

# University Corridor Redevelopment Study Action Plan

Submitted to:  
**Louisville Metro Economic Development Department**



Submitted by:  
**The Corradino Group, Inc.**

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# 1. Introduction

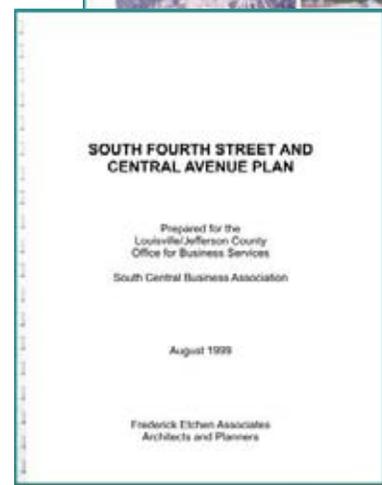
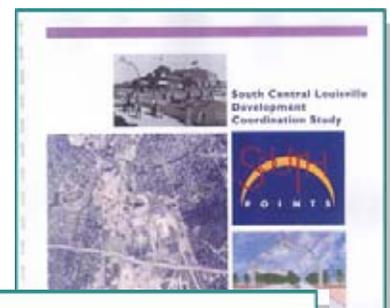
Previous Louisville Metro studies (1999) have pointed to the opportunities and the possibilities for redevelopment in the University Corridor (Third and Fourth Streets from the railroad overpasses south to Central Avenue). The purpose of the University Corridor Redevelopment Study is to revisit and validate the recommendations and proposals identified in two earlier studies and to develop a plan of action for continuing redevelopment of the area.

## Area

At the inception of this study, the project area encompassed a larger area, between Third and Fourth Streets from the railroad overpasses south to the intersection of Oakdale Avenue and Southern Parkway. As the study progressed, it was evident that the area of focus for redevelopment should be limited to the area between the railroad overpasses and Central Avenue (Figure 1-1) due to the recently redeveloped entrance to Central Station (Third Street, south of Central) and an adjoining grouping again, south of Central on Third Street, of predominantly owner-occupied residences in good condition. It was determined that the stable condition of those Third Street residences south of Central should be preserved and supported. Thus, no redevelopment or conversion to commercial uses should be introduced. This determination was supported both by the stable condition of the residences and the multiple opportunities for commercial uses north of Central and at Central Station. In addition, the area along Oakdale Avenue and Fourth Street to the south of Central Avenue consists of a small number of structures, most of which have uses associated with Churchill Downs, and future use will be determined by developments at Churchill Downs. The area south of Central Avenue will, therefore, be functionally different in its redevelopment, and was excluded from the study area.

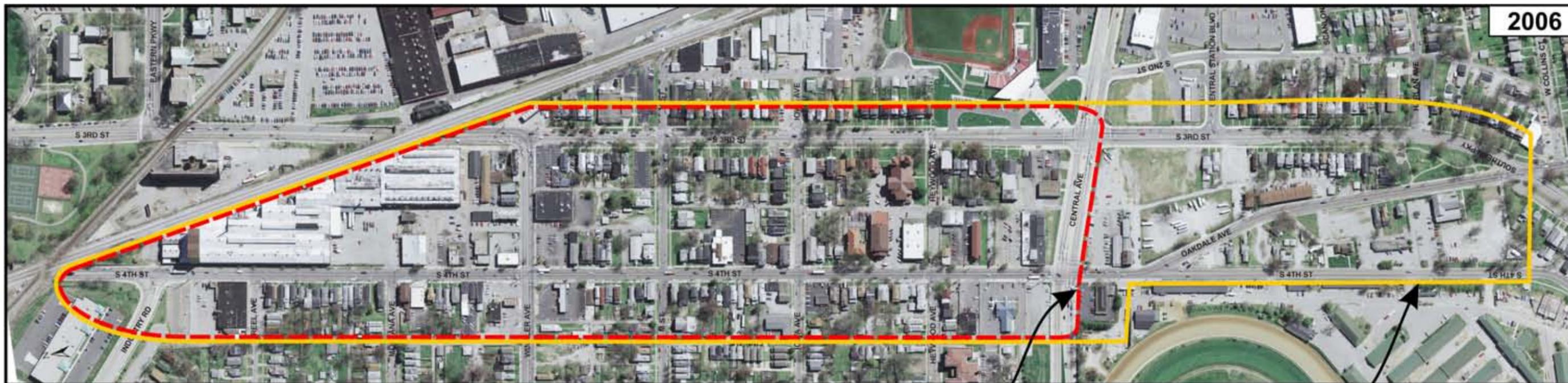
## Previous Studies

The two previous planning studies were very different in scope of work and the size of the study area. The South Central Louisville Development Coordination Study, prepared by Wallace, Floyd Associates, Inc. for the Downtown Development Corporation (completed in June 1999) focused on a 15-square-mile area of south central Louisville. The second study (completed in August 1999) by Fredrick Etchen Associates, Architects and Planners, for the Louisville/Jefferson County Office for Business Services and the South Central Business Association, focused on the area bounded by South Fourth Street, Central Avenue, South Third Street, and Iowa Avenue.



Previous planning studies.

Figure 1-1  
Study Area



Aerial Source: LOJIC, 2006

Focus Area

Initial Study Area



Aerial Source: Louisville Regional Airport Authority, Spring 2010

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## Intervening Improvements

Those two previous studies that included the University Corridor area were completed prior to most of the significant improvements that have occurred in and around the area with the exception of Papa John's Stadium (which opened in 1998). Other notable improvements that occurred after the two previous studies include the widening and extension of Central Avenue (completed in 2000); the opening of Central Station retail development (2005); the completion of Jim Patterson Stadium (2005); and, the completion of a major renovation of Churchill Downs in 2005. Accordingly, it became necessary to look at the study area through new lenses, taking into account the infusion of new investment and vitality.

## Study-related Improvements

There have also been significant improvements to the University Corridor that have occurred since this study began. Third Street has been greatly improved through road resurfacing and new curbs, a Kentucky Transportation Cabinet (KYTC) project that was promoted by the University of Louisville. The newly-improved roadway gives the area a cleaner look and greatly improves the aesthetics. In addition, there are U of L Foundation acquisitions in the area that will allow for redevelopment and general clean-up of a parcel on Third Street and also a large parcel adjacent to the corridor on Second Street. This acquisition can also be used as a means for a future link between the University Corridor to the U of L Belknap Campus through the 30+-acre Kentucky Trailer site to the east of the RR tracks. The University will be able to use portions of the Second Street property and the parcel on Third Street to connect this Kentucky Trailer site by a new roadway/bridge to the University Corridor.

## Technical Memorandum No. 1

Much review work, in collaboration with the Louisville Metro Economic Development staff and the area's Metro Councilperson, has gone into the University Corridor Redevelopment Study. The first task in the study was to develop a review of existing conditions in the study area. It includes a review of the demographic characteristics of the area; documentation of the roadway, curb and sidewalk conditions throughout the corridor; a photographic inventory of the corridor; a review of the zoning classifications; documentation of the existing land uses and owner occupancy status of the residential structures; a review of redevelopment projects in other university cities; and documentation of surrounding developments that could impact redevelopment opportunities in the University Corridor. The complete text of this review (Technical Memorandum No. 1) is presented in Appendix A.

## First Stakeholder Workshop

In preparation for an initial stakeholder's workshop preliminary to the Technical Memorandum No. 1 review, individual interviews were conducted with key stakeholders in the corridor. Then, in June 2008, the initial stakeholder workshop was conducted. Products that came out of the first stakeholder workshop were goals for the redevelopment of University Corridor and criteria to use as a means of evaluating potential redevelopment actions.

## Recommendations

After the first stakeholder workshop, and in collaboration with the Louisville Metro Economic Development Department staff, a series of recommendations was developed. These recommendations evolved as additional input was sought from Louisville Metro Department of Public Works, Metro Parks, Councilwoman Butler, and the University of Louisville. In preparation for a second stakeholder meeting, an additional round of individual interviews was held with key corridor stakeholders in April and May 2009. Key stakeholders were updated on the progress of the study and the preliminary recommendations.

The preliminary recommendations were presented at the second stakeholder meeting, an open house held on May 27, 2009. All property and business owners along Third and Fourth Streets, from the railroad tracks to Central Avenue, were invited to the open house. The open house meeting was set up as several stations dedicated to specific geographic areas, topics, and recommendations at which the participants could review the recommendations, ask questions, and offer comments. Stakeholders also had the opportunity to complete comment cards and submit their comments in writing, both during and following the open house.

## Action Plan

The result of these activities is this Action Plan (or Final Report) for the redevelopment of University Corridor. Included is a review of applicable recommendations from the previous two studies, documentation of surrounding developments and their impact on the corridor, a chronology of development that has occurred since the two previous planning studies were completed, a summary of stakeholder input, a list of recommended action items and associated costs, and a discussion of implementation and potential funding sources.

## 2. Previous Planning Studies

Even though a decade has passed since the two previous planning studies were completed for the area (June and August 1999), some of the recommendations have not yet been implemented and are still applicable today. However, the area has changed a great deal since the studies were completed.

The change that most impacted the area and opened it up for redevelopment was the improvement of Central Avenue. The Central Avenue project, completed in 2000, extended Central Avenue from Second and Third Streets to Crittenden Drive and also widened the roadway.

### South Central Louisville Development Coordination Study

Recommendations from the South Central Louisville Development Coordination Study (Figure 2-1) that are still valid today include the following:

- Focusing investment in areas and corridors that have the greatest potential for return. Among the corridors identified were Central Avenue, South Third Street and South Fourth Street;
- Developing unified signage; and,
- Making roadway improvements.

Of these recommendations, completed improvements include:

- South Third Street roadway improvements; and,
- Central Avenue reconstruction and extension, completed in 2000.

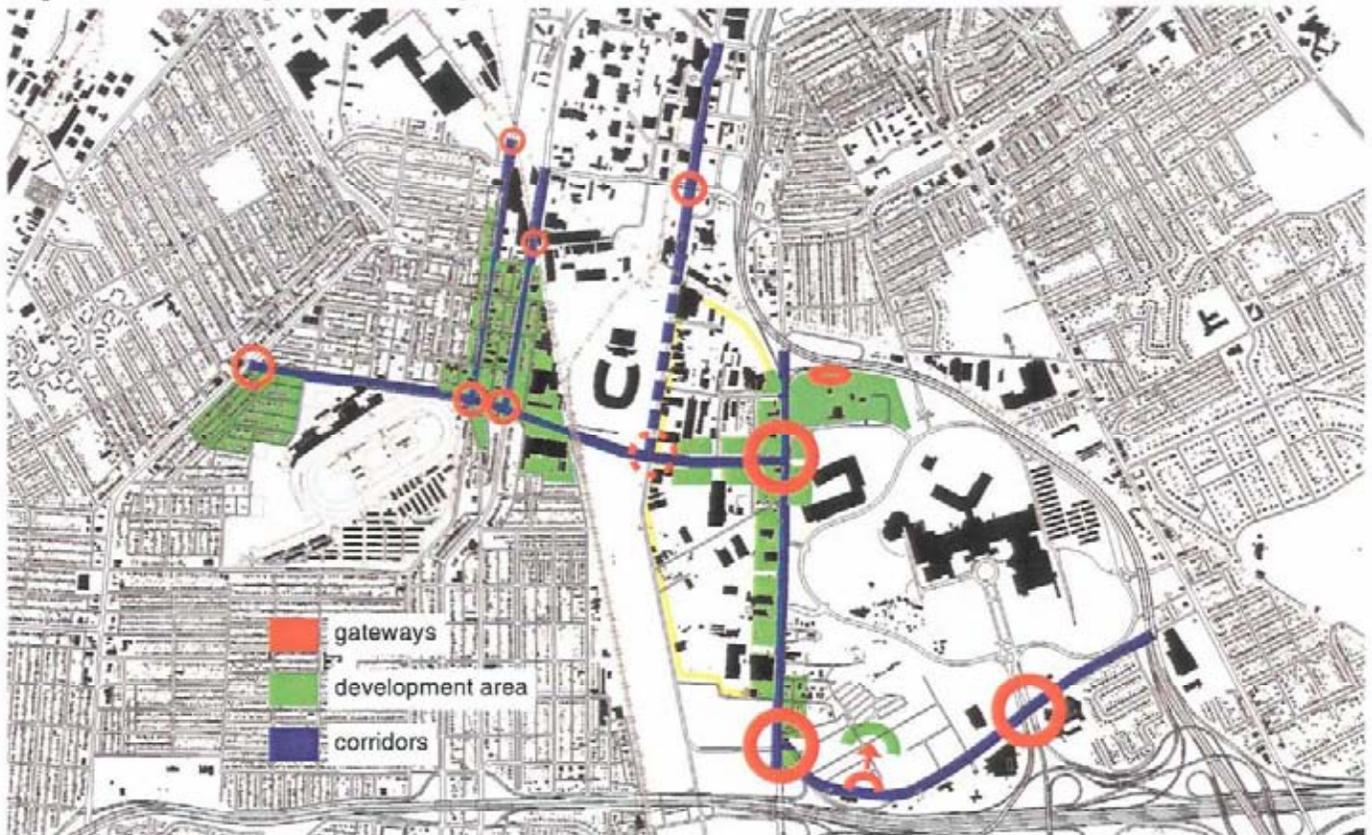
A signage plan was proposed for the entire South Central Louisville study area. It included a wayfinding plan complete with proposed locations for trailblazer signage, gateways, and a billboard that would be used to identify the district from I-65 and announce special events. Although the name selected for the area, South Points, may not be consistent with today's designation of University Corridor, a wayfinding plan is still an applicable recommendation today.

### South Fourth Street and Central Avenue Plan

The area of interest for this plan was South Third and South Fourth Streets, between Iowa Avenue and Central Avenue. Much of the potential commercial reinvestment and renovation from this August 1999 study has yet to be undertaken. Recommendations from the study (Figure 2-2) include conversion of the commercial structure on the northwest corner of Fourth Street and Iowa Avenue to

Figure 2-1  
South Central Louisville Development Coordination Study Recommendations

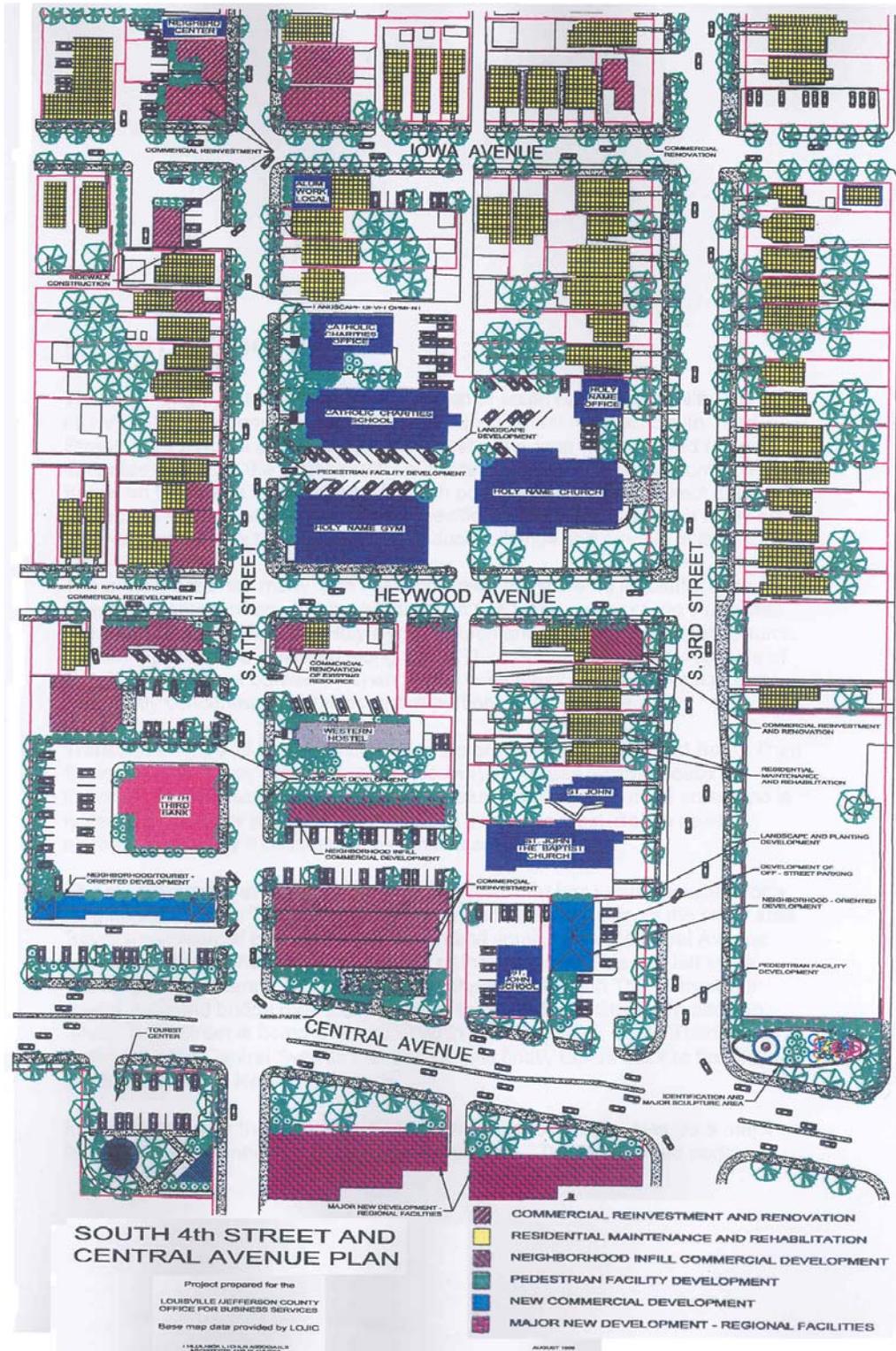
### Specific Physical Improvements



The concept diagram identifies development corridors, development areas and gateway locations. Corridors include Crittenden Drive, Central Avenue, 3rd & 4th Streets, Phillips Lane.

