

PHOENIX HILL

NEIGHBORHOOD PLAN



Adoption Date: February 28, 2008

Acknowledgments:

The Phoenix Hill Neighborhood Plan is the result of efforts by numerous individuals, government agencies, and consultants. A plan that does not involve those it hopes to serve can not fully realize its potential or vision. For this reason, those with a vested interest in the future of Phoenix Hill put forth their time, effort, and ideas in the creation of this Plan. It is important to recognize and thank those Task Force members who were an integral part of this process including:

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2020 Vision Statement:

In our vision of 2020, Louisville and Jefferson County is a community widely recognized for its high quality of life, sense of tradition and competitive spirit. Our children have inherited a livable, vibrant and economically diverse community. We have clearly recognized that the quality of life depends upon continued success in the economic marketplace and an ongoing commitment to the conservation of environmental resources which define our heritage and enhance the livability of our community.

Community residents share a sense of place and take great pride in their established and emerging neighborhoods which are culturally and economically diverse. Residents are proud of their differences in heritage and culture. Economic and educational opportunities are available to all residents, in every neighborhood. Every neighborhood is a safe place to live.

The community enjoys a rich fabric of urban and suburban areas, interwoven with environmental resources, accessible parks, open space and the Ohio River Corridor, all representing a heritage of natural beauty. A multi-modal transportation system serves and ties together the entire community. Unified government services enhance the ability of the community to speak with a single voice in matters related to the investment of human, environmental and capital resources.

The Cornerstone 2020 Vision for Louisville and Jefferson County is nothing less than the best of the past merged with the best of the future, creating a community where all residents can grow and prosper.

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Intent

This chapter provides an introduction to the Phoenix Hill neighborhood relative to its past, and current trends shaping its future. An overview of the neighborhood planning process, those individuals instrumental in the Plan's development, and the purpose of the Neighborhood Plan are also addressed. At the conclusion of the chapter, the neighborhood's *Vision Statement* is included, which represents the overarching goal for the future of Phoenix Hill.

CHAPTER ONE

Introduction

NEIGHBORHOOD BOUNDARIES

The Phoenix Hill neighborhood is located just east of downtown Louisville with Main Street serving as the northern border, I-65 and Floyd Street on the west, Broadway along the southern edge, and Baxter Avenue /Johnson Street on the east. Encompassing Phoenix Hill is the Butchertown neighborhood to the north, Cherokee Park to the east, Original Highlands along its southern border, and the Central Business District to the west.

NEIGHBORHOOD BACKGROUND

Phoenix Hill is primarily residential in character, though a mix of commercial, medical and light industrial uses remain. A diverse collection of various socio-economic residences, commercial businesses and industrial buildings are melded together in this dynamic, mixed-use neighborhood. The twenty-four block Medical Center Complex southeast of the Central Business District dominates the western edge of the neighborhood. Industrial buildings remain along Main Street as well as a small pocket of uses along Liberty Street. Market Street serves as the major commercial thoroughfare of Phoenix Hill, and was once filled with open air markets.

Phoenix Hill has witnessed somewhat of a rebirth in recent years as a result of infill development and construction of Liberty Green. Although the Medical Center Complex continues to expand, sometimes at the expense of Phoenix Hill's historic resources, it serves as a major employer for the region and a strong economic engine in Louisville. At the opposite end of the neighborhood, the variety of entertainment venues within "the triangle" provides an active night life and strengthens the identity of Phoenix Hill as a dynamic, cultural setting for Louisville.

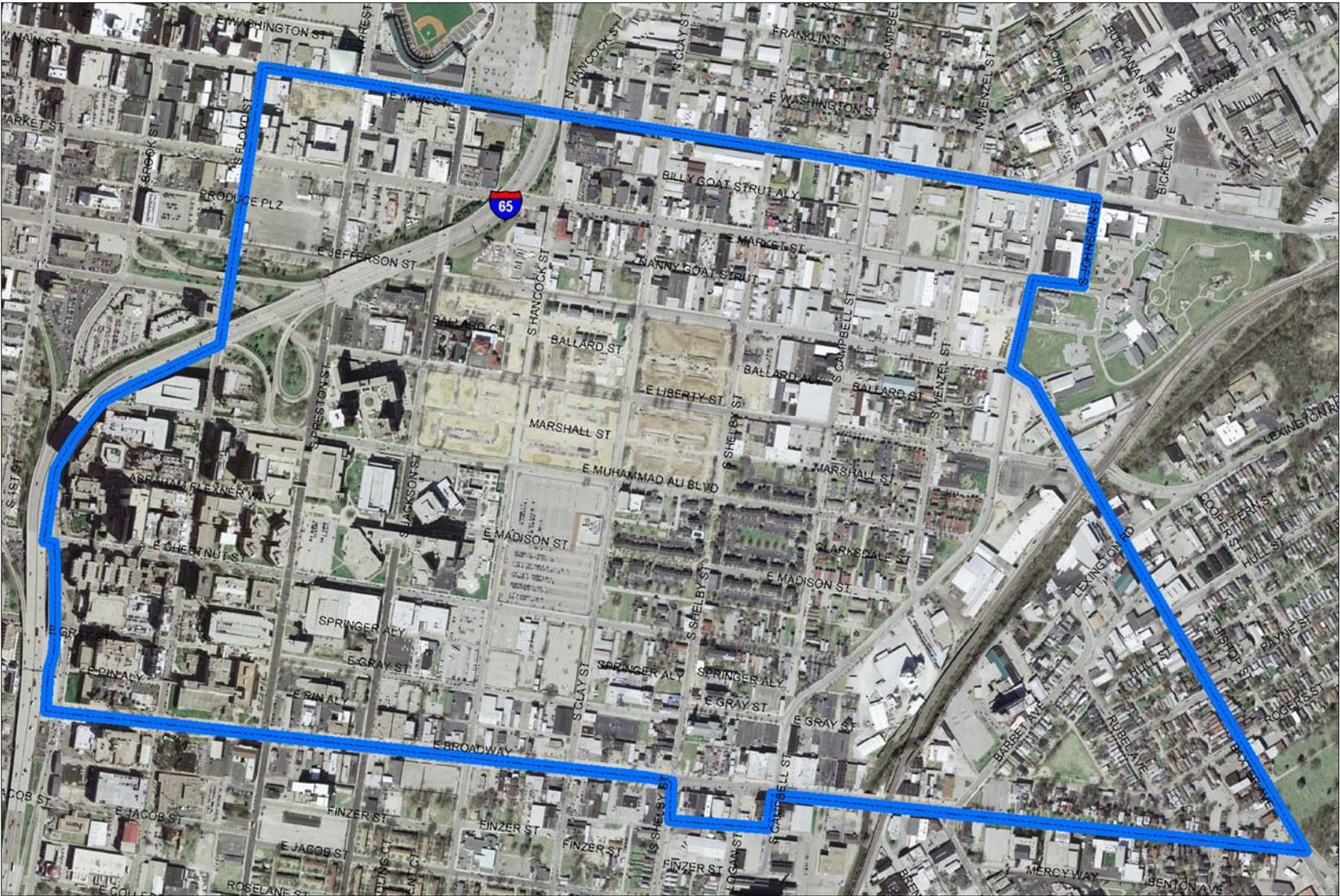
PROCESS OVERVIEW

This planning process was initiated by Louisville Metro Planning and Design Services and builds on recent historic preservation planning efforts as part of the Ohio River Bridges Project. As described below, this planning process included a brief history of the Phoenix Hill National Register Historic District and inventoried the numerous, unique features of the neighborhood. This Neighborhood Plan also builds on the results of a charrette conducted by the East Downtown Business Association in July 2006. This two-day workshop gathered input from local residents and businesses, and produced a series of recommendations that are included as part of this document's Appendix.

Lead by staff from Planning and Design Services, a Task Force comprised of businesses, community leaders, and residents was formed and an initial meeting was conducted in November 2006. An Open House was held in March 2007 to introduce the general public to the Neighborhood Plan, and the process to date. In July, residents and businesses of Phoenix Hill had the opportunity to review an initial draft of the Neighborhood Plan. Following ongoing guidance by the Task Force and input from the general public, this plan and its executive summary were adopted by Louisville Metro Council on February 28, 2008.

PURPOSE OF THE NEIGHBORHOOD PLAN

The primary purpose of this planning process is to initiate a proactive approach to future development in the neighborhood. To do this in an appropriate manner, it is important to determine the strengths and weaknesses of Phoenix Hill. Some of the major concerns of neighborhood residents include maintaining Phoenix Hill's strong identity as a diverse, mixed-use community, addressing parking concerns along commercial corridors, promoting the vitality of the business community, and enhancing the quality-of-life of residents. Ultimately, this plan puts forth strategies to retain the cultural and historic character of Phoenix Hill while simultaneously encouraging continued growth in the neighborhood.



Phoenix Hill Neighborhood Study Boundary

1 Introduction

PURPOSE OF THIS HISTORIC PRESERVATION PLAN

The intent of the historic preservation plan (HPP) was to provide a context to inform and guide the implementation of specific mitigation measures for Phoenix Hill as a result of the Ohio River Bridges Project. The Project's Record of Decision (ROD) and Memorandum of Agreement (MOA) stipulated the HPP(s) focus on issues within affected National Historic Districts. The Phoenix Hill HPP was developed in consultation with property owners, the Phoenix Hill Neighborhood Association, the general public, pertinent Louisville Metro agencies, as well as local, regional and state government planning interests. The HPP refers to, and builds upon, existing studies and plans such as the Ohio River Corridor Master Plan, the Cornerstone 2020 Plan, and other documents addressing the neighborhood that have been adopted and/or referenced by Louisville Metro Government. The Beargrass Creek Watershed Report, developed under the guidance of Louisville Metro's Metropolitan Sewer District, was also referred to regarding water quality issues along this important natural feature.

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The goals of the HPP included (1) identifying the unique characteristics, context, and historic resources within the Phoenix Hill National Register Historic District and (2) recommending ways to protect and enhance these features. Many of the proposed recommendations represented an integral part of the long term viability and historic integrity of the Phoenix Hill district. Particular emphasis was placed on the avoidance, minimization and mitigation of adverse Project effects. Additional issues detailed in the plan included:

- Establishment of the necessary background information, analysis, goals, objectives, and policies to ensure the long-term vitality of land uses, circulation issues, urban design features, and infrastructure.
- Mitigation of the impacts of the Project on the Phoenix Hill historic district.
- Retention and preservation of historic and architectural resources within the district and surrounding context.

OVERVIEW OF THE OHIO RIVER BRIDGES PROJECT

The Ohio River Bridges Project (Project) is comprised of six components including: 1) reconstruction/relocation of the interstates and ramp systems to the south of the existing "Spaghetti Junction"; 2) a new downtown bridge just east of the existing Kennedy Bridge; 3) a new Indiana approach to the (new) bridge and ramps systems in Jeffersonville; 4) a new connection linking the new "East End" bridge to the existing Gene Snyder Freeway (KY 841); 5) an "East End" bridge approximately eight miles from downtown Louisville; and 6) a new Indiana connection linking the Lee Hamilton Highway (IN 265) to the new "East End" bridge. The first two phases of this long-term project will have the greatest impact on the Butchertown neighborhood.



Ohio River Bridges Project Sections

The Kennedy Interchange phase (SDC-1), where Interstates I-64, I-65, and I-71 converge, will be completely rebuilt just south of its current location. New interchanges with I-64 will be constructed at the Mellwood and Story Avenues, along with a reconstructed, partial interchange at I-71 and Frankfort Avenue. The existing ramp system at I-65 and Jefferson Street/Muhammad Ali Boulevard will also be reconstructed to improve traffic flow in that area.

Bridges Project effects on Phoenix Hill

Obviously, a project of the magnitude of the Ohio River Bridges Project has an impact not only on Phoenix Hill, but Louisville and the bi-state region as well. As noted previously, the new, reconfigured Kennedy Interchange (SDC-1) and new downtown bridge crossing the Ohio River (SDC-2) will have direct and indirect impacts on Phoenix Hill. The entire Kennedy Interchange will essentially shift south from its existing location. In addition, I-65 will essentially be rebuilt from Gray Street to the new Kennedy Interchange. Along this section, several ramps will be reconfigured to improve access between I-65 and Interstates 64 and 71. The I-65 interchange at Jefferson Street / Muhammad Ali Boulevard will also be rebuilt to improve traffic flow in this area of Phoenix Hill.

In an effort to minimize impacts on Phoenix Hill during construction, the Bridges Project has stipulated several measures to monitor and protect historic resources in the neighborhood. In general, the Project will be designed to minimize adverse noise effects on historic properties in accordance with state and federal regulations. Specific historic



I-65 Corridor Along Western Edge of Phoenix Hill

structures may also receive enhanced noise abatement treatments to mitigate interior noise levels. Project designers will also incorporate “*Context Sensitive Design*” solutions in an effort to integrate interstate system components into the historic urban fabric of Butchertown. Components such as bridges, retaining walls, signage, and landscaping will be designed to reflect the existing, unique architectural and cultural features in the neighborhood. Throughout the Bridges Project, there is a built-in public participation process to inform and gather pertinent feedback from affected stakeholders of Project decisions.

