



DRAFT

# Irish Hill Neighborhood Plan Update

Lexington Road Land Use Study June 2017



# ACKNOWLEDGEMENTS

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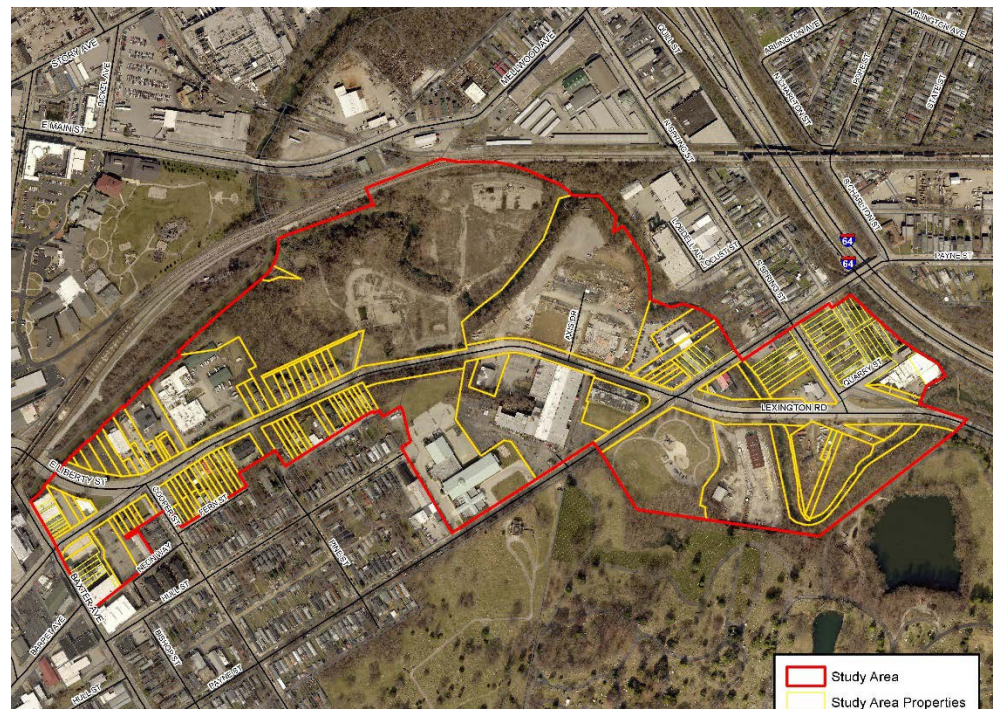


# CHAPTER 1-PURPOSE AND SCOPE

## PURPOSE OF THE STUDY

The Irish Hill Neighborhood Plan Update/Lexington Road Land Use Study was initiated by a Louisville Metro Council ordinance. The ordinance set in place a temporary moratorium on rezonings, conditional use permits, major subdivisions, and category 2B and 3 applications within the Lexington Road corridor study area and requested that a study be undertaken to *“evaluate current and potential land uses under existing zoning designations, and recommend appropriate zoning map amendments to address conflicting and incompatible uses.”* The purpose of the study was built upon the ordinance and the boarder goal of updating the land use recommendations of the 2002 Irish Hill Neighborhood Plan for the Lexington Road corridor.

The study area covers a portion of the Irish Hill Neighborhood. **The study area boundaries** were defined by Louisville Metro’s Office of Advanced Planning using the Lexington Road corridor as a basis.



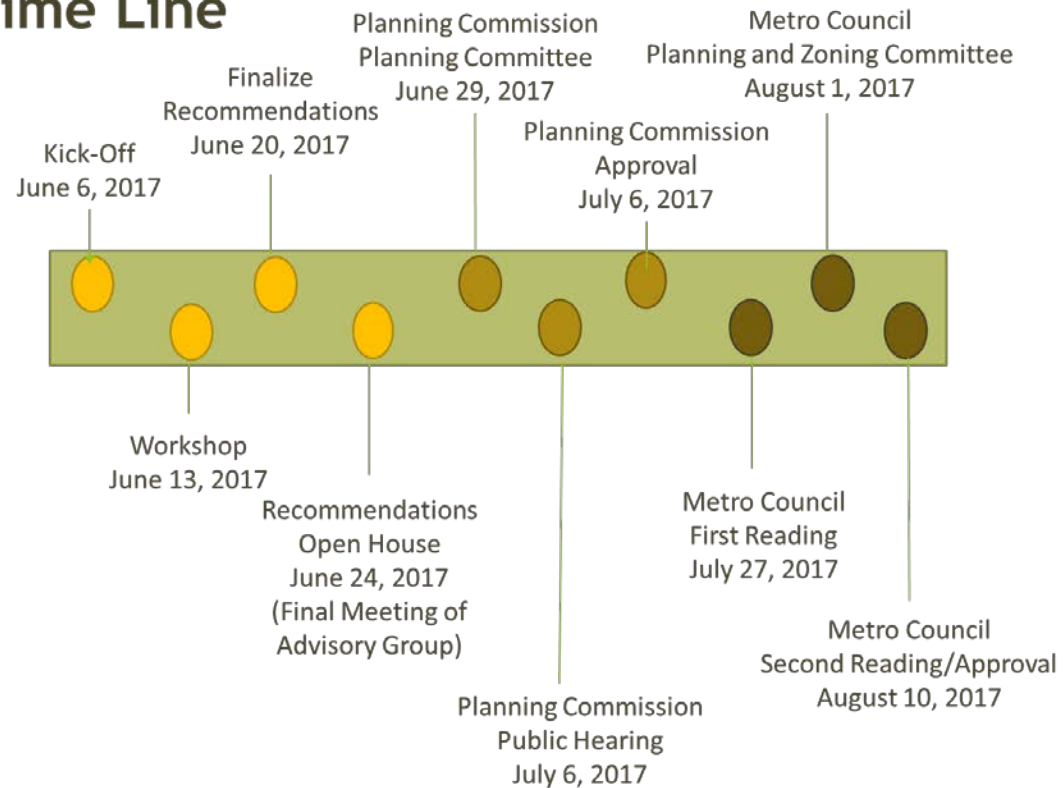
Study Area



## TIMELINE

The Temporary Moratorium set out a defined timeframe for the study. The study's timeline was crafted to meet the goal of having an adopted plan by the end of August. The plan implementation, in the form of an area-wide rezoning, would immediately follow the completion of the land use study.

### Study Time Line



## CHAPTER 2-PROCESS AND GOALS

A seven member Advisory Group was appointed by Mayor Greg Fischer in June of 2017 to guide the process of the creation of a land use component for the Lexington Road Study Area portion of the existing Irish Hill Neighborhood Plan (see Acknowledgements for full listing of members). This study represents the implementation of one of the recommendations of the Irish Hill Neighborhood Plan and is in conjunction with the Moratorium discussed in Chapter 1. The Advisory Group met four times -- in meetings that were open -- to the public to discuss their desires for the land uses along the corridor. The make-up of the group represented businesses in the study area, community leaders, and residents. In addition to public meetings, multiple strategies were used to gather public input.

### PUBLIC PARTICIPATION

The Irish Hill Neighborhood Plan Update/Lexington Road Land Use Study was a quick, focused effort with a clearly defined plan to engage as many community members as possible in the process. Multiple touch points were strategically used to ensure public input throughout the planning process. Engagement strategies included social media advertising, a project website at [louisvilleky.org](http://louisvilleky.org), an online survey shared through multiple online mediums, door to door canvassing, and a variety of meeting formats, times, and locations.

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#### NEIGHBORHOOD PLAN ADVISORY GROUP

Per ordinance, all Louisville Metro neighborhood plans are guided by a 7-15 member Advisory Group, appointed by the Mayor, in consultation with representatives of the impacted Metro Council districts. The Irish Hill Neighborhood Plan Update had a seven member advisory group made up of neighborhood residents, business owners, major property holders, and nonprofits.

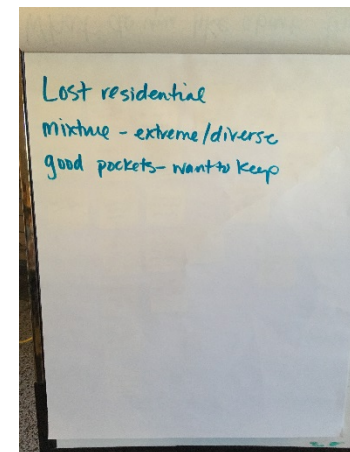
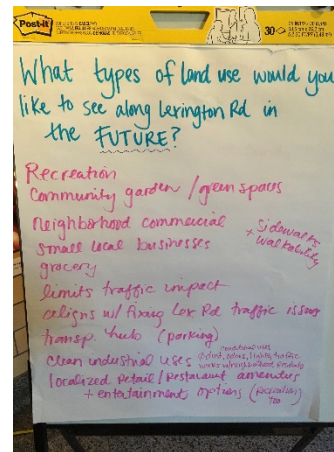
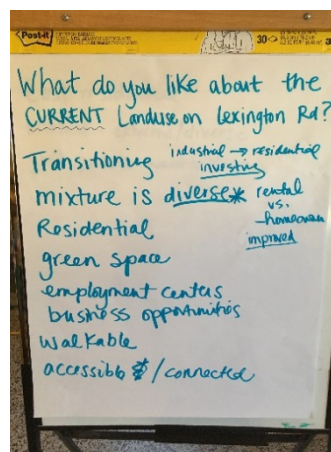
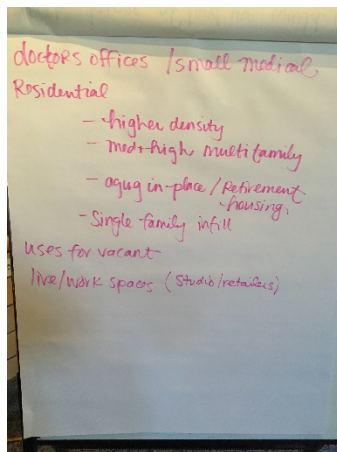
The Advisory Group's role included advising Metro Government and the planning team throughout the process, as well as supporting the public engagement process through inviting and encouraging additional participants to public meetings and work

sessions. All members of the Advisory Group helped to share information about the process and brought additional stakeholders into the process.

## ELECTRONIC AND ONLINE STRATEGIES

Using multiple engagement tools was an important consideration given the relatively focused project area and short time span of this project. An electronic flyer for the first advisory group meeting was created and shared with the Advisory Group and the Irish Hill Neighborhood Association. The information was shared on a number of electronic media including the Irish Hill Neighborhood Facebook group, Next Door, Instagram and in the Center For Neighborhoods weekly city-wide e-newsletter.

A second flyer was created for the first public workshop, which also included information for all future meetings in the planning process. Similar to the first flyer, this was shared electronically with the Advisory Group and the Irish Hill Neighborhood Association. It was posted to social media including Facebook, Instagram and Next Door by the neighborhood association and Center For Neighborhoods, and it was featured in the Center For Neighborhoods' weekly e-newsletter.





Develop Louisville's Office of Advanced Planning created a public page on the city website in an effort to make information shared during the planning process accessible to the stakeholders and public-at-large. The project website featured information about the purpose of the study, all meeting presentation slides and agendas, links to relevant information such as the Irish Hill Neighborhood Plan, other relevant plans and project summaries (such as the Beargrass Creek Restoration Plan and the Lexington Road Safety Project) and draft components of the plan update as they became available. The website address was shared with the Advisory Group and the Irish Hill Neighborhood Association via email, and was given to participants during all meetings. All meeting notices were also shared on Louisville Metro Government's City Events page.

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DISTRICT 9 COUNCILMAN BILL HOLLANDER INCLUDED ALL MEETING NOTICES IN HIS WEEKLY E-NEWSLETTER.

Center For Neighborhoods created a short, mobile-friendly online survey to capture public input from individuals who were not able to attend the meetings in person. The link to this survey was shared on Center For Neighborhoods' social media accounts, via email to the Advisory Group and the Irish Hill Neighborhood Association, on the Louisville Metro Government neighborhood plan website, and through in person conversations during community canvassing.

