



DOWNTOWN 

LOUISVILLE

MASTER PLAN

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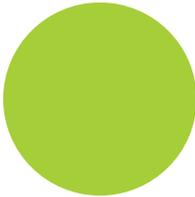
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EXECUTIVE SUMMARY

Recognizing that many of the implementation steps and catalyst projects have been completed from the last planning effort in 2002, the Louisville Downtown Partnership (in cooperation with Louisville Metro) embarked on the 2013 Downtown Louisville Master Plan process to identify catalytic projects, build consensus and generate momentum for the next 10 years.

This collaborative and interactive process involved the general public, dozens of stakeholders, and downtown leaders in defining a vision and strategic direction for Downtown Louisville. Beginning in February 2013, the public was engaged through a series of public meetings that attracted more than 300 participants. Community conversation also took place on engagelouisville.com, an interactive web interface that allowed participants to share their ideas with others. The web site received more than 25,000 individual page views and garnered 240 ideas and 350 comments from the public. Input was also gained through a series of more than 35 meetings with downtown stakeholders to provide a complete picture of the needs and opportunities downtown. This robust input process shaped plan concepts and directly informed the resulting strategies and recommendations.

The Downtown Louisville Master Plan was guided by detailed economic analysis that examined business development, residential and retail trends regionally and nationwide to establish market demand for the next 10 years in downtown. These market forces led to the identification of the incentives, policies and strategies that will be necessary to help Downtown Louisville achieve its potential.

To support and encourage private investment, the Downtown Louisville Master Plan also analyzed Urban Form and Connectivity and developed recommendations for specific public infrastructure investments. A well connected, sustainable, vibrant and active downtown is critical to the growth of jobs, residential and retail. In the Knowledge Economy, which places great emphasis on educated people interacting and innovating, the development and enhancement of dense, walkable, thriving downtowns have

perhaps never been more important to a regional economy. The Five Neighborhoods concept plan creates five distinct urban neighborhoods within Downtown Louisville that will help attract private investment in residential and retail, grow jobs and create new public amenities. Building on the standard set by Waterfront Park, the One Riverfront concept plan integrates each of the Five Neighborhoods with the Ohio River and creates a unified and cohesive Riverwalk that connects east and west to the neighborhoods surrounding Downtown Louisville.

The Downtown Louisville Master Plan sets forth a vision that will add housing, improve the public realm, and spur economic growth. The Implementation section provides a road map for the successful execution and implementation of the Master Plan. Thoughtful evaluation of the broader economic impacts of investments in downtown development is needed to understand the roles different actors can play in realizing downtown's potential as a vibrant, active, mixed-use center—and as an economic catalyst for the region. These actors include the public and non-profit sectors, such as local, state, and federal governments, community development corporations, foundations, and institutions. In addition, the business community also can play a significant role in the enhancement of downtown—a goal that is intertwined with business development.

Louisville has experience in forging private and public partnerships to achieve community goals. Waterfront Park, the emerging district around the KFC Yum! Center, NuLu, and the Bourbon District are but a few recent examples. These successes have neither happened overnight, nor by accident. Rather, they are the products of planning, coalition building, and unified efforts by stakeholders to provide the needed policies and resources to accomplish established goals. The public and private sectors will need to continue to collaborate to advance the needed and numerous policy changes, make strategic investments and enable private sector development.

THE DOWNTOWN LOUISVILLE MASTER PLAN...

ENGAGED THE PUBLIC

35+

STAKEHOLDER INTERVIEWS

3

PUBLIC MEETINGS

300

ATTENDEES

25,000+

PAGE VIEWS ON ENGAGELOUISVILLE.COM

ESTIMATED MARKET DEMAND DOWNTOWN FOR

OFFICE SPACE,

MARKET RATE

RESIDENTIAL

AND

RETAIL DEVELOPMENT

IDENTIFIED PROJECTS, POLICIES, AND STRATEGIES

THAT WILL

UNLOCK

THE LATENT

DEMAND

THAT EXISTS DOWNTOWN

DEVELOPED CONCEPT PLANS

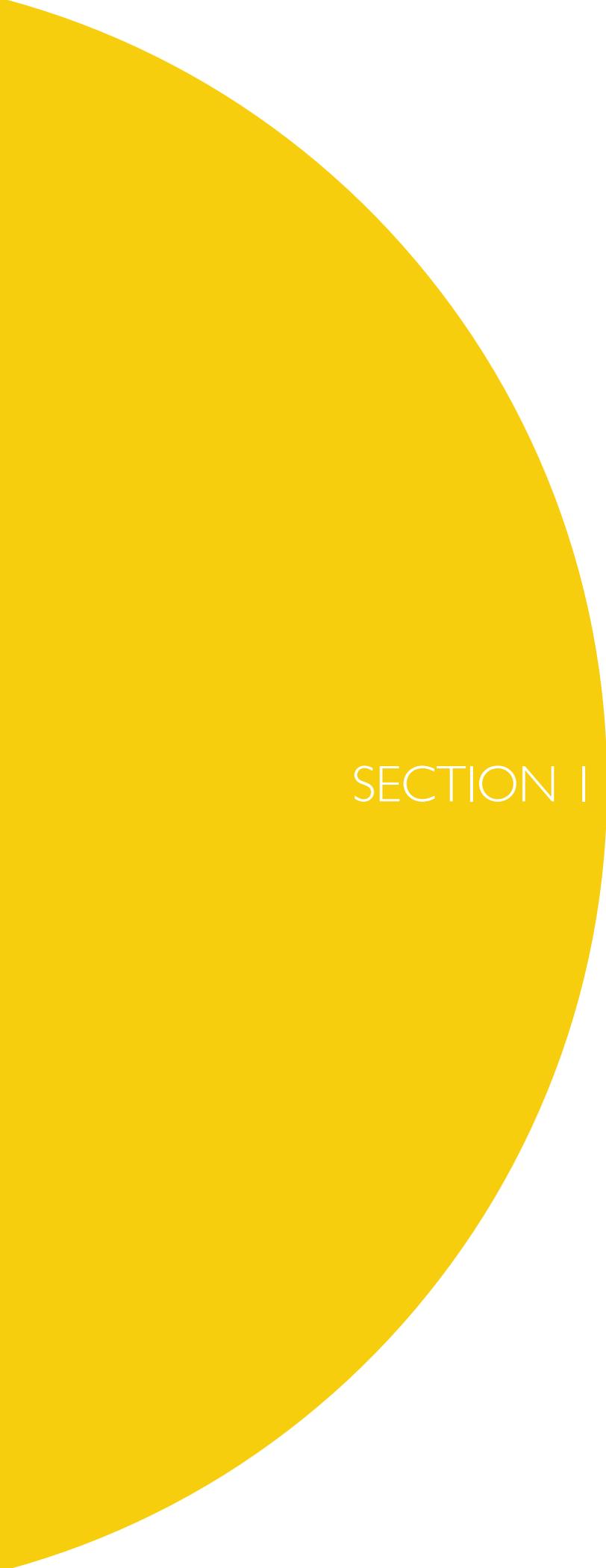
FOR

FIVE NEIGHBORHOODS

AND

ONE RIVERFRONT

THAT WILL TRANSFORM DOWNTOWN



SECTION I INTRODUCTION

PURPOSE

INTRODUCTION

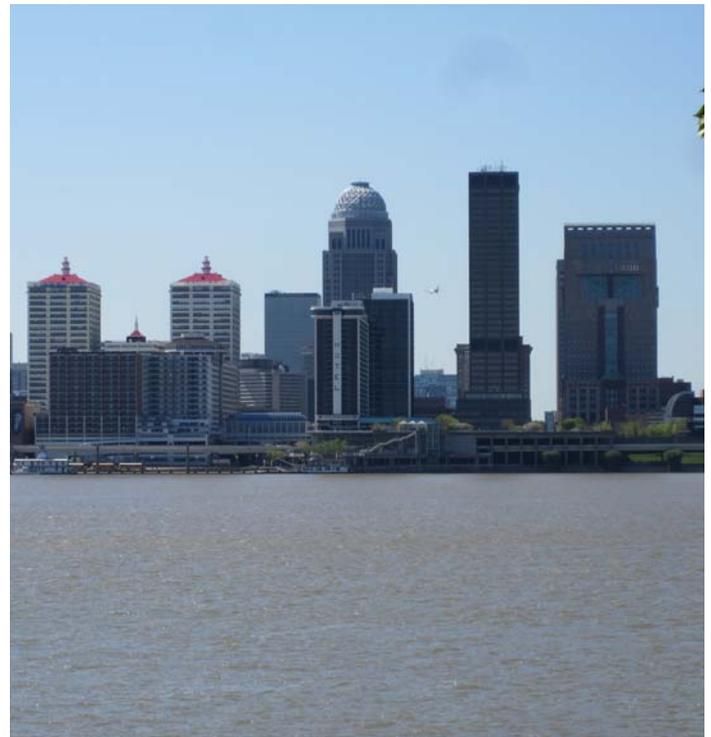
Downtown Louisville has been positively shaped by a number of master planning efforts over the past several decades. Recognizing that many of the implementation steps and catalyst projects have been completed from the last planning effort in 2002, the Louisville Downtown Partnership (in cooperation with Louisville Metro) embarked on the 2013 Downtown Louisville Master Plan process to identify catalytic projects, build consensus, and generate momentum for the next 10 years. This collaborative and interactive process involved the general public, dozens of stakeholders and downtown leaders in defining a vision and strategic direction for Downtown Louisville.

The Downtown Louisville Master Plan aims to reinforce downtown as the economic, entertainment, residential, and cultural core of the community. Recent projects and planning efforts are already underway or in place that are doing just that. With the KFC Yum! Center, Whiskey Row, South Fourth Street Retail District, the Bourbon District, the Bridges Project, East Market Street Streetscape, and the Nucleus Innovation Park, downtown is reaching a tipping point. This plan builds on the recent successes in downtown to continue to increase downtown housing, attract high quality jobs and economic development, improve connectivity and wayfinding, and infill vacant and underutilized parcels. The result is a comprehensive, tactical plan that weaves these existing projects and efforts together with new strategies and catalytic projects to create a 10- year cohesive and phaseable plan.

STUDY AREA

The Downtown Louisville Master Plan study area consists of the area generally defined as “downtown” and extends to the boundaries of the Louisville Downtown Partnership (LDP). This includes the Ohio River to the north, 10th Street to the west, I-65 to the east and Broadway to the south. The LDP and the planning team recognize that Downtown Louisville is more successful if the neighborhoods that surround downtown are successful. This is why the LDP has

been involved in linking neighborhoods to downtown. For that reason there are no “hard” lines around downtown and the plan focuses on how to strengthen the connections and linkages between downtown and its adjacent neighborhoods.



STUDY AREA



PUBLIC PROCESS

IN PERSON AND ONLINE

STEERING COMMITTEE AND INTERVIEWS

To guide the planning process, the planning team met regularly with a 34-member steering committee. The committee helped to shape the vision of the plan and reviewed ideas and strategies. The planning process for the Downtown Louisville Master Plan began in January of 2013, with a series of 35 downtown stakeholders meetings that took place in January and February. Those interviewed included LDP staff, Louisville Metro officials, representatives from the Vision Louisville effort, local property and business owners, developers, and civic and institutional leaders. These meetings helped the planning team understand the concerns and expectations related to the plan, as well as discover important needs and opportunities.

PUBLIC INVOLVEMENT

Public involvement was also a fundamental part of the Downtown Louisville Master Plan. A series of three public meetings were held over the course of the process. In February, the planning team met with the public to gain input and ideas. More than 150 people attended this initial meeting, and the conversation continued online at a dedicated project website: engadelouisville.com. This interactive website allowed for public input and discussion to continue after the public meetings and encouraged those who were not able to attend the public meetings to view all project related materials and participate in a meaningful way. This additional input (see box at right) helped to inform the plan's ideas and recommendations and to get continued feedback from the public throughout the process. Two additional public meetings were held through the spring and summer. The meeting in May unveiled draft plan concepts and ideas, and the final meeting in August reviewed refined plan concepts and draft strategies and recommendations.

All told, more than 300 people attended the public meetings in person and more than 25,000 viewed the plan progress at engadelouisville.com. Through engadelouisville.com

the planning team reviewed 240 ideas and fielded 350 comments that helped to shape the Master Plan.

COLLABORATION

In addition to stakeholder meetings and public input, the planning team collaborated with other efforts that are taking place in concert with the Downtown Master Plan. This included Vision Louisville and the ULI Rose Fellowship study of Fourth Street. Existing and current planning efforts, such as the Bourbon District, the Downtown Retail Study, the Bridges Project, the Convention Center expansion, East Market Street Streetscape and the Downtown Connectivity Studies, were also incorporated.

COMMON THEMES

Public participation, both in person and online, identified hundreds of ideas and comments. Although things were said many different ways, several common themes emerged for downtown:

- More Infill Development
- Reduce Surface Parking Lots
- Develop Mid-Priced Housing
- Make Transit Improvements (Streetcars, Bike Accommodation)
- Need Additional Retail
- Promote Sustainability
- Make Connections to Neighborhoods (especially across 9th, I-65, and Broadway)
- Integrate Waterfront Park with Downtown and Adjacent Neighborhoods

INPUT SUMMARY

ENGAGELOUISVILLE.COM

25,000+
PAGEVIEWS

240
IDEAS

350
COMMENTS

The screenshot shows the EngageLouisville.com website. At the top, there are navigation links for 'Topics', 'Ideas', and 'About', along with a search bar and a user profile icon. A large banner features the 'DOWNTOWN LOUISVILLE MASTER PLAN' logo and the text 'HELP IMPROVE DOWNTOWN LOUISVILLE JOIN OUR COMMUNITY.' Below the banner are social media sign-up buttons for Facebook, LinkedIn, and Google+. A sidebar on the left lists 'Reviewed Ideas' and 'PROJECT DETAILS' with a list of items like 'About the Project', 'How It Works', and 'Public Meeting Presentation #1'. The main content area displays an idea titled 'FOURTH STREET' with a map and the text 'Planning concepts for Street expand on the streetscape and retail create a completely new and connected Fourth from Broadway to the Riverfront.' It also includes neighborhood strategies and a 'My idea is...' input field.



PRINCIPLES

PLANNING PRINCIPLES

The 2002 Master Plan created a strong planning foundation for Downtown Louisville. The 2013 Downtown Louisville Master Plan used these established planning principles to guide its planning process. Based on community input, the existing planning principles were augmented and updated to reflect shifting priorities and goals for Downtown Louisville. These principles provided a framework for the planning effort and shaped concepts, recommendations, and strategies.

1. Reinforce downtown as the unique cultural, economic, entertainment, retail, and civic center of the region.
2. Create a 24-hour downtown that is activated by residential neighborhoods.
3. Transform Downtown from a collection of destinations into one unique destination.
4. Create active, vibrant, safe, and livable public spaces.
5. Create an interconnected network of streets, transit, and public open spaces.
6. Enhance Downtown's attractiveness as a place of investment and job creation.
7. Build on existing strengths with new initiatives and development.
8. Integrate Downtown seamlessly with its adjacent neighborhoods, the City, and the region.
9. Forge public/private partnerships to coordinate high priority initiatives and oversee plan implementation.



HOW TO USE THIS PLAN

Following this Introduction, the Downtown Louisville Master Plan is comprised of five sections:

SECTION 2: BUSINESS DEVELOPMENT, HOUSING AND RETAIL ANALYSIS

Reviews existing employment, residential and retail trends nationally, regionally, and locally and identifies strategies for growing jobs, adding residents, and expanding retail offerings.

SECTION 3: URBAN FORM AND CONNECTIVITY

Examines the urban form and connectivity of downtown and makes specific recommendations that take advantage of existing assets, improve open space, create “Complete Streets”, enhance sustainability, and encourage continued strategic planning.

SECTION 4: FIVE NEIGHBORHOODS

Introduces concept plans and improvements that create five distinct urban neighborhoods within Downtown Louisville that will help to draw new residents, grow and attract jobs, and create new public amenities.

SECTION 5: ONE RIVERFRONT

Presents a concept plan for a unified and cohesive Riverfront that extends the energy of Waterfront Park to the proposed Waterfront Park Phase IV and better connects Downtown Louisville and its near neighborhoods to the Ohio River.

SECTION 6: IMPLEMENTATION

Compiles all of the concept plan components and the strategies and policy changes that need to be made to successfully fund and implement the plan. Identifies the key actors and facilitators involved in plan implementation and sets a preliminary timeline for achieving success.



PREVIOUS PLANNING EFFORTS

INTRODUCTION

For nearly a century, Louisville has engaged in planning efforts that have sought to transform, and later revitalize, its downtown core. Though specific to their time periods, the themes and principles explored in these plans are similar: prioritizing the pedestrian experience, reconnecting with the waterfront, incentivizing new development, improving transit, and creating a more livable downtown. Many of the plans have resulted or inspired large transformative projects within downtown, such as The Kentucky Center for the Performing Arts, the KFC Yum! Center, and The Belvedere/Riverfront Plaza. These are some of the most important roles of the master planning process—identifying opportunities, laying out a compelling vision, building consensus, and directing and energizing parties to make improvements to downtown.

Nonetheless, many of the ideas presented have gone unrealized and continue to be addressed in subsequent plans. These include the division created by Ninth Street, the adverse impact created by highways, and the lack of transit. The ideas for Waterfront Park Phase IV and the extension of River Road are also key planning concepts that have yet to be implemented.

Each plan, therefore, presents a new perspective on the work that has been accomplished prior to its conception, and acknowledges the work that remains to be done. More importantly, every plan envisions a more vibrant downtown core for the future.



1931 BARTHOLOMEW PLAN

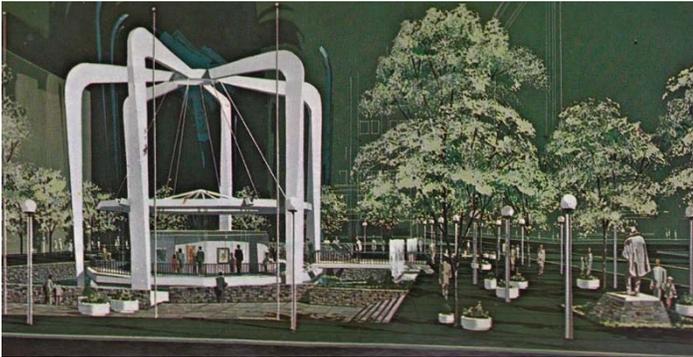
The 1931 Bartholomew Plan aimed to return the city's core and activity north toward the Ohio River, creating a high rise district along a City Beautiful–inspired waterfront.

Big Ideas:

- Create thirty-five miles of riverfront parkways linking recreational areas
- Create a public plaza and park facing the Ohio River between Third and Seventh Streets over a parking garage with a 4000-car capacity
- Design a new civic center on Main Street between Fourth and Sixth Streets
- Implement a new street plan to widen important streets and remove specific railroad crossings

Plan Outcomes:

- Idea of a riverfront park led to the design and construction of the Belvedere and Riverfront Plaza in 1973



1962 DESIGN FOR DOWNTOWN

The 1962 Design for Downtown, though not officially adopted by the city, served as a blueprint for downtown development that led to the redesign of Ninth Street and the conversion of the Armory into a convention center.

Big Ideas:

- Complete downtown network of freeways
- Convert the old Armory Building into a convention center faced by a public plaza
- Convert Ninth Street into a major thoroughfare from which to reroute traffic around the downtown area
- Close Guthrie Street to automobiles
- Build a freestanding symphony hall for the Louisville Orchestra

Plan Outcomes:

- Reconstruction of Ninth Street into parkway with enhanced freeway access
- Conversion of the Armory into a downtown convention center
- Design and Construction of Founder's Square Plaza and Visitors Center facing the Louisville Convention Center.



1969 LOUISVILLE CENTER CITY DEVELOPMENT PROGRAM

The 1969 Louisville Center City Development Program proposed a pedestrian mall along Fourth Street between Broadway and Liberty Streets.

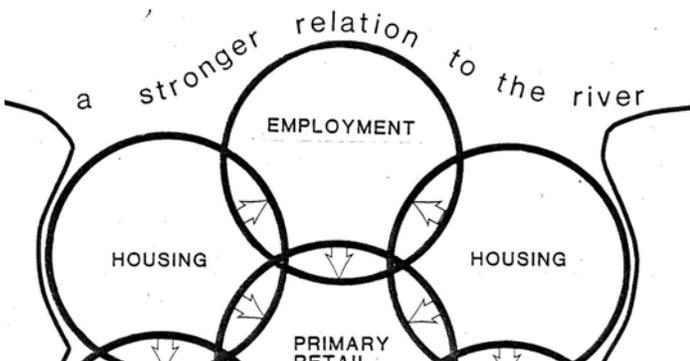
Big Ideas

- Construct a convention center and hotel between the riverfront development and the retail core
- Adopt a policy to conserve land west of downtown for the development of parking garages and single-occupancy office structures
- Create of a Pedestrian Mall along Fourth Street between Broadway and Liberty Streets
- Construct a performing arts center in the Riverfront area
- Develop a mass transit system beyond the existing bus system

Plan Outcomes:

- Construction and opening of the River City Mall along Fourth Street
- Construction of the Louisville Galleria in the 400 block of 4th Street
- Renovation of a historic structure on West Main Street for what is now The Kentucky Science Center
- Construction and opening of the Commonwealth Convention Center

PREVIOUS PLANNING EFFORTS



1980 CENTRAL LOUISVILLE DEVELOPMENT PLAN

The 1980 Central Louisville Development Plan synthesized previous planning efforts and sought to improve downtown's relationship with adjacent neighborhoods.

Big Ideas:

- Create a unified downtown plan and review process, and a central planning agency to monitor plan implementation
- Create a policy and process for the preservation of historic structures
- Improve mass transit as current transit is unable to meet the demands of transit users
- Open Jefferson Street across Ninth Street to improve neighborhood access from downtown
- Pursue a transit information center and study the possibility of a transit interchange center
- Encourage long-term parking along downtown's district edges

Plan Outcomes:

- The plan was adopted by the Board of Aldermen and served as a guide for downtown land use policy and development, yet its implementation strategies went largely unrealized.

1990 LOUISVILLE DOWNTOWN DEVELOPMENT PLAN

The 1990 Louisville Downtown Development Plan proposed the creation of a cultural district along West Main Street between Third and Ninth Streets.

Big Ideas:

- Create a new zoning code for the downtown area that includes urban design guidelines and a development review process with separate zoning districts
- Establish a management district for the maintenance and marketing of downtown
- Support the concept of a Waterfront Park to complement the city's Olmsted parks and parkways through the development of the Waterfront Park Master Plan
- Transform West Main Street into a cultural district for the performing arts and other cultural institutions
- Expand the Commonwealth Convention Center and consider the addition of a large hotel serving conventioners
- Consider a redesign of Riverfront Plaza/Belvedere to respond to the addition of Waterfront Park, with an emphasis on pedestrian connectivity between the two
- Enhance the Fourth Street retail corridor between Guthrie and Market Streets through pedestrian and parking improvements to the Galleria

Continued...



1990 LOUISVILLE DOWNTOWN DEVELOPMENT PLAN

Plan Outcomes:

- Creation of the Downtown Development Review Overlay District, resulting in improvements to the quality of new development and renovations
- Creation of the Downtown Louisville Management District
- Implementation of Phase I of the Waterfront Park Master Plan leading to a transformative reclaiming of the downtown river edge
- Expansion of the Commonwealth Convention Center with added exhibition space and meeting rooms, increasing its national competitiveness
- Streetscape improvements to West Main Street resulting in a vibrant cultural arts district



2002 LOUISVILLE DOWNTOWN DEVELOPMENT PLAN

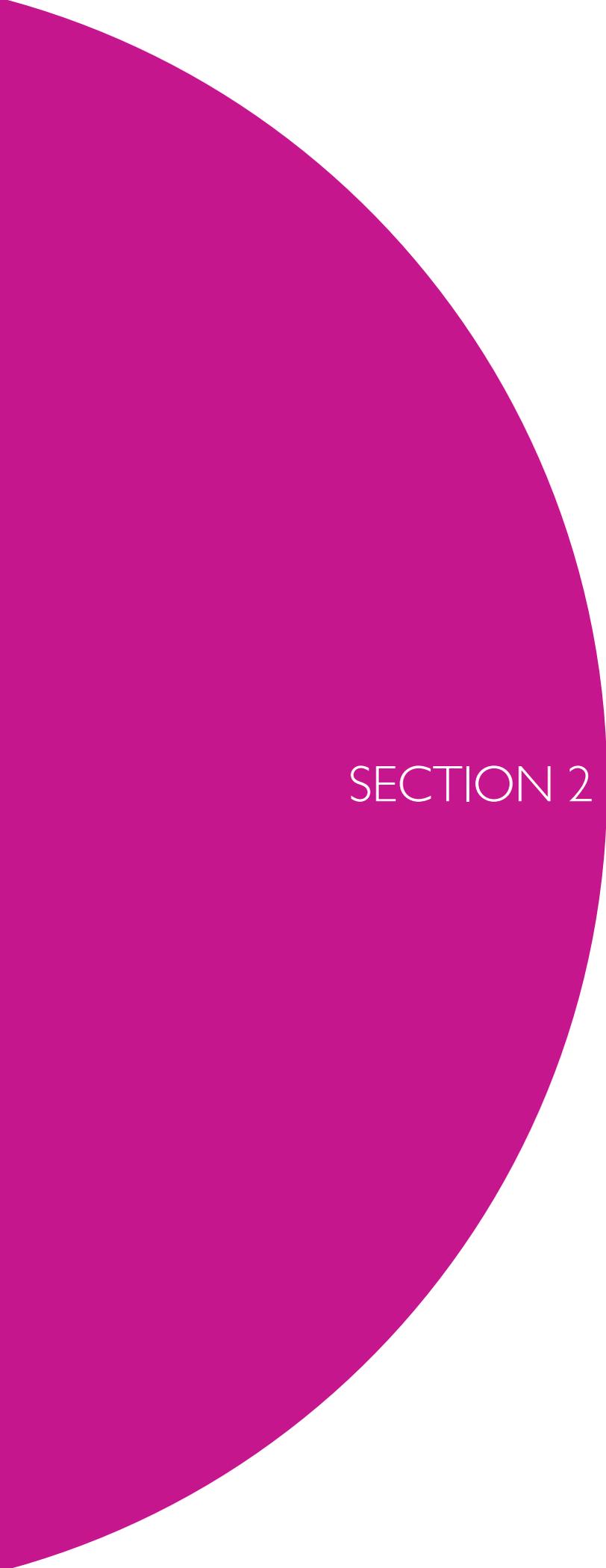
The 2002 Louisville Downtown Development Plan recommended the construction of a centrally located basketball arena.

Big Ideas:

- Position the 500 and 600 blocks of Fourth Street as Downtown's Entertainment District, with the proposed Fourth Street Live! as an anchor
- Encourage retail development along Fourth Street with a focus on a merchandising mix that includes unique specialty shops
- Redesign River Road with the goal of providing a walkable and safe connection to Waterfront Park
- Extend Waterfront Park to the northern edge of Shippingport that is accessed by a westward extension of River Road
- Develop a new hotel in immediate proximity of the convention center containing a minimum of 600 high quality hotel rooms and sufficient meeting facilities

Plan Outcomes:

- Construction of 4th Street Live!
- Construction of the 22,000-seat KFC Yum! Center in 2010, infusing new events downtown and attracting national acts to Louisville
- Construction of 616-room Marriott Hotel in 2005 located adjacent to the Convention Center



SECTION 2 BUSINESS
DEVELOPMENT,
HOUSING ANALYSIS
AND RETAIL ANALYSIS

BUSINESS DEVELOPMENT, HOUSING ANALYSIS AND RETAIL ANALYSIS

INTRODUCTION

Broadly speaking, downtown consists of three interdependent elements: people, development, and the public realm.

- People are the lifeblood of any community, district, or neighborhood—they are the residents, shoppers, workers, and visitors that, in the context of a downtown environment, populate a dense area and drive the economy.
- Development is comprised of the buildings in which people live, work, shop, and recreate. The ways in which the physical form manifests itself (that is, the degree to which buildings are inviting, human-scaled, and serve their intended functions) can have a profound impact on the level of human interaction which, in turn, impacts economic activity.
- Finally, there is the public realm, which consists of the streets, sidewalks, squares, plazas, and parks. This “placemaking” is the critical linkage that ties buildings and people together. It is where people occupying buildings and places move, interact, and collaborate.

All three are absolutely vital to the economy of a downtown. The intent of this Master Plan is to ensure that the right investments are made in all three so that they become greater than the sum of their parts. Downtown should be a seamless, coherent, and inviting place in which people, development, and the public realm are in harmony.





DOWNTOWN MARKET DEMAND

1.2M - 2.0M

SQUARE FEET OF OFFICE
SPACE

2,000 - 2,800

UNITS OF MARKET RATE
RESIDENTIAL

\$450M

POTENTIAL COMBINED RETAIL
AND RESTAURANT SALES

Three interconnected elements of development are analyzed:

1. Office development is where commerce most literally takes place—it is the economic engine of a downtown. But its growth and overall health is, of course, greatly impacted by people—workers, companies, and entrepreneurs. Therefore, the office analysis of this report is part of a broader business development strategy, which recommends ways to grow the base of skilled workers and entrepreneurs needed to increase demand for office development.
2. Housing serves residents and they in turn infuse life and vibrancy at the street level to a downtown regardless of whether it is after five o'clock or there is a sporting event taking place on a particular day. They provide the culture and character that make a place truly authentic and distinctive. Increasingly, businesses are finding it is this life, vibrancy, and authenticity that have become vital to efforts to recruit and retain talented workers.
3. Retail—particularly storefront retail—is the most visible place where commerce takes place, and the area in which the public realm, development, and people all intersect. It is driven by people and workers (the more people in a place, the more buying power that exists) and drives housing and office demand. This is because a healthy storefront retail environment greatly enhances the marketability and desirability of an area as a place to live and work.

This section of the plan therefore evaluates three elements separately—business development, housing, and retail—so that they may then be molded into a Downtown that is cohesive, active, vibrant, and maximally productive as the economic, geographic, and social center of the Louisville region.

BUSINESS DEVELOPMENT STRATEGY

INTRODUCTION

For the better part of a generation, downtowns throughout the Midwest have struggled to maintain their status as the most prominent regional employment centers. Yet a number of trends are now converging that—if the right steps are taken today—can lead to renewed growth and prosperity for Downtown Louisville. An opportunity exists to remake the regional economy to align it more with high growth, high wage industries nationally and internationally, and Downtown is the key—the conduit through which Louisville can link to the global knowledge economy.

These converging trends include:

- Downtown's existing strengths in knowledge occupations such as information, finance, and professional services.
- Downtown's potential to become an authentic, livable, urban environment coveted by knowledge workers.
- The growth of information and creative industries that need to be downtown to attract and retain a talented workforce.
- A growing appreciation of the Midwest's affordability relative to coastal cities—particularly as they become more livable.
- The relatively small amount of seed money needed to nurture start-up companies in technology and creative industries.
- The increasing rate of the exchange of information that simultaneously makes face-to-face interaction with other knowledge workers—and thus urban density—more important.

Unlike downtown housing, which has a hot market right now and for which relatively few levers must be pulled (historic tax credits, taxation incentives) for it to be ignited,

business development will require incubation. Attracting and retaining large companies is long-recognized as a necessary economic development endeavor, but a renewed emphasis is needed for fostering entrepreneurship and start-ups in targeted creative and technology industries. This means a fund for start-ups is needed, counseling and education are needed from established business leaders, and space—inexpensive space—is needed. In this way, one of the downtown's biggest problems—declining office rents and occupancy rates—can be recast as an asset. It is no coincidence that cities such as St. Louis and Detroit have begun to add jobs in the IT sector at a rapid rate—they have leveraged their assets and invested in start-ups and incubators and provided a road-map for Louisville in the process. Though traditional IT sectors enjoy advantages, such as the availability of venture capital, the affordability of many Midwestern cities is becoming a marketable asset. By contrast to the below cities, the home value index for San Francisco is \$643,000.

HOME VALUE INDEX BY METRO

SOURCE: ZILLOW, DECEMBER 2013

LOUISVILLE

\$127,000

COLUMBUS

\$138,000

CINCINNATI

\$131,000

INDIANAPOLIS

\$131,000

NASHVILLE

\$158,000

U.S.

\$169,000

A BUSINESS DEVELOPMENT STRATEGY FOR DOWNTOWN LOUISVILLE

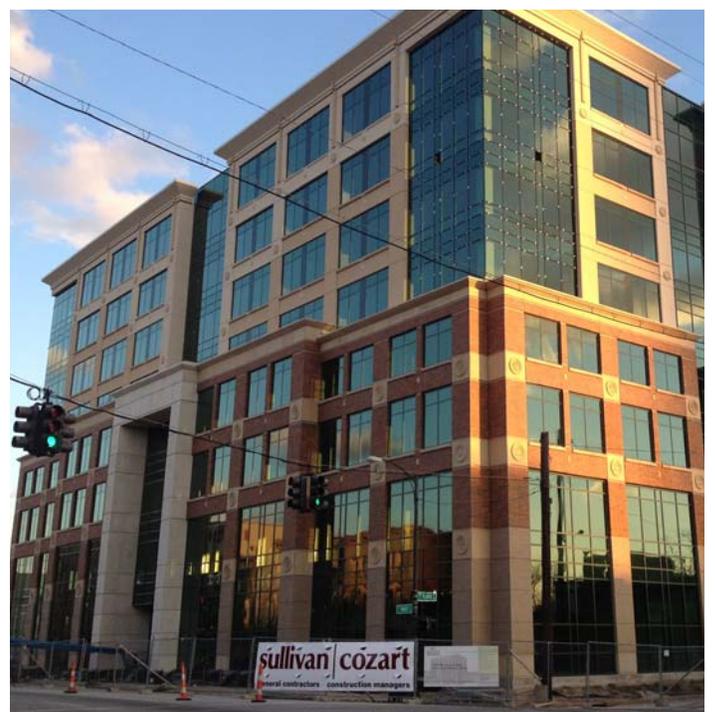
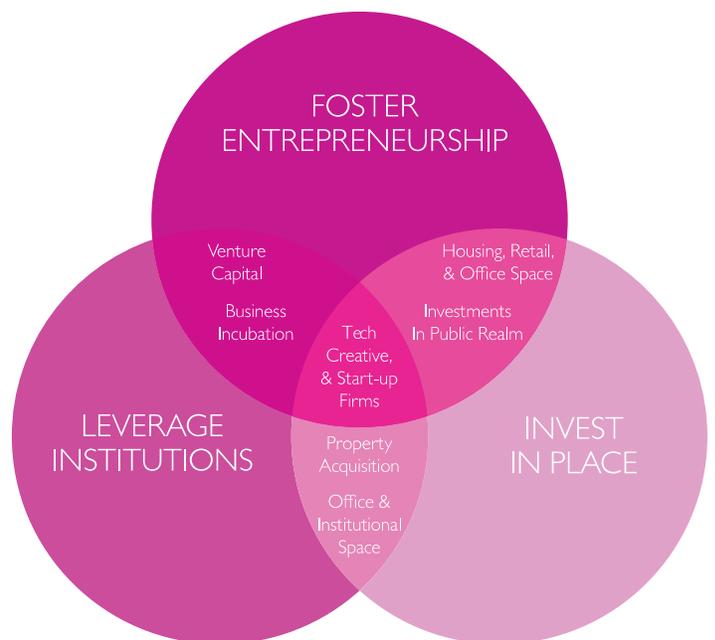
Based on these trends, there are three “pillars” to the business development strategy for Downtown:

- Invest in Place: create a downtown that is inviting and oriented to people over automobiles to foster interaction and attract and retain a talented workforce.
- Foster Entrepreneurship: create policies and business cultures that encourage and are supportive of start-up businesses and business expansion in key industries.
- Leverage Institutions: with large, planned investments as part of growing industries over the next 10 to 15 years, institutions must look outward, not just inward, to fit cohesively within downtown’s physical and policy frameworks in order to enjoy greater shared prosperity.

Now is the time to set the stage for future employment and office growth in downtown. It may require a change in mindset among some, with less reliance on one or two actors and a greater emphasis on cultivating entrepreneurship. If successfully implemented, the business development strategy would build a new economic foundation—one that is diversified, develops home-grown talent, and plugs the region into the growing New Economy.

“...A FUND FOR START-UPS IS NEEDED, COUNSELING AND EDUCATION ARE NEEDED FROM ESTABLISHED BUSINESS LEADERS, AND SPACE—INEXPENSIVE SPACE—IS NEEDED.”

BUSINESS DEVELOPMENT STRATEGY



BUSINESS DEVELOPMENT STRATEGY

DOWNTOWN CLUSTER ANALYSIS

While much press has been devoted to what has left downtowns over the past several decades, it is perhaps more telling to look at what has been attracted and retained: an outsized share of knowledge workers. Downtown Louisville's share of total regional employment is 11 percent which, while enough to make it the largest employment center in Greater Louisville, is also a number that has diminished as employment has become more diffuse with the emergence of the automobile as the dominant form of transportation. However, downtown's share of Class A office is 40 percent. Roughly one-third of all regional employees in key knowledge industries—such as information, finance, and health care—are located downtown.

DOWNTOWN'S SHARE OF LOUISVILLE REGION'S OFFICE AND EMPLOYMENT

- Class A Office Space: **40 %**
- Total Office Space: **30 %**
- Information Sector Employment: **37 %**
- Financial Sector Employment: **37 %**
- Health Care Sector Employment: **35 %**
- Professional & Scientific Sector Employment: **23 %**

Sources: COSTAR 2013, Bureau of Labor Statistics 2011

While knowledge jobs have continued to remain strong in downtown, evidence indicates that the overall regional economy is changing, meaning the industries that drove the economy in 2000 are not, in many cases, the ones that will drive it in 2020. A comparison with the overall U.S. economy indicates Louisville has relative strengths in transportation/warehousing, manufacturing, utilities, and wholesale trade. However, these strengths are in decline (relative to national figures), while more "service-oriented" sectors such as finance and insurance, health care, and professional and scientific services are increasing. During the past 50 to 60 years, which have witnessed

some dark times for many downtowns, critical knowledge industries remained. As preferences have changed and urban living and working has become more highly valued, and as knowledge jobs have grown and become more vital to the overall economy, it is reasonable to project that downtown will play a larger role in the regional economy than it has for some time.

DOWNTOWN-FRIENDLY SECTORS ARE GAINING STRENGTH IN LOUISVILLE



Source: Bureau of Economic Analysis 2013

“...EVIDENCE INDICATES THAT DOWNTOWN OFFICES HOLD THEIR VALUE BETTER OVER TIME, IMPLYING THAT MONEY AND POLICIES AIMED AT EASING THE COST OF DOWNTOWN OFFICE DEVELOPMENT WOULD YIELD A BETTER RETURN ON INVESTMENT.”

CLASS A VACANCY TRENDS

SOURCE: COSTAR 2013

Downtown Metro



PROJECTED OFFICE DEMAND

OFFICE MARKET

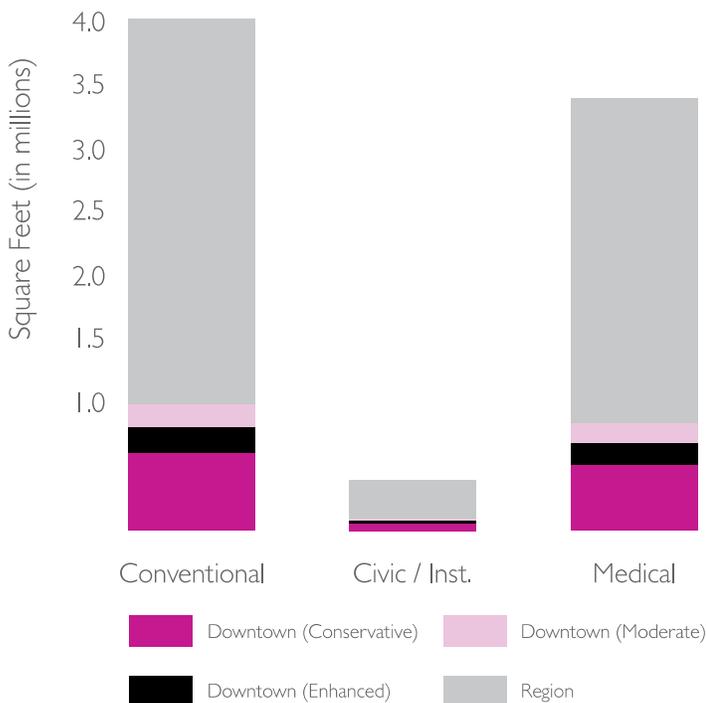
Very recently, anxiety regarding the downtown office market has increased as Class A vacancy rates spiked from eight percent to fifteen percent—placing them more in-line with the regional vacancy rate, as well as vacancy rates of peer city downtowns. While some may interpret this vacancy indicator as a signal of the declining competitiveness of Downtown as a place of employment, the reality is much different. As cluster analysis demonstrates, it is still a very appealing place for high wage, Knowledge Economy jobs. As with housing, the imbalance of suburban office development, relative to downtown office development, has more to do with higher land costs (downtown land costs three to four times that of land in suburban office parks) than market demand. The proliferation of these office parks

over the past several decades has depressed rents across the region by creating an oversupply, thus making it more economically difficult to develop where land is expensive. Yet evidence indicates that downtown offices hold their value better over time, implying that money and policies aimed at easing the cost of downtown office development would yield a better return on investment—over the long term—in the form of property tax income (which is impacted by lease and occupancy rates).

“...KNOWLEDGE INDUSTRIES TARGET WORKERS WHO, UNLESS GIVEN THE OPPORTUNITY TO WORK IN A TRENDY AND URBAN ENVIRONMENT, MAY NOT BE ATTRACTED OR RETAINED IN THE LOUISVILLE REGION.”

BUSINESS DEVELOPMENT STRATEGY

PROJECTED 10 YEAR OFFICE DEMAND EMPLOYMENT GROWTH - DRIVEN SPACE NEEDS



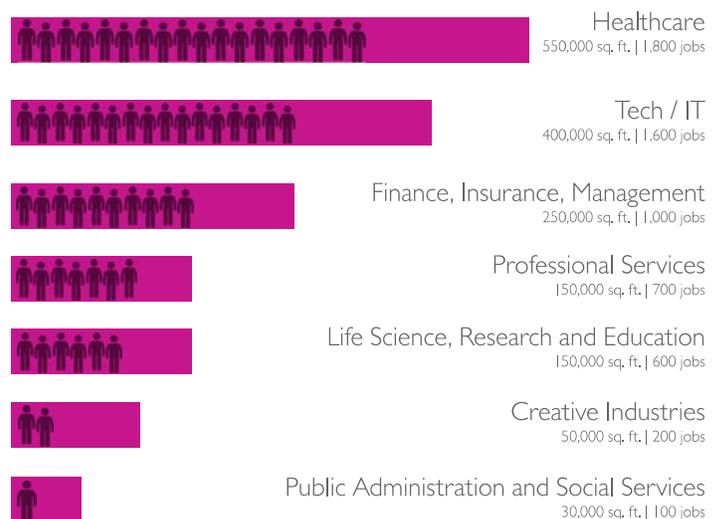
In the absence of state or federal policy that shifts expenditures from highways to efforts that encourage urban infill, the best strategy for downtown is to leverage the soft office market and low rents as an asset—to be combined with investments in place, renovation of historic buildings, leveraging of institutions, and a business development strategy that fosters entrepreneurship.

Toward that end, Downtown enjoys a treasure of historic buildings that can serve as relatively low rent (\$12 to \$14 per square foot) space for tech, creative, and start-up firms. There are over 11 million square feet of Class B and C office buildings downtown, much of which is historic, including 1.2 million square feet of space that is currently vacant. Add to that B and C class office space in adjacent downtown neighborhoods, as well as 3.8 million square feet in the

Greater Downtown of “cool” industrial buildings that could lend themselves to rehabilitation as office properties, and there is a total of 5.2 million square feet of underutilized buildings that can accommodate office employees. With some policy incentives, such as historic tax credits, many currently vacant Class B and C spaces can be made ready for firms in key growth industries far more cheaply than new space can be constructed.

Analysis of future office demand—based on job projections and the likelihood of downtown capturing those jobs—yields a moderate estimate of demand for 1.6 million square feet over the next decade. This space will be almost equally divided between medical/institutional, and conventional office, and over one-half of the demand for conventional space (an estimated 530,000 square feet) could come from information, technology, and creative industries.

PROJECTED 10 YEAR JOB AND OFFICE GROWTH BY SECTOR DOWNTOWN LOUISVILLE



6,000 jobs | 1,580,000 sq. ft.

Jobs Square Feet

Source: Development Strategies 2013

More specifically, an opportunity exists to capture a significant amount of life science, tech/IT, creative industry, and other start-up firms at a higher rate (perhaps 50 to 60 percent, in some cases) than downtown captures regional growth in other industries. While other, more conventional industries, such as finance and insurance, professional services, and health care also should not be ignored (since capturing even a small percentage of regional growth will translate into significant office gains for downtown), the previously-mentioned industries have the potential to have an outsized impact on a downtown and regional business development strategy.

This is true because they target workers who, unless given the opportunity to work in a trendy and urban environment, may not be attracted or retained in the Louisville region. Further, the desirability of downtown for a creative and educated workforce gives downtown natural advantages that—if not properly capitalized upon, will be a lost opportunity (an opportunity cost) to both downtown and the region. The next section outlines a business development strategy that can help achieve growth in these targeted industries over the next decade.



THREE PILLARS FOR DOWNTOWN BUSINESS DEVELOPMENT

I. INVEST IN PLACE

Throughout human history, cities have been centers of commerce and innovation. In a seeming paradox, each successive innovation that allowed ideas to spread more easily has led to a heightened economic importance of cities, density, and human interaction.

In the Knowledge Economy, which places great emphasis on educated people interacting and innovating, the development and enhancement of dense, walkable, thriving places of employment have perhaps never been more important to a regional economy. Downtown, located at the center and economic heart of the Louisville region, will play an increasingly important role in growing the economy because of its ability to attract and retain a talented workforce, foster interaction of that workforce, and attract investment dollars.

All of this is enabled by quality of place, which—in the case of Downtown Louisville—is shaped by its past as a vibrant and active center of commerce, as well as present efforts to remake it into a modern-day economic engine with a renewed eye toward age-old principles of the creation of inviting, human-scaled places that foster human interaction. The following provide further validation of placemaking as a means of creating economic value:

- New town centers, which emphasize placemaking, attract more retail foot traffic, and experience higher apartment rents and office lease rates than similar buildings in areas that do not emphasize place.
- Research confirms that regions are in a competition to produce, attract, and retain educated professionals, and that the provision of attractive, walkable, mixed-use environments is a cornerstone to any strategy to

BUSINESS DEVELOPMENT STRATEGY

compete. Young professionals are the entrepreneurs of today and tomorrow, and if the right environment is not offered, they will simply move to the cities where it is.

- Recent successes of peer cities in creating and fostering an environment for tech, creative, and knowledge economy jobs confirms that quality of place, available start-up capital, and affordability can compel entrepreneurs to create jobs in Downtown Louisville.

“...THE DEVELOPMENT AND ENHANCEMENT OF DENSE, WALKABLE, THRIVING PLACES OF EMPLOYMENT HAVE PERHAPS NEVER BEEN MORE IMPORTANT TO A REGIONAL ECONOMY.”

2. FOSTER ENTREPRENEURSHIP

Entrepreneurism and innovation play a critical role in growing and sustaining the urban economy. Global economic trends are continuously in flux; therefore, cities must remain competitive by providing the necessary resources for new industries and businesses to thrive and grow. Although widespread suburban growth has drawn larger proportions of residents and businesses outside of the city center, downtown areas are still the “cradles of innovation” providing countless opportunities for economic growth from within the city and region.

As we enter the digital age and more business development and commerce is done virtually in an expanding global marketplace, there are countless unexplored opportunities for innovation and entrepreneurship. As machinery manufacturing continues to leave the city center, the thriving cities of the twenty-first century will be those that have embraced a technology-driven economy. The internet has now become the primary platform for small business

start-up opportunities, and though these firms can virtually exist anywhere, there is still a necessity for downtown areas to give aspiring entrepreneurs the tools, resources, and networks to transform ideas and concepts into successful commercial enterprises. Many cities have turned to business incubators and accelerator programs as a means of providing startups with office space as well as educational, networking, mentorship, and financial resources.

The incubator in itself provides a community of like-minded individuals and a collaborative work environment. The ultimate goal is for the startup to expand and eventually outgrow and “graduate” from the space. The owners and employees of these startups typically become accustomed to the amenities of the downtown area and many firms eventually seek out permanent space in the surrounding neighborhood.

Business incubators can come in many different forms. Information technology-focused incubators are the most common given the low start-up costs and high growth potential, but there are also successful incubator models that focus on creative and retail-oriented industries, including product design, food production, fashion, and even incubators within a public market environment. Leveraging the Louisville region’s expansive health care network and infrastructure, the University of Louisville Foundation launched the Nucleus Life Sciences and Innovation Center (“Nucleus”) in 2008 to provide incubator space and resources to foster entrepreneurship and growth in the bio-med industry. Continuous, sustained support is needed for this and other, similar efforts. With seed money for start-ups and incubators in place, Downtown can make great strides in growing its economy.

3. LEVERAGE INSTITUTIONS

Local institutions can play a pivotal role in economic development and community revitalization efforts. As major

real estate holders in a community, universities not only have a vested interest in improving the local economy, they also have the resources to invest in redevelopment opportunities, support educational and research initiatives, and promote entrepreneurship and small businesses growth.

Long-Term Vision

Universities with urban campuses are often some of the largest real estate holding entities in a downtown area, as is the case in Louisville. By investing in development projects that include anything from student housing, classroom and office space, and research facilities, universities and other learning institutions are—consciously or unconsciously—aligned in the city's vested interest in the implementation of a long-term community vision and plan that seeks increase its economic competitiveness, marketability, and livability.

Investing in Growth Industries

Education, healthcare, and technology are growing industries, and not only do universities supply the labor pool in these industries with a skilled and capable workforce, they can also provide aspiring entrepreneurs with the resources they need for launching their own new businesses. Therefore, it is crucial that institutions, civic leaders, and the business community come together to understand the evolving needs of the local and regional economy.

Taking Initiative and Coalition Building

Universities and other institutions can, and should, take an active role in economic development planning and initiatives. Since the urban economy is an interdependent ecosystem, it is critical that all of the key civic and business leaders are at the table. CORTEX in St. Louis is an excellent example of the effectiveness of coalition building when regional educational and research institutions partner with the public and private sectors to develop a comprehensive strategy for regional growth.

CIVIC ENGAGEMENT: A CALL TO ACTION

The progress made over the last decade in Louisville and its peer cities in advancing their downtowns has been remarkable. Louisville's strides have been made largely in the areas of tourism and attractions, whereas other cities have leapt forward with housing and business startups. The market opportunities are strong (demand for urban living is as high as it has been in generations; tech startups require little capital relative to their predecessors in the manufacturing sector that once drove the economy) but these successes have neither happened overnight, nor by accident. Rather, they are the products of planning, coalition building, and unified efforts by stakeholders to provide the needed policies and resources to accomplish established goals.

Nationwide Insurance has accomplished great things in downtown Columbus. In Indianapolis, the Eli Lilly foundation has set a very high bar for annual giving. In Cincinnati, a



BUSINESS DEVELOPMENT STRATEGY

number of corporations banded together to put substantial resources behind 3CDC, which has in turn transformed the Over-the-Rhine neighborhood.

Sometimes, a civic champion—somebody with the resources and clout to bring everyone to the table (and back it up with their own seed money)—can help propel a city's efforts at boosting entrepreneurship forward. Such is the case with William Danforth and BioSTL in St. Louis, which has made the city one of the fastest-growing tech centers in the nation.

Dan Gilbert has helped make similar strides in Detroit and Cleveland. His influence in raising awareness about venture capital and start-ups can be seen when comparing available venture capital to their peer cities. In the case of these two gentlemen, their ability to bring everyone to the table—institutions, foundations, corporations, non-profits, members of different levels of government—around a common purpose is having a huge impact on their communities.

This Downtown Master Plan sets forth a vision that will add housing, improve the public realm, and spur economic growth. The Louisville Downtown Development Corporation stands ready to implement the plan. What is needed are those who are able to accept the mantle of Civic Leader and usher a coalition of stakeholders through the arduous, yet rewarding process of realizing Downtown's potential as the economic, cultural, and civic center of the Louisville region.

“WE KNEW WE WANTED TO BE IN THE CENTRAL CORE OF WHAT WAS HAPPENING IN DOWNTOWN LOUISVILLE”

– DAVID DURIK, CEO OF INDATUS

RECOMMENDATIONS

Implementation of the business development strategy involves building on existing employment strengths while establishing forward-thinking programs to foster entrepreneurship, job, and office growth in industries that are likely to grow in the future and have natural synergies with a downtown environment.

In addition to existing clusters with growth potential (medical, professional services, finance, insurance and management), create a business development strategy to attract and retain tech/IT, life science, and creative industries.

I. INVEST IN PLACE: to attract and retain talented knowledge workers a toolkit is needed not only to stimulate housing, but quality public spaces and work environments.

- Placemaking: Parks, plazas, squares, and the public realm
 - Local Option Sales Tax: Continue to lobby for state enabling legislation to grant residents the right to choose whether to collectively finance shared amenities, such as parks, through a sales tax increase.
 - Sumptuary Tax: Should gaming come to Louisville, consider ensuring that a portion of gaming revenue be devoted to public amenities and spaces in Downtown.
 - Partnerships: identify opportunities for contributions from the private sector to augment public funds, similar to the efforts that led to the creation of Waterfront Park.

- Real estate development

- New Markets Tax Credits are an excellent tool for reducing the cost of developing high quality commercial spaces. Consider enabling the LDP or another entity to proactively acquire and apply tax credits that can then be used as part of a financial package to assist developers in realizing the development of targeted projects that help advance the objectives of the master plan.
- Commercial Loan Fund: Continue to facilitate the development of a commercial loan fund that helps provide financing for targeted office and retail projects downtown.
- Master Leasing: The LDP, or another entity, should consider continuing to provide master leases and flexible leases to qualified start-up firms in order to promote entrepreneurship.

2. FOSTER ENTREPRENEURSHIP: while the public sector has a role to play, civic champions are needed to spearhead business development. The following should be explored:

- Start-up capital: Work with the private, institutional, and philanthropic sectors to create a competitive grant fund to be awarded to promising start-up firms in select industries (such as tech and life sciences) in order to spur job growth and investment opportunities.
- Business incubation: continue to encourage the development of business incubators in the tech, creative, life science and food and beverage industries.
- Phase two venture capital: encourage partnerships between the investment community and incubators to ensure promising ventures are adequately capitalized.

3. LEVERAGE INSTITUTIONS: Healthcare, university, and educational institutions can play a profound and outsized impact on downtown by making future investments in a manner that satisfies their needs and promotes a downtown agenda.

- Aligned interest: Efforts to increase housing, improve public space, amenities, and vibrancy are well-aligned with downtown and institutional needs to attract and retain a talented workforce.
- Integrate with downtown: as growing institutions invest in new facilities, integrating within the urban framework will serve the mutually beneficial agenda of attracting and recruiting knowledge workers.
- Partner on business development: particularly in the area of research, institutions can partner with the private sector on incubation.
- Continue to produce and retain talent: Institutions that develop knowledge workers will continue to benefit the regional economy, particularly if those workers are retained.
- Serve as anchors: institutions can physically occupy space in new and existing buildings as part of mixed-use buildings and projects, catalyzing private investment.

HOUSING ANALYSIS

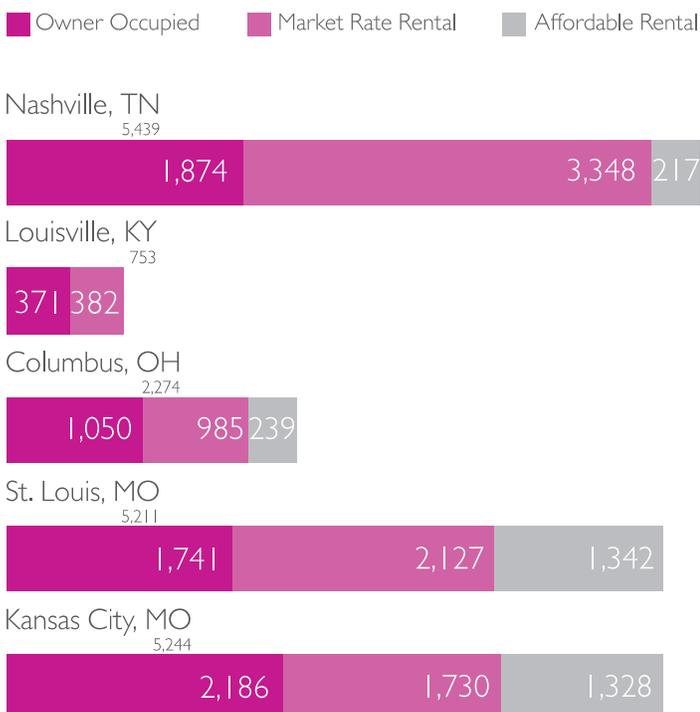
INTRODUCTION

There has perhaps never been a more exciting time to be planning for a downtown renaissance—particularly with respect to housing. Driven by a surge of interest in urban living by young professionals, couples, and empty nesters, downtowns across the country have witnessed dramatic increases in housing—and an infusion of vitality as a result. Peer cities such as Cincinnati, Indianapolis, Columbus, and St. Louis have added thousands of new, market rate units over the last ten years, placing each of them on trajectories to becoming the vibrant, 24-hour, mixed-use regional centers that were merely visions and aspirations just a decade ago.

While Louisville has made tremendous strides in becoming a more inviting place for visitors since its last master planning

HOUSING UNITS ADDED TO DOWNTOWNS SINCE 2000

SOURCES: DOWNTOWN ORGANIZATIONS, DEVELOPMENT STRATEGIES 2013



effort in 2002, it has unfortunately lagged behind with respect to the addition of new market rate housing. While other downtowns added thousands of units in a decade, Downtown Louisville added just 753. Yet the success of other cities is no cause for pessimism; rather it is reason for optimism because it confirms that a strong market for downtown housing exists. The rebirth and rejuvenation of NuLu has demonstrated that urban culture is alive and growing in Louisville, and market segmentation analysis reveals that the same types of people who have moved downtown in other cities are present in Louisville, and likely waiting for the market to deliver the right housing products. It is the conclusion of this study that Downtown can support 2,500 new units over the next ten to twelve years.

Further analysis of real estate economics reveals that the relatively low amount of housing development over the past decade in Downtown was not attributable to a lack of demand; rather it was the barriers to product delivery—excessively high acquisition costs—and insufficient investment in amenities that benefit downtown residents. These factors point to the need for realistic pricing of land and a more robust toolkit to help bridge the limitations of private finance in making housing and improvements to the public realm happen.

The challenge for downtown stakeholders is to make targeted investments in the right neighborhoods to enhance Downtown's competitiveness as a residential location by enhancing its strengths—historic character, human scale, walkability, transit access, and mix of uses—in order to unlock its considerable latent value.

NEIGHBORHOODS

Market analysis begins and ends with site and neighborhood analysis. Neighborhoods that are—or are capable of becoming—supportive of residential living must first be identified, and their character must be understood. The most vibrant and economically successful downtowns are those that

are far from homogeneous; rather, they are filled with diverse and interesting neighborhoods that serve different functions, have different characters, and are capable of evolving and changing—sometimes over the course of a single day. This study identified four neighborhoods that are especially capable of supporting an influx of housing in a way that complements and enhances them:

- NuLu: The emergence of NuLu as a vibrant mixed-use district—which happened somewhat organically—has been one of the most exciting trends in Louisville over the past decade. For its next act, leveraging this asset into the realization of a full-fledged neighborhood is a significant opportunity.
- Fourth Street: Housing opportunities around South Fourth Street are bolstered by equal amounts of historic loft buildings and underutilized land that is ripe for new midscale housing development.
- East Main: East Main and Market offer opportunities for perhaps the most eclectic array of housing. As a result, it has the potential to be one of the most diverse residential neighborhoods in Downtown.
- West Main: West Main and Market presents an excellent opportunity for the development of market rate housing—primarily in rehabilitated historic buildings. West Main's assets are obvious; its rich stock of ornate, pre-war buildings make it one of the best streets in Louisville—and potentially one of its most prominent addresses.



HOUSING ANALYSIS

CHANGING PREFERENCES AND DEMOGRAPHICS

THE CHANGING MAKEUP OF AMERICA

The population is not only growing, it is shifting demographically, which implies that the types of housing offered will have to be altered to meet changing needs. By 2025 nearly three-fourths of all households will not have children—up from half in 1960. Also by 2025, the number of Americans turning 65 each year will triple, relative to the figure in 2000. Though Louisville is not a rapidly-growing region, it will nevertheless experience demand for new housing growth as a result of these demographic shifts. Smaller types of housing are likely to become in greater demand, which will benefit Downtown Louisville—once they are provided.

PREFERENCES: CHANGES IN WHAT PEOPLE WANT

Perhaps of greater importance than the changing demographic makeup of the U.S., people's preferences are changing with regard to the types of communities in which they want to live, and this is to the benefit of cities. Specifically, there is greater recognition of the trade offs to owning a big home; many have expressed a willingness to exchange some space in order to reduce commute times and live closer to shopping and a mix of uses.

Consumer preference surveys indicate a slight majority of people will live in dense, walkable environments if it places them closer to jobs and amenities. A sizeable minority—roughly one-third—of people living in conventional suburban environments would prefer to live someplace more walkable. An opportunity therefore exists for downtowns, urban neighborhoods, walkable first ring suburbs—as well as developers of new traditional neighborhoods—to capture demand from a growing and underserved market.

KNOWLEDGE WORKERS

Recent data have shown a migration of young professionals into the downtowns and urban neighborhoods of Louisville's peer cities. This has significant implications, since prevailing

economic development theory indicates that this particular demographic group—famously dubbed the Creative Class more than a decade ago by Richard Florida—is linked with regional economic growth. Since this group has shown a strong preference toward urban, walkable neighborhoods, it is vital to economic survival that cities, regions, and states invest in the development, enhancement, and preservation of these types of community characteristics. Analysis reveals that a similar market exists in Louisville, but it has thus far migrated to areas such as Bardstown Road and Old Louisville. The right combination of policies, enhancements, product offerings and design solutions need to be put in place to help Downtown compete for this group.