Source: South Central Louisville Development Coordination Study, June 1999, Wallace, Floyd, Associates, Inc.

Figure 2-2  
South Fourth Street and Central Avenue Plan Recommendations



Source: South Fourth Street and Central Avenue Plan, August 1999, Fredrick Etchen Associates.

professional service/office uses, renovation of the convenience store directly south of the “haunted house,” mid-block on the west side of Fourth Street between Haywood Avenue and Central Avenue, as well as renovation of the TV repair building on the northeast corner of the intersection. In addition, the study includes the recommendations to renovate structures on the northeast and southwest corners of Fourth Street and Central Avenue, convert the bank on the southwest corner to a visitor’s center, and add a structure on the southwest corner. None of these recommendations have been implemented.

### **Maintenance/Rehabilitation**

Residential maintenance and rehabilitation throughout the study area was deemed necessary. As exists now, the bulk of the residential properties in the area are rentals. The plan also includes recommendations for neighborhood infill and commercial development. It was proposed that a new commercial structure be developed on the east side of Fourth Street on part of the parking lot that exists between the Western Hostel and the commercial buildings on the corner of Fourth Street and Central Avenue.

### **Pedestrian Amenities**

There has not been any pedestrian facility development since the August 1999 completion of the plan. Many sidewalk connections on Third Street were reconstructed recently as part of the KYTC roadway resurfacing. The plan calls for new sidewalks around the intersection of Fourth Street and Iowa Avenue and also along Heywood Avenue. It was suggested that street trees be planted throughout the area in addition to pedestrian amenities such as benches, lighting and trash cans. There are trash cans in a few locations such as major bus stop areas. Other pedestrian facility recommendations include a mini-park on the north side of Central Avenue east of Fourth Street and the construction of a focal point on the northeast corner of Third Street and Central Avenue. The land for a potential mini-park is a Louisville Metro-owned parcel, so it could be implemented, but the focal point is located in front of what has now been developed as Jim Patterson Stadium. In front of the stadium is a water feature and walkway.

### **Commercial/New Development**

Proposed commercial development included a new commercial use for the northwest corner of Central Avenue and Fourth Street, currently a Churchill Downs-owned parking lot. The plan identified a structure spanning the lot from east to west, facing Central Avenue with parking in front. The northwest corner of Central Avenue and Third Street was also recommended for a new commercial development. This area still appears to be underutilized and could be a potential site for redevelopment. At the location of the National City Bank on the Southwest corner of Central and Fourth Street, it was recommended that consideration be given to the development of a tourist center.

The study included a reference to major new commercial development of a regional nature that could potentially be located on the south side of Central Avenue between Third and Fourth Streets. The potential is most likely no longer there with the construction of the Central Station retail development at the southeast corner of Central Avenue and Third Street.

## Concepts to Carry Forward

Recommendations that still appear worth carrying forward from these studies include streetscape and pedestrian amenities, some type of wayfinding program that could be combined with a branding strategy for the area, sidewalk and roadway improvements on Fourth Street, reinvestment and renovation of some key properties, redevelopment or infill development on vacant or underutilized parcels, and plans for residential maintenance and rehabilitation throughout the corridor.

### 3. Stakeholder Input

Through the course of the University Corridor Redevelopment Study, there have been multiple opportunities for stakeholder input. Two stakeholder workshops were held. The first workshop was held on June 18, 2008. This workshop included stakeholders from Louisville Metro agencies, such as Metro Parks, Public Works, Metro Council, and Neighborhoods, along with major stakeholders in the corridor, including Catholic Charities, Churchill Downs, Faulkner Real Estate (Central Station), Kentucky Racing Health and Welfare Fund, Kentucky Transportation Cabinet, the South Louisville Business Association, and U of L.

At the first workshop, the stakeholders established the following goals for the University Corridor:

- Improve the appearance of the area;
- Improve housing opportunities and enhance/improve the existing housing stock;
- Reduce crime;
- Improve access to the area; and,
- Make the area a destination.

Along with the goals came the development of a set of evaluation criteria that were established by the stakeholders. The stakeholders wanted future projects evaluated in terms of the following objectives:

- Promote branding/marketing of the corridor;
- Promote new investment/development;
- Leverage other investments/actions by other interests or take advantage of previous investments/actions;
- Preserve existing investment/development;
- Promote/support/encourage (in order of priority) actions in the area; and,
- Encourage investment through forgivable loans.

The second stakeholder workshop was held on May 27, 2009, in an open house forum with multiple stations that covered various aspects of the corridor and the study. Invitations were sent to the initial stakeholder meeting participants, in addition to all of the property and business owners in the corridor. The meeting was well attended, and more than 30 written comments were received during and directly after the workshop.

In addition to the two workshops, numerous individual stakeholder interviews and meetings were held where all key stakeholders were individually interviewed.

## 4. Surrounding Developments

There are several other planning studies and development projects that are taking place near or adjacent to the University Corridor. Figure 4-1 shows points of interest and recent and upcoming developments in the area.

### University of Louisville

The University has a major impact on the University Corridor. The University Corridor is one of several gateways to U of L's main Belknap Campus, and many of its students live in the study area. The University Corridor will be impacted by future development by the University that will be guided by an ongoing Campus Master Plan for the Belknap Campus.

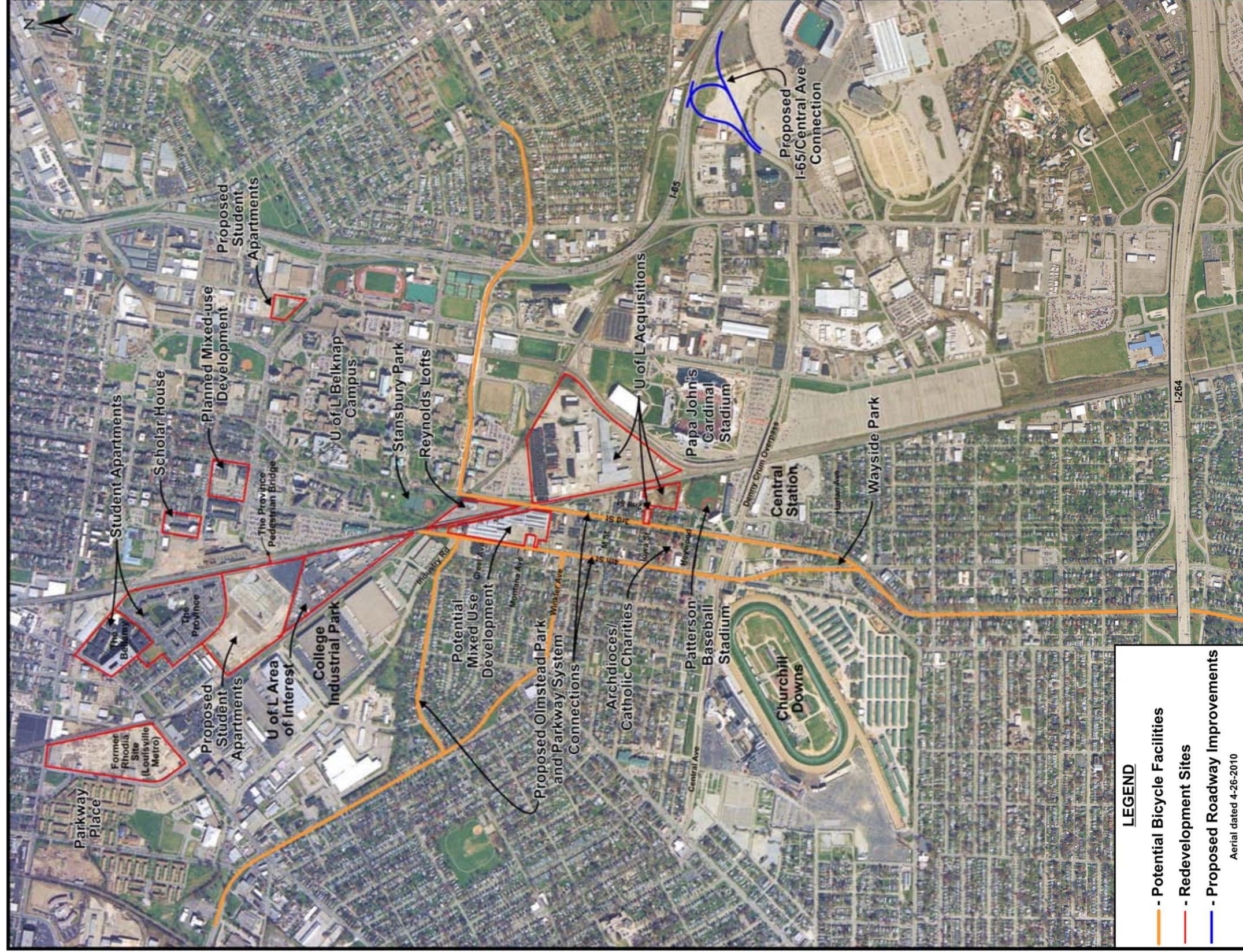
Jim Patterson Stadium, a major U of L sports facility, is located in the corridor at Third and Central, and Cardinal Station, a University Foundation-owned medical office complex, is also located at the corner of Central Avenue and Third Street. In addition, the University continues to invest in and adjacent to the corridor. Recently, the U of L Foundation purchased a former commercial property located directly north of Jim Patterson Station on Second Street. Included in this purchase is a parcel fronting on the northeast corner of Third and Iowa Streets.

Students also are living in newly constructed apartments just north of the University Corridor on the former American Standard site. These students represent a market for the goods and services at Central Station and also at other existing and potential retailers in the University Corridor.

### Olmsted Parks and Parkways System Plan

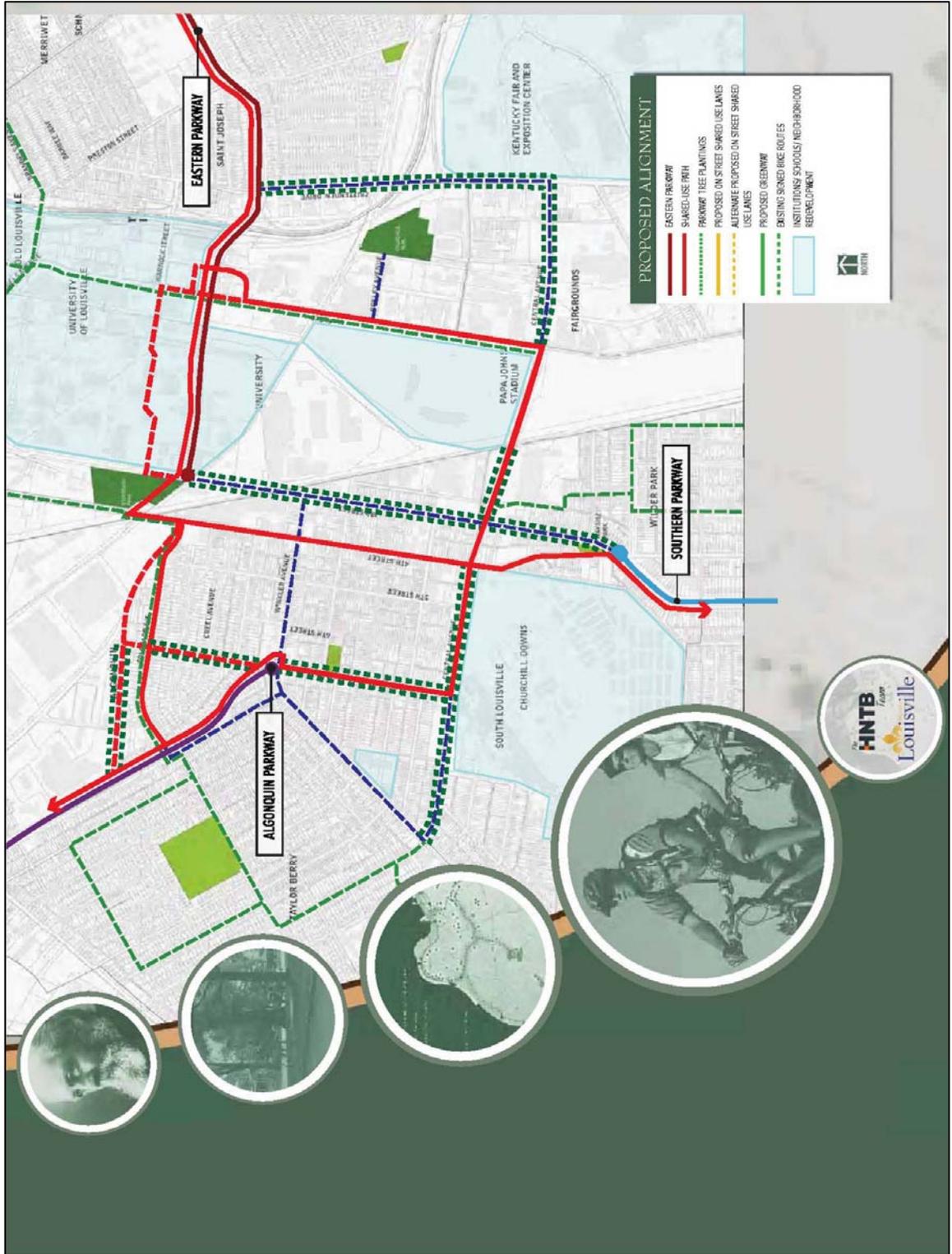
Louisville Metro Parks commissioned a planning study to determine the best means by which to connect the Olmsted Parkways and Parks with bicycle and pedestrian paths. The University Corridor is in an area identified as the "Hub" in which there could be a connection for Algonquin, Eastern and Southern Parkways. At this time, the precise linkage of these parkways in the "Hub" has not been determined. Recommendations in the University Corridor include a shared-use path along Fourth Street and signed, on-street bike routes on Third Street (Figure 4-2). The "Hub" also provides linkages to the U of L campus and Churchill Downs.

Figure 4-1  
Surrounding Developments



Source: Aerial from the Louisville Airport Authority, Spring 2010

Figure 4-2  
Olmsted Parks and Parkways System Plan  
Hub Area



Source: Olmstead Parks and Parkways System Plan

## Louisville Metro Bicycle System Plan

Louisville Metro is in the process of developing and documenting a system of bicycle facilities. Given that the University Corridor is an area with a large number of bicyclists and pedestrians, consideration to non-motorized transportation is important. Figure 4-3 shows existing and planned bicycle facilities in the University Corridor. This plan is being developed by Louisville Metro Public Works and includes proposed bikeways along Third Street and connections to the parkways, as proposed in the Olmsted Parks and Parkways System Plan. This plan includes consideration of roadway speeds and volumes when locating bicycle facilities.

## Park Hill Industrial Corridor Implementation Strategy

Louisville Metro and its partners are in the early implementation phase of the recently completed Park Hill Industrial Corridor Implementation Strategy, a redevelopment road map for the 1,400 acre industrial area located directly north and west of the University Corridor. The strategy identifies and prioritizes aesthetic improvements, circulation changes, land-use enhancements and policies, and programs needed to make the corridor a magnet for businesses and new jobs. Importantly, it integrates the recommendations of recent economic and transportation studies with input from West Louisville stakeholders.