As noted in the previous recommendations, it is important this neighborhood plan be re-evaluated once construction of the Bridges Project begins, specifically the Kennedy Interchange section. One can not fully anticipate the impacts of the Bridges Project either during construction, immediately after completion, or even five years after the project is complete. That is why it is incumbent upon the Phoenix Hill Neighborhood Association, Metro’s Planning and Design Services, and others to re-visit this neighborhood plan and its recommendations to adjust to unforeseen changes to Phoenix Hill.

PHOENIX HILL VISION STATEMENT

The future of Phoenix Hill should represent a seamless transition between the neighborhood's historic past, with the rebirth of the neighborhood's identity. Residents, businesses, and community leaders alike must strive to retain, and build on, Phoenix Hill's cultural, historical, and environmental resources as it looks to the future as a vibrant and inclusive community.

The Phoenix Hill community must continue to reach out to those in need, and strive to maintain and promote a population comprised of a diverse mix of incomes, races, and abilities. The continued revitalization of the neighborhood must include affordable housing, strategies that promote home ownership, and appropriate business development serving the needs of neighborhood residents while strengthening the tax base, and creating job opportunities.

The unique urban fabric of Phoenix Hill serves as a solid foundation on which to strengthen the natural, architectural, and historical features needed for a successful neighborhood. A renewed focus on Beargrass Creek as a multi-use greenway connecting the neighborhood to greater Louisville, and as a (re)development opportunity, could strengthen the economic viability of the community and weave the Neighborhood into a cohesive whole. The neighborhood will also continue to seek circulation strategies that encourage the return of local streets from one-way to two-way traffic. Such an effort will not only create more pedestrian-friendly settings, but also serve as another catalyst for economic development. The neighborhood should also work with Louisville Metro to reverse the destructive trend of building demolition.

The individual "communities" of businesses, residents, artists, and social agencies must collectively work together with a renewed sense of purpose to strengthen the identity of Phoenix Hill as a vibrant and inclusive Louisville neighborhood.

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NEIGHBORHOOD IDENTITY

CHAPTER TWO

Neighborhood Identity

Intent

The intent of this chapter is to provide a brief overview of the history and unique features of Phoenix Hill. In addition to a brief history of the neighborhood, current demographics, land uses, and unique natural and man-made features are also summarized in this chapter. It is important these special features are highlighted and preserved to reflect the historical, cultural, and architectural integrity of Phoenix Hill.

HISTORY OF PHOENIX HILL

The Phoenix Hill neighborhood, originally known as Uptown, was once a part of Preston's Enlargement, a portion of Colonel William Preston's 1774 grant. Phoenix Hill was annexed to Louisville in 1827, first subdivided in 1835, and densely populated by 1860. The neighborhood became known as Phoenix Hill after the Civil War in reference to Phoenix Hill Park, which was created in 1865. The park was a major recreational venue during the second half of the nineteenth century. The complex included a brewery, beer gardens, and picnic grounds, as well as a dance hall, skating rink, and bowling alleys.

The form and layout of Phoenix Hill was greatly influenced by the religious and cultural institutions and traditions immigrants brought with them from their homelands. These ethnic groups, primarily comprised of Germans and Irish, settled the area during the 1840s. It was primarily a residential neighborhood within a predominately German enclave east of the central business district of Louisville that also included the Butchertown neighborhood. The first German Catholic church in Louisville, St. Boniface, was established here in 1836. The diverse neighborhood endured in spite of anti-immigrant sentiments and violence during early years. The Bloody Monday riots of 1855 began in Phoenix Hill at Shelby and Liberty Streets, and spread to surrounding ethnic neighborhoods. The event witnessed mobs that set fire to buildings, ransacked stores and homes, and beat passersby.

During the 1840s, German and Swiss immigrant brewers dominated Louisville's brewery industry. Beer was predominantly produced for consumption in the immediate neighborhood. California, Butchertown, downtown Louisville, Portland, Phoenix Hill, Germantown, Clifton, and Smoketown all boasted neighborhood breweries. To more easily provide their product to neighborhood residents, many of these breweries operated saloons on or near the brewery property. The Phoenix Hill Brewery went beyond providing a saloon, developing Phoenix Hill Park as a pleasure ground and entertainment center that served both neighborhood residents and the larger community. The triangular portion of the neighborhood bounded by Beargrass Creek,

Baxter Avenue and Broadway did not develop until after 1865, when Phoenix Hill Park opened there.

Phoenix Hill Park developed atop a knoll on the southwest side of Baxter Avenue. The centerpiece of the park was the Phoenix Hill Brewery, established in 1865 by Philip Zang, Philip Schillinger, and Gottfried Miller. Miller designed both the brewery and park grounds skillfully utilizing the sloping site. The park proved a popular place for picnics and political rallies and by 1890 included a beer garden with a large auditorium, skating rink, large covered pavilion, and a bandstand in addition to the brewery buildings. Recreational facilities included a 111-foot long bar, four bowling alleys, and a card room. Crowds came to the park to enjoy the grounds, use the recreational and sporting facilities, drink Phoenix Bohemian Beer, and be entertained by bands, sporting events, and political speeches. John Philip Sousa's band played in the park. Politicians who spoke at Phoenix Hill included William Howard Taft, Theodore Roosevelt, Charles Evans Hughes, and William Jennings Bryan, who drew a crowd of 15,000 when he spoke in 1896 as the "free silver" candidate for president. Sporting events held at Phoenix Hill Park included the city's first indoor baseball game (1891) and a six-day bicycle race in 1897.

Although one of Louisville's most popular entertainment complexes, the Phoenix Hill Brewery and its associated entertainment complex closed in 1919 and never reopened—a victim of Prohibition. Buildings associated with the complex were razed over time including the great hall which was demolished in 1938. The knoll on which the complex sat was removed for road construction, eliminating what had been considered spectacular views. Only one building from the brewery, the former stable, survives at 508 Baxter Avenue at Hull Street.

Phoenix Hill remained a flourishing German neighborhood well into the twentieth century, though the area experienced gradual change as businesses encroached and some residents began to move to newer neighborhoods. The decline of other urban neighborhoods, encroachment of the interstate highway, and dwindling populations contributed to the deterioration of the Phoenix Hill neighborhood.

To combat this, several business leaders and residents organized the Phoenix Hill Association in 1975 to focus on the community's rebirth. In 1977, Mayor Harvey Sloan declared the area a prime revitalization candidate and secured federal funds for rebuilding efforts. Since that time, dilapidated housing has been removed, several new housing developments have been constructed, and new businesses have returned to the area. In 1983, Phoenix Hill was listed on the National Register of Historic Places for its diversity of land uses, history, and architectural significance.

Today, two of the most influential factors on the neighborhood include the medical complex and the Liberty Green redevelopment project. The medical complex is comprised of a 20-block area between I-65 and Hancock Street just north of Broadway. Future plans call for the development of a bio-medical research park to strengthen Louisville's already-strong reputation as a leader in the healthcare industry. The medical complex represents the most influential land use affecting the Phoenix Hill neighborhood. The continued, eastward expansion of medical buildings threatens to further deteriorate the integrity of Phoenix Hill's historic resources.



Liberty Green Housing along Jefferson St.

The Liberty Green project, located just north of the medical complex, involves the redevelopment of the Clarksdale public housing site. The \$233 million project is funded through a variety of public sources including a \$40 million HOPE VI federal grant. Currently under construction, the project will incorporate a wide range of housing types including apartments, townhomes, and attached houses. Public housing units will also be integrated into the project to encourage affordable housing for all income levels. A series of small neighborhood parks and network of streetscape improvements will link the development to surrounding amenities.

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NEIGHBORHOOD LAND USE / URBAN FORM

The residential architecture in Phoenix Hill spans nearly a century with some examples dating to as early as 1840. These are among the earliest residences existing in the inner city. The period between 1870 and 1890 appears to be the most widely represented residential building period. Generally, the housing stock was built for lower- to middle-income families, and was modest in size. Even examples of residences in the Italianate and Victorian styles are generally more modest than examples of those styles found elsewhere in Louisville.

The most common house type in Phoenix Hill is the shotgun. The shotgun cottage is a one-story building that is, one-room wide, and three- to four-rooms deep. The front room is usually the most formal and most public room in the house. The back room is usually comprised of the kitchen, and is accompanied by a small porch or pantry located behind it. Shotguns, built throughout Louisville between the end of the Civil War and 1910, are believed to comprise as much as ten percent of the city's housing stock. The proliferation of the shotgun in Phoenix Hill is indicative of the neighborhood as a middle- and working-class neighborhood. The houses are built of wood or brick, with a hipped or front-facing gabled roof, and are found with a variety of architectural detail, including Italianate-, Classical Revival-, and Queen Anne-style ornament.



Brick Shotgun along Jefferson St.

Variations on the shotgun include the camelback and the double shotgun. The camelback is three to four rooms deep with the back portion of the house two stories high, with the front remaining a single story. The double shotgun is a single building with one roof over two shotgun plan houses divided by a common wall. Double camelbacks also exist, but are rarer. One of the more outstanding examples of the type is located at 908 East Jefferson Street, built in 1886. This brick shotgun has an

2 Neighborhood Identity

PHOENIX HILL NEIGHBORHOOD PLAN



Camelback Shotguns along Jefferson Street

unusual cornice that carries “butterfly” brackets resting on a stone band. Another example of a brick shotgun with decorative elements is at 909 East Chestnut Street. Built in 1883, it is highlighted by a door hood supported by brackets with foliage motifs that overlap and appear to form a grotesque mass.



St. John's Church

Churches represent the most prominent institutional buildings in the neighborhood. Many of these congregations were established by German immigrants. St. Boniface, established in 1836, was the first German Catholic church in Louisville. The building currently occupied by St. Boniface is a stone, Gothic Revival-style structure. St.

Martin of Tours, at 539 Shelby Street, was also a German parish, established in 1853. The building is an example of the early Gothic Revival style, with a new façade built about 1900. St. John's German Evangelical Church at 221 South Hancock in Phoenix Hill was the city's second German Evangelical church. The First German Methodist Episcopal Church is at 220 South Clay in Phoenix Hill. Both of these buildings are examples of vernacular Greek Revival architecture, as is the Shelby Street Methodist Episcopal Church at 216 South Shelby Street.

Commercial buildings in this area are primarily two or three story brick structures located along Market Street and Broadway. Most are Italianate in style and have cast iron facades and storefronts. Located

throughout Phoenix Hill are industrial buildings dating from the mid-to-late nineteenth century. While many of these buildings are functional in nature and cannot be classified under a formal architectural style, they do contribute to the land use and architectural diversity of the Phoenix Hill neighborhood.



Commercial buildings along Market St.

UNIQUE NEIGHBORHOOD FEATURES



Channelized Beargrass Creek

Phoenix Hill contains a unique collection of natural and man-made features that provide a strong sense of place for the neighborhood. One of the most prominent features in Phoenix Hill is the Beargrass Creek corridor and adjacent elevated railroad crossing through the neighborhood. Beargrass Creek has been an influential factor on the neighborhood's development over the years. However, much of this natural corridor has been neglected over the years. Throughout this neighborhood

planning process, residents stressed the importance of transforming this once-neglected part of Phoenix Hill into a vibrant focal point for the community.



I-65 Overpass at Market Street

For better or worse, the I-65 corridor along the western edge of the neighborhood represents a major dividing line between Phoenix Hill and downtown area. The numerous overpasses create a series of potential gateways for the neighborhood that could be enhanced to create more defined and identifiable

entrances into Phoenix Hill. Such an effort could be a prominent feature of any efforts to unify the Main and Market Street corridors that are currently "divided" by the interstate.

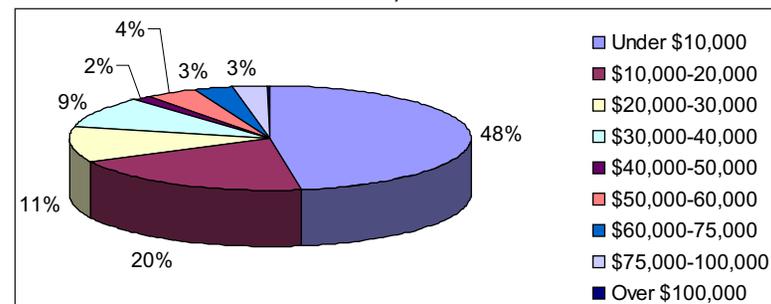
DEMOGRAPHICS

The following demographic information is based on 2000 U.S. Census data. It should be noted that with the demolition of the Clarksdale public housing project, the subsequent development of Liberty Green, and other development in the neighborhood since 2000, these census statistics from seven years ago are significantly dated. However, it is important to provide this "snapshot" of the neighborhood's composition for future comparisons. 2010 census figures will reveal a Phoenix Hill neighborhood with a greater diversity of population, income levels, and educational attainment.