DEMOGRAPHICS ARE CHANGING



HOUSEHOLDS WITHOUT CHILDREN



AMERICANS TURNING 65 EACH YEAR



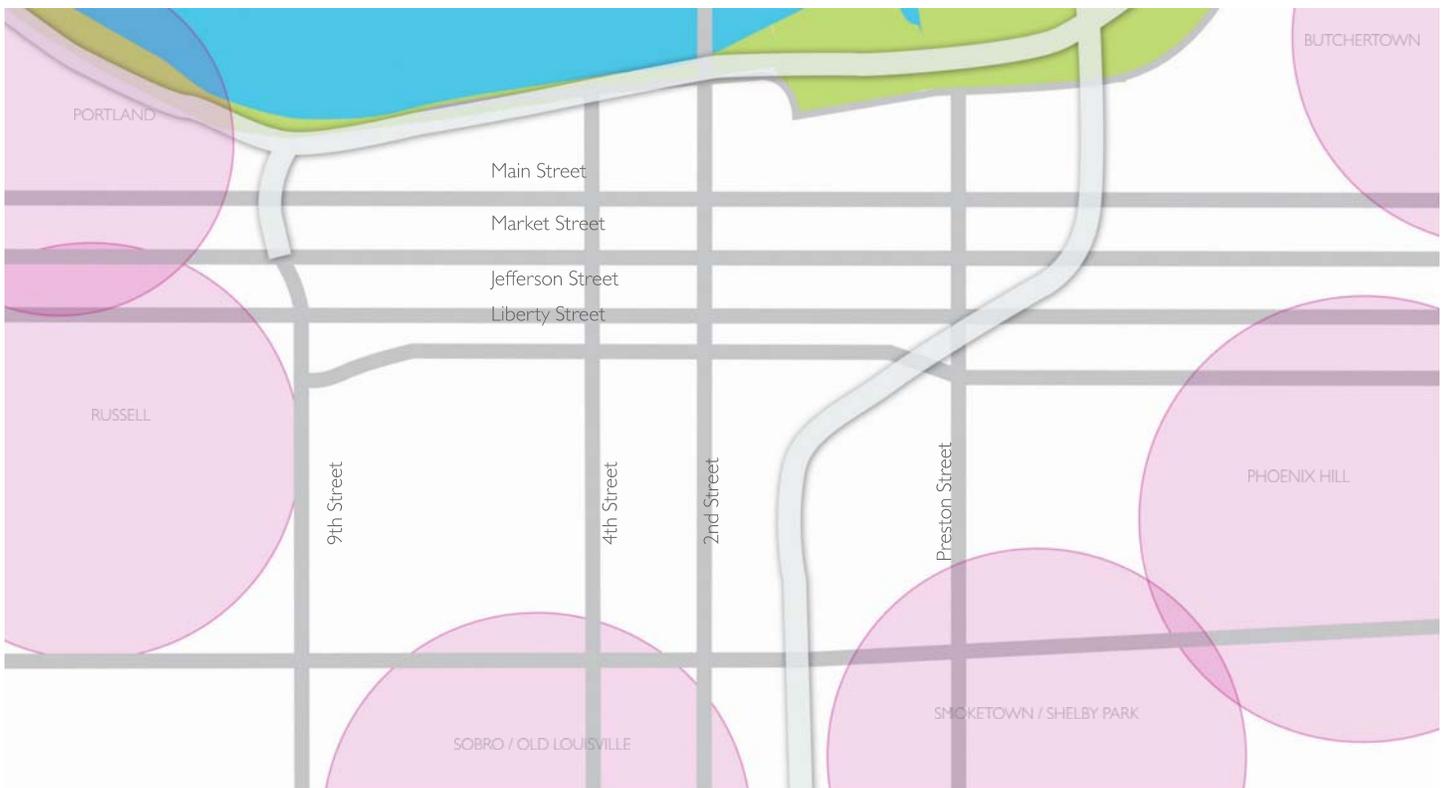
Source: Census for 1960 and 2000. 2025 adapted from Martha Farnworth Riche, How Changes in the Nations Age and Household Structure Will Reshape Housing Demand in the 21st Century, HUD (2003).

A RETURN TO URBAN NEIGHBORHOODS

After decades of decline, the neighborhoods surrounding Downtown Louisville—Portland, SoBro, Old Louisville, Butchertown, and Smoketown—are proving capable of supporting a considerable amount of new investment and housing. Data shows an influx of young professionals to Old Louisville, in particular, with its stock of beautiful and ornate homes. In 2000, this group lived primarily along the I-264 Beltway, but have now ventured in greater numbers and have shown a willingness to exchange space for a quality unit in an attractive, urban, mixed-use environment. As a result, property values in Old Louisville have increased by 44 percent over the last ten years—almost three times the regional average (which is 15 percent). Located between Old Louisville and downtown, SoBro has considerable

underutilized land that could be made marketable with a new transit connection along Fourth Street that links these assets, along with the University of Louisville to the south.

Clifton Heights, too, has experienced increasing demand from young professionals. Home values have increased by 18 percent over the time period. Smoketown, with a housing stock that has experienced considerable neglect, has nevertheless experienced a comparable increase in property values. It has very affordable housing and ample land for new development. Butchertown benefits from its nearness to NuLu—itsself perhaps the best example of organically-driven urban renaissance in Louisville. Portland remains a challenged neighborhood that is full of promise.



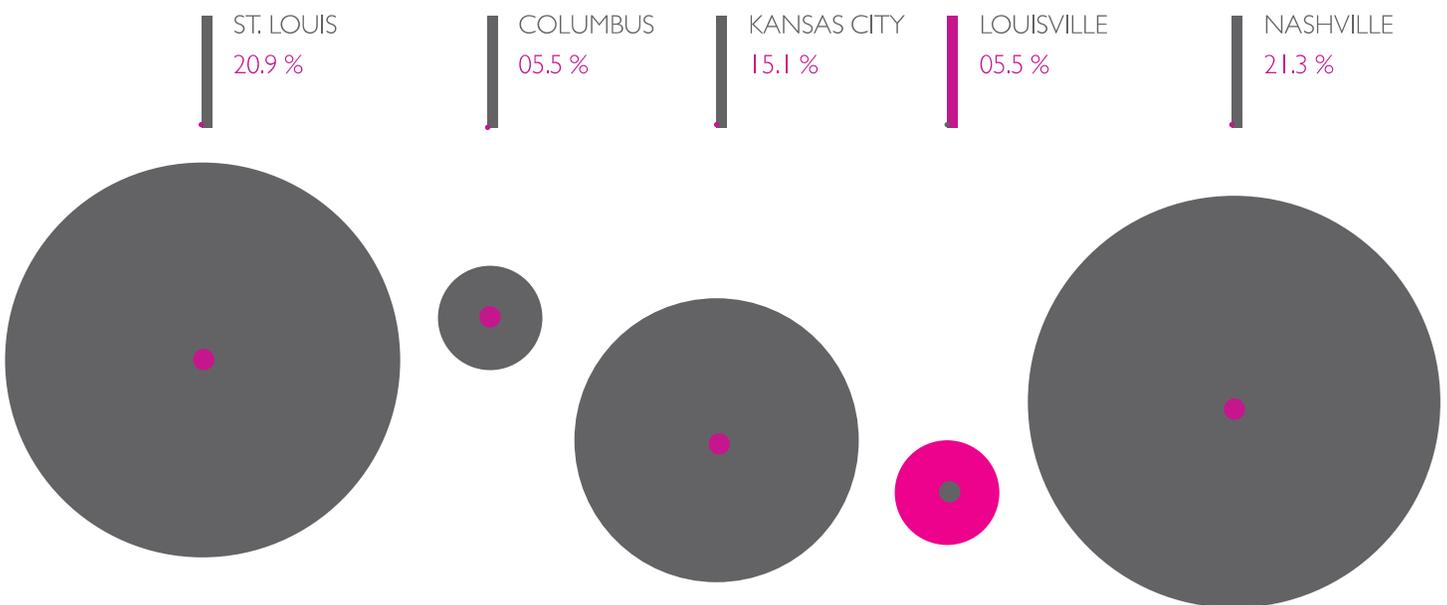
HOUSING ANALYSIS

PEER CITIES: 10 YEARS OF DOWNTOWN HOUSING SUCCESS

While there is a definite inward trend of new residents to the neighborhoods surrounding Downtown Louisville, peer cities have been adding greater amounts of housing downtown. That said, the addition of thousands of new units of downtown housing in Louisville's peer cities is a remarkable and positive trend. The identification and benchmarking of these peer cities is an excellent first step in understanding an order-of-magnitude amount of housing that is supportable in Louisville over a period of time—as well as a means of understanding the types of people who are moving downtown. While no two cities or downtowns are alike, many patterns or trends occurring in a number of these cities reveal a great deal about the potential for downtown housing in Louisville.

One simple method of translating the success of other cities into potential for Downtown Louisville involves looking at the amount of downtown housing developed relative to the total amount of multifamily housing developed in the region. The downtowns of St. Louis and Nashville, for example, captured about 21 percent of their regional multifamily housing development. At this rate, Downtown Louisville would have captured roughly 2,850 housing units. But since it captured just 5.5 percent of regional multifamily housing, the total number of units added was just 753. Assuming downtown could achieve a capture rate similar to that of some of its peer cities (15 to 20 percent), an addition of 2,000 to 2,800 housing units is achievable for downtown Louisville.

DOWNTOWN HOUSING AS A % OF REGIONAL MULTIFAMILY HOUSING DEVELOPMENT STRATEGIES 2013



Louisville's peer city downtowns have had varying degrees of success in capturing regional multifamily growth. If Downtown Louisville captures as much as St. Louis or Nashville did in the past decade, it will translate into a considerable amount of housing.

RESIDENT SURVEYS: WHO IS MOVING DOWNTOWN?

While Louisville does not have an extensive demographic survey of residents that have been moving downtown over the past decade, a number of its peer cities do—and they yield fairly consistent results, which means they can be used to predict the types of people who would like to move Downtown.

Roughly half of new downtown residents are young (under 35) and very few have children. This implies the greatest demand is for mid-priced housing with an emphasis on rental housing. However, mid-career professionals and empty nesters also comprise a sizable market and generally can afford higher-end housing, including for-sale housing.

Surveys indicate that downtown housing appeals to highly educated households—a sizeable portion of whom have recently located to the area, underscoring its importance in a regional business development strategy. Interestingly, data indicate that while many move downtown to be close to work, many do so simply to enjoy the lifestyle offered by downtown neighborhoods. Interestingly, new downtown residents are just as likely to rent or own—a significant difference from the 70/30 owner/renter split in the Louisville MSA. A broad mix of housing types are therefore needed Downtown.

NEW DOWNTOWN RESIDENTS:

Are Young	48%	Are Between 18 and 34 Years Old	Earn High Salaries	53%	Earn More Than \$75,000 a year
In Mid-Career	35%	Are 35 to 54	Are Highly Educated	84%	Have a Bachelor's Degree or Higher
Empty Nesters	17%	Are 55 and Over	Might Not Work Downtown	53%	Work Outside Downtown
Single	47%	Part of a One-Person Household	Recently Relocated	33%	Moved from Outside the MSA
Couples and Roommates	51%	Part of a Two-Person Household	Are New to the Neighborhood	80%	Have lived Downtown For Less Than 4 Years
And Don't Have Kids	92%	Have 0 Children Living in their house	Rent Their Residence	51%	Rent Their Residence

Source: Downtown Organizations, Nashville, Kansas City, St. Louis

HOUSING ANALYSIS

MARKET ANALYSIS

OVERVIEW

After years of decline, the for-sale housing market appears to be on the verge of recovery. As the market continues to improve, there will be an increase in opportunities for new condominium and urban townhouse development. Rental housing—particularly in urban areas—is booming. Recent trends have converged and propelled occupancy and rents of apartments upward. Given the desirability of urban living for the Millennial generation and the appeal of downtown housing, opportunities for urban rental housing—though certain to go through cycles like any real estate product—should be fairly strong over the next ten years.

DEMAND AND SUPPLY ANALYSIS

Target market analysis was used to determine demand based not only on geography and demographic traits, but also on consumer preferences and psychographic characteristics; that is, the sum of values, cultural traits, etc. that help predict the types of neighborhoods and housing types a household prefers. The results of this analysis were then reconciled with a survey and analysis of supply—on-the-ground numbers to make sure whatever types and amounts of housing products that are determined to be in demand reflect actual market-based rents, sale prices, absorption rates, and occupancy rates. The combination of these methods therefore helps determine the types and number of people that would move downtown, the range of housing products and neighborhood amenities needed to attract them, and the prices they are willing to pay.

This is particularly useful with respect to Downtown Louisville, where a diverse group of market segments could be appealed to with an array of housing products in order to arrive at 2,500 new housing units over a 10 year period. The three broad categories of market segments for downtown housing include:

- **Urban Professionals:** This group of well-educated, well-paid residents generally lives in urban Louisville, on

the city's southeast side, and are accustomed to walkable communities and a broad array of housing products that includes single family housing, but also townhomes, and multifamily residences. (40 percent of downtown housing demand)

- **Displaced Urbanites:** a deep and broad spectrum of Louisville residents, it includes people living in the suburbs that would prefer to live in more walkable, mixed-use communities. They include young people, empty nesters, and families that prefer walkable neighborhoods. (45 percent of housing demand)
- **College and Post Grads:** Though the area surrounding the University of Louisville will continue to be the most attractive location for the majority of students, some portion (post-grad and medical, dental and nursing students) will be attracted to the downtown environment, providing a third vein of housing demand for downtown. (15 percent of housing demand)

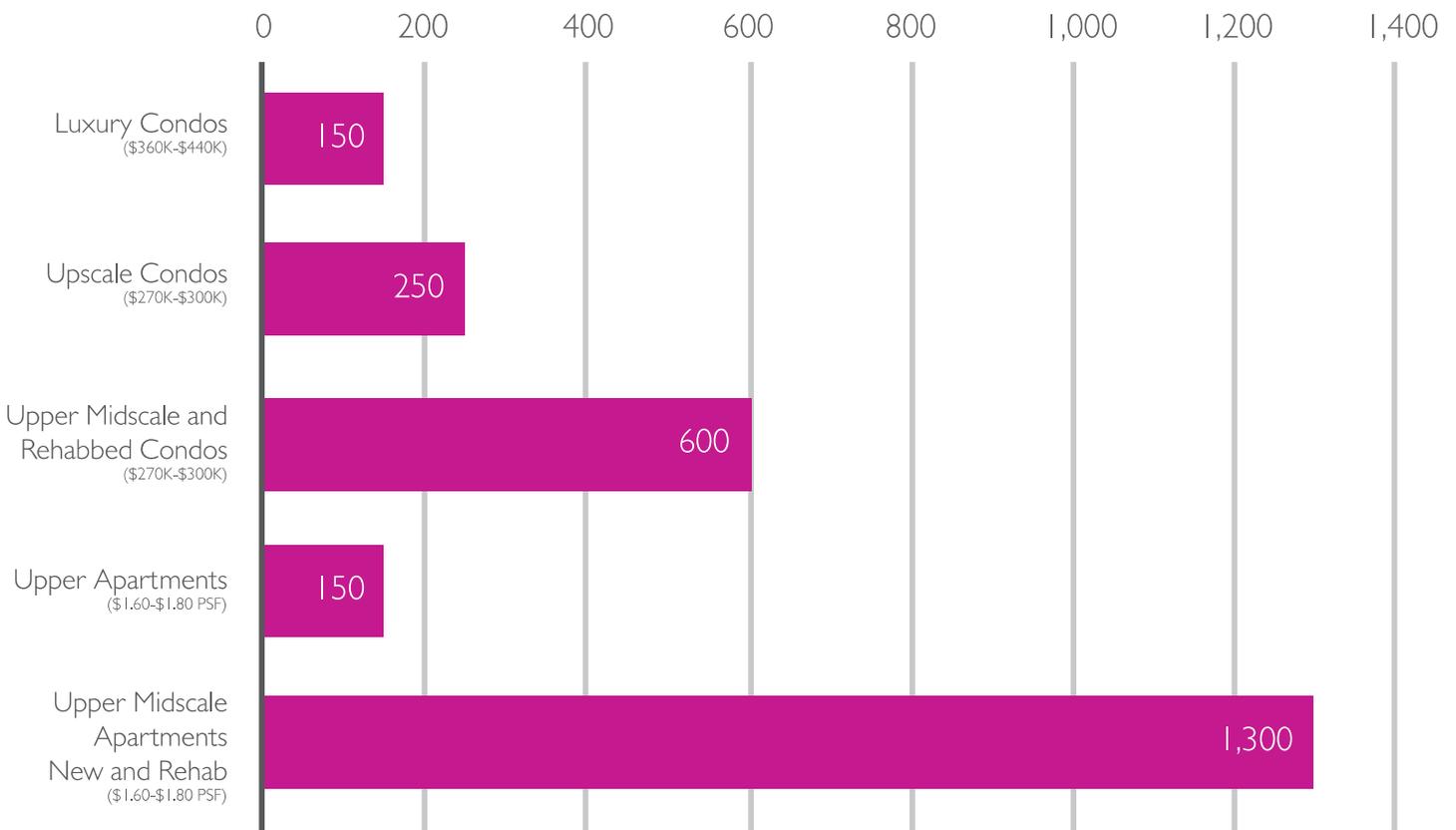
A fourth group exists that provides demand for quality, affordable (i.e., below market rate) housing. Such housing is, and will continue to be, in great demand within greater downtown Louisville. The provision of quality affordable housing is therefore less constrained by demand, and more by public incentives, such as tax credits, that enable the delivery of such housing to the market. Currently, market rate housing is being added to Liberty Green as part of a broader mixed-income development.

A variety of housing products, at different price points and in different neighborhoods, would have to be provided in order to meet demand for 2,500 units. These include large numbers of upper midscale apartments and condominiums (both new and rehabilitated) and a more limited number of upscale apartments, upscale condos, and luxury condos. A breakdown of housing demand by product segment is shown in the chart at right.



UNIT DEMAND BY PRODUCT TYPE/TYOLOGY

DEVELOPMENT STRATEGIES 2013



HOUSING ANALYSIS

DOWNTOWN MARKET CONCLUSIONS

The following charts more specifically illustrate the types of housing products that would be well-received by future downtown residents, and the neighborhoods—East Main, West Main, NuLu, and Fourth Street/the Core—in which they are likely to be most marketable. Many of these housing products would excel in any of these neighborhoods; where a particular product would be especially marketable (such as luxury housing near the waterfront near West Main and East Main), it is so indicated. These locations are not intended to be prescriptive; rather they are intended to serve as a guide in understanding the most likely locations for specific housing products, which could then better inform development strategies and public/private partnerships for future catalyst projects. Seamlessly connecting these downtown neighborhoods to the existing adjacent communities will be critical to maximizing the potential of both.

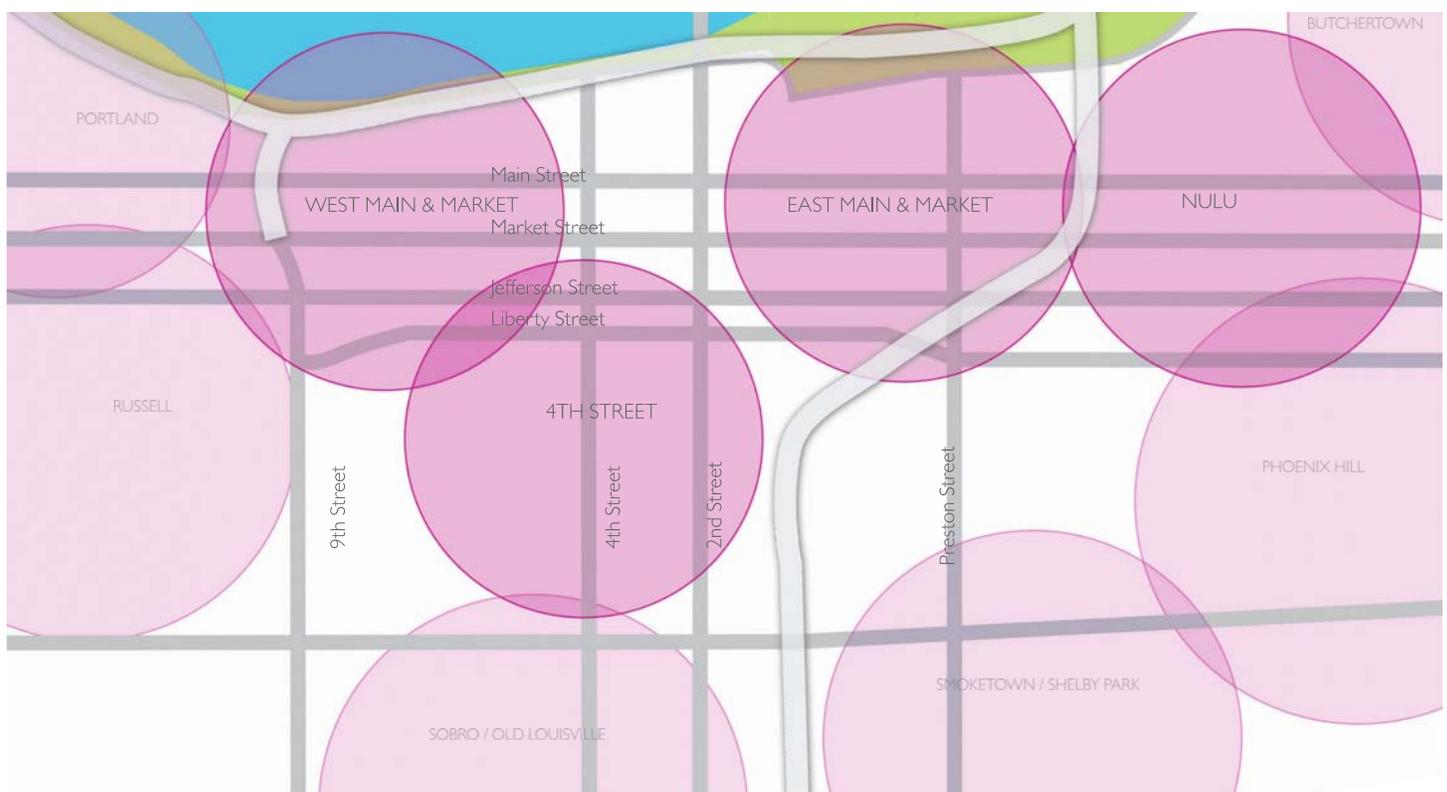
FOR-SALE PRODUCT RECOMMENDATIONS

Providing the right product at the right location to target specific market segments greatly increases the likelihood of a successful development project.

A broad range of for-sale housing products should be offered in Downtown Louisville - taking advantage of specific site opportunities and existing neighborhood assets - in order to maximize the community's potential.

RENTAL PRODUCT RECOMMENDATIONS

Similar to for-sale housing, a diverse range of rental products should be offered to appeal to the broadest market possible.



PRODUCT TYPE SUMMARY FOR DOWNTOWN LOUISVILLE

	PRODUCT TYPE	BUILDING QUALITY	INTERIOR FINISH	ACCESS & VISIBILITY	TARGET MARKETS	LOCATION	LOCAL MODEL(S)
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FOR - SALE PRODUCT RECOMMENDATIONS

	Luxury Condos	Excellent	Excellent	Essential	Empty Nesters, Affluent	East & West Main	Waterfront Park Place
	Upscale Condos	Very Good	Very Good	Important	Upper Income Singles and Couples	4th Street	Fleur De Lis
	Upper Midscale Condos	Very Good	Good	Important	Mid to Upper income singles and couples	East Main & NuLu	Park Place Lofts
	Rehabbed Condos	Good	Good	Average Importance	Singles and Couples	East & West Main, 4th Street & NuLu	Mercantile Gallery Lofts
	Single - Family Homes & Townhomes	Good	Good	Nominal Importance	Couples & Small Families	NuLu	City Homes at the Edge

RENTAL PRODUCT RECOMMENDATIONS

	Upscale Apartments	Very Good	Very Good	Essential	Singles, Couples, Empty Nesters, Professionals	East Main & 4th Street	None
	High Density Apartments	Very Good	Good	Important	Singles, Couples, Professionals	East Main, NuLu, 4th Street	None
	Mid Density Apartments	Good	Above Average	Important	Singles, Couples, Professionals	East Main, NuLu, 4th Street	Park Place Lofts
	Mid / Upscale Apartment Rehabs	Good	Above Average	Average Importance	Students	East Main, West Main, NuLu, 4th Street	Henry Clay, Whiskey Row
	Student Housing	Good	Above Average	Average Importance	Students	NuLu	The Quad
	Affordable Apartments	Above Average	Average	Minimal Importance	Income-qualified Households	East Main, West Main, NuLu, 4th Street	Liberty Green

HOUSING ANALYSIS

IMPLEMENTATION STRATEGY

FEASIBILITY

Feasibility analysis—which compares the revenues of a property to operating expenses and the cost of construction—indicates that in order to add 2,500 housing units over the next 10 years, land/property acquisition prices of \$35 per square foot are reasonable and necessary. Given that some recent land sales have occurred at \$80 per square foot, more realistic, market-driven property pricing is needed in order to realize Downtown’s potential.

Louisville has a very affordable housing market, compared to the nation. While this has obvious benefits, it can substantially reduce the feasibility of new infill development, as rents and sale prices are not sufficient to support construction costs—particularly where land prices are inflated.

This is perhaps the most important economic conclusion of this study—and the greatest reason downtown housing growth has lagged behind its peer cities. At these prices, only luxury condominiums are economically possible. Therefore, in order to realize downtown’s market potential to add 2,500 new units of housing, more realistic, market-driven acquisition prices must be realized, and a more robust economic development toolkit is needed.

IMPLEMENTATION

Development is more than the product of real estate transactions. Unlike many business endeavors, it creates the places in which we live, work, and spend our precious free time. The way it looks and functions—and whom it serves—affects all of us. As a result, development often serves a greater good, linking us to our past with historic buildings and reflecting our future aspirations with modern ones. When done well, development shapes and adds beauty to the public realm.

In the instance of Downtown, adding housing—and therefore residents—will invigorate the heart of the Louisville region, enhancing its reputation, adding to its appeal, and playing a vital role in a broader business development strategy to attract and retain a talented workforce necessary in the New Economy.

As a result of these considerations, thoughtful evaluation of the broader economic impacts of investments in downtown development is needed to understand the roles different actors can play in realizing Downtown’s potential as a vibrant, active, mixed-use center—and as an economic catalyst for the region. These actors include the public and non-profit sectors, such as local, state, and federal governments, community development corporations, foundations, and institutions. In addition, the business community also can play a significant role in the enhancement of Downtown—a goal that is intertwined with business development.



INCENTIVES AND OTHER TOOLS

This Downtown Master Plan outlines a number of strategies, policies, and partnerships that can help Downtown achieve its market potential. These tools can go a long way in overcoming barriers in order to make Downtown a more livable, vibrant, and economically thriving center of the Louisville Region. Some of the potentially most impactful tools are reviewed below, and additional mechanisms are also suggested in the recommendations that follow.

Tax Credits

Tax credits—both state and federal—are an excellent tool. Historic properties, of which Downtown has many, could make excellent use of historic tax credits. Yet the state of Kentucky only makes \$5 million available annually for the entire state. By comparison, neighboring Ohio makes this same amount available for a single project, and allocates \$60 million for historic tax credits annually. Missouri allocates \$140 million. If the state of Kentucky is serious about the economic development of the Louisville region (and focal point of a regional business development strategy to grow New Economy jobs), it needs to get serious about historic tax credits.

Development feasibility can also be given a boost for properties that incorporate ground-floor commercial uses and utilize New Markets Tax Credits. Low Income Housing Tax Credits are available for affordable housing.

Anticipated Future Revenue

Feasibility analysis demonstrated that a tax-based tool would go a long way in making projects economically viable. Through use of tax increment financing (TIF), future taxes generated by real estate investments can be used to finance current costs of facilitating those improvements. While a district-wide retail sales TIF is already in place to finance the Yum! Center, negating its use for other real estate projects, a project-based property TIF could be utilized to increase project viability.

“...ADDING HOUSING AND RESIDENTS WILL INVIGORATE THE HEART OF THE LOUISVILLE REGION, ENHANCING ITS REPUTATION, ADDING TO ITS APPEAL, AND PLAYING A VITAL ROLE IN A BROADER BUSINESS DEVELOPMENT STRATEGY.”

Land Assembly

In urban settings, the real estate market often will ascribe higher value to larger, assembled properties than to small, fragmented properties. The facilitation of public or private acquisition of small properties – particularly at key locations – will increase market potential, minimize developer risk, and therefore increase the likelihood of the implementation of the Louisville Master Plan. In Cincinnati, the business community raised \$27 million in patient money for use in land banking in Over-the-Rhine, which has had a dramatic effect on that downtown neighborhood. In St. Louis, a similar effort of land banking was undertaken by private individuals intent on implementing the city’s downtown plan. In Louisville, allowable uses of the revolving loan fund could be expanded to include acquisition.



HOUSING STRATEGY

RECOMMENDATIONS

This Downtown Louisville Master Plan outlines a number of strategies, policies, and partnerships that can help downtown and its near neighborhoods achieve their market potential. To overcome barriers in order to make downtown and its near neighborhoods a more livable, vibrant, and economically thriving center of the Louisville Region, the LDP and Metro need to utilize tools that are already available and develop a more robust toolkit.

The conclusions of the housing market study revealed that the market for downtown housing is deep, but some type of economic incentive is needed in order to overcome the hurdle of unfavorable underlying land and real estate development economics. The strategies and policies listed below can be divided into those that will stimulate development (that is, the construction of buildings) and those that will further stimulate the market (i.e., incentivize people directly for moving downtown). It is likely that, given the depth of the market of people who would already like to live downtown, efforts toward overcoming development barriers will prove to be most catalytic.

TAX-BASED STRATEGIES

The following are tax-based strategies aimed at catalyzing downtown housing development. A combination of some of these tools is likely to yield the best result in terms of stimulating development; however not all of these need to (or can) be implemented simultaneously. For example, either a property tax abatement program or a TIF would be particularly useful, but both cannot be utilized concurrently. Historic tax credits would provide an excellent complement to either program, whereas a change in land tax policy might be done in lieu of one or the other.

- Historic Tax Credits – Assemble a leadership group to lobby the State of Kentucky to make a greater amount

of Historic Tax Credits available on an annual basis, thereby reducing the cost of preserving one of Louisville's greatest and most authentic assets, while putting many historic buildings back into productive use.

- Anticipated Future Revenue – Alternately, through use of tax increment financing (TIF), future taxes generated by real estate investments can be used to finance current costs of facilitating those improvements. While a district-wide retail sales TIF is already in place to finance the Yum! Center, a project-based property TIF could be utilized to increase project viability.
- Property Tax Abatement Grants – Feasibility analysis demonstrated that a tax reduction would go a long way in making projects economically viable. In the absence of state enabling legislation, Louisville Metro Government could provide grants to downtown developers equal to the amount of local property taxes levied upon the development site for up to 10 years.
- State Income Tax Credit – a 50% state income tax credit should be sought for the owners of downtown residences (assuming it is their primary residence) for up to 10 years.
- Land Tax: – Assemble a committee to evaluate methods of restructuring the burden of property taxation from building development to land. Such a policy, if properly structured, would provide an incentive to develop vacant and underutilized land. Further, it would lead to more appropriate, market based pricing of that land, reducing the need for public incentives to overcome the barrier of excessive land costs.

FINANCIAL INCENTIVES

- Replenish the Downtown Housing Fund – Continue efforts to replenish the Housing Fund as needed. Consider enabling the Louisville Downtown Partnership to combine and package city and state owned properties for development that is consistent with the Master Plan.
- Infrastructure Investments – The Louisville Downtown Partnership and Louisville Metro Government should continue to facilitate an infrastructure fund for sidewalk improvements, signage, art, utility connections, lighting, and other infrastructure that improves the public realm and enables development.
- Special Assessment Districts – Expand/revise the current special assessment district that makes money available for marketing, public realm improvements, maintenance, security, and infrastructure.
- Student Loan Reimbursement – Louisville Metro Government will reimburse a percentage of graduate student loans for residents over the age of 21 who live in downtown Louisville for a period of at least 3 years.
- Direct Financial Incentives to specific worker groups – Develop a fund to write down mortgage costs or provide mortgage guarantees for certain categories of workers (ie police, teachers, nurses, other hospital employees).
- Employer Incentives – Work with specific employers to develop incentives to live downtown.

OTHER INITIATIVES

- Land Assembly – Develop a strategy for Louisville Metro and/or the Louisville Downtown Partnership to proactively assemble key properties for development.
- School Preference – Jefferson County Public Schools will offer assignment preference to families living downtown
- Surface Parking Lot Strategy – Develop a strategy to convert surface parking lots into infill development sites.
- Energy Efficiency Assistance – Explore methods of providing “Green” grants that can be made available in financing sustainable projects downtown, using direct assistance from Louisville Metro, LG&E, MSD, and the State or alternate aggregate financing tools.
- Amenities – The LDP should continue to work with the private sector to identify, attract and develop amenities that improve the marketability of downtown, including: car and bike share, an outdoor movie series, a grocery store/public market, dog parks and storefront retail. Efforts to enhance parks, public space, and human-scaled streets should continue.
- The Downtown Louisville TARC circulator system should be expanded.
- Adjacent Neighborhoods and Connections – The LDP and Metro should work together to develop housing, retail, and business infill strategies for neighborhoods adjacent to downtown that consider increased access, connectivity, and improvements to the public realm.

RETAIL OVERVIEW

INTRODUCTION

After roughly two generations of decline in downtowns as centers of commerce and retail, changes in where people wish to live and shop have provided renewed hope. Once powerless against the seemingly unstoppable formula of the department store-anchored, enclosed shopping mall, the pendulum of consumer preferences has swung back to more authentic, human-scaled, and urban shopping environments. The best strategy for downtown retail is, at its simplest, one of returning to the basics—of understanding how a street best functions to support street level commerce, human-scaled activity, and pedestrian traffic while still accommodating the automobile.

RETAIL SITE LOCATION—WHY DOWNTOWNS ARE POISED FOR GROWTH

A fundamental understanding of the manner in which retailers make decisions on where to locate explains why downtowns struggled to keep retail over the past several decades, and why there is cause for great optimism moving forward. Essentially, it's about people. Efforts at downtown revitalization in many cities focused on the “chicken and egg issue”. That is whether retail attracts housing, or housing attracts retail, with most cities banking on the former. As a result, many developed “festival marketplaces”, which attempted to mimic the suburban shopping mall concept, but without the essential anchor stores.

The problem, other than a lack of anchors and the desirable retail tenants they attract, is that retail follows people or—more precisely—retailers anticipate future patterns of people based on current momentum. Once thriving and desirable commercial districts are in place, residential demand accelerates, but it is rarely preceded entirely by retail. This was once true of suburban areas and it is now true of urban districts. For example:

- The peer cities of Columbus, St. Louis, and Kansas City all have had urban grocers open downtown, once

several thousand housing units were added, even though the operators agree that they're very dependent on downtown worker traffic for business.

- Whole Foods opened a market in Midtown Detroit, due in part to an influx of new demographic groups to the area, making possible what was highly unlikely a decade ago.
- IKEA announced a rare urban store opening near downtown St. Louis, citing nearby transit and a changing demographic landscape as reasons for their decision.

CHANGING CONSUMER PREFERENCES—AN OLD IDEA WITH FRESH LEGS

Retailers also follow the changing preferences of people, and here again, trends are very positive for downtowns and urban districts. While enclosed suburban shopping malls reigned supreme from approximately 1950 to 1990, the most successful shopping centers are now open air town centers. Studies have shown that where inviting, outdoor places are created, shoppers tend to stay longer and spend more. The “innovations” introduced by successful town centers are instructive, because they borrow from successful urban environments from earlier eras, and point to necessary retail strategies for urban areas, in order to compete.



These include:

- Broad sidewalks with inviting street trees and street furniture
- Storefront retail
- Streets with calm traffic
- Two-way streets
- On-street parking
- Anchor stores
- A heavier mix of restaurant and leisure uses
- A mix of non-retail uses
- A sense of enclosure and generous space devoted to plazas and squares

URBAN COMMERCIAL REVITALIZATION—EVIDENCE IN LOUISVILLE

The above trends mirror growing consumer preferences toward mixed use, walkable places. A recent survey by the Urban Land Institute indicated that 66 percent of respondents expressed a preference for “living within

walking distance of stores, restaurants and other places in a community.” This trend is certainly not limited to new, suburban town centers, and can be witnessed in urban areas with revitalizing main street environments.

In the city of Louisville—where property values have increased, on average, by 10 percent over the past 10 years—this has occurred most notably in the area of Bardstown Road, an eclectic and rapidly revitalizing main street environment. Property values over the past 10 years for homes in surrounding neighborhoods (including, Highlands Douglas, Belknap, and Deer Park) have increased by 30 to 34 percent—a testament to the growing demand for housing in walkable neighborhoods that is near thriving retail.

As demographic trends and consumer preferences toward urban environments as places to live, shop, and work, increase, so too will opportunities for urban retail in Downtown.

DOWNTOWN LOUISVILLE OVERVIEW

480

RETAIL LOCATIONS

1.9

MILLION
SQUARE FEET OF RETAIL SPACE
DOWNTOWN. 69% OCCUPIED.

99%

OF RETAIL SALES ARE BY NON-
DOWNTOWN RESIDENTS

\$235

MILLION
THE TOTAL ESTIMATED SALES FOR
RESTAURANTS AND RETAIL SHOPS.

\$450

MILLION
IS THE TOTAL COMBINED RETAIL
AND RESTAURANT SALES POTENTIAL

RETAIL OVERVIEW

TOWARD A RETAIL STRATEGY

With a bright future for urban retail, what is needed is a retail strategy for Downtown. Not all streets can have thriving retail, so a study is needed to quantify future demand, allowing planners to identify the best areas to focus retail efforts. In most cities, this involves identifying one or two “A Streets”—i.e., the most prominent thoroughfares that support retailers with the highest sales volumes. “B Streets” can then be identified for needed services (such as a dry cleaner) and start-up and other businesses that lack the capital, sales volume, or profitability to pay A Street rents.

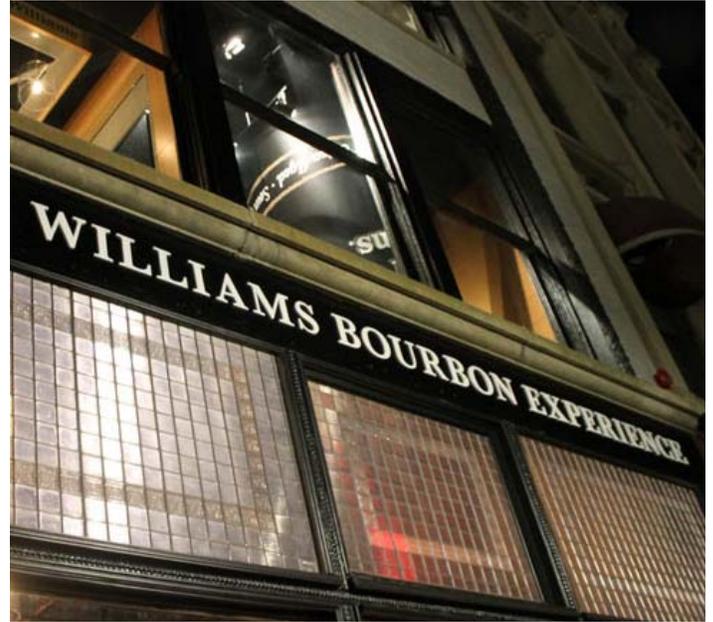
In Louisville, the most likely “A” retail streets are probably Main Street and Fourth Street (as well as Market Street in Nulu). Here, investment in the streetside realm, as well as initial efforts at two-way conversions should be focused.

Additional strategies should be focused on current and anticipated trends in neighborhood uses (be they residential or office-dominant) and demographics, as well as anchors. Existing anchors, such as the hotels and theater on South Fourth Street, have helped inform a retail strategy for that area, for example.

Along those lines, careful study should be undertaken of potential future anchors, and their opportunity to catalyze inline retail development. In the near-term, most retailers will be very dependent on worker and visitor traffic. Credit card expenditure data provided by Chase indicates 99 percent of downtown retail sales are by non-downtown residents, and most purchases are made during standard “nine to five” business hours. Therefore, sites near employment and hotel centers will give an urban grocer (10,000 square foot format) the best chance to succeed. The same is true for a public market with kiosks for small businesses.

In an effort to devise a retail strategy for South Fourth Street, retail consultant Village Solutions projected that Downtown, which currently has 1.9 million square feet of retail space that is 69 percent occupied, could increase retail sales from \$235 million to \$450 million over the next ten years. For that to occur, housing needs to be added downtown to provide residential momentum, and a broad retail strategy is needed for downtown to identify areas for investment that improves the marketability of the street environment (i.e., through walkability, calm traffic, on-street parking, etc.), responds to existing anchors, and identifies suitable sites for future anchors.

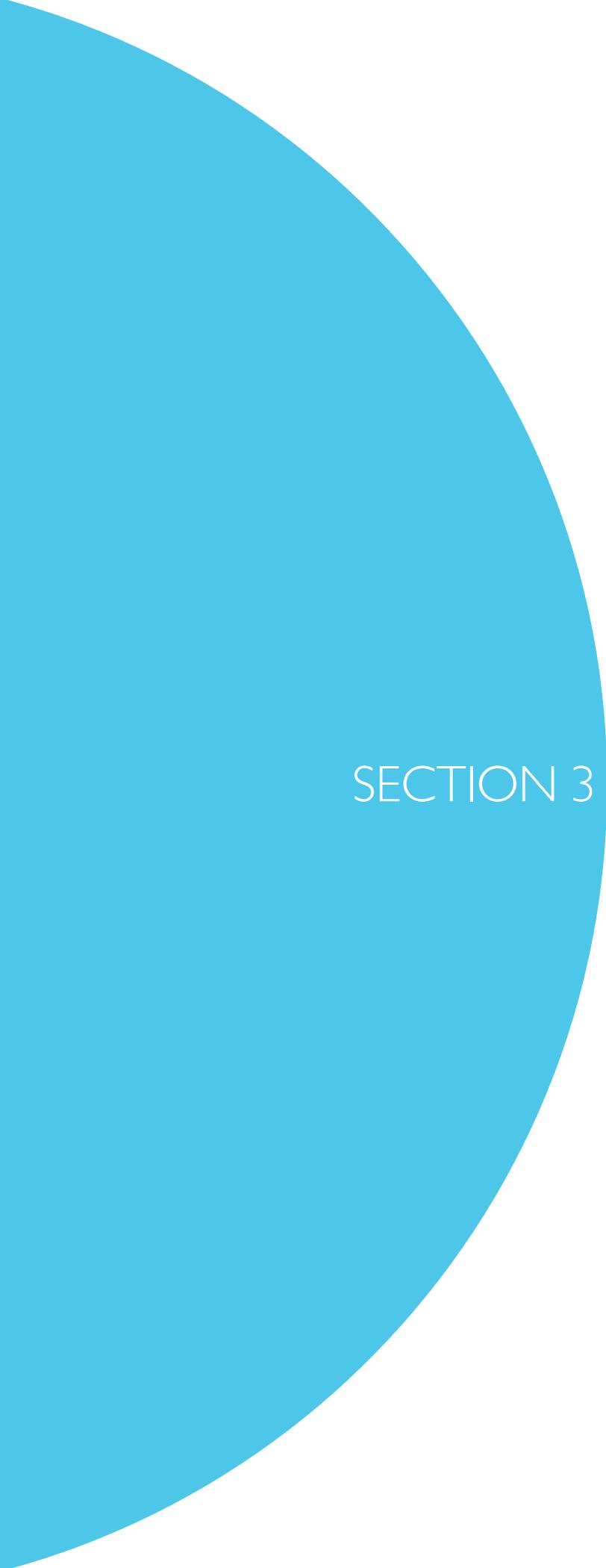




RECOMMENDATIONS

Storefront and anchor retail provides essential services and adds vibrancy that can make downtown housing and office development more marketable. In this way, retail is synergistic with the housing and business development strategy.

- Focus investment on the most likely retail streets: Main Street and Fourth Street in the Central Business District and Market Street in Nulu.
- Given the dependence of retail on worker and visitor traffic, locate catalyst retail anchors within the core of downtown.
- Develop a broader, downtown-wide retail strategy that considers potential locations, public realm improvements and the overall marketability of downtown.
- Support and expand the Business Improvement District (BID), which generates roughly \$1 million in annual revenue that is put toward making the public realm more appealing and safe.
- Anchors: consider strategies to add more anchors that will drive more traffic for other retailers. These might include a public market, urban grocery store, event programming, and addition park/plaza development.
- South Fourth Street: A specific strategy has been developed for South Fourth Street to foster the growth of unique, local retailers that cater to those seeking arts, local offerings, and entertainment. Recommendations include retail recruitment, advertising, public improvements, and parking signage. Streetscape improvements efforts that are planned should be phased in as funding is available.
- Add housing and density to downtown. More downtown workers and residents help support retail growth.



SECTION 3 URBAN FORM AND
CONNECTIVITY

INTRODUCTION

What makes a great Downtown? This section explores the necessary characteristics of a successful and vibrant Downtown through evaluating the existing conditions, discussing opportunities, and suggesting recommendations for the continued improvement of Downtown Louisville. While not an exhaustive list, this framework identifies some of the essential building blocks of the urban environment's form and connectivity. From open space to sustainability to strategic planning, these urban form and connectivity elements support the job, residential and retail growth required for a dynamic downtown.

The following topics are examined in the subsequent pages:

ACTIVITY GENERATORS: The amount of visitors coming downtown has tripled over the last ten years. New downtown districts are emerging around these strong anchors. Building on this energy by creating true urban neighborhoods that are connected and integrated into downtown will harness this growth and increase downtown residential population.

OPEN SPACE AND AMENITIES: Outside of Waterfront Park, there is little meaningful green space in Downtown Louisville. A more connected Riverwalk and the construction of the Waterfront Park Phase IV will complete the revitalization of the riverfront. Investing in existing plazas and open spaces within downtown and exploring means to build additional urban green spaces will enhance the livability of downtown.

PARKING: Approximately 35% of downtown is occupied by surface parking and garages. PARC plays an important development incentive and infrastructure role in downtown that could be better leveraged to encourage infill residential and job growth. This would allow some of the approximately 140 surface parking lots to be converted to more contributing uses.

ACTIVITY GENERATORS



OPEN SPACE AND AMENITIES



PARKING



CONNECTIONS



SUSTAINABILITY



21ST CENTURY ANCHORS



AUTHENTICITY



STRATEGIC PLANNING



CONNECTIONS: Downtown Louisville is a confusing network of one-way streets that speed traffic in and out of the city's core. Alternative transportation is limited to bus and rubber-tire trolley service that could be better utilized. Bike infrastructure is primarily present on the edges of downtown, limiting its usability for bicycle commuters. To compete with Louisville's peer cities, improvements need to be made to downtown streets, transportation networks and bike infrastructure.

SUSTAINABILITY: High rates of asthma, a top ten ranking in air pollution, a lack of urban tree canopy, and combined sewer overflows are all challenges facing Louisville. While there are geographical and topographical issues that cannot be overcome, there are sustainable solutions that can be implemented within the existing rights-of-way that help to mitigate these public health and environmental issues.

21ST CENTURY ANCHORS: Meds and Eds are the building blocks of the 21st Century. Harnessing the energy and enabling the success of medical and educational institutions in downtown will bring job and residential growth and enhance the vitality of the city as a whole.

AUTHENTICITY: Louisville has set itself apart from its peer cities with its rich history and authentic icons and cultural institutions. This dynamic continues to evolve in new and exciting ways as local entrepreneurs put a modern twist on these historic ties. Continuing to build on this energy will make Louisville a unique and authentic place for visitors and residents.

STRATEGIC PLANNING: Communities that are continually updating plans and anticipating new developments are inherently more successful. Louisville has proved this with the redevelopment of the blocks surrounding the KFC Yum! Center and the revitalization of East Market Street. Looking ahead to new opportunities will be critical to the city taking advantage of future projects and infrastructure investments.

ACTIVITY GENERATORS

ANALYSIS

Over the past ten years, Downtown Louisville has more than tripled the amount of visitors to downtown attractions. This success is due to the implementation of many catalyst projects undertaken by the City since 2000. These include 4th Street Live!, the KFC Yum! Center, and Slugger Field that together have brought nearly 7 million additional visitors to Downtown Louisville.

This diversity of attractions helps set downtown apart by offering numerous unique experiences and serving many different audiences. From sports and entertainment to arts and culture, Downtown Louisville offers high-quality attractions that are nationally recognized. Waterfront Park ranks in the top 50 in terms of the number of visitors. Museum Row and Main Street have been named one of the “Greatest Streets in America” by the American Planning Association.

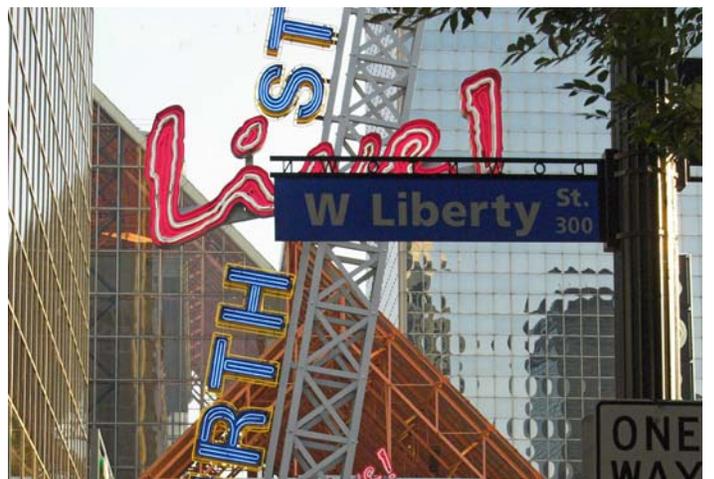
The City has wisely leveraged these investments in attractions to improve placemaking within downtown. New streetscapes along West Main Street in Museum Row, investments in East Main Street around Slugger Field and the Yum! Center, and the revitalization of Second Street adjacent to the Yum! Center have helped to improve connectivity and create distinct downtown districts.

Along with this increase in visitors, downtown has seen a corresponding increase in new businesses to serve them. Numerous bars and restaurants have opened in downtown over the past several years, especially in the areas surrounding the KFC Yum! Center along Main, Second and Washington Streets. Throughout downtown, there is now enough of a critical mass of activities, people and attractions to entice visitors downtown before events and keep them there after events—extending the amount of time and money people are spending in the urban core. With Bourbon District storefronts beginning to emerge along Main Street and the associated planned streetscape improvements, the future for downtown as a unique, authentic destination looks bright.

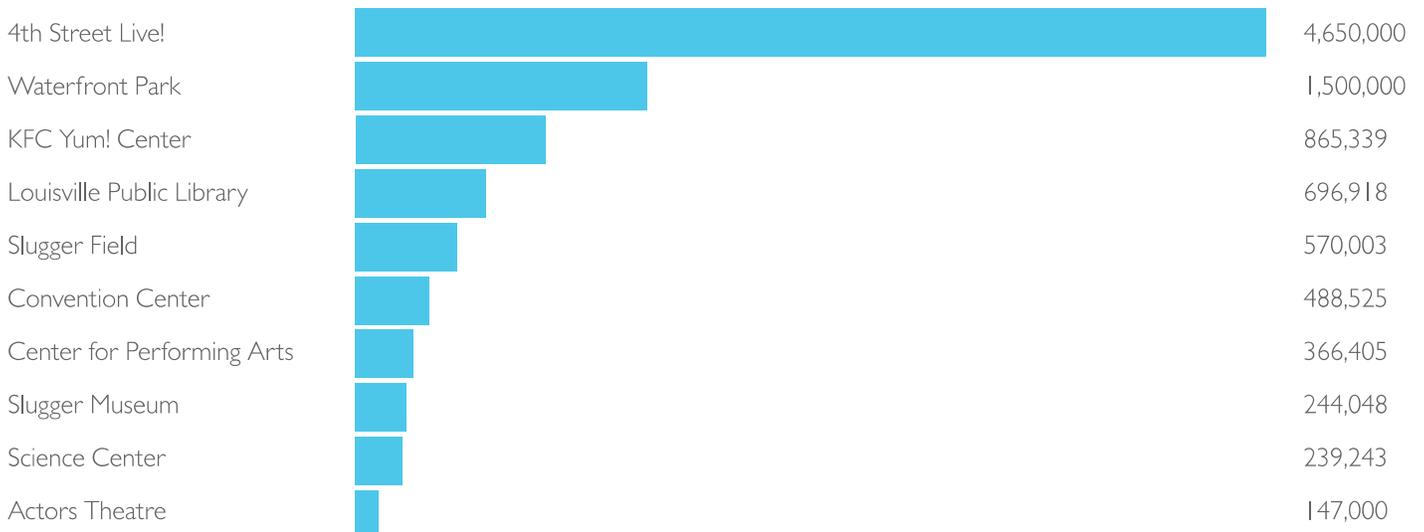
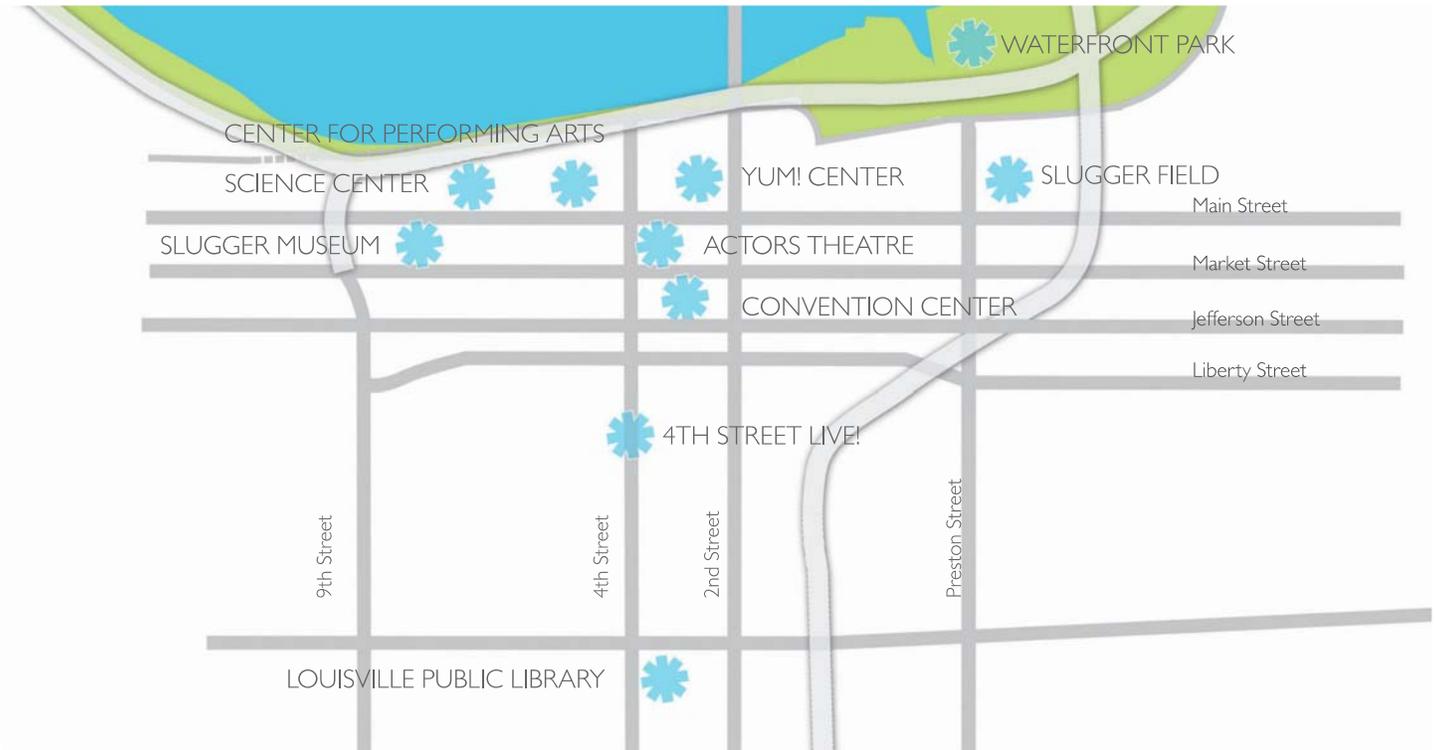
10 MILLION VISITORS
TO DOWNTOWN



3x MORE NOW
SINCE 2002



TOP 10 ACTIVITY GENERATORS (2011)



ACTIVITY GENERATORS

OPPORTUNITIES

More people are visiting downtown attractions and distinct urban districts are emerging within and adjacent to downtown. The next step in the urban evolution of Downtown Louisville is the addition of residential development that complements these improvements and activity centers. Doing so will create true urban neighborhoods that sustain and attract businesses.

Looking at residential trends in Downtown Louisville over the past 10 years, this is already starting to happen, with new development clustering around these downtown amenities and attractions. An increase in downtown population will lead to a corresponding increase in the desired supportive neighborhood scale retail businesses that are lacking downtown, such as a grocery store, drug store, dry cleaner, etc. This is starting to happen on South Fourth Street with the new, more neighborhood-scale retailers and boutiques that have opened this year. However, to sustain this recent growth over the long-term, more residential development will be needed along this once-vibrant commercial corridor.

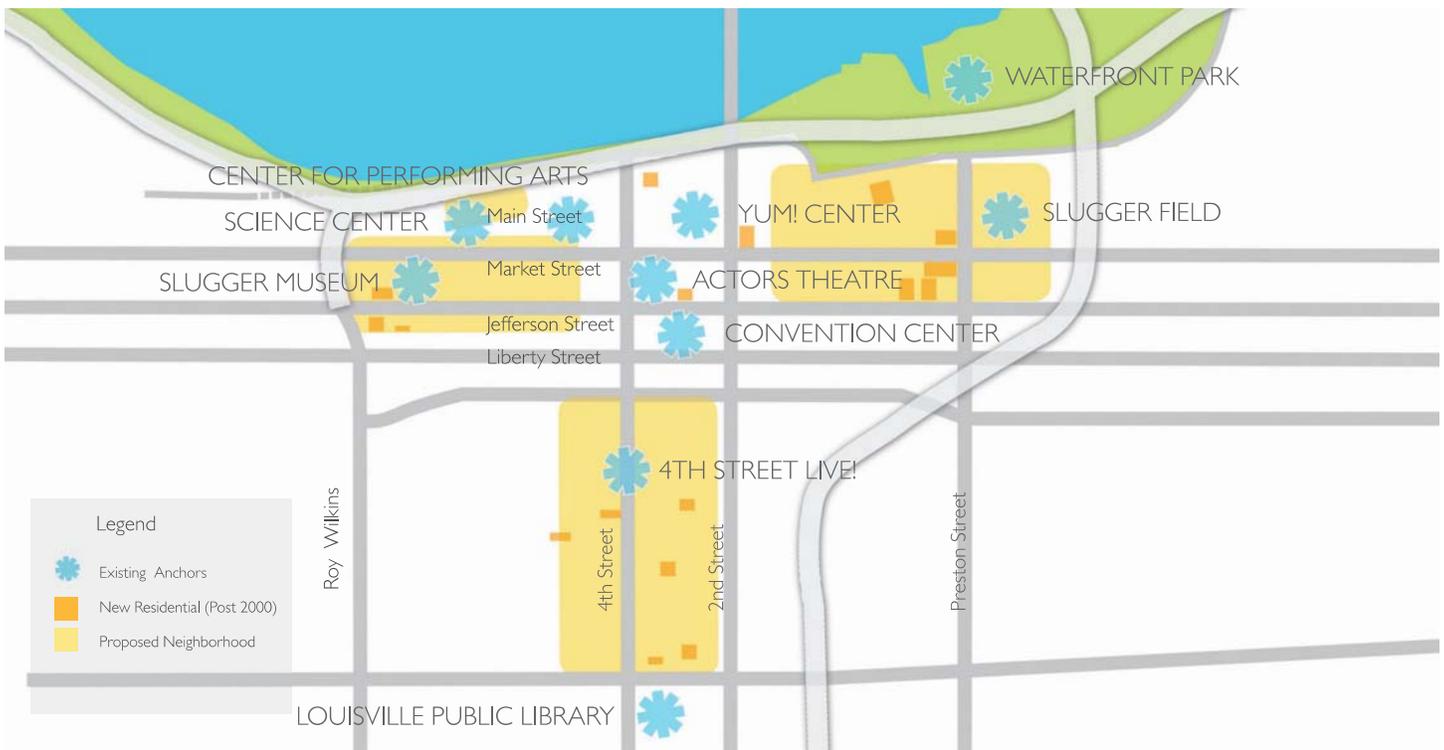
To take advantage of this opportunity in downtown, infill development on vacant parcels and the reuse of upper floors of existing historic buildings should be incentivized financially and prioritized by streamlining the development process. Three distinct areas of downtown seem primed for an influx of residential development:

1. West Main and Market offers proximity to Museum Row and the historic buildings lend themselves to historic reuse. Views of the river make new development opportunities on Washington Street and on the former Museum Plaza site compelling.
2. On East Main and Market, the intact historic buildings lend themselves to reuse and the areas along Waterfront Park and between the Yum! Center and Slugger Field are occupied by several surface parking lots that would be ideal redevelopment sites.

3. Additional infill and reuse opportunities exist along South Fourth Street, building on the influx of retail and the existing historic hotels and theaters.



RECOMMENDATIONS



RECOMMENDATIONS

Downtown has multiple strong anchors, but lacks the neighborhoods to activate them. Creating distinct neighborhoods within downtown around these anchors and attractions will allow for more dynamic street life. Therefore, infill development and historic reuse should focus on the following areas:

- Washington Street between Arena and Ballpark
- Along the edges of Waterfront Park
- Museum Plaza site
- Upper level of historic buildings along East and West Main Streets
- 4th Street



OPEN SPACE & AMENITIES

ANALYSIS

Waterfront Park dramatically increased the amount of open space in Downtown Louisville. With 1.5 million visitors annually, it is one of the most visited urban parks in the country. Waterfront Park has reintroduced Louisville to its riverfront, turning previously disused industrial ground into a premier park space. With a children's playground and spray ground, an event lawn, riverfront pathways, and restaurants, Waterfront Park offers many different experiences to users and draws visitors around the clock. The recent opening of the Big 4 Bridge has been a huge success. Offering outstanding views of the Ohio River and the Downtown Louisville skyline, this addition to Waterfront Park has further expanded the popular park's already unique amenities.

Within the Downtown core, Riverfront Plaza, the Belvedere and Muhammad Ali Plaza also provide riverfront views and host concerts and special events. While the Muhammad Ali Plaza is new and well maintained, the remainder of these spaces are in need of improvements and better maintenance to keep pace with the new standard put in place by Waterfront Park.

