

# EXECUTIVE SUMMARY

## BACKGROUND

The Irish Hill Neighborhood Plan was completed in 2002 and the Executive Summary was adopted as part of Cornerstone 2020 Comprehensive Plan in 2011. 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 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

## NEIGHBORHOOD PLAN MISSION AND PURPOSE

*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.***

The following Goals were identified within the Irish Hill Neighborhood Plan and were used as a starting point for the Neighborhood Plan Update and Lexington Road Land Use Study:

- Encourage a mix of uses that support the neighborhood and adjacent areas
- 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).

## LAND USE PLAN GUIDING PRINCIPLES

In addition to the goals, the Update/Land Use Study used the following guidelines in the development and refinement of the recommendations. The guidelines below outline the principles that served as the framework for the development of the zoning, land use and community form recommendations of the Irish Hill Neighborhood Plan Update/Lexington Road Land use Study. 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.

- 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

## RECOMMENDATIONS

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 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.

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.

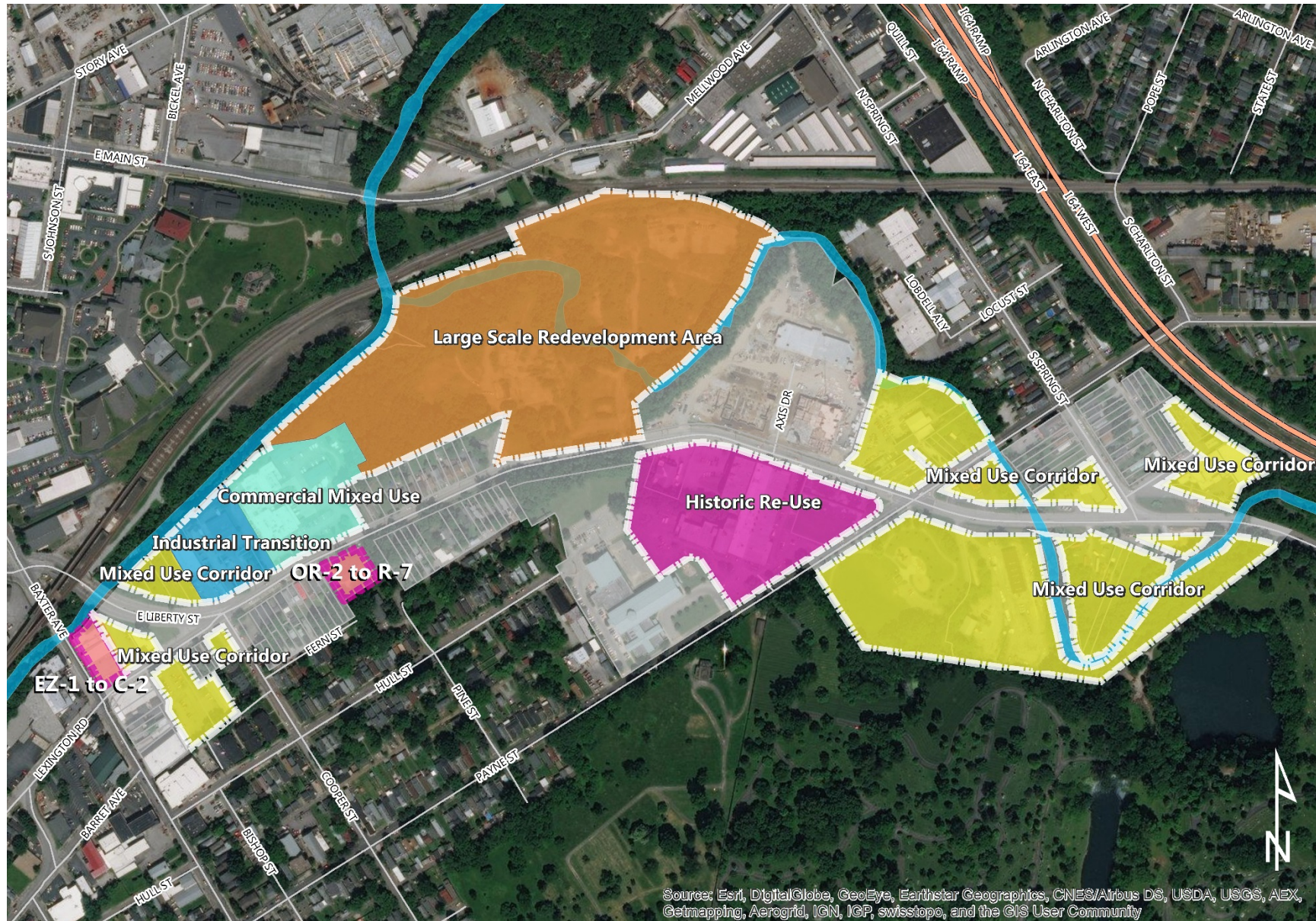
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### MIXED USE PLANNED DEVELOPMENT DISTRICT

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.

