

**Supplement to the 1985**  
**Crescent Hill Neighborhood Plan**

**FINAL**

**December 2002**

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## **GOALS**

## **Goals**

### **Crescent Hill Neighborhood Plan Supplement**

This supplement to the Crescent Hill Neighborhood Plan will provide strategies to support this vital and diverse historic neighborhood.

- I. Protect the historic character of the neighborhood. Prevent demolition of historic properties. Ensure that new and infill development is compatible – in scale, density and design – with the rest of the neighborhood.
- II. Protect and enhance the neighborhood’s urban tree canopy by surveying existing trees in public areas, creating a plan for their maintenance and eventual replacement (as necessary) and planting more shade trees throughout the neighborhood.
- III. Strengthen relationships with institutional stakeholders who hold 49% of land in Crescent Hill.
- IV. Support innovative transportation solutions that strengthen Crescent Hill and other neighborhoods. Support alternatives to interstate travel and interstate widening.
- V. Make neighborhood streets and sidewalks safer for residents via sidewalk improvements, bike lanes, connect to neighboring parks, and increased traffic safety enforcement. Protect and enhance the neighborhood’s connection to surrounding neighborhoods and parks.
- VI. Encourage continuation of a complementary mix of residential and commercial uses while utilizing effective separation to protect residential areas from inappropriate encroachment. Enforce regulations regarding the appropriate location, landscaping and design of parking areas. Enforce existing zoning, and change zoning to reflect current use in residential areas. Support and reinforce the neighborhood’s residential character.

## **INTRODUCTION**

## **Introduction**

### **Vision of the Task Force**

This supplement to the Crescent Hill Neighborhood Plan envisions a high quality residential area with an adjacent core commercial sector providing amenities and services at the neighborhood scale and institutions which embrace and work within our traditional neighborhood concept. The Plan fosters a model urban neighborhood: promoting community; embracing architecture in keeping with the historic flavor of Crescent Hill; protecting and enhancing a full and healthy urban canopy with tree-lined streets that invite pedestrian and bicycle traffic; and supporting a specific defined, and limited commercial component that is inspired by the distinctive character and human scale of the traditional pedestrian marketplace.

### **Purpose**

The Plan identifies the issues, problems and needs that are central to preserving Crescent Hill as a diverse residential community served by a defined retail core along Frankfort Avenue.

The purpose of this plan is to identify the needs of Crescent Hill residents and businesses in terms of land use and transportation. The Plan is intended to provide specific recommendations that will promote the revitalization and long-term stability of residential areas, continue improvement of retail and service-oriented business areas, correct existing and projected traffic problems, and provide adequate transportation services for the study area. THIS PLAN IS TO BE CONSIDERED AN AMMENDMENT TO THE 1985 CRESCENT HILL NEIGHBORHOOD PLAN AND IN NO WAY A REPLACEMENT FOR THAT DOCUMENT.

This supplement to the Crescent Hill Neighborhood Plan was prepared beginning in the fall of 2001 and continuing into the fall of 2002. The staff of the Louisville Development Authority and the Louisville Community Design Center aided the Task Force of the Crescent Hill Community Council in developing the plan. The Planning Committee is composed of neighborhood residents selected by the neighborhood and approved by the Mayor. These residents were selected for their expertise in a variety of fields related to neighborhood improvement. This plan is an update and supplement to the 1985 Crescent Hill Neighborhood Plan. Development of this plan was carried out under a contract with the Louisville Community Design Center, at the request of the Mayor and the Board of Aldermen. This plan was developed in accordance with the Neighborhood Plan Ordinance (Ordinance No. 22, Series 1980, city of Louisville)

Upon adoption by the Metro Council the Supplement will become part of the Plan as a statement on preferred future land use, zoning, re-zoning, and related matters such as considerations of traffic, special uses, environmental enhancement, and historic preservation. This statement will allow the Metro Council to review and to act upon several types of issues, using the Neighborhood Plan as a basic guideline.

Specifically, upon approval by the Metro Council, the Supplement will be used:

- as a guide relating to the development of citywide plans, provision of services, and preparation of budgets;
- will make recommendations and act as applicant for changing present zoning districts by using the conclusions and recommendations of the Plan; and
- as a decision making tool when reviewing zoning change requests.

The Plan will also guide the decisions of the executive branch of the Metropolitan government and its associated agencies with respect to improvements within the Crescent Hill neighborhood. The intent of the Plan is to provide guidance to the executive branch on the following activities:

- development of plans and policies as they relate to the Crescent Hill neighborhood;
- provision of various community services such as fire, police, water, and traffic; and
- preparation and review of budgetary requirements necessary to operation, maintenance and expansion of such community services.

**THE NEIGHBORHOOD**  
**PROCESS**



## **Neighborhood Process**

The Crescent Hill Neighborhood Plan Task Force served primarily as a convening group to ensure full and active participation of all interested neighborhood residents. The Task Force conducted an inclusive process that would address pressing issues and also elicit the concerns of neighborhood residents and business owners.

## **Neighborhood Input and Priorities**

The Task Force held three neighborhood meetings, publicized via the neighborhood newsletter (sent seven times per year to every resident of the Crescent Hill community, circulation 6,388) and all additional members of the Crescent Hill Community Council. Meetings were also publicized through announcements in the Courier-Journal. More than 100 people attended these sessions. Each session was facilitated to gain comment on four specific issues (Landmarks designation, additions to the National Register, additions to the neighborhood boundaries and railroad noise) and to get input regarding other neighborhood concerns. The priorities of the neighborhood as articulated in these meetings were as follows:

- ◆ Explore designation as a Local Preservation District as governed by the Local Landmarks Commission or as a Design Review Overlay District
- ◆ Assign a committee to develop a strategy to address/ameliorate railroad noise
- ◆ Preserve and enhance the existing urban canopy, including replacement of ailing trees. Conduct comprehensive tree survey
- ◆ Create bike and walking pathways that link the neighborhood to RiverWalk and Cherokee Park. Make additional safety enhancements at dangerous intersections, i.e. an “all stop” red light at Grinstead/Lexington to allow bikers and pedestrians to cross safely
- ◆ Study alleys and the need for improvements, including paving of unpaved alleys, pothole repair for paved alleys, etc.
- ◆ Create a strategy and system for building relationships between the Crescent Hill Community Council and institutional neighbors (i.e. St. Joseph’s, Masonic Home, etc.)
- ◆ Preserve existing green space, and explore opportunities to add parks and green space throughout the neighborhood
- ◆ Add or improve sidewalks as necessary throughout the neighborhood, including but not limited to Lexington Road, Cochran Hill area, Brownsboro Road, north side of Frankfort Avenue
- ◆ Bury utility wires on major thoroughfares
- ◆ Address serious mosquito problem, including standing water in CSX easement
- ◆ Address institutional encroachment into residential areas

- ◆ Develop a proactive approach to major transportation issues such as interstate widening, partner with surrounding neighborhoods (Clifton, Butchertown, Lexington Road)

At these meetings, the neighborhood also decided, with near unanimity, to add all qualified areas of Crescent Hill within neighborhood boundaries but currently outside the existing boundaries of the National Register of Historic Places to the National Register. And finally, the neighborhood decided to survey residents and property owners along a narrow strip generally on the north side of Lexington Road from Cannons Lane to the intersection of Lexington and Frankfort Avenue, possibly including the commercial area on the north side of Lexington Road that includes the Vogue Theatre, to determine their interest in joining Crescent Hill. In 1985, Mockingbird Gardens was a pastoral area and part of the Masonic Homes property. Since that time the property has been developed and is now part of a separate expansion. It is the Community Council's intention to survey Mockingbird Gardens with regard to their inclusion in the Crescent Hill Community Council.

See Appendix for Survey Results.



## **Neighborhood Process**

### **Crescent Hill Neighborhood Plan Task Force**

Barbara Sinai, Architect, Chairman  
Joe Argabrite, Architect  
Michael Berger, Contractor  
Julia Brown, Landscape Designer  
Alvin Cox, Architect  
Jennie Jean Davidson, Community Development Consultant  
John A. Frank, Real Estate Developer  
Judith McCandless, City Planner  
Melissa Mershon, past Alderwoman  
Stephanie Miller, Attorney  
Daniel Preston, Architect  
Dennis Spetz, Geographer  
Wayne Stegner, Civil Engineer  
Allan Steinberg, past Alderman  
Ben Tyler, Remodeler

#### **Task Force Advisors**

Richard Jett, Jefferson County Landmarks Officer  
Christopher Quirk, Louisville Development Authority  
Charles Raith, Louisville Development Authority  
Jack Trawick, Louisville Community Design Center  
Mary Mayrose, Louisville Community Design Center  
Tina Ward-Pugh, Alderwoman

#### **Invited Guests**

Dennis Davis, St. Joseph Children's Home  
Bruce Ewing, Quiet Zone  
Mark Frazar, Veritas Design  
Vince Guenther, Louisville Water Company  
Geoffrey Hobin, TARC  
Mike Mulheirn, JCBE  
Rev. Michael Priester, Von Spiegel St. M.B. Church  
Jessie Priester, Ex. Dir. Community Economic Empowerment Corp.  
Lawrence Smith, Southern Seminary  
David W. Wilding, Veritas Design  
Barry Zalph, APCD  
Sr. Jean Anne Zappa, Ursuline Sisters

## **LAND USE**

## **Land Use**

### **Definitions/Rules and Regulations**

*Note: Some of these definitions refer to the new Land Development Code which will not take effect until March 2003.*

**Floor Area** – Total area within a building, measured from the exterior walls of the building, and equal to the sum of the number of square feet on each of the floors of the building. The number of square feet in an attic shall be counted to the extent that the height of the attic story is equal to or greater than seven feet; and the number of square feet in a finished basement shall be included, but the number of square feet in an unfinished basement shall not be. Accessory portions of a building such as unenclosed porches, garages, carports and uncovered steps or fire escapes are not included.

**Floor Area Ratio** – The number of interior square feet contained in a building (see “Floor Area”) divided by the number of square feet contained within the fixed boundaries of the building lot.

**Garage Sales** – The direct sale or auction from residential premises of goods no longer needed or used at the site no matter how advertised (yard, moving, garage, etc.) Sales area must not exceed 1800 square feet in area. Sales by civic, school, church, charitable or fraternal groups are allowed if held on the organization’s premises. The sale of new or used goods purchased or consigned specifically for garage sales is prohibited. No more than two garage sales per calendar year are permitted. No sale items may be placed in the right-of-way. All signs must be removed within 48 hours of the conclusion of the sale. (These regulations go into effect upon the adoption and the effective date of the proposed Land Development Code by the City of Louisville.)

**Home Occupations** – An occupation, trade, business or profession conducted within a dwelling unit or a structure accessory to a dwelling unit by an individual or group of individuals who are residents of the dwelling unit. This use shall be clearly incidental and secondary to the primary use as a residence. The intent is to allow such occupations provided that such an activity does not adversely affect adjacent or nearby residents or the neighborhood as a whole. The area allowed for home occupation use is 500 square feet or 25% of the residence, whichever is less. One outside employee is allowed but no more than 2 customers, clients or pupils at a time except for group therapy and day care. No outside employee or customer shall be on site between 9 PM and 7 AM. Parking shall be provided on an existing driveway unless use of on-street space is authorized by the Planning Director after submittal of a plan.

No change to the exterior of the residence is permitted, there shall be no evidence from the street of the home occupation, and no signs are allowed. No tractor-trailer deliveries

are allowed and only 2 commercial deliveries per day. No machinery, equipment or process used in conjunction with a home occupation shall create any noise, vibration, fumes, odors, dust or electrical interference that is detectable off the lot of a single family residence or outside the dwelling if a multifamily dwelling. No equipment discernibly identified with a home occupation may be stored outside the residence unless located within an accessory structure. Children's play equipment associated with a day care shall be exempt from this restriction. The sale of agricultural goods (e.g. flowers and vegetables) that are grown on the site is permitted as a home occupation as long as other requirements are also met.

Generally permitted home occupations include: Day care facilities (7 or fewer individuals), Mail Order Operations, Wood shops, Beauticians, and the offices of the following professionals: Accountants, Architects, Attorneys, Engineers, Real estate brokers, Sales and Manufacturing Representatives, Financial advisors, Insurance agents, Landscape architects, Counselors, Mediators, Travel agents, Therapists, Chiropractors, Psychologists, and Psychiatrists.

Some specifically excluded home occupations include Auto repair, Adult entertainment, Eating and Drinking establishments, Bed and Breakfast, Dentistry, Manufacture or Storage of Goods to be Offered for Sale, Clubs, and Kennels. For occupations not specifically listed here please check with the proper permitting authority. Home Occupation License.

A home occupation license is required prior to the establishment of any home occupation that serves people at the site or has any non-resident employee. The license terminates upon sale or transfer of the property to a new owner or tenant. Home occupations that serve people at the site or have any non-resident employee and established before the effective date of the Land Development Code (currently under consideration by the City of Louisville) shall have one year from the effective date to apply for and receive a home occupation license.

### **Fences and Walls**

Except in Traditional Neighborhood Form Districts (TNFD) fences and walls up to 4 feet in height may be located within required front and street side yards. Fences and walls up to 8 feet in height and constructed of a solid material (masonry, wood) may be located within required side and rear yards. Chain link fences up to 6 feet high may be located within required side and rear yards. Razor wire and barbed wire are generally prohibited. Swimming pool fences and walls must be a minimum of 4 feet high and have a self-closing, self-latching, lockable gate. In the TNFD fences may only be 42" high in the front and street side yards and fences must be either painted or stained. Pickets must be vertical and spaced no less than 4 inches apart. In some portions of Crescent Hill, front yard fences and walls are prohibited by deed restriction.