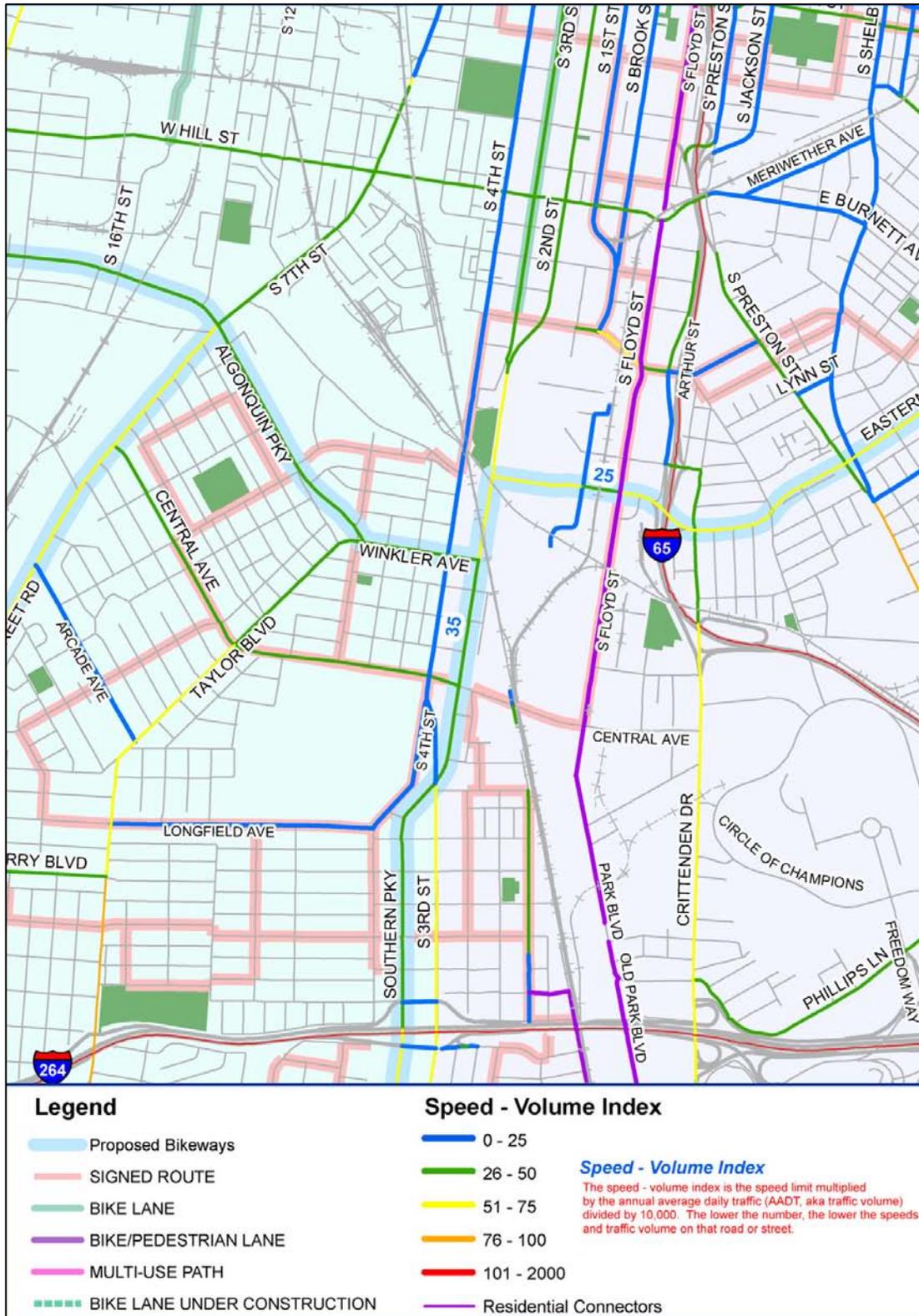
The circuitous transportation network was identified as a major impediment to attracting investment and new job growth to the corridor. To address this barrier, the plan recommends establishing a connection for traffic to I-65 South to more efficiently move goods and services. The most intuitive route that also provides the least adverse impacts to residential neighborhoods is to follow Fourth Street south from Industry Road to Central Avenue, then follow Central Avenue east to Crittenden Drive and I-65 South.

The Park Hill Industrial Corridor's scale and central location are unparalleled regional economic assets. However, as the strategy notes, the success of the corridor's land-use enhancements and redevelopment patterns to attract investment are dependent on the effectiveness of the transportation network's improvements. With a strengthened network, particularly with improved access to I-65 South, the corridor would be well positioned to serve as an economic engine for Louisville, capturing its new "green" economy.

## Churchill Downs

Churchill Downs completed a major renovation in 2005. Discussions with Churchill Downs representatives indicate no plans for expansion of the facility as it currently exists. However, it is possible that if gaming is approved at the state level, expansion could take place at Churchill Downs. In addition, Churchill Downs is adding new types of events to its schedule, including popular night races and concerts, which draw large crowds and could impact any decisions for expansion.

Figure 4-3  
Louisville Metro Bicycle System Plan



Source: Metro Bicycle System Plan

## 5. Recommendations

The Action Plan for the University Corridor consists of a number of recommendations, some of which are similar to projects that were proposed in the 1999 planning studies, as that was the original focus of the study – to revisit and validate the two previous planning studies. There are also new recommendations that do not follow the concepts presented in the 1999 planning studies due to significant changes in the corridor and adjacent areas since 1999.

Recommendations for the University Corridor include infrastructure improvements such as roadway improvements, streetscaping and lighting; adding amenities such as green space and redeveloping parcels; and, policy-oriented recommendations that bring about redevelopment, such as property maintenance recommendations. The significant improvements already completed on Third Street, resurfacing and new curbs, provide the opportunity to focus redevelopment activities on Fourth Street. The following is a description of the proposed redevelopment activities for both Third and Fourth Streets (see Figure 5-1).

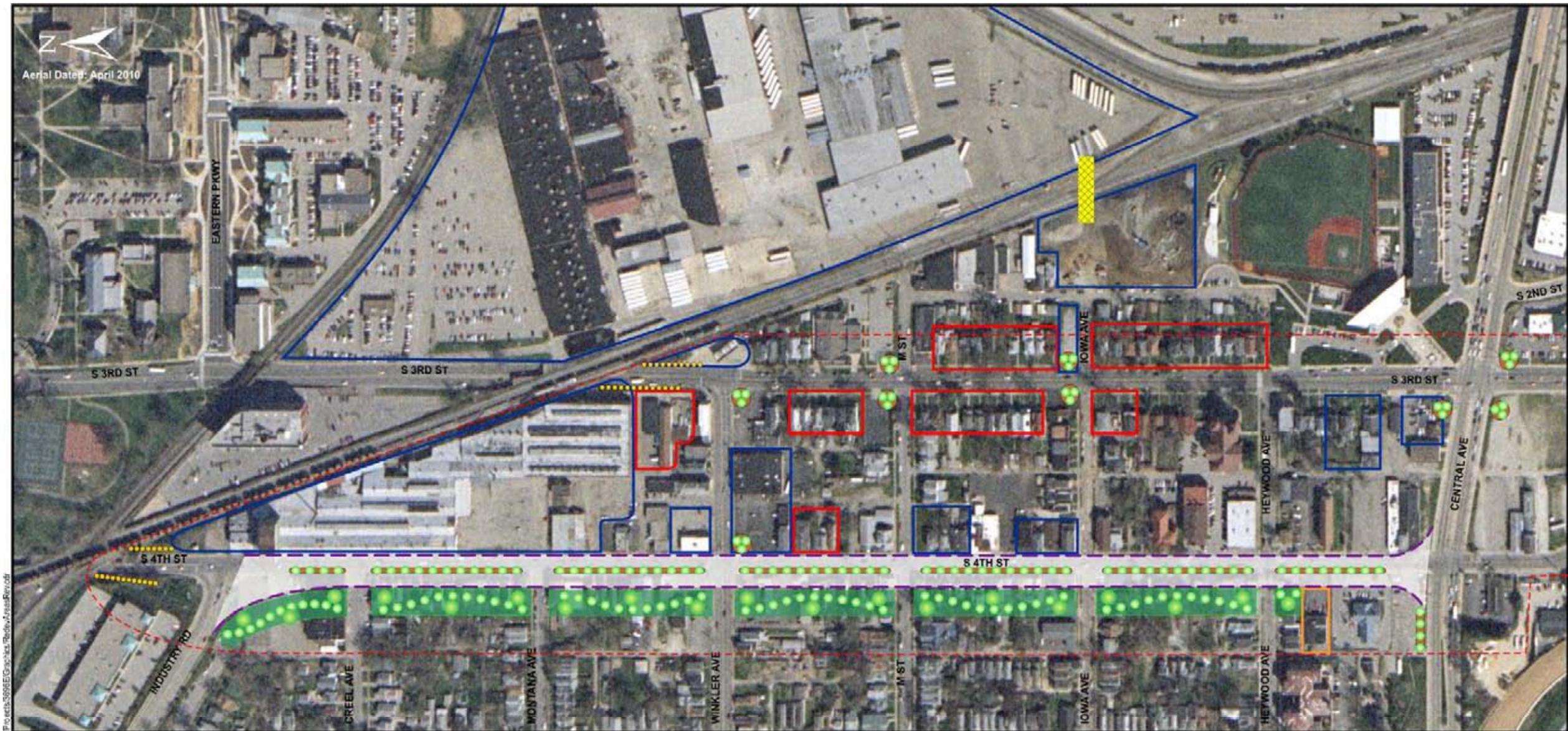
### Third Street Improvements

The number and intensity of redevelopment activities proposed for Third Street are minimal given recent improvements. Recommendations for Third Street consist of identifying properties that have the potential for redevelopment, adding landscaping/streetscaping, strengthening property maintenance activities, street/viaduct lighting, and developing a connection from the corridor to U of L.

### Potential Redevelopment Areas

Third Street has several potential areas that, if redeveloped, would greatly enhance the corridor. On the north end of the corridor, at the intersection of Winkler Avenue, there is a small parcel that abuts the railroad on the east side of the street, which was formerly used as a gas station and convenience store. Due to the poor vehicle access at the intersection, this use is not particularly viable at this location. The location could be landscaped with a bus pull-off, benches and bicycle rack, making a good bus stop location for the U of L shuttle service.

Figure 5-1  
Recommendations



**LEGEND**

- Widened Roadway
- ⋯ Landscaping/Streetscaping
- Linear Green Space
- Facade Improvement
- Property Maintenance
- Potential Redevelopment Areas
- ⋯ Street/Viaduct Lighting
- Connection to U of L
- Study Area

Source: The Corradino Group and the Louisville Regional Airport Authority (aerial)

A second possible redevelopment site is the northeast corner of Third Street and Iowa Avenue. This lot is part of a larger U of L Foundation acquisition that includes the previously mentioned property that fronts on Second Street. The Third Street parcel is currently a graveled parking lot, which could be used to increase the width of Iowa Avenue to form a link to the property on Second Street. This would also complete a connection over the railroad tracks to another recent U of L Foundation acquisition, the former Kentucky Trailer site, which extends the Belknap Campus south of Eastern Parkway to the south of the Speed School (refer to Figure 5-1).

There are two other parcels that are vacant or underutilized along Third Street that have potential for redevelopment. These are the former site of the Priory of Saint John the Baptist Church on the west side of Third Street midblock between Heywood Avenue and Central Avenue, and the parcel on the northwest corner of the intersection of Third Street and Central Avenue (see Figure 5-1). The Priory of Saint John the Baptist Church property consists of two houses and a church building. The houses could remain residential or be converted with the church to some type of commercial use. The parcel on the corner of Third and Central, currently a used car lot, could be redeveloped with neighborhood supportive commercial uses.

### **Landscaping/Streetscaping**

Landscaping/streetscaping is proposed at several intersections along Third Street. This activity will not only improve the appearance of the area, but will act as a unifying feature throughout the corridor. Features could include brick treatments or stamped concrete at sidewalk connections to the street, with planters, trash cans, and decorative street lights along the pedestrian rights-of-way.

Landscaping/streetscaping of the public areas in the corridor will enhance the image of the area and can become part of a marketing or branding program for the area, with the use of a unique identifiable feature. Public sector investment in landscaping and streetscaping can also help leverage private sector investors. Street amenities and landscaping make an area more conducive to pedestrian-oriented retail and services, making the area more attractive for investment.

### **Property Maintenance**

The majority of the residentially zoned property in the University Corridor is tenant-occupied residential and, as is common with rental property, maintenance is often deferred. Thus, it is proposed that the area be targeted for property maintenance. Commercial properties in the area can also be targeted for property maintenance as well, such as the properties on the west side of Third Street just south of the viaduct. A neighborhood group, such as the South Central Business Association or a neighborhood association, could organize a group to assist property owners in developing a plan to bring their properties up to code, which could include monitoring and reporting problems to Louisville Metro. Other Louisville neighborhood associations maintain a property improvement committee to track and monitor properties in need of maintenance.

### **Street/Viaduct Lighting**

There are a number of railroad viaducts in the University Corridor which are narrow and dark. U of L has cleaned and painted the viaducts on Third Street, enhancing the appearance, but they still are in need of enhancements that make them safer and more accessible for pedestrians and bicyclists.

It is recommended that additional street lighting be installed near the entrance of the viaducts at intersections and inside the viaducts. This will allow for better visibility when walking or biking through the viaducts.

As with the resurfacing of Third Street, U of L has taken the initiative to define a project and seek federal transportation funding to improve the railroad viaducts on Third and Fourth Streets. Working with Congressman John Yarmuth, U of L has submitted a proposed project that is a combination of functional and aesthetic improvements to the three railroad underpasses on Third and Fourth Streets. This proposed \$30 million project would include lowering the grade of the pavement beneath each viaduct structure, eliminating the substandard clearance that exists. Also proposed are the addition of free-standing gateway facades and reinforcement of retaining walls with brick cladding and limestone to replicate the design of nearby U of L campus buildings. With these improvements, traffic flow will be improved, the railroad viaducts will take on a gateway appearance, and Third Street will become a functional bicycle and pedestrian link for the Olmstead Parks and Parkways System. The cleaning and painting of the viaducts and also the lighting in and approaching the viaducts could be included in U of L's proposed improvements.

## Fourth Street Improvements

Given its more commercial and transitional character, Fourth Street should be redeveloped as a transportation corridor. A redeveloped Fourth Street will provide convenient access to the recently constructed student apartments on the former American Standard site, and will ease traffic from events at Churchill Downs, Papa John's Stadium, and Jim Patterson Stadium. A redeveloped Fourth Street will also be one component of a southeast path to I-65 from the Park Hill Industrial Corridor, which would go from Industry Road and Fourth Street, east on Central Avenue to I-65 via Crittenden Drive. A long-discussed option of an I-65 ramp connection to Central Avenue would complete the transportation corridor, but the community has not been successful in getting this project into the Kentucky Transportation Cabinet's six-year plan.

### Widened Roadway

Widening the roadway is key to developing Fourth Street as a transportation corridor. Because of funding constraints, it is proposed that the conversion of Fourth Street into a transportation corridor be done in three phases.

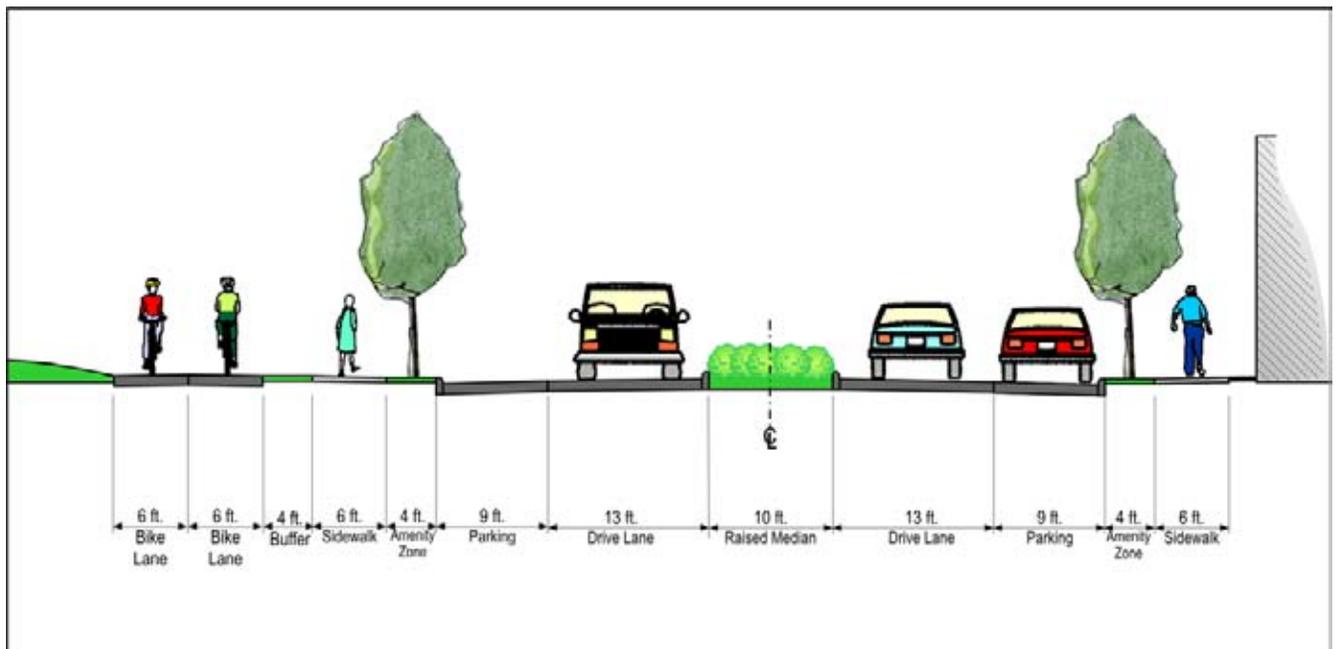
Phase One would be to simply restripe the roadway, making the center two travel lanes wider and the parking lanes on either side a little narrower.

