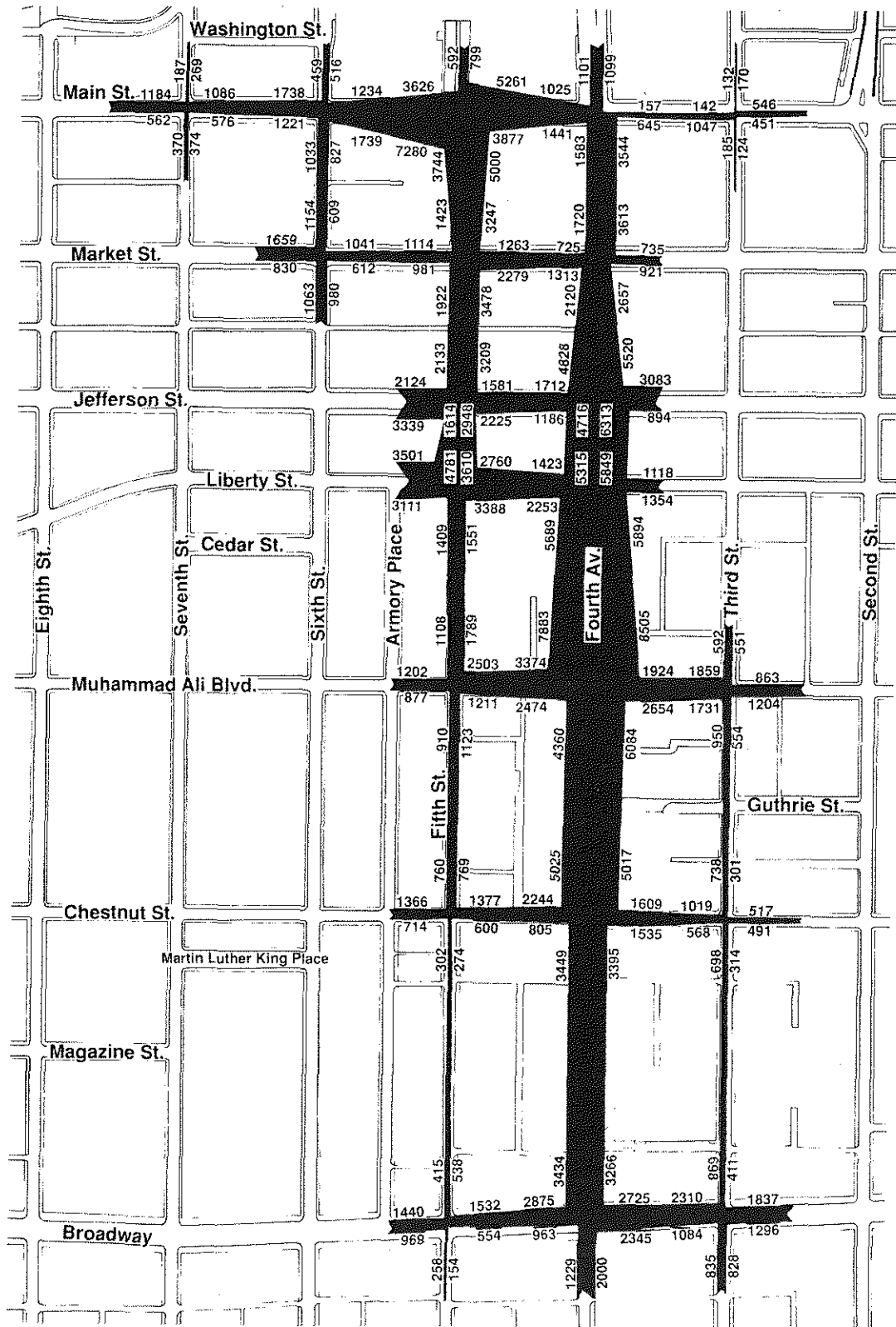
Improved signage can help direct parkers to the full range of downtown parking opportunities. Currently, the placement, size and number of directional and parking facility signs lack contiguity and effectiveness. The number of spaces reserved for short-term parking at street and lower garage levels also needs to be expanded.

Often there is a perception of a lack of safety in downtown parking facilities, especially in garages. A review of criminal offenses committed in 1988 for 457 public and private parking facilities indicates only 5 percent occurred in the 104-block survey area. Likewise, only 1 percent of all auto thefts in Louisville occurred Downtown. Finally, the total number of offenses reported within a block radius of the downtown retail Core was less than that reported for a major suburban retail center selected for comparison.

The perception of safety problems in downtown parking facilities primarily results from a preference for surface parking, facility design deficiencies, inadequate physical linkages and pedestrian treatment, illumination problems and a lack of pedestrian or vehicular orientation.

A number of basic design principles can be used to improve public perceptions of safety. However, the C-3 commercial zoning, which includes most of the downtown core area, does not regulate parking location or provide design guidelines for parking facilities.

Figure 20
Pedestrian Counts



Pedestrian and Street Environment

Downtown's streets and sidewalks essentially are an extension of the overall public space network. In the last five to 10 years, Downtown has seen a tremendous rise of interest in enriching the city's sidewalks and streets as public gathering and viewing places. This interest has resulted in a number of significant changes in Downtown's pedestrian environment, but additional improvements are needed. If Downtown is to be successful, a high priority must be given to creating a high-quality, functional pedestrian environment that comfortably links activity centers and public spaces. With this in mind, it is important to define the current pedestrian system joining downtown land uses together.

Pedestrian Counts

Pedestrian activity is a good measure of the vitality and economic health of Downtown. During 1989, pedestrian movements were counted at 21 intersections in and around Fourth Avenue. The results of this study are shown on the Pedestrian Counts figure.

One of the most important findings from these counts was that pedestrian activity increased by an average of 57 percent on Fourth Avenue since 1985. This is in addition to the average 4,000 passengers per day carried by the Toonerville II Trolley, as reported by TARC for October 1989.

A number of other conclusions can be drawn from the counts: as a whole, the most intense pedestrian activity in Downtown continued to occur on Fourth Avenue; since 1985, Fourth Avenue has pulled pedestrian activity from Fifth Street in the blocks south of Muhammad Ali; and activity has further intensified on Fourth Avenue in the blocks north of Muhammad Ali Boulevard. The strength of the overall increase in activity indicates that the reconstruction of Fourth Avenue as a transitway has been successful in creating an attractive and inviting place to walk and shop.

The intersections of Fourth Avenue and Muhammad Ali Boulevard and Fifth and Main Streets are, respectively, the two busiest corners in the city. With 18,629 pedestrians passing by in a 12-hour period, Fourth and Muhammad Ali is by far the most active corner in Downtown. Fifth and Main Streets ranked second, with over 15,000 pedestrians in a 12-hour period.

During 1988, 42 pedestrian accidents occurred Downtown, 14.6 percent of the citywide total of 287. The intersections of Fifth and Market Streets and Sixth Street and Broadway were the only locations with more than one pedestrian accident.

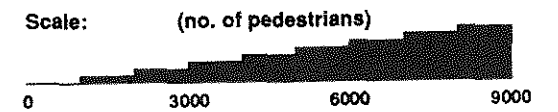
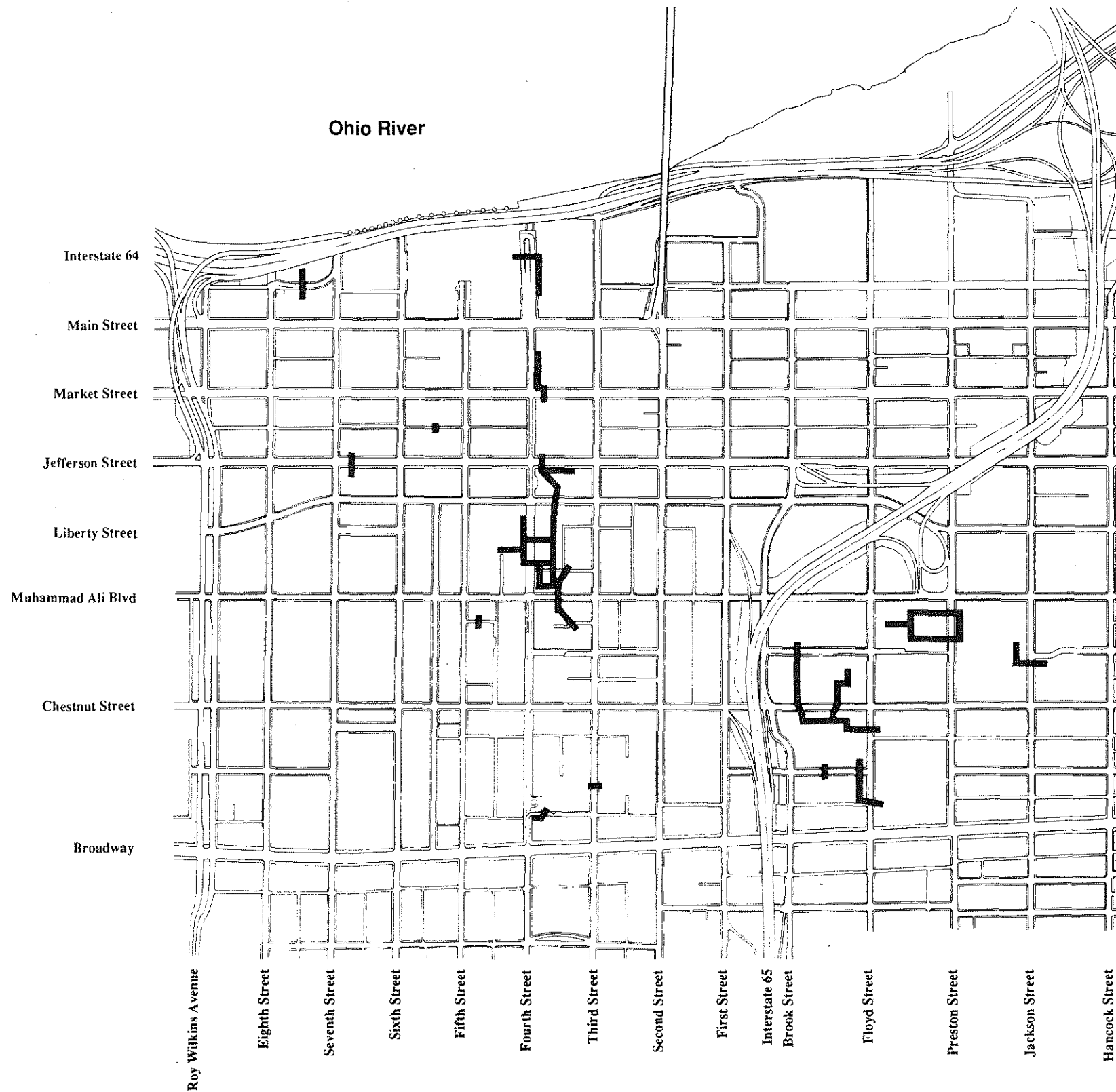


Figure 21
Second-Level Walkways



Second-Level Walkways

Downtown second-level walkways are mainly located in the retail Core and the Medical Center. The figure entitled *Second-Level Walkways* shows the location of the second-level walkway system in Downtown.

In the retail Core, a four-block walkway system connects the Commonwealth Convention Center, Hyatt Regency and upper-level retailing space in the Galleria and the Starks Building. Approximately 1,000,000 square feet of office space, 641,000 square feet of retailing and 3,200 parking spaces are connected by the system. Second-level walkways in the retail Core span 817 linear feet, while 10 walkways in the Medical Center span a total of 1,175 linear feet.

Sidewalk Conditions

Since the scored sidewalk pattern was adopted as the standard pattern for Downtown, 19,200 linear feet, or over 3.6 miles, of downtown sidewalks have been replaced with the new pattern. The *Sidewalk Conditions* figure locates the general types of sidewalk paving patterns in Downtown, as well as noting where sidewalks are in need of repair or replacement and where there is no sidewalk. Considering the cost of removing old sidewalks and installing the new, the investment in the scored pattern is estimated to exceed \$700,000.

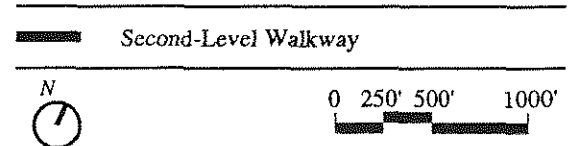
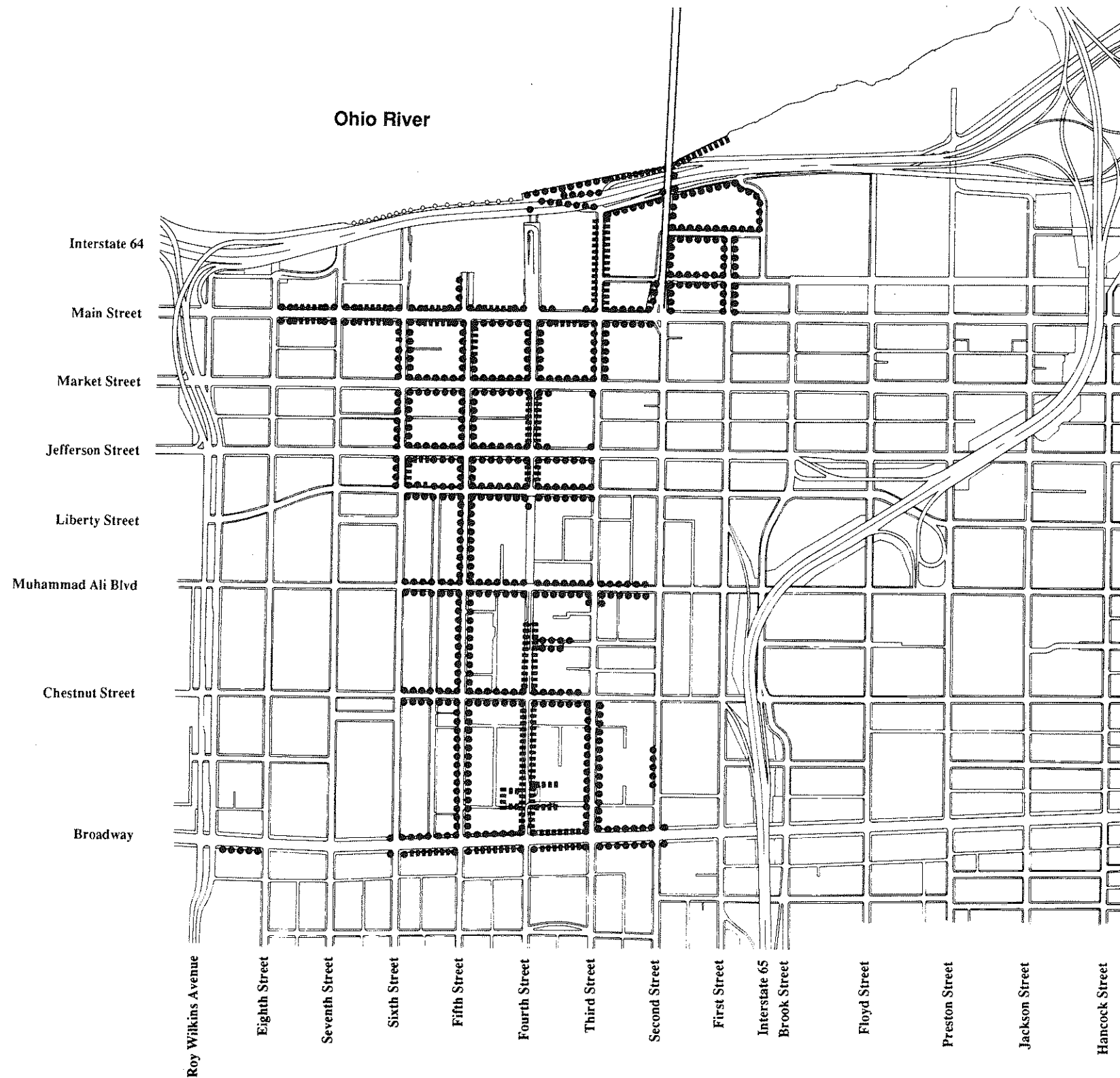


Figure 23
Street Lighting



paving patterns includes any special or site-specific paving pattern, such as the unistone paving system instituted as part of the Fourth Avenue transitway. Other examples include the sidewalks surrounding the First National Plaza and the Hall of Justice.

Most downtown sidewalks are in good condition; however, there are roughly 6,742 feet, or 1.2 miles, of sidewalks that require attention. Only a few downtown streets have no sidewalks. These areas include: River Road between Seventh and Eighth Streets; the south side of Liberty Street near the I-65 overpass; and the industrial section on the northeast side of Downtown.

According to a 1975 study of existing street, alley and sidewalk widths, prepared by the Center City Commission, there is a dramatic variety of sidewalk widths in Downtown, ranging from five feet to nearly 30. Twelve-to-15-foot walks are closer to the norm in Downtown.

Street Lighting

Sasaki's recommendation to institute a common decorative light standard resulted in the selection of a Victorian-style lamp post. Since this selection was

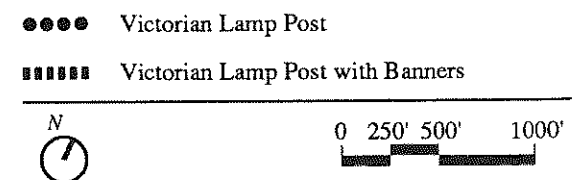
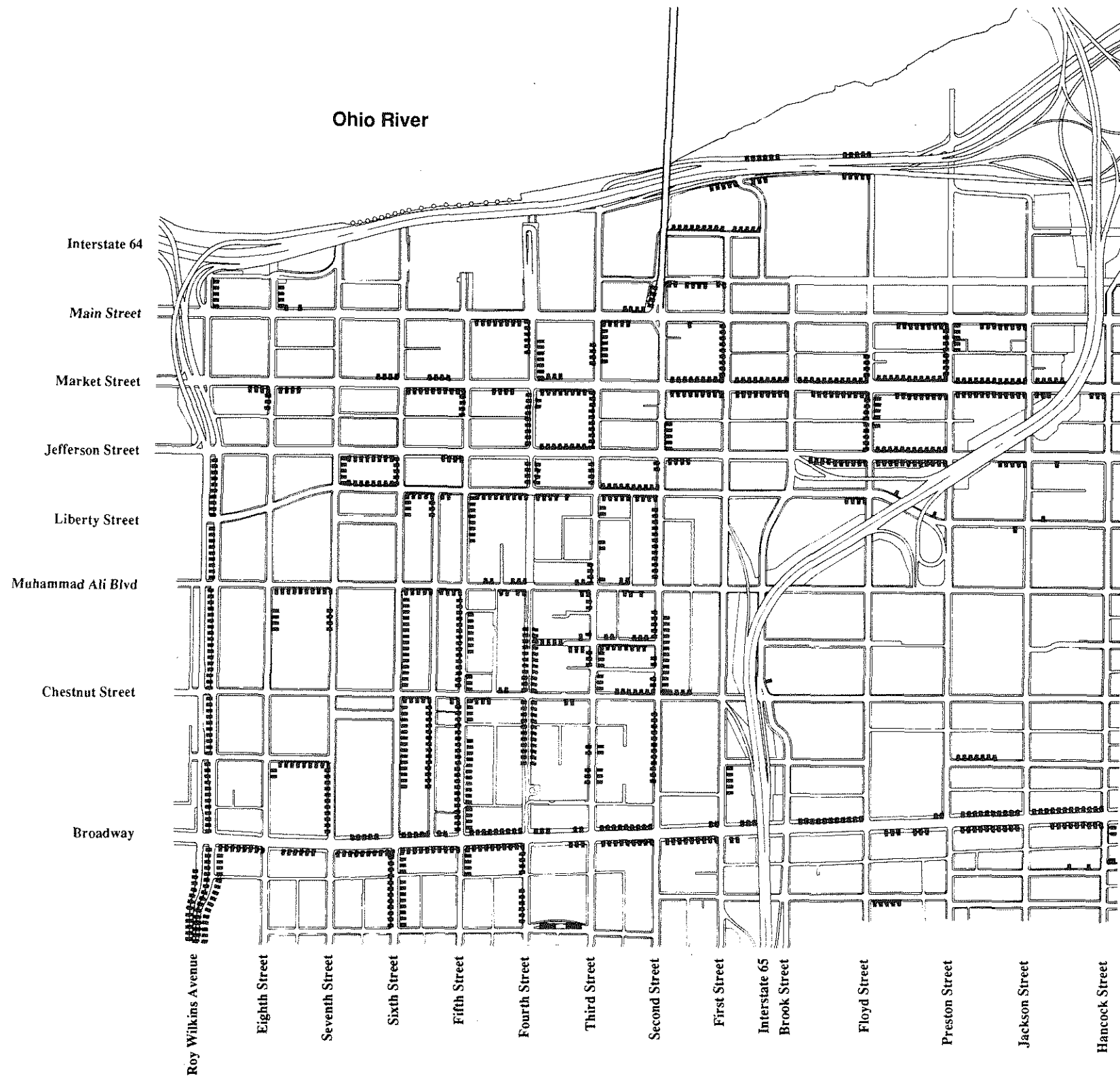


Figure 24
Street Trees



made, 758 Victorian light standards have been installed in the downtown area, representing an investment of over \$2 million. The Street Lighting figure shows the location of the Victorian standards in the downtown planning area.

Although the Sasaki plan recommended three types of lighting elements—the cut-off (a 30' tall box-type light for intersections), and the single and double decorative light standards—only the single and double decorative standards have been instituted.

The Victorian standards are concentrated in the area from Sixth to Third Streets, and from Broadway to the river. A second concentration exists on the wharf and around the Presbyterian Church, U.S.A. development. Notable exceptions to this coverage are on Fifth and Sixth Streets, south of Liberty Street and Third Street from Market to Chestnut. Third Street is expected to be equipped with Victorian standards by the end of 1990, with Second Street complete by 1992.

In conjunction with the Victorian light standards, a banner program has emerged. To date, 272 banners have been hung along Fourth Avenue, Main Street and

■■■■■ Street trees in the public right-of-way



0' 250' 500' 1000'

There are over 1,100 trees inside Downtown's public right-of-way. . . . the City now has a list of tree species—applicable to Downtown, as well as the rest of the city—that are considered acceptable for public rights-of-way.

along the wharf and Third Street north of Main Street. Of these 272 banners, 53 are exclusively site-specific and are used to identify their locations.

The design, manufacture, placement, maintenance and oversight of these banners have been the responsibility of several different entities, including: TARC; LCA; Third Century, Inc.; the Waterfront Development Corporation; the Broadway Renaissance and the City of Louisville Department of Public Works. In order to ensure both effective administration of the program and quality design of individual banners, the City is in the process of attempting to consolidate these functions under one entity.

Street Trees

As a result of the increased awareness in the pedestrian environment, a conscious effort is being made to plant street trees. There are over 1,100 trees inside Downtown's public right-of-way. (It is important to note that this total excludes all trees behind this right-of-way line.) The species of street trees in Downtown differs according to location. Within the last five years, the City has hired a full-time arborist to work on the tree-planting and maintenance needs within the city of Louisville. In addition, the City now has a list of tree species—applicable to Downtown, as well as the rest of the city—that are considered acceptable for public rights-of-way.

The Street Trees figure (Page 63) illustrates the location of street trees in Downtown. Only 30 percent of these trees are equipped with grates, mostly within high pedestrian areas. The heaviest concentration of existing street trees is within the area from Broadway to the river, and from Second to Sixth Streets.

Unfortunately, some sidewalks do not have adequate width to allow for street trees. The species, method of planting and location of street trees and other streetscape improvements need to be evaluated and coordinated to create a downtown streetscape that is well-managed and, most important, safe, pleasing and functional to pedestrians. An overall street-tree-planting and maintenance plan must be prepared.

Utilities

As part of the planning process, utility records were collected and examined to determine the location of—and any potential problem areas for—utilities in Downtown. The capacity of existing services or programmed improvements to support future downtown development was also examined with each utility provider.

General surveys were made of Downtown's above- and below-ground electric lines, gas and water mains and service lines, sanitary and storm sewers and telephone and fiber optic lines. In addition, the process identified the known underground utility vaults that lie within the public right-of-way.

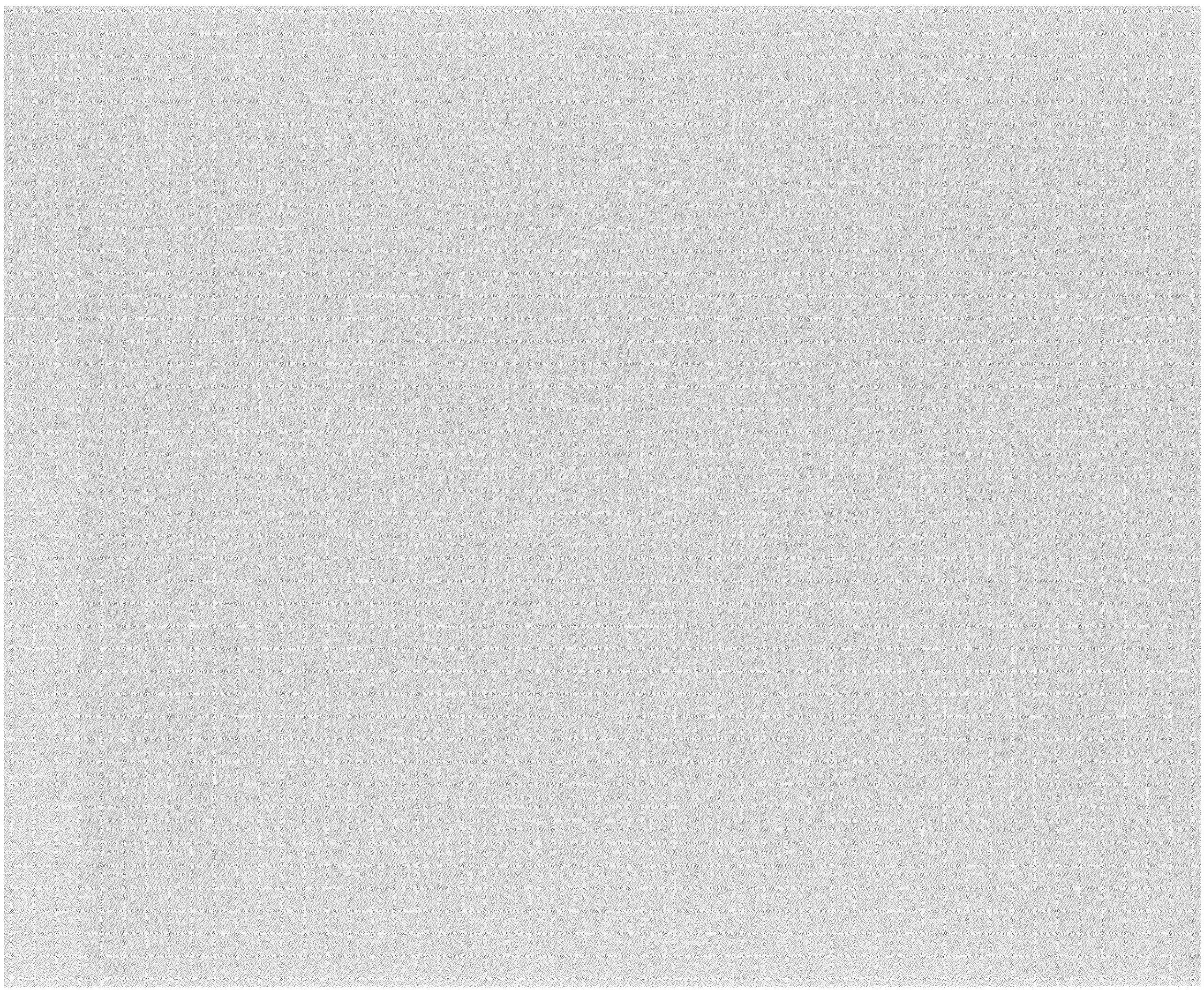
Because of the general detail of available information, the extent of the Plan's survey and the extreme importance of the underground utility network in Downtown, a more detailed survey will be needed when specific streetscape improvements are planned.

The Marketplace—Trends and Forecasts

Demographic Trends and Forecasts

Consumer Attitudes

Economic Trends, Forecasts and Opportunities



The Marketplace— Trends and Forecasts

Downtown offers a unique business environment where face-to-face contacts are the rule rather than the exception and where a true cross-section of the community works, shops, lives and visits on an ongoing basis.

Over the past several decades, the downtown marketplace has experienced dramatic change. Increased regional accessibility, suburban housing and retail growth, population shifts, changes in household characteristics, employment restructuring and rapid technological advances are just some of the influences that have changed not only the face of Downtown but the regional marketplace as well. As Louisville moves into the 1990s and beyond, Downtown's market position and competitive advantages will continue to be influenced by many of these same issues.

Downtown Louisville has proven to be most resilient and has been the dominant factor in Louisville's characterization by many as one of America's "cities reborn." Downtown has endured as the economic center of our region due to its long-standing tradition in the community, the formation of innovative public/private partnerships to pursue revitalization and its special diversity of financial, government, communication, cultural, visitor, service and medical activities.

Downtown offers a unique business environment where face-to-face contacts are the rule rather than the exception and where a true cross-section of the community works, shops, lives and visits on an ongoing basis. This vital pattern of mixed-use development and population diversity has historically been the key to Downtown's success and will continue to be the formula for future growth. The

Downtown Louisville business environment cannot be duplicated and presents both traditional and innovative investment opportunities.

However, the future of the downtown marketplace cannot be separated from the current and future state of our regional economy. Downtown's success in capturing future growth will be either reinforced or restrained by a number of initiatives including: marketing strategies; comprehensive planning; business recruitment and retention; the pace and diversification of employment growth; the location, duration and role of visitor attractions; housing availability and affordability; air quality; air service improvements; and most important, education. In fact, education will continue to be the single most important issue facing Louisville over the next decade. Unless the community's work force is literate and possesses the necessary communication and technical skills to function in a changing job market, Downtown and the region will be at a competitive disadvantage.

The ongoing need for a regional "partnership" for education and economic development will continue to be of vital importance as conventional State and municipal jurisdictional boundaries are transcended by what many refer to as the "new American metropolitanism." Public planning and development policies must also be reshaped through a comprehensive rather than fragmented approach to growth. There is no substitute for competition to stimulate and drive

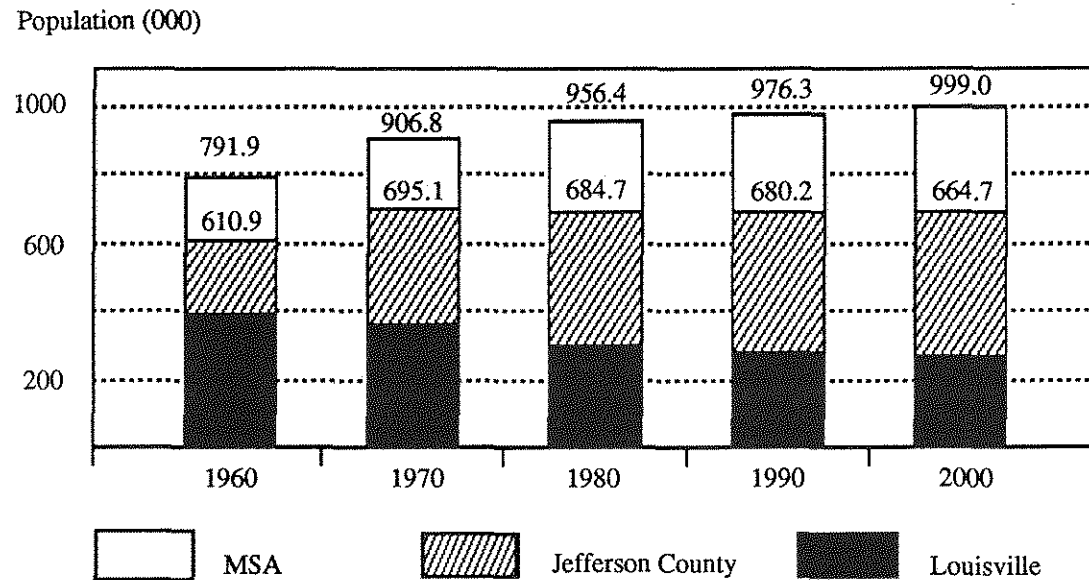
business development. But without an overall county and city-wide development plan, Downtown, Louisville and suburban Jefferson County's growth strategies may prove counterproductive.

The following summary of demographic and economic conditions, trends and forecasts—in conjunction with an overview of metropolitan consumer attitudes—defines key issues, opportunities and strategies that have shaped the Plan's recommendations.

The underlying conditions and trends have been compiled primarily from Louisville Central Area's data base and from the U.S. Census Bureau. The Plan's reconnaissance of current physical and marketplace conditions has played a major role in refining and expanding LCA's data base as an ongoing source of baseline information for marketing, business recruitment and future project feasibility and impact analysis. The refinement and expansion of the data base through the planning process has also initiated further steps to prepare the data base for future incorporation into a true geographic information system. An annual comparative report of downtown economic indicators should be produced as an ongoing measure of market performance.

The Plan's forecasts are based on the market assessment conducted by Halcyon, Ltd., between August 1988 and March 1989. The forecasts were conducted under the guidance of the Plan's Market Assessment and Forecast Subcommittee

Chart 1
Population Trends and Forecasts



Sources: US Dept. of Commerce, Bureau of the Census
University of Louisville

and with the assistance of the University of Louisville, Indiana Business and Research Center and numerous downtown stakeholders. It will be essential that many of the trends and forecasts advanced by the Plan be monitored and updated on a three- to five-year basis to address ever-changing market conditions.

The profile of consumer attitudes is based on a 1987 study conducted for LCA by Southern Research Corporation to gain a better understanding of perceptions and behaviors of Louisville adult consumers toward Downtown.

Demographic Trends and Forecasts

Population

During the 1960s the population of Louisville's MSA (metropolitan statistical area) grew at an average annual rate of 1.5 percent, from 791,914 to 906,752. This compared favorably to a rate of just 0.6 percent for the state of Kentucky and 1.3 percent nationwide. Most of Louisville's growth occurred in Jefferson County, which added 84,155 residents even though the county's largest jurisdiction, Louisville, lost over 7 percent of its population.

From 1970 to 1980, the situation changed, as overall population growth in the Louisville MSA slowed to 0.5 percent per year. This rate of growth resulted in an additional 49,648 residents in the area.

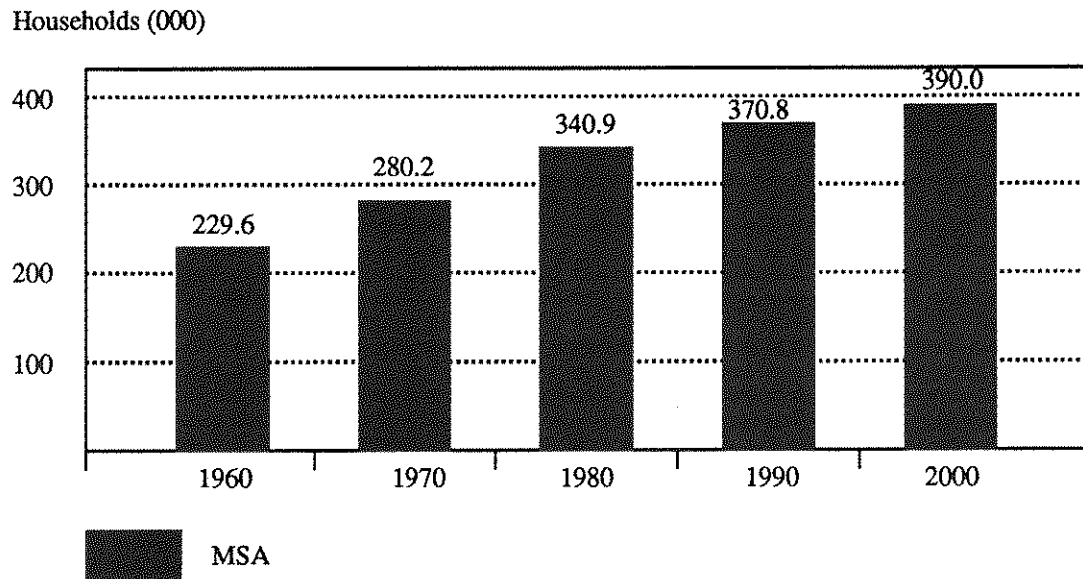
The City of Louisville's loss of almost 63,000 residents in 10 years caused a 1 percent decline in Jefferson County's total population.

During the 1980s, the rate of population growth continued to slow, mirroring a nationwide trend. Louisville's MSA grew at an estimated rate of 0.1 percent per year, adding only 6,300 residents, which brought the population up to 962,700 by 1986. The city's decline slowed, losing an average of over 2,000 residents, or about 0.7 percent, per year. Whereas in 1960 the City of Louisville accounted for almost half of the residents in the MSA, by 1986 its share dropped to 30 percent.

Louisville's MSA is projected to experience only moderate growth over the next 10 years. The MSA is expected to grow to 999,019 by 2000, a 2 percent increase from the 1990 projection of 976,299. This growth rate is significantly lower than the 6 percent and 7 percent rates forecasted for the state of Kentucky and the nation, respectively.

Jefferson County population growth is projected to decline from 1990 to 2000. Outlying counties within the MSA will grow steadily through 2000. Significantly, the long decline in the population of the City of Louisville is projected to slow to 0.4 percent annually between 1990 and 2000. Estimates indicate that the city will actually gain population, although at only a 1 percent annual rate, from 2000 to 2010. By 2010, about 26 percent of all MSA residents are expected to live within the City of Louisville.

Chart 2
Household Trends and Forecasts



Sources: US Dept of Commerce, Bureau of the Census
Halcyon, Ltd.

Age Distribution

From 1970 to 1980, the median age of the Louisville MSA population increased by more than two years, reflecting a national trend toward a more mature population. In 1970, almost 40 percent of the population was younger than age 20. By 1980 this proportion dropped to 32 percent. Likewise, the portion of people aged 55 or older grew by 2.3 percent. The median age of the Louisville MSA was 27.4 in 1970 and 29.7 in 1980. In 1988, estimates show the median age increased to 32.6 and will continue to edge upward during the 1990s.

Households

The number of households in the Louisville MSA increased by 20 percent during the 1960s, from 229,570 in 1960 to 280,195 by 1970. Population grew by only 15 percent during the same period. This disparity was due to a nationwide change in family lifestyles which led to smaller households, many headed by a single parent. The nation as a whole added 2 percent more households each year during the decade. The number of households remained almost steady within the City of Louisville, rising from 121,189 to 122,699. At the same time, Jefferson County had an increase of over 38,000 households.

Between 1970 and 1980 the number of households in the Louisville MSA increased by 60,768 to 340,963, continuing the annual growth rate of 2 percent from the previous decade. The number of households increased 2.4

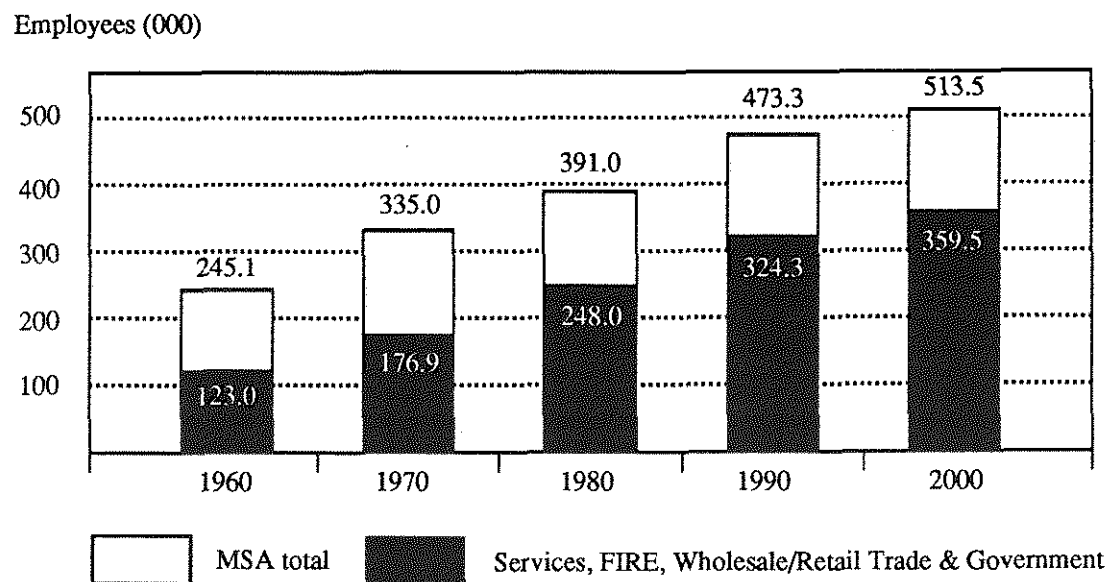
percent annually nationwide even though population grew by only 1.1 percent per year. The City of Louisville lost 17 percent of its population but the number of households declined by only 5 percent, from 122,699 to 117,178. Jefferson County added 34,375 households, accounting for 57 percent of the MSA's total increase of over 60,000.

The trend toward smaller households continued from 1980 to 1985, but the rate of growth in households lessened as population growth slowed. The Louisville MSA had a 1.1 percent annual increase, compared to 1.7 percent for the nation during this same period. Jefferson County's 5.4 percent increase of 13,431 households made up 67 percent of the growth in the MSA. The City of Louisville had no change in the number of households, even though its population declined by approximately 12,000 persons.

The nationwide trend toward an increasing number of smaller households is expected to continue into the next decade, although at a slower pace. Projected future household growth rates for Louisville and the MSA are based on past and projected trends in population growth, age distribution, and household formation.

The number of households in the MSA today is estimated to be 370,842, representing an increase of 5.5 percent over the 1985 level of 360,861. The number is projected to increase at a slower rate of 5 percent after 1990 to

Chart 3
Employment Trends and Forecasts



Sources: US Dept. of Labor, Bureau of Labor Statistics
 US Dept of Commerce, Bureau of Economic Analysis

380,272 households in 1995. By the year 2000, there should be 390,022 households in the Louisville MSA, a 5.1 percent increase from 1995.

Household Income

In 1980 the Louisville MSA had a median household income of \$16,909 (in 1988 dollars), a figure slightly higher than the national median of \$16,886. The City of Louisville's median household income in 1980 was considerably lower at \$12,282.

In 1988, median household income levels in the Louisville MSA were still above those in the country as a whole. For the MSA, the median had risen to \$26,036 while the median for the United States increased to \$25,915. Within the city limits, the median household income increased to \$18,957.

This disparity is forecasted to continue into the next decade, with the 1993 median household income estimated at \$28,418 (in constant 1988 dollars) for the MSA and \$20,418 for the city. However, the percentage of households in the city with incomes of over \$25,000 is expected to increase by 8 percent.

Employment

Like many other metropolitan areas, Louisville is facing the challenge of shifting its employment base from one dominated by manufacturing to one more dependent on trade, information and service industries. The degree to which Louisville continues to be successful in

attracting employers in these high-growth areas will dictate the area's economic future for years to come.

During the 1970s, Louisville's annual rate of growth in non-agricultural employment was 1.7 percent, behind the national pace of 2.8 percent per year. In 1980 there were 391,400 jobs in the Louisville MSA. During the 1980s, the MSA employment growth rate was approximately 1.6 percent.

Perhaps more predictive of Louisville's economic future is the degree to which the MSA's employment distribution has moved away from heavy industrial activity and toward more office-intensive information and service industries. For example, in 1960, 36 percent of all non-agricultural employment in the Louisville MSA was in manufacturing. Although over 31,000 jobs were added in these businesses during the 1960s, by 1970 their share of non-agricultural employment remained unchanged at about 36 percent.

By the end of the 1980s, only 20 percent of non-agricultural jobs were in manufacturing. Louisville's previous reliance on these "smokestack" businesses was supplanted by increased growth in service, trade and F.I.R.E. (Finance, Insurance and Real Estate) industries. Of the 190,800 jobs added in the MSA since 1960, almost 61,000 were in service industries (which includes health care) and almost 60,000 more were in wholesale and retail trade.

Louisville is facing the challenge of shifting its employment base from one dominated by manufacturing to one more dependent on trade, information and service industries.

Also, the percentage of total employment in agricultural industries dropped from 12 percent in 1960 to only 5 percent near the end of the 1980s.

With respect to its current distribution of employment, 80 percent of Louisville's non-agricultural jobs are now in non-manufacturing industries, compared to an average of 82 percent for other cities in the surrounding region and 81 percent for the nation.

In terms of downtown employment, Louisville compares well to other nearby cities. The number of employees working in Downtown Louisville has risen from 46,000 in 1968 to an estimated 70,000 in 1990. Based on 1988 estimates, Cincinnati had an estimated 70,000 downtown workers but Nashville and Memphis had only 55,000 and 40,000 respectively. In Louisville, Downtown remains the dominant center of office employment.

Past projections have forecasted total employment in the Louisville MSA to grow through the end of this century, although at a declining rate. Between 1990 and 1995, total non-agricultural employment in the MSA is projected to increase 0.9 percent per year, a significant deceleration from annual increases during the 1980s which ranged from 1.5 to 2 percent. The rate of growth is projected to continue its decline through the year 2000. Moderate growth projections for total employment nationwide forecast an annual rate of increase of 1 percent from

1990 to 1995, compared to 0.9 percent for the Louisville MSA. However, a 2 percent annual rate of growth may be achievable based on the following factors: recent commitments to pursue transportation improvements, such as the Standiford Field expansion project; strong corporate commitments to Downtown; ongoing regional partnerships to pursue economic development; education initiatives; and recent commercial investment activity.

Service industries are expected to outpace overall growth, with an estimated 25,650 new jobs added between 1990 and 2005, representing 45 percent of all new jobs during that period. Employment in the Finance, Insurance and Real Estate (F.I.R.E.) industries is projected to account for 7,433 new jobs during the same period. Additionally, the wholesale and retail trade industries are expected to provide 14,041 more jobs. By 2005, an estimated 83 percent of all non-agricultural employment in the Louisville MSA will be in non-manufacturing industries, compared to 64 percent in 1960.

Projected increases in service, wholesale/retail trade and F.I.R.E. employment bode well for future absorption of office space in the Louisville area, as well as spin-off demand for housing, retail goods, services and hotel room nights. The growth in information-intensive industries represents a market for which Downtown can effectively compete.

Consumer Attitudes

A survey of consumer attitudes provides some companion "guideposts" that assist in defining opportunities and problems that can be addressed by the Plan's recommendations to maintain and expand retail, entertainment and business opportunities in Downtown Louisville. A survey of almost 1,000 randomly selected adults in metropolitan Louisville was conducted in November 1987. It addressed a variety of topics on attitudes and perceptions of Downtown. The following summary and excerpts from the *Consumer Attitude Survey* provide a number of important insights pertaining to Downtown's existing and future market potential. Future surveys, which should be conducted every three to five years, will provide a basis for comparison and an ongoing source of vital reconnaissance to guide downtown marketing and development efforts.

Market Potential

The survey found that more than half of Louisville's local adults feel Downtown offers them opportunities. Unfortunately, many older adults today are drawn only to Downtown Louisville as it used to be and raise concerns regarding parking, traffic and safety.

One-third of the adult population surveyed demonstrated a dramatic interest in Downtown. They are overwhelmingly young (54 percent under 35 years of age) and more likely to be single, but with

Following its opening in 1982, the Galleria has rejuvenated current market perceptions of Downtown as a retail environment. . . . It will be important to make shopping visits to Downtown more consistent and frequent.

these exceptions, they display no other unique demographics. Young adults from just about everywhere in the metropolitan area are potentially a strong downtown market segment. These young adults represent the peak of the "baby boom" and their perceptions about Downtown have been molded by its recent successes.

In addition to the enthusiasm expressed for Downtown by young adults, the middle-aged segment of our community, which is primarily middle-to-high-income and slightly more professional, has a medium propensity to come Downtown for cultural attractions and especially shopping. This segment of the market is not likely to come Downtown on a regular basis, but is likely to be less price-conscious and more intent on high-quality goods and services.

Downtown Workers

An estimated 70,000 workers are in Downtown Louisville today. They are a major component of the downtown retail and entertainment markets, along with visitors and residents. The percentage of downtown workers is equally divided between male and female, and their places of residence are spread throughout metropolitan Louisville. An additional 30,000 visitors come Downtown at least once a week on business and, by their presence, have the potential to support it.

Retail Perceptions and Opportunities

Following its opening in 1982, the Galleria has rejuvenated current market perceptions of Downtown as a retail environment. The Galleria was second only to Churchill Downs in terms of place recognition by Louisville metropolitan residents. Most residents surveyed think of the area surrounding the Galleria as the heart of downtown retailing. Young adults see some special characteristics about downtown retailing that they cannot find elsewhere. Downtown shopping is still considered slightly more exciting and sophisticated.

However, downtown retailing is not considered a viable alternative on a regular basis to the convenience of local neighborhood shopping. But at least 75 percent of all local adults have come Downtown to shop in the past year or so, and 70 percent of the work force has shopped for something at least on a monthly basis, particularly personal and convenience items and clothing. Downtown workers are also more likely to return to shop on weekends.

It will be important to make shopping visits to Downtown more consistent and frequent by removing the perceived barriers of inconvenient parking and traffic that shoppers may have experienced during extraordinary conditions. Concerns about safety in Downtown were viewed as secondary. Downtown retailing needs more unique alternatives and options to draw potential

market segments. Off-price merchandising may be one alternative. Residents of Southern Indiana and the west-central area of Louisville also represent important market segments.

Entertainment

The Main Street and Waterfront areas are perceived as the entertainment centers of today and tomorrow. The allure of the Waterfront, particularly the potential for a lively waterfront park, will remain a major opportunity to attract visitors to Downtown. The Kentucky Center for the Arts, the Belvedere and other Main Street and waterfront locations repeatedly ranked high in terms of place recognition throughout the metropolitan area.

Entertainment must center around convention and visitor attractions and the arts. Festivals and other special events will also continue to be an important draw with spin-off support for entertainment and restaurant facilities.

Restaurants today are not a primary reason for visiting Downtown. A majority of metropolitan residents has expressed a need for more fine restaurants, as well as economical and unique places to eat, including delis, ethnic foods, pastry and coffee houses and most important, outdoor cafés. However, unless restaurants are dramatically unique, they will need to be close to the Core's critical mass of office, cultural, entertainment and visitor attractions in order to attract their own mass.

One in seven metropolitan residents would be interested in living in the Downtown or immediate surrounding area.

Downtown Living

One of the most important conclusions from the *Consumer Attitude Survey* was that one in seven metropolitan residents would be interested in living in the Downtown or immediate surrounding area. Occupancy patterns for recently constructed downtown residential projects, particularly Crescent Centre, demonstrate a spin-off of interest and recognition of downtown living as a viable alternative. Those most interested in downtown living were young adults from all economic backgrounds and areas of the region. Interest is also higher among downtown workers, primarily young and middle-aged adults, but from all occupational backgrounds. Renovated homes and townhouses sparked the most interest. High-rise apartments and condominiums were viewed as less attractive. However, cost is an obstacle to downtown living. Those interested in downtown living indicated they could afford \$50,000-100,000 (1987 dollars) to acquire a home and between \$200-1,000 per month to rent an apartment.

Implications and Conclusions

The current consumer market sees Downtown Louisville as a potential and positive opportunity for increased shopping. Main Street and waterfront areas are viewed as an entertainment center and a focus for the arts. The Broadway area is not viewed as a part of the downtown Core, which, in the perceptions of many, begins just south of Muhammad Ali and extends north to the

river. Yet, opportunities for shops and eating establishments are viewed as possible attractions for Broadway. Finally, downtown living is emerging as a viable alternative with important implications for both retailing and entertainment establishments.

Economic Trends, Forecasts and Opportunities

Downtown Louisville's marketplace consists of five major economic and activity generators: office space; convention and visitor facilities (including hotels); housing; retail and dining attractions; and cultural and performing arts facilities. Medical care, research and educational facilities are also an important part of the Downtown and regional economy. Relationships between Downtown and the Medical Center's employment and consumer base must be strengthened.

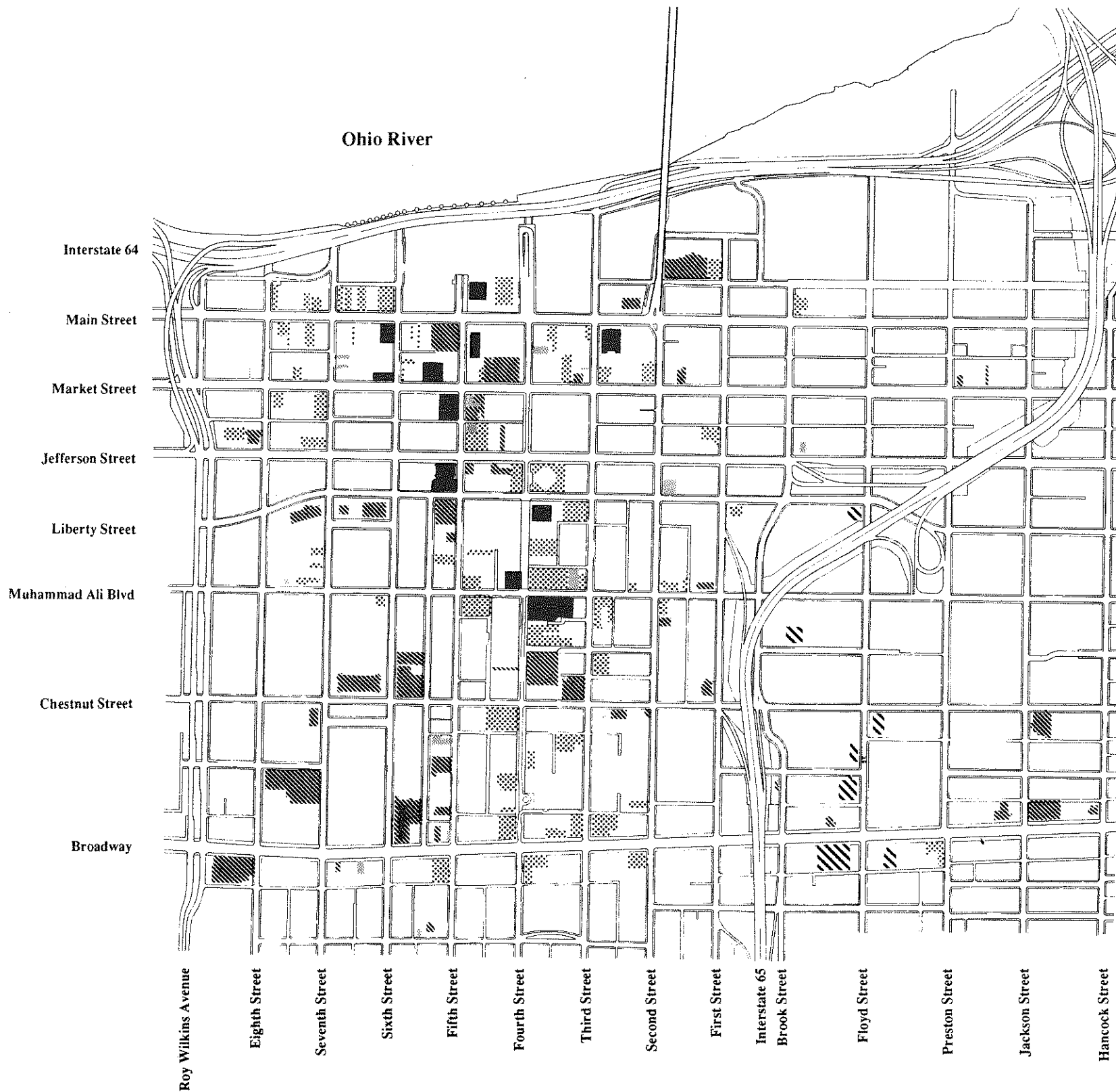
In addition to these diverse physical and primarily fixed components of the downtown marketplace, festivals, celebrations and special events that bring people together Downtown are also *vitaly important in establishing a special identity and destination.*

All of the elements of the downtown marketplace are closely interrelated. Office space produces workers who, in turn, support retail, restaurant and entertainment establishments.

Convention facilities and office functions generate demand for hotels and motels. Housing also supports retailing and services. Downtown and in-town housing provide alternative living options in close proximity to the downtown workplace and create a sense of neighborhood and security. Cultural and arts facilities attract visitors, who support retail, restaurants, entertainment facilities and hotels. They also provide a special environment that can attract conventions and corporate facilities. The synergy between these elements is a primary determinant in establishing the Plan's development and revitalization priorities.

Louisville's Downtown Plan is built upon several interrelated economic and development principles. By promoting Downtown as a diverse but related pattern of uses, its special identity and intensity of activity can be sustained and expanded. A compact core can generate synergy between activities that will have a long-term positive economic impact on all of Downtown. Mutually dependent relationships between elements of the marketplace must be in balance or else *downtown redevelopment momentum* will falter. Finally, because of Downtown Louisville's size, effective pedestrian, development and public transit linkages must be created between its many special districts, each with diverse functional and physical identities. These linkages must be attractive and present a complementary mixture of uses that can form a street-level bridge between downtown activity centers.

Figure 25
Office Space








The following assessment and forecast for each of the dominant elements of the downtown marketplace provide a profile of current conditions and a comparison of development trends with previous forecasts considered by the 1969 *Center City Development Program*. Forecasts for future development are also advanced.

Office Space

Downtown Louisville is the dominant office center for banking, finance, media, law, business services, government, health care and medical research in the region. Today, Downtown captures 57 percent of the metropolitan area's total office supply and employs 70,000 workers, forming the region's highest daily employment concentration.

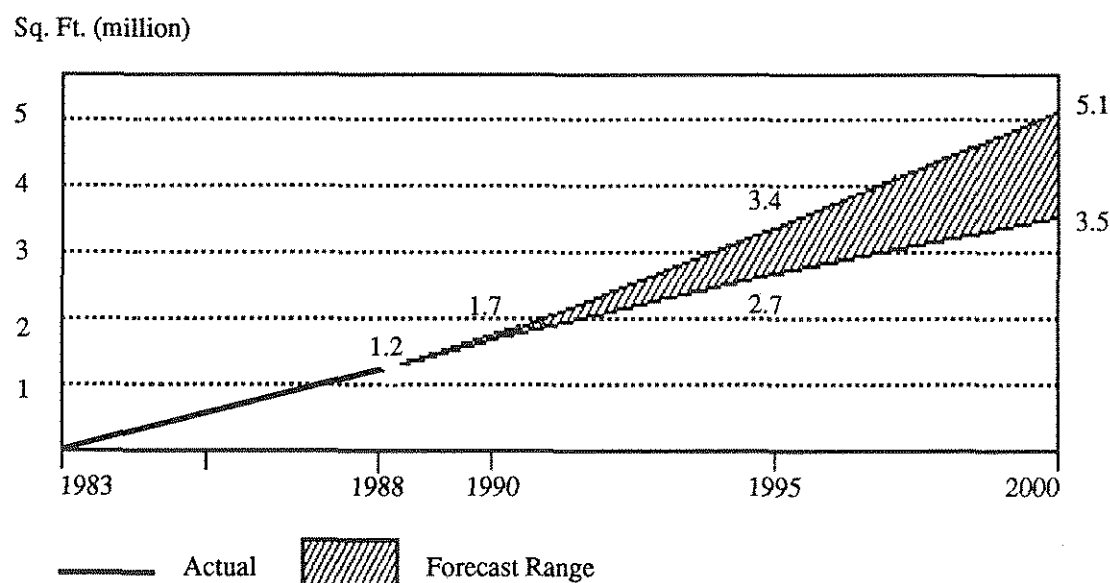
A total of 9.8 million square feet of office space is situated within Downtown Louisville. A total of 6.5 million square feet is classified as leasable space. Vacancy rates between 1988 and 1990 have averaged 11 percent for all classes of office space, and 6 percent for Class A space. Throughout the latter part of the 1980s, vacancy rates remained low and

-  Class A & HR-A Space
-  Class B & HR-B Space
-  Class C & Additional Leasable Space
-  Medical Office Space
-  Proprietary Space



0 250' 500' 1000'

Chart 4
Downtown Office Space Absorption



Source: Louisville Central Area, Inc.
 Halcyon, Ltd.

generally below the suburban and national averages. Class B rates have ranged between 11 and 15 percent.

In 1969, Louisville's *Center City Development Program* forecasted that the total net downtown office base of 3.46 million square feet would increase to 4.68 million net square feet by 1985. The pace of office construction during this 20-year period exceeded these forecasts. During the five-year period between 1983 and 1988, Downtown Louisville has added to the inventory an annual average of 230,067 square feet and absorbed approximately 246,017 square feet.

Office space in Downtown Louisville is concentrated in three districts. The Core holds approximately 5.4 million square feet and 21,000 employees; Broadway has 2.6 million square feet and 10,000 employees; and the Medical Center contains 480,000 square feet and 14,500 full-time equivalent employees. Additional office space and employment are scattered throughout the balance of the planning area.

During the late 1980s, the supply of Class A office space was extremely limited. Significant amounts of space with floor plates suitable for large tenants have not been available to attract new companies. Office growth has resulted primarily from internal corporate and business expansions, and movement from Class B to Class A space. This raised larger vacancy rates for Class B and Class C office space. Rents have also remained relatively low.