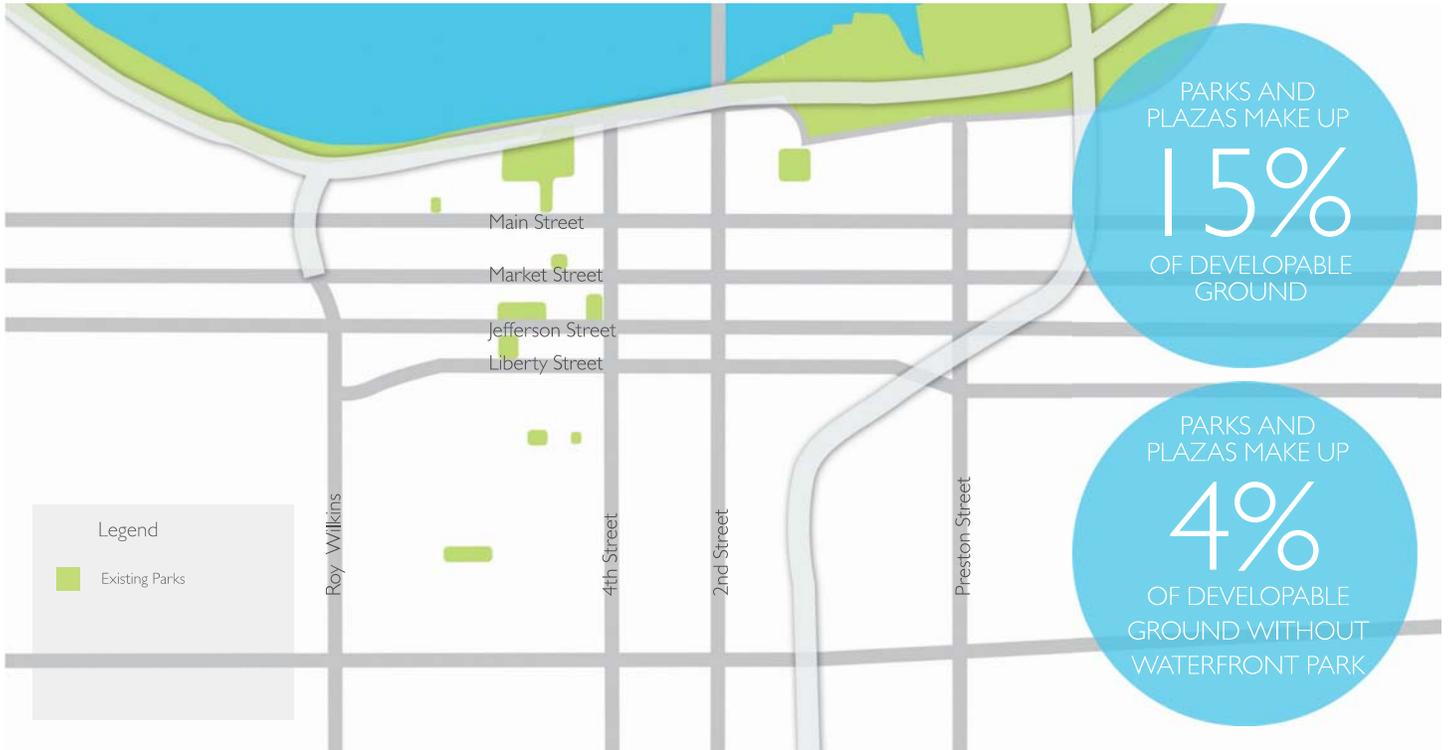
Outside of the riverfront, open space in downtown is primarily limited to plazas, squares and greens that are largely located within the heart of the Central Business District. These spaces vary widely in terms of quality, programming, and maintenance. Some are in great locations, but suffer from poor design and maintenance. Others are well designed and maintained, but are not located in high traffic areas and are therefore vacant much of the day.

On the fringes of Downtown, open space is non-existent with green space limited to the landscaping associated with buildings and private property. These areas are instead dominated by large expanses of surface parking lots and underutilized ground. In fact, when Waterfront Park is excluded from the total acreage of open space in Downtown, just 4% of developable ground Downtown is occupied by open space.

WATERFRONT PARK
IS ONE OF THE **50**
MOST VISITED
PARKS IN US

1.5 MILLION
VISITORS IN 2012





OPEN SPACE & AMENITIES

OPPORTUNITIES

There are several steps that should be taken to increase the quality, amount, and usability of open space throughout Downtown Louisville. Creating the long-planned Waterfront Park Phase IV just west of 9th Street in East Portland would anchor this end of Downtown and catalyze redevelopment and revitalization. Extending the energy of Waterfront Park along the length of the Riverwalk would link these two parks together and create a unified and cohesive waterfront for Downtown Louisville. Reconnecting and re-energizing the Belvedere and Riverfront Plaza will be key to creating better connections between Downtown and the riverfront. Efforts should also be made to enhance the north-south streets leading to and from the Riverwalk with green streetscapes that link the residential, employment and activity centers of downtown to the Ohio River.

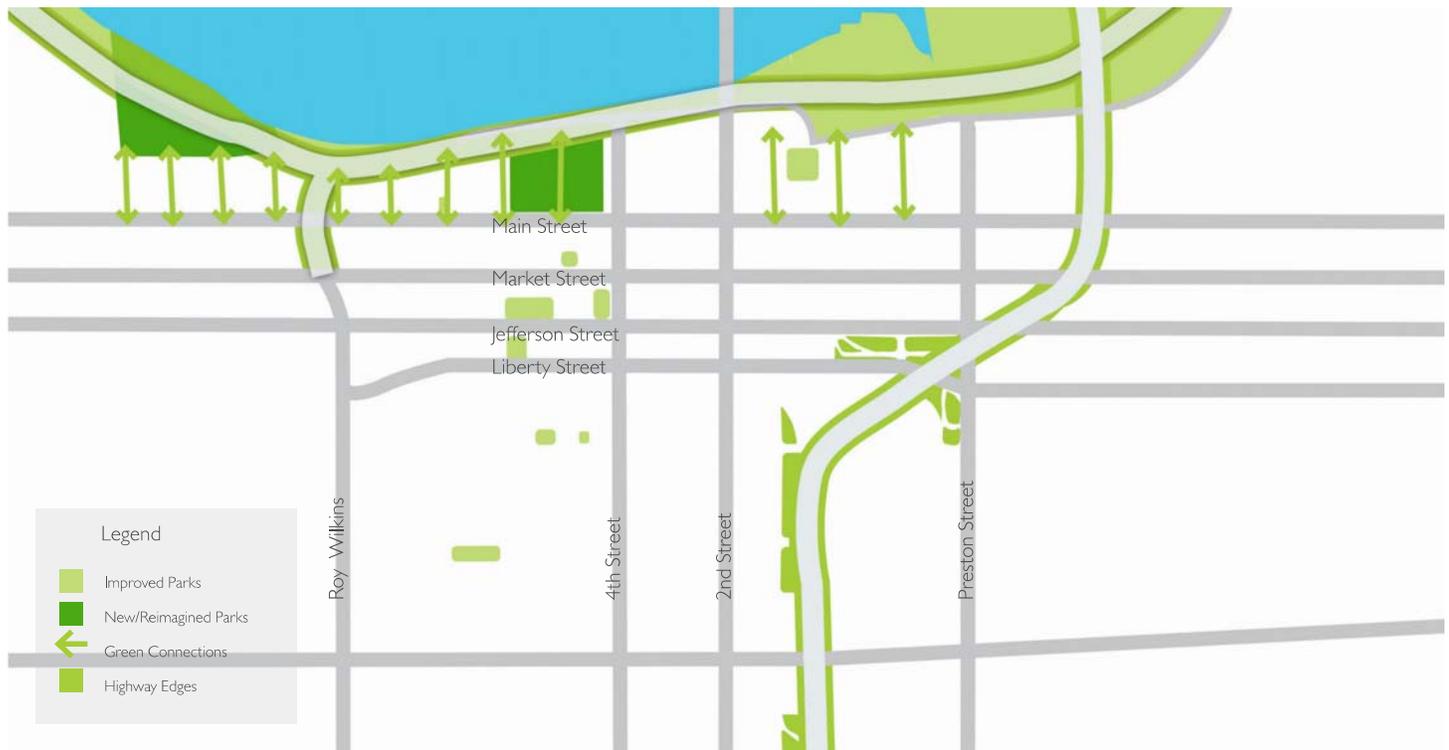
While the majority of open space in downtown will remain focused along the Riverwalk, other green spaces, plazas and pocket parks are still necessary as amenities for visitors, office workers and residents. However small, these spaces contribute to the overall quality of life, offer respite to the often harsh urban environment, and enhance property values. To increase the amount of open space within Downtown, there are two strategies. One would be to re-evaluate the existing requirement that mandates the provision of public and/or private open space as proportion of all new development in downtown as part of the Downtown Form District Open Space Standards to ensure it is resulting in the desired outcome and addition of public open space. These seating areas, gardens, plazas, pocket parks and water features provide necessary seating areas and gathering places. Designed correctly, these spaces will provide a relief to the otherwise continuous built edge of the street and create usable open spaces that, in aggregate, increase the amount of open space downtown.

Another critical strategy is the creation of an entity that could ensure the long-term maintenance and programming

for all downtown parks, plazas and event spaces. Since many are privately managed and some are managed by the city, the quality of park spaces and maintenance varies widely throughout downtown. Some have high quality urban park landscapes and furnishings, other are poorly maintained and have low-quality furnishings. Creating overall standards and a funding mechanism will result in more usable and meaningful open spaces throughout downtown.



RECOMMENDATIONS



RECOMMENDATIONS

Outside of Waterfront Park, there is little meaningful green space in downtown. The following should be done to incorporate green space, better use existing spaces and the riverfront, and program activities:

- Expand Waterfront Park to include the Riverwalk and Waterfront Park Phase IV
- Energize the Belvedere and connect it to the river
- Strengthen the provision of public or private green space as part of all new major development in the downtown area
- Create green streetscape connections that link existing green spaces to the residential, employment and activity centers of downtown
- Ensure high-quality, long-term maintenance and programming for all downtown parks, plazas and event spaces through endowment or an entity (such as LDMD, Waterfront Development Corporation) charged with such duties
- Take advantage of “leftover” spaces, especially along the highway edge corridors to create additional green spaces in downtown
- Explore other opportunities for open space such as green roofs, surface parking lot screening and alley conversion

PARKING

ANALYSIS

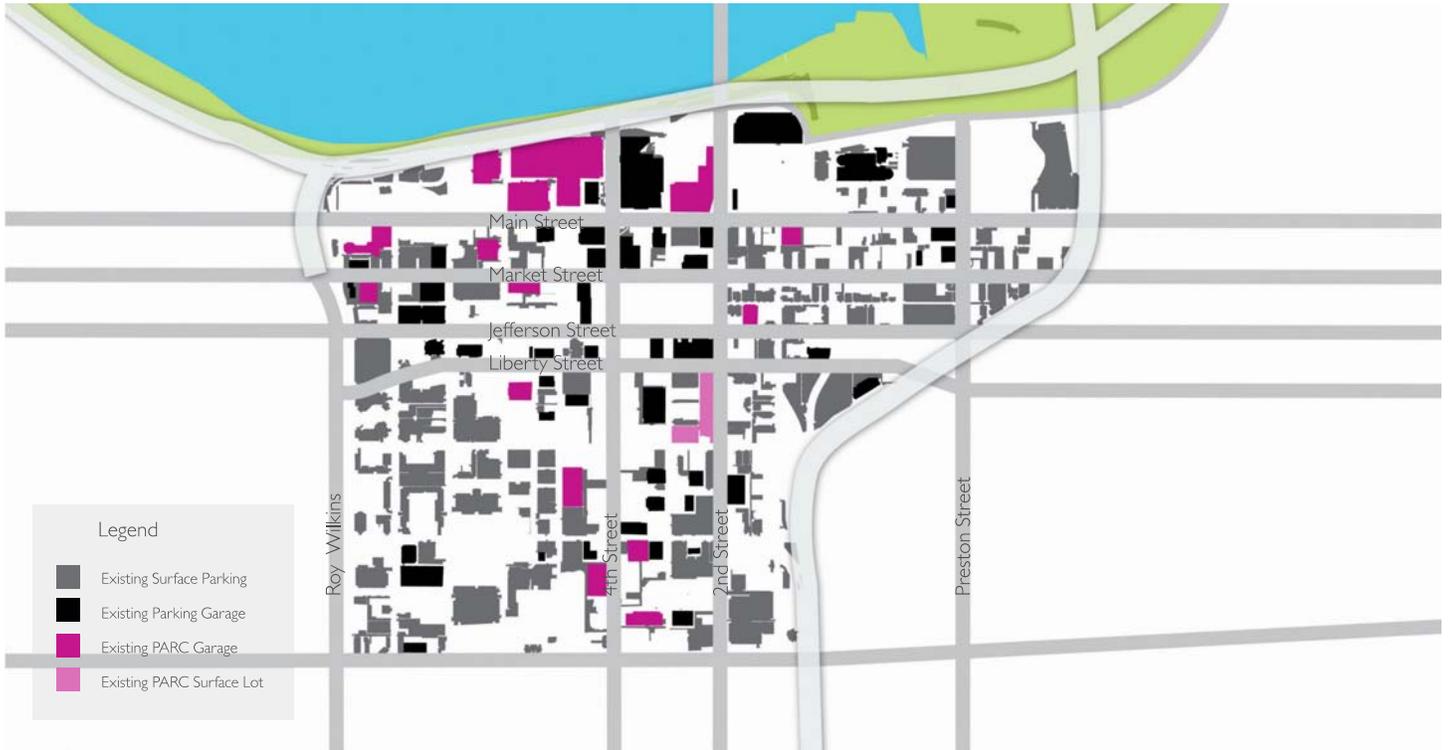
There are 58,248 off-street spaces and 4,069 on-street spaces Downtown. While there are more total spaces in garages downtown, the surface parking lots take up far more land. Not unlike other Midwestern cities, Downtown Louisville is dominated by surface parking lots that make up approximately 30% of the developable ground downtown.

While a certain amount of surface parking downtown is inevitable, there are areas of downtown where surface parking lots are the dominant use. There are several long stretches of nearly continuous surface parking lots along 9th, 8th, 5th, 2nd, Jefferson, and Muhammad Ali that create vast, desolate spaces that are devoid of street life and activity. This disrupts the urban fabric and hampers walkability and pedestrian friendliness.

The current amount of surface parking lots in some cases represent the highest and best use of land in order to serve the needs of nearby activity centers. To convert these surface parking lots to garages or development sites, stronger land economics will need to exist downtown.

Half of the public garages are managed by PARC, the public parking authority. With uniform signage, wayfinding and pricing, these garages are easy to locate and use, enhancing the visitor experience downtown. While most of the existing garages do not contribute to street level activity, some have first floor uses, such as the First and Main Garage with the Cressman Center for Visual Arts and the Fifth Street garage with retail storefronts on 4th Street. Having a publicly financed parking authority in place is a definite asset. It allows for the construction of garages where necessary to support redevelopment, jobs and residential infill or rehab.





OF THE OFF-STREET SURFACE PARKING LOTS:

13,764 are private spaces

6,996 are public spaces.

OF THE GARAGES:

24,766 are private spaces

12,722 are public spaces.

OPPORTUNITIES

The system of PARC garages, the existing financing mechanism, and the ready supply of public parking provides important tools in supporting new development Downtown. While there are large areas of Downtown Louisville that are dominated by surface parking lots, these represent development opportunities. This effectively creates a land bank for future structures (employment centers, housing or garages).

The City should continue to support PARC and its role in financing, maintaining, and managing public parking garages Downtown. As more garages are needed to support future development, this is an important mechanism to have in place. Where new garages are built, active first floor uses or architectural screening should be encouraged so that these often obtrusive structures contribute to the urban fabric.

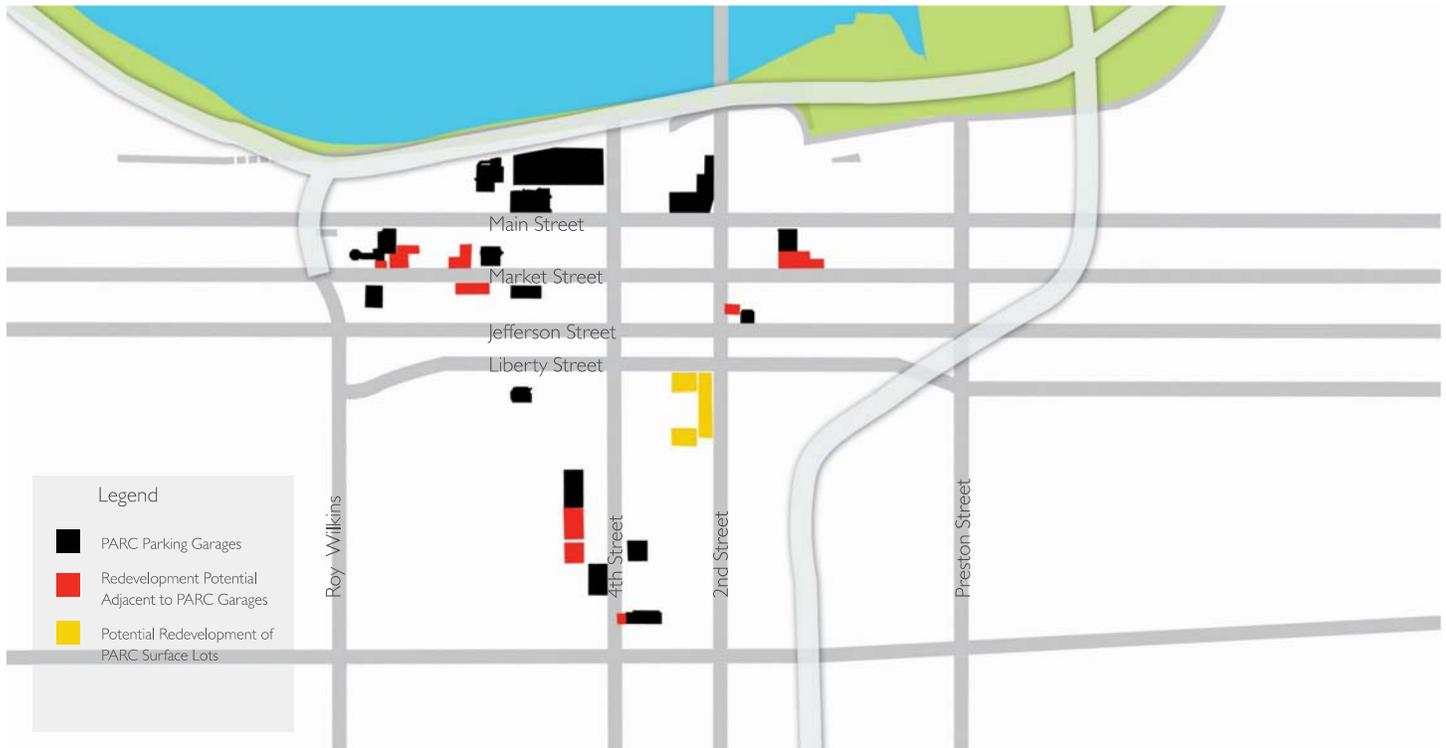
The City, PARC, and the LDP should also think strategically about taking advantage of existing public garages. PARC already offers a 50% parking rate discount to downtown residents. Redevelopment opportunities should also be assessed in the areas surrounding existing PARC garages to provide an additional incentive to developers. There are several vacant or underutilized parcels and surface parking lots located adjacent to PARC garages that would be ideal development sites for office or residential. If developers do not need to build parking, or can significantly reduce the amount of parking they provide, redevelopment becomes more financially feasible.

Surface parking lots should also be targeted on a strategic basis for redevelopment and infill. While this could simply take the form of working with individual property owners, the City and LDP could also consider the creation of financial incentives or tax assessment changes that would encourage the owners of surface parking lots to develop their properties. In the short-term, surface parking lots should be better regulated in terms of aesthetics and screening to reduce their impact on the urban realm.

Transit improvements should also be considered to enable easier and more efficient access to downtown for both near-neighborhoods and suburban commuters. This would alleviate parking pressure within downtown and reduce the need for the amount of surface parking lots and expensive garages.



RECOMMENDATIONS



RECOMMENDATIONS

Approximately 30% of Downtown Louisville is occupied with surface parking lots. This creates massive swaths of downtown that are devoid of activity. Policies should be enacted that take advantage of existing parking garage resources and enables the redevelopment of surface parking lots:

- Continue to support and use PARC to support current demand and future redevelopment
- Encourage first floor uses and/or screening on new any future garage (explore retrofitting existing garages where possible)
- Prioritize the redevelopment of vacant and underutilized land adjacent to existing PARC garages and in the surface parking lots owned by PARC
- Work with surface parking lot owners to determine redevelopment opportunities and create financial incentives or study tax valuation and assessment changes to incentivize the redevelopment of surface parking lots
- Enact policies to screen existing surface parking lots
- Study transit improvements to reduce the demand for surface parking lots and garages within downtown
- Mandate proper stormwater capture methods (rain gardens, green roofs) for parking garages

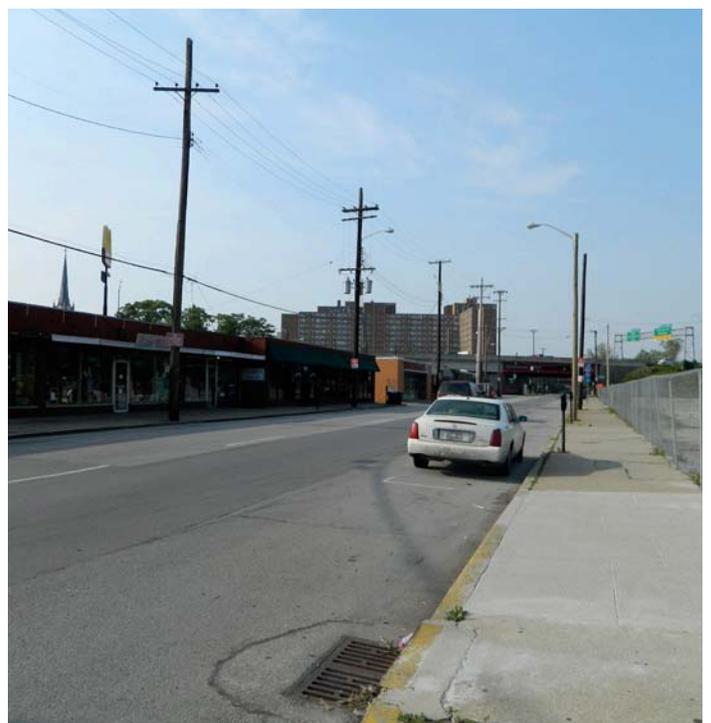
CONNECTIONS

STREET NETWORK ANALYSIS

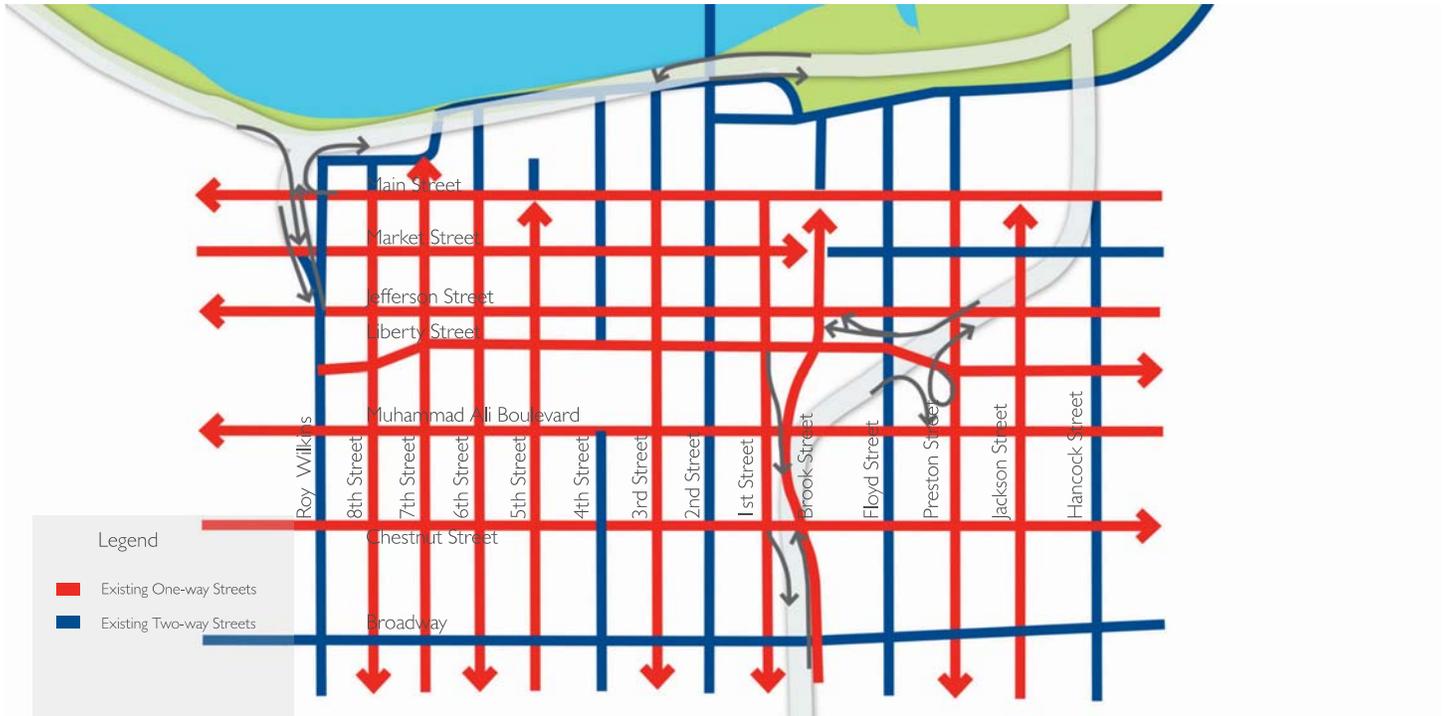
One way streets dominate Downtown Louisville. There are only six streets in Downtown that are two-way streets along their entire length, and only one of them runs east-west. This system is geared toward getting cars in and out of downtown as quickly as possible. Tilting the balance so far in the favor of automobiles, makes downtown streets unfriendly to other users such as bikes and pedestrians. One-way streets hamper wayfinding and can be confusing to visitors. In order to reach certain destinations in Downtown Louisville, it is often necessary to drive blocks out of the way. Retail is also much more successful on two-way streets than one-way streets because it allows more street level activity and a returned focus to pedestrians and interaction on the storefront level instead of simply facilitating the movement of cars out of town.

For these and other reasons, Louisville's peer cities are moving away from the one-way street grid toward a model of "Complete Streets" that service all roadway users. While one-way streets will still be necessary, cities are beginning to group them into one-way pairs that service the needed in-and-out traffic. These street pairs are typically those that link to highway entrances and exits. This approach allows for efficient vehicular movement and allows most, if not all, other downtown streets to become two-way in operation.

The traffic engineering practice is also recognizing this shift as well, moving toward a "Multi-Modal Level of Service" that grades roadway performance on how it serves automobiles, transit, bicycles and pedestrians. This balanced approach improves wayfinding, slows traffic, makes streets more walkable and pedestrian friendly and accommodates all users. It also enables the development of urban districts and downtown neighborhoods that are about people, not cars.

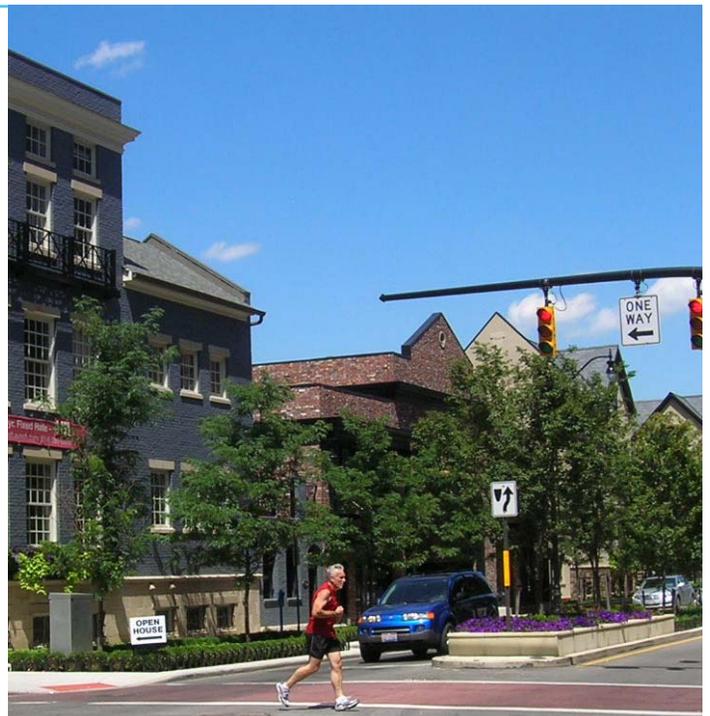


EXISTING DOWNTOWN STREET DIRECTIONALITY



CASE STUDY: ECONOMIC BENEFITS OF TWO-WAY STREETS

There are numerous examples of the economic benefits of converting one-way streets to two-way streets. In Columbus, Gay Street was returned to two-way operation in 2007. Since that time more than 300 new housing units have been developed and 11 new retail businesses and restaurants have opened. Other developments include a new 126-room hotel and downtown's first urban grocery store. Property valuations have increased as well, going up 29% with an average increase of \$93,000.



CONNECTIONS

OPPORTUNITIES

Converting downtown streets to two-way operation has already been studied for Downtown Louisville. A 2009 study concluded that Sixth and Seventh streets could be converted to two-way operation (see top diagram at right). Jefferson Street could become two-way east of the I-65 ramp, as could Liberty, Muhammad Ali, and Chestnut east of Jackson. Main Street east of Brook Street would also get one counter-flow lane like the one on Market Street. These changes would enable the areas around Nulu, Liberty Green and adjoining neighborhoods to be more pedestrian friendly with slower traffic speeds and improved wayfinding.

The street conversions suggested in the 2009 study are baseline improvements. Once the Bridges Project is complete, there should be a renewed effort to review traffic operations and assess further two-way street conversions using a multi-modal level of service model. This should identify the critical one-way pairs that serve downtown uses and the highway system and make most, if not all, other streets in downtown two-way. This would enable and support the development of urban districts and neighborhoods within Downtown Louisville.

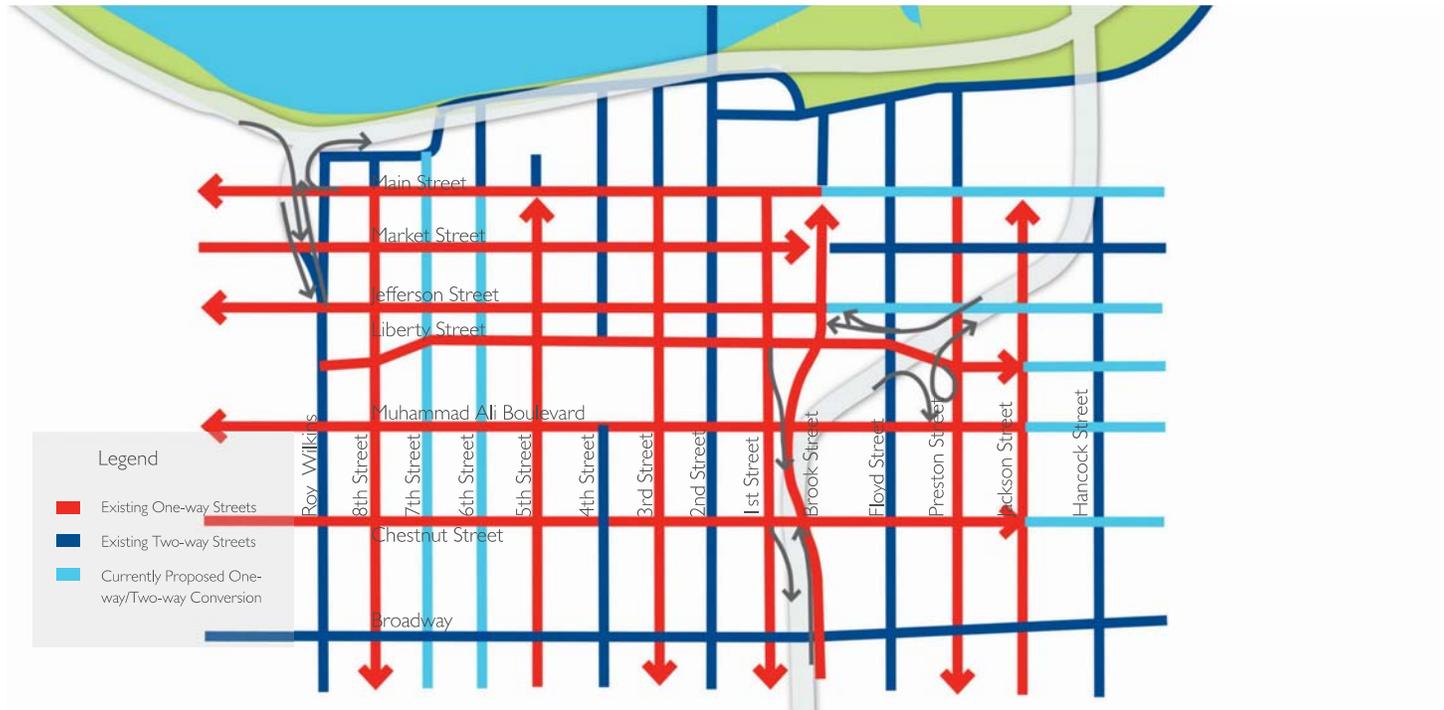
While additional traffic engineering study will be necessary to determine the appropriate system of streets, one potential scenario has been proposed to demonstrate how such a street system could operate in Downtown Louisville (see lower diagram at right). Muhammad Ali Boulevard and Liberty Street is the primary east-west one-way pair connecting the on and off ramps to I-64 and I-65 and providing access to the Medical District. Two north-south one-way pairs are provided adjacent to I-65 and the Medical District at First Street and Brook Street and Preston Street and Jackson Street. All remaining streets are shown as two-way streets. Other major changes include reconfiguring the exit ramp to Brook Street from I-65, allowing traffic from the highway to exit directly onto Brook Street, enabling Jefferson Street to be two-way along its entire length.

Finally, Main and Market become two-way streets, easing wayfinding to the attractions and destinations on these two key corridors, enabling additional revitalization and redevelopment and enhancing walkability by allowing for the closure of the ramp from Main Street to I-64 east.



RECOMMENDATIONS

CURRENT PROPOSED DOWNTOWN STREET DIRECTIONALITY (2009)



POTENTIAL DOWNTOWN STREET DIRECTIONALITY



CONNECTIONS

POTENTIAL TYPOLOGIES

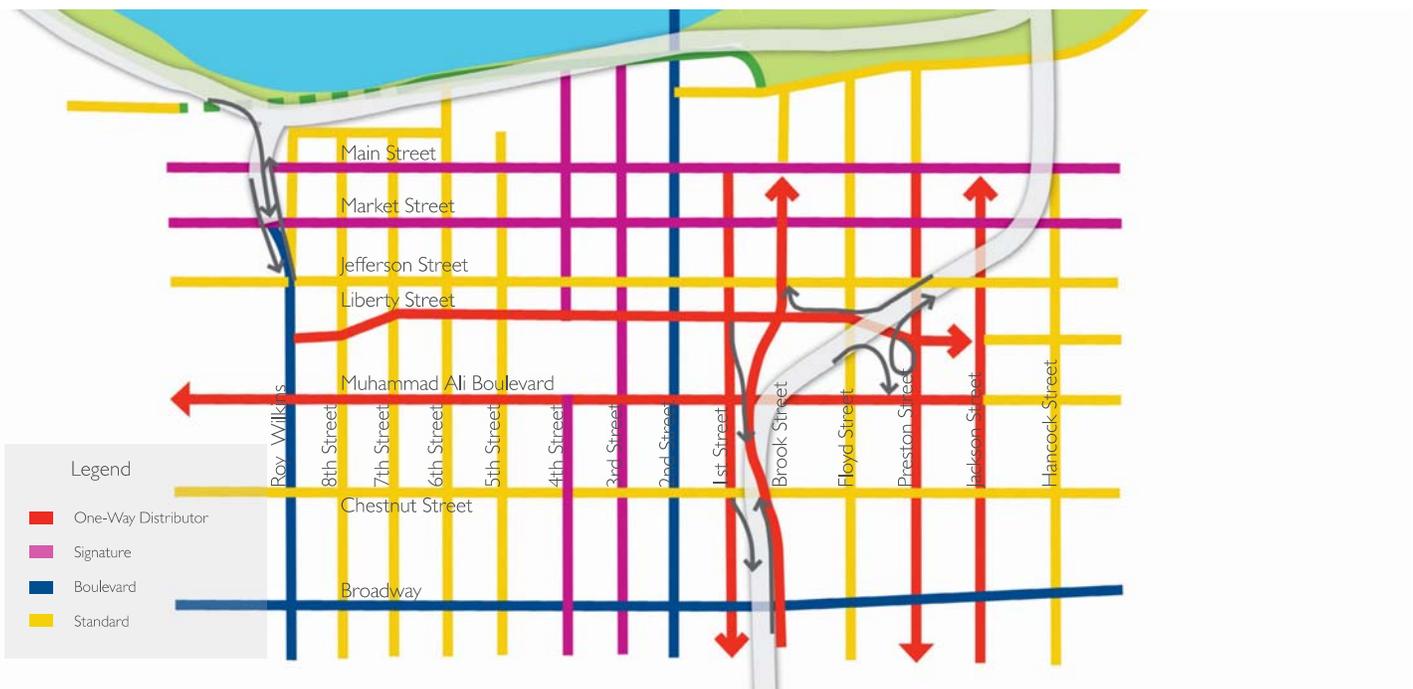
With these changes in street operation, comes an opportunity to reconsider how they service all users. Using the city's Complete Street Manual as a guide, new street typologies are suggested for Downtown Louisville. Additional study and input will be needed to take place before these improvements are implemented, but the following street sections are proposed to begin this community conversation.

Even though many downtown streets appear wide enough to accommodate all Complete Streets solutions, in reality, all streets cannot be all things to all people. For example, dedicated bike lanes, on-street parking on both sides of the street, and a center median cannot be accommodated even on Broadway without removing more traffic lanes

than is likely practical. Where retail is likely to develop or is desired, on-street parking has been prioritized due to the strong correlation between the two. Sharrows and bike lanes have been shown where possible, and all streets have some sort of bicycle accommodation.

That said, these proposed typologies are meant as a starting point to a larger conversation and planning effort to enhance and improve the downtown street grid. As part of a more comprehensive approach to the directionality and structure of downtown streets, it is possible that additional typologies and streetscape components will be developed. Such a study could also incorporate additional changes to the interchange system at 9th Street beyond the elimination of the ramp from Main Street to I-64 east.

POTENTIAL DOWNTOWN TYPOLOGIES



■ ONE-WAY DISTRIBUTOR



Typology Details

- 2-3 lanes of one-way traffic movement
- Bike lane
- Green infrastructure
- Large tree planters
- Improved street crossing with curb extensions

ONE-WAY SIGNATURE DISTRIBUTOR



Typology Details

- 2-3 lanes of two-way traffic movement
- Sharrow
- Green infrastructure
- Large tree planters
- Improved street crossing with curb extensions

CONNECTIONS

POTENTIAL TYPOLOGIES

■ DOWNTOWN SIGNATURE



Typology Details

- 2-4 lanes of two-way traffic movement
- Sharrow
- Green infrastructure
- Large tree planters
- Improved street crossing with curb extensions
- Specialty sidewalk pavers

■ DOWNTOWN BOULEVARD



Typology Details

- 2-4 lanes of two-way traffic movement
- Bike lanes
- Green infrastructure
- Large tree planters
- Improved street crossing with curb extensions
- Median

■ DOWNTOWN STANDARD



Typology Details

- 2-3 lanes of two-way traffic movement
- Sharrow
- Green infrastructure
- Small tree planters
- Improved street crossing with curb extensions

RECOMMENDATIONS

One-way streets are built for moving cars as fast as possible out of downtown. Two-way streets have proven to foster pedestrian activity, encourage retail development and simplify wayfinding. The following should be done to reduce the number of one-way streets in Downtown Louisville:

- Implement the current one-way conversion study as baseline improvements
- Following the Bridges Project, study the conversion of all but essential one-way pairs to two-way traffic flow
- Continue to implement “Complete Streets” in downtown to enable pedestrian safety, accommodates bicyclists and alternative transportation, and incorporates sustainability

CONNECTIONS - ALTERNATIVE TRANSPORTATION

ANALYSIS

Downtown Louisville is currently served by 11 bus routes that carry 47,000 people on a daily basis system-wide. Within downtown, there is a rubber tire trolley system that connects the core to east and west side neighborhoods and to Waterfront Park. This free trolley system is slated to be upgraded to an all-electric fleet of buses over the coming year.

The majority of TARC routes are currently configured to loop through Downtown. Transfers take place wherever these routes overlap. While this efficiently spreads bus traffic out onto multiple downtown streets, it can be difficult for those needing to transfer to other bus lines.

The trolley system upgrade to electric buses will be a welcome change to the noisy, diesel powered rubber tire trolley that are currently used. The electric buses will certainly create an additional “cool” factor that should make them more popular with users. Shortening wait times would also be beneficial since many people often give up and walk to their destination if they are able to get there faster.

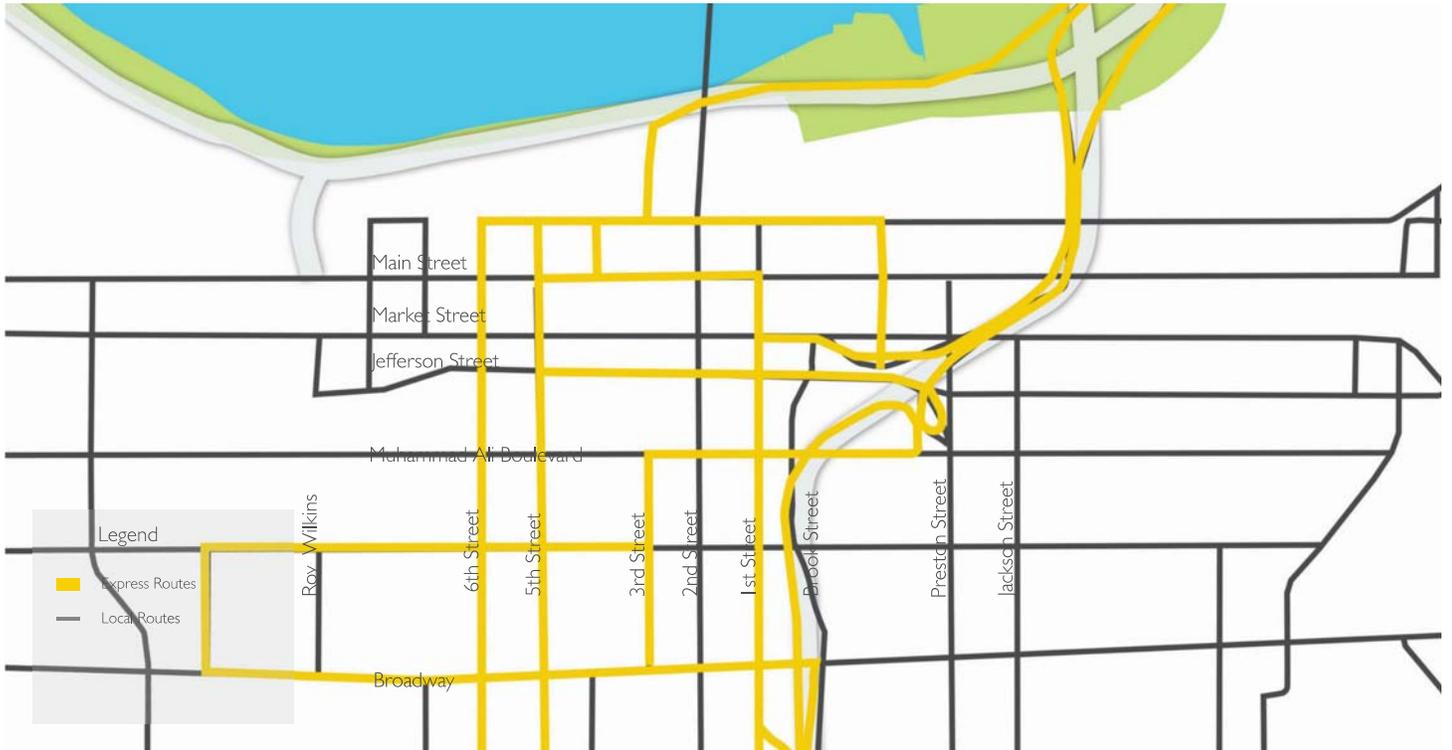
While light rail has been discussed by the community, planning for regional transportation solutions has been tabled for the moment. However, the fact remains that Louisville is one of the largest cities in the country not to have commuter rail service or Amtrak service. Renewing this community conversation and identifying additional transportation alternatives or improvements to existing transit services will be critical to the success of the City moving forward.



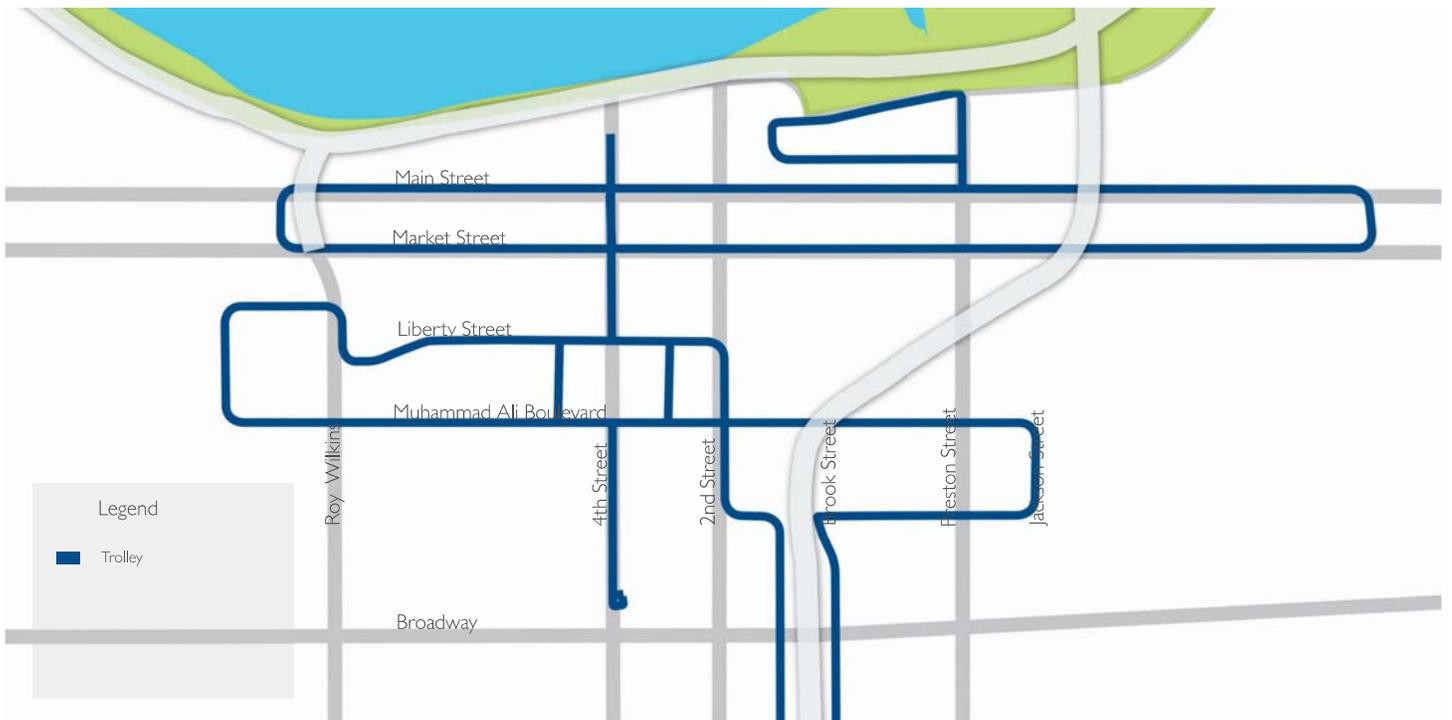
ONE OF THE LARGEST MSA'S WITHOUT RAIL OR AMTRAK SERVICE



EXISTING BUS SERVICE DOWNTOWN



EXISTING TROLLEY SERVICE DOWNTOWN



CONNECTIONS - ALTERNATIVE TRANSPORTATION

OPPORTUNITIES

IMPROVE THE USER EXPERIENCE

Given the lack of movement on other alternative transportation such as light rail, efforts should be made to maximize the impact of existing operations. Transit systems in other cities are implementing innovations and system improvements to make existing operations perform at a higher level and attract more ridership. From high tech solutions like on-time arrival information and mobile apps to simple moves like consolidating stops to allow for faster operation, the current system should be made as rider-friendly as possible. This will both help to better serve existing transit dependent customers and help to attract new riders that may not have previously used public transportation.

DOWNTOWN TRANSIT CENTER

Over the past several years, dozens of cities have opened new, state-of-the-art bus transit centers to better serve riders. In cities like Durham, Charlotte and Nashville, these new transit centers have been developed to improve the level of services by providing a secure, efficient and attractive environment for transit customers. These centers reduce bus congestion on city streets, simplify routes and stops, and give passengers a defined location for transfers. Far more than just indoor waiting areas, these new transit centers offer ticket and bus pass services, retail and office space, parking and bicycle storage and locker facilities. Many of these new transit centers make bold architectural statements, directly contributing to the positive image of both downtown and the transit authority. Critical to the successful implementation of such a transit center is location. It needs to be close to downtown destinations, not located on the fringe of the downtown area. The LDP, Metro and TARC should work together to explore the potential of such a center to improve the transit experience and grow the customer base.

STREETCAR AND BUS RAPID TRANSIT

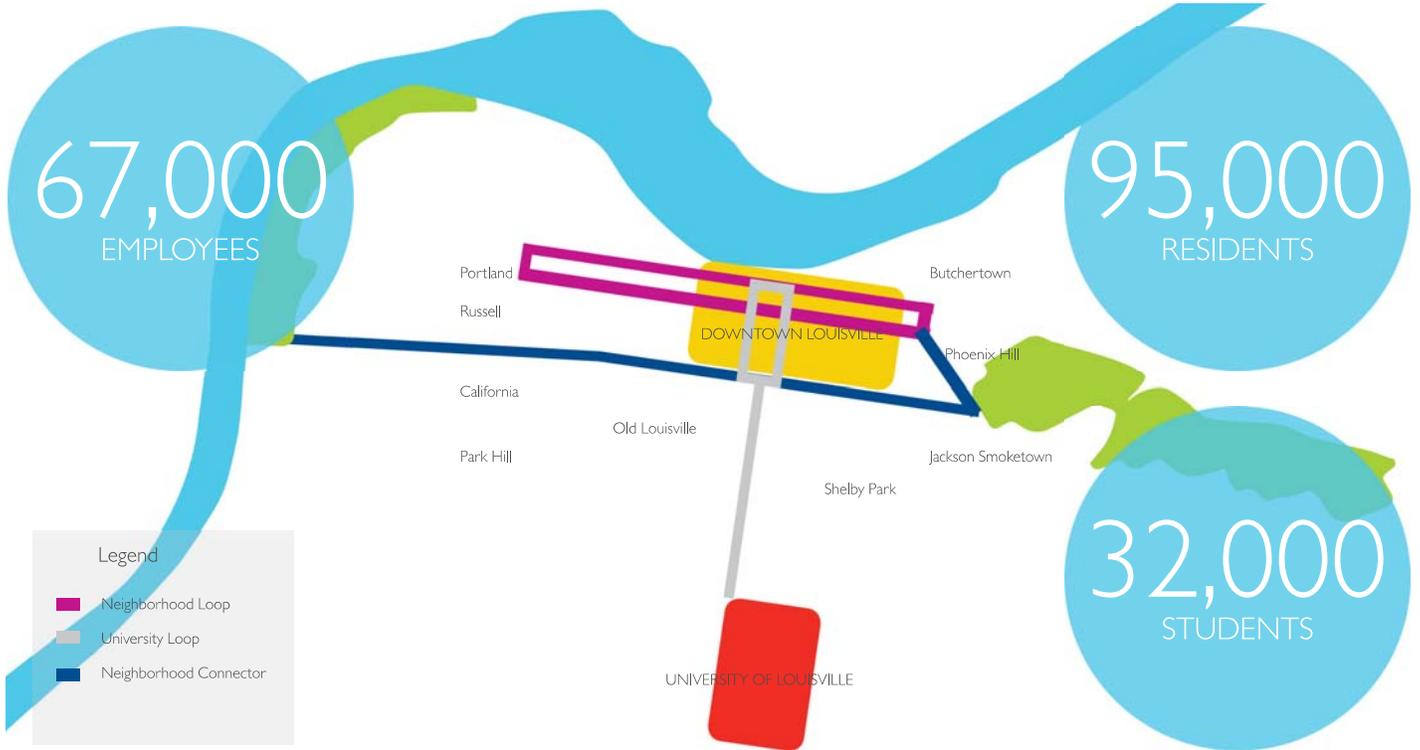
As the enthusiasm for the light rail proposal for Louisville has faded, other competing cities have implemented alternative

transportation systems. The “car culture” in Louisville may be blamed for the failure of light rail, yet car-centric Sunbelt cities such as Charlotte, Houston and Phoenix have implemented systems. Understandably, the capital cost of light rail is an obstacle. Instead some cities are starting small or augmenting existing bus service with streetcar systems and bus rapid transit. Portland has created a downtown streetcar circulator and linkage to new downtown districts and Cleveland recently added bus rapid transit to the Euclid Avenue corridor that connects downtown to the Cleveland Clinic and University Circle.

There is an opportunity to take the same approach in Louisville to make downtown more accessible and intrinsically linked with the University of Louisville and east and west side neighborhoods. Making it easier for the 67,000 office workers and the 95,000 residents that live in adjacent neighborhoods to reach downtown will make the city more livable, accessible and economically sustainable. Taking these steps enhance the usability of the transit system today and will make it easier to build momentum for a renewed discussion of additional regional transportation solutions in the future.



POTENTIAL ROUTES FOR BRT, STREETCAR OR OTHER ALTERNATIVE TRANSPORTION



RECOMMENDATIONS

Public transit should be enhanced and expanded in order to attract more users and facilitate the movement of people to and within downtown. Improvements that are necessary include:

- Ensure that downtown is accessible to those who are transit dependent
- Continue to improve bus service to and within Downtown, investigate a transit center located in close proximity to employment centers and services
- Renew the conversation about alternative transportation options.
- Study alternative transportation to encourage more usage, especially along popular routes and high density corridors. For example, consider a streetcar or BRT system to link downtown and its core neighborhoods, the University of Louisville and area attractions/airport
- Continue to study regional transportation solutions (light rail, commuter rail, Amtrak) to facilitate regional growth and greater connections to downtown

CONNECTIONS - BIKE INFRASTRUCTURE

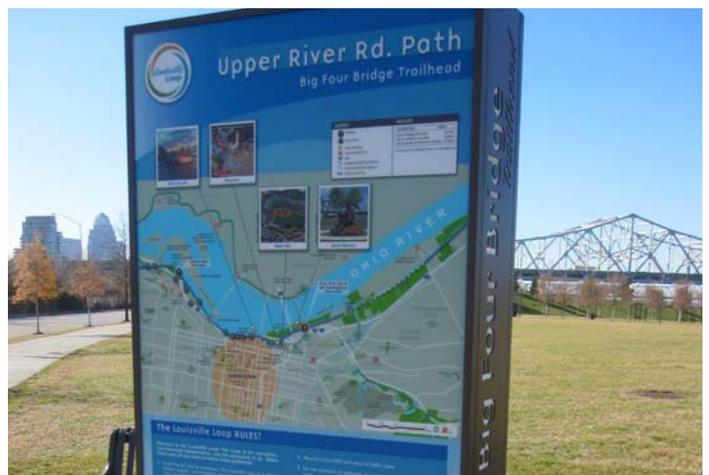
ANALYSIS

Bike access and infrastructure within Downtown Louisville today is challenged, but continually improving. The Louisville Loop connects downtown along the riverfront to near neighborhoods and an extensive system of regional bike trails. On-street infrastructure is limited and primarily located on the fringes of downtown. The only streets within downtown with bike lanes are 8th Street and East Main and Market east of First Street. There are plans to improve bicycling infrastructure within downtown to encourage additional ridership and allow greater access to downtown.

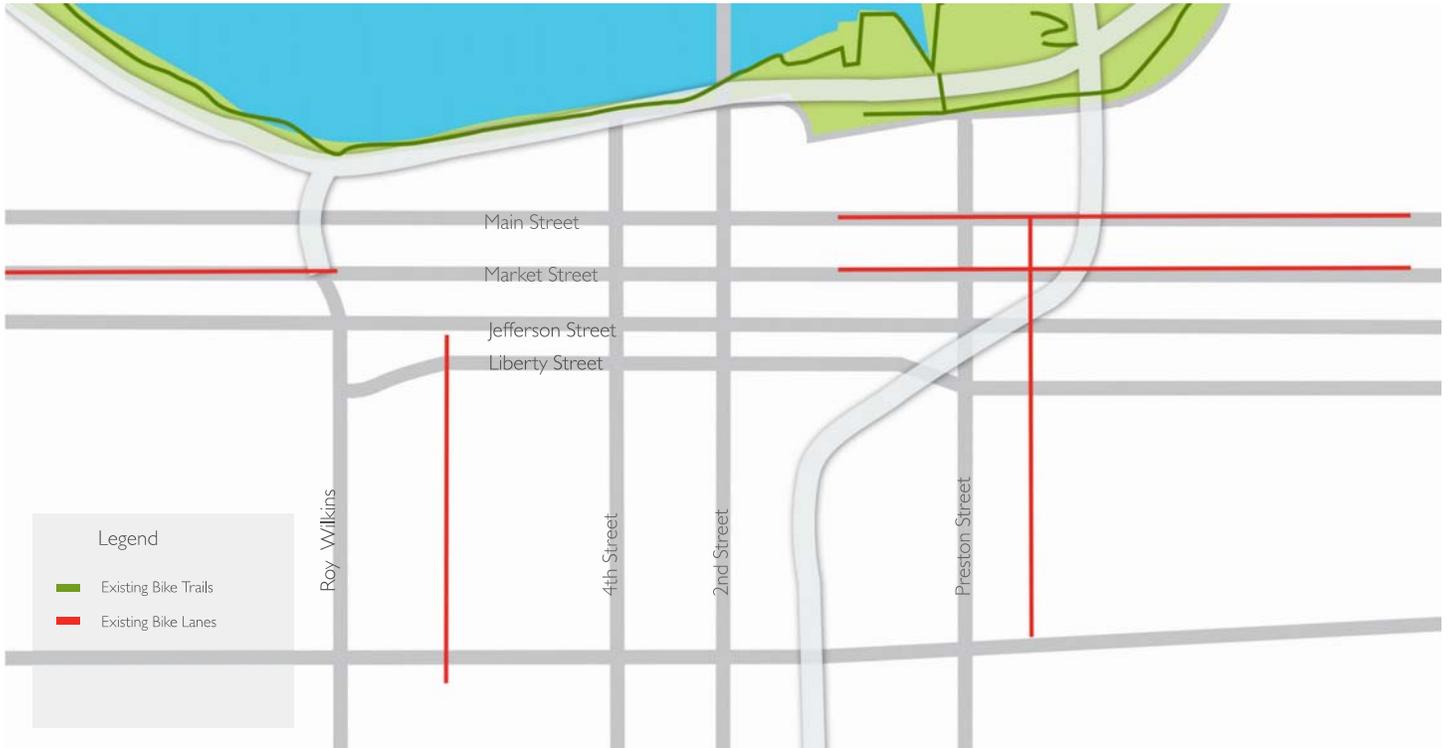
Downtown Louisville has also implemented a one-of-a-kind, art bike rack system. Scattered throughout downtown, these artistic bike racks liven up the streetscape and provide additional, visible places for bike parking. However, some of these artistic racks are more functional than others, and additional investment will need to be made in this area of bike infrastructure as well.

Downtown Louisville also has a bike share system, although it is currently limited to Humana employees to provide alternative transportation between various office locations through downtown. This system should be scaled up to a public, downtown-wide system

Regionally, downtown is primed to be a destination for cyclists with the planned Kentuckiana River Trail. The Louisville Loop now connects to the Big 4 Bridge which runs across the Ohio River to Jeffersonville. Planned trail connections there will link up to an existing trail system that leads to the Falls of the Ohio State Park and will eventually run to New Albany. There, the only missing piece of the River Trail will be a crossing back across the Ohio River, which may be possible at the Kentucky and Indiana railway bridge. This bridge used to carry automobile traffic and still has the two additional bridge sidings that could be converted for use by bicyclists and pedestrians. Making this linkage would be complete the Kentuckiana River Trail and be a prime cycling destination for communities on both sides of the river.



EXISTING BIKE TRAILS AND BIKE LANES IN DOWNTOWN



CONNECTIONS - BIKE INFRASTRUCTURE

OPPORTUNITIES

Bike infrastructure needs to be added to most, if not all, streets downtown. Where roadway width is adequate, bike lanes are preferred, although sharrows are also appropriate on many streets. Often, by implementing Complete Streets components such as two-way traffic, on-street parking, curb bump-outs and other landscaping, the streets are significantly calmer and more friendly to bicycles.

Better and more consistent bike parking is also necessary downtown. Usable bike racks should be outside most major buildings and destinations, and covered bike parking should be made available in heavy commuter locations or event destinations.

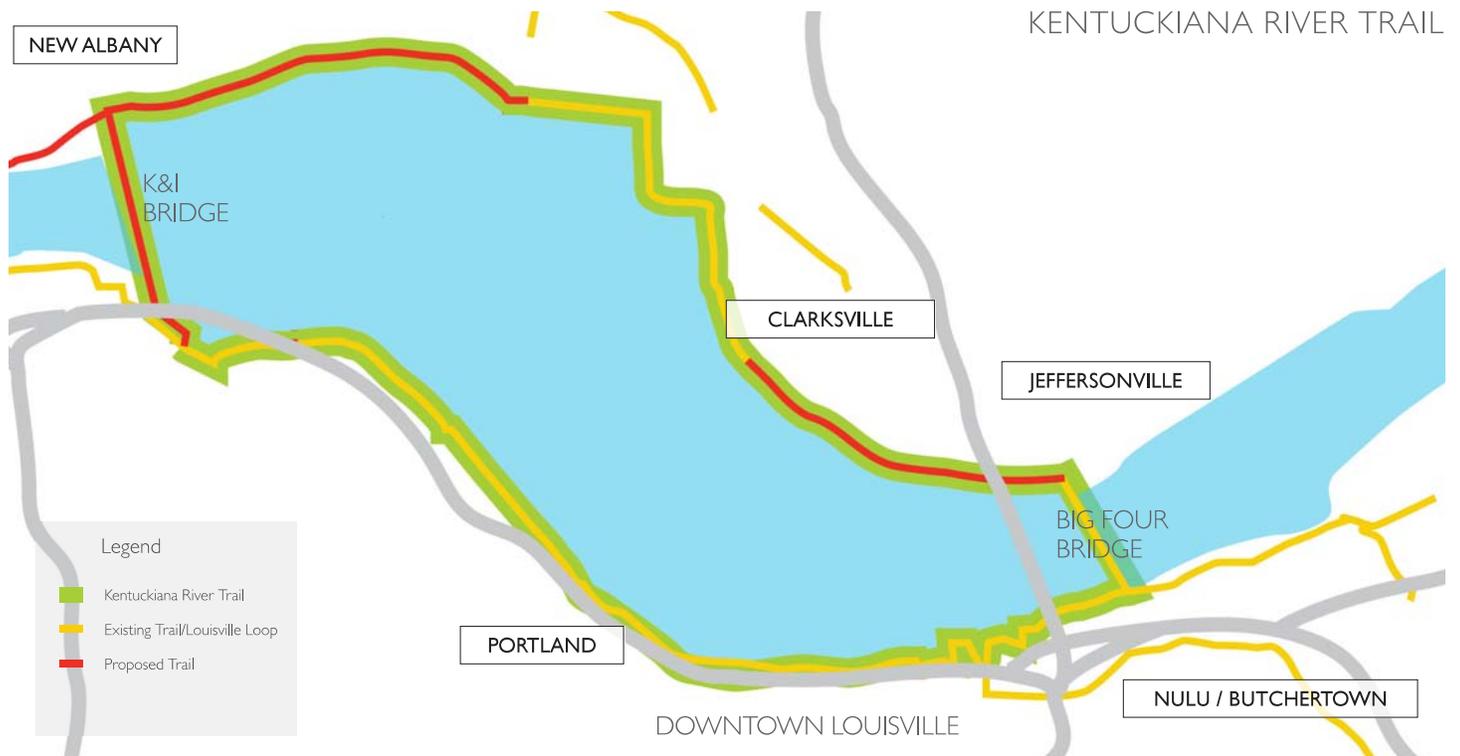
Bike share systems are also being rolled out across the country at a rapid pace. Washington D.C. and New York City have bike share programs, but it is also catching on in medium sized peer cities, like Columbus which unveiled its 300-bike system this past summer. While Louisville has a small-scale private system in place for Humana employees, a downtown-wide system that connected the riverfront, downtown destinations and near neighborhoods would provide another option for getting around the city.