When funding is available, Phase Two would begin – intersection improvements at Fourth Street and Industry Road and at Fourth Street and Central Avenue. These intersection improvements would include dedicated turn lanes and improve traffic flows at the intersections.

Phase Three would include construction to widen Fourth Street, which will also require the acquisition of all parcels, or at least the frontage, on the west side of Fourth Street from Industry Road to Heywood Avenue.

The widened roadway would be approximately twice the width, curb-to-curb, of what currently exists. Included would be a small, center median with landscaping, parking on both sides of the street in much the same location as it exists today, sidewalks on both sides, two bike lanes on the west side of the street, and a linear green space to the east of the existing rear alleyways, parallel to Fourth Street (see Figure 5-2). This linear green space would be similar to the area on the north side of Central Avenue, directly across from Churchill Downs. Figure 5-3 shows a conceptual before- and after-widening view of Fourth Street.

**Figure 5-2**  
**Proposed Fourth Street Cross Section**



Source: The Corradino Group

### Potential Redevelopment Areas

There is a large piece of property that has significant potential for redevelopment on Fourth Street, just south of the viaduct (see Figure 5-1). It is currently a vacant nine-acre industrial site that occupies nearly the entire blocks between Third and Fourth Streets and the railroad and Winkler Avenue. Seven acres of this site are owned by one entity considering a mixed use development. The northeast corner of Fourth Street and Winkler Avenue is owned by a related investor and is a vacant retail location that could be redeveloped and used for another retail activity or included as some other component of the proposed mixed use development.

Located on the southeast corner of Fourth Street and Winkler Avenue is a vacant former Walgreens store that has been closed and has relocated to a new building a few blocks to the west of the University Corridor. It is the largest retail structure in the corridor and could be a redevelopment opportunity for another retailer.

Figure 5-3  
Fourth Street Before and After Widening



Source: The Corradino Group

Two other sets of parcels could be targeted for redevelopment, both on the east side of Fourth Street between M Street and Iowa Avenue. The northernmost set of parcels is currently used for rental housing but should be converted to commercial use to avoid leaving a small pocket of residential property in the middle of institutional and commercial uses. The southern set of parcels contains commercial uses, with at least one of them currently for sale. The structure on the corner of Fourth Street and Iowa Avenue is currently being renovated and has opened as a bicycle shop.

The widening of Fourth Street may also create some additional opportunities to create pocket parks, small parking lots, retail, or multi-family housing, using the rear of newly acquired parcels.

### **Landscaping/Streetscaping**

As with the landscaping and streetscaping recommended for Third Street, the landscaping/streetscaping for Fourth Street will change and improve the aesthetics of the area and act as a unifying feature, giving the corridor an identity. Landscaping, such as the planned linear green space, will create a new destination for retailers, offices, and customers.

### **Street/Viaduct Lighting**

As with the railroad viaducts on Third Street, the Fourth Street railroad viaduct is narrow and dark. It, too, needs additional lighting to make it more accessible and safe for bicyclists and pedestrians. It is recommended that additional street lighting be installed near the entrances and inside the viaduct. The bicycle lanes and pedestrian facilities will provide connectivity to U of L on the north side of the viaduct and with planned bicycle and pedestrian paths for Stansbury Park.

As with the viaducts on Third Street, the Fourth Street railroad viaduct is also part of the proposed project for which U of L is working to secure funding. The potential exists for the U of L project to include the cleaning and lighting of the Fourth Street railroad viaduct.

### **Façade Improvement**

The small market or convenience store located on the west side of Fourth Street south of Heywood Avenue is targeted for aesthetic improvements. The structure is set well off the street and could remain after Fourth Street is widened. Given that it is an existing neighborhood commercial use, it could remain, but should be enhanced with a façade improvement.

## **Corridor Improvements**

There are two improvements that apply to the corridor as a whole. These are wayfinding and signage plans and zone classification changes.

### **Corridor Identity**

Naming the area as the University Corridor gives the area an identity and clues to its significance. To provide a clear focus and strategy for redevelopment activities, it is proposed that a branding or marketing plan be developed for the area.

There should also be a complementary wayfinding plan complete with unified signage for the area. The wayfinding and branding/marketing plans could be facilitated by Louisville Metro. There have been recommendations that wayfinding and branding be done for other areas such as Park Hill and augmenting the downtown area. The U of L campus also has wayfinding that will be updated with the Campus Master Plan. Thus, the wayfinding should be coordinated with a larger wayfinding plan to make it work with other adjacent initiatives. Branding can also be designed in conjunction with other adjacent areas so that unique, but complementary, logos and brands are developed for various parts of Louisville Metro.

### Zoning Changes

There are numerous zoning districts for the area. They are a mix of commercial, high density residential, and some industrial zoning. With the proposed redevelopment, zoning will have to be changed to more appropriate designations.

The University Corridor Area includes two cornerstone 2020 form districts. The large parcel just south of the railroad tracks zoned M2 is designated Traditional Workplace. The form district for the rest of the University Corridor area is Traditional Neighborhood. A Traditional Workplace form district typically consists of older industrial areas of employment. Traditional Neighborhood form districts typically consist of smaller, more narrow lots, higher densities, a grid street pattern, alleys and more diverse land uses including retail shops.

On Third Street, starting on the north, between Winkler and M Street, the M2, C1 and C2 designations could be changed to C-N, Neighborhood Commercial (Figure 5-4). Another possible change would be changing the R7 designation on Third Street between M Street and south almost to Central to R5A. On Fourth Street, a possible change of the M2 designation on the property just south of the railroad tracks to PDD, Planned Development District, would accommodate a mixed-use development. However, because PDD has a minimum required property area, the property owners in that area would need to cooperate in any development plan or rezoning in order to meet the required-area threshold. The C1 zoning from Creel Avenue to M Street could be changed to C-N which would allow for both residential and commercial uses. The C2 Zoning from M to Central Avenue on Fourth Street could be changed to C-N as well.



## 6. Evaluation of Recommendations

The proposed recommendations can be evaluated by several methods. They can be evaluated in terms of their consistency with the recommendations of the previous planning studies for the area completed in 1999. They can also be evaluated in terms of how well they address the goals for the University Corridor that were a result of the first stakeholder workshop, as well as stakeholder comments received through the May 2009 stakeholder open house.

### Previous Studies

Several of the current recommendations are consistent with recommendations put forth in one or both of the 1999 studies. The South Fourth Street and Central Avenue Plan noted the need for reinvestment and renovations of several key parcels. The same is true with the University Corridor Redevelopment Study. Some of the structures/parcels identified for redevelopment in the previous study, however, may be taken as right-of-way for a widened Fourth Street.

In addition, the South Fourth Street and Central Avenue Plan mentions the need to address property maintenance/code enforcement issues in the area as do these recommendations. The area consists of transitional housing, filling the needs of shorter-term tenants such as U of L students and seasonal workers at Churchill Downs. Given the nature of the housing stock in the area, property maintenance/code enforcement should be an ongoing effort.

Identified in the South Fourth Street and Central Avenue Plan is the need to reconstruct sidewalks in the area, as well as to add additional street trees and pedestrian amenities in the area. This would be done as part of the Fourth Street widening. The sidewalks on Third Street are in good condition, with the connections to the street being recently reconstructed with roadway and curb improvements. The linear green space on Fourth Street would add trees, the landscaped median will add additional plantings, and there will be room for additional pedestrian amenities in the linear green space. In addition, the proposed railroad viaduct lighting, although not specifically mentioned in the previous study, does improve the pedestrian environment.

Overall, the recommendations in this study are in character and consistent with the 1999 South Fourth Street and Central Avenue Plan.

The South Central Louisville Development Coordination Study covered a much larger study area, and its recommendations were more general in nature. Some recommendations did point directly to improvements that were needed in the University Corridor. It was determined through the study that a signage/wayfinding plan was needed throughout the South Central Louisville study area, and initial branding concepts for the area were identified. Thus, the recommendation for a signage/wayfinding component and also the branding or marketing of the University Corridor is consistent with the previous study. It is, however, currently recommended that any signage or wayfinding plan be part of a larger branding or marketing effort that is consistent with branding and marketing for Park Hill, U of L, and Churchill Downs.

## Stakeholder Goals

The following five stakeholder goals were established during the first stakeholder workshop:

- Improve the appearance of the area;
- Improve housing opportunities and enhance/improve the existing housing stock;
- Reduce crime;
- Improve access to the area; and,
- Make the area a destination.

### Improve the Appearance of the Area

Nearly all of the study recommendations, if implemented, will improve the appearance of the area.

Further enhancing the appearance of the area will be property maintenance activities which will not only bring the residential and commercial structures up to code, but should also improve the appearance of the structures. The revised appearance of the parcels identified for redevelopment should also improve the appearance of the area.

The wayfinding and branding/marketing plans should, when implemented, provide a uniform look to the corridor, giving it an orderly, consistent appearance.

### Improve Housing Opportunities and Enhance/Improve the Existing Housing Stock

As noted previously, the housing stock in the area primarily serves a transitory clientele, most being renter-occupied. As such, the housing stock can easily fall victim to neglect. Redevelopment of some parcels in the study area and enlisting neighborhood or business groups to monitor and assist with property maintenance will encourage and expand housing opportunities in the corridor by adding to the residential opportunities.

### Reduce Crime

Crime can be addressed indirectly in a number of ways. Statistics from the Louisville Metro Police Department show that much of the crime in the University Corridor is on Fourth Street, mostly attributable to vacant or underutilized structures on the west side of the street. Widening Fourth Street and removing the structures on the west side could create an environment that is less conducive to criminal activity.

Increased lighting, stepping up the property maintenance/code enforcement, and encouraging property owners to secure the structures also have the potential to lessen crime.

### Improve Access to the Area

Widening Fourth Street will make the area more accessible, and will improve retail opportunities and create an area where supportive commercial uses can be sustained. Evidence of this is the

Central Station retail development that occurred after the widening and extension of Central Avenue.

The present recommendations also include improvements that will make the area more bicycle- and pedestrian-friendly. Maintaining sidewalks on both sides of Fourth Street is included in the widening plans, as well as a bicycle path that will accommodate two-way traffic and be located adjacent to the linear green space. The additions of bicycle facilities will provide linkages to the Olmsted Parkways, improving bicycle connectivity throughout the area.

### Make the Area a Destination

Churchill Downs, Central Station, and Jim Patterson Stadium already make the area a destination. Further improvements, such as the linear green space, the bicycle paths, and continued redevelopment of parcels in the area, will contribute to making it a destination.

## Stakeholder Evaluation Criteria

During the initial stakeholder workshop, participants took part in an exercise to identify the strengths, opportunities and weaknesses of the area. They were also asked to identify priorities for the corridor. The list of priorities was then ranked using a voting process. The following six evaluation criteria (Table 6-1) and their associated weights were developed from the stakeholders' list of priorities to be used in evaluating redevelopment options. A summary of the Stakeholders' Workshop was presented in Technical Memorandum No. 1 and is located in Appendix A.

**Table 6-1**  
**Stakeholder Evaluation Criteria**

Criteria	Weight
1. Branding/marketing strategies	28%
2. Projects that promote new investment/development	18%
3. Projects that leverage other investments/actions by other interests or take advantage of previous investments/actions	16%
4. Projects that preserve existing investment/development	14%
5. Projects that promote/support/encourage (in order of priority) actions in the area	12%
6. Projects that encourage investment through forgivable loans	12%

Generally, the recommendations are consistent with the stakeholders' priorities.

### Branding/Marketing Strategies

Branding a neighborhood or certain area provides a common theme and identity that stakeholders can rally around and take pride in. The name "University Corridor" emphasizes that this area is adjacent to and a part of the University community and is a key component of the development around U of L. Creating a branding or marketing plan for the area can only further enhance the perception that it is a unique place.

### **Projects that Promote New Investment/Development**

Nearly all the recommendations promote new investment and development in the area. Just as the extension at Central Avenue and the resurfacing of Third Street greatly enhanced the appearance and made it a much more attractive area in which to invest private funds, the same will be true of the widening of Fourth Street. Creating an appealing boulevard setting will spur additional attention to the area.

Promotion of property maintenance activities will also encourage the current investors in the corridor to improve their property or will encourage new investors to buy and renovate properties in the area.

### **Projects that Leverage Other Investments/Actions by Other Interests or Take Advantage of Previous Investments/Actions**

The roadway improvements, aesthetic and landscaping improvements, and safety and lighting improvements that have and will be made by the public sector will be leveraged by the private sector as new businesses and developers reinvest in the area.

### **Projects that Preserve Existing Investment/Development**

All of the recommendations are designed to preserve recent investment/development in the area. The proposed roadway improvements, landscaping, marketing/branding, wayfinding, and lighting will all serve to enhance and preserve the investments to the area.

### **Projects that Encourage Investment through Forgivable Loans**

There are no recommendations that specifically target projects for forgivable loans. Louisville Metro has a forgivable retail loan program, but it was not funded in the FY 09-10 budget. Care should be used in exercising such programs in areas where significant retail currently exists, in order to support and maintain existing retail development.

## **Stakeholder Review of Recommendations**

At the May 27, 2009, Stakeholder Open House, business and property owners in the corridor had the opportunity to review the preliminary recommendations of the University Corridor Redevelopment Study. Stakeholders filled out comment cards or submitted comments via electronic mail.

A full summary of the comments received appears in Appendix A. As shown, nearly all the respondents reacted favorably to the recommendations. Several used their comment cards to identify issues that currently exist in the corridor and to ask questions about the timing and participants in future development. Some participants also indicated their willingness to consider selling their University Corridor property.

## University Corridor Redevelopment Study

People generally wanted to see additional landscaping brought into the area, a key recommendation of the study. Many had issues with the current level of crime in the area. Redevelopment in the area will create an environment that is less conducive to criminal activity. There were requests for viaduct lighting, which is proposed for both the Third and Fourth Street viaducts. There was one property owner on the west side of Fourth Street that would like to see the west side of Fourth Street redeveloped, preserving the businesses that currently exist.

The key stakeholders in the corridor had the opportunity to individually view and discuss the recommendations prior to the stakeholder open house. All reacted favorably and supported the proposed recommendations.

## 7. Implementation and Funding

Implementation of the University Corridor Redevelopment Study recommendations will be phased in over time. Some improvements are smaller in scale, require less funding, and can be completed in a short amount of time. Other projects may require coordination by multiple Louisville Metro agencies and will require more time. The projects that require investment by the private sector will take the longest to bring to fruition, as it is likely the private sector will wait to invest until public sector investment occurs.

Table 7-1 is a listing of the recommendations for the University Corridor, including the estimated cost, the responsible entity, and potential funding sources.

Landscaping/streetscaping is the first item on the list. Streetscaping and landscaping improvements could fall under the jurisdiction of either the Economic Development or Metro Works Department, since both departments have undertaken streetscaping/landscaping projects in the past. The landscaped median of the proposed widened Fourth Street would fall to Metro Works to be completed during the course of the roadway widening.

The linear green space to be constructed on the west side of Fourth Street could also be undertaken by at least three different agencies, Economic Development, Metro Works, or Metro Parks.

Lighting in the two viaducts would be consistent with roadway improvements and fall under the direction of Metro Works. These projects should be implemented as changes and improvements to the roadway system are made. In addition, the lighting, cleaning and painting of the viaducts could be part of projects currently being pursued by U of L.

Property maintenance would involve the South Central Louisville Business Association, or some other neighborhood group, to set up a program to work with the property owners to address property maintenance issues, and monitor and report violations to Louisville Metro Inspections, Permits and Licenses, if necessary.

The roadway improvements to Fourth Street would be the responsibility of Metro Works. As noted earlier, this would be a three-step process, with each subsequent step taking place as funding is secured. The third step, construction, would be contingent on the funding being available for the acquisition of right-of-way.

In terms of aesthetic improvements, the owners of property identified for aesthetic improvements could proceed without the intervention of Louisville Metro. Or, the owner could work with the Economic Development Department to obtain a façade loan or similar assistance.

The wayfinding and branding/marketing plans could be facilitated by Louisville Metro. There have been recommendations that wayfinding and branding be done for other areas such as Park Hill, and augmenting the downtown area. The U of L campus also has wayfinding that will be updated

## University Corridor Redevelopment Study

with the Campus Master Plan. Thus, the wayfinding should be coordinated with a larger wayfinding plan to make it work with other adjacent initiatives. Branding can also be designed in conjunction with other adjacent areas so that unique, but complementary, logos and brands are developed for various parts of Louisville Metro.

