



Irish Hill Neighborhood Plan Update



Case Manager: Ken Baker, AICP
Docket No: 17NEIGHPLAN1002 & 17NEIGHPLAN1003
Planning Commission: August 3
Metro Council Committee: September 15



DEPARTMENT OF
DEVELOP
LOUISVILLE
LOUISVILLE FORWARD

BACKGROUND

Plan developed under the leadership Councilman Bill Hollander, (District 9) and Councilwoman Barbara Sexton Smith, (District 4)

Plan managed through Louisville Metro Office of Advanced Planning, in conjunction with Planning and Design Services

Neel-Schaffer, partnering with Center for Neighborhoods and Vivian Llambi Associates, were selected to assist with development of the neighborhood plan update

7-person Neighborhood Advisory Group, recommended by CM Hollander, appointed by Mayor

Ordinance No.O-106-17

AN ORDINANCE IMPOSING A TEMPORARY MORATORIUM ON REZONING, CONDITIONAL USE PERMIT, MAJOR SUBDIVISION AND PLAN CERTAIN, CATEGORY 2B AND 3 DEVELOPMENT PLAN APPLICATIONS IN AN AREA OF LEXINGTON ROAD PENDING A STUDY, REVIEW AND RECOMMENDATION BY THE PLANNING COMMISSION OF LAND USES AND ZONING DESIGNATION IN THE AREA

Boundary for land use study, as defined in the moratorium:

“Lots abutting Lexington Road between and including from Baxter Avenue to the bridge where Beargrass Creek crosses Lexington Road on the eastern most crossing past Quarry Street and along the Charlton Street right-of-way.”

IRISH HILL NEIGHBORHOOD PLAN UPDATE

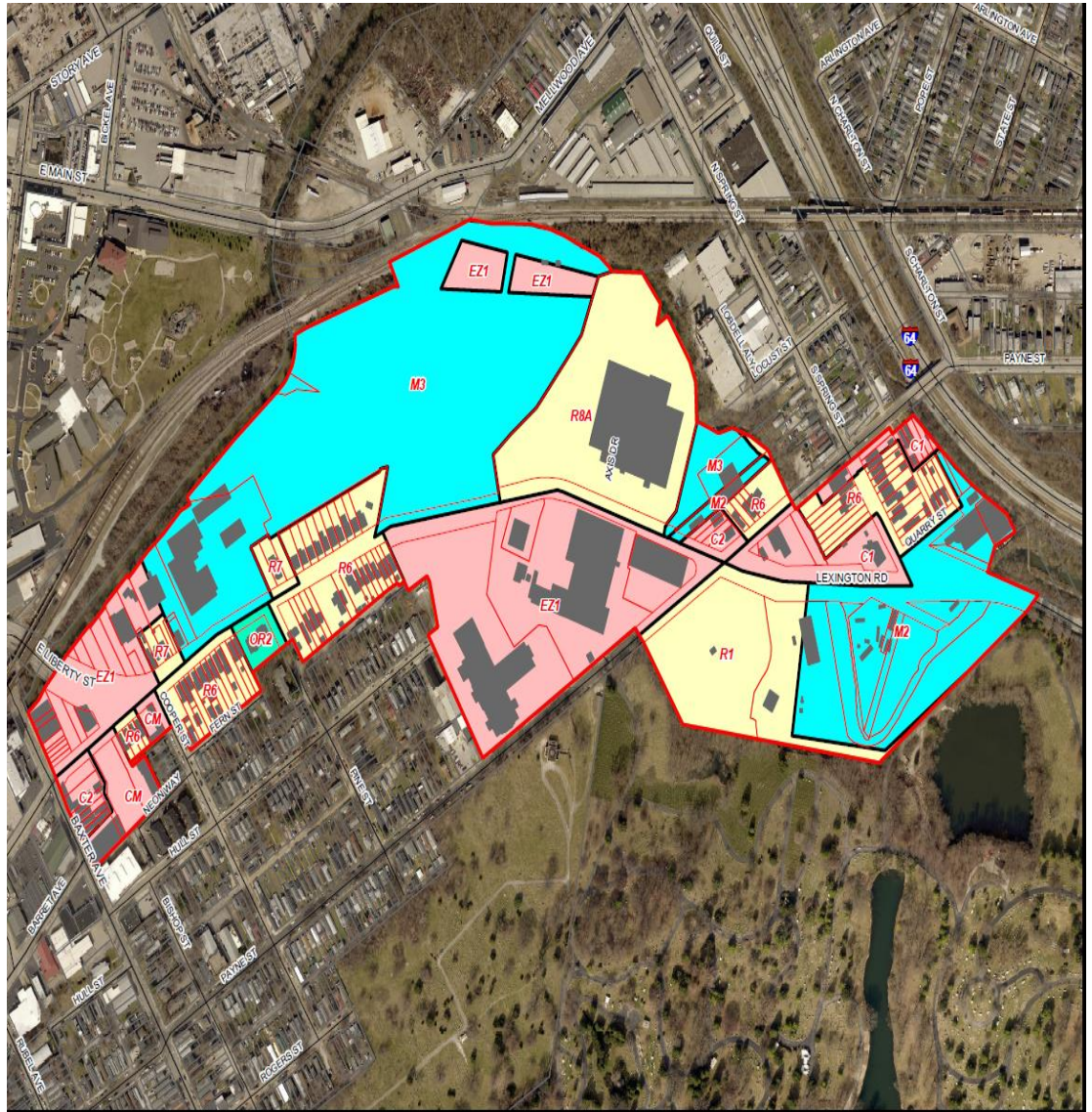
- Original Irish Hill Neighborhood Plan Adopted in 2002
- Executive Summary of the Irish Hill Neighborhood Plan adopted as an amendment to Cornerstone 2020 Comprehensive Plan in 2011
- Irish Hill Plan Update/Lexington Road Study will update the Land Use Component of the existing Irish Hill Neighborhood Plan; Updated Executive Summary to be adopted an amendment to Cornerstone 2020