Approximately 4,877 residents live in Phoenix Hill and of that, slightly more than 67% are African-American, with 28% of the population classified as White. This compares to Jefferson County's population make-up of 18.9% and 77.4% respectively. As the chart below indicates, 68% of Phoenix Hill's households earn less than \$20,000 annually.

Additional population and housing information includes:

- over half (53.5%) of Phoenix Hill's 2,368 total households contain only one person
- approximately 17% of the population holds some form of college degree (Associate Degree or higher) compared to the Jefferson County average of 30.4%
- 36.4% of the population works in the entertainment or health care sectors of the economy
- only 7.7% of the housing is owner-occupied compared to Jefferson County's rate of 60.9%
- 6.2% of Phoenix Hill's housing stock is vacant which is equal to that of Jefferson County



Phoenix Hill Household Income (Source: 2000 Census Data)

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LAND USE AND COMMUNITY FORM

CHAPTER THREE

Land Use & Community Form

Intent

This chapter outlines existing land use and community form conditions within Phoenix Hill. Based on this analysis and the input of Task Force members, recommendations are made to address areas of conflict and opportunities to redevelop strategic areas of the neighborhood. One of the key goals of these recommendations is to promote new (re)development that respects the traditional neighborhood scale and character of Phoenix Hill.

LAND USE INVENTORY AND ANALYSIS

An inventory of Phoenix Hill's existing land uses and development patterns is a critical component of this neighborhood plan. Such an exercise establishes the groundwork for subsequent recommendations that are consistent with established patterns of development and reflect the vision of neighborhood residents and businesses. These findings are based on recent photographs of buildings in the neighborhood and "windshield" (visual) surveys detailing existing land uses. There are seven general categories used to delineate land uses in Phoenix Hill including:

- One and Two Family Residences
- Multi-Family Residences
- Commercial / Office
- Industrial
- Public / Institutional
- Parking Area
- Vacant Building

In general, the Phoenix Hill neighborhood is comprised of four distinct areas. They include the: 1) Residential Core, 2) Commercial Corridors, 3) Mixed-Use "Triangle", and 4) Medical Complex. The following summaries briefly describe the characteristics or issues specific to each of these areas.

1) Residential Core

The **Residential Core** is centrally-located in the neighborhood primarily south of Jefferson Street and includes the Liberty Green Redevelopment Project currently under construction. This area is comprised of



Infill Housing Along Liberty Street

contemporary, multi-family units as well as historic single-family residences. Scattered throughout the area is residential infill in the form of both single- and multi-family residences, and established commercial uses. The area also contains a number of churches and social services

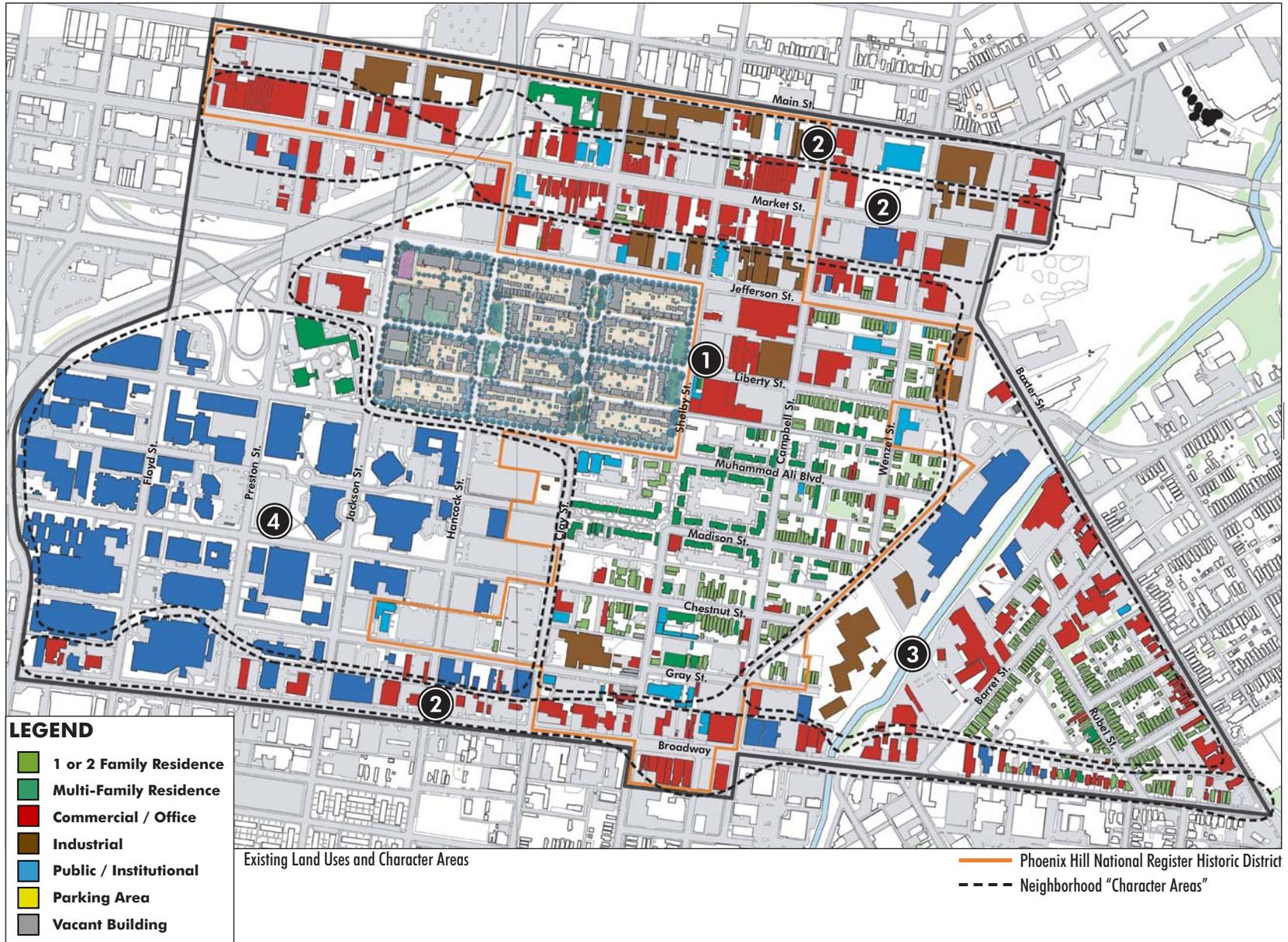
servicing the neighborhood and larger community. Phoenix Place, an urban renewal project composed of a series of multi-family units, is centered around the intersection of Shelby and Madison Streets.

2) Commercial Corridors

These areas are comprised of three prominent corridors traversing the neighborhood. Main and Market Streets, as well as Broadway, play a major role in defining the character of Phoenix Hill. The three-block area west of I-65 along both Main and Market has witnessed a resurgence as a result of infill development and the successful rehabilitation of several buildings. Currently, there is a new condominium project under construction on the southwest corner Main and Preston Streets. Main Street also serves as a common boundary between the Phoenix Hill and Butchertown neighborhoods.

Market Street has also witnessed a rebirth due in large part to the efforts of the East Downtown Business Association and an influx of artists and specialty shops among other businesses. The corridor contains a relatively intact collection of historic commercial buildings that have been rehabilitated into locally-owned shops, restaurants, art studios and galleries. The recent addition of a neighborhood farmer's market will only strengthen the continued resurgence of this vibrant Phoenix Hill corridor.

The Broadway corridor represents the southern-most edge of the neighborhood and accommodates a relatively large volume of traffic through the neighborhood; thus serving as a vital link (gateway) to Downtown Louisville and surrounding neighborhoods. Extending between I-65 and Baxter Avenue, this corridor contains a wide variety of land uses and crosses over Beargrass Creek and under the elevated railroad tracks just west of Barret Avenue. It is important this corridor is treated as an identifiable edge that defines southern-most point of Phoenix Hill.



3) Mixed-Use “Triangle”



Commercial Businesses Along Baxter Avenue

Bordered by Broadway and Baxter Avenue, this area contains a diverse mix of residential, commercial and industrial uses, along with an entertainment district Phoenix Hill is known for. Numerous heavy commercial / industrial uses are contained in the diagonal strip of land between the rail line and Chestnut

Street Connector. Running from Broadway at the southern edge, to Baxter Avenue to the north(east), this corridor comprised of Beargrass Creek and the railroad serves as a perceptual and physical division between the main (western) part of the neighborhood and this (eastern) triangular section. However, the natural corridor of Beargrass Creek and elevated rail line are also unique components of this “wedge” of Phoenix Hill. A collection of single-family residences encircle Rubel Park. This park has taken on added significance due to the recent loss of neighborhood park space as a result of the Liberty Green redevelopment project.

4) Medical Complex

The Medical Complex is comprised of a collection of hospitals and research facilities within a twenty-block area between I-65 and Hancock Street just north of Broadway. The continued, eastward expansion of medical buildings threatens to further deteriorate the integrity of Phoenix Hill’s historic character. Future plans call for the development of a bio-medical research park to strengthen Louisville’s already-strong reputation as a leader in the healthcare industry. Currently, Clay Street between Muhammad Ali Boulevard and Gray Street represents somewhat of an unofficial “dividing line” between the Medical Complex and the Phoenix Hill neighborhood. Although residents and businesses recognize the economic importance of the Medical Complex, participants during the neighborhood planning process expressed a desire to limit the continued expansion of medical uses east of Clay Street.

COMMUNITY FORM AND ZONING ANALYSIS

Louisville Metro has established two distinct layers of zoning regulations. The traditional zoning classification serves as a baseline to determine permitted and conditional land use types as well as allowable density of development within specific zones. Another layer of regulations pertains to the quality of new development. This second layer of zoning entitled “Form District Regulations” ensures the design of structures within a given area is compatible with adjacent structures and responds to the contextual, urban setting of the neighborhood.

Zoning Inventory

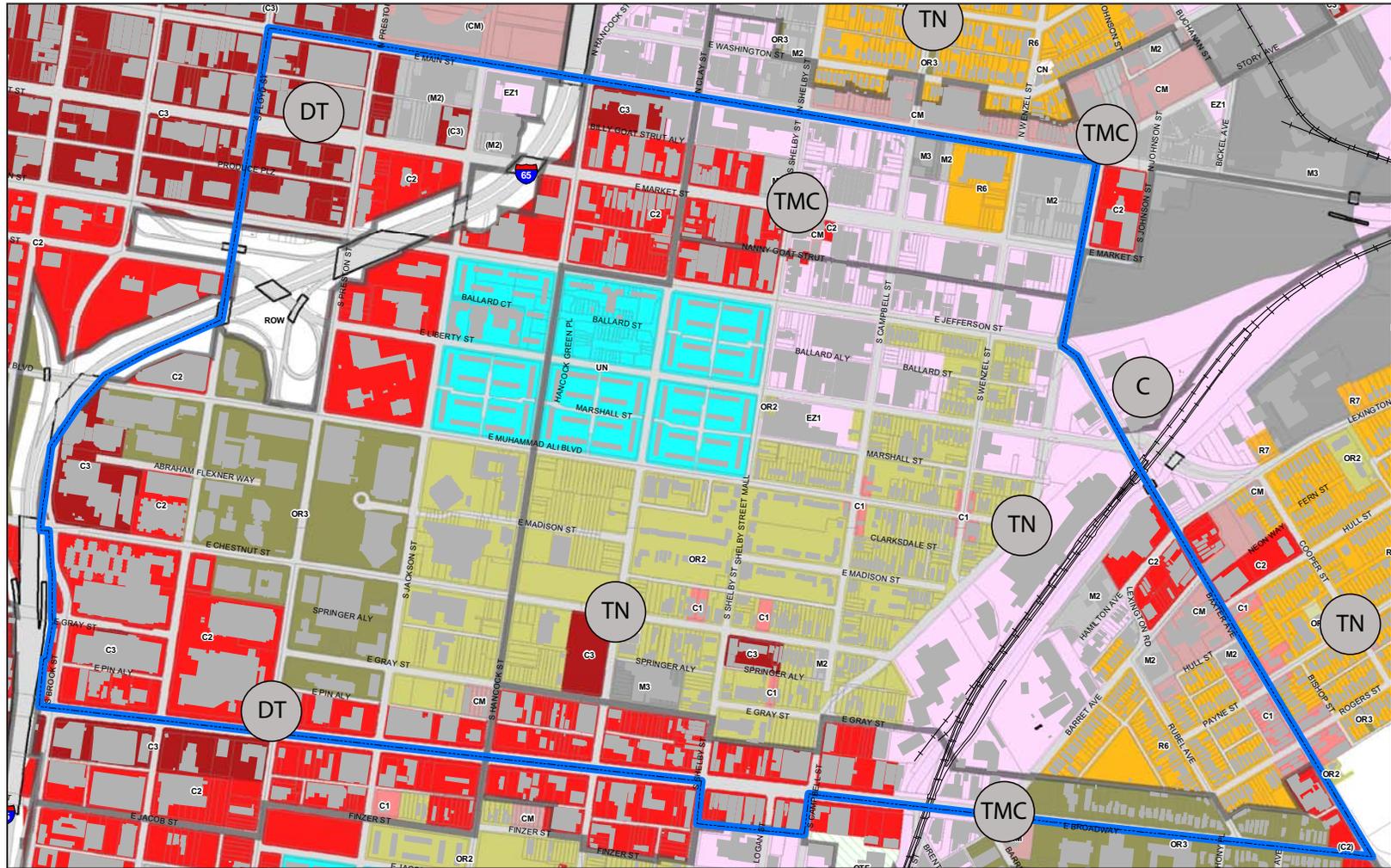
This section reviews Louisville Metro’s zoning ordinances. The traditional zoning classification serves as a baseline to determine permitted and conditional land use types as well as allowable density of development within specific zones. Zoning districts work in coordination with Form Districts to determine the design, layout, use, density, and all other standards associated with development in Louisville. Because Phoenix Hill doesn’t contain a local historic district, there are currently no historic preservation design guidelines in place for the neighborhood. The zoning districts affecting the Phoenix Hill neighborhood include:

- Residential Multi-Family Districts: R-6, R-7
- Office/Residential Districts: OR-1, OR-2, OR-3
- Neighborhood Commercial District: C-N
- Commercial Districts: C-1, C-2, C-3
- Commercial Manufacturing District: CM
- Enterprise Zone District: EZ-1
- Industrial Districts: M-2, M-3

Listed below is a brief summary describing the intent of each district and permitted uses within each. For more specific information, refer to Louisville Metro’s official zoning ordinances and maps, or contact the appropriate Louisville Metro office. The purpose of these descriptions and map, is to provide a broad picture of pertinent regulations and permitted uses within the Phoenix Hill neighborhood.