The University Corridor recommendations are highly contingent on funding. As shown in Table 7-1, some projects will be costly to implement. The bulk of the cost is in acquiring right-of-way on the west side of Fourth Street, intersection improvements, and the actual reconstruction of the widened roadway. Therefore, a phased approach is recommended. These are only estimated costs. The actual costs will vary depending on whether the projects can be incorporated into some other project or how long it actually takes to amass the needed funding. The funding will have to come from various sources, such as local, state or federal funds.

**Table 7-1  
Implementation Cost and Responsibility**

Recommendations	Estimated Cost	Responsible Entity	Potential Funding Source
<b>Landscaping/Streetscaping</b>			
Third Street	\$16,500	Louisville Metro Public Works or Economic Development	Federal Transportation Enhancement Funds
Fourth Street Median	\$35,000	Louisville Metro Public Works	Federal Transportation Enhancement Funds
Fourth Street Linear Green Space	\$225,000	Louisville Metro Public Works, Economic Development, and/or Parks	Federal Transportation Enhancement Funds
<b>Lighting</b>			
Third Street Viaduct	\$56,000	Louisville Metro Public Works, U of L	Federal Transportation Funds
Fourth Street Viaduct	\$56,000	Louisville Metro Public Works, U of L	Federal Transportation Funds
<b>Property Maintenance</b>			
Residential Properties	Undetermined	South Central Business Association or some other neighborhood group	Local council member funds Funds allocated for neighborhood development
Commercial Properties	Undetermined	South Central Business Association or some other neighborhood group	Local council member funds Funds allocated for neighborhood development
<b>Fourth Street Roadway Improvements</b>			
Step 1: Restriping	\$15,000	Louisville Metro Public Works	State, federal and local roadway funds
Step 2: Intersection Improvements	\$1,100,000	Louisville Metro Public Works	State, federal and local roadway funds
Step 3: Widening	\$4,350,000	Louisville Metro Public Works	State, federal and local roadway funds
Right-of-Way Acquisition	\$4,900,000	Louisville Metro Public Works	State, federal and local roadway funds
<b>Aesthetic Improvements</b>	\$50,000	Louisville Metro Economic Development with private sector property owner participation	Louisville Metro Economic Development/Business Funding programs
<b>Redevelopment Parcels</b>	undetermined	Private Sector	Private sector
<b>Wayfinding Plan</b>	undetermined	Louisville Metro Economic Development with input from Public Works and Parks	Louisville Metro and U of L
<b>Branding/Marketing Strategy</b>	undetermined	Louisville Metro Economic Development	Economic development funding

# Appendix A

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## Technical Memorandum No. 1 Existing Conditions

# **University Corridor Redevelopment Study**

## **Existing Conditions**

Submitted to:

**Louisville Metro Economic Development Department**

Submitted by:

**The Corradino Group, Inc.**

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# 1. Introduction

South Third Street and South Fourth Street in south central Louisville between the Norfolk Southern railroad tracks that border the University of Louisville (U of L) on the north and Southern Parkway/Oakdale Avenue on the south represent a key corridor in the development of this area of Louisville Metro (Figure 1-1). Studies over the past decade have pointed to the opportunities and the possibilities for redevelopment in this area. The purpose of this study is to review and validate the recommendations and proposals identified in earlier work and to develop a plan of action for redevelopment of the area.

The Planning Area for this study was determined by Louisville Metro staff, as depicted on Figure 1-1. The Primary Focus Area was identified in a previous study completed in August 1999.

The continuing attraction and the recent renovation of Churchill Downs, the completion of Papa John's Stadium (1998), the construction of Patterson Stadium, the improvements to Central Avenue, the ongoing success of retail developments such as Central Station, and the expansion and growth of U of L in and around the area of Third and Central and to the north have created an environment for action. This presents an opportunity to create an urban neighborhood that matches the vitality of the surrounding attractions.

The purpose of this study is to develop a clearly defined strategy for the redevelopment of the University Corridor. This Technical Memorandum is the first report developed as part of this study. It includes:

- Review of previous planning efforts related to the planning area;
- Documentation of planning area population and related demographics;
- Review of land use and zoning;
- Description of the condition of the streetscape and infrastructure;
- Listing of stakeholders interviewed; and,
- Review of possible peer cities/university neighborhoods.



## 2. Previous Planning Efforts

Two planning studies that included the University Corridor as part of their planning areas were completed in 1999. One study focused on a 15-square-mile area of south central Louisville; the other study focused on the area bounded by South Fourth Street, Central Avenue, South Third Street, and Iowa Avenue. The following summarizes these two planning efforts and the resulting recommendations.

### South Fourth Street and Central Avenue Plan

This plan was a physical and site design plan. It was developed for the Louisville/Jefferson County Office for Business Services and the South Central Business District. It was prepared by Fredrick Etchen Associates, Architects and Planners and completed in August 1999. The planning area for this plan was South Third and South Fourth Streets, between Iowa Avenue and Central Avenue. This area has been designated as the initial focus area for the University Corridor Redevelopment Study.

The plan had six primary categories of recommendations. The following is a summary of the recommendations and the locations at which they should be implemented.

- Commercial Reinvestment and Renovation:
  - There were three areas where projects of this type were recommended. These were at the intersection of South Fourth Street and Iowa Avenue, South Fourth Street and Heywood Avenue, and South Fourth Street and Central Avenue.
    - ✓ At South Fourth Street and Iowa Avenue, recommendations included renovate structures on the northeast and northwest corners, complete environmental cleanup of property on the southwest corner and develop it for commercial use, develop off-street parking, and complete the area with new sidewalks, street trees, landscaping and buffers.
    - ✓ At South Fourth Street and Heywood Avenue, renovate commercial and residential uses on northwest corner, convert haunted house to professional service/office use, renovate Dairy Mart property and TV repair building, and provide off-street parking and landscaping.
    - ✓ At South Fourth Street and Central Avenue, renovate commercial buildings on northeast, southeast, and southwest corners.
- Residential Maintenance and Rehabilitation
  - Rehabilitate and renovate existing residential structures where needed.
- Neighborhood Infill Commercial Development
  - Construct a new building on the parking lot across South Fourth Street from Fifth/Third Bank. It is proposed that this be neighborhood-oriented commercial.

- Pedestrian Facility Development
  - ✓ Provide new sidewalks around South Fourth Street and Iowa Avenue and also along Heywood Avenue.
  - ✓ Plant street trees throughout the planning area and develop landscaping and buffering.
  - ✓ Add pedestrian amenities throughout the planning area, including benches, trashcans, lighting, and kiosks. This could also include a pedestrian mini-park on the north side of Central Avenue east of South Fourth Street.
  - ✓ Provide streetscape improvements in front of Catholic Charities and Holy Name Gym (east side of South Fourth Street, north of Heywood Avenue).
  - ✓ Develop a focal point area on the northeast corner of the intersection of Central Avenue and South Third Street.
  
- New Commercial Development
  - ✓ Develop new commercial use on the northwest corner of Central Avenue and South Fourth Street.
  - ✓ Develop the northwest corner of Central Avenue and South Third Street.
  - ✓ Review potential for a tourist center at southwest corner of South Fourth Street and Central Avenue.
  
- Major New Development – Regional Facilities
  - ✓ The study noted the potential for future commercial development of a regional nature south of Central Avenue between South Fourth and South Third Streets.

## South Central Louisville Development Coordination Study

This study was prepared for the Downtown Development Corporation. It was compiled in June 1999 by Wallace, Floyd Associates, Inc. in association with Parsons Brinkerhoff Quade & Douglas and Selbert Perkins Design Group. The planning area encompassed a 15-square mile area bounded by Old Louisville and downtown to the north, I-65 to the east, the southern boundary of the Louisville International Airport to the south, and Churchill Downs and the adjacent neighborhoods to the west.

The study had three major categories of recommendations and included infrastructure improvements, policy recommendations, and ongoing coordination activities.

- Physical Improvements that consisted of storm water retention, highway, and arterial and signage/wayfinding/district identity improvements and projects.
  - ✓ The study identified development corridors that could be further developed to focus investment in areas with the greatest potential for return. **These included Crittenden Drive, Central Avenue, South Third Street, South Fourth Street, and Phillips Lane.** It was recommended that unified signage be developed, roadway improvements made, and development controls implemented.

- ✓ Development would drive the need for additional stormwater retention in the planning area, and it was recommended that MSD acquire a site adjacent to the main east/west stormwater facilities, in the area between Floyd Street and Crittenden Drive as a location for a stormwater retention basin.
  - ✓ In terms of highway and arterial improvements, there were a series of proposed modifications to ramps and access roadways to I-65 and improvements to Phillips Lane east and west of the Kentucky Fair and Exposition Center Gate 1.
  - ✓ A signage plan was also proposed for the area along with graphic logo concepts. The name selected was South Points. Included in this wayfinding plan were proposed locations for Trailblazers signage, Gateways, and a Billboard that would be used to identify the district from I-65 and announce special events.
- Under Development Policy/Controls, recommendations included consolidating curbcuts, introducing landscaped medians, developing a consistent building façade and consistent landscape setback with trees, and burying utilities as part of roadway reconstruction. Policies are defined for five major districts.
    - ✓ Central Avenue between Floyd Street and Crittenden Drive – Design guidelines and an overlay district should be developed.
    - ✓ Central Avenue between South Brook Street and Fourth Street – Design guidelines and an overlay district for this area should be developed.
    - ✓ Crittenden Drive – Develop design guidelines that include overall design principles as well as street improvements and landscape setbacks.
    - ✓ **Third and Fourth Streets Corridors – It was recommended that the Louisville Development Authority take the lead in representing the neighborhoods and businesses and work with U of L and Churchill Downs to develop a public/private corporation to guide development similar to what has taken place in other cities.**
    - ✓ Phillips Lane at Crittenden Drive – The City should work with Six Flags and the Kentucky Fair and Exposition Center to ensure that development and redevelopment is done in accordance with a master plan developed by The Louisville Development Authority.
  - Ongoing Coordination
    - ✓ **Develop an overlay district and design guidelines for high priority/short-term development areas along Central Avenue.**
    - ✓ Hire graphic design consultant for planning and design of District Identity/Wayfinding program.
    - ✓ Move forward with the Phillips Lane and I-65 improvements.

### 3. Population and Demographics

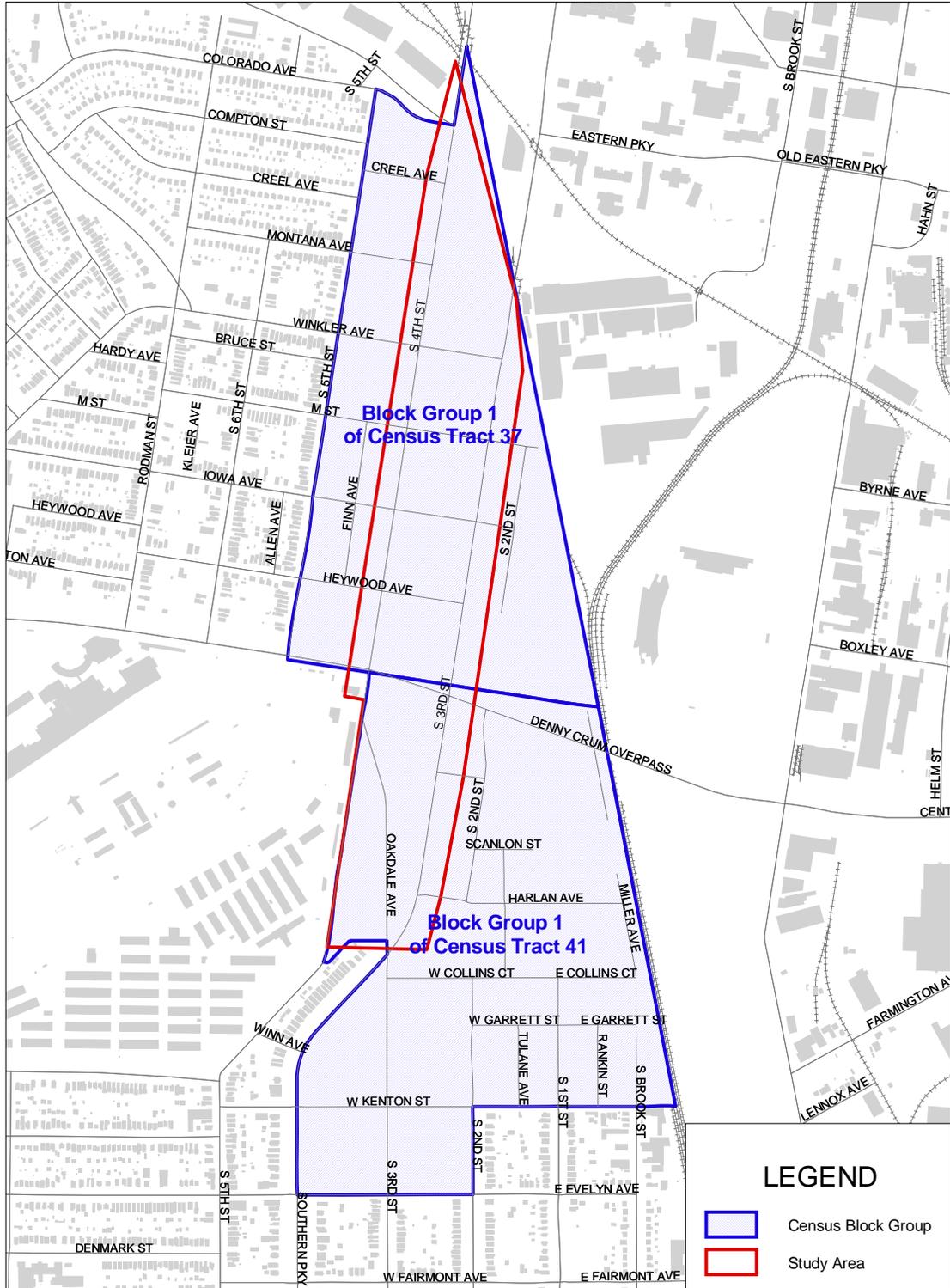
The University Corridor planning area covers portions of two census tracts and also portions of two block groups associated with those tracts (Figure 3-1). The portion of the planning area north of Central Avenue is wholly contained in Block Group 1 of Census Tract 37. The portion of the planning area south of Central Avenue is wholly contained in Block Group 1 of Census Tract 41. It is important to note that a close approximation of the planning area population, race and number of households can be derived using Census Block statistics, but other information of a more confidential nature is only available at the Block Group level or higher. Given that the Census Block Groups that comprise the planning area also include a large area outside the planning area, socioeconomic characteristics are shown in percentages rather than numbers. It is assumed that the characteristics of the two block groups are very similar, if not the same, as those of the planning area.

Based on the 2000 U.S. Census, there are approximately 460 households in the planning area (Table 3-1). Using these same data, there are approximately 928 residents of the planning area. Table 3-2 is a profile of residents of the planning area by race. For the purpose of comparison, the race of the residents of Jefferson County and Louisville Metro has also been shown. The race breakdown of the planning area is similar to that of Jefferson County for the most part with the exception of the Hispanic population. Hispanics comprise 1.8 percent of the Jefferson County population, while they comprise 12.7 percent of the planning area population. Persons of two or more races are also more than double that of the county.

Table 3-3 contains a breakdown of the planning area population by age. The planning area has a lesser percentage of people under the age of 20 than the county, 23 percent as compared with 27 percent. In the planning area, a greater percentage of the people are of working age, 20 to 64, as compared with the county. In the county, nearly 60 percent of the population is between 20 and 64 years of age, while in the planning area it is nearly 70 percent. The planning area is also home to a lesser percentage of senior citizens than that of the county, eight percent as compared with 13.5 percent.

As shown in Table 3-4, workers in the planning area are much more likely to use public transportation to get to work than the average worker living in Jefferson County. This is evidenced by the fact that 9.3 percent of the planning area workers used public transportation for their work commute, as compared to only 3.1 percent of Jefferson County residents. Residents of the planning area also walked and bicycled to work at significantly higher rates than workers in Jefferson County. Typically those taking the bus to work experience longer commute times. This is not necessarily true for those living in the University Corridor area. Seventy-two percent of those commuting from the University Corridor area experienced average commute time of 24 minutes or less compared to 66.2 percent of workers living in Jefferson County (Table 3-5).