Irish Hill Neighborhood Plan Goals

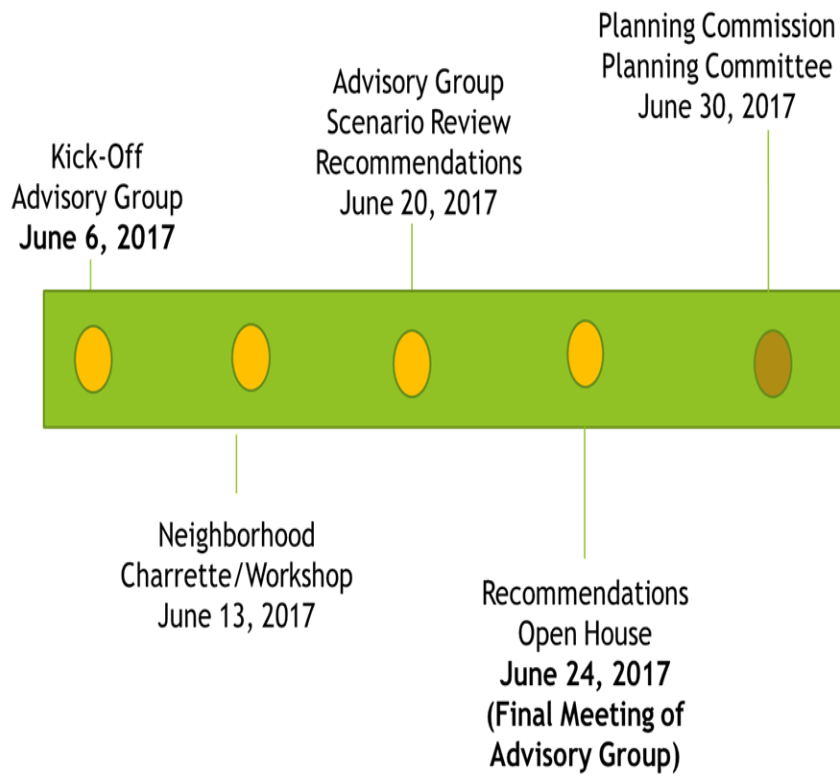
- Improve the **cleanliness, air quality, appearance** and **safety** of the neighborhood, including residential, commercial and industrial areas.
- Encourage a **complementary mix of residential and commercial uses** but also provide for effective separation of uses to reduce encroachment and conflict. Enforce existing zoning designations, and change zoning where appropriate. **Prevent the expansion [of] uses incompatible** with the neighborhood. **Support and reinforce the neighborhood residential character.**
- Improve the appearance, environmental quality, and public enjoyment of the **Beargrass Creek Corridor**, and increase access to the corridor for Irish Hill residents and for visitors. Preserve and enhance **Lexington Road as a parkway and greenway corridor**. Complete and implement master plans for **Breslin and Irish Hill parks**.
- Make **streets and sidewalks safer** and more accessible to residents. **Improve traffic safety** within the neighborhood, and significantly reduce speeding on neighborhood streets. Enhance the neighborhood's stature as a convenient urban neighborhood by increasing the utility and accessibility of **alternative transportation modes** (e.g. bus, bicycle, light rail).
- Increase the **availability and convenience of residential parking**, and **reduce commercial parking and parking encroachments** within residential areas.
- **Encourage the maintenance** and upkeep of all properties through education, volunteerism, advocacy, and regulatory enforcement.
- Increase **neighborhood-serving commercial** development within established commercial districts and nodes.
- Encourage the **down-sizing of industrial activities** and the corresponding **redevelopment of industrial districts to uses more compatible** with the neighborhood's residential core.
- **Preserve the neighborhood's unique historical** features, homes, architecture, and individual landmarks (e.g. "The Cave," Distillery Commons, Baxter Avenue Station, Valentine & Finzer Houses, Liebert House, public works and quarry).