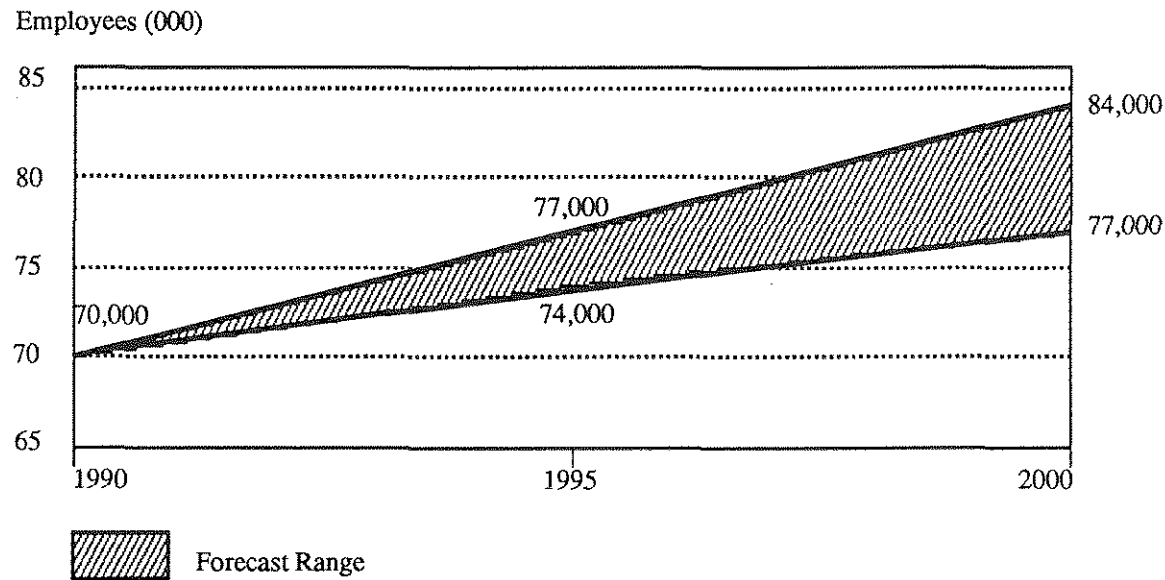
Coupled with the pattern of growth driven primarily by existing business expansions, the production of Class A office space has been slower than experienced in surrounding cities.

However, as Downtown enters the 1990s, the market is poised for a new generation of office towers, with several projects committed or planned for construction over the next three to five years.

A total of 285,000 square feet has recently been completed as the first phase of One Corporate Plaza at Third and Main Streets. This building is nearly 83 percent occupied. The 600,000-square-foot Capital Holding headquarters office tower is nearing the construction phase in the 200 block of Fourth Street and may be completed by 1992. Market Square, an office project of 400,000 square feet, is also nearing the construction phase at Sixth and Market Streets and is nearly 60 percent pre-leased. City and County governments will occupy about 120,000 square feet of space in the Market Square project. Commonwealth Insurance is also constructing 300,000 square feet of office space for its corporate headquarters at Fifth and Broadway.

In addition to these recently completed or committed projects, the Riverfront Square project, which is projected to contain 1,000,000 square feet of office space, has been moving forward for almost a decade. A total of 2.3 million square feet of Class A office space is now under construction or committed for construction in

Chart 5
Office Employment Forecast



Sources: Louisville Central Area, Inc.
Halcyon, Ltd.

Downtown Louisville. Excluding Riverfront Square, approximately 43 percent of the committed office development is pre-leased.

An additional 700,000 square feet of office space is planned as part of second phases of the Market Square and Corporate Plaza projects. A 450,000-square-foot office tower at Fifth and Liberty Streets has also been proposed. The actual phasing of these projects and future office development in Downtown Louisville will continue to be influenced by factors that have affected Class A office construction in the past: a small local market for Class A office space; rising land costs; parking; relatively low rents; and a relatively soft Class B office market.

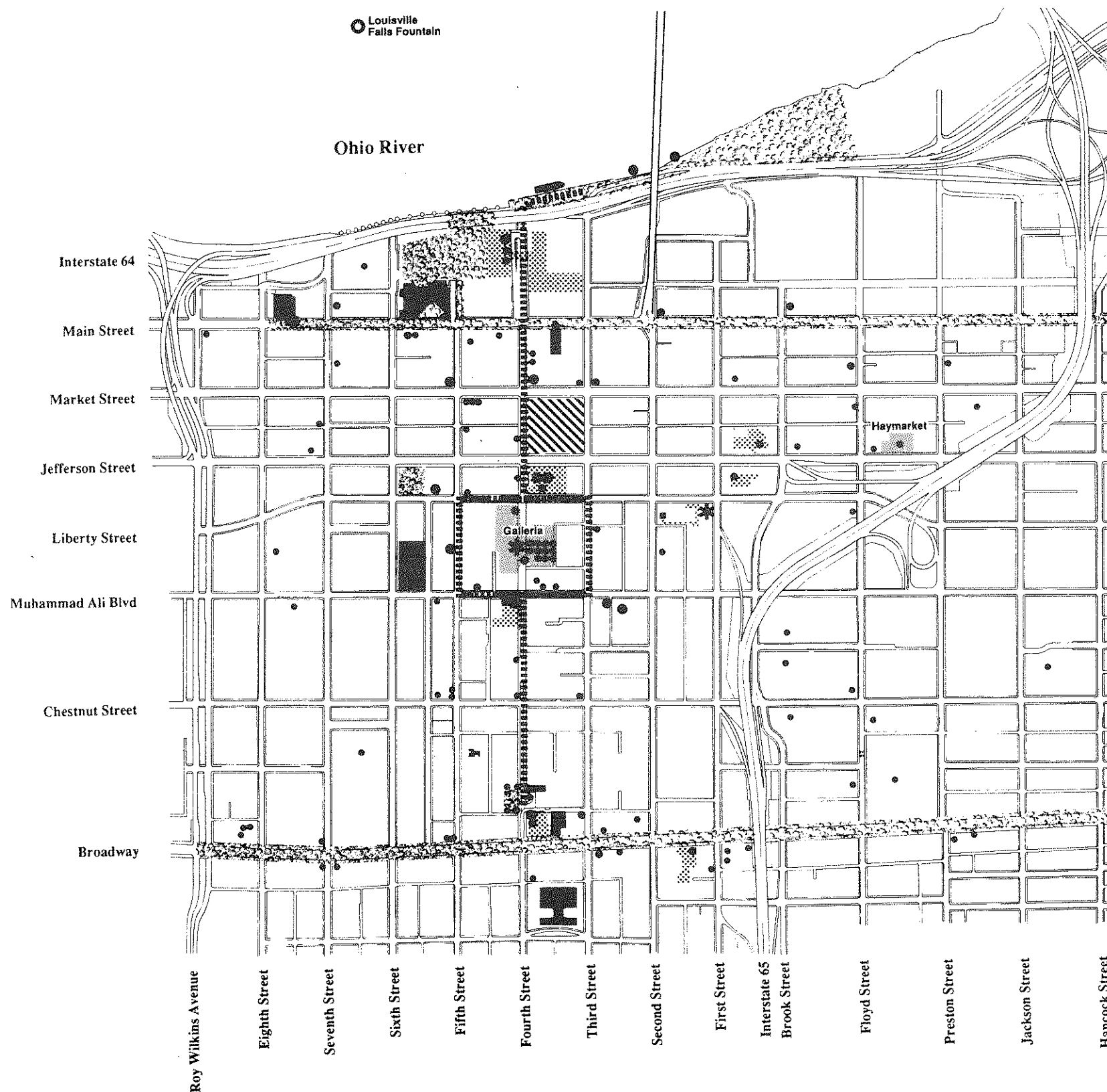
Future office growth will be influenced not only by cost, rents and space characteristics, but by net new employment growth. Downtown's ability to capture a significant share of metropolitan growth and maintain its position as the region's predominant and prestigious office center will be of crucial importance. If the Louisville metropolitan area can generate employment growth and Downtown can continue to capture at least 50-53 percent of the office market over the next decade, Downtown is forecasted to experience office absorption rates ranging between 193,000 and 335,000 square feet annually by 1995, and between 151,000 and 349,000 square feet annually by the year 2000. These forecasts translate into

963,245 to 1,679,870 square feet of total office absorption and between 4,280 and 7,455 new employees by 1995. From 753,760 to 1,746,604 square feet of total office absorption and between 3,350 and 7,765 new employees are also forecasted between 1996 and the year 2000.

The Class B office market, which historically has been relatively weak, may also be hampered further if the supply and demand of Class A space is not in balance. Competition for Class A office tenants, coupled with existing Class A and B office rent structures, has resulted in higher Class B vacancy rates.

Public policies and private marketing and management strategies must address the current tension between Class A and B office markets. An adequate supply of Class A office space must be available to support local employment growth and to attract new companies from outside the metropolitan area. However, the supply and demand for Class A space must be in balance or an over-built office market could result. Business retention and recruitment strategies will be of major importance over the next five years, as new office space is constructed and committed. Unless major new corporate tenants or headquarters relocate to Louisville over the next three to five years, the amount of office space currently committed or planned will provide a suitable inventory and the pursuit of additional Class A office buildings will not be a priority.

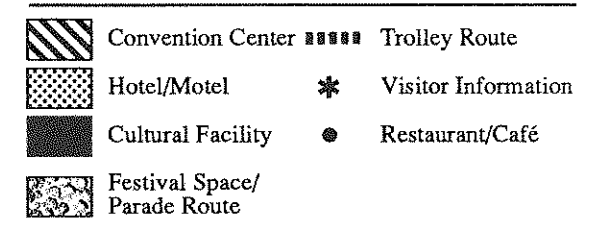
Figure 26
Cultural, Convention, Hotel and Visitor Attractions



Future office buildings should be focused in the core area and in other locations where an increase in daily worker population will support retail and related development priorities and provide increased pedestrian traffic between activity centers.

Convention Center and Hotels

The strength of Downtown Louisville as a destination for visitors and business activity depends heavily on functional and centrally located hotel, convention and meeting facilities. The accessibility and proximity of convention and hotel facilities will affect Downtown's ability to serve a wide array of tourist and corporate traveler demands. Future office growth is tied in part to the availability and quality of meeting space and hotel rooms. Retail sales in Downtown Louisville also depend heavily on the visitor market. Convenient and attractive connections between convention facilities, hotels, services and shops will produce pedestrian activity that enhances the downtown environment. Connections to outlying hotels, air terminals and community and regional attractions are also vitally important.



The strength of Downtown Louisville as a destination for both visitors and business activity depends heavily on functional and centrally located convention and meeting facilities.

In summary, one of Downtown Louisville's highest priorities must be to strengthen its convention and visitor facilities. It is critical to ensure that future commercial redevelopment be sited in close proximity or within convenient walking distance.

Downtown Louisville currently has 240,322 square feet of convention, meeting and exhibit space and 2,988 hotel and motel rooms in nine facilities. The majority of convention and meeting room space is concentrated in Commonwealth Convention Center, which offers 100,000 gross square feet of column-free exhibit space and 36 meeting rooms. The Galt House hotels offer 55,000 square feet of meeting and exhibit space, and the remaining seven hotels and motels provide 42,032 square feet of meeting space. A total of 2,024 rooms are within a three-block (1,000 feet) walking distance of Commonwealth Convention Center, and a total of 2,320 rooms are connected with the Center by the Toonerville II Trolley.

In total size and activity, Commonwealth Convention Center (CCC) is significantly smaller than the existing facilities located just under five miles south of Downtown at the Kentucky Fair & Exposition Center (KFEC). The KFEC complex is made up of Cardinal Stadium (30,000 seats), Freedom Hall (19,000 seats), 513,000 square feet of exposition space, and the Newmarket and Broadbent Arenas. The complex can accommodate 15,000 cars.

A major expansion program is underway, with Phase I adding 129,000 gross square feet. In contrast to the CCC, the KFEC is a multipurpose complex that can support large-scale events requiring both indoor and outdoor space.

The Convention and Visitors Bureau of Louisville, Kentucky statistics indicate that over the past five years total convention attendance in Louisville and Jefferson County has increased, rising from 397,000 in 1983 to 468,000 in 1987 and 488,000 in 1988. The number of conventions held has also increased from 448 to 712. The average size of conventions during this period ranged from 657 to 990 visitors. Total convention spending increased each year, reaching approximately \$252 million in 1987. Average expenditures per person have also increased steadily to \$624 for all meetings.

In 1988, Commonwealth Convention Center was utilized for 267 event days. A total of 87 days, or 33 percent of the total utilization, involved major events that demanded over 50 percent of the Center's overall capacity. A total of 60 days resulted in full utilization and 98 days experienced no activity. The majority of meetings held at the Center were smaller meetings, comparable to those held at downtown hotels.

Increases in the number and duration of conventions have resulted in increased

occupancy rates for downtown hotels. By 1988, average occupancy rates ranged between 50 and 70 percent. In general, average hotel occupancies were below national industry standards of 65 percent and lower than occupancies at Louisville's suburban facilities. A 1988 survey of downtown hotel-motel traffic indicated the following sources of demand: Business travelers accounted for 36 percent of the market; conventioners, 37 percent; and tourists, only 6 percent. Future room-night demand and growth in downtown hotel facilities will be contingent upon four market segments: growth of the downtown office sector; local and regional demand for business meetings and special events; tourism; and utilization of the Commonwealth Convention Center. The future growth of outlying hotel and motel facilities will also continue to have an impact. Future priorities must include centralization of hotel facilities, in conjunction with improvements to the Commonwealth Convention Center and with convenient pedestrian access to cultural, entertainment and retail facilities.

Based on forecasts of office growth, convention attendance and tourism, Downtown Louisville's hotels will continue to experience growth in the total number of room-nights and average occupancy. By the early 1990s, existing core hotels should realize occupancies ranging between 62 and 69 percent. By the year 2000, occupancies for existing facilities may range between 73 and 86

The marketing, maintenance and expansion of the Commonwealth Convention Center and support facilities will be of vital importance to the future of Downtown.

percent. If these occupancies are achieved, additional hotel development, in conjunction with improvements in convention facilities, will be warranted within the next three to five years.

The 1969 *Center City Development Program* recognized the importance of centrally located convention and exhibit space and the need for close proximity of hotels and related support facilities. The Program recommended the location and size of Commonwealth Convention Center, which was built in 1976. The Program also recognized that two groups of older hotels and motels, which accounted for 1,921 rooms, needed to be upgraded and new facilities added by 1985. A total of 3,360 hotel rooms were projected to be in demand, including 1,075 replacement rooms and 1,275 new rooms. The program recommended concentrating hotel rooms Downtown and near the Convention Center rather than in outlying locations. The growth in hotel rooms has not been realized, and the concentration envisioned, particularly near the Convention Center, has not occurred.

A 1987 study by Laventhol and Horwath of the competitive position of greater Louisville and Commonwealth Convention Center, and a 1989 analysis by Coopers and Lybrand of convention, meeting, trade show and sports facilities in Louisville, defined a number of key findings and recommendations.

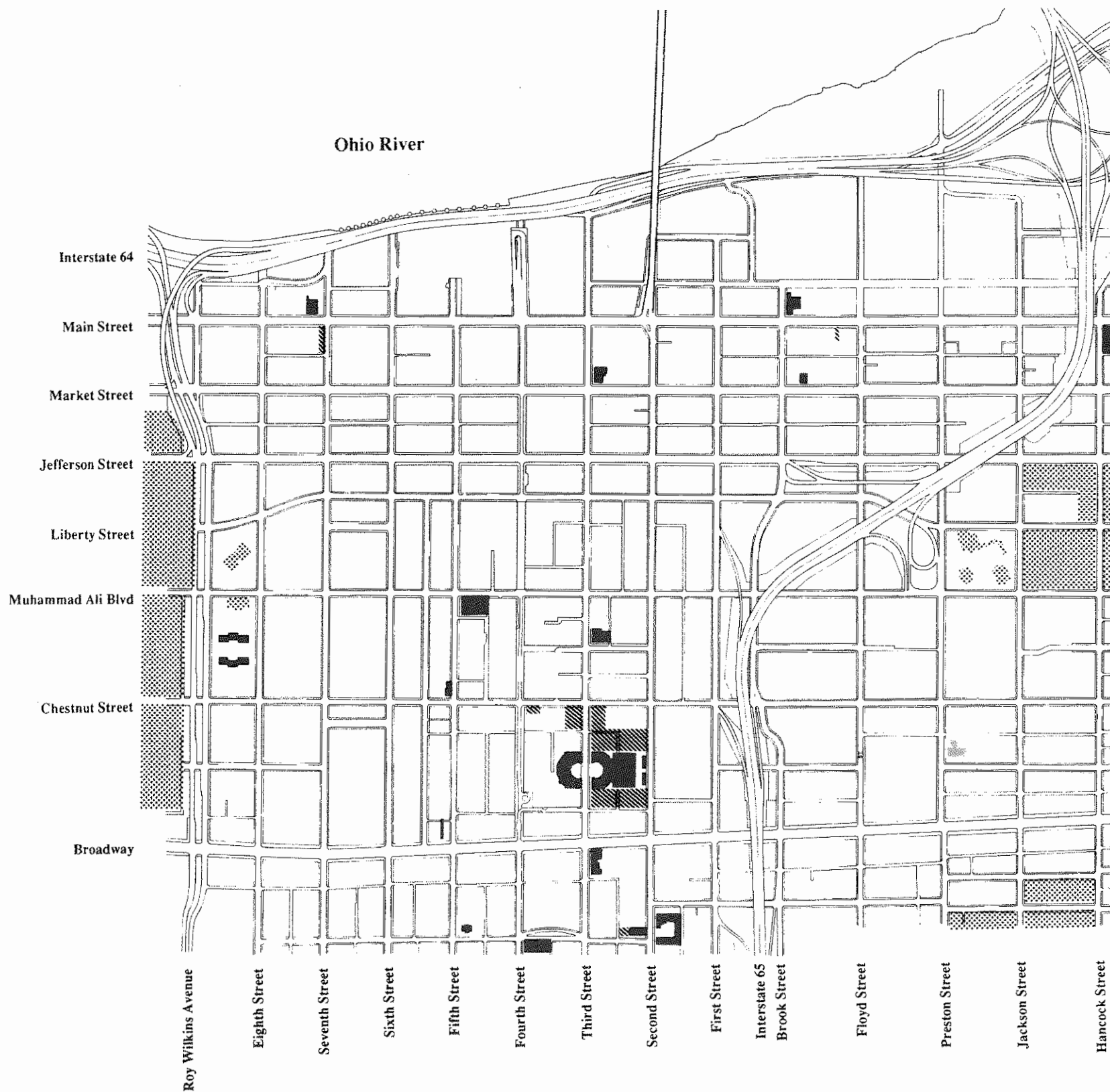
The Laventhol and Horwath study recognized distinct differences between the Commonwealth Convention Center and the Kentucky Fair & Exposition Center markets, and defined several factors that would contribute to strengthening the Convention Center's market position and its role in generating hotel room-nights, retail sales and restaurant and entertainment growth. These factors included: targeting marketing efforts; air service improvements; and physical improvements to the Center and its pedestrian environment. In particular, the study cited the importance of focusing redevelopment efforts immediately surrounding the Center to reinforce its competitive position and its current and future linkages with hotel, retail and office development. The construction of a "high finish, first-class, multipurpose room offering 30,000 to 40,000 square feet of space" and future expansion of the exhibition space were also recommended.

The Coopers and Lybrand analysis also cited the importance of improving and expanding the existing Convention Center, and of pursuing national conventions and events that could result in an additional \$6 million apiece in total economic impact. The analysis recommended that the expansion of the Center include a minimum of 30,000 to 50,000 gross square feet for ballroom, meeting and exhibition space. An overall program for greater expansion is also recommended, based on a detailed

market analysis. The potential incorporation of teleconferencing facilities and potential public transit linkages between the Convention Center and the Kentucky Fair & Exposition Center were also cited for further investigation.

The marketing, maintenance and expansion of the Commonwealth Convention Center and support facilities will be of vital importance to the future of Downtown. Competition between Downtown Louisville and comparable regional and national convention centers will be intense over the next decade. The Urban Land Institute has indicated that at least 47 cities in the U.S. are either completing, initiating or planning facility expansions. In anticipation of an estimated 110 percent increase in the size and number of conventions and trade shows over the next decade, facility planners are pursuing expansions that will approach or surpass traditional exhibit and meeting-room space standards. Also the innovative design solutions for the conventional "box and a dock" for convention and meeting space will increasingly be a deciding factor in meeting location decisions. The future of Downtown's retail, hotel, entertainment, cultural and overall business environment will be closely tied to the locational, functional, architectural and environmental qualities of the Commonwealth Convention Center.

Figure 27
Housing



Housing

Establishing Downtown as a neighborhood is an important goal of the Plan. Downtown Louisville must be a 24-hour activity center consisting of not only evening cultural and entertainment activities but, most important, housing. Housing is a vital component of the marketplace, since Downtown and in-town residents create market stability by supporting retailing and services. Downtown Louisville's ability to attract new residents will continue to be a significant measure of successful revitalization and growth.

A total of 5,821 housing units currently exist in or near Downtown. Market-rate rental housing accounts for 1,740 units, and public or assisted housing accounts for 4,081 units. The estimated residential population within or immediately adjacent to the downtown planning area is 10,925. The average occupancy for downtown market rental units is approximately 88 percent.

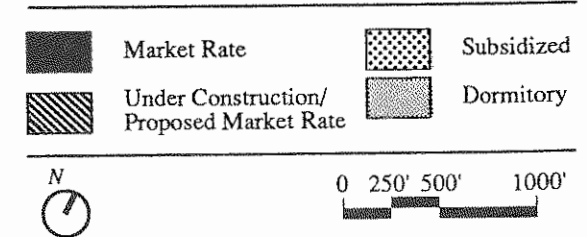
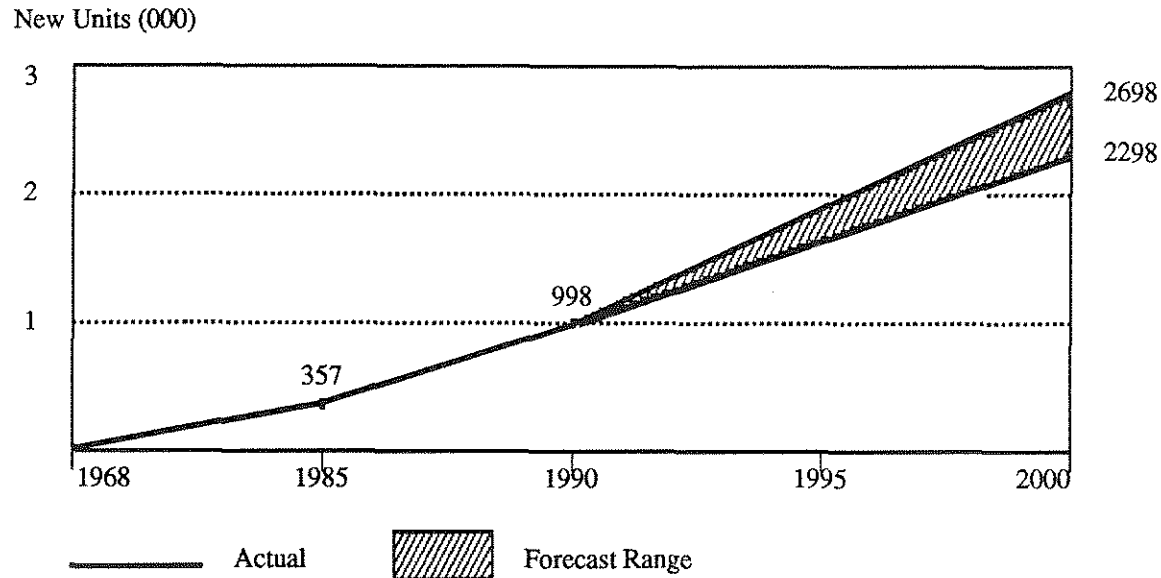


Chart 6
Downtown Housing Forecast



Sources: Center City Development Program
Louisville Central Area, Inc.
Halcyon, Ltd.

In 1969, the *Center City Development Program* cited the importance of providing downtown market-rate housing to create a sense of neighborhood and to serve a perceived growing demand. The program recommended that 2,200 units be added to Downtown by 1985. During the period between 1970 and 1985, a total of 26 housing units were produced annually for a net addition of 357 units. The 285-unit Kentucky Towers project completed in 1971 made up the bulk of Downtown's housing production during this period, and in many respects can be considered a pioneering project.

However, between 1985 and 1990, housing production increased dramatically. During this period, downtown housing was produced at an average annual rate of 128 units, resulting in 641 new units. This increase in housing production can be traced primarily to public policy directed toward providing gap financing necessary to pursue downtown housing development. The Crescent Centre and Phoenix Place housing projects made up 494 units of this five-year increase in housing, and in many ways, symbolize a turning point in Downtown's progress in establishing a true neighborhood. The pace of housing production and the diversity of housing types realized over the past five years must continue to be a high priority.

A number of new downtown housing projects are either committed or in the initial planning stages. The former YWCA building at Third and Chestnut is committed for adaptive reuse as 65

housing units. A possible second phase of this project, which is part of the larger Chestnut Square redevelopment, could add an additional 42 units. A second phase of Crescent Centre has been planned and could add several hundred units. Several housing projects on East and West Main Street have also been announced. Waterfront housing opportunities are also being explored in the downtown Core and Waterfront Districts. Housing development along the Jeffersonville, Indiana, waterfront is also in the planning stages. A total of 300-500 housing units with harbor access are being planned for the Municipal Boat Harbor just east of Downtown.

Providing decent and affordable housing must also remain a high priority. To fulfill the housing needs of our entire community, we must continue to explore innovative partnerships between the public, private and nonprofit sectors, utilizing, to the fullest, local and national resources as they become available. Through expenditures of millions of dollars, the Housing Authority of Louisville has demonstrated a renewed commitment to improving public housing throughout the city. In the rehabilitations, both completed and proposed, of the College Court, Clarksdale, Beecher Terrace and Sheppard Square housing complexes, the Housing Authority is addressing the issues of home ownership, density, safety and the general living environment. The efforts of the public housing providers must be balanced by private interests. The future holds greater involvement for the private sector in the

The attraction of a higher percentage of metropolitan Louisville consumers on a more regular and sustained basis will require the development of a competitive retail strategy, including the addition of unique retail establishments in an attractive, compact and functional setting.

production, management and maintenance of housing units for low- and moderate-income families. However, the high cost of land and construction will continue to increase the difficulty of providing a significant number of low-income housing units in Downtown.

The production of downtown and in-town housing will continue to be influenced by a number of factors including: regional accessibility; rising land costs; low average housing costs, which have placed Louisville as one of the most affordable housing markets in the nation; suburban rental project amenities; and predominant market preferences for single-family housing. The perception that Downtown is not a neighborhood due to the lack of a critical mass of housing in any one location, coupled with a dispersion of environmental improvements and support services, also impacts the downtown housing market.

However, the interest in downtown housing continues to accelerate. Today, Downtown captures 0.5 percent of the metropolitan market and the current rate of one housing unit for every 39 jobs places Downtown Louisville at a rate of performance equal to or slightly higher in comparison to other surrounding cities. Rental rates for one- and two- or three-bedroom apartments currently range from \$.50-.75 and \$.47-.85 per square foot, respectively. These rates are generally competitive with suburban housing options. Downtown will continue to be

viewed as a viable housing option for a mix of tenants ranging from young professionals in their thirties to older childless singles and couples and retirees.

Over the next decade, Downtown can achieve a higher share of the total housing market based on a number of factors including: current and forecasted housing demand; future metropolitan household growth characteristics; downtown work force expansion; and commitments to environmental management and improvements. However, for the foreseeable future, downtown and in-town housing projects, particularly new construction, will continue to require some form of public participation or incentives in order to compete with suburban housing costs and project amenities. The dynamics of the waterfront housing market will vary from downtown and in-town opportunities for housing production. Waterfront views and the lure of downtown waterfront access, in conjunction with the proximity of employment and other cultural, retail, entertainment and service amenities, will offer opportunities for upscale rents, possibly 25 percent above those in other locations, resulting in possibly more nominal types of public subsidy.

Downtown housing demand is forecasted to increase its market share to 0.75 percent over the next decade. Total annual absorption will average between 100 to 120 units each year, resulting in a 57-to 68-percent increase. This 1,000-1,200 unit increase in the downtown and in-town housing stock will result in

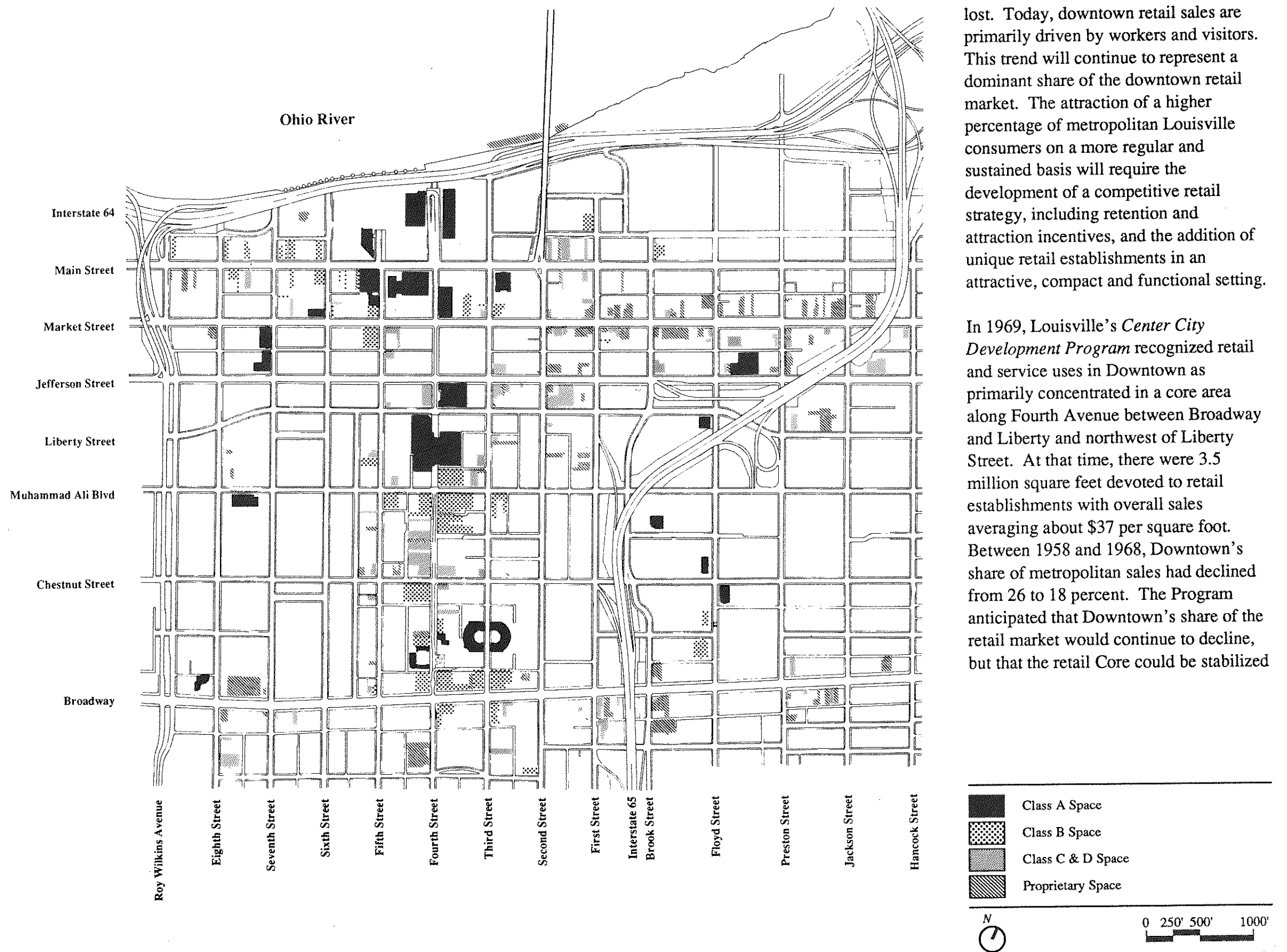
approximately 1,200-1,400 new residents based on current household size. An additional 300 to 500 downtown waterfront housing units may also be feasible, resulting in a 74-to-98 percent increase in the total number of downtown housing units by the year 2000. This forecasted pace of downtown, in-town and waterfront housing production will at least double the annual rate of housing production experienced during the 1980s.

Retailing

Retailing is an important indicator of the overall economic and environmental health of Downtown. The concentration, diversity and design of retail and service establishments have a close relationship to the strength of downtown office, convention, visitor and residential consumer markets. Retail and service employment is a significant percentage of total downtown employment. The activity of buyers and sellers, in conjunction with the animation, signage, design, lighting, transparency and most important, continuity of retail establishments provide visual and physical linkages between activity centers, as well as a backdrop for both the daytime and evening activity that unfolds on Downtown's streets and sidewalks.

As in many American cities, Louisville's Downtown has lost a considerable percentage of its retail market share as population and economic activity diffused to the suburbs. Downtown's traditional role as the metropolitan area's predominant retail destination has been

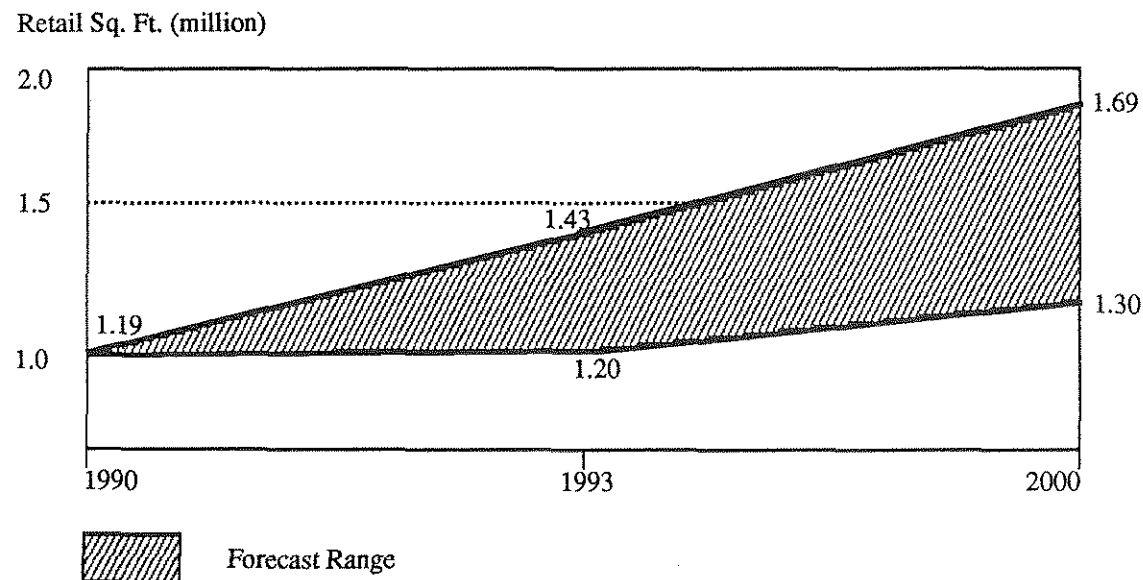
Figure 28
Retail Space



lost. Today, downtown retail sales are primarily driven by workers and visitors. This trend will continue to represent a dominant share of the downtown retail market. The attraction of a higher percentage of metropolitan Louisville consumers on a more regular and sustained basis will require the development of a competitive retail strategy, including retention and attraction incentives, and the addition of unique retail establishments in an attractive, compact and functional setting.

In 1969, Louisville's *Center City Development Program* recognized retail and service uses in Downtown as primarily concentrated in a core area along Fourth Avenue between Broadway and Liberty and northwest of Liberty Street. At that time, there were 3.5 million square feet devoted to retail establishments with overall sales averaging about \$37 per square foot. Between 1958 and 1968, Downtown's share of metropolitan sales had declined from 26 to 18 percent. The Program anticipated that Downtown's share of the retail market would continue to decline, but that the retail Core could be stabilized

Chart 7
Projected Total Retail Space



Source: Halcyon, Ltd.

and sales increased through a revitalization effort that would address the following: housing; office employment growth; increased convention and visitor growth; accessibility; and the shopping environment. The total size of Downtown's retail base was projected to decline to 2.7 million square feet, with 690,000 square feet of new construction by 1985. During this period, the percentage of retail sales devoted to employees and visitors was projected to increase to 55 percent.

Today, there are 1.95 million square feet of retail and service uses in Downtown. Approximately 1.77 million square feet of space can be classified as leasable. A total of 30 percent of the leasable space is vacant.

In 1988, market support for downtown retailing was established at 1.19 million square feet. By contrast, Downtown Louisville in 1988 had an occupied retail inventory of 1.28 million square feet. In other words, about 93,000 square feet of downtown retail space was determined as not competitive due to low sales, poor location and visibility, accessibility, merchandise type and price and the lack of concentrated shopping.

A total of 508,826 square feet of retail space has been constructed since 1970, and 629,348 square feet was remodeled. The bulk of Downtown's retail space is still concentrated along Fourth Avenue. Approximately 1.12 million square feet of retail space is within walking distance of the 287,000-square-foot Galleria which,

together with the 77,000-square-foot Bacon's department store, creates the center of downtown retailing.

In addition to the Galleria and Fourth Avenue concentrations of retail, four other concentrations of retail, restaurant and entertainment-related uses are located Downtown. Main Street, both to the east and west of Fourth Street, includes a diverse and scattered range of retail stores and services. The area is emerging as an entertainment and cultural district but still lacks a critical mass. Theater Square is the retail-oriented component of the Broadway Project and is the key southern retail concentration. The area includes a concentration of food and convenience goods and services tenants, as well as a small concentration of cultural uses, including a cinema, the Macauley Theatre and the Palace Theatre. A secondary retail concentration of small-scale, low-density shops, which developed as part of a 1960s Urban Renewal program, also exists along Jefferson and Market Streets east of Second Street. The recently expanded Haymarket, which provides indoor and outdoor market space, forms an anchor for this area. Finally, the Ohio River wharf area incorporates floating entertainment facilities including the Belle of Louisville, Islands Restaurant, Splash and the Star of Louisville cruise ship.

The regional retail supply both radiates outward from Downtown, on major arterials such as Dixie Highway, Bardstown Road and Shelbyville Road, and surrounds Downtown along I-264 and

The formulation and implementation of a comprehensive retail strategy for Downtown Louisville should focus on a unified set of development, management, marketing and physical improvement recommendations.

Hurstbourne Lane. At least 12 suburban retail centers are planning or are in the process of completing approximately 6.5 million square feet of new retail construction or renovated space. That space will continue to dilute Downtown's potential consumer capture rate. For the most part, the suburban expansion or renovation projects will not introduce significant new or upscale department stores or retailers to the metropolitan area. Unless Downtown can pursue a unique and/or upscale retail mix, it is likely that a suburban retail option will evolve. New downtown and regional retail centers are currently being planned or completed throughout the region, including Cincinnati and Indianapolis. The historic tendency for Louisville consumers to seek out these retail options is likely to continue unless viable retail alternatives are pursued as part of Downtown's overall retail and development strategy.

Downtown retail space can be divided into three important categories: GAFO or general merchandise, apparel and miscellaneous comparison-shoppers goods; eating and drinking establishments; and convenience goods. Today, there are 190 GAFO establishments in Downtown, comprising 814,000 square feet. There are 198 eating and drinking establishments that comprise 389,000 square feet and 32 convenience retail establishments comprising 82,000 square feet. The remaining 161 retail and service establishments comprise approximately 398,000 square feet. Total retail sales in 1988 for Downtown Louisville have been

estimated at \$195 million, with \$111 million estimated for general merchandise or GAFO expenditures.

Approximately 29 percent, or 508,826 square feet, of Downtown's retail space has been constructed since 1970 and is considered Class A space, while 36 percent, or 629,348 square feet, is considered Class B, which has been renovated since 1970. The remaining 626,981 square feet of space is either unimproved or constructed as free-standing auto-related structures.

Estimates for future downtown retail expenditures have been established for each of the three basic categories of establishments based upon the following assumed distributions: resident expenditures by primary and secondary trade areas; downtown worker expenditures; and visitor estimates. Total annual sales in Downtown Louisville are estimated to increase over the next decade by between 25 and 64 percent over 1988 estimated annual sales. Annual sales are estimated to reach \$214 to \$254 million by 1993, and between \$244 and \$319 million by the year 2000.

Estimates of the square footage of retail space that could be supported, given the estimated range of annual sales for the above two periods, have also been calculated for each of the three major categories of downtown retailing. In 1988, Downtown was estimated to be able to support 740,976 square feet of general merchandise retail space. By 1993, the support for general merchandise space

may range from 741,000 to 877,000 square feet and by 2000, consumer support may warrant between 820,000-987,000 square feet. The 1988 demand for eating, drinking and related entertainment establishments in Downtown was estimated at 326,000 square feet. By 1993, the demand will grow to between 343,000 and 408,000 square feet. In 1990, the demand for downtown entertainment will continue to increase within the range of 356,000 to 523,000 square feet. Finally, the 1988 consumer support for convenience retail was estimated at 121,000 square feet, 1993 estimates for supportable square feet range between 122,000 and 141,000 square feet, and for 2000, between 125,000 and 180,000 square feet.

Growth in downtown retail sales and the amount of supportable square feet during the 1990s will be contingent upon a number of factors: retention and recruitment; public and private organizational support; marketing; the quality, diversity and location of the retail mix; retail concentration and proximity to existing and future office, convention, hotel and visitor attractions; affordable and accessible parking; quality and maintenance of the physical environment; perceptions of security; and public transit connections.

The formulation and implementation of a comprehensive retail strategy for Downtown Louisville should focus on a unified set of development, management, marketing and physical improvement recommendations. The actual retail attraction, retention, management,

No other location in our surrounding region offers the diversity, proximity and accessibility of cultural facilities found in Downtown Louisville.

marketing and physical improvement recommendations will be pursued as part of the Plan's implementation strategies.

The following retail development recommendations are based on the growth forecasts, regional demographic and development trends and the downtown spatial analysis.

General Merchandise

Downtown general merchandise retailing will remain concentrated near the Galleria generally between Muhammad Ali and Market Street to form a retail Core. The attraction of a new department store or a cluster of unique retail establishments ranging between 50,000 and 100,000 square feet must be a long-term priority in order to establish a greater critical mass. The location for the expanded concentration of retailing should be adjacent to or north of the Galleria with access from Fourth Avenue, and within a short walking distance or directly connected to existing and future office, convention and hotel development. The new concentration of retailing should not compete with the Galleria. It should essentially form an extension of the Galleria through street-level retail and pedestrian improvements.

Restaurants and Entertainment

Restaurant and entertainment establishments will require careful targeting of potential markets and must have strong linkages to office, retail, convention, cultural and hotel development. Main Street, both east and west of Fourth

Avenue, will be one location on which to focus restaurant and entertainment uses. The 100 block of West Main Street, the Waterfront and locations along Fourth Avenue closely related to the Commonwealth Convention Center will present the most strategic opportunities.

Convenience Retail and Services

Convenience retailing and services will need to be incorporated at street level as part of existing and/or future office, hotel and parking development. Existing and future housing projects must also have convenient access or incorporate convenience retail at street level.

Cultural and Performing Arts Facilities

Cultural facilities and attractions are not only Downtown's unique assets but are also, for a number of reasons, important business generators. The national and regional reputations of Downtown Louisville's performing and visual arts contribute to the community's overall high-livability ranking. Cultural amenities enhance Downtown's image and vitality, and provide a competitive advantage in retaining and attracting employers and other forms of commercial investment. The continuing success and variety of cultural activities help establish Downtown as a highly desirable convention and visitor attraction and create additional hotel and motel room-nights. Cultural attractions provide a dominant share of Downtown's evening activity, which is necessary to support

restaurant and entertainment establishments. No other location in our surrounding region offers the diversity, proximity and accessibility of cultural facilities found in Downtown Louisville. The arts will continue to have a major influence on the future of the marketplace and will remain key economic and quality-of-life components that will shape the success of the downtown working, shopping, visiting and living environments.

During 1988 alone, Downtown's cultural facilities attracted just under 2,000,000 visitors. Cultural facilities in Downtown Louisville are primarily concentrated in two locations—Main Street and Broadway. Louisville Gardens, located in the Core, plays a dual role by providing space for both the performing arts and other forms of entertainment.

Main Street Cultural District

Main Street between Third and Eighth Streets has emerged as a cultural district. Actors Theatre of Louisville, which has been located at various sites on or near Main Street over its 26-year history, anchors the eastern end of the five-block district. Actors Theatre attracted over 212,000 visitors in 1988 to critically acclaimed productions, including the annual Humana Festival of New American Plays. Actors Theatre was the first to establish performing arts as a predominant element of the historic Main Street cast-iron district, and essentially served as an early magnet. Today, Actors Theatre's location, though prominently

Main Street between Third and Eighth Streets has emerged as a cultural district. . . . The future strength of the district and its ability to generate even greater economic development will rely on the ongoing attractiveness of the district for other performing arts and cultural institutions.

announced by the grand columns and architecture of the former Bank of Louisville building, is visually and physically separated from the western section of the district, due to ongoing incremental development activity, surface parking and the lack of commercial mass during both daytime and evening hours. Actors Theatre is part of the gateway blocks that connect the West Main Street Cultural District to the Waterfront, Financial District and the Convention Center. Future commercial and cultural facility development at Third and Main Streets, coupled with pedestrian improvements and design treatments that relate to the strategic location and role that this area will play in Downtown's future, will be vitally important.

The Museum of History and Science and its 225-seat IMAX Theater partially define the western end of the cultural district near Eighth and Main Streets. Over 321,000 adults and children visited the Museum in 1988. The Kentucky Opera Association will soon occupy the Picket Tobacco Warehouse at Eighth and Main Streets to further reinforce the district's western end. The remaining corners of the intersection of Eighth and Main Streets are formed by architecturally significant and historic buildings that are currently vacant. Opportunities to attract additional cultural and commercial activity to this west end of the Cultural District will be necessary to establish a critical mass of activity that will form a western anchor. If this new anchor can be established and complementary

residential, office, entertainment and retail uses are attracted, pedestrian, parking and streetscape improvements will play an important supporting role.

Central to the Main Street Cultural District is the Kentucky Center for the Arts. Established in 1983 as a center for all Kentucky residents, the Center has become a dominant force in regional performing arts. It is home to the Louisville Orchestra; Kentucky Opera; Louisville Ballet; Broadway Series and other performing artists. In 1989, the Center attracted nearly 450,000 visitors. The Center also provides a cultural anchor for Downtown's Financial District at Fifth and Main.

Together, these three cultural facilities establish the image of West Main Street as an emerging cultural district. The future strength of the district and its ability to generate even greater economic development will rely on the ongoing attractiveness of the district for other performing arts and cultural institutions. The attraction of allied design professions, services and commercial development, several of which have already established Main Street as a principal address, will also be of critical importance. The recent renovation of the McCord Building on Main Street by the Fund for the Arts is a prime example of the type of reinvestment that will be necessary. However, funding, structural characteristics and other issues—including administrative, audience and locational factors—will have a major bearing on matching West Main Street's

inventory of buildings with potential cultural and commercial occupants.

Broadway

The Broadway area forms another important concentration of cultural and cultural-related facilities. Within approximately a one-block radius of Theater Square are the 1,453 seat-Macauley Theatre; The Kentucky on Theater Square and the Louisville Free Public Library, which, in 1988, together attracted nearly 450,000 visitors. Cultural activities complement the mixed-use nature of Broadway and establish an important part of this area's special identity. The success of restaurant and entertainment uses in this area will continue to rely heavily on the daytime and evening activity generated by these facilities. Residential development, which has come to personify Broadway, will also be reinforced by performing and visual arts attractions.

The reopening and expansion of cultural attractions will play an important role in Broadway's future. The reopening of the 3,000-seat Palace Theatre, in conjunction with the ongoing operation of the Macauley Theatre and The Kentucky on Theater Square, will increase evening activity and result in further support for commercial activities. The future expansion of the Louisville Free Public Library will provide important physical, visual and public space connections to Broadway.

The Medical Center has experienced over \$291 million in new construction and rehabilitation, and at least \$51 million in new investment is either underway, committed or proposed. This level of investment, coupled with ongoing innovative medical research, education and procedural developments, has established the Downtown Medical Center as one of America's most prominent "health care hubs."

In addition, the ongoing revitalization and maintenance of public space and pedestrian linkages between Broadway's major cultural, commercial and residential components will be important. The maintenance and improvement of Fourth Avenue connections north to the Core and Main Street will also be important. Connections south to Old Louisville and its cultural facilities and performance spaces—including Memorial Auditorium, the Filson Club and the Kentucky Shakespeare Festival—will also be important not only to Broadway and Downtown but also to Old Louisville.

Louisville Gardens

The 5,072-seat Gardens, though primarily a facility that serves a multitude of 'pop' concerts and other forms of entertainment, also hosts periodic performances by the Louisville Orchestra. The Gardens is situated at the southwest edge of the Core and is within a one-to-two-block walking distance from the Galleria and the retail-convention Core. Future strategies for the redesign of Founders Square, in conjunction with long-term commercial and possibly housing development, will reinforce the Gardens.

Medical Center

Over a period of three short decades, the Louisville Medical Center has evolved into a highly regarded center of health care and innovation. Comprised of the 24 city blocks bounded by First and Clay, from Liberty to Jacob Streets, the Medical Center represents a significant part of the downtown environment. With its

important concentration of jobs, services and visitors, the Medical Center is a focal point for downtown growth and development.

As early as 1820, the north side of East Chestnut Street from Floyd to Preston has been the site of a public health facility. The structure that now occupies a portion of the site was designed by Louisville architect D. X. Murphy and built by the City of Louisville in 1914. The building represented a massive investment at the time, and it was this investment, along with the original siting of the hospital and the University of Louisville School of Medicine's 1908 move to First and Chestnut Streets, that was likely the impetus for the development of the Medical Center at its current location.

The neighborhoods of Phoenix Hill and Smoketown-Jackson share borders historically with the downtown Medical Center. From a dense and aging residential neighborhood, to an institutional campus of large and modern buildings, the face of this eastern section of Downtown has changed in scale, use and function. The completion of I-65 from Broadway to the Kennedy Bridge in the early 1960s aided the Medical Center in terms of accessibility, but at the same time physically separated it from the downtown Core.

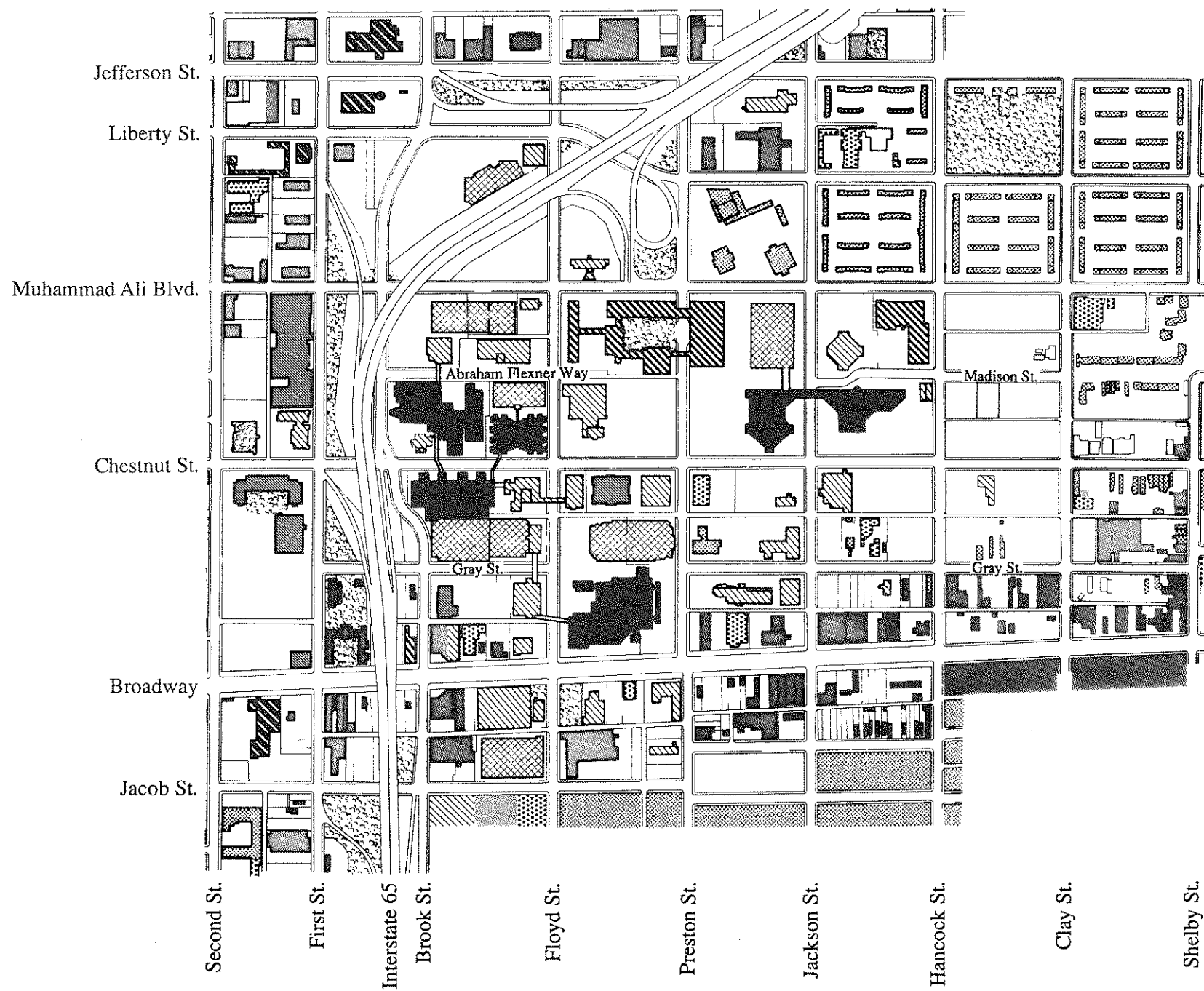
Today, the Medical Center is focused around the five acute-care hospitals that are affiliated with three separate hospital groups: Jewish Hospital Healthcare Services; Alliant Health System; and Humana Hospital-University. Together

these hospitals provide a total of 1,924 patient beds. The University of Louisville Schools of Medicine, Dentistry, Nursing and the Allied Health Division are centrally located within the Medical Center. A network of significant specialized treatment centers is also located in the Medical Center, including: Frazier Rehab Center; J. Graham Brown Cancer Center; and the Lions Eye Research Center. Other related uses in the Medical Center include: American Red Cross; Hearing and Speech Center of Kentucky; Home of the Innocents; City-County Health Department and the Medical Center Hospitality House, Inc. Medical Center facilities draw patients from a regional area and provide high tech, state-of-art services in specialties such as pediatrics, obstetrics, women's services, organ transplantation, rehabilitation, hand and microsurgery, to name just a few.

There is a total of 14,500 full-time equivalent employees, and 32,000 visitors to the Medical Center on a daily basis. Based on a 1987/88 survey of Medical Center facilities, gross annual revenues totaled \$681 million. Payroll and occupational taxes during this same period were approximated at \$291 million and \$5.8 million, respectively. The total capital budget for the Medical Center during this period was \$64 million.

Louisville Medical Center, Inc., was established as a not-for-profit corporation on May 31, 1950, for the purpose of containing health-care costs through shared enterprises, which would conserve capital, personnel and operating expenses.

Figure 29
Medical Center Land Use Pattern



It is a consortium of allied health-care agencies and the University of Louisville. Services provided by Louisville Medical Center, Inc. include the steam and chilled water plant and central laundry.

In addition to medical-related facilities, there are approximately 542,771 square feet of office space. Medical office space is created almost entirely on an independent basis by each health-care provider. Medical office space is considered as an independent component of Downtown's total office supply. However, the concentration of office space and related employee, patient and visitor population is of significant importance to Downtown. Locations of future office space can contribute to establishing part of the development linkage across I-65 to the Core and Broadway.

A total of 103,076 square feet of retail space is situated in the Medical Center. The Medical Center's retail space today is primarily composed of convenience and eating and drinking establishments, and is not totally sufficient to support the current population. The remaining retail

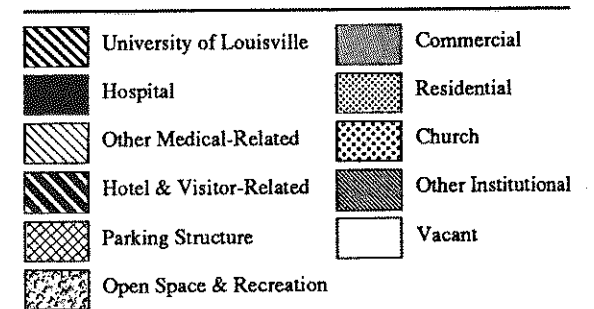
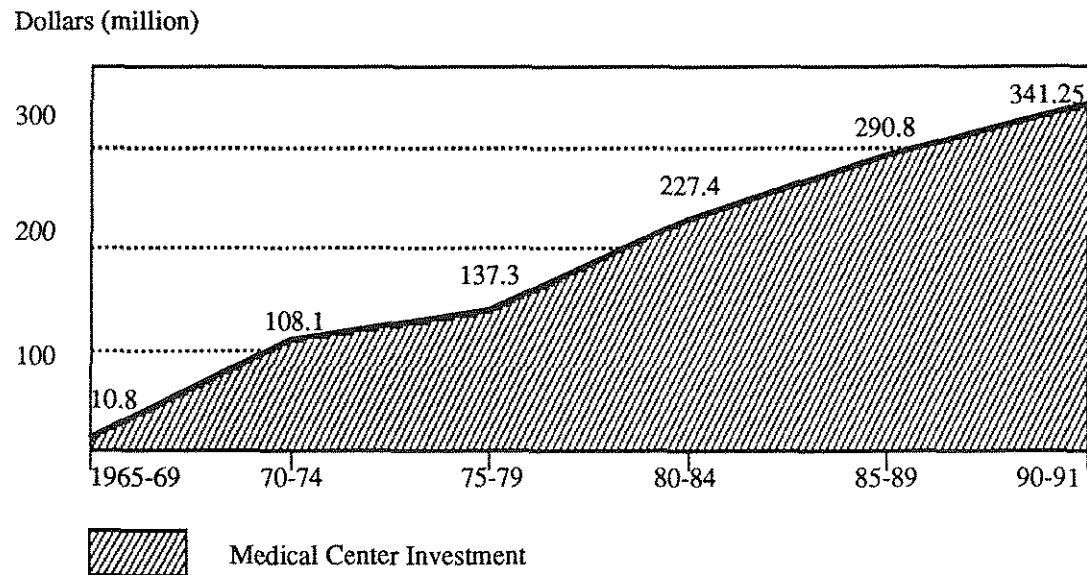


Chart 8
Medical Center Investment Trends



Source: Louisville Central Area, Inc.

space consists predominantly of auto-related uses scattered along the East Broadway corridor, which penetrates the Medical Center and Downtown at Hancock and Jackson Streets. Many of these uses will convert over time to medical or support forms of development. A project that will provide convenience retailing and basic services has been proposed for the eastern edge of the Medical Center south of Chestnut. Such a concentration could serve both medical and neighborhood consumers.

There are only 127 residential units in the Medical Center. These units are primarily dormitory or apartment units for medical school students. A small number of rooms for families of patients is available at the Ronald McDonald House, Medical Center Hospitality House, Inc., located in Trinity Towers, and Norton Hospital. A 100-room hotel to serve Medical Center patients and visitors is planned for the southwest corner of Chestnut and Clay Streets.