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#### COMMUNITY CANVASSING

To ensure that as many community residents as possible were engaged in the plan process, regardless of ability to attend public meeting times, electronic and media strategies were supported by more traditional door to door canvassing through the study area.

Printed versions of the public workshop flyer and small cards with the web address to the online survey were handed out in the study area on two separate occasions leading up to the public workshop. This occurred during weekday evening and weekend daytime hours on Thursday, June 8 and Saturday, June 10. Center For Neighborhoods staff knocked on doors, personally inviting residents and other stakeholders to the public meetings and collecting responses to survey questions from residents who could not attend the meetings. The Irish Hill Neighborhood Association posted an alert on its social media account sharing that Center For Neighborhoods staff would be in the area on the designated days and times and encourage residents to engage with staff.

Canvassing focused on residences and businesses inside the study area, as well as on adjacent and surrounding blocks, such as Fern Street, Hull Street, Pine Street on the western side of the study area, and Payne Street, Spring Street, and Locust Street on the eastern side. Staff left flyers advertising the workshop and plan project website and left survey cards with a link to the online survey at each unanswered door. The information was also posted at neighborhood businesses and gathering places along the Lexington Road corridor.

Center For Neighborhoods staff personally invited business owners along the Lexington Road corridor to participate in the public workshop and following meetings. Each business owner received an individual email invitation including the survey link and public workshop flyer and a follow up phone call. At each meeting during the planning process, new participants were in attendance, increasing the number of participating stakeholders throughout the process.

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#### PUBLIC MEETINGS

The first Advisory Group meeting was held at the Commonwealth Theatre Center on the evening of June 6, 2017. The Commonwealth Theatre is adjacent to the study area, located at 1123 Payne Street. The Commonwealth Theatre is a community institution, providing arts programming and education in the neighborhood and is an example of adaptive reuse of a structural neighborhood asset, as it resides in an old church school building.

In addition to the Advisory Group, 16 community residents and other stakeholders were in attendance to review the plan process and scope, and begin providing initial input on the following questions:

- What do you like about the current land use along Lexington Road?
- What types of land use would you like to see along Lexington Road in the future?

A three-hour public workshop was held on the evening of June 13, 2017, also at the Commonwealth Theatre Center. With 30 residents and stakeholders in attendance, the planning team reviewed the planning process and scope, the plan area, the Irish Hill Neighborhood Plan goals and objectives, zoning and land use educational components, and a summary of input from the community outreach. Participants were asked to think about their individual desires for land uses in the study area, and share

them at their tables. Facilitators at each table invited one person at a time to speak, writing down their comments. Each table was then asked to complete an interactive map exercise, in which they worked together and considered each other's desires from the previous conversation. Using a base map, building blocks, pens, markers, and post-it notes, each work group built a model study area to reflect their desired land uses. The groups prioritized top recommendations for land use in each subsection of the plan area. In some cases, tables were able to come to consensus on similar desires, and in some cases there were distinctly differing ideas. These thoughts and comments were shared aloud to the room, recorded on one large sheet, each group affirming similar ideas or adding new ideas. At the end of the evening, each individual was given a set of sticky dots to place on the final list of desires, with the purpose of indicating their preferences/priorities.

The second Advisory Group meeting was held on the evening of June 20, 2017 at the Commonwealth Theatre Center. In addition to the Advisory Group, 12 residents and stakeholders were in attendance. Three scenarios were developed from the previous input and presented to the group. After the planning team presented each of the scenarios and the potential uses included within them, attendees were asked to participate in a gallery walk review. The gallery walk allowed participants to walk around the room to view each scenario in detail and ask questions of the planning team and Develop Louisville staff. Participants provided feedback by placing post-it notes comments on each map, focusing on "pros" and "cons" of each scenario. Facilitators grouped similar themes and ideas, and reported them back to the entire room. Participants ended the night by completing a form that asked them for their top 5 to 10 recommendations for land use and zoning in the study area. The planning team explained that they would assemble a single scenario based on the planning process and public input received to-date. A public open house was held on the morning of Saturday, June 24, 2017, at Axis on Lexington, 303 Axis Drive. Interested residents and stakeholders could "drop-in" and review the final scenario. The open-house style was chosen to provide an accessible meeting time and space, one in which residents could review the proposal and provide comments at their convenience. The planning team provided a short presentation of the final scenario to kick off the open house. The planning team and Louisville Metro staff remained available to answer any questions. Planning staff took high-level notes of questions and answers on a large easel in the front of the room in order to provide the same information to all participants as they came and went. Participants were given the opportunity to provide any additional feedback through a comment form. In total, 16 stakeholders attended the open house, including some families.



The final draft zoning proposal was also posted online at the [Louisvilleky.gov](http://Louisvilleky.gov) planning website, with an online comment form to provide those not able to attend the open house an opportunity to give feedback. All comments were integrated into a final revision of the proposal before it was presented to the Planning Commission.



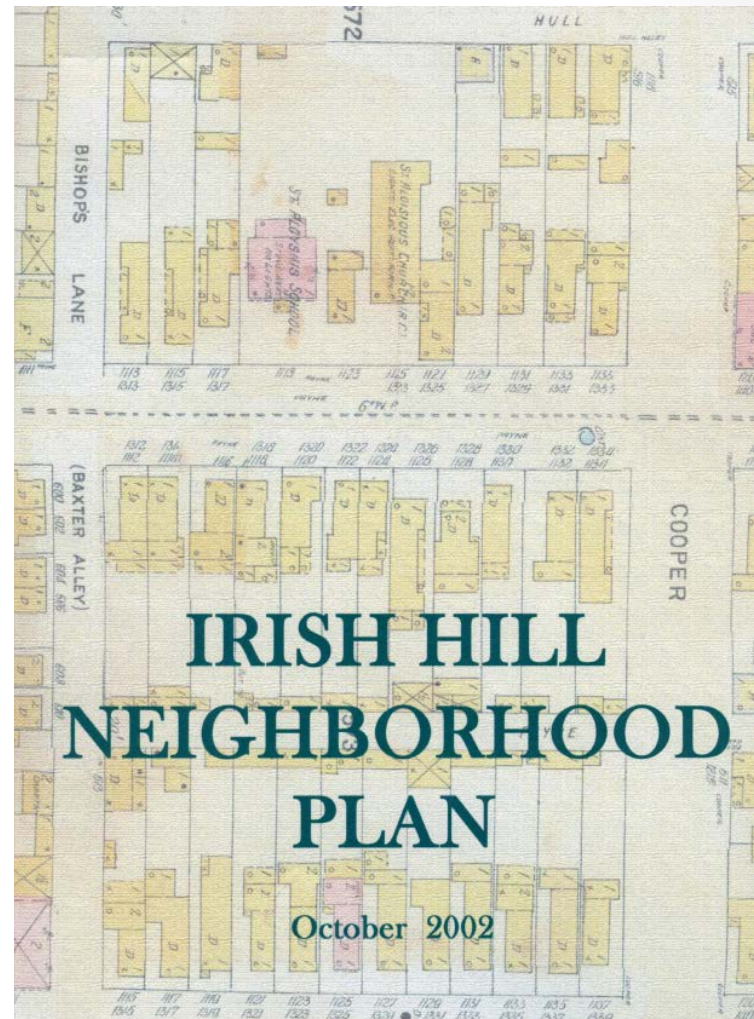
## IRISH HILL NEIGHBORHOOD PLAN

As an adopted policy document, the Irish Hill Neighborhood Plan and its goals served as the starting point and basis for the Lexington Road Land Use Study.

The Irish Hill Neighborhood Plan was completed in 2002 and the Executive Summary was adopted as part of Cornerstone 2020 Comprehensive Plan in 2011. The neighborhood plan was prepared under the guidance of an Irish Hill Task force for a four-fold purpose:

- To ensure correct and compatible land use and zoning
- To highlight and promote the neighborhood's historical character
- To identify community needs
- To prepare a plan of action to secure the neighborhood's future

The mission of the neighborhood plan is to develop strategies and controls that will support a vital residential core within the context of compatible but broadly diverse land uses.



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## IRISH HILL NEIGHBORHOOD PLAN GOALS

Improve the **cleanliness, air quality, appearance** and **safety** of the neighborhood, including residential, commercial and industrial areas.

Encourage a **complementary mix of residential and commercial uses** but also provide for effective separation of uses to reduce encroachment and conflict. Enforce existing zoning designations, and change zoning where appropriate. **Prevent the expansion [of] uses incompatible** with the neighborhood. **Support and reinforce the neighborhood residential character.**

Improve the appearance, environmental quality, and public enjoyment of the **Beargrass Creek Corridor**, and increase access to the corridor for Irish Hill residents and for visitors. Preserve and enhance **Lexington Road as a parkway and greenway corridor**. Complete and implement master plans for **Breslin and Irish Hill parks**.

Make **streets and sidewalks safer** and more accessible to residents. **Improve traffic safety** within the neighborhood, and significantly reduce speeding on neighborhood streets. Enhance the neighborhood's stature as a convenient urban neighborhood by increasing the utility and accessibility of **alternative transportation modes** (e.g. bus, bicycle, light rail).

Increase the **availability and convenience of residential parking**, and **reduce commercial parking and parking encroachments** within residential areas.

**Encourage the maintenance** and upkeep of all properties through education, volunteerism, advocacy, and regulatory enforcement.

Increase **neighborhood-serving commercial** development within established commercial districts and nodes.

Encourage the **down-sizing of industrial activities** and the corresponding **redevelopment of industrial districts to uses more compatible** with the neighborhood's residential core.

**Preserve the neighborhood's unique historical** features, homes, architecture, and individual landmarks (e.g. "The Cave," Distillery Commons, Baxter Avenue Station, Valentine & Finzer Houses, Liebert House, public works and quarry).