With the planned expansion of the Louisville Loop within the City and the planned completion of the Kentuckiana River Trail, more needs to be done to ensure that downtown becomes the hub for these regional trail networks. Currently the Louisville Loop can be difficult to use through downtown, especially along the riverfront and under I-64. Making improvements to this portion of the trail network will pay immediate dividends to both downtown and to riders looking to access the eastern and western portions of the Loop trail from downtown.

These investments in bike infrastructure are essential for not only expanding alternative transportation options, but also providing safe, easy-to-use facilities that encourage Louisvillians to increase their overall physical fitness and health.



RECOMMENDATIONS



RECOMMENDATIONS

The Louisville Loop and other bike improvements have gone a long way to improving the ability of residents to utilize bicycles for transportation. More needs to be done to make better connections to and throughout downtown to legitimize bicycles as a form of alternative transportation. Improvements that are necessary include:

- Continue to implement bikeway improvements by creating complete streets downtown
- Priority should be given to enhance the Louisville loop and the connections to it from downtown neighborhoods, activity centers and employment centers to enable its use as a recreational and commuter facility
- To complete the Kentuckiana River Trail, work to complete missing trail sections and open the K&I Bridge to bicycle traffic
- Install more usable bike infrastructure that takes into account all different classes and abilities of cyclists
- Bike lanes or sharrows on most, if not all, downtown streets
- Explore a cycle track for East Market Street
- Provide bike racks and shelters throughout downtown
- Implement a bike share program

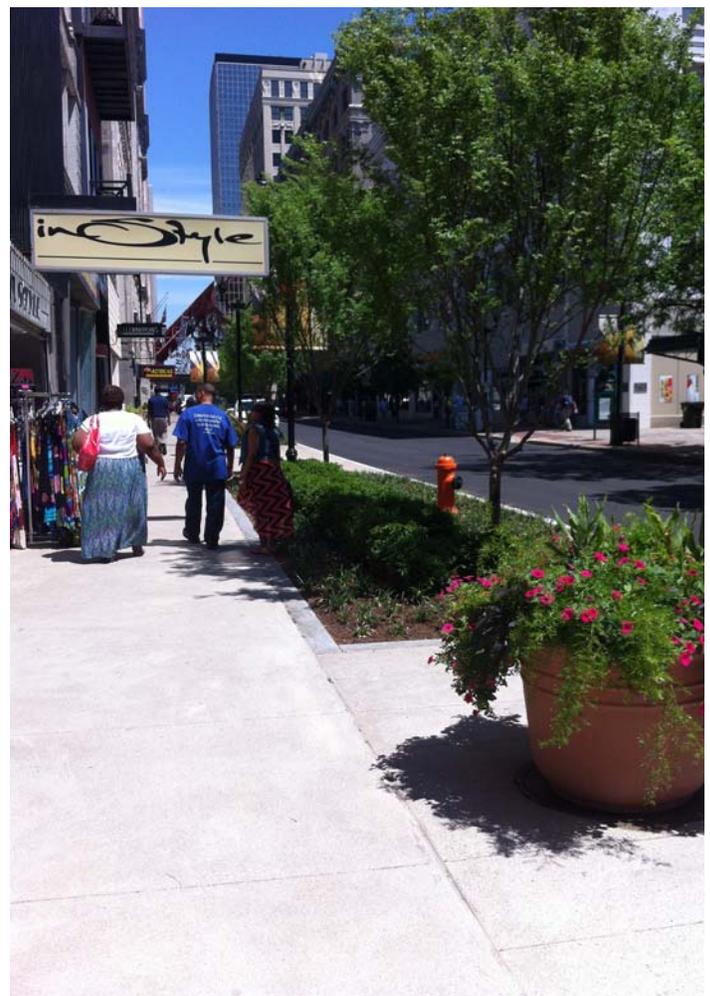
SUSTAINABILITY

ANALYSIS

When looked at holistically, sustainability addresses the environmental, physical and economic health of a community. Evaluated against this approach, Louisville falls short on several metrics. With 27% of urban tree canopy, Louisville is well behind other cities in the region. This is exacerbated by its river valley geography that traps polluted air making it the 9th most polluted American city for year-round particulate pollution. It is also in the top 10 for rates of allergies and asthma. From the standpoint of water pollution, the Metropolitan Sewer District reported 536 Combined Sewer Overflows in 2012 and is under consent decree from the US EPA to remedy these overflows.

There is a limit to the degree that these issues can be addressed in the urban condition, however there are components that can be improved to limit the impacts of air pollution and reduce the amount of stormwater that must be treated. The lack of tree cover is one area that can be addressed within the right-of-way on urban streets. Currently many streets downtown lack street trees, and in many of the places they are planted they are often in sub-standard health and inadequate planting conditions. Improved tree planting standards, with larger soil volumes to allow for larger, healthier trees would ensure that streetscape investments contribute to both urban placemaking and accomplish sustainability goals. Proper species selection and maintenance can also ensure that high canopy trees will not block retail storefronts. This approach has been used on South Fourth Street (see photo at right).

While clearly just one part of a multi-faceted strategy, simple improvements in urban tree planting standards can help to mitigate many of the air pollution and stormwater issues that face the city (see statistics at right). Implementing proper standards and taking advantage of the street right-of-way in Downtown Louisville would have a massive impact. In addition to improving community health through better air quality, street tree plantings also have been shown to increase property values.



KEY LOUISVILLE INDICATORS

9TH

Most polluted American City for year round particulate pollution

*IBM Smarter City Challenge

10%

Tree cover in the urban core compared to 30% for Jefferson County overall, contributing to the Urban Heat Island effect

*Dr. Brian Stone, Georgia Tech University

TOP 10

In rates of allergies and asthma

*IBM Smarter City Challenge

536

CSO overflows in 2012 damage area waterways

*MSD

THE POSITIVE IMPACT OF URBAN LANDSCAPE

711,000

Metric tons of air pollution removed annually by urban trees

*US Forest Services

\$400b

Value of stormwater retention provided by urban trees in US metropolitan areas

*American Forests

\$1.53b

Estimated increase in property values due to street trees in Portland, Oregon

*US Forest Services

SUSTAINABILITY

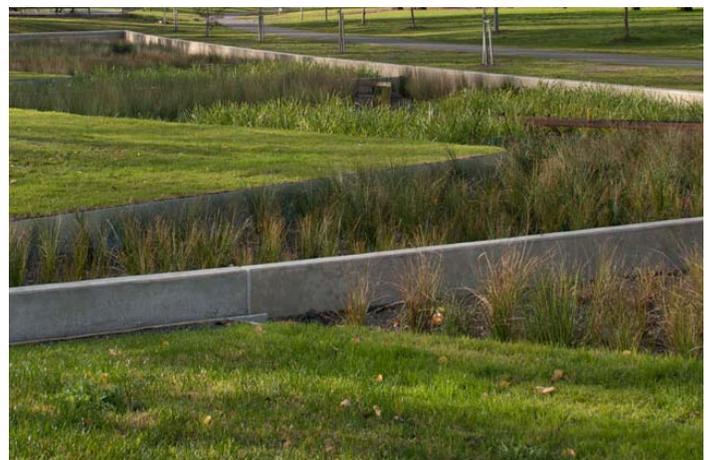
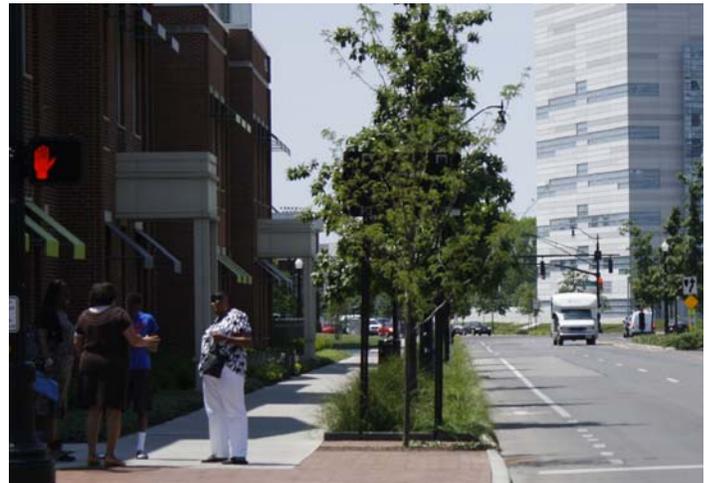
OPPORTUNITIES

In addition to proper tree planting standards there are ample opportunities within downtown to further improve both stormwater and air pollution. The biggest opportunities exist where new park spaces can be developed. Waterfront Park Phase IV and a redesigned Riverfront Plaza can be used to retain, store and treat large amounts of stormwater runoff, in addition to adding acres of trees to the urban canopy. These larger areas could not only be used to mitigate stormwater runoff, but if planned properly could be allowed to provide stormwater credits to offset the impact of development downtown. In this manner, these areas could incentivize development by removing or reducing the need for storage on-site, something which is inherently difficult on urban parcels.

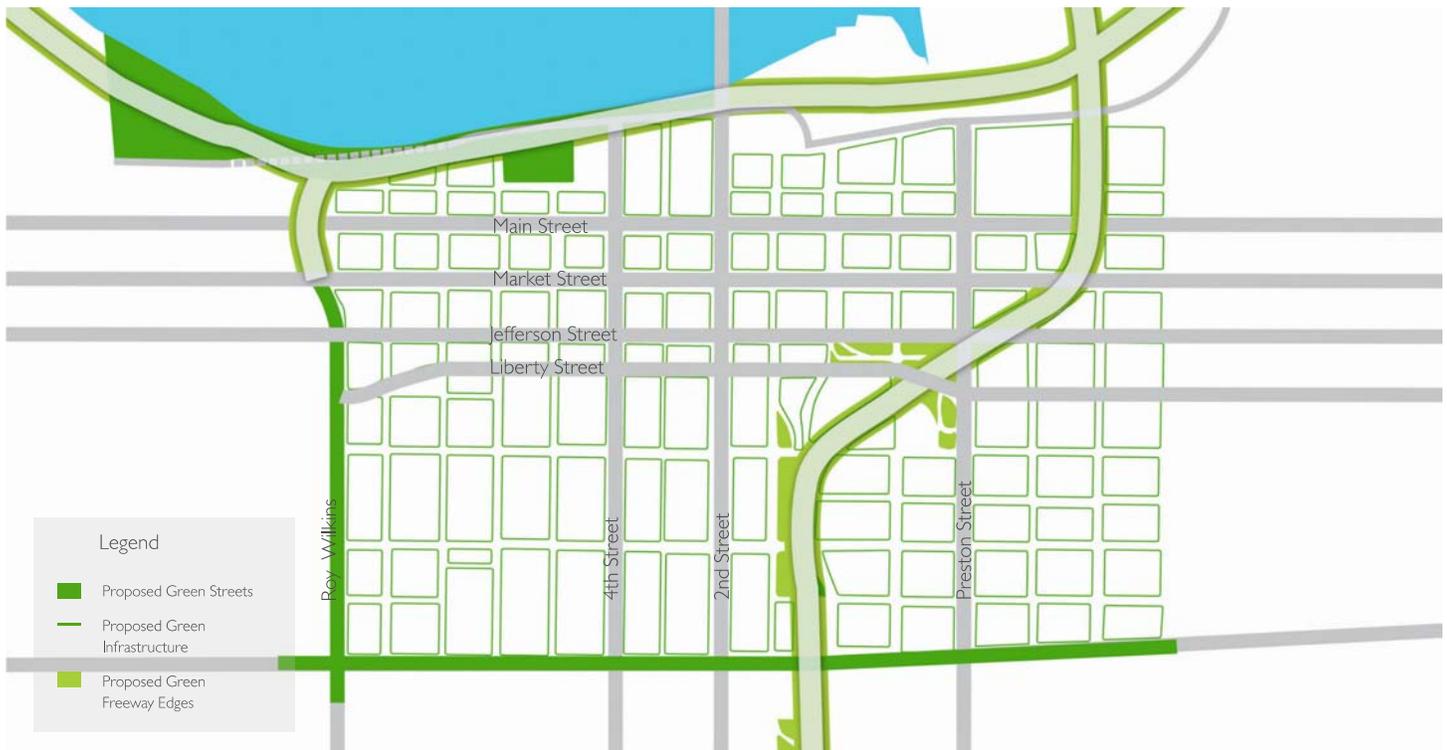
Additional opportunities within the right-of-way include planted medians along 9th Street where rain gardens and other sub-surface infiltration could be used to store and treat runoff. Landscape and tree plantings could also be installed as part of medians on other streets, such as Broadway. In areas of downtown where there is sufficient right-of-way width, curb rain gardens could also be installed to retain and treat stormwater on-site.

The areas adjacent to I-65 and within the current ramp systems could also be used to increase the urban tree canopy and treat urban stormwater runoff. These underutilized and overgrown spaces are essentially “left-over” pieces of ground that are not suitable park spaces. There are approximately 12.5 acres of ground adjacent to I-65 and within the ramp areas that could be put to a contributing use by transforming them into densely planted landscapes that also store and treat stormwater. This working landscape would become more visually attractive, provide a better buffer to the surrounding neighborhoods, and benefit the environment.

There are other sustainability methods than can be employed by private property owners either in, on or adjacent to their buildings. Rain gardens and plantings can allow property owners to remove downspouts and treat stormwater onsite. Green roofs can absorb stormwater before it hits the ground and keep it from entering the city's stormwater system. Rain water can also be collected for use within a building's “grey-water” systems and be used for irrigation. Developing a system of green infrastructure incentives to encourage property owners, especially large property owners, to make sustainability improvements on site can have significant additional benefits.



RECOMMENDATIONS



RECOMMENDATIONS

Sustainability improvements can not only protect the environment, but also provide an economic and health benefit. Opportunities to reduce impervious surfaces, capture stormwater, increase urban tree canopy, reduce the Urban Heat Island effect and improve air quality should be explored.

- Exploit opportunities within the right of way to plant more trees and treat stormwater
- Take advantage of “leftover” spaces to create urban stormwater recharge zones
- Develop urban tree planting standards that result in healthier, larger, high canopy street trees
- Augment MSD funding program by creating set aside program that funds green infrastructure as part of any downtown street project
- Create a system of incentives that encourages and enables green infrastructure (rain gardens, green roofs, etc.) on private property
- Maximize impacts by targeting large institutions and private property owners to adopt sustainability practices
- Monitor the effectiveness of improvements in storing and treating stormwater to encourage additional funding for projects

21ST CENTURY ANCHORS

ANALYSIS

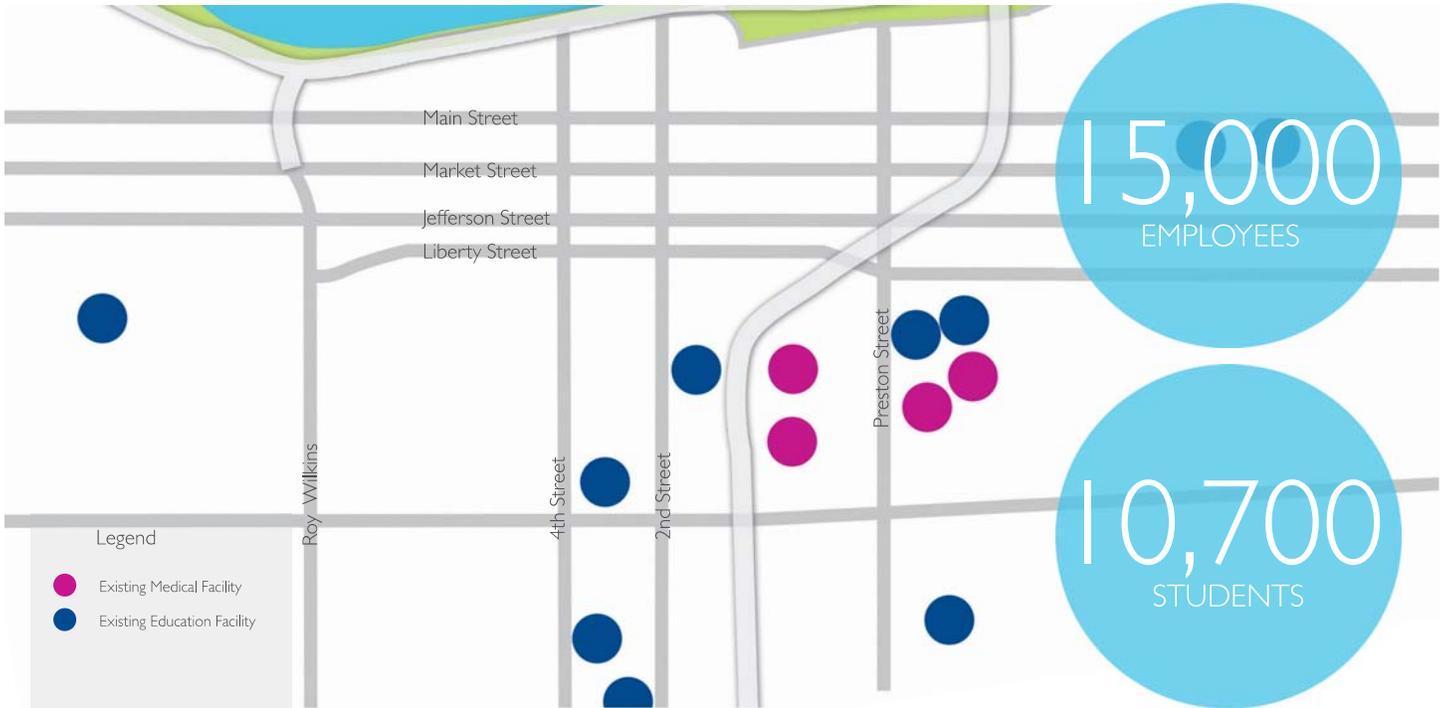
Educational and medical institutions are important downtown anchors. “Meds and Eds” are a growing source of employment nationwide and provide a consistent and steady source of activity within downtown areas. Enabling and encouraging their growth and expansion and connecting them seamlessly to downtown will be critical to the success of both institutions and Downtown Louisville. Today there are more than 10,000 students that come downtown on a daily basis to primary and secondary schools and colleges and universities. Another 15,000 are employed in the Medical Center. These are all close to, but not directly connected to, the core of Downtown Louisville. The majority are located in southeastern downtown and east of I-65.

Enhancing the connectivity to the east and north of I-65 is necessary to make stronger linkages to downtown. With the planned improvements to I-65 as part of the Bridges Project, the highway and overpass crossings will be widened. Determining how to leverage this massive public investment to have a positive impact for connections to the medical and educational institutions to the south and east of I-65 will be critical to creating an integrated and cohesive downtown.

While not directly adjacent to Downtown Louisville, the University of Louisville also needs to be better connected. With 22,000 students, the University is an important source of economic development and by strengthening these connections, could help to drive infill development into the SoBro neighborhood just south of downtown Louisville. Improved transportation linkages would also make downtown’s attractions more accessible to the student population. Knitting together these neighborhoods that connect the University with Downtown and strengthening connections will ultimately benefit everyone.



MEDS AND EDS



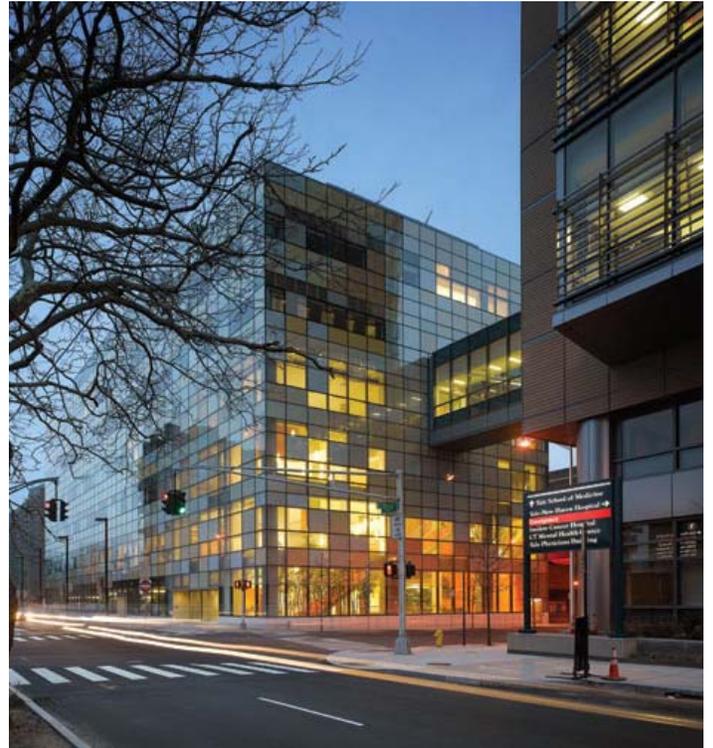
21ST CENTURY ANCHORS

OPPORTUNITIES

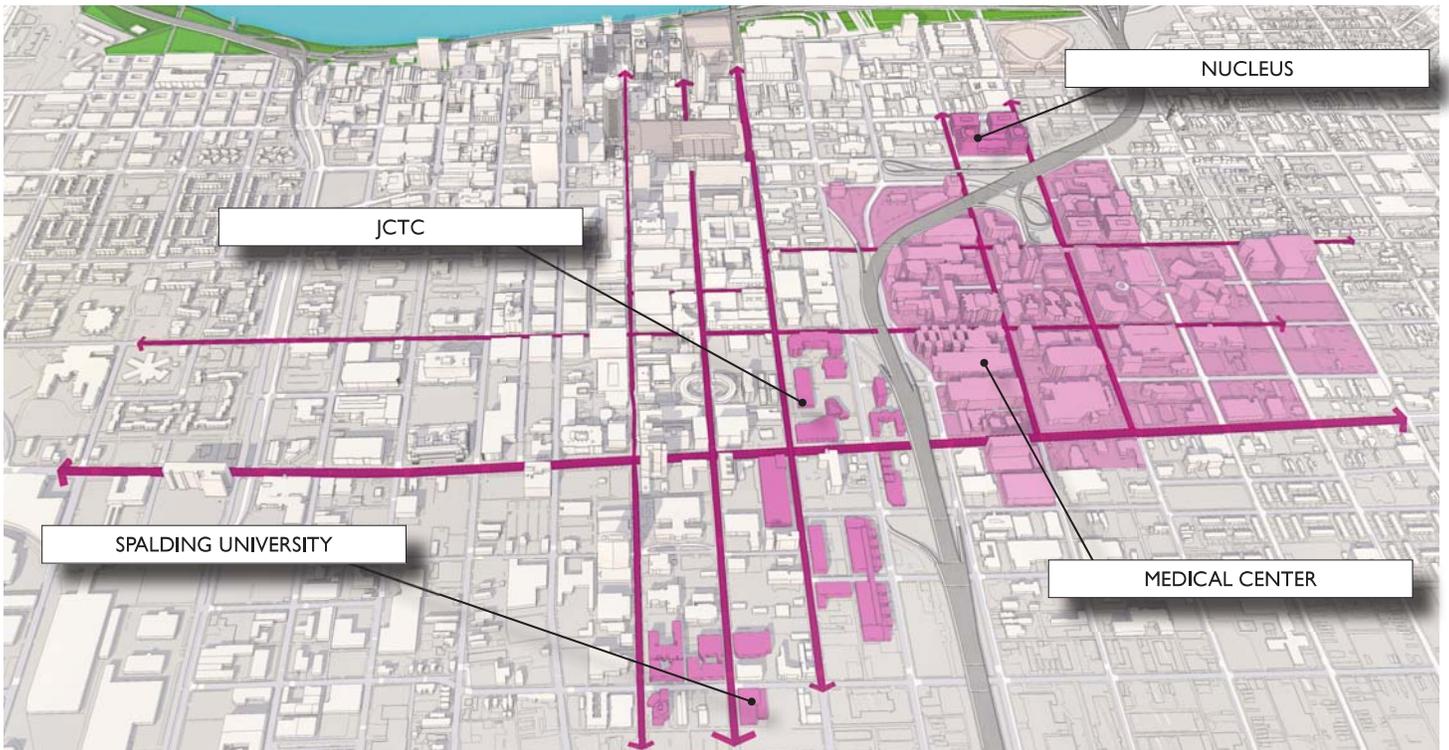
The medical and educational institutions that are adjacent to Downtown Louisville are an asset that is not currently taken advantage of. With the advent of Nucleus, efforts have been made to bring the Medical Center across I-65 into Downtown. Continuing to encourage this growth to the north will not only better integrate the Medical Center into Downtown Louisville, but also help spur the redevelopment of the eastern portion of downtown. Improving the aesthetics and pedestrian friendliness of the gateways to the Medical Center from the east and north across I-65 will be important to these efforts. Gateway entry features with specialty lighting and continuous streetscapes will encourage pedestrian movements across this difficult piece of urban infrastructure.

The downtown community should also be supportive of the efforts of Spalding University and JCTC to expand their campuses and better integrate them with the surrounding urban fabric. Previously urban campuses were inwardly focused and did not embrace the urban fabric around them. This is starting to change across the country, with universities realizing that they are not islands unto themselves and that they are more successful if the neighborhoods around them are also successful. Both Spalding and JCTC have long-range plans that replace surface parking lots with campus buildings that engage the urban fabric around them. This will create built urban edges to their campuses and better integrate them into Downtown. The City, the business community and the LDP should support these efforts by assisting as needed in infrastructure funding or other incentives that enable development that bridges these gaps between campuses and the core of downtown.

These efforts by Spalding and JCTC have the potential to also catalyze the redevelopment and infill of the SoBro neighborhood. These educational institutions should partner with their other non-profit and institutional neighbors to develop a district plan that improves both the campus environment and helps link SoBro and Old Louisville together to Downtown.



RECOMMENDATIONS



RECOMMENDATIONS

Medical and Educational institutions are the building blocks of the 21st Century downtown. These important anchors need to be integrated into the downtown fabric by:

- Improving connections between existing campuses and downtown
- Encouraging and supporting campus development that bridges the gap between downtown and core use areas (examples include Nucleus and the JCTC improvements)
- Create a district plan for Spalding and other educational and service organizations that better links SoBro and Old Louisville to downtown and meets their collective needs
- Create a Medical Center Master Plan

AUTHENTICITY

ANALYSIS

While many other cities struggle with identity, Louisville possesses an authenticity that is a valuable asset that can be built upon. From historic icons like the Belle of Louisville and the heritage of being a major Ohio River city, to bourbon, Louisville Slugger, and the Kentucky Derby, Louisville is nationally and internationally known. There are numerous historic hotels in Downtown and legendary restaurants. This rich history defines Louisville and is something that no other city in the United States can lay claim to.

This identity has not remained static, however. The City continues to innovate and evolve creating new, unique destinations, events and neighborhoods that put a new spin on the historic elements that have shaped Louisville. Waterfront Park transformed an industrial wasteland into one of the most visited urban parks in the country and reintroduced the City to its riverfront. Since its opening this year, the Big Four Bridge has become an instant icon. The 21c Hotel combined contemporary art with a high-end hotel and restaurant that showcases local foods and spirits. With ever-changing art spilling out onto Main Street, the 21c has both redefined the hotel experience and added a new, authentic character to historic West Main Street.

The emergence of Nulu along East Market Street is emblematic how the City embraces local businesses, restaurants and retail. While East Market Street has been a unique urban district for more than a decade, the growth of local businesses over the past several years has created a critical mass of boutiques, galleries, restaurants and public art installations. The neighborhood is a true celebration of the local talent and showcases everything that is authentic about Louisville today.

This combination of honoring local history, while also building upon it in new and exciting ways is what sets Louisville apart from its peers. It also garners national attention. In the past few years Louisville has been featured in the New York Times travel section several times, and named by Lonely Planet as a top destination for 2013.



“WHEN IT COMES TO 21ST CENTURY ECONOMIC DEVELOPMENT, A KEY COMPONENT IS COMMUNITY DIFFERENTIATION. IF YOU CAN'T DIFFERENTIATE YOUR COMMUNITY FROM ANY OTHER, YOU HAVE NO COMPETITIVE EDGE.”

—THE DISTINCTIVE CITY, URBAN LAND



AUTHENTICITY

OPPORTUNITIES

No other city can claim Bourbon, Bats, the Belle of Louisville and the Kentucky Derby. And no other city is building on these authentic assets and showcasing local businesses and talent quite like Louisville. Downtown should continue to build on these core strengths to draw in tourists and visitors and to serve local residents.

“NEW BOURBONISM”

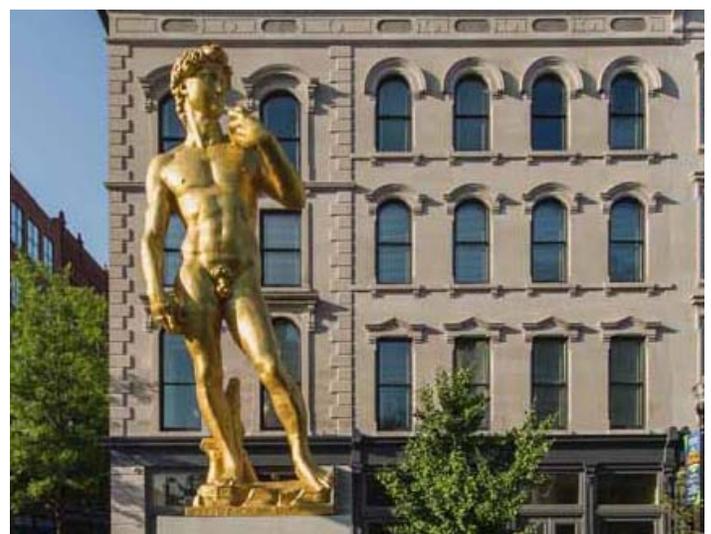
The planned Bourbon District is a great example of celebrating what makes Louisville distinctive and unique. Building on Kentucky’s Bourbon Trail, Downtown Louisville’s Bourbon District along Main Street is set to become the “front door” to this state-wide tour of Bourbon distilleries. Billed as an “urban Bourbon experience,” five distilleries have committed to building retail storefronts and tasting rooms that showcase their products. In addition to boosting activity and drawing people to Main Street, the bold, interactive facades will add another layer of character and authenticity to Downtown Louisville. Planned streetscape improvements, gateways and Bourbon District wayfinding elements and interpretive signage will link these distillery storefronts together. This effort will bring into focus the City’s history with bourbon and draw a strong connection to the already successful Bourbon Trail.

CELEBRATE EXISTING ICONS AND CREATE NEW ONES

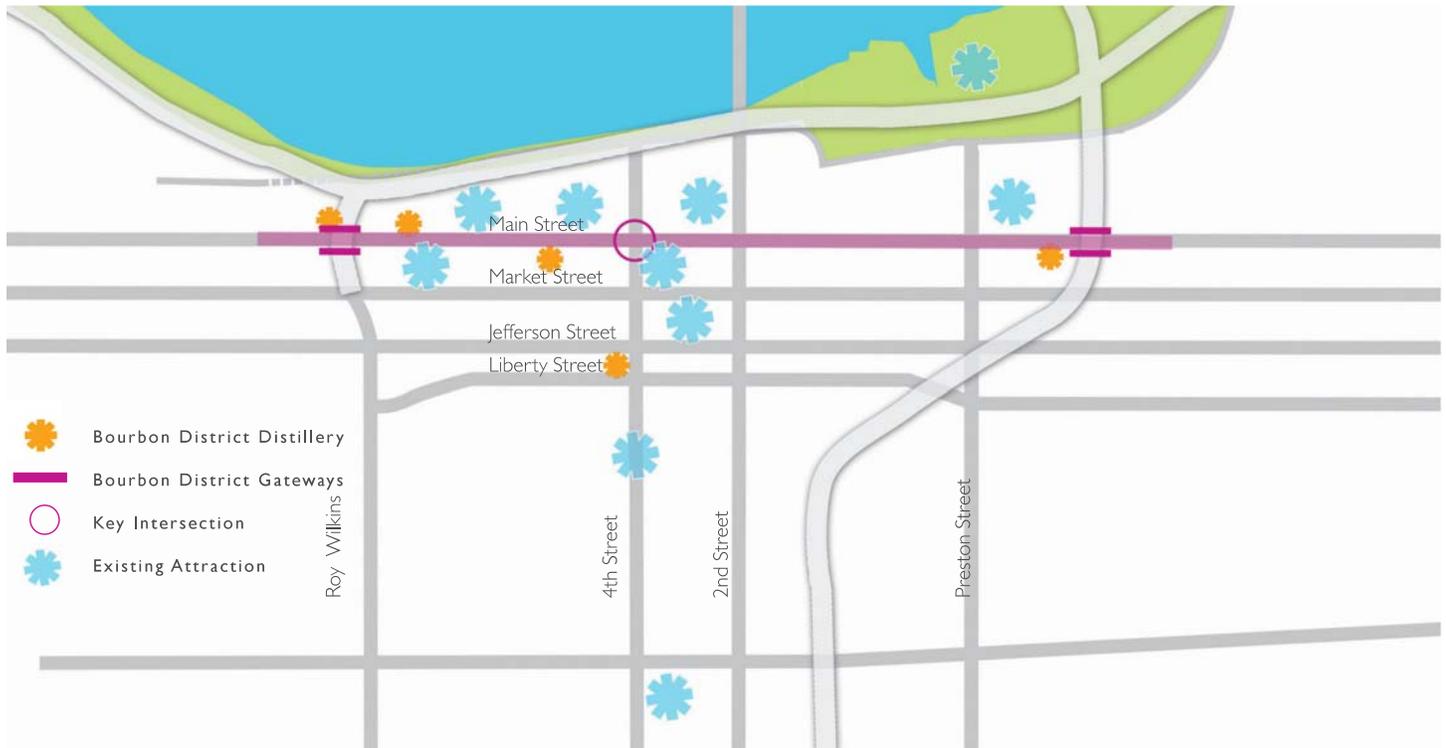
Just as the Bourbon District will call attention to Louisville’s unique and rich history, other efforts should be undertaken to celebrate existing icons within downtown. The Belle of Louisville should be treated more prominently along the city’s waterfront and the Riverwalk and the Ohio River in general should be better connected to downtown and to Main Street. Stronger linkages need to be made to Waterfront Park and the Big Four Bridge, which have redefined the city’s relationship with the Ohio River.

Existing public art also adds vibrancy to Downtown Louisville and provides a unique expression of community character.

Efforts should be made to expand the amount of public art downtown in close coordination with the city’s public art plan. There are also additional opportunities to support and showcase the local food culture of the city by creating a new Downtown Market that becomes a “must visit” destination. Through projects like new streetscapes along South Fourth Street and East Market Street, the City should also continue to invest in place to support and foster entrepreneurship that embraces local businesses, restaurants and boutiques. As these new urban districts continue to evolve they will define everything that is new, unique and authentic about Louisville.



RECOMMENDATIONS



RECOMMENDATIONS

Louisville has an authentic identity, no other city can claim Bourbon, Bats, the Belle, and Horse Racing. Downtown should build on these core strengths to both draw in tourists and visitors, but also to serve residents.

- Celebrate what makes Louisville distinctive and unique.
- Support efforts to build on authenticity and new business development.
- Develop the Bourbon District streetscape and built environment plan, which has the potential to draw people to downtown and improve neighborhoods as well as add an authentic layer to downtown Louisville's nightlife.
- Collaborate with stakeholders to create other bourbon-related attractions, bars and restaurants.
- Highlight and Connect existing cultural assets and iconic places in a more visible and inviting way (Belle of Louisville, Belvedere) and encourage new ones (Waterfront Park/public art/Downtown Market)
- Continue to foster entrepreneurship that embraces local business, restaurants and boutiques (NuLu, South Fourth)
- Explore the opportunity to create a Downtown Market that showcases the local food culture for visitors and residents alike

STRATEGIC PLANNING

ANALYSIS

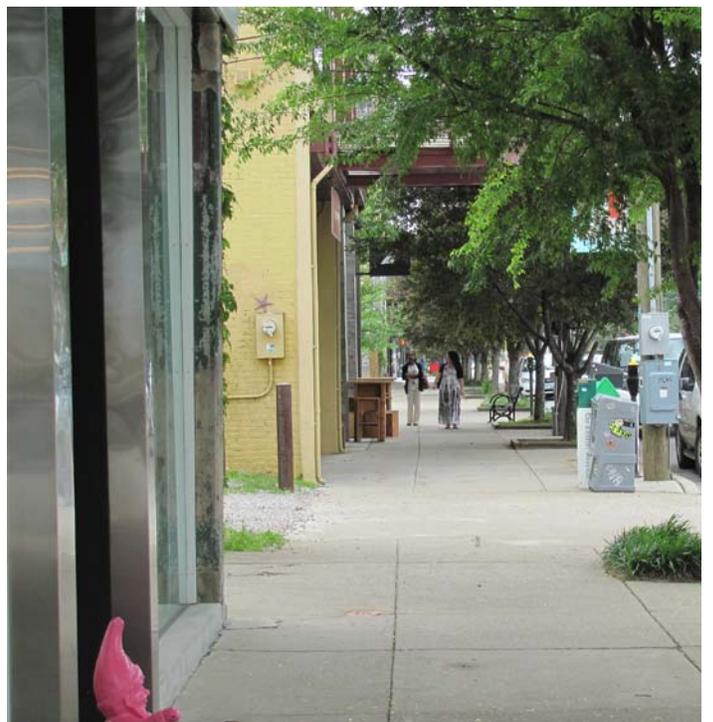
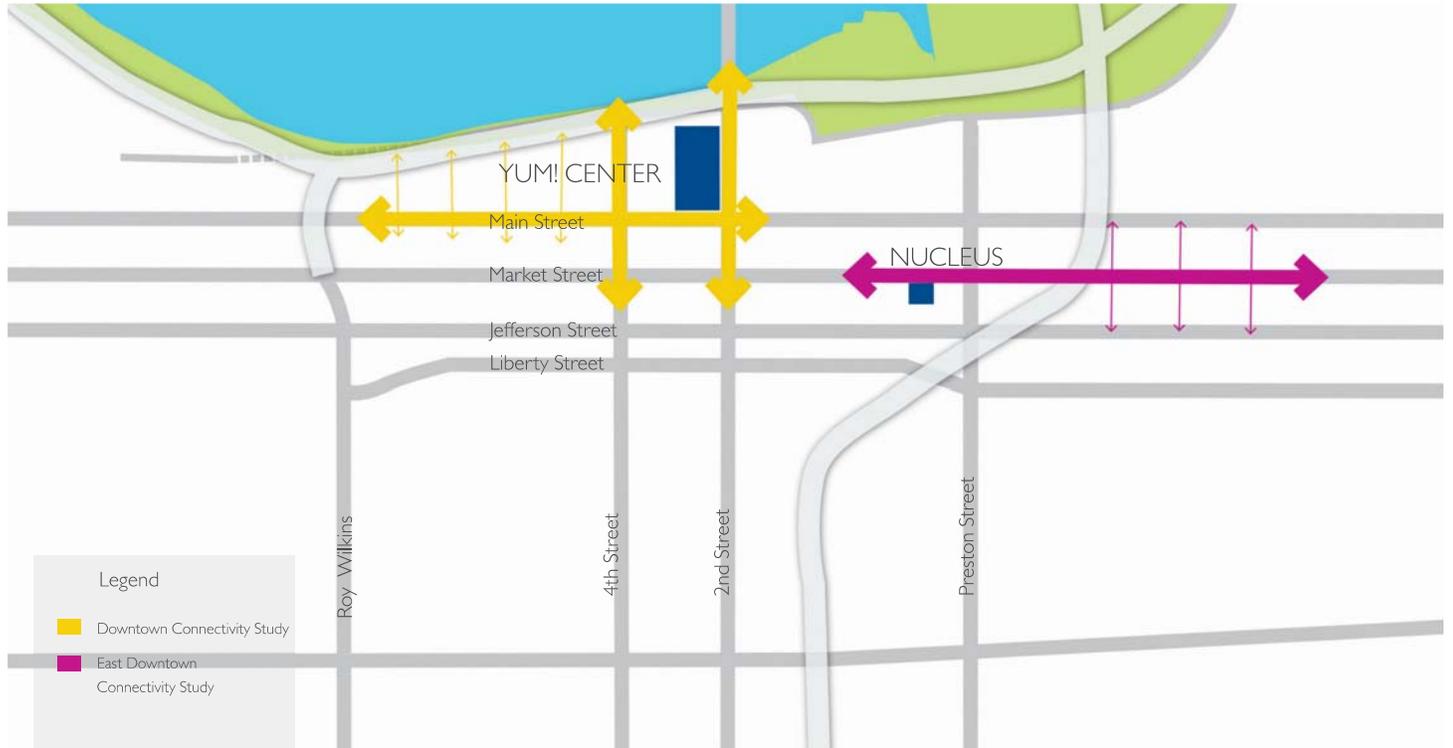
The LDP has a track record of being proactive and getting out ahead of large infrastructure investments. Likewise, Downtown leaders and the City should anticipate future development and its impact on the Downtown area. Only then will Downtown be able to leverage opportunities to ensure they are designed and built in a way that is beneficial.

Recent examples (see diagram at right) of this include the Downtown Connectivity Study conducted in 2008 that sought to leverage the investment being made in the KFC Yum! Center. The City and the business community also acted to save the historic buildings at Whiskey Row directly adjacent to the arena. Strategically considering how this investment in an arena in Downtown Louisville could catalyze additional investment in the surrounding buildings and streets has led to the influx of new bars and restaurants along Main Street, the renovation of the western portion of Whiskey Row and the continued preservation of remaining buildings, and new streetscapes along Second Street and a portion of Washington Street. This area has now become a popular destination in Downtown Louisville before and after games and events, but recently it has become a hot spot in downtown even on the evenings when there is nothing occurring at the arena. These efforts helped to solidify the area around the arena and make it a true downtown district instead of a single-use activity center.

These efforts are being repeated today on East Market Street in Nulu with a new streetscape project funded following the East Downtown Connectivity Study which looked at ways to better link the Nucleus project with Nulu and create a revitalized corridor between Downtown and its near neighborhoods of Butchertown and Phoenix Hill.



PREVIOUS CONNECTIVITY STUDIES



STRATEGIC PLANNING

OPPORTUNITIES

The most pressing project occurring in Downtown Louisville today is the Bridges Project that is rebuilding Spaghetti Junction and widening I-65. The impact of this reconstructed highway corridor on surrounding downtown streets must be considered throughout the design-build process that is already underway. The LDP, the City, downtown business leaders and the surrounding communities and neighborhoods will need to participate in the decision making as design issues come up and ensure that aesthetics and urban design elements are thoughtfully applied to the overpass bridge crossings and surrounding city streets. Lighting and gateway treatments are particular items of concern that the City and LDP are working to address.

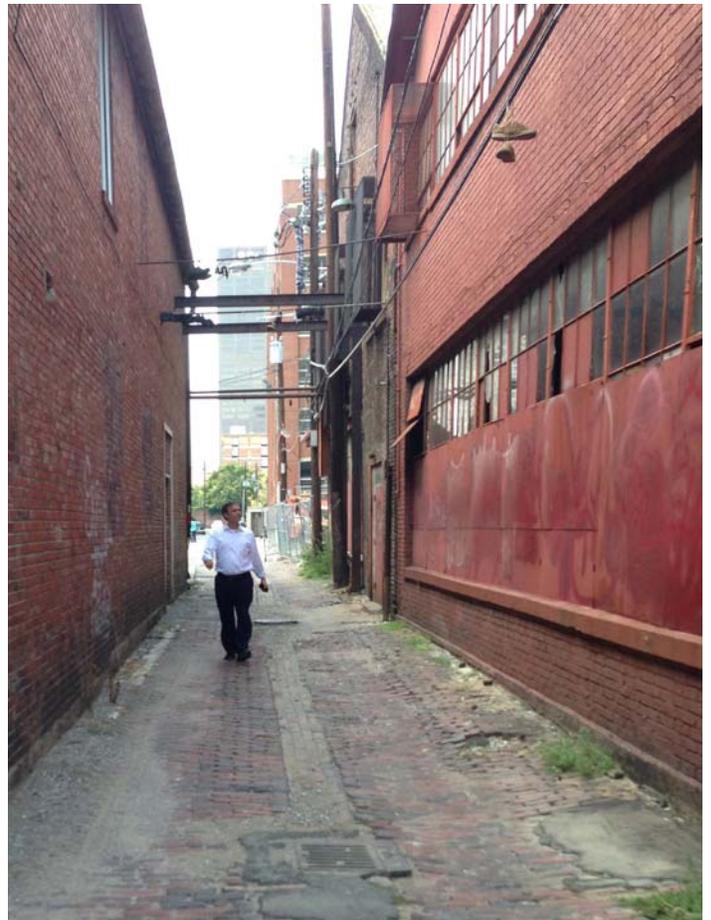
There are other planned and potential projects that are potential game changers for Downtown Louisville. The Convention Center expansion is one such project. Similar to leveraging the investment made in the arena and in Nucleus, the LDP and the city should look for ways to improve the area surrounding the Convention Center in addition to spending money “inside the walls.” Proactive planning here would make the district surrounding the Convention Center, along with the facility itself more successful and vibrant.

Other potential strategic planning efforts could include:

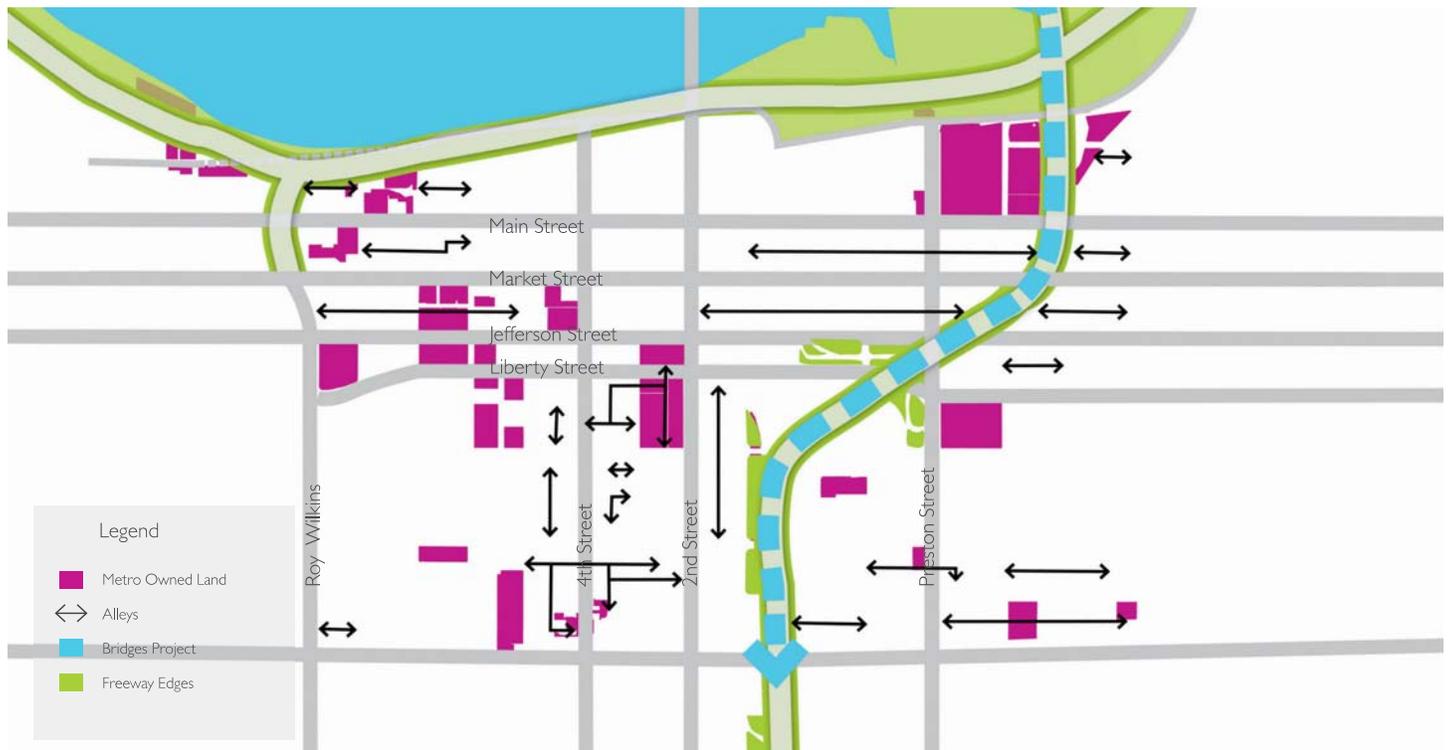
- Issuing development requests for proposals for opportunity sites throughout Downtown such as The Gardens, the trolley turn around on South Fourth Street.
- Considering potential Downtown sites for a casino should gaming be allowed by the state legislature. Since casinos are usually inwardly focused and historically do not generate much spill-over economic impact to the areas surrounding them, careful, strategic thought will be required to ensure that downtown benefits from any potential casino project. A dedicated study that examines site selection, urban design and related planned improvements will be critical.

- Working with Metro and other state governmental agencies to consider potential consolidation of buildings and service to free up the large amount of non-taxable land in downtown to more productive uses.

There are also several unexplored areas of Downtown that warrant future study. While not as robust in the Downtown street grid in other urban areas, the alley spaces that exist could be better utilized to create unique urban spaces. These could be dynamic urban connections and provide space for outdoor dining and other activities. Similarly, there are other “left-over” spaces in Downtown adjacent to and underneath urban infrastructure that could be better utilized and contributing to the public realm.



RECOMMENDATIONS



RECOMMENDATIONS

Downtown leaders must get ahead of large planned infrastructure investments, anticipate new ones, and develop long-range strategies. Only then will downtown be able to leverage opportunities and ensure that they are designed and built in a way that is beneficial to the urban structure of downtown. Current and potential future examples include:

- The Bridges Project: continue to monitor and make key decisions as part of this design build project
- Metro land: Work with Metro to issue RFPs for city-owned land to facilitate and enable tax-producing redevelopment. Explore the potential to consolidate Metro and other government held buildings and parcels downtown.
- Convention Center Expansion: study the creation of a Convention Center District that allows for investment “outside the walls” and onto the surrounding streets and public spaces to ensure the most impactful development on downtown
- Louisville Gardens: Facilitate the re-use of the structure in a way that catalyzes the development of surrounding parcels
- Casino: If allowed by state law and located downtown, ensure that it has the most beneficial impact on downtown
- Determine how to take advantage of and repurpose “left over” spaces, alleys and other interstitial zones within downtown.



SECTION 4 FIVE NEIGHBORHOODS

INTRODUCTION

While numerous downtown districts have been identified by previous planning efforts and numerous strong activity centers exist, true downtown neighborhoods do not current exist in Downtown Louisville. Informed by the Economic and Urban Form Framework, Opportunities and Strategies and input from the Steering Committee and public comments, the planning team defined Five Neighborhoods in Downtown Louisville that are primed for additional reinvestment and redevelopment as part of the next phase of its urban evolution.

The Five Neighborhoods are defined as:

NULU: NuLu has experienced a grass-roots revitalization. Interventions here are focused on connectivity and infill development that supports the local reinvestment that has already reshaped the neighborhood.

MEDICAL CENTER: The Medical Center as a major downtown employment hub. Emphasis here is placed on better integrating these 15,000 workers into the fabric of downtown.

4TH STREET: Located in the core of downtown, Fourth Street has seen numerous attempts at revitalization over the past several decades. Planning for Fourth Street expand on the recent efforts of the South Fourth Street retail district and planned improvements as part of the Convention Center renovation and the Bourbon District.

EAST MAIN AND MARKET: This neighborhood is anchored by Slugger Field and the KFC Yum! Center to the east and west and by Waterfront Park and Nucleus to the north and south. While there are some new housing developments, there are still large surface parking lots and vacant parcels that could be redeveloped to create a dynamic, urban neighborhood.

WEST MAIN AND MARKET: With the announced Bourbon District distillery locations on Main Street and the success of Museum Row, Main Street continues to be one of the most active corridors in Downtown. Strategies for Main Street look to extend this energy to the riverfront and the former Museum Plaza site and across 9th Street into East Portland.

Each of the Five Neighborhoods are examined in greater detail in this section. Existing and conditions and opportunities are identified for each neighborhood and a set of strategies, improvements, catalyst projects and opportunities for private development are suggested for each of the Five Neighborhoods. Successful implementation of these improvements will created a series of overlapping, yet distinct, urban neighborhoods within Downtown Louisville that offer a wide variety of experiences to residents, visitors, and office workers alike.



I. NULU

INTRODUCTION

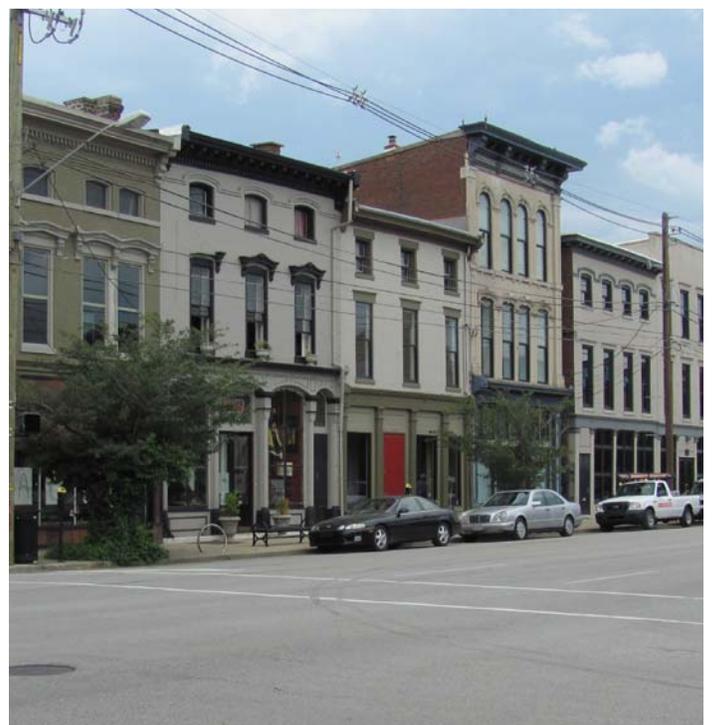
Downtowns are more successful when they are adjacent to dynamic, lively urban neighborhoods. While this is a work-in-progress along other edges of Downtown Louisville, NuLu on the east side of downtown has experienced a grass-roots revitalization that has accelerated over the last several years. Local investment and individual business owner effort have transformed Market Street and created the eclectic mix of storefronts, uses, and spaces that draw people to work, visit and live in the district. From the long-standing art galleries and boutiques to the new restaurants and bars, NuLu now is a major downtown attraction. From Nucleus to the Garage Bar, Market Street has distinctive characteristics that define the corridor.

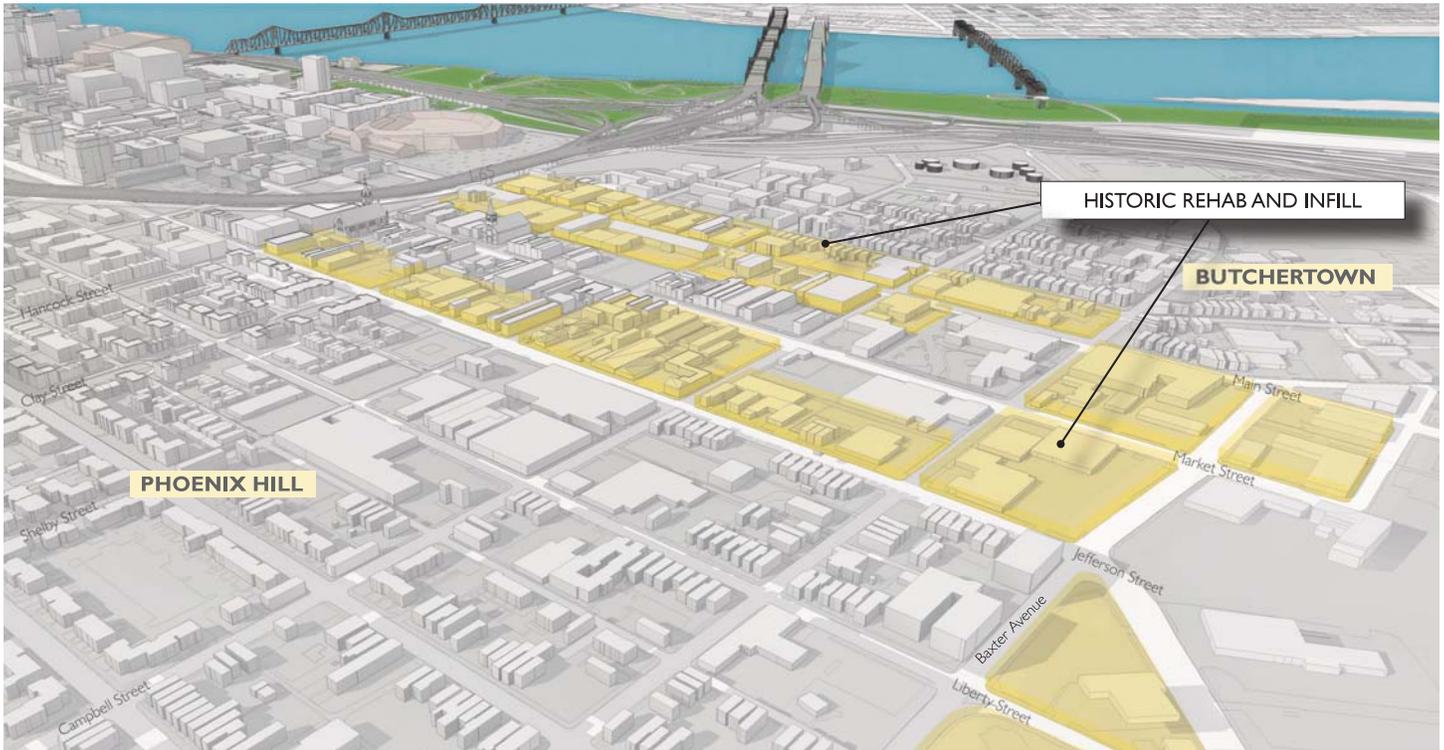
Recognizing that NuLu has experienced a grass-roots revitalization, interventions suggested here are focused on connectivity and infill development that further supports the local reinvestment that has reshaped the neighborhood. That said, NuLu should be more than just the Market Street corridor that defines the district today. To truly capture its potential, the energy of NuLu needs to reach beyond Market Street, connecting to Liberty Green and the Medical Center to the south and reaching into Butchertown and Waterfront Park to the north.

Moving from east to west, NuLu is challenged by the barrier created by I-65. This physical and psychological disconnection from Downtown will be worsened by the planned widening of the freeway along this portion of the urban interstate system. The funded East Market Streetscape improvements will go a long way toward improving the pedestrian friendliness of the corridor from Nucleus in the west to the Home of the Innocents in the east, but more will need to be done to mitigate the harmful impacts of I-65 on the downtown street network.

HISTORIC REHAB AND INFILL HOUSING

NuLu's next phase of evolution should work toward the





realization of a more complete residential neighborhood around its periphery. In particular, there is a significant amount of underutilized property—largely storage and distribution and warehouse facilities—to the east and along Liberty, Jefferson, Market and Main streets that could be put to higher and better use with infill, mixed-use residential development.

Liberty Green also presents an excellent opportunity to supply housing to nearby medical workers and may, in fact, be one of the few places within the downtown where a lower density townhome product is economically feasible. The Liberty Green area would also benefit greatly from the realization of higher and better uses along Jefferson that would draw a better visual and physical link between this developing residential district and NuLu. The same is true for the area to the north along Main Street, where there is an opportunity to forge a stronger connection between NuLu and Butchertown and the Waterfront Park.



NORTH-SOUTH CONNECTIONS

To aid in these key north-south connections, streetscape improvements are necessary to draw energy to and from Market Street. To the north, the popularity of the newly-opened Big Four Bridge in the Waterfront Park has created a stronger point of gravity and a defined destination for the park. This new asset is just a few blocks from NuLu and East Market Street but feels farther away due to the lack of strong, clear connections. Making strong connections from NuLu to the Louisville Extreme Park, Waterfront Park and Louisville Loop will be critical next steps for the neighborhood. Likewise, to the south, Liberty Green and the Medical Center are important residential and job clusters that need to be seamlessly integrated together. Linking together these community assets along improved green streets, is one step that should be taken immediately.

Along with the planned improvements to East Market Street, it is critical that the north-south streets become more pedestrian friendly and inviting along their length. For the most part, these streets are devoid of any pedestrian amenities. There are no street trees of any value, few street lights or anything else that would suggest that pedestrians are welcome. This condition discourages both pedestrian and economic activity.

There are two major streetscape elements that will improve the walkability of these streets. One is the inclusion of street trees. Due to the narrow sidewalks along these corridors, the traditional street tree planting would result in small, unhealthy trees. To maximize tree size and health, street trees are located in planters at curb bump outs. This has the benefit of creating the best growing environment for high-canopy street trees, but it also provides an opportunity to address urban stormwater in bio-cell planters. The bump outs also better delineate the existing dedicated on-street parking and shorten crossing distances for pedestrians. Located to allow for clear site distances and turning radii, these street tree planters will have a minimal impact on traffic movements.

In addition to street trees and bump outs, proposed improvements include street lights and other pedestrian amenities such as benches, trash receptacles, and newspaper boxes. Creating a new streetscape along these streets will allow them to be more functional for both pedestrians and vehicles, strengthening north-south connections and encouraging further reinvestment.





Streetscape improvement should include the following components:

- Curb extensions that narrow pedestrian crossings
- Large, open tree planters and the inclusion of green infrastructure to treat urban stormwater runoff.
- On-street parking
- Bike infrastructure, such as sharrows to link these neighborhood streets to the Louisville Loop and Waterfront Park
- New sidewalks, crosswalk markings and street furnishings



EAST-WEST CONNECTIONS

The new Market Street Streetscape will engage the neighborhood to develop design solutions to support existing progress in NuLu and identify new opportunities to make the corridor more friendly and comfortable for pedestrians and more inclusive in terms of multi-modal transportation. The enduring challenge of how to treat the three major underpass conditions that separate the neighborhood from Downtown remains to be fully addressed.