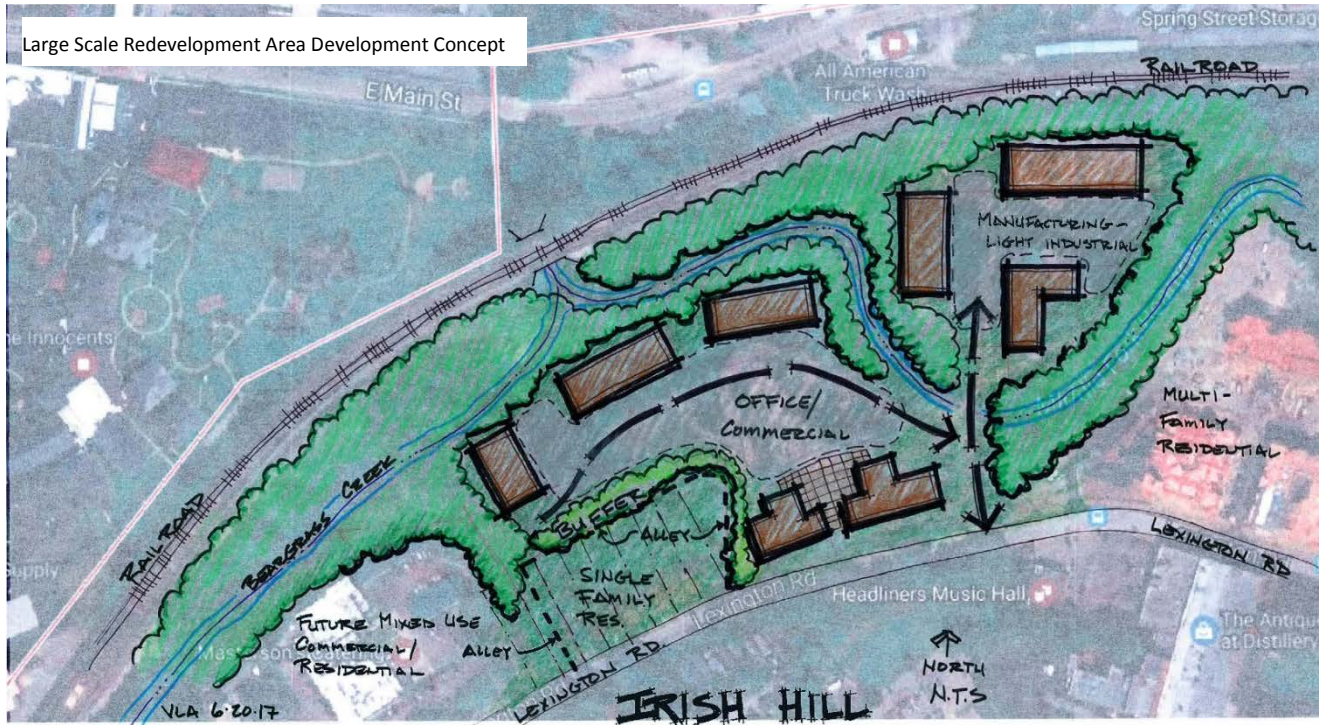


PROPOSED PLANNED DISTRICT DEVELOPMENT SUB-AREAS AND REZONINGS





Large Scale Redevelopment Area Development Concept



## REDEVELOPMENT CONCEPTS

Lexington Road/Payne Street Redevelopment Concept





## 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:

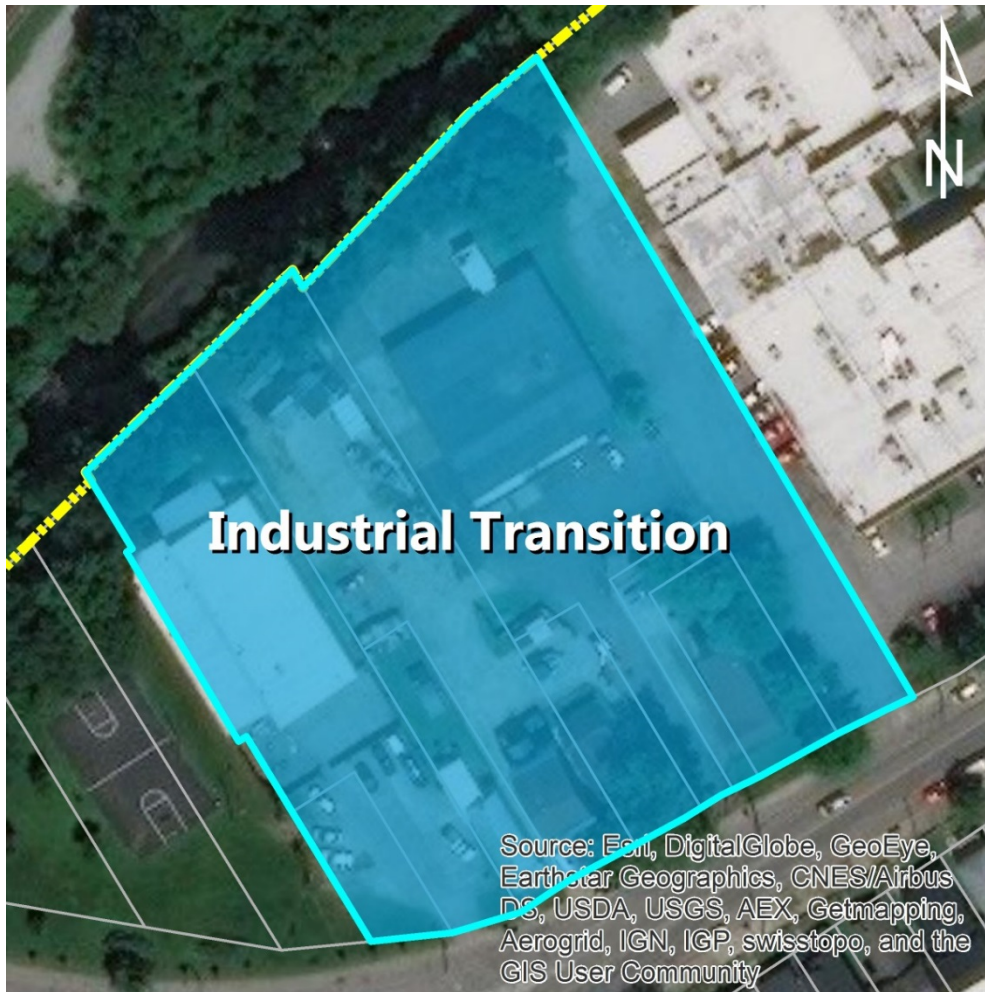
- Encourage traditional neighborhood commercial form with a mix of commercial and residential uses that complement the neighborhood;
- Enhance the streetscape character of Lexington Road;
- Ensure that new development improves neighborhood walkability, connectivity and accessibility;
- Preserve and enhance 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.



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

#### 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)

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#### 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.



COMMERCIAL MIXED USE 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*)
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<b>Conditional Use Permits</b>	Hospital and Medical Clinic (performance standards*)