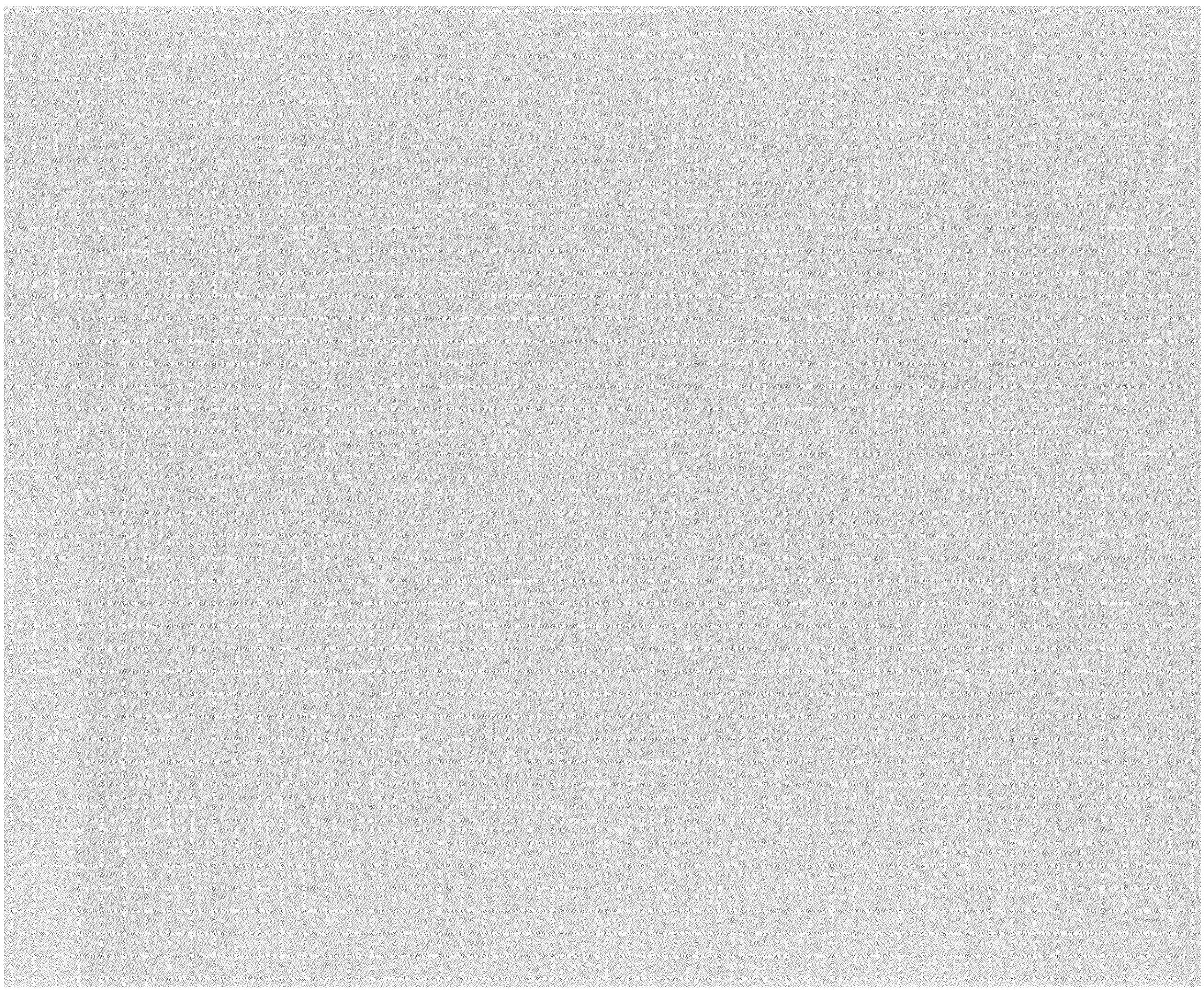
In 1969, the *Center City Development Program* did not take into account opportunities to establish economic, physical development and transportation linkages with the Medical Center. Since the Program's completion, the Medical Center has experienced over \$291 million in new construction and rehabilitation, and at least \$51 million in new investment is either underway, committed or proposed. This level of investment, coupled with ongoing innovative medical research, education and procedural developments, has established the downtown Medical Center as one of

America's most prominent "health-care hubs." Opportunities exist to attract and pursue other forms of medical and related development within or near the Medical Center.

As Louisville enters the 1990s, the Medical Center will reach a crossroads. Just as Downtown is continually faced with issues related to regional access and growth, so will health-care providers be faced with growing suburban demands for convenient, affordable and well-designed medical facilities and services. In Louisville and across the country, satellite or completely new suburban health-care centers are being developed that will change the mission and physical plan of traditional central city facilities. This trend is evident in Louisville and will continue to have an impact on the distribution of needed services and the 37,000 health-care workers who comprise about 13 percent of our metropolitan labor force. The future growth and prominence of the downtown Medical Center will rely heavily on an overall and unified approach to growth, accessibility, marketing and "campus" improvement strategies.

Development Potential and Focus Areas

Downtown Plan—A Blueprint for Growth
Focus Areas



Development Potential and Focus Areas

An overall plan for growth and development, accompanied by clear and comprehensible zoning regulations and development guidelines, establishes a proactive public policy framework that will support significant new development and the Plan's recommendations for a compact commercial core.

Downtown Plan— A Blueprint for Growth

Opportunities for future development in Downtown Louisville, as viewed solely under current C-3 zoning regulations, are essentially unlimited and widely dispersed. Unlimited and unguided growth represents an unstructured downtown development policy that often places public officials in a reactionary posture when attempting to attract or influence growth. An overall plan for growth and development, accompanied by clear and comprehensible zoning regulations and development guidelines, establishes a proactive public policy framework that will support significant new development and the Plan's recommendations for a compact commercial core.

The long-range certainty and stability established by downtown development policies and priorities that are forged through planning and foresight will protect and reinforce private and public investments over time. Even though opportunities for development are subject to the changing dynamics of demographics, economics, environmental conditions and advancing technology, a blueprint for growth can be developed that will not only respond to change but, most important, manage change. The Louisville Downtown Development Plan provides that public policy blueprint.

Current Development Activity

Current downtown development activity has been classified as follows: development in progress; committed development resulting from private and public initiatives; and planned or announced development. The accompanying figure and table identify current downtown development activity.

Today, over \$147 million has been invested in 17 projects now in various stages of construction. Another \$228 million is committed for construction between 1990 and 1992 at five locations. Approximately \$121 million in announced, proposed or planned projects has also been identified. Current planning and development strategy areas are also identified by the accompanying figure.

Development Potential

Current downtown development or growth potential can be measured based on zoning standards and a survey of potential development sites. Other factors such as marketplace conditions, traffic capacity, parking availability, site access, ownership and other important locational factors all have major impacts on development potential, but zoning standards essentially prescribe public development policy and the general envelope of developable space permitted on a given site.

Downtown development is currently guided by ten zoning districts. The figure entitled Development Potential delineates the existing zoning district boundaries. The following table summarizes the basic floor area ratio (FAR) and height requirements currently established for each zoning district.

The C-3 zone covers most of the downtown Core, Broadway, East and West Main Streets and portions of the Waterfront. As stated in the *Development Code for Jefferson County*, the C-3 district "is intended as a specialized district primarily for the location of high density/intensity commercial and residential developments recognizing the CBD as the focal point of the business and commercial area and transportation facilities in Jefferson County, Kentucky." The current FAR and height regulations of the C-3 district permit generally unlimited development up to 20 stories throughout Downtown. Proposed developments exceeding 20 stories require Planning Commission approval.

The remainder of Downtown is primarily in the C-2 commercial district or, in the case of the Medical Center, the OR-2 and OR-3 office/residential districts. The far eastern and western segments of Main and Market Streets are zoned M-2 and M-3 for manufacturing and related intensive uses.

Table 3
Current Development Activity

Projects Underway	Projects Committed	Projects Announced or Proposed
1. Waterfront Plaza • 1 million sq. ft. (25/15/25) office space	18. Kids Corner • Child care center licensed for 200	29. Waterfront Park
2. Waterside Business Center renovation • 700,000 sq. ft. of office space	19. Weissinger-Gaulbert Apts. renovation	30. Waterfront Infrastructure Improvements
3. MTM Building renovation • Four apartments	20. Village West renovation • 650-unit subsidized housing unit renovation	31. The Louisvillian renovation • 24 apartments • 10,000 sq. ft. of retail space
4. The Connection complex expansion	21. Commonwealth Insurance Headquarters • 300,000 sq. ft. of office space	32. St. Charles renovation • 86,000 sq. ft. of office space • 10,000 sq. ft. of retail space
5. Riney Bedding renovation	22. Fourth Avenue Parking Garage • 700 spaces • 18,000 sq. ft. of retail space	33. 620 Complex construction/renovation • 120,000 sq. ft. of office space • 40,000 sq. ft. of retail space
6. Baer Fabrics expansion	23. Chestnut Plaza • YWCA building renovation as 60 apartments • 105,000 sq. ft. of commercial space • 300-space parking facility	34. Actors Theatre expansion • 320-seat theater • 420-space parking facility
7. River City Corrections Center renovation • 320-bed minimum security facility	24. Beecher Terrace renovation • Improvements to 808-unit complex	35. Two Corporate Plaza
8. Jefferson County Courthouse Annex renovation	25. Market Square • 415,000 sq. ft. (22-story) of office space • 200 parking spaces	36. Market Square Phase II
9. Starks Building renovation	26. Capital Holding Center • 550,000 sq. ft. (30-40 story) office space • 12,500 sq. ft. of retail space • 500 parking spaces	37. Jefferson County Jail Complex
10. Anson Tower renovation • 40,000 sq. ft. of office space	27. 120 S. Sixth Street Garage • 250-space parking expansion	38. The Quality Hotel expansion • 55 guest rooms
11. Brown Memorial Church renovation	28. Corporate Plaza Parking Garage • 447 parking spaces	39. STM Development • 400,000 sq. ft. (22-story) office space
12. U of L Research Resource Center • 20,000 sq. ft. of laboratory and surgical space		40. Cathedral of the Assumption renovation
13. 624 South Fourth Building renovation • 17,400 sq. ft. of commercial space		41. Christ Church Cathedral renovation
14. NKC Medical Office Building • 100,000 sq. ft. doctors' office building • 736 parking spaces		42. YMCA Building Improvements
15. Community Corrections Center expansion/renovation		43. Old General Hospital renovation
16. American Red Cross expansion • 52,000 sq. ft. addition		44. Louisville Palace renovation
17. Sheppard Square renovation • 32-building public housing complex • Existing 422 units reduced to 330 units		45. Jefferson Community College Fine Arts Center renovation

Development Sites

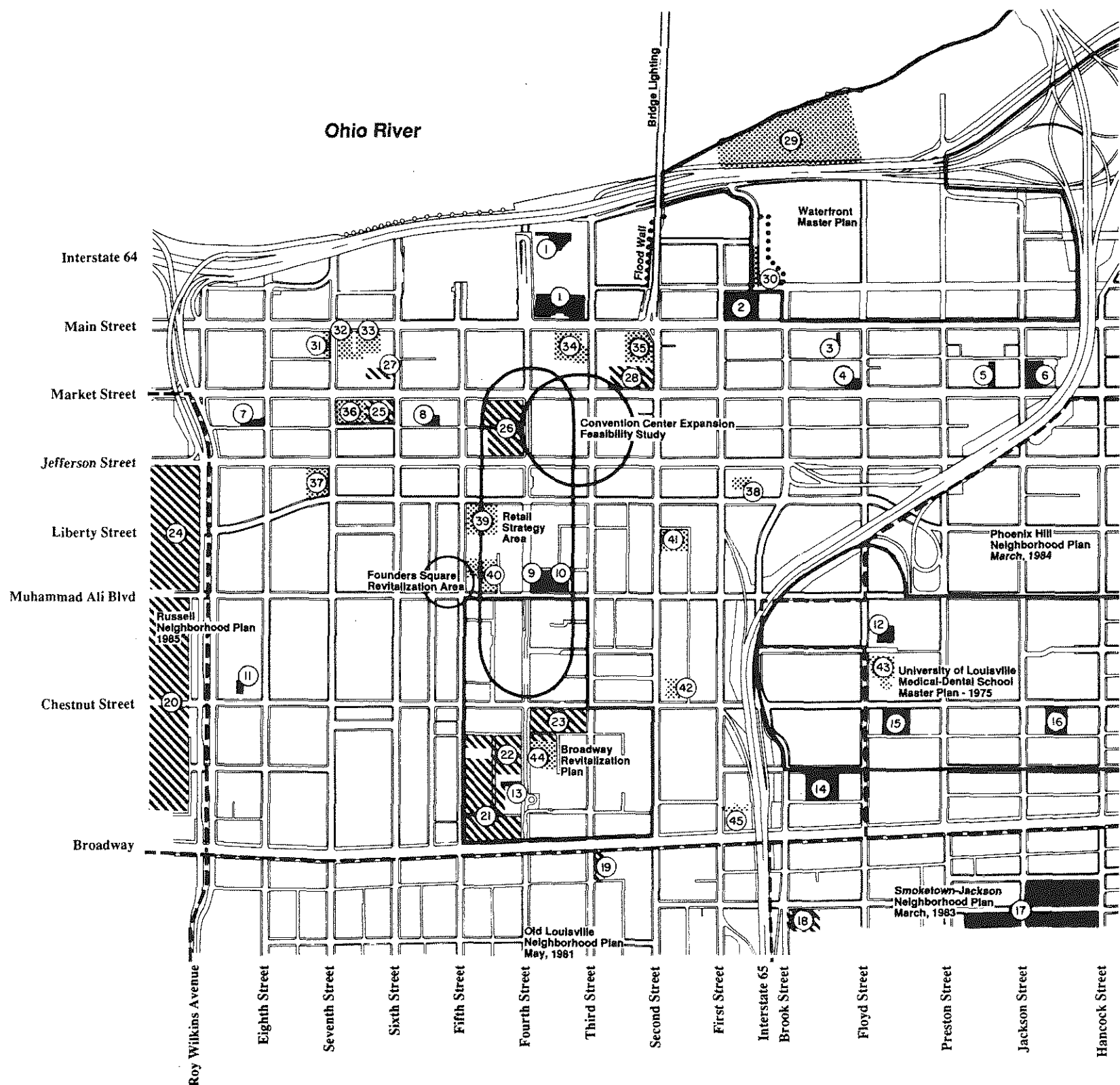
A survey of potential development sites and existing building conditions was conducted to determine the location and intensity of development permitted under current zoning. The existing FAR and height requirements for each zoning district establish the general envelope of permitted developable space.

Potential development sites identified by the Development Potential figure (page 92) primarily consist of off-street parking lots, which cover about 47 percent of Downtown's planning area, and other vacant or underdeveloped sites suitable for development.

Existing buildings that can be classified as stable due to general condition, function or age of construction were identified and eliminated from further consideration. Buildings listed as local or national historic landmarks were also identified for conservation and rehabilitation. Other buildings of potential historic or architectural significance were also identified for possible conservation. The remaining buildings were viewed as subject to change due to their location, condition or potential long-range rehabilitation or redevelopment potential.

Potential privately- and publicly-owned development sites within the C-3 zoned Core of Downtown were estimated to have a total area of approximately 1.1

Figure 30
Current Development



million square feet and zoned development potential of approximately 22 million square feet. The majority of the 26 development sites included in this estimate are off-street surface parking lots and would therefore not require any significant demolition or result in direct impact on historic or architecturally significant properties.

The development potential measured in the downtown core area is less than one-third of the total estimated development potential permitted under existing C-3 and C-2 commercial zoning that covers the majority of the planning area, exclusive of the Medical Center and other properties zoned for manufacturing.

The intensity of potential core area development permitted by C-3 zoning could have significant impacts. Based on downtown commercial development trends since 1970, which have resulted in approximately 3.1 million total square feet of new commercial space at an 87 percent office and 13 percent retail development ratio, the amount of potential long-range office space growth that would be permitted in the Core alone would more than double the current downtown supply. At this rate of growth, the resulting potential increase in the core workforce would double the total

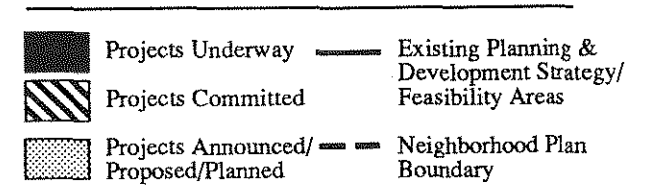
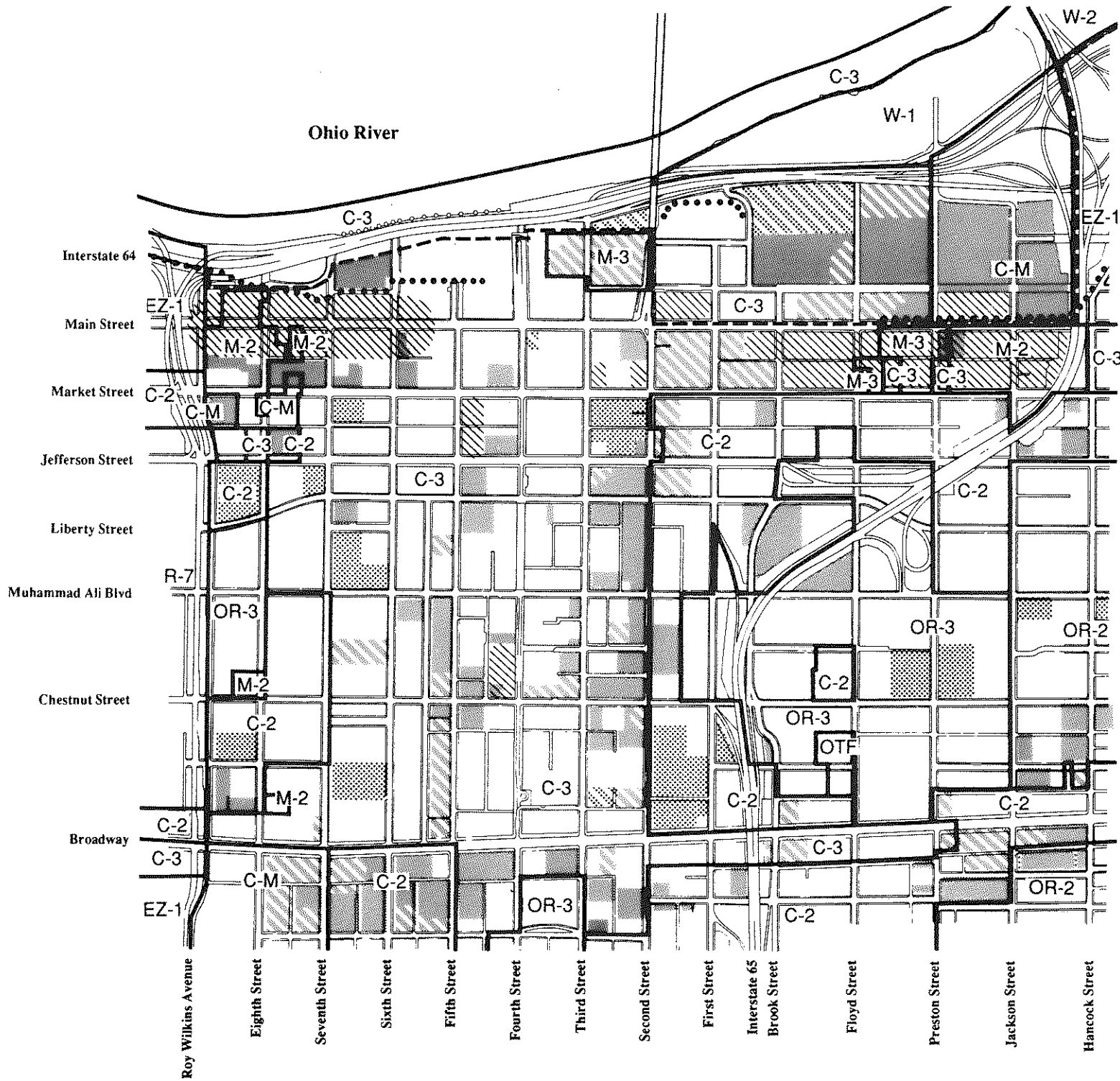


Figure 31
Development Potential



downtown workforce. A total of 2,830 surface parking spaces would be displaced, and Downtown's total public parking supply would need to increase by 84 percent. A total of 68,000 new auto trips and 7,600 new transit trips would also result from the potential increase in the downtown office workforce.

Focus Areas

The development forecasts advanced by the Plan for the year 2000 and beyond can clearly be accommodated by the current pattern of zoning and potential development sites. However, current zoning will be counterproductive in that it fails to focus commercial, residential, cultural and related development opportunities and priorities to achieve the goals and principles advanced by the Plan. Both short- and long-range development opportunities can be better supported and attracted through revisions to the downtown zoning code and the establishment of complementary design guidelines that

Potential Development Sites

	Privately Owned		Rehab/Conservation Area
	Publicly Owned		Floodwall
	Sites subject to change	C-3	Zoning District
	Privately Owned		Zoning District Boundary
	Publicly Owned		Waterfront Review Overla



Table 4
Existing Zoning Districts and Requirements

District	Floor Area Ratio(FAR)	Height*
C-3	None	20 stories (200 ft)
C-2	5	2x street width
OR-3	4	3 stories (45 ft)
OR-2	3	3 stories (45 ft)
OTF	4	3 stories (45 ft)
M-3	4	2x street width
M-2	3	2x street width
C-M	5	2x street width
W-1	None	2 stories (30 ft)
Waterfront Development Review Overlay		

* The permitted minimum height requirements may vary following Planning Commission review or by increasing setbacks.

will address the special characteristics of the seven individual downtown districts, to be explained and defined later in the Plan.

In addition to establishing new zoning and urban design guidelines for the long-term growth of Downtown, five focus areas for development have also been defined.

Definition of the five focus areas—
Galleria-Commonwealth Convention Center, West Main Street, West Chestnut Street-500 Block of Fourth Avenue, Founders Square and Medical Center-East Chestnut Street—stems from the Plan's goals, as well as from the development potential and opportunities identified in The Marketplace chapter. The location and unique development possibilities in each of these focus areas make them opportune sites for special attention and consideration.

The focus areas are intended to target, unify and coordinate priorities and strategies for private and public investment in order to yield the highest possible return from these investments. The return will be measured by the potential gains in jobs, sales and tax revenues and in the synergy that will be created within and between these focus areas to attract and produce other development opportunities.

The Development Focus Areas figure (page 94) defines the general location and boundaries for each of the five focus areas. The character and basic develop-

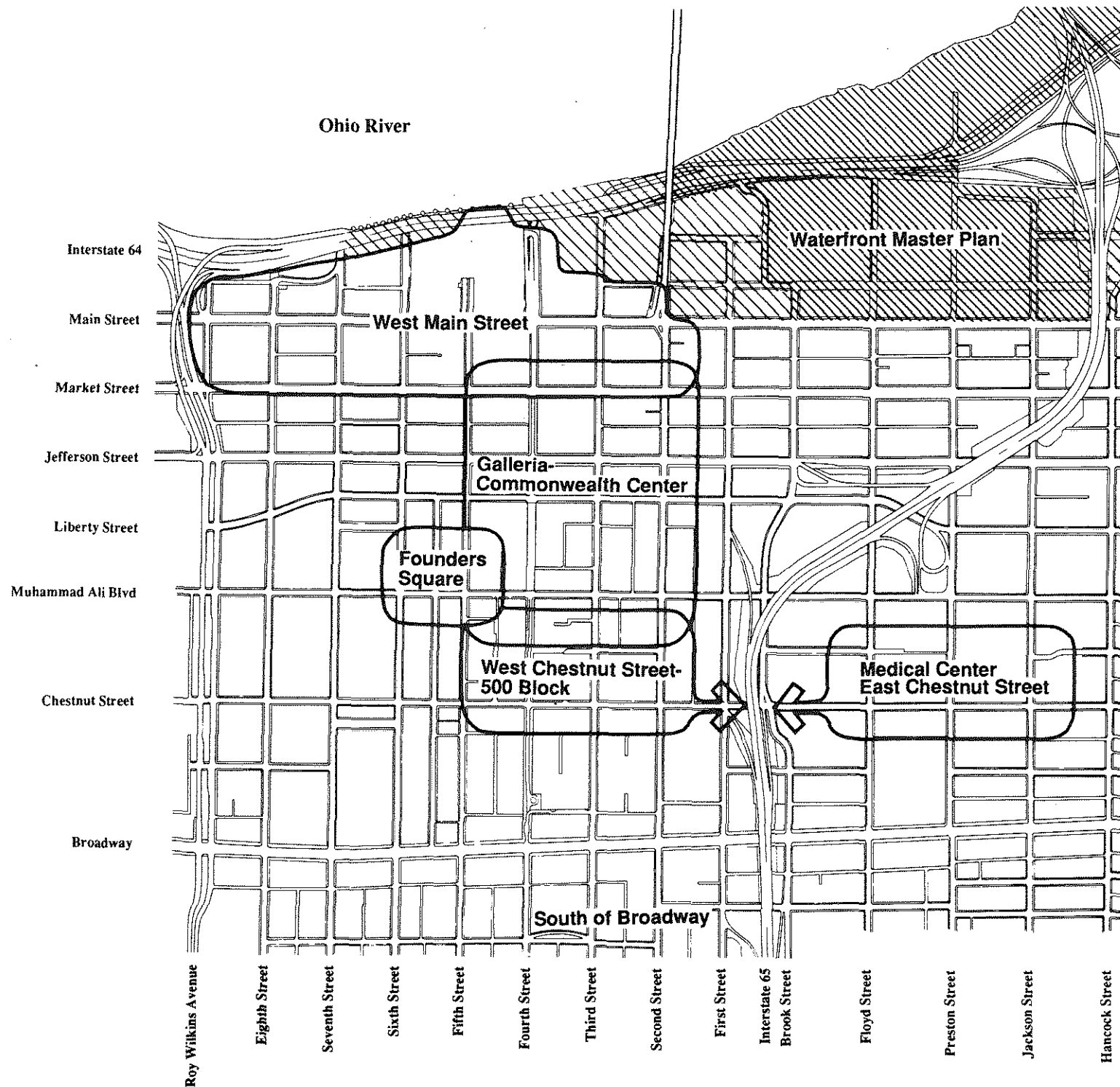
ment opportunities within each of the focus areas are described in the following summary. A similar summary is included for the Waterfront and South of Broadway areas. These areas, although not set apart in the Plan, are of critical importance to the future of Downtown.

The summary below describes the functional recommendations for each focus area. The Recommendations chapter includes specific proposals for each focus area based on the Plan's overall economic development, design, public space, preservation, parking, transit and circulation improvements and functional recommendations.

Galleria- Commonwealth Convention Center

The 276,000-square-foot Galleria and 200,000-square-foot Commonwealth Convention Center form the nucleus of the downtown Core and the primary center for retailing and visitor activity. The futures of both facilities are interrelated due to proximity, function and economics. Existing and future development within a convenient walking radius, generally bounded by Market Street, Guthrie Street, Second Street and Fifth Street, must reinforce both facilities. Significant opportunities for office, hotel, retail, and entertainment facilities must be focused in this area to reestablish a compact and intensive core. Linkages to Main Street, the Waterfront, Broadway, government facilities and outlying hotel facilities and activity centers will be of great importance.

Figure 32
Development Focus Areas



West Main Street

The West Main Street focus area extends generally between Second and Ninth Streets and can be viewed as four very distinct sub-areas: the historic cast-iron district that flanks Main Street between Sixth and Ninth Streets; the eastern downtown Urban Renewal area between Fifth and Second Streets; the Riverfront Plaza/Belvedere, Galt House, LG&E and other properties that form a seam between Main Street and the future Waterfront Master Plan's secondary planning area; and the north block faces of West Market Street which frame the southern flank of the historic district. It is a large and complex focus area which essentially penetrates the Core, and presents a range of issues and opportunities for greater connection to the Waterfront and East Main Street.

West Chestnut Street—500 block of Fourth Avenue

Chestnut Street is an important linkage between the Core, Medical Center and west Downtown. The 500 block of Fourth Avenue essentially forms a bridge block between the Core and Broadway. Short-term development strategies must

- Focus Areas
- Waterfront Master Plan
 - Primary Planning Area
 - Secondary Planning Area



The long-term growth and integrity of the Medical Center will rely heavily upon development programs advanced by each of the health-care providers. Marketing, accessibility, parking and “campus” environment improvements will also be vitally important.

focus on reinforcing Fourth Avenue and Chestnut Street to the east as well as establishing a critical mass of housing as an extension of the Crescent Centre and Chestnut Plaza projects. Long-term strategies will focus on West Chestnut and Fifth Streets and the Second and Third Street corridor.

Founders Square

Originally designed as a “gathering park for convention users,” the role of Founders Square has evolved as the convention, cultural and hotel facilities originally planned for this area have shifted to the Core. The Square, though subject to future redesign and revitalization, serves as a centerpiece for the fine examples of 19th- and early 20th-Century Louisville architecture, including Kentucky Towers, the Republic Building and the Cathedral of the Assumption. The Square is situated at a location of great historic and contemporary history of Louisville. The Square fronts on Muhammad Ali (formerly Walnut Street), an important connection between the Core and the West End. This focus area is essentially a gateway to the Financial District and the south end of the retail Core and the Galleria. Louisville Gardens, which is owned by Jefferson County, is an important visitor attraction for Downtown and the Founders Square focus area. The Gardens and Founders Square have an important relationship that should be addressed as part of any future design or improvement plans.

Medical Center- East Chestnut Street

The long-term growth and integrity of the Medical Center will rely heavily upon development programs advanced by each of the health-care providers. Marketing, accessibility, parking and “campus” environment improvements will also be vitally important. Access to the downtown Core will continue to remain a high priority. Future zoning can play an important role in supporting and guiding long-term medical and related facility growth as well as providing a sensitive transition of development in the area where the Medical Center approaches the Phoenix Hill and Smoketown-Jackson neighborhoods to the east and south.

The area along East Chestnut Street between Floyd and Jackson Streets essentially forms an area where the University of Louisville Schools of Allied Health and each of the five individual hospital campuses begin to merge together. This focus area is also an extension of the West Chestnut Street focus area that extends between the Core and Broadway. It is an important connection to housing and core retailing. Committed and future investments in this focus area, if undertaken within a more unified plan and coupled with unique streetscape and public improvements, could provide a true central destination or special place to attract and orient visitors. Rehabilitation of the General Hospital Building in concert with future development and open-space improvements should be an initial priority.

Waterfront

A Waterfront Master Plan will be completed in 1991. The primary planning area “to be technically governed by the plan” is north of Main Street and extends east from the Clark Bridge, Bingham Way and Brook Street to Towhead Island. The preliminary program for the Waterfront Master Plan recognizes that the plan will need to be “successfully integrated with other downtown districts” and that “it is important that the Waterfront and Downtown mutually benefit in terms of activity and commerce.”

In addition to the primary waterfront planning area, three secondary planning areas have been identified in terms of proximity, current development activity, future development potential and pedestrian and vehicular access issues. These three areas consist of the following: existing wharf; Presbyterian Headquarters, Belknap Complex and 100 block of Main Street; and the Clay Street-Butchertown neighborhood edge. The wharf and Belknap-100 block secondary planning areas are important in terms of the linkage relationships they have with the Galleria-Commonwealth Convention Center and Main Street focus areas. Also, future linkages between the Waterfront, Haymarket, Medical Center and Broadway must be addressed.

Historically, housing development has remained focused along York and Second Streets, creating an opportunity to pursue infill housing development in order to create a critical mass.

South of Broadway

Though not called out as a special focus area by the Downtown Plan, the blocks south of Broadway offer significant opportunities for future housing and commercial development. This important zone of transition between Downtown and Old Louisville has been the focus of several planning studies, including a recent development feasibility analysis.

The Second and Third Street corridor and Fourth Street are important linkages that have distinctly different characters. While South Fourth Street presents a reasonable degree of continuity of institutional and residential uses, the

Second and Third Street corridor essentially is a broken pattern of commercial, surface parking and residential uses that form a continuation of the fragmented block faces that occur north of Broadway.

Historically, housing development has remained focused along York and Second Streets, creating an opportunity to pursue infill housing development in order to create a critical mass. This area is both a short-range target area for future housing development and one of several long-range strategy areas for redevelopment of the entire Second and Third Street corridor.

Opportunities for institutional master planning in concert with housing development and public space improvement along Fourth Avenue will strengthen this important linkage to the Old Louisville historic neighborhood, Fourth and Oak business district, Central Park and the South Central Area. A special development and zoning plan for this area should be considered.

Recommendations

Urban Design

Zoning

Historic Preservation

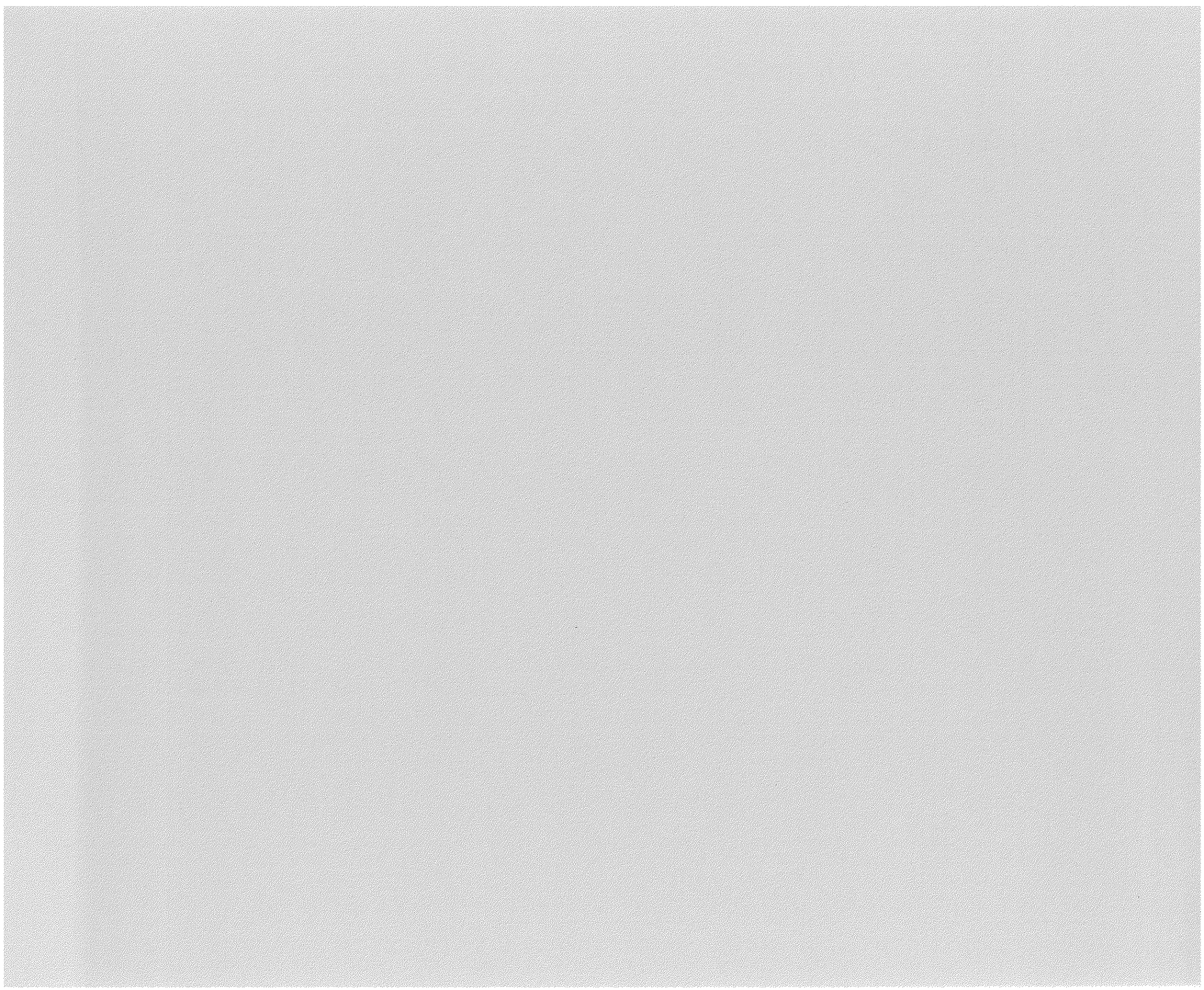
Future Development

Central Neighborhoods

Transportation

Utilities

Focus Area Plans



Urban Design

... this Plan envisions a Downtown that is economically thriving and growing, that functions efficiently, and that has a character built upon the way of life of the city.

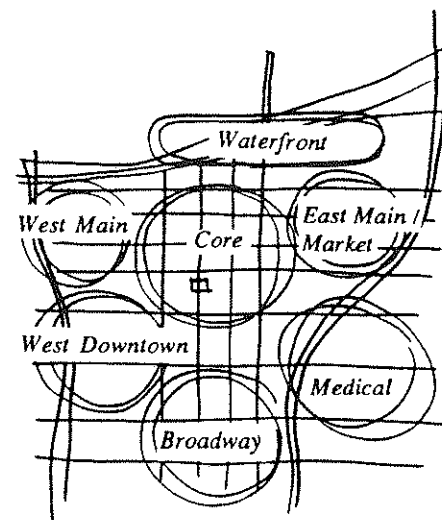
Overview

The principles and goals that are the basis of this Plan require that the form and function of Downtown be described and analyzed, that a clear view of Downtown's future be developed, and that the future be built upon the existing fabric of the city and upon the very values that make Louisville special. In general, this Plan envisions a downtown that is economically thriving and growing, that functions efficiently, and that has a character built upon the way of life of the city. What follows, therefore, are the proposals that address the issues of function and character, and that are based on three fundamental intentions:

- The identification of districts that have distinct architectural and open space characteristics. Implicit in this intention is the need for a central, compact, and active core.
- The need for a system of linkages that makes the diverse districts of activity and form work together to appear as a single Downtown. This will include improvements to buildings, traffic, parking, pedestrian ways, and public transit.
- The creation of intentional relationships between buildings, open spaces, and the landscape; these relationships will be the guidelines for the physical form of the details of Downtown. They will deal with the qualities of light and shadow, the human scale of the

streets, the idea of a "blue-green" city that takes advantage of its landscape and its river, and the very details of both building and open space design. In formal terms, this is the "character" of Downtown—the sum of all the parts that make a greater whole, and that relate the large and energetic city to the individuals who use it.

Louisville is unique in that it combines the vitality of big-city life with the comfort of a smaller town. The Plan's design proposals deal with character rather than style, with both scale and size, and with comfort as well as efficiency. The proposals described here will form the basis for developing more detailed urban design guidelines as part of the Plan's implementation strategy.



Districts Diagram

Districts as Identity Areas

The Plan has identified seven Districts of Downtown, which have special and different characteristics of building form and open space. Those characteristics, which are described here, do not primarily deal with land-use. Each district is essentially a mix of uses that the Plan proposes to reinforce or reshape. The Plan proposes to set guidelines in order to preserve and develop the formal differences and to create a great sense of variety in the experience of Downtown.

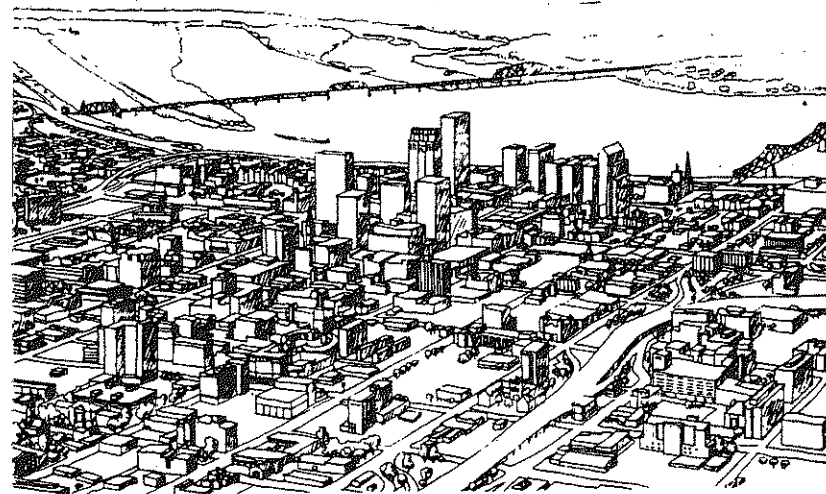
The existing C-3 zoning permits uniform development throughout most of Downtown, resulting in the random spread of development, and a lack of focus for downtown life. The Plan, therefore, states that this type of broad zoning is not in the interest of Louisville, because it will not, in the end, encourage healthy economic development and it will not create a Downtown that is built upon the goals Louisville has set for itself.

The seven districts are described here, and are indicated on the Districts map.

Core District

One of the significant proposals of this Plan is the creation of a compact central core of building development and pedestrian activity. All analyses of the other districts follow from this basic proposition.

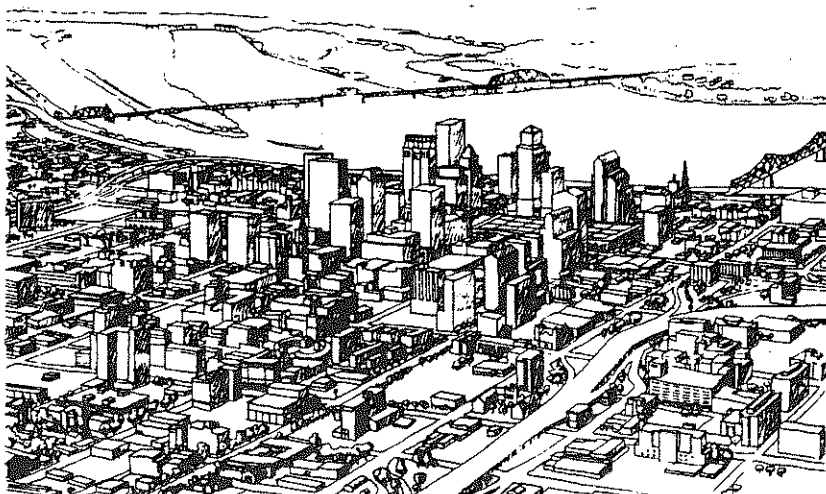
A compact core is essential . . . for the economic health of retailing in Downtown, as well as for the sense of life and vitality that is a part of a vibrant city.



Current view of Downtown



View if current development trend continues

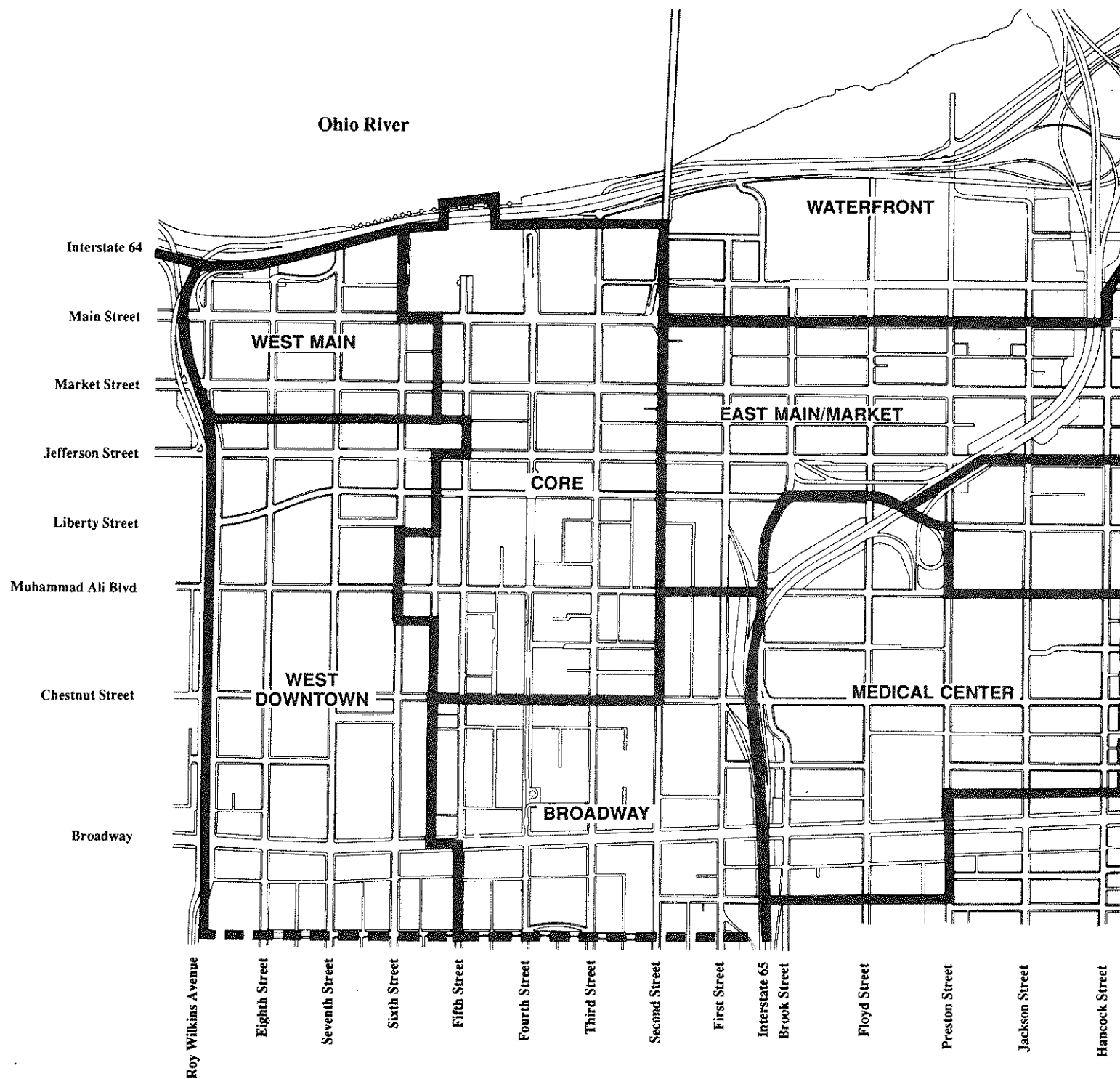


View of Plan development

A compact core is essential in Downtown. It is essential for the economic health of retailing in Downtown, as well as for the sense of life and vitality that is a part of a vibrant city. The Core District area that is recommended by this Plan is based on the following analyses and observations:

- The newer, larger developments of both offices and hotels are located now between Muhammad Ali Boulevard and the River. Therefore, this area now contains the highest density of both workers and visitors.
- In spite of the presence of long blank walls, Fourth Avenue is still the geographic center of the area; indeed, the highest pedestrian volumes are still counted at Fourth and Muhammad Ali.
- Extensive studies in many cities (by William H. Whyte and others) have revealed that the *maximum* walking distance of a typical office worker for shopping is about 800 to 1,000 feet or 2-1/2 Louisville blocks. Retailing that relies largely on office-worker shopping, therefore, will not survive much beyond this distance.
- The Core area already contains an exciting mix of activities and places, including cultural facilities, hotels, convention center, restaurants, major office buildings, and the major open spaces of Downtown (Founders Square and the Riverfront Plaza/Belvedere).

Figure 33
Districts Plan



- The location adjacent to (and, with improvements, walkable to) the River gives it a special attraction for future major development.
- It is reasonably accessible from outlying areas by both Interstates and River Road, in spite of normal morning and evening commuter congestion.

The Core District is characterized by a great variety of building forms and open spaces: tall buildings as well as low; both old and new buildings; wide and narrow streets; streets that have a sense of enclosure by the adjoining buildings; streets that are spatially interrupted by large parking lots; small, contained, and useful open spaces; and ill-defined, little-used open places.

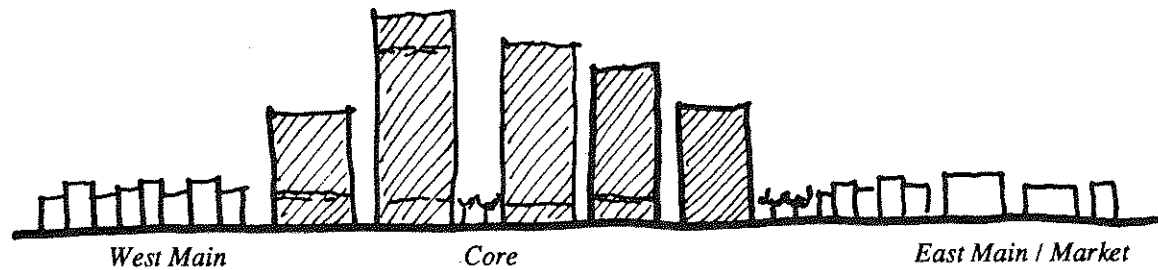
Therefore, in order to achieve all the objectives of compactness, walkability and liveliness, new rules must apply. All new high-density development in Downtown must take place here. (As the accompanying sketches indicate, the current development trend may cause a great spreading out of the center; the Plan view gives the general and basic idea of a compact grouping of the larger buildings). All new buildings must be built at

■ District Boundary

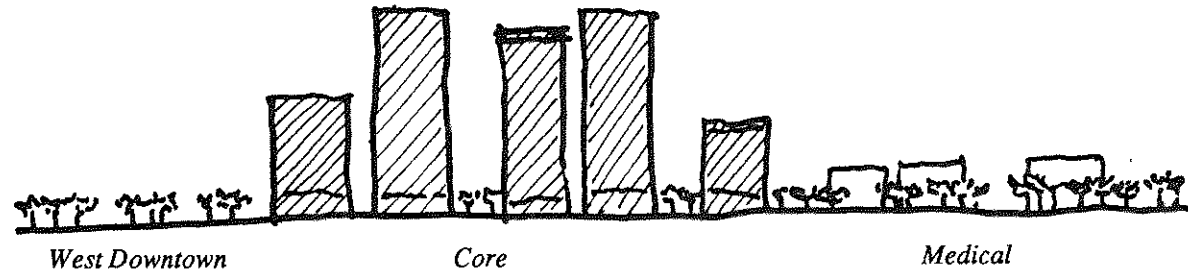
■ Neighborhood Transition Area



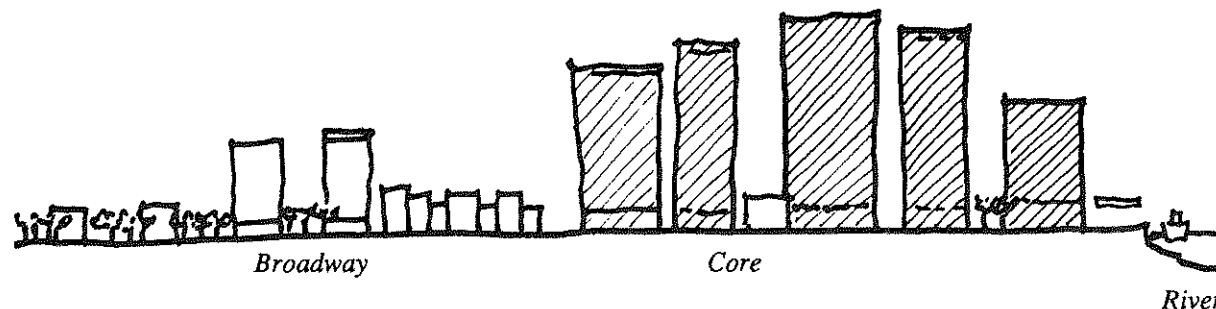
Downtown Cross-Sections



Low streetwall – core – low streetwall



Campus – core – campus



Campus/low streetwall – core – river

the streetwall, and include the opportunity for retail space along the sidewalk. Open spaces must be relatively small, be contained by surrounding buildings, be heavily landscaped, and have a clear intention for their use and location.

A very special relationship between building form and open space is to be established. This relationship will be evocative of the values of livability, comfort and vitality. The streets must not be made dark by row upon row of tall and closely spaced buildings; neither must it be kept so open by widely spaced buildings that the walk past the long gaps is unpleasant.

The result must be that a very important balance is struck, where there is a rhythm of light and shade, and of solid and void; where the streetwall is continuous but varied, and where a large city has the virtues of small scale and the light of the sky.

West Main Street District

Important building characteristics are found on Main Street: low and mid-rise buildings where facades form a continuous wall along the sidewalk, and therefore *contain* the streets and open spaces they face. The buildings are four or five stories high, generally about 30 feet wide and 200 feet deep; and the facades are made of cast iron and masonry. They are essentially vertical in design, with a large area of windows; have storefronts all along the street, and have interesting and memorable doors.

New building in the area must follow the precedents of the best of the existing buildings, whether they are on Main Street or Market.

Even the backs of the buildings, which face alleys, have great texture and small-scale forms. The overall feeling of the area is one of a human scale in spite of the very wide street, of a sense of spatial enclosure, and of a great deal of light from the sky.

Market Street in this area, on the other hand, is now much more varied, with some buildings taller than those on Main Street, and the interruptions of parking lots. Nevertheless, all buildings are located at the streetwall, and many have the same scale and texture of Main Street.

New building in the area must follow the precedents of the best of the existing buildings, whether they are on Main Street or Market. They must form a continuous streetwall and they must have a rhythm along the street that remembers the old building widths. They should have storefronts at the sidewalk and memorable entrances, and the sense of light and enclosure must be maintained. On Main Street, new buildings should be similar in height to the existing historic structures; on Market Street, building height is not an issue, but should reinforce the historic cast-iron buildings on Main Street. Because the density of people will be substantially less than that of the Core District, stringent standards for locating and limiting future open space should be considered. In addition, parking lots and garages must not be built on Main Street; if parking lots are located on Market Street, they must be bordered by heavy landscaping and garages must be subject to design standards.

East Main / Market Streets District

The size, enclosure, and quality of light in the East Main/Market Street area is much the same as in West Main. There is much more variety of building form and open space, however. Even on those streets where development is less interrupted by parking lots, this variety exists. In fact, there are two basic architectural characteristics: on East Main Street the buildings are older, and built more continuously along the streetwall. In the rest of the area, the buildings are newer, lower, and far more interrupted by parking lots. A few buildings are even set back from the street with small lawns in front.

For example, the Belknap buildings are wider and taller than the other buildings, and the Haymarket is a single-story, free-standing structure. Nevertheless, in spite of this variety, the memory of and potential for a more continuous, lower-density development exists.

Therefore, the same proposals that were made for West Main apply here. However, a greater variety of building forms is acceptable. The same expectations that create the human scale will still apply: built to the streetwall, a rhythm of architectural elements that remembers older building widths, the use of masonry, storefronts, and memorable entrances. Parking lots should not interrupt the streetwall without significant landscaping along the street edges.

Because the overall density must remain lower than that of the Core District, fewer people will work or live in this area. As a

result, pedestrian-used open spaces, on the whole, should be limited. Small and contained open spaces along the east side of Second Street should be strategically sited where a moderate density of development should take place as a transition from the high-density Core to the west.

Broadway District

This area has the most variety of any single place in Downtown. Unlike the Core, it has a large stock of smaller, lower-density development. Unlike East or West Main Street, it also includes relatively tall, relatively high-density development. In addition, it has two distinct areas of building and open space relationships. On the north side of Broadway, the buildings are located at the streetwall and contain small, well-defined open spaces. On the south side, the buildings, on the whole, are set back from the street with open spaces or parking lots in front. However, in spite of the cluster of taller buildings at Fourth Avenue, the overall density is much lower than that of the Core District.

The area is now in the process of undergoing a significant transformation from its former role as an important commercial center of Downtown to an area that now includes residential development, and retailing that must be focused on markets other than that of just the office-worker. It has also become an area of connection and transition to the residential and institutional areas of Old Louisville. It is interesting to note that

. . . north of Broadway, the gaps of open parking lots should be filled; buildings north of Broadway and flanking Broadway between Second and Fifth Streets should be located at the streetwall and include opportunities for retail; new buildings should have the same scale and character of the older buildings. . .

the area, in general, is coming full circle, from the residential mansions of the 19th Century to the apartments and town-houses of today.

As a result, future development north of Broadway must follow the precedents of character that exist there. South of Broadway must become more campus-like, in keeping with the lawns and open spaces of Old Louisville.

More specifically, north of Broadway, the gaps of open parking lots should be filled; buildings north of Broadway and flanking Broadway between Second and Fifth Streets should be located at the streetwall and include opportunities for retail; new buildings should have the same scale and character of the older buildings and have an overall lower density of development. A greater variety of building form and height is acceptable here than in the West Main Street District. Open spaces should follow the precedents of Theater Square and Crescent Centre in their enclosure, size, intention and location.

The blocks between Second Street and I-65 contain the Jefferson Community College campus and other educational buildings generally set back from the street. Future buildings should be developed as part of a master plan to reinforce the College campus and residential developments west of Second Street. All future development should be set back from the street, particularly along Second Street, to establish a parkway-like setting.

Finally, it is recommended that future buildings along Broadway east of Second Street and west of Fifth Street be set back from the property line. This action will help create a parkway effect at one of the major entrances to Downtown, with the gathering of older and new streetwall buildings at Fourth Avenue and Theater Square forming the center of the district. If new building occurs at the southwest corner of Fourth Avenue and Broadway, it should complete the intersection by locating at the streetwall. On the other hand, an open lawn or garden facing Broadway at the Louisville Free Public Library will add to the parkway idea as well as to the campus setting south of Broadway itself.

West Downtown District

Buildings in this area, in general, are set back from the street in a campus-like fashion. Since the individual buildings are separate from each other, the open spaces that surround them are continuous, thus forming the campus quality in the entire area. The feeling of light and openness is, therefore, quite different from that of the districts described above. The buildings are low, in contrast to the Core, and are essentially horizontal in form. The existing open spaces include large open lawns and shade trees, small and ill-defined front yards and parking lots, which can be either pleasantly landscaped or open and barren.

In keeping with the overall idea of a green Downtown, which is well-landscaped and in which all open spaces

are planned with clear intentions for both use and appearance, it is important that all the lawns of this area include large shade trees and walkways, shaded parking lots, but not open plazas. The idea of a campus expresses best the landscape intention for this district. In the same way, buildings that are free-standing must remember that the back is part of the campus as well, so all facades are important. The location and screening of service areas is an essential part of this intention. Most buildings will be lower in height, but an occasional taller building in this area could, if thoughtfully designed and located, serve as a landmark.

Medical District

This area has much of the same character and feeling of West Downtown: open lawns with buildings set apart in a campus-like quality. Unlike those in West Downtown, however, many of the buildings are connected by enclosed pedestrian bridges, and some are tower-like in a mid-rise form. Although the density remains substantially lower than the Core, it is somewhat greater than that in the West Downtown District.

The five medical institutions that collaborate to form the Louisville Medical Center have set the precedent for centralized management and, therefore, for the possibility of the appearance of a single center. As a result, it is important that the overall campus character be maintained and improved. Buildings must be set back from the streets, and tree-lined lawns should be continuous throughout.

The area [Broadway] is now in the process of undergoing a significant transformation. . . to an area that now includes residential development, and retailing that must be focused on markets other than that of the office-worker.

One purposeful opportunity is the creation of a new tree-shaded lawn at the northeast corner of Floyd and Chestnut Streets. Set in front of the historic hospital building, it could be the open space at the center of this district.

Parking lots must also be set back from the streets, and be tree-shaded. Like those of West Downtown, service areas must be screened from the campus, and all sides of all buildings must be designed to front the campus lawns. Again, building height is not an issue, but overall density must remain relatively moderate. This result will be an essentially horizontal design of buildings, a feeling of openness rather than enclosure and the opportunity for an occasional tall building to serve as a landmark.

Waterfront District

Much of this area is completely open, or includes industrial buildings that should be considered for redevelopment or adaptive re-use, based on the recommendations of the Waterfront Master Plan. The key buildings that should qualify for preservation are in the 100 block of West Main Street, the Belknap complex and the Brinly-Hardy Building.

As a result of this pattern, little precedent is set for future development. The largest part of the area—that which is east of Second Street—is sufficiently separated from the Core District, and pedestrian movement between the two areas is difficult. The wharf area, on the other

hand, is immediately adjacent to the Core, with only the barrier of River Road traffic between that area of Downtown and the River.

As a result of these connections, the Plan makes the following recommendations, subject to further study as part of the Waterfront Master Plan:

- Connections must be made wherever possible between the Waterfront and Downtown. Specifically, new walkways and automobile links must be made between Main Street and the River in the area of East Main Street (for instance, at Brook, Floyd, and Preston Streets). Second and Third Street sidewalks must be improved. A new stair and pedestrian bridge would dramatically connect Fourth Street to the wharf, and a stair down from the Belvedere will link directly to the improved Fourth Street connection and the wharf. These apparently small connections would create a dramatic transformation of Downtown. The Waterfront will finally become an easily walkable destination. Downtown can, once again, be a river city.
- In conjunction with these physical connections, possibilities for creating visual landmarks or connections to the Waterfront should be considered. Visual landmarks can take many forms, including buildings, structural

details of buildings, public art, monuments and illumination. Lighting effects, such as Project Bridgelight, which will illuminate three of the bridges across the Ohio River, can form dramatic nighttime landmarks and connections. The orientation and structural details of future buildings and possible tall monuments could provide visual terminus or landmarks for orientation along the axes of north-south streets connecting the Waterfront to the Core and Main Street Districts.

- The Waterfront area is large enough to be the location of a grand park, which could complement the Olmsted park system. It can have easy access to the entire city, and be a tremendous asset to all of Downtown. It should be a great and exciting open space giving full and easy access directly to the River. Open-space and pedestrian connections should extend inland from the River's edge to Main Street.
- In addition, certain kinds of development could occur—whether institutional, recreational or commercial—but they must acknowledge their relationship to both Downtown and the Core. Most development parcels will not be within walking distance of the Core, and commercial development at the Waterfront must not compete

Connections must be made wherever possible between the Waterfront and Downtown. . . . The Waterfront area is large enough to be the location of a grand open park.

with the business of the Core in the way that suburban areas do. Hence, this development must occur at a lower density than that of the Core.

- The Waterfront must serve special retail markets that are independent of the general merchandising that is necessary to make the Core an active and lively place.
- Waterfront housing will have a positive impact on the quality of life in Downtown. The special attraction of a Waterfront location that is relatively near the Core has been proven in city after city across the country. Taking advantage of such a location can add the evening and weekend activity that makes a downtown vital. *Housing brings people who have a stake in the quality of Downtown, and who support the retail and cultural activity there.*

Linkages

As is made clear throughout this Plan, architectural distinctions and variety are essential to the scale and character of Downtown, and the clustering of various separate functional areas is important to Downtown's vitality. Nevertheless, Downtown is a single, definable place with disparate parts that must be linked both physically and symbolically.

Specifically, it is the functional areas that are to be connected, so that workers and visitors can use all of Downtown

conveniently and comfortably. The Medical Center can be connected to the Waterfront and Haymarket to the north, and the Government and Fourth Avenue retail areas to the west. Broadway can be connected to Old Louisville at the south, and the Core and Waterfront at the north. The cultural district on West Main Street can be connected to the Core and to the Waterfront. In order to accomplish these and other connections, five linkage types are proposed.