### **Accessory Apartments**

Accessory Apartments may be allowed in the R-5 zoning district upon the granting of a conditional use permit and compliance with the following stipulations. The same person shall own the principal and accessory dwellings. Occupancy of the accessory unit shall occur only while the property owner resides in the principal dwelling on the premises. The accessory apartment shall not be larger than 650 square feet or 30% of the floor area of the principal residence, whichever is greater, and may be within the major residence or in a separate structure. No more than 2 adults may reside in the accessory apartment. The accessory apartment does not constitute a dwelling unit for purposes of calculating permissible density, but shall be considered in calculating the permissible floor area. Sites within Traditional Neighborhood Form Districts with accessory apartments shall provide at least one off-street parking space. Sites within Neighborhood Form Districts with accessory apartments shall provide three off-street parking spaces, with no more than 2 spaces outdoors. Refer to the Land Development Code for additional requirements.

### **Drives and Parking Areas**

All drives and parking areas (except landscaping areas) shall be surfaced with a hard and durable material and properly drained. Gravel and semi-pervious materials approved by the Board of Zoning Adjustment may be permitted. In the TNFD off-street parking is permitted only in driveways that lead to a garage or rear yard parking area. If there is alley access no drive through the front yard or parking in the front yard is allowed. Generally 1.5 off-street parking spaces per residential unit are required in the NFD and only 1 per unit in the TNFD.

### **Lighting**

In all zoning and form districts, any lighting shall be arranged so as not to shine directly on an adjoining property. Lighting standards to minimize lighting the night sky yet protect pedestrian and driver safety are part of the Land Development Code.

### **Cornerstone 2020 and Form Districts**

The Board of Aldermen and the Louisville & Jefferson County Planning Commission recently adopted the Cornerstone 2020 Comprehensive Plan. They are currently in the process of adopting the Land Development Code and the Form District Map. The Plan recommends form district regulations that will govern the appearance and character of new development and changes to existing development within each district. The form area map and form district regulations are intended to promote compatibility of new uses with their surroundings, and preservation of desirable characteristics of established neighborhoods. Prior to the issuance of any building or site construction permit, a determination of conformance with the appropriate form district regulations shall be

made by the appropriate Planning or building Official. No building shall be erected, converted, enlarged, reconstructed, or structurally altered except in conformity with the

area requirements of the district in which the building is located. Four different form areas are located in the Crescent Hill study area: Traditional Neighborhood, Neighborhood, Traditional Marketplace, and Campus. Refer to the Land Development Code for the requirements of each district.

### **Traditional Neighborhood**

Traditional Neighborhood (approximately 40 % of area) includes most of the older residential areas within Crescent Hill and those commercial areas along Frankfort Ave. and Brownsboro Road not listed below under Traditional Marketplace. Excluded are large institutional properties (see Campus below) and the Tophill Road and the Mockingbird Garden areas. In this form district the lots tend to be smaller, the parking along the street, and most residents have alley access. The grid pattern normally includes alleys and sidewalks and there is a range of housing opportunities, both in size and cost. The Traditional Neighborhood design standards are intended to promote the establishment of a mixture of uses that effectively integrate retail, office, institutional, and other non-residential uses within traditional neighborhoods in a manner that provides high quality and convenient service to residents while protecting the character of the neighborhood

### **Neighborhood**

Neighborhood (approximately 18% of area) includes Mockingbird Gardens, the area north of Brownsboro Road, the area west of the Baptist Seminary and south of Grinstead drive (Tophill Road), and the NW corner of Lexington Road and Crabbs Lane. In Crescent Hill this form district has a range of low to medium density residential units with a diversity of housing types to meet the needs of differing ages and incomes.

### **Traditional Marketplace**

Traditional Marketplace (approximately 2% of area) includes the SE corner of Brownsboro Road and Ewing Ave. and the south side of Frankfort Ave. from Ewing to the mid-block between S. Bayly Ave. and S. Birchwood. This development pattern is distinguished by a mixture of low to medium intensity uses such as neighborhood-serving shops, small specialty shops, restaurants, and services. Buildings generally have little or no setback, roughly uniform heights and a compatible building style. Buildings are often attached or closely spaced, and have display windows and wide sidewalks in front. Parking is usually provided on the street or in parking lots located at the rear.



**Campus**

Campus (approximately 40% of area) includes Baptist Seminary, Louisville Water Company, Crescent Hill Park and Golf Course, [the Ursuline Complex] (the Ursuline Campus and Sacred Heart Academy), Saint Joseph's Orphanage, the Masonic Homes property and Seminary Village. Generally these are the properties within Crescent Hill owned by large institutions. The Campus Form District (CFD) has a mixture of uses clustered for a single or predominant purpose. The form should be compact and pedestrian friendly, with substantial open space, central gathering areas, shared parking and signage, and an internal circulation system. Residential building setbacks within the CFD transition zone conform to the requirements of the TNFD or the NFD, whichever abuts the CFD. If there is no abutting NFD or TNFD the developer may choose which of these setback standards to adopt.

**Transitional Zones**

Where one form district meets another the more restrictive requirements generally apply for a short distance within the less restrictive area. Refer to the Land Development Code for specific details.

## **Land Use**

### **Local Landmarks District**

Crescent Hill contains a large historic district listed on the National Register of Historic Places. However, there is no review process of new development to protect the area's architectural resources and no check and balance system in place to halt demolition of historic properties. The Plan proposes that the neighborhood consider the establishment of a Local Landmark District to promote compatible development based on a design consultation service. The Plan further recommends a citywide procedure whereby government agencies would seek neighborhood review of new development that may have a significant effect on residential areas.

### **Recommendations:**

- A. Conduct appropriate neighborhood process to consider the establishment of a Local Landmark District.
- B. Promote new development and redevelopment that:
  - Is consistent with the neighborhood's predominately residential character, comprised of single-family homes, duplex and small scale apartment uses; and
  - Is compatible with the appearance, design and size of existing development (e.g., design consultation services, design guidelines).
- C. Encourages preservation of architectural and open space resources, with a special emphasis on open space corridors along major streets and signature landscape elements including historic outbuildings, stone fences, and mature trees.

## **Land Use**

### **National Register of Historic Places**

In 1985, most of Crescent Hill was placed on the National Register of Historic Places. At that time, a few areas of the neighborhood had to be excluded from the application because they were not eligible for designation due to their age (eligible properties must be at least 50 years old, and some of Crescent Hill was not developed until the middle of the 20<sup>th</sup> Century). At this time, those areas, notably Cochran Hill and Reservoir Park, are eligible for the National Register and should be included.

### **Recommendation**

Apply to have areas currently outside Crescent Hill's National Register of Historic Places area added to the neighborhood's listing.



## **Land Use**

### **Urban Canopy**

The urban canopy is a critical part of the character of Crescent Hill. Mature trees contribute beauty, shade and cooler summer temperatures throughout the neighborhood. However, as in many older neighborhoods, the urban canopy is in serious and increasing jeopardy. Mature hardwood trees are often replaced with small decorative trees, and other trees, lost to age or new development (especially in parking lots) are not replaced at all.

To preserve Crescent Hill's urban canopy, the Crescent Hill Community Council and the Crescent Hill Garden Club should establish a committee or Task Force to develop a neighborhood urban forestry inventory, plan and strategy. Working with the Urban Forestry Manager of the City of Louisville Department of Public Works, the Crescent Hill Community Council and/or Garden Club should conduct a thorough evaluation of the trees in the public rights-of-way and government owned properties throughout the neighborhood, and create a plan for their maintenance and eventual replacement. The results, through proper promotion to the neighborhood, could be much greater awareness within the neighborhood of the urban forest and how individual homeowners can better maintain their own trees; coupled with a strategic approach to the protection, care, maintenance, and appropriate replacement of trees standing within the public rights-of-way. Information regarding additional resources are available to homeowners, to help them evaluate and maintain their trees, will be disseminated through the neighborhood newsletter.

**Urban Canopy cont.**

**Recommendations**

- A. Sponsor a full survey of street trees in the neighborhood, and advise on developing a plan for protection, maintenance and any necessary replacement.
- B. Publish a series of articles within the neighborhood newsletter informing homeowners and property owners of “best practices” for tree care and maintenance. This could serve as a model for other urban neighborhoods.
- C. Actively encourage parking lot owners, including businesses, institutions and government, to place and maintain canopy trees at both the interior and perimeter of parking lots.



## **Land Use**

### **Zoning Issues:**

Much of Crescent Hill was rezoned after the 1974 tornado and additional rezoning was done as recommended by the 1985 Neighborhood Plan. Most of the neighborhood is now appropriately zoned for existing development. However in some areas residential zoning still allows higher density use than presently exists; some single-family areas are zoned for apartment use. There are also limited instances of commercial zoning that does not reflect its current use. The Plan proposes rezoning these areas to the lowest density consistent with existing use. See map appendix.

There is a mix of zoning within Crescent Hill including C-1 at the SE corner of Brownsboro Road and Ewing Ave. and generally for the commercial uses along Frankfort Avenue; C-2 at 2 locations along Frankfort Avenue; OR-2 (office-residential) for 3 sites along Brownsboro Road and one nearby on Crescent Avenue; OR-3 for one site on Frankfort Avenue; R-5 residential single family with accessory apartment allowed is the largest zoning category within the community; R-5A multi-family includes most of the area between Stiltz and Birchwood, South Galt from Frankfort Ave. to Rowland, South Ewing, and several other sites throughout the area. In addition there are a few instances of more dense R-6 and R-7 zoning.

The maximum floor area ratio for residential lots zoned R-5 or R-5A is 0.5. The maximum density for R-5 is 7.26 dwelling units per acre and 12.01 dwelling units per acre for R-5A. Refer to the Land Development Code for various setback, height and other requirements.

### **Recommendation**

- A. Study the rezoning of certain areas to the lowest density consistent with existing use

### **Possible Zoning Changes for Study**

Although only one request for a change in zoning came from the neighborhood hearings, the task force is proposing the following list of specific zoning changes to be studied at the earliest possible time.

1. Study the area bounded by Birchwood/Bayly Avenues on the west, Stilz Avenue on the east, Frankfort Avenue on the north, and Grinstead Drive on the south to determine if the current density would allow the zoning to be reduced from R-5A to R-5.
2. Approach the owners of the single family property at 2716 Hollywood Terrace about allowing their zoning to be reduced from R-6 to R-5A.
3. Approach the owners of the property north of Frankfort Avenue at Fenley Avenue to see if they would allow the zoning to be changed from C-1 to R-7.
4. Request that the Planning Commission allow the zoning of the "Scenic Easement" area between Peterson Avenue and Ewing Avenue (extended), above Grinstead Drive be changed from R-5 to R-1 to reflect the current zoning change that has already occurred in Clifton.
5. Rezone the block along Frankfort Avenue from Bayly Avenue to Hite Avenue from C-2 to C-1 to reflect the current use.
6. Rezone the section of the Ursuline Campus, between Crabbs Lane and Eastover Court from R-7 to R-5 to reflect the current use. (parking lot)
7. Study the area on the north side of Field Avenue from 2733 through 2753 to determine if the current density would allow the zoning to be reduced from R-6 to R-5.

## **Land Use**

### **Commercial District**

The neighborhood-serving commercial district along Frankfort is a central part of life in Crescent Hill. Restaurants and coffee shops provide places for people to gather with their neighbors, while other establishments (such as a hardware store, a book store, the library, and barber shops) cater to the needs of daily life. The Task Force seeks to protect and continue to enhance this strip by ensuring that new commercial development is compatible with surrounding residential use.

### **Recommendations:**

- A. Encourage businesses to meet with neighborhood interests early in the development process, to achieve a mutually acceptable project;
- B. Encourage new commercial uses to occupy existing vacant or underutilized commercial space;
- C. Provide design consultation services including landscaping;
- D. Strengthen links with the Frankfort Avenue Business Association (FABA), and the Farmers Market.
- E. Improve the appearance of the Frankfort Avenue shopping area, by encouraging:
  - occupying vacant and underutilized structures;
  - structures and grounds maintained in good condition;
  - commercial uses screened from residential areas to the south with canopy trees and other means;
  - improvement or restoration of facades of commercial structures;
  - creation of a standard, distinctive design for commercial signs;
  - improved streetscape, street furniture and the conditions of alleys along commercial blocks.
- F. Rezone commercial areas to the lowest density zoning district consistent with existing use.
- G. Increase the amount of parking available for businesses along Frankfort Avenue by:
  - working with the railroad to develop landscaped parking in portions of the railroad right-of-way opposite commercial areas;
  - encouraging businesses to utilize vacant space behind stores for off-street parking.
- H. USE OF LAND SOUTH OF THE ALLEY FOR PARKING IS NOT APPROPRIATE.



## **Land Use**

### **Alleys**

#### **Recommendations**

Conduct a systematic, neighborhood-wide study of alleys and unbuilt alley rights-of-way to identify needs and establish a consensus among adjacent property owners on recommended improvements. This study should continue to build on earlier field work and address the following concerns:

- Alleys and rights of way needing better drainage
- Alleys that need additional lighting, and/or
- Alleys that need pavement repair
- Vacant rights of way that should be paved to alleviate neighborhood parking, access problems and possibly become part of a system.
- Vacant rights of way that should be vacated for green space and become additional yard area for adjacent properties
- Encourage residents to keep alleys free of litter, publicize property owners' maintenance responsibilities. Report persistent litter problems to enforcement officers



## **Land Use**

### **Sidewalks**

Crescent Hill is a historic neighborhood, that relies on sidewalks and pedestrian traffic. The scale and diversity of the neighborhood make it a place where families walk to the library, residents walk to work, children walk to school, and people walk to restaurants, coffee shops, and other gathering places. However, some of the sidewalks in the area are in serious disrepair, while others are not accessible to those with mobility limitations.