Existing Zoning

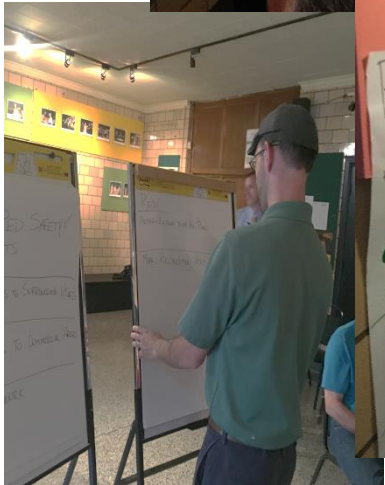
Existing zoning within the study area's boundaries reflect the historic uses and the historic and modern tensions. The corridor has both small lot single family zoning and heavy industrial zoning, and in many cases these uses and zones are side by side.



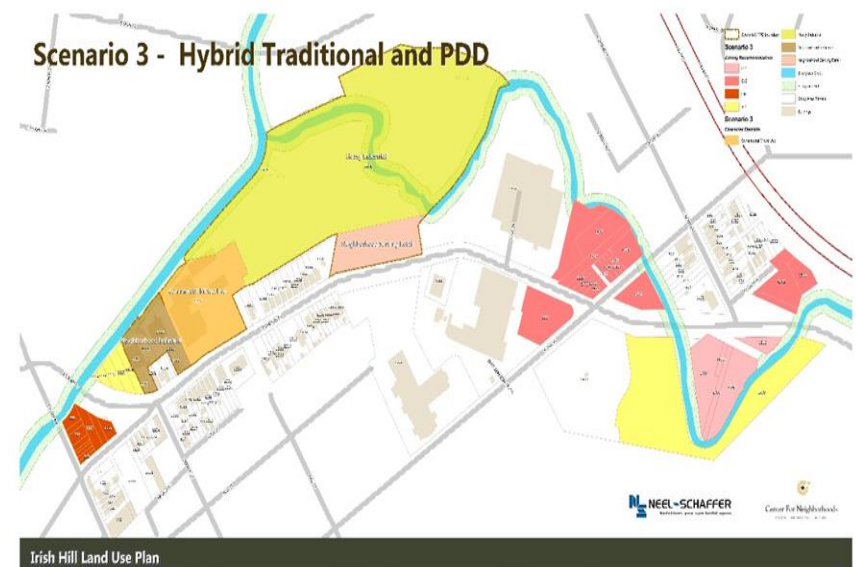
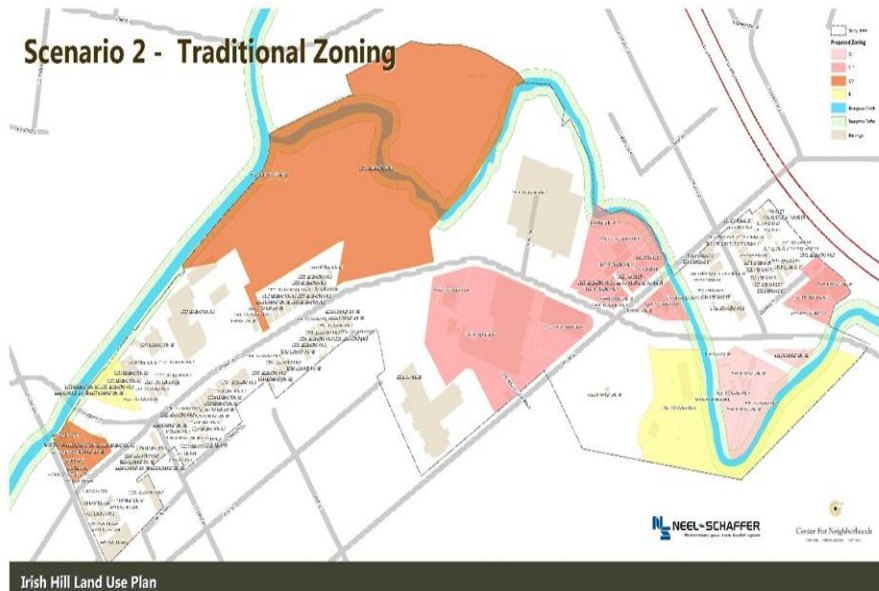
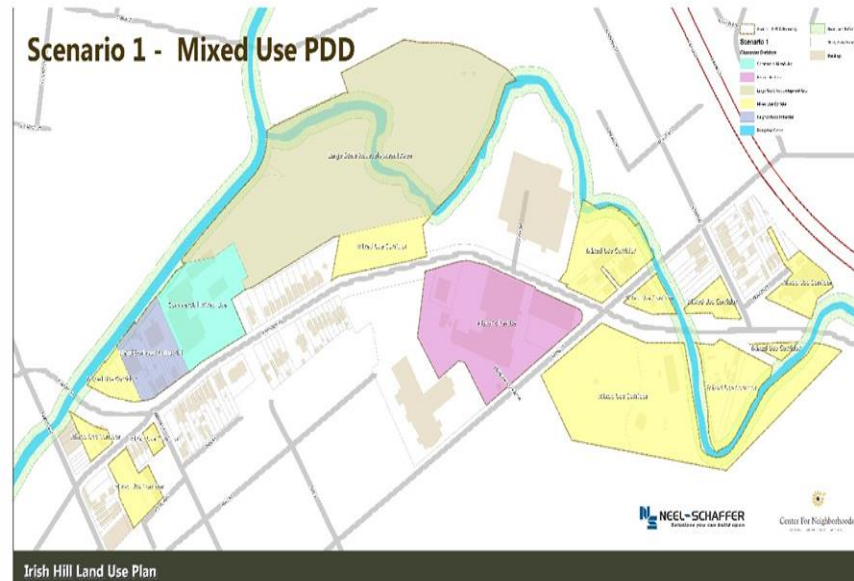
Planning Process