## CHAPTER 3- EXISTING CONDITIONS

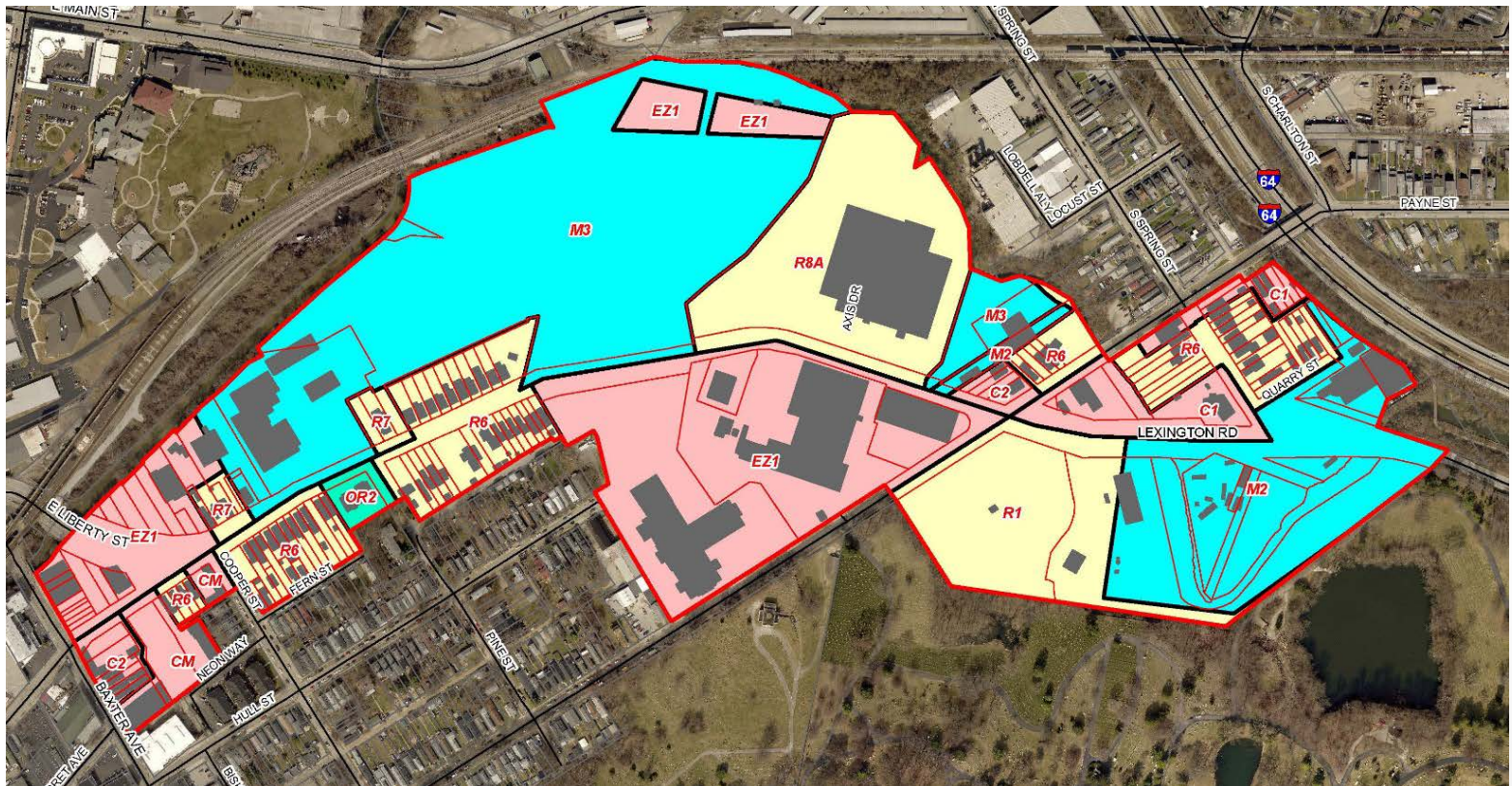
The project study area and Lexington Road are part of historic Irish Hill neighborhood. The corridor is bounded on the west by residential and commercial development on Baxter Avenue. The eastern end of the corridor is bounded by Beargrass Creek, just south of Spring Street. The corridor, like the neighborhood, is a mixed-use area that surrounds a residential core. Lexington Road itself has a mix of residential, industrial and commercial uses as it runs through the Irish Hill Neighborhood. The residential structures are dominated by single family homes. A new 300-unit apartment complex is nearing completion near the intersection of Lexington Road and Payne Street.

The neighborhood and the Lexington Road corridor are located on the eastern edge of downtown. Its residences and businesses are minutes from the center city and in close proximity to the Highlands, Phoenix Hill, Butchertown, Clifton and Crescent Hill neighborhoods. The neighborhood is close to employment centers and is anchored by two parks. Two forks of the Beargrass Creek converge within the study area and have been a recent focus for habitat, water quality restoration and recreation planning efforts.



## EXISTING ZONING

Existing zoning within the study area's boundaries reflect the historic uses and the historic and modern land use tensions. The corridor has both small lot single family zoning and heavy industrial zoning, and in many cases these uses and zones are side by side.





## FLOODPLAIN AND FLOODWAYS

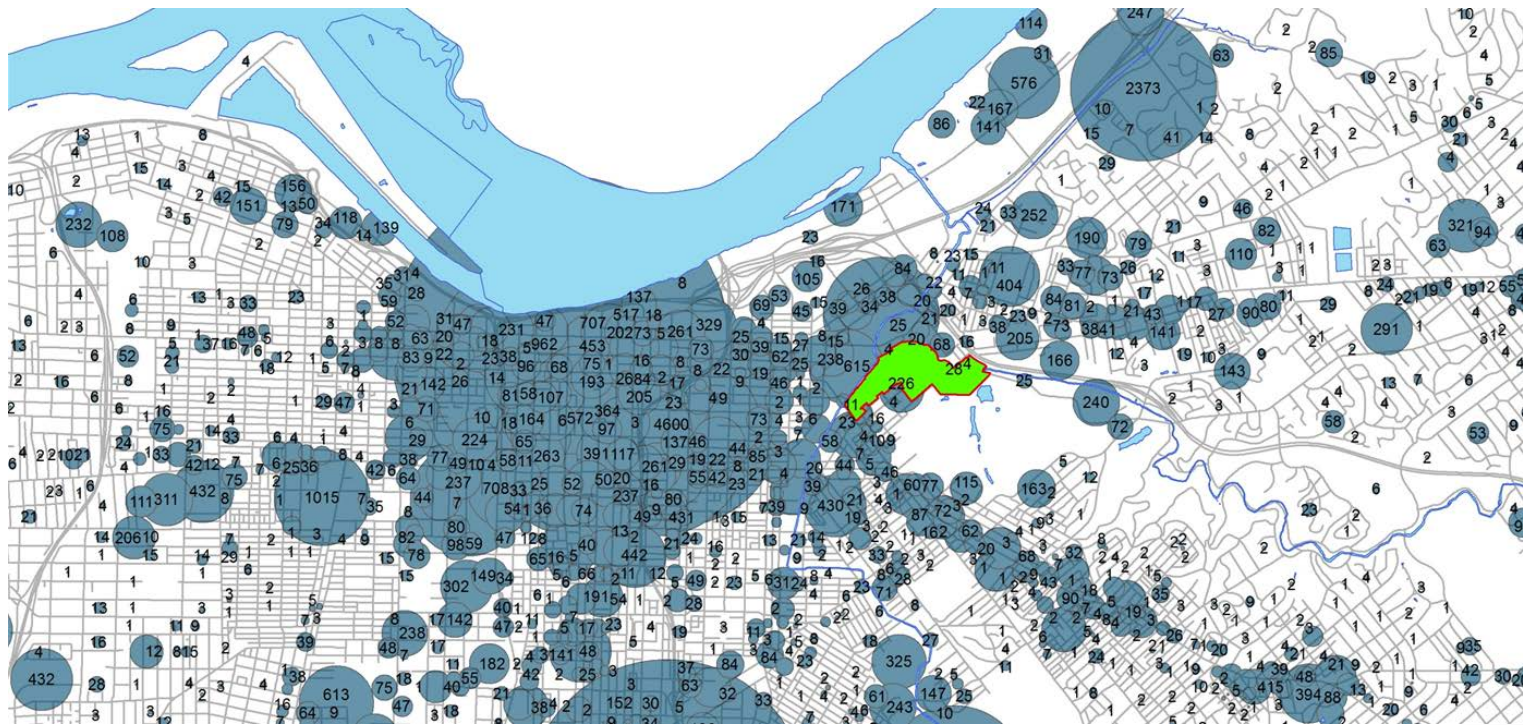
Within the study boundaries is the location of the confluence of the South Fork and the Middle Fork of Beargrass Creek – a condition that places a large part of the eastern study area in the Local Regulatory Floodplain and a smaller area within the actual U.S. Corps of Engineers floodway. The bridge over Beargrass Creek in the center of the study area is sometimes filled with debris and forms a dam during heavy rains. New development within the floodplain must meet regulatory standards and mitigate against flooding.





## EMPLOYMENT CONTEXT

The Irish Hill neighborhood, and the project area, are located on the eastern edge of Louisville's central business district and downtown medical center, which together represent the largest and most concentrated hub of employment in metropolitan Louisville. The area's proximity and easy access to the largest possible diversity of work is one of Irish Hill's most significant advantages.



2014 Employment by Census Block

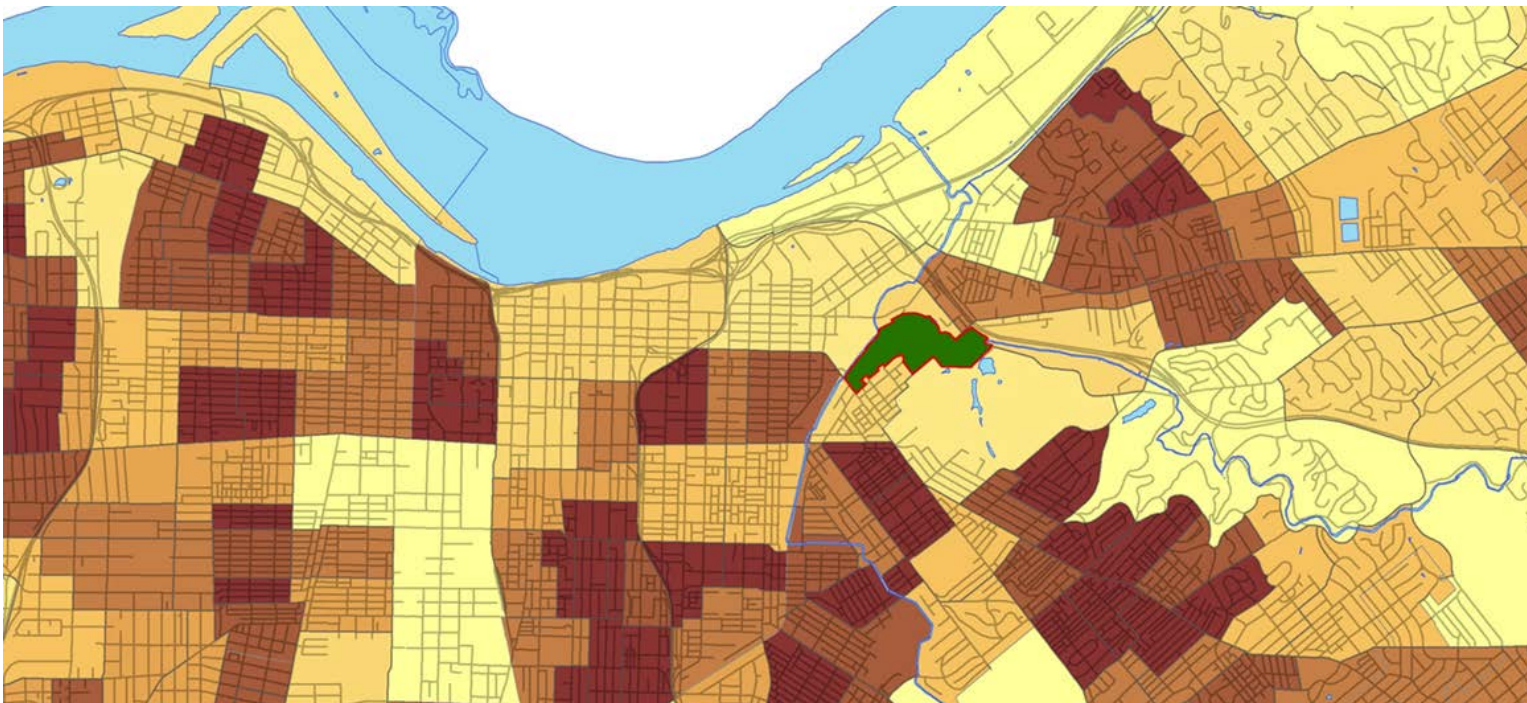
Source: U.S. Census Bureau, Center for Economic Studies



## POPULATION

The population of the Census Tract that covers the Irish Hill neighborhood shows a decline in population from 1970 to 2010. Recent 2012 estimates show a slight increase in population, and with the completion of the 300-unit Axis on Lexington residential development, that trend will continue.

The project area is located at the intersection of three urban corridors, each of which reflect the relatively high residential densities typical of older, first- and second-tier Louisville neighborhoods: the Clifton and Clifton Heights neighborhoods to the northeast, located along lower Brownsboro Rd. and Frankfort Avenue; to the immediate west, the Phoenix Hill neighborhood and NuLu district; and, to the southeast, Baxter Avenue/Bardstown Road neighborhoods, including the Cherokee Triangle and Original Highlands. The map below shows household population per land area by census tract. Dark brown indicates greatest density; light cream indicates least



Source: American Community Survey, 2011-2015 estimates



## CHAPTER 4- PLANNING CONTEXT

The project study area and Lexington Road, as it runs through the Irish Hill Neighborhood, has been touched by a number of recent planning efforts and public infrastructure initiatives. Those plans and initiatives are described below. Recent and planned implementation efforts are also identified.