Figure 3-1  
University Corridor Census Block Groups



**Table 3-1  
Households**

	Planning Area		Jefferson County	
	Number	Percent	Number	Percent
Households	460	100.0	287,012	100.0

Source: U.S. Census Bureau, Census 2000, Summary File 2

**Table 3-2  
Population by Race**

Race	Planning Area		Jefferson County	
	Number	Percent	Number	Percent
White	600	64.7	530,056	76.4
Black or African American	154	16.6	130,003	18.7
American Indian and Alaska Native	5	0.5	1,409	0.2
Asian	12	1.3	9,562	1.4
Native Hawaiian and Other Pacific Islander	0	0.0	224	0.0
Some other race	5	0.5	1,143	0.2
Two or more races	34	3.7	8,837	1.3
Hispanic or Latino	118	12.7	12,370	1.8
Total Population	928	100.0	693,604	100.0

Source: U.S. Census Bureau, Census 2000, Summary File 2

**Table 3-3  
Population by Age**

Age	Planning Area		Jefferson County	
	Number	Percent	Number	Percent
Under 5	69	7.4	46,600	6.7
5 to 9	60	6.5	47,900	6.9
10 to 14	41	4.4	46,495	6.7
15 to 19	43	4.6	45,065	6.5
20 to 24	108	11.6	44,022	6.3
25 to 34	171	18.4	98,072	14.1
35 to 44	158	17.0	113,100	16.3
45 to 54	134	14.4	97,858	14.1
55 to 59	41	4.4	33,282	4.8
60 to 64	29	3.1	27,228	3.9
65 and Over	74	8.0	93,982	13.5
Total	928	100.0	693,604	100.0

Source: U.S. Census Bureau, Census 2000, Summary File 2

**Table 3-4**  
**Means of Transportation to Work**  
**(Workers 16 Years and Over)**

	Planning Area	Jefferson County
Car, truck, or van	71.6%	91.9%
Public transportation	9.3%	3.1%
Motorcycle	0.0%	0.0%
Bicycle	1.2%	0.2%
Walked	17.8%	2.0%
Other means	0.0%	0.6%
Worked at home	0.0%	2.2%
Total	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

**Table 3-5**  
**Travel Time to Work**  
**(Workers 16 Years and Over)**

	Planning Area	Jefferson County
Less than 5 minutes	3.7%	2.1%
5 to 9 minutes	11.0%	8.7%
10 to 14 minutes	13.9%	15.1%
15 to 19 minutes	28.6%	19.9%
20 to 24 minutes	14.8%	20.4%
25 to 29 minutes	4.6%	8.1%
30 to 34 minutes	8.7%	13.5%
35 to 39 minutes	0.7%	1.8%
40 to 44 minutes	4.8%	1.8%
45 to 59 minutes	1.3%	3.0%
60 to 89 minutes	5.9%	1.8%
90 or more minutes	2.2%	1.6%
Worked at home	0.0%	2.2%
Total	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

Residents in the planning area fall behind residents of Jefferson County in terms of educational attainment. In the planning area, 58.1 percent of residents 25 years and older have attained a high school degree or beyond compared to 81.8 percent in Jefferson County Table 3-6.

**Table 3-6  
Educational Attainment  
(Population 25 Years and Over)**

	Planning Area	Jefferson County
No schooling completed	4.1%	0.7%
Nursery to 4th grade	0.9%	0.3%
5th and 6th grade	2.9%	0.8%
7th and 8th grade	8.1%	3.6%
9th grade	4.9%	2.8%
10th grade	6.7%	3.5%
11th grade	7.8%	3.0%
12th grade, no diploma	6.5%	3.4%
High school graduate (includes equivalency)	34.4%	29.1%
Some college, less than 1 year	4.8%	7.5%
Some college, 1 or more years, no degree	10.5%	14.9%
Associate degree	2.3%	5.6%
Bachelor's degree	2.9%	15.2%
Master's degree	2.0%	6.5%
Professional school degree	0.0%	2.4%
Doctorate degree	1.2%	0.8%
Total	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

Employment by industry in the planning area also differs from the pattern for Jefferson County (Table 3-7). The planning area has more residents employed in the construction industry and also the arts, entertainment, recreation, accommodation, and food services sector. This is most likely due to the proximity to Churchill Downs and that it may be a major employer for neighborhood residents.

The study also has a higher rate of household poverty and unemployment. As shown in Table 3-8, 27.5 percent of planning area households have income below the poverty level, as compared to 12.2 for Jefferson County. Unemployment is slightly higher in the planning area at 6.8 percent, as compared to Jefferson County at 5.0 percent (Table 3-9).

Households without a vehicle often experience challenges in finding employment. A large number of households in the planning area do not have access to a vehicle. In the planning area, approximately 28.3 percent of the households were without a vehicle as compared to 11.3 percent in Jefferson County (Table 3-10).

**Table 3-7  
Employment by Industry  
(Workers 16 Years and Over)**

Industry	Planning Area	Jefferson County
Agriculture, forestry, fishing and hunting, and mining	1.9%	0.4%
Construction	10.6%	6.1%
Manufacturing	9.0%	13.5%
Wholesale trade	1.3%	4.2%
Retail trade	8.6%	11.3%
Transportation and warehousing, and utilities	6.0%	7.1%
Information	2.7%	2.6%
Finance, insurance, real estate and rental and leasing	5.1%	8.2%
Professional, scientific, management, administrative, and waste management services	5.2%	8.8%
Educational, health and social services	18.0%	20.2%
Arts, entertainment, recreation, accommodation and food services	23.8%	8.6%
Other services (except public administration)	2.6%	5.4%
Public administration	5.1%	3.6%
Total	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

**Table 3-8  
Households below Poverty**

	Planning Area	Jefferson County
Income in 1999 below poverty level	27.5%	12.2%
Total	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

**Table 3-9  
Employment Status  
(Civilian Labor Force)**

	Planning Area	Jefferson County
Employed	93.2%	95.0%
Unemployed	6.8%	5.0%
In labor force	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

**Table 3-10**  
**Vehicles Available by Household**

	Planning Area	Jefferson County
No vehicle available	28.3%	11.3%
1 vehicle available	46.1%	37.5%
2 vehicles available	18.6%	37.7%
3 vehicles available	4.2%	10.5%
4 vehicles available	0.8%	2.3%
5 or more vehicles available	2.0%	0.7%
Total	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

Home ownership rates for the planning area are lower than those of the rest of Jefferson County. As shown in Table 3-11, only about 32.4 percent of the residences in the planning area are owner occupied as compared to 64.9 percent in Jefferson County.

**Table 3-11**  
**Housing Unit Tenure**

	Planning Area	Jefferson County
Owner occupied	32.4%	64.9%
Renter occupied	67.6%	35.1%
Total	100.0%	100.0%

Source: U.S. Census Bureau, Census 2000, Summary File 3

## 4. Land Use and Zoning

A photographic inventory of the corridor was developed. This inventory can be found in Appendix A.

### Land Use

The University Corridor is a mixed use corridor (Figure 4-1). Starting at the north end of the corridor, there is a large parcel of currently vacant commercial land and structures fronting on Fourth Street. There are preliminary plans at this location for a mixed-use development. Student housing (not affiliated with U of L) has been proposed for this location. Moving south through the corridor, there are several small businesses, such as a Chinese restaurant on Fourth Street; Framers' Supply, also on Fourth Street; a dollar store on the northeast corner of Fourth Street and Winkler Avenue; Windy City Pizza and a BP gas station near the northwest corner of Fourth and Winkler Avenue; a car wash on the southwest corner of Fourth and Winkler; and, a gift shop on the northeast corner of Central Avenue and Fourth Street.

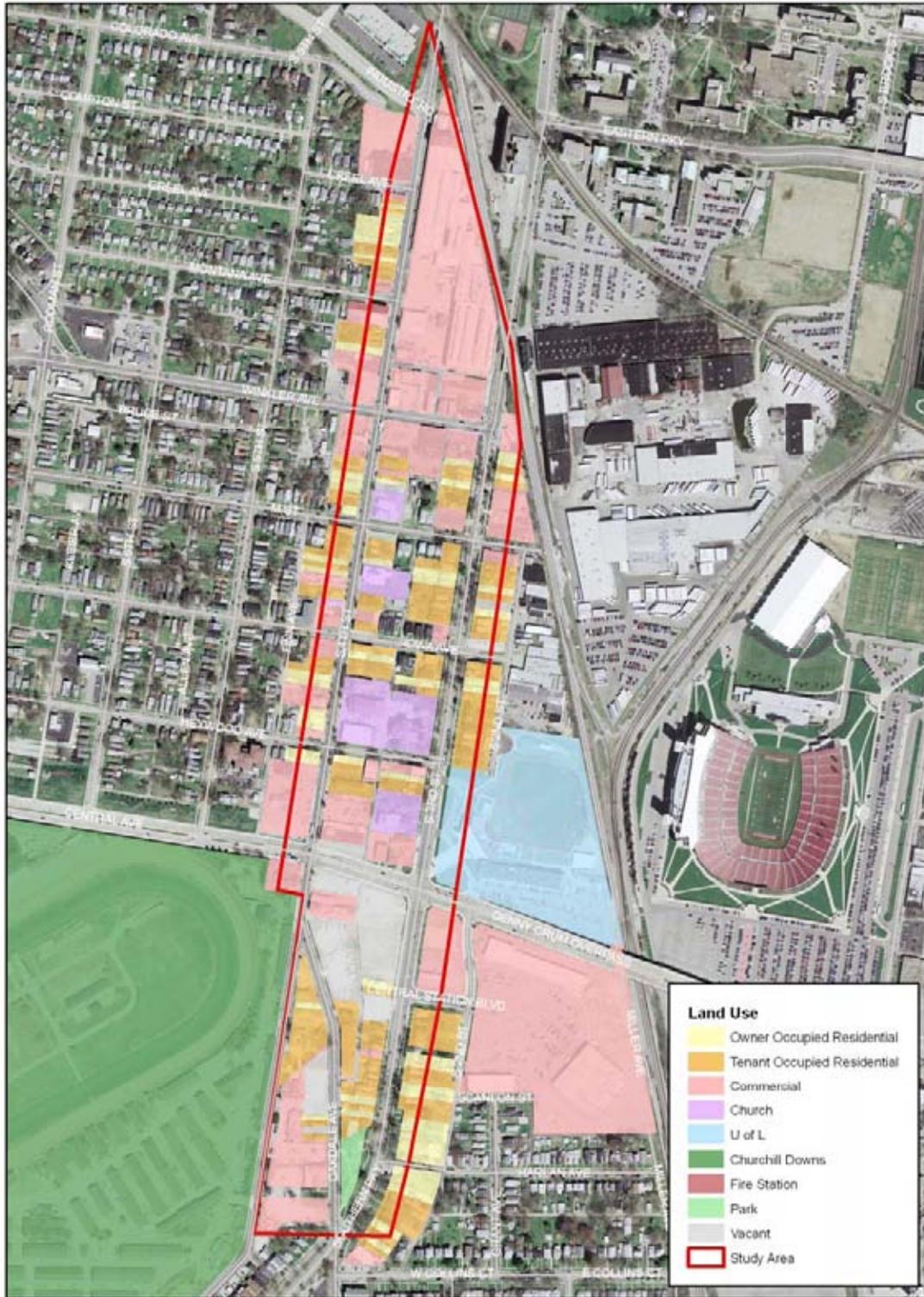
Other businesses along the corridor include Walgreen's on the southeast corner of Fourth Street and Winkler Avenue; the Fifth/Third Bank at Central Avenue and Fourth Street; and, a Mexican restaurant at Third Street and Heywood.

Also of note in the area are a fire station at Third Street and Montana Avenue; Catholic Charities and the Archdiocese occupying the south portion of the block between Third and Fourth Streets at their intersection with Heywood Avenue; Churchill Downs at Fourth and Central; Jim Patterson Stadium at Third Street and Central Avenue; and, the Central Station shopping center with Kroger as its anchor tenant at Third Street and Central Avenue.

All of the uses listed above are interspersed with residences. A review of property ownership indicates a large portion of the residences are tenant occupied.

There are several uses and parcels in the corridor that are in transition. These include the Walgreen's property that is proposed for relocation to an area approximately two blocks west of the planning area. Another property with an uncertain future use is the property formerly occupied by the Priory of St. John the Baptist located on west side of Third Street mid-block between Heywood Avenue and Central Avenue. The church has ceased operations and it appears that the property is for sale. As mentioned above, the former commercial site directly south of the railroad tracks between Third and Fourth Streets is also in transition and may become the site of a mixed-use development. Several vacant industrial/warehouse type structures currently occupy this parcel.

Figure 4-1  
Current Land Use



There has been recent development and redevelopment in the corridor. The Central Station shopping center is only a few years old, as is Jim Patterson Stadium, the U of L baseball facility. Other recent developments in the area are the connection of Central Avenue that took place in conjunction with the construction of Papa John's Cardinal Stadium. In addition, Churchill Downs was renovated recently.

## Zoning

There are several different zoning districts within the planning area. Zoning for the planning area is shown in Figure 4-2. The planning area contains a mix of zoning districts. There are residential, office/residential, commercial, and industrial districts.

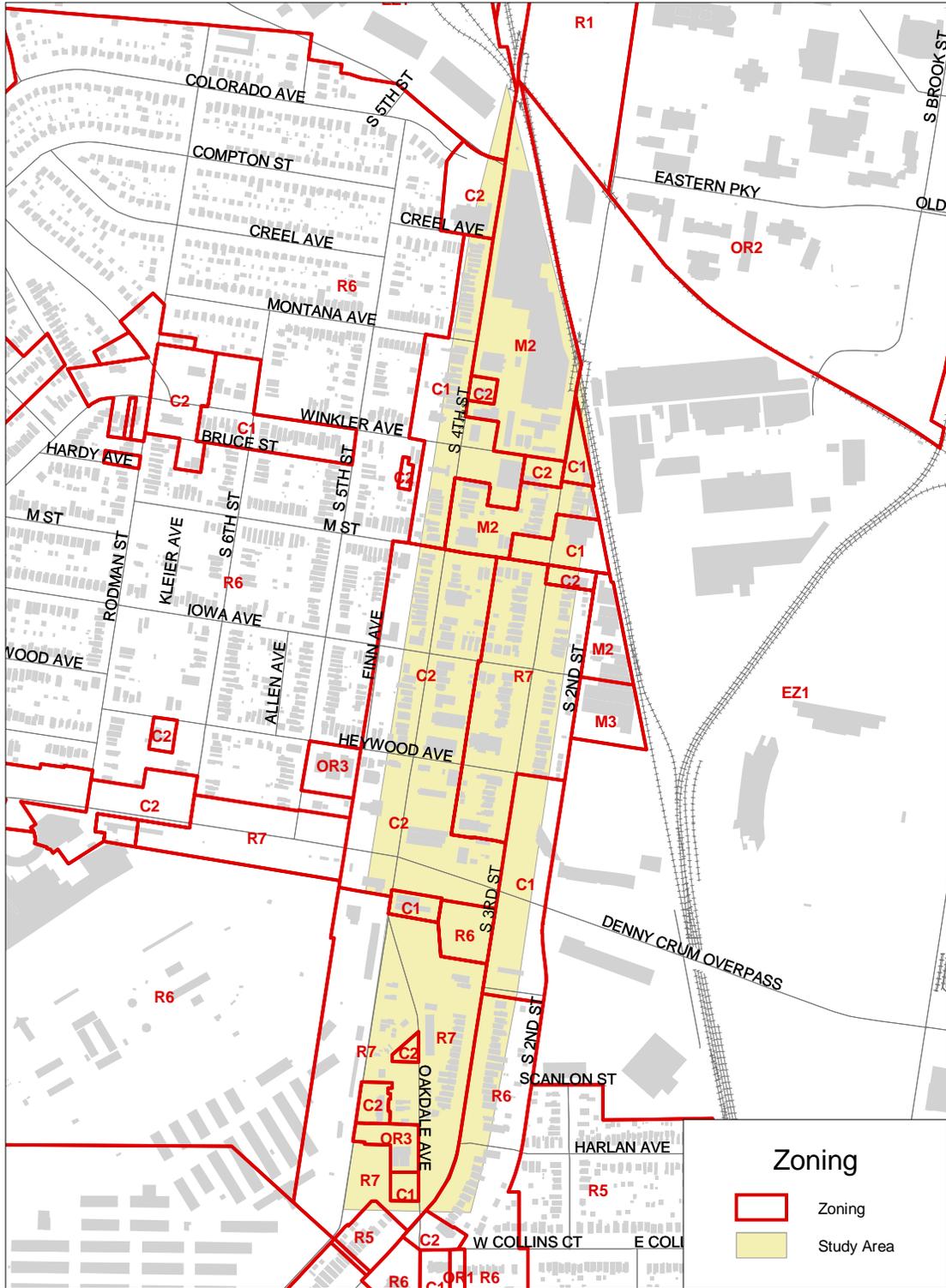
Residential districts in the planning area are located along Third Street. These include R-6 and R-7 zoning. These are both residential multi-family zoning designations. In an R-6 zone up to 17.42 dwelling units to the acre are permitted, and in R-7 up to 34.8 dwelling units are permitted per acre.

Commercial zoning designation is also prevalent in the corridor, primarily along Fourth Street. There are two types of commercial zoning in the corridor, C-1 and C-2. Permitted uses in C-1 are various types of retail shops, parking lots, and service businesses, such as hair salons. Restaurants are also permitted in a C-1 district as long as they do not permit dancing or entertainment. If alcohol is served outside, the dining area must be screened and buffered from adjacent residential development. Permitted uses in C-2 include all of those permitted in C-1 and a few more intensive uses. These include more service-oriented businesses, such as a plumbing shop, plasma or blood collection center, sign painting shop, or equipment rental center. Another permitted use is restaurants that have dancing or entertainment and that also serve alcohol.