Pedestrian Walkways and Sidewalks

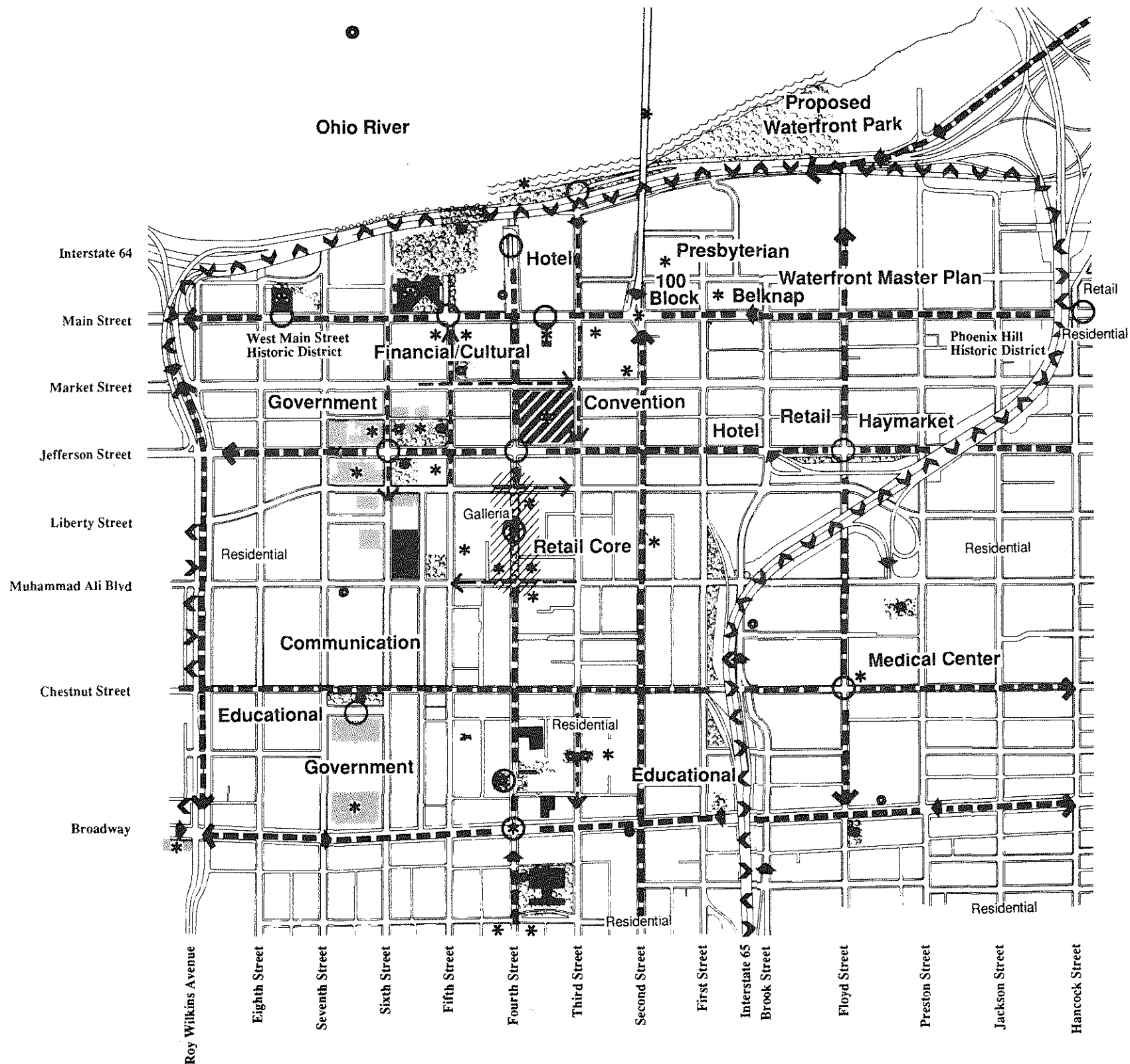
Because of the studies that indicate a normal maximum walking distance of 800 to 1,000 feet, pleasant pedestrian walks must be created where connections are short, and where there are enough people to use them. If walks are tree-shaded, adequately illuminated, and well-marked with paving and signs; if they are flanked by activities and buildings that seem comfortably human in scale; and if they provide direct, clear connections, they will indeed be used.

Main Street, both east and west, can have uniquely designed sidewalks and street-scapes that connect the cultural and entertainment areas to the Core and Waterfront. Fourth Avenue itself, especially north of the Galleria, should be a pleasant walk between the shopping area and the Cultural District and the Waterfront. Improvements to the sidewalks of Third Street and Second Street will make Broadway, the Core and the Waterfront more desirable and accessible.

Walkways should also be developed from East Main Street to the River, whether they are sidewalks along new streets (such as extensions of Preston, Brook and Floyd Streets), or separate walkways. The proposed large park will thus be made accessible to Downtown via these new walkways. One possibility for a connection between the Waterfront and Main Street is the improvement of the pedestrian bridge at Fourth Avenue, with an accompanying stair down from the Belvedere at Fifth Street. The existing Fourth Avenue bridge is narrow, dark, and inaccessible. A wide, grand stair at the end of Fourth Avenue that steps down only to the bridge level, and a well-paved bridge, can culminate in a great city balcony that overlooks the entire River. The Belvedere stair can land on this balcony, as well. The connections will be easy, direct and memorable.

Finally, but of no less importance, is the design of pedestrian crossings at certain street intersections. Jefferson, Market, and Main Streets, as well as River Road, are wide and contain fast-moving traffic. They can be deterrents in an accessible, walkable city. The redesign of walkways, street improvements and signalization can be an essential part of this linkage type. A specific example is the intersection of Second and Main Streets, which will be a primary pedestrian crossing from new Waterfront development; it is now largely impassable, and must be corrected, to facilitate both traffic and pedestrian movement.

Figure 34
Linkages Analysis



Automobile Access

Although this type of linkage primarily relates to connections between Downtown and the rest of the city, certain streets in Downtown deserve special design attention. In addition to traffic improvements to intersections, exit and entrance ramps, lane markings, signage and so on, certain design improvements can also be made. Most important, Second Street can become a parkway-like street that connects Old Louisville to the Waterfront and Clark Bridge, and, in conjunction with the bridge lighting and intersection improvements, can be a significant entrance to all of Downtown. Lines of trees, low planting areas and boulevard-like lighting, can transform a drive along open parking lots into a pleasant and memorable experience. Finally, certain Interstate ramps deserve special landscape improvements. The Jefferson Street ramp, which gives such a spectacular view of Downtown, and the Third Street ramp, which is also an important gateway, deserve special landscaping and design improvements.

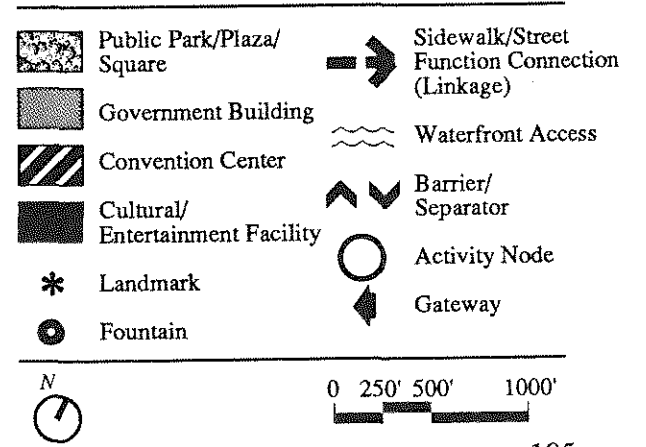
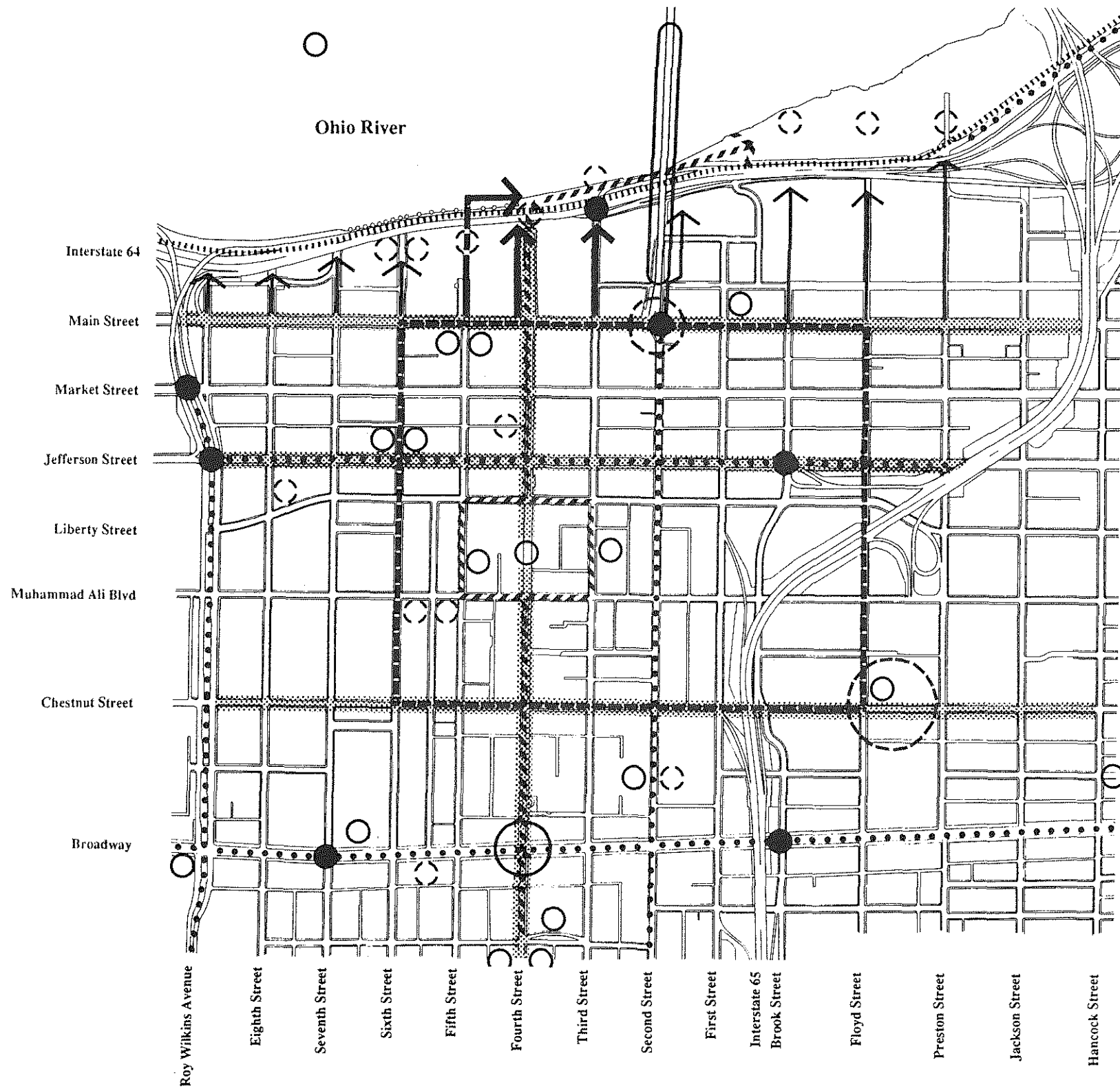
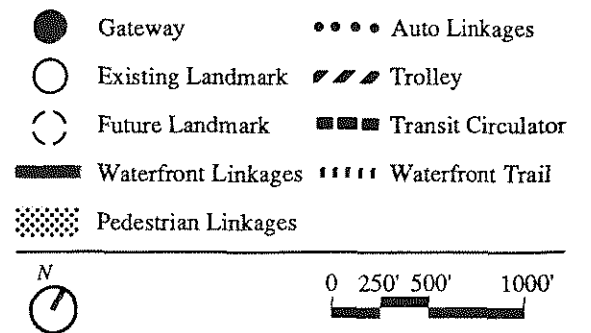


Figure 35
Linkages Plan



Transit

Throughout Downtown there are areas that must be connected, but are too far to walk. Because it is not desirable to encourage short-distance driving between downtown areas, an effective downtown transit system must be considered. For instance, the Medical Center, Fourth Avenue retail, the government area, the Main Street cultural area, the Haymarket and the Waterfront can all be connected with one transit loop. The great success of the Toonerville II Trolley on Fourth Avenue suggests consideration of its expanded use. Such a system must be studied in great detail, since greater population density, short headways and effective marketing are necessary for its total success. In addition to providing free service between high-use activity nodes, it has another significant characteristic necessary for effective transit use: it must be compelling to ride and clearly evident. The Trolley itself, and its shelters, are symbols of the existence of a transit system. The standard city bus and bus stop do not accomplish this. Future downtown transit design should remember this lesson.



The expression of the history of the city can be written in new monuments, if located in memorable and important places.

Building Use Continuity

Pleasant walkways and efficient transit are, in some cases, not enough. A walk or ride through vacant lots and open parking areas can be deterrents in their unpleasantness. Therefore, some streets should be developed with buildings that create a physical and functional continuity between areas. Note that the continuity is not merely one of physical building form; it is also necessary to develop uses that relate to the two areas being connected. The Doctors Office Building at Floyd and Liberty is an example of a medical use that relates to the offices of the Core. As the Linkages Plan map suggests, these connections should be continued, completed, or begun, along Fourth Avenue, Main Street, Chestnut Street, and the future Second Street parkway. This is a long-term goal of Downtown linkages, but it must be remembered and built up, step by step, as the city grows.

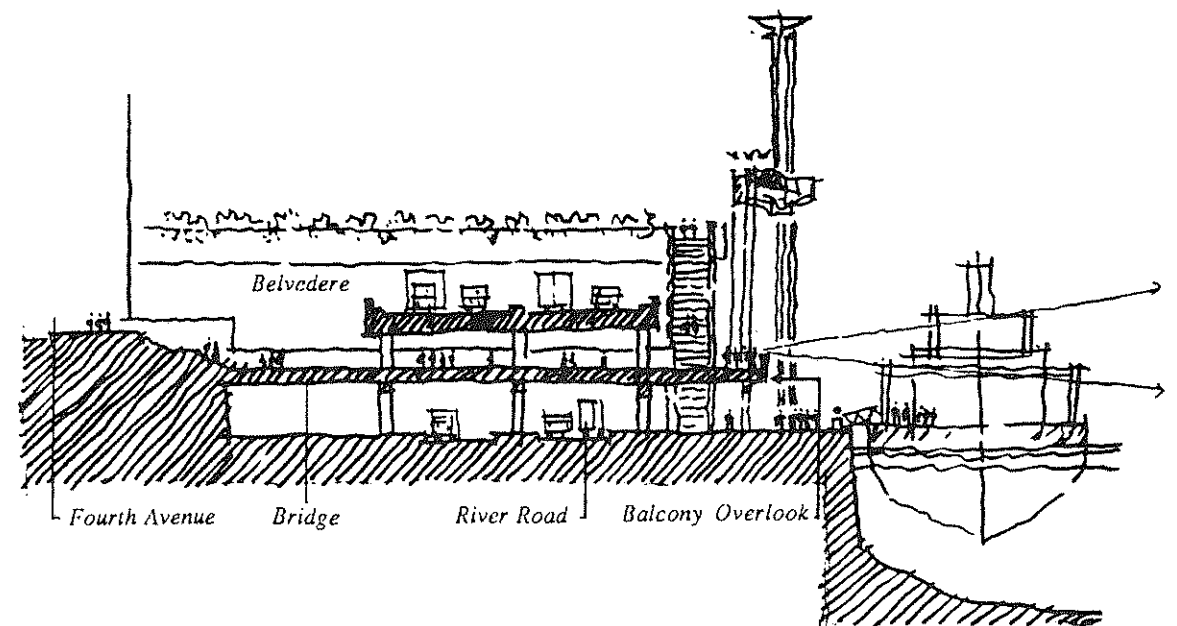
Landmarks

Some connections are perceptual rather than physical. If we perceive that there is a place of interest in the distance, we make the connection in our minds, and ultimately make the move from one place to another. Two dramatic landmarks exist now: the Second Street Bridge and piers, which will be lighted, and the Galleria. Both are seen from great distances, and tell us how close we really are to shopping and the River. The sight of the lighted Galleria sign from Fourth Street in Old Louisville is truly memorable.

Downtown needs more of these landmarks, and others will evolve as the city grows. The Waterfront will present great opportunities for this throughout its length and on the axes of several streets: Fourth, Third, First, Brook, Floyd, and Preston Streets. Visual landmarks can take many forms, including lighting, building forms or banner pylons. If powerfully designed, they will dramatically connect all of Downtown to the Waterfront. They can, for instance, be seen as part of a larger lighting plan for the whole Waterfront, or of a program for Art in Public Places.

In a different way, the existing trees on the Riverfront Plaza walkway provide no clue from Fifth Street of the presence of an important public space or possible future point of Waterfront access; a realignment and reconsideration of the Riverfront Plaza/Belvedere landscape can create a landmark as well as an accessible and comfortable park.

The idea of purposefully creating new landmarks in Downtown, however, can go beyond the linkage of one functional area to another. The expression of the history of the city can be written in new monuments and public art, if located in memorable and important places. Some of these places can be the intersections along Main Street, especially at Fourth. Others can be (existing or future) publicly cared-for open spaces, such as the Riverfront Plaza/Belvedere, Jefferson Square and Founders Square. The most recent and most powerfully created landmark in Downtown, obviously, is the Louisville Falls Fountain. If more landmarks are created, all of Downtown can be made more legible and still feel like one place, with many stories to tell.



Fourth Avenue Pedestrian Bridge

This transformation and revitalization of downtown open space will create a network of spaces that are both functional and attractive. . . . Downtown's open spaces will connect with the metropolitan-wide network of parks and parkways.

Relationship Between Buildings and Landscape

Open Space Principles

The purposeful addition of plants, trees and fountains to Downtown will be a powerful transformation of the quality and comfort of the entire public realm. This greening of Louisville must take place not only in parks and gardens, but in small plazas and major streets as well. Louisville is hot in the summer; Downtown is perceived as its "heat island," and the transformation of this image is essential to the marketing of a comfortable place for shopping, working, and living. This proposal for a blue-green city, therefore, is not cosmetic; it is both environmental and economic.

This transformation and revitalization of downtown open space will create a network of spaces that are both functional and attractive. By strategically siting new open space near Downtown's population centers, it can be assured that each new space is well used, serving the workers, residents and visitors of the area. Linkages will be created that connect both existing and future open spaces as well as other important activity centers. In addition, Downtown's open spaces will connect with the metropolitan-wide network of parks and parkways.

In order to give coherence as well as comfort to Downtown, specific open-space types must be improved, maintained and developed to support all the

goals and principles of this Plan. These open space—parks, squares, plazas, gardens and streets—must be improved and developed in certain fundamental ways:

- Existing open spaces such as Riverfront Plaza/Belvedere, Founders Square, First National Plaza, the Galleria and other public and private spaces should be maintained, redesigned or improved to better serve the downtown population.
- Small gardens and garden plazas should be sited strategically throughout the Core District, which has the greatest concentration of people. Standards should be developed for locating and designing these spaces.
- Because overall densities will remain lower in the East Main and Market, West Main, and Broadway districts, the demand for open space will be less than in the Core. Each of these districts has existing open space or spaces: West Main has one small park and the district adjoins the Riverfront Plaza/Belvedere; East Main and Market will be close to the future waterfront park; and Broadway has Theater Square and the open spaces of Crescent Centre and the Library.
- The Waterfront District should include a large new park to complement and enhance the city-wide Olmsted park system.

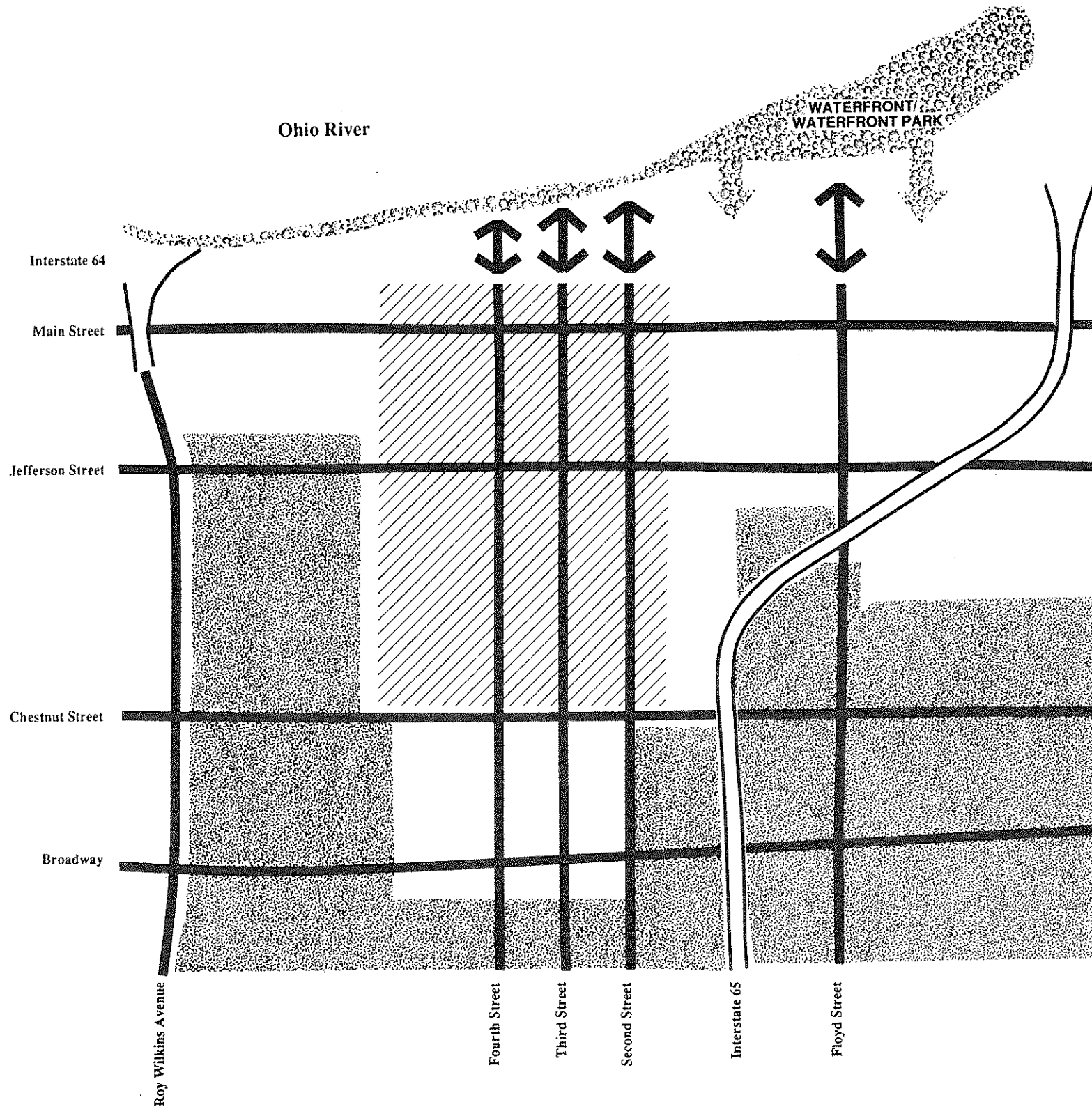
- The streets of the streetwall districts and the green lawns of the campus districts should ultimately combine to transform Downtown into a green grid of trees.
- Certain important streets should incorporate parkway-like improvements to complement the Olmsted parkway system.
- The open spaces along the edges of the Interstate highways should be improved as contributing elements of Downtown's open-space network, instead of being treated as residual or left-over space.
- The open, campus qualities of the West Downtown and Medical districts should be fostered.

Each type of open space within Downtown has specific characteristics and criteria for its design and location. The following paragraphs and the accompanying figures describe and illustrate the Plan's recommendations for the improvement and expansion of Downtown's system of open and public spaces.

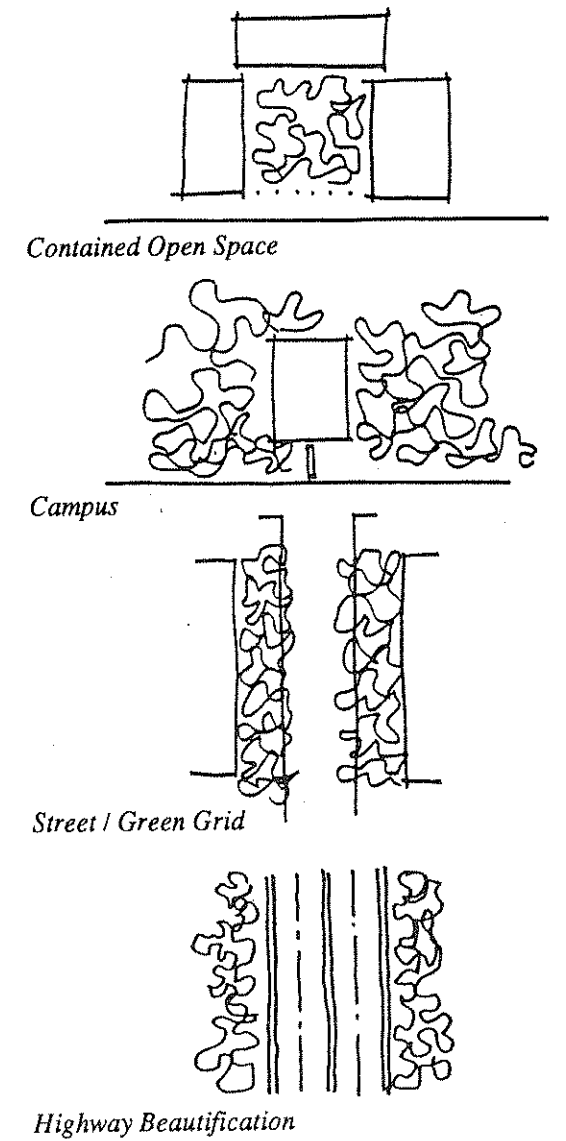
Existing Open Space: Priority Areas for Improvement or Redesign

Downtown's 30-plus acres of public parks, plazas and squares are complemented by many private lawns and gardens. This wide variety of spaces offers Downtown an existing open-space inventory on which to build and improve.






Figure 36
Open Space Principles



Open Space Types



Open Space Types

-  *Contained Open Space: Core*
-  *Contained Open Space: Streetwall Districts*
-  *Campus/Waterfront/Waterfront Park*
-  *Street/Green Grid*
-  *Highway Beautification*

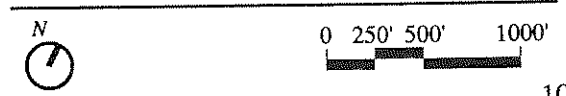
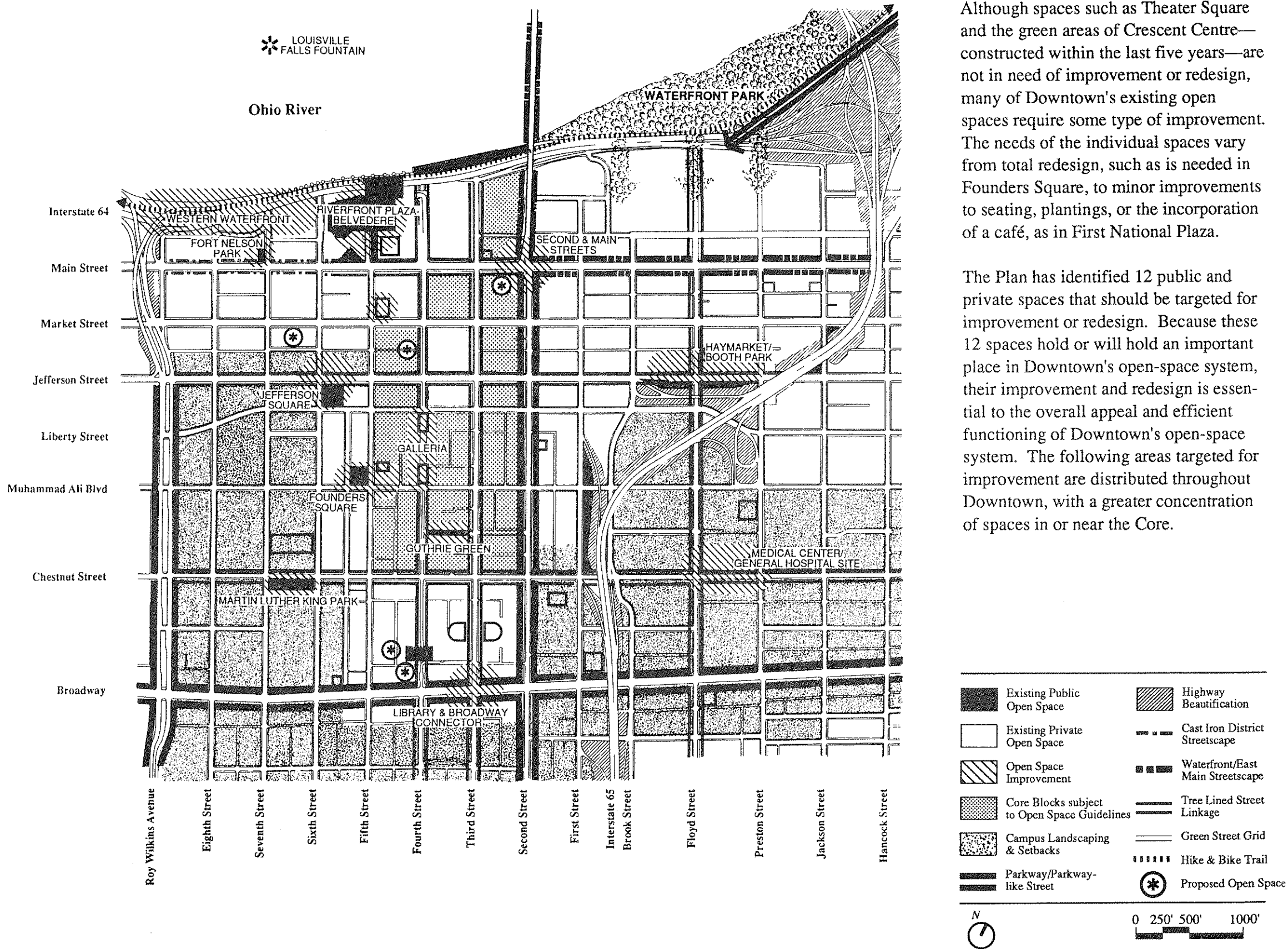


Figure 37
Open Space Plan



Although spaces such as Theater Square and the green areas of Crescent Centre—constructed within the last five years—are not in need of improvement or redesign, many of Downtown's existing open spaces require some type of improvement. The needs of the individual spaces vary from total redesign, such as is needed in Founders Square, to minor improvements to seating, plantings, or the incorporation of a café, as in First National Plaza.

The Plan has identified 12 public and private spaces that should be targeted for improvement or redesign. Because these 12 spaces hold or will hold an important place in Downtown's open-space system, their improvement and redesign is essential to the overall appeal and efficient functioning of Downtown's open-space system. The following areas targeted for improvement are distributed throughout Downtown, with a greater concentration of spaces in or near the Core.

One block to the west of the Galleria is Founders Square, a fairly small, shaded place that could become one of Downtown's finest open spaces with the addition of more trees, raised planting beds, seating, public art and a small fountain or water feature.

Galleria

Beginning in the Core, one area in need of improvement is actually four spaces that come together to form one large public space: the Galleria atrium; the north and south courtyards flanking the entrances to the Galleria; and the south side of Liberty Street. The public spaces of the Galleria hold a central location in Downtown and the Core, and lie at the point of heaviest pedestrian traffic in the city. The Galleria's open space should be integrated, drawing the four spaces together as a single, public space to complement and stimulate retail activity. While these privately-owned and maintained courtyards are in need of improvement, with newer, larger trees of a different species, landscaping, more benches and more planting areas, it will be essential that improvements are made to the interior spaces—both within the Galleria and along the east and west sides of the courtyards. Improvements to the interior spaces might include more active retail uses or eating and drinking establishments along the courtyards, while providing circulation patterns that increase retail potential within the Galleria atrium; and the option of installing the Derby Clock as a permanent fixture of the atrium.

Founders Square

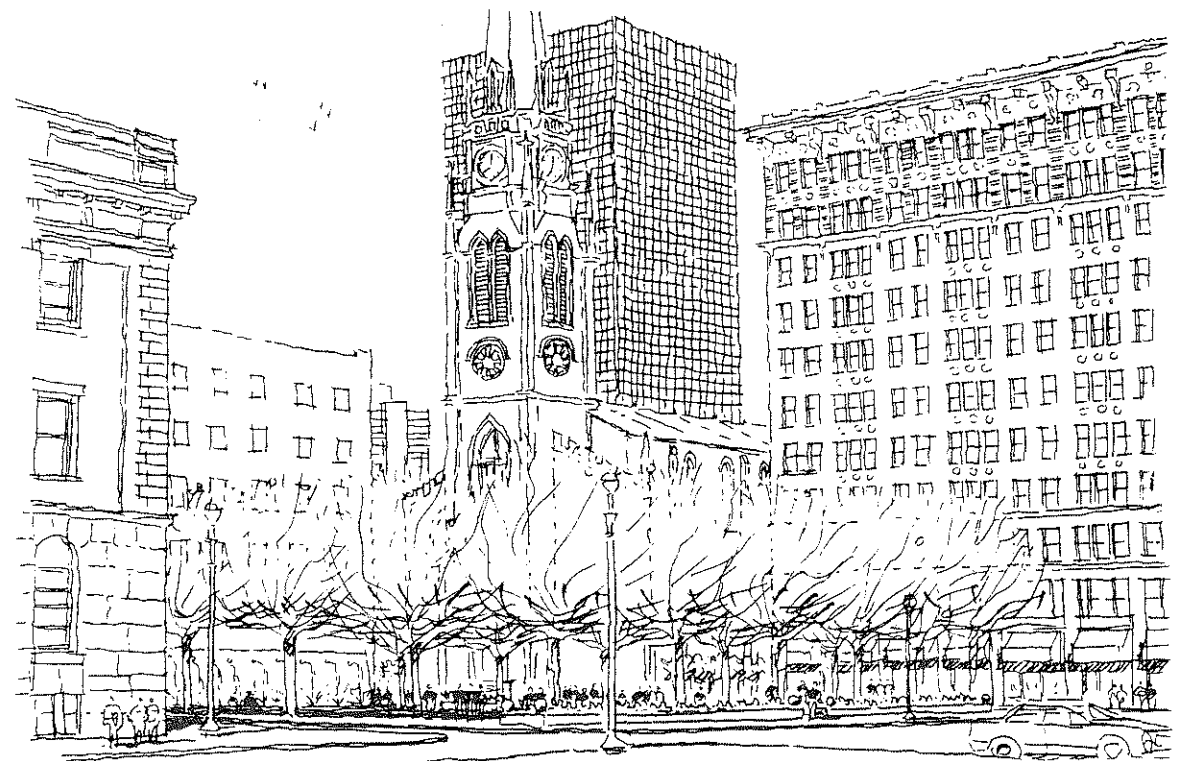
One block to the west of the Galleria is Founders Square, a fairly small, shaded place that could become one of Downtown's finest open spaces with the addition of more trees, raised planting beds, seating, public art and a small

fountain or water feature. Enough space could be created under the canopy of trees for outdoor gatherings that serve the nearby Cathedral or Louisville Gardens. Connections to the Galleria, the Cathedral of the Assumption and Louisville Gardens are of critical importance to the redesign of Founders Square. Coordination of the Square's design with the master planning efforts that are currently underway at the Cathedral of the Assumption will assist in strengthening the connection between Founders Square and the retail Core. Design standards and improvements for the sidewalks along Fifth Street and Muhammad Ali Boulevard should be

considered as part of the overall design. Improvements to the mid-block connectors of Cathedral Way and Cathedral School Place, which serve a rear entrance to the Galleria, should also be considered.

Guthrie Green

Guthrie Green, on Fourth Avenue south of Muhammad Ali, is a small urban area that was formed when Fourth Avenue was closed to automobile traffic. Since the plaza was resurfaced as part of the Fourth Avenue transitway improvements, pavement dominates the space and increases the temperature dramatically on



Founders Square

The intersection of Second and Main Streets is an important gateway to the city and downtown.

hot summer days. Redesign of the space should include more trees, landscaping and perhaps a fountain to provide a shaded and cool space for the downtown workers and shoppers who pass by Guthrie Green. Incorporating activities, events or entertainment, such as a "Saturday market" on the Green could in the short term attract more pedestrian activity.

First National Plaza

First National Tower's plaza at the northeast corner of Fifth and Market Streets is a relatively small, shaded and cool space.

The plaza's proximity to both the thousands of office workers in the financial district and the cultural facilities on Main Street, speaks to the tremendous importance of this space. The plaza is in need of only minor improvements: redesigned and additional—perhaps movable—seating, public art and possibly a more active use incorporating an open-air café or street vendors.

*Second and Main Streets:
Gateway to Downtown and Louisville*

The intersection of Second and Main Streets is located at the northeast corner

of the Core District. Open-space improvements to this area are of critical importance due to both its location as a gateway to the city and Downtown from Southern Indiana, and its location as an entranceway to the eastern Waterfront, the historic 100 block of West Main Street, and the Core and West Main Street Cultural District. Integrated site planning, landscaping and traffic improvements are needed to improve both the function and appearance of this area. The intersection is dominated by the striking Clark Bridge piers, which anchor the northeast and northwest corners. The southeast and southwest corners, through architectural design, public art or other design treatments, should complement this important public space. Lighting of the bridge piers as part of the bridge-lighting project will be important, as well as lighting effects on the 100 block of Main Street and opposite corners.

Jefferson Square

Jefferson Square, located at the center of local government facilities, needs more seating, shade and a greater sense of enclosure to be part of the comfortable system of green open spaces in Downtown. Opportunities for the placement and improvement of public art and monuments must be carefully sited as part of an overall plan. Simple shade tree and landscape improvements that maintain visual connections with the government buildings will make a considerable transformation. There is great potential for connecting this area's government facilities together. Jefferson Square, the



View of Second Street Parkway

wonderful lawn surrounding the Jefferson County Courthouse and the small plaza at the northeast entrance to the Hall of Justice building, could be unified as part of an overall site plan.

Dr. Martin Luther King, Jr. Park

Dr. Martin Luther King, Jr. Park is a rectangular park bounded on the north and south by the green lawns of the Federal Building and South Central Bell's headquarters building. Design improvements are needed to strengthen the connections between the park and the surrounding uses. Although the park is not located within a dense population center, additional seating should be explored to serve the nearby workers.

Fort Nelson Park

Fort Nelson Park is the only open space within the West Main Street District. Currently it is very empty, without much seating or activity. The Museum of History and Science's Yarmuth Garden, an elongated open space that runs eastward along the floodwall from the Museum, connects with the park to form a single, interesting, yet circuitous and partially hidden open space. New design for the space should consider more landscaping and seating, lighting and perhaps a more active use related to Museum programs and activities.

Riverfront Plaza/Belvedere

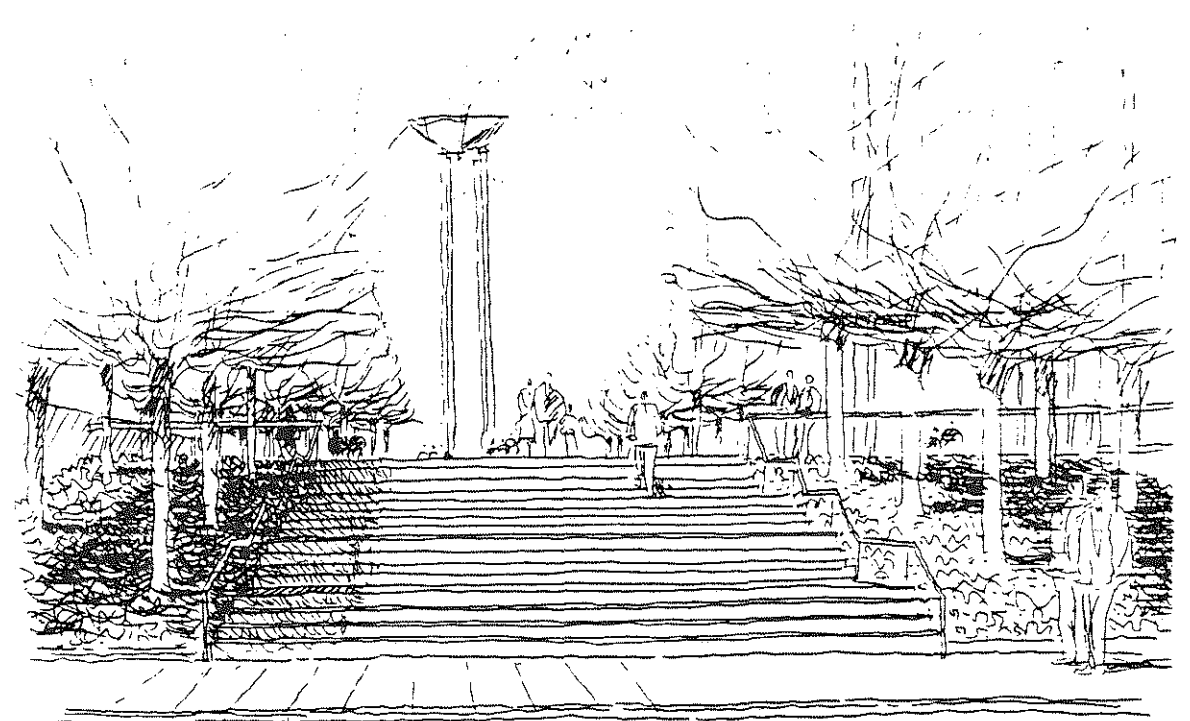
The Riverfront Plaza and its upper-level Belvedere connect to both the West Main Street and the Core districts. Together

the Plaza and the Belvedere form a 5.8-acre urban space that lies atop a garage of nearly 2,000 spaces. The redesign of the Belvedere/Riverfront Plaza must consider not only access—the primary access point now is a narrow, poorly defined and lighted entrance from Main Street at Fifth—but must consider future use of the large space as well. The development of the new Waterfront Park, just east of the Belvedere, could impact the long-term use of the space. Additional study is needed to determine if a change in use, such as the introduction of a residential or commercial presence, will be suitable in the future. Also, the pedestrian connec-

tions and edges of the Plaza should be improved to truly unify it with Main Street, Kentucky Center for the Arts and adjoining private development.

The connection of the Belvedere to the wharf and the rest of the Waterfront becomes essential. Because of its size and openness, in many ways the Riverfront Plaza/Belvedere could be made into an extension of the existing wharf and proposed Waterfront Park. Within the limits of structural capability, it could be made more shaded and green, with new developments that would adjoin and enclose it and generate greater

The redesign of the Riverfront Plaza/Belvedere must consider not only access—the primary access point now is a narrow, poorly defined and lighted entrance from Main Street at Fifth—but must consider future use of the large space as well.



Landmarks: View of the Belvedere

... there is a tremendous opportunity to create an open space at the lawn surrounding the historic General Hospital building at Chestnut and Floyd Street. The transformation of this unsightly area of surface parking into a tree-shaded lawn could create a true center for the Medical Center.

activity. Gatherings could still take place there, and views to the River and city could be preserved. A large green park on the Plaza that connects the Core directly to the River would be inviting and comfortable, and serve as a symbol of Louisville's blue-green tradition of landscape and river.

Three other spaces are priority areas for renewal: one is an existing park; one, a green lawn, and the last, a surface parking lot. As with many of the open spaces targeted for improvement, the area of concern is much larger than the green space itself—it extends outward, acting as a connector for an entire area.

William Booth Park

William Booth Park, on Jefferson Street between Brook and Preston Streets, was carved out when Interstate-65 was routed through Downtown in the late 1960s. The Park lies directly across the street from the Haymarket, Louisville's downtown produce market, and is bisected by Floyd Street, a connector between the Medical Center and the Waterfront. Open space and streetscape improvements at the park, along Jefferson, Floyd and the 300 block of East Market Street, will enhance the visibility of the Haymarket and pull together the now-fragmented area. Expansion of the Haymarket to the north will also aid in these enhancements. Improvements for Booth Park could include more active retail uses, such as fruit, vegetable and flower stands from Haymarket merchants.

Medical Center: General Hospital Site Improvement

Although the landscape of the Medical Center is characterized by large buildings set within green lawns, the Medical Center does not have a central open space. As mentioned in the discussion of the Medical Center District, there is a tremendous opportunity to create an open space at the lawn surrounding the historic General Hospital building at Floyd and Chestnut Streets. The transformation of this unsightly area of surface parking into a tree-shaded lawn could create a true center for the Medical Center. Improvements to the area should incorporate Chestnut Street, east and west of the site.

Library and Broadway Connector

The last open space targeted for improvements—an area currently serving as surface parking—is located on the south side of Broadway between Third and Fourth Streets. An open space here, directly north of the Main Library, will enhance Broadway as a parkway, while giving the Library its long-overdue presence on Broadway with a visual axis established with the Macauley Theatre. A garden or open lawn, when combined with the Library's lawn to the south, will strengthen the campus feeling of South of Broadway, while creating an amenity for both the residents of the area and patrons of the Library.

Future Open Space: Gardens And Garden Plazas

In the Core District, where buildings are located at the streetwall, open spaces must be intentionally contained by the surrounding buildings, just as are the streets. In the creation of a Downtown that has a scale and character appropriate to the combined objectives of a vibrant city and a comfortable town, these new open spaces must be small. The result will be a rhythm of solid and void, sun and shadow, large scale and small, a rhythm that is varied and lively.

In addition, these spaces must also be heavily landscaped in order to meet those same objectives. Louisville has a tradition of landscaped parks and has a hot summer season, so the strategic addition of small shaded places continues the tradition and adds oases of coolness throughout Downtown. Open plazas will never accomplish this. In contrast to large plazas, these small, open places should be substantially shaded by trees, include planting areas for bushes and flowers, and seating where appropriate. They could be called garden plazas. Some, however, could even be gardens only, without the need for seating: the visual delight of a shaded garden that can be seen from a street can add enormously to the richness of city life. The small courtyard on Second Street, within the Christ Church Cathedral complex, is an example of the visual delight provided by a private garden.

A downtown which has an integrated network of cool, shaded places with trees and fountains among the tall buildings will, indeed, support the values that make Louisville special.

In order to meet the objectives of a green and light-filled city, there may be three types of these places: gardens for viewing; gardens with a few seats in them; and paved but shaded garden plazas with many seats. The selection of the tree species and the depth of the open space are essential in making a shaded place that still permits a measure of dappled sunlight in the summer, and is sun-filled in the winter.

Each of these shaded places could include a small fountain as well. The fountain in the shaded First National Bank plaza on Fifth and Market Streets is an example of

coolness created by water, and the nearby river. A downtown that offers an integrated network of cool, shaded places with trees and fountains among the tall buildings will, indeed, support the values that make Louisville special.

Criteria must be established concerning the size, design and location of such places. For example, the amount of seating and the size (a minimum of 8,000 to 10,000 square feet) of each open space, will depend on the surrounding population density; the space should be heavily landscaped and contained by the buildings that surround it, and the development of

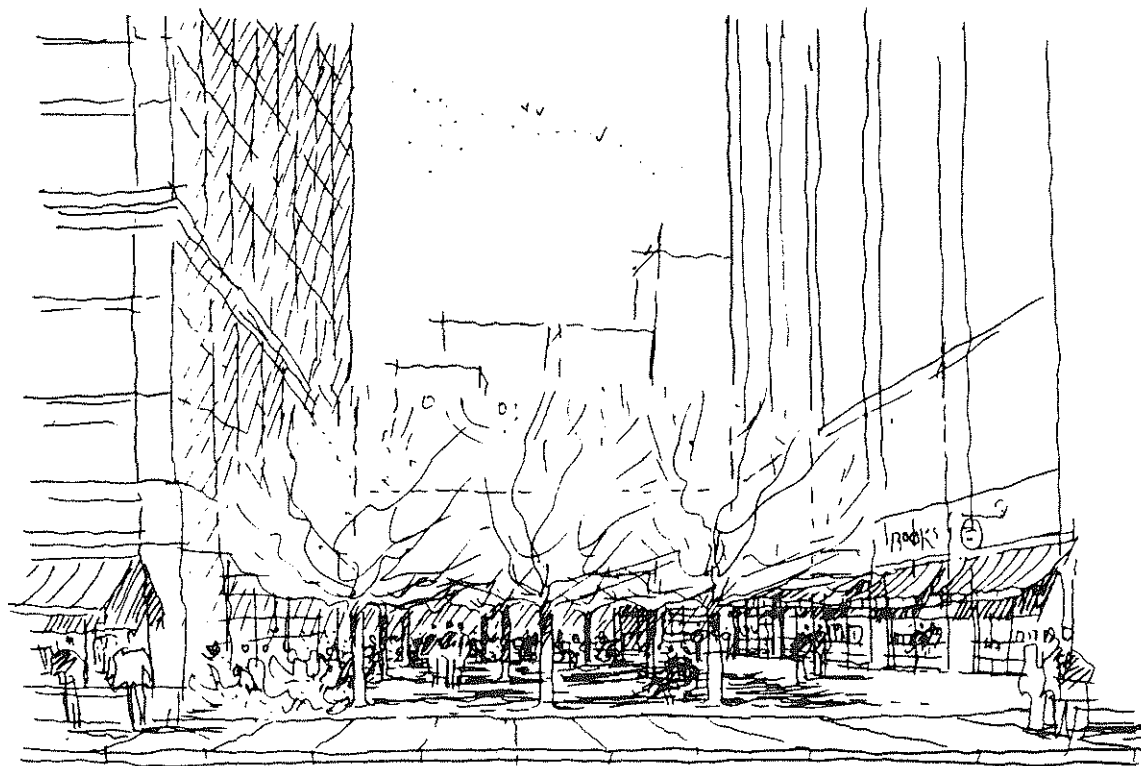
new gardens and garden plazas should be encouraged in high-density development areas, specifically the Core District. The result will be a regular but spontaneous rhythm of openness and greenness.

Twelve blocks within the Core have been identified as potential strategic places for the development of small gardens or garden plazas. Zoning requirements and incentives should be utilized to control both the location and design of these open spaces, as well as to ensure they are and will remain obviously public places. Additional standards will need to be developed for the design of new open space in the streetwall districts.

Three small open spaces are currently proposed as part of three separate multi-phase projects: Capital Holding Center on Fourth Avenue across from Commonwealth Convention Center, Corporate Plaza between Second and Third at Main Street, and Market Square between Sixth and Seventh Streets on Market. Each of these developments has recognized the importance of and the need for public space as part of major office projects. The design and development of each of these three proposed open spaces will incorporate the Plan's principles for open space.

Waterfront Open Space

The Ohio River is Downtown's most important amenity, and Louisville's and Southern Indiana's shores must provide both visual and physical access to this natural asset. Although a continuous



View of Garden Plaza

The Ohio River is Downtown's most important amenity, and Louisville's and Southern Indiana's shores must provide both visual and physical access to this natural asset.

shoreline, Downtown Louisville's waterfront can be discussed in three distinct segments: the Eastern Waterfront, the Wharf and the Western Waterfront.

The eastern Waterfront area begins at the Clark Bridge—at Second Street—and runs eastward north of Main Street beyond the boundaries of the downtown planning area. As previously described in the Waterfront District, a large green park can be developed along the river in this eastern section, as a great open space adjacent to Downtown. Because a master plan for the Waterfront is now underway, decisions of design, size and location must wait. Nevertheless, the idea of such a place so close to Downtown suggests the possibilities that have been demonstrated in other cities: Fairmount Park in Philadelphia and the Fens in Boston are extraordinary examples of large parks that grow out of the dense core of the city. Pedestrian, bicycle, transit and vehicular connections between the Waterfront Park and Downtown's street grid are crucial to weaving the park into Downtown and the city's park system. Visual connections that provide orientation during both the daytime and evening also will be important.

The Wharf forms an important linkage between the eastern and western segments of the downtown Waterfront. Over the past several years significant public and private investments have been focused on

the Wharf. Public improvements have included: a redesigned and extended promenade; landscaping; parking additions; mooring improvements; lighting; and turn-around facilities to extend Trolley service to the Wharf.

The Wharf and the future Waterfront Park site have become integrated through new pedestrian connections that will be improved further as part of the Waterfront Master Plan. Improved pedestrian connections between the Wharf, Main Street and the Core can be achieved along Fourth, Third and Second Streets. New connections from Fifth and Main Streets to the Riverfront Plaza/Belvedere, between the Plaza and Belvedere, and between the Belvedere and the Wharf, will create important new linkages to the Waterfront. Pedestrian and bicycle trails that will be designed as part of the eastern Waterfront Master Plan to connect Downtown with a possible citywide and countywide waterfront greenway, trail and access system, could also be extended through the Wharf to the western Waterfront.

The western Waterfront today is a barren and uninviting, narrow and steep length of river edge, Interstate right-of-way, surface parking lots, utility tower, and floodwalls. This segment of the Waterfront extends west of the Wharf beneath the Belvedere to the I-64 ramp piers. River Road, varied topographic elevation changes, fencing and the flood-

wall create public-access barriers. The existing restaurant property just west of the Belvedere could offer unique development opportunities, but access to the property is limited during periods of severe flooding. An overall plan for the western Waterfront, including a potential hike-and-bike trail, should be completed to address the issues of public access from Main Street, eastern access to the Wharf and Waterfront Park and western access to Portland, Shippingport Island and other western neighborhoods, waterfront parks and access points. Public access along the western Waterfront should be explored as part of future improvements to the McAlpine Locks.

A future streetscape and urban design plan for West Main Street should consider the importance of reconnecting Main Street with the Waterfront. The fragmented pattern of off-street parking lots, vehicle service lots and outdoor material storage should be redeveloped to forge a new connection with the Waterfront, as well as serve the parking and access needs of the Main Street commercial and cultural uses.

Significant waterfront development projects are underway in Southern Indiana along the north shore of the river. Efforts in Clarksville to preserve the Falls of the Ohio's unique geology, archaeology, ecology and ornithology should continue, in conjunction with the establishment of

Specifically, plans for Main Street should consider the careful placement of certain trees or plantings to complement the historic cast-iron facades. As in other open spaces, the selection of tree species and their precise location is extremely important.

an interpretive center to inform visitors about this special resource. Housing, harbor, commercial and public-access improvements, also planned just upstream in Jeffersonville, will transform the north shore. Connectors in the form of pedestrian access from the Clark Bridge, Big Four Bridge improvements and possibly water taxis should be considered to link the entire necklace of Louisville and Southern Indiana waterfront attractions.

Streets And Parkways

In those districts where buildings are located at the streetwall, the streets themselves are contained by building facades and, therefore, become open spaces in themselves. Two types of streets are proposed: the simple tree-lined street and the broader parkway. It is important to repeat that an overall sense of greenness is an essential quality for the character of Downtown Louisville.

If all streets in the streetwall districts were lined with trees, Downtown could indeed be made of a "green grid." In keeping with the need for linkages, the idea of a Downtown completely filled with trees gives not only comfort and order, but a sense of connection and oneness to all of Downtown. The Plan understands that this goal is a long-term one that involves both public and private actions, so it is necessary to identify certain streets as more important in their need for trees and other landscaping. It is also necessary to study every street to assure that trees can be reasonably planted. Utilities and underground basements and

vaults that cannot be removed must be located to make an effective plan for the landscaping of Downtown. Fourth Avenue (the retail spine), Main Street (the cultural district), Chestnut Street (between the medical and government areas), Floyd Street (between the Medical Center and the Waterfront), and Jefferson Street (between the government center, Convention Center and Haymarket) should have the highest priority. They are central to important activity areas, and act as linkages between other functional areas as well.

Specifically, plans for Main Street should consider the careful placement of certain trees or plantings to complement the historic cast-iron facades. As in other open spaces, the selection of tree species and their precise location is extremely important. A small tree set well back from the curb does not accomplish the objectives of greenness and shaded comfort.

River Road, Roy Wilkins Avenue, Broadway and Second Street offer significant opportunities to become parkways, or parkway-like, with public art, landscaping, setbacks and special tree planting and maintenance programs. Second Street, as well as a tree-lined Third Street, should connect to the tree-lined streets of Old Louisville. Second Street, through setbacks, double rows of trees and ground-level planting areas, can become a distinctive entrance to Downtown that terminates at the important intersection and gateway of Second and Main Streets.

I-65 and I-64 Rights-of-Way

The perceptions that many visitors have of Downtown are shaped by the experience of entering Downtown by car from either I-65 or I-64. Numerous efforts have focused on providing additional landscaping, signage or streetscape improvements at several Interstate ramps leading to or from Downtown: the Third Street ramp from I-64; the Brook and Jefferson Street ramp from I-65; and the Brook Street ramp to I-65.

Additional landscaping improvements should focus on the following areas: the I-65 and I-64 interchange as part of the Waterfront Master Plan; I-65 between Main and Jefferson; the I-65 ramps at Liberty and Muhammad Ali; I-65 and Jacob Street; and I-64 from Main to Jefferson. An ongoing maintenance plan for the I-65 and I-64 landscape and beautification improvements should be established. Limitations on the placement of future advertising signage and billboards should be enacted and existing signs removed over time. Opportunities for public art should be considered in conjunction with the right-of-way improvements.

Campuses

In the West Downtown District, the Medical District and the south part of the Broadway District, buildings are set back from the streets among open lawns and parking lots. The spatial difference between these areas and the streetwall Districts is significant, and must be

Because the quality of light on the street is as much an issue as the texture of the landscape. . . facades [of large streetwall buildings] must not form a large continuous wall facing the street.

maintained. The potential for a continuously green and open area, such as a campus, is great and would add to the variety of Downtown. Building on the model of a true campus, or the English landscape tradition, all open spaces should be treated as green parks, including streets, walkways, driveways and parking lots. Large shade trees can be mixed with ornamental. Grasses can be mixed with shrubs and ground cover. Small spaces such as setbacks in front of buildings must be treated in the same way as large places.

Minimum setbacks of 20 to 40 feet might be established to ensure the sense of openness and greenness. Except for parking, hard surfaces are neither necessary nor acceptable. Parking lots in particular must include landscape plans that address issues of safety as well as design. The lots, too, must be set back from the sidewalks, with continuous green edges. The convenience of the car must not be permitted to detract from the green and comfortable quality of these vital parts of Louisville.

Relationship Between Buildings and Landscape: Building Form

The descriptions in both the Districts and Open Space sections of these recommendations make clear that three basic building types create the varied character of Downtown. These types are based on their form and size, and their relationships to other buildings and the open spaces around them; they are not

based on the uses within them. The three are: large buildings that are built at the streetwall, smaller buildings built at the streetwall, and buildings that are free-standing in campus-like settings.

Large Streetwall Buildings

These buildings are at least 10 stories tall, and, in being built at the streetwall, are to be located in the Core District. They therefore have an architectural obligation to establish a small human scale in an



View of Old General Hospital

Design for retail locations along the sidewalk, as well as memorable building entrances, will give liveliness to street activity.

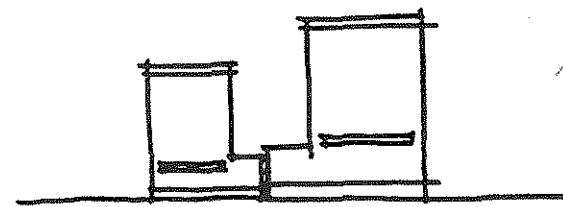
area of large forms and higher density. Because the quality of light on the street is as much an issue as the texture of the landscape, their facades must not form a large continuous wall facing the street. The tall forms must be interrupted by either low building forms or small, strategically sited open spaces. Those facades must also contain the open spaces and streets they adjoin. The bases of the new buildings must, finally, also be designed with a scale and rhythm of parts that are similar to the small, older buildings of Downtown. For instance, a cornice or other architectural demarcation at 30 feet to 50 feet above the street, and a column spacing of about 30 feet, will relate large structures to the size of the pedestrian.

The result is an essentially vertical building form. Design for retail locations along the sidewalk, as well as memorable building entrances, will give liveliness to street activity. The Kentucky Home Life and Republic Buildings on Fifth Street are superb older examples of these ideas; the Humana Building accomplishes the same objectives in a new way. Style is not the issue: character and scale are the important goals.

Small Streetwall Buildings

Primarily located in the East Main/Market Streets, West Main and Broadway Districts, small streetwall buildings tend to be no more than five stories high. They can have a wonderfully human scale

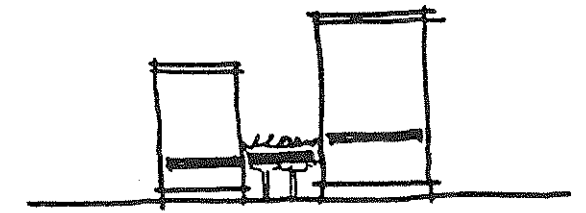
that is appropriate to Louisville. Therefore, they establish the precedents for the large buildings previously described: a cornice approximately 30 feet to 50 feet above the street, a building width of about 30 feet, retail space along the sidewalk, and delightfully ornamented entrances. They are vertical in appearance, give a sense of enclosure to the street, and enclose any small open spaces that exist. It is important, therefore, that all future buildings in those districts follow these precedents.