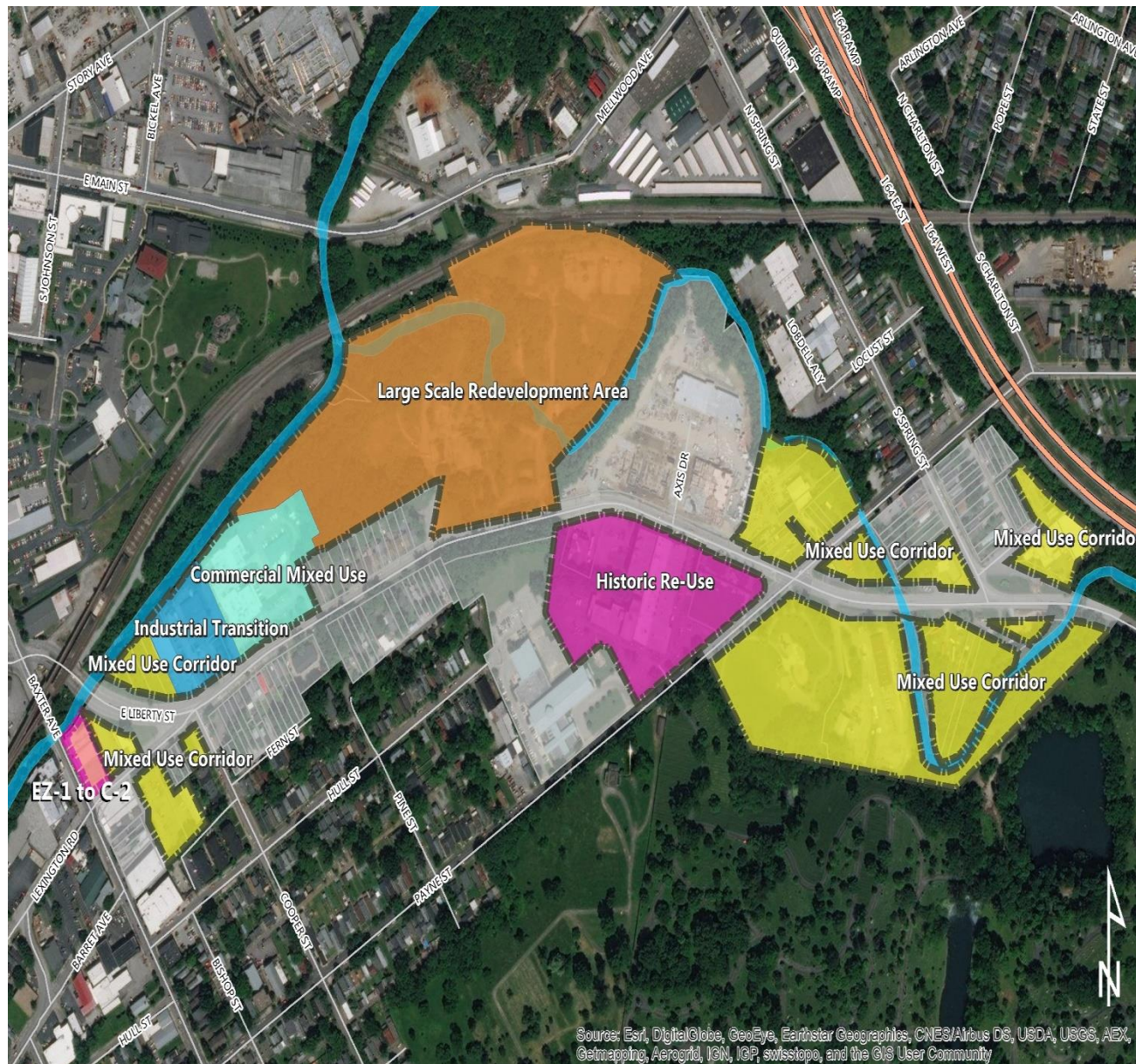
Neighborhood Charrette/Workshop



Development Scenario Review



Mixed Use Planned Development District And Rezoning Recommendations



Character Sub Areas: Mixed Use Corridor

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

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



Mixed Use Corridor Sub Area Land Use Table

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

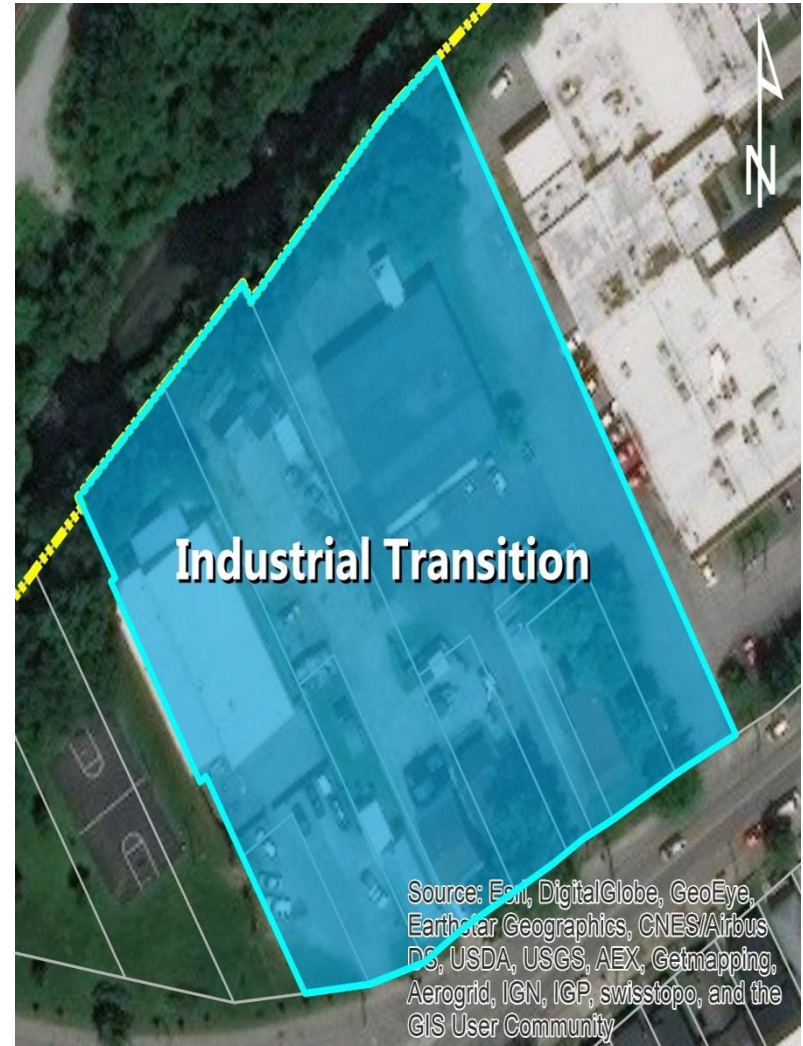
*Future uses shall comply with performance standards. Performance standards may regulate impervious surface area, noise, glare, light, air quality, odors, smoke, pollution, vibration, landscaping and buffer areas, outdoor storage, lot design, traffic access and safety and location within character area