Residential Multi-Family Districts (R-6, R-7)

The Residential Multi-family District provides the opportunity for areas in the medium density residential land development range to be used for single-family dwellings, row houses or multiple family dwellings.



Existing Zoning and Form Districts

Legend		Zoning Code	
	Butchertown Boundary		C1; (C1) Commercial
	Form District Boundary		C2; (C2) Commercial
	CN Neighborhood Commercial		C3; (C3) Commercial
	CR Commercial Residential		CM; (CM) Commercial Manufacturing
	EZ1 Enterprise Zone		OR Office/Residential
	M1 Industrial		OR1; (OR1) Office/Residential
	M2; (M2) Industrial		OR2 Office/Residential
	M3 Industrial		OR3; (OR3) Office/Residential
	M3 Industrial		OTF; (OTF) Office/Tourist Facility
	M3 Industrial		R5; (R5) Residential Single Family
	M3 Industrial		R5A; (R5A) Residential Multi-Family
	M3 Industrial		R5B Residential Two-Family
	M3 Industrial		R6 Residential Multi-Family
	M3 Industrial		R7 Residential Multi-Family
	M3 Industrial		R8 Residential Multi-Family
	M3 Industrial		R8A Residential Multi-Family
	M3 Industrial		UN Urban Neighborhood
	M3 Industrial		(W1) Waterfront
	M3 Industrial		(W2) Waterfront
	M3 Industrial		(W3) Waterfront

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Office/Residential Districts (OR-1, OR-2, OR-3)

The Office Residential Districts are intended to provide a balanced mix of professional and medical offices, residential uses, and supporting business and recreational services.

Neighborhood Commercial District (C-N)

The Neighborhood Commercial District is a specialized district for the sale of daily convenience items or services within neighborhoods for the use of local residents.

Commercial Districts (C-1, C-2, C-3)

Commercial Districts include areas where various levels of retail and service businesses, supporting businesses, and limited residential uses are located. The C-3 Commercial district represents a specialized area for the location of high density/intensity commercial and residential developments within the Central Business District (CBD). It recognizes the CBD as the focal point of business, commercial, and transportation activities in the Louisville metropolitan area.

Commercial Manufacturing District (CM)

The intention of this district is to provide a setting for a mix of commercial and manufacturing sales and service businesses.

Enterprise Zone District (EZ-1)

The Enterprise Zone establishes a specialized district for locating commercial and industrial uses in areas designated as enterprise zones by the appropriate legislative body.

Industrial Districts (M-2, M-3)

These industrial districts are intended to provide locations for manufacturing operations and storage.

Form Districts

Whereas standard zoning districts are used to regulate land use and density, the purpose of **Form Districts** is to shape the physical “form” of development. This can include building setbacks, height and materials, lot size and area dimensions, relationships of uses and buildings to

each other and to the street, open space, street design standards, land use buffering techniques, signage, site layout, or landscaping. The intention of these districts is to provide diversity of land uses while ensuring the shape/ character of new development is compatible with adjacent development. Listed below are the four districts affecting development in the Phoenix Hill neighborhood.

- Campus Form District (C)
- Downtown Form District (DT)
- Traditional Marketplace Corridor Form District (TMC)
- Traditional Neighborhood Form District (TN)

Campus Form District (C)

The intention of the Campus Form District is to create self-contained patterns of development integrated with the surrounding area that provide a mixture of uses to serve workers, students, and residents. Development includes good internal access, connectivity to adjacent districts, streetscapes that include sidewalks, landscaping, street furniture, or gateways, and opportunities for open space.

Land uses in this district include medium to high-density residential, retail shops, services, offices, and institutional activities. This district emphasizes the importance of pedestrian activity within the site that focuses on pedestrian connectivity, open space, streetscaping, and non-disruptive (screened) parking areas.

Downtown Form District (DT)

The Downtown Form District is intended to support development and redevelopment in downtown Louisville while preserving the existing, historic character of the area. This district was created to strengthen downtown Louisville as the heart of the city and economic center of the region.

Some of the main objectives of this district are to ensure a compact, “walkable” core and an active pedestrian realm by linking downtown, the waterfront, and adjacent neighborhoods. Streetscape improvements, conservation of historic resources, and the inclusion of public art and amenities are also key elements of this district.

Traditional Marketplace Corridor Form District (TMC)

The identification and enhancement of the character along some of Louisville’s more prominent circulation corridors is the primary purpose of this district. These marketplace districts help to delineate corridor gateways, reinforce the corridor’s function and identity, and encourage alternative modes of travel. Additional objectives for this district include guidelines for access and circulation, streetscaping, and considerations for open space. Specific guidelines also address the development and appearance of prominent sites focusing on high quality design and design standards for linkages to adjacent districts and land uses.

Traditional Neighborhood District (TN)

Traditional Neighborhood Districts support the redevelopment, enhancement, and preservation of existing neighborhoods, and provide a sense of place for residents. Diversity, and the creation of healthy, vibrant, livable places are a primary goal of these districts. Such urban settings promote a culturally and economically diverse environment that accommodate people all ages and incomes.

Guidelines include the creation of a neighborhood center, recognizable edges, and transitions between adjacent districts. A variety of land uses are encouraged within the Traditional Neighborhood District that are compatible with the scale and character of existing and proposed neighborhoods. These neighborhoods should accommodate a variety of residential uses, as well as office and neighborhood commercial uses, especially in aging neighborhoods with underutilized or vacant structures. Internal circulation, streetscaping, open space, and the integration of appropriate housing units are also elements of this district.

SUMMARY OF EXISTING ZONING CONDITIONS

In general, there are several instances where the base zoning designation does not reflect existing land uses. The higher-density “R-6” classification around Rubel Park doesn’t reflect the fact that much of the area contains single family residences and/or duplexes. It is important the city’s zoning regulations for this area, as well as others that are predominantly single family residential areas, reflect and reinforce the importance of retaining existing residential development in Phoenix Hill.



Adaptive Reuse Along Market Street

There are also opportunities where the existing Form District designation(s) could be modified to not only reflect existing conditions, but also encourage appropriate development in Phoenix Hill. The **Traditional Marketplace Corridor (TMC) Form District** designation could be expanded along Main and

Market Streets, as well as Broadway an appropriate response to the needs of the neighborhood along these corridors. The **TMC Form District** could also encompass sections of Jefferson Street to encourage redevelopment that supports the changing dynamics of Phoenix Hill as a result of the Liberty Green development project.

SUMMARY OF NEIGHBORHOOD CONCERNS

As noted previously in **Chapter 1**, Metro's Planning and Design Services staff, the planning consultant, and the Task Force met on a regular basis to discuss issues relevant to the plan. This process, along with public workshops, gathered pertinent input and feedback from residents and businesses that revealed a number of issues or concerns in Phoenix Hill.



Social Services at St. John Day Center

There was general consensus among those attending the various meetings that recent (re)development in Phoenix Hill has had, or will have, a positive effect on the neighborhood. However, there are concerns that such development may gentrify the neighborhood and potentially push low-income residents

from the area. Phoenix Hill is recognized as a diverse, socially-conscious community and many expressed a strong desire the neighborhood retain that quality. Along those same lines, the need to retain and develop more affordable housing to promote homeownership was also a primary issue. Listed below are additional issues raised by the Task Force and general public during the information-gathering phase of this Neighborhood Plan. Many of these items have evolved into the various recommendations at the conclusion of this chapter.

- Continued development pressures and expansion of the medical complex threaten the neighborhood's identity and historic integrity.
- Need for more green space and/or public open space.
- Existing R-6 Zoning District should be rezoned to more accurately reflect existing land uses and discourage multi-family conversions.
- Too much (unscreened) outdoor storage detracts from pedestrian-friendly streetscapes.

- Large number of deteriorated or abandoned properties creates crime problems.
- Concern over the (unintended) consequences of the Liberty Green project (gentrification).
- Underutilized or vacant buildings along Beargrass Creek.
- The need for comprehensive solutions that address parking issues and allow for the full utilization of properties.
- Continued demolition of historic resources - especially the loss of historic shotgun homes along Jefferson Street.
- Beargrass Creek creates a barrier that divides the neighborhood into two sections.
- The need for quality (re)development along the primary corridors that reflects these important entries into the neighborhood.
- Lack of businesses to serve the daily needs of residents.
- The Broadway corridor projects a negative image of Phoenix Hill due to recent demolition and overall lack of investment or redevelopment along the street.
- Ensure recommendations in the Neighborhood Plan complement and/or strengthen the findings developed by a 2006 charrette conducted by the East Downtown Business Association.
- The appropriateness or effectiveness of existing Form Districts along the Main and Market Street corridors.

LAND USE AND ZONING RECOMMENDATIONS

The following recommendations are based on an understanding of existing conditions in Phoenix Hill and extensive public involvement throughout this neighborhood planning process. These recommendations serve to reinforce and reflect the future vision of the neighborhood.

Chapter 5 contains an Implementation Table that categorizes these Land Use/Community Form recommendations, lists relevant agencies, and preliminary time frames for implementing these measures.



Demolition of Historic Resources in Neighborhood

Throughout the neighborhood planning process, the general consensus centered on the desire to promote new development in Phoenix Hill, while simultaneously retaining the neighborhood’s existing character, diversity, and sense of social responsibility. Maintaining and expanding access to affordable housing

was also a major issue with many participants. Also, although there was near-unanimous agreement that the demolition of historic resources must be curtailed, there was little agreement on how best to achieve such a goal. The following Land Use recommendations are based on public input, and discussions held between the Phoenix Hill Task Force, Louisville Metro, and the planning consultant.

Cornerstone 2020 / Land Development Code:

- LU1 Evaluate and consider revising appropriate neighborhood areas currently zoned **R6** to **Urban Neighborhood (UN)** designations.
- LU2 Evaluate and consider revising the **Downtown** and **Traditional Neighborhood Form District** boundaries to reflect the Liberty Green development and the expansion of the Medical Complex. Future development along Clay Street should reflect the scale and character of existing buildings in Phoenix Hill to buffer the neighborhood from encroaching Medical Complex buildings.
- LU3 Evaluate and consider revising the **Traditional Marketplace Corridor** Form District boundary to encompass the northern side of Jefferson Street between Clay and Chestnut Streets.
- LU4 Rezone Rubel Park from a **R6** to **R1** designation.
- LU5 Evaluate and consider revising the **Downtown** and **Traditional Marketplace Corridor** Form District boundaries along Market Street to reflect the corridor’s unique historical resources, and respond to current development trends.
- LU6 Utilize the urban design guidelines in the Liberty Green pattern book for future infill development within the **Urban Neighborhood** zoning district that incorporates the Plan Development option.

Infrastructure / Capital Improvements:

- LU7 Coordinate with the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location, or type, of development within the Beargrass Creek watershed.
- LU8 Determine strategic locations, possibly along designated bike routes, for small neighborhood greenspace and/or public places.
- LU9 Identify strategic locations for trailheads along the Beargrass Creek corridor that maximize creek access and serve as amenities for existing or future development.