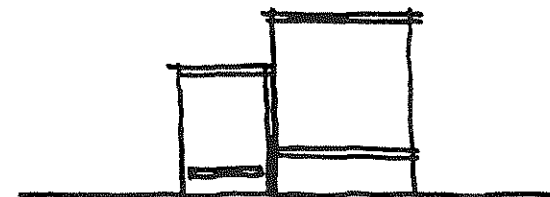
Acceptable:
Low Buildings between Tall Buildings

Campus Buildings

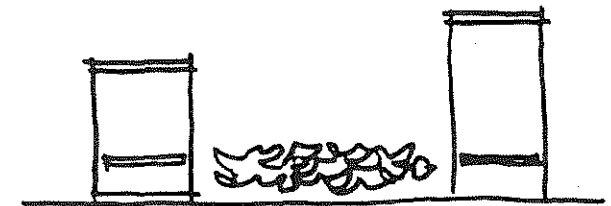
When a building is free-standing, it must be designed to be seen from all sides. Buildings in the West Downtown and Medical Districts are set apart, and do not enclose open spaces. They therefore are designed with facades that do not adjoin pedestrian walkways and are seen from greater distances. They need not have the same details as streetwall buildings—cornices, 30-foot-column spacings and ground-floor retail spaces are not



Acceptable:
Small Garden Plaza between Tall Buildings

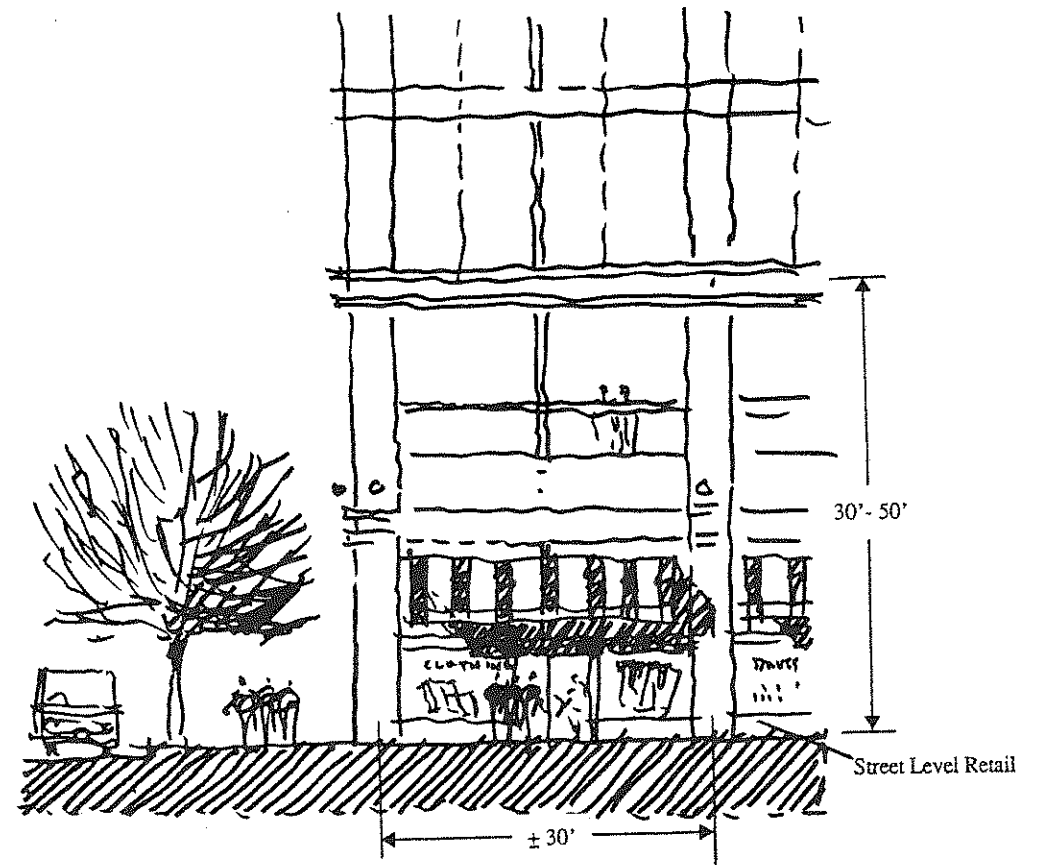


Unacceptable:
Clustered Tall Buildings

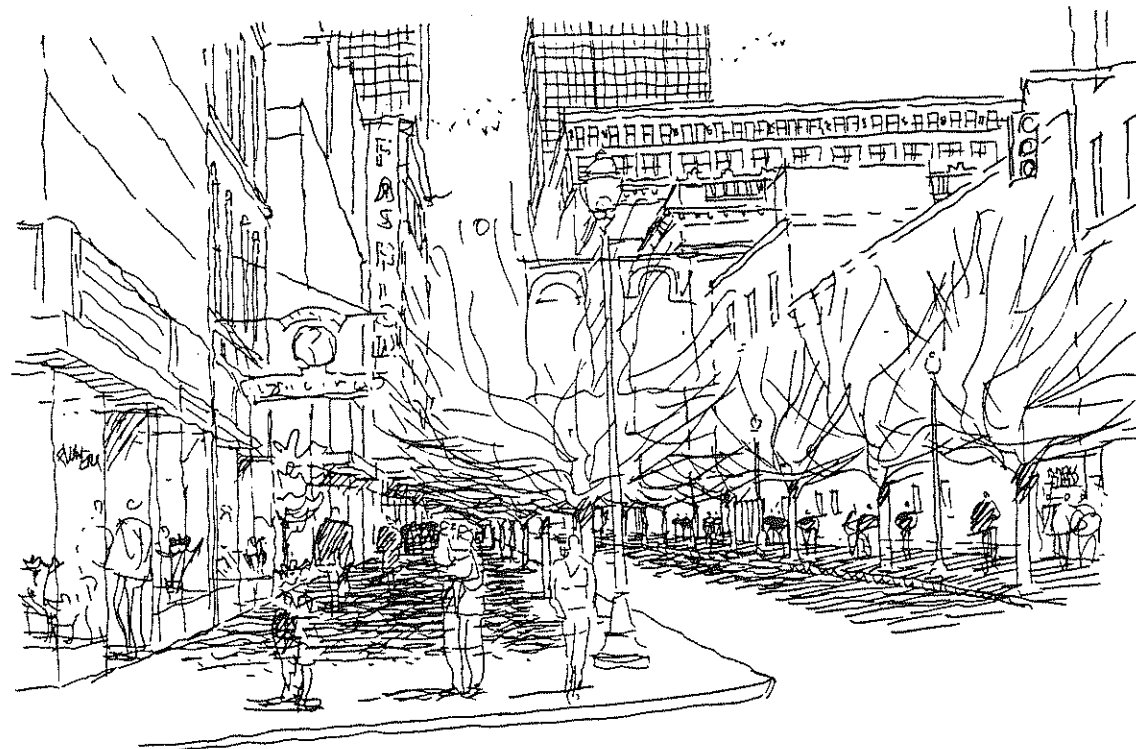


Unacceptable:
Large Open Space between Tall Buildings

necessary. Nevertheless, they do require large and memorable entrances that can be seen from distances, and that are true working entrances. Back door entrances from the parking lot should not serve as the only means of access. The overall appearance, therefore, is a horizontal pattern of roof lines, in spite of the fact that building height is not a design issue, and in contrast to the vertical character of the streetwall districts. The Courthouse and the newer buildings of the Medical Center are fine examples of this way of making and locating buildings.



Base of Large Streetwall Building



The Green Grid: View of a Shaded Sidewalk

Zoning

There are both powers and limitations—each of them significant—in the use of zoning to guide downtown development. It must be remembered that zoning is but one tool that will be used to implement this Plan.

The existing zoning code that regulates development in Downtown Louisville includes most of the area within Zone C-3, which permits the highest density of commercial development in the city. There are no limits on building area in the C-3 Zone, and although there is a height restriction of 200 feet, exceptions are routinely given. In addition, there are no regulations or guidelines governing open spaces and building forms.

As a result, there are no effective limits or principles to guide development within Downtown—thus permitting a random and chaotic pattern of growth. Without the Galleria, there would be no center and no focus for Downtown. There is, as a result, no compactly defined core to give life to the streets or to support retail business. Therefore, the existing zoning code does not support the goals, principles and recommendations of this Plan; in fact, it actively contradicts them. Clearly, a new code must be written to support Louisville's aspirations for Downtown's future. The accompanying figure illustrates the relationships between the Plan's district recommendations and the existing pattern of zoning.

There are both powers and limitations—each of them significant—in the use of zoning to guide downtown development. It must be remembered that zoning is but one tool that will be used to implement this Plan. Other tools include urban design guidelines, historic preservation, capital improvement programming, and other forms of public and private

financing. Therefore, though important, zoning is only one implementation tool in the larger framework of public actions.

Zoning can regulate that which is quantifiable and definable: building dimensions; height (both maximum and minimum); setbacks (at the ground level and at upper floors); uses (also at ground level and at upper floors): open-space locations, signage, size and characteristics: and development intensity (Floor Area Ratio). This latter requirement relates the total permitted floor area of the building to the area of the development site, and thus regulates overall density. For example, a Floor Area Ratio of 20:1 as applied to a site of 5,000 square feet could result in 100,000 square feet of development.

Variations or exceptions from zoning requirements can be given, but must be based on clearly defined hardship tests to be demonstrated by the property owner. Exceptions to zoning requirements can be carefully evaluated when the purpose and objectives of a zoning requirement are clearly stated. The current situation in Downtown Louisville, which readily leads to exceptions to the 200-foot height limit and other restrictions, is evidenced by a lack of stated objectives within the code.

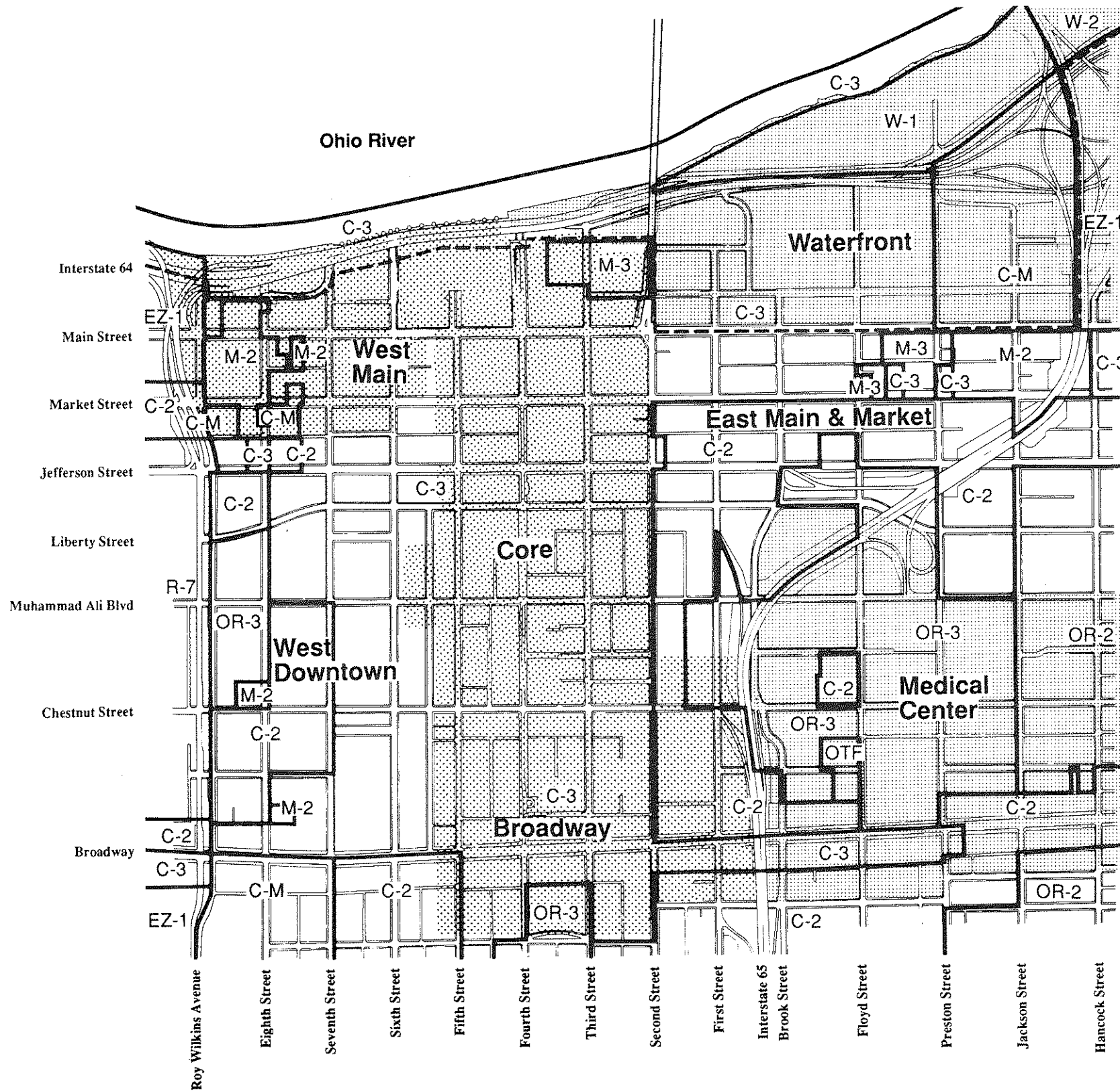
Urban design guidelines can be covered either by zoning or by a design review process. These guidelines are effective only if a carefully crafted ordinance or procedure is established to empower a design review authority and a professional

staff is retained to interpret them. Such an authority must involve design professionals, and the guidelines must be clearly stated and illustrated and based on principles and recommendations from an adopted Plan, not from personal design tastes. Subtle issues can be addressed, such as: the impact of the building form on the cityscape; the appropriateness of entrances, service areas, and ground level storefront designs; solar access and shadow impacts; signage; locations for public art; the detailed characteristics of open spaces; and building facade materials and colors. In order to adequately support design review, a city must have strongly held goals and principles that substantiate this method.

Given the current limitations of the existing downtown zoning code and its conflicts with the goals and principles of the Plan, the following recommendations for land use, development intensity, building height, open space and other features are advanced for three of the seven downtown districts—the Core, West Main Street and Broadway. These districts have been singled out due to their relationship to the Plan's five recommended focus areas and their predominant coverage by C-3 zoning. More general descriptions of preliminary zoning recommendations are advanced for the other specific downtown districts.

The following recommendations are intended to guide the formulation of a new zoning code and have not been formally mapped as part of the Plan. The Plan will only establish the basis for

Figure 38
Existing Zoning and Recommended Planning Districts

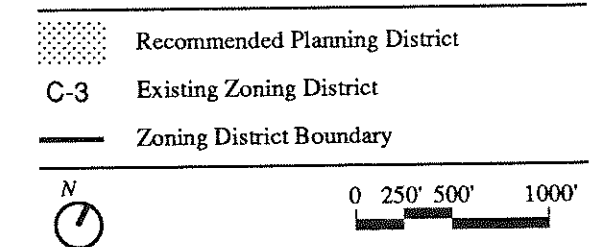


public policy and not an adopted zoning ordinance. Detailed studies will be conducted to translate each of the following recommendations into specific standards, requirements or guidelines. Further analysis may actually redefine segments of the district boundaries or define sub-areas within each district boundary that may be subject to unique zoning requirements. Future zoning amendments that stem from this Plan will be drafted not only to support and attract future development but also to establish a clear, comprehensible and timely process.

Core District

Land Use

- Concentrated office development within the blocks bounded by Main, Chestnut, Second and Armory Place.
- Future convention, hotel and related uses focused between Market, Liberty, Second and Fourth.



Standards or guidelines for street-level continuity should stipulate: type and percentage of retail mixture at street level; storefront design features and amount of transparency; proportions and orientation of signage; entrance locations and proportions; lighting intensity; and possibly range of materials.

- General merchandise retailing concentrated at the Galleria, along the majority of Fourth Avenue storefronts from Chestnut to Market Street and at street-level locations along Muhammad Ali, Liberty, Jefferson and Market.
- Restaurants interspersed with general merchandise retailing along Fourth Avenue, Main Street and at other street-level locations as part of, or in close proximity to, office, hotel and convention uses.
- Convenience retail uses and services at street level as part of office and hotel uses, but not predominantly as part of the Fourth Avenue retail frontage.

Development Intensity

- Highest intensity of commercial use.
- Base Floor Area Ratio (FAR) established and additional increments of FAR permitted, possibly through an incentive or bonus system.
- Maximum FAR to be established and calibrated based upon development capacity and market context.

Building Height

- High-rise buildings permitted and concentrated in the Core District.
- Maximum, and possibly minimum, height limits to be defined for sub-areas of the district and along major pedestrian linkages or travel corridors.
- Guidelines for view and vista protection, building setbacks and tower orientation and open-space locations should be established to provide maximum solar and sky exposure and to limit shadow, wind and weather impacts.

Setbacks

- Buildings to be built to the property line to provide a zero setback.
- Setbacks with landscaping, subject to specific guidelines or standards, to be permitted along Second Street.

Street-Level Continuity

- Buildings to be designed to incorporate a well-defined base at street level. The design of a building's base should incorporate contextual elements of existing Louisville core buildings, and reinforce the streetwall as part of a linkage or connector between districts or activity centers.

- Standards or guidelines for street-level continuity to stipulate: type and percentage of retail mixture at street level; storefront design features and amount of transparency; proportions and orientation of signage; entrance locations and proportions; lighting intensity; signage; and possibly range of materials.

Open Space

- Small squares, plazas or garden plazas to be incorporated as integral parts of new high-density development.
- Location, siting and dimensions of future open spaces to be established for blocks defined by the Plan.
- Future open spaces to open directly to the street and to incorporate visual design elements that unify the street and open space.
- Standards or guidelines to be established for fixed and moveable seating; paving patterns and materials; tree species, caliper and canopy dimensions; landscaping; water features; public art; and locations for eating and drinking establishments or vending facilities.

Conservation of historic and architectural building resources within the downtown Core to be encouraged through bonus provisions, transfer of development rights or other incentives that will secure facade easements, building restorations, landmark designations, adaptive re-use and other conservation actions.

Historic Conservation

- Conservation of historic and architectural building resources within the downtown Core to be encouraged through bonus provisions, transfer of development rights or other incentives that will secure facade easements, building restorations, landmark designations, adaptive re-use and other conservation actions.

Parking Facilities

- Additional surface parking prohibited.
- Locations and number of parking spaces in future garages to be subject to traffic capacity analysis of street system and key intersections.
- Traffic engineering review of future garage-entrance design and internal circulation system to be required at schematic design stage.
- Design standards for free-standing garages or parking garages incorporated as part of future mixed-use buildings to be established. Standards to include the incorporation of retail or active uses at street level, well-defined auto and pedestrian entrances, desirable street frontage dimensions and building materials and forms to complement the surrounding development context.

Day Care

- Day care facilities to be incorporated as part of future development through incentive or bonus provisions for additional development intensity.

Signage

- Billboards and other forms of free-standing outdoor advertising signage to be prohibited.
- Existing sign regulations pertaining to street-level projection and wall signs, upper-story building identification signs and parking signage to be reviewed and revised as warranted.
- Guidelines for the location and size of signage should be established to minimize impact on buildings with significant architectural details and on important view corridors.

Skywalks

- Future skywalk extensions across streets to be permitted when necessary, based on guidelines or standards pertaining to impacts on street-level retailing and pedestrian activity, views, building integrity, public right-of-way encroachment, light and air access, maintenance, lighting and security.

West Main Street District

Land Use

- Cultural and related uses including performance, rehearsal and administrative space for the performing and visual arts at street level and as part of upper-story rehabilitation.
- Housing rehabilitation of upper stories of existing historic cast-iron buildings.
- Housing and studio space for artists.
- New housing construction north of Main Street with both Main Street and Waterfront orientation.
- New office construction along Market Street.
- Convenience, restaurant, entertainment and specialty retailing along Main Street frontage.

Development Intensity

- Future in-fill development opportunities limited on Main Street due to continuity of existing historic cast-iron buildings and limited number and size of available sites. Intensity of future in-fill development along Main Street to reinforce existing building characteristics.

Maximum height limits to be designated to discourage long horizontal development and to ensure that future building heights will be sensitive to the scale and character of existing Main Street buildings.

- Base FAR established for Main Street to be consistent with existing development intensity. Increases in development intensity subject to review of proposed building massing, height and other requirements.
- More intensive commercial development permitted on Market Street and subject to height, intensity and mass limitations. Intensity of future Market Street development to be less than permitted within the downtown core.
- Base floor area ratio (FAR) established for Market Street and additional increments of FAR permitted, subject to height, view, massing and other review requirements.
- Intensity and massing of future development between Main Street and the Waterfront should be sensitive to access, the intensity and rhythm of Main Street development and the location and elevation of I-64.
- Consideration for enabling existing properties to transfer unused development density or potentials to other sites, in order to conserve the scale and continuity of the West Main Street Historic District.

Building Height

- Maximum height limits to be set for Main Street consistent with existing building heights or subject to new requirements for building setbacks at upper stories. Variances from potential height and upper-story setback requirements to be subject to rigorous review.
- Taller buildings permitted on Market Street. Maximum height limits to be designated to discourage long horizontal development and to ensure that future building heights will be sensitive to the scale and character of existing Main Street buildings.
- Guidelines for waterfront view protection to be established to guide future development between the Waterfront and Main Street.

Setbacks

- Buildings to be built to the property lines to provide a zero setback.

Street-Level Continuity

- Future in-fill construction along Main Street to reinforce the existing entrance, storefront and upper-level facade element characteristics of the historic cast-iron district along Main Street, Washington Street and Congress Alley.

- Standards or guidelines for street-level continuity to stipulate: type and percentage of retail to be located at street level; use and access characteristics from the rear of buildings; storefront and rear-facade design features and amount of transparency; entrance locations and proportions; signage; and lighting intensity.
- Special streetscape and sidewalk improvements and standards to be defined.

Open Space

- Standards or guidelines to be established for the locations, dimensions and design of open space to be either visually or physically accessible from Market Street. Little additional open space may be needed.

Historic Conservation

- Zoning requirements to reinforce the existing guidelines established for the West Main Street Historic District.

Parking

- Surface parking prohibited on Main Street. Parking to be encouraged on Market Street and under Interstate rights-of-way. Parking facilities on Market Street to be subject to siting.

Traffic engineering review of future garage-entrance design and internal circulation system to be required at schematic design stage.

- Construction of parking garages and curb-cuts to be prohibited or subject to stringent design standards on Main Street west of Sixth Street.
- Traffic engineering review of future garage-entrance design and internal circulation system to be required at schematic design stage.
- Design standards to be established for free-standing parking garages on Market Street or intersecting streets to be subject.

Day Care

- Day care facilities to be defined as a permitted use.

Signage

- Billboards and other forms of free-standing outdoor advertising signage to be prohibited.
- Special signage standards for street-level projection and wall signs should be established for Main Street in keeping with the Landmarks Ordinance and guidelines.

Skywalks

- Skywalks across Main, Market and intersecting streets to be prohibited. Skywalks intended to connect parking facilities to the rear of Main Street buildings to be considered, subject to specific standards and review by the Landmarks Commission.

Broadway District

Land Use

- Residential uses to be encouraged through special bonus provisions or other zoning incentives.
- Convenience retail, services and restaurants to be required at street level, based on the location, intensity and type of future developments.
- Mixed-use development projects to be encouraged and retail and service uses to be sited along the street, particularly along Broadway, Chestnut, Third and Fourth Streets.

Development Intensity

- Moderate intensity of commercial use and development to be permitted.
- Base Floor Area Ratio established and additional increments of FAR possibly permitted for the inclusion of residential, retail and open space. Number of additional increments of FAR to be limited, based on location and intensity of future development.

Building Height

- Mid-rise and low-rise buildings to be permitted.
- Maximum height limits to be defined for sub-areas of the district and along major pedestrian linkages and travel corridors.

Setbacks

- Buildings to be built to the property line for a zero setback along Fourth Avenue, Third Street, Fifth Street, Chestnut Street between Fifth and Second Streets, and along Broadway between Fifth and Second Streets.
- Building setbacks to be permitted south of Broadway along First, Second, Third, Fourth and Fifth Streets; Broadway east of Second Street; and Chestnut Street east of Second Street.
- Setbacks with landscaping, subject to specific guidelines or standards, to be permitted along Second Street.

Street-Level Continuity

- Specific street-level use, building base design, entrance, transparency and curb-cut standards or guidelines to be established for Fourth Avenue, Broadway, Chestnut Street, Third Street and Fifth Street.

Medical facilities vary in terms of size and functional requirements and many must be interconnected through limited skywalks. A zoning district should be considered to recognize these needs while expressing the overall goals for Downtown.

Open Space

- Standards for the siting and design of open space to be established. Additional open space to be limited, due to proximity and quality of existing open spaces.

Parking Facilities

- Surface parking prohibited except for blocks east of Second Street and south of Broadway. Specific siting, size, landscaping and site planning standards to be established for surface parking permitted, particularly south of Broadway and along Second, Third and Fourth Streets.
- Design standards or guidelines for parking garages to be defined, including street-level use, facade features, dimensions, access points and other elements. Garages, as part of mixed-use developments, to be encouraged.
- Location and number of parking spaces in future garages to be subject to traffic capacity analysis of street system and key intersections.
- Traffic engineering review of future garage-entrance design, curb-cuts, internal vehicle stacking and circulation to be required at schematic design stage.

Day Care

- Day care facilities to be classified as a permitted use. Incentives for incorporating day care facilities should be considered.

Signage

- Billboards and other forms of free-standing outdoor advertising signage to be prohibited.
- Existing sign regulations to be reviewed and the application of specific Core District sign standards to be considered, where appropriate.
- Guidelines for the location and size of signage should be established to minimize impact on buildings with significant architectural details and on important view corridors.

Skywalks

- Skywalks to be subject to Core District standards.

Waterfront District

The existing waterfront overlay guidelines and base zoning will require review and amendment based on the recommendations of the Waterfront Master Plan.

Key issues to be addressed by the Waterfront Master Plan and potential zoning amendments include:

- The improvement of pedestrian and visual access leading to and along the Waterfront.

- The attraction and circulation of significant numbers of pedestrians during both daytime and evening hours.
- The concentration of passive public open spaces and active recreation facilities.
- The expansion of the wharf and related support facilities.
- The incorporation of fountains or water features to unite inland areas with the Waterfront.
- The addition of major Waterfront-related public attractions and the need for support services and facilities.
- Parking facilities to serve both Waterfront, Core and Main Street demands.
- Housing with Waterfront views, Main Street and Core access, and supporting convenience retailing, parking and recreation amenities.
- Retailing limited to specialty and entertainment establishments along Washington Street and Main Street.
- Limited siting and development of new low- to moderate-intensity commercial and office space.
- Long-term development of hotel rooms and related facilities with both Waterfront and Core orientations.

A set of new or revised zoning regulations and possibly design guidelines for the transition of future development from Downtown to surrounding residential neighborhoods should be considered.

- Future development to be of a character and scale that creates a transition from the more intensely developed Core District.
- Building edges to define streets and open spaces.
- Landscaping treatments and plant materials common to the Ohio River Valley.

Medical Center

- The Medical Center has the particular purpose of providing the facilities of health care, medical research and education. A mix of principle and supporting uses is required: patient care, research, education, convenience retail, services, restaurants, offices and residential. Medical facilities vary in terms of size and functional requirements and many must be interconnected through limited skywalks. A zoning district should be considered to recognize these needs while expressing the overall goals for Downtown.

East Main and Market District

- The unique mix of commercial entertainment and scattered residential uses that are slowly evolving between East Main and Market Streets should be addressed by future zoning regulations. Historically, zoning for this area has supported more intensive manufacturing and related uses, particularly east of Floyd Street. The low density and streetwall characteristics of the retail uses and Haymarket south of Market should be reinforced by zoning. Buildings throughout the district should be built to the property line. Surface parking should be subject to landscaping, traffic engineering and site-planning standards. The height and intensity of future development should be moderate to low in scale.

West Downtown

- Zoning should support a low-to-moderate density of commercial, office, communications, government, educational and related uses in a campus-like setting. Building setbacks should be required. Site planning and landscaping standards to be established for surface parking.

Neighborhood Transition Areas

- A set of new or revised zoning regulations and possibly design guidelines for the transition of future development from Downtown to surrounding residential neighborhoods should be considered. An important transition to Old Louisville occurs between the southern edge of Downtown and Broadway. A special set of zoning requirements should, therefore, be enacted, especially in concert with the aspirations of the Broadway Renaissance and the Old Louisville neighborhood. In addition to the southern part of the Broadway District, areas at the east and west edges of Downtown must acknowledge their obligation to serve their adjacent neighborhoods. Future studies of zone changes for Downtown and neighborhood transition areas must include extensive neighborhood involvement.

Historic Preservation

Downtown's historic structures and spaces should be preserved both as a focal point for reinvestment and as a means of maintaining and enhancing the unique character of Downtown.

The preservation of Downtown Louisville's historic resources was recognized early in the planning process as one of the Plan's primary goals. Downtown's historic structures and spaces should be preserved both as a focal point for reinvestment and as a means of maintaining and enhancing the unique character of Downtown.

Although Louisville has lost many of its important structures to demolition and urban renewal during the last 30 years, Downtown still has a wealth of significant historic buildings.

The West Main Street Historic District, containing the second largest concentration of cast-iron facades in the nation (outside of Soho in New York), is listed on the National Register of Historic Places. The quality, integrity and massing of the buildings in this 19th-Century commercial district make it unique in Louisville and in the region. West Main Street's 78 structures constitute the only local preservation district within the downtown planning area.

In addition to West Main Street, Downtown is home to nine structures designated as local landmarks, 57 structures that have been individually listed on the National Register of Historic Places, three National Register Historic Districts (including only the eastern part of the Phoenix Hill District), and one district and two individual structures that

have been officially determined eligible for listing on the National Register. Another two clusters of buildings have no official designation, but have been identified as *potential* National Register Historic Districts. Of the 20 structures within these two potential districts—Fifth and Market Streets and the Belknap area—only a nomination to the National Register is pending on the 13 buildings within the Fifth and Market Street area.

The Historic Preservation figure delineates the above-mentioned buildings and further inventories a number of buildings that the Plan has identified as having historic or architectural significance, but currently are not listed on or determined eligible for the National Register, nor protected by local ordinance. The identification of buildings in this latter category was based on three criteria: the individual architectural character of a structure; the property's potential for rehabilitation; and the contribution the building makes to the street and built environment.

Only structures with local designation or structures that are listed on the National Register have any measure of protection from demolition, with the latter offering only minimal protection. In 1988, the City of Louisville adopted an ordinance (No. 208, Series 1988) initiating a 30-day review for any application for a demolition permit for a building that is listed on the National Register of Historic Places. After this review period—

provided that no local designation is made in the interim—the demolition permit must be issued.

In contrast to the minimal protection of National Register status, local designation—whether as a landmark structure or as part of a district—offers a high degree of protection against demolition or alteration, and is the single strongest historic preservation tool at work in Louisville.

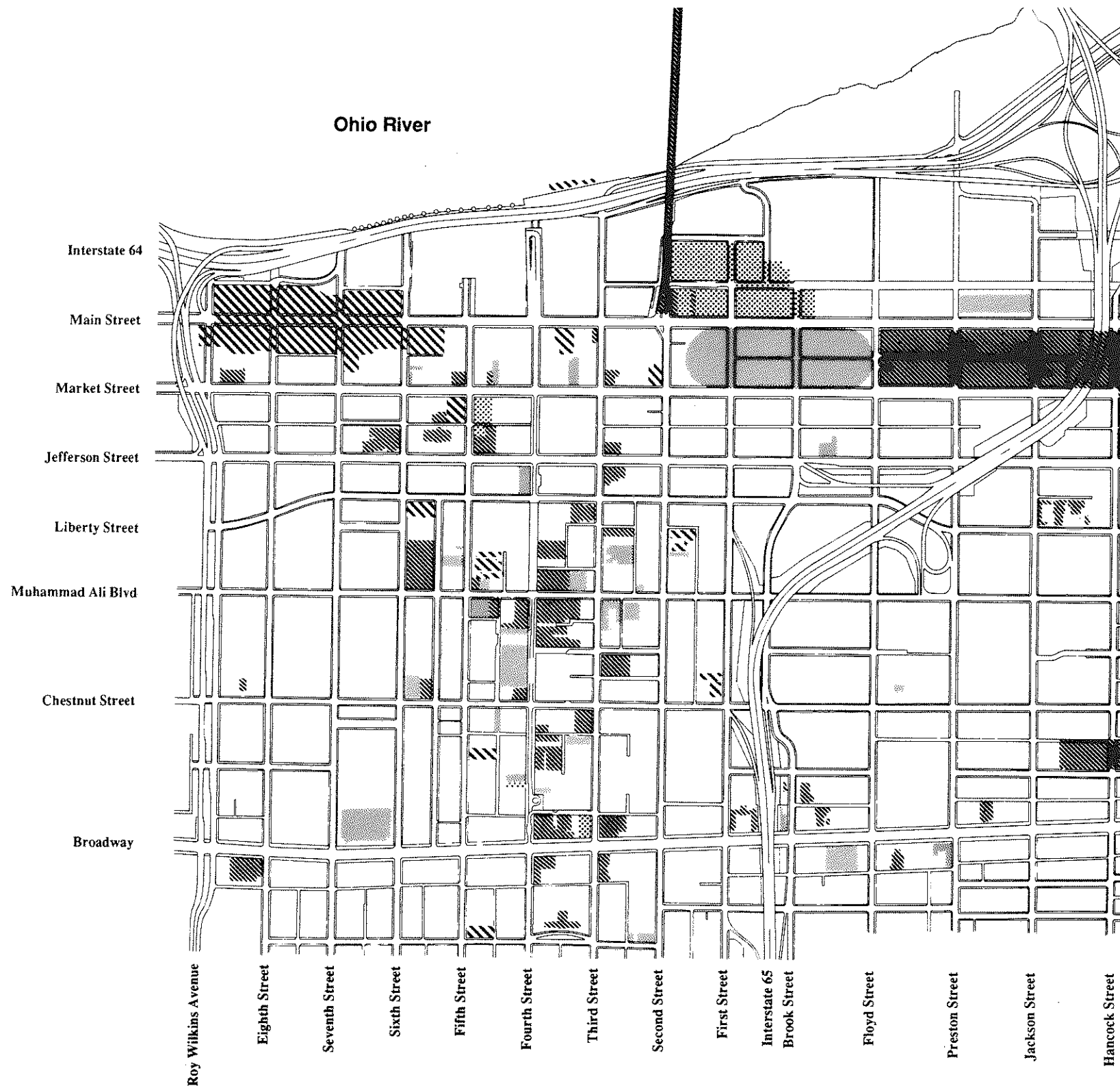
Landmarks Ordinance

In October, 1973, the Louisville Board of Aldermen passed an ordinance that established the Historic Landmarks and Preservation Districts Commission. The ordinance (No. 58, Series 1973) set out guidelines and procedures regulating the construction, reconstruction, alteration and demolition of a property that is either a landmark or within an area designated as a preservation district.

Financial assistance for rehabilitation and facade improvements, new zoning and urban-design guidelines are tools that will bolster the preservation of historic structures and districts in Downtown, but these tools must be based on a solid agreement on what should be preserved and why. Historic preservation will not be effective in the future under an *ad hoc* approach. An economically sound and well-planned approach is needed.





Of the nearly 200 structures in Downtown with some type of historic designation, only 87 are protected under the local

Figure 39
Historic Preservation



preservation ordinance. Beyond these designated structures—and the two potential National Register districts—the Plan has identified another 47 structures as having historical and/or architectural significance, but having no historical designation.

More aggressive use of local legislation to protect Downtown's historic resources should be considered. To achieve this, a collaboration between the Landmarks Commission, the Office of Downtown Development, Preservation Alliance (a local non-profit, advocacy and education group) and downtown property owners should be formed. This collaboration should initiate a thorough review of both structures with historic designation and the inventory of structures the Plan has identified as having historic and/or architectural significance, to determine which buildings qualify and warrant designation under the local ordinance. Where local designation is not deemed appropriate, consideration should be given to alternative preservation strategies such as special financing packages and zoning regulations and incentives.

-  Local Preservation District/
Local Landmark
-  National Register Historic District/
National Register of Historic Places
-  Potential National Register District/
National Register of Historic Places
-  Architectural/Historic Significance



0 250' 500' 1000'

The new zoning code, along with the urban design guidelines also to be developed as a result of the Plan, should be structured to reinforce not only the preservation of historic structures themselves, but should assure that future development. . . is sympathetic to the scale and character of the city's historic fabric.

Future Investment and Rehabilitation Activity

Although only 87 structures in Downtown have been designated, historic rehabilitation has become an accepted method of development. Nearly \$200 million has been invested city-wide in certified substantial rehabilitation projects since the first Federal tax credits were initiated in 1976. Of this \$200 million, half of the investment took place in Downtown. Certified rehabilitation refers to projects that have been reviewed and approved by the Department of the Interior. Buildings must be listed on the National Register to qualify for certification and therefore Federal tax credits.

Substantial rehabilitation of historic structures in Louisville and the United States has slowed dramatically since the passage of the 1986 Tax Reform Act and the subsequent restrictions on the use and syndication of investment tax credits for historic rehabilitation. One method to evaluate this slowdown is to track the dollar investment in certified substantial rehabilitation projects. (It is important to note that the recorded investment does not include rehabilitation on buildings that have not received or are not eligible for historic tax credits.)

In 1986, before the changes of the 1986 tax law took effect, investment in certified historic projects totaled \$31.6 million city-wide. By 1988, this total fell to \$2.3 million. Although investment in 1989 rose to \$3.9 million and is expected

to improve further in 1990, total investment will be a small fraction of the investment that occurred in the early 1980s. Due to corporate exemption from the passive-activity rules, the current structure of the Federal tax law favors large or corporate-sponsored projects, leaving small and private projects at a disadvantage. It is more important than ever that historic preservation legislation, coupled with workable Federal, State and local financing methods, be utilized to conserve Downtown's historic resources, while helping to offset the increasingly high costs of historic rehabilitation.

Federal funds for historic preservation (aside from tax credits) have not been available for nearly a decade, and local loan funds have not operated in Downtown since the early-to-mid-1980s. The City of Louisville Landmarks Preservation Loan Fund last loaned funds on West Main Street in 1983.

Revolving loan funds are one example of a financing method that should be developed and tailored to meet the unique needs of Downtown. Loan funds can be set up, with initial capitalization from both the public and private sectors, to stimulate restoration of historic structures and districts. Further investigation is needed to determine whether there should be one or more funds, if such funds should be targeted at a very limited number of areas or historic districts in Downtown, and if funds should be loaned for gap financing, interest guaranty or purely for facade restoration.

Other means of protecting historic structures and sites are mechanisms such as facade—or historic—easements and the transfer of development rights. Additional analysis is needed to determine the applicability of these mechanisms to the current market conditions in Downtown Louisville.

Preservation and Zoning

Another tool to stimulate and support historic preservation is zoning. The new zoning code, recommended as part of the Plan, should be closely related to the goal of historic preservation in Downtown and to the ordinance establishing the Historic Landmarks and Preservation Districts Commission. The new zoning code, along with the urban-design guidelines also to be developed as a result of the Plan, should be structured to reinforce not only the preservation of historic structures themselves, but should assure that future development—within or adjacent to historic districts or structures—is sympathetic to the scale and character of the city's historic fabric.

Four Priority Areas

As part of the long-term strategy to preserve Downtown's historic resources, four areas have been identified as priority areas and should be considered for immediate action. First, designation as a local preservation district should be sought for the Fifth and Market Streets area—basically the 200 block of South Fifth Street and the group of buildings on the southeast corner of Market at Fifth

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Street. The integrity of these structures, along with their proximity to the West Main Street Historic District, the First National and Humana complexes, First Trust Centre and the historic government buildings, makes the preservation of these buildings extremely important.

The second priority area is the 100 block of West Main Street. This solid blockface of late-19th-Century buildings forms a gateway to the Waterfront, and along with the Clark Memorial Bridge, forms the terminus to Second Street. Designation of this block as a local preservation district should be sought as well.

Government buildings in the area of Sixth and Jefferson Streets form the third priority area. The Jefferson County Courthouse, the Courthouse Annex, City Hall, the City Hall Annex, the Sinking Fund Building and the Old County Jail

building should be combined to form a local preservation district. The designation of these buildings as a government district would serve as a signal from the public sector of the importance of historic preservation, and would set the stage for additional designation of privately-owned properties.

The fourth priority area, unlike the three mentioned above, is an area where a great deal of further study and investigation is needed. Individual buildings or clusters of buildings within the three-block area west of the Phoenix Hill National Register Historic District, from Main to Market, and from Second east to Floyd Street, should be reviewed over the next three-to-five years for possible local or national designation. Although the area has been fragmented by intrusions of non-contributing structures and by demolition, significant structures still stand and

rehabilitation is occurring on a small and scattered level. A building-by-building analysis should take place before additional fragmentation occurs and before the fragile trend toward rehabilitation reverses. The proximity of these three blocks to the Waterfront Master Plan's primary planning area adds both to the importance of and to the potential development pressure on this area.

Preservation of historic and architecturally significant buildings will reinforce the Plan's overall principles and together with opportunities for future development—particularly in the Core, West Main Street and Broadway districts—provide a variety of buildings heights, light-filled streets, visual landmarks and a street-level character and vitality that will be distinctly Louisville.

Future Development

The Plan's recommendations for future development reinforce or reshape the convention, hotel, housing, cultural, retail, office, medical and government functions that form Downtown Louisville.

The following recommendations for future downtown development reinforce the Plan's goals and urban design principles. The recommendations are supported by an analysis of current development activity, economic trends and forecasts and specialized development feasibility studies for convention, housing and cultural facilities. A preliminary retail strategy, developed initially as part of the Plan's economic forecasts and to be further articulated as one of the Plan's implementation strategies, also guided the formulation of development recommendations. Interviews and meetings with downtown business and development interests also helped shape conclusions regarding future development. Finally, a thorough reconnaissance of Downtown's existing conditions, potential development sites and revitalization areas provided a framework for the recommendations.

The Plan's recommendations for future development reinforce or reshape the convention, hotel, housing, cultural, retail, office, medical and government functions that form Downtown Louisville. Recommendations are reported for each of those functions. The accompanying Future Development figure illustrates the general interrelationships between the Plan's functional recommendations. The individual focus area plans will integrate the recommendations for future development with the urban design, preservation, waterfront, open space and related recommendations advanced by the Plan.

Commonwealth Convention Center

One of the highest priorities of the Plan is to support the improvement and expansion of convention and visitor attractions. Commonwealth Convention Center, which is centrally located within the downtown Core, continues to be an increasingly vital generator of hotel room-nights, retail sales, pedestrian activity and other forms of restaurant and entertainment business. The 100,000 gross square feet of column-free exhibit space that is provided by Commonwealth Convention Center continues to experience increased utilization due to aggressive management and marketing strategies. However, the size and design of the facility places Louisville at a competitive disadvantage when compared to other downtowns in the surrounding region that have recently completed or are planning major convention expansion and improvement projects.

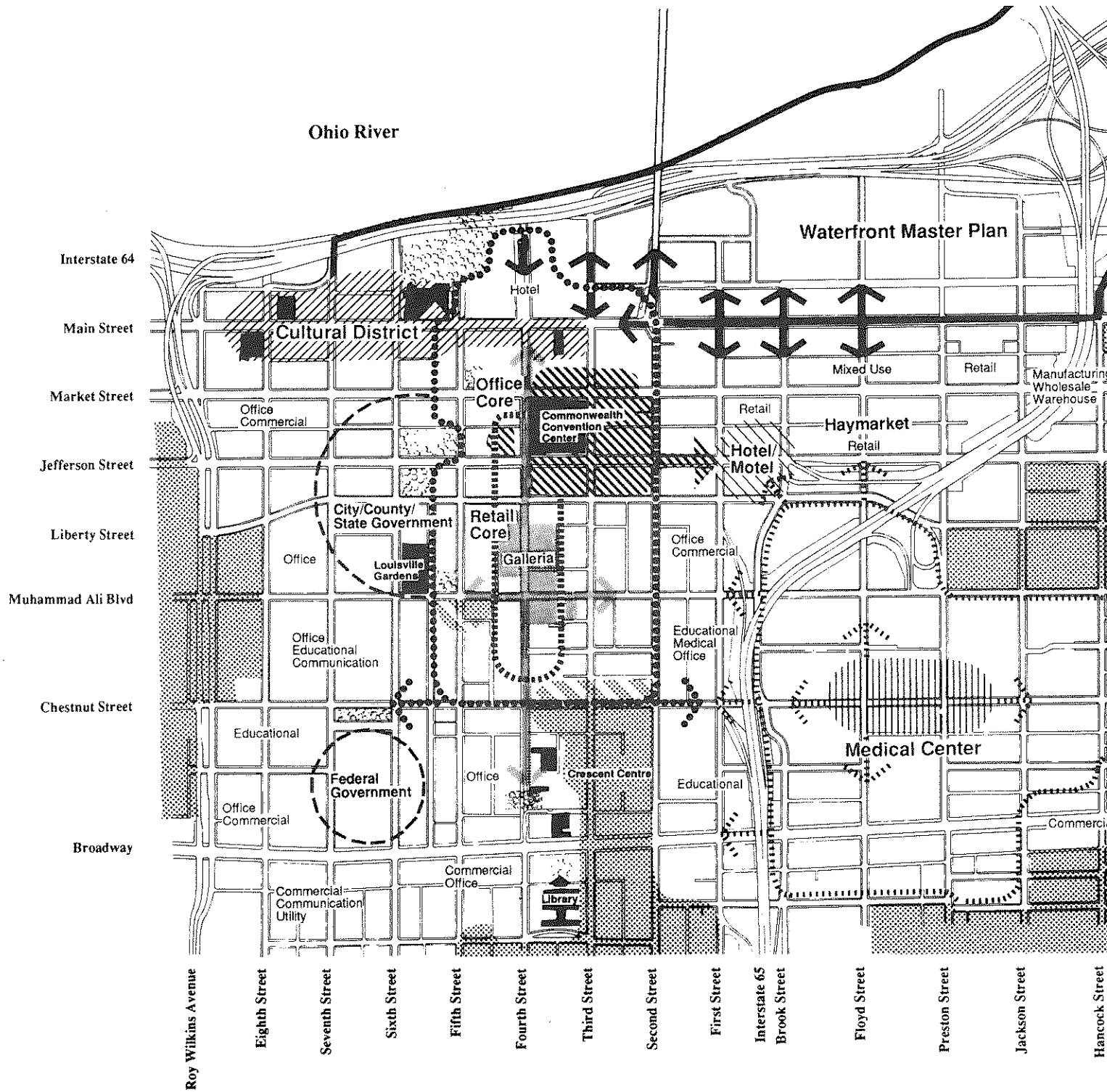
The 1989 study by Coopers & Lybrand indicates that major national conventions, which can result in an additional \$5-to-\$7 million per event, must bypass Downtown Louisville due to the size of the existing facility. The Coopers & Lybrand study recommends that a minimum of 30,000-to-50,000 gross square feet of ballroom, meeting and exhibition space be added to Commonwealth Convention Center. A more detailed expansion feasibility study is also recommended to determine if additional space is warranted. The

recommendation to expand the Center and to develop an overall convention center master plan is also supported by the 1987 study by Laventhol and Horwath.

The 200 block of Third Street, which adjoins the eastern side of the existing Center, has been acquired by the City of Louisville and today contains public surface parking as an interim use. This approximately 130,000-square-foot site presents a significant opportunity for expansion of the Center, possibly in conjunction with allied hotel, entertainment and parking facilities. The smaller 80,000-square-foot block, just south of the City-controlled site and adjacent to the eastern edge of the Hyatt Regency Hotel and garage, should also be considered. These two blocks, subject to further detailed financial, architectural and traffic engineering studies, offer a significant opportunity to undertake a major redevelopment effort.

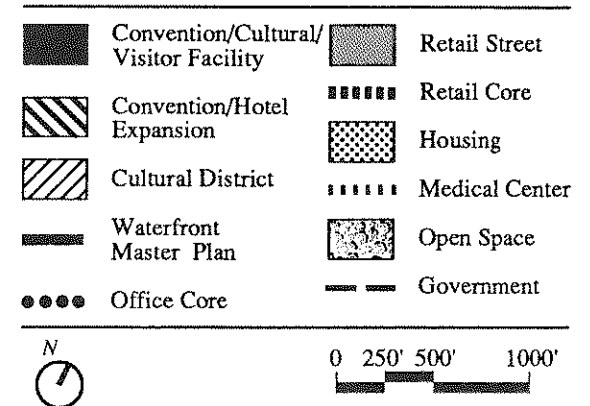
These blocks, together with the committed redevelopment of the 200 block of Fourth Avenue and current and planned improvements by Liberty National Bank and the Hyatt Regency Hotel, will transform the downtown Core, revitalize the surrounding Convention Center environment and lead the long-term redevelopment of Second Street and the eastern Jefferson Street gateway to Downtown. Expansion of the Center to the east will also provide a convenient and walkable connection to the two motels at First and Jefferson Streets.

Figure 40
Future Development



The future expansion of Commonwealth Convention Center and the redevelopment of the surrounding blocks must incorporate the following considerations:

- Construction of a convention hotel as part of or connected to the expanded Center.
- Improvements to the existing facility's interior, facades, entrances, lighting, signage and pedestrian environment, particularly along Fourth Avenue.
- Development of a parking garage as an integral part of the convention-hotel expansion project that will serve both convention, hotel, office, and short-term parkers.
- Establish new pedestrian and Convention Center orientations to Second and Third Streets, East Jefferson Street, East Main Street and the Waterfront.



The 1989 study by Coopers & Lybrand indicates that major national conventions, which can result in an additional \$5-to-\$7 million per event, must bypass Downtown Louisville due to the size of the existing facility

- Incorporate public art as an integral part of the Center's interior and exterior environments.
- Create setbacks on Second Street to support streetscape improvements and street tree planting to establish a parkway-like setting.
- Reinvestigate the long-range feasibility of introducing some form of public transit transfer center or downtown trolley and transit circulator station as part of the Center's expansion, particularly the feasibility of a convenient public transit link to the Kentucky Fair & Exposition Center and Standiford Field.
- Incorporate on- or off-site teleconferencing facilities or connections as part of the Center expansion.
- Depending on the future conclusions and recommendations of the next phase of the Convention Center expansion study, an overall plan for pedestrian, traffic, transit parking and infrastructure improvements should be prepared as an amendment to the Plan's transportation recommendations.

Hotels

The 1968 Gruen Plan recommended a greater concentration of hotels adjoining Commonwealth Convention Center. That objective remains a priority of the new Plan. Just as convention facility size is an important factor in securing major conventions and meetings, the close proximity and direct accessibility of hotel, restaurant and entertainment facilities is essential to establishing a competitive convention, visitor and meeting destination.

Current occupancy rates for Downtown's existing hotels and motels have been reported as rising steadily and by the early 1990s may reach a level that will warrant the addition of a new 200-to-250-room hotel near Commonwealth Convention Center. A priority site for the new hotel is the southeast corner of the 200 block of Fourth Avenue. Alternative sites for consideration include the southern face of the Corporate Plaza development above a planned parking garage; the 200 block of Third Street as part of the potential Center expansion; the block east of the Hyatt garage and expansion of the Hyatt facility.

The long-range potential also exists for a 100-to-150-room hotel within the Waterfront Master Plan area. The waterfront hotel would rely on improved access to and from I-64 and could play an

important supporting role to public attractions and future private development activity—to be recommended as part of the long-term Waterfront Master Plan.

A new hotel of approximately 100 rooms to serve the Medical Center should also be pursued for Chestnut Street.

Housing

The establishment of a critical mass of downtown housing to form a true neighborhood is a major short- and long-term priority. Housing and visitor facilities contribute to the 24-hour vitality of a downtown and generate pedestrian activity and retail sales. The availability of affordable market-rate housing in proximity to the downtown Core supports the attraction and recruitment of both office tenants and employees. The Plan's goal to establish Downtown as a true neighborhood can be accomplished only through additional housing development and supporting convenience retail and environmental improvements. The future development and rehabilitation of existing market-rate and publicly assisted housing around the neighborhood edges of Downtown—to create connections that bond Downtown with its neighbors—will also be a priority.

Until the 1980s, the downtown housing market was fairly limited. Housing production during the 1970s and early 1980s was less than 26 units annually. However, during the past five years, due

The establishment of a critical mass of downtown housing to form a true neighborhood is a major short- and long-term priority.

to public financial participation, a total of 494 units was added through the completion of the Crescent Centre and Phoenix Place developments.

Over the next decade, the downtown housing inventory is forecasted to increase by 1,300 to 1,700 units, resulting in a 74-to-98 percent increase in housing units and a doubling of the average annual pace of construction experienced during the early 1980s. Five specific areas are targeted for future housing development.

Crescent Centre

A second phase of the 229-unit Crescent Centre housing development should be constructed to increase the total mass of the Centre to at least 500 units. The second phase, in conjunction with committed and recommended housing developments along Chestnut Street west of Third Street, would firmly establish the Broadway district as a vital part of a larger residential neighborhood that will extend south of Broadway following Second and Third Streets, forming a connection with the Old Louisville neighborhood. The construction of a second phase, primarily north of Crescent Centre, could redefine the southern edge of Chestnut Street and strengthen the connection with the Medical Center and the Core. Reinforcing Crescent Centre will continue to be an important component of both the ongoing Broadway Renaissance and the long-term redevelopment of Second and Third Streets.

Chestnut Street

The rehabilitation of the former YWCA building for housing and commercial space at the southwest corner of Third and Chestnut will flank the proposed second phase of Crescent Centre. The remainder of the south face of the 300 block of Chestnut Street offers additional opportunities for housing development near the former YWCA that will enhance Broadway and Chestnut Street as residential addresses and further reinforce the southern edge of the 500 block of Fourth Avenue. The upper stories of the Guthrie-Coke Building at Fourth and Chestnut present an opportunity to establish a new vitality to this area and a residential/mixed-use tie between the retail-office Core and Broadway. The northern edges of the 200 and 300 blocks of Chestnut also present long-range opportunities to establish a transition in both scale and function between the residential character of the southern portion of Second and Third Streets and the office Core north of Chestnut Street.

South of Broadway

Over the past decade, several studies and plans have identified the significant opportunities that exist to reestablish a residential connection between Downtown and Old Louisville, through the redevelopment of underutilized blocks south of Broadway. Future housing construction and rehabilitation in this area will accomplish one of the key goals of the Plan.

The proximity and environment of the Louisville Free Public Library together with existing housing developments, particularly along York Street, begin to define the area's residential character and potential. The blocks south of Broadway between Second and Fifth Streets generally to Kentucky Street form a potential focus area for an overall redevelopment plan and strategy. At least 200 to 250 units of new construction should be initiated to generate further residential redevelopment momentum in this area and essentially establish a southern anchor to complement Crescent Centre, which serves as a northern anchor.

Main Street

The historic cast-iron and cultural district formed by continuous four- and five-story mercantile buildings along Main Street west of Sixth provides opportunities for upper-story adaptive reuse of vacant or underutilized space. The Harbison residential rehabilitation project was a pioneering effort, and other projects are currently proposed. Changes in Federal tax laws, limited marketability and rehabilitation expenses have hindered conversions. However, over the long term, through creative financing and incentives, a range of housing types can be introduced to serve downtown workers, artists and other prospective tenants in order to establish a mixed-use vitality and identity for Main Street.

Future new and intensive office growth must be focused within the downtown Core in order to establish a concentrated work force that will both generate pedestrian activity and increase retail sales.

Waterfront

The Waterfront Master Plan program proposes the development of at least 300-to-500 units of housing. A number of development issues, including environmental conditions, the elevation of I-64, traffic noise, visual and physical waterfront access, flood protection and infrastructure improvements, will need to be addressed as part of the eastern waterfront plan. An initial 150-unit phase of waterfront housing, if developed to the east of the Presbyterian and Belknap complex, will need to be designed as a pioneer project, due to the long-range nature of the development program that will occur on the Waterfront.

The western Waterfront (including the Riverfront Plaza/Belvedere) presents many of the same issues as the eastern Waterfront. However, the proximity of this area to the Core, Main Street and cultural facilities presents potential opportunities that warrant further study. The original Doxiadis plan for the Riverfront Plaza/Belvedere and West Main Street identified the potential for waterfront housing near the Core. Issues of flood protection, building scale and height, view impacts, parking and pedestrian and vehicular access will need to be considered. The future role and design of the Riverfront Plaza/Belvedere—as part of a larger waterfront park and public-space system to be developed over the next 10 to 20 years as part of the Downtown and Waterfront Master Plans—must also be considered.

Two other areas that offer future housing development potential but are impacted by a number of economic and development issues are the Medical Center and Founders Square. The blocks east of Hancock Street, extending to the Phoenix Place housing development, offer opportunities to establish a greater density of housing that could reinforce the Clay Street area. However, long-term medical facility expansion plans may reduce the feasibility for housing development. The block south of Founders Square and west of Kentucky Towers also offers locational features suitable for potential housing development. However, this block presents long-term office redevelopment potential as well.

The Housing Authority of Louisville continues to make significant investments in the quality of downtown and nearby public housing. Ongoing improvements to public housing, including College Court, Clarksdale, Beecher Terrace and Sheppard Square, will continue to be a priority. The density, safety and environmental quality of the living environments of these and other downtown and nearby neighborhood public-housing developments will have an impact on the entire Downtown commercial and residential environments.

Affordable housing is both an asset and an issue that affects Downtown and central neighborhood housing production and rehabilitation. Affordable housing will remain an attractive incentive for businesses considering relocation to

Downtown Louisville. However, the current rental structure, coupled with housing development costs, rising land values and required site improvements and amenities, contributes to the difficulty of creating affordable housing in Downtown. Creative public and private financing, land banking, zoning, public improvements, parking and other strategies will be needed to establish a critical mass of housing affordable to a wide range of income groups and lifestyles. Downtown and the central neighborhoods must continue to offer a wide array of housing opportunities in keeping with the Plan's overall housing goal.

Office

Downtown will continue to be metropolitan Louisville's dominant and premier office address. By the year 2000, Downtown could capture between 50 and 53 percent of the metropolitan office market. Forecasts estimate that between 2.3 and 3.9 million square feet of total office space could be absorbed over the next decade. During this period, the downtown and Medical Center work force could grow to at least 77,000 employees and possibly to 84,000 employees. These figures assume a higher rate of regional employment growth coupled with Downtown business retention and recruitment strategies, regional access and air service improvements, commitments to education and the proactive pursuit of supporting Plan recommendations.

The Center for the Arts and the Cultural District are in close proximity to existing and planned expansions of convention and hotel facilities, and will complement one another as part of a dual strategy to increase the duration and number of visitors to Downtown.

Currently, 2.3 million square feet of Class A office space are under construction, committed or planned for completion in the Core by the mid-1990s. Downtown is poised for a new generation of office space with an inventory that will support local employment growth while providing space to attract net new employment growth.

Future new and intensive office growth must be focused within the downtown Core in order to establish a concentrated work force that will both generate pedestrian activity and increase retail sales. Local and regional traffic management, access improvements, increased transit ridership and an overall plan for siting both Core and peripheral parking facilities will be necessary to support both existing and future office space.

In addition to short- and long-range Core office developments currently committed or planned along Main Street and Fourth Avenue, potential office development sites between Fourth and Fifth Streets will reinforce the Galleria. The blocks south of Liberty between Second and Third Streets also offer significant long-term office development potential.

Office growth and rehabilitation outside of the downtown Core, particularly in the West Main Street, Broadway, Medical and Waterfront districts, should be of a scale and intensity that strengthens the character and functions of each district, and sited in locations accessible to the

Core. Future office development outside of the Core must be guided by zoning that will support growth through building intensity, height and other requirements that respond to the Plan's interrelated principles, intended to establish a compact Core and a unified pattern of districts.

Cultural Facilities

Downtown's current cultural attractions contribute to the unique identities of Main Street and Broadway. Additional cultural facilities and activities, both performing and visual arts, must be attracted to these districts. Both Main Street and Broadway provide distinct opportunities to blend cultural, housing, retail and office functions to form vital mixed-use and 24-hour environments that will be distinctly different from experiences offered in many surrounding cities and downtowns.

Main Street Cultural District

The contiguous blocks of West Main Street between Third and Ninth Streets form an emerging cultural district. Actors Theatre anchors the district between Second and Third Streets, and the surface parking lots and western blockface of Third Street provide an opportunity for expansion and addition of cultural and commercial space.

The Museum of History and Science and the Kentucky Opera, which has recently committed to renovate the former tobacco warehouse in the 800 block of West Main Street, anchor the western end of the

Cultural District. The cast-iron architecture of adjoining vacant buildings provides distinct opportunities to further define the western end of the district.

The Kentucky Center for the Arts forms the focal point for the Cultural District due to its scale, visual prominence and the diversity of performances presented. The Center serves as both a metropolitan, statewide and regional visitor destination. The Center for the Arts and the Cultural District are in close proximity to existing and planned expansions of convention and hotel facilities, and will complement one another as part of a dual strategy to increase the duration and number of visitors to Downtown.

Today, the Kentucky Center for the Arts is an integral part of the Riverfront Plaza/Belvedere. Tomorrow, through improved pedestrian connections to Fifth Street and the construction of a long-envisioned grand stairway connection to the wharf, the Center will become a part of Downtown's waterfront revitalization and a gateway between the Waterfront, West Main and Core districts. The parcel of land to the west of the Riverfront Plaza/Belvedere, if protected from flooding and possibly connected to the project, could in the future, through a significant public-private venture, introduce a new cultural facility, public attraction or mixed-use development that would complement the West Main, Core and Waterfront districts. Further detailed study of this opportunity should be conducted as part of an overall design study for the Riverfront Plaza/Belvedere.