Safe sidewalks are also critical in Crescent Hill because many of our residents and visitors are visually impaired. Crescent Hill lies next to Clifton, the site of the Kentucky School for the Blind. Therefore, our sidewalks are traveled regularly by people with sight limitations.

In some parts of Crescent Hill there are no sidewalks at all. This presents a particularly dangerous situation along Brownsboro and Lexington Roads where four lanes of fast traffic and sporadic sidewalks make both routes unsafe for pedestrians. Also the intersection of Grinstead Drive and Lexington Road is entirely impassable by pedestrians or bicycles.

The sidewalks in Crescent Hill must be upgraded, repaired, and added as necessary. Steps must be removed and each corner equipped with curb cuts.

### **Recommendations**

- A. Repair tripping hazards and construct missing segments of the sidewalk system along streets with higher traffic volume and along highly traveled pedestrian routes (see Appendix for map).
- B. Redesign continuous curb cuts at Frankfort Avenue commercial uses creating defined access points at appropriate locations.
- C. Work with the state, Metro Parks Department and City Public Works to get sidewalk repairs and improvements on Grinstead Drive and Lexington Road in the vicinity of Interstate 64.

## **Land Use**

### **Affordable Housing**

The Crescent Hill Community Council seeks to maintain the diversity of the neighborhood through the retention of the current mix of housing type and affordability. This supplement encourages the rehabilitation of apartments over neighborhood commercial properties along Frankfort Avenue. The supplement encourages non-profit housing groups to rehabilitate multi-family units to provide quality affordable housing opportunities.

A definition of "affordable housing" was included in Title II of the Cranston-Gonzalez Housing Act. For rental units, it defined "affordable housing" as that renting for no more than 30 percent of income for a family making no more than 65 percent of the area median income. For homeownership units, it defines "affordable" as a house selling for no more than 95 percent of the area median purchase price.



## **TRANSPORTATION**

## **Transportation**

### **Railroad**

The CSX right-of-way along Frankfort Avenue has a single rail line; the space formerly occupied by a second track is vacant. The Crescent Hill neighborhood has studied use of this land for some years. The Plan recommends several uses for this land, if such use is acceptable to the railroad and does not create safety hazards. Landscaped off-street parking is recommended for areas adjacent to commercial sections of Frankfort Avenue. A bikeway and jogging trail are also suggested. The Plan recommends maintaining the excess right-of-way as a landscape buffer, a function it currently fulfills.

### **Recommendations**

- A. Pursue development of a bikeway and jogging trail, as well as landscaped off-street parking where appropriate, for the CSX easement.
- B. Pursue landscape improvements in the easement including canopy tree placement.
- C. Work with CSX and local health departments to address a serious mosquito problem due in part to standing water in the CSX easement.

## **Transportation**

### **Railroad Noise**

The train tracks that run through the neighborhood, and the trains that run on them, are an important part of the neighborhood character. The clanging of the gates and ringing of the trains' bells are as much a part of the neighborhood as its historic homes and neighborhood businesses. Those tracks have carried goods, (and once upon a time, passengers) for more than 100 years. They are part of the very birth of the neighborhood as train services allowed 19<sup>th</sup> century Louisvillians to move from the central city to outlying areas. And today, the easement for the tracks represents an important green space for the neighborhood, as well as a curb to the over-development of the Frankfort Avenue corridor. While Crescent Hill values the simple fact and presence of the trains and tracks, and while Crescent Hill has long tolerated the minor inconveniences of trains running day and night, two potential developments require a proactive approach on the part of the neighborhood, CSX, TARC, and local and state governments:

- A federal rule, currently in effect but not enforced, requires any train to sound its horn (not bell) four times in approach to each street crossing. With 14 crossings in Crescent Hill, and 23 trains per day traveling through the neighborhood (including throughout the night), this results in 1,288 horn blasts per day. With each blast at 100-150 decibels, enforcement of this rule could have serious adverse effects on quality of life in the neighborhood, as well as on neighborhood property values.
- TARC is currently examining the option of heavy rail commuter trains through the existing easement as a complement to a light rail line from downtown to southeastern Jefferson County. While we support mass transit wholeheartedly, we must ensure that it is planned and developed in a way that enhances, rather than compromises, urban neighborhoods.

## **Railroad Noise Con't**

### **Recommendations:**

- A. Assign a committee to develop a strategy to address/ameliorate railroad noise, including Quiet Zone and other options.
- B. Assign a committee to work with TARC when planning for future transportation options moves forward.



## **Railroad Safety**

Railroad crossing gates demonstrably increase the safety of vehicle, pedestrian and bicycle traffic in Crescent Hill. Currently, there are no railroad crossing gates at three intersections in Crescent Hill.

### **Recommendation**

- A. Install crossing gates at Blackburn and Claremont Avenues and at the Frankfort Avenue entrance to St. Joseph's Children's Home.





## **Transportation**

### **Interstates**

The Crescent Hill neighborhood is unequivocally opposed to the widening of I-64 anywhere inside the Gene Snyder Freeway. Such a widening could decimate vast portions of our neighborhood and significantly decrease both quality of life and property values. The Crescent Hill neighborhood must work with other neighborhoods, community groups, and all other community organizations interested in preventing the addition of any lanes to I-64. In addition, the Task Force believes that the Community Council should take a proactive approach to any and all transportation issues, forming coalitions with other neighborhoods as necessary or appropriate, to ensure that any future transportation changes benefit, rather than harm, Crescent Hill and the surrounding neighborhoods.

### **Recommendation**

- A. Form a strong alliance with Clifton, Butchertown, Lexington Road Area Preservation District, and all other stakeholders to work to prevent the widening of I-64.
- B. Develop a proactive strategy for understanding and influencing any transportation decisions that will affect Crescent Hill including action at the local, state and federal level.

## **Transportation**

### **Interstates**

#### ***Crescent Hill Community Council endorses and supports the following policy regarding future transportation planning:***

Recognizing that a regional public transit system, supported by bicycling and pedestrian facilities, can enhance regional transportation and

Recognizing that, in the past 20 years, the region has not invested in public transit as it should have.

Recognizing that continued interstate widening results in even more induced traffic.

Recognizing that continued interstate widening negatively impact the quality of our neighborhoods and public health.

Recognizing that continued interstate widening exacerbate the degradation of the urban center.

Recognizing that continued interstate widening focus on moving vehicles rather than on moving people.

## **Transportation**

### **Automobile Traffic**

The offset alignment of Hillcrest and Stilz Avenues at Frankfort Avenue is difficult to maneuver and creates traffic congestion. The supplement proposes that the Crescent Hill Community Council work with the city and state to create an agreeable plan when the intersection is realigned in the next few years. The redesign of this intersection should include provisions to save the existing trees on the Water Company property and provide additional parking and canopy trees for the merchants on Frankfort Avenue between Stilz Avenue and Crescent Court.

#### **Recommendations:**

- A. Work with the city and state departments to design the intersection to minimize tree loss and maximize parking in the triangle created by the realignment. The new design should include additional canopy trees.
- B. When the realignment and the new parking area are completed prohibit on-street parking during evening peak hours (4:00 PM to 6:00 PM) on the south side of Frankfort Avenue from Crescent Court to Stilz Avenue.

## **Transportation**

### **Traffic Safety Issues**

Speeding traffic, drunk drivers and other vehicular infractions jeopardize pedestrians including the visually impaired.

Traffic violations including speeding, DUI and illegal right turn on red are serious concerns of the Community Council.

#### **Recommendations:**

- A. Provide adequate sight distance at all intersections. Correct existing shortcomings by:
  - 1. trimming vegetation that creates visibility problems;
  - 2. removing parking that interferes with adequate sight distances, and
  - 3. enforce parking restrictions by working with business owners to encourage patrons to park legally.
- B. Modify high accident intersections to improve vehicular safety, including:
  - 1. install “signal ahead” signs (Lexington Road at Cannons and Stilz), and
  - 2. improve clear sight distances and investigate the need for a traffic signal at the intersection of Hite and Brownsboro.
- C. Seek the installation of railroad crossing gates for at-grade crossings that currently lack these facilities.
- D. Install three way stop signs at the intersections of N. Birchwood and Field Avenues and N. Bayly and Field Avenues.
- E. Establish a consensus among adjacent property owners concerning the best response to narrow streets that cannot accommodate on-street parking and two-way traffic. Alternatives include:
  - 1. continue existing conditions with constricted travel area as a means of slowing traffic and discouraging through traffic;
  - 2. restrict on-street parking near intersections if serious maneuvering problems exist.
- F. Study the street system in Crescent Hill to determine if street closings (creation of dead-end streets) are feasible. The support of adjacent residents and the neighborhood as a whole is needed to achieve any street closing.
- G. Provide amenities at frequently used transit stops including benches, sidewalks and shelters.
- H. Study the streets without sidewalks in Crescent Hill to determine if parking on one side of the street would be sufficient thus allowing sidewalk construction under otherwise constrained conditions (steep slopes, major canopy tree locations, etc.)

## **Transportation**

### **Alternative Transportation**

The Task Force seeks to improve safety for cyclists and pedestrians at Crescent Hill intersections and to create bike and pedestrian pathways to link the Crescent Hill neighborhood to various locations throughout the Metropolitan Louisville area.

Neighborhood Plan is committed to alternative forms of transportation for its own residents and for residents commuting through the neighborhood. The safety of these individuals is of the utmost importance to the task force. The neighborhood has a significant number of cyclists who enjoy the environment and atmosphere but there are intersections within the neighborhood that provide cause for concern. The task force is interested in working with the police and local government in determining the required technical assistance to provide for safer intersections in the neighborhood for visually impaired residents and visitors.

The Task Force will encourage the incorporation of bike lanes within all upgraded road projects that occur within the boundaries of the Crescent Hill neighborhood. The task force encourages the Metro Government to consider implementing incentives that inspire land use policies that promote travel by transit, bicycle and walking.

The adjacency of many parks provides Crescent Hill with an outstanding resource for pedestrians to enjoy walking recreation. The Task Force recommends incorporating walking trails throughout the neighborhood that provides historical markers and distance markers. These walking trails could connect to the many parks adjacent to the neighborhood and increase availability of choices for the walking enthusiast. Also the Task Force recommends linking the neighborhood via walking trails and cycling trails to specific destinations in Louisville, such as the RiverWalk, Seneca Park and Cherokee Park. (See Appendix-Maps with location.)

The Task Force will entertain the idea of integrating their walking and cycling trails with other forms of transportation throughout the Metro region. The simple inclusion of integrating bicycle and pedestrian planning for all T2 routes that may be adjacent or directly through the neighborhood is encouraged.

The Task Force is interested in helping publish bicycle and walking trail maps to inform the residents of Crescent Hill of the many options available.

Therefore, the prime principle that should guide traffic design decisions is encouraging and facilitating pedestrian and bicycle traffic. Any conflict between the interests of these groups and motor vehicle traffic should be resolved in favor of the pedestrians and bicyclists. This position is consonant with development guidelines for interfacing commercial and residential development and will also be consonant with development guidelines under Cornerstone 2020.

## **Transportation**

### **Recommendations:**

- A. Improve pedestrian access from Reservoir Park subdivisions to the Louisville Water Company site and Crescent Hill Park.
- B. Encourage private providers of open space and recreation facilities (churches, institutions) to keep existing facilities and to consider providing additional recreation opportunities.
- C. Establish a program to add sidewalks to all of Crescent Hill with a committee to determine priorities (walk to Kroger).
- D. Establish a plan for bikeways throughout the neighborhood.
- E. Develop additional pathways to access/link Crescent Hill to Seneca/Cherokee/RiverWalk Parks.
- F. Create measured walk/run tracks in public area.
- G. Curb cuts and sidewalk improvements in the IGA, Grinstead Drive, and Lexington Road area are critical to avoid bicycle and pedestrian accidents and allow a safe connection to Cherokee Park, adjoining neighborhoods, and the bike trails to downtown Louisville and Waterfront Park.

## **APPENDICES**

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## **APPENDIX 1**

### **Maps**

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## **APPENDIX 2**

### **Historical Background of Crescent Hill**

*The following material is excerpted from Louisville Survey East, City of Louisville, May 1980, pages 56 – 64, copyright by Louisville Historic Landmarks and Preservation Districts Commission. Reproduced with permission.*

During the 1880's, several factors played major roles in the development of Crescent Hill. In the first place, the Louisville, Cincinnati and Lexington Railroad and the Crescent Hill Railway Company's streetcar line along Payne Street provided suburban commuters with direct access to downtown businesses and offices. Eventually the L C & L stopped for commuters at Crescent Hill Grove at North Hite Avenue, and Reservoir Park near Eastover Court.