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	Commercial Greenhouses/Plant Nurseries/Landscape Material Supply (performance standards*)
	Car Dealerships, Off-street Parking (performance standards* including lot size minimum and screening and buffering)
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#### 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.
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<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*)
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#### 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.

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



LARGE SCALE REDEVELOPMENT 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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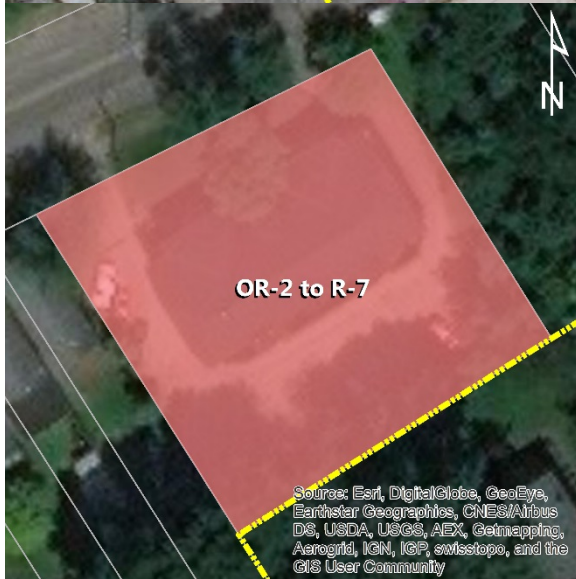
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## REZONING RECOMMENDATIONS OUTSIDE OF PDD

### 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



## 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
C15	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