The Galleria will continue to be the center for retail sales of general merchandise. Other related establishments will be within a compact walking distance from the Galleria. Connecting east-west streets between Third and Fifth Streets should be flanked by retail establishments at street level.

Broadway-Theater Square

A secondary cluster of existing and potential cultural and performing arts facilities is located at Theater Square and along Broadway. The Macauley Theatre and the Kentucky on Theater Square should continue in the near term to provide opportunities for theatrical and musical productions that serve smaller audiences and repertoire motion pictures respectively. The Palace Theatre must be reopened to provide a significant new opportunity to attract larger audiences to Theater Square for a wide range of productions. The Macauley, Kentucky and Palace facilities, both today and tomorrow, will continue to advance the Broadway Renaissance and generate both daytime and evening activity to support restaurants and the Brown Hotel, and establish a special address for other commercial activity. Cultural activities will also reinforce the ongoing development of a Broadway residential neighborhood.

The Louisville Free Public Library does not have direct access to Broadway. Future expansion or improvement plans should consider establishing a pedestrian and visual connection from Broadway to the Library's main entrance.

In addition to the cultural facilities sited along Main Street and near Theater Square, Jefferson County has made a significant investment in improvements to Louisville Gardens and will place a high priority on that facility's role in serving a variety of entertainment, concert and cultural events. An overall marketing

study for the facility should be considered. Future entryway, lighting, sidewalk and facade improvements should be considered. Pedestrian connections to a redesigned Founders Square, and improved vehicle staging along Armory Place, could also enhance the facility's surrounding environment to serve the public more efficiently and to both visually and functionally tie the Gardens to the Core.

Retail Strategy

The Plan's recommendations for concentrating and linking office, convention, hotel, cultural and visitor facilities will support retail growth forecasts for general merchandise, convenience, restaurant and entertainment establishments. Establishing a critical mass of downtown and central neighborhood housing also will support retail growth and sales.

General merchandise and comparison-shopping goods should be concentrated within the high-intensity office Core along Fourth Avenue between Market and Chestnut Streets. The Galleria will continue to be the center for retail sales of general merchandise. Other related establishments will be within a compact walking distance from the Galleria. Connecting east-west streets between Third and Fifth Streets should be flanked by retail establishments at street level.

Eating and entertainment establishments should be primarily interspersed with general merchandise retailing along Fourth Avenue and connecting streets,

particularly near the Convention Center, hotels and cultural facilities. Main Street and the Waterfront will provide unique opportunities for both indoor and outdoor eating and drinking establishments as employee, visitor and residential consumer markets grow. Broadway and Theater Square will present future street-level opportunities for restaurants.

Specialty retail sales of goods and services should be concentrated along Main Street in conjunction with a greater concentration of performing, visual and design arts facilities and activities. Specialty retail establishments will be limited in number and interspersed with restaurants and convenience retail establishments that will serve both Main Street and Core consumer markets.

Convenience retail and services should be sited at either ground-level locations in existing and future office buildings and residential concentrations or within a convenient walking distance. The street-level frontage of existing and future parking garages should incorporate convenience retail and service uses.

Total future demand for general merchandise, eating and drinking and convenience retail space is projected to range between 1.3 and 1.69 million square feet by the year 2000. Total annual retail sales are projected to reach between \$244 and \$319 million during this same period.

To achieve the Plan's retail space recommendations and projections, an overall retail strategy must be developed

The blocks flanking Chestnut Street between Floyd and Jackson Streets present an important opportunity for cooperation between the hospitals and the University to form a well-designed and functional “campus” center.

and implemented. Due to the important interrelationships between downtown retail sales and forecasted growth in downtown employment, visitor attractions and housing, both short- and long-range actions should be developed.

Short-range retail strategy recommendations include the following:

- The Galleria will continue to be the center of downtown general merchandise retailing. Constructed in 1982, the Galleria is approaching a stage where new capital investments and retenanting may be appropriate. Particular attention needs to be paid to improving the visibility and productivity of tenants. Significant capital investments are needed to redesign circulation patterns, both vertical and horizontal, with specific tenants placed in appropriate circulation patterns and levels. The creation of new leasable areas or reconfigured spaces may lead to new retail opportunities.
- Consider aggressive marketing strategies to attract downtown workers and increase the frequency of shopping trips from other market segments.
- Undertake exterior environmental improvements to public spaces, landscaping, seating, signage and window displays.
- Develop a system for tracking retail sales and other leading indicators of retail performance on at least an annual basis.
- Further refine a list of tenant types for the Galleria, Fourth Avenue, retail Core and other retailing opportunities, and identify targets based on further local market research.
- Update and maintain the inventory of retail spaces available for lease. Establish a cooperative and unified marketing support or recruitment program with building owners and leasing agents to attract specific tenants to available retail spaces. Consider offering incentives or other forms of recognition to real estate owners and brokers who successfully attract tenants to Downtown.
- Establish a public/private retail retention program in conjunction with public economic development agencies that could provide both new and existing retailers with financial assistance and business support services.
- Coordinate special retail promotions and sales events to increase awareness and frequency of downtown shopping opportunities by downtown and metropolitan consumers. Continue efforts to establish a uniform pattern of store hours, particularly on the evenings and weekends.
- Create a management district to provide funding for supplemental maintenance, security and marketing to ensure that Downtown is a safe, clean and attractive area.
- Adopt zoning standards for establishing specific types of retail uses at street level as part of new construction and adaptive reuse projects along Fourth Avenue and along connecting retail streets where market support could result. The Plan’s zoning standards and urban design guidelines should also address the following: ample window display area; well-defined building entrances; signage; facade features; and streetscape elements.
- Continue the CityPark program and more effectively market and promote short-term parking availability through advertisements, promotional brochures and parking guides. Establish free parking during evening hours and on weekends, where feasible.
- Short-term parking rates should be established to attract the customer.
- Reserve street- and lower-level parking spaces within 800 to 1,000 feet of the Galleria and Fourth Avenue for short-term parkers.
- Parking for retail customers should be clearly signed.

One of the most important issues expressed by many of the Medical Center's administrators, in addition to the need for downtown core and regional access and security improvements, is the lack of a clear sense of place, or destination, to orient patients and visitors.

Long-term strategies for retail growth will focus on the attraction of an additional retail anchor of 50,000-to-100,000 square feet of space connected to or just north of the Galleria. A program of public incentives, financing and other forms of participation should be established as part of a retail development package. The new anchor should be either a department store or a cluster of unique retailers. Either alternative should advance Downtown's image as a specialized retail destination to encourage convention and visitor attraction, employee shopping and more frequent shopping trips from metropolitan households. Alternative locations for future retail development should be analyzed as part of the retail strategy.

Haymarket

The Haymarket forms the nucleus of Downtown's eastern retail concentration, which extends along Market and Jefferson Streets east of Second Street. Historically, Market Street was a long, dense mercantile district running from the Core through Phoenix Hill to the Bourbon Stock Yards in Butchertown. In the 1960s, the East Downtown Urban Renewal Plan changed the face of the area south of Market Street. The new and old businesses, and the wide variety of merchandise and services provided—particularly the fresh foods, produce, flowers and other goods sold by indoor and outdoor vendors at the Haymarket—give this retail area character that is dramatically different from the downtown retail Core.

Opportunities to expand the size and diversity of the current 55,000 (gross) square-foot Haymarket facility, which was constructed and renovated in 1988, should be explored. Expansion opportunities should focus on Floyd Street between Jefferson and Market Streets; the southeast corner of Floyd and Market Streets; Market Street east of Floyd; and Jefferson Street between Preston and Brook Streets, including General William Booth Park and the I-65 right-of-way. Improving pedestrian connections and signage to the Haymarket and Market-Jefferson Street retailing area should focus on Floyd and Jefferson Streets. Interior site, parking and access improvements for pedestrians, automobiles, trucks and service functions should be considered for Produce Plaza. An overall design and improvement plan to better integrate the independent buildings and activities of the Haymarket should be undertaken to further enhance its marketability as a specialty retail and tourist destination.

Medical Center

Future Medical Center growth and investment will continue to be primarily influenced by the three major hospital groups and the University of Louisville. However, unified approaches to environmental or campus improvements, accessibility and marketing will be vitally important.

One of the most important issues expressed by many of the Medical Center's administrators, in addition to the need for

downtown core and regional access and security improvements, is the lack of a clear sense of place, or destination; to orient patients and visitors. Today, there is no center for the Center and no clearly designated and unified pedestrian framework to link the various health-care, education, research, parking, commercial and support services together internally and externally to the downtown Core and surrounding neighborhoods.

The blocks flanking Chestnut Street between Floyd and Jackson Streets present an important opportunity for cooperation between the hospitals and the University to form a well-designed and functional "campus" center. This area, through new construction, rehabilitation and pedestrian improvements, will be accessible to the downtown Core, Broadway and Federal government facilities along West Chestnut Street, and to Broadway, the Haymarket, hotels and the Waterfront along Floyd Street.

Revitalization of the former General Hospital building and grounds could serve as a landmark and visitor orientation point at the intersection of Floyd and Chestnut Streets. Future buildings, public art, lighting and visually prominent architectural elements, could reinforce Chestnut Street as a destination. Building setbacks and provisions for landscaping and public open space could be provided to serve employees, patients and visitors.

Unique activities or visitor attractions—such as a museum, orientation center, or other unique medical-related

City, County and State administrative, legislative and judicial facilities will remain concentrated around Jefferson Square.

improvements—could be focused here to establish a special identity for the Medical Center as part of an overall marketing strategy for both the Center and Downtown.

Special sidewalk, streetscape and signage improvements unique to the Medical Center could originate at Floyd and Chestnut and, over time, through the establishment of an overall improvement program, connect the entire surrounding Medical Center environment.

A public transit circulator, served by a unique vehicle to provide rapid and convenient connections to other downtown locations including the Galleria, Commonwealth Convention Center, Main Street and the Waterfront, should be considered.

Significant opportunities for long-range Medical Center and related growth outside of the Chestnut Street focus area are generally contained by Liberty Street, Preston Street, Muhammad Ali Boulevard, Clay Street, Finzer Street, Jacob Street and Brook Street/I-65. A new Medical Center zoning district should be created to replace the pattern of five unrelated zoning districts within the Center today. A new zone could more clearly support future Medical Center growth, while addressing the important development relationships that exist between the Medical Center and the neighborhoods of Clarksdale, Phoenix Hill and Smoketown-Jackson.

City, County, State and Federal Government Facilities

City, county and state administrative, legislative and judicial facilities will remain concentrated around Jefferson Square. Future construction and rehabilitation should reinforce the scale and character of this historic local government campus. Opportunities for growth and consolidation of outlying government functions are situated in four locations: Congress Alley; Seventh and Jefferson Streets; Seventh and Cedar Streets; and Muhammad Ali Boulevard and Seventh Street.

The Federal Building and Gene Snyder U.S. Court House and Custom House, fronting on Martin Luther King, Jr. Park and Broadway respectively, are separated by a large parking and service lot that offers long-range opportunities for expansion and improvement to further define this concentration of government functions.

Education

Higher-educational facilities are concentrated in three downtown locations: Jefferson State Vocational Technical Institute at Eighth and Chestnut; Jefferson Community College at First and Broadway; and the University of Louisville Schools of Allied Health

(Medical School, Dental School and School of Nursing) situated in the Medical Center.

The Jefferson State Vocational Technical Institute can expand on the school's parking lot at Eighth and Magazine if alternative parking facilities can be secured. Perimeter landscaping improvements should be considered, particularly along Chestnut, Seventh, Eighth and Roy Wilkins.

Jefferson Community College has significant expansion opportunities on the surface parking lots that flank Broadway and Second Street. Short-term landscaping improvements should be considered to screen the existing surface parking area. Future expansion will require the construction of an on-site parking garage, as part of the plans to establish a true campus setting. Landscaping improvements along Broadway and Second Street will reinforce the parkway-like treatments recommended for the two streets. Street tree and landscaping improvements along First and Chestnut Streets will reinforce linkages with the Medical Center and open spaces along First Street and I-65.

The design, scale and location of future buildings along Second Street should be sympathetic to the existing and future Crescent Centre residential developments. Future additions to the College should be sited in a quadrangle-like campus plan that will provide both a central interior open space and perimeter setbacks and views to and from the campus. The Gray

The scrap-metal and intensive uses north of Main Street will, over the long term, be redeveloped in accordance with the Waterfront Master Plan.

Street axis should be extended westward into the campus to serve pedestrian and possibly vehicular movements. The College should consider initiating technical training programs for theater artisans and internships with Downtown's cultural facilities.

The University of Louisville should establish satellite programs to directly serve Downtown's growing workforce. The University of Louisville Schools of Allied Health have opportunities to expand along Preston, Floyd and Chestnut Streets. The design and orientation of future facilities should further unify the Medical Center campus, particularly along Chestnut Street. The expansion plan should incorporate streetscape and signage improvements that will be consistent with similar improvements throughout the Medical Center. The former General Hospital building could incorporate University facilities and programs as part of its future role in establishing a new focal point for the Medical Center at Floyd and Chestnut Streets. Existing outdoor spaces that serve students, faculty and visitors should be improved to reinforce the overall Medical Center campus. Abraham Flexner Way should be improved and maintained to serve both pedestrians and vehicles.

The existing concentration of primary and secondary educational facilities within or near Downtown should be maintained and improved to support the Plan's goal of establishing a true neighborhood.

Manufacturing

Manufacturing zoning currently exists in four locations: M-2 and C-M zoning along Main and Market Streets west of Seventh Street; two spots of M-2 zoning along Eighth Street between Chestnut and Broadway; C-M zoning south of Broadway and west of Seventh Street; and M-2 and M-3 zoning along east Main and Market Streets east of Floyd Street. Many of the uses permitted by these manufacturing zones would be inappropriate for the current and planned mixture of downtown uses. Future zoning will need to address the needs of existing business operations and the future growth and conversion trends that these areas may experience in both the short and long terms.

The West Main and Market Street area will continue to convert from a former warehouse, wholesale, distribution and manufacturing area to primarily a mixture of commercial, cultural, residential and office uses. The I-64 overpass and Ninth Street will form a division between the intensive range of uses permitted by the EZ-1 (Enterprise Zone) district to the west and the downtown area.

The spot M-2 zones along Eighth Street between Chestnut and Broadway do not reflect the overall pattern of uses today, and in the long term should be changed to be consistent with the commercial, educational, government, office and communications uses that will continue to dominate west Downtown.

The area zoned C-M that lies south of Broadway and west of Seventh Street consists of a mixed pattern of surface parking lots, vacant structures, a used car lot, Louisville Gas & Electric Company offices and facilities, commercial uses and small manufacturing-type uses. This area is part of a larger district that forms a transition of uses between Downtown and Station Park, Limerick and Fourth Avenue. Existing and future manufacturing or related uses should be subject to revised use and intensity regulations that will recognize the transitional nature of this area.

The East Main and Market Street area is the only section of the downtown planning area where intense manufacturing, fabrication, wholesaling, outdoor storage warehousing, contracting, distributing and related uses are still concentrated. These uses are flanked on the north side of Main Street by scrap-metal operations and on the south side of Market Street by retail and commercial uses. This area is an extension of a larger mixed-use corridor that extends east to the Bourbon Stock Yards. The scrap-metal and intensive uses north of Main Street will, over the long term, be redeveloped in accordance with the Waterfront Master Plan. The area bordered by Main Street, I-65, Market Street and Second Street should continue to be a mixed-use area that will support limited forms of manufacturing and related uses as well as the ongoing trend of adaptive reuse or redevelopment for commercial, entertainment and scattered residential uses.

The appropriateness of current zoning regulations for both the short- and long-term redevelopment and conservation of this area should be considered.

Central Neighborhoods

As Downtown's closest neighbors, they [the central neighborhoods] serve as gateways to Downtown, house the necessary supply and support services that need proximity to Downtown but do not require a downtown location, and provide a range of housing environments for downtown workers and other residents desiring an urban setting.

Louisville is a city of neighborhoods. The neighborhoods of Butchertown, Phoenix Hill, Smoketown-Jackson, Old Louisville, Limerick, California, Russell and Portland form an irregular crescent around Downtown. Their proximity to Downtown and the services they share with it closely link the futures of the central neighborhoods with that of Downtown.

These central neighborhoods—each with its individual character, architecture and history—are an essential part of Downtown's planning context. As its closest neighbors, they serve as gateways to Downtown, house the necessary supply and support services that need proximity to Downtown but do not require a downtown location, and provide a range of housing environments for downtown workers and other residents desiring an urban setting.

Nearly every neighborhood surrounding Downtown has been studied in a formal way. Neighborhood plans, prepared mainly by the Louisville & Jefferson County Planning Commission, were completed for these neighborhoods in the early-to-mid-1980s. In most instances these plans were also adopted by the Louisville Board of Aldermen to guide redevelopment in these areas.

Of the eight neighborhoods mentioned above, four of these neighborhoods overlap or abut the downtown planning area and have officially adopted neighborhood plans: Old Louisville to the south; Smoketown-Jackson to the southeast;

Phoenix Hill to the east. To the west, the Russell Neighborhood Plan's boundary meets the downtown planning area at Roy Wilkins Avenue. The Central Neighborhoods figure shows their locations and dates of plan adoption. A master plan for the Eastern Waterfront is also being prepared for the Waterfront Development Corporation. Although the Butchertown neighborhood abuts Downtown, its plan was never officially adopted. Recommendations to reinforce the viable residential components of the neighborhoods form the common thread in all four neighborhood plans.

Within—and in a few instances, outside—these neighborhood planning areas are sub-areas or corridors that have a special importance to Downtown and the neighborhoods. These *transition areas* are areas where there is a significant change in land use or the character of development, where a break occurs between the intense development of Downtown and the less intense development of the surrounding area. Transition areas are often characterized by lots that are vacant or occupied by surface parking or substandard or vacant structures. These areas are important to Downtown and the adjoining neighborhoods because of the continuity or the development voids they create. Special attention must be given to these areas to re-establish or create a development bridge between Downtown and the adjoining neighborhoods.

Among transition areas or corridors encircling Downtown, the Plan has identified a number of priority areas:

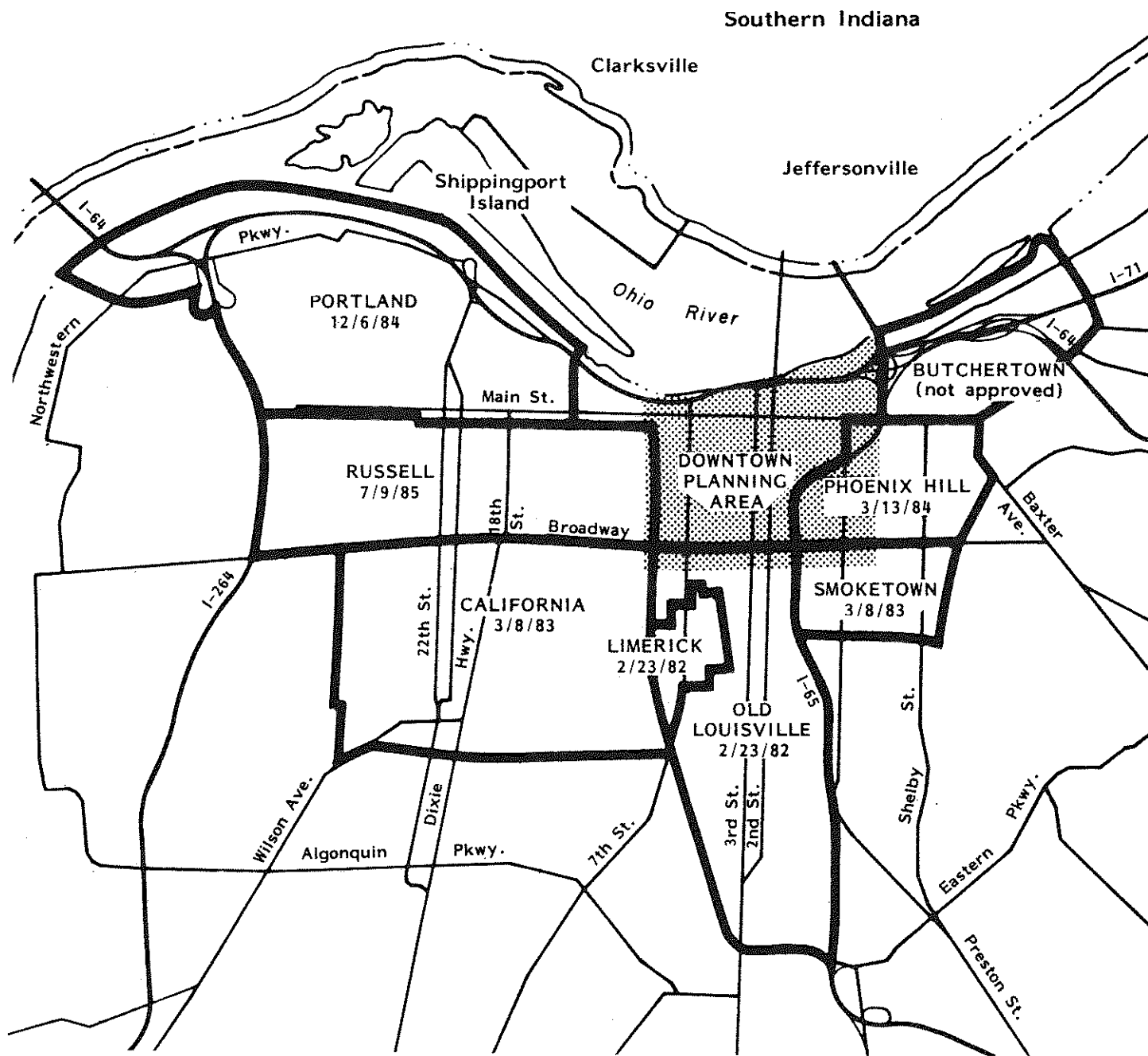
the Eastern Waterfront; the East Main and Market commercial corridor; the Medical Center/Phoenix Hill area; East Broadway and the northern part of Smoketown-Jackson; the South of Broadway area; and East Russell and Roy Wilkins Avenue. These areas are generally identified on the Transition Areas figure and are briefly discussed below.

Eastern Waterfront

The eastern waterfront area, running along the Ohio River from Downtown to the Municipal Harbor area, is characterized by industrial uses and under-utilized land. The industrial establishments that occupy much of the water's edge are a mix of river-related, heavy industries that require river transport for fuel and bulk materials. The visual clutter and other environmental nuisances produced by these industrial concerns conflict with the waterfront revitalization efforts to promote public access and with the effort to develop a parkway-like appearance along River Road, a major eastern thoroughfare. Much of the area was part of the recent area-wide rezoning, which resulted in the creation of the Waterfront Overlay District for design review and the W-1 and W-2 zoning districts. These new classifications are mixed-use districts that allow limited commercial and residential activity.

The eastern Waterfront area is part of the primary and secondary planning areas for the Waterfront Development Corporation's master planning efforts. The master plan will address this area in a

Figure 41
Central Neighborhoods Plans



comprehensive manner, and future redevelopment of this area should follow the recommendations and guidelines developed as part of the master plan.

East Main and Market Streets Commercial Corridor

The East Main and Market Streets corridor is located just east of the downtown planning area and runs from Hancock Street on the west to approximately Baxter Avenue on the east. Main and Market Streets serve as a major one-way arterial pair for traffic connecting Downtown with the eastern neighborhoods and the Highlands. The corridor, part of the Phoenix Hill National Register Historic District, has a number of historic 19th-Century buildings that give the area a distinct character. Both the corridor and the historic district extend westward into the downtown planning area.

Located entirely within the Louisville Enterprise Zone, the corridor is zoned primarily for commercial use (C-2), with the eastern edge zoned for industrial (M-1).

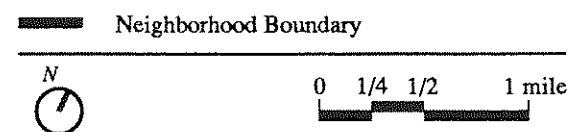
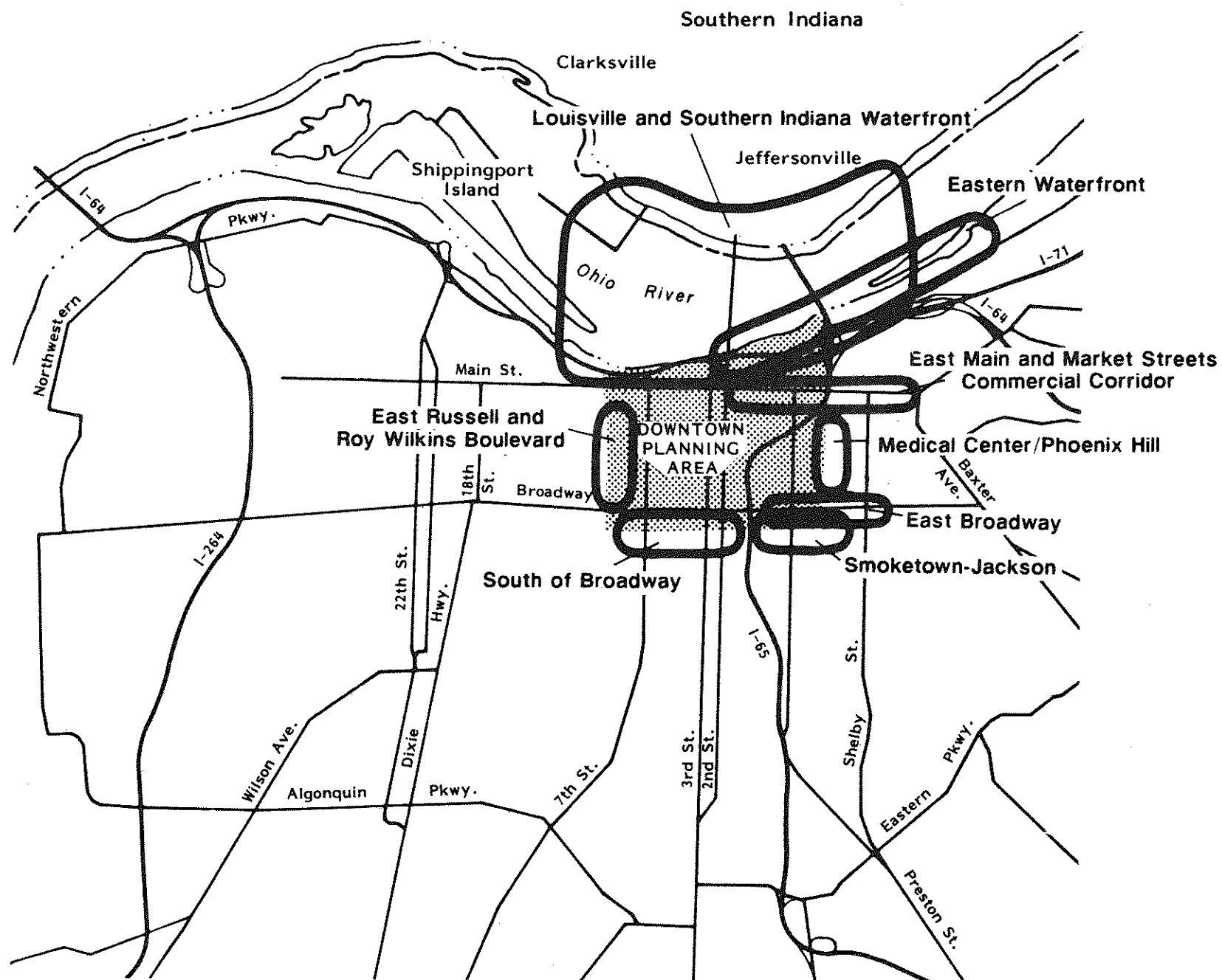


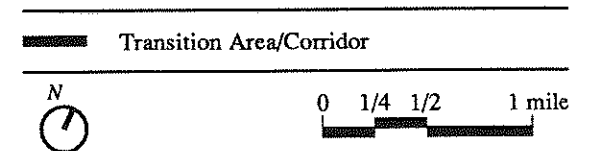
Figure 42
Transition Areas and Corridors



Existing land uses here include mixed commercial, livestock, agricultural and industrial uses and a few scattered residences.

The East Main and Market Streets area was recommended for general commercial uses by the Phoenix Hill neighborhood plan. The Phoenix Hill plan also recommended that this area (and property extending to the east) be redeveloped as part of an urban renewal project. This has not been realized. Nonetheless, the 600 blocks of East Main and East Market have seen a substantial amount of reinvestment—commercial and residential—in the last decade.

Efforts should be made to conserve the historic structures in the area and to ensure that future development preserves the existing scale and character of the commercial corridor. In order to promote visual continuity, streetscape improvements should be considered, especially where pedestrian circulation is important—such as in the 600 and 700 blocks of East Market Street.



Although once a grand residential neighborhood, since the 1930s the [South of Broadway] area has been characterized by surface parking lots, commercial establishments and industrial concerns, due to previous industrial zoning.

Medical Center/Phoenix Hill

The boundaries of the Phoenix Hill neighborhood and the Medical Center overlap on the eastern edge. Although the eastern boundary of the downtown planning area is Hancock Street, medical-related uses extend beyond the planning area to Clay Street. The transition area generally bordered by Clay and Hancock Streets, from Gray Street to Muhammad Ali Boulevard, is characterized by vacant residential lots and surface parking lots for Medical Center employees. Medical-related facilities lie to the west of this corridor, and a mix of single and multi-family residential uses lies to the east.

In the area east of Clay Street, the Phoenix Hill neighborhood plan recommends the rehabilitation of existing historic structures, with new residential construction to fill in the voids. The 1986 completion of Phoenix Place, a 265-unit, market-rate apartment complex, did much to realize this recommendation. As the Medical Center moves to fulfill its expansion plans to Clay Street, it will be tremendously important that the scale and character of new development is sensitive to the residential uses to the east.

East Broadway and Smoketown-Jackson

East Broadway, a major arterial connecting the Highlands and other eastern and southeastern neighborhoods with Downtown, is the northern boundary of the Smoketown-Jackson neighborhood. The East Broadway corridor currently is

an incongruous mix of medical, office and commercial uses (C-2 and C-3 zoning classifications). The neighborhood plan for this area recommends the expansion of health-related facilities and possibly commercial facilities to serve the neighborhood's residential population.

The area south of the Broadway corridor primarily is zoned OR-2, an office/residential district. Included in this area is Sheppard Square, a public housing complex now undergoing a major renovation that will decrease the overall density of the development. The eastern and western sections of the Smoketown-Jackson neighborhood present exceptions to this zoning: the eastern edge is zoned EZ-1 for industrial use; the western edge is zoned C-2. A few medical-related uses exist in this western section. Zoning revisions for this area should be considered and, as medical and commercial uses expand in this area, it will be important that future development incorporates an appropriate buffer or transition in scale and intensity to the residential areas of Smoketown-Jackson.

South of Broadway

South of Broadway is a large area that spans generally from Second to Eighth Streets, and from Broadway to Oak Street. Although once a grand residential neighborhood, since the 1930s the area has been characterized by surface parking lots, commercial establishments and industrial concerns, due to previous industrial zoning. There are numerous exceptions to this characterization, most notably in the Limerick neighborhood,

where residential uses have been able to withstand the commercial and industrial intrusions.

The South of Broadway area contains at least nine different zoning classifications, allowing a range of uses from manufacturing to commercial to high-density residential. A report on a recent examination of the area by the Louisville Community Design Center commented that "the random and fragmented zoning pattern South of Broadway has been both the product of, and catalyst for, disjointed and conflicting development activities in the area."

This same analysis suggests that a redevelopment strategy for the South of Broadway area should focus on five sub-areas: York Street, Fourth Street, Oak Street, Limerick and the blocks bounded by I-65, Third, Breckinridge and Kentucky Streets. The York Street sub-area, centered around the Library, should build on its existing residential base and expand into a residential park. This concentration of residential uses would tie into a residential focus area of the Downtown Plan.

Fourth Avenue is a major commercial spine of Downtown, and this importance continues into Old Louisville and to a certain extent into South Louisville. Throughout the South of Broadway area, Fourth Street's visual and physical character is defined through the institutional and residential structures that are present. Future development and public improvements should support and reinforce this continuation of Fourth Avenue.

Downtown's development policies must be linked to the revitalization efforts of these areas and the central neighborhoods.

The revitalization of Oak Street as a viable commercial corridor—in keeping with the historic character of the neighborhood—has been a goal of the Oak Street Task Force since the early 1980s. Oak Street has had some successes, but there is much more to be done. Revitalization of Oak Street as a neighborhood commercial center should continue.

Limerick is the only true neighborhood south of Broadway and north of Oak Street. This is in spite of many years of deterioration, absentee ownership, commercial intrusion, and public policies and practices that indirectly supported these blighting influences. The Limerick neighborhood's tradition of historic preservation and grass-roots revitalization should be encouraged and supported.

The fifth sub-area includes the area between I-65 and Third Street, Breckinridge and Kentucky Streets. This area has the greatest potential for residential and commercial redevelopment, but also presents some of the greatest difficulties in terms of land costs, diverse ownership and blighting influences. Second and Third Streets, part of this sub-area, form an important linkage to and from Downtown, Old Louisville and the south central area.

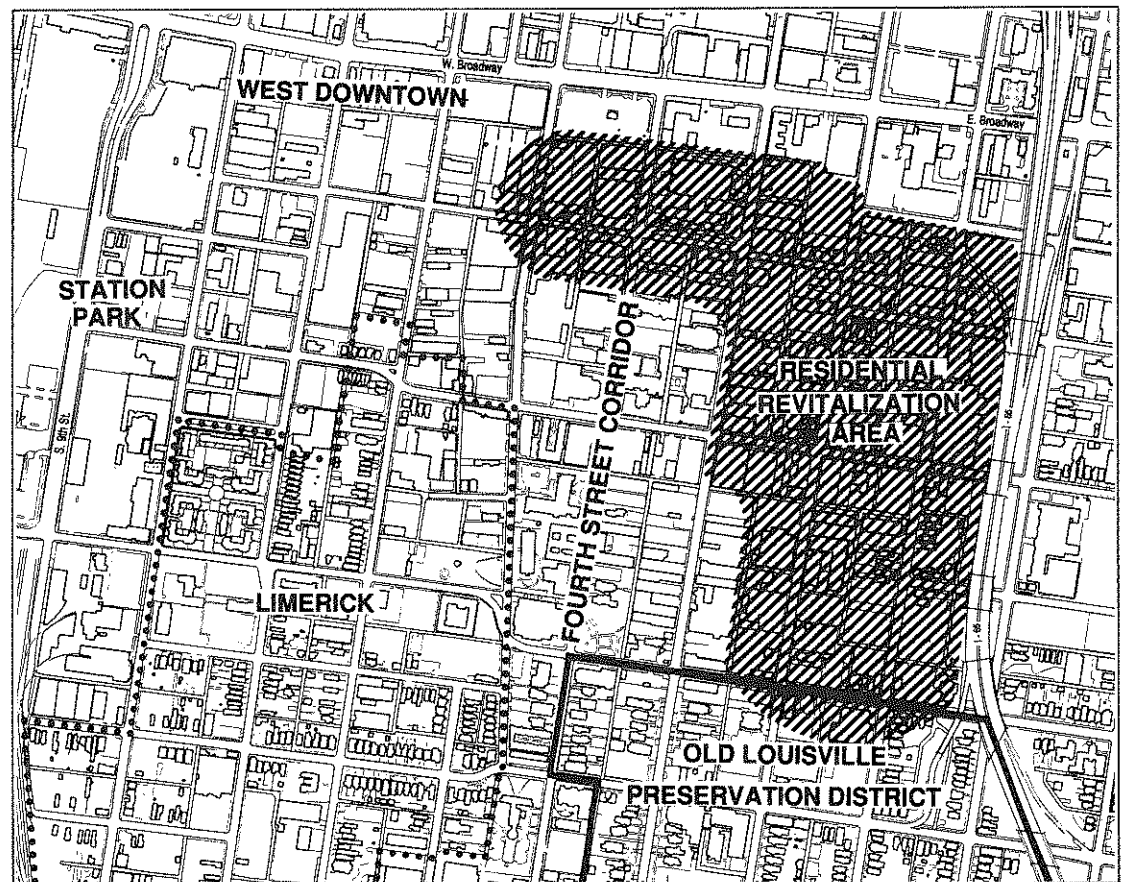
East Russell and Roy Wilkins Avenue

Roy Wilkins Avenue is a major north/south arterial running from I-64 on the north (and essentially the Ohio River) to

Broadway on the south. At Broadway, Roy Wilkins becomes Ninth Street. Plans underway to extend Ninth Street into South Louisville will increase the importance of Roy Wilkins as a connector between Downtown and the southern and western sections of the city.

Roy Wilkins Avenue serves as the eastern border to the Russell neighborhood and the western border of the downtown planning area. The eastern edge of Russell is characterized by high-density public and assisted housing complexes, a use that extends across Roy Wilkins Avenue into Downtown.

The width and design of Roy Wilkins Avenue serve to form both a buffer and an edge between Downtown and Russell. Roy Wilkins Avenue should be examined to determine ways to use landscaping and pedestrian improvements to join Downtown with its western neighbors. Additional housing and improvements to the existing density, security and overall living environment of this area will continue to be a priority. Also, there is an opportunity to tie the northern end of Roy Wilkins Avenue into the five-and-a-half-mile riverwalk proposed for the area from the downtown wharf to Chickasaw Park on the west. An observation point or platform is proposed near the foot of Ninth Street.



South of Broadway—Proposed Residential Revitalization Area.

Project BridgeLight's goal is to visually enhance both the Louisville Falls Fountain and the City's waterfront by lighting three major bridges—the Clark, Kennedy and 14th Street Railroad Bridge (Conrail).

Redevelopment Policies

The quality of the environments within these and all the transition areas, as well as the central neighborhoods, can support or detract from the quality of Downtown. Downtown's development policies must be linked to the revitalization efforts of these areas and the central neighborhoods. Neighborhood plans should be updated—where necessary—to develop and focus efforts in these important areas.

Downtown, the River and Southern Indiana

The river and the activities along the river are an important part of Downtown's context. Just as the futures of Louisville's central neighborhoods and Downtown are tied together, so is that of the Southern Indiana waterfront. Development on this northern waterfront will have not only market implications for Downtown, but will have visual and environmental impacts as well.

Three major projects are in the planning stages for the Southern Indiana waterfront: the Falls of the Ohio Interpretive Center; the River's Edge/DeMars development for the area between the Clark Memorial Bridge and I-65; and the Hughes Marina Project for the Jeffersonville waterfront.

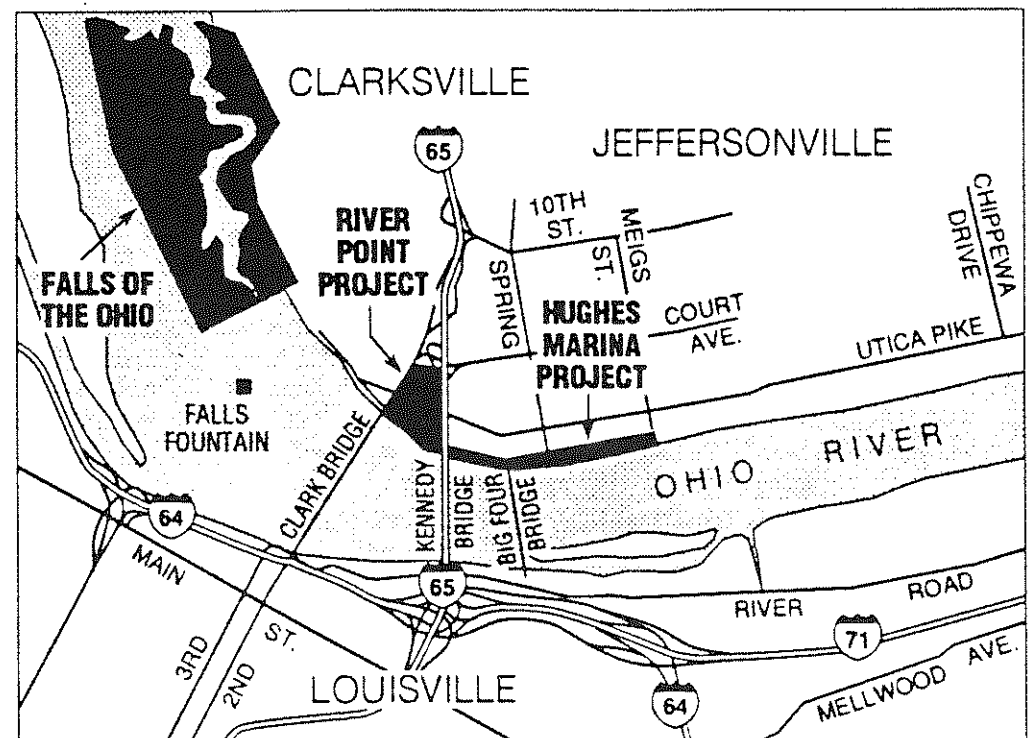
The Interpretive Center is an educational and recreational facility proposed to overlook the 350-million-year-old Devonian fossil beds at the Falls of the Ohio. The DeMars project is a \$122-million proposal for a mixed-use residential and

commercial development. The marina project is a \$10-million proposal to expand the Jeffersonville marina and introduce 45,000 square feet of retail-commercial space. Pedestrian, vehicular and watercraft linkage between these facilities and Downtown Louisville will be an important consideration.

Project BridgeLight, begun in 1988 by the Waterfront Development Corporation and the City of Louisville, is an effort to light the Ohio River bridges that connect Downtown Louisville with Southern Indiana. Project BridgeLight's goal is to visually enhance both the Louisville Falls Fountain and the City's waterfront by lighting three major bridges—the Clark, Kennedy and 14th Street Railroad Bridge (Conrail). In the spring of 1989 the project retained a lighting consultant and

a sculptor, and designs have been prepared for the lighting of the three bridges. Fund-raising efforts are underway and the project is expected to be complete by Spring, 1991.

Further downstream on the Kentucky side of the Ohio, a major proposal has been announced that will significantly impact the riverfront west of Downtown. A recent proposal by the Corps of Engineers calls for a \$214-million upgrade and expansion of the McAlpine Locks that will allow the Ohio River at Louisville to handle the anticipated increases in river traffic. The proposal is still in very early planning stages and will require ongoing coordination with the Waterfront Development Corporation and the Waterfront Master Plan.



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Steve Durbin, Artist

Transportation

If Downtown is to continue to be Louisville's predominant business address, a careful balance must be reached between the need to provide efficient traffic flow and parking and the Plan's commitments to guide the development of a compact and pedestrian-oriented Core.

The Plan's transportation recommendations focus on Downtown's one-way grid system of streets, Interstate highways, parking facilities, public transit services and sidewalks. Future downtown growth will be closely related to how well traffic, parking, pedestrian and transit systems are maintained, integrated and improved.

Long-term and capital-intensive access improvements to Downtown must be coupled with an ongoing traffic management program. Access improvements and traffic management must not be considered in isolation from the Plan's important goals and principles that strive to revitalize Downtown as a functional and active pedestrian environment.

If Downtown is to continue to be Louisville's predominant business address, a careful balance must be reached between the need to provide efficient traffic flow and parking and the Plan's commitments to guide the development of a compact and pedestrian-oriented Core. The following section of the Plan describes the conclusions and recommendations for Downtown's traffic, parking, transit and pedestrian systems that strike that balance.

More specific traffic and pedestrian improvements will be defined in detail as part of the Waterfront Master Plan, Commonwealth Convention Center expansion study and an urban design and streetscape plan for Main Street.

Traffic

The Plan's analysis of downtown traffic conditions resulted in the following conclusions:

- Access to Downtown from the entire metropolitan area is generally good except from the east, where the street grid is broken or constrained due to changes in topography, and from the north due to limited Ohio River bridge crossings.
- Seventy percent of Downtown's daily traffic flow originates from the east and south. Future traffic flow to Downtown from these metropolitan destinations will continue to increase.
- The total street capacity into and out of Downtown is estimated to be 37,000 vehicles per hour. Only two-thirds of this capacity is currently utilized during peak morning and evening periods.
- Most of Downtown's street intersections function at acceptable levels of traffic service during morning and evening peak travel periods except for four intersections: Third Street and River Road; Second and Main Streets; Second and Market Streets; and Brook and Jefferson Streets.
- Existing I-64 and I-65 exit ramps are nearing capacity during morning and evening peak hours. Projected employment growth in Downtown will bring the ramps to capacity. Design improvements and new ramp construction must be considered.
- The Main, Market and Jefferson Street rights-of-way are 90 feet wide. The width of these streets, coupled with the periodic volume and speed of traffic flow and the limited cycles of existing pedestrian signals, tend to impede pedestrian movement.
- Sixteen downtown intersections were the site of 20 or more accidents during a one-year period (1988-1989). Two-thirds of the high accident locations were at intersections along Broadway and Second Street. The intersections of Brook and Jefferson, First and Jefferson, First and Liberty, and Brook and Muhammad Ali experienced the remainder of the high accident counts.
- Many of the signals are operated by control devices that are coordinated with four separate traffic signal systems. Improved and coordinated signal control devices are necessary to provide greater flexibility in managing traffic flow, particularly on Broadway, Main and Market.

... improvements advanced by the Plan focused on two strategies: improving traffic operations ... to maximize, in the short run, the available street, intersection and Interstate capacity; and long-term capital-intensive projects ... that will require further traffic engineering evaluation and design.

- The surface conditions of downtown streets are generally excellent, except for the street grid that serves the Waterfront between Main Street and River Road.
- Lane markings, directional signs, parking identification and street signs need to be improved, consolidated and gradually replaced with a standardized system, particularly at critical access points and along major streets leading to the downtown Core.

Based on the above conclusions, the Plan examined numerous options for improving access to and within Downtown. In considering these options, an initial collaboration between the Plan's urban design and traffic engineering consultants was undertaken. The resulting range of improvements advanced by the Plan focused on two strategies: improving traffic operations (signalization, pavement markings, parking-facility design and siting, etc.) to maximize, in the short run, the available street, intersection and Interstate capacity; and long-term capital-intensive projects (Interstate ramp improvements) that will require further traffic engineering evaluation and design. In addition, landscaping and important pedestrian improvements, also identified and described as part of the urban design recommendations, are defined as integral components of the traffic recommendations.

Formulation of the recommended traffic improvements was undertaken through a tiered approach that examined the benefits and detriments of short- and long-range traffic conditions and improvement concepts not only from an independent standpoint, but also in terms of system-wide impacts.

Detailed master planning studies to be conducted during 1990 and 1991 for the Waterfront and the expansion of Commonwealth Convention Center could also have significant impacts on the Plan's traffic recommendations. Therefore, to a degree, the Downtown Plan's recommendations, which address specific short- and long-term needs, will be subject to ongoing refinement as the above two studies are completed.

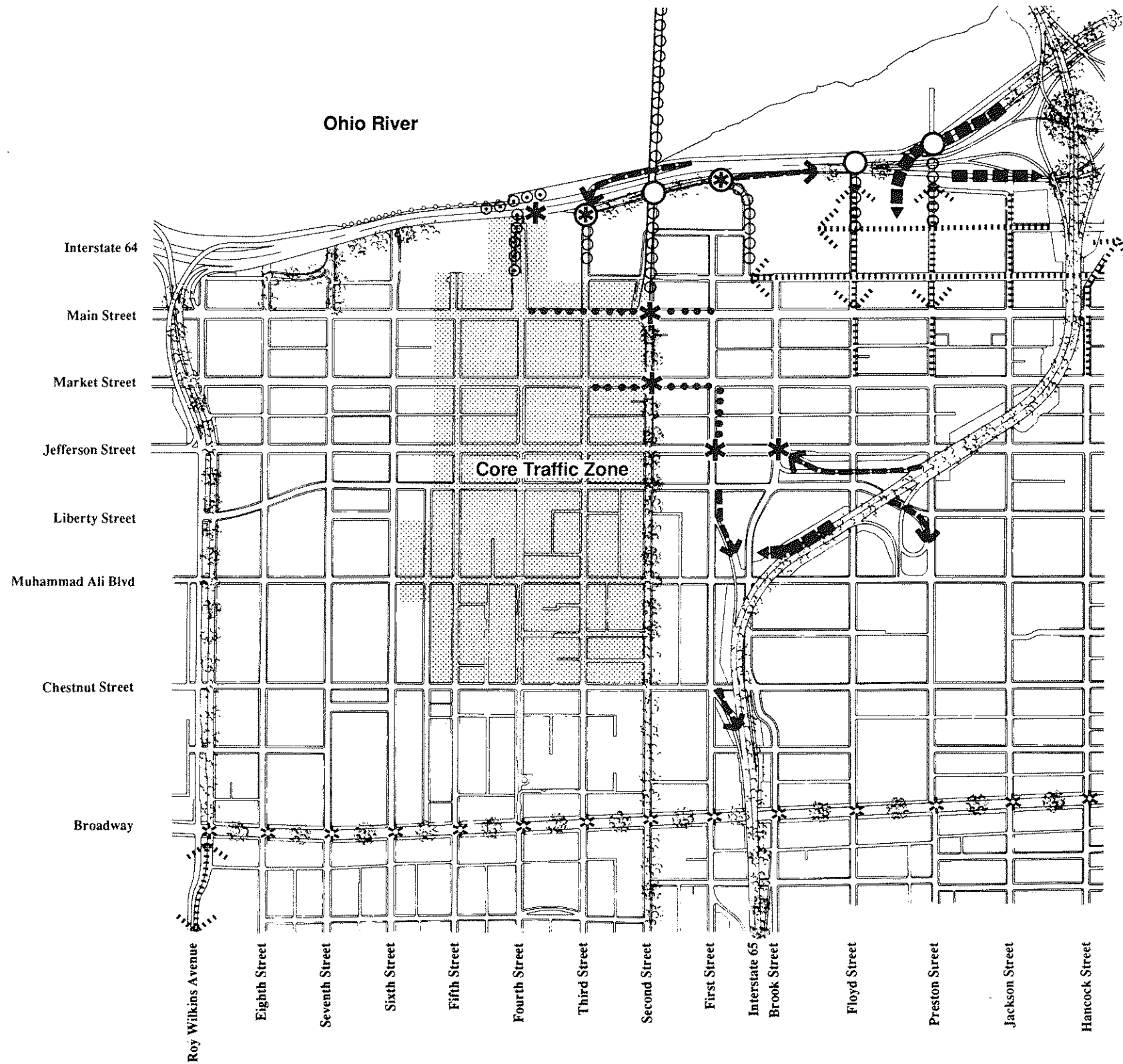
The Plan's traffic operational, capital improvement and landscaping recommendations are summarized as follows. Key recommendations are illustrated on the Traffic Improvements figure.

Traffic-Operational Improvements

- The Broadway signalization system should be upgraded and coordinated with the downtown system.
- The downtown controller system should be upgraded to provide greater flexibility in managing peak and off-peak traffic flow conditions, particularly on Main, Market, Second and Third Streets.

- A survey and evaluation of downtown point-of-interest, parking and street signs should be conducted and a report prepared recommending signage improvements, costs and phasing.
- A "trailblazer" system of signs should be designed to guide motorists from Interstate highways and major arterials to downtown points of interest and parking facilities.
- A coordinated and timely traffic review process for future core curbs-cuts and parking facilities should be conducted for significant development proposals during the preliminary design stages. This process could be triggered through zoning or an urban design review process.
- Morning peak-hour parking should be prohibited on the north side of Main Street from First to Fourth Streets.
- Evening peak-hour parking should be prohibited on the south side of Market Street from First to Third Streets.
- On-street metered parking should be reduced or eliminated on Floyd and Chestnut Streets to improve traffic flow, patient access and the pedestrian and visual environment of the Medical Center.

Figure 43
Traffic Improvements



- Operational improvements ranging from pavement markings, overhead directional signs, peak-hour parking prohibitions, traffic lane improvements and signalization improvements should be employed at the following intersections:
 - Second and Main Streets
 - Second and Market Streets
 - Brook and Jefferson Streets
 - First and Jefferson Streets
 - Bingham Way and River Road
 - Third Street and River Road
 - Fourth Street and River Road
- Traffic improvements at Second and Main Streets should be designed to reduce the weaving and criss-crossing traffic movements that result from conflicting westbound and southbound flows converging on Main Street between Second and Third Streets. On-street parking prohibitions, signage, lane markings, staggered signalization, westbound bridge ramp improvements, turning-lane channelization or other traffic improvements should be designed

	Core Traffic Zone		Street
	Traffic Signal		Pedestrian Crossing
	On-street Parking		Pedestrian Movement
	Intersection		Elevated Pedestrian Movement
	Interstate ramp		Landscaping

N

0 250' 500' 1000'

Design improvements, potential relocations and new construction of I-64 and I-65 on- and off-ramps should be considered . . .

in context with pedestrian crossing and waterfront access improvements and the bridge-lighting project. The intersection of Second and Main is one of the most important traffic and pedestrian gateways between Downtown and the Waterfront. Future improvements should address not only traffic and pedestrian movements but also the visual impact of the intersection through the design of future buildings, lighting and public art.

Capital Improvements

Design improvements, potential relocations and new construction of I-64 and I-65 on- and off-ramps should be considered at the following locations:

- The westbound I-64 ramp at Third and River Road should be maintained unless adequate replacement capacity can be provided from I-64. The Third Street and River Road intersection should be redesigned or re-signalized, in order to reduce the conflicting lane movements resulting from the convergence of westbound traffic on River Road and the free-flowing right-turn movement on to River Road from the I-64 ramp to the left turn bay to Fourth Street.
- Consideration should be given to redesigning or relocating the eastbound I-64 on-ramp at Bingham Way east to Preston

Street to improve local and waterfront traffic conditions and pedestrian access. Modification of River Road curves near Preston and the alignment of Bingham Way should be considered as part of the detailed design study.

- The interchange ramps of I-64, I-65 and I-71 at the Kennedy Bridge should be re-examined to determine whether improvements to westbound I-64 and southbound I-65 access are warranted to provide safe and efficient access.
- The addition of a westbound I-64 off-ramp at Preston Street will result in the following: improved levels of service at the critical intersections of Third Street and River Road and Third Street and Main Street; decreased traffic on River Road; reduced traffic volumes on the I-65 off-ramp at Brook Street; reduction of traffic volumes on southbound Third Street, First Street, Liberty Street and Chestnut Street; and facilitation of traffic access to the Waterfront and Medical Center. The design of the ramp will require further study to ensure that it will not substantially intrude into the waterfront area and will safely and efficiently interchange with the existing I-64 and I-65 ramp system. Underutilized Preston Street will experience increases in traffic flow that can be managed through signalization, signage and on-street parking management.

- The redesign or addition of a southbound I-65 off-ramp to Brook Street south of Liberty will have the following impacts: reduction of traffic volume at Third Street and River Road; decrease in the volume of River Road traffic; reduction in southbound I-65 off-ramp traffic at Brook Street; and a reduction in traffic flow on southbound First Street.
- Access to the northbound I-65 on-ramp at Liberty Street can be improved through the placement of lane markings and overhead signs further west from the ramp entrance, to alert drivers to the proper lanes.
- Access and traffic safety improvements can be accomplished at the I-65 southbound on-ramp at First and Chestnut through intersection and ramp design improvements, lane markings and directional signage.
- No operational improvements are warranted for the I-65 northbound off-ramp at Muhammad Ali Boulevard.
- The downtown street grid into the Waterfront should be extended and improved to provide a two-way traffic grid offering alternative points of access to River Road, the Waterfront and the downtown Core from Main and Market Streets. Streets to be considered for extension and improvement as

The location, supply, accessibility, cost and design of parking facilities are of critical importance to the long-term growth of Downtown Louisville.

part of the Waterfront Plan include: Washington Street, Witherspoon Street, Floyd Street, Preston Street and Jackson Street. A realignment or redesign of the Bingham Way/River Road intersection should be considered if the eastbound I-64 on-ramp is relocated.

- River Road should be improved as a parkway through landscaping, realignment or road widening improvements from Preston or Clay Streets to River Road or beyond.
- Improvements should be made on Clay Street from River Road to Main Street and Market Street. The waterfront street grid should be improved and extended to connect with Clay Street.
- The Ninth Street extension should be completed from Downtown to Magnolia Street to provide a new north-south access improvement to Downtown, Roy Wilkins Avenue and I-64.
- Widening and/or operational improvements should be considered for Floyd and Preston Streets to provide improved access and circulation between the Waterfront and Main and Market Streets.

Landscape Improvements

- Landscape plans should be developed and phased for the following existing and proposed street improvements:
 - River Road
 - Roy Wilkins Avenue
 - Ninth Street Extension-Seventh Street to Algonquin Parkway
 - Second Street
 - I-65 and I-64 rights-of-way

Parking

The location, supply, accessibility, cost and design of parking facilities are of critical importance to the long-term growth of Downtown Louisville. Public and private investment decisions are inseparable from the costs and revenues associated with existing and future parking facilities. Such facilities must be available to serve the growing downtown area.

The demand for parking in Downtown Louisville will continue to remain strong into the 1990s, given the current automobile dominance of daily downtown trips, which today are between 87 and 90 percent of total downtown trips. The effectiveness of Louisville's short-range downtown development and marketing programs will be heavily dependent upon the success of existing and future parking location, management, pricing and promotion strategies.

The first steps in examining Downtown Louisville's parking conditions and issues were taken in 1987. The Louisville Central Area Parking Committee produced a Downtown Louisville Parking Issues Discussion Paper that identified 14 issues for further consideration under the areas of parking convenience, economics, security and future planning. Also in 1987, a *Consumer Attitude Survey*, produced for LCA by the Southern Research Corporation, revealed perceptions regarding downtown parking. A *Parking Technical Report* (December 1988), prepared by LCA in cooperation with the Parking Authority of River City (PARC), Public Works Department, Safety Division and the Kentuckiana Regional Planning and Development Agency (KIPDA), also contributed to the Plan's underlying findings and conclusions.

Restoration of Existing Public Parking Facilities

A recent assessment of the seven parking garages in the City's system has suggested various recommendations for restoring the structures. The seven garages examined by the study and identified on the accompanying figure include the Riverfront, Seelbach, Third Street, Brown Hotel, Galleria, South Sixth Street and Kentucky Center for the Arts garages. To protect the City's major capital investment in these facilities, a five-year restoration program is recommended, but subject to further evaluation of alternative improvements. The Riverfront Garage may require extensive, structured improvement, and conse-

The costs and benefits of combining all parking management, maintenance and enforcement responsibilities under PARC should be investigated.

quently an overall long-term plan for the future utilization and design of the Riverfront Plaza/Belvedere should be initially considered, in addition to the restoration strategies for the seven garages recently assessed. The improvement or redevelopment of the Starks Parking Center should be considered, as part of a downtown retail strategy or a physical improvement plan for the Galleria.

Committed and Proposed Parking Facilities

A total of 2,638 parking spaces within six new or expanded facilities is currently under construction, committed or planned for Downtown Louisville. These facilities will serve both short-term development projects and existing parking demands in the Core, Broadway and West Main Street districts. The accompanying figure identifies the location and number of spaces committed or proposed by each development.

Future Facility Siting

Surveys for both peak morning and evening periods indicate overall occupancies for surface and garage facilities range between 76 and 78 percent. Core occupancies on the average are higher and range between 85 and 95 percent.

The long-range (10-20-year) conversion of Core District surface parking lots, due to future development, will require the replacement of approximately 2,830 spaces both within the Core and in perimeter and peripheral locations. Based on

the Plan's goals, principles, forecasts and recommendations for future growth and transportation system improvements, a detailed traffic capacity analysis of Downtown's street system and key intersections was performed for both the morning and evening peak traffic periods to identify priority locations for siting future parking facilities. Various alternative locations were examined not only in terms of intersection capacity and point-of-access impacts, but also in terms of the strategic nature of each location relative to both existing and future parking demands and the potential impacts of the facility on the street environment.

A total of 11 locations is recommended for siting future parking facilities in the Core, West Main Street and Broadway Districts. A total of between 5,030 and 6,720 new and replacement spaces could be supported by these future facilities to serve both independent and shared demands of office, retail, residential and cultural uses. The location of each of the proposed parking facilities, the range of potential spaces to be accommodated by each facility and the locations of existing surface parking to be replaced by future development are identified by the accompanying figure.

The phasing, size, location and design characteristics of the recommended parking facilities will be subject to ongoing review based on traffic conditions, implementation of the Plan's short- and long-range traffic improvements, transit ridership and service improvements, and efforts to pursue peripheral parking recommendations.

An overall long-term parking plan for future Waterfront public facilities and private development will be completed in 1991 as part of the Waterfront Master Plan. The final feasibility study for the improvement and expansion of Commonwealth Convention Center and related facilities may result in modifications to the Plan's siting of future parking facilities.

The Plan's recommendations to undertake a retail retention and attraction strategy may also influence the distribution of short- and long-term parking facilities.