Another salient element in Crescent Hill's development was its topography. In contrast with the flat land of much of the central, western, and southern Louisville north of Iroquois Park, the rugged hillsides and deep valleys of Crescent Hill offered the possibility of a suburban lifestyle which seemed truly Arcadian in character. At the same time, geological attributes which seem to make Crescent Hill a sylvan retreat, removed from the hustle and bustle of the city, also affected the neighborhood's physical configuration. Thus, while subdivisions in most older Louisville neighborhoods were platted according to a fairly rigid grid pattern, the vast majority of those in Crescent Hill were plotted in an irregular fashion including some winding roads, short courts, and dead end streets while preserving scenic vistas and open spaces. Finally, development was encouraged by the park like setting created by the Fair Grounds and the Louisville Water Company's Crescent Hill Reservoir. By 1880, the Fair Grounds, now St. Joseph's, had been a Louisville institution for more than a quarter of a century, but the Reservoir and its accompanying gatehouse and general superintendent's house were another matter.

During the mid 1870s it became apparent that the water company had to increase pressure and expand its storage capacity if the growing city's need for water was to be met in the future. In the fall of 1876 the Water Company purchased two tracts of land between Frankfort Avenue and Brownsboro Road. The large of the tracts, consisting of 100 acres, was purchased from Z. M. Sherley, at a cost of \$60,000 while a smaller tract of 10 acres was acquired from the members of the Arterburn family for \$8,000. Construction on the reservoir began in April 1877. When completed two years later the facility included two storage basins with a total capacity in excess of 100 million gallons. Moreover, the new reservoir, built at an elevation of 179 feet above the low water mark of the Ohio River, was 33 feet higher than the existing 10 million gallon facility. This rise in elevation increased water pressure from 35 pounds to 48 pounds per-square inch.

The architectural highlights of the reservoir are the gatehouse and general superintendent's house, both of which were designed by Chief Engineer Charles Hermany in a rich High Victorian gothic style. Built in rusticated limestone, the one and a half story gate-house has rich exterior walls which are pierced by recesses, attenuated windows which are capped by solid-looking, smooth stone hood molds. What makes the gatehouse particularly striking is its skylight, which is composed of steeply-pitched gabled roofs, highlighted by carved stone pitchers and of iron decorative railings which accent the roof crests. Likewise, the one-story superintendent's house is built of rusticated limestone set upon a basement level. The structure includes simple, segmental-arched windows and recessed, rectangular window pairs separated by smooth stone, engaged columns with foliated capitals. The steeply-pitched roof was shingles with slate, and like the gatehouse, the roof crests include pointed, cast-iron railings, which were designed and manufactured by the local firm of F. W. Merz and Company.

Formally designed, beautifully landscaped, and carefully maintained, the Crescent Hill Reservoir attracted community attention from the beginning. Its grassy embankment, topped by a grand promenade of flagstones and a continuous cast iron railing, created the impression of a neat sloping lawn and attracted Sunday sightseers in droves. Such an attraction was not lost upon land developers, who recognized the reservoir's large open spaces helped to provide and maintain the open, rural character which made suburban living so attractive. Indeed, a long standing tradition suggests that it was the beauty of the reservoir and its setting that provided the name of Crescent Hill. According to the legend, Mrs. Thomas S. Kennedy was driving her carriage through the grounds of the still unfinished reservoir when she observed that the hill and lake where the basins are located formed the shape of a Crescent. The image caught on and before long the name Crescent Hill was in common usage.

But the subdivision process itself, which consisted largely of the inexorable partition by heirs of the original pre-Civil War estates which dotted the area, began much earlier in the 1870's. The initial focus of development was the Fail Grounds. In 1871, John T. Thatcher, through realtor S. S. Meddis, partitions promoted, a sold the tract known as Glenwood, which lay east of Stilz Avenue between Frankfort Avenue and Hermany Court on land that is today owned by the Louisville Water Company. Contributing to the lands salability was the fact that it overlooked the Fairgrounds. Depending upon location and degree of improvements, land in Glenwood brought that ranged from \$750 to \$1,000 per acre for some improved lots to more \$12,500 for nine and one-half acre tracts of improved land. Approximately four years after Thatcher's Glenwood Subdivision was platted, Lewis Lentz laid out his Fairview subdivision on a tract of land north of Frankfort Avenue opposite the Thomas Kennedy estate along either side of Crescent Avenue.

Lentz's Fair View Subdivision also ushered in a nine year moratorium on new land subdivision in Crescent Hill, a hiatus which one historian attributes to the depressing effects of the panic of 1873. Between 1875 and 1884, the only major project was construction the Crescent Hill Reservoir.

Nevertheless, by 1884 enough people had constructed homes in the area to convince the General Assembly to incorporate the Town of Crescent Hill. The charter authorized certain taxes and improvements, but, as a testimony to the town's limited municipal status, it deprived the trustees of any power to interfere in the operation of the Louisville Water Company or involve itself in the management and conduct of the railroad and streetcar lines within the town's corporate limits. But incorporation did help to create a sense of community spirit and individual responsibility in the growing town. The town hired a night watchman to guard property, but most "crimes" were investigated by residents themselves and the charter mandated that each adult inhabitant participate in volunteer fire services. Schools, churches, and Sunday schools developed quickly, frequently meeting initially in private homes. Permanent buildings would be constructed once funds became available. The first community project was construction of a school, which also served as a weekend social gathering place, as a town hall, and as a church for Methodists and Presbyterians until their own edifices were completed.

Along with the incorporation came a new surge of subdivision development. As if to underscore the changing state of affairs, 1884 witnessed the platting of the first subdivision to carry the name Crescent Hill. (Now considered part of Clifton.) The developer was George K. Speed, and the subdivision was Crescent Hill Subdivision No. 1, an irregularly shaped tract between Brownsboro Road and Frankfort Avenue. Like numerous other Crescent Hill property owners, Speed named the streets for members of his family, in this case, his children. Thus the tract is bounded on the west by Jane Street, on the east by Ewing Avenue, and is bisected north to south by Keats Avenue. In a manner befitting its shape, the subdivision was platted according to an irregular grid pattern. Most lots measured 50 by 200 feet, and the average lot sold for \$500. Advertisements boasted of the neighborhood's beauty and prestige as well as its picturesque altitude, healthfulness, and favorable transportation connection.

Five years after Speed laid out his subdivision, heirs began to partition Thomas Kennedy's Fair View estate, with Kennedy's Crescent Hill Subdivision being staked out along both sides of Kennedy Court between Frankfort Avenue and present day Grinstead Drive. The following year, S. S. and Jennie Hite recorded a subdivision called Crescent Hill Park along either side of Hite Avenue north of Frankfort Avenue.

The tempo of growth picked up considerably during the 1890s and continued strongly into the early decades of the twentieth century. Between 1890 and 1917, some 25 new subdivisions were laid out and recorded in Crescent Hill. In 1890, M. E. Galt and T. G. Galt laid out Galt's subdivision in Crescent Hill, located between Peterson Avenue and S. S. Hite's Crescent Hill Park. A major surge of development began the following year, when three new subdivisions were laid out on the south side of Frankfort Avenue between Jane Street on the west and the Kennedy estate on the east. On the western end, A. W. Randolph staked out Raymond's subdivision, which extended from Jane Street to Peterson Avenue between Frankfort Avenue and Grinstead Drive. Two blocks to the east, Valentine and Fredrick Franck platted Valentine Frank's Subdivision which extended along either side of Franck Avenue from Frankfort Avenue almost to Longview

Avenue. Somewhat further to the east, Martin and John Faust, along with realtors S. S. Meddia and Charles Southwick, platted Faust's Morning Side Addition, an irregularly shaped tract which stretched along both sides of Bayly Avenue from Frankfort Avenue to Grinstead Drive.

But development in 1891 was not confined to the south side of Frankfort Avenue. The largest single subdivision platted that year was Reservoir Avenue between the reservoir and Fenly Avenue. The developer was the Reservoir Park Company, which appears to have been associated with the Mechanics Trust Company.

The boom continued into 1892, when Jennie E. Speed subdivided Chatsworth, the former estate of manufacturer Joshua B. Speed. This tract included most of the land adjoining Peterson, Ewing, and Calvin Avenues north of Frankfort Avenue. The following year, the Columbia Finance and Trust Company platted Aubindale, a subdivision demarcated generally by Frankfort Avenue on the south, the Fairgrounds on the west, Field Avenue on the north, and Linden on the east. But the creation of Aubindale marked the beginning of another break in Crescent Hill's development, precipitated the time by the panic of 1893 and the severe depression that followed.

Despite the lull in development, Crescent Hill had grown enough since its incorporation that Louisville officials began to look upon the suburb with a longing eye. In 1893, the General Assembly enacted legislation which authorized first class cities to annex surrounding territory, including smaller incorporated towns, unless 75 percent of the citizens of the affected territory could demonstrate that annexation would "materially retard the prosperity of the (annexing) city and of the owners of real estate in and inhabitants of the territory sought to be annexed." The following year, the General Council passed an ordinance to annex Crescent Hill and two other suburbs on the city's fringe. Louisville sought through annexation to enlarge its population and broaden its tax base. But many residents of Crescent Hill and the other satellite towns fought to maintain their independence. For some it was a matter of snobbishness. As one Crescent Hill resident recalled decades later, "We thought we were too good to belong to the city." For others, it was a matter of maintaining home rule and avoiding payment of higher taxes. On the other hand, some newer residents of the community favored annexation out of a desire for better urban services and a belief that being a resident of the growing, larger city was in itself a mark of pride and prestige.

Opponents of annexation apparently out-numbered proponents, however, and in 1894 the town of Crescent Hill filed suit in the Common Pleas Division of Circuit Court, maintaining that 75 percent of the town's residents favored maintenance of the status quo. The petition further questioned Louisville's need for the land because "there is now within the corporate limits a vast territory of land unimproved and many thousands of vacant lots," But the fight against annexation failed, and in June 1894 Crescent Hill dropped its suit and yielded to annexation.

As an economic recovery set in during the late 1890's Louisville experienced a new wave of suburban land development. Much of the new activity was in Crescent Hill. In 1899, James E. and Carrie Bell platted J.E. Bell's Subdivision in Crescent Hill. Located upon a small tract on the south side of Frankfort Avenue between Kennedy's Crescent Hill's Subdivision and Thatcher's Glenwood subdivision, it was the last development platted in the neighborhood during the nineteenth century. Two years later, Nancy Jane Birch began subdividing the farm of George Birch, who had been a prominent livestock dealer at the Bourbon Stockyards. Beginning with the northern half of the tract along Birchwood between Faust's Morning Side Addition and Kennedy's Crescent Hill Subdivision, she replatted the subdivision in 1913 to take in all of the Birch property between Frankfort Avenue and Grinstead Drive.

In 1902, Peter Ellwanger, executor of the will of D.F. Ellwanger, subdivided an irregular tract of his family's land lying along the southern part of Hite Avenue between Frankfort Avenue and Hillside Avenue. The following year, Samuel English resubdivided a section of Lewis Lentz's Fair View Subdivision along English Avenue between Crescent Avenue and Stilz Avenue north of Frankfort. That same year, Charles D. Adams initiated development of the Inglenook Addition to Crescent Hill. Constituting the easternmost subdivision in the neighborhood, Inglenook's first section lay along the south side of Ingle Avenue between McCreedy Avenue and Cannons Lane approximately midway between Frankfort Avenue and Lexington Road. Four years later, surveyor Ben Ford, Fred Diefenbach, Jr., and Hy Tobe added a second section immediately to the south along Richard Avenue.

Only one subdivision was laid out in Crescent Hill during 1906, and it was nothing more than a resubdivision of a section of Keats Avenue in Raymond's Subdivision of 1891. The subdivider was J. H. G. Wallbaun. But in 1907, three new subdivisions were laid out, besides the addition to Inglenook. The largest of the three was Blue Grass Addition, developed by realtor Charles M. Phillips and located along either side of Pennsylvania Avenue between Brownsboro Road and Frankfort Avenue. Capitalizing upon its distant suburban, Phillips called the Blue Grass Addition "The Crown of Crescent Hill," and advertised as the place where one could build a "modern Bungalow." Prices, he added, were "so low up here . . . that you can buy enough ground to spread out and have a garden, fruit trees, and chickens, etc., etc." The year 1907 also witnessed the initiation of Cherokee Heights, one of the first subdivisions developed in Crescent Hill by a land company. Developed by the Cherokee Heights Land Company, this small tract is located on the north side of Lexington Road between Stilz Avenue and Cherry Lane.

The smallest, but possibly most heavily advertised development of 1907 was Eastover Park, a one-block tract bounded by Frankfort Avenue, Sacred Heart Lane, Gardiner Avenue and Crestwood Avenue. Owned of A. McVaw, the subdivision was developed by realtor Clarence Gardiner. In a 1908 advertisement, Gardiner and Company, described Eastover Park as

The expression of a conceit – an effort to prove a theory. It is the work of a man who insists that beauty is by no means the exclusive possession of the rich, who believes that we can have beautiful homes for the same money we are spending for ugly, commonplace houses, and that houses of good architecture . . . hold

their value permanently if well placed in a proper environment, for the effect of the most beautiful house is lost if placed upon a crowded lot in a narrow street.

To attract the middle-class buyer to Eastover Park, Gardiner advertised a broad boulevard guarded by a classic gateway and lined by concrete gutters, curbs and sidewalks; colonial, patio, and bungalow type homes designed by such local architects as Arthur R. Smith; deep lots and 95 foot setbacks; and payment terms that were better than rent.

New subdivisions were laid out on an almost annual basis until 1916, although no single year witnessed so many new projects as 1907. Among these new subdivisions were several developed by professional land companies. In 1908, Crescent Hill reached its southern-most point when the Eastern Realty Company, headed by banker Attila Cox, platted a subdivision called Eastleigh. Located on a scenic tract that lay between Grinstead Drive and Lexington Road, Eastleigh provided a bridge which united Crescent Hill with the northern edge of Cherokee Park. But the highlight of Eastleigh is its sight plan. Apparently in an attempt to treat the land as sensitively as possible, the developers took advantage of the tract's hills and ravines to lay out such narrow winding ways as Cross Hill, Top Hill, and Foot Hill roads.