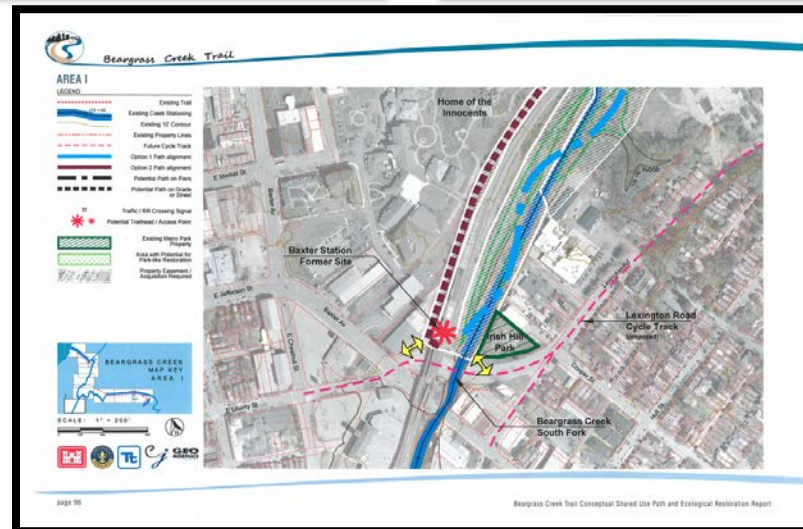
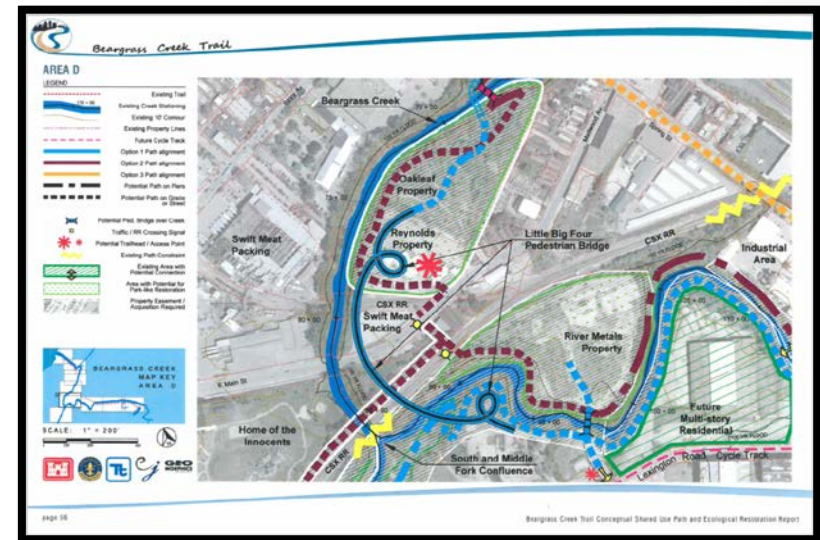
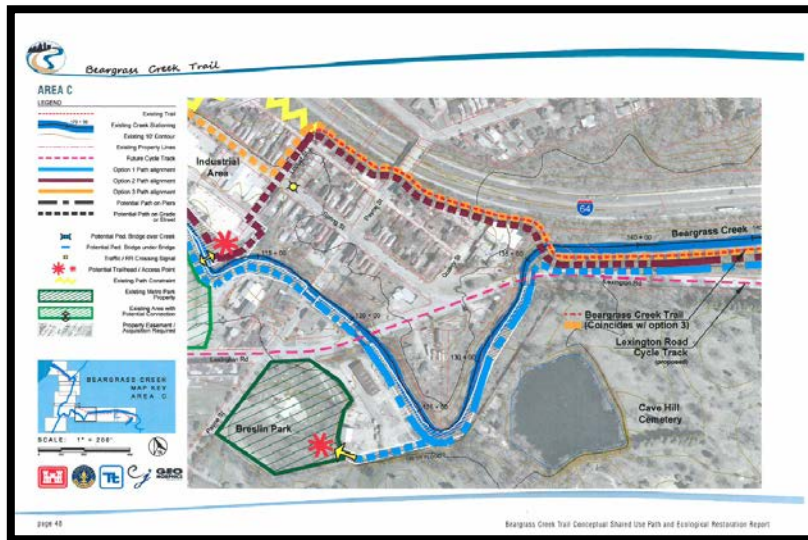
Four plans are discussed in the following sections: the Beargrass Creek Trail Conceptual Shared Use Path and Ecological Restoration Report, the Lexington Road Corridor Transportation Plan, the Irish Hill Mark Master Plan and the Breslin Park Master Plan.

### BEARGRASS CREEK TRAIL CONCEPTUAL SHARED USE PATH AND ECOLOGICAL RESTORATION REPORT

The Beargrass Creek Trail Conceptual Shared Use Path and Ecological Restoration Report studies the possibility of using Beargrass Creek within the study areas as a connector between two existing trail systems – the Beargrass Creek Greenway and the Butchertown Greenway – and explores conceptual ideas to improve the creek’s water quality, create habitat for increased wildlife and mitigate current bank erosion. In the broader picture, the larger proposed shared use path would ultimately connect the Ohio River, and points north in Indiana by way of the Big Four Pedestrian Bridge, to neighborhoods, parks and greenways as far into the city as Cherokee Park and Seneca Park. The goal is to re-establish the wildlife corridor and restore the appeal of the creek as an amenity.

The Beargrass Creek Trail Conceptual Shared Use Path and Ecological Restoration Report proposes a number of possible alignments for a shared-use path within the study area. The study’s recommendations and possible trail alignments for the property within the study area are shown on the following page.

In terms of implementation of the Restoration Report, Louisville Metro Parks & Recreation has been successful in seeking out and securing funding for projects and plans like the Beargrass Creek study through a variety of local, state, federal and private sources. Examples of possible funding sources for implementation include the U. S. Army Corps of Engineers' programs for planning and ecological restoration, Federal Transportation Alternatives Program (TAP) funds for shared use path design and construction, and federal EPA grants for watershed planning and ecological restoration design and implementation. No implementation steps are currently budgeted.





## LEXINGTON ROAD CORRIDOR TRANSPORTATION PLAN

In 2014, work began on the **Lexington Road Corridor Transportation Plan**. The study area included Lexington Road from Grinstead Drive in the east to Baxter Avenue in the West.

The plan was initiated due to:

- **Changes in land use along the corridor**- most notably the Axis residential development which changed the character of the area by increasing the number of residential units and creating a traditional neighborhood feel by building along the street frontage
- **Deteriorating infrastructure**- poor condition of asphalt and drainage
- **Unfitting context**- vehicle centric configuration not fitting for a traditional neighborhood setting
- **Neighborhood connectivity**- lack of multi-modal connections to the surrounding community

Recommendations for the portion of Lexington Road in the Irish Hill Land Use Plan study area include 1) left turn lanes where appropriate 2) bike accommodations throughout in the form of bike lanes and/or cycle tracks 3) improvements to sidewalks to increase safety and walkability and achieve ADA compliance, 4) modification of TARC stop locations to increase utility, and 5) green infrastructure to accommodate storm water runoff.

**The Lexington Road Safety project** is based on recommendations from the plan. The study area includes the section of Lexington Road from Grinstead Drive to Payne Street. This abuts the eastern portion of the Irish Hill Land Use Plan study area. As part of the plan, the travel lanes will be reduced from four lanes to two, turn lanes will be added in targeted locations, and striped medians and bicycle facilities will be added along the corridor. Funding has been allocated for a portion of these projects and construction is scheduled to begin (in the next year).

A similar safety project is planned for Lexington Road from Payne Street to Baxter Avenue.



## Planned Safety Improvements

Source: Lexington Road Safety Project

## IRISH HILL PARK MASTER PLAN

A master plan for Irish Hill Park was completed in 2001 (shortly before the completion of the Irish Hill Neighborhood Plan). The illustrative plan is shown here.

Since the completion of the Irish Hill Park Master Plan the following improvements to the park have been completed:

- Completed property line adjustment and removal of storage unit improperly located on park property.



- Established shared access easement with neighbor for vehicular entry to the park parking area.
- Established an easement along the creek to connect to the Beargrass Creek Trail
- Major clean-up of invasive plants along rear property line and volunteer planting of shrub beds along Lexington Road frontage.
- Tree planting initiative

The maintenance of the park has been adopted by a local engineering firm.

There are no projects currently funded in Irish Hill. Improvements proposed for the Park include trailhead development and connection to Beargrass

Creek shared use path, sculpture siting as an entryway to the neighborhood, and signage and parking lot improvements.

## BRESLIN PARK MASTER PLAN

A new master plan for Breslin Park was prepared around 2008 to address the removal of the Breslin Park Pool. The new plan replaced a 2002 master plan for the park. The revised master plan was implemented in 2009 and 2010. In addition, 40 new trees were planted at the park. The revised master plan is shown below.

There are no projects currently funded in Breslin Parks. Woodland improvements and additional tree planting have been proposed for the Park.





## CHAPTER 5-GUIDING PRINCIPLES

The guidelines below outline the principles that served as a framework for the development of three draft scenarios and attendant land use and community form recommendations. These guidelines reflect the stakeholder desires and comments received through the public input process, and were developed with input from the Advisory Group and Louisville Metro planning staff.

### GUIDING PRINCIPLES

- Encourage a mix of uses that support the neighborhood and adjacent areas
- Encourage compatibility of light industrial uses with the neighborhood residential core through performance standards
- Encourage neighborhood stability and growth
- Promote single-family and multi-family residential use
- Improve mobility -- bicycle, pedestrian, auto – walkability and connectivity, with a focus on the construction and repair of sidewalks and the reconstruction of the Lexington Road, Liberty Street/Cooper Street intersection
- Preserve and enhance Irish Hill and Breslin parks
- Restore and preserve Beargrass Creek along with the riparian area of the creek
- Promote the development of a shared use path along Bear Grass Creek
- Minimize non-conforming uses
- Promote redevelopment of vacant property.