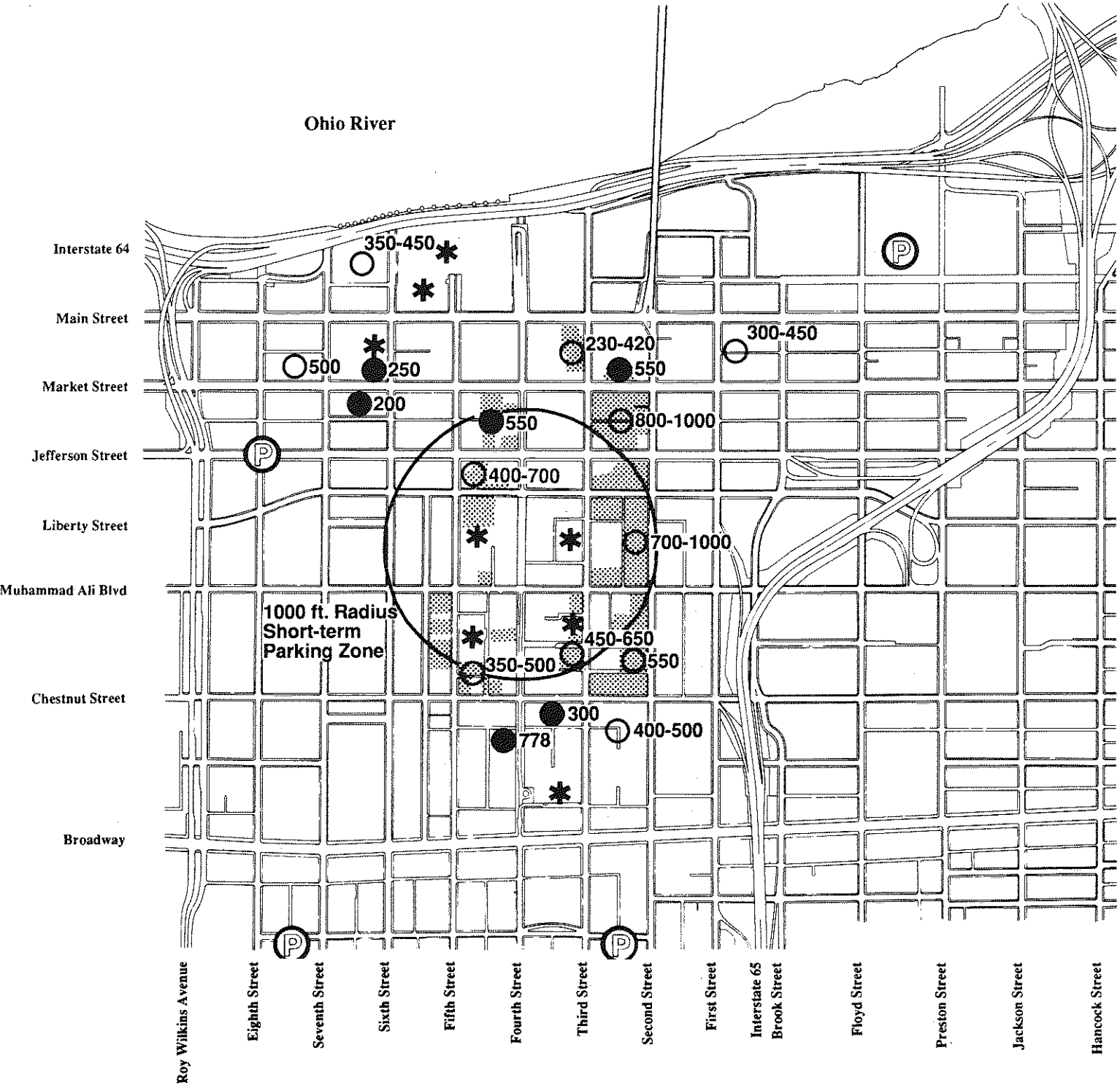
Parking Management

The Parking Authority of River City manages 33 percent, or 5,092 spaces, of the total public parking supply. On-street parking is enforced and maintained by Public Works. The cost of replacing the meters is the responsibility of PARC and the meter revenue is placed in the PARC general revenue account. The costs and benefits of combining all parking management, maintenance and enforcement responsibilities under PARC should be investigated.

Parking Rates

The current monthly downtown parking rates are lower than rates reported for five other cities in the surrounding region. During 1990-91, the current parking rate structure should be re-examined to establish rates that will address both short- and long-term parking demands and encourage peripheral parking and transit usage. The feasibility of public

Figure 44
Parking Improvements



and private facilities' providing free evening and weekend parking for retail shoppers should be considered for garages in close proximity to the Galleria and Core District retailers.

On-Street Parking

The Public Works Department has proceeded with efforts to increase the number of on-street parking spaces and to establish meter time limits and rates for public convenience, turnover and revenue.

A strategy that will need further evaluation and may help to reinforce the City's parking policy is the development of an overall on-street parking plan for Downtown that would establish both metering and rates for specific zones, based on development characteristics and parking demands. The zonal approach would be coupled with a method to track revenue and performance.

Loading Zones

A review of loading zone locations and requirements should be considered as a result of recent studies conducted by the City. A new City ordinance or a set of

	Core Surface Parking
	Committed & Proposed Parking Garage
	Parking Facility Restoration
	Future Parking Facility
550	No. of Parking Spaces
	Long Term Peripheral Parking

N

The current C-3 zoning district that encompasses much of Downtown is exempt from off-street parking requirements, limitations and standards. . . . the need for some form of parking requirements will be re-examined as part of future downtown zoning recommendations.

application review procedures should be developed to focus zones in locations that will serve the needs of businesses, while maintaining adequate traffic flow and safe and convenient on-street parking and pedestrian environment.

Parking Requirements

The current C-3 zoning district that encompasses much of Downtown is exempt from off-street parking requirements, limitations and standards. The proximity of both public and private parking facilities and the availability of transit are two points raised to justify the lack of parking requirements. However, given the existing design and location of surface and garage facilities, the projected ongoing reliance on the automobile as the principal means of travel, the low percentage of transit riders and the need to maintain adequate traffic capacity and safety within the downtown core street grid, the need for some form of parking requirements will be re-examined as part of future downtown zoning recommendations.

Many cities have enacted new zoning regulations that set parking locations, capacities and design requirements or limitations based on either district development objectives, projected dwelling-unit densities, Floor Area Ratios or an analysis of traffic capacity. Any future consideration of zoning revisions dealing with parking requirements should be closely linked to overall public parking policies and parking improvement recommendations.

Parking Facility Design Standards and Review

In addition to determining the feasibility of establishing parking requirements or limitations as part of future downtown zoning revisions, study should be given to the following:

- Within the Core, Broadway, West Main and Waterfront Districts, establishment of design standards or a review process for free-standing parking garages or new buildings with a predominant amount (50 percent) of floor area devoted to parking. Design guidelines for parking facilities should be considered in context with overall downtown design guidelines.
- Establishment of zoning sub-districts or urban design guidelines where street-level frontage standards for garages may require at least 50 to 70 percent of ground-level building frontage to be devoted to retail or pedestrian-oriented uses.
- Establishment of zoning sub-districts or urban design guidelines requiring perimeter fencing and landscaping of future surface parking lots and interior site design elements including paving, lighting, signage and attendant features.

- Establishment of limitations on future surface lot construction or free-standing parking garage construction in the core area or along major pedestrian streets that serve as linkages between districts.
- Establishment of locational standards or a traffic-impact review process to ensure garage entrance and exit points and surface lot curb-cut locations are designed to minimize traffic congestion or pedestrian impediments.

A comprehensive set of preliminary parking facility guidelines has been compiled as part of the Plan's *Parking Technical Report* for further refinement as the Plan's zoning and urban design guidelines are developed.

Short-Term Parking

Existing and future parking facilities, particularly those within 800 to 1,000 feet of the Galleria and Fourth Avenue retail core, should designate the street- and second-level ramps for primarily short-term parking with strict enforcement.

The Parking Improvements figure identifies the general zone (1,000 feet) where the availability of short-term parking facilities should be a priority.

The Medical Center, due to the unique range of 24-hour parking demands that it experiences, will require the ongoing improvement and development of an overall parking strategy.

Peripheral Parking

The development of long-term peripheral parking facilities will be essential to the future development and revitalization of Downtown. Peripheral parking facilities can provide long-term spaces at lower rates to serve the growing downtown work force. The siting of peripheral parking facilities in conjunction with improvements to existing and future transit circulator service can assist in managing downtown traffic conditions, particularly in the Core District. Peripheral parking facilities provide a source of revenue from short- and long-term public investments in either land assembled for future development or the development of parking facilities to serve public facilities, such as those contemplated for the Waterfront, that can meet multiple daytime, evening and weekend special-event demands.

The eventual long-range conversion of core surface parking lots for future development, coupled with the Plan's recommendation to reserve a higher percentage of first- and second-level parking spaces in the Core for short-term utilization, will require the development of peripheral parking facilities either within walking distance or served by transit.

Three locations are ideally suited as target areas for peripheral parking: East Main Street-Waterfront; West Market and Jefferson Streets; and South of Broadway. Future zoning standards and urban design guidelines will be necessary to ensure that future peripheral parking facilities, whether

sited for interim or long-term use, will be compatible with the surrounding pattern of uses and will not adversely impact local and regional traffic conditions.

Medical Center Parking

The Medical Center, due to the unique range of 24-hour parking demands that it experiences, will require the ongoing improvement and development of an overall parking strategy. Future parking garage construction, management, maintenance and security policies will primarily be based on the development programs of each institution or health-care provider. However, through the efforts of Louisville Medical Center, Inc., or other coordinated downtown and Medical Center parking strategies, the following objectives and recommendations can be realized:

- Joint ventures in parking facility construction and management should be considered to meet overlapping parking demands and to improve traffic access and flow.
- Long-term parking garages should be sited in perimeter locations to intercept traffic from the Floyd and Chestnut Streets area.
- The location, scale, massing and exterior features of future parking facilities should be designed to complement the overall Medical Center environment, particularly the pedestrian and visual environment in the vicinity of Floyd and Chestnut Streets.

- Adequate interior and exterior lighting and directional signage should be incorporated in future garages and lots for security and pedestrian comfort.
- Landscaping should be incorporated around the perimeter and interior of surface parking lots in a well-designed and defensible arrangement. Future surface parking lots should be limited along Chestnut between Floyd and Preston Streets to create a pleasing pedestrian and visual environment.
- A system of "trailblazer" signs should be studied and implemented to guide motorists from the Interstate highway system and major arterials leading to Medical Center parking and destinations. The signage system should complement the existing kiosks.
- On-street metered parking should be reduced or eliminated in the vicinity of Floyd and Chestnut Streets to facilitate emergency, patient and visitor traffic access and flow and to improve the quality of the pedestrian environment, which is dominated by both on- and off-street surface parking.
- Opportunities to incorporate new parking facilities along Second and Third Streets to serve both Medical Center employees and visitors should be considered as part of future commercial, convention, hotel and residential development.

An estimated 25,600 revenue passenger trips, or 55 percent of all trips for which TARC passengers pay a fare, begin or end Downtown.

- The feasibility of valet parking to assist both patients and visitors should be considered, particularly in the Floyd and Chestnut Streets area.

Park-and-Ride

A 1979 study by KIPDA of general locations for potential park-and-ride facilities should be re-examined in conjunction with current and potential TARC routes and ridership. Target areas should include:

- I-264 corridor, particularly between I-65 and I-71.
- I-265 corridor, particularly at interchanges with I-71, I-64 and I-65.
- Locations in the south central area of Louisville and Southern Indiana that have direct arterial or freeway access to Downtown.

Transit Connections

Future studies to assess the feasibility of extending or rerouting circulator transit or trolley service should examine routes that will connect with existing and future parking facilities, particularly potential peripheral parking facilities.

Promotion

Promotional efforts conducted by LCA and PARC, particularly regarding CityPark, should be expanded to continue

to support downtown retailing and to guide visitors to public parking facilities and special events.

Identification and Directional Signage

The potential for establishing dimensional, location and design standards for both public and private garage and surface lot identification signage should be explored in order to provide greater uniformity and visibility.

A long-term program for consolidating, upgrading and standardizing public parking, points of interest and directional signage, particularly at entry points and along connecting arterials and Interstate ramps accessing downtown facilities, should be instituted.

Parking Data File

The data compiled as part of the Plan's *Parking Technical Report* should be maintained and updated on an annual basis to support future planning, marketing and development efforts.

Transit

Downtown is the hub of the TARC (Transit Authority of River City) transit system. An estimated 25,600 revenue passenger trips, or 55 percent of all trips for which TARC passengers pay a fare, begin or end Downtown. Thirty-seven of TARC's 50 bus routes directly serve Downtown.

Daily passenger boardings in the downtown area amount to 22,100 trips on the average weekday. These include revenue passengers, transfers (24 percent of all TARC trips), and 5,200 daily riders on the fare-free Toonerville II Trolley. About 7,000 to 9,000 downtown workers (or about 10 percent to 13 percent of the total) are estimated to commute by TARC daily. A total of 12,800 weekday transit revenue trips originate Downtown. Since 1974—the inception of public ownership of Louisville's transit system—transit has experienced two distinct periods. From 1974 through 1981, TARC underwent a vigorous service expansion program. Since that time, the emphasis has been placed on fine-tuning transit service as Federal operating assistance has become a smaller portion of overall revenue. Scheduled vehicle miles grew from 5.6 million at the outset of TARC service to 8.4 million miles per year in fiscal year 1981 and to 8.9 million per year in fiscal year 1987.

Over the next decade, the ratio between auto (87-90 percent) and transit (10-13 percent) trips to and from Downtown should be improved. Public transit policies should continue to be closely integrated with Downtown's overall traffic and parking improvement strategies. Public transit should play a greater role in reducing parking demand, improving air quality and relieving congestion on the downtown street grid. It should continue to provide an efficient and economical means for workers, residents and visitors to reach Downtown Louisville.

Transit service should be provided to serve future Medical Center, Main Street, Broadway and Core employment concentrations.

Though the automobile and TARC buses will remain the dominant forms of transportation serving Downtown, long-range strategies for exploring and preserving fixed guideway (light rail, bus-way, people-mover, etc.) public transit options should not be overlooked, particularly along corridors serving eastern Louisville and Jefferson County, and southern destinations including the University of Louisville, Churchill Downs, Standiford Field and the Kentucky Fair & Exposition Center.

The following preliminary recommendations for public transit service are based on the *Technical Transit Report* produced by the Plan's Transportation Subcommittee in conjunction with LCA, TARC and KIPDA staff.

Marketing

TARC programs and services should be developed to serve target markets identified by the market research recently completed by TARC. Ongoing market study findings will continue to shape downtown transit service. Increased public-transit ridership must continue to be an important goal. Marketing and service improvements to raise downtown ridership by a minimum of 10 percent over the next decade should be pursued. Marketing strategies such as monthly-discount transit passes and reduced fares for downtown shoppers should be considered.

Transit Streets for Local and Commuter Express Service

Except for the Fourth Avenue trolley route, transit service in Downtown Louisville will continue to operate on existing streets in conjunction with peak and normal traffic flows. Ongoing transit ridership and service monitoring by TARC and KIPDA should continue to identify potential isolated transit and traffic conflicts. The designation of high-occupancy vehicle lanes or establishment of exclusive transit streets is not warranted, given current and potential ridership levels. However, the ongoing coordination of transit service needs with future development activity and traffic, parking and pedestrian improvements, must be assigned a high priority.

Express bus service for commuters will continue to access and service Downtown from I-65, I-64, Roy Wilkins Avenue, Broadway, First, Third, Fifth and Sixth Streets. Chestnut Street, Muhammad Ali Boulevard, Liberty Street and Market Street will also continue to be important core transit streets due to the interface of express, local, circulator and trolley service.

Future core development will need to consider the siting and design of heavily utilized transit stops and shelters, particularly in the vicinity of Fifth and Liberty, and Fifth and Muhammad Ali Boulevard. Future growth along Third Street, Second Street and the Waterfront will warrant extensions or shifts in commuter and local transit service.

Future Service Areas

Transit service should be provided to serve future Main Street, Broadway and core employment concentrations. Downtown transit service should respond to the future needs and destination patterns of commuters. Major office construction announced in recent months and future core office growth will generate increased trips into Downtown Louisville that will generally reinforce the pattern of destinations for TARC commuters.

TARC, as part of its system-wide evaluation of public transit routes and service levels, should investigate potential improvements to local and express bus service to the Medical Center, including transfers with the circulator service.

Trolley Service

Trolley service should continue to be an exclusive downtown service and the fare should continue to remain free. Future trolley service extensions should be considered to the Public Library and to the eastern Waterfront and public attractions as future development occurs as part of the Waterfront Master Plan. TARC officials should be participants in the master planning process. Future trolley extensions should only occur if adequate headways can be maintained.

Circulator Service

Three circulators currently serve Downtown: Medical Center, Main Street and Fourth Street. Ongoing monitoring of ridership and service on these circulators should continue.

As part of the Commonwealth Convention Center expansion study, the feasibility of establishing a small and less capital-intensive transfer center for the Trolley, downtown circulator service and a potential public transit service to the Kentucky Fair & Exposition Center and Standiford Field should be explored.

In the short term, the Medical Center and Main Street Circulators should be converted from the current TARC coach service to a unique and readily identifiable vehicle that can provide short headways from stops that are well-sited and clearly signed. Marketing efforts should continue to be focused on increasing circulator ridership.

If a new medical hotel is constructed, the Medical Center circulator should be extended east at least to Hancock Street and possibly to Clay Street to also serve residents of Phoenix Hill and Phoenix Place. The intersection of Floyd and Chestnut Streets should incorporate a specially designated circulator stop.

The Main Street circulator should be extended one block east to Floyd Street to serve the Haymarket.

The long-term feasibility of either refining or consolidating one or more circulator routes should be considered to provide a true downtown circulator. It should serve the Core and specific destinations within the Waterfront, East Main-Market, Medical Center, Broadway, West Downtown and West Main Street Districts.

The long-range feasibility, cost, ridership and enumerated impacts of an exclusive guideway or people-mover form of public transit service connecting the Core, Medical Center, Waterfront and Main Street cultural facilities should also be considered as an alternative to a rubber-tired circulator vehicle.

The Plan's locations for future parking facilities will be serviced by the existing trolley and circulator transit services and the future routing of a new downtown circulator.

Standiford Field and Kentucky Fair & Exposition Center Connection

The introduction of public transit service between the expanded Commonwealth Convention Center and the Kentucky Fair & Exposition Center and possibly Standiford Field should be considered. The frequent availability of an exclusive transit service between the two facilities and nearby hotels could enhance Louisville's attractiveness as a convention destination. Alternative routes for future study would include I-65, Second Street, Third Street, Eastern Parkway, Crittenden Drive and the proposed connecting street from Churchill Downs.

Transit Center

As part of the Commonwealth Convention Center expansion study, the feasibility of establishing a small and less capital-intensive transfer center for the Trolley, downtown circulator service and a potential public-transit service to the Kentucky Fair & Exposition Center and Standiford Field should be explored.

Transit Stops and Shelters

Over time, existing transit stops and shelters will be improved, replaced or relocated as downtown development proceeds. Current sidewalk dimensions

and the design of transit shelters inhibit pedestrian circulation along sidewalks in or near the downtown core. Recent transit shelter designs employed in other cities provide equivalent amounts of rider protection but consume less sidewalk area. Future transit shelter improvements should be sited and designed to accommodate both transit riders and pedestrians.

Park-and-Ride

There are currently 51 sites recognized by TARC as park-and-ride lots. Only the lot at Iroquois Park is located on publicly-owned property; the remainder of the park-and-ride lots are located at shopping centers and churches. At least three sites are located within one mile of the downtown perimeter. The remaining sites are at various locations and distances from Downtown. Many are located at the terminus of radial and express commuter bus lines.

The 1978 *Center City Transportation Study* identified 10 potential peripheral parking locations and eight downtown transition area sites that could be linked to downtown circulators or an exclusive bus loop. In 1979, nine priority locations for potential suburban park-and-ride lots were identified by KIPDA. State funds for park-and-ride facilities are no longer available. However, TARC should continue to investigate potential suburban park-and-ride locations in conjunction with suburban transit service improvements.

Following the Plan's adoption, it is recommended that the streetscape guidelines be updated and amended to reflect the Plan's recommendations, the principles expressed in the urban design Recommendations section, and future urban design or streetscape plans to be developed for the Waterfront, West Main Street and the Medical Center.

Right-of-Way Conservation

In 1981, an alternative analysis study of potential rapid transit corridors was completed for Louisville. Since the 1969 Gruen Plan, which recommended a system of rapid transit routes, a number of other studies have examined the feasibility of reserving rights-of-way for light rail or busway travel in varying levels of detail. However, potential corridor densities, ridership estimates and Federal funding policies do not currently justify this type of public investment for transit service.

Similar cities have completed alternative analysis studies that fail to justify major public investments in light rail or busway systems, and have initiated programs to monitor development permits along potential future rights-of-way or corridors as a means of conserving future options. Louisville should consider re-examining the eastern and southern corridors identified through the 1981 study, particularly in light of the Plan's recommendations for future development, and determine if some form of long-range monitoring of private and public development activity along these corridors is warranted.

Pedestrian Circulation

Since May, 1984, the downtown street environment has been governed by a set of streetscape guidelines prepared by the Engineering Division of the City's Department of Public Works. Some important changes have significantly influenced Downtown's pedestrian

environment since these guidelines were set in place—most notably, the conversion of the Fourth Avenue Mall into a transitway and the analysis and recommendations advanced as part of the Louisville Downtown Development Plan. Following the Plan's adoption, it is recommended that the streetscape guidelines be updated and amended to reflect the Plan's recommendations, the principles expressed in the urban design Recommendations section, and future urban design or streetscape plans to be developed for the Waterfront, West Main Street and the Medical Center.

Existing Open Space Plan and Streetscape Guidelines

The current streetscape guidelines were developed as a result of the 1983 Louisville Central Area *Open Space Plan* and the City of Louisville Ordinance (Number 262, Series 1983) adopting and recognizing the *Open Space Plan* as the "open space and streetscape master plan for Downtown Louisville."

The *Open Space Plan* recommended four categories of design treatments for the downtown streets: Core; boulevard; background, and potential transit priority areas. The Downtown Development Plan recommends an expansion or modification of these categories based on the district concept and the identification of special pedestrian linkages.

Core Area

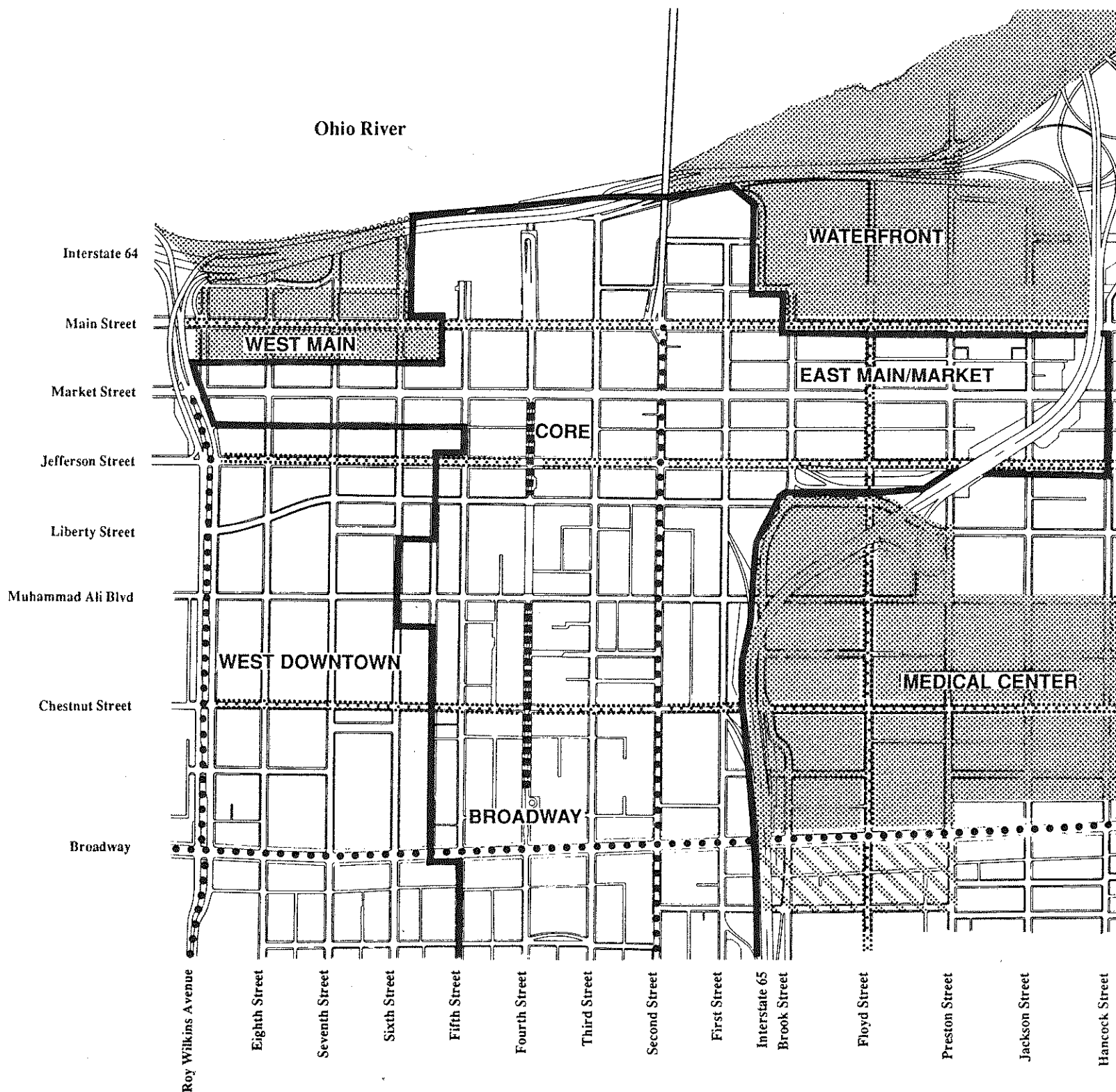
Of the four design categories, the most detailed recommendations concerned the Core. The Core treatment area was roughly defined as the area from the river on the north to Broadway on the south, and from Third to Fifth Streets. The scored sidewalk pattern and the Victorian light standards were a direct result of these recommendations.

In keeping with the proposed district concept, the Plan recommends that the core treatment area be modified to cover the area from River Road south to Chestnut Street, and from Armory Place east to Second Street.

The scored sidewalk pattern should be concentrated in the core area. To correct the aesthetic and safety problems with the existing core sidewalks, stricter standards for color and the width of the scoring, or grooves, should be developed. Such quality control measures would allow for a more uniform look and surface.

As an alternative to the scored sidewalks, a paver system—reflecting the same design as the scored walks—should be investigated. A paver system would allow for greater uniformity in installation, since such systems provide greater control in the width of the grooves. Maintenance and repair would be efficient and less costly with a paver system than with concrete paving. Additionally, pavers allow for both shifts in tone and/or texture when moving from one district to another and provide easier access to underground utility lines.

Figure 45
Pedestrian Improvements



The Victorian light standards, installed as a result of the *Open Space Plan's* recommendations, should be concentrated in the core area. Victorian standards currently dominate this area, with only a few exceptions.






Broadway Area

Sidewalk paving in the Broadway area should follow the recommendations stated for the Core. A substantial investment in the scored pattern has been made along Broadway and in scattered places along Second and Third Streets. This investment should be respected and the scored pattern should continue.

As in the core area, the Victorian light standards are in use throughout most of the Broadway district. This should be continued.

Special Treatment Areas

As part of the district concept, a number of areas in Downtown have been identified as being suitable for specially designed streetscape improvements. Streetscape treatments in these areas

-  Improved Scored Pattern/Visco Lighting
-  Special Treatment Areas
- Street/Pedestrian Improvements:
 -  Fourth Avenue Transitway Improvements
 -  Parkway/Parkway like Improvements
 -  Priority Streets



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Development of new streetscape standards presents an opportunity for the Medical Center to create a special, unified campus image. Although the development within the Medical Center is typified by large institutional, educational, research and health-care facilities, a uniform streetscape will serve to draw the area together, making the Medical Center a recognizable destination in Downtown.

should enhance the area's unique character, while establishing a sense of place. Unique paving and lighting patterns will serve to give the areas a 'destination' quality.

More specific standards should be advanced for six special districts in Downtown. The Waterfront, West Main Street and the Medical Center are high-priority areas for detailed streetscape improvement studies and design. The Haymarket, South of Broadway and West Downtown areas also warrant additional study.

Waterfront

The Waterfront Master Plan will advance specific recommendations for streetscape improvements. These improvements should cover both the primary and secondary planning areas—as identified in the Program for the Downtown Waterfront Master Plan.

Special attention should be focused on the River Road pedestrian crossings. These crossings will play a crucial role in connecting the rest of Downtown to the Waterfront, and in bridging the different sections of the Waterfront itself. Consideration should be given to developing an alternative pavement design and/or texture at crossings on River Road. The location and signalization of these crossings will be vital as well. It is important that the timing of the crossing signals be sensitive to the width of River Road and the number of pedestrians, to allow plenty of time for crossing this busy thoroughfare.

Main Street

An urban design and streetscape improvement plan for West Main Street should be undertaken. The plan will concentrate on the historic cast-iron district, from Fifth Street to Ninth Street and will include the Riverfront Plaza/Belvedere. The guidelines for West Main Street must tie into the Core, but should develop treatments that reflect the special architectural and cultural character of the area. The streetscape standards also should focus on the streets that connect West Main Street with the western Waterfront areas, as well as with the future development sites on Market Street.

Washington Street and Pike Alley (running between Main and Market Streets) should become viable pedestrian ways, instead of their current role as mere service and parking routes. The urban design and streetscape plan should examine the interrelationships between Main Street and these alleys.

Medical Center

The *Open Space Plan* does not advance recommendations for the Medical Center. Development of new streetscape standards presents an opportunity for the Medical Center to create a special, unified campus image. Although the development within the Medical Center is typified by large institutional, educational, research and health-care facilities, a uniform streetscape will serve to draw the area together, making the Medical Center a recognizable destination in Downtown.

The streetscape design—paving patterns, lighting and street furniture—for the Medical Center should be compatible with the Center's contemporary architectural and institutional character. While providing the Medical Center with a certain distinctiveness, the streetscape standards should serve to provide a sense of orientation and direction for patients and visitors. The improvements should concentrate along Chestnut Street, between Floyd and Preston Streets.

Haymarket

As with the Medical Center, the *Open Space Plan* did not consider the Haymarket area. Streetscape standards for the Haymarket and East Main and Market Street areas should attempt to tie each area to the Core. The use of the Victorian light standards and historical markers would serve this purpose. I-65 must be bridged to increase the marketability of the Haymarket and other secondary retail establishments in the area. Improvements should address Produce Plaza as well.

South of Broadway

The standards in use for the Core and Broadway should be continued into the area south of Broadway. The extension of the scored pattern and the Victorian light standards will serve as a bridge from Downtown to the proposed concentration of housing south of Broadway.

Ongoing study and implementation of alternative forms of transportation should continue to be part of Downtown's overall transportation policy. Bicycle and hiking trails, Ohio River commercial transport, water taxi and tour boats, and inter-city AMTRAK service should be assigned a high priority.

West Downtown

The *Open Space Plan* considered the West Downtown area as part of the background treatment area. The West Downtown area is an urban renewal area characterized by 1960s and 1970s commercial architecture. Due to its significant difference in character from the West Main Street and Core Districts, the scored sidewalk pattern and Victorian light standards of the streetwall districts are not appropriate in the West Downtown area. Alternative guidelines should be developed for West Downtown that are more compatible with the area's character and architecture.

Banners

The use of street banners is recommended as an identifying element for the Plan's special linkage streets. City street banners draw people into Downtown, while adding color and a festive spirit to the area. Banners can also serve to support and promote civic and cultural programs and events. Careful and particular attention must be given to design, placement, maintenance and oversight of these banners.

Street Trees

Street trees are a crucial element of the Downtown pedestrian environment. The Plan staff and the City of Louisville's arborist have developed a set of general and specific recommendations regarding the planting, maintenance and species selection of street trees in Downtown. Although not included in detail in this

Plan, the specific recommendations should be developed as an amendment to the streetscape guidelines. The Open Space Ordinance, or a companion ordinance, should be adopted for project phasing, tree species selection, planting, maintenance responsibilities and other supporting efforts.

Second-Level Walkways

Increased street-level activity is a major goal and priority of the Plan. Downtown's existing system of second-level walkways is limited, and primarily extends along a north/south axis to connect the Galleria, parking facilities and hotels with Commonwealth Convention Center.

Future skywalk extensions across streets, particularly in the Core, West Main and Broadway Districts, should be severely limited based on guidelines or standards pertaining to impacts on street-level retailing and pedestrian activity, views, building integrity, public right-of-way encroachment, light and air access, maintenance, lighting and security. Particular consideration should be given to those walkways that cross the major street linkages previously described. Future skywalks or second-level connections that impact buildings or districts of historic or architectural significance should be subject to specific standards and review by the Landmarks Commission.

Second-level walkways within the Medical Center deserve special mention. Future additions to the Medical Center's

system of second-level walkways should be limited to locations where the walkways are essential to the delivery of patient care. Walkways proposed solely for convenience or to replace street-level pedestrian movement should be subject to the same review as mentioned above.

Downtown's existing second-level walkway system should incorporate improved directional signage, as well as improved ongoing maintenance and upkeep.

Alternative Forms of Transportation

Ongoing study and implementation of alternative forms of transportation should continue to be part of Downtown's overall transportation policy. Bicycle and hiking trails, Ohio River commercial transport, water taxi and tour boats, and inter-city AMTRAK service should be assigned a high priority.

Bicycle Trails

Louisville is served by a network of primarily Class III bicycle trails, which offer no separation between automobiles and bicycles. Only two trails penetrate the edges of the Downtown planning area: the western neighborhood system, which links the western neighborhoods with Shawnee Park and Downtown by way of Main, Fifth and Market Streets; and the eastern Waterfront and eastern neighborhood system, which meets Downtown at the future Waterfront Park site.

Development and public access plans for the Louisville, Clarksville and Jeffersonville waterfronts are advancing at various stages to include marina, harbor, housing, trails, public access and commercial activity.

The Waterfront Master Plan will propose improvements and extensions to the existing waterfront bicycle trail. The trail will be a minimum of 6 to 8 feet wide, providing a Class I bicycle trail with two lanes of travel separated from vehicular traffic.

The trail will be part of an overall waterfront bicycle and hiking trail that could be developed over time to link with existing neighborhood trails and provide connections to waterfront facilities, including Shawnee Park, the historic Portland wharf, McAlpine Locks, Shippingport Island, the Riverfront Plaza/Belvedere and wharf connection, the Southern Indiana waterfront by way of the Clark (Second Street) Bridge, and the eastern Waterfront and neighborhoods. *Connections to Downtown* should be considered along Floyd, Second, Fourth and Sixth Streets. Connections between Downtown, Old Louisville and the crosstown neighborhood trail that extends along Kentucky, Garvin and Ormsby, should be considered from these same streets.

Ohio River Commercial Transport

The Ohio River is a major segment of the nation's Inland Waterways system. The Louisville and Portland Canal and McAlpine Locks and Dam are major Federal facilities that handle millions of tons of cargo and thousands of recreational water craft annually. A plan by the U. S. Army Corps of Engineers to improve the canal's capacity and facilities should be closely coordinated with local plans for improving public access to the Ohio River.

Over the past several years the Downtown wharf has been upgraded to incorporate Trolley service, docking and promenade improvements. The Waterfront Master Plan should consider the addition of a dock and related mooring space east of the wharf to accommodate the *Belle of Louisville, Delta Queen, Mississippi Queen* and related loading, unloading, vehicular and Trolley access and pedestrian connections. The location of the dock must permit maneuvering and avoid projections into the Ohio River channel.

Water Taxis and Tour Boats

Development and public access plans for the Louisville, Clarksville and Jeffersonville waterfronts are advancing at various stages to include marina, harbor, housing, trails, public access and commercial activity. The feasibility of providing docking space for water taxis or additional local commercial tour boats should be considered to provide connections between waterfront activities.

Inter-City AMTRAK Service

AMTRAK is considering the feasibility of a new inter-city train route between Chicago and Jacksonville, Florida. One of the alternative routes would return AMTRAK service to Louisville. Federal, State and local officials should continue to support the selection of a route to serve Louisville. If passenger train service does return to Louisville, a public transit connection between Downtown and the eventual AMTRAK station should be established.

Utilities

As part of the planning process, . . . downtown utility providers were interviewed to assess the location and condition of their existing services.

The supply and delivery of utilities are essential to both the future development and the smooth and efficient operation of Downtown. Utilities are fundamental elements in supporting and providing for a workable, safe, healthy and comfortable downtown environment. The quality of life in Downtown is in part molded by its amenities—its fountains, plazas, lighting and landscaping—and these are supported by the city's utility network.

The utility network represents a tremendous investment in terms of both the initial installation and the ongoing maintenance of facilities. These investments have shaped and will continue to shape the pattern of development in the city. Utilities must also be able to support future development. The pace of future development will be impacted by the ability of the City, utility companies and private developers to supply essential services and infrastructure improvements. This is especially the case in areas such as the Waterfront, where existing utility service is limited.

At the same time, it is crucial that the ongoing maintenance of utilities be coordinated among utility companies and public works agencies to assure the minimum possible functional and aesthetic disruption to Downtown's pedestrian and vehicular traffic.

Downtown is served by three major utilities—the Louisville Water Company, the Louisville Gas & Electric Company

and the Metropolitan Sewer District—as well as a number of telephone and fiber-optic providers.

Louisville Medical Center, Inc.'s Steam and Chilled Water Plant also serves the allied health-care agencies in the Medical Center with 413 million pounds of steam annually and provides 22 million ton-hours of chilled water per year.

As part of the planning process, each of these downtown utility providers were interviewed to assess the location and condition of their existing services. Maps charting the location and condition of downtown utilities were collected and reviewed as part of the Plan's background information. It is important to note that this information is general in nature; more detailed site surveys will be needed before proceeding with specific development projects.

In addition to the location and condition information, the Plan's development recommendations were discussed with each company to determine the existence of any current or future service or supply issues, as well as to assess the impact of each utility's plans for expansion, replacement or improvement of existing and future facilities.

Each of the utility companies reported that Downtown does not face any extraordinary service or supply issues: given the existing and planned utility sources and services, Downtown can be served by electricity, gas, water and drainage without exception. With adequate time to plan for any possible

needed increase in service for a particular development, and good communication with other utility providers, the utility companies can supply and service the entire Downtown. Specific areas within Downtown may be more expensive to improve, repair or expand services, but the entire area is serviceable. The Waterfront is an example of an area where there will be a significant need for expansion of existing utility services. The type, location and cost of this major expansion will be determined by the Waterfront Master Plan that is now underway.

Utility and Agency Coordination

Over the last decade, utility companies within the Louisville area have attempted to improve the coordination and communication between themselves and the public agencies responsible for street paving (i.e., the City of Louisville Department of Public Works and the State of Kentucky Department of Transportation). As a result of this new communication, vast improvement has been made in their cooperation in the timing and execution of scheduled utility repair and maintenance.

With advances in capital improvement planning and communication, local utility companies and street paving agencies are attempting to schedule underground work for minimum disruption both to traffic and to the appearance of downtown streets and sidewalks. An example of this effort is the Louisville Water Company's policy to avoid (except under emergency conditions) continuous street repairs or

The Louisville/Jefferson County Information Consortium (LOJIC) . . . will provide the community with an up-to-date information system that will assist government agencies, utilities, law enforcement and emergency services and private businesses in providing services in a more efficient and cost-effective manner.

improvements on paving that is less than five years of age. Plans for capital improvements will need to be flexible to accommodate the needs of new developments as they come on line in Downtown. In this regard, communication between utility companies, City and State street paving agencies, the Office of Downtown Development and the private development community, will become increasingly important.

Geographic Information System

Related to the increasing need for communication among utility companies and governmental agencies, is an effort headed by the Metropolitan Sewer District (MSD) to create a geographic information system for the Louisville area. The Louisville/Jefferson County Information Consortium (LOJIC), a computer-based mapping and information system, will provide the community with an up-to-date information system that will assist government agencies, utilities, law enforcement and emergency services and private businesses in providing services in a more efficient and cost-effective manner. Currently, MSD is the only utility participating in the project, although it is anticipated that, as the program advances, other utilities will join the system.

The Plan supports the development of LOJIC and encourages the participation of all local utilities and government agencies. The system will be an invaluable tool in locating existing utilities and in planning and coordinating improvement and expansion projects.

Issues, Concerns and Plans

The following text generally outlines the issues, concerns and plans of major utility providers in Downtown:

Louisville Water Company

In 1989 the Louisville Water Company developed a 10-year plan for timely replacement and rehabilitation of high maintenance, undersized water mains in the central business district. (The Water Company's definition of CBD matches the boundaries of the downtown planning area.) The plan generally calls for replacement of a 12-inch water main grid throughout Downtown proper, with larger transmission mains in Main Street, Clay Street, Broadway and Eighth Street. The design of the planned hydraulic system is recommended by the National Fire Protection Association and others for business districts, and should pose no source or supply concerns for any foreseeable development.

Today the Water Company's Main Replacement and Rehabilitation Program commits approximately \$1 million annually to the CBD zone. The Water Company has identified 46 construction projects for the period covering 1990 through the year 2000. Although these projects have been charted out for the next 10 years, the plan is flexible and can accommodate changes due to other agencies' capital improvement plans or new developments.

Louisville Gas & Electric Company

Louisville Gas & Electric (LG&E) is responsible for all the gas and overhead and underground electric service in Downtown. LG&E, through an agreement with the City of Louisville, installs and maintains all the street lights within the City. LG&E reported no major service or supply issues in the downtown planning area.

LG&E has a long-range plan to replace the cast-iron mains in the downtown area. This replacement will need to be coordinated with the other utility companies and City and State paving agencies.

As a general policy, most electric lines in Downtown are located underground. Overhead lines still exist in some areas of the downtown planning area, specifically in alleys in the northern sections of the Core and Broadway Districts, the extreme western section of the West Main Street Historic District, the Waterfront and East Main and Market Streets area and the area south of Broadway. Development areas recognized as priority areas by the Plan (such as West Main Street and the Waterfront), should be targeted for utility improvements that include burying overhead electric lines. Development and rehabilitation projects that take place in the interim should prepare for future underground connections.

As the Waterfront develops, MSD will need to expand flood control facilities, along with sewers, eastward into the Waterfront Master Plan's primary planning area.

As development pressure increases in and around Downtown, the need for new or expanded electric service will increase as well. The location and design of future above-ground power lines within or near Downtown should be sensitive to the character and type of development in the surrounding area, avoiding conflict where possible.

The Waterfront Master Plan should consider the possible relocation of the high-tension wires that exist in the eastern and western waterfront areas. LG&E, along with the Waterfront Development Corporation, will need to investigate the possible costs and impacts of installing these lines beneath the ground.

Over 100 underground electric facility vaults lie within Downtown's public right-of-way. The location of these vaults should be considered when design plans and cost estimates are prepared for streetscape improvements. The majority of the utility vaults are located within the Core and Main Street districts. Streetscape design plans should consider the alternatives of designing around, removing or relocating the utility vaults.

LG&E operates an electric transmission and distribution substation at Third Street and River Road. The station is located at an important gateway to Downtown, with excellent access to the Core, Waterfront and West Main Street areas. This substation, known as the Waterside Station, currently serves much of LG&E's downtown zone and is one of the network's most important stations.

Although the facility occupies important riverfront real estate, it serves an essential function in Downtown. LG&E, the Waterfront Development Corporation and the Office of Downtown Development should work cooperatively to determine the future of this facility. In the short term, efforts should be made to generally improve the environment surrounding the facility and diminish its impact on the area, such as screening the station from the street.

Another substation operated by LG&E is located at Clay and Madison Streets. This station, located on the edge of the Medical Center, abuts a residential section of the Phoenix Hill neighborhood. Consideration should be given to the possible relocation or screening of this station.

Metropolitan Sewer District

Officials of the Metropolitan Sewer District have reviewed the Plan's development recommendations and do not foresee any major service or supply issues for Downtown. Replacement of outmoded sewers and increased coordination with government and other utility companies are and will continue to be important concerns for MSD in Downtown.

MSD's county-wide system has a number of large and/or very old brick sewers. Downtown contains some of the oldest sewers in the system; the sewer on Second Street, between Main and Market Streets, was constructed in 1850. In addition, some sections of Main Street,

Broadway, Eighth Street and Fourth Avenue contain old brick sewers that measure at least 7 feet in diameter. MSD's policy is to replace these combination sanitary and storm sewers on an as-needed basis.

Major redevelopment efforts should include plans to inventory the sewers in those specific locations to determine if replacement or rehabilitation should take place prior to or during reconstruction of the area.

As the Waterfront develops, MSD will need to expand flood control facilities, along with sewers, eastward into the Waterfront Master Plan's primary planning area. MSD should work with Waterfront designers to incorporate suitable flood control and sanitary and storm drainage systems.

MSD's pumping station on the southeast corner of Fourth Avenue and Main Street occupies a visible and important site in the Core District. This station is an essential link in Downtown's drainage system, and MSD has no plans for removing or relocating the facility. As the Actors Theatre development progresses in the 300 block of West Main Street, the pumping-station site will become more prominent. MSD and the Office of Downtown Development should investigate the possibility of building around or above the pumping station—while providing MSD with access to its facility—to diminish its impact on the street.

Downtown must provide for the efficient and high-quality delivery of utilities.

South Central Bell Telephone Company

The Louisville area is served by South Central Bell Telephone Company. South Central Bell has reviewed the Plan's recommendations, and concluded that there are no significant issues affecting the company's ability to service the communications needs of Downtown.

South Central Bell's downtown facility is a major communications center, serving to advance Downtown's role as the center of the region. Opportunities for expanding and upgrading this facility should be supported.

Target Area

There are three areas where utility expansion or improvements will be tremendously important: along West Main Street; in the waterfront area; and in the area under study for expansion of Commonwealth Convention Center.

Main Street is a priority area for the Plan as the major utility corridor for water, sewers, gas and electric lines, with a concentration of underground utility vaults. Specific plans for streetscape improvements for Main Street must consider these utility concerns.

As work on the Waterfront Master Plan is completed, both major utility expansions and infrastructure improvements will be required. Because of the previous industrial nature of the eastern Waterfront, new roads, electric, gas and water lines, sewers and flood control facilities will be needed to develop a recreational, commercial and residential presence.

A primary recommendation of the Downtown Development Plan is the expansion of Commonwealth Convention Center. Should the ongoing study of the facility indicate that a major eastward expansion of the Center is needed, road

and utility improvement and relocations will be necessary. The area from Fourth Avenue to Second Street and from Market to Liberty Street should be considered a possible target area for these improvements.

In conclusion, Downtown must provide for the efficient and high-quality delivery of utilities. As the streetscape conditions in Downtown improve, it will become essential that maintenance and replacement of utility facilities are carefully coordinated and implemented so that expensive sidewalk and street improvements receive the least amount of damage. Where possible, streetscape improvements should be designed to permit ease of access for maintenance of underground utility lines. At the same time, the repair of existing utility lines and placement of new lines should be sensitive to downtown street tree and landscape improvements.

Focus Area Plans

Five focus areas for future private and public investment have been identified, based upon the Plan's goals, principles, forecasts and recommendations. Each of the focus areas presents unique opportunities for development and revitalization and, together with the recommendations from the Waterfront Master Plan, establishes a unified vision and development program for Downtown.

The adjoining figure defines the general boundaries of each of the five focus areas:

- Galleria-Commonwealth Convention Center
- Founders Square
- West Main Street
- West Chestnut Street–500 Block of Fourth Avenue
- Medical Center–East Chestnut Street

The following focus area plans summarize and illustrate key development, preservation, urban design, open space and related recommendations described by the previous chapters. Recommendations for *traffic, transit and parking* improvements are described in greater detail under the Plan's Transportation chapter. The focus area plans will guide and coordinate the many short- and long-range private and public implementation strategies that will be required to realize the Plan's overall vision for Downtown.

Galleria-Commonwealth Convention Center

Commonwealth Convention Center

One of the highest priorities for downtown revitalization must be the expansion of Commonwealth Convention Center by at least 30,000 to 50,000 square feet. A detailed feasibility study to determine how large an expansion project is warranted should be undertaken.

Convention and hotel, parking, restaurant and other related uses should be concentrated in the area generally bounded by Market, Second, Liberty and Fourth.

Improvements to the existing facility's exterior facades, accessibility, streetscape and pedestrian environment and service areas should be considered, as well as the incorporation of a greater degree of street-level transparency and possibly retail uses along Fourth Avenue.

The feasibility of installing teleconferencing facilities, either as part of the Center's expansion or in close proximity to convention, hotel, cultural and office uses, should also be considered.

Future convention expansion plans should upgrade pedestrian and visual connections: to hotel facilities at Brook and Jefferson; to East Main Street and the Waterfront from Second Street, and to the Medical Center.

Hotels

A new convention hotel facility of at least 200-to-250 rooms should be constructed as part of the Convention Center expansion. The hotel could be constructed at several alternate locations. The northwest corner of Fourth and Jefferson provides an important opportunity to further concentrate hotel rooms on Fourth Avenue near convention, retail and cultural facilities.

The Fourth Avenue frontage of the Hyatt Regency Hotel should be improved through facade design improvements, greater transparency, and the introduction of retail, restaurant or related uses at street level. The Fourth Avenue entrance should be improved through signage or other design changes to create a major entryway.

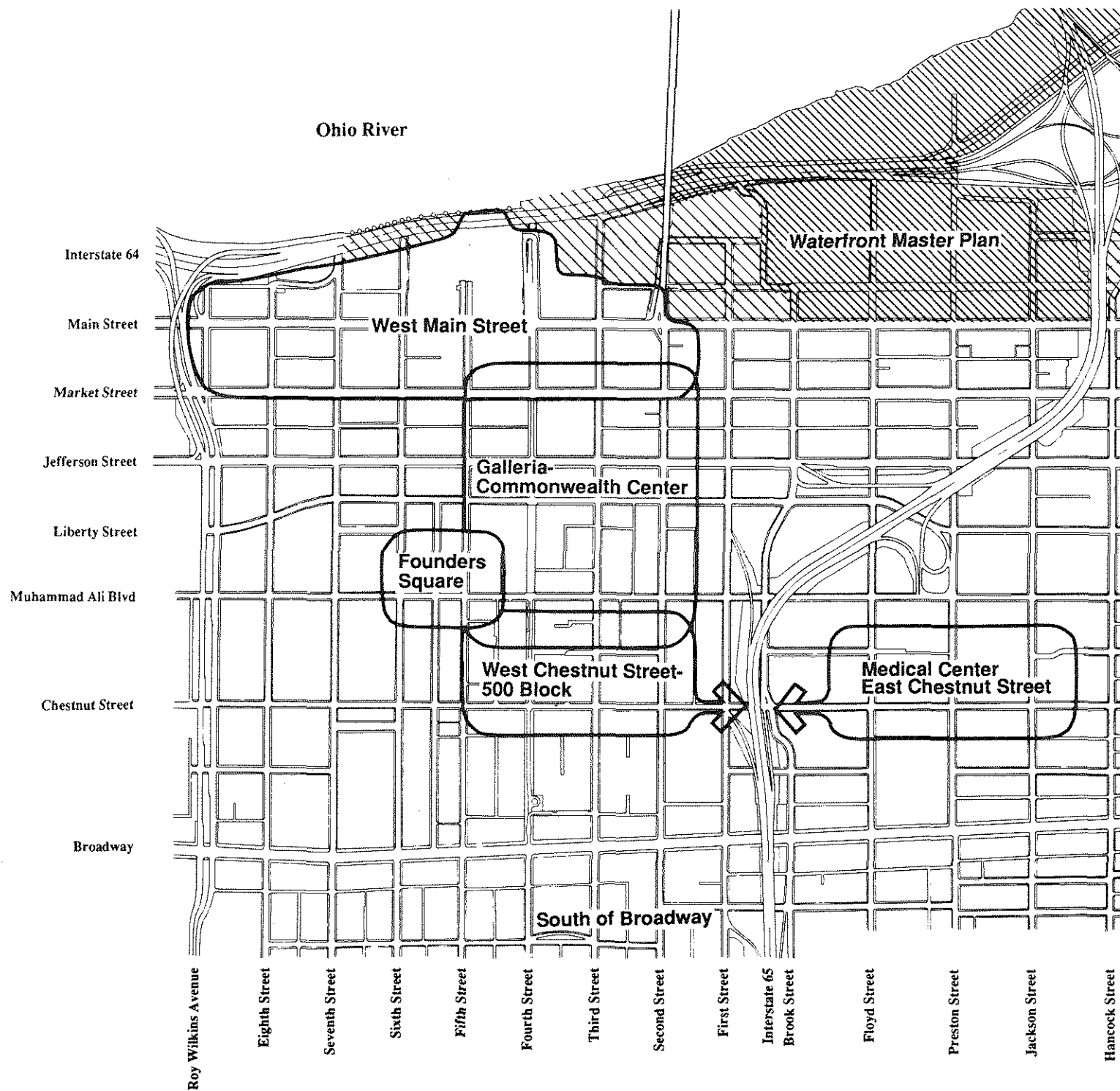
Hotels should provide temporary opportunities for outdoor dining or food and beverage service, particularly along Fourth Avenue.

The vacant buildings to the south and west of the Seelbach Hotel should be rehabilitated or redeveloped for hotel or related restaurant and commercial uses. Parking and service vehicle access improvements should also be considered.

Retail Strategy

A comprehensive retail strategy should be implemented for the retention and attraction of general merchandise retailing,

Figure 46
Focus Areas



restaurants and related establishments between Chestnut and Market Streets and along the one-block grid of intersecting streets between Third and Fifth Streets.

The addition of 50,000 to 100,000 square feet of unique retail space or a major new department store should occur as an expansion of the Galleria or immediately north of the Galleria.

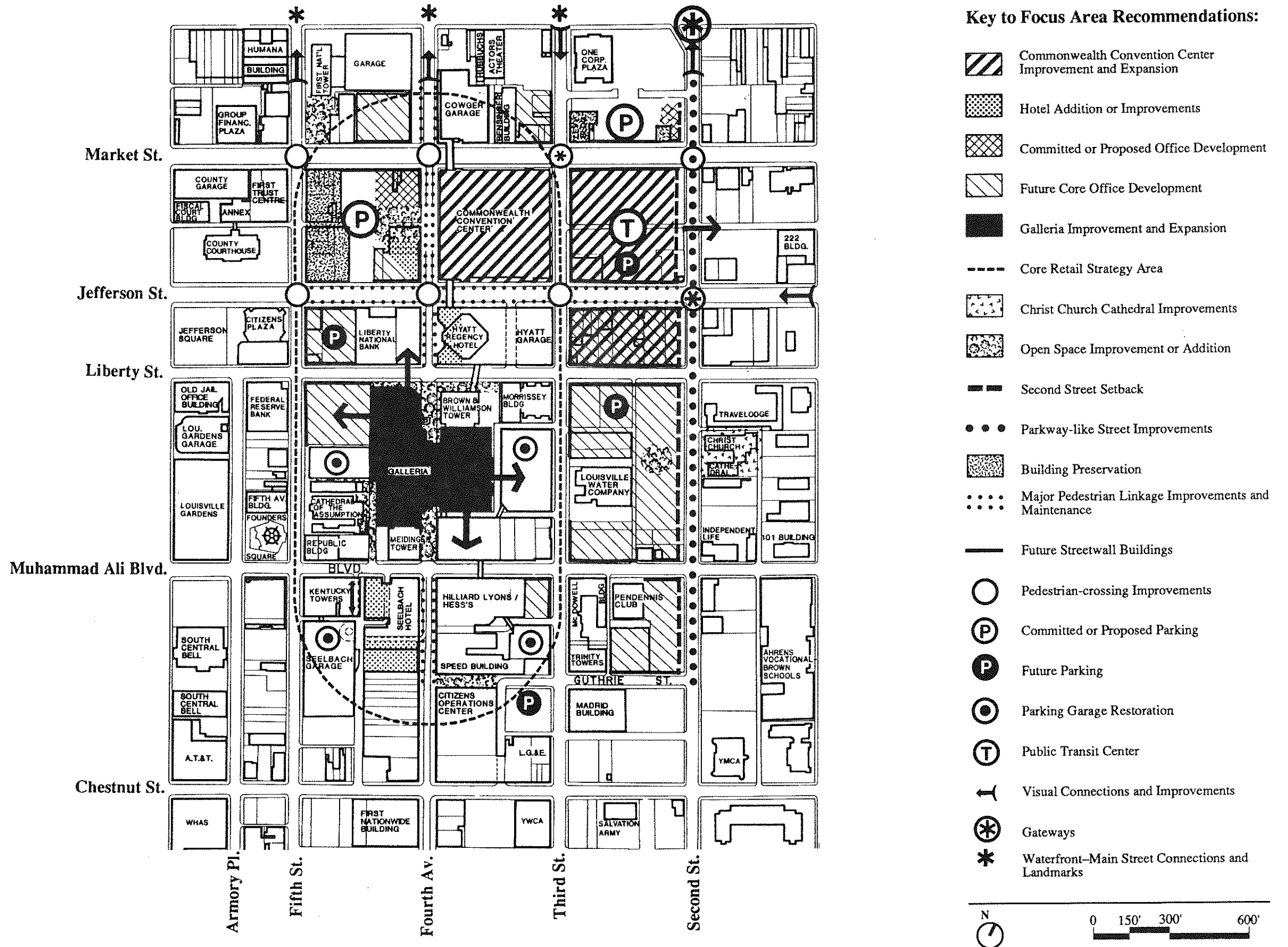
Convenience retail, restaurants and services should be located at street level as part of existing or future office towers, particularly along Fifth, Third and Second Streets.

The former Stewart's Department Store building should be improved to support either a new department store or a cluster of specialty retailers, or else be adapted for office space with retailing at street level.

Entertainment uses should be within walking distance of hotels, cultural and convention facilities. A first-run movie theater should be considered as part of the future convention, hotel and parking development program.

Figure 47

Galleria-Commonwealth Convention Center



Signalization, intersection or crosswalk paving and other forms of improvements are necessary to support pedestrian movement.

Galleria

The downtown retail strategy will assess the Galleria's current market and physical conditions and recommend improvements regarding: tenant mix, visibility and productivity; horizontal and vertical circulation; interior and exterior improvements; parking; marketing and promotion; expansion opportunities; and supporting strategies for the Starks Building and Stewart's building.

Office Development

Future high-intensity office development should be concentrated at the following locations to reinforce retail, restaurant and hotel development:

- Fourth Street between Market and Jefferson (Capital Holding Center)
- The northeast and southeast corners of Fifth and Liberty
- Between Jefferson, Muhammad Ali, Second and Fifth Streets

The northwest corner of Fourth Avenue and Market Street provides a long-term redevelopment opportunity for more intensive office and commercial use.

Management District

A management district should be established to provide supplemental services related to the maintenance of public space, enhancement of security and marketing. The management district

boundaries should include the Galleria-Commonwealth Convention Center, West Main Street, Founders Square and West Chestnut-500 Block focus areas.

Open Space

Improvements or the redesign of existing open spaces should be undertaken at the following locations:

- Galleria Courtyards
- First National Plaza

Future sidewalk, lighting and related streetscape improvements should be consistent with the Core paving pattern standards. The continuity of the Fourth Avenue sidewalk improvements should be maintained by future development.

Future zoning requirements and urban design guidelines should be adopted to guide the siting and design of future plazas and garden plazas.

The redevelopment of the block bounded by Liberty, Muhammad Ali, Second and Third Streets should incorporate a new open space across from Christ Church Cathedral.

A new plaza will be designed as part of the Capital Holding Center development.

Second Street

Future development along Second Street should incorporate setbacks and landscaping to establish a parkway-like streetscape.

Linkages

Fourth Avenue and Jefferson Street should be maintained and enhanced as major pedestrian, transit and vehicular linkages through sidewalk, lighting, street tree and other streetscape improvements.

Pedestrian Crossings

Jefferson and Market Streets are 90 feet wide and subject to periodic heavy traffic movement at moderate speeds. Signalization, intersection or crosswalk paving and other forms of improvements are necessary to support pedestrian movement.

Christ Church Cathedral

Christ Church Cathedral is a major downtown landmark. Opportunities to rehabilitate and expand the Cathedral, including space for additional parking, should be pursued.

200 Block of Fifth Street

The existing buildings fronting the 200 block of Fifth Street should be preserved.

Pedways

Existing pedways should be improved, but future pedways should be limited and subject to design standards and review.

Lighting

An ongoing program for lighting core buildings, architectural elements, public art, public spaces and landmarks should be established.

It [Founders Square] also can serve as a focal point for unifying existing and future office, retail and residential uses with the Cathedral of the Assumption and Louisville Gardens.

Founders Square

Founders Square Redesign

The redesign of Founders Square should be a high priority. The Square can be improved to serve as a true gateway between the Core District and West End neighborhoods. It also can serve as a focal point for unifying existing and future office, retail and residential uses with the Cathedral of the Assumption and Louisville Gardens. A program for the redesign of Founders Square should include the following objectives:

- Demolition of the former visitors' center.
- Landscaping and tree-planting plan that establishes a canopy of trees, raised interior planting beds and perimeter shrub and planting areas.
- Design themes to include the addition of fountains or other water features.
- Recognition of the importance of the Square's site in the history of Louisville's African-American culture.
- Consideration of two design themes: a united community and the 1937 Ohio River flood.
- Incorporation of public art in many forms: landscaping, fountains or water features, sculpture, lighting, paving, and other design elements.