There is a small tract of land zoned OR-3, office/residential, in the planning area. Permitted uses in an OR-3 district are businesses normally incidental to the primary uses located within the same building and not allowing such incidental business uses to be accessible and evident from the outside of the building. Typical types of businesses permitted in an OR-3 district include hotels, boarding houses, and assisted living facilities.

Also in the corridor is land zoned for industrial purposes. This land is zoned M-2 and is located primarily in the north part of the corridor. Permitted uses in the M-2 zone are agriculture and light manufacturing operations that are permitted in M-1 and, also, other more intensive manufacturing processes, such as manufacture of paint and coatings, plumbing supplies, and metal stamping and fabrication. The land zoned M-2 in the planning area is proposed for redevelopment as housing, at which time it would be rezoned as a multi-family residential use.

Figure 4-2  
Zoning Map



## 5. Streetscape and Infrastructure

A review of the University Corridor streetscape and infrastructure was conducted. Table 5-1 contains a summary of the findings.

### Roadway Conditions

Roadway conditions are categorized in the following manner:

- Good – Roadway contains no visible significant cracks, ruts, or patches. Roadway surface is smooth and consistent. Roadway pavement has significant life remaining.
- Fair – Roadway contains some cracks, ruts, or patches. Roadway surface is generally smooth and consistent, with scattered rough areas. Roadway pavement has several years of life remaining.
- Poor – Roadway contains significant cracks, ruts, or patches. Roadway surface is rough and inconsistent. Roadway pavement should be replaced soon.

Throughout the corridor, Third and Fourth Streets and Oakdale Avenue roadways were determined to be in fair condition with the exception of a segment of Third Street between Heywood and Central Avenues which was determined to be in poor condition due to the prevalence of cracks and patches (Figure 5-1). Roadway conditions on Third Street should improve with a resurfacing project to be completed by the Kentucky Transportation Cabinet in Summer 2008.

### Condition of Sidewalks

The condition of sidewalks throughout University Corridor was also reviewed (Figure 5-2). Sidewalk condition is typically determined by the following:

- Good – Sidewalk contains no visible significant cracks, upheavals, or patches. Sidewalk surface is smooth and consistent. Sidewalk has significant life remaining.
- Fair – Sidewalk contains some cracks, minor upheavals, or patches. Sidewalk surface is generally smooth and consistent, with scattered rough areas. Sidewalk pavement has several years of life remaining.
- Poor – Sidewalk contains significant cracks, upheavals, or patches. Sidewalk surface is rough and inconsistent. Sidewalk should be replaced soon.

Sidewalks were generally in good condition along Third Street with the exception of the north part of the planning area between the railroad viaduct and Winkler Avenue. This section is in poor condition. Much of Fourth Street had sidewalks in poor condition with the areas along Churchill Downs in fair condition. The sidewalks along Oakdale Avenue were in good condition.

## Curb Condition

Curb condition is also categorized in terms of good, fair and poor with the following characteristics:

- Good – Curb is consistently above the street level. Curb contains no significant cracks or chips. Curb has significant life remaining.
- Fair – Curb is generally above street level, with scattered cracks and missing chunks. Curb has moderate life remaining.
- Poor – Curb is nearly flush with street level. Curb provides little drainage benefits. Curb has significant chunks missing. Curb needs to be replaced soon.

Curb conditions noted in the infrastructure review (Figure 5-3) were good along Third Street given that they were reconstructed in May and June 2008 by the Kentucky Transportation Cabinet. Much of the curbing along Fourth Street is in poor condition, with the area south of Iowa Avenue in fair condition. Curbs in the vicinity of Heywood Avenue were in good condition.

## Streetscaping Elements

Streetscaping elements were also reviewed throughout the corridor. Generally, throughout the corridor there are some street trees adjacent to residential uses. There is also typically a grass area between the curb and the sidewalk. The corridor does lack any additional streetscape items or amenities. All lighting is high overhead on utility poles, and there are no benches or trash receptacles.

Figure 5-1  
Roadway Condition

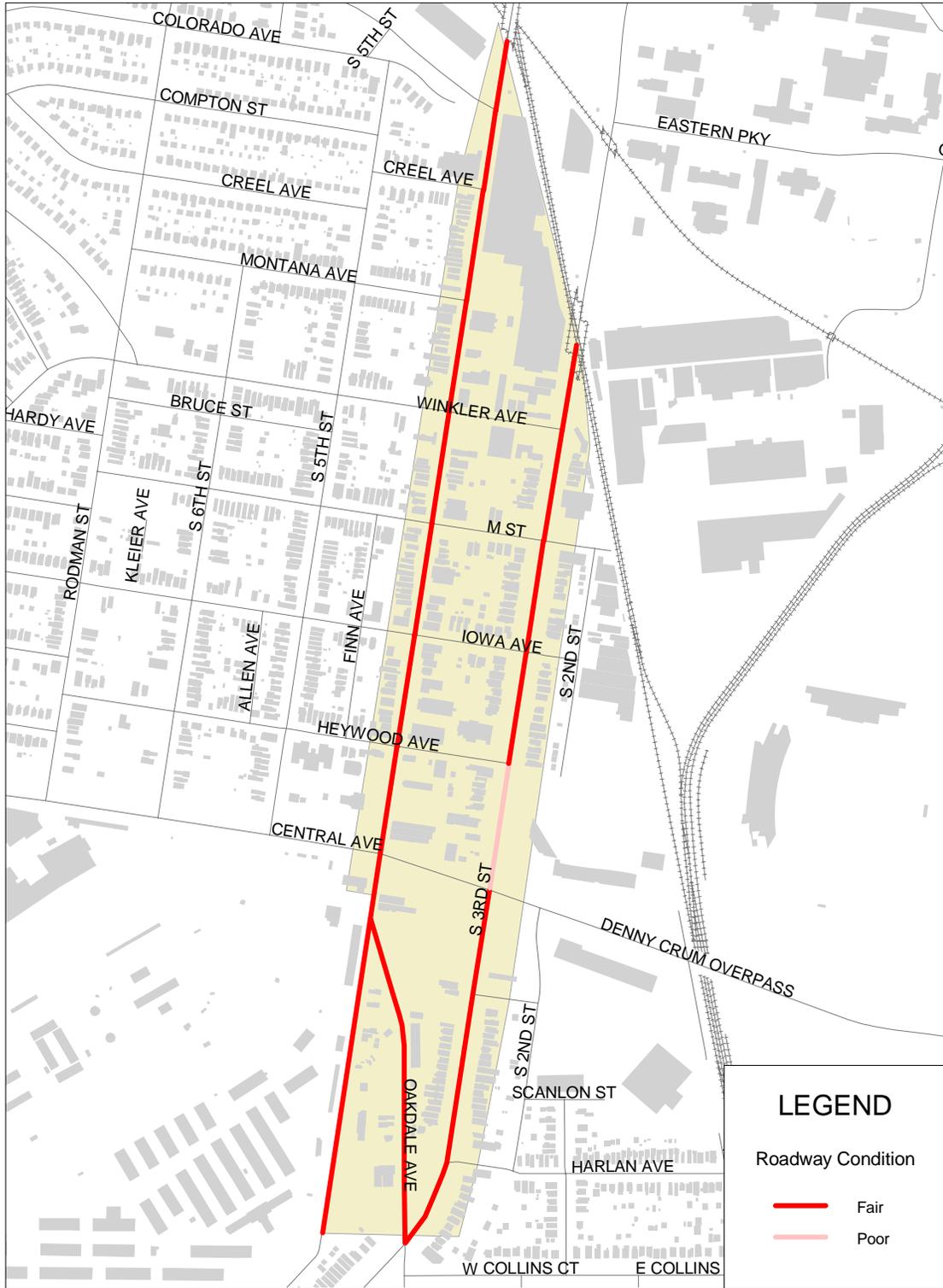


Figure 5-2  
Sidewalk Condition

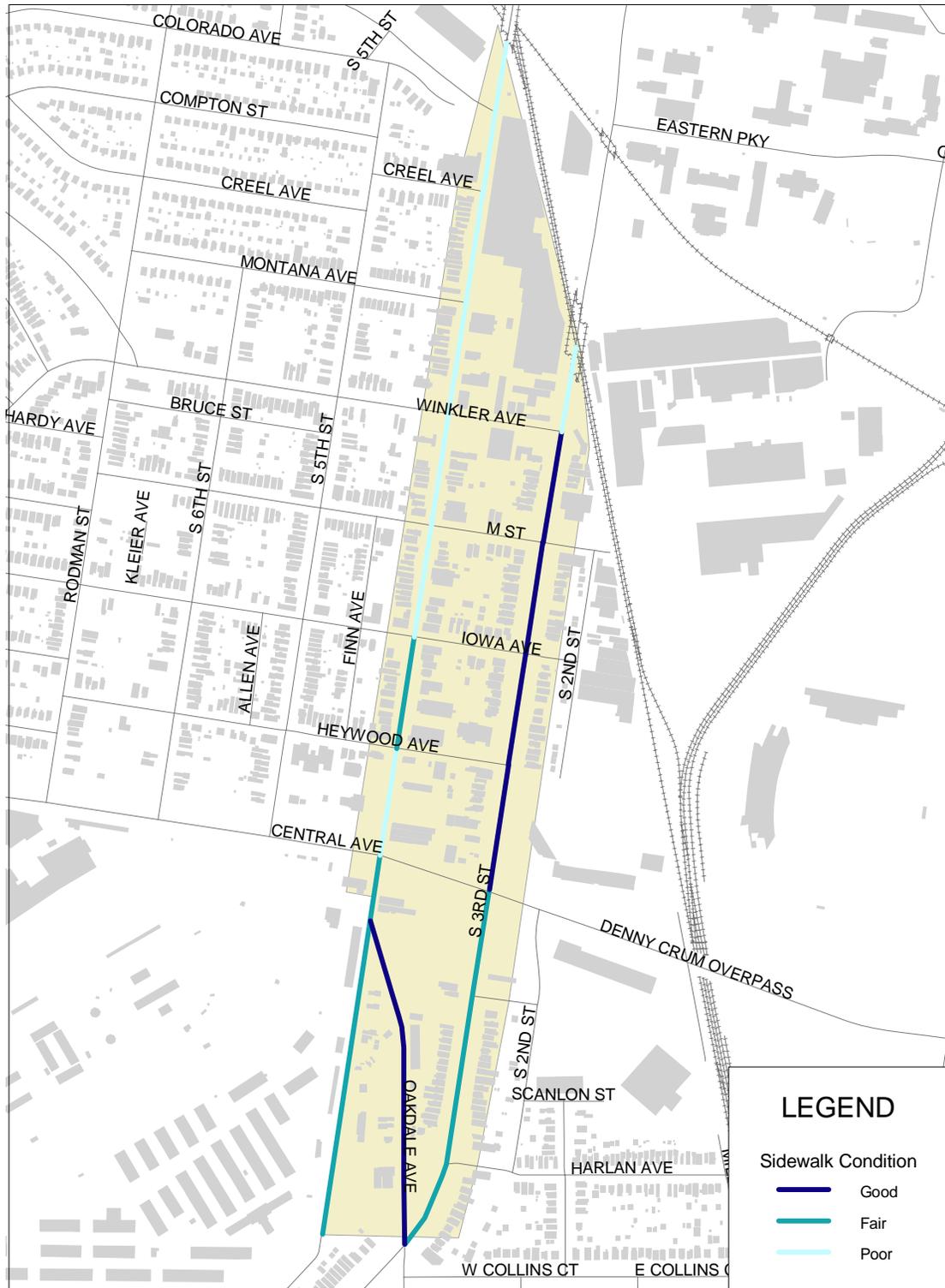
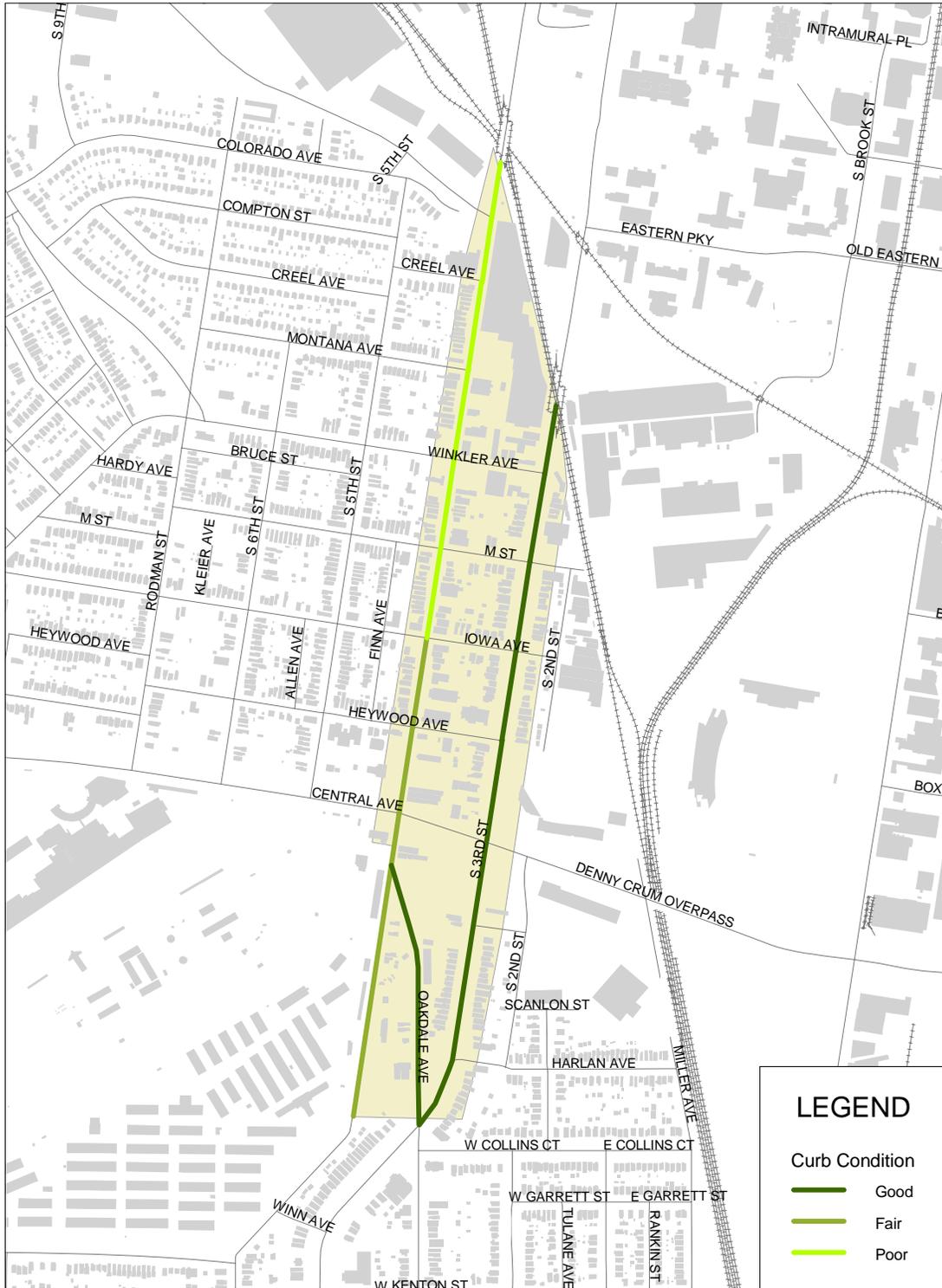


Figure 5-3  
Curb Condition



**Table 5-1  
Streetscape and Infrastructure**

<b>3<sup>rd</sup> Street (between Southern Parkway and Central Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition; good condition at Central Ave. intersection area
Curb	Yes	Good condition. Curbs were reconstructed in May and June 2008.
Sidewalk	Yes	Fair condition south of Harlan Ave.; poor condition between Harlan Ave. and just south of Central Station Rd.; good condition between Central Station Rd. and Central Ave.
Lighting	Yes	On power poles
Trees/Landscaping	Yes	Mature trees throughout area and grass strip
Drainage	Yes	Curb box inlets

<b>3<sup>rd</sup> Street (between Central Avenue and Heywood Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Poor condition; cracks and patches; good condition at Central Ave. intersection area
Curb	Yes	Good condition. Curbs were reconstructed in May and June 2008.
Sidewalk	Yes	Good condition
Lighting	Yes	Only two lightings located on power poles
Trees/Landscaping	Yes	Grass strip
Drainage	Yes	Curb box inlets

<b>3<sup>rd</sup> Street (between Heywood Avenue and Iowa Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Good condition. Curbs were reconstructed in May and June 2008.
Sidewalk	Yes	Good condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Trees and grass strip
Drainage	No	Gutter flow to curb box inlets on Iowa Ave.