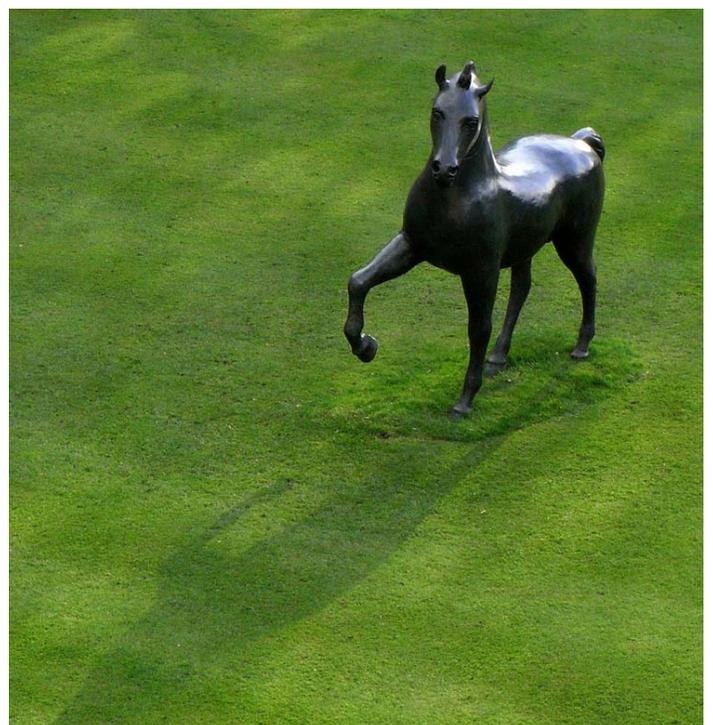
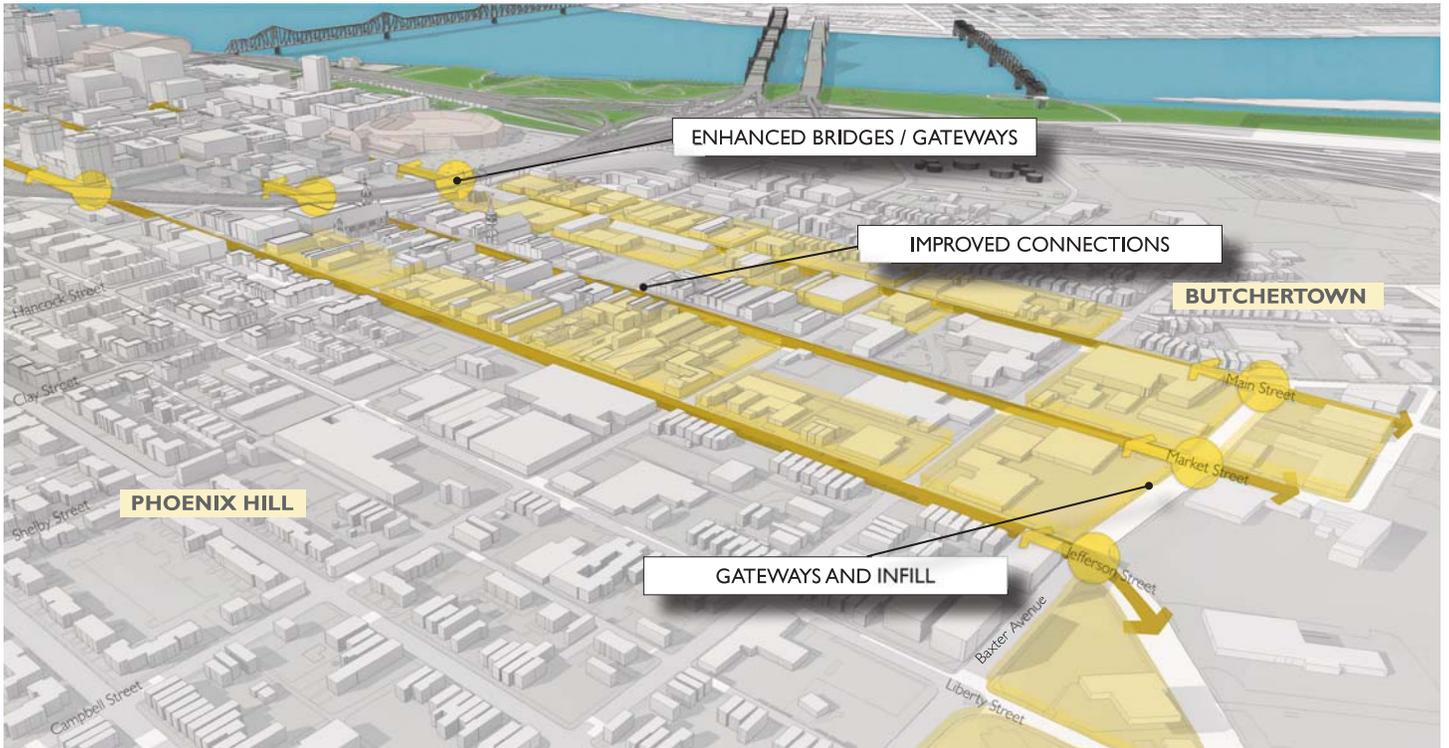
In addition to improving the gateway architectural treatment of the overpass crossings themselves, which has been addressed by the LDP, Metro, KYTC and the design build team, more needs to be done in terms of lighting and landscaping. Additional artistic / aesthetic lighting could be added in the future to accentuate these overpass crossings and make them more pedestrian friendly and inviting gateways. The use of LED lighting will allow for the greatest efficiency and artistic lighting that further define these crossings.

The “left-over spaces” created by the interstate geometry are also opportunities. There are 12.5 acres of ground that are adjacent to highway ramps and highway edges. These spaces are home to overgrown plant material, homeless encampments and litter. Repurposing these unkempt spaces for public art and other gateway features could further define NuLu and draw activity across this freeway barrier. Not appropriate for buildings, these spaces could be used in a positive way to further define neighborhood and district identity and encourage pedestrian activity.

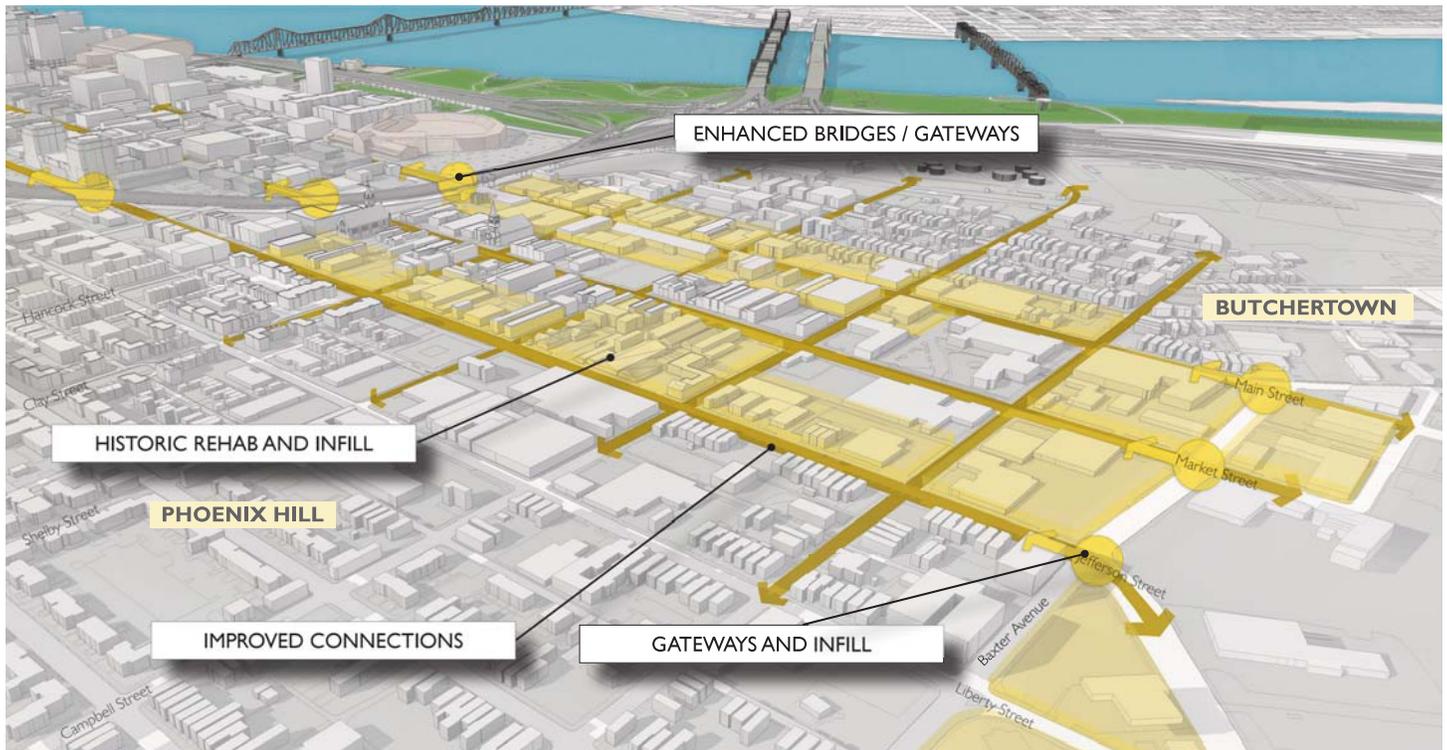
At the other end of the Market Street corridor, where Main, Market, Jefferson and Liberty meet at Baxter Avenue, there is a similar opportunity to improve the gateway into Downtown Louisville. Efforts here should focus on mixed-use infill or rehab redevelopment that is appropriate to the emerging character of NuLu.



OVERPASS LIGHTING + PUBLIC ART



NULU SUMMARY



RECOMMENDATIONS

NEIGHBORHOOD STRATEGIES

- Encourage historic rehabs and infill housing, especially along Main Street, Jefferson Street and the surrounding alleys
- Encourage mixed use rehab and infill development at the Baxter Avenue gateways to NuLu
- Strengthen connections to Liberty Green and Butchertown
- Create a seamless neighborhood between Medical Center and Waterfront

SUPPORTING INFRASTRUCTURE

- Market Street streetscape and sustainability
- Potential Public Art Gateways to NuLu and Downtown on Main, Market and Jefferson to draw people into the neighborhood and emphasize its arts identity
- New North-South Streetscapes and Green

- Connections (Hancock to Campbell) to clearly link the neighborhood with Waterfront Park
- Implement One-Way to Two-Way Street Conversion

HOUSING TYPOLOGIES

- Upper Midscale and Rehabbed Condos
- Single-Family Homes and Townhomes
- High Density and Mid Density Apartments
- Mid/Upscale Apartment Rehabs
- Student Housing
- Affordable Apartments

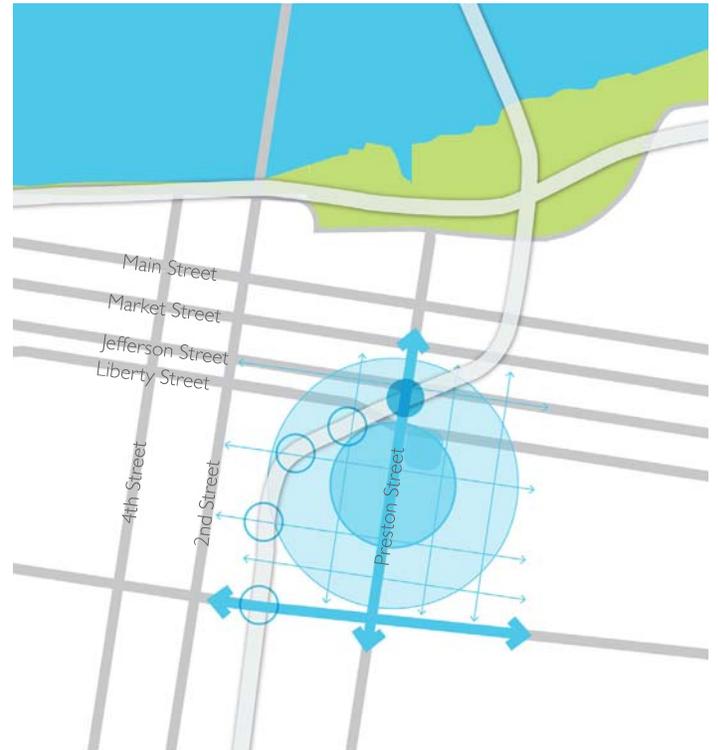
2. MEDICAL CENTER

The Medical Center is a major downtown employment hub, with approximately 15,000 workers. Given the importance of the Medical Center as a major downtown employment hub, emphasis here is placed on better integrating the neighborhood into the downtown fabric. Currently divided from downtown by I-65, improving north-south and east-west connections will be critical to the continued success of the Medical Center and its impact on downtown. With the construction of Nucleus to the north, there is now a linkage and physical presence north of I-65 on the downtown side of the Medical Center. To fully take advantage of this investment, more will need to be done to improve connections and rethink the use of ground surrounding I-65 to encourage more pedestrian activity and strong linkages between downtown and the Medical Center.

MEDICAL CENTER EXPANSION

As is true with urban hospital campuses in many cities, the constant challenge is one of available land. The current Medical Center is land-locked and in need of expansion area for future uses. Dosker Manor provides an ideal adjacent site. Home today to 685 housing units that were developed in the late 1960s, Dosker Manor is an aging example of public housing towers. Identified in the Health Sciences Center Master Plan as a future expansion area, this site could indeed be better utilized from both a housing and economic development perspective. As housing agencies across the country move away from the tower model of public housing, there is an opportunity for redeveloping this site and improving the housing options available. This has already happened throughout the community, most notably at Liberty Green.

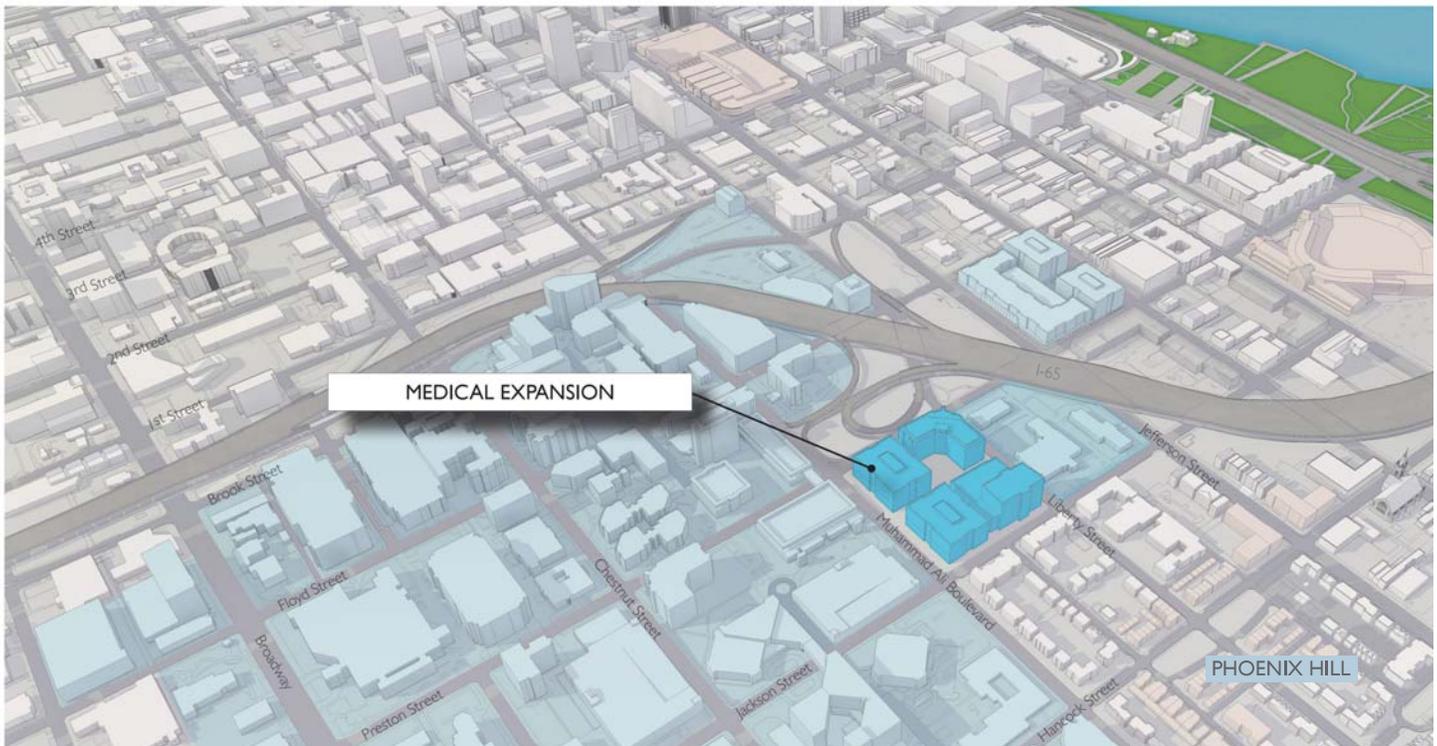
Given its location in close proximity to the highway, a hospital use would act as an ideal buffer for Liberty Green in addition to providing more employment opportunities.



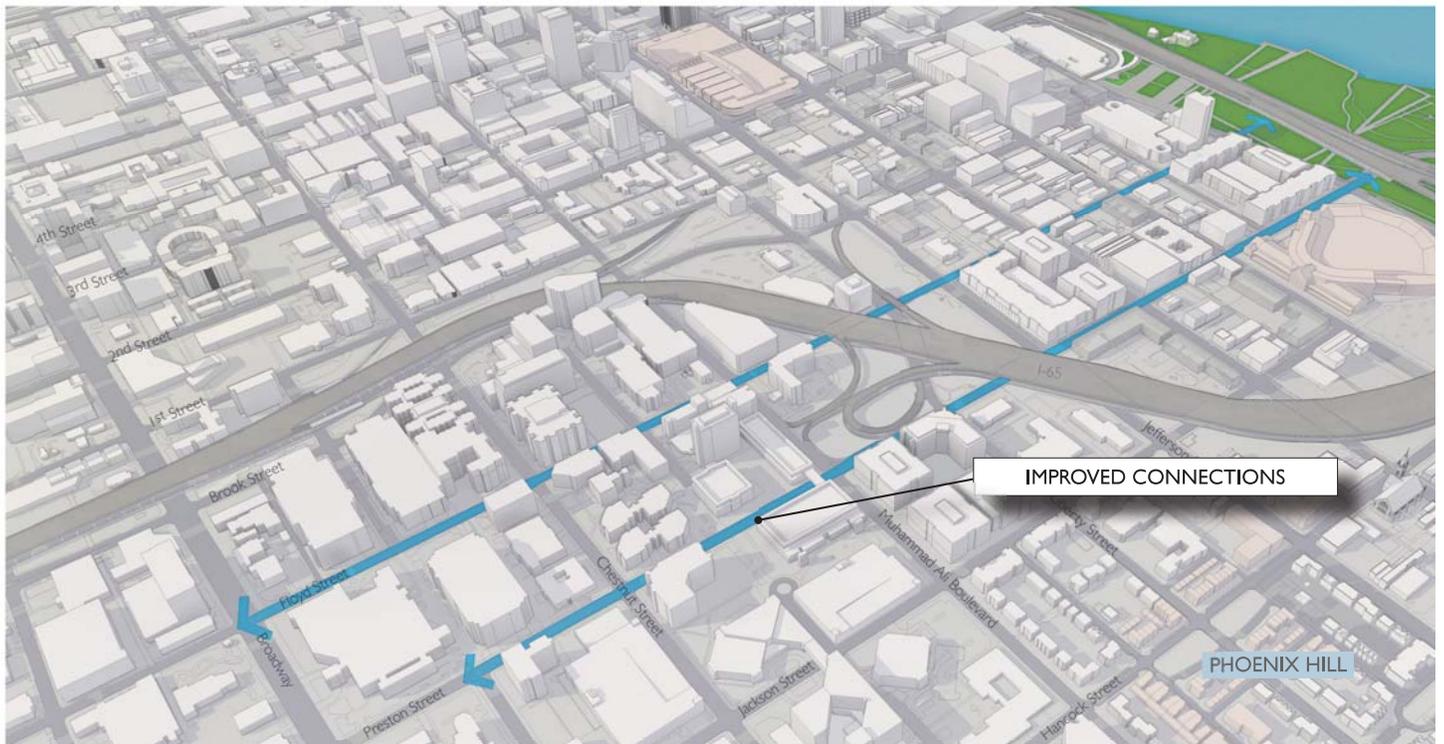
NORTH SOUTH CONNECTIONS

Preston and Floyd streets represent opportunities to more directly tie the Medical Center to Downtown and ultimately Waterfront Park. Better streetscapes and connections will not only improve the utilization of the ground surrounding Nucleus, but also take better advantage of the asset that is Waterfront Park. Both Preston and Floyd dead-end into Waterfront Park from the Medical Center and provide a clear connection to this attraction. As hospitals and other companies look to attract a talented workforce, these are the amenities that will drive expansion and success. Better integrated with neighborhoods, districts and high quality public spaces will make the Medical Center all the more attractive.

MEDICAL CENTER EXPANSION



NORTH-SOUTH CONNECTIONS



Similar to the improvements outlined on the North South Streets in NuLu, these include the following components:

- Curb extensions that narrow pedestrian crossings
- Large, open tree planters and the inclusion of green infrastructure to treat urban stormwater runoff.
- On-street parking
- Bike infrastructure, such as sharrows to link these neighborhood streets to the Louisville Loop and Waterfront Park
- New sidewalks, crosswalk markings and street furnishings

The streets have been designed to be flexible, allowing for elements to be included or excluded as necessary. For example, where these streets meet the Medical Center, it may be necessary to exclude the bump outs to address any requirements for emergency vehicles or other such public safety concerns.



WAYFINDING AND SERVICES



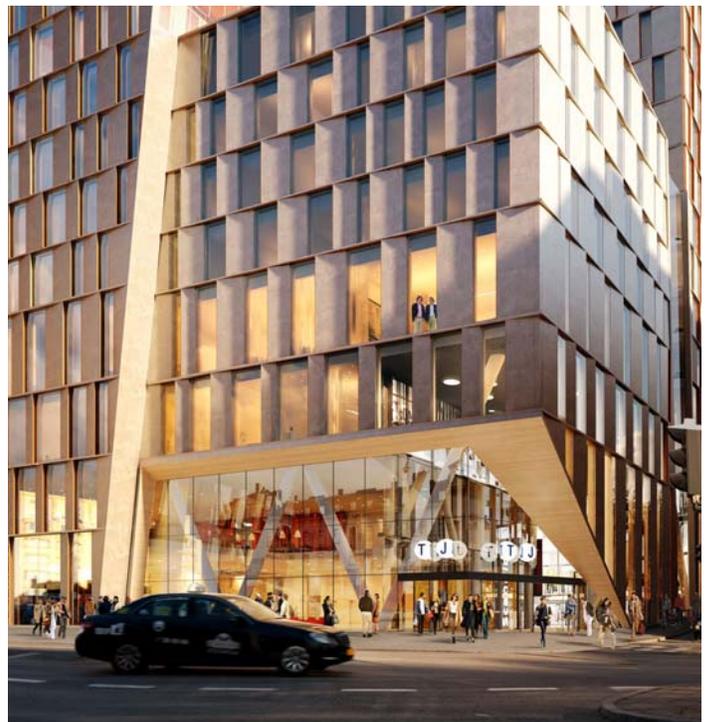
Wayfinding is challenging within the Medical Center given the multitude of facilities and institutions. Improved signage, especially as it relates to parking locations, would improve the user experience. In addition to the suggested streetscape improvements on the north-south streets, provide visual cues to visitors to let them know they have “arrived” in the Medical Center. As the major gateway into the Medical Center and the southern boundary, improvements should be considered to make Broadway more inviting to pedestrians and vehicles alike. The “core” of the Medical Center also needs to be more strongly defined. By enhancing the intersections of Preston Street and Chestnut Street and Floyd Street and Chestnut Street, would assist with wayfinding and building an identity of the Medical Center.

To better serve both Medical Center employees and visitors, consideration should be given to increasing the retail and service amenities within the district. With short breaks

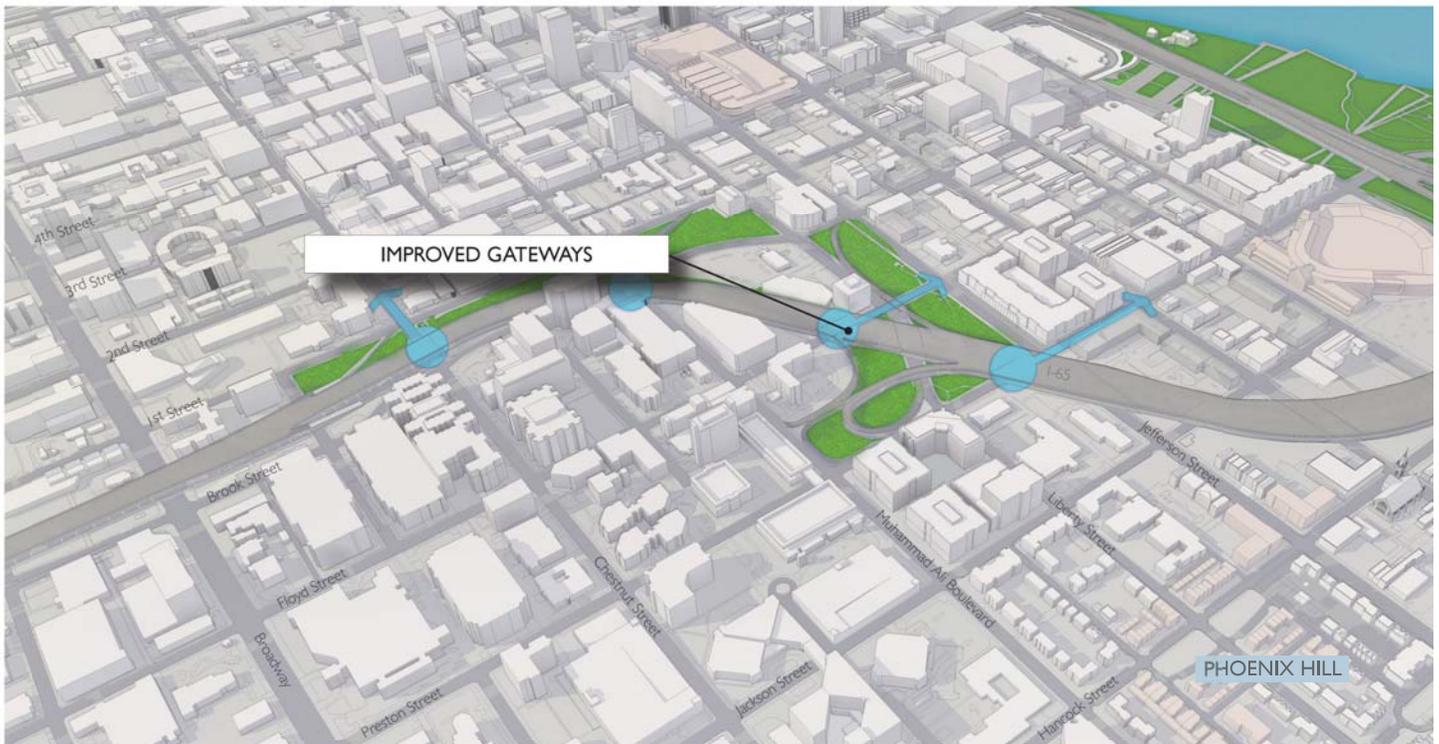
from work, employees have little time to run errands or have lunch. Visitors also do not want to travel far for retail amenities. Depending on long-range plans, there are surface parking lots along both Preston and Floyd streets that could accommodate such retail services and amenities. Failing that, new buildings within the Medical Center should be encouraged to set aside a portion of ground floor uses to provide these services.



STREETSCAPES + GROUND FLOOR RETAIL



GATEWAYS



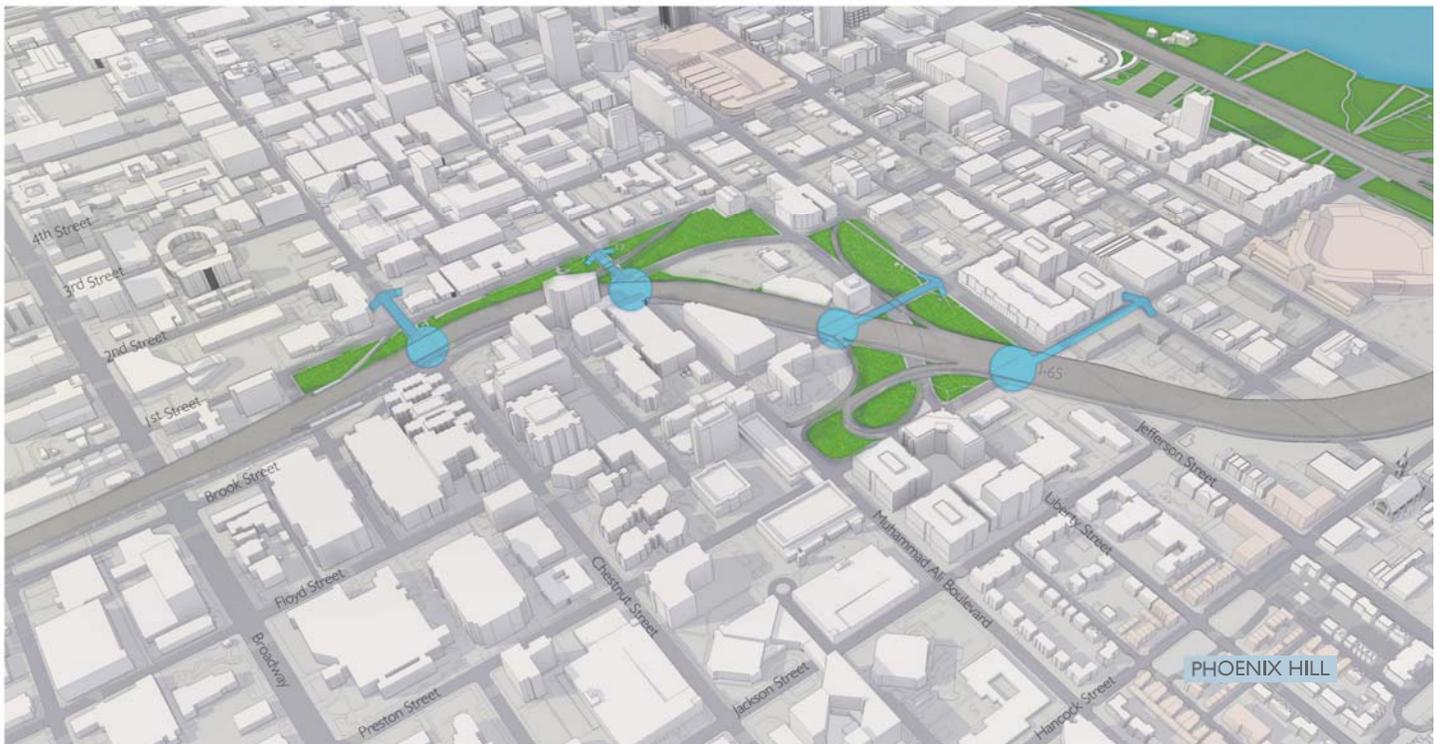
Throughout this part of the I-65 corridor, there are numerous ramps that are going to be rebuilt in place. The resultant green space is difficult to use and presents a challenge in terms of maintenance. In addition to using this greenspace to show case public art and other gateway features such as suggested in the NuLu, there is ample ground here that could be utilized for stormwater recharge and other sustainability elements. There is the potential of 12.5 acres of ground here that could be used to treat urban stormwater runoff contributing to the sustainability of the district and helping the MSD meet its consent decree with the EPA to reduce CSOs. This is also ground that could be utilized to reduce the urban heat island effect and increase necessary tree cover to combat and reduce air pollution. These could be designed to be attractive landscapes both when wet and dry and help to create a green edge along these key connective streets that encourages walkability.



STORMWATER RECHARGE + PUBLIC ART



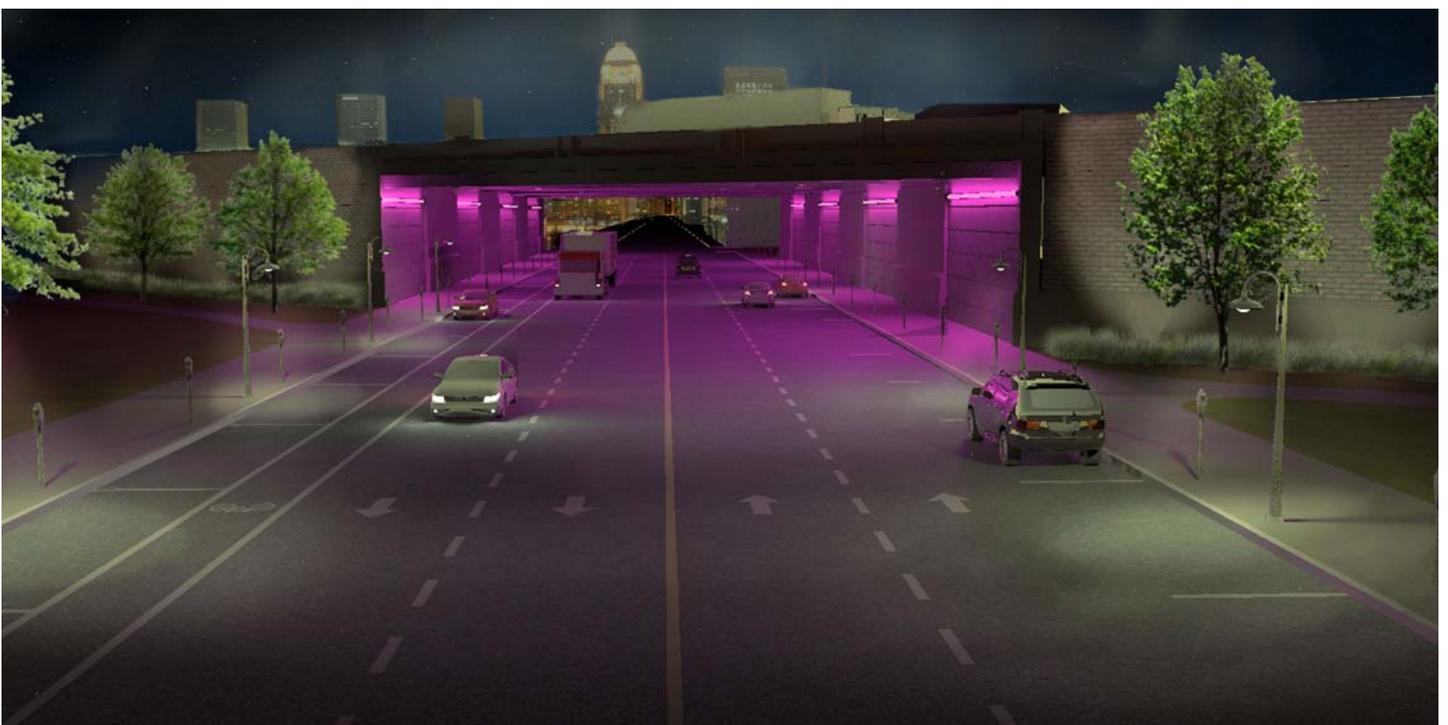
LIGHTING



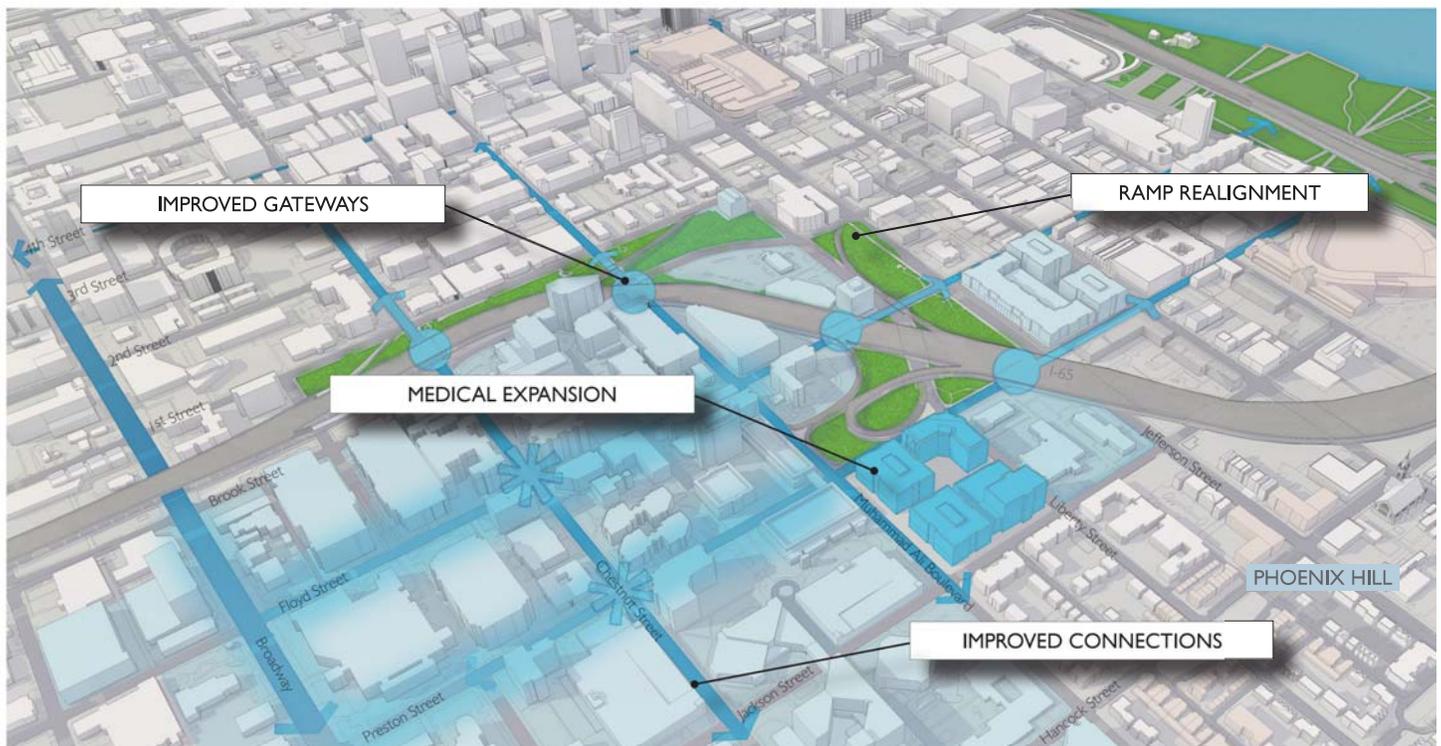
Bridging the gap between the Medical Center and I-65 will continue to be a challenge going forward. With the widening of the freeway, these crossings will be wider in some areas. However, with new crossings being built there is the opportunity to improve them with distinctive lighting as expressed in the NuLu section of this report. While not every street qualifies as a gateway, LED lighting could help to further distinguish these crossings and encourage pedestrian activity. While attention has been previously directed to the north to Nucleus and the Waterfront Park, attention should also be paid along Chestnut and Muhammad Ali as these are shorter crossings that reach into the heart of Downtown. As Center City is explored and the potential for residential infill along 2nd Street is examined, this critical linkage and close proximity to the Medical Center employment population should be seen as an asset.



PROPOSED BRIDGES CORRIDOR LIGHTING



MEDICAL CENTER SUMMARY



RECOMMENDATIONS

NEIGHBORHOOD STRATEGIES

- Strategically locate medical expansion and/or additional research space on the north side of the Medical Center to tie into the energy in NuLu and around Nucleus
- Strengthen connections on all sides of the Medical Center (NuLu, Liberty Green, Second Street), especially to encourage housing for medical professionals
- Conduct a Medical Center Master Plan to manage expansion and identify additional opportunities

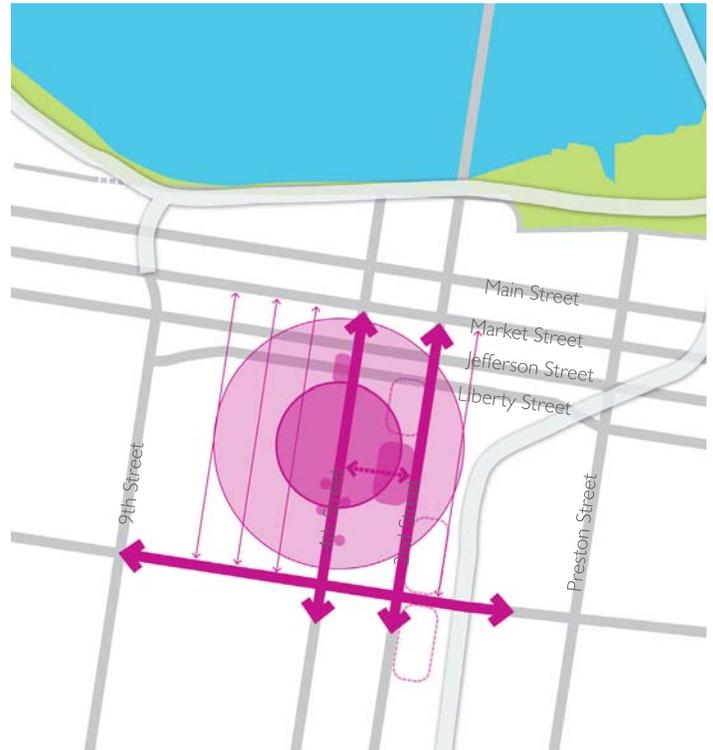
SUPPORTING INFRASTRUCTURE

- Enhanced I-65 pedestrian crossings and gateways to take advantage of public greenspace, public art opportunities and stormwater recharge zones
- Realignment of Jefferson Street and Brook Street ramp to allow for the conversion of Jefferson Street to two-way along its length
- New North-South streetscapes to enhance connections and add needed urban tree cover
- Implement One-Way to Two-Way Street Conversion

3. 4TH STREET

Fourth Street is perhaps the most important North-South thoroughfare in Louisville, linking the city's economic engines—downtown and the University of Louisville—and some of its most prominent neighborhoods, including Old Louisville. The future is bright for South Fourth as a mixed-use retail and entertainment district, with the public and private sectors working together to revitalize it with unique, local retailers and a new urban streetscape. Presently, its mix of historic hotels and theaters add vitality to the area and would further infuse Fourth Street with street life as the retail district evolves.

Fourth Street has seen numerous attempts at revitalization over the past several decades. With the success of Fourth Street Live!, the emerging South Fourth retail district on South Fourth Street, the planned Bourbon District and a renovated and expanded Convention Center, there are now pulses of activity along the length of Fourth Street. Planning concepts incorporate ideas from the ULI Rose Fellowship and the Retail Study for Fourth Street expand on these efforts and create a completely connected Fourth Street from Broadway to the Riverfront. While a continued focus remains on the health and connectivity of the 4th Street along its length, how this corridor could become the central spine of a new urban neighborhood is the overarching end goal.

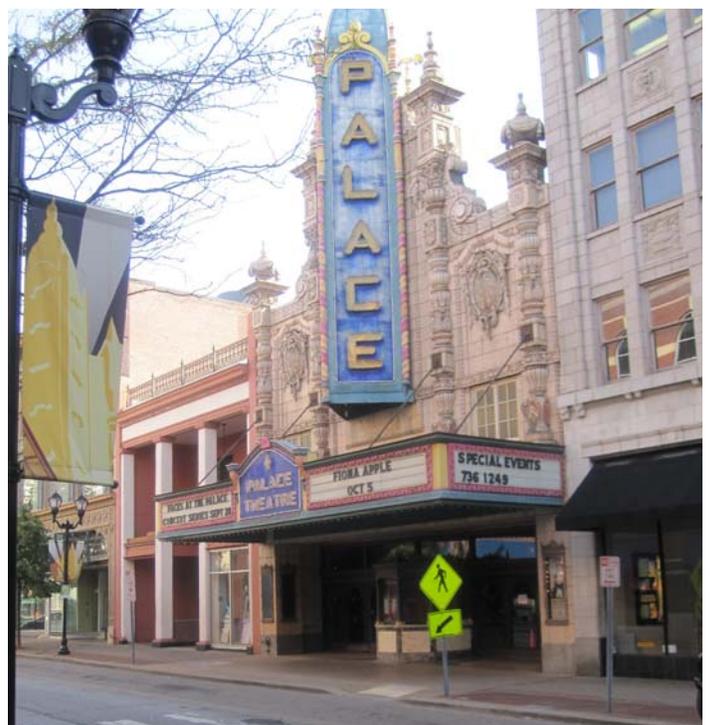


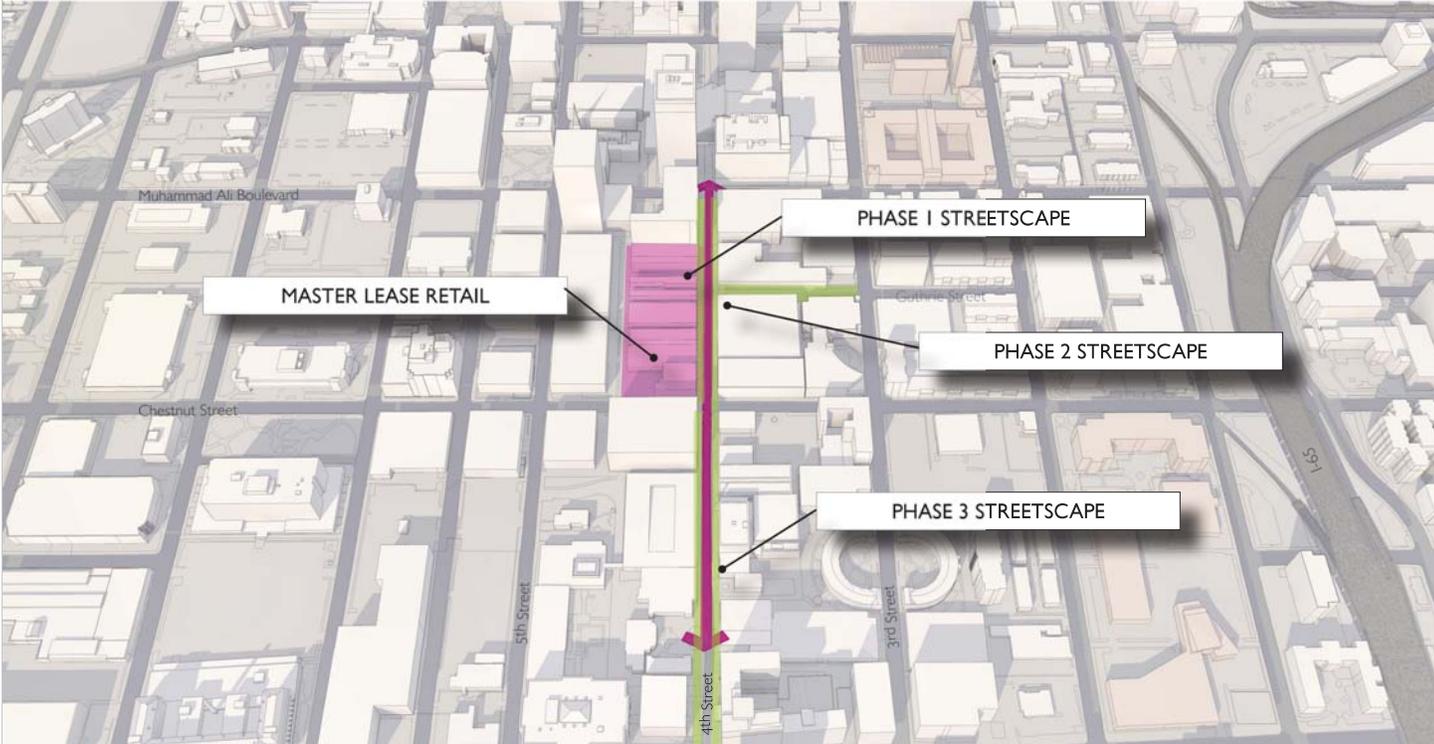
BUILD ON SOUTH FOURTH RETAIL DISTRICT

Streetscape improvements to South Fourth Street and the approach to master leasing retail space has reintroduced residents, office workers and visitors alike to the possibility of downtown retail. With a focus on local, home-grown retailers, South Fourth Street has become an eclectic mix of storefronts that provide a unique experience and also fill the need for certain kinds of retail downtown. This master leasing strategy along Fourth Street employed by the Louisville Downtown Partnership has developed a model for bringing retail back to the downtown core.

In addition to the two historic hotel anchors on South Fourth Street, two new hotels are under construction along the corridor. A new 275-room Embassy Suites hotel is going in across the street from the Seelbach Hotel in the former Stewarts Dry Goods Store. At Fourth Street and Chestnut Street, a 165-room Hilton Garden Inn is also under construction. These two additional hotels will add needed foot traffic and vitality to South Fourth Street.

This increase in activity on South Fourth Street has been complemented by a phased streetscape improvement program. The first phase, completed in spring 2013, focused on the west side of the 500 block. These improvements simplified pavement materials, brought back on-street parking, created new, open tree and landscape planters, and provided sustainable stormwater infrastructure. Designed to be supportive to pedestrian activity, retail storefronts and sidewalk restaurants, the streetscape improvements are planned to be completed on the remaining portions of South Fourth Street between Broadway and Muhammad Ali. The next phase of improvements will largely complete the east side of the 500 block and re-open Guthrie Street to vehicular traffic. Once completed, South Fourth Street will be a cohesive corridor that reconnects it to the downtown street grid and provides a seamless connection between the Seelbach Hotel and the Brown Hotel.



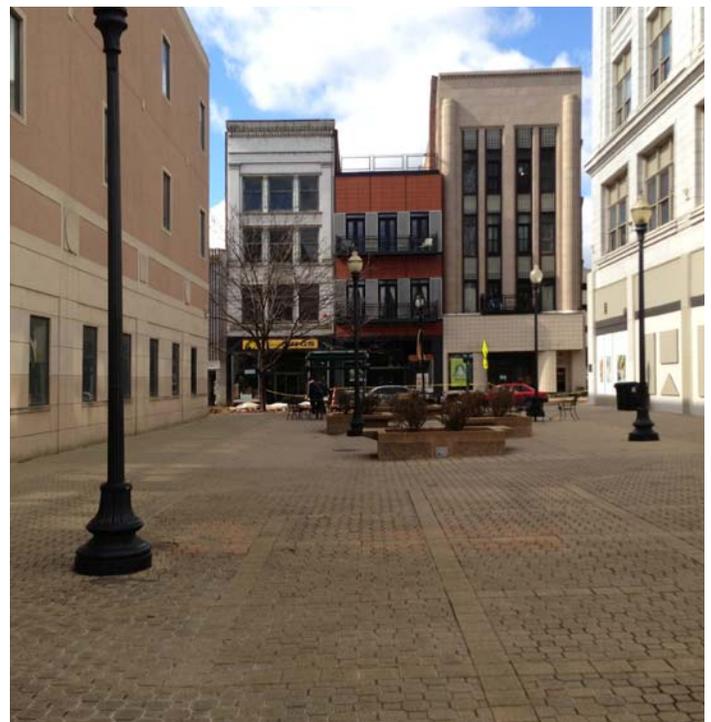
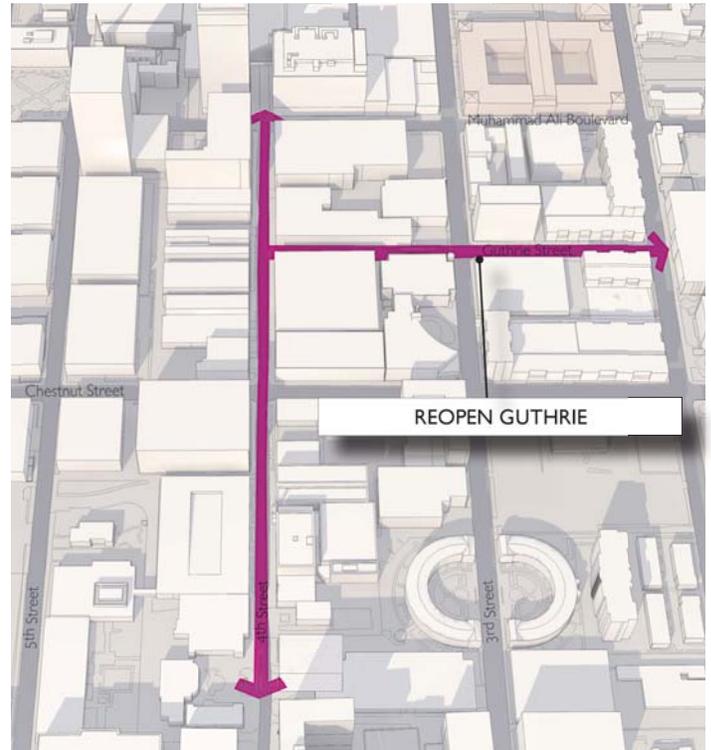


REOPEN GUTHRIE STREET

One of the keys to extending the energy on Fourth Street is the reopening of Guthrie Street. One of the last remaining vestiges of the pedestrian mall on Fourth Street, the plaza space is currently unactivated with the former retail storefronts long since shuttered and closed off. It is critical to reopen this connection if retail storefronts will ever be restored along this block. Guthrie Street is a critical east-west connection that would allow for additional access to Fourth Street and another option for around the block circulation.

Reopening the street will enhance the potential of the storefronts along Guthrie Street. However, there is value to retaining some of the pedestrian qualities of this portion of the block. Designing the new street to be “shared use” will allow for traffic circulation, but also the flexibility to use the street in multiple ways. Retaining the differentiated pavement will communicate to traffic that this is a place, not just a street. Using the same large, open tree planters that were recently installed on South Fourth Street will allow for high canopy street trees that allow for visible storefronts and provide needed tree cover.

During day-to-day use, this street would be a comfortable pedestrian-oriented street that encourages retail activity and interaction. However, the Guthrie Street could take on a different character at during lunchtime or evening hours. To jump start retail storefront efforts and bring people back to South Fourth Street, Guthrie Street could be designed to host a weekly urban market that activates the street during lunchtime or evening hours. These street markets function as a showcase of local foods, crafts, and artisans of all kinds providing an unique urban shopping experience that complements, not competes with, existing local businesses on 4th Street. As has proven to be the case in other such urban markets, they help to incubate businesses that can eventually fill empty nearby storefronts.



MARKET AND EVENT STREET

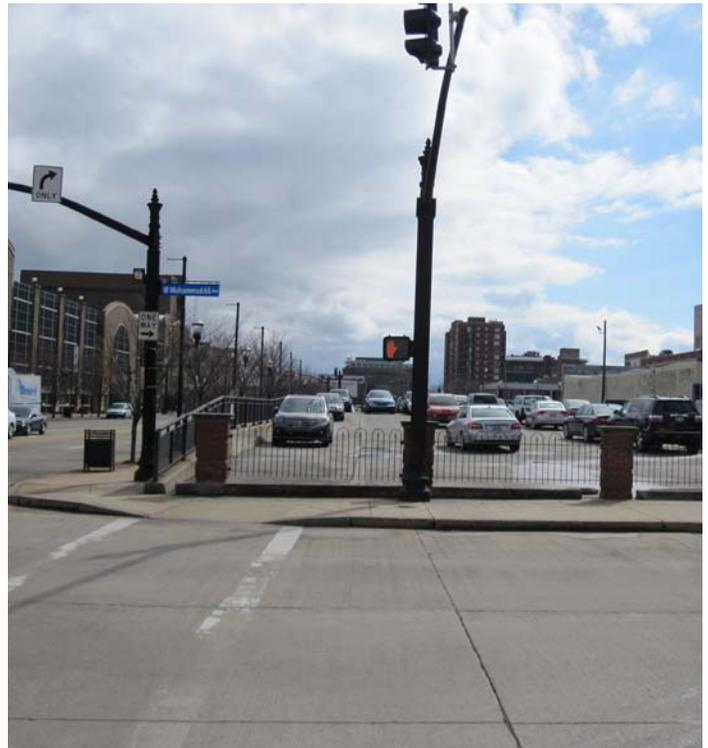


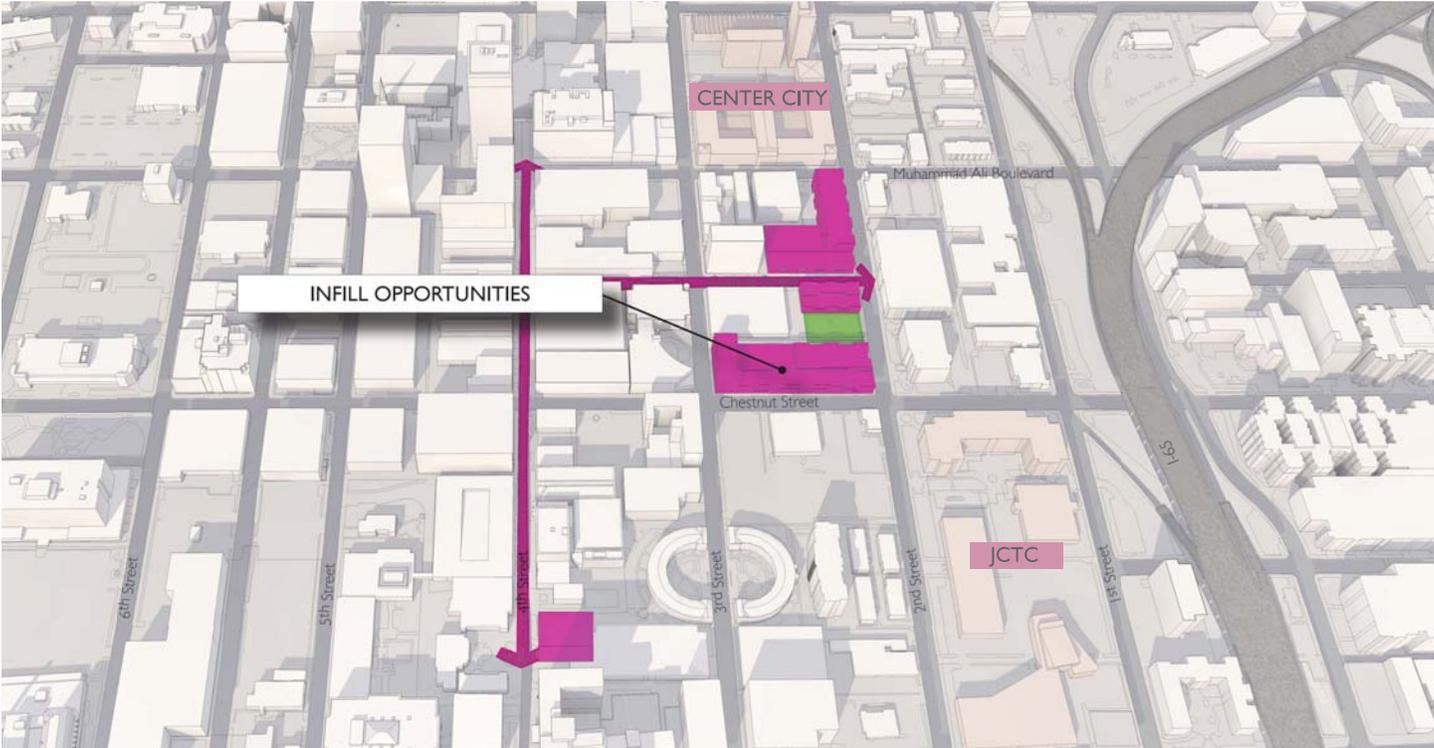
INFILL OPPORTUNITIES

Housing opportunities around South Fourth Street are bolstered by equal amounts of historic loft buildings and underutilized land that is ripe for new midscale housing development. Opportunities for new housing development are abundant in the Fourth Street area, with numerous surface parking lots found to the east, between Third and Second streets, and west, between Fifth and Sixth Streets. Strategically, development of this area will help strengthen downtown's ties to the SoBro neighborhood—another opportunity area for the City of Louisville.

To the east, a reopened and reconnected Guthrie Street will enable redevelopment opportunities. By extending this new streetscape to the block of Guthrie Street between Third Street and Second Street, the surface parking lots that predominate along Second Street would become attractive for infill development. With the planned Center City development at Muhammad Ali Boulevard and Second Street and the plans for the expansion of the JCTC Campus, these surface parking lots become the last missing links in the urban street frontage along Second Street. Infill mixed-use residential condominium and apartment buildings at this key intersection would support planned redevelopment and create a stronger urban edge to what is a vacant and underutilized corridor today. While new buildings would need to respect existing historic structures such as the Pendennis Club, these sites are primed for redevelopment.

In addition to above storefront residential rehab opportunities, other infill housing opportunities exist along South Fourth Street in the blocks between Chestnut and Broadway. For example, the Trolley turn-around north of the Brown Hotel and adjacent to the Brown Hotel garage is a key infill site that has a prime downtown address and direct access to parking. Recognizing this opportunity, the City and the LDP should explore the redevelopment potential of this site.





DOWNTOWN MARKET

Throughout the course of this planning process, a Downtown Market was identified as a catalyst project and as a supportive amenity for urban living. Traditionally, urban areas had centrally located facilities that served as wholesale exchanges, distribution centers, and public markets. In Louisville, this was the Haymarket located between Market and Jefferson streets.

Downtown markets today revolve less around food distribution and instead immerse visitors in the local food scene. Thriving downtown markets exist in numerous cities through the region and the nation and have become “must-visit” location for visitors and a weekday and weekend destination for residents. While most have a farmer’s market component, these are usually limited to Saturday morning hours. The bulk of the business at downtown markets today comes from unique, individual vendors that showcase local products and celebrate the food culture of the city. In addition to vendors such as green grocers, butchers, fish mongers, bakeries, coffee shops, and beer and wine shops that sell unique local ingredients that customers take home and enjoy, these markets also feature prepared foods that make it a dining destination. Many successful markets have incubated business that have graduated in storefronts and restaurant spaces.

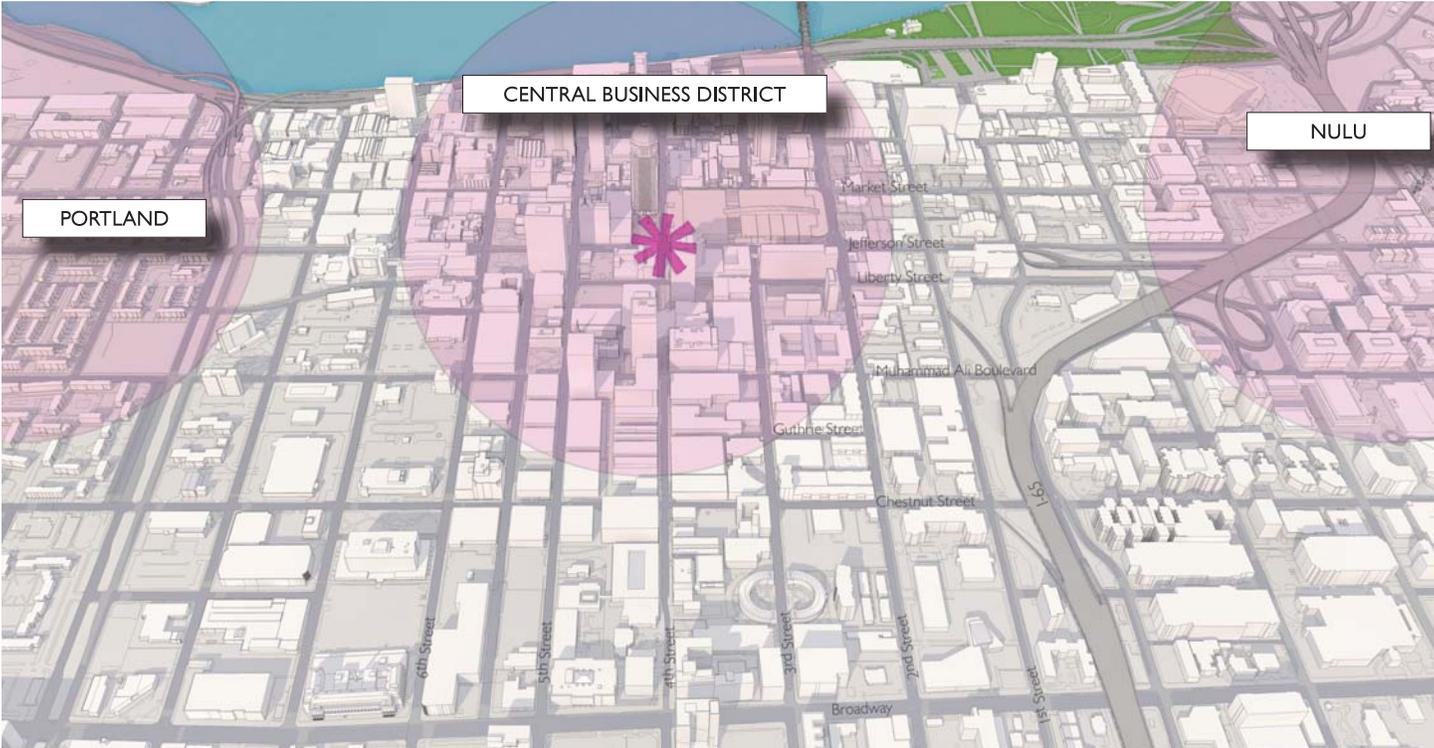
In general, downtown markets are the most likely to be financially sustainable if they can satisfy the following criteria:

1. Proximity to Central Business District: Weekday lunch hour is a critical source of traffic and revenue.
2. Proximity to Convention Center + Hotels: Accessibility to visitors and conventioners is another key source of market activity.
3. Available Parking: Close and easy parking access, both on-street and in garage(s), makes it easy for residents and regional visitors to populate the market on the weekends.