Policy / Programmatic:

- LU10 Partner with the Housing Authority and other like-minded agencies to develop and market affordable, single-family housing.
- LU11 Investigate potential sites/strategies for locating community or recreational facilities within Phoenix Hill. Such a study could identify a network of locations focusing on a variety of activities that address a range of neighborhood needs.
- LU12 Explore and initiate strategies to reduce and/or eliminate the demolition of historic resources throughout the neighborhood.
- LU13 Promote land use strategies for the re-use of existing buildings rather than building new structures.
- LU14 Redevelop/rehabilitate industrial buildings for office, retail, mixed-use, or multi-family residential if existing uses are no longer viable.
- LU15 Encourage the appropriate rehabilitation of existing, industrial buildings along the Beargrass Creek/railroad corridor highlighting Phoenix Hill's historic relationship to the waterway.
- LU16 Study potential sites/strategies for locating public restroom facilities within Phoenix Hill. Such an effort could be coordinated with efforts to expand designated bike routes.
- LU17 Support existing social service agencies to ensure the effective and beneficial implementation of their services to those in need in Phoenix Hill.
- LU18 Locate/site new buildings and associated features along Beargrass Creek to promote public access to the creek.
- LU19 Encourage partnerships between businesses and other property owners to develop innovative parking alternatives along Main and Market Streets to promote business development.
- LU20 Partner with the school district to keep Lincoln Elementary a vital part of the neighborhood.
- LU21 Promote land use strategies adjacent to Lincoln Elementary

School that result in a more child-friendly and safer environment.

- LU22 Target the triangular-shaped block surrounded by Liberty, Chestnut and Baxter utilizing land use and urban design strategies to create a gateway experience for the neighborhood.
- LU23 Work with medical and/or life science entities along Broadway between Clay Street and I-65 to develop new structures reflecting the scale and "rhythm" of existing buildings.
- LU24 Encourage land uses along Main Street that are mutually beneficial to Phoenix Hill and Butchertown due to its role as a shared boundary/corridor between the two neighborhoods.
- LU25 Target future development adjacent to Liberty Green that encourages compatible land uses and support services for new residences.
- LU26 Implement policies to ensure future development does not preclude the natural restoration of Beargrass Creek.
- LU27 Ensure stormwater **Best Management Practices** are implemented along Beargrass Creek to ensure runoff is properly treated prior to entering the waterway.
- LU28 Continue a neighborhood dialogue regarding the benefits and drawbacks for establishing a Local Landmarks District.
- LU29 Consider amending the Phoenix Hill National Register Historic District boundary to encompass the eastern area bounded by Broadway and Baxter Avenue.
- LU30 Protect existing street trees and enforce/strengthen policies that protect/incorporate mature trees as part of development efforts.
- LU31 Undertake a survey to inventory street trees within the public right-of-way and develop a prioritization plan to replace dead or missing street trees.
- LU32 Re-evaluate land use issues and recommendations in this Neighborhood Plan based on the future impacts of the Ohio River Bridges Project during and after construction.

4

M O B I L I T Y

CHAPTER FOUR

Mobility

Intent

This chapter outlines existing transportation and infrastructure conditions within Phoenix Hill. Based on this analysis and the input of Task Force members, recommendations are made to address these issues. One of the key goals of these recommendations is to integrate vehicular and pedestrian mobility needs within the scale and character of the Phoenix Hill neighborhood.

MOBILITY INVENTORY AND ANALYSIS

Phoenix Hill’s urban fabric has been shaped by a variety of circulation networks over the years. From the early influences of Beargrass Creek, existing railroad, and today’s interstate system, the neighborhood has witnessed both the positive and negative impacts of the various modes of transportation. This chapter addresses mobility issues within and through the neighborhood including vehicular as well as pedestrian activity. Traffic patterns are analyzed for compatibility with available infrastructure, current and desired land use patterns, and the overall, collective vision for Phoenix Hill.

The speed of traffic, one- or two-way traffic patterns, and the physical size of the street are all factors that affect the quality and safety of a circulation corridor. The type of street, based on standards established by Louisville Metro’s Thoroughfare Plan, are categorized into four main classifications including:

- Major Arterials
- Minor Arterials
- Primary Collectors
- Local or Neighborhood Streets



Market Street Defined as a Major Arterial Street

Main and Market Streets, as well as Baxter Avenue and Broadway represent **Major Arterials** carrying traffic through the neighborhood. Phoenix Hill has a series of one-way, **Minor Arterials** traversing the neighborhood. They include the east-west routes of Jefferson and Liberty Streets, Muhammad

Ali Boulevard, and Chestnut Street. Preston and Jackson Streets are the north-south **Minor Arterials** along the western edge of Phoenix Hill. Floyd and Shelby Streets are listed as **Primary Collectors** in the neighborhood. The remaining network of streets are considered **Local or Neighborhood** streets and, in general, link the residential areas to the high-traffic corridors.



Chestnut Street Defined as a Minor Arterial Street

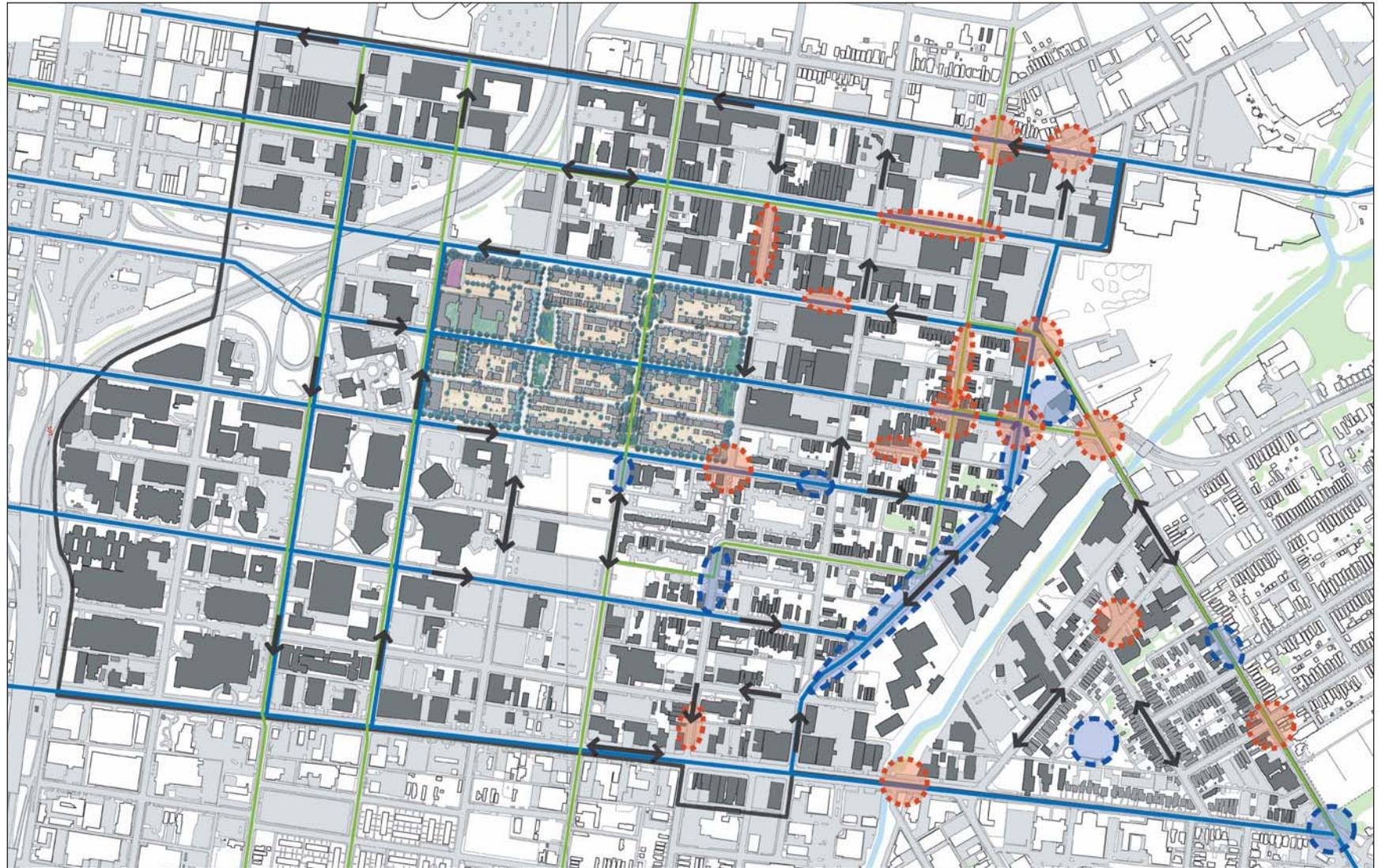
In the future, it is important the role and function of each of the streets that comprise Phoenix Hill’s circulation network is understood from both a traffic (engineering) perspective as well as an aesthetic (urban design) perspective. In an urban setting such as Phoenix Hill, the various roles the corridor plays relative to that

of a public place, are just as important as the street’s function to move vehicles through the neighborhood.

The following mobility analysis includes a discussion of some of the *tangible*, traffic/safety concerns for motorists, as well as an exploration of some of the *intangible*, aesthetic issues in the neighborhood. In addition to concerns raised during the public meetings, a number of issues outlined below are the result of a “walking survey” conducted by residents as part of a pilot program developed by the Built Environment Committee of the Mayor’s *Healthy Hometown Movement*. As with the land use chapter previously, many of these issues and concerns were raised by Task Force members, neighborhood business interests and residents throughout this planning process.

SUMMARY OF NEIGHBORHOOD CONCERNS

As noted previously in **Chapter 1**, Metro’s Planning and Design Services staff, the planning consultant, and the Task Force met on a regular basis to discuss issues relevant to the plan. This process, along with additional public workshops, gathered pertinent input and feedback from residents and businesses that revealed a number of concerns and ideas relative to mobility issues. Many of the items listed below have evolved into the various recommendations at the conclusion of this chapter.



Existing Circulation and Mobility Issues

- Designated Bike Routes
- Existing TARC Bus Routes
- Safety / Infrastructure Issue
- Urban Design / Streetscape Issue

4 Mobility

Throughout this planning process, two of the most prominent issues that arose were the confusing series of one- and two-way streets, and parking issues along Market Street. There was nearly unanimous agreement Phoenix Hill's disjointed and inefficient system of one- and two-way streets generates safety concerns and causes confusion for motorists. For example, the current configuration at the intersection of Main Street, Baxter and Story Avenues doesn't allow west-bound traffic along Story to turn (south) onto the Chestnut Street Connector. This situation forces motorists to use Wenzel Street and as a result, generates a large volume of traffic - including semi-trucks - along this small, residential street and Lincoln Elementary School. To improve circulation in the neighborhood and linkages to greater East Downtown Louisville, there was overwhelming consensus among the Task Force and neighborhood residents to work with Louisville Metro to convert Phoenix Hill's north/south, one-way streets to two-way traffic flow.

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The other primary issue that generated significant discussion was the need to address off-street parking in the neighborhood. Business interests noted that in some instances, current parking requirements stipulated in Metro's zoning ordinances have limited redevelopment efforts. This issue has been at the forefront particularly along the Market Street corridor. As a result of these ongoing parking concerns, a parking study was initiated in the summer of 2007 to inventory existing parking capacities and develop recommendations appropriate to the neighborhood. It is anticipated that at the completion of this study, a series of short and longterm recommendations will be made that address methods to alleviate these parking issues. It is important the Phoenix Hill Neighborhood Association, East Downtown Business Association, PARC, and other relevant Metro agencies remain engaged in this process in an effort to act on feasible parking solutions generated from this study. Additional mobility issues raised during this neighborhood planning process include:

- Disorganized collection of 1- and 2-way streets throughout the neighborhood creates confusing and sometimes dangerous situations for pedestrians and motorists alike.
- Not a safe environment for children crossing the streets (particularly Main and Wenzel Streets) around Lincoln Elementary School.

- Beargrass Creek is viewed as a neglected or underutilized feature that should be viewed as a neighborhood asset.
- The Beargrass Creek/railroad corridor creates somewhat of a barrier between the eastern and western areas of the neighborhood.
- Concerns that parking requirements impede (re)development along Market Street and other commercial corridors.
- Members of the Task Force and the general public expressed concerns that on-street parking was not being fully utilized.
- The Chestnut Street Connector doesn't function efficiently moving traffic through the neighborhood (poor intersection designs and 1-way traffic at Campbell Street).
- Need for a prioritization plan to improve streetscaping and repair sidewalk conditions (i.e. curbs, ADA ramps, etc...) throughout Phoenix Hill.
- Exploration of opportunities to improve signage and other methods highlighting the numerous bike routes in Phoenix Hill.

In addition to public meetings, a new survey was introduced to the neighborhood planning process in an effort to gather additional public input. The Phoenix Hill neighborhood was one of the first neighborhoods in Louisville to use the *Louisville Neighborhood Walking Survey*, a pilot program developed by the Built Environment Committee of the Mayor's Healthy Hometown Movement. The purpose of this initiative is to analyze how "walkable" neighborhoods are in Louisville. This tool enabled Phoenix Hill residents to determine the neighborhood's greatest needs relating to walkability and prioritize them in order of importance. The list of projects and priorities produced will be used by the Metro Council and Metro Public Works to determine which projects will be implemented first. Listed below are some of the issues raised by those who took part in this survey of Phoenix Hill.

- 1) Standardize sidewalk improvements along the Chestnut Street Connector to conform to ADA width requirements.
- 2) Enhance streetscaping along the public realm (right-of-way) to provide a more inviting environment along industrial properties in the Chestnut Street Connector corridor.