In 1909, the Cherokee Heights Land Company platted Hill Crest, its second Crescent Hill subdivision, which was laid out along Hill Crest Avenue between Lenz's Subdivision of Air View and Blue Grass Manor. The following year, Harry and Eliza Dumesnil recorded the Dumesnil and Rowland Subdivision, bounded by Frankfort, Peterson and Galt Avenues and Grinstead Drive. In 1910, George Stilz, president of Stilz Realty, developed Stilz Subdivision, one of the period's largest such enterprises, upon a tract of family land bounded today by Stilz Avenue, Grinstead Drive, Lexington Road, and the grounds of Southern Baptist Theological Seminary. The only subdivision recorded in the neighborhood between 1911 and 1915 was Nancy Jane Birch's 1913 resubdivision of Birchwood. But in 1915, two more very small tracts were laid out-Shippen's Subdivision by E.S. and Ada Shippen, between Hollywood Trail and Field Avenue west of Birchwood Avenue, and Weisser Addition, by F.D. Weisser, near the southwest corner of the intersection of Frankfort Avenue and Cannons Lane. The last activity in Crescent Hill was Ambrose and Annie E. Burner's dedication of several streets which overlapped the southern portions of Faust's Morning Side Addition and Ellwanger's Subdivision.

Although most of the land available for residential development in Crescent Hill had been subdivided by 1917, more than a dozen additional subdivisions were recorded during the interwar period. Most were small and several were merely replattings of older subdivisions. But a handful of new subdivisions deserve note. Between 1921 and 1927, three new subdivisions – Hollywood in 1921, Ridge-Dale in 1912 and Idlewylde in 1927

– filled in most of the available space along Brownsboro Road between Ewing and Birchwood Avenues. In 1921, the Wheeler Company, Inc., headed by Blakemore Wheeler, platted the Upland Field “Cherokee” Subdivision between Eastleigh and the Southern Baptist Theological Seminary campus. Finally, the ten-year period between 1922 and 1932 saw the creation of four small subdivisions along the south side of Frankfort Avenue between Eastover Park and Cannons Lane. After 1932, as a consequence of the depression in the housing industry and the general unavailability of undeveloped land, not a single subdivision was laid out in Crescent Hill between Jane Street on the west and Fenley Avenue and Cannons Lane on the east.

In 1908 the president of the Crescent Hill Improvement Club asked realtor Clarence Gardiner to explain why he operated in Crescent Hill. In his response, Gardiner placed appropriate stress upon such technical innovations as the electric streetcar, which made suburban land more valuable and suburban living more accessible to the central city. But the main purpose of his statement was to underscore Crescent Hill’s true uniqueness:

Crescent Hill stands alone in this regard – it is our only suburban district, and it will remain suburban. Crescent Hill, for the most part, is laid out on the village plan, with wide streets and big yards, with the tendency to open new streets even wider than the old, until the district has taken on a character so thoroughly suburban that no amount of increased population can ever change the suburban atmosphere of the place, and with the increasing demand for room, and yet more room, that comes with education in the better things of life, Crescent Hill will continue to grow in popularity and value, for it is the only suburb of today that is not the city of tomorrow, - its suburban character is too firmly fixed to ever be changed, - the family seeking the joys of the country with the conveniences of the city has nowhere else to go.

Nearly half a century later, local journalist Grady Clay noted quite logically that most of Gardiner’s praise for Crescent Hill “sounds like optimistic poppycock today.” By the late 1950s, Clay noted, Crescent Hill had indeed become “engulfed by Louisville.” It was “no longer a separate suburb, but an old city neighborhood,” with many of the attendant features which that label frequently connotes – closely built homes, large houses which had been converted to apartments, and nearly complete turnover in population since World War II. And yet, with a degree of chauvinism befitting a resident of the neighborhood of which he was writing, Clay demonstrated that Crescent Hill had indeed maintained a large measure of the uniqueness and stability of which Gardiner had spoken 48 years earlier.

Central to that uniqueness was, of course, the influence of Crescent Hill’s terrain, which already has been discussed at some length. Equally important is the variety of housing styles which is found in the neighborhood. In addition to the remaining antebellum mansions are several large homes built by affluent Crescent Hill residents after the Civil War. Most notable are the Peterson and Field houses. Located at 301 South Peterson Avenue, the former structure was built about 1870 for tobacco merchant Joseph Peterson.



The design, attributed to the distinguished Louisville architect Henry Whitestone, combines the blockings and severity of the pre-Civil War Greek Revival mode with the much more timely features of the Italianate style. Set upon a limestone foundation, the two-story brick structure has the asymmetrical massing and central tower characteristic of the Italian villa style, along with such other appropriate features as bracketed cornice and tall, segmental-arched windows topped with cast-iron hoods. As if to say it is a Louisville home, each window hood has a modified fleur-de-lis motif in the center. Of similar stature is the Judge Emmet Field House, located at 2909 Field Avenue. Built around 1870 and purchased by Judge Field in 1886, the two-story country villa also has strong Italianate features such as bracketed cornice, a low gabled central hall, quoin corners, and window pediment which are broken and straightened at each end.

But more important than such gems as the Peterson and Field houses in shaping the residential character of Crescent Hill is the variety of solid middle and working class homes which line the neighborhood's streets and courts. Unlike many other Louisville neighborhoods, there are very few streets in Crescent Hill where one is confronted with block after block of homes having similar, or even identical massing and materials. The vast majority of houses in the neighborhood are of frame construction, no doubt because wood was cheaper than brick or stone, but the neighborhood also has its share of brick, stone, and stucco homes. Likewise, most streets have a variety of styles, mixing the Queen Anne and other Victorian styles with shotgun cottages, bungalows, and historical revival houses. The result, especially when combined with the neighborhood's topography, is a strong sense of exuberance and vitality. This is all the more striking when one realizes that houses in Crescent Hill are devoid of the sumptuous ornamentation frequently found on structures in Old Louisville and Cherokee Triangle.

Another vital factor in preserving Crescent Hill's uniqueness is the continued presence of large institutions, which have helped to maintain stability and provide green space. At one time, Crescent Hill was the site of three large orphanages, two of which still remain. Woodcock Hall, built by the Episcopal Church about 1870 and located on Crestwood Avenue at the southwest corner of Crabbs Lane and Gardiner Avenue, operated as a home for boys until 1955, the structure was sold in 1961 to the Ursuline Order for use as a dormitory by Ursuline College.

The second orphanage to locate in Crescent Hill, where it remains today, was St. Joseph's Catholic Orphan's Home. Founded in 1849 by German Catholics, the first home operated in the old Jefferson Seminary at Eighth and Grayson (Cedar) streets. During the mid-1850s it moved into the large Colonial style home of Colonel Jason Rogers at the corner of Jackson Street and Fehr Avenue near St. Boniface Church. There the institution remained, in quarters later enlarged, until 1885, when it moved to its present location on the north side of Frankfort Avenue at Crescent Avenue on part of the old Fairgrounds land. Architects for the stately, two-story building were Cornelius Curtin, William Redin, and Charles D. Meyer.

Finally, in 1927, the Masonic Widows and Orphan's Home of Kentucky moved into its new quarters, located on a 126-acre tract on the north side of Frankfort Avenue between Fenley Avenue and Sprite Road. Organized in 1867, the institution had operated since 1871 in quarters located on the east side of Second Street between Bloom and Avery Streets, south of the central business district. By World War I, the existing facilities had become inadequate. In 1919, the Board of Directors initiated a Million Dollar Committee to raise funds necessary to build a new facility. By 1921, over \$900,000 had been subscribed. The following year, the directors commissioned the Louisville architectural firm of Joseph and Joseph to begin drawing plans for the institution's new buildings including a school and auditorium, administration building, including a school and dormitory, infirmary, industrial plant, kitchen and dining room space, and children's dormitories. By late 1923, the Million Dollar fund had been oversubscribed, and more than half a million dollars had been collected. The cornerstone was laid in October 1925 and the new home was dedicated in October 1927.

Crescent Hill also is the locus of important educational institutions. Among these, in addition to the area's numerous public and parochial schools, is Southern Baptist Theological Seminary, and the former Ursuline College, now headquarters of several of the order's other educational programs. Organized in 1857, Southern Seminary operated in Greenville, South Carolina for two decades. In 1877, it moved to Louisville, and developed a campus of four buildings at Fifth and Broadway. But during the early twentieth century the noise and bustle which accompanied the movement of the city's main business area toward Broadway had begun to intrude upon the serenity of academic inquiry. By 1910 the trustees had begun to search for a setting more conducive to educational life. But it was not until 1921 that they purchased a 53-acre tract on Lexington Road in Crescent Hill. Ground was broken in 1923 for Norton Hall, the main administration and academic building. Two years later, construction began on Mullins Hall, a men's dormitory. Finally, in March 1926, the Seminary abandoned its downtown campus and moved into its \$2 million Crescent Hill facilities.

One of the most distinguishing architectural sites in eastern Louisville, the Seminary campus was planned and its initial buildings were designed in the Neo-Colonial style by architect Arthur Loomis, in association with the prominent New York firm of James Gamble Rogers. Built during the era in which Neo-Colonial architecture was particularly popular, Southern Seminary takes on added significance because of its critical praise. Architectural historian Rexford Newcomb, for example, found the institution's red brick buildings "particularly pleasing" and suggested that Norton Hall, "with its Adamesque portico and terraced tower, is eminently characteristic" of the Federal style.

Ursuline College was established during the late 1930s by the Ursuline Order of Roman Catholic nuns, which already operated its Mother House and Sacred Heart Academy, a preparatory school for girls, on grounds between Stilz Avenue and Cannons Lane east of Southern Seminary. In 1940, the sisters broke ground for Brescia Hall, a science facility, which also housed classrooms and administrative offices. Designed and executed in the Colonial style by Louisville architect Walter Wagner, Brescia Hall was the first of several

academic dormitory buildings which would be erected upon the order's sylvan campus. Ursuline College continued to operate at the Lexington Road campus until 1968 when it merged with Bellarmine College and eventually moved all its operations to the latter institution's campus on Norris Place. The Ursuline Order continues to operate its other educational and religious activities at the Lexington Road campus.

For all its variety, Crescent Hill has a sense of cohesion. It has the kind of uniform mix of housing styles and the central artery, such as Frankfort Avenue, which together give Crescent Hill a sense of unity in the midst of variety and vitality.

## **APPENDIX 3**

### **OTHER CONCERNS OF NEIGHBORHOOD RESIDENTS**

- Neighborhood resource materials at the Library, including copy of Plan, Tree list, etc.
- Plan Supplement available on Neighborhood Web Site.
- Disposal facilities for dog messes
- Develop a map of Louisville with Crescent Hill marker
- Permanent walking tour with historic markers.
- Crescent Hill Festival/Celebration/Anniversary
- Add water feature and other improvements in Kennedy Park
- Upgrade and repair businesses between Water Co and Cannons Lane
- Increased business involvement in neighborhood
- Beautification and upkeep
- Crescent Hill to become 6<sup>th</sup> Class City
- Litter and graffiti
- Dietrich's parking lot
- A way to walk to Kroger
- Improve resident understanding of neighborhood history
- Single line trolley adjacent to train tracks
- Expand/upgrade Water Co. green space South of Frankfort Ave, add a walking trail
- More trees and other Water Co. improvements
- Protect and preserve neighborhood commercial district
- Build a baseball field in the neighborhood
- Improve public transportation

## **APPENDIX 4**

### **Planning Process**

#### **CHNP – 2/21/02 – Meeting Summary**

#### **Subjects to be discussed by committee and neighbors:**

- Quiet zone
- Hillcrest/Stilz realignment (scheduled 2004 – 2010)
  - Project Funding - \$1,825,000
- Urban Canopy/Tree replacement
  - Involve Andy Smart and Jenine Wische
- Green Space
  - Golf Course
  - Kennedy Park
  - Eastover Park
  - Louisville Water Co. – Reservoir
  - Hillard/Greene Easement
- Institutions – cover over 50% of Crescent Hill
  - Masonic Home
    - Main Campus – open field 18.6 acres
    - Patio Homes
    - Traffic
    - CXS easement
  - St. Joseph's
  - Southern Baptist Theological Seminary
- CXS
  - Safety crossings
  - R.O.W. usage
  - Quiet Zone

#### **Proposed increased representation on Committee: (to be invited to 3/13/02 meeting)**

- Frankfort Ave. Streetscape Plan (Crescent Hill and Clifton)
  - Veritas
  - David Wilding
- Masonic Home
  - Sally Bowers

JCPS

Mike Mulheirn

Ursuline

Sr. Sarah Stauble

St. Joseph Orphanage

Louisville Water Company

John Huber

Southern Baptist Theological Seminary

Albert Mohler

Frankfort Ave. Business Assoc.

John Richards

CXS

TARC

Nina Walfort

Quiet Zone

Bruce Ewing

Contact Alderwoman Tina Ward Pugh and Commissioner Russ Maple to discuss other “external interface” that could impact Crescent Hill.

Other items mentioned:

Holding east end of neighborhood at Cannons Lane and not including Vogue area.

Adding all remaining areas of Crescent Hill to National Register.

Creating a Preservation District for all of Crescent Hill.