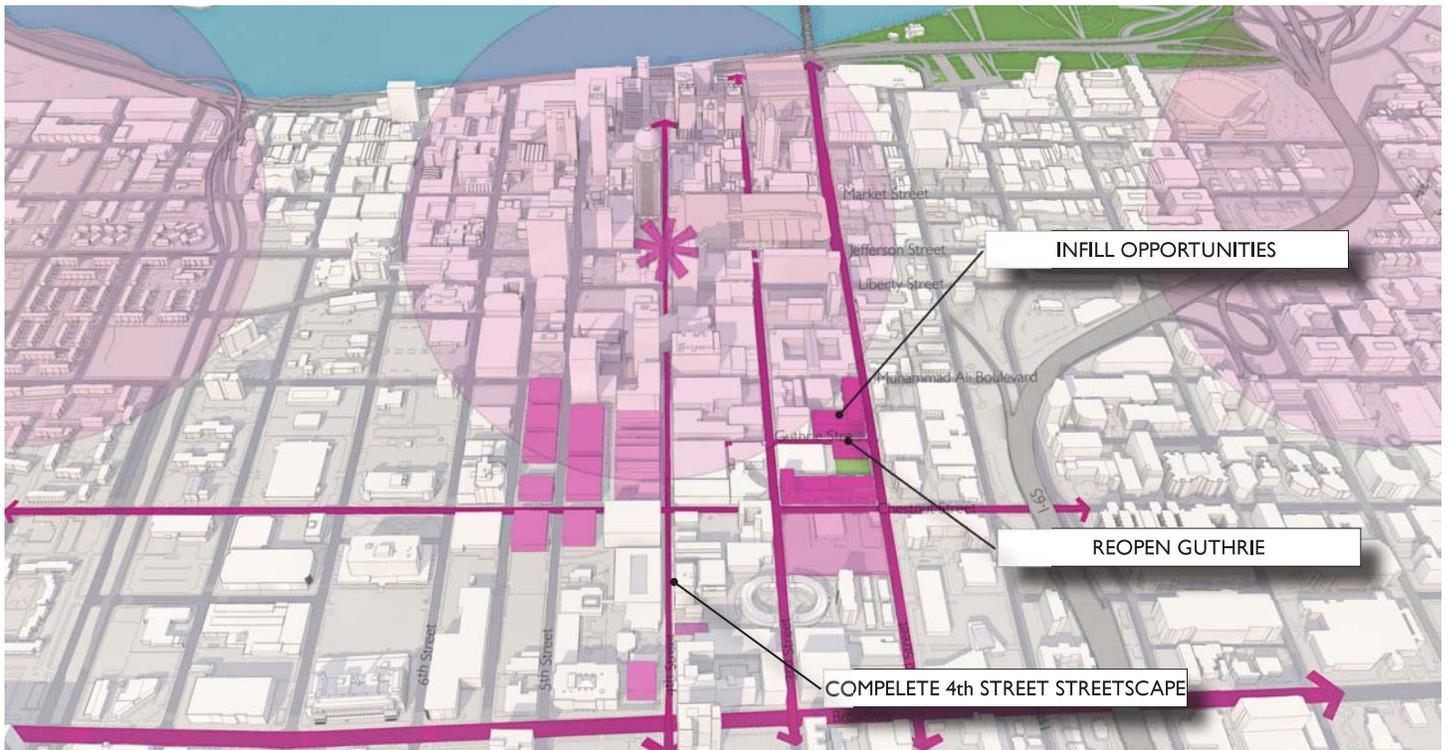
There are numerous potential sites adjacent to the Fourth Street corridor that are worthy of further consideration beyond this planning process. The job and visitor density in this area of Downtown Louisville gives a downtown market or urban grocery store the best chance for financial sustainability.

As the development program for the Water Company block between Second and Third Streets progresses, the potential for a Downtown Market may need to be reassessed. A much-needed grocery store is a potential part of the development plan for this site. If that comes to fruition, a Downtown Market may make more sense located outside the downtown core (potentially in Portland or Nulu) to provide sufficient distance and differentiation to allow for each business to be successful. If a grocery store is not part of the overall retail tenant mix on the Water Company site, a Downtown Market could be integrated into the development program, or located at other sites within the CBD.





FOURTH STREET SUMMARY



RECOMMENDATIONS

NEIGHBORHOOD STRATEGIES

- Continue to expand the South Fourth Retail District
- Create infill along Guthrie Street that connects to 2nd Street
- Take advantage of infill opportunities along South Fourth Street

HOUSING TYPOLOGIES

- Upscale and Rehabbed Condos
- Upscale, High Density and Mid Density Apartments
- Mid/Upscale Apartment Rehabs
- Affordable Apartments

SUPPORTING INFRASTRUCTURE

- Complete the 4th Street Streetscape
- Reconnect Guthrie Street between 4th Street and 3rd Street to support emerging retail storefronts and allow for special events
- Study the development of a Downtown Market that supports and celebrates the local food culture

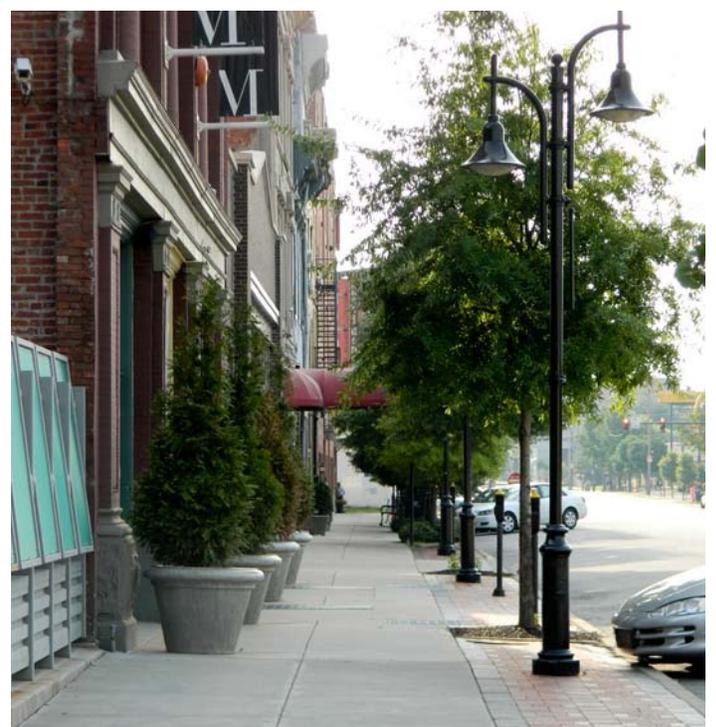
4. EAST MAIN/MARKET

East Main and Market represents one of the strongest neighborhoods within Downtown Louisville. Anchored by the KFC Yum! Center to the west and Slugger Field to the east and by Waterfront Park to the north and Nucleus to the south, it attracts millions of visitors annually and has some of the best urban amenities in the City. The diversity of attractions of activity continues to expand with the recent announcement from Angel's Envy that it will build a distillery in the Vermont American building across the street from Slugger Field.

While there are some new housing developments, there are still large surface parking lots and vacant parcels that could be redeveloped to create a dynamic, urban neighborhood. The challenge going ahead is developing a strategy for unlocking this development potential and creating a neighborhood doesn't just attract visitors, but eventually attracts a critical mass of residents.

The East Market Street streetscape improvement project will help to create stronger east-west linkages between Nucleus and NuLu. Similar attention needs to be paid to the north-south connections between Main Street and Waterfront Park. Redeveloping the surface parking lots that dominate these corridors today will provide the necessary urban fabric to tie Main Street to the Ohio River, but attention still must be paid to these streetscapes to ensure that there are green connections that lead to and from the park. Creating an urban edge along Witherspoon Street will populate the park with residents and create a true 24/7 neighborhood.

Likewise, there are numerous infill opportunity sites around the Nucleus site that would help to solidify this portion of the neighborhood and create another node of activity that builds on the job and innovation center that is emerging along Market Street.



ARENA TO STADIUM DEVELOPMENT PLAN



Dozens of restaurants have opened on Main, Washington and Second Street since the opening of the KFC Yum! Center. This energy has made this part of downtown a popular destination even on days when there is no event at the arena. Adding residential to this mix of uses will create a dynamic urban neighborhood that redefines urban living in Downtown Louisville.

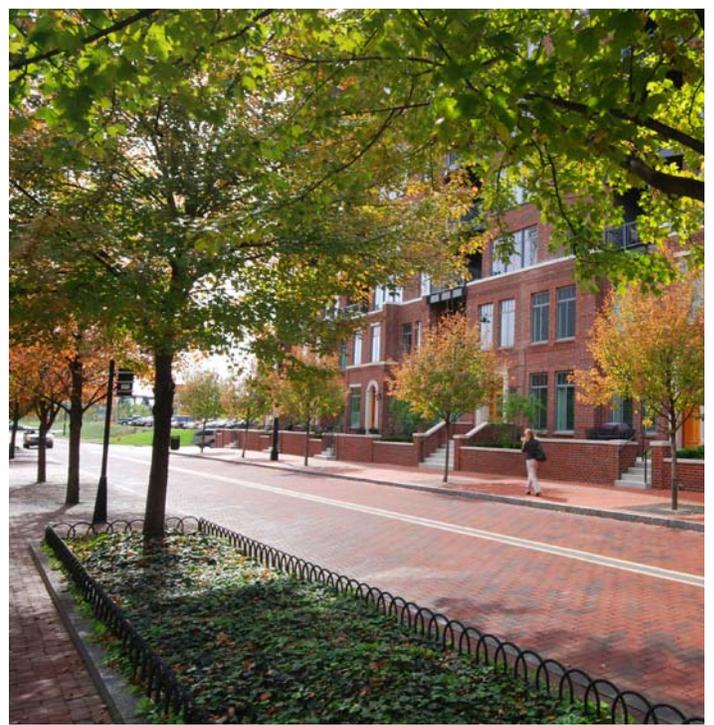
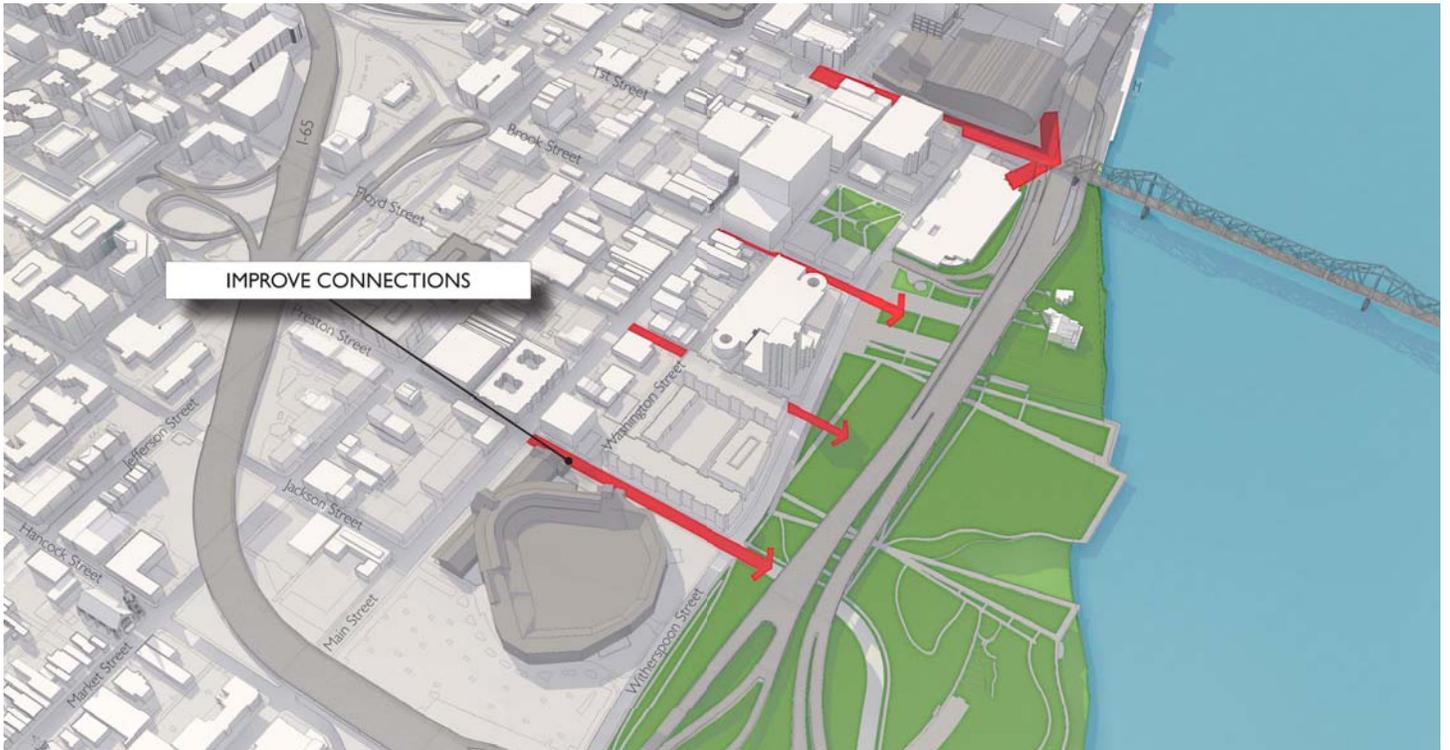
STREETS + CONNECTIONS

The area located between the arena and the ballpark is bisected by a network of streets that provide different development potential. Witherspoon Street fronts the Waterfront Park and has views of the award winning green space and the Ohio River. Washington Street directly connects the two sports venues, with the arena and the ballpark at either end. Main Street and Market Street offer historic reuse opportunities through developments such as Whiskey Row. Opportunities for newly built housing also exist on and around the Nucleus site. Streetscape improvements along these corridors will improve connectivity and enable successful redevelopment. This is

especially important on north-south streets that connect the Waterfront Park and the Riverwalk back to Main Street.

The recent Second Street streetscape and the improvements made to the portion of Washington Avenue adjacent to the initial phase of the Whiskey Row project set a model example of the investment in streetscapes that will need to be made to strengthen connections between the river and Main Street and between the arena and the ball park. Along Second Street and Washington Avenue, new bars and restaurants are spilling out onto the street, activating these spaces on a daily basis. Similar opportunities exist farther north along Second Street both in the redevelopment vacant lots and opening up the facades of existing building to allow for more activity along the corridor. Extending the improvements made to Washington Street along its entire length will catalyze development along this corridor. Enhancing these north-south streets with green infrastructure and lush streetscapes would help make stronger connections between the riverfront and Main Street.

STREETS + CONNECTIONS

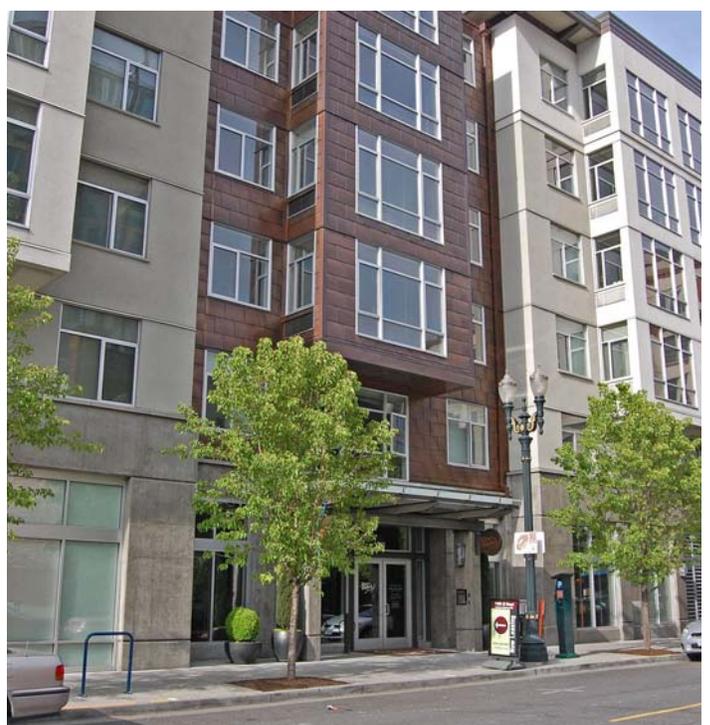
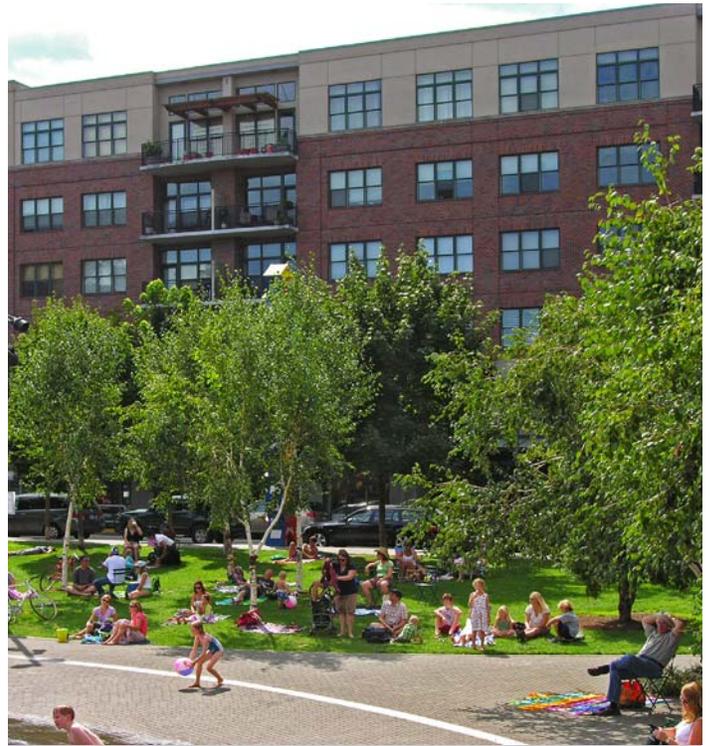


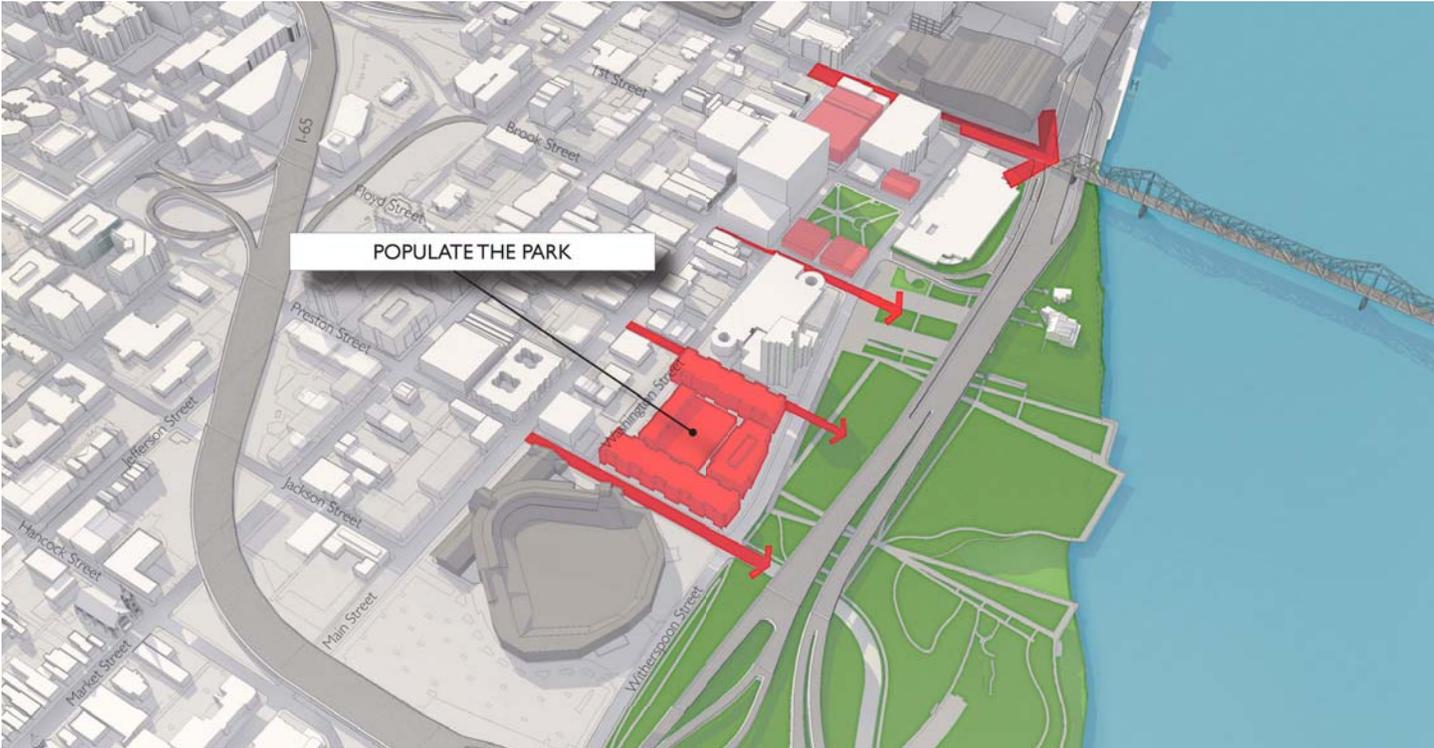
POPULATE THE PARK

East Main and Market offer opportunities for perhaps the most eclectic array of housing. As a result it has the potential to one of the most diverse residential in Downtown. Whether it's upscale housing near Waterfront Park, historic lofts, or new construction apartments, this neighborhood can offer it all within walking distance of two sports/concert venues. The north side of this neighborhood has a number of underdeveloped sites that are well-suited for upscale housing, given its proximity to Waterfront Park, Slugger Field, and the Yum! Center. One of the largest such sites is the surface parking lot located directly west of Slugger Field, but there are also additional potential sites farther down Witherspoon Street toward Whiskey Row.

The building stock along East Main, while grittier than that of West Main, lends itself to loft conversions and historic rehabilitation. Sites along East Market are underutilized—either vacant or consisting of low-density buildings with minimal architectural character. Just a block from Main Street and two blocks from Waterfront Park, this area is well-suited for midscale and upper-midscale apartments and condos. The continued revitalization of the historic Whiskey Row is essential to the success of the neighborhood and hopefully spurs the renovation and historic reuse of other buildings along Main Street.

In addition to residential infill and reuse, there are opportunities to build on the restaurant and bars that have opened along Main Street, Second Street and Washington Street. Heading south on Second Street it may be possible to open up the façades of the buildings south of Washington Street to add active first floor uses fronting the street. Additional infill buildings should also be explored along Second Street and west of Joe's Crab Shack to further activate this part of the neighborhood and draw people to Waterfront Park.





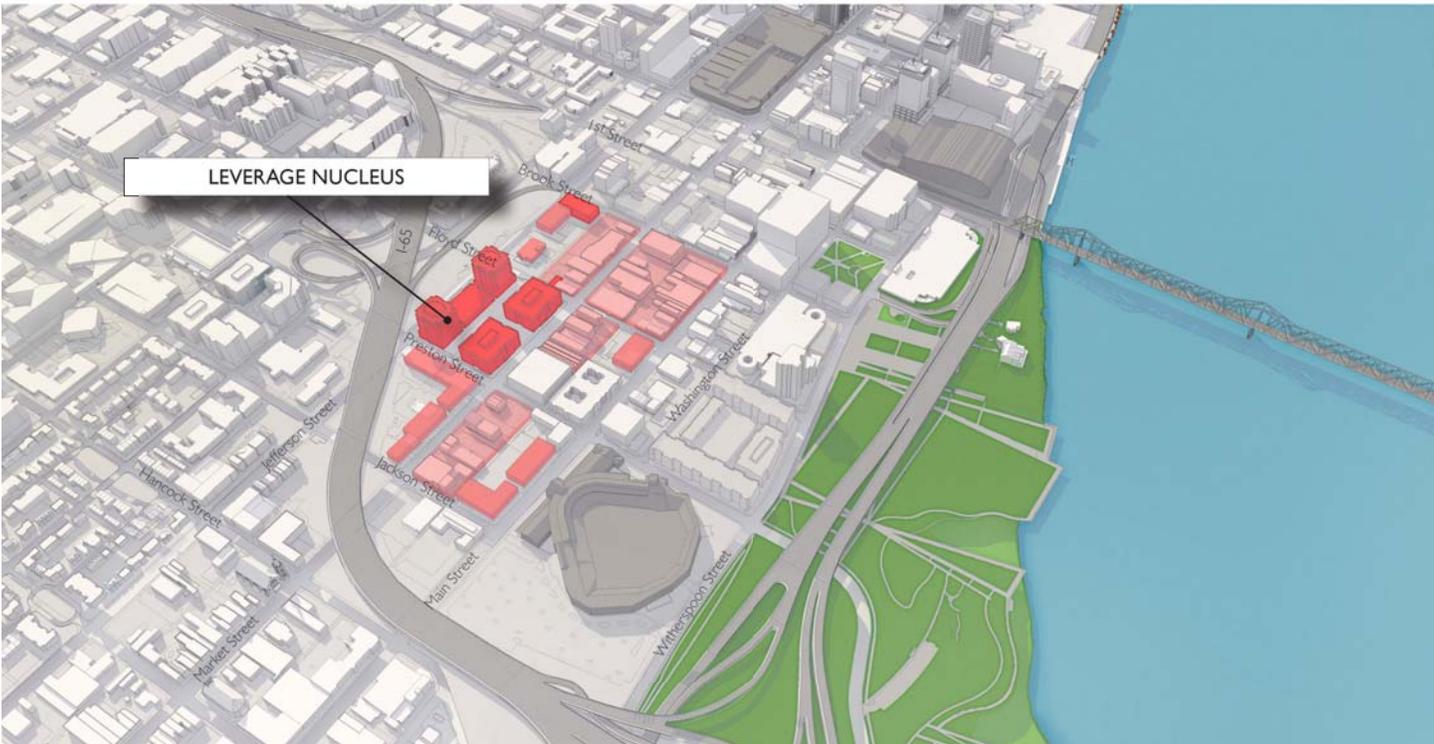
LEVERAGE NUCLEUS

Nucleus—an innovation and research park which is a subsidiary of the University of Louisville Foundation—has recently opened another building on its Innovation Park. With this new 200,000 square foot building nearly fully leased, attention is now turning toward developing additional space for existing start-ups in the areas of technology, life sciences and advanced manufacturing. This newest building joins the Tech Center which has wet and dry lab space along with the iHub which provides co-working and co-meeting space. The success of the Nucleus iHub co-working space for entrepreneurs and innovators has led to the need for expansion. As the build-out for the campus continues, housing additional iHub co-working space in the ground floor of the planned garage would accommodate growth demand and activate the street frontage.

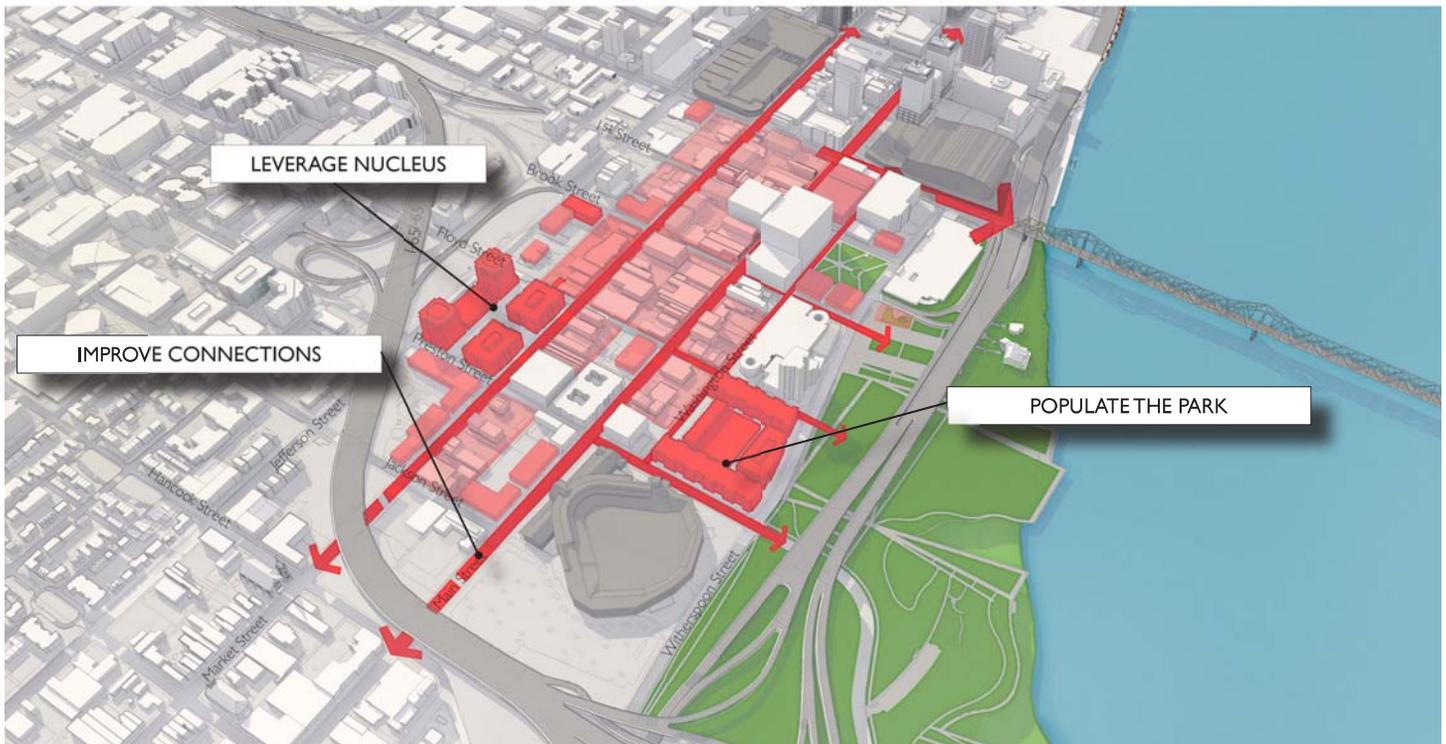
There is also a growing need for an advanced manufacturing facility with flexible, low-cost space. The existing fire station at Jefferson Street and Floyd Street is a potential location that could provide space for a manufacturing incubator or “maker” space. While this would require the relocation of the fire station on another downtown or proximate site, it would be an ideal location to allow for continued access and collaboration with the businesses and resources at the Innovation Park.

While the development of some of the blocks surrounding the Innovation Park will likely have additional research and innovation uses, there are ample opportunities for mixed-use infill development. This will be vital to the creation of a 24/7 urban district that provides the full complement of urban amenities. Mixed-use residential and retail development will help to attract and retain innovative companies and workers by providing a dynamic urban environment. Directly adjacent to the campus between Market Street and Jefferson Street are numerous vacant lots, surface parking lots and one-story buildings that could be redeveloped and replaced with more contributing uses. Such uses would complement the build-out of Nucleus and create a strong node of activity that links the Medical Center with East Main and NuLu.





EAST MAIN/MARKET SUMMARY



RECOMMENDATIONS

NEIGHBORHOOD STRATEGIES

- Develop riverfront mixed use residential on numerous sites along Washington Street
- Continue the build out of the Nucleus Innovation Park
- Add residential and supportive retail to the block surrounding Nucleus to attract talent and start ups and create a 24/7 neighborhood
- Expand the iHub and add manufacturing incubator space to encourage start-ups and entrepreneurship
- Expand BID east to I-65

SUPPORTING INFRASTRUCTURE

- Bring the River to Main Street by creating green streets along North-South corridors
- Continue Washington Street streetscape improvements east to the Ballpark

HOUSING TYPOLOGIES

- Luxury Condos
- Upscale and Upper Midscale Condos
- Rehabbed Condos
- Upscale, High Density and Mid Density Apartments
- Mid/Upscale Apartment Rehabs
- Affordable Apartments

5. WEST MAIN/MARKET

With the announced Bourbon District distillery locations on Main Street and the success of Museum Row, Main Street continues to be one of the most active corridors in Downtown. Strategies for Main Street look to extend this energy to the riverfront and the former Museum Plaza site and across 9th Street into East Portland and Russell.

Named one of the “Great Streets” in America by the American Planning Association in 2008, West Main Street is comprised of four blocks of historic buildings and cultural institutions. West Main’s assets are obvious; its rich stock of ornate, pre-war buildings make it one of the best streets in Louisville—and potentially one of its most prominent addresses. A burgeoning mix of ground-floor restaurants and cultural space will increasingly add to the distinctiveness of the area as it continues to evolve. Its proximity to the central business district and government center places it near tens of thousands of jobs. These uses and historic architecture are a strong attraction for visitors and potential new residents that will transform this part of downtown into a distinct neighborhood.

Encouraging this neighborhood energy to continue to the west is also critical to Downtown Louisville and the adjacent neighborhood. Just as downtown is beginning to bleed into NuLu, there is an opportunity here to bridge the 9th Street divide to East Portland. With the advent of the Bourbon District along Main Street, this is now becoming more of a reality. There are two planned Bourbon District distillery locations on West Main Street (Michter’s and Heaven Hill) within downtown, Peerless Distilling has also announced plans to renovate the Walker Bag Company building at 10th and Main streets, marking the first Bourbon District location outside of the downtown core and across 9th Street. With planned Bourbon District streetscape and gateway improvements at 9th Street and Main Street, there is momentum to reconnect Main Street to East Portland and Russell.



INFILL DEVELOPMENT + CONNECTIONS

West Main and Market present an excellent opportunity for the development of market rate housing—primarily in rehabilitated historic buildings. The buildings themselves are highly marketable in their ability to provide authentic loft-style living—with their high ceilings, expansive windows, and masonry walls—that is valued by lifetime residents and recent mi-grants from larger cities alike. The dual competitive advantage afforded to West Main is the quality of the street environment and the residential units themselves—the combination of which is unlike anything else in Louisville, or many “Sunbelt” cities, for that matter, which are lacking in historic buildings—a regional competitive advantage for Louisville that cannot be easily replicated elsewhere.

An excellent precedent can be found at St. Louis’s Washington Avenue, which has a similar stock of buildings—and for which use of state historic tax credits transformed this street into one of the city’s most vibrant mixed-use districts. Initially inhabited by artists who valued the street’s combination of graceful architecture and inexpensive rents, it has emerged as one of the city’s great streets, with an eclectic mix of restaurants, retail, and loft residences. For that reason, the former Museum Plaza site is one of the premier sites in downtown given its riverfront views and close proximity to Main Street. Additional development opportunities exist here as well along Washington Avenue if the street grid can be reconnected and the north-south connections to River Road be made to more closely follow the form of the historic street grid.

Leveraging the distinctive asset that is West Main further becomes a strategy for revitalization to the south (Russell) and west (East Portland), which can generate value by proximity and encourage further revitalization in the burgeoning neighborhoods and districts within and adjacent to downtown. Main Street has several undeveloped or underdeveloped properties that afford excellent

opportunities for new residential construction, with the location of West Main—just a block away—providing a fantastic marketability asset. Glassworks—a huge asset along West Main—succeeded a decade ago in part to this proximity, as well as to its excellent loft characteristics and unique and artistic tenant mix.

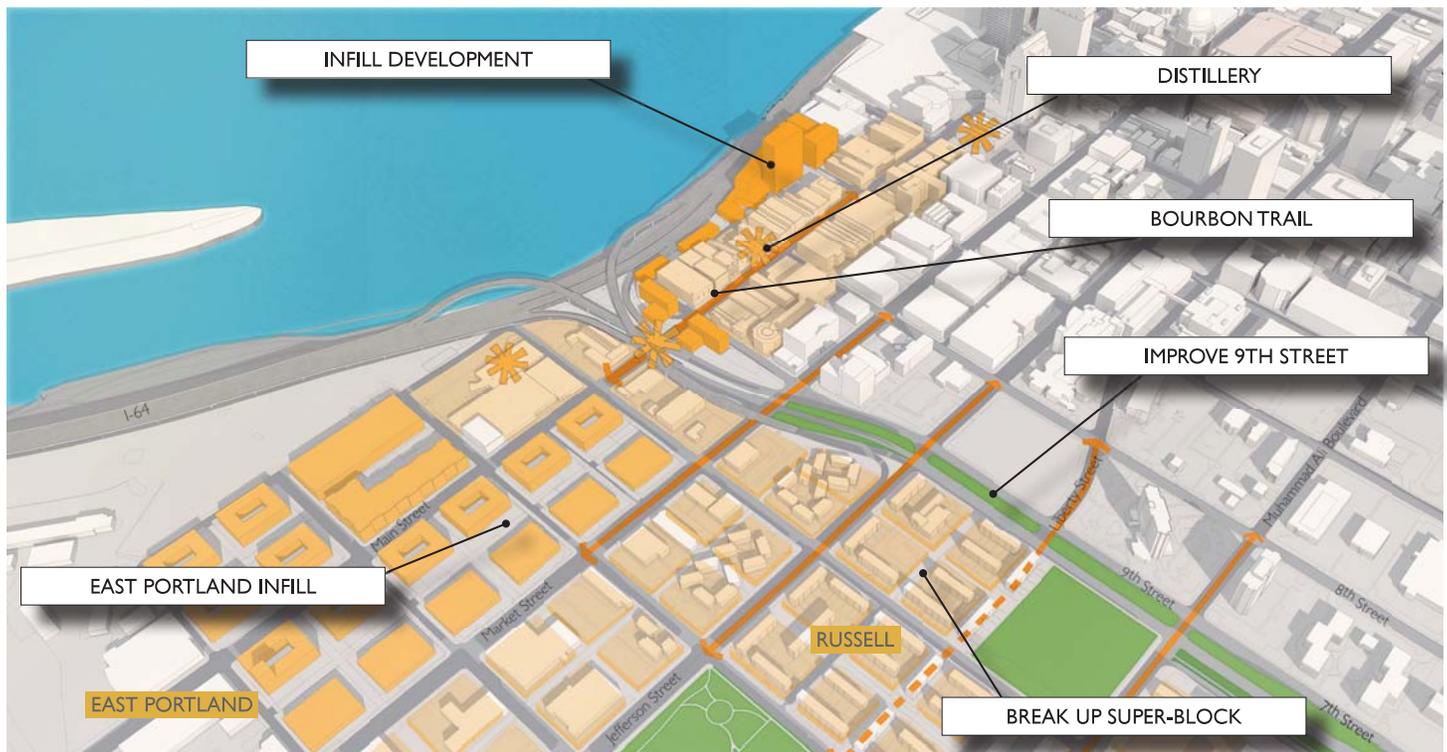
SEAMLESS LINK TO EAST PORTLAND AND RUSSELL
Heading immediately due west across 9th Street and under a series of highways brings one to East Portland. Currently a hub of distribution, the highest and best use of this land is as a mid-density, mixed-use district. Its location close to West Main is a marketability asset that can be leveraged to help market its initial phases of revitalization.

With the proposed Waterfront Park Phase IV and an appealing mix of old and new buildings, this neighborhood will become more attractive for reinvestment. The new green space will not only reclaim former industrial ground, but it will also spur the potential for the reuse and redevelopment of buildings adjacent to the site. Contributing buildings could be reused for these types of uses, or reconfigured for technology incubators or other innovative workspaces. Other buildings that don’t lend themselves to conversion could instead become a model for sustainable urban living with mixed use buildings that feature the latest in green and energy efficient living.

With the announcement that Peerless Distilling will be developing the Walker Bag Company building, the Bourbon District has now jumped 9th Street and will help to draw people across what has long been a divide between Downtown and the west side of the city.

Connecting the Russell neighborhood into the urban fabric of downtown is another opportunity. In this area, the 9th Street divide is compounded by the super-block development pattern of Beecher Terrace and City View.

INFILL DEVELOPMENT + CONNECTIONS



These blocks have been severed from the surrounding street grid and have been laid out in a way that turns its back on downtown. The typical downtown block pattern should be restored and the interior streets should be reconnected to 9th Street, Jefferson Street, Muhammad Ali Boulevard, and Chestnut Street. In doing so, the current development pattern should be reimagined to promote the revitalization of the Russell neighborhood. Development opportunities on the east side of 9th Street should also be explored to replace the large surface parking lots and other super-block conditions. Doing so will create a connected and activated street edge on both sides of 9th Street.

Redesigning 9th Street and breaking up the super-block condition would also contribute to the connectivity between Russell and Downtown Louisville. Similar to Waterfront Phase IV being potential transformative asset to the East Portland neighborhood, a new 9th Street could be the

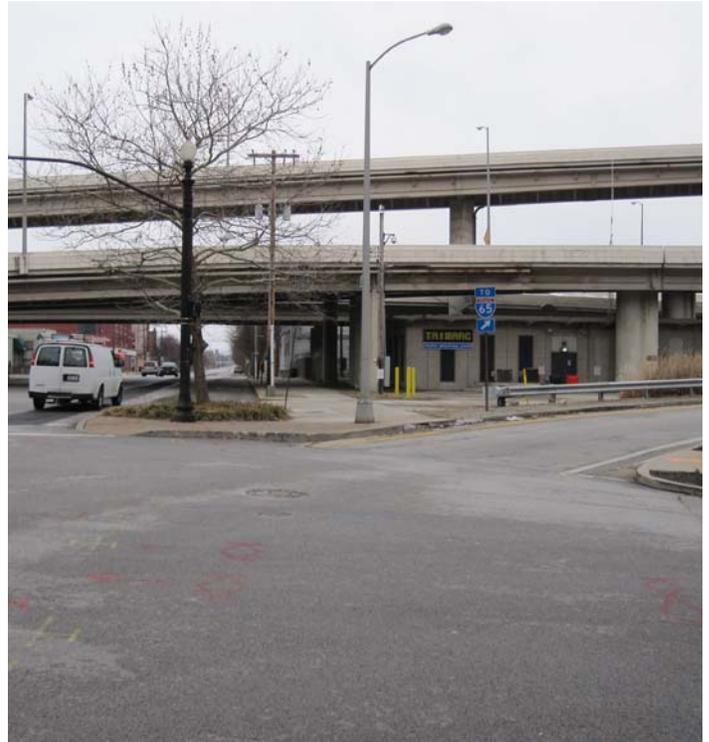
catalyst for the resurgence of the Russell neighborhood. Recent efforts led by MSD to use the median for stormwater treatment and storage should be revisited to improve this green space in a way that becomes an attribute to the neighborhood. For example, new tree planting, seating areas, neighborhood gateways and public art could be used to create a new identity for both downtown and the surrounding communities. Additionally, safe and visible crosswalks should be provided for pedestrians to allow for increased connectivity and activity along the corridor.

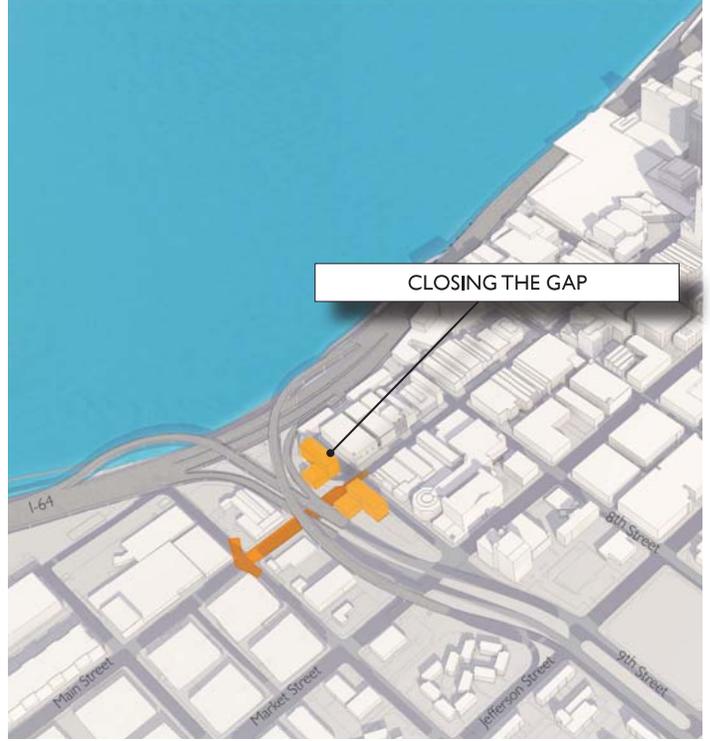
Taken together, these efforts will help to connect Downtown Louisville to its west side neighborhoods and begin the process of knitting the urban fabric on both sides of 9th Street.

RECONNECTING MAIN STREET

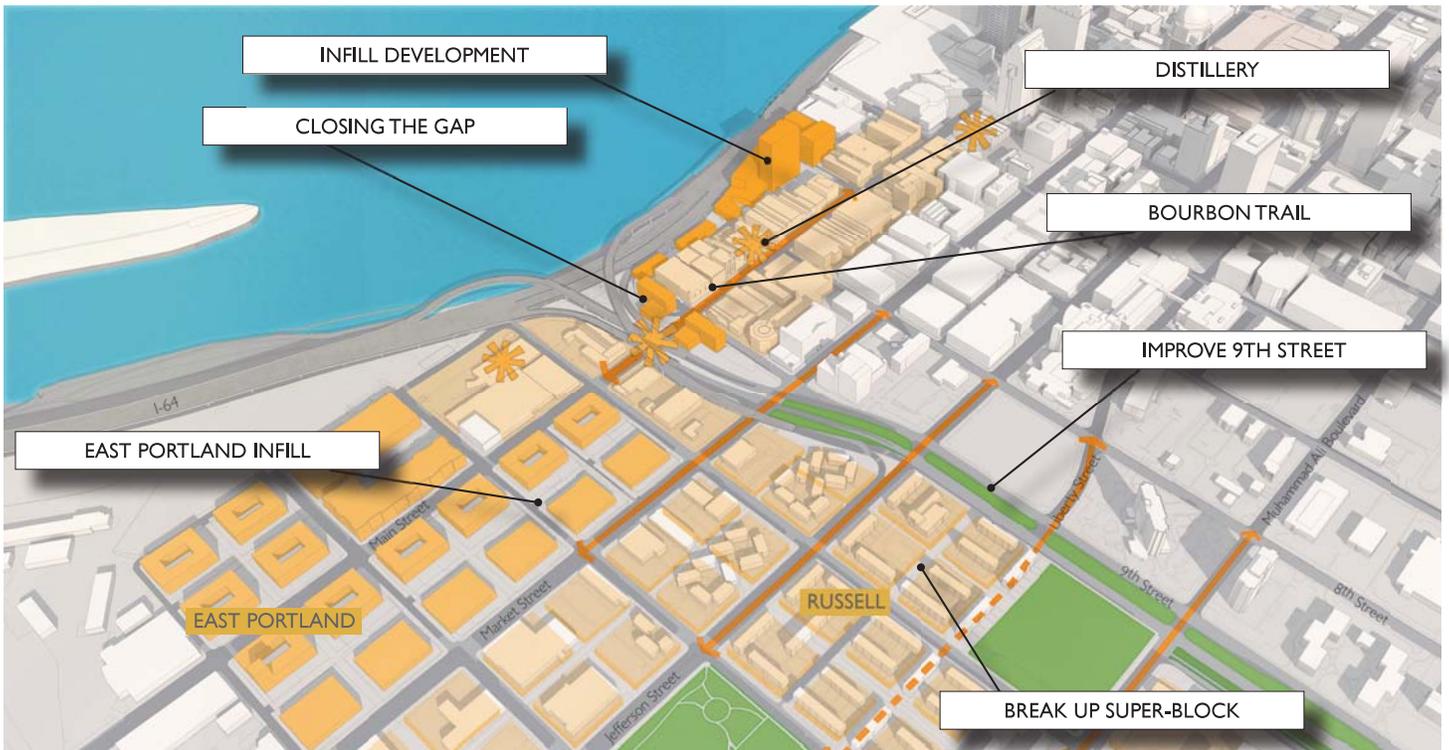
To support these infill and historic reuse opportunities along Main Street, infrastructure improvements will need to be made. The biggest challenge is bridging the 9th Street gap between the energy of West Main Street and East Portland. The width of 9th Street combined with the highway ramps and overhead infrastructure make this connection difficult. This is especially evident at the intersection of 9th Street and Main Street where the ramp to I-64 east makes the pedestrian crossing dangerous. With traffic speeding up to enter the highway, pedestrians must look behind them to ensure there is no traffic coming up to the entrance ramp as well as keep an eye on traffic crossing 9th Street. This condition makes it difficult to cross the street, let alone walk through the dead zone created by the overhead highway structure toward East Portland.

By removing the ramp to I-64 at Main Street, this dangerous pedestrian-vehicular conflict point could be removed, allowing for a safe crossing. Automobile access to I-64 would be available one street south at Market Street. However, to enable the same access, Main and Market streets would need to be converted to two-way operation. Removing this ramp would allow for the creation of a development site west of 9th Street. Adding buildings here would help close the gap and extend the built edge of Main Street. Taken together with the planned lighting and gateway enhancements for the Bourbon District at 9th and Main Street, these improvements would help to knit the urban fabric back together and reconnect West Main Street to East Portland.





WEST MAIN/MARKET SUMMARY



RECOMMENDATIONS

NEIGHBORHOOD STRATEGIES

- Take advantage of prime riverfront mixed use opportunity at the Museum Plaza site
- Reconnect Main Street to East Portland
- Create mixed-use infill development and incubator space west of 9th Street adjacent to the proposed Waterfront Park Phase IV
- Conduct plan to break up the “super-block” development pattern on both sides of 9th Street

SUPPORTING INFRASTRUCTURE

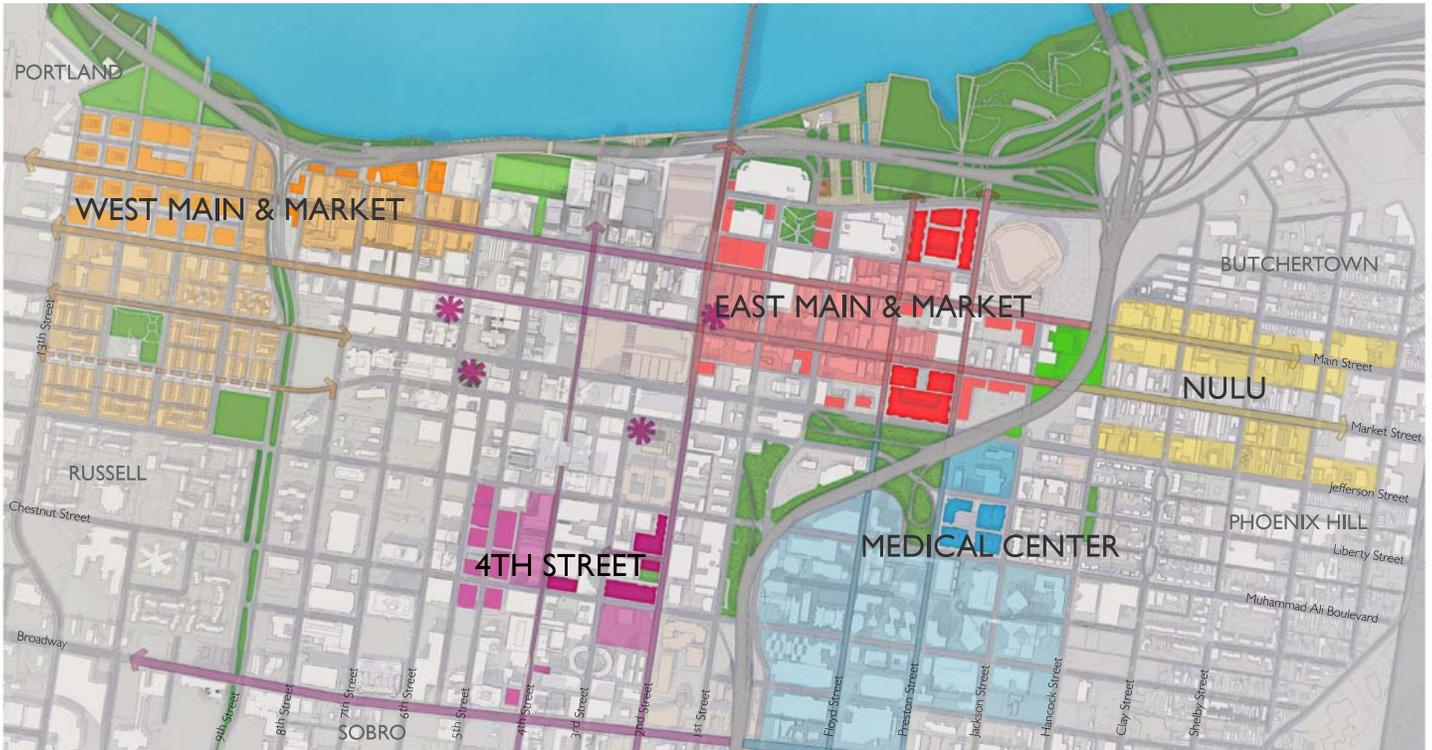
- Remove I-64 Ramp at Main Street, shortening crossing and connect to East Portland

- Two-way Main and Market
- Reconnect Washington Street
- Re-establish the street grid, especially south of Market Street
- Redesign 9th Street to promote green stormwater infrastructure, neighborhood gateways and safe pedestrian crossings

HOUSING TYPOLOGIES

- Luxury Condos
- Rehabbed Condos
- Mid/Upscale Apartment Rehabs
- Affordable Apartments

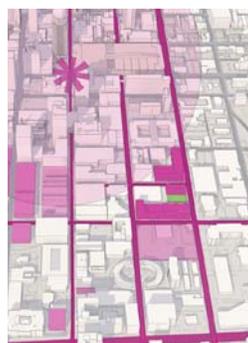
FIVE NEIGHBORHOODS



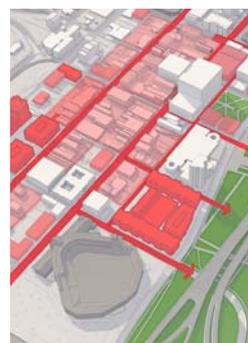
NULU



MEDICAL CENTER



4TH STREET



EAST MAIN & MARKET



WEST MAIN & MARKET



SECTION 5 ONE RIVERFRONT

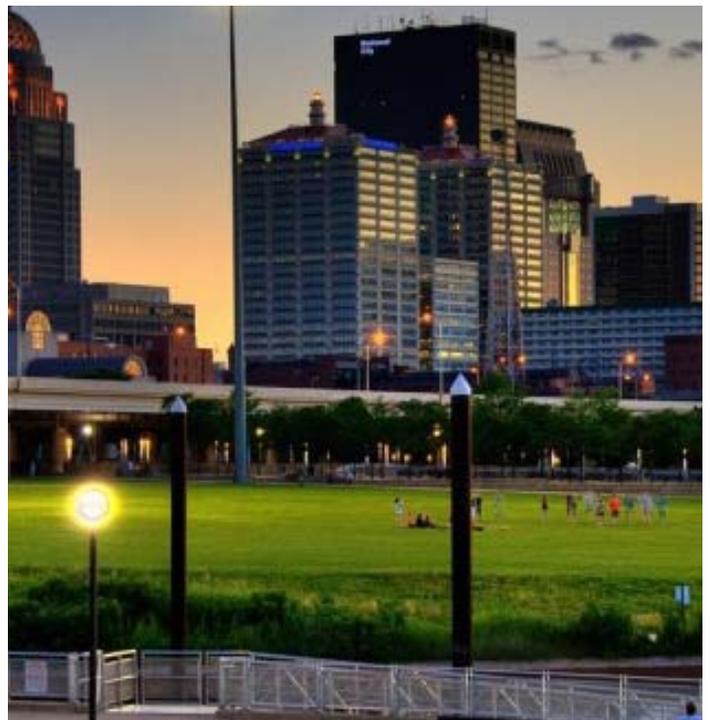
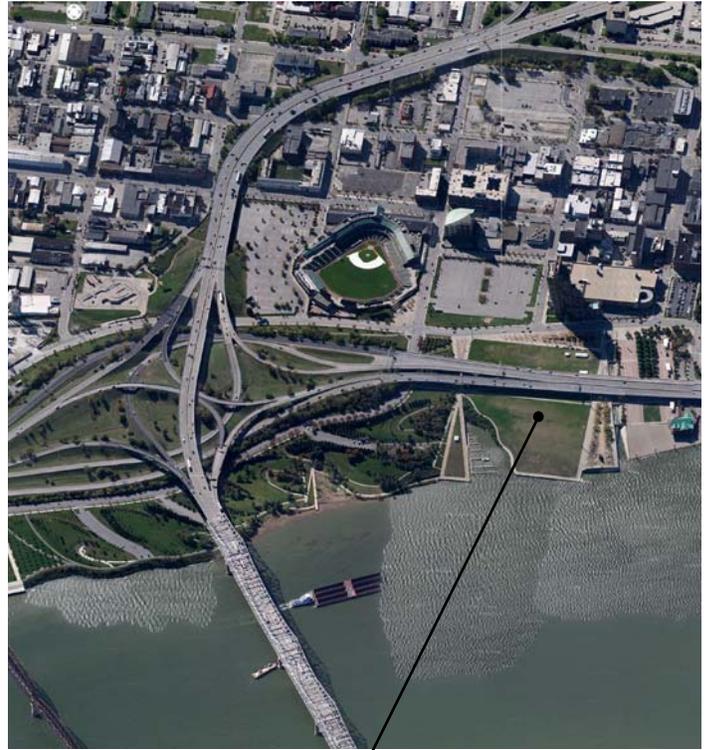
ONE RIVERFRONT

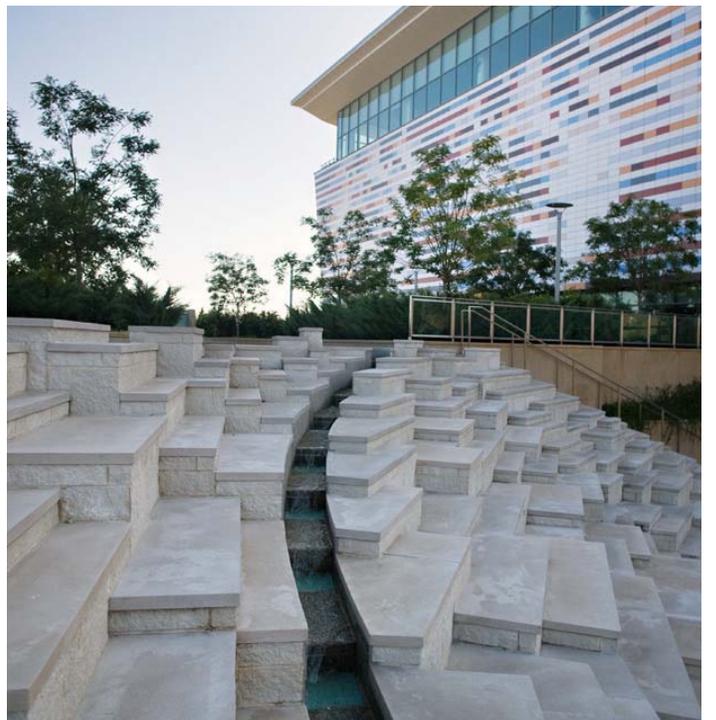
INTRODUCTION

Waterfront Park has been an amazing success, attracting 1.5 million visitors annually. The park, which is located on the northeastern edge of the Downtown core, is a draw on a daily basis, with popular riverfront trails, extensive children's play areas, and destination restaurants. With its panoramic views of the city and riverfront, the recently-opened Big Four pedestrian bridge over the Ohio River has become another major attraction for walkers, joggers and bicyclists. Although bisected by Interstates 64 and 65, and built around a highway interchange, the park successfully brings people to the riverfront and is home to numerous festivals and events such as the annual Forecastle Festival and the Waterfront Wednesday summer concert series.

Within the core of Downtown, there are numerous attractions adjacent to and on the riverfront. These include sports venues, numerous museums and cultural facilities which are predominantly located and oriented toward Main Street. On the riverfront itself the only major attraction is the Belle of Louisville and the Spirit of Jefferson riverboats that offer tours and excursions on the Ohio River. The Belvedere and Riverfront Plaza host many large events throughout the year from the Abbey Road on the River to WorldFest.

As the City and the Waterfront Development Corporation look to develop the Waterfront Park Phase IV and reconnect River Road to East Portland, there is a need to improve overall functionality and design of public space, roadway systems and the Riverwalk and Louisville Loop connections. The ultimate goal is a Downtown Riverwalk that is integrated into the urban fabric of Downtown and merges seamlessly with the high quality design and maintenance provided by the existing Waterfront Park. Visitors, residents and office workers alike should be able to access the Riverwalk along any point in Downtown and feel like they have arrived at Waterfront Park.





CONNECTIONS

A renewed focus on riverfront connections within Downtown Louisville represents numerous opportunities to not only improve local access in downtown and near neighborhoods, but also to become the hub of an emerging regional trail network that engages both sides of the Ohio River.