- 3) Prune trees and shrubs along all sidewalks to remove any obstacles for pedestrians.
- 4) Provide sidewalk on east side of Wenzel Street between Liberty and Jefferson Streets.
- 5) Inspect curb ramps at every intersection and ensure alignment with opposite side.
- 6) Clean up weeds, tree boxes, especially along Jefferson Street between Shelby and Wenzel Streets.
- 7) Develop gateway features at elevated train trestles at Broadway and Baxter such as lighting, improved sidewalks, plantings, and other treatments to improve the transition across neighborhood.
- 8) Create “front door” to Rubel Park from Broadway/Barret Avenue and create (ADA) accessible routes into and out of Rubel Park at this intersection.
- 9) Intersection at Jefferson, Baxter, Liberty (triangle) needs pedestrian safety improvements.
- 10) Need schedule and bench at TARC stop at Muhammad Ali Boulevard and Campbell Street.
- 11) Marshall Street needs curb ramps on south side, and a sidewalk on north side between Campbell and Wenzel Streets.
- 12) Reopen Shelby Street at Phoenix Place.

MOBILITY RECOMMENDATIONS

The following recommendations are based on an understanding of existing conditions in Phoenix Hill and extensive public involvement throughout this neighborhood planning process. These recommendations serve to reinforce and reflect the future vision of the neighborhood.

Chapter 5 contains an Implementation Table that categorizes these Mobility recommendations based on the Cornerstone 2020 Plan.

Cornerstone 2020 / Land Development Code:

- M1 Evaluate and consider revising existing parking standards within the **Traditional Marketplace Corridor Form District** designation specific to Market Street between Baxter Street and I-65.

Infrastructure / Capital Improvements:

- M2 Analyze the feasibility of converting all appropriate north/south streets-specifically Campbell and Shelby Streets-from 1-way to 2-way circulation.
- M3 Analyze the feasibility of converting traffic flow along Main Street from 1-way to 2-way circulation.
- M4 Analyze the feasibility of converting traffic flow along Jefferson Street to 2-way circulation.
- M5 Remove the raised concrete median and reconfigure travel lanes at the convergence of Campbell and Gray Streets to improve (through) traffic along the Chestnut Street Connector.
- M6 Reconfigure the Main/Story/Baxter intersection to effectively route 2-way traffic through this area and improve pedestrian safety.
- M7 Return 2-way traffic along Campbell Street between Broadway and Gray Street as part of other improvements to the Chestnut Street Connector.
- M8 Reopen Shelby Street at Phoenix Place and return 2-way circulation along Shelby Street.
- M9 Analyze the feasibility of converting traffic flow along Chestnut Street from 1-way to 2-way circulation.
- M10 Study the feasibility of creating an internal (pedestrian) linkage or an extension of the local street network across the Beargrass Creek/railroad corridor between Broadway and Baxter Avenue.
- M11 Provide directional/informational signage for Rubel Park along Broadway, Baxter and Barret Avenues.
- M12 Improve signage and streetscaping at designated bike routes along Market, Madison, Wenzel and other local streets for the safety and enjoyment of cyclists.
- M13 Replace the chain link fencing and implement other streetscape and safety improvements around Lincoln Elementary School.

4 Mobility

- M14 Improve pedestrian (i.e. school children) safety via traffic-calming features and traffic signalization at the Main and Wenzel Street intersection/crosswalks.
- M15 Improve informational and directional signage along bike routes, bus/trolley routes and stops to inform motorists and pedestrians throughout Phoenix Hill.
 - Provide schedule and seating at Muhammad Ali and Campbell Street bus stop
- M16 Coordinate with Ohio River Bridges Project engineers and the Butchertown Neighborhood Association to implement streetscape enhancements along Main and Market Streets as part of the Bridges Project's mitigation efforts.
- M17 Implement streetscape and traffic-calming measures along Broadway that enhance pedestrian safety (improved crosswalks).
- M18 Develop and implement an infrastructure improvement plan that prioritizes projects for new sidewalks, sidewalk replacement, curbs, and/or ADA-compliant ramps. Coordinate this with the results of the *Walkability Survey* recently completed by Louisville Metro.
 - New sidewalk on east side of Wenzel between Liberty and Jefferson Streets.
 - New sidewalk on north side of Marshall between Campbell and Wenzel Streets.
 - Standardize sidewalk widths and ADA-compliant ramps along the Chestnut Street Connector.
 - Improve pedestrian safety (crosswalks) at the various intersections where Jefferson, Baxter and Liberty Streets converge.
- M19 Implement streetscape improvements along Baxter Avenue to highlight its role as a neighborhood gateway corridor and viewshed of the existing and future I-65 bridges over the Ohio River.
- M20 Implement streetscape, lighting, and/or gateway features under the elevated railroad crossings at Broadway and Baxter Street to improve pedestrian safety.

- M21 Coordinate with TARC to design and build future transit structures reflecting the unique features of Phoenix Hill and strengthen service at bus/trolley stops along designated neighborhood routes.
- M22 Develop and implement neighborhood gateway features along Broadway at I-65, Clay Street and Baxter Avenue.
- M23 Develop and implement a study to improve or maximize the efficiency of on-street parking for businesses and residents alike.
- M24 Develop and implement an ongoing maintenance plan (clean-up, plantings, pruning, etc...) for existing and future landscaping along neighborhood streets.
 - Focus initial efforts along Jefferson between Shelby and Wenzel Streets.

Policy / Programmatic:

- M25 Review the pertinent results of the parking study, and reconvene affected stakeholders along the Market Street corridor to discuss the study's results and implement feasible, agreed-upon strategies to relieve parking conflicts.
- M26 Encourage business owners to landscape or screen the perimeters of parking lots and outdoor storage areas to create pedestrian friendly edges.
- M27 Rename the Chestnut Street Connector to reflect the historic character and identity of Phoenix Hill.
- M28 Incorporate interpretive signage and/or design elements highlighting the importance of Beargrass Creek to Phoenix Hill and its symbolic connection to the Ohio River.
- M29 Study and implement a plan to prioritize designated streets to bury or relocate overhead utilities.
- M30 Undertake a study to determine the long-term feasibility of converting the existing railroad into part of a larger mass transit system for passenger service.
- M31 Re-evaluate mobility issues and recommendations in this neighborhood plan based on the (future) impacts of the Ohio River Bridges Project.

5

IMPLEMENTATION

CHAPTER FIVE

IMPLEMENTATION

Intent

The purpose of this final chapter is to prioritize the previous recommendations and categorize them into short, medium, and long term strategies. Once adopted by the Metro Council, these implementation strategies will guide planning officials in future decisions regarding the Phoenix Hill neighborhood.

5 Implementation

Introduction

The recommendations outlined in **Chapters 3 and 4** are the result of a cooperative, collective effort by the Task Force members, Louisville Metro officials, and the planning consultant. Once this plan is adopted by the Metro Council, many of these recommendations are intended to supplement Cornerstone 2020 and the Land Development Code, and guide future decisions relevant to the Phoenix Hill neighborhood.

Implementation of the Phoenix Hill Neighborhood Plan will require an ongoing commitment from the Phoenix Hill Association, the Metro Planning Commission and Council, Planning and Design Services, and other Metro agencies. The following tables expand on the previous **Land Use** and **Mobility Recommendations** by including pertinent stakeholders and decision-makers, as well as approximate time lines for implementing these recommendations. Such a time line will vary based on the progress of the Ohio River Bridges Project, economic development influences, as well as numerous other factors. In general, however, there are four basic time frames including:

- **Short-Term Opportunities** - Projects that could be undertaken and/or implemented within the next year.
- **Mid-Term Opportunities** - Projects that could be initiated in the next 1 - 3 years.
- **Long-Term Opportunities** - Projects that could be undertaken in the next 3 - 7+ years. Some of these recommendations may go beyond the time frame of this Plan
- **Ongoing Opportunities** - Projects that may require initial studies to determine their feasibility or may depend on other work prior to implementation. Such projects may also be implemented in a series of incremental steps involving numerous agencies or departments.

Implementation Agencies:

PHNA = Phoenix Hill Neighborhood Association

DDC = Downtown Development Corporation

EDBA = East Downtown Business Association

JCPS = Jefferson County Public Schools

MSD = Metropolitan Sewer District

MEDD = Metropolitan Economic Development Department

PARC = Parking Authority of River City

PDS = Metropolitan Planning and Design Services

PW = Public Works

TARC = Transit Authority of River City

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
LU1	Evaluate and consider revising appropriate neighborhood areas currently zoned R6 to Urban Neighborhood (UN) designations.	PDS	Short-term - Less than 1 year
LU2	Evaluate and consider revising the Downtown and Traditional Neighborhood Form District boundaries to reflect the Liberty Green development and the expansion of the Medical Complex. Future development along Clay Street should reflect the scale and character of existing buildings in Phoenix Hill to buffer, the neighborhood from encroaching Medical Complex buildings.	PDS	Short-term - Less than 1 year
LU3	Evaluate and consider revising the Traditional Marketplace Corridor Form District boundary to encompass the northern side of Jefferson Street between Clay and Chestnut Streets.	PDS	Short-term - Less than 1 year
LU4	Rezone Rubel Park from a R6 to R1 zoning designation.	PDS	Short-term - Less than 1 year
LU5	Evaluate and consider revising the Downtown and Traditional Marketplace Corridor Form District boundaries along Market Street to reflect the corridor’s unique historical resources, and respond to current development requirements.	PDS	Short-term - Less than 1 year
LU6	Utilize the urban design guidelines in the Liberty Green pattern book for future infill development within the Urban Neighborhood zoning district that incorporates the Plan Development option.	PDS	Short-term / Ongoing
Infrastructure / Capital Improvements			
LU7	Coordinate with the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location, or type, of development within the Beargrass Creek watershed.	PHNA / MSD / PDS / PW	Mid-term - 1-3 years
LU8	Determine strategic locations, possibly along designated bike routes, for small neighborhood greenspace and/or public places.	PHNA / PDS / PW / Brightside	Short-term - Less than 1 year
LU9	Identify strategic locations for trailheads along the Beargrass Creek corridor that maximize creek access and serve as amenities for existing or future development.	PHNA/ PDS/ MSD/ Metro Park	Mid-term - 1-3 years

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Implementation

PHOENIX HILL NEIGHBORHOOD PLAN

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Policy / Programmatic			
LU10	Partner with the Housing Authority and other like-minded agencies to develop and market affordable, single-family housing.	PHNA / Metro Housing Authority	Mid-term - 1-3 years
LU11	Investigate potential sites/strategies for locating community or recreational facilities within Phoenix Hill. Such a study could identify a network of locations focusing on a variety of activities that address a range of neighborhood needs.	PHNA / Metro Housing Authority	Short-term - Less than 1 year
LU12	Explore and initiate strategies to reduce and/or eliminate the demolition of historic resources throughout the neighborhood.	PHNA / Landmarks Commission	Short-term - Less than 1 year
LU13	Promote land use strategies for the re-use of existing buildings rather than building new structures.	PHNA / PDS	Ongoing / Long-term
LU14	Redevelop/rehabilitate industrial buildings for office, retail, mixed-use, or multi-family residential if existing uses are no longer viable.	PHNA / PDS	Ongoing / Long-term
LU15	Encourage the appropriate rehabilitation of existing, industrial buildings along the Beargrass Creek/railroad corridor highlighting Phoenix Hill's historic relationship to the waterway.	PHNA / PDS	Long-term / Ongoing
LU16	Study potential sites/strategies for locating public restroom facilities within Phoenix Hill. Such an effort could be coordinated with efforts to expand designated bike routes.	PHNA / PDS	Short-term - Less than 1 year
LU17	Support existing social service agencies and ensure the effective and beneficial implementation of their services to those in need in Phoenix Hill.	PHNA	Short-term / Ongoing
LU18	Locate/site buildings and associated features along Beargrass Creek to promote future public access to the creek.	PHNA / PDS / MSD	Long-term / Ongoing
LU19	Encourage partnerships between businesses and other property owners to develop innovative parking alternatives along Main and Market Streets to promote business development.	EDBA / PHNA / MEDD	Mid-term - 1-3 years
LU20	Partner with the school district to keep Lincoln Elementary a vital part of the neighborhood.	PHNA / JCPS	Long-term / Ongoing