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

Character Sub Areas: Industrial Transition

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

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



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

Industrial Transition Sub Area Land Use Table

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

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

Character Sub Areas: Commercial Mixed Use

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

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



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

Commercial Mixed Use Sub Area Land Use Table

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

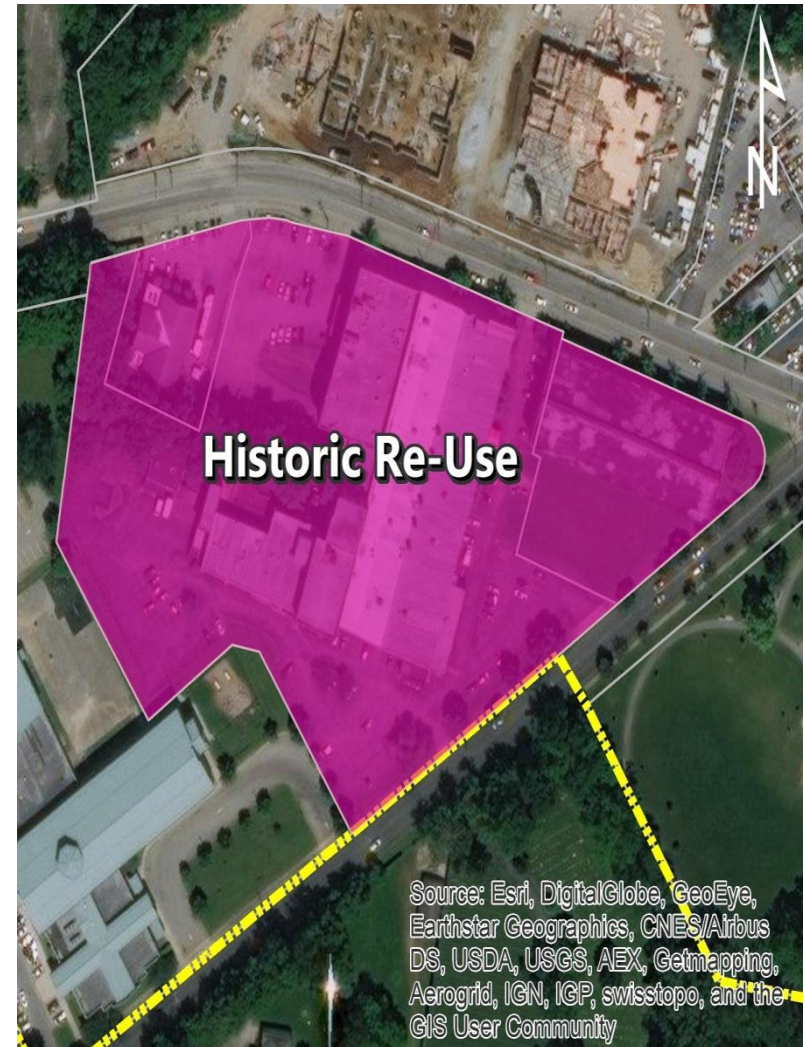
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Character Sub Areas: Historical Re-use

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

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



Historical Re-use Sub Area Land Use Table

| | |
|---------------------------------|---|
| Multi-Family Residential | Consists primarily of multi-family residential uses either in stand alone structures or as part of a mixed use building. This category also permits residential care facilities in accordance with KRS Chapter 100 |
| Office Uses | Consists primarily of business, professional, medical or governmental offices, and community service facilities. |