- Outdoor eating spaces or a café associated with the Fifth Avenue Building or an adjoining structure.
- Exterior and interior seating arrangements, with views of both the street and interior space.
- Entrance and edge treatments to provide both visual and pedestrian access and a sense of enclosure.
- Paving design plan to connect with the Core, Cathedral and Louisville Gardens.
- Spaces for performances and activities associated with Louisville Gardens, the Cathedral of the Assumption and other events.
- A long-term maintenance commitment.

The redesign of Founders Square should be coordinated with planned and future improvements to: Louisville Gardens; Armory Place, which serves as an important staging and service area for Louisville Gardens; County parking garage access; the planned building and open-space improvements to the Cathedral of the Assumption; improvements to Cathedral Way and Cathedral School Court; streetscape and sidewalk improvements to Fifth Street and Muhammad Ali Boulevard; and the formulation of urban design guidelines for future development surrounding the Square.

The future development of publicly oriented plazas, or garden plazas, should be limited in this area, due to the proximity of Founders Square.

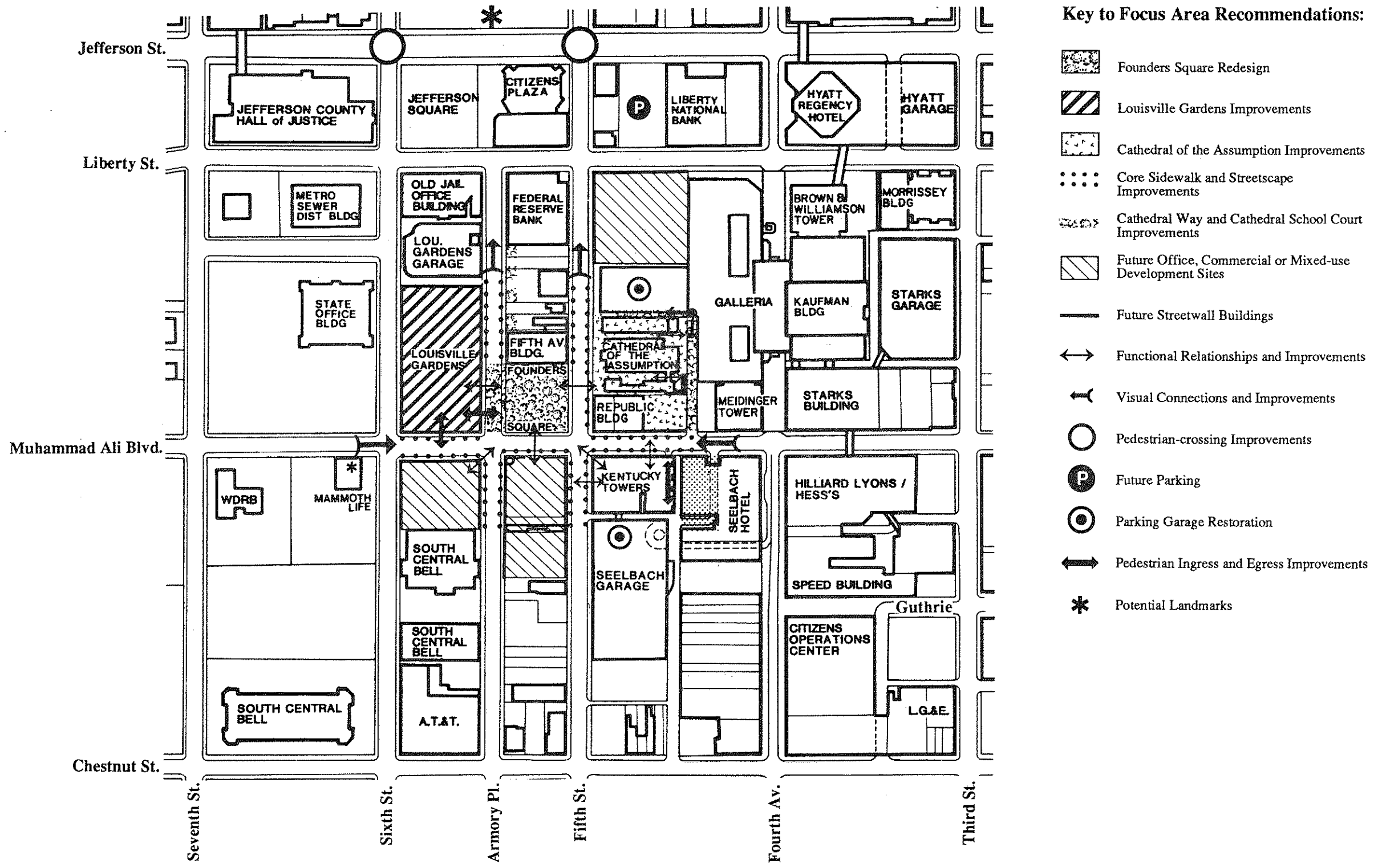
The siting, orientation and scale of future development to the south should consider the impact of shade and the possible reduction of solar access to Founders Square.

Louisville Gardens

Louisville Gardens is an important Core District facility that hosts a wide range of visitor attractions, events and musical performances. A number of actions should be considered to enhance the Garden's role as an important generator of downtown visitor activity:

- Develop a marketing plan to attract a wide range of events and activities to complement Commonwealth Convention Center and other Main Street and Broadway cultural facilities.
- Create new or improved pedestrian ingress and egress, particularly along Muhammad Ali Boulevard and Armory Place.
- Improve staging and service on Armory Place to complement the redesign and access to Founders Square.
- Coordinate future repaving and street-lighting improvements with the design of Founders Square.

Figure 48
Founders Square



The Cathedral of the Assumption has proposed a major restoration of its existing buildings as well as expansion of its programs with ecumenical involvements. Plans include a detailed preservation of its historical church, development of its museum and space for community use.

- Utilize Armory Place as an extension of the Square through paving or other forms of pedestrian improvements.
- Improve future exterior lighting to enhance the Gardens' stone facades.
- Redesign the marquee as a major visual landmark and focal point for the facility.
- Continue to maintain service access along the north side of the facility through the alley connecting Armory Place to Sixth Street.

Cathedral of the Assumption

The Cathedral of the Assumption has proposed a major restoration of its existing buildings as well as expansion of its programs with ecumenical involvements. Plans include a detailed preservation of its historical church, development of its museum and space for community use. Its purchase of a lot on Muhammad Ali will mean added enhancement.

The Cathedral proposal will create a significant new visitor attraction, expand utilization of the existing facilities and strengthen an important landmark and cultural resource. The development of Muhammad Ali could enhance the street-level environment and increase public interaction with the Church. These developments should complement the retail Core immediately surrounding the site.

Streetscape Improvements

The sidewalks along Fifth Street, Muhammad Ali Boulevard and Armory Place should be upgraded with an improved Core District paving pattern or a paver treatment that is compatible in both tone and pattern to the existing Core District sidewalks. The design and paving of the sidewalk improvements should be phased in conjunction with committed and planned improvements to Founders Square, Louisville Gardens and the Cathedral of the Assumption.

Victorian light standards should replace the existing globe and cobra-head fixtures as part of the Founders Square redesign plan.

The selection, placement and maintenance of street trees should be coordinated with the Founders Square design and landscaping improvements plan and the overall downtown tree-planting and maintenance implementation strategy.

Cathedral Way and Cathedral School Court

Cathedral Way and Cathedral School Court should be maintained and improved as mid-block connectors to the Galleria, Cathedral, offices and Galleria Garage. The future redevelopment of the corner of Cathedral Way and Muhammad Ali should establish prominent entrances and active indoor and outdoor uses along the access way. Cathedral Way will continue to provide both pedestrian and service access. Blank walls should not be constructed, and the barren Galleria and

garage elevations should be improved through public art or other visual treatments. Existing and future landscaping and tree-planting plans should not inhibit pedestrian movement and visual connections to the Galleria entrance. The entrance itself should be identified and enhanced through lighting or other treatments. Lighting should be intensified along both access ways.

Future Development

The long-term redevelopment of the surface parking lots along Muhammad Ali should support office, retail and service uses, particularly retail at Fifth and Muhammad Ali. The feasibility for mixed-use development, possibly including residential units as part of upper-story development at Fifth and Muhammad Ali, should be considered.

The former Blue Boar building on Muhammad Ali adjoining the Seelbach Hotel should be rehabilitated for retail, restaurant or hotel-related use. Improved access to both the hotel and parking garage should be designed.

Urban Design

The Republic Building and Kentucky Towers provide elements of building form such as well-articulated building bases and entrances, retail and service uses at street level, zero setbacks, a mixture of uses, architectural detailing, a defined top or cornice and other distinct elements. These should serve as guidelines for future development to the west across from Founders Square.

Affordable housing for downtown workers and artists, including artists' studios, should be provided as part of the mixed-use development along Main Street.

The facade of the Mammoth Life building should be improved due to its location, which serves as an important visual terminus along western Muhammad Ali Boulevard.

West Main Street

West Main Street Preservation District

The West Main Street Historic District, a local Preservation District, is one of Downtown's greatest assets. The scale, height, cornices, facades, fenestration, street and alley orientations and other architectural details establish a special character for Main Street. Future rehabilitation, additions, infill construction and other private and public improvements should continue to be reviewed by the Landmarks Commission.

Cultural District

Main Street has emerged as Downtown's cultural district due to the proximity of the Kentucky Center for the Arts, Actors Theatre of Louisville and the Museum of History and Science. Additional cultural attractions and performing and visual arts facilities, including the Kentucky Opera and Louisville Ballet, should be concentrated along Main Street. Strengthening the anchors of the district through the expansion of Actors Theatre of Louisville at Third and Main and mixed cultural, office and commercial development at Eighth and Main should be priorities.

Housing

Adaptive re-use and rehabilitation of upper stories of buildings along Main Street for housing should occur. Affordable housing for downtown workers and artists, including artists' studios, should be provided as part of the mixed-use development along Main Street.

New housing, constructed over a parking deck as part of mixed-use development, should be considered for the KingFish property. Careful site and architectural design could protect existing river views and provide views for the mixed-use housing development. Connections to Main Street, Riverfront Plaza/Belvedere and other parts of the western Waterfront should be considered.

The future redesign and improvement of the Riverfront Plaza/Belvedere should examine the feasibility of expanded cultural facilities, housing and/or mixed-use development to frame the western corner of the open space. Structural engineering, public and private access, view protection and other related site planning and architectural design issues must receive attention.

Retail, Restaurant and Entertainment

Convenience stores to serve both residents and workers and specialty retailing should be established at street level.

Restaurants and entertainment establishments should be located within close proximity to convention, hotel and major cultural attractions. The concept of a "Saturday Market" for artists, crafts and specialty goods should be considered for Main Street.

Office Space

Future office development along Market Street west of Fifth Street will be phased to re-establish a street-level identity and continuity along Market Street and an employment density that will reinforce Main Street. Future office and commercial development along Market Street will occur at a scale and intensity less than that of the Core District.

The rehabilitation of historic buildings on Main Street should continue to retain and attract office tenants as part of the mixed-use development strategy for Main Street.

The intensity and design of future office development as part of the second phase of Corporate Plaza should be subject to future zoning legislation and urban design guidelines.

Fourth and Main

Office and commercial air-rights development over the Metropolitan Sewer District's pumping station at Fourth and Main Streets should be considered. Future development at this corner should re-establish continuity of the street-level environment.

The intersection of Second and Main is one of Downtown's most important intersections. . . . It will be the junction point for parkway-like improvements to South Second Street and Project BridgeLight, which will light the Clark Memorial Bridge.

Second and Main

The intersection of Second and Main is one of Downtown's most important intersections. It is an important gateway to Downtown from Southern Indiana. It offers significant opportunities for improving Waterfront, East Main Street and Washington Street access. It will be the junction point for parkway-like improvements to South Second Street and Project BridgeLight, which will light the Clark Memorial Bridge. Core streetscape and sidewalk improvements will interface with Waterfront and East Main Street improvements. Improvements for traffic flow and pedestrian crossings will be essential. The lighting of existing building facades and architectural details will complement Project BridgeLight. The setbacks, street-level designs, building orientations, public spaces and architectural detailing of future office and commercial development at the southeast and southwest corners must be executed to reinforce the intersection's character and visual prominence.

Riverfront Plaza/Belvedere

An overall design and improvement plan for the Riverfront Plaza/Belvedere should be undertaken to address: the structural integrity of the facility; public access improvements at Fifth and Main; a physical and visual landmark as viewed from South Fifth Street; the incorporation of a new grand stairway connecting the Belvedere to the wharf; access, design and functional recommendations for a major new waterfront park and festival space east of the Clark Bridge; the

feasibility of housing, cultural, public art landscaping, lighting and other improvements. Such design elements will frame and improve the long-range role this important open space will play in the revitalization of Main Street and Downtown.

Urban Design and Streetscape Plan

A detailed urban design and streetscape improvement plan should be prepared to support the long-term revitalization of West Main Street. The Plan should focus primarily on the design and phasing of the following improvements: sidewalks, alleyways, lighting, banners, street furniture, pedestrian crossings, on-street parking, loading and unloading zones, traffic signals, transit stops, directional and point-of-interest signage, street tree placement and landscaping, public art locations, open-space additions and improvements. The plan should consider the unique historic and architectural qualities of the cast-iron district and the existing and future mixed-use nature and demands of the Cultural District during both daytime and evening hours.

The plan should also incorporate or further refine the downtown Plan's recommendations for: infill development on Main Street and the future development of Market Street; parking improvements; Core, Waterfront, East Main and Market Street and Convention Center pedestrian access; traffic improvements from River Road to Seventh and Eighth Streets, and open-space improvements.

Streetscape and sidewalk improvements along Main Street between Second and Sixth should continue the improved scored pattern and Core streetscape standards. Future sidewalk, street tree and other streetscape improvements along Main Street between Second and Sixth should create a sense of continuity among the diversity of building designs, setbacks and open spaces.

Fort Nelson Park

Fort Nelson Park should be improved or redesigned as part of the overall Main Street urban design plan and the long-term improvement plan by the Museum of History and Science.

Lighting Plan

The urban design plan for Main Street should also advance recommendations for lighting architectural details of the historic cast-iron Main Street buildings to establish a dynamic night-time image.

Alleys

The alleys that flank the north and south sides of the West Main Street Historic District should continue to offer opportunities for both pedestrian and service access. Future development should provide connections to the alleys and mid-block connections to Main Street. The streetscape design plan for Main Street should advance recommendations for revitalizing the alleys.

A design plan for the western Waterfront should be undertaken as either part of the West Main Street plan or as Phase Two of the eastern Waterfront Master Plan.

Western Waterfront

A design plan for the western Waterfront should be undertaken as either part of the West Main Street plan or as Phase Two of the eastern Waterfront Master Plan. The plan's program should include: improved access between Main Street and the Waterfront from Sixth, Seventh, Eighth and Ninth Streets; detailed design plans for a riverfront walk and bicycle trail from Shawnee Park to the downtown waterfront; surface parking redesign; access to Shippingport Island; canal improvements; floodwall design improvements; reutilization of air rights below I-64; and street and landscaping improvements to the River Road connection to Seventh and Eighth Streets.

I-64 Ramps and Right-of-Way

The elevated ramps, under-utilized air rights and right-of-way of I-64 create a visual and physical separator at Ninth and Market Streets. Landscaping, parking design, lighting, signage and other improvements should be considered to transform the western terminus of Main Street and Downtown.

Linkages

Pedestrian access improvements to reunite the wharf and future Waterfront Park to the Core and West Main Street districts should occur at the following locations:

- Improved pedestrian and visual access to the Riverfront Plaza/Belvedere and wharf.

- Redesigned pedestrian bridge connection or stairway from Fourth Avenue and the Galt House.
- Streetscape, landscaping and screening improvements along Third Street between the LG&E facilities.
- Pedestrian and traffic improvements at Second and Main Streets. Improved pedestrian access along the west side of Second Street below the Clark Bridge. Improved pedestrian access to and from the Clark Bridge.

Pedestrian Crossings

Main and Market Streets are 90 feet wide and carry heavy traffic flows during peak periods. Signalization, intersection or crosswalk paving and other forms of pedestrian improvements are necessary to support pedestrian movement.

Marketing and Visitor Orientation

A marketing strategy and support materials should be developed to complement the efforts of private property owners, realtors, property managers, Main Street Association and On Main Street to retain and attract investment. The strategy should identify and promote investment opportunities, sources of financial assistance, long-term planning objectives and design improvements.

The Preservation Alliance office should be maintained on Main Street as an orientation center for the historic cast-iron and cultural district. A formalized architectural walk with interpretive markers should be considered.

Financing and Capital Improvements

New sources of public and private low-interest loan funds should be established to support facade improvements and rehabilitation efforts. A long-term capital improvement program to finance Main Street improvements should be adopted.

Overhead and Underground Utilities

The Main Street streetscape plan should be developed in close cooperation with all of the utilities and the City's Public Works Department in order to establish a coordinated and phased plan for committed and proposed utility and street improvements.

Overhead electric lines east of Seventh Street and in other locations should be relocated underground as redevelopment and streetscape improvements occur.

To ease the transfer from above-ground to below-ground utilities, building owners preparing to renovate buildings should install service lines adaptable to underground service.

The long-range redevelopment of the 500 block west to Fifth Street could provide a significant concentration of office employment and activity that would further solidify the connection between Theater Square and the Galleria.

Management District

The establishment of a management or special assessment district should be considered for Main and Market Streets to provide supplemental services related to maintenance of public spaces, enhancement of security and marketing.

West Chestnut Street-500 Block

500 Block of Fourth Avenue

The 500 block of Fourth Avenue is an important bridge block between the Core and Broadway districts. Preservation and rehabilitation of the existing buildings and facades for mixed use, including retail at street level, upper-story offices and possibly housing, should be a short-term priority where economically feasible.

The long-range redevelopment of the 500 block west to Fifth Street could provide a significant concentration of office employment and activity that would further solidify the connection between Theater Square and the Galleria.

Commercial, restaurant or hotel-related in-fill development should occur on the surface parking lot adjoining the Seelbach Hotel. Active retail, hotel services and facilities, or restaurant uses should be located at street level.

The Citizens Fidelity Operations Center may also provide a long-term redevelopment site for more intensive office and commercial activity.

With retail use at street level, the Walgreen's building, garage and former LG&E headquarters east of Fourth Avenue on Chestnut Street should also be considered for more intensive mixed-use redevelopment at Third and Chestnut Streets.

Housing

Several short- and long-range opportunities for housing are committed or recommended:

- Rehabilitation of the former YWCA building.
- Second phase of Crescent Centre.
- Upper-story housing development and adaptive reuse of the west side of the 500 block of Fourth Avenue and the southeast corner of Fourth and Chestnut.
- North side of Chestnut between Second and Third Streets.
- Maintenance and improvement of Trinity Towers.

Medical Center Hospitality House, Inc.

The Medical Center Hospitality House, Inc., at Trinity Towers provides important support and lodging facilities for out-patients and families of patients receiving medical care. Parking, security, pedestrian access, transit and commercial service improvements will support this facility's important mission.

YMCA Improvement and Expansion

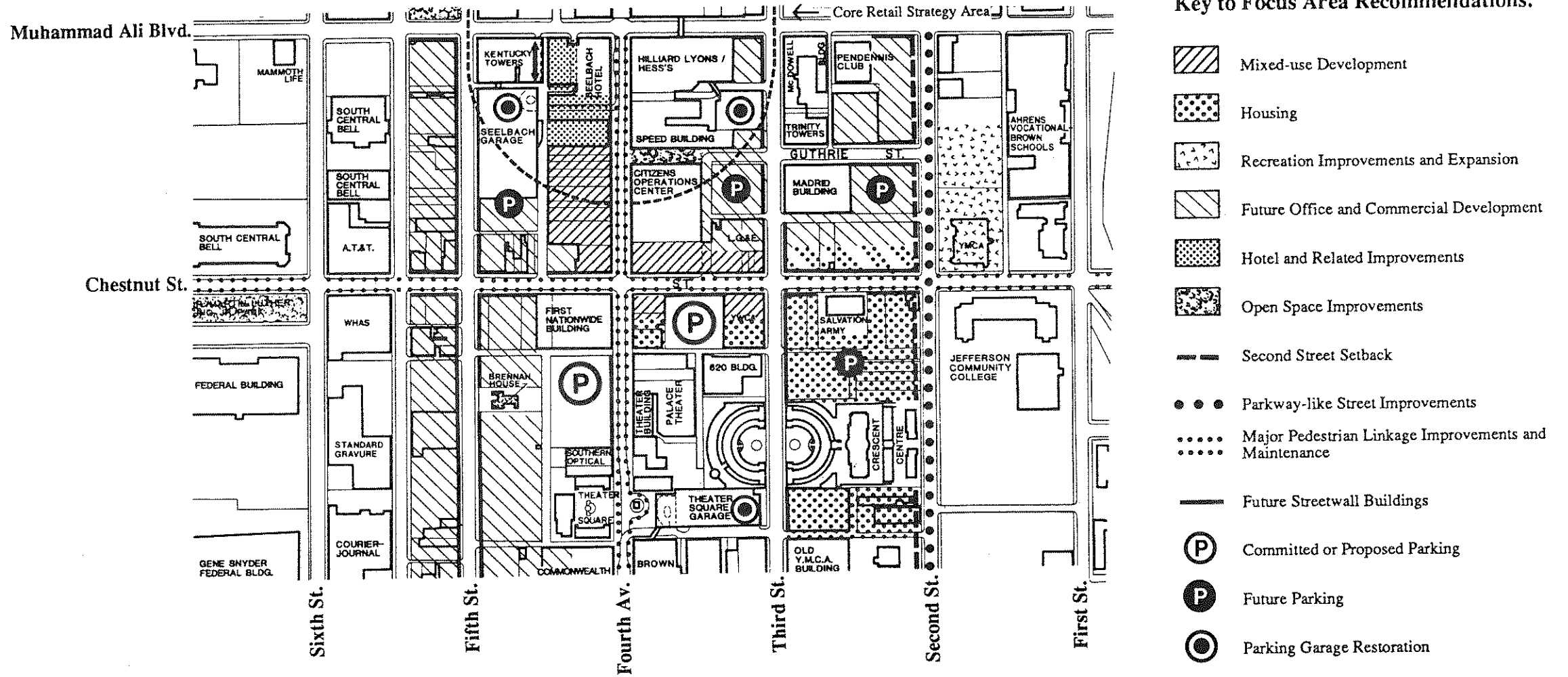
Improvement and expansion of the YMCA should occur. The parking lot north of the facility could provide an opportunity for long-term expansion to serve a wide range of downtown workers and residents.

Fifth and Chestnut














The northeast and southeast corners of Fifth and Chestnut should provide long-term office redevelopment opportunities. Connections and improvements to the Seelbach Garage should be coupled with specific redevelopment plans for this northeast corner. Entrances should be established on both Chestnut and Fifth Streets. The feasibility of a mid-block connector to Fourth Avenue should also be considered for the northeast corner. However, future development, through the strategic location of entrances, convenience retail at street level and a well-designed building base, should place a high priority on reinforcing pedestrian activity on Fifth and Chestnut Streets.

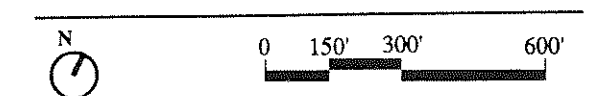
Figure 50

West Chestnut Street-500 Block



Key to Focus Area Recommendations:

-  Mixed-use Development
-  Housing
-  Recreation Improvements and Expansion
-  Future Office and Commercial Development
-  Hotel and Related Improvements
-  Open Space Improvements
-  Second Street Setback
-  Parkway-like Street Improvements
-  Major Pedestrian Linkage Improvements and Maintenance
-  Future Streetwall Buildings
-  Committed or Proposed Parking
-  Future Parking
-  Parking Garage Restoration



Chestnut Street is an important east-west pedestrian, traffic and transit linkage between the Medical Center and the Broadway and Core Districts

Armory Place

Today the narrow blocks extending south of Founders Square between Fifth Street and Armory Place form a seam of disjointed surface parking lots and low-rise buildings that serve a wide range of commercial and communications-related uses. The long-term redevelopment of these blocks must be of an intensity and scale that will provide a transition from the high-intensity Core to the moderate intensity of development in the Broadway District and the low-to-moderate intensity of development in west Downtown.

Commercial and parking-facility development should occur on these blocks. The primary entrances and orientation of future development should be along Fifth Street with well-designed facades. Secondary entrances, service and parking access points should occur along Armory Place.

Second Street

Future high- to mid-rise office development should occur west of Second Street and primarily north of Guthrie Street. Setbacks should be established along Second Street along with landscaping, sidewalk and public lighting improvements to establish a parkway-like street.

Third Street

The Speed Building, McDowell Building, Pendennis Club and Madrid Building make an important contribution to the scale, character and intensity of activity

along Guthrie Street, Third Street and Muhammad Ali Boulevard. The McDowell Building, through facade and retail storefront improvements, has re-established a new pedestrian and retail vitality on Third Street. Future development along Third Street should incorporate storefront details and transparency exemplified by the McDowell Building.

Guthrie Green

Guthrie Green, on Fourth Avenue south of Muhammad Ali, is a small pedestrian open space that was formed when Fourth Avenue was closed to automobile traffic. Since the plaza was resurfaced as part of the Fourth Avenue transitway improvements, pavement dominates the space and increases the temperature dramatically on hot summer days. Redesign of the space should include more trees, landscaping and perhaps a fountain to provide a shaded and cool space for the downtown workers and shoppers who pass by Guthrie Green. Incorporating activities, events or entertainment on the Green could in the short term attract more pedestrian activity. A "Saturday Market" for the sale of various specialty items from stalls along the Green and Fourth Avenue should be considered.

Guthrie Street

Guthrie Street should continue to provide pedestrian, vehicular and service access between Second and Third Streets. Guthrie Street and Guthrie Green together provide an important mid-block connector between Fourth Avenue and Second Street that should be maintained.

Chestnut Street

Chestnut Street is an important east-west pedestrian, traffic and transit linkage between the Medical Center and the Broadway and Core Districts. Future development should reinforce pedestrian activity along the street through the incorporation of well-defined building entrances, facade and building-base detailing, transparency and storefronts, retail and service uses, lighting and signage and other architectural elements that establish continuity along the length of the street. A street tree-planting and maintenance program should be established in conjunction with the incorporation of the Victorian light standards.

Alleys

Alleys, particularly the alleys and service access drives that serve the docks flanking Fourth Avenue, should be maintained, secured, lighted and improved to facilitate maintenance, delivery, service, parking and pedestrian activities. The two connecting the Seelbach and Kentucky Towers, which are covered and spanned by upper-story development, should be lighted and secured or redesigned as part of a future redevelopment program.

Convenience Retail and Services

Convenience retail and services should be located at street level along Chestnut and Third Streets to serve both residents and employees.

A system of “trailblazer” signs should be studied and implemented to guide motorists from the Interstate highway system and major arterials leading to Medical Center parking and destinations. The signage system should complement the existing kiosks.

Streetscape Improvements

Future sidewalk, lighting and other streetscape improvements along Chestnut, Second, Third and Fifth Streets should be consistent with Core treatments and standards. Future redevelopment or maintenance along Fourth Avenue should maintain continuity of the special paving pattern. A transition in the design of paving, lighting and other streetscape elements should occur at Second Street, due to the shift from the high and moderate intensity of commercial and residential developments to the campus environment created by educational and medical facilities.

Medical Center

Marketing Strategy

Future plans should develop a marketing strategy to both orient visitors and promote the regional and national significance and proximity of health care, educational and research facilities within the Medical Center. The strategy would complement the individual marketing programs of each health-care provider and institution. The strategy would provide both a guide to the Medical Center today and a vision for its future.

Parking

Future parking garage construction will be based primarily on the development programs of each health-care provider. Joint ventures in parking facility con-

struction and management should be considered to meet overlapping parking demands and to improve traffic access and flow.

On-street metered parking along Chestnut and Floyd Streets should be reduced or removed to improve traffic flow and safety, emergency and patient access, and the visual quality of the pedestrian environment.

Future parking facilities sited along the Second and Third Street corridor should serve the downtown Core, Broadway and Medical Center needs. Public and private circulator transit services should provide connections between the Medical Center and downtown parking, retail, hotel, convention, office and housing functions.

Long-term parking garages should be sited in perimeter locations to intercept traffic from I-65, I-64 and the Floyd and Chestnut Streets area.

Alternative forms of patient and visitor parking assistance should be considered, including a modified form of valet parking, to improve access and orientation.

The location, scale, massing and exterior features of future parking facilities should be designed to complement the overall Medical Center environment, particularly the pedestrian environment.

Adequate interior and exterior lighting and directional signage should be incorporated in future garages and lots for security and pedestrian comfort.

Landscaping should be incorporated around the perimeter and interior of surface parking lots in a well-designed and defensible arrangement. Future surface parking lots should be limited along Chestnut between Floyd and Preston Streets to create a pleasing pedestrian and visual environment.

Regional Access

As part of the Waterfront Master Plan, the feasibility of relocating the eastbound I-64 ramp and introducing a new westbound ramp in the vicinity of Floyd and Preston Streets should be considered. The feasibility of a new or modified ramp system from I-65 at Brook and Jefferson Streets should be considered to improve safety and reduce congestion. Access to the southbound I-65 ramps from First Street should be improved through signage, lane-marking and minor design improvements.

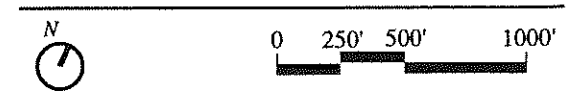
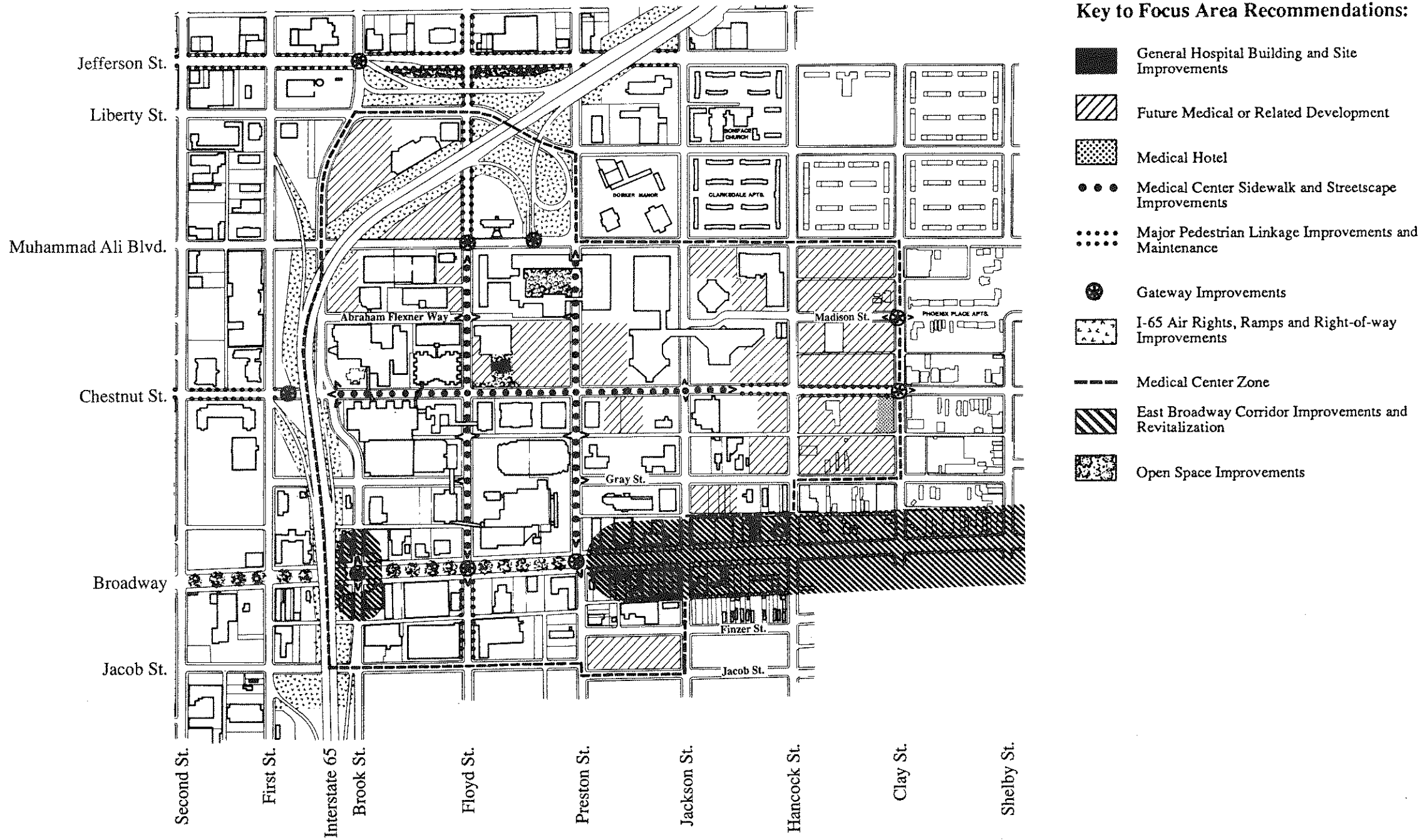
Directional Signs

A system of “trailblazer” signs should be studied and implemented to guide motorists from the Interstate highway system and major arterials leading to Medical Center parking and destinations. The signage system should complement the existing kiosks.

Streetscape Improvements

A common set of standards for sidewalks, street lighting, street trees, street furniture, directional signage, landscaping and other streetscape elements should be

Figure 51
Medical Center-East Chestnut Street



Open space will be provided in the Medical Center primarily through building setbacks, landscaping and street tree-plantings that can create a campus-like environment.

designed to assist in establishing a special identity for the Medical Center. Initial improvements should be focused on Floyd and Chestnut Streets.

Handicapped Access

Streetscape improvements, parking facilities, transit services and all other forms of improvements should be accessible by the handicapped.

Lighting

An overall plan and standards for street and parking-facility lighting should be developed, including recommendations for lighting buildings or architectural and landscape elements within the Medical Center, to provide visual orientation and a positive night-time image.

University of Louisville

The University of Louisville plays a central and cohesive role in the Medical Center in terms of its mission, physical location and functional relationships with the hospitals and health-care providers. The expansion and improvement of the University's facilities, including General Hospital, should reinforce the University's important role through design, scale, massing, open space, pedestrian and functional orientations on the site bounded by Abraham Flexner Way, Preston Street, Chestnut Street and Floyd Street.

General Hospital

The former General Hospital facility and site should be improved to provide a focal point within the context of future development along Chestnut, Floyd and Preston Streets. The strategic location and high visibility of the facility make it ideally suited to serve a central role in the future development of the Medical Center. Other adjoining development plans should complement this location in terms of use, facility design, site planning, massing, scale and other features.

Linkages

Pedestrian linkages to the Core along Chestnut Street, Broadway and Muhammad Ali Boulevard need to be improved through sidewalk, lighting, street trees, landscaping and the design characteristics of future development.

In the long term, connections between the Medical Center, Haymarket and the Waterfront, particularly along Floyd Street, should be improved.

Pedestrian connections west of Hancock, and south of Broadway should be maintained and improved between neighborhoods and the Medical Center. Madison Street provides a visual, pedestrian and vehicular connection to Phoenix Place. Abraham Flexner Way makes an important pedestrian and service connection. Gray Street should be extended west to connect with Jefferson Community College.

Open Space

Open space will be provided in the Medical Center primarily through building setbacks, landscaping and street tree-plantings that can create a campus-like environment. Open space or building setback standards, established as part of a zoning code, should be flexible to recognize the limitation and size of available land and the unique development requirements of medical and related facilities.

Research and Development

The research, educational and health-care functions that are concentrated in the Medical Center will continue to provide a catalyst for the generation and attraction of allied research and development functions and facilities. The concept of establishing a research-and-development condominium to house existing and future laboratory and related research functions should be pursued.

Retail and Services

Convenience retail, eating and drinking establishments, and service should be provided as part of the future growth of the Medical Center to serve employees, visitors and adjoining neighborhood residents. Sites along Third Street, Chestnut near Hancock, and along Broadway should be considered.

The addition of teleconferencing, public transit connections, convenient parking, pedestrian improvements and possibly a new conference hotel will strengthen the Center's capacity to serve the Medical Center's conference needs.

Convention and Conference Facilities

Commonwealth Convention Center will be improved and expanded by a minimum of 30,000 to 50,000 square feet. The Center may expand east across Third Street to provide a new Second Street orientation for greater accessibility to the Waterfront, hotels and Medical Center. The expanded and upgraded facility will provide additional meeting, conference and seminar space. The addition of teleconferencing, public transit connections, convenient parking, pedestrian improvements and possibly a new conference hotel will strengthen the Center's capacity to serve the Medical Center's conference needs.

Housing

Additional residential developments to serve both students and employees can be provided in several locations: Chestnut Street between Second Street and Fourth Avenue; Second and Third Streets; south of Broadway; and between Hancock and Clay Streets.

The type, scale and intensity of future perimeter Medical Center parking and commercial development should reinforce the surrounding residential neighborhoods, and should be compatible with public and private investments to improve the density and quality of life of the existing housing stock.

Medical Hotel

A new hotel of approximately 100 rooms to serve both patients and their families should be constructed on Chestnut Street for convenient access to health-care facilities.

Medical Center Expansion

Expansion and improvement of health-care, research and educational facilities should occur primarily within the area bounded by I-65, Brook, Liberty, Floyd, Chestnut, Clay, Gray, Jackson and Jacob Streets. Expansion along Chestnut Street and to the west of Jackson Street will reinforce connections to the Core and create a more active center for the Medical Center. The expansion or introduction of non-medical related uses should be discouraged. Over the long term, conversion or redevelopment of non-medical related uses should occur.

Public Transit

Marketing of the Medical Center circulator must be a priority. The design of the circulator vehicle, fares, location and design of stops, frequency of service and signage must be improved to attract ridership. Chestnut Street between Floyd and Preston should be a central circulator stop.

Perimeter parking facilities should be connected to medical and educational facilities by an exclusive circulator transit system. In the short term, the circulator system should be a small fleet of rubber-tired vehicles that are attractive, secure,

readily identifiable, maneuverable, handicapped-accessible, operated with very short headways and on a 24-hour basis.

The long-term feasibility of either refining or consolidating one or more of the downtown circulator routes should be considered to provide a true downtown circulator that would serve the Core and specific destinations within the Waterfront, East Main-Market, Medical Center, Broadway, West Downtown and West Main Street Districts.

The long-term feasibility, cost, ridership and environmental impacts of an exclusive guideway or people-mover form of public transit service connecting the Core, Medical Center, Waterfront and Main Street cultural facilities should also be considered as an alternative to a rubber-tired circulator vehicle.

Gateways

Gateways to the Medical Center such as: I-65 and Jefferson; I-65 and Muhammad Ali; Chestnut Street; Preston and Broadway; and Brook and Broadway should be landscaped and maintained.

Interstate Rights-of-Way

I-65 rights-of-way should be landscaped and maintained to diffuse the hard edge created by the elevated highway.

A special Medical Center Zone should be considered to support the growth of the Medical Center. . . . The new zoning district must recognize the unique development program requirements and capacity and size of developable land at the center of the Medical Center.

Air Rights

The air rights below I-65 should be considered for future development and improvements to reduce the dark barriers that are created along Broadway, Chestnut, Muhammad Ali and Floyd Streets.

Zoning

A special Medical Center Zone should be considered to support the growth of the Medical Center. The new zone would replace the current pattern of OR-2, OR-3, C-2, OTF and C-3 zoning. The new zoning district must recognize the unique development program requirements and capacity and size of developable land at the center of the Medical Center.

Pedway Plan and Directional Signage

An overall plan for improving and extending the Medical Center pedway system should be developed to serve both existing and future development. Pedways should be designed primarily to connect vital patient-care functions and facilities. Pedways should be designed and located to address important issues such as maintaining street-level pedestrian activity, views, building integrity, public right-of-way encroachment, light and air access, maintenance, lighting and security.

To complement the ongoing signage program being pursued by the Medical Center at street level, a pedway signage and directory system should be implemented.

Orientation and Security

The concept of establishing a Medical Center “guide” program should be considered to provide personal on-street orientation for visitors, as well as a supplementary security presence. The “guide” program could be a joint venture of the members of Louisville Medical Center, Inc.

East Broadway Corridor

Future development and public improvements along the East Broadway corridor that intersects the Medical Center should reinforce the Medical Center’s image as well as providing locations for related commercial services.

Implementation



Implementation

A close and active collaboration between the many downtown organizations and stakeholders will be essential to the on-going implementation of the Plan. Louisville Central Area and the Downtown Development Corporation will play central roles in coordinating and advocating the Plan's implementation.

The Louisville Downtown Development plan proposes a wide range of short- and long-term recommendations that will require public and private action. The recommendations include specific proposals for future development, preservation and public investment. Significant recommendations for street, streetscape and related capital-intensive improvements will require further detailed investigation. Other recommendations establish public policies that will be influential in setting priorities and guiding the formulation of legislation for new zoning and urban design standards.

A close and active collaboration between the many downtown organizations and stakeholders will be essential to the on-going implementation of the Plan. Louisville Central Area and the Downtown Development Corporation will play central roles in coordinating and advocating the Plan's implementation. Specific projects and implementation strategies will require both individual initiatives and the formation of partnerships between special downtown interests, property owners, private developers and public agencies. Participation of these interests in the planning process has been an important first implementation step. Adoption of the Plan by the Louisville Board of Aldermen and the Louisville & Jefferson County Planning Commission is a second important step that establishes a foundation for Plan implementation.

The Plan's vision and priority recommendations can be implemented through the following key strategies:

- Development of new financial and incentive programs
- Enactment of a new downtown zoning code
- Formulation of urban design guidelines for new construction and rehabilitation and the creation of a design review mechanism
- Establishment of priorities, legislation and financial incentives for preserving historic and architecturally significant buildings
- Adoption of a capital improvement program for street, open space and related public investments
- Improvement and expansion of Commonwealth Convention Center
- Attraction and concentration of performing and visual arts as part of the Main Street cultural district
- Creation of a Management District to provide supplemental maintenance, security and marketing services
- Development of a comprehensive retail retention and attraction program

- Completion, adoption and implementation of a Waterfront Master Plan

The Plan's recommendations and specific implementation strategies will be initiated and undertaken over varying time periods. The responsibilities for implementation will also vary initially and over time for each recommendation or strategy. The availability of funds from various public and private sources will also be of critical importance. Recommendations may also evolve or be revised and new recommendations and strategies may emerge. However, following Plan adoption, many of the Plan's recommendations and the key strategies can be advanced promptly.

The following is a summary of each of the Plan's key implementation strategies, including descriptions of supporting tasks, responsibilities and general time-frames for implementation. Again, these strategies only address the major thrusts that will be essential to the Plan's implementation. Other Plan recommendations, though not specifically addressed here, must also be pursued.

	Implementation Strategy	Responsibility	Timing
Financial and Incentive Programs	The development and application of financial assistance and incentive programs will be essential to the implementation of the Plan. Existing and new funding programs should be dedicated to: the improvement and expansion of Commonwealth Convention Center; housing production and rehabilitation; waterfront revitalization; retail attraction and retention; cultural district development; pedestrian and streetscape improvements; central neighborhood revitalization; social and human service programs; rehabilitation of historic properties; entertainment attractions; parking facilities; and the maintenance, marketing and security of the core environment. Suggested financial programs include: expanded tax increment financing; municipal bond issues; private and foundation grants; equity/mortgage pool revolving fund; financing cost- reduction programs; facade/storefront rehabilitation programs; scenic and historic easements; land banking; rental write-down program; entrepreneurial assistance program; management district; capital improvement and infrastructure programming.	Mayor's Office Louisville Board of Aldermen Downtown Development Corporation Office of Downtown Development Department of Finance and Budget Private financial institutions Foundations	Ongoing
Zoning	A new zoning code should be adopted for Downtown. The zoning district boundaries and regulations for the current C-3, C-2, OR-3, C-M, EZ-1, M-2 and M-3 zones will be considered for revision.	Office of Downtown Development Louisville Central Area, Inc. Louisville Board of Aldermen Louisville & Jefferson County Planning Commission City Law Department	1990-91

Implementation Strategy	Responsibility	Timing
Zoning (continued)		
Following the completion of the Waterfront Master Plan, the existing W-1, W-2, C-2, C-M, EZ-1, M-3 and Waterfront Review Overlay zones will be reviewed and amended as warranted.	Waterfront Development Corporation Louisville Board of Aldermen Louisville & Jefferson County Planning Commission City Law Department Office of Downtown Development	1991-92
A new zoning district to support Medical Center growth should be adopted to replace the current pattern of C-3, C-2, OR-3, OR-2 and OTF zoning.	Louisville Medical Center, Inc. Louisville Board of Aldermen Louisville & Jefferson County Planning Commission City Law Department Office of Downtown Development Louisville Central Area, Inc.	1991-92
Zoning district and text revisions and/or design review overlay zones should be considered for important central neighborhood transition areas or corridors leading to or adjoining Downtown.	Neighborhoods Louisville Board of Aldermen Department of Neighborhood Services Louisville & Jefferson County Planning Commission City Law Department Office of Downtown Development	1991-95
Urban Design		
In parallel with or as part of the development of a new zoning code for Downtown, a set of urban design guidelines and an urban design-review mechanism should be adopted. Coordination between the future downtown design review mechanism and the Landmarks Commission and Waterfront review overlay must be established. Professional architecture and urban design staff will be retained to administer the guidelines and review mechanism.	Louisville Board of Aldermen Office of Downtown Development City Law Department	1990-91

	Implementation Strategy	Responsibility	Timing
Historic Preservation	The Plan has identified Downtown's remaining structures of historic and/or architectural importance, and initial priorities for preservation through National Register nomination, local landmark designation or financial assistance have been defined. Future rehabilitation and preservation activity will require a proactive collaboration of public and private interests.	Landmarks Commission Preservation Alliance Property Owners Office of Downtown Development	Ongoing
Capital Improvements	A short-range (1-5-year) and long-range (6-10-year) capital improvement program for municipal, County, State and Federal funding should be developed and updated annually.	Louisville Board of Aldermen Department of Public Works Office of Downtown Development Downtown Development Corporation	1991-95 (short-range) 1996-2000 (long-range)
Transportation Improvement Program	The Transportation Improvement Program (TIP) is a short-range (5-year) program for highway and transit projects in the Louisville metro area. The Plan's eligible recommendations should be incorporated in the TIP for federal funding.	KIPDA Transit Authority of River City Department of Public Works Office of Downtown Development Commonwealth of Kentucky	1992-1996 Ongoing
Commonwealth Convention Center	A feasibility study and program for expanding Commonwealth Convention Center should be completed.	Downtown Development Corporation Office of Downtown Development The Convention & Visitors Bureau of Louisville Mayor's Office	1990-91
	Financing commitments should be secured for the Commonwealth Convention Center expansion.	Commonwealth of Kentucky/KFEC Louisville Board of Aldermen Downtown Development Corporation Office of Downtown Development	1991-92

	Implementation Strategy	Responsibility	Timing
Commonwealth Convention Center <i>(continued)</i>	Design and construction of the Commonwealth Convention Center expansion project and support facilities should be initiated.	Commonwealth of Kentucky Louisville Board of Aldermen The Convention & Visitors Bureau of Louisville Downtown Development Corporation Office of Downtown Development	1992-95
Cultural District	Performing and visual arts groups and supporting residential and commercial investment should be attracted to Main Street.	Downtown Development Corporation Office of Downtown Development Main Street Association On Main Street	Ongoing
Open Space Plan and Streetscape Guidelines	In 1983 the Board of Aldermen read and passed Ordinance No. 262 accepting and recognizing the Louisville Central Area Open Space Plan. The adoption of the Louisville Downtown Development Plan and the completion of the Waterfront Master Plan and Main Street Urban Design Plan will require amendments to this ordinance.	Louisville Board of Aldermen Department of Public Works Office of Downtown Development Louisville Central Area, Inc.	1991
	The Louisville Downtown Development Plan recommends priority streets, rights-of-way and properties for priority street-tree, landscape and beautification improvements. The Open Space Ordinance, or a companion ordinance, should be adopted for project phasing, tree species selection, planting and maintenance standards, landscaping guidelines, maintenance responsibilities and other supporting efforts.	Louisville Board of Aldermen Department of Public Works Operation Brightside Office of Downtown Development Louisville Central Area, Inc. Commonwealth of Kentucky Private property owners	1990-1991

	Implementation Strategy	Responsibility	Timing
Open Space Improvement and Redesign	The Plan recommends 12 public and private spaces for improvement or redesign. Public and private funding strategies for design, construction and maintenance should be pursued.	Louisville Board of Aldermen Office of Downtown Development Department of Public Works Metro Parks Operation Brightside	Ongoing
Management District	Under SB224 passed by the Kentucky General Assembly, a management or special assessment district should be established to provide supplemental maintenance, security and marketing services within and near the Downtown Core area.	Louisville Board of Aldermen Property owners Louisville Central Area, Inc.	1990-1991
Retail Strategy	A comprehensive retail strategy based upon the Plan's recommendations will be prepared. The strategy will define: specific retail retention and attraction targets and priorities; financial incentives and technical assistance; specific improvements for the Galleria; marketing and negotiation strategies; and leasing plans and priorities.	Mayor's Office Louisville Central Area, Inc. Office of Downtown Development Downtown Development Corporation Parking Authority of River City	1990-1991
Main Street Urban Design and Streetscape Plan	An urban design and streetscape improvement plan will be prepared for Main Street that will build upon the Plan's recommendations and establish specific design recommendations, standards and phasing objectives for sidewalk, lighting, public space, banners, street-tree, landscaping, on-street parking, public art and related public-space improvements.	Louisville Board of Aldermen Main Street Association On Main Street Office of Downtown Development Landmarks Commission Downtown Development Corporation	1990-1993

Implementation Strategy	Responsibility	Timing	
Waterfront Master Plan	A master plan for waterfront revitalization will be completed. The Plan will include a design for a major new waterfront park and related public improvements. Recommendations for future development, transportation improvements, infrastructure, urban design and related improvements will be advanced in coordination with the overall Downtown Plan.	Waterfront Development Corporation Office of Downtown Development Downtown Development Corporation	1990-1991
Transit Service and Improvements	Downtown transit service and facility improvements recommended by the Plan will be further refined and implemented by the <i>Transit Authority of River City</i> (TARC) and other potential private transit service providers. A detailed strategy for downtown transit-service improvement should be prepared by TARC.	Transit Authority of River City Private transit-service providers	Ongoing
Parking Management	The Plan advances a number of specific on- and off-street parking recommendations that will require immediate and ongoing attention: new facility siting and design; existing facility improvement; maintenance and management; signage; CityPark promotion; security; enforcement; and pricing policies.	Louisville Board of Aldermen Parking Authority of River City Department of Public Works Department of Public Health and Safety Office of Downtown Development Downtown Development Corporation Louisville Central Area, Inc.	Ongoing

	Implementation Strategy	Responsibility	Timing
Public Art	A comprehensive public art policy should be adopted and implemented. The policy should establish: a Public Art Commission; programs and funding commitments for maintenance; and incentives for new public art commissions. The policy, particularly as it pertains to the incorporation of public art as part of future development, will be closely coordinated with zoning and urban design legislation.	The Mayor's Advisory Committee on Public Amenities Office of Downtown Development	1990-91
Lighting	The successful church-steeple lighting program should be expanded to other existing and future buildings within or near downtown that either create visual landmarks or incorporate architectural elements that will punctuate and enliven the night-time environment.	Office of Downtown Development Private and public property owners Louisville Gas & Electric Company	Ongoing
Day Care	The need for downtown day care facilities will continue to grow. The construction of on- and off-site day care facilities should be facilitated through zoning, licensing, leasing, insurance and other provisions or incentives.	Office of Downtown Development Employers Commonwealth of Kentucky City and County agencies	Ongoing
Human Services	Although the Louisville area has been successful in coordinating and expanding many of its health and human services, facilities and programs still do not meet the community's needs. Facilities and programs for assisting adults, children and families in need of special housing, social, employment and health-care services must be improved and expanded.	Department of Community Services Department of Housing and Urban Development Coalition for the Homeless Jefferson County Health Department Jefferson County Medical Society	Ongoing

Housing	Implementation Strategy	Responsibility	Timing
	<p>The development and rehabilitation of market-rate housing should be supported by a number of strategies: financial assistance; land banking; streetscape and open-space improvements; marketing support; zoning amendments; design guidelines; and the attraction of supporting retail and services.</p>	<p>Mayor's Office Louisville Board of Aldermen Office of Downtown Development Downtown Development Corporation Private housing developers Private financial institutions Foundations</p>	Ongoing
	<p>Market-rate housing should be attracted to four target areas: Broadway; South of Broadway; Main Street; and the Waterfront.</p>		
	<p>The density, environmental quality, building conditions, security, affordability, ownership, accessibility and social and economic conditions of existing and future publicly assisted housing must continue to be addressed through both public and private housing production and improvements.</p>	<p>Department of Housing and Urban Development Housing Partnership Inc. Housing Authority of Louisville Department of Community Services Metropolitan Housing Coalition Coalition for the Homeless Louisville Community Design Center State and Federal agencies</p>	
	<p>Facilities and programs to assist the homeless and special-needs populations must continue to be provided in locations that will be accessible to both individuals and families. The location and delivery of special housing facilities and programs should be coordinated with the recommendations of the Plan to insure that the needs of all downtown residents, visitors and workers are met.</p>		

Implementation Strategy	Responsibility	Timing
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Central Neighborhood Revitalization

The Board of Aldermen has adopted plans for the neighborhoods of Portland, Russell, California, Limerick, Old Louisville, Smoketown–Jackson and Phoenix Hill.

These plans should be maintained and updated as the basis for zoning and land-use decision-making and for setting priorities for public improvements, housing, open space, recreation, transportation and economic revitalization. Consideration should be given to the coordination of individual neighborhood priorities and improvements as part of an overall district strategy for Louisville’s central neighborhoods.

Louisville Board of Aldermen
 Department of Neighborhood Services
 Department of Housing and Urban Development
 Office of Economic Development
 Department of Public Works
 Landmarks Commission
 Louisville & Jefferson County
 Planning Commission

Ongoing

Ohio River Aquifer

The Metropolitan Sewer District, in conjunction with the United States Geologic Survey, should establish and maintain a network of observation wells and a program for monitoring the alluvial aquifer. These will serve as the basis for long-term water management decisions that will protect man-made structures and provide ground water for heating and cooling purposes.

Metropolitan Sewer District
 United States Geological Survey

Ongoing

Implementation Strategy	Responsibility	Timing	
Flood Protection	The Waterfront Master Plan will recommend infrastructure and flood protection improvements for the remainder of Downtown's eastern Waterfront. A phased plan for flood protection and infrastructure should be devised not only to protect existing and future investment but also to provide visual and pedestrian access to and from the Waterfront.	Waterfront Development Corporation Metropolitan Sewer District	1990-91
Building Code	The building code should promote the rehabilitation and adaptive reuse of existing structures for housing and mixed use. Amendments to the building code, if warranted, should also be considered to address aquifer utilization and potential seismic activity.	Department of Inspections, Permits and Licenses Central Kentucky Chapter, American Institute of Architects	Ongoing
Utility Maintenance and Service	Louisville Gas & Electric Company, Louisville Water Company, Metropolitan Sewer District and South Central Bell all have short- and long-term utility maintenance and improvement plans that will support the Plan's recommendations for future growth and public investment. The coordination of utility, public works and private investment must be an ongoing priority. The completion of a county-wide Geographic Information System will assist in coordinating short- and long-range utility and street maintenance and improvement projects.	Metropolitan Sewer District Department of Public Works Louisville Gas & Electric Company Louisville Water Company South Central Bell	Ongoing

Implementation Strategy

Responsibility

Timing

Geographic Information System

Over the past several months, a significant amount of data pertaining to downtown physical conditions has been compiled, mapped and analyzed. The data cover land use, building conditions, site characteristics, parking, traffic flow and other physical conditions that can be assigned to a particular address, lot, block, intersection or district. This information is currently in various map, text and computerized formats. The geographic and statistical data base will have invaluable applications beyond the planning effort.

The data base forms an overall 1990 baseline assessment of Downtown that, in conjunction with 1990 U.S. Census information, can be updated over time for future applications by both public and private interests.

Metropolitan Sewer District is currently developing a Geographic Information System that will cover all of Jefferson County by the early 1990s. This system will provide a highly accurate and standardized mapping and information resource that will have great impact on future planning and development activity. The local manpower and investment necessary for developing and maintaining a downtown data base will be reduced, and the research and analytical capabilities of LCA, the City and others will be expanded if incorporated as part of the GIS system.

Metropolitan Sewer District
Louisville Central Area, Inc.
Office of Downtown Development
State Data Center

1991-93

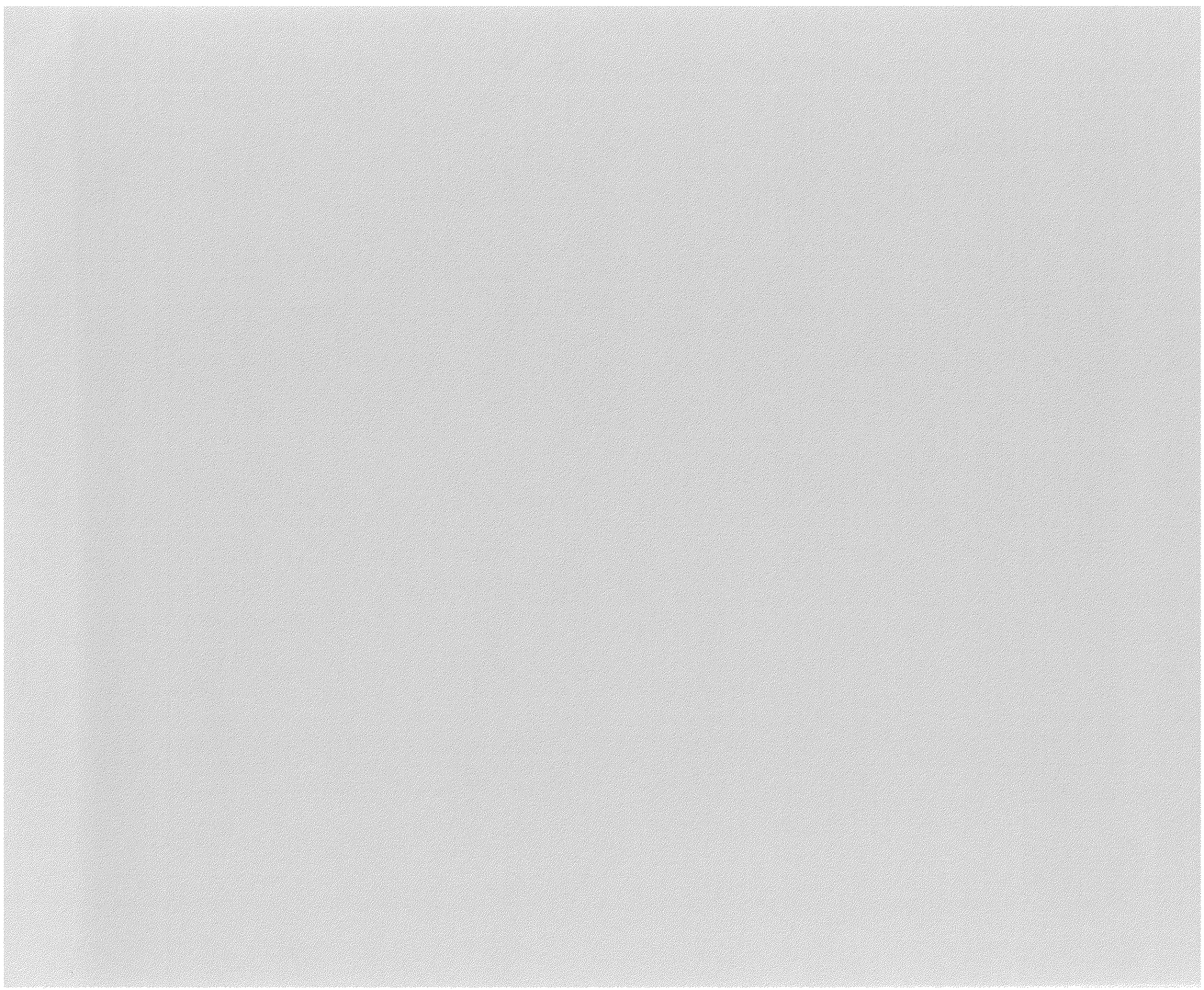
	Implementation Strategy	Responsibility	Timing
Comprehensive Planning and Plan Management	A comprehensive development and transportation plan for Louisville and Jefferson County should be undertaken.	Louisville & Jefferson County Planning Commission KIPDA	1991-92
	An annual comparative report of downtown economic, social and development indicators should be produced as an ongoing measure of downtown performance and as a guide to Plan updates and priority-setting.	Louisville Central Area, Inc. Office of Downtown Development Downtown Development Corporation	Ongoing

Acknowledgments

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Photography Credits



Supporting Plans and Studies

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Downtown Skyline, The Louisville Falls Fountain, 1988.
Gene Gilpin, Photographer

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A plan of the City of Louisville and its Environs in 1831. Map by E. D. Hobbs. Filson Club Collection.
Joe Edens, Photographer.

The Magic Corner, Fourth and Broadway, 1946. The Royal Collection. University of Louisville, Photographic Archives.

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Ron Bath, Photographer.

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Downtown, looking north down Fourth Avenue, 1969. Louisville Center City Development Program, Victor Gruen and Associates.

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