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Policy / Programmatic (cont.)			
LU21	Promote land use strategies adjacent to Lincoln Elementary School that result in a more child-friendly and safer environment.	PHNA / JCPS	Short-term / Ongoing
LU22	Target the triangular-shaped block surrounded by Liberty, Chestnut and Baxter utilizing land use and urban design strategies to create a gateway experience for the neighborhood.	PHNA / PDS	Mid-term - 1-3 years
LU23	Work with medical and/or life science entities along Broadway between Clay Street and I-65 to develop new structures reflecting the scale and “rhythm” of existing buildings.	PHNA / MEDD / PDS Downtown Medical Group	Mid-term - 1-3 years
LU24	Encourage land uses along Main Street that are mutually beneficial to Phoenix Hill and Butchertown due to its role as a shared boundary/corridor between the two neighborhoods.	PHNA / Butchertown Neighborhood Assoc. / PDS	Short-term / Ongoing
LU25	Target future development adjacent to Liberty Green that encourages compatible land uses and support services for new residences.	PHNA / PDS / DDC	Short-term - Less than 1 year
LU26	Implement policies to ensure future development does not preclude the natural restoration of Beargrass Creek.	PHNA / PDS / MSD	Short-term / Ongoing
LU27	Ensure stormwater <i>Best Management Practices</i> are implemented along Beargrass Creek to ensure runoff is properly treated prior to entering the waterway.	PHNA / MSD	Short-term / Ongoing
LU28	Continue a neighborhood dialogue regarding the benefits and drawbacks for establishing a Local Landmarks District.	PHNA / Landmarks Commission	Short-term - Less than 1 year
LU29	Consider amending the Phoenix Hill National Register Historic District boundary to encompass the eastern area bounded by Broadway and Baxter Avenue.	PHNA / Landmarks Commission	Short-term - Less than 1 year
LU30	Protect existing street trees and enforce/strengthen policies that protect/incorporate mature trees as part of development efforts.	PHNA / PDS / PW	Short-term / Ongoing
LU31	Undertake a survey to inventory street trees within the public right-of-way and develop a prioritization plan to replace dead or missing street trees.	PHNA / PDS / PW	Short-term - Less than 1 year
LU32	Re-evaluate land use issues and recommendations in this neighborhood plan based on the future impacts of the Ohio River Bridges Project during and after construction.	PHNA	Mid- and Long-term

5

Implementation

PHOENIX HILL NEIGHBORHOOD PLAN

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
M1	Evaluate and consider revising existing parking standards within the Traditional Marketplace Corridor Form District designation specific to Market Street between Baxter Street and I-65.	PDS	Short-term - Less than 1 year
Infrastructure / Capital Improvements			
M2	Analyze the feasibility of converting all appropriate north/south streets-specifically Campbell and Shelby Streets-from 1-way to 2-way circulation.	PHNA / PW	Short-term - Less than 1 year
M3	Analyze the feasibility of converting traffic flow along Main Street from 1-way to 2-way circulation.	PHNA / PW	Mid-term - 1-3 years
M4	Analyze the feasibility of converting traffic flow along Jefferson Street to 2-way circulation.	PHNA / PW	Short-term - Less than 1 year
M5	Remove the raised concrete median and reconfigure travel lanes at the convergence of Campbell and Gray Streets to improve (through) traffic along the Chestnut Street Connector.	PHNA / PW / PDS	Short-term - Less than 1 year
M6	Reconfigure the Main/Story/Baxter intersection to effectively route 2-way traffic through this area and improve pedestrian safety.	PHNA / PW / PDS	Short-term - Less than 1 year
M7	Return 2-way traffic along Campbell Street between Broadway and Gray Street as part of other improvements to the Chestnut Street Connector.	PHNA / PW / PDS	Short-term - Less than 1 year
M8	Reopen Shelby Street at Phoenix Place and return 2-way traffic along Shelby Street.	PHNA / PW / PDS	Long-term - 3 or more years
M9	Analyze the feasibility of converting traffic flow along Chestnut Street from 1-way to 2-way circulation.	PHNA / PW	Mid-term - 1-3 years
M10	Study the feasibility of creating an internal (pedestrian) linkage or an extension of the local street network across the Beargrass Creek/ railroad corridor between Broadway and Baxter Avenue.	PHNA / PW / MSD / PDS	Short-term - Less than 1 year
M11	Provide directional/informational signage for Rubel Park along Broadway, Baxter and Barret Avenues.	PHNA / PW / Metro Parks	Short-term - Less than 1 year

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Infrastructure / Capital Improvements (cont.)			
M12	Improve signage and streetscaping at designated bike routes along Market, Madison, Wenzel and other local streets for the safety and enjoyment of cyclists.	PHNA / PW / Metro Parks	Short-term - Less than 1 year
M13	Replace the chain link fencing and implement other streetscape and safety improvements around Lincoln Elementary School.	PHNA/ PW/ JCPS	Short-term - Less than 1 year
M14	Improve pedestrian (i.e. school children) safety via traffic-calming features and light signalization at the Main and Wenzel Street intersection/crosswalks.	PHNA / PW	Short-term - Less than 1 year
M15	Improve informational and directional signage along bike routes, bus/trolley routes and stops to inform motorists and pedestrians throughout Phoenix Hill. · Provide schedule and seating at Muhammad Ali and Campbell Street bus stop	PHNA / PW / TARC / Metro Parks	Short-term - Less than 1 year
M16	Coordinate with Ohio River Bridges Project engineers and the Butchertown Neighborhood Association to implement streetscape enhancements along Main and Market Streets as part of the Bridges Project.	PHNA / PW / Butchertown Neighborhood Assoc.	Mid-term - 1-3 years
M17	Implement streetscape and traffic-calming measures along Broadway that enhance pedestrian safety (improved crosswalks).	PHNA / PW	Mid-term - 1-3 years
M18	Develop and implement a infrastructure improvement plan that prioritizes projects for new sidewalks, sidewalk replacement, curbs, and/or ADA-compliant ramps. Coordinate this with the results of the <i>Walkability Survey</i> recently completed by Louisville Metro. · New sidewalk on east side of Wenzel between Liberty and Jefferson Streets. · New sidewalk on north side of Marshall between Campbell and Wenzel Streets. · Standardize sidewalk widths and ADA-compliant ramps along the Chestnut Street Connector. · Improve pedestrian safety (crosswalks) at the various intersections where Jefferson, Baxter and Liberty Streets converge.	PHNA / PW	Mid-term - 1-3 years

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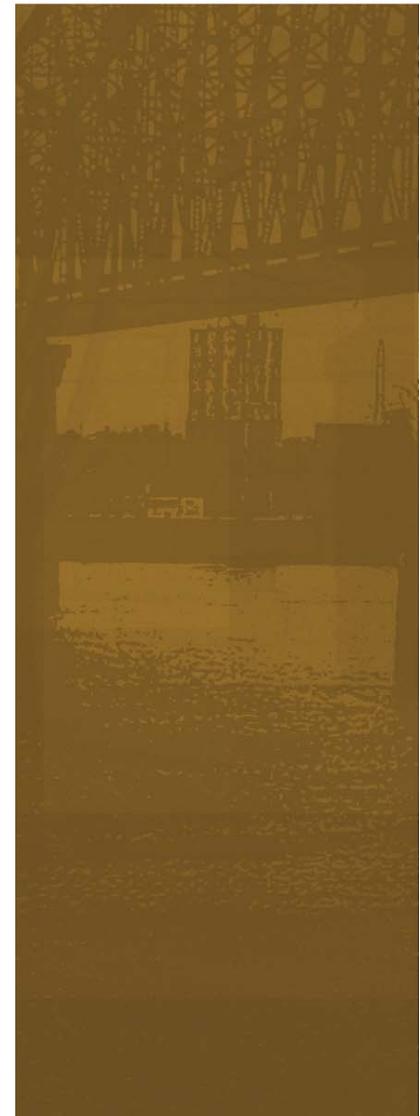
Implementation

PHOENIX HILL NEIGHBORHOOD PLAN

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Infrastructure / Capital Improvements (cont.)			
M19	Implement streetscape improvements along Baxter Avenue to highlight its role as a neighborhood gateway corridor and viewshed of the existing and future I-65 bridges over the Ohio River.	PHNA / PW	Mid-term - 1-3 years
M20	Implement streetscape, lighting, and/or gateway features under the elevated railroad crossings at Broadway and Baxter Street to improve pedestrian safety and unify the neighborhood.	PHNA / PW	Short-term - Less than 1 year
M21	Coordinate with TARC to design and build future transit structures reflecting the unique features of Phoenix Hill and strengthen service at bus/trolley stops along designated neighborhood routes.	TARC / PHNA / PW	Short-term - Less than 1 year
M22	Develop and implement neighborhood gateway features along Broadway at I-65, Clay Street and Baxter Avenue.	PHNA / PW	Mid-term - 1-3 years
M23	Develop and implement a study to improve or maximize the efficiency of on-street parking for businesses and residents alike.	PHNA / EDDBA / PARC	Short-term - Less than 1 year
M24	Develop and implement an ongoing maintenance plan (clean-up, plantings, pruning, etc...) for existing and future landscaping along neighborhood streets. · Focus initial efforts along Jefferson between Shelby and Wenzel Streets.	PHNA / PW / EDDBA	Short-term / Ongoing

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Policy / Programmatic			
M25	Review the pertinent results of the parking study, and reconvene affected stakeholders along the Market Street corridor to discuss the study's results and implement feasible, agreed-upon strategies to relieve parking conflicts.	PDS /PHNA /EDBA /DDC / PW	Short-term / Ongoing
M26	Encourage business owners to landscape or screen the perimeters of parking lots and outdoor storage areas to create pedestrian friendly edges.	PHNA	Short-term / Ongoing
M27	Rename the Chestnut Street Connector to reflect the historic character and identity of Phoenix Hill.	PHNA / PW	Short-term - Less than 1 year
M28	Incorporate interpretive signage and/or design elements highlighting the importance of Beargrass Creek to Phoenix Hill and its symbolic connection to the Ohio River.	PHNA / MSD	Mid-term - 1-3 years
M29	Study and implement a plan to prioritize designated streets to bury or relocate overhead utilities.	PHNA / PW	Short-term / Ongoing
M30	Undertake a study to determine the long-term feasibility of converting the existing railroad into part of a larger mass transit system for passenger service.	PHNA / TARC / PW	Short-term / Ongoing
M31	Re-evaluate mobility issues and recommendations in this Neighborhood Plan based on the (future) impacts of the Ohio River Bridges Project.	PHNA	Mid- and Long-term

A



APPENDIX

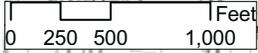
PHOENIX HILL NEIGHBORHOOD WALKING SURVEY

Summary Map
Survey date: May 23rd, 2007



LEGEND

- Sidewalk Issue
- Amenity Issue
- Safety/Access Issue



IDENTIFIED PRIORITIES BY SURVEY TEAM

<p>Red Team</p> <ol style="list-style-type: none"> Standardized width for sidewalk improvements along Chestnut Extension to ADA conformance width. Enhance streetscape to provide a more inviting environment along industrial properties in the Chestnut Extension corridor. Prune trees and shrubs along all streets to open sidewalks for walking. 	<p>Green Team</p> <ol style="list-style-type: none"> Connect all sidewalks along this route and inspect curb ramps at every corner and assure alignment with opposite side. Clean up weeds, tree boxes, especially along Jefferson St. between Shelby Street and Wenzel. 	<p>Purple Team</p> <ol style="list-style-type: none"> Enhance gateway at train trestle (Liberty & Baxter) lighting, improved sidewalks, plantings, and other treatments to improvement transition across neighborhood. Create "front door" to Rubel Park from Broadway/Barret Ave. Create (ADA) accessible routes into and out of Rubel Park. Intersections 1,2,3 need attention 	<p>Blue Team</p> <ol style="list-style-type: none"> Need schedule and bench at TARC stop at Muhammad and Campbell. Marshall St. needs curb ramps on south side, sidewalk on north side between Campbell and Wenzel. Reopen Shelby Street.
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Introduction

In an effort to provide additional background regarding ongoing efforts stakeholders to improve Phoenix Hill's quality of life, this section summarizes the results of a charrette sponsored by the East Downtown Business Association in July 2006. This two-day workshop gathered input from neighborhood residents and businesses, and generated a series of recommendations specific to the East Main and Market Street corridors, as well as other areas of Phoenix Hill. Although many of the following issues coincide with recommendations put forth in the neighborhood plan, this listing does not necessarily represent an endorsement of these items.

- **ADJUST FORM DISTRICT**

Our area possesses a distinct scale and character that does not match the existing form districts of Butchertown, Phoenix Hill, and the Central Business District. Our current status of "in-between" all of these areas makes it difficult to reinforce our identity and grow in a unified manner.

- **ADJUST PARKING REGULATIONS**

Change parking regulations to a single code that reflects our distinct area and it's needs.

- **IMPLEMENT PLANNED PARKING**

Investigate multiple strategies to meet future parking demands such as; shared lots, restricted times, and resident or business passes.

- **PROVIDE WAYFINDING**

Directions to parking and points of interest can help visitors and residents understand the neighborhood and feel more comfortable in the streetscape.

- **CREATE A LOCAL FUND**

Creating a Business Improvement District can allocate funds for streetscape beautification and community events based on increased tax base and parking revenue.

- **IMPLEMENT TWO-WAY TRAFFIC**

Two-way traffic can help slow vehicles down, improve local access routes, and make our area less of a thru way. Our group proposed opening all north-south streets and portions of Main and Jefferson streets.

- **CREATE PLANNED USES**

Progressively encourage development of complementary neighborhood businesses which provide valuable goods and services to residents.