| Commercial Use 1 | Consists primarily of retail stores and personal service establishments which: a) Provide for a wide variety of neighborhood serving uses; and b) Have a small service area and are, therefore, distributed widely throughout the city. |
| Commercial Use 2 | Consists of more intense entertainment and long- or short-term stay related uses that are typically not considered as neighborhood serving uses. May include bowling alleys, theaters, large dance/club establishments, hotels, and similar uses. |
| Institutional Use | Consists primarily of institutional uses of a religious or educational nature. This category also permits community related uses such as community centers. |
| Limited Uses | |
| LU4 | Breweries and distilleries over 5000 sq. ft (with performance standards* including with indoor storage *) |
| LU5 | Outdoor Entertainment (with performance standards* including hours of operation and noise) |
| LU6 | Transitional Housing (with performance standards*) |
| LU7 | Homeless Shelter (with performance standards*) |
| Conditional Use Permits | Hospital and Medical Clinic (performance standards*) |
| | Commercial Communication Towers (performance standards*) |
| | Commercial Greenhouses/Plant Nurseries/Landscape Material Supply (performance standards*) |
| | Car Dealerships, Off-street Parking (performance standards* including lot size minimum and screening and buffering) |
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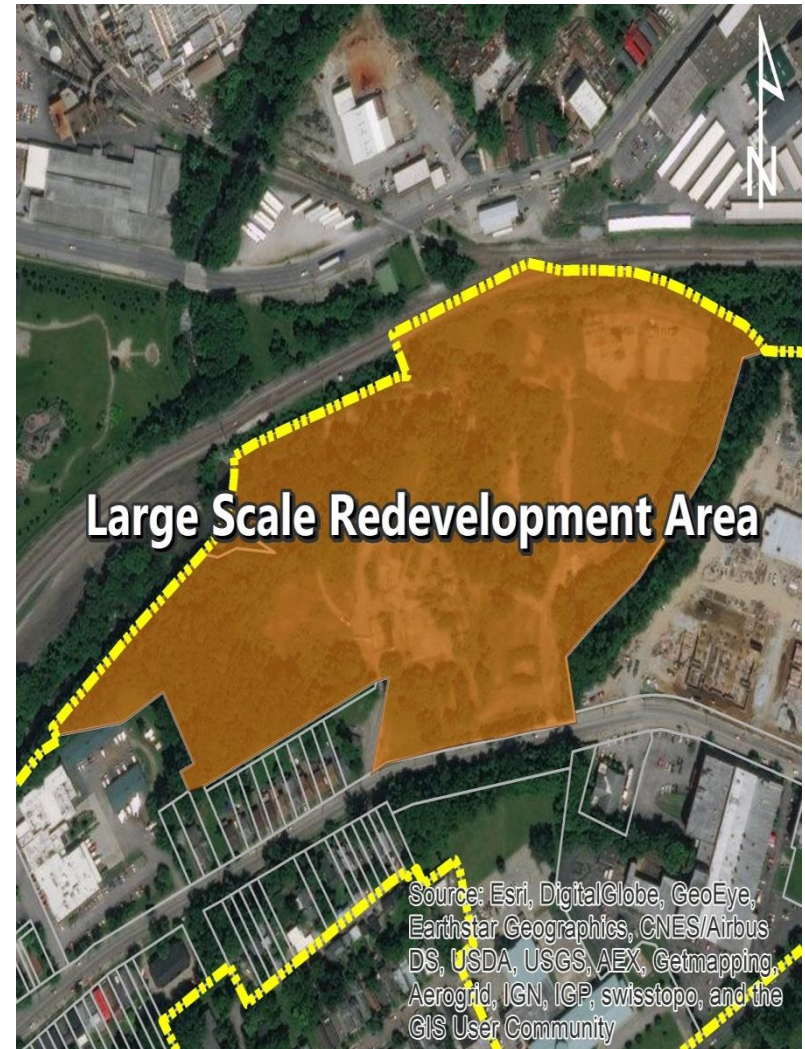
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Character Sub Areas