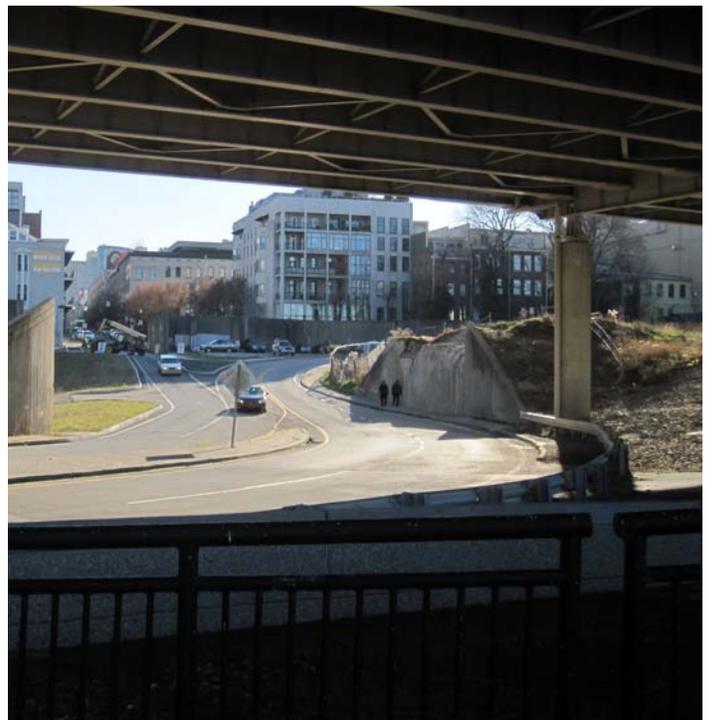
DOWNTOWN AND EAST PORTLAND

Within Downtown, these opportunities include improving connections between the existing Waterfront Park and the riverwalk, making clearer and more direct connections from Main Street and the Belvedere/Riverfront Plaza to the Riverwalk, and removing the barriers between Downtown and East Portland. Stronger connections between the Riverwalk and Waterfront Park will enable the energy of the 1.5 million annual visitors to extend into Downtown and better link the 67,000 office workers to this dynamic urban park space. More could also be done to connect the cultural and entertainment uses along Main Street to the riverfront through improvements to streetscapes and additional wayfinding. This has already been done successfully with the lighting and streetscape improvements to Second Street under the Clark Memorial Bridge, but more needs to be done to improve access across River Road to the Riverwalk itself. Connections to and from 4th Street, the Galt House Hotel, Riverfront Plaza and parking garages and the Belvedere could also be strengthened to better access the Riverwalk and more pleasantly allow visitors to get to the Ohio River and attractions such as the Belle of Louisville. Finally, there are long-planned River Road extension improvements that would directly connect East Portland to Downtown opening up this underutilized portion of the City and enabling its resurgence.

REGIONAL BIKEWAYS

The Louisville Loop and the Kentuckiana River Trail Downtown also represents a critical linkage in the regional bicycle trail system. The Louisville Loop runs through Downtown along the Riverwalk connecting from the Waterfront Park westward toward its current terminus at Riverside, the Farnsley-Moremen Landing 23 miles from the city center. The Louisville Loop is well identified with signage within Downtown, but wayfinding is made difficult by the lack a dedicated, continuous corridor for the Loop. Today the Loop must navigate around the Belle of Louisville, through parking areas, and underneath and around Belvedere columns and infrastructure. Along the Riverwalk, the Loop path is squeezed between I-64 columns and Riverwalk railings making it difficult to ride even single-file. The parking areas under I-64 and the 9th Street highway ramps also bisect the trail at certain points leading to the potential of parked cars blocking a portion of the trail.

The Louisville Loop also plays an important role in the completion of the planned Kentuckiana River Trail that links bike paths on both sides of the Ohio River in a 10 mile loop. With the completion of the Big Four Bridge and the Indiana landing, there are just a few missing links in this unique trail system. Connecting Downtown, Waterfront Park, Jeffersonville, The Falls of the Ohio and New Albany would create a new urban amenity and visitor attraction for the Ohio riverfront. The major remaining hurdle to this vision is the down-river connection between Indiana and Kentucky. The Kentucky & Indiana Railway Bridge represents the opportunity to complete this trail linkage, but further work is needed to partner with Norfolk Southern to make this a reality. Completing the Kentuckiana River Trail would not only benefit Downtown Louisville, but it would also serve to further connect those neighborhoods west of Downtown to the core and the emerging riverfront amenities.



INFRASTRUCTURE CONSTRAINTS

The Riverfront vision aims to address existing infrastructure constraints along the riverfront to enhance connectivity, usability, and cohesiveness along the length of the Ohio River. To better understand the intent of this vision for the riverfront, the plan has been divided into six areas.

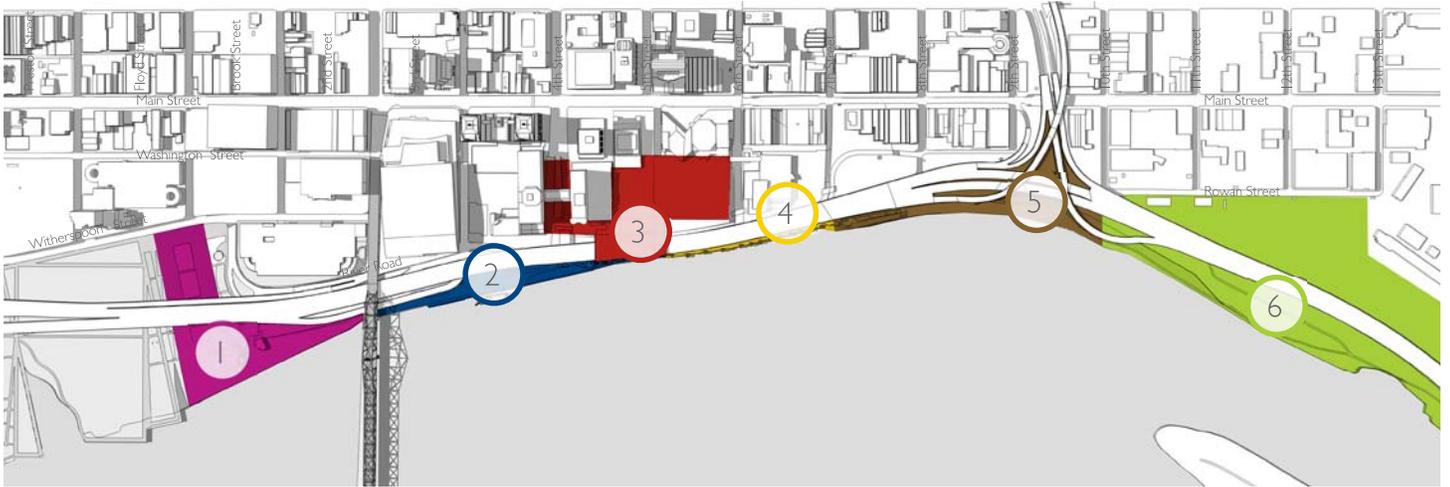
1. **Wharf:** The large plaza area around Joe's Crab Shack on the west end of the Waterfront Park is an opportunity to create a stronger connection to the park and the Downtown core. The current plaza is used as events space, but it is not active on a daily basis. Pedestrian and bicycle circulation through this portion of the Riverwalk is made more difficult by the parking lots and vehicle drop off areas that separate the Waterfront Park and the Riverwalk.
2. **Belle of Louisville:** The Belle of Louisville is one of the most iconic features along the Ohio riverfront and within Downtown Louisville. The area around the Belle of Louisville is geared toward vehicular drop-off for visitors, and as a result it is not a pedestrian-friendly space. This makes it difficult for visitors to enjoy the riverfront and the presence of this iconic riverboat. This condition also hampers wayfinding for users along the Riverwalk and the Louisville Loop.
3. **Belvedere and Riverfront Plaza:** While the Belvedere affords views of the Ohio River, the circulation system in and around this above-highway infrastructure is challenging on multiple levels. The stair system from the Belvedere level is confusing and indirect, and the elevators are in disrepair and are most-often out-of-service. The linkages between the Riverfront Garage and the Galt House Hotel are dark, wet, and uncomfortable spaces to navigate.

If the connectivity elements of the Belvedere are not challenging enough, the resulting spaces underneath the Belvedere and stairway system at the river level are severely

impacted. For three city blocks, the Belvedere creates a night-time condition that is made loud and uncomfortable by all of the highway noise being pushed down by the plaza space above. Riverwalk views are impeded by the XX columns for the Belvedere and its circulation system. This space is uninviting to visitors, covered in graffiti and other signs of disinvestment and provides ample hiding places for undesirables. Furthermore, the infrastructure for the Belvedere and circulation blocks the Riverwalk, hampering wayfinding and cutting off the remainder of the Riverwalk and connections to the west side of Downtown and East Portland.

4. **Riverwalk:** The Riverwalk west of 4th Street is constrained along the water's edge by highway columns that make the sidewalk and Louisville Loop path extraordinarily narrow. This condition is exacerbated by river views that are obstructed by the pylons in the river that protect the I-64 columns from being hit by barges and other river traffic. This makes connectivity along this portion of the Riverwalk especially challenging.
5. **I-64 and 9th Street Ramp Parking Areas:** As the Riverwalk continues west toward East Portland, it goes through several parking areas underneath the highway ramps. These parking areas also cut off River Road, which bends southward at 7th Street. Pedestrian connectivity to the Riverwalk from Main Street is difficult in this section due to the discontinuous street network, the lack of sidewalks and the parking lots that cut off the Riverwalk from Main Street.
6. **Waterfront Park Phase IV:** The Waterfront Park Phase IV site sits north of Rowan Street and the floodwall along the river's edge. Adjacent to the warehouses that make up East Portland, this vacant area has been recently acquired by Metro and the Waterfront Development Corporation is investigating park concepts.

IDENTIFICATION OF STUDY AREAS



1 Wharf



2 Belle of Louisville



3 Belvedere and Riverfront Plaza



4 Riverwalk



5 I-64 & 9th Street Ramp Parking Areas



6 Waterfront Park Phase IV

BENCHMARK PROJECTS

Cities of various sizes are rediscovering urban spaces once lost or obscured by decades-old transportation infrastructure. From abandoned railway corridors to spaces under congested elevated highways, these cities have found new and inventive uses for land once thought of as wasted space. The resulting projects have added new greenspace to their cities and incentivized new construction, often in the form of high-density and mixed-use development. The following case studies illustrate strategies that improve the quality of their urban environments, with a focus on increasing connectivity and walkability while engaging on environmental remediation. The approaches towards reimagining previously underutilized urban space vary from creating new linear parks to improving pedestrian amenities in the right of way. However, all projects are similar in that they recognize potential opportunities and challenge preconceived notions on the viability of their sites and the urban infrastructure that surrounds them.



THE CITY DECK – GREEN BAY, WI

Nestled in Green Bay's East Bank between Walnut and Main Streets, The City Deck was conceived as an urban boardwalk that embraces the Fox River. Lined with docking facilities in its 1860's heyday, this section of the waterfront was characterized by surface parking lots up until 2005. The design of The City Deck returns this site to its roots by adding piers and boating docks. Platforms extend up to 50 feet into the water and open the river for recreational uses. Along with new access points connecting the waterfront to the surrounding street network, the new park includes a staging area able to accommodate up to 1500 spectators

- Size: 2.5 acres
- Typology: Linear Park/Boardwalk
- Extents: 4 City Blocks
- Project Year: 2008 – 2010 (3 Phases)
- Cost: \$12 Million
- Amenities: Boardwalk, stage, docks, fishing piers, paved walkways, plazas, Free WIFI, bike racks
- Urban Infrastructure: Fox River



RIVERSIDE PARK SOUTH – NEW YORK CITY, NY

Conceived as a southward extension of the Frederick Law Olmsted-designed Riverside Park, the new Riverside Park South extends along the Hudson River from 59th to 72nd Streets in Manhattan. Now facing luxury high rises, the park is built on the site of a former train depot and houses a repurposed 715-foot wooden pier. Since its opening in 2001, the new green space has attempted to reconnect the Hudson River with Manhattan's Westside neighborhoods, overcoming the boundary created by the West Side Highway.

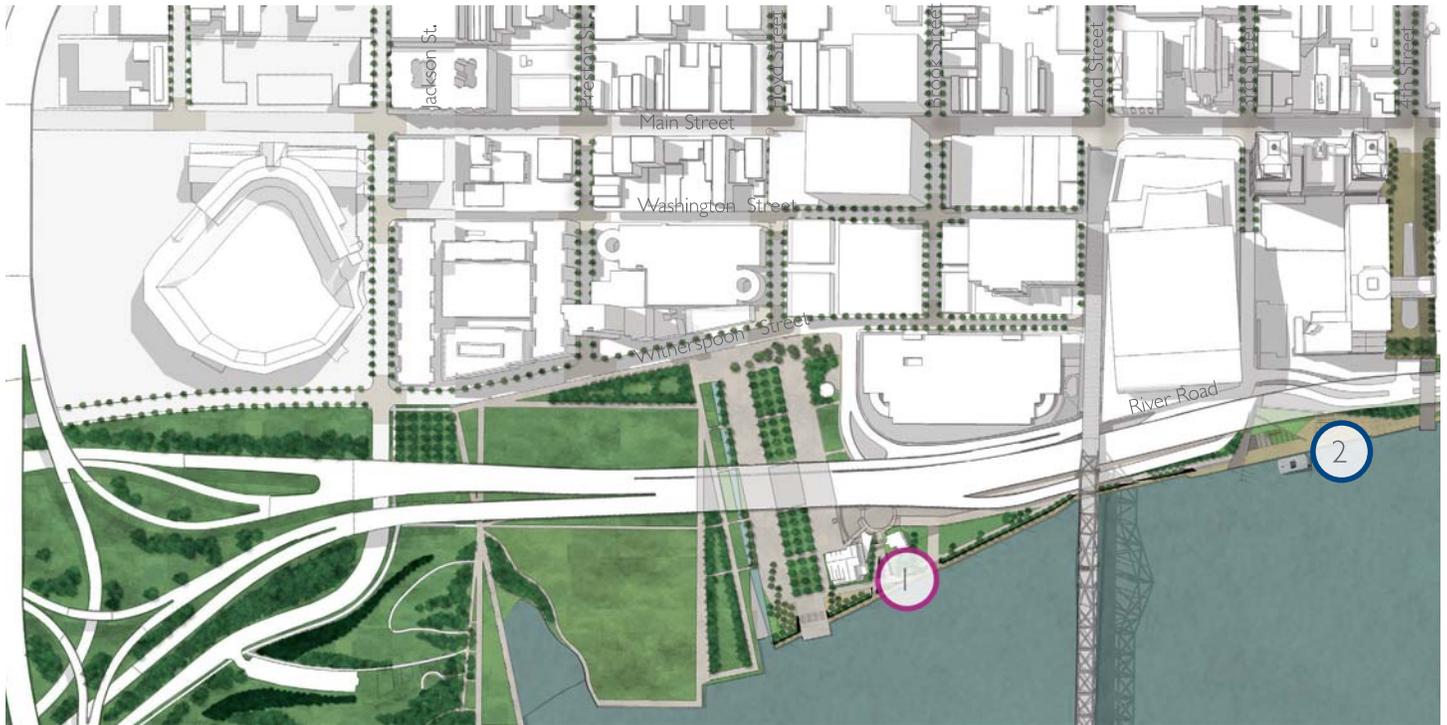
- Size: 27.5 acres (planned)
- Typology: Waterfront Park
- Extents: 13 Blocks
- Project Year: 2001 – Present (Seven Phases)
- Cost: \$62 million
- Amenities: Walking paths, terraces, lawns, recreation areas, boardwalk, repurposed pier, plaza, bike path, shading structures
- Urban Infrastructure: Westside Highway and Hudson River

BUFFALO BAYOU WALK – HOUSTON, TX

The portion of Buffalo Bayou Park between Sabine and Bagby Streets is an interconnected and walkable urban greenspace woven under an elevated freeway. Buffalo Bayou connects several Houston neighborhoods with the urban core, the Sabine-to-Bagby Promenade is composed of winding paths, pedestrian access to the street network, and a pedestrian bridge. The site's challenging features, including steep slopes prone to flooding, were transformed into an active waterfront suitable for recreational use. Freeway underpasses are brightened with a site-specific lighting design featuring a color scheme that changes in tandem with lunar phases.

- Size: 23 acres
- Typology: Linear Park
- Extents: 0.75 miles
- Project Year: 2006
- Cost: \$15 Million
- Amenities: Hike/Bike trails, public art, pedestrian bridge, canoe and kayak launches, outdoor lighting
- Urban Infrastructure: Interstate 45 and Buffalo Bayou

ONE RIVERFRONT VISION



The One Riverfront concept plan will not only tie all of the Five Neighborhoods to the riverfront, it will also accomplish the decades-long goal of extending River Road and building the Waterfront Park Phase IV. Connections to the Riverwalk could be simplified by potentially removing the “over-highway” portion of the Belvedere or by exploring opportunities to improve and renovate the existing system of stairs and tunnels that currently link visitors to the Riverwalk. In either case, solutions should be pursued that allow for a more intuitive pedestrian connection between the Belvedere and the Riverwalk Promenade. Establishing a consistent Riverwalk Promenade along the length of the Waterfront will strengthen connections both to the river itself, draw the energy of the Waterfront Park to the west, and solidify the Louisville Loop.

The six catalyst projects that are part of the One Riverfront Concept Plan are shown at right and are explained in greater detail in the following pages.



1 Riverwalk Enhancements



4 Riverwalk Promenade



2 Belle of Louisville Plaza



3 Reimagine the Belvedere



5 Greening the Highway/ Extend River Road



6 Waterfront Park Phase IV

RIVERWALK PROMENADE

THE ISSUE

The connection between the Riverwalk and Waterfront Park today is somewhat disjointed and can be unclear to visitors. Making a stronger connection will integrate the Waterfront Park with the Downtown riverfront and make it part of a cohesive park, trail and open space system along the Ohio River. Today, the space is comprised of a large paved area that leads from Witherspoon Street downtown to the water's edge. The main attraction is the Joe's Crab Shack restaurant, which is served by a parking area and drop-off at the north end of the park. Navigating this portion of the Louisville Loop is made difficult by the drives and parking areas that separate the Waterfront Park from the Riverwalk.

PROPOSED SOLUTION

To make a stronger, dedicated connection between the Waterfront Park and the Riverwalk, a new Riverwalk Promenade should be constructed that directly links these two important park and trail spaces through Downtown Louisville. Starting at Witherspoon Street, this dedicated Promenade would lead to the river's edge in front of the existing restaurant and activate this large, often vacant plaza space with trees and landscape planting, benches, bike racks and movable seating. The Promenade would continue along the Ohio River edge, with dedicated pedestrian space that is 40 to 50 feet wide along the length of the riverfront. This sets the stage for the establishment of a clear linkage between the Waterfront Park and the proposed Waterfront Park Phase IV.

The Louisville Loop would also be improved, with a clear connection that brings the path south down the edge of the Waterfront Park Phase IV along the existing water feature and then directly west along an upper path that is largely continuous along the length of the riverfront through to the proposed Waterfront Park Phase IV. This dedicated space will strengthen the usability of the Louisville Loop and enable it to be a true connector to the west side of Louisville.





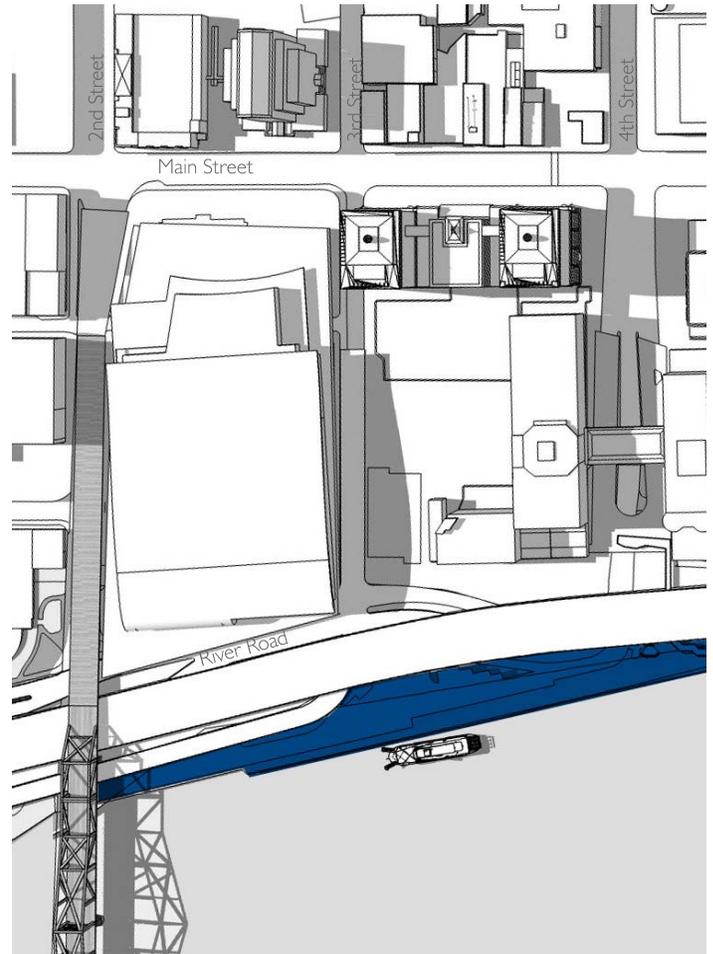
BELLE OF LOUISVILLE PLAZA

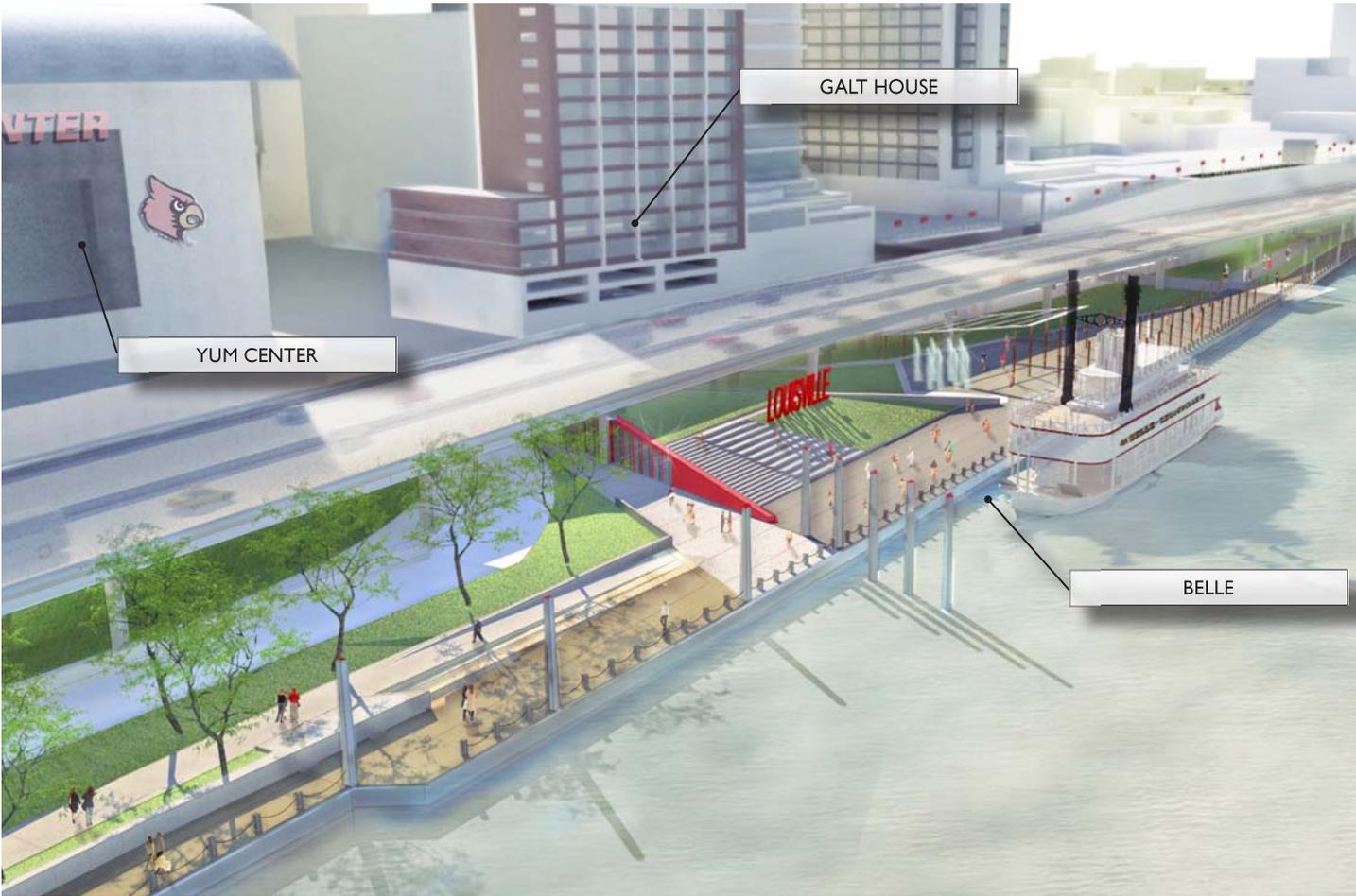
ISSUE

The Belle of Louisville is one of the most iconic moments along the Downtown Riverfront and attracts 83,000 visitors a year. Countless more visitors come down to the Ohio River simply to get a glimpse of this riverboat that represents a piece of the dynamic history of the city. Today, the area around the Belle of Louisville and the Pride of Jeffersonville is primarily auto-oriented, with difficult pedestrian connections from Main Street to the riverfront. To get to this area today, one has to navigate through parking areas and bus and vehicle drop off zones. While there are some seating areas, they are primarily located underneath I-64 and are not comfortable gathering spaces.

PROPOSED SOLUTION

The Belle of Louisville Plaza would create a true public gathering place that celebrates the Belle of Louisville and better serve the hundreds of thousands of visitors that take a trip or view this riverfront icon on an annual basis. This would transform the predominantly auto-oriented space today into a pedestrian friendly plaza that provides ample space for gathering and viewing this important historical landmark, but also helping to facilitate those taking a trip on the riverboat itself. Creating a public space as iconic as the riverboat itself will elevate this riverfront attraction, more clearly connect visitors and make the overall experience more impactful.





BELVEDERE IMPROVEMENTS

EXISTING CHALLENGES

THE ISSUE

The elevated public space between the Galt House Hotel and the Muhammad Ali Center and the Ohio River is made up of two distinct sections. Riverfront Plaza comprises the park, fountain and plaza space above the parking garage between the Galt House Hotel and the Muhammad Ali Center. The plaza space extending to the north, from the parking garage over I-64 and connecting below to the Riverwalk is referred to as the Belvedere. Over time, many in Louisville have come to call the entire space the “Belvedere.”

These spaces were constructed in 1973 and renovated in 1996 and provide spaces for large events, afford views of the Ohio River and ultimately serve to connect Main Street between 4th Street and 6th Street to the Ohio River and the Riverwalk. As Riverfront Plaza and the Belvedere approach 40 years of service, many have wondered about the future of this space and have desired a fresh look at how the city could better connect to its riverfront.

Louisville is not alone in this transition from riverfront industrial and transportation uses to restored waterways and greenway connections along river corridors. In Louisville, this reclamation of former industrial ground has already occurred at Waterfront Park Phase IV. In the Downtown core, I-64 is elevated over River Road and along the Riverwalk, making for a challenging condition that does not appear to be changing in the long-term. However, many cities have succeeded in restoring and remaking their riverfronts in spite of the existence of urban infrastructure. In fact, Louisville also offers an example of how to treat this unique urban space. The new Second Street streetscape improvements transformed the dark, uninviting space under the Clark Memorial Bridge into a pedestrian-focused street using artistic lighting and other elements to make for a dynamic pedestrian experience that connects the riverfront to the new Arena.



Working within these constraints, the planning team took a fresh look at the Riverfront Plaza/Belvedere spaces and how they connected the urban street grid to the Riverwalk and the greater Ohio Riverfront throughout the length of Downtown Louisville. The Belvedere was constructed to provide a large plaza and gathering space, mitigate the impact of I-64, and connect to the riverfront below. However, as this space has aged and ideas about riverfront connectivity have changed, there are numerous challenges presented by the current condition.

The Belvedere plaza space above the highway is used for events, but on a day-to-day basis is devoid of people. This large, vacant plaza space is devoid of planting and is a harsh pedestrian environment offering no seating, shade or other elements that make for an inviting space. As a means for connecting to the Riverwalk and Belle of Louisville below, the pedestrian circulation system is circuitous and confusing, providing no clear connection and wayfinding. An elevator system for handicapped or those not wanting to walk down several flights of stairs exists but is most often out-of-service.

At the river level, along the Riverwalk and River Road, the Belvedere creates three-blocks of darkness, even on bright

sunny days. The overhead structure also forces highway noise down onto the Riverwalk, making it an even more uninviting space. The additional columns and circulation infrastructure, also disconnect the Riverwalk, hamper views of the river and make it difficult for all but the seasoned visitor to continue along the riverfront to the West. This visual blockage and confusing circulation makes it impossible to have a truly connected Riverwalk system through Downtown and acts as a physical barrier to all points to the West.

Circulation is also challenged from 4th Street, the Galt House Hotel and the One Riverfront Plaza Garage. At the end of the Galt House Hotel "horseshoe" there is a set of stairs located off to one side that gets people down to River Road and the riverfront. There is no pedestrian access down 4th Street itself which connects to River Road. Those using the garage are directed to a loud, dark and damp system of ramps and tunnels that connect under I-64 to the mid-level of the stair system from the Belvedere above. This complicated and unfriendly system of circulation is often times the first experience of the riverfront for visitors to Louisville.



BELVEDERE IMPROVEMENTS

CELEBRATE RIVERFRONT ARCHITECTURE

The Riverfront Plaza and the Belvedere are surrounded by active, vibrant uses. The Galt House Hotel complex occupies the eastern edge and the American Life Insurance Building make up the southern edge of this park and plaza space. To the west is the Muhammad Ali Museum that has been recently connected to the Riverfront Plaza by a new pedestrian bridge. This riverfront architecture and built edge to the plaza and park space are essential to its success.

However, more could be done to celebrate this architecture and better integrate it with the park and plaza space. The Galt House Hotel is currently cut off from the Riverfront Plaza and Belvedere. While the separation of public and private spaces are necessary, making the hotel more transparent would benefit both the Galt House and wayfinding to the east toward the KFC Yum! Center. Hotel uses, such as a cafe, that activate the plaza space is one such possibility.

On the south side of the park and plaza the Mies van der Rohe designed American Life Insurance Building represents one of the most architecturally significant buildings downtown. The current condition of the plaza and park space takes away from the important presence of this building. Likewise, the park and plaza space could do more to take advantage of the activity taking place at the Kentucky Center for the Arts. Events should be able to spill out on the Riverfront Plaza space, making the building more two-sided and further taking advantage of this downtown open space.

The new pedestrian bridge connection to the Muhammad Ali Museum increases accessibility and ties this important building and attraction into Riverfront Plaza. The design of the pedestrian bridge and the plaza space around the building sets a new standard for landscape and architectural improvements to this elevated downtown park space.





BELVEDERE IMPROVEMENTS

IMPROVEMENT OPTIONS

Acknowledging the issues and opportunities that currently exist at Riverfront Plaza and the Belvedere in terms of both design and maintenance and the lack of connectivity at the Riverwalk level, the planning team began to study a variety of potential improvement options that need to take place to ensure the long-term success of the downtown riverfront. Four different improvement possibilities were considered, each of which is summarized below and in a series of diagrams over the next few pages.

OPTION 1: IMPROVE MAINTENANCE

Retain the existing design of the Riverfront Plaza and Belvedere. Focus on a maintenance plan and develop a funding mechanism to improve landscape and hardscape conditions. Replace and/or repair existing circulation system of elevators and stair so they are operable and safe. Develop a wayfinding and signage program.

OPTION 2: RECONSIDER CIRCULATION

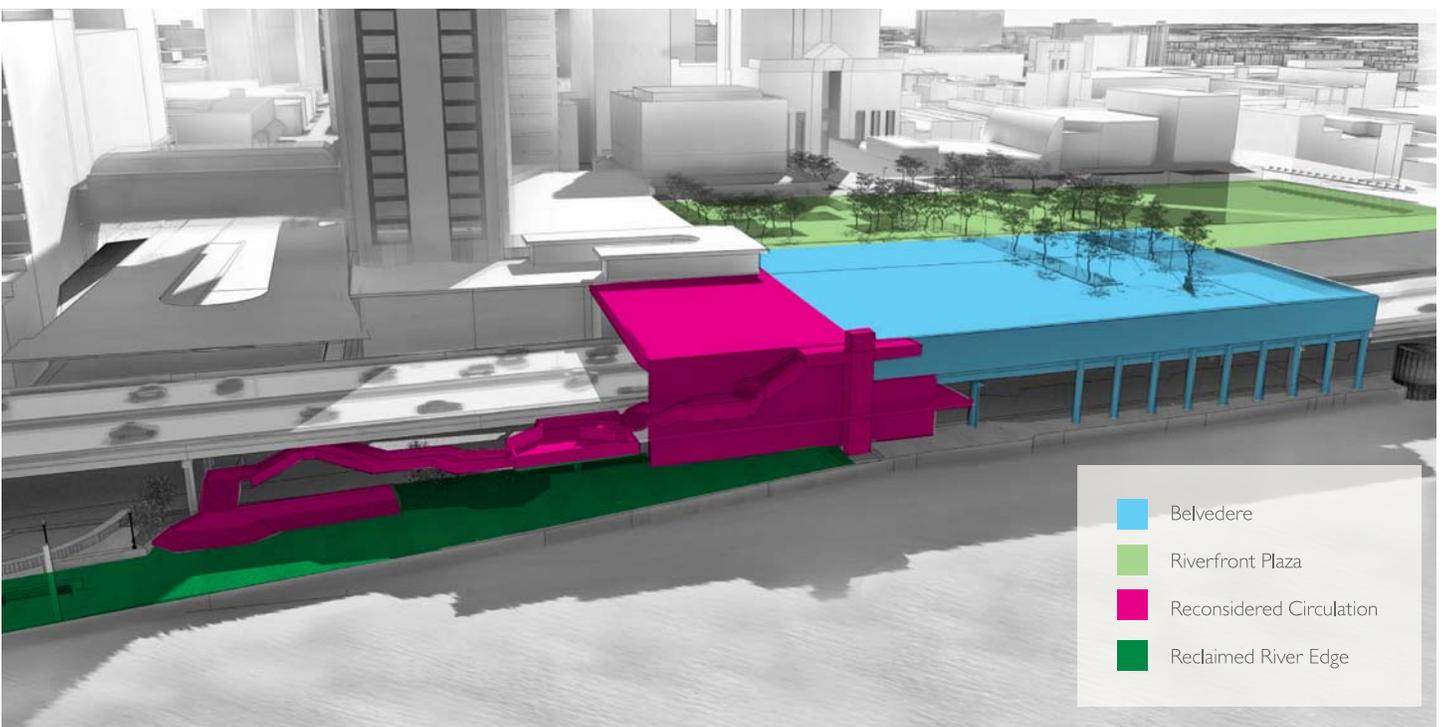
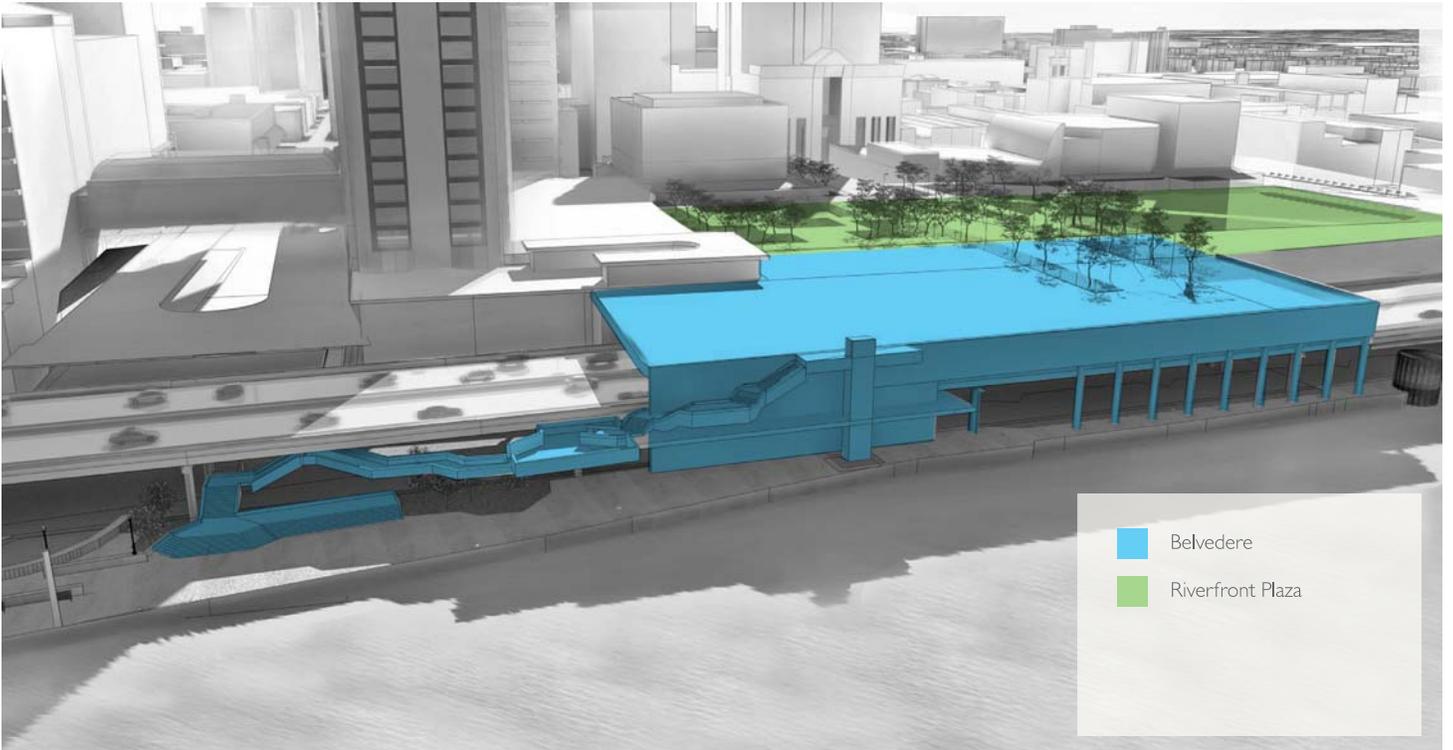
This option builds on Option 1 by reconsidering the current pedestrian and ADA circulation system entirely. This could include a redesign of the current stair layout and the elevator core to reduce the amount of infrastructure at the river's edge. A more elegant solution to this problem could allow for better access and clearer wayfinding from the Belvedere and Fourth Street. This would also likely involve adjustments to a portion of the Belvedere as well, but provides an opportunity to rethink the design and use of this large plaza space.

OPTION 1: IMPROVE MAINTENANCE

- Develop a Maintenance Plan
- Properly Fund Programming and Landscape Improvements
- Renovate/Repair Existing Circulation Infrastructure

OPTION 2: RECONSIDER CIRCULATION

- Study the Redesign of the Pedestrian and ADA Circulation System between the Belvedere and 4th Street
- Improvements to Riverwalk
- Study Potential Design Changes to the Circulation Portion of the Belvedere



BELVEDERE IMPROVEMENTS

IMPROVEMENT OPTIONS

OPTION 3: REIMAGINE THE BELVEDERE

Option 3 builds on the previous options and takes Option 2 one step further, addressing both the current circulation system's impact on the Riverwalk below by removing the Belvedere and reimagining its use. Circulation would be moved to the side of the One Riverfront Garage with a system of ramps that connect to 4th Street and River Road. This allows for the removal of the Belvedere columns and circulation infrastructure that adversely impact the Riverwalk. A portion of the Belvedere would be preserved as a "prow" that extended over I-64 along the 5th Street axis.

OPTION 4: REMOVE THE BELVEDERE

This option removes the entire Belvedere and forgoes the "prow" option to focus on a landscaped edge for the Riverfront Plaza and ramp circulation system.

NEXT STEPS

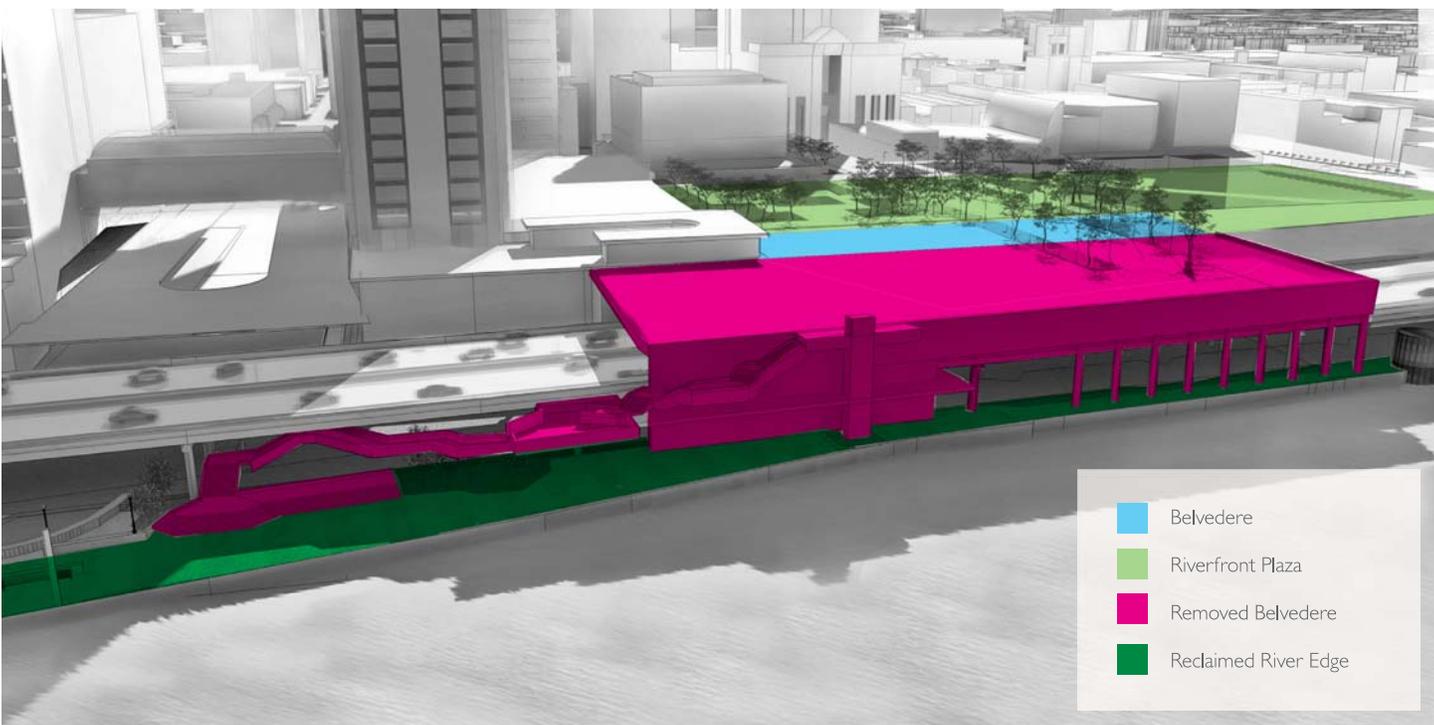
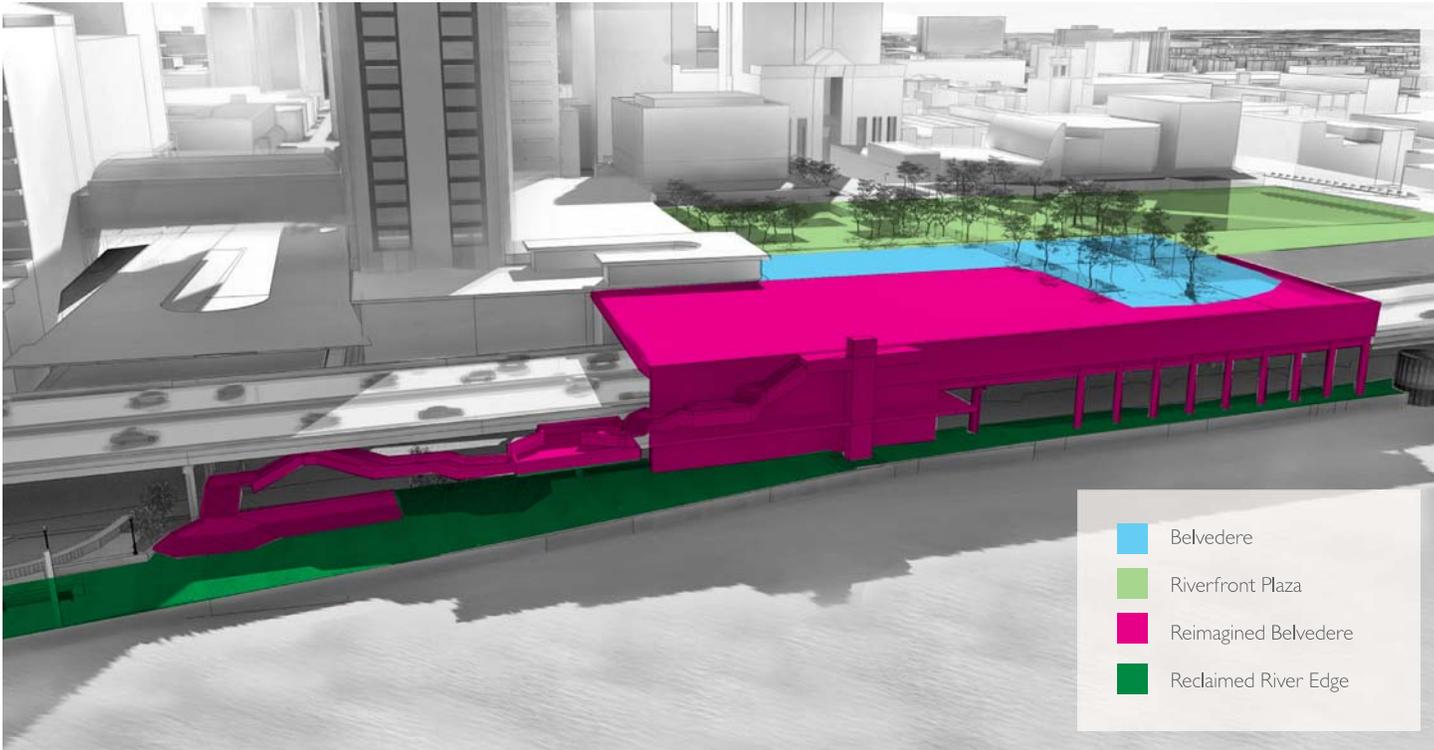
For the purposes of this effort, the planning team has illustrated Option 3: Reimagine due to its ability to preserve the design intent of the original Belvedere design and open up access along the Ohio River and Riverwalk. Enabling these connections, especially in light of planned investment in the Waterfront Park Phase IV is critical. However, all four options have elements that may be considered in the future as the planning process moves ahead. Additional community conversation and detailed design and engineering work will be needed to assess the opportunity and constraints associated with any improvements.

OPTION 3: REIMAGINE THE BELVEDERE

- Study the Potential of a New Circulation System that would be made Possible by Scaling back the extent of the Belvedere
- Improvements of the Riverwalk from the Belle of Louisville to Sixth Street made Possible by the Removal of Columns that Support the Belvedere.
- Construct a new Belvedere "Prow" Along the 5th Street Axis that preserves Ohio River Views.

OPTION 4: REMOVE THE BELVEDERE

- Removes the Belvedere
- Replaces Belvedere "Prow" with Riverfront Plaza edge landscaping



REIMAGINE THE BELVEDERE

ENABLING RIVERWALK CONNECTIONS

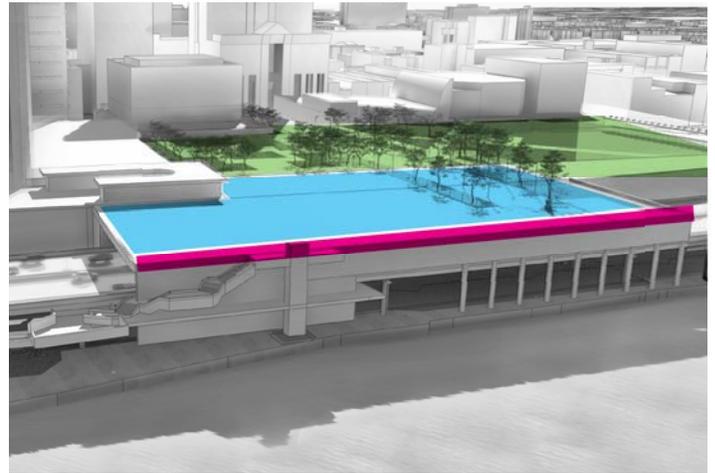
PROPOSED SOLUTION

The removal of the Belvedere over I-64 allows for a more open and accessible riverfront. The removal of the columns to support the Belvedere and the concrete infrastructure for elevators and stairs, frees up space along the river's edge and eliminates visual clutter. The result is a riverfront view that is unobstructed and a Riverwalk that is continuous along the river's edge. This additional green space and Promenade space along the Ohio River makes a more direct connection to both the existing Waterfront Park and to the west toward the proposed Waterfront Park Phase IV. Without this clear connection, Downtown is largely cut off from both important green spaces that have the potential to book-end Downtown and finally create a seamless waterfront experience along the length of downtown and into its eastern and western neighborhoods.

A new ramp system could replace the circuitous stairs that exist today, connecting directly to the riverfront from multiple levels along Riverfront Plaza, the garages and 4th Street. A new vertical circulation core could provide elevators and architecture at the terminating vista of 5th Street that draws people to this new system of movement along the riverfront. While views of the river over the highway would still exist from the Riverfront Plaza, a new Belvedere Prow featuring the existing George Rogers Clark statue would extend from this point over the highway to afford additional views of the river. Along the 5th Street axis, this walkway would be 50 feet wide, expanding to 100 feet wide at the prow.

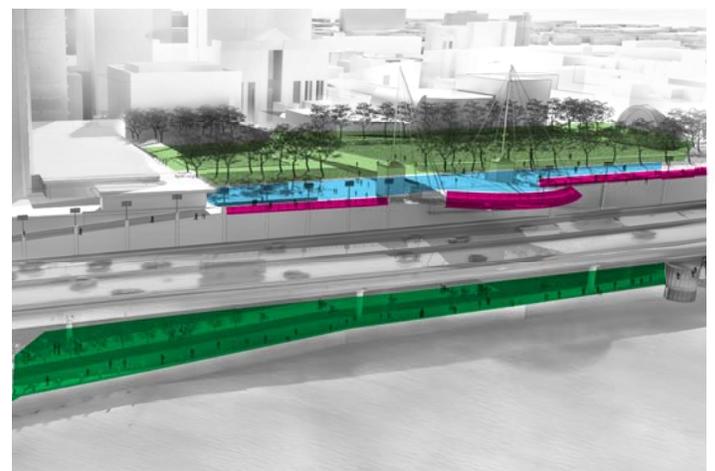
The existing Riverfront Plaza could remain, but be made more functional for events and large gatherings. New landscape plantings along the edge of Riverfront Plaza would be transparent enough to preserve views, but still provide a buffer to highway noise.

This design reinterprets the original Belvedere. Elevated views of the Ohio River are preserved and access to the river level is enhanced to allow for an experience that is more comfortable, usable and connected to the river itself.



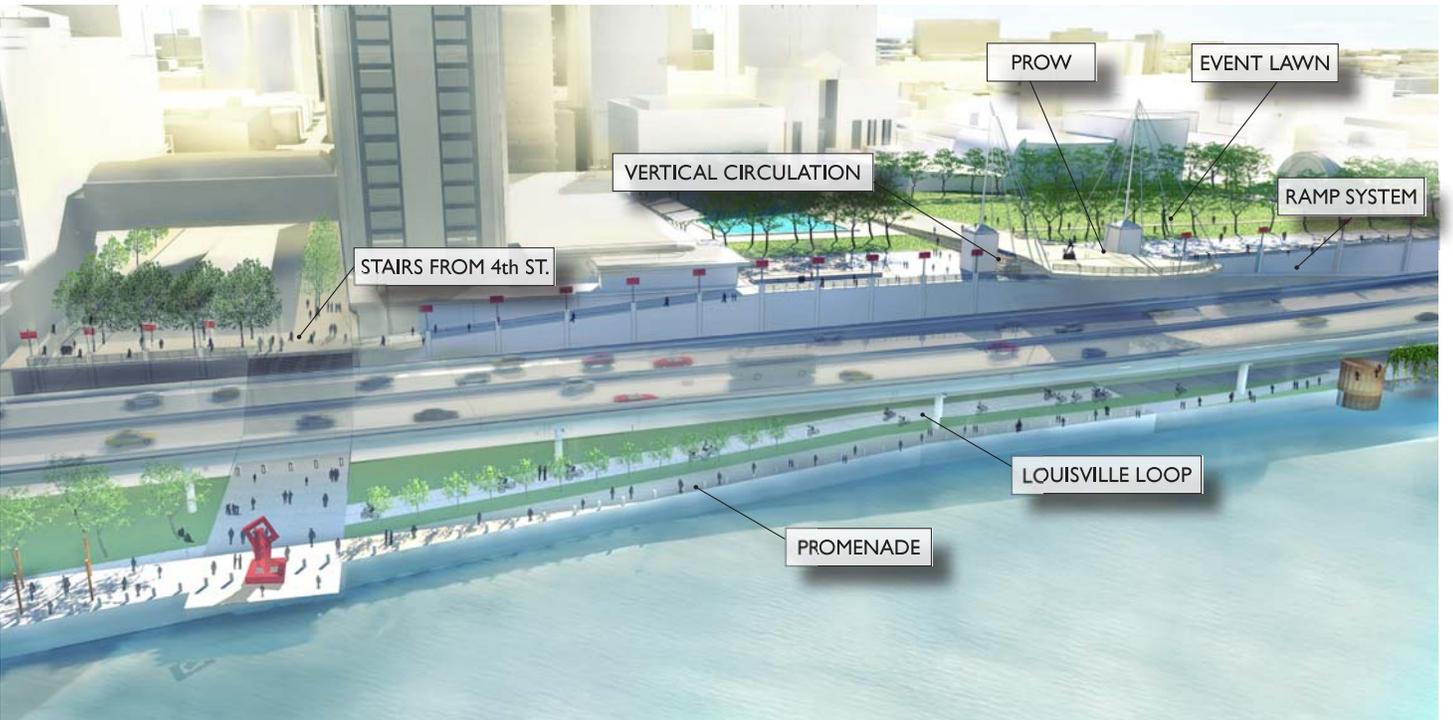
Existing Edge Condition

- Existing Riverfront Plaza
- Existing Belvedere
- Existing Plaza Edge



Proposed Edge Condition

- Proposed Event Lawn
- Proposed Plaza
- Proposed Edge
- Proposed River Edge



REIMAGINE THE BELVEDERE

A MORE FUNCTIONAL EVENT LAWN

PROPOSED SOLUTION

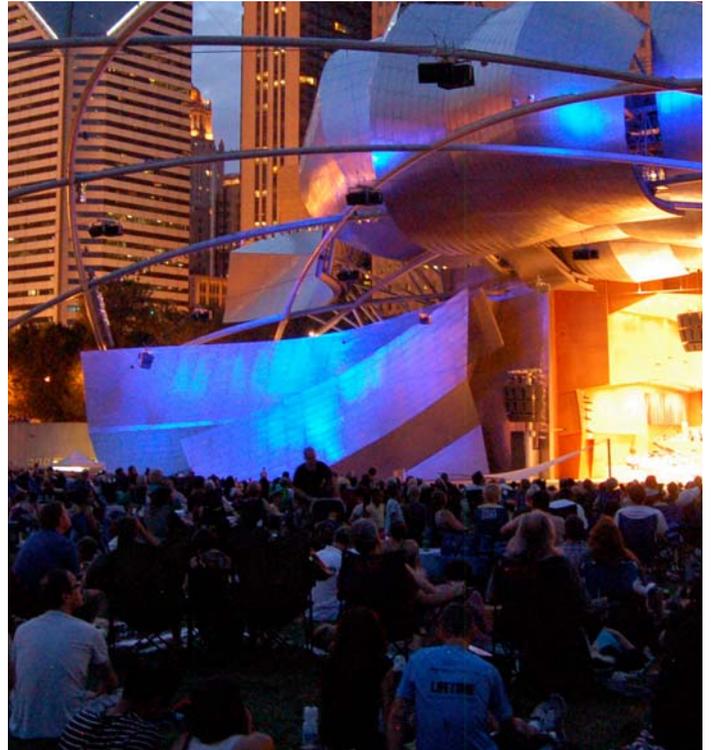
In addition to improved connections, the changes to the Riverfront Plaza/Belvedere will allow for a more usable event space. By removing the Belvedere over I-64, the need to make multiple grade changes across Riverfront Plaza is eliminated, enabling a much more uniform, usable plaza space for accessibility and events.

This simplified plaza and green space retains much of the same elements as it does today, but with more functional spaces. The existing fountain areas would be transformed into an interactive water feature that has pop-jets and a shallow pool of water across its length. This fountain will draw people to the space and be active on a daily basis.

The existing event lawn would be enlarged and with a new bandshell on the western end of the lawn that could be used for special events and gatherings such as movie nights and concerts.

Landscaping would exist along the edges of the lawn. On the south side of the lawn, this allee of trees would provide a shaded connection between the Muhammad Ali Center and the Galt House Hotel and complement the plaza area surrounding the American Life Insurance building. On the north side of the lawn, another allee of trees would provide shaded seating areas and a planter along the edge of Riverfront Plaza would buffer highway noise, while still allowing views of the Ohio River.

Along the 5th Street spine of Riverfront Plaza, a new walkway would connect Main Street to the elevator, ramp and stair system and to the prow that overlooks the river. The sculpture of General George Rogers Clark would remain in the same prominent location as a linkage to the river history of Louisville.





REIMAGINE THE BELVEDERE

VIEWS FROM RIVERFRONT PLAZA

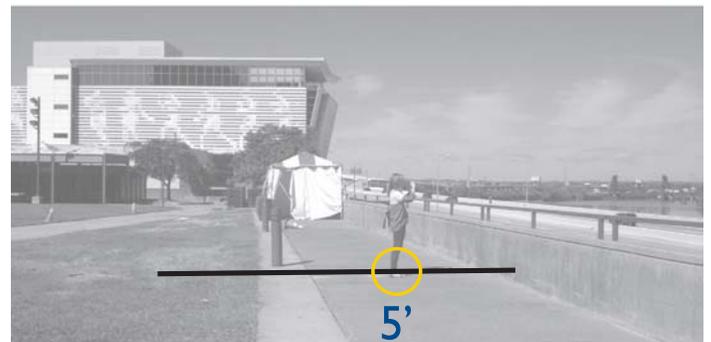
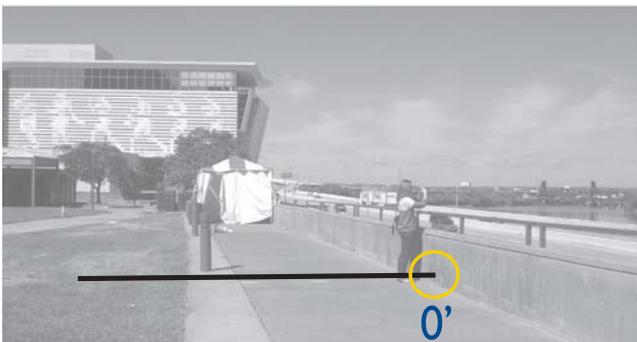
PROPOSED SOLUTION

Cognizant of the need to retain views of the Ohio River, the planning team developed solutions to enhance conditions along the edges of the Riverfront Plaza. While elevated above the highway level today, landscape improvements can be made to improve views along the frontage of the plaza space. A landscaped edge to the plaza not only provides needed shade and seating areas, but also provides a buffer to highway noise. It also places pedestrians farther back from the edge, allowing for uninterrupted views of the river along the entire length of Riverfront Plaza.

When combined with the prow and the river level views along the Riverwalk, far more of the Ohio riverfront is showcased under this new design concept for Riverfront Plaza.

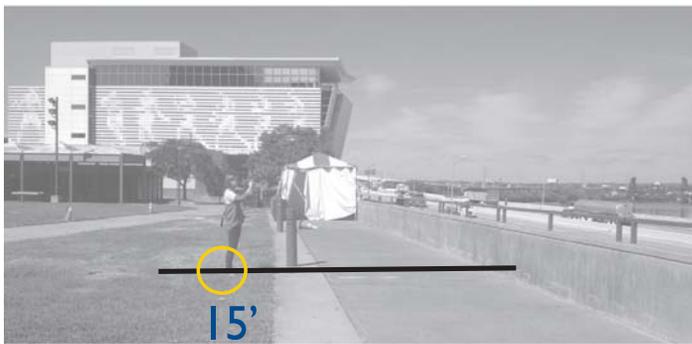
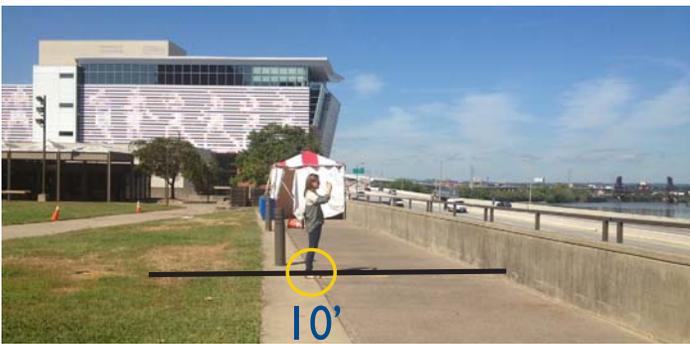


DISTANCE FROM WALL



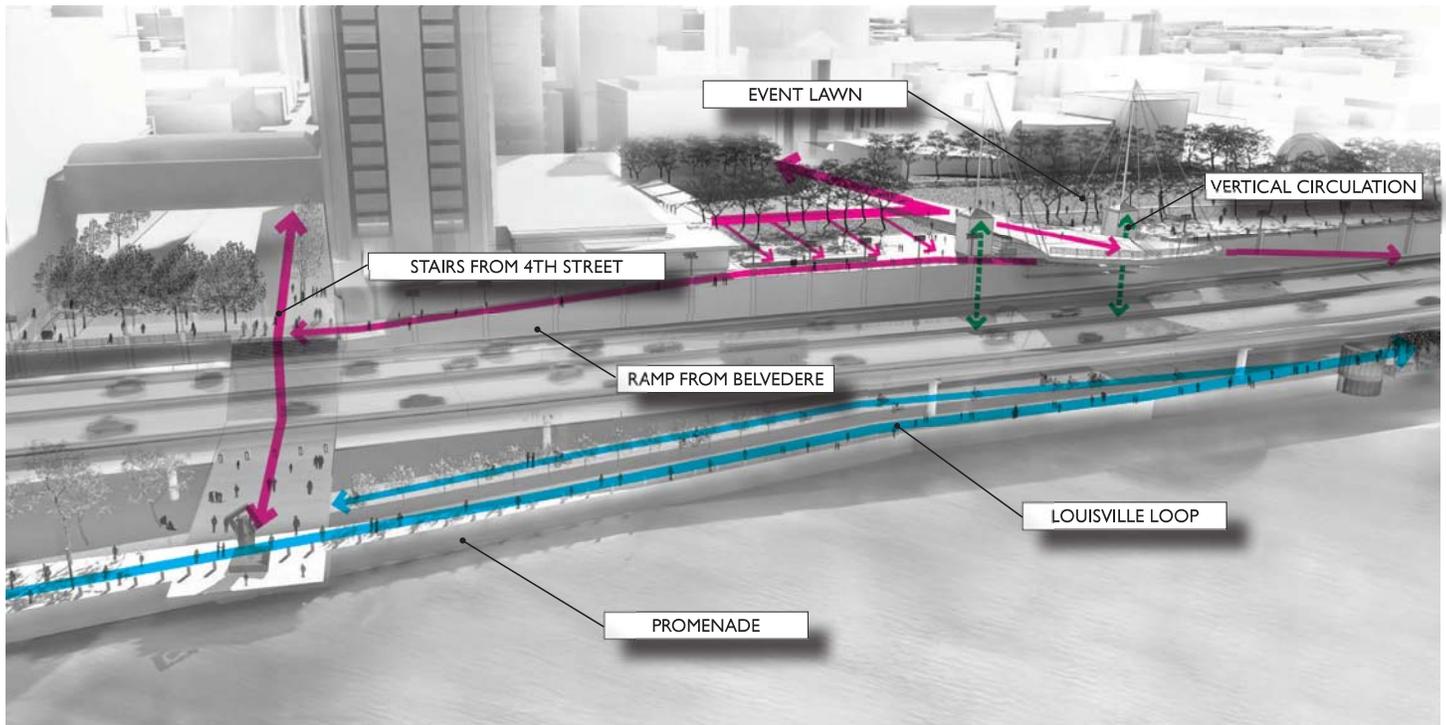
VIEW OF RIVER





REIMAGINE THE BELVEDERE

CIRCULATION



PROPOSED SOLUTION

The removal of the Belvedere above I-64 provides for a new system of connections from Riverfront Plaza, 4th Street, Galt House Hotel and garage and opens up space along the Ohio River to allow the Riverwalk to be continuous along the entirety of downtown. At the time of the Belvedere construction, there was still an active railway line that was adjacent to River Road. This drove the pedestrian connection to occur on the river side of River Road. Today that railway line is gone, freeing up a zone of space alongside the One Riverfront Plaza garage that could be now used for pedestrian circulation (ramps and elevator).