- **EXPRESS NEIGHBORHOOD IDENTITY**

The neighborhood history and culture can find expression in many elements such as sidewalks, street murals, benches, bike racks, and lighting.

- **PERCENTAGE FOR ART PROGRAM**

Many cities have successfully created public art programs funded with 1% of all new construction projects. Such a program in our neighborhood could show our dedication to the arts.

- **CREATE MEDIAN STRUCTURE**

In the mid 1800's Market Street actually had six market houses in the middle of the street. The group has proposed a median in the spirit of this history between Shelby and Campbell Streets.

- **PROVIDE HISTORICAL MARKERS**

Historical markers can generate tourism interest and reinforce our neighborhood's identity.

- **IMPROVE SIDE STREETScape**

Improving the streetscape on the side streets will encourage development on Main and Jefferson Streets and will safely encourage visitors to the area.

- **CREATE DESIGN OVERLAY REVIEW**

Creation of a design review process like Bardstown road has will help ensure the quality of new development and it's appropriateness to the neighborhood.

- **IMPROVE OPEN STORAGE LOTS**

Improving the screens will help unify the neighborhood. In some locations the use may be improved to community gardens, art installations, and public parking.

- **PROMOTE RESIDENTIAL ABOVE COMMERCIAL**

The existing "mom and pop" or "live-work" buildings provide a practical model for continued growth in our neighborhood and providing a base of commercial space will ensure space for future goods and services.

- EMPHASIZE DISTRICT GATEWAYS

The interstate underpasses to the west as well as the Market-and-Story median and Chestnut-Baxter edge to the east are considered natural opportunities to announce our neighborhood's identity and provide opportunities for public art.

- INFILL GAPS ALONG STREETWALLS

Vacant lots should be considered opportunities to add buildings that improve neighborhood density and street activity.

- LAYER DEVELOPMENT

Service and parking areas should be located to rear of lots encouraging pedestrian activity along the sidewalk.

- ENCOURAGE ORGANIC GROWTH

Our community's gradual growth of residential and businesses has created an authentic, patchwork character. Future growth should retain this quality and deter large-scale, monolithic impositions.

- CREATE A MARKET VENUE

A market area for small vendors would provide a new niche for business and entertainment in the community and serve to revive the neighborhood's street life.

The following list references the various resources utilized in the development of Phoenix Hill's Neighborhood Plan.

John Milner Associates, Inc.

Kentucky Historic Facade Rehabilitation Guidelines,
Kentucky Heritage Council and Renaissance Kentucky
Alliance - 2003.

Kleber, J.E., Editor

The Encyclopedia of Louisville, The University Press of
Kentucky, Lexington - 2001.

Louisville and Jefferson County Planning Commission

Cornerstone 2020 Comprehensive Plan, Louisville
and Jefferson County Planning Commission - 2000
adoption.



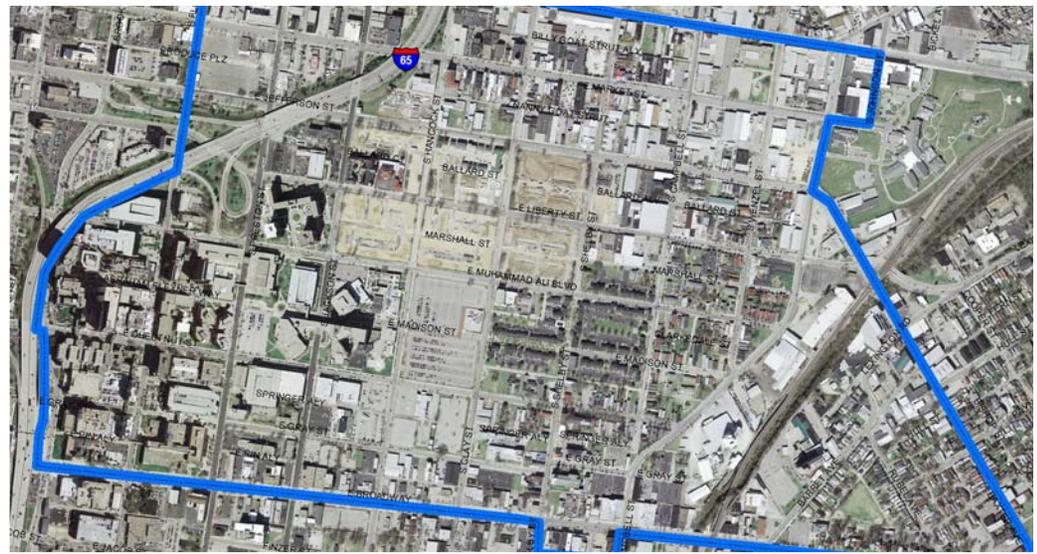
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PHOENIX HILL

NEIGHBORHOOD PLAN
EXECUTIVE SUMMARY



Adoption Date: February 28, 2008

Acknowledgments:

The Phoenix Hill Neighborhood Plan is the result of efforts by numerous individuals, government agencies, and consultants. A plan that does not involve those it hopes to serve can not fully realize its potential or vision. For this reason, those with a vested interest in the future of Phoenix Hill put forth their time, effort, and ideas in the creation of this Plan. It is important to recognize and thank those Task Force members who were an integral part of this process including:

Cindy Brown-Kinloch
Susan Fridenstine
Steve Kersey
Doug Magee
Edie Mahaffey
Bill Marzian
Tom Nolan
Todd Rine

Louisville Metro Planning and Design Services:
Ken Baker, Planning Supervisor
Chris French
Steven Sizemore

Louisville Metro Neighborhood Planning website:
<http://www.louisvilleky.gov/PlanningDesign/Neighborhood+Plans/>

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INTRODUCTION

Phoenix Hill was greatly influenced by the religious and cultural institutions and traditions immigrants brought with them from their homelands. These ethnic groups, primarily comprised of Germans and Irish, settled the area during the 1840s. It was primarily a residential neighborhood within a predominately German enclave east of the central business district of Louisville. The first German Catholic church in Louisville, St. Boniface, was established here in 1836. The diverse neighborhood endured in spite of anti-immigrant sentiments and violence during its early years. The Bloody Monday riots of 1855 began in Phoenix Hill at Shelby and Liberty Streets, and spread to surrounding ethnic neighborhoods. The event witnessed mobs that set fire to buildings, ransacked stores and homes, and beat passersby.

Phoenix Hill remained a flourishing German neighborhood well into the twentieth century, though the area experienced gradual change as businesses encroached and residents began to move to newer neighborhoods. The decline of other urban neighborhoods, encroachment of the interstate, and a dwindling population contributed to the deterioration of Phoenix Hill. To combat this, several business leaders and residents organized the Phoenix Hill Association in 1975 to focus on the community's rebirth. In 1977, Mayor Harvey Sloan declared the area a prime revitalization candidate and secured federal funds for rebuilding efforts. Since that time, dilapidated housing has been removed, several new housing developments have been constructed, and new businesses have returned to the area. In 1983, Phoenix Hill was listed on the National Register of Historic Places for its diversity of land uses, history, and architectural significance.

Today, two of the most influential factors on the neighborhood include the medical complex and the Liberty Green redevelopment project. The medical complex is comprised of a 20-block area between I-65 and Hancock Street just north of Broadway. Future plans call for the development of a bio-medical research park to strengthen Louisville's already-strong reputation as a leader in the healthcare industry. The Liberty Green project, located just north of the medical complex, involves

the redevelopment of the Clarksdale public housing site. The \$233 million project is funded through a variety of public sources including a \$40 million HOPE VI federal grant. Currently under construction, the project will incorporate a wide range of housing types including apartments, townhomes, and attached houses.

PHOENIX HILL VISION STATEMENT

The future of Phoenix Hill should represent a seamless transition between the neighborhood's historic past, with the rebirth of the neighborhood's identity. Residents, businesses, and community leaders alike must strive to retain, and build on, Phoenix Hill's cultural, historical, and environmental resources as it looks to the future as a vibrant and inclusive community.

The Phoenix Hill community must continue to reach out to those in need, and strive to maintain and promote a population comprised of a diverse mix of incomes, races, and abilities. The continued revitalization of the neighborhood must include affordable housing, strategies that promote home ownership, and appropriate business development serving the needs of neighborhood residents while strengthening the tax base, and creating job opportunities.

The unique urban fabric of Phoenix Hill serves as a solid foundation on which to strengthen the natural, architectural, and historical features needed for a successful neighborhood. A renewed focus on Beargrass Creek as a multi-use greenway connecting the neighborhood to greater Louisville, and as a (re)development opportunity, could strengthen the economic viability of the community and weave the neighborhood into a cohesive whole. The neighborhood will also continue to seek circulation strategies that encourage the return of local streets from one-way to two-way traffic. Such an effort will not only create more pedestrian-friendly settings, but also serve as another catalyst for economic development. The neighborhood should also work with Louisville Metro to reverse the destructive trend of building demolition.

The individual "communities" of businesses, residents, artists, and social agencies must collectively work together with a renewed sense of purpose to strengthen the identity of Phoenix Hill as a vibrant and inclusive Louisville neighborhood.

SUMMARY OF NEIGHBORHOOD CONCERNS

This planning process was initiated by Louisville Metro Planning and Design Services and builds on recent historic preservation planning efforts as part of the Ohio River Bridges Project. Planning and Design Services staff, the planning consultant, and the Task Force met on a regular basis to discuss issues relevant to Phoenix Hill and this plan. This process, along with public workshops, gathered pertinent input and feedback from residents and businesses that revealed a number of issues or concerns in the neighborhood.

Relative to land use issues, there was general consensus among those attending the various meetings that recent (re)development in Phoenix Hill has had, or will have, a positive effect on the neighborhood. However, there are concerns that such development may gentrify the neighborhood and potentially push low-income residents from the area. Phoenix Hill is recognized as a diverse, socially-conscious community and many expressed a strong desire the neighborhood retain that quality. Along those same lines, the need to retain and develop more affordable housing to promote homeownership was also a primary issue. Listed below are additional issues raised by the Task Force and general public during the information-gathering phase of this Neighborhood Plan. Many of these items have evolved into the various recommendations at the conclusion of this chapter.

Throughout this planning process, two of the most prominent issues that arose were the confusing series of one- and two-way streets and inadequate parking standards or availability along the Market Street corridor. As a result, one initiative that was undertaken was a parking study to determine existing conditions within this area of Phoenix Hill. It is anticipated that at the completion of this study, a series of short and longterm recommendations will be made that address methods to alleviate these parking issues. It is important the Phoenix Hill Neighborhood Association, East Downtown Business Association, PARC, and other relevant Metro agencies remain engaged in this process in an effort to act on feasible parking solutions generated from this study.

A new survey introduced to the neighborhood plan process was the use of the Louisville Neighborhood Walking Survey. The Phoenix Hill neighborhood was one of the first neighborhoods in Louisville to use this Louisville Neighborhood Walking Survey, a pilot program developed by the Built Environment Committee of the Mayor's Healthy Hometown Movement. The purpose of the Louisville Neighborhood Walking Survey was to analyze how "walkable" neighborhoods are in Louisville. This tool enabled the neighborhood to determine its greatest needs relating to walkability and to prioritize them in order of importance. The list of projects and priorities produced will be used by the Metro Council and Metro Public Works to determine which projects will be implemented first. Listed below are some of the issues raised by those who took part in this survey of Phoenix Hill.

The following tables summarize the previous **Land Use** and **Mobility Recommendations** relating to Metro's **Cornerstone 2020 Plan**. As noted previously, these recommendations and associated timelines will vary based on construction of the Ohio River Bridges Project, economic development influences, as well as numerous other factors.



LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
LU1	Evaluate and consider revising appropriate neighborhood areas currently zoned R6 to Urban Neighborhood (UN) designations.	Metro Planning Commission	Short-term - Less than 1 year
LU2	Evaluate and consider revising the Downtown and Traditional Neighborhood Form District boundaries to reflect the Liberty Green development and the expansion of the Medical Complex. Future development along Clay Street should reflect the scale and character of existing buildings in Phoenix Hill to buffer, the neighborhood from encroaching Medical Complex buildings.	Metro Planning Commission	Short-term - Less than 1 year
LU3	Evaluate and consider revising the Traditional Marketplace Corridor Form District boundary to encompass the northern side of Jefferson Street between Clay and Chestnut Streets.	Metro Planning Commission	Short-term - Less than 1 year
LU4	Rezone Rubel Park from a R6 to R1 zoning designation.	Metro Planning Commission	Short-term - Less than 1 year
LU5	Evaluate and consider revising the Downtown and Traditional Marketplace Corridor Form District boundaries along Market Street to reflect the corridor’s unique historical resources, and respond to current development requirements.	Metro Planning Commission	Short-term - Less than 1 year
LU6	Utilize the urban design guidelines in the Liberty Green pattern book for future infill development within the Urban Neighborhood zoning district that incorporates the Plan Development option.	Metro Planning Commission / PDS	Short-term / Ongoing

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
M1	Evaluate and consider revising existing parking standards within the Traditional Marketplace Corridor Form District designation specific to Market Street between Baxter Street and I-65.	Metro Planning Commission	Short-term - Less than 1 year



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