Large Scale Redevelopment

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

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



Large Scale Redevelop ment Sub Area Land Use Table

| | |
|---------------------------------|---|
| Multi-Family Residential | Consists primarily of multi-family residential uses either in stand alone structures or as part of a mixed use building. This category also permits residential care facilities in accordance with KRS Chapter 100 |
| Office Uses | Consists primarily of business, professional, medical or governmental offices, and community service facilities. |
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| Institutional Use | Consists primarily of institutional uses of a religious or educational nature. This category also permits community related uses such as community centers. |
| Limited Uses | |
| | LU1 M1 uses** (with performance standards*) |
| | LU5 Outdoor Entertainment (with performance standards* including hours of operation and noise) |
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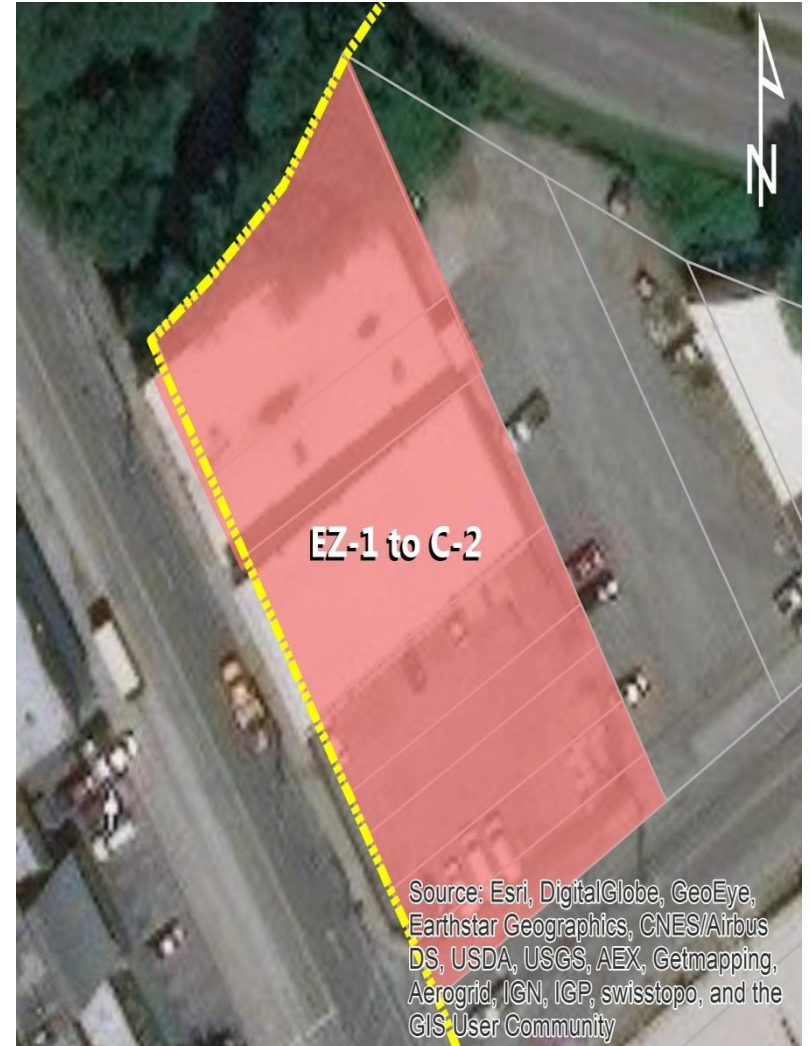
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Zoning Recommendations

Rezoning Outside PDD

The properties on the east side of the street, in the block of Baxter Avenue between Lexington Road and Liberty Street (36-381 Baxter Avenue) are currently zoned EZ-1. These properties are recommended to be rezoned to C-2. These properties are within the area that is also recommended as part of the extension of the Bardstown Road Overlay District.