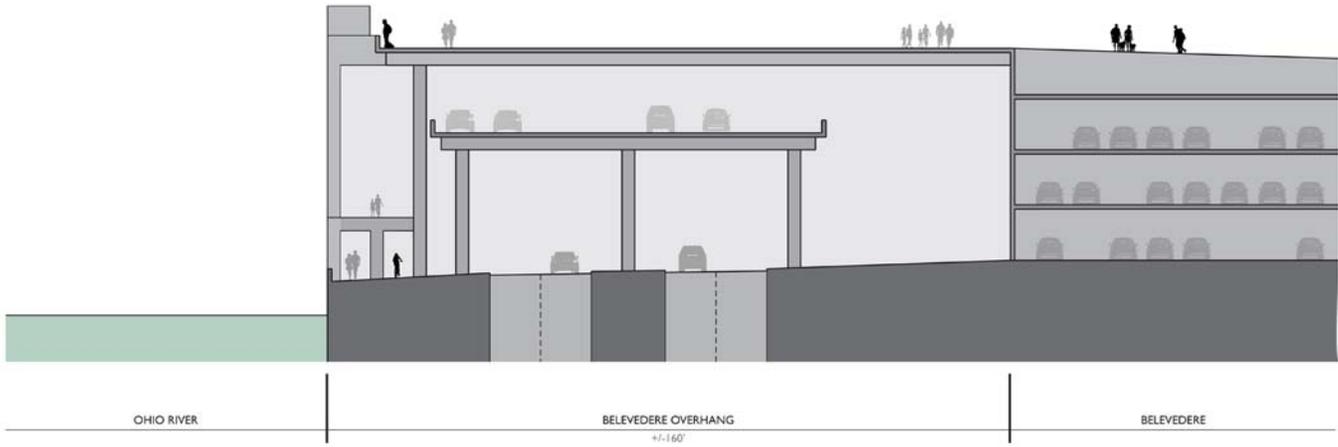
This new ramp system runs east-west allowing for ADA and bicycle access to and from Riverfront Plaza from 4th Street to 6th Street. The Galt House Hotel is now connected by grand stairs on the west side of 4th Street that provide a direct and clear connection to the Riverwalk and the Ohio River.

Along the existing 5th Street axis, there is a system of stairs and elevator that provide access to the prow level, the plaza level, all garage levels and the Riverwalk.

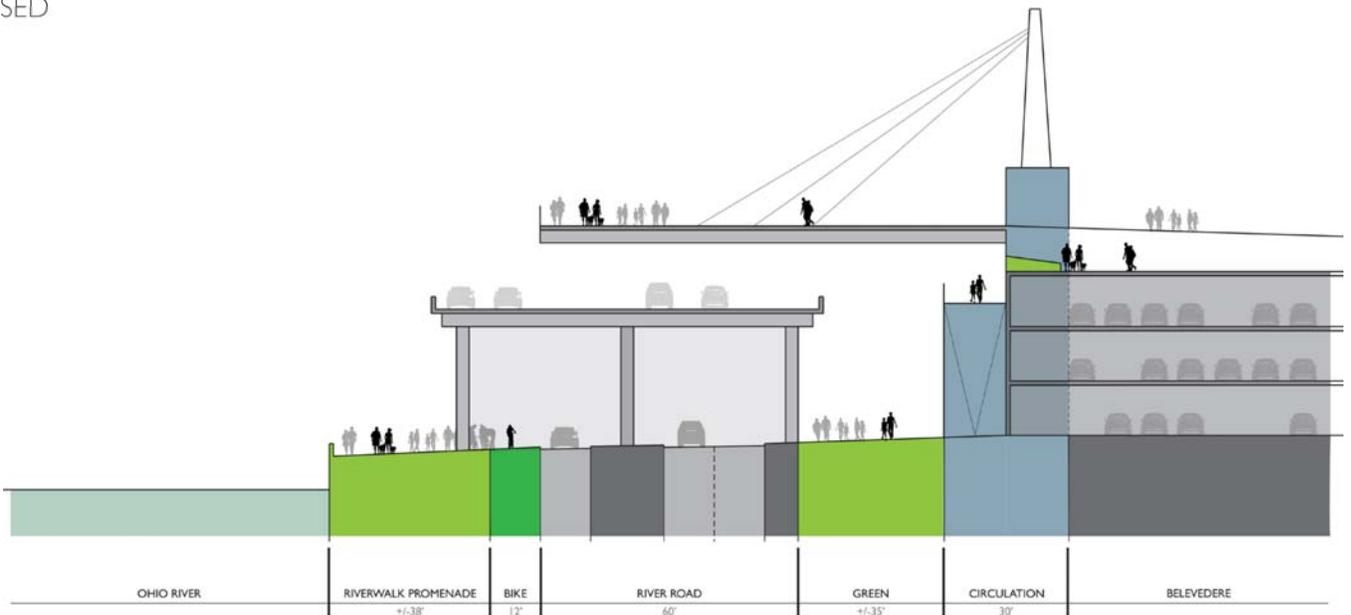
At the river level, the removal of the current system of stairs, elevator, tunnels, landings and support columns frees up space for the Riverwalk to offer unobstructed access and views of the riverfront. The Riverwalk can now continue past the Belle of Louisville west toward the proposed Waterfront Park Phase IV. To allow for a continuous and comfortable Louisville Loop and to separate it from pedestrian circulation, one lane of River Road west of 4th Street has been removed.

Alongside the garage and the new ramp system there is now additional green space that provides a buffer for pedestrians from the roadway and highway infrastructure.

EXISTING



PROPOSED



RIVERWALK ENHANCEMENTS

ISSUE

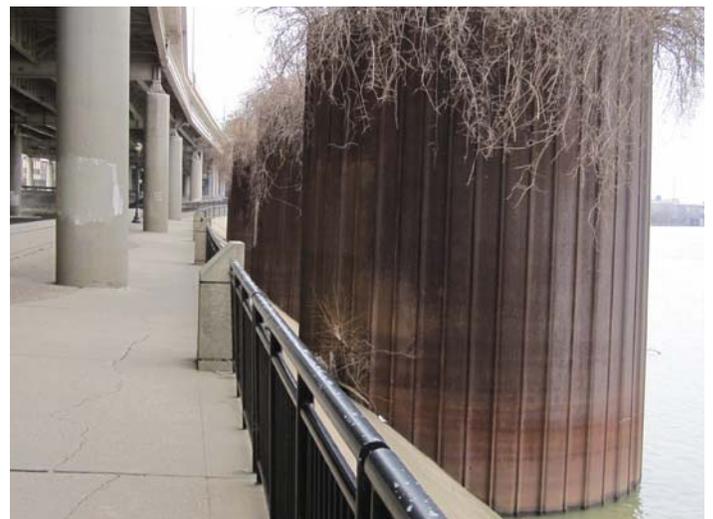
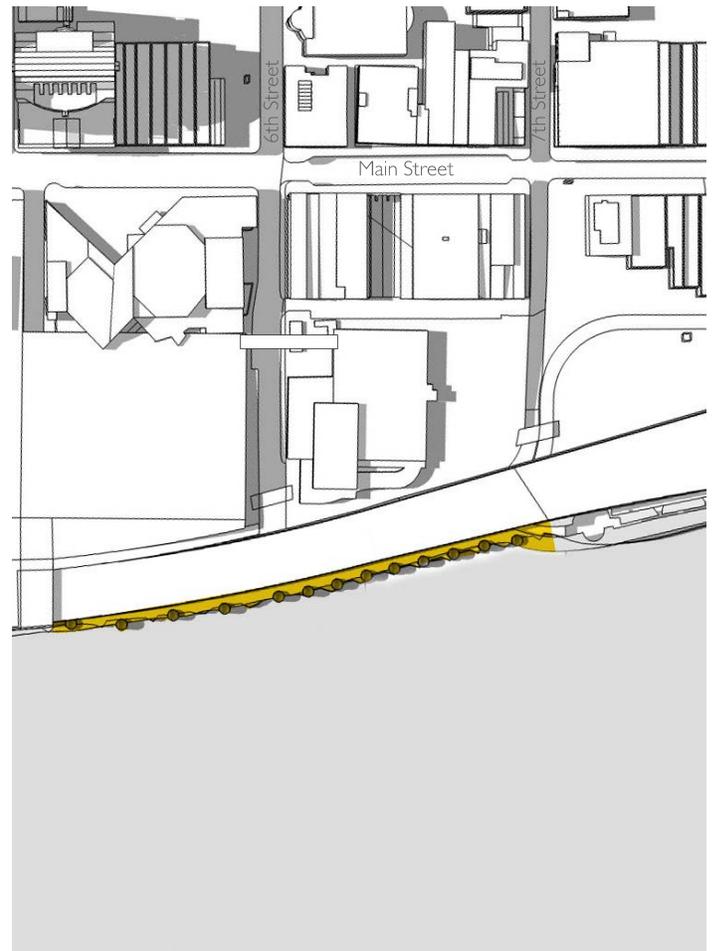
West of the Belvedere, the width and usability of the Riverwalk and Louisville Loop is constrained by the support columns of I-64. River Road is directly adjacent to the Riverwalk and is separated from the sidewalk by Jersey barriers. This condition is further exacerbated by the pylons in the river that protect the I-64 columns from being damaged by river traffic.

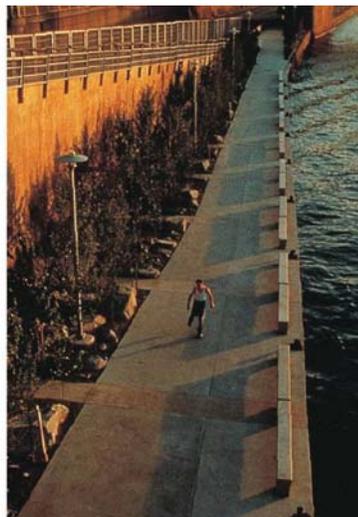
PROPOSED SOLUTION

West-bound River Road west of 4th Street is not as heavily used by commuters as the east-bound lanes of River Road. Removing one west-bound lane west of 4th Street would allow the dedicated Louisville Loop path to use this space formerly occupied by an automobile lane. Using this lane for the Loop will create a more consistent and usable path width, increasing usability and enabling greater connections to the west side of Downtown and to East Portland.

To address the column issues from I-64 and the river pylons, deck spaces have been added that provide increased access to the riverfront for visitors. Similar the spaces that jut out into the river today along the Riverwalk, these unique spaces would be built in between and set back from the leading edge of the pylons to maintain protective capabilities. These 8 additional deck spaces not only improve views of the Ohio River, but they provide additional opportunities for landscaped and seating spaces.

Additional improvements that need to be made along this corridor include marked and signalized pedestrian crossings at each intersection that make the pedestrian experience to and from Main Street as clear and connected as possible. Enhanced wayfinding should also be included to enable users to easily access destinations along Main Street. Since the majority of this area is under I-64, enhanced lighting similar to Second Street will be necessary to make the spaces feel more comfortable and inviting.





GREEN HIGHWAY AND EXTEND RIVER ROAD

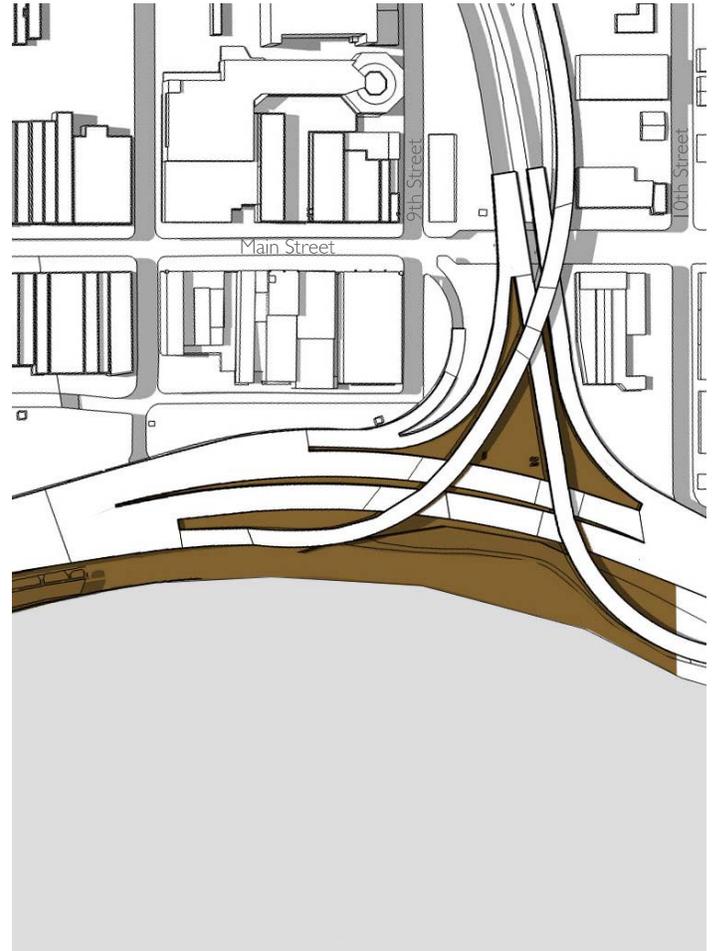
RESTORE THE URBAN STREET GRID

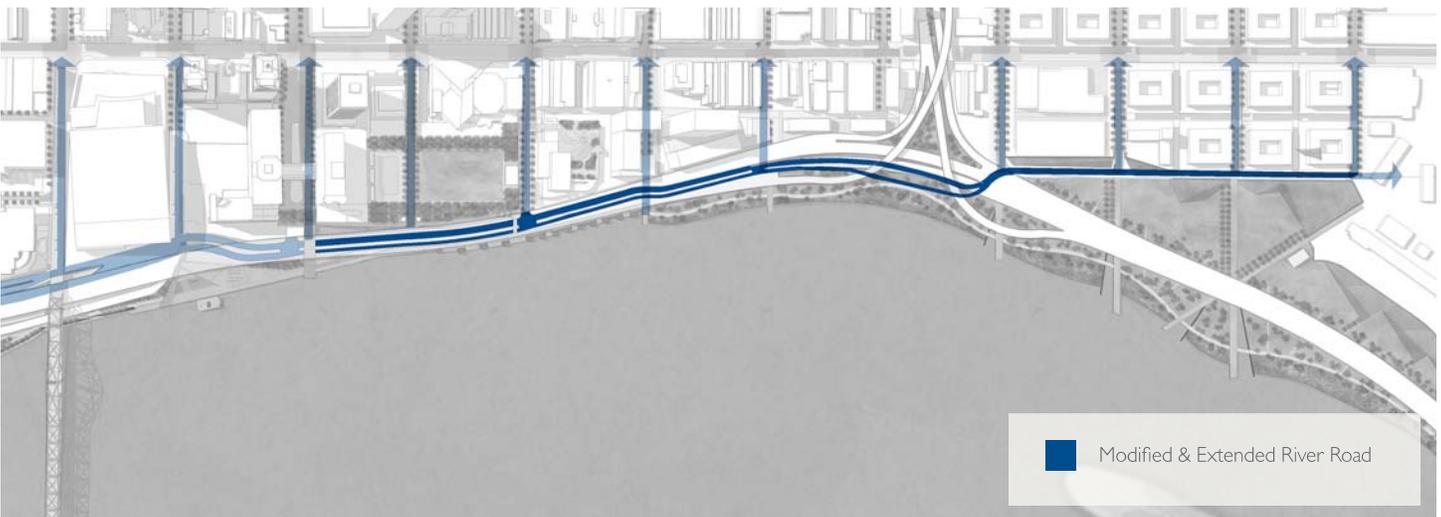
THE ISSUE

River Road currently curves to the south and reconnects with the downtown street grid at 7th Street. This disjointed street system hampers accessibility to Main Street for both pedestrians and vehicles and results in inefficient parcels of land. West of 7th Street, this area under I-64 is a confusing collection of individual parking lots and driveways. This not only disconnects pedestrians from the street grid, it also cuts them off from the Riverwalk. The parking areas also encroach on the Riverwalk and Louisville Loop, hampering access and making it difficult to discern between parking lots and the pathway system. Along the river edge is a concrete revetment littered with trash and weeds that slopes down to the river's edge. As a result, this area of the Riverwalk is the most run-down and unkempt part of the Downtown riverfront. Given its proximity to numerous museums and cultural attractions and its incredible views of Downtown, this area should be more inviting to visitors and take advantage of the fact that its location offers some of the best views of Downtown along the riverfront.

PROPOSED SOLUTION

Connecting River Road to the west has been a long-held goal for the city of Louisville. Increasing connectivity and access to the west side of the City, and in particular, the East Portland neighborhood is critical to the revitalization of this area. With the proposed Waterfront Park Phase IV in about to begin the concept planning stages, now is the time to reconsider the connection of River Road. Doing so will not be without its challenges. The road will have to be aligned to fit between the existing I-64 columns and it will require the demolition of the current parking lots that use this space. While the loss of parking will need to be studied to ensure that any critical supply can be handled elsewhere, the removal of this impervious surface will be an important step forward in terms of sustainability.



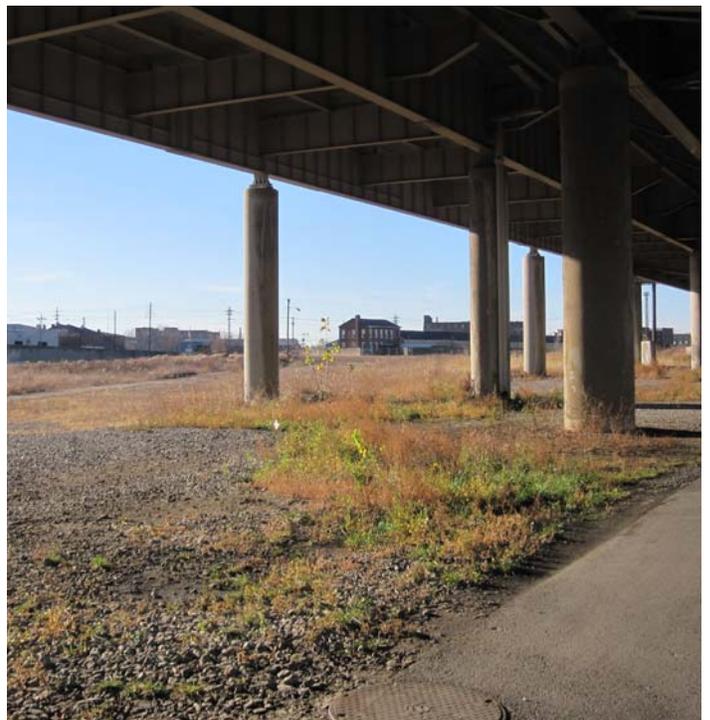


GREEN HIGHWAY AND EXTEND RIVER ROAD

INTRODUCE SUSTAINABLE GREEN SPACE

Replacing the existing series of parking lots with landscape that is engineered and designed for stormwater infiltration will not only add needed green space to this part of Downtown, it will also enable the Metropolitan Sewer District reduce its Combined Sewer Overflows by handling stormwater from surrounding streets and highways on-site. Because of the greater height of the highway and ramps in this location, these areas get more light, allowing for more extensive green spaces that would enhance the Riverwalk experience and make the reconnected River Road corridor more of a parkway-style setting.

Additional opportunities for green space exists along the Ohio River edge as these ramps and highway shift to the south, opening up daylight for a larger section of the Riverwalk. This condition could be further improved by replacing the existing concrete revetment with river's edge landscape that tolerates the fluctuating river levels. These new green spaces will create a signature green linkage to the Waterfront Park Phase IV both along a reconnected River Road and along the Riverwalk and Louisville Loop.





WATERFRONT PARK PHASE IV

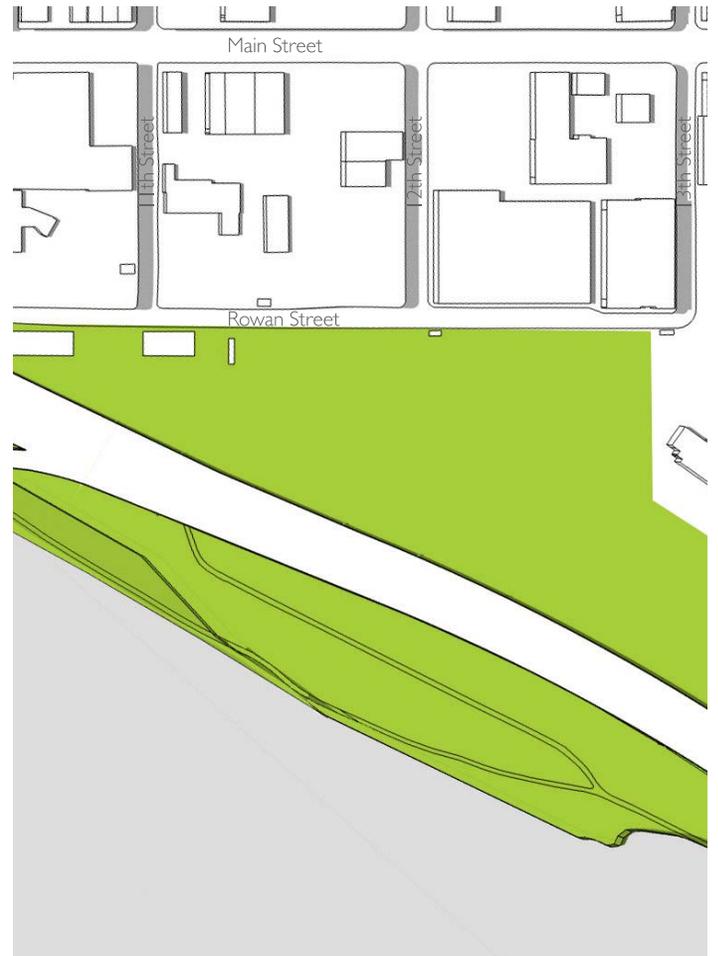
THE ISSUE

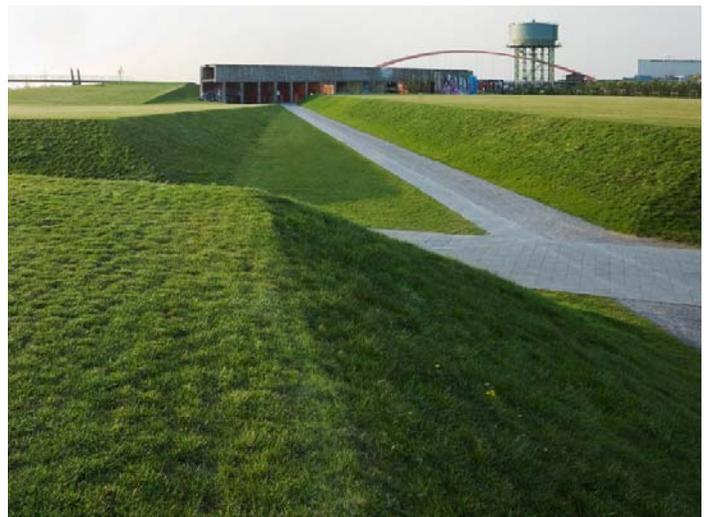
This area just west of Downtown Louisville has long been considered for the location of Waterfront Park Phase IV. Located on former industrial ground, the land has been cleared and now sits vacant. The site is challenged by the existence of the floodwall that visually separates the site from the surrounding street grid and the surrounding warehouse and light industrial uses. While these challenges are difficult, they are surmountable. The creation of a Waterfront Park Phase IV would provide needed greenspace, reconnect the East Portland neighborhood to Downtown and complete the Downtown system of riverfront green space.

PROPOSED SOLUTION

The Waterfront Development Corporation, in cooperation with Louisville Metro, is currently poised to develop concepts for the Waterfront Park Phase IV. This park has the ability to catalyze significant change in the surrounding neighborhoods.

Its ability to become an agent for change will depend on strong street and pedestrian connections to the park and the existing street grid. It is critical then that River Road be connected to Rowan Street. This reconnection makes up the southern edge of the park and becomes the primary street for accessing the park both from Downtown and the surrounding neighborhoods. A second critical item will be finding a design solution for mitigating the visual impact of the floodwall on the park and the surrounding redevelopment parcels, but still allowing them to perform their vital flood protection function. Elsewhere in Downtown, new buildings have incorporated the floodwall into their designs, using the first floor spaces for parking instead of occupiable space. Other enhancement options involve greening up these spaces by filling against the floodwall itself and making geometric park spaces that echo the topography and form of the existing Waterfront Park on the east side of Downtown.





SUMMARY

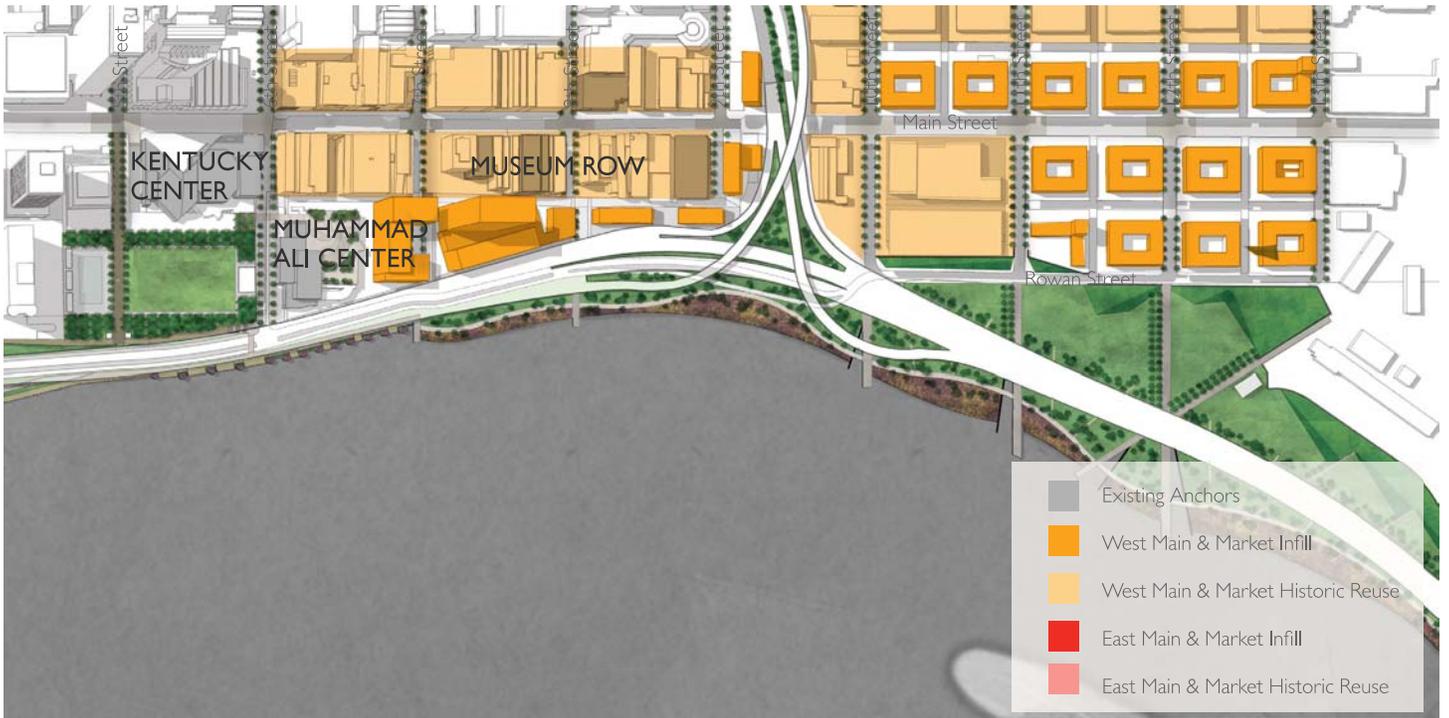


The One Riverfront concept plan creates a vision for a system of park spaces along the Ohio River that are connected by a Riverwalk Promenade. This extension of the existing Waterfront Park creates a cohesive, accessible and engaging riverfront along the length of Downtown Louisville. Strong, clear and attractive linkages to the downtown street grid will improve access to destinations and attractions from the riverfront for pedestrians, bicyclists and vehicles. River Road will finally connect to the west, linking downtown to East Portland and the proposed Waterfront Park Phase IV.

This new interconnected park and pathway system will not only join open spaces on either end of the downtown riverfront, it will also be integrated into new downtown neighborhoods. This will catalyze redevelopment efforts on East Main Street between Slugger Field and the KFC Yum! Center and populate the park edge with new residents and businesses. It will better link the Central Business District to the Riverwalk and draw people to a new park and event

space at the Riverfront Plaza. The former Museum Plaza site will benefit from a restored street grid and River Road connections, in addition to its stunning riverfront views. The new Waterfront Park Phase IV will set a new model for urban sustainability that will drive the redevelopment of vacant lots and underutilized buildings along Main Street and create a new urban neighborhood that revitalizes East Portland.

The improvements suggested in the One Riverfront concept plan are designed to be implemented in phases over time. Some can happen immediately, others will require additional community conversation. What should not be lost, however, is the opportunity build on the energy created by the Waterfront Park and the idea to extend this energy along the entirety of the riverfront. This will not only accomplish a decade's long goal of restoring the Ohio riverfront, be a driver for the continued prosperity of Downtown Louisville.



RECOMMENDATIONS

The One Riverfront vision aims to address existing infrastructure constraints along the riverfront to enhance connectivity, usability, and cohesiveness along the length of the Ohio River. There are six primary improvement projects along the riverfront:

- Riverwalk Promenade: Renovate the Wharf and plaza areas around Joe's Crab Shack to direct pedestrians and bicyclists to the riverfront along a new Promenade and dedicated Louisville Loop.
- Belle of Louisville Plaza: Create a new gathering place that celebrates the Belle of Louisville and serves the thousands of visitors that take a trip or view this riverfront icon annually.
- Reimagine the Belvedere: Improve the safety, simplicity and intuitiveness of the connections from the Belvedere to the Riverwalk.
- Riverwalk Enhancements: Create new deck spaces between the protective pylons to bring people to the water's edge and take one lane out of westbound River Road to give the Louisville Loop a dedicated bikeway.
- Green the Highway/Extend River Road: Extend River Road to the west to connect to Rowan Street and remove the existing parking lots in favor of sustainable green space.
- Waterfront Park Phase IV: Develop a new Waterfront Park for the west side that revitalizes East Portland and catalyzes development.



SECTION 6 IMPLEMENTATION

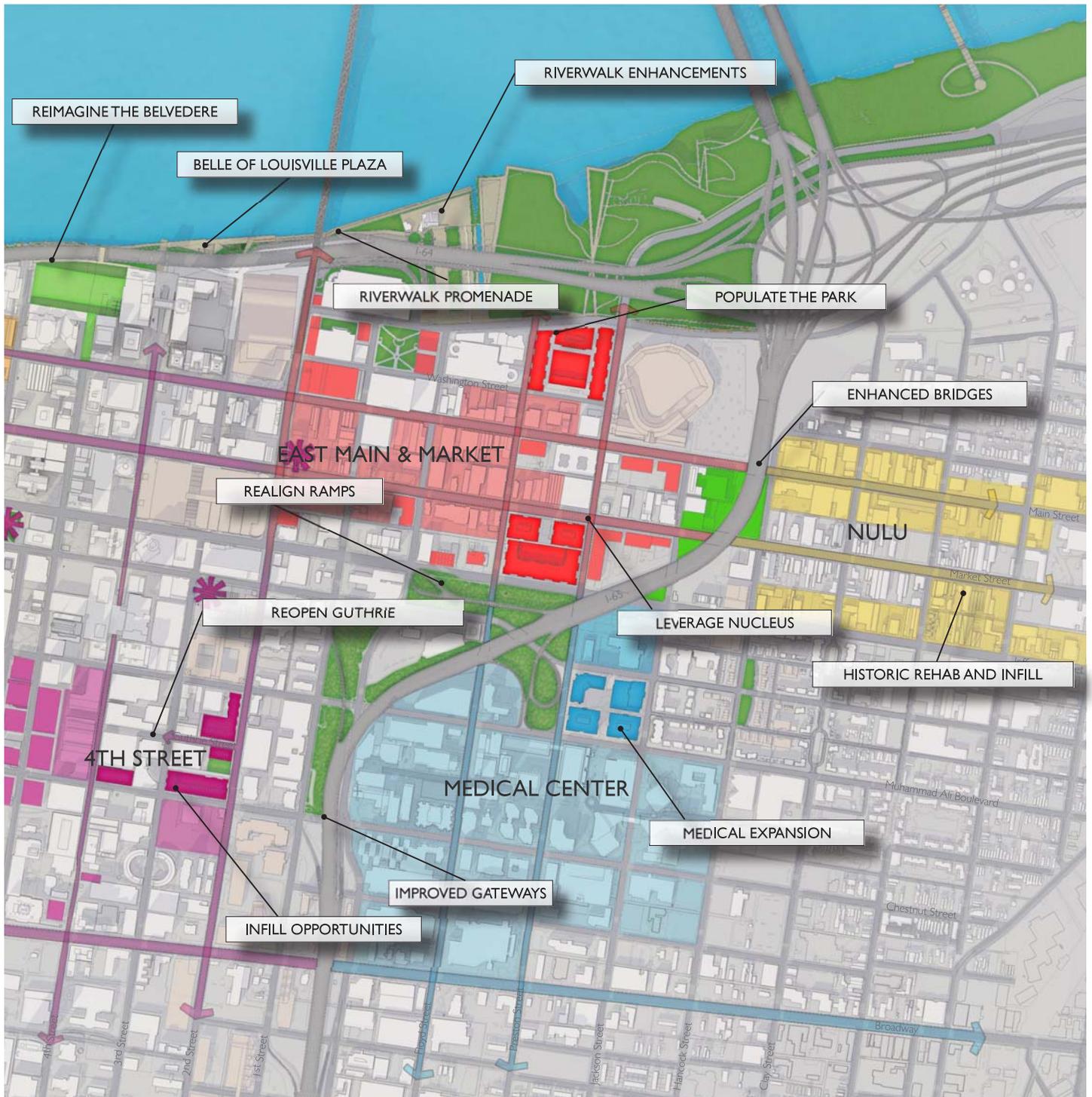
IMPLEMENTATION

5 NEIGHBORHOODS + ONE RIVERFRONT

This section provides a roadmap for the successful execution and implementation of the Downtown Louisville Master Plan. The vision of Five Neighborhoods and One Riverfront includes a number of public infrastructure projects and identifies opportunities for private investment. Louisville has experience in forging private and public partnerships to achieve community goals. Waterfront Park, the emerging district around the KFC Yum! Center, NuLu, and the Bourbon District are but a few recent examples. The public and private sectors will need to continue to collaborate to advance the needed and numerous policy changes, make strategic investments and enable private sector development.

The Downtown Louisville Master Plan has identified the projects, policies and strategies that will help to unlock the latent market demand that exists in downtown. This section catalogs all of these plan components and suggests the lead actors and supporting that will need to collaborate in implementation. An Implementation Matrix summarizes all of the plan components and identifies the key participants and decision makers that should be involved. An initial Implementation Timeline follows and outlines the steps that should be taken to kick-start the planned 10 year phasing of this Master Plan effort.





IMPLEMENTATION

IMPLEMENTATION MATRIX

The Downtown Louisville Master Plan sets forth a vision that will add housing, improve the public realm, and spur economic growth. Thoughtful evaluation of the broader economic impacts of investments in downtown development is needed to understand the roles different actors can play in realizing Downtown's potential as a vibrant, active, mixed-use center—and as an economic catalyst for the region. These actors include the public and non-profit sectors, such as local, state, and federal governments, community development corporations, foundations, and institutions. In addition, the business community also can play a significant role in the enhancement of Downtown—a goal that is intertwined with business development.

With that in mind, this section outlines implementation tools to help Louisville—its residents, stakeholders, policy makers, and business leaders—achieve its aspirations for Downtown. These tools will need a facilitation entity—one that is able to bridge these different groups in order to achieve common goals. The Louisville Downtown Partnership (LDP) stands ready to serve as this facilitation entity.

To guide this facilitation process, an implementation matrix has been created that identifies each of the proposed projects, improvements, policy and strategy in the Downtown Louisville Master Plan. The matrix identifies the lead actor(s) and supporting actor(s) that will need to be involved for the implementation of each component of the plan. The key facilitator role recognizes the organization or agency that will assist in helping the lead and supporting actors work toward a common goal and achieve the outcomes outlined in the plan. For example,

The matrix is intended to be a dynamic tool that is used by all involved to track the progress of implementation. As projects and policies get completed and enacted, the list can be revisited to add and subtract plan elements. This will allow the matrix to act as a benchmark for the continued revitalization of Downtown Louisville.

IMPLEMENTATION MATRIX

- LEAD ACTOR
- KEY FACILITATION ROLE
- SUPPORTING ACTOR

	Downtown Partnership	Louisville Metro Government	Business Community	Development Community	Institutions	Foundations	Private Individuals / Stakeholders	CVB	State / Federal	PARC	Waterfront Development Corp.	MSD	TARC	Neighborhood Association
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Business Development

Invest in Place														
Local Option Sales Tax	●	●	●		●			●			●			
Sumptuary Tax		●			●	●	●	●	●					
Partnerships	●	●	●		●	●	●							
Real Estate														
New Markets Tax Credits	●			●					●					
Commercial Loan Fund	●		●	●		●	●							
Master Leasing	●													
Foster Entrepreneurship														
Start-Up Capital			●		●	●	●							
Business Incubation		●	●		●	●	●							
Phase Two Venture Capital			●				●							
Leverage Institutions														
Aligned Interest	●				●									
Integrate With Downtown	●				●									
Partner on Business Development			●		●									
Continue Producing and Retaining Talent					●									
Serve as Anchors	●			●	●									

IMPLEMENTATION

IMPLEMENTATION MATRIX

<ul style="list-style-type: none"> ● LEAD ACTOR ● KEY FACILITATION ROLE ● SUPPORTING ACTOR 	Downtown Partnership	Louisville Metro Government	Business Community	Development Community	Institutions	Foundations	Private Individuals / Stakeholders	CVB	State / Federal	PARC	Waterfront Development Corp.	MSD	TARC	Neighborhood Association
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Housing

Tax Based Strategies														
Historic Tax Credits	●	●	●					●						
Anticipated Future Revenue	●	●		●				●						
Property Tax Abatement Grants	●	●		●										
State Income Tax Credits	●	●		●					●					
Land Tax	●	●	●	●					●					
Financial Incentives														
Replenish the Downtown Housing Fund	●	●	●	●		●	●							
Infrastructure Investments	●	●		●					●					
Special Assessment Districts	●	●			●		●							
Student Loan Reimbursement	●	●			●	●			●					
Direct Financial Incentives to specific worker groups	●	●	●		●									
Other Initiatives														
Land Assembly	●	●	●	●	●	●	●			●	●			
School Preference		●	●		●	●	●		●					
Surface Parking Lot Strategy	●	●		●	●					●				
Energy Efficient Assistance	●	●		●										
Amenities	●	●	●	●	●		●	●		●	●		●	●
Downtown Circulator	●	●	●	●	●		●			●	●		●	●
Adjacent Neighborhood Strategy	●	●		●										●

Retail

Focus Investment	●	●	●	●	●		●	●			●			
Locate Catalyst Anchors within the Core of Downtown	●	●	●	●				●						

<ul style="list-style-type: none"> ● LEAD ACTOR ● KEY FACILITATION ROLE ● SUPPORTING ACTOR 	Downtown Partnership	Louisville Metro Government	Business Community	Development Community	Institutions	Foundations	Private Individuals / Stakeholders	CVB	State / Federal	PARC	Waterfront Development Corp.	MSD	TARC	Neighborhood Association
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Develop Downtown-Wide Retail Study and Strategy	●	●	●	●				●						
Continue to Support the BID	●	●	●		●	●								
Support South Fourth Street Efforts	●	●	●	●			●	●						
Add Housing and Density to Downtown	●	●		●			●							

Activity Generators

Infill Development and Historic Reuse	●	●	●	●			●			●	●			
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Open Space and Amenities

Expand Waterfront Park	●	●	●			●	●		●	●	●	●		
Waterfront Park Phase IV	●	●	●			●	●		●	●	●	●		
Reconnect Belvedere	●		●			●	●		●	●	●	●		
Incorporation of Green Space Development	●			●	●					●		●		
Green Connections	●									●		●		
Maintenance and Programming	●		●		●	●				●	●			
Take Advantage of Leftover Spaces and Other Opportunities	●	●							●			●		

Parking

Use PARC to Support Current Demand and Future Development	●	●	●	●	●					●				
Encourage First Floor Uses and / or Screening on any Future Garage	●	●	●	●	●					●				
Redevelop Vacant and Underutilized Land Adjacent to PARC Garages & Lots	●	●	●	●						●				
Work with Surface Parking Lot Owners to Determine Redev. Opportunities	●	●	●	●	●					●				
Incentivize the Redevelopment of Surface Parking Lots	●	●	●	●										
Screen Existing Surface Parking Lots	●	●												
Study Transit Improvements	●	●							●			●		
Mandate Stormwater Controls		●								●		●		

IMPLEMENTATION

IMPLEMENTATION MATRIX

<ul style="list-style-type: none"> ● LEAD ACTOR ● KEY FACILITATION ROLE ● SUPPORTING ACTOR 	Downtown Partnership	Louisville Metro Government	Business Community	Development Community	Institutions	Foundations	Private Individuals / Stakeholders	CVB	State / Federal	PARC	Waterfront Development Corp.	MSD	TARC	Neighborhood Association
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Connections

Streets														
Implement Existing 1-Way to 2-Way Plan	●	●												●
Study Additional 1-Way to 2-Way Conversion	●	●							●					●
Continue to Implement Complete Streets Policy	●	●							●					
Alternative Transportation														
Ensure That Downtown is Accessible to Transit Dependent		●												●
Investigate a Transit Center in Downtown		●			●				●					●
Study BRT and Streetcars to Connect Downtown		●							●					●
Study Regional Transportation Solutions	●	●							●				●	
Bike Infrastructure														
Expand, Improve and Connect the Louisville Loop		●				●	●		●		●		●	●
Complete the Ketchikan River Trail		●					●		●					●
Install Bike Lanes or Sharrows on Downtown Streets		●					●		●					●
Provide Additional Bike Racks and Bike Shelters Downtown		●					●		●					●
Implement a Bike Share Program	●	●	●		●	●	●	●		●				●

Sustainability

Exploit Sustainability Opportunities Within the ROW	●	●							●				●	
Take Advantage of Leftover Spaces to Treat Stormwater	●	●							●				●	
Develop Urban Tree Planting Standards		●							●				●	
Establish a Set Aside Program for Green Infrastructure		●							●				●	

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Fund and Expand Green Infrastructure Incentive Program		●							●			●		
Monitor Green Infrastructure for Effectiveness		●							●			●		

21st Century Anchors

Improve Connections Between Existing Campuses and Downtown	●		●	●	●		●			●				
Encourage Campus Development that Infills Gaps	●		●	●	●		●			●				
Encourage Institutions to Partner on Joint Planning Efforts	●		●	●	●		●			●				
Create a Medical Center Master Plan	●	●			●									

Authenticity

Support Authentic Branding Efforts Such as the Bourbon District	●	●	●				●	●	●					
Highlight and Connect Existing and New Cultural Assets	●	●	●				●	●	●		●			
Continue to Foster Entrepreneurship and Showcase Local	●	●	●				●	●	●					
Create a Downtown Market that Celebrates Local Food Culture	●	●	●				●	●	●					●

Strategic Planning

Monitor and Manage Opportunities Associated with the Bridges Project	●	●	●											
Issue RFPs for METRO-Owned Land and Explore Consolidation	●	●	●	●										
Create a Convention Center District	●		●				●							
Issue RFP for and Explore Re-Use of the Louisville Gardens	●	●	●	●										
Manage the Impacts of Potential Downtown Casino	●	●												
Plan for Interstitial Zones within Downtown	●	●									●	●		

IMPLEMENTATION

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I. NuLu

Historic Rehab and Infill Housing on Market and Jefferson and at Baxter	●	●		●										●
Strengthen Connections to Liberty Green and Butchertown	●	●											●	●
Market Street Streetscape and Sustainability	●	●												
Downtown Gateways at I-65 (Public Art, Lighting)	●	●	●			●	●	●	●		●	●	●	●
North-South Streetscape Improvements	●	●									●	●		●
Implement One-Way to Two-Way Conversion	●	●							●				●	●

2. Medical Center

Medical Expansion / Research Space that Connects District to Downtown	●			●	●									
Create Medical Center Master Plan														
Enhanced I-65 Crossings (Public Art, Lighting, Stormwater)	●	●			●		●	●	●					
Realignment of Jefferson/Brook Ramps	●	●	●		●				●					
New North-South Streetscapes	●	●			●							●		
Implement One-Way and Two-Way Conversions	●	●			●				●					

3. Fourth Street

Continue South Fourth Retail Efforts	●		●					●						●
Infill Opportunities on Guthrie and Fourth Street	●	●		●			●			●				●
Complete Fourth Street Streetscape/Reconnect Guthrie	●	●								●		●	●	
Develop a Downtown Market	●	●	●					●						

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4. East Main And Market

Encourage Riverfront Mixed Use Along Park Edge and Washington	●	●		●					●		●			
Continue Build Out of Nucleus Innovation Park	●	●			●									
Add Mixed Use in Blocks Around Nucleus	●	●		●	●									
Expand iHub and Other Incubator Space	●	●	●		●									
Expand BID East to I-65	●	●												
Strengthen North-South Connections Between River and Main Street	●	●									●	●		
Complete Washington Street Improvements	●	●												

5. West Main And Market

Encourage Riverfront Mixed Use at Museum Plaza Site		●		●							●			
Reconnect East Main Street to East Portland	●	●		●					●					
Explore Infill Potential Adjacent to Waterfront Park Phase IV	●	●	●	●										
Reconnect Washington Street (West of 5th Street)	●	●									●			
Two-Way Main and Market / Remove I-64 East Ramp from Main Street	●	●						●	●				●	●
Conduct Plan to Mitigate Super-Block Condition on both sides of 9th Street	●	●							●					●
Redesign 9th Street and Re-establish the Street Grid South of Market	●	●							●					●

One Riverfront

Establish a True Riverfront Promenade	●	●	●			●		●	●	●	●	●		
Belle of Louisville Plaza	●	●	●			●		●	●	●	●	●		
Reimagine the Belvedere	●	●	●			●		●	●	●	●	●		
Riverwalk Enhancements	●	●	●			●		●	●	●	●	●		
Green the Highway / Extend River Road	●	●	●			●		●	●	●	●	●		
Waterfront Park Phase IV	●	●	●			●		●	●	●	●	●		

IMPLEMENTATION

IMPLEMENTATION TIMELINE

To further guide plan implementation and establish preliminary project and policy priorities, an initial Implementation Timeline has been developed. This timeline considers the necessary phasing and timing of policy changes, legislative processes, catalytic projects and additional needed planning and feasibility studies. As implementation components are accomplished, this timeline can be edited and adjusted to reflect current planning priorities.

Each item in the Implementation Matrix is represented in the Implementation Timeline. The timeline has four categories:

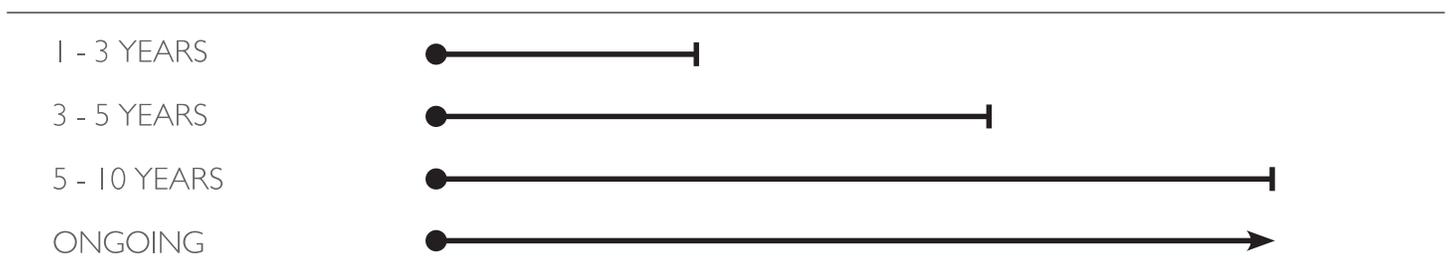
- 1-3 Years – Projects, policy changes, and additional planning studies that are critical path items and should be started or implemented in a 1 to 3 year timeframe. For example, one-way to two-way street conversion will need to be studied before many streets will be able to be improved. Additionally, important policy changes and legislative efforts will need to occur in the short term to enable both private development and improvements to the public realm.
- 3-5 Years – Includes projects that depend on initial studies and other phased plan improvements. For example, in addition to many of the one-way to two-way street conversions, the Riverwalk and Belle of Louisville

Plaza projects may need to be planned for a second phase after Waterfront Park Phase IV and the extension of River Road.

- 5-10 Years – Projects that are longer term improvements that depend on previous phases of implementation and additional significant fundraising and feasibility analysis, such as Reimagining the Belvedere.
- Ongoing – Largely refers to policies, initiatives and planning philosophies that will need to permeate efforts to improve downtown, fund improvement projects, manage, maintain and program improvements, and stimulate business development, retail and housing. These public-, private- and institution-led efforts will need to start immediately and continue into the future to create a dynamic and sustainable downtown.

This Implementation Timeline will set the stage for the successful implementation of the Downtown Louisville Master Plan. However, it will take a cooperative effort from the LDP, Louisville Metro, civic leadership and a coalition of organized and focused stakeholders. Working together, it will be possible to realize downtown’s potential as the economic, cultural, and civic center of the Louisville region.

Key



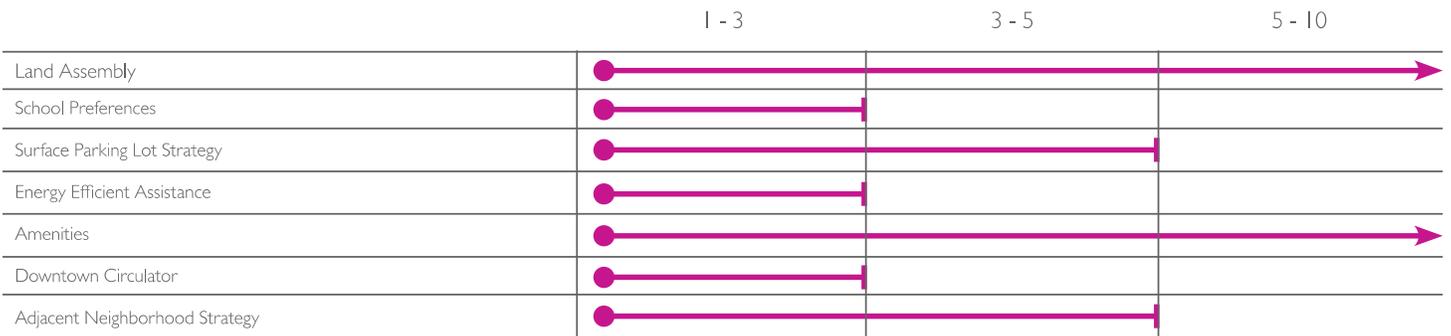
Business Development

	1 - 3	3 - 5	5 - 10
Invest in Place			
Local Option Sales Tax	● —————		
Sumptuary Tax	● —————		
Partnerships	● —————→		
Real Estate			
New Markets Tax Credits	● —————→		
Commercial Loan Fund	● —————→		
Master Leasing	● —————→		
Foster Entrepreneurship			
Start-Up Capital Fund	● —————→		
Business Incubation	● —————→		
Phase Two Venture Capital	● —————→		
Leverage Institutions			
Aligned Interest	● —————→		
Integrate With Downtown	● —————→		
Partner on Business Development	● —————→		
Continue Producing Talent and Retaining Talent	● —————→		
Serve as Anchors	● —————→		

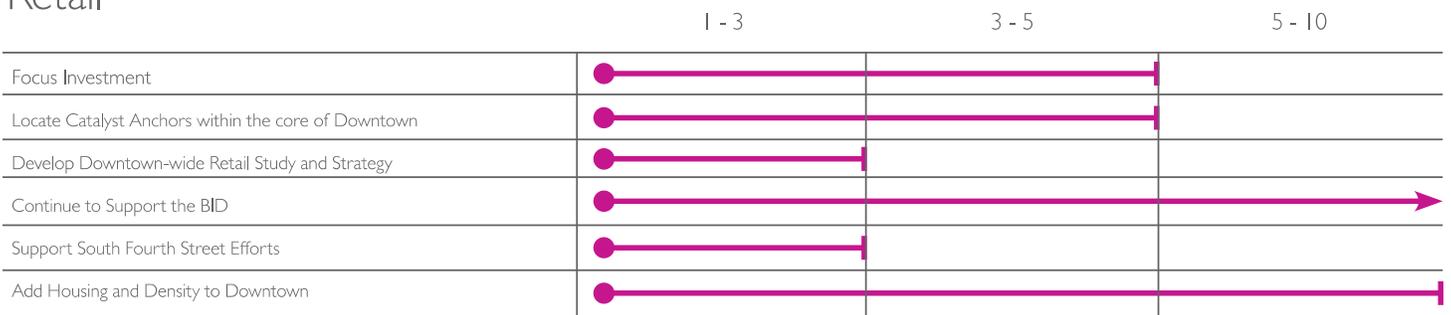
Housing

	1 - 3	3 - 5	5 - 10
Tax Based Strategies			
Historic Tax Credits	● —————		
Anticipated Future Revenue	● —————		
Property Tax Abatement Grants	● —————		
State Income Tax Credits	● —————		
Land Tax	● —————→		
Financial Incentives			
Replenish the Downtown Housing Fund	● —————		
Infrastructure Investments	● —————→		
Special Assessment Districts	● —————→		
Student Loan Reimbursement	● —————		
Direct Financial Incentives to Specific Worker Groups	● —————		
Other Initiatives			

IMPLEMENTATION



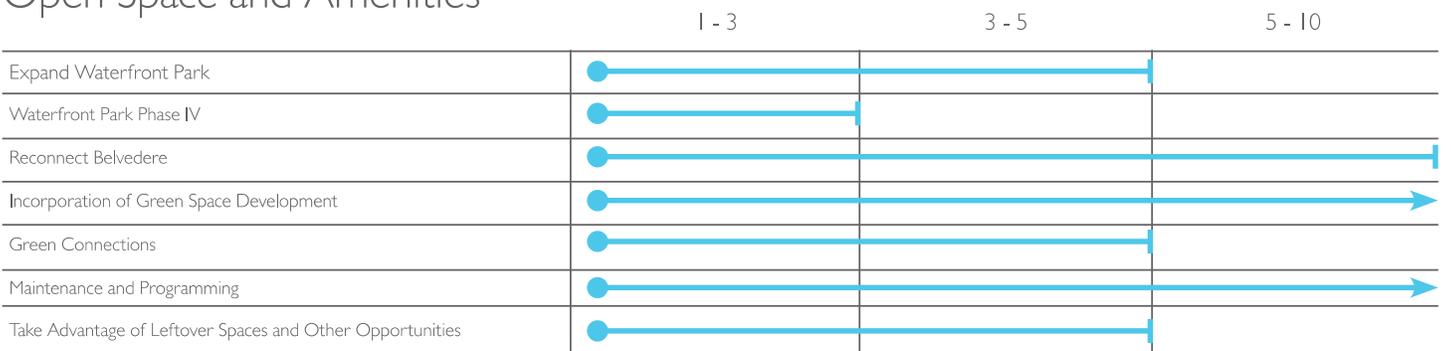
Retail



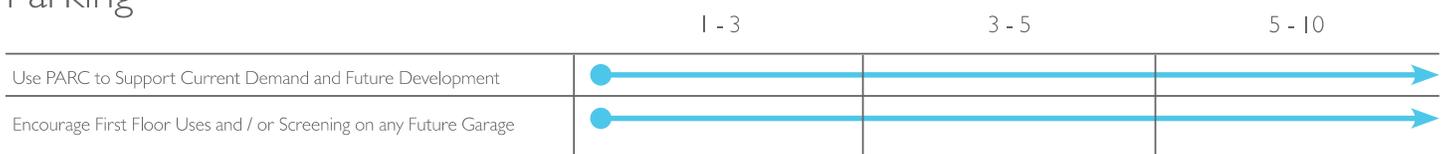
Activity Generators



Open Space and Amenities



Parking



	1 - 3	3 - 5	5 - 10
Use PARC to Support Current Demand and Future Development	● —————		
Redevelop Vacant and Underutilized Land Adjacent to PARC Garages & Lots	● —————		
Work with Surface Parking Lot Owners to Determine Redev. Opportunities	● —————		
Incentivize the Redevelopment of Surface Parking Lots	● —————		
Screen Existing Surface Parking Lots	● —————		
Study Transit Improvements	● —————		
Mandate Stormwater Controls	● —————		

Connections

	1 - 3	3 - 5	5 - 10
Streets			
Implement Existing 1-Way to 2-Way Plan	● —————		
Study Additional 1-Way to 2-Way Conversion	● —————		
Continue to Implement Complete Streets Policy	● ————— —————▶		
Alternative Transportation			
Ensure That Downtown is Accessible to Transit Dependent	● ————— —————▶		
Investigate a Transit Center in Downtown	● —————		
Study BRT and Streetcars to Connect Downtown	● —————		
Study Regional Transportation Solutions	● —————		
Bike Infrastructure			
Expand, Improve and Connect the Louisville Loop	● —————		
Explore Completion of the Ketchikan River Trail	● —————		
Install Bike Lanes or Sharrows on Downtown Streets	● —————		
Provide Additional Bike Racks and Bike Shelters Downtown	● —————		
Implement a Bike Share Program	● —————		

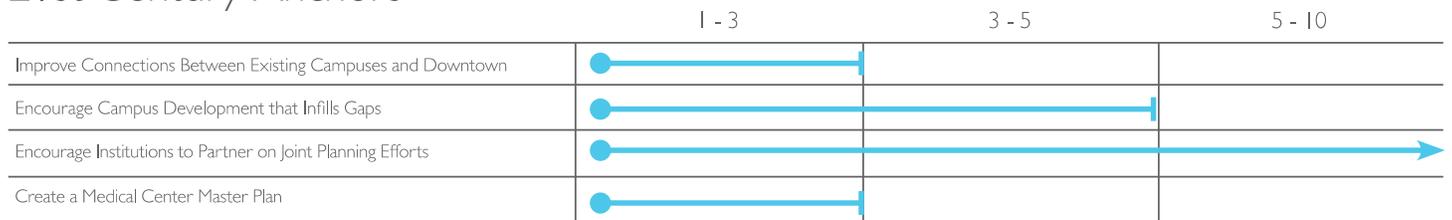
Sustainability

	1 - 3	3 - 5	5 - 10
Exploit Sustainability Opportunities Within the ROW	● —————		
Take Advantage of Leftover Spaces to Treat Stormwater	● —————		
Develop Urban Tree Planting Standards	● —————		
Establish a Set Aside Program for Green Infrastructure	● —————		
Fund and Expand Green Infrastructure Incentive Program	● ————— —————▶		
Monitor Green Infrastructure for Effectiveness	● ————— —————▶		

IMPLEMENTATION

PRELIMINARY WORK PLAN

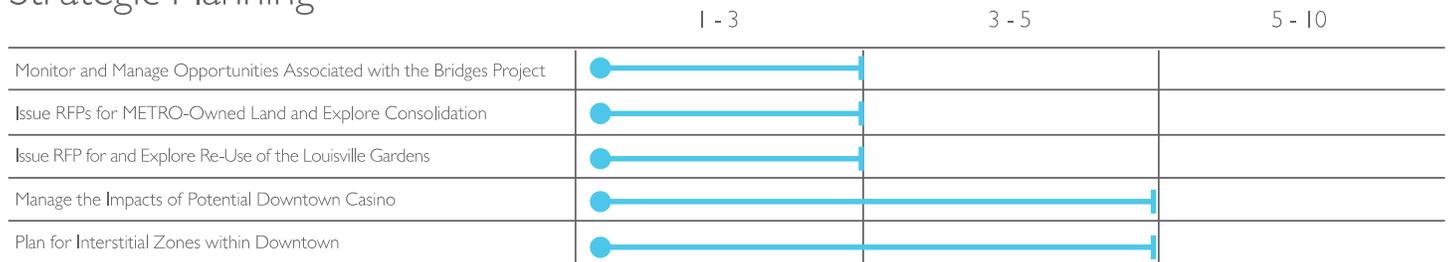
21st Century Anchors



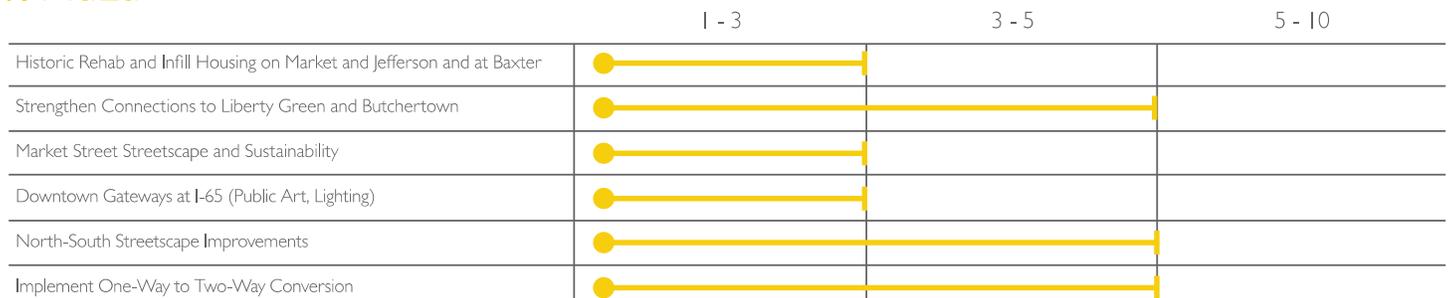
Authenticity



Strategic Planning



I. NuLu



2. Medical Center