## CHAPTER 6- RECOMMENDATIONS

### RECOMMENDATION REFINEMENT PROCESS

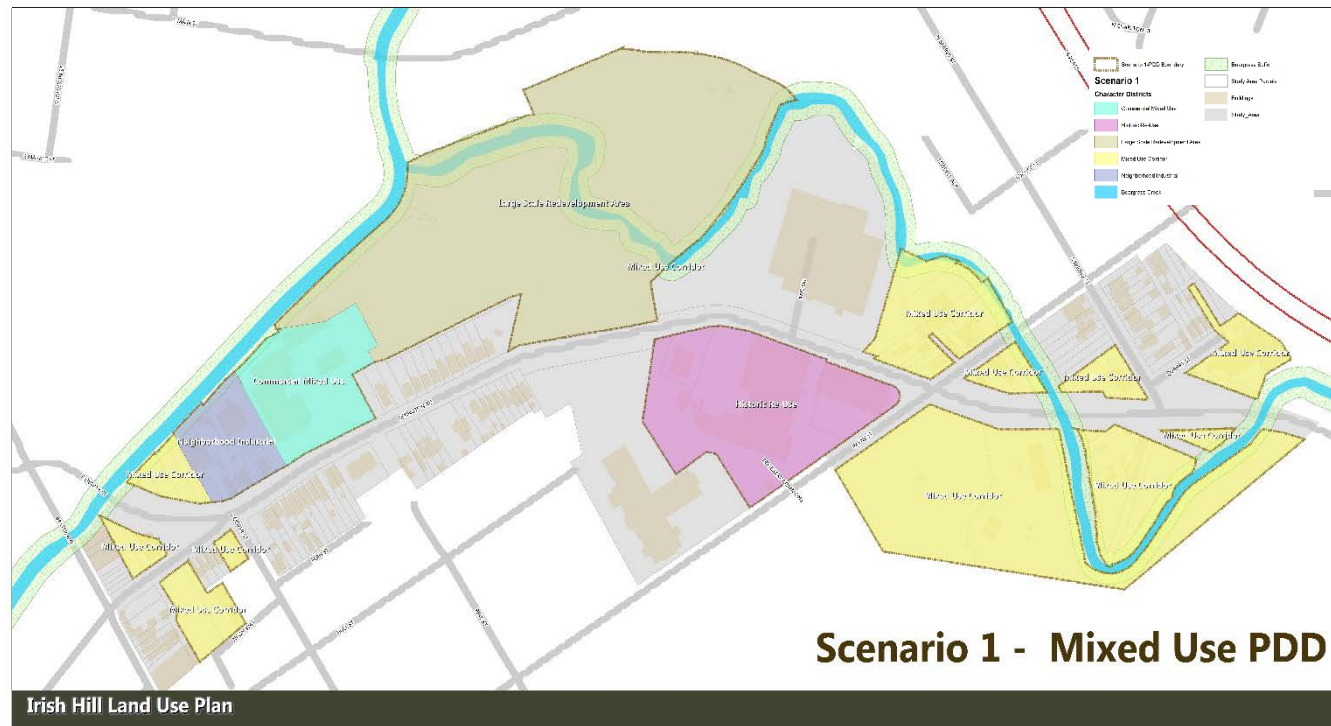
The recommendations for the Irish Hill Neighborhood Plan Update/Lexington Road Land Use Study were developed from an existing condition analysis and a public input process. The existing condition analysis took into account the current use and zoning of the properties along the corridor, a review of new development within and adjacent to the corridor, the land use and zoning recommendations from the 2002 Irish Hill Neighborhood Plan, related planning efforts in the study area and a review of the current regulatory environment (what regulations are in place and what is allowed within the current zoning framework). The public input process is described in detail in the Process Chapter of this plan. The public participation process was structured to gain targeted insight into the Advisory Group's and neighborhood stakeholders' opinions and vision for future development within the study area.

Following a project kick-off meeting and a neighborhood charrette/workshop, a set of three zoning scenarios were developed for review by the Advisory Group and the neighborhood stakeholders. The three scenarios reflected the diversity of comments about future development along Lexington Road and followed the guiding principles developed after the project kick-off meeting. Each of the three scenarios provided recommendations for rezonings within the area. The scenarios were intended to promote discussion and attempted to mediate the varying viewpoints of the Advisory Group and the stakeholders.

The purpose of the three scenarios was to translate development visions into potential zoning categories and approaches and generate discussion on the recommended approach.

## SCENARIO ONE

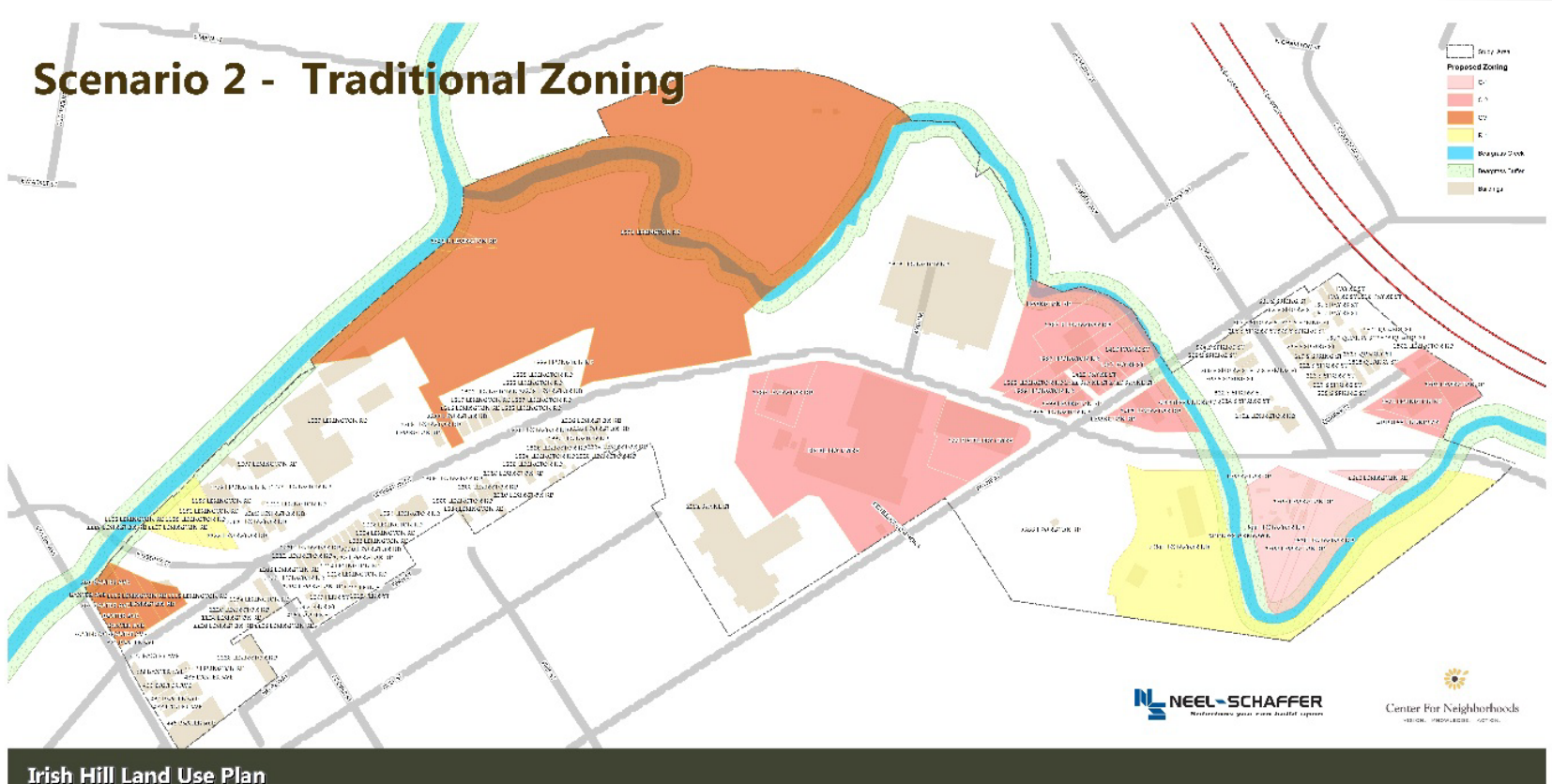
The first scenario recommended the creation of a Planned Development District (PDD) that divided the study area into 5 character subareas. The subareas were areas where the character or use of the areas had commonalities. The 5 subareas also served as a means to organize the Advisory Group's thinking on the corridor. The first scenario highlighted the mixed-use character of the neighborhood and provided for growth in commercial development that could serve the neighborhood and the broader area. This scenario limited new industrial development to uses contained within Louisville Metro's existing M-1 Zoning District. These uses are considered "light" industrial in that the uses have less impact on the quality of life in surrounding areas in the form of noise, light, dust, emissions, etc. A uses chart was presented along with the mapped scenario. Scenario 1 is shown at right. The PDD area proposed a set of permitted uses as well as limited and conditional uses within each defined subarea, and allowed for specific performance or character standards to guide how those uses fit into their context. Performance standards may regulate impervious surface area, noise, glare, light, air quality, odors, smoke, pollution, vibration, landscaping and buffer areas, outdoor storage, lot design, traffic access and safety and location within a character area.





## SCENARIO TWO

The second scenario was based on a traditional zoning approach. The map of the study area with recommended zoning changes was presented and accompanied by a chart listed the recommended zone changes. The scenario focused on promoting commercial and residential development along the corridor, with much of the existing industrially-zoned areas moving from heavier M-2 and M-3 uses to uses defined within the C-M District (Commercial Manufacturing which permits C-2 and M-1 Uses). The traditional approach allowed only uses defined within the existing defined districts and did not allow for flexibility in defining specific uses or special performance or character standards. Scenario 2 is shown at right.

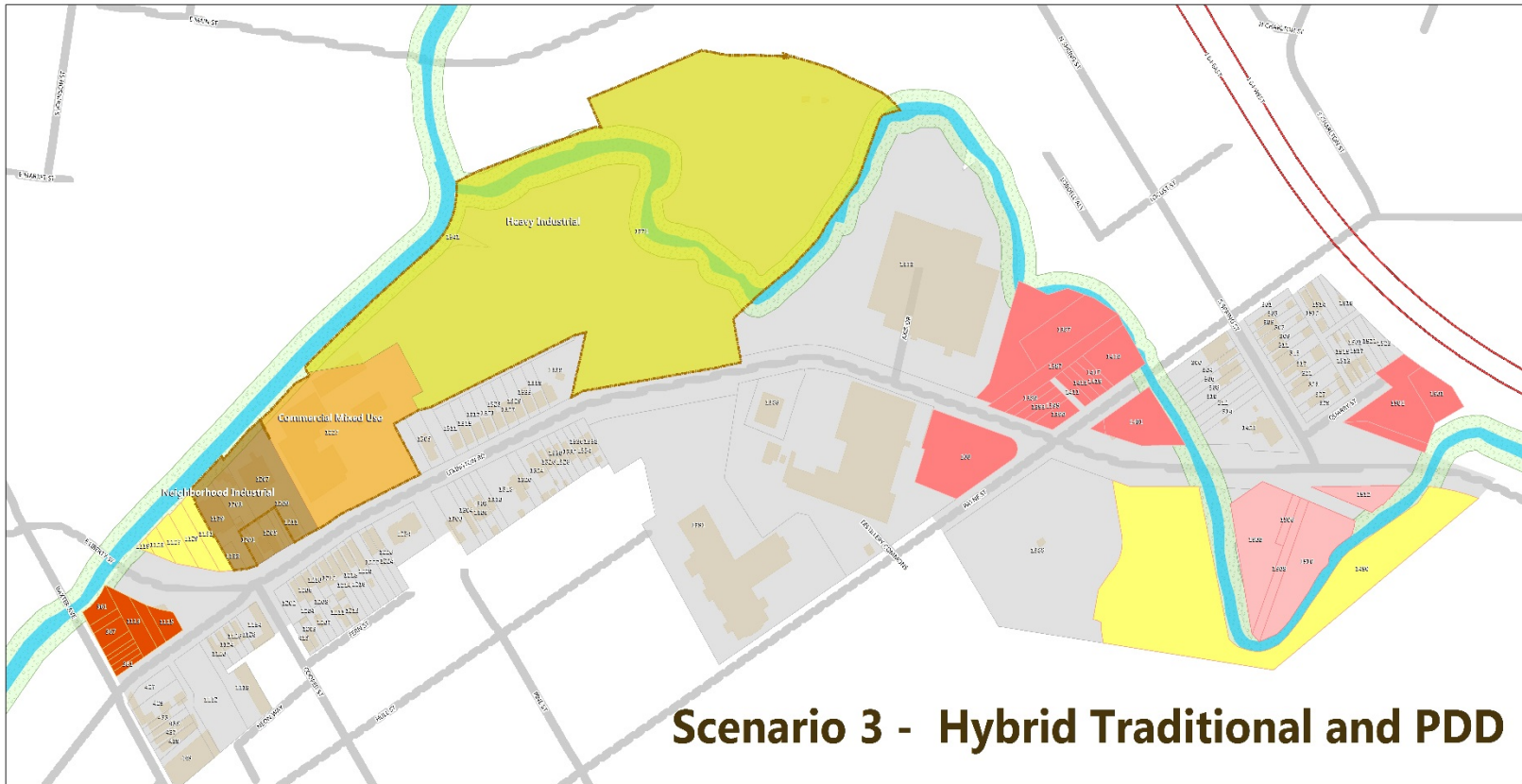


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### SCENARIO THREE

The third and final scenario presented a hybrid approach, using both traditional zoning and a smaller, targeted Planned District Development. Scenario 3 presented a PDD in the area of the existing industrially-zoned properties east of Irish Hill Park and west of Axis on Lexington. All C-M uses would be allowed as of right within the Scenario 3 proposed PDD and EZ-1, M-2 and M-3 (heavier industrial uses) also would be allowed with a Conditional Use Permit. The Conditional Use Permitting process would attempt to alleviate some of the known adverse impacts of heavy industrial uses on existing residential, commercial, and light industrial uses in the neighborhood. The balance of the corridor was a blend of single family and multi-family residential, with mixed use areas of commercial and residential at either end of the corridor. Scenario 3 is shown at right.