## **Appendix 4**

### **Planning Process**

#### **MINUTES**

#### **Crescent Hill Neighborhood Plan Update Task Force Meeting with Institutional Representatives Wednesday, March 13, 2002**

**ATTENDANCE.** Task Force Members: Stephanie Miller, Alvin Cox, Barbara Sinai, Michael Berger, Dennis Spetz, Julia Brown, Allan Steinberg. Guests: Christopher Quirk (Louisville Development Authority), Adam Schneider (First Ward Alderwoman's Office), Bruce Ewing (Fifth Ward Alderman's Office/Trains), Dennis Davis (St. Joseph's Orphanage), David Wilding (Veritas Architects), Lawrence Smith (Southern Baptist Theological Seminary), Mike Mulheirn (Jefferson County Public Schools), Sister Jean Ann (Ursuline Campus), Geoffrey Hobin (Transit Authority of River City), Barry Zalph.

Barbara Sinai described the meeting as an opportunity to hear from several Crescent Hill institutions regarding their status. Ms. Sinai asked each representative to describe what impact their institution would have on Crescent Hill during the next ten years.

**CSX Rail Corridor.** Bruce Ewing, aide to Fifth Ward Alderman Steve Magre, described Alderman Magre's work to establish a "Quiet Zone" along the CSX railway corridor through the Fifth Ward (i.e., Germantown and Shelby Park). He reported, however, that such status – which has significantly reduced the use of crossing whistles throughout the affected neighborhoods – is jeopardized by a rule pending before Congress that would require that trains blow their whistle four times at every crossing. Mr. Ewing indicated that, in light of the new rule, the only likely way to mitigate its impact upon Crescent Hill would be to engage CSX and the Federal Railway Administration (FRA) in discussions both about reducing the number of crossings [currently fourteen (14)] through Crescent Hill, and about improving crossing safety at the remaining crossings. Mr. Ewing said that making such changes "takes really a lot of neighborhood involvement." He advised Crescent Hill first to allow residents to vent their frustrations about the whistles, and then to move toward constructive dialogue with CSX and the FRA about reducing the number of crossings and about increasing crossing safety. Toward the latter goal, Mr. Ewing described crossing gates that are "impenetrable," with double gates and median barriers "so people cannot drive around the gate." Mr. Ewing suggested that the only way to mitigate the impact of the new federal rules regarding crossing whistles would be to "improve the safety of crossings." To help pursue this strategy, he offered his assistance

and that of the Fifth Ward Alderman, as requested by Crescent Hill alderwoman Tina Ward Pugh.

Mr. Ewing indicated, however, that until the final federal rule is issued, CSX and other railroads will probably not be able to discuss implementation strategies with affected neighborhoods. In the case of the Quiet Zone established through Germantown and Shelby Park, Mr. Ewing described a planning process that took a year, followed by implementation (i.e. removal of extraneous crossings and installation of “safe” crossing gates) that required another six months of work. The total cost for this project was \$1 million, including \$850,000 from the Commonwealth of Kentucky, \$100,000 from the City, and \$50,000 from CSX. [ The State’s involvement was through the Department of Transportation, which oversees local railroad crossings.] Mr. Ewing reminded Crescent Hill that whenever planning for their Quiet Zone begins, they’ll be “fighting for dollars,” since Crescent Hill is but one of three Louisville neighborhoods potentially competing to create a Quiet Zone similar to the Germantown-Shelby Park model.

Barry Zalph commented that, as inconvenient as train whistles may be, each freight train that passes through the neighborhood represents 100 or more tractor trailers, and therefore a significant savings of energy and reduced environmental impact.

**St. Joseph’s Orphanage.** Dennis Davis, executive director at St. Joseph’s, reported that the orphanage was founded in 1849, and that the campus on Frankfort Avenue had been established in 1885. Mr. Davis described St. Joseph’s principal program, the Child Development Center, as having a maximum capacity of 220, with a current enrollment of approximately 153. Mr. Davis projected that enrollment in this program will remain constant, at around 160 children, with no growth expected in the foreseeable future. Additionally, St. Joseph’s residential treatment program, with a maximum of 40 children, is currently at 80% of capacity. Mr. Davis said that the latter program could be affected by the Adoption and Safe Families Act of 1997, which encourages a move to permanency and home-based treatment programs. The long term, trend, he concluded, “is changing.” “The type of care that children are receiving at facilities like ours,” he said, is “toward more intensive care.”

Generally, said Mr. Davis, children enrolled at St. Joseph’s remain on campus, except for visits to the public library or Walgreen’s. Recently, he said, St. Joseph’s has “opened up more to the community,” especially as the host for private school athletics. Mr. Davis admitted that St. Joseph’s annual fair in August “uses up all of our goodwill in the community.” “On that day we have quite an impact,” he said, and he indicated that they are currently considering adding a second day to the fair. Otherwise, Mr. Davis said, St. Joseph’s has no development plans “that would impact the community in a negative way.”

**Jefferson County Public Schools.** Mike Mulheirn, JCPS Director of Facilities and Transportation, reported that the JCPS anticipates little change to its facilities in Crescent Hill during the coming few years. Mr. Mulheirn indicated a desire to expand Field Elementary northward to add a media center, but said that such a plan is not yet on the



JCPS capital improvement schedule. At Barret Middle School, he said, “we’ll just keep on maintaining,” such as re-roofing the school sometime soon. Otherwise, he concluded, “what you see is pretty much what you’re going to see in the future.”

**Ursuline Campus.** Sister Jean Ann reported that the campus will celebrate its 125<sup>th</sup> anniversary beginning in the last Thursday in July with a concert by the Louisville Orchestra. Altogether, she said the Ursuline Campus currently includes a Montessori school, a performing arts center, child development center, Sacred Heart Model School and Sacred Heart Academy. More recently, Louisville Diversified Services has added an adult day center for people with mental disabilities. LDS is developing a garden on the site, and neighbors are invited to come and pick flowers. LDS “wants to share this with the community,” Sister Jean Ann said.

Sister Jean Ann reported plans to replace the 1966 Montessori school with new facilities, and that the sisters are endeavoring to do this with architecture that is consistent with the remainder of the campus. “The best thing we can offer this community is educational excellence,” she said. While the new Montessori is the most significant improvement planned, Sister Jean Ann indicated that the Mother House chapel had recently been refurbished, along with landscaping throughout the campus. She said that the sisters are endeavoring to upkeep the beauty and historicity of the campus.

Sister Jean Ann concluded saying that nursing home is looking for volunteers, and that “there are a number of ways we can partner” with the neighborhood. She said that while their annual art fair is a “wonderful” community event, they’ve intentionally kept it limited to fit the confines of its campus setting. She reminded the neighborhood of a conference center for non-profit organizations that has been established on the third floor of the Brecia Center.

**Southern Baptist Theological Seminary.** Lawrence Smith, spokesperson for the seminary, reported that enrollment has been increasing 10% annually the last three to four years. “The challenge,” he observed, “is to manage that growth wisely.” The seminary is currently developing a 54,000 sq. ft. conference center off Godfrey Avenue between two existing dormitories, with 67 guest rooms. Also, the seminary has begun development of a student housing complex on Grinstead Avenue, with completion expected in August. Upon completion, said Mr. Smith, the housing complex may impact traffic on Grinstead, although most may access the facility from Seminary Drive instead.

Mr. Smith also reported the Seminary’s plans for a Billy Graham Center, a 21,000 sq. ft. complex including a museum, offices, and a conference center adjacent to Norton Hall. The Seminary also plans to expand the library by building wings at both ends of the existing structure. Otherwise, the Seminary plans to renovate existing facilities such as the Alumni Chapel. With the exception of the new student housing being developed along Grinstead Drive, Mr. Smith stated that the other planned improvements will have minimal impact upon Crescent Hill.

**Frankfort Avenue Beautification Plan.** David Wilding, a principal in the architecture and planning firm Veritas, reported on the status of a streetscape improvement study undertaken by his firm at the request of Alderwoman Tina Ward-Pugh and Alderman Steve Magre. Mr. Wilding reported that the affected neighborhoods, including Clifton and Crescent Hill, had been asked to indicate both what they like and dislike about the corridor in its present state. These opinions had then been incorporated into a streetscape plan that aims at creating consistency through design elements. Mr. Wilding observed that the most significant problems cited by residents and businesses along the corridor included the lack of adequate parking, as well as accessibility problems for visually-impaired residents. “The streetscape for them,” said Mr. Wilding, “is just total frustration because of the obstacles.”

**Transit Authority of River City.** Geoffrey Hobin, representing TARC, reported that TARC anticipates no significant changes in bus service to Crescent Hill, saying that all the routes that currently serve the neighborhood will continue to do so. Mr. Hobin reported the availability of “80:20” money (80% federal, matched by 20% local) for transit-related amenities such as bus shelters.

Mr. Hobin also reported that the Kentuckiana Regional Planning and Development Agency (KIPDA) has included a proposal for transit use of the CSX railroad line through Crescent Hill in KIPDA’s long-range plan. Mr. Hobin indicated that TARC and CSX are conducting a joint capacity study for the line if there is enough capacity within the railroad right-of-way to run a commuter train on the existing line. If the finding is positive, said Mr. Hobin, then establishing a commuter rail line – known as “Diesel Multiple Units – could be more immediately possible than the light rail corridor proposed from downtown to southern Jefferson County.

**DISCUSSION.** Alvin Cox thanked all the institutional representatives for their information and cooperation. He explained to them that “everything [the task force] is trying to do ... is to continue the good things that came out of the 1985 plan.” “It is everyone’s intent in this process,” he said, “to keep everyone abreast of everything that’s going on. We want to know what’s going on, but we also want our institutional neighbors to prosper.” Mr. Cox asked each of the institutional representatives to indicate what complaints they had received most frequently – and the nature of those complaints – in terms of their interface with the Crescent Hill neighborhood.

Adam Schneider, representing **First Ward** Alderwoman Tina-Ward Pugh, reported that her office most frequently heard complaints about speeding, inadequate crosswalks, and litter; poor drainage along the CSX tracks; standing water and mosquitoes.

Dennis Davis, of **St. Joseph’s**, replied that they had received neighbor complaints following their recent installation of a boundary fence. Also, St. Joseph’s receives regular complaints during and after their annual picnic about trash pickup. Mr. Davis also reported that parents of children attending their child development center complain

about the difficulty of getting in and out of the site. To remedy this problem, they've increased the use of both their Brownsboro Road and western gates.

Mike Mulheirn said that complaints to the **Jefferson County Public Schools** tend to be about "keeping the grass cut in the summer." They've also received complaints about erosion, and traffic flow problems. "You'll never get the traffic perfectly," he observed, "but this is as good as it will get." "We feel as though we've maxed out our options at the moment."

Sister Jean Ann indicated that **Ursuline** receives complaints about athletic tournament traffic and noise, about some drainage problems, and about on-campus speeding and traffic cut-throughs. "We're aware of the complaints," she said, "and we try to address them all to the best of our ability."

Lawrence Smith observed that there had been lack of communication between **Southern Seminary** and its neighbors in recent years, but that the Seminary is now trying to address that problem. He indicated that there had been complaints about the Grinstead Drive student housing development. Asked about plans for Seminary Village, Mr. Smith replied that he was unaware of any plans at this time.

Addressing Mr. Smith, Dennis Spetz stated that there was "a sense of outrage" in the neighborhood about what had happened along Grinstead Drive. "There's a sense of betrayal," he said, "that wasn't there in previous administrations." Mr. Smith replied that the Seminary vows to "improve and open lines of communication" with the neighborhood.

David Wilding observed that the parking problem along **Frankfort Avenue** has become increasingly severe. Barry Zalph added that the law prohibiting right turn on red at designated intersections goes unenforced.

Regarding plans for the **Louisville Water Company's** properties in Crescent Hill, Alvin Cox reported a conversation with company executives two years ago when they indicated a desire to rid the company of the Crescent Hill Reservoir. Mr. Cox said that they also were resigned to the fact that doing so would be impossible. Stephanie Miller observed that, as a very large land owner with significant presence in the Crescent Hill, the Water Company needs to be invited to join in the neighborhood planning process.

Barbara Sinai concluded the meeting by announcing that public hearings will be held on the plan on May 7, May 9, and May 14. She suggested another meeting of the task force prior to those hearings in order to prepare.

## **Appendix 4**

### **Planning Process**

#### **1985 Crescent Hill Neighborhood Plan Summary**

The purpose of the 1985 Neighborhood Plan was to identify the needs of Crescent Hill residents and businesses in terms of land use and transportation. The plan identified specific recommendations that would promote the revitalization and long-term stability of residential areas, improve neighborhood stores and shopping areas, correct existing and projected traffic problems, and provide adequate transportation services for the study area. The plan was developed in compliance with City Ordinance No.22, Series 1980 and was adopted by the Board of Aldermen in 1985.

#### **THE MAJOR RECOMMENDATIONS OF THE PLAN WERE:**

##### **LAND USE**

1. Maintain contact with the large institutions.
2. Encourage city agencies to refer development proposals to the neighborhood for review and comment.
3. Promote new development and redevelopment that is consistent with the existing neighborhood.
4. Encourage preservation of architecture and open spaces.
5. Protect environmental resources and areas of steep slopes.
6. Limit commercial use to areas currently used commercially.
7. Ensure that new commercial development is compatible with surrounding residential use.
8. Improve the appearance of the Frankfort Ave. shopping area.
9. Expand and strengthen the organization of Crescent Hill businesses.
10. Increase the amount of parking available for businesses along Frankfort Ave.
11. Rezone residential areas to the lowest density zoning district consistent with existing use.
12. Rezone residential areas zoned for commercial use to the appropriate residential classification.
13. Continue to monitor zoning change requests and participate in the development review process.
14. Improve pedestrian access from Reservoir Park subdivision to the Water Co. and Crescent Hill Park.
15. Encourage private providers of open space and recreational facilities to keep existing facilities and to consider providing additional recreational opportunities.