<b>3<sup>rd</sup> Street (between Iowa Avenue and M Street)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Good condition. Curbs were reconstructed in May and June 2008.
Sidewalk	Yes	Good condition
Lighting	Yes	Lights in power poles
Trees/Landscaping	Yes	Trees and grass strip
Drainage	Yes	Gutter flow to curb box inlets on M Street

**Table 5-1 (continued)**  
**Streetscape and Infrastructure**

<b>3<sup>rd</sup> Street (between M Street and Winkler Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Good condition. Curbs were reconstructed in May and June 2008.
Sidewalk	Yes	Good condition, except at firehouse and north of firehouse
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Trees and grass strip
Drainage	Yes	Curb box inlets

<b>3<sup>rd</sup> Street (between Winkler Avenue and Railroad Viaduct)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Good condition. Curbs were reconstructed in May and June 2008.
Sidewalk	Yes	Poor condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	No	Sidewalk only
Drainage	Yes	Curb box inlets

<b>4<sup>th</sup> Street (between Terrace Park Alley and Central Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition; good condition at Central Ave. intersection area
Curb	Yes	Fair condition; poor condition in front of KHPA
Sidewalk	Yes	Fair condition; poor condition south of Oakdale; no sidewalk on east side, south of Gate 4; poor condition in front of KHPA; no sidewalk on east side, south of KHPA
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Trees and grass strip
Drainage	Yes	Curb box inlets

<b>4<sup>th</sup> Street (between Central Avenue and Heywood Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition; good condition at Central Ave. intersection area
Curb	Yes	Fair condition
Sidewalk	Yes	Poor condition on east side, north of True and Associates
Lighting	Yes	Lights on power poles
Trees/Landscaping	No	Sidewalk only
Drainage	Yes	Curb box inlets

**Table 5-1 (continued)  
Streetscape and Infrastructure**

<b>4<sup>th</sup> Street (between Heywood Avenue and Iowa Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Fair condition, with small areas in good condition
Sidewalk	Yes	Fair condition, with small areas in good condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Trees
Drainage	Yes	Curb box inlets

<b>4<sup>th</sup> Street (between Iowa Avenue and M Street)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Poor condition
Sidewalk	Yes	Poor condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Grass strip
Drainage	Yes	Curb box inlets

<b>4<sup>th</sup> Street (between M Street and Winkler Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Poor condition
Sidewalk	Yes	Poor condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Grass strip
Drainage	Yes	Curb box inlets

<b>4<sup>th</sup> Street (between Winkler Avenue and Montana Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Poor condition; fair condition on east side at Winkler Ave.
Sidewalk	Yes	Poor condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Grass strip
Drainage	Yes	Curb box inlets

**Table 5-1 (continued)  
Streetscape and Infrastructure**

<b>4th Street (between Montana Avenue and Creel Avenue)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Poor condition
Sidewalk	Yes	Poor condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Grass strip
Drainage	Yes	Curb box inlets

<b>4th Street (between Creel Avenue and Industry Road)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Poor condition with a few good areas
Sidewalk	Yes	Poor condition with a few good areas
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Grass strip on east side; trees are dead
Drainage	Yes	Curb box inlets

<b>4th Street (between Industry Road and Railroad Viaduct)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Poor condition
Sidewalk	Yes	Poor condition
Lighting	Yes	Lights on power poles
Trees/Landscaping	No	Sidewalk only
Drainage	No	No drainage infrastructure

<b>Oakdale Avenue (between Southern Parkway and 4th Street)</b>		
<b>Item</b>	<b>Yes/No</b>	<b>Notes</b>
Roadway	Yes	Fair condition
Curb	Yes	Good condition in park and from apartments on east side to 4th St.; fair condition elsewhere
Sidewalk	Yes	Good condition in park and from apartments on east side to 4th St.; fair condition elsewhere
Lighting	Yes	Lights on power poles
Trees/Landscaping	Yes	Grass strip

## 6. Stakeholders and Related Development

The University Corridor has a number of stakeholder groups. These are entities and organizations that have a role to play in the vision for the future of the corridor. The University of Louisville is a key stakeholder. They function as an anchor on the north side of the planning area with the U of L Belknap campus. They also have a presence in the corridor with Patterson Baseball Stadium, the adjacent former American Air Filter building, and nearby Papa John's Cardinal Stadium. Another major stakeholder is Churchill Downs. They are a major property owner in the planning area and surrounding areas. Just to the south of Central Avenue, between Third Street and the railroad tracks, is the Central Station retail development. Central Station is key to, and perhaps the start of, attracting retail to the corridor.

Also a large presence in the corridor is the Archdiocese of Louisville with the complex that includes Holy Name church and Catholic Charities offices. Other stakeholders include Louisville Metro Public Works with their infrastructure presence in the streets and the Kentucky Transportation Cabinet through its responsibility for Third Street, a state highway. Louisville Metro Parks also has an interest in the corridor with the presence of Wayside Park and also through the work associated with the proposed Olmstead Park and Parkway System Connection Plan. Another group associated with the corridor is the South Central Business Association. Their membership includes businesses throughout the corridor.

There are recent and planned developments in and around the University Corridor (Figure 6-1). There are several student housing facilities planned for the growing U of L on-campus housing focus. At the north end of the corridor, there are preliminary plans for a mixed-use development. The potential development is bounded by the railroad tracks to the north, Third Street on the east, Fourth Street on the west, and Winkler Avenue on the south. In addition, U of L-affiliated student housing is planned on several sites north of the University Corridor and generally north of the Belknap Campus. Housing is planned on the former American Standard site in two phases, the first of which will accommodate 640 residents and the second will house approximately 1,374 students. Another student housing facility is planned at former industrial property on Cardinal Boulevard and Floyd Street. This facility will house approximately 400 students.

U of L athletic facilities that now occupy a corridor to the east of the Belknap Campus along Floyd Street have gravitated toward the south of campus with the construction of Papa John's Cardinal Stadium and the Patterson Baseball stadium located along the University Corridor at Third Street and Central Avenue.

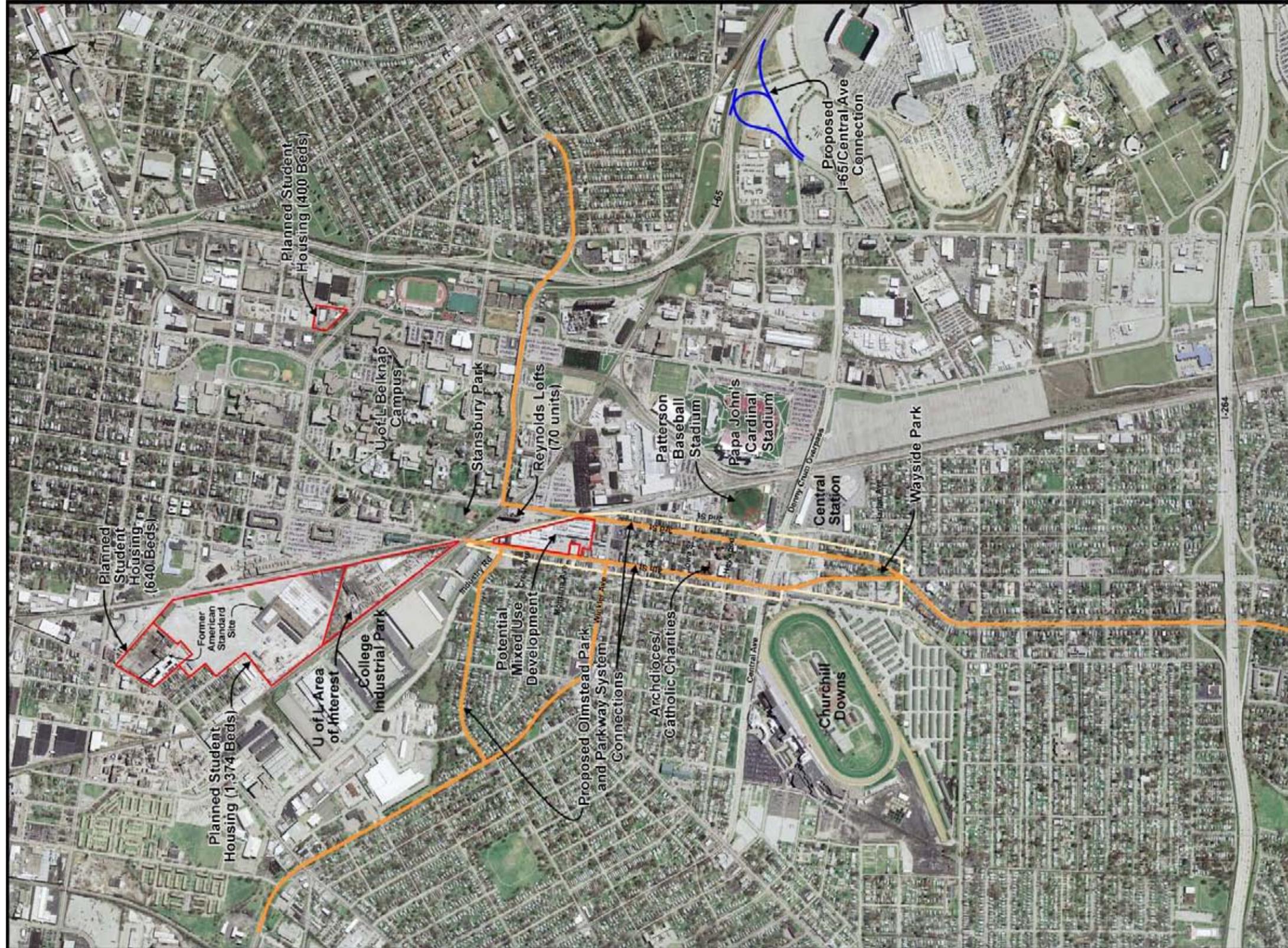
Retail activity in the area has increased dramatically in the past several years with the development of Central Station. Kroger is the anchor tenant in the development with a host of other smaller concerns, such as restaurants, service businesses, and a liquor store. Fronting the Central Station development is the Kroger gas station, a Starbucks, and a FedEx Kinko's. The next largest retailer in the corridor is Walgreen's located at Fourth Street and Winkler Avenue. It is anticipated that the

operations of this Walgreen's will relocate a few blocks west of the planning area to a location at Winkler Avenue and Taylor Boulevard. There are also several other small businesses located along The University Corridor. There are several restaurants along the corridor, a few service related businesses, a gift shop, and a carwash.

A recent focus of Louisville Metro Parks is a plan to connect the Olmstead Parkways with parks. Three parkways come together within the vicinity of University Corridor. Third Street and Oakdale Avenue converge at the southern point of the University Corridor and flow into Southern Parkway. Algonquin Parkway comes into the corridor where it converges with Winkler Avenue. Eastern Parkway intersects with Third Street north of University Corridor. The potential connection of these parkways includes bike routes on Third and/or Fourth Street. In addition, the corridor is bounded on the north and south by Olmstead Parks. Stansbury Park is just north of the University Corridor and Wayside Park is at the southern most point of the University Corridor.

Churchill Downs is a major tourist destination along the corridor. Access to and from Churchill Downs was improved through the expansion and extension of Central Avenue. Access to The University Corridor and major draws in and near the corridor, such as events at Papa John's Cardinal Stadium, could be further enhanced by a potential connection between Central Avenue and I-65. This connection would be new I-65 on- and off-ramps that would extend Central Avenue to I-65.

Figure 6-1  
Stakeholders & Development



## 7. Peer Cities/University Neighborhoods

Developments surrounding colleges and university campuses were reviewed as a means of determining if there are any common themes associated with successful redevelopment of neighborhoods near colleges or universities. The findings of this analysis are shown in Table 7-1. Developments that were reviewed were in Philadelphia, adjoining the University of Pennsylvania, Drexel University, and the University of the Sciences; St. Louis and the development adjacent to Washington University; Indianapolis and the neighborhoods bordering Indiana University and Purdue University Indianapolis; Columbus, Ohio, and the neighborhoods surrounding the Ohio State University Campus; and, Hartford, Conn., and three neighborhoods in the vicinity of Trinity College.

Some common themes of successful redevelopment were noted. These included the following:

- Generally, a non-profit entity was involved in providing either neighborhood-supportive programs and/or actual physical development projects;
- The type of development was usually mixed use without a single common denominator;
- An interesting branding concept was the Learning Corridor created in Hartford. This campus of four schools (elementary, Montessori) and a hockey rink has created a whole new look in a previously run down area;
- A variety of programs ranging from façade improvement loans and tax credits to enterprise zones and public commitment to renovate existing structures have been employed as strategies; and,
- With the exception of Indianapolis, these examples do not show a university taking over an area completely, but rather reveal how supportive development can occur in declining neighborhoods to reverse the decline.

Further analysis will be done to determine if any of the applications that were used in the peer cities could be applied to the University Corridor.

University Corridor Redevelopment Study

Table 7-1  
Peer City Analysis

City	University	Neighborhood	Type of Development	Strategies Employed	Year Began	Notable Projects	Funding Source
Philadelphia, Pa.	University of Pennsylvania Drexel University University of the Sciences	West Philadelphia University City District (Baltimore and Lancaster Avenues)	A mixed-use "funky" neighborhood with education, science, medicine and research.	In 1997, the University City District was established to improve the quality of life in a 2.2 square mile area of West Philadelphia. By providing services and programs including marketing initiatives, trash collection and property maintenance, and safety the UCD has created an environment for investment.	1997	Dock Street Brewery and Restaurant (landmark project that proves business can thrive in the neighborhood). Pedestrian lighting (\$1 million invested in street lights along Baltimore Avenue). Commercial corridor program. Technical assistance to businesses in the corridors. Façade renovations. Contributed to exterior construction improvements.	Funding for the UCD's programs and services comes from voluntary contributions which are tax deductible.
St. Louis, Mo.	Washington University	Forest Park Southeast Skinker-DeBaliveiere Washington Avenue Loft District	The Washington University Medical Center Corporation (WUMCRC) has worked with neighborhoods adjacent to the Danforth and Medical campuses.	WUMCRC created a neighborhood plan that outlined \$200 million in projects. To date, the Medical Center has invested \$23 million which has attracted more than \$80 million in investment from the public and private sectors	1996	200 new and rehabilitated homes 90 elderly assistive living units 50 affordable rental units Other housing initiatives Supportive of Metrolink and provides free transit passes Supportive of retail development and public improvements	Funding from University used to attract private sector development funds

## University Corridor Redevelopment Study

Table 7-1 (continued)  
Peer City Analysis

City	University	Neighborhood	Type of Development	Strategies Employed	Year Began	Notable Projects	Funding Source
Indianapolis, Ind.	Indiana University Purdue University Indianapolis	Indiana Avenue/Midtown West side of downtown	Transformation of an entire area during the 1960's with development of IUPUI and the interstate highway. Required clearance and relocation of neighborhood. Mixed use (South Campus Gateway) Sec. 8 Affordable housing upgrade Brownfield investment and redevelopment	Public commitment to improve neighborhood in the old commercial area around Madame Walker Theater. Campus Partners was formed as a jointly funded City and university agency to create projects that enhance the retail and residential community. A prominent project is South Campus Gateway, which has over \$350 million in investment to date and is a mixed use "Main Street" commercial and residential/project and includes 12 restaurants, 180 market rate housing units, a cinema complex, and parking garage.	1960's to present	Residential, university development and supportive commercial. Mixed use commercial Affordable housing redevelopment Brownfield redevelopment	Public investment in the Indiana Avenue/Midtown area. Various funding sources.
Columbus, Ohio	Ohio State University	Neighborhoods surrounding OSU campus			1995		
Hartford, Conn.	Trinity College	Berry Square Frog Hollow South Green	South Side Institutional Neighborhood Alliance (SINA) is the primary organization leading revitalization.	Comprehensive community revitalization	1977 (Programming emphasis) 1997 (Capital projects)	\$10 million invested in rental housing Home ownership program Learning Corridor is a campus of four schools built on a brownfield site. These include the Greater Hartford Academy for the Arts and a Montessori School Trinity and SINA have partnered in development of a skating rink.	Funds provided by Trinity College, Hartford Hospital, and Connecticut Children's Medical Center.

## 8. University Corridor Goals and Evaluation Criteria

For the purpose of dividing the planning area into manageable and functional study units, it has been sectioned into three analysis segment as shown in Figure 8-1. Analysis Segment A consists of the portion of the study area along Third and Fourth Streets from the railroad tracts to Iowa Avenue. Analysis Segment B consists of the area between Iowa Avenue and Central Avenue. This section was denoted as the primary focus area of the study given that it was the study area for the 1999 report. Analysis Segment C is the area between Central Avenue and where Southern Parkway and Oakdale Avenue intersect.

Each analysis segment contains assets such as established retail businesses, but also may have detriments such as dilapidated housing or other structures, vacant structures or underutilized properties.

On June 18, 2008, a stakeholder workshop was held. Those in attendance participated in an exercise to identify University Corridor's strengths, weaknesses, opportunities and threats (SWOT). As is typical of a SWOT process, participants are instructed that strengths and weaknesses are factors that are present within the corridor, and opportunities and threats are factors that are external to the corridor. Stakeholders were divided into groups and each group proposed a list of strengths, weaknesses, opportunities and threats. Following development of the lists