The three scenarios were reviewed and discussed by the Advisory Group and neighborhood stakeholders. A final draft scenario was crafted from the review of the three scenarios.



## Scenario 3 - Hybrid Traditional and PDD

Irish Hill Land Use Plan

- Scenario 3 PDD boundary
- Scenario 3**
- Zoning Recommendation**
- D-1
- D-2
- DM
- R-1
- PDD Industrial
- Neighborhood Industrial
- Neighborhood Serving Road
- Blagreen Creek
- Blagreen Hollow
- Block Area Parcels
- Block Area
- Block Area
- Scenario 3**
- Character Districts**
- Commercial Mixed Use



6/20/2017

Disclaimer: The data displayed herein is for reference purposes only.

0 0.025 0.05 0.075 0.1 Miles



## ZONING RECOMMENDATIONS

The final draft scenario attempted to address the goals of the 2002 Irish Hill Neighborhood Plan, the project guiding principles, and strove to reflect the future desires for the neighborhood indicated in the public input process. While no consensus was reached within the Advisory Group, the final draft sought to mediate between divergent viewpoints and find a middle ground that would serve the neighborhood's future.

The final draft scenario was presented to the Advisory Group and neighborhood stakeholders at a project open house for a final review on June 24, 2017. The final draft scenario was revised to reflect the Advisory Group's comments as feasible.

Additional recommendations related to zoning and other land use and transportation issues and concerns follow the Mixed-Use Planned Development District recommendations.

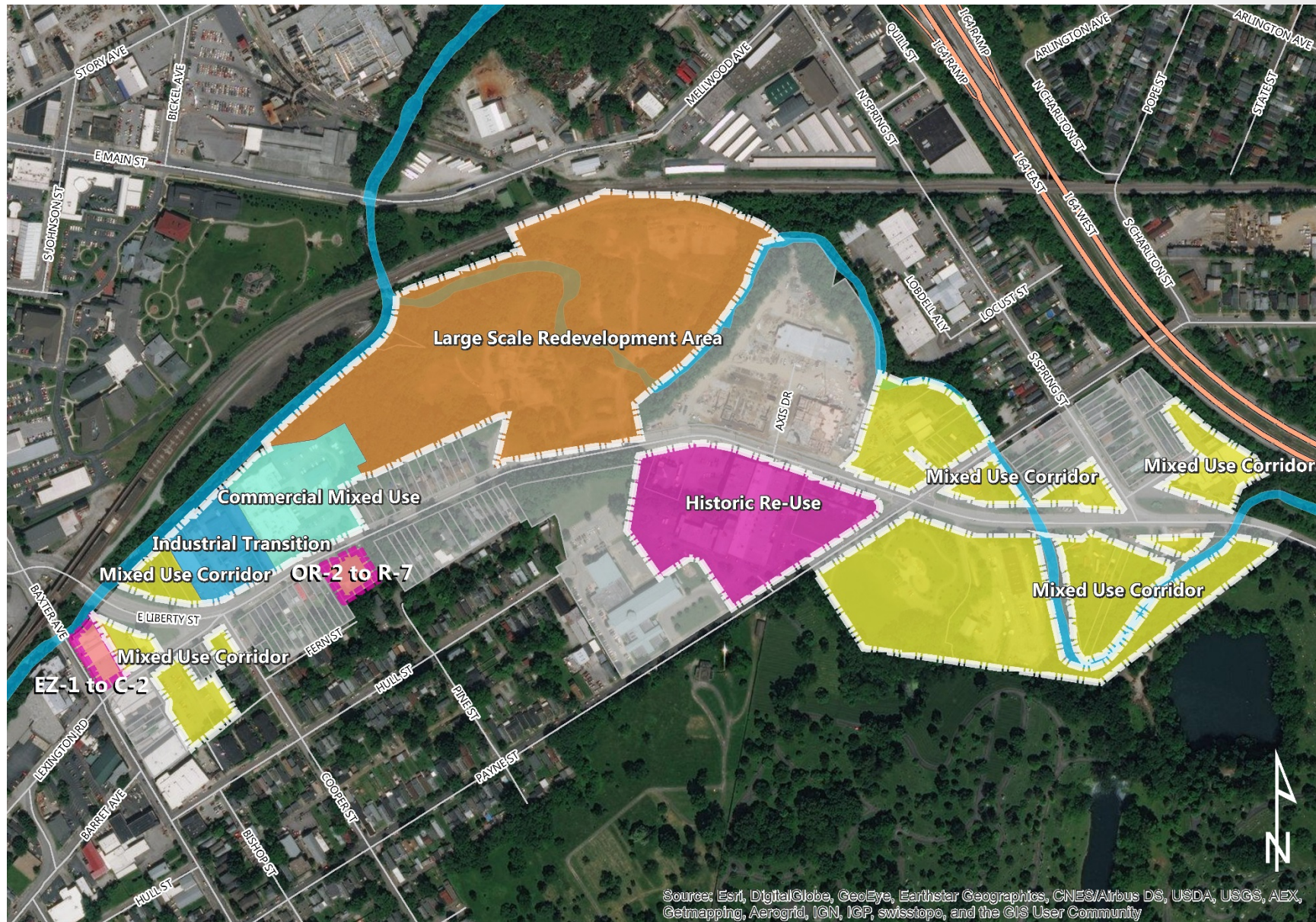
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### MIXED USE PLANNED DEVELOPMENT DISTRICT

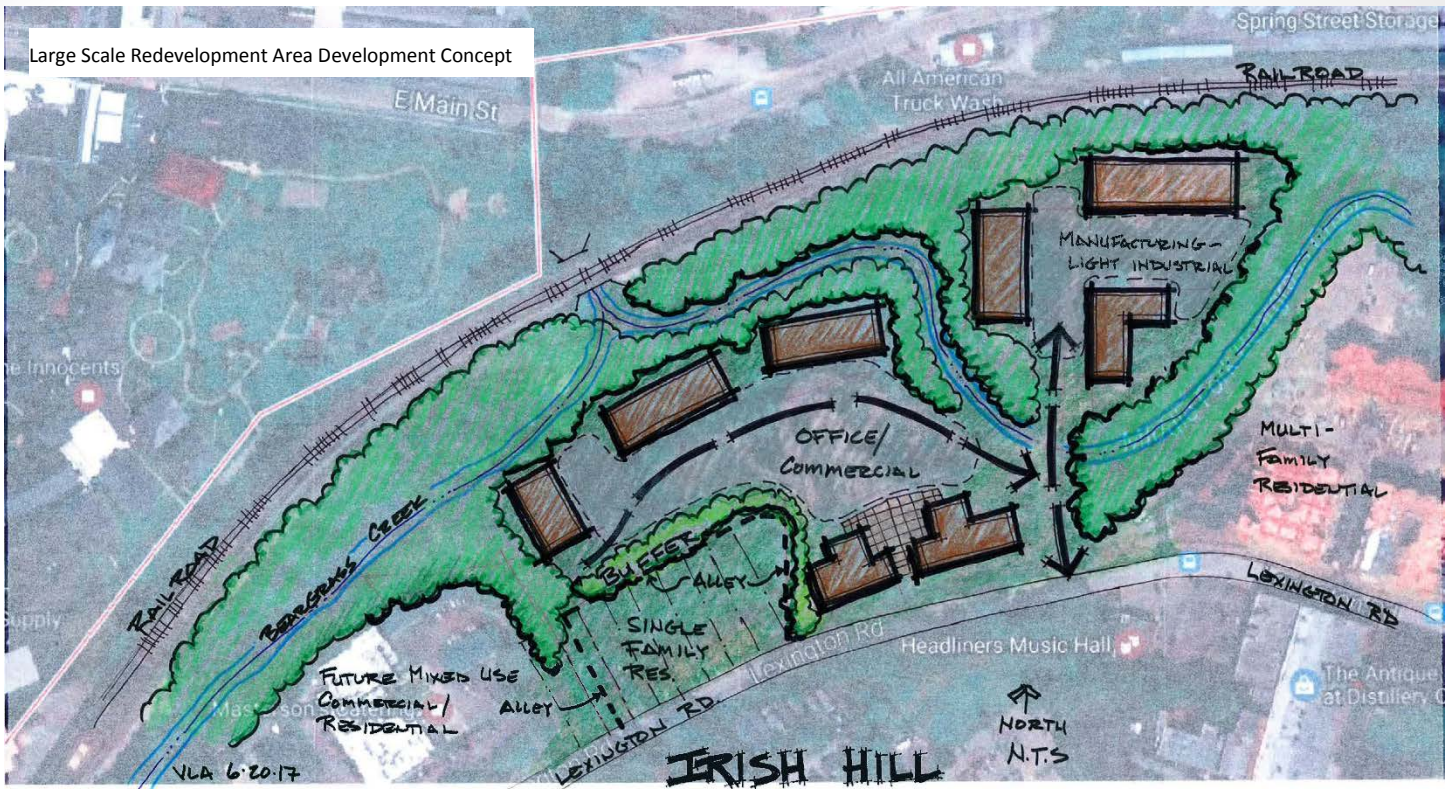
The proposed Lexington Road Mixed Use Planned Development District (PDD) consists of 52 parcels and approximately 57 acres. There is substantial diversity in land use, community form and neighborhood character currently existing within the proposed PDD area. The public process affirmed a desire to retain the varied attributes along the Lexington Road corridor, as they collectively contribute to the overall character of the area, but sought to narrow future uses along the corridor to address uses seen as incompatible with a mixed-use urban neighborhood. As a result, five character sub-areas have been established within the proposed PDD to promote appropriate land uses and development standards. The map on the next page shows the corridor and the five character sub areas. Each sub area is described and a list of allowable, limited and conditional uses associated with that sub area is included. The provided land use tables should serve as a framework and guide as the Area-wide rezoning and PDD language is finalized.



# PROPOSED PLANNED DISTRICT DEVELOPMENT SUB-AREAS AND REZONINGS







REDEVELOPMENT CONCEPTS





# CHARACTER SUB AREAS



## MIXED USE CORRIDOR SUB -AREA

The Mixed Use Corridor areas are areas within the proposed PDD that surround the commercial intersections within the corridor. While the character of the western and eastern ends of the corridor are different, they serve today as commercial nodes within the neighborhood. The goals of PDD specified uses and standards for future redevelopment in these areas are to:

- Encourage traditional neighborhood commercial form with a mix of commercial and residential uses that complement the neighborhood;
- Enhance the streetscape character of Lexington Road;
- Ensure that new development improves neighborhood walkability, connectivity and accessibility;
- Preserve and enhance Beargrass Creek and its banks and allow for the future construction of a multi-use path along the creek; and
- Preserve and enhance Irish Hill and Breslin parks.