16. Upgrade the appearance of parking lots.
17. Encourage adoption of more stringent regulations governing billboards.
18. Strengthen Crescent Hill's identity as a distinct neighborhood and build community pride through enhancement of the area's natural beauty and urban design.

## TRANSPORTATION

1. Maintain the excess right-of-way as green space and buffer between the railroad and adjacent development.
2. Work with the railroad to develop landscaped off-street parking areas in portions of the right-of-way adjoining commercial areas that need additional parking.
3. Construct pathways for bicycling and jogging in this right-of-way.
4. Improve the off-set intersection of Stilz and Hillcrest Ave's with Frankfort Ave.
5. Restrict on-street parking during evening peak hours on the south side of Frankfort Ave. from Crescent to Stilz only after alternative parking is available.
6. Improve emergency access to Forest Court and eliminate the Norbourne Way crossing.
7. Provide adequate sight distances at all intersections.
8. Modify high accident intersections to improve vehicular safety.
9. Construct a roadway linking North Galt with Hite Ave.
10. Improve the usability of the emergency access route between Claremont and Crescent Hill Park.
11. Seek installation of railroad crossing gates for at-grade crossings that currently lack these facilities.
12. Install 3-way stop signs at the intersection of Ingle and McCready and at the intersection of Birchwood and Field.
13. Encourage residents to keep alleys free of litter.
14. Conduct a neighborhood-wide study of alleys and unbuilt alley right-of-ways and establish a consensus among adjacent property owners on recommended improvements.
15. Study the problems of narrow streets that cannot accommodate on-street parking and 2-way traffic.
16. Study the street system in Crescent Hill to determine if street closings are feasible.
17. Provide amenities at frequently used transit stops.
18. Repair tripping hazards and construct missing segments of the sidewalk system.
19. Redesign continuous curb cuts at Frankfort Ave. commercial uses.
20. Reduce conflicts between students and residents over on-street parking.

## **Appendix 4**

### **Planning Process**

#### **Quiet Zone Study**

##### **Background**

A federal law requires that trains sound their horn several times as they approach every street crossing. (Currently, this federal law is in effect but is not being followed or enforced anywhere in the country.) An additional federal law made it illegal for municipalities to outlaw the sounding of train horns within their area unless a Quiet Zone was implemented. A Quiet Zone has rigorous requirements for the safety of crossings, called Supplemental Safety Measures (SSM). From the US Department of Transportation:

A SSM is a system that has been determined to be effective in preventing the careless movement by motorists over a crossing. For example, median barriers, also referred to as traffic separators or channelization devices, at crossings equipped with automatic crossing gates, are considered to be effective toward this end. Proposed SSMs include:

- Four quadrant gates.
- Medians or channelization devices at gated crossings.
- Paired one-way streets.
- Temporary street closure (i.e., nighttime closure).
- Use of photo-enforcement technology.

Louisville has one of the nation's first Quiet Zones, in Germantown. Crossing improvements were made to bring crossing up to the standards. To make the project feasible, four streets and three alleys were closed. The total project funding:

\$650,000	Commonwealth of Kentucky - Section 130 funds
\$100,000	City of Louisville - General Funds
\$ 50,000	CSX Transportation
\$100,000	Governor Paul Patton - Commonwealth of Kentucky
<hr/>	
\$900,000	

##### **Questions**

Does Crescent Hill need a Quiet Zone?

Where should it begin? Where should it end? Should we partner with other surrounding neighborhoods?

Should a Quiet Zone include street closures? Which streets?

What road improvements/access improvements would be required to make it feasible?

What opportunities could this present for other transportation improvements (i.e. traffic lights, etc.)?

## **Appendix 4**

### **Planning Process**

#### **Possible Impact on the Neighborhood of Spaghetti Junction Redevelopment and the Ohio River Bridges Project**

##### **Background**

As part of the redevelopment of Spaghetti Junction that is planned in connection to the new Ohio River bridges, there has been some speculation that neighborhoods near Spaghetti Junction could be impacted. For example, there has been discussion of a Frankfort Avenue exit off a redeveloped and widened I-71 (this exit would be reportedly placed at or near the terminus of Frankfort Avenue at River Road, north of Clifton in Butchertown). And one of the potential bridge routes endangers several historic homes in Butchertown. The Butchertown Neighborhood Association has been working to stay informed and engaged in the process.

##### **Questions**

What might interstate and bridge construction (such as a Frankfort Avenue exit off I-71) mean for Crescent Hill?

What would be the ideal solution for Crescent Hill re: Spaghetti Junction redevelopment?

Should we partner with the Butchertown and Clifton neighborhoods as this process unfolds?

#### **Stilz/Hillcrest Intersection**

##### **Background**

The Frankfort Avenue intersections at Stilz and Hillcrest have long been acknowledged as dangerous and impractical. The Crescent Hill Neighborhood Plan of 1985 made a series of recommendations that have yet to be implemented.

##### **Questions**

Are the recommendations made in the original Neighborhood Plan adequate?

Are they still feasible?

What else should be done?



## **Appendix 4**

### **Planning Process**

#### **Results of Neighborhood Survey**

##### **A. How long have you lived in CH? (those responding)**

Less than 10 years - 11  
 10 to 20 years - 6  
 20 to 30 years - 2  
 over 30 years - 9

##### **B. Why did you move here?**

a. Enjoy the neighborhood concept _____	30
b. Enjoy green spaces and trees _____	27
c. Convenient to library, school, restaurants, etc. ____	24
d. Close to downtown _____	24
e. Good TARC access _____	4
f. Other _____	
Grew up nearby	
Great place for kids	
Close to family	
House	
Near church	
New job	
Husbands neighborhood	
To attend Southern Seminary	
Born here	

##### **C. Which parks do you frequent**

a. Cherokee Park _____	27
b. Reservoir Park – tennis, swim, & walking _____	19
c. Kennedy _____	5
d. Eastover Park _____	5
e. Crescent Hill Golf Course _____	2
f. Other _____	
Seneca Park	

##### **D. Do you use TARC?**

Yes _____	1
No _____	26
Sometimes _____	9
Comment: 1 “used TARC when I worked”	

**E. Do you use the Crescent Hill Library?**

Yes _____	21
No _____	1
Occasionally _____	15
<b>Would you use library if open on Sun. afternoons?</b>	
Yes _____	13
No _____	4
Occasionally _____	18

**F. Which of the following are you concerned about? Please rate with 5 = highest concern to 1 = no concern**

	Average Score
a. ___ Loss of large trees through neighborhood _____	4.21
b. ___ New construction that doesn't fit neighborhood _____	4.03
c. ___ Ugly expanses of asphalt pavement _____	3.97
d. ___ Litter _____	3.92
e. ___ Inappropriate remodeling of historic buildings _____	3.85
f. ___ Signs, billboards, and clutter (newspaper containers) _____	3.82
g. ___ Dangerous or no sidewalks _____	3.73
h. ___ Speeding _____	3.72
i. ___ Crime and personal safety _____	3.42
j. ___ Loss or deterioration of stone walls and columns _____	3.34
k. ___ Animal problems – stray cats, dog poop, dogs barking _____	3.06
l. ___ Planting of inappropriate trees _____	2.88
m. ___ Other _____	

Land Use

Plans to widen I 64 through Cochran Hill

Above ground utility wires

On-street parking (landowners should provide off-street parking where possible)

All the usual environmental elements

Lack of proper maintenance of planted areas

**G. What are the ugly places in CH? 5 = really ugly to**

1 = no bother	Average Score
a. ___ SE corner of Brownsboro Road and Ewing _____	3.87
b. ___ Parking lot at Detricks including Billboard _____	3.85
c. ___ Former Valvoline station at Ewing & Frankfort _____	3.53
d. ___ Parking lot at Peterson and Frankfort _____	3.18

- e. Shopping area N of tracks across from Detrick's pkg. Lot 3.14
- f. South corners of Cannons Lane & Frankfort 3.07
- g. Other
- Community Church – SW corner Frankfort and Galt  
 Bennies – SE corner Frankfort and Franck  
 Mom's Music – SW corner of Frankfort and Stilz  
 Railroad Easement  
 Southern Seminary construction – Grinstead Dr.  
 Heustis Service Center – SE corner of Frankfort And Weisser  
 Patricks – Frankfort between Crestwood and McCready  
 Sign ordinance needed  
 Railroad tracks from Claremont to Fenley

H. What are your major environmental concerns? Please rank 5 = very concerned to 1 = no concern Average Score

- a. Loss of tree canopy means loss of shade and community character 4.53
- b. Loss of large green spaces and surface waters cause biological habitat loss 4.40
- c. Visual pollution from billboards, signs and clutter degrades community character 4.18
- d. Loss of tree canopy causes excessive runoff and heat 4.00
- e. Dark surfaces and hard surfaces cause heat build-up 3.45
- f. Hard surfaces cause excessive runoff and loss of groundwater recharge 3.38
- g. Other

Cut branches on trees unfriendly  
 Air pollution from parking lots  
 Cars left to warm up on cold mornings  
 Pools of water along railroad add mosquitoes  
 Lack of decent planting on Blackburn

I. Have you participated In CH community projects?

- a. Community clean-up 13
- b. Tree planting 9
- c. Graffiti removal 5

d. __ Neighborhood representative to CHCC ____	15
e. __ Dumesnil House trustee ____	6
f. __ Fourth of July volunteer ____	19
g. __ Maintain community green space & entryways ____	6
h. __ Other ____	

**Crescent Hill Neighborhood Plan  
Website**

## **Appendix 4**

### **Planning Process**

#### CRESCENT HILL NEIGHBORHOOD PLAN – UPDATES

The next meeting of the expanded CHNP committee will be on:

Tuesday, April 23, 2002  
7:00 PM  
Peterson-Dumesnil House

We will discuss recommendations from each sub-committee as to the material we would like to present at the neighborhood hearings. Between now and then sub-committee chairs should feel free to invite any members of the expanded committee to join in their discussions.

The CHNP hearings will be held on:

Tuesday, May 7, 2002  
Thursday, May 9, 2002  
Tuesday, May 14, 2002

All hearings will begin at 7:00 PM and will be held at the Peterson-Dumesnil House. Meetings will be grouped by area. On May 7 we will have Cochran Hill, Dumesnil House and Chatsworth. May 9 will be St. Joseph, Kennedy Park and Stilz. May 14 will be Fairview/Hillcrest, Emmett Field, Reservoir Park and the Seminary.

The minutes from our March 13, 2002 meeting will be sent out shortly.

## **Appendix 4**

### **Planning Process**

#### **MINUTES**

Crescent Hill Neighborhood Plan Task Force

Tuesday, April 23, 2002

Peterson-Dumesnil House

ATTENDANCE. Task Force Members: Jennie Jean Davidson, Joe Argabrite, Judith McCandless, Barbara Sinai, Julia Brown, Allan Steinberg, Stephanie Miller, Dan Preston, Michael Berger. Others: Charles Raith (Louisville Development Authority), Jack Trawick (Louisville Community Design Center)

Barbara Sinai convened the meeting, saying that the purpose was to review the status of committee work in preparation for the May public hearings.

Judith McCandless reviewed the draft of a survey from the Beautification Committee to be conducted as a part of the hearings. Jennie Jean Davidson and Barb Sinai discussed adding questions pertaining to land use and transportation. Ms. Sinai suggested focusing discussion during the hearings on the subject of creating a local preservation district, and the proposal to extend the boundaries of Crescent Hill to include the Vogue Theater block. As specific projects, Alan Steinberg suggested walking tours with written information available at key locations. Michael Berger suggested kiosks be installed for posting flyers, to replace telephone poles. Alvin Cox, through Barb Sinai, asked how the public meetings and surveys could identify potential land use and zoning issues. Barb Sinai suggested a statement or question related to affordable housing, echoing the Clifton Plan. Members of the committee reviewed a map of current zoning, and discussed several situations where the zoning classification does not correspond to current use. Michael Berger asked whether the plan might identify potential light rail stations.

Jennie Jean Davidson reported for the Transportation Committee. She suggested creating an alliance with Butchertown and Clifton over the potential widening of I-64 and I-71. Regarding the Quiet Zone, she indicated that the new federal law will override any local legislation. Ms. Davidson said that the committee needs to decide where a proposed Quiet Zone would start and where it would end, before beginning to tackle the larger issue. The committee discussed the difficulty of creating a Quiet Zone according to the proposed rules, since doing so would require a significant expenditure of State and local funds that seem less and less available. Joe Argabrite suggested that the committee at least distribute information on the Quiet Zone, so that the community can be better informed about the pros and cons. Barbara Sinai suggested a similar kind of information

piece on Local Preservation Districts, as a proposed preface to community discussion at each of the public hearings.

Barb Sinai asked the committee to discuss the topics that need to be discussed at each of the hearings. The committee agreed:

- ◆ Neighborhood Boundaries, and whether to extend the boundaries to include the Vogue district
- ◆ Expanding the National Register designation to include Reservoir Park and Cochran Hill.
- ◆ Local Preservation District designation
- ◆ CSX Quiet Zone
- ◆ Various zoning and land use issue identified by the public

Dennis Spetz suggested several other issues be considered, via a letter sent to Barb Sinai.