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

Land Use and Community Form

Recommendations

Transportation

Site Plan Review Considerations

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

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

Safety and Walkability

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

Recreation

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

Community Form

- Work with the Phoenix Hill Neighborhood Association to extend the Bardstown Road Overlay District north to Chestnut Street.
- Expand Breslin Park to the east through acquisition of MSD property when Metro Signs and Markings vacates the property.
- Create one or more Irish Hill Neighborhood gateways.

Implementation – Comprehensive Plan

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

Implementation – Policy and Programmatic

| Policy and Programmatic | | | | |
|--------------------------------|---|--|--|------------------|
| COMMUNITY FORM | Action | STRATEGY | RESPONSIBILITY | TIMEFRAME |
| PP1 | Finalize path alignment and negotiate easements or Rights-of-Way agreements for the Beargrass Creek Shared Use Path | Secure funding for additional planning and eventual construction of the Beargrass Creek Shared Use Path | Metro Parks and Recreation, Metropolitan Sewer District, Corps of Engineers, District 9 Metro Council Office | Long Term |
| PP2 | Consider expansion of Breslin Park to the east to include the MSD/Metro Signs and Markings facility | Evaluate the feasibility and possible costs of expanding Breslin Park to the east | Metro Parks and Recreation, Metro Facilities, MSD, District 9 Metro Council Office | Short Term |
| PP3 | Create one or more Irish Hill Neighborhood gateways | Irish Hill Neighborhood Association to work with Metro Parks and Recreation to develop plans and secure funding for gateways at Irish Hill Park and Breslin Park | Irish Hill Neighborhood Association, Metro Parks and Recreation, District 9 Metro Council Office | Mid-to-Long Term |

Implementation – Capital Improvements and Infrastructure

| Capital Improvements and Infrastructure | | | | |
|--|---|---|--|--------------------|
| SAFETY AND | Action | STRATEGY | RESPONSIBILITY | TIMEFRAME |
| CI1 | Improve walkability through the construction of new sidewalks and repair of existing sidewalks | Implement through plan review and capital roadway improvements | Private property owners, Metro Department of Public Works, District 9 Metro Council Office | Long term |
| CI2 | Improve the Lexington Road/Liberty Street/Cooper Intersection to address vehicular, bicycle and pedestrian safety | Design as part of Phase II of the Lexington Road Safety Project | Louisville Metro Office of Advance Planning and Department of Public Works, District 9 Metro Council Office | Short and Mid-Term |
| RECREATION | Action | STRATEGY | RESPONSIBILITY | TIMEFRAME |
| CI3 | Implement the proposed Irish Hill Park improvements as outlined in the Irish Hill Park Master Plan | Secure funding for the proposed park improvements | Metro Parks and Recreation, District 9 Metro Council Office | Mid to Long Term |
| CI4 | Implement the proposed Breslin Park improvements as outlined in the Breslin Park Master Plan | Secure funding for the proposed park improvements | Metro Parks and Recreation, District 9 Metro Council Office | Mid to Long Term |
| CI5 | Consider development a plan for a residential alley behind the single family homes in the 1200 block on the north side of Lexington Road (Traditional Neighborhood Form District) | Work with property owners to develop a consensus on plan, acquire ROW and secure construction funds | District 9 Metro Council Office, Irish Hill Neighborhood Association, Department of Public Works, Louisville Metro Planning and Design Services, Office of Advanced Planning | Long Term |

STAFF FINDINGS

| | |
|--------------|---|
| Guideline 1 | Community Form |
| Guideline 2 | Centers |
| Guideline 3 | Compatibility |
| Guideline 4 | Open Space |
| Guideline 5 | Natural Areas and Scenic and Historic Resources |
| Guideline 6 | Economic Development and Sustainability |
| Guideline 7 | Circulation |
| Guideline 12 | Air Quality |

NOTIFICATION

| Date | Purpose of Notice | Recipients |
|---------------|-----------------------------------|---|
| June 30, 2017 | Hearing before Planning Committee | Subscribers of Council District 4 & 9 Notification of Development Proposals |
| July 6, 2017 | Hearing before PC | Legal Advertisement in the Courier-Journal Subscribers of Council District 9 Notification of Development Proposals |
| July 17, 2017 | Public information meeting | Study area 1 st & 2 nd tier property owners |

PLANNING COMMISSION ACTIONS

17NEIGHPLAN1002: Planning commission unanimously recommended approval of Irish Hill Neighborhood Plan Update with one commissioner abstaining

17NEIGHPLAN1003: Planning commission unanimously recommended Executive Summary of Irish Hill Neighborhood Plan Update be adopted as an amendment to Cornerstone 2020 Comprehensive Plan with one commissioner abstaining