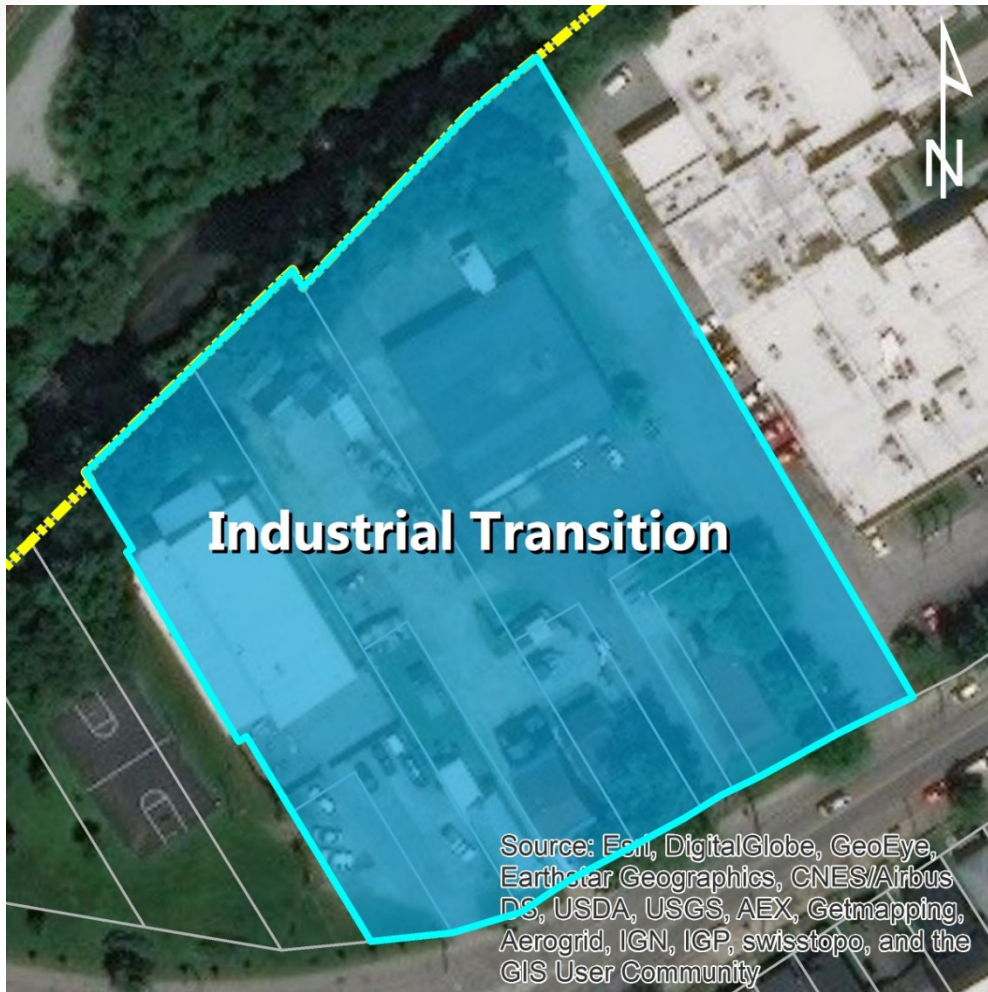


MIXED USE CORRIDOR SUB-AREA LAND USE TABLE

<b>Single Family Residential</b>	Single Family Residential Use
<b>Multi-Family Residential</b>	Consists primarily of multi-family residential uses either in stand alone structures or as part of a mixed use building. This category also permits residential care facilities in accordance with KRS Chapter 100
<b>Office Uses</b>	Consists primarily of business, professional, medical or governmental offices, and community service facilities.
<b>Commercial Use 1</b>	Consists primarily of retail stores and personal service establishments which: a) Provide for a wide variety of neighborhood serving uses; and b) Have a small service area and are, therefore, distributed widely throughout the city.
<b>Commercial Use 2</b>	Consists of more intense entertainment and long- or short-term stay related uses that are typically not considered as neighborhood serving uses. May include bowling alleys, theaters, large dance/club establishments, hotels, and similar uses.
<b>Institutional Use</b>	Consists primarily of institutional uses of a religious or educational nature. This category also permits community related uses such as community centers.
<b>Limited Uses</b>	
	<b>LU2</b> Contractor's shop with outdoor storage, Equipment testing including outdoor storage, (Future uses shall comply with performance standards*)
	<b>LU3</b> Contractor's shop with no outdoor storage (permitted only on sites west of the intersection of Lexington Road and E Liberty Street)
	<b>LU5</b> Outdoor Entertainment (with performance standards* including hours of operation and noise)
	<b>LU6</b> Transitional Housing (with performance standards*)
	<b>LU7</b> Homeless Shelter (with performance standards*)
<b>Conditional Use Permits</b>	Hospital and Medical Clinic (performance standards*)
	Commercial Communication Towers (performance standards*)
	Commercial Greenhouses/Plant Nurseries/Landscape Material Supply (performance standards*)
	Car Dealerships, Off-street Parking (performance standards* including lot size minimum and screening and buffering)
	Consists of auto oriented uses related to automotive operational uses, such as gas stations and car washes (performance standards*).
	Consists of auto oriented uses related to automobile service and repair and automobile part sales (performance standards*)
	Drive-Thru businesses (performance standards* including screening and buffering and no drive thru liquor stores)

\*Future uses shall comply with performance standards. Performance Standards may regulate impervious surface area, noise, glare, light, air quality, odors, smoke, pollution, vibration, landscaping and buffer areas, outdoor storage, lot design, traffic access and safety and location within character area

\*\*Access for Industrial uses not fronting on Lexington Road is permitted through Non-residentially zoned properties with buffering and screening as deemed appropriate by Planning and Design Staff.



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#### INDUSTRIAL TRANSITION SUB-AREA

Some industrial uses exist within and behind the residential structures facing the north side of Lexington Road near its intersection with Liberty Street. The Industrial Transition Area is an area within the proposed PDD that is currently used as single family residential, commercial and industrial. The goals of the PDD specified uses and standards for the Industrial Transition Area are to:

- Allow the existing uses to continue operation within current regulations;
- Ensure new development promotes the mixed-use, commercial/residential character of the neighborhood;
- Enhance the streetscape character of Lexington Road;
- Ensure that new development improves neighborhood walkability, connectivity and accessibility; and
- Preserve and enhance Beargrass Creek and its banks and allow for the future construction of a multi-use path along the creek

INDUSTRIAL TRANSITION SUB-AREA LAND USE TABLE

<b>Single Family Residential</b>	Single Family Residential Use
<b>Multi-Family Residential</b>	Consists primarily of multi-family residential uses either in stand alone structures or as part of a mixed use building. This category also permits residential care facilities in accordance with KRS Chapter 100
<b>Office Uses</b>	Consists primarily of business, professional, medical or governmental offices, and community service facilities.
<b>Commercial Use 1</b>	Consists primarily of retail stores and personal service establishments which: a) Provide for a wide variety of neighborhood serving uses; and b) Have a small service area and are, therefore, distributed widely throughout the city.
<b>Commercial Use 2</b>	Consists of more intense entertainment and long- or short-term stay related uses that are typically not considered as neighborhood serving uses. May include bowling alleys, theaters, large dance/club establishments, hotels, and similar uses.
<b>Institutional Use</b>	Consists primarily of institutional uses of a religious or educational nature. This category also permits community related uses such as community centers.
<b>Limited Uses</b>	
	<b>LU1</b> M1 uses** (with performance standards*)
	<b>LU5</b> Outdoor Entertainment (with performance standards* including hours of operation and noise)
	<b>LU6</b> Transitional Housing (with performance standards*)
	<b>LU7</b> Homeless Shelter (with performance standards*)
<b>Conditional Use Permits</b>	Hospital and Medical Clinic (performance standards*)
	Commercial Communication Towers (performance standards*)
	Commercial Greenhouses/Plant Nurseries/Landscape Material Supply (performance standards*)
	Car Dealerships, Off-street Parking (performance standards* including lot size minimum and screening and buffering)
	Consists of auto oriented uses related to automotive operational uses, such as gas stations and car washes (performance standards*).
	Consists of auto oriented uses related to automobile service and repair and automobile part sales (performance standards*)
	Drive-Thru businesses (performance standards* including screening and buffering and no drive thru liquor stores)

\*Future uses shall comply with performance standards. Performance Standards may regulate impervious surface area, noise, glare, light, air quality, odors, smoke, pollution, vibration, landscaping and buffer areas, outdoor storage, lot design, traffic access and safety and location within character area

\*\*Access for Industrial uses not fronting on Lexington Road is permitted through Non-residentially zoned properties with buffering and screening as deemed appropriate by Planning and Design Staff.





COMMERCIAL MIXED USE SUB-AREA LAND USE TABLE

#### COMMERCIAL MIXED USE SUB-AREA

The Commercial Mixed Use Area is an area within the proposed PDD that is currently occupied by a catering company. Should this business decide to relocate, the PDD envisions this area as an opportunity for mixed-use — residential and commercial — development with new development facing Lexington Road. The goals of the PDD specified uses and standards for the Commercial Mixed Use Area are to:

- Ensure new development promotes the mixed-use, commercial/residential character of the neighborhood;
- Enhance the streetscape character of Lexington Road;
- Ensure that new development improves neighborhood walkability, connectivity and accessibility; and
- Preserve and enhance Beargrass Creek and its banks and allow for the future construction of a multi-use path along the creek.

<b>Single Family Residential</b>	Single Family Residential Use
<b>Multi-Family Residential</b>	Consists primarily of multi-family residential uses either in stand alone structures or as part of a mixed use building. This category also permits residential care facilities in accordance with KRS Chapter 100
<b>Office Uses</b>	Consists primarily of business, professional, medical or governmental offices, and community service facilities.
<b>Commercial Use 1</b>	Consists primarily of retail stores and personal service establishments which: a) Provide for a wide variety of neighborhood serving uses; and b) Have a small service area and are, therefore, distributed widely throughout the city.
<b>Commercial Use 2</b>	Consists of more intense entertainment and long- or short-term stay related uses that are typically not considered as neighborhood serving uses. May include bowling alleys, theaters, large dance/club establishments, hotels, and similar uses.
<b>Institutional Use</b>	Consists primarily of institutional uses of a religious or educational nature. This category also permits community related uses such as community centers.
<b>Limited Uses</b>	
	<b>LU1</b> M1 uses** (with performance standards*)
	<b>LU5</b> Outdoor Entertainment (with performance standards* including hours of operation and noise)
	<b>LU6</b> Transitional Housing (with performance standards*)
	<b>LU7</b> Homeless Shelter (with performance standards*)
<b>Conditional Use Permits</b>	Hospital and Medical Clinic (performance standards*)
	Commercial Communication Towers (performance standards*)
	Commercial Greenhouses/Plant Nurseries/Landscape Material Supply (performance standards*)
	Car Dealerships, Off-street Parking (performance standards* including lot size minimum and screening and buffering)
	Consists of auto oriented uses related to automotive operational uses, such as gas stations and car washes (performance standards*).
	Consists of auto oriented uses related to automobile service and repair and automobile part sales (performance standards*)
	Drive-Thru businesses (performance standards* including screening and buffering and no drive thru liquor stores)

\*Future uses shall comply with performance standards. Performance Standards may regulate impervious surface area, noise, glare, light, air quality, odors, smoke, pollution, vibration, landscaping and buffer areas, outdoor storage, lot design, traffic access and safety and location within character area

\*\*Access for Industrial uses not fronting on Lexington Road is permitted through Non-residentially zoned properties with buffering and screening as deemed appropriate by Planning and Design Staff.





## Historic Re-Use

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

### HISTORIC RE-USE SUB-AREA

The Historical Reuse area within the proposed PDD is an area that is typified by large, commercial historic structures at the northwest corner of Payne Street and Lexington Road. Today reuse of these structures is occurring in differing degrees, with offices, an antique mall and a music venue standing out as successful examples of historic reuse. The goals of the PDD specified uses and standards for the Historic Reuse area are to:

- Allow a mix of uses, commercial and residential, as well as distilleries and breweries to address the historic use of the properties, that promote the renovation of the structures;
- Encourage commercial activity on the ground floors of these buildings to provide additional activity on the street; and
- Ensure that new development improves neighborhood walkability, connectivity and accessibility.