On behalf of the Environment Committee, Judith McCandless suggested more cooperative efforts involving sidewalks and trees so that, for instance, trees could be planted on private property. Ms. McCandless also suggested a column be featured in the newsletter regarding correct homeowner care procedures for trees and shrubs. The committee agreed that Frankfort Avenue business owners need to be encouraged to get more involved in the plan.

The task force discussed a preliminary agenda for the public meetings:

- ◆ Sign-in
- ◆ Survey distribution
- ◆ "Explain what we're doing." Give those in attendance an address to write to, if they don't want to speak; or by e-mail.

Charles Raith suggested trying to involve people unaccustomed to speaking in public, such as through dots on maps, to engage people to talk about issues. "A way to prompt discussion...that may bring out some surprising results." "It may be beyond the big issues you're talking about." "Say up front" that this is not a public hearing on an existing plan, but a public "airing" of issues that need to be addressed by the plan. Emphasize that this is an update. Include a summary of the original plan. [B. Sinai will e-mail summary to C. Raith] Dan Preston wondered whether some might be unaware of the original plan. Jennie Jean Davidson suggested having someone familiar with the original plan provide a briefing. Michael Berger suggested having someone familiar both with zoning classifications as well as what those classifications mean, such as one page item on "Traditional Neighborhood Form." Stephanie Miller reminded the task force that the original plan may be on file at the library. Charles Raith suggested putting some of this information of Crescent Hill's web site.

Judith McCandless offered to work on the survey; Jennie Jean Davidson and Barb Sinai will work on information sheets. "What are we going to do with the results of the survey?" asked Michael Berger. Barb Sinai replied that the results could be compiled and featured in the newsletter, and in the final plan.

Julia Brown asked what is required to create a Local Preservation District? Charles Raith replied that to initiate consideration the Landmarks Commission must receive a petition with 200 names or half of the affected property owners, whichever is less. Mr. Raith reminded the task force that Preservation District designation applies to appearance and not to use. Barb Sinai reminded the task force that the new plan will not create any new designations, but instead will only say that the neighborhood "wants these things to occur."

The task force discussed what are the current boundaries of the neighborhood, and what areas might be added or deleted.

Charles Raith suggested that the task force reflect on what qualities the neighborhood wishes to preserve, and what are the threats, before focusing on implementation mechanisms such as Preservation Districts. The hearings, he said, should dwell on the large and important issues, rather than focusing too much on problems and details.

Stephanie Miller suggested flyers be distributed at the hearings for CityCall, "so that if people start venting we can direct them to the right place."

Joe Argabrite re-emphasized the need for the Water Company to participate in the task force. He said that the Crescent Hill facilities are probably the most strategic that the Water Company has. "They have long term plans to make them last a long time." The company, he said, is "generally concerned about security." "They're thinking seriously about prohibiting public access." It would be valuable, he concluded, for the company to hear neighborhood input and perspective.



## **APPENDIX 5**

### **Committee Reports**

#### **Beautification Committee Summary**

Co-chairs – Judith McCandless and Allen Steinberg  
Members-- Michael Berger, Melissa Mershon, and Stephanie Miller  
Advisor—Richard Jett

We had two meetings prior to the general committee meeting and the community public meeting about the Crescent Hill Plan Update. In the first meeting we reviewed the Beautification aspects of the original Crescent Hill Neighborhood Plan and additional committee concerns. In the second meeting we tried to hone our concerns and help develop the questionnaire for the general meetings.

We agreed that some problems and issues identified in original plan still exist. These include:

**1. “The architectural and open space resources of the Crescent Hill Historic District are not protected by a design review process.”**

If an historic neighborhood design review is instituted the community would likely be better protected from incompatible uses (such as a regular McDonald’s on Frankfort and S. Bayly) and we could have more tools available to preserve and enhance those buildings and landscape elements (particularly stone walls and canopy trees) that contribute so much to our sense of neighborhood. Furthermore, we would carry more weight with utility companies when they are considering utility box placement and other alterations.

IN ADDITION the Historic District should be enlarged to include the Cochran Hill and Reservoir Park areas, or all eligible neighborhood parts.

**2. “Commercial development in the study often detracts from the neighborhood’s appearance...rear of structures are deteriorating, no street furniture or landscaping is provided.”**

While this situation has improved somewhat, landscaping in the rear is woefully inadequate directly affecting the desirability of adjoining residences on side streets. Overall tree canopy on the south side of Frankfort Ave. has been largely decimated affecting the local microclimate and the former bucolic appearance of the neighborhood. Major parking lot construction by businesses and the city has not incorporated sufficient canopy trees to begin to replace those removed in the past 10 years. All too often vegetation behind Frankfort Avenue buildings is lacking altogether or consists of undesirable or inadequate future tree sizes. When there are no overhead electrical wires a

major canopy tree should be planted to provide coolness and shade for the neighborhood. This will help maintain Crescent Hill's bucolic character as well as lessen both water runoff and the urban heat island effect. Some businesses are not keeping the sidewalk clean or shoveling snow. This is an affront to the neighborhood residents who regularly walk and shop locally. Tree removal and lack of tree care in front of businesses on Frankfort also has a detrimental effect.

### **3. "Billboards do not contribute to the area's appearance."**

We should develop a better understanding of the limits and opportunities of the appropriate sign ordinances and the costs involved to remedy visual blight.

### **4. "Numerous parking lots in the study area lack screening and landscaping."**

NOTE This is better put by saying "appropriate landscaping." Screening should be effective and maintained. Shade trees should be planted where possible to help maintain community tree canopy.

**At our second meeting the Beautification Committee recommended that Crescent Hill:**

- a. Pursue Historic Register designation of the full Traditional Neighborhood
- b. Pursue local landmark status of the full Crescent Hill neighborhood area with design review crafted to maintain neighborhood character and integrity
- c. Preserve open space, particularly wildlife habitat, with purchase and conservation easements
- d. Preserve important architectural and landscape resources with purchase and conservation easements
- e. Preserve and enhance street trees within the community. If canopy trees can thrive in a particular site another tree size should not be planted there.
- f. Encourage the beautification of existing parking lots, both with screening and canopy tree islands. This could be done when a lot is repaved.
- g. Encourage non-traditional paving for parking lots and other hard surfaces – to lessen runoff and ease water pollution and flood problems downstream
- h. "Need(s) to maintain and strengthen urban design elements that contribute to the beauty and identity of Crescent Hill." (quote from previous plan) This would include street trees, entrance point markers, stone walls, and consistent street furniture.
- i. Needs to work with existing owners of non-conforming or incompatible uses to screen and buffer residents. This includes problems from noise and light (both of which affect blood pressure and sleep).
- j. Improve and enhance sidewalks. We need sidewalks where there are not sidewalks now, though not necessarily on both sides of the street. In some cases parking could be limited to one side of the street and a sidewalk constructed on the other. This would be much less expensive in many cases where there is little parking need and barriers to sidewalk construction such as steep slopes, or many mature trees.

**k. Use caution with RR R.O.W. improvements. There is a lot of community support for a trail, walkway and/or bike path along the RR R.O.W. We agree with this but caution that construction of a sidewalk directly adjacent to Frankfort Ave. is not desirable due to the potential loss of many mature trees. The tree canopy on the north side of Frankfort is a major neighborhood asset and should be maintained.**

**l. Develop and maintain a closer relationship with institutional landowners as well as the Frankfort Avenue Business Association.**

Other items that don't necessarily fit into plan

**1. Should the Beautification Committee be a permanent part of the CHCC and include a member of Crescent Hill Garden Club?**

**2. Should there be a regular short article in CH newsletter on subjects such as owner responsibility for trees in ROW; owner responsibility for cleaning sidewalks, owner responsibility for dead or hazardous trees; procedure for putting in or removing a street tree; proper pruning techniques; using the sidewalk and your front yard for parking etc.?**

**3. What kinds of things might be included in Beautification Committee purview?**

Streetscape

Historic Preservation

Tree canopy preservation and planting

Protection of our springs and surface water (small streams)

Preserve the character of Crescent Hill

Lighting for preserve character, safety, and avoid sky pollution

Underground utilities, especially for Frankfort Ave., Grinstead Drive and

Stiltz (these would be our first recommendations)

**4. What are some specific projects that would help beautify CH?**

Information kiosks for lost pets, yard sales, bands, CH maps, etc.

On Frankfort near Walgreen's, Moms, the library and at reservoir stairs

Revitalized and enhanced planting plan to enhance CH character, provide

beauty, shade, slow runoff, and lessen heat island effect

Uniform signage and street lights throughout neighborhood & extend

auditory crossing signals to all lights

Walking tours with built-in info markers (Louisville stoneware)

Street art and sculpture plan

Landscaped parking lots

Historic district designation with design review to help maintain community character. More organized clean-ups and more trash containers to help prevent litter

Cooperative efforts (community & private property owners) to fix sidewalks and plant trees

Column in newsletter - property owner responsibility, tree pruning, etc.

## **Committee Reports**

### **Land Use Committee Report**

#### **LAND USE QUESTIONS**

What areas in Crescent Hill still need to be rezoned? Should we request a new zoning that would prohibit the subdivision of deep lots such as happened on Crescent Court? Should mismatched zoning conditions be reviewed again.

**What does becoming a LOCAL PRESERVATION DISTRICT mean and do we want one in Crescent Hill?**

A Local Preservation District status establishes a process and guidelines for design review for all exterior changes to structures in the district, as well as new construction and demolition. Design review cannot prohibit uses permitted by underlying zoning regulations. It is like a deed restriction that gives the residents assurance that changes to existing buildings and new construction will be compatible with the distinctive character of the neighborhood. The price of this assurance is the requirement for review by an Architectural Review Committee (ARC) made up of representatives of the Landmark Commission, local property owners, an architect, and a real estate agent.

**Should we (the neighborhood) petition the Landmarks Commission to designate a Crescent Hill Preservation District?**

Designation of preservation districts can only occur if the Landmarks Commission first receives a petition signed by at least 200 residents of the proposed district or 50% of the property owners of the district, whichever is less. The Commission must then conduct a study and hold a public hearing, after which it can vote to designate (or not). The Commission's designation must be ratified by an ordinance adopted by the Board of Aldermen.

**Should areas of Crescent Hill now outside of our existing NATIONAL REGISTER DISTRICT be added to the National Register?**

All of the area inside the Crescent Hill boundary is now eligible for listing on the National Register of Historic Places. As of this time there is no advantage or disadvantage to homeowners for having property on the National Register (although city ordinance requires 30-day waiting period for demolition permits on properties now on the Register ), but the "smart growth" bill considered in this year's legislative

session would have given tax credits for building and/or renovation in designated historic areas.

**Should the city area from Cannons Lane to the Vogue Theater be added to Crescent Hill?**

Currently the residents in the above area are not a part of any organized neighborhood. Perhaps this area should be surveyed as to their interest in becoming part of our neighborhood.

Other subjects to be addressed:

- Billboards

- Parks

- Drainage Problems

- Alleys

- Zoning of church properties [note: churches are allowed in all residential zones as permitted uses]

## **LAND USE PROPOSALS**

- 1. Pursue designation of Crescent Hill as a Local Preservation District.**  
Protect and preserve neighborhood commercial districts.  
Institutional encroachments into residential areas.
- 2. Create a strategy and system for rebuilding relationships with institutional neighbors.**  
Masonic Home  
Southern Baptist Theological Seminary  
St. Josephs  
Ursuline  
Jefferson County Board of Education  
Water Company  
CSX  
Churches  
CH Methodist  
CH Presbyterian  
St. Marks  
CH Baptist  
Holy Spirit  
Korean Presbyterian Church
- 3. Make application to the National Register of Historic Places for addition of all areas of Crescent Hill currently not included on the register.**
- 4. Survey residents and business owners along Cannons Lane, Lexington Road, and Frankfort Ave. to ascertain potential interest in being represented by the Crescent Hill Community Council.**
- 5. Survey residents of Mockingbird Gardens to see if they want to remain a part of Crescent Hill. Contact Homeowners Assoc.**
- 6. Work with a streetscape committee to improve the appearance of the commercial area between the Water Co. and Cannons Lane.**
- 7. Work with a streetscape committee to expand and upgrade the Water Company green space south of Frankfort Ave. and add a Walking path in that area.**
- 8. Build pride in neighborhood to get everyone involved in stopping litter and graffiti.**

9. **Maintain synopsis of original plan as the “Statement of the Crescent Hill Plan.”**
10. **Build pride in the neighborhood to get everyone involved in Stopping litter and graffiti.**
11. **Reach out to youth and seniors in the neighborhood.**
12. **Work to build a stronger relationship with FABA.**
13. **Possible zoning issues:**
  1. **Study density on Birchwood Ave., Kennedy Ave., Avon Ct., Crescent Ave. & Ct., Graham Ave. and Stilz Ave. to see if they might be able to be rezoned from R-5A to R-5.**
  2. **Approach the owners of the unbuilt section on Brownsboro between Birchwood and Bayly about down zoning from R-6 to R-5A.**
  3. **Rezone the commercial property north of Frankfort Ave. at Fenley (SBTS property) from C-1 to R-7.**
  4. **Rezone the Crescent Hill portion of the Scenic Easement to R-1 to be the same as the section in Clifton.**
  5. **Revise the zoning between Bayly and Hite on the south side of Frankfort Ave. from C-2 to C-1 to reflect the current use.**
  6. **Return the Ursuline section, between Crabbs Lane and Eastover Ct. that is currently R-7, back to R-5.**