HISTORIC RE-USE SUB-AREA LAND USE TABLE

<b>Multi-Family Residential</b>	Consists primarily of multi-family residential uses either in stand alone structures or as part of a mixed use building. This category also permits residential care facilities in accordance with KRS Chapter 100
<b>Office Uses</b>	Consists primarily of business, professional, medical or governmental offices, and community service facilities.
<b>Commercial Use 1</b>	Consists primarily of retail stores and personal service establishments which: a) Provide for a wide variety of neighborhood serving uses; and b) Have a small service area and are, therefore, distributed widely throughout the city.
<b>Commercial Use 2</b>	Consists of more intense entertainment and long- or short-term stay related uses that are typically not considered as neighborhood serving uses. May include bowling alleys, theaters, large dance/club establishments, hotels, and similar uses.
<b>Institutional Use</b>	Consists primarily of institutional uses of a religious or educational nature. This category also permits community related uses such as community centers.
<b>Limited Uses</b>	
	<b>LU4</b> Breweries and distilleries over 5000 sq. ft (with performance standards* including with indoor storage *)
	<b>LU5</b> Outdoor Entertainment (with performance standards* including hours of operation and noise)
	<b>LU6</b> Transitional Housing (with performance standards*)
	<b>LU7</b> Homeless Shelter (with performance standards*)
<b>Conditional Use Permits</b>	Hospital and Medical Clinic (performance standards*)
	Commercial Communication Towers (performance standards*)
	Commercial Greenhouses/Plant Nurseries/Landscape Material Supply (performance standards*)
	Car Dealerships, Off-street Parking (performance standards* including lot size minimum and screening and buffering)
	Consists of auto oriented uses related to automotive operational uses, such as gas stations and car washes (performance standards*).
	Consists of auto oriented uses related to automobile service and repair and automobile part sales (performance standards*)
	Drive-Thru businesses (performance standards* including screening and buffering and no drive thru liquor stores)

\*Future uses shall comply with performance standards. Performance Standards may regulate impervious surface area, noise, glare, light, air quality, odors, smoke, pollution, vibration, landscaping and buffer areas, outdoor storage, lot design, traffic access and safety and location within character area

\*\*Access for Industrial uses not fronting on Lexington Road is permitted through Non-residentially zoned properties with buffering and screening as deemed appropriate by Planning and Design Staff.





#### LARGE SCALE REDEVELOPMENT SUB-AREA

The Large Scale Redevelopment Area within the proposed PDD is a 23-acre parcel that was formerly a scrap metal processing facility and is an area that is bisected by Beargrass Creek. Due to the property's size and former use, the site has dominated the landscape and character of this edge of the Irish Hill Neighborhood. The property is now vacant, and has been for a number of years. The goals of the PDD specified uses and standards for the Large Scale Redevelopment Area are to:

- Encourage mixed-use, commercial redevelopment that allows light industrial uses on a limited and specified basis;
- Encourages commercial and retail uses fronting Lexington Road;
- Enhance the streetscape character of Lexington Road;
- Ensure that new development improves neighborhood walkability, connectivity and accessibility; and
- Preserve and enhance Beargrass Creek and its banks and allow for the future construction of a multi-use path along the creek.

LARGE SCALE REDEVELOPMEN SUB-AREA LAND USE TABLE

<b>Multi-Family Residential</b>	Consists primarily of multi-family residential uses either in stand alone structures or as part of a mixed use building. This category also permits residential care facilities in accordance with KRS Chapter 100
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<b>Institutional Use</b>	Consists primarily of institutional uses of a religious or educational nature. This category also permits community related uses such as community centers.
<b>Limited Uses</b>	
	<b>LU1</b> M1 uses** (with performance standards*)
	<b>LU5</b> Outdoor Entertainment (with performance standards* including hours of operation and noise)
	<b>LU6</b> Transitional Housing (with performance standards*)
	<b>LU7</b> Homeless Shelter (with performance standards*)
<b>Conditional Use Permits</b>	Hospital and Medical Clinic (performance standards*)
	Commercial Communication Towers (performance standards*)
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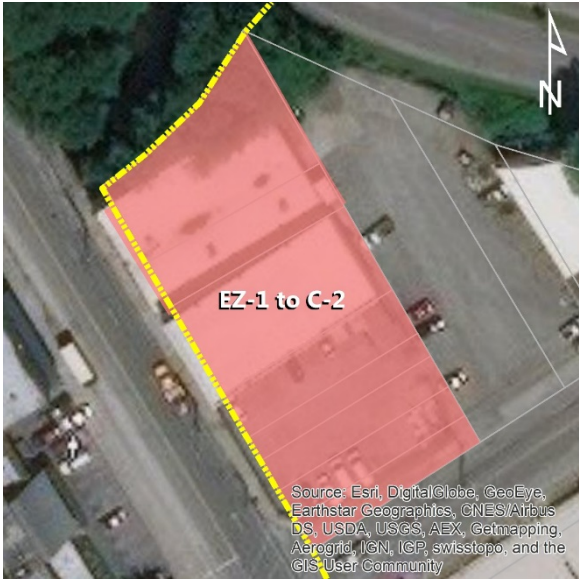
\*Future uses shall comply with performance standards. Performance Standards may regulate impervious surface area, noise, glare, light, air quality, odors, smoke, pollution, vibration, landscaping and buffer areas, outdoor storage, lot design, traffic access and safety and location within character area  
 \*\*Access for Industrial uses not fronting on Lexington Road is permitted through Non-residentially zoned properties with buffering and screening as deemed appropriate by Planning and Design Staff.

# REZONING RECOMMENDATIONS OUTSIDE OF PDD

## REZONING OUTSIDE PDD

The properties on the east side of the street, in the block of Baxter Avenue between Lexington Road and Liberty Street (361-381 Baxter Avenue) are currently zoned EZ-1. These properties are recommended to be rezoned to C-2. These properties are within an area that is also recommended as part of the extension of the Bardstown Road Overlay District.

Additionally, it is recommended that the multi-family property located at 1234 Lexington Road that is currently zoned OR-2 be rezoned to R-7 to fit its current use and intensity.





## OTHER LAND USE AND COMMUNITY FORM RECOMMENDATIONS

In addition to recommendations concerning the zoning and permitted uses, this section puts forth supportive land use and community form recommendations concerning transportation, safety and walkability, recreation, and urban design. These recommendations were gathered through the analysis and public input process and are reflective of the guiding principles established for the recommendations.

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### TRANSPORTATION

#### Site Plan Review Considerations

The following should be considered in any evaluation of site plans:

- Reduce or consolidate curb cuts as modifications are made to the Lexington Road and Payne Street Rights-of-Ways within the study area.
- Place high importance on providing residential areas alley access whenever feasible.
- Require cross connectivity between future developments when beneficial.

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### SAFETY AND WALKABILITY

- Improve the Lexington Road/Liberty Street/Cooper Intersection.
- Improve walkability the upgrading and completion of the neighborhood sidewalk network.

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### RECREATION

- Work with property owners to establish an easement or Right-of-Way dedication for the future construction of the Beargrass Creek Shared Use Path.
- Preserve and enhance Breslin Park and Irish Hill Park.



- Expand Breslin Park to the east through acquisition of MSD property when Metro Signs and Markings vacates the property.

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#### URBAN DESIGN

- Work with the Phoenix Hill Neighborhood Association to extend the Bardstown Road Overlay District north to Chestnut Street.
- Create one or more Irish Hill Neighborhood gateways

## CHAPTER 7- IMPLEMENTATION

### IMPLEMENTATION TASKS, RESPONSIBILITIES AND TIME FRAME

Comprehensive Plan/Land Development Code				
ZONING	Action	STRATEGY	RESPONSIBILITY	TIMEFRAME
CP1	Create a Mixed-Use Planned Development District with character sub areas as illustrated in the Proposed Planned Development District Development Map (Chapter 7)	Finalize PDD land use and character and performance standards. Engage property owners and neighborhood stakeholders in a public review process.	Louisville Metro Government Office of Advanced Planning and Office of Planning and Design Services, District 9 Metro Council Office, Irish Hill Neighborhood Association	Short Term
CP2	Initiate an Area-wide Rezoning to reflect the following zoning changes: 1) within the proposed Mixed-Use PDD [as show in the Map in Chapter 7], 2) rezone 361, 377 and 381 Baxter Avenue from EZ-1 to C-2, and 3) rezone 1234 Lexington Road from OR-2 to R-7 [as proposed in the 2002 Irish Hill Neighborhood Plan]	Ordinance Preparation, Public Hearing and Approval	Louisville Metro Government Office of Advanced Planning, Office of Planning and Design Services, Planning Commission, District 9 Metro Council Office, Louisville Metro Council, Irish Hill Neighborhood Association	Short Term
CP3	Extend the Bardstown Road Overlay District boundaries north to Chestnut Street to include all properties facing Baxter Avenue	Begin conversations with Phoenix Hill Neighborhood Association, Irish Hill Neighborhood Association and property owners about the extension. Ordinance Preparation and Approval	Irish Hill Neighborhood Association, Phoenix Hill Neighborhood Association, Office of Planning and Design Services, District 9 Metro Council Office, Louisville Metro Council	Mid Term
TRANSPORTATION	Action	STRATEGY	RESPONSIBILITY	TIMEFRAME
CP4	Reduce and Consolidate Overly Wide Curb Cuts	Incorporate as feasible into formal site plan reviews	Louisville Metro Planning and Design Services and Department of Public Works	Long-Term
CP5	Promote Cross Connectivity in Future Development	Incorporate as feasible into formal site plan reviews	Louisville Metro Planning and Design Services and Department of	Long-Term

Policy and Programmatic				
COMMUNITY FORM	Action	STRATEGY	RESPONSIBILITY	TIMEFRAME
PP1	Finalize path alignment and negotiate easements or Rights-of-Way agreements for the Beargrass Creek Shared Use Path	Secure funding for additional planning and eventual construction of the Beargrass Creek Shared Use Path	Metro Parks and Recreation, Metropolitan Sewer District, Corps of Engineers, District 9 Metro Council Office	Long Term
PP2	Consider expansion of Breslin Park to the east to include the MSD/Metro Signs and Markings facility	Evaluate the feasibility and possible costs of expanding Breslin Park to the east	Metro Parks and Recreation, Metro Facilities, MSD, District 9 Metro Council Office	Short Term
PP3	Create one or more Irish Hill Neighborhood gateways	Irish Hill Neighborhood Association to work with Metro Parks and Recreation to develop plans and secure funding for gateways at Irish Hill Park and Breslin Park	Irish Hill Neighborhood Association, Metro Parks and Recreation, District 9 Metro Council Office	Mid-to-Long Term
Capital Improvements and Infrastructure				
SAFETY AND WALKABILITY	Action	STRATEGY	RESPONSIBILITY	TIMEFRAME
CI1	Improve walkability through the construction of new sidewalks and repair of existing sidewalks	Implement through plan review and capital roadway improvements	Private property owners, Metro Department of Public Works, District 9 Metro Council Office	Long term
CI2	Improve the Lexington Road/Liberty Street/Cooper Intersection to address vehicular, bicycle and pedestrian safety	Design as part of Phase II of the Lexington Road Safety Project	Louisville Metro Office of Advance Planning and Department of Public Works, District 9 Metro Council Office	Short and Mid-Term
RECREATION	Action	STRATEGY	RESPONSIBILITY	TIMEFRAME
CI3	Implement the proposed Irish Hill Park improvements as outlined in the Irish Hill Park Master Plan	Secure funding for the proposed park improvements	Metro Parks and Recreation, District 9 Metro Council Office	Mid to Long Term
CI4	Implement the proposed Breslin Park improvements as outlined in the Breslin Park Master Plan	Secure funding for the proposed park improvements	Metro Parks and Recreation, District 9 Metro Council Office	Mid to Long Term
CI5	Consider development a plan for a residential alley behind the single family homes in the 1200 block on the north side of Lexington Road (Traditional Neighborhood Form District)	Work with property owners to develop a consensus on plan, acquire ROW and secure construction funds	District 9 Metro Council Office, Irish Hill Neighborhood Association, Department of Public Works, Louisville Metro Planning and Design Services, Office of Advanced Planning	Long Term

# Irish Hill Neighborhood Plan Update

Lexington Road Land Use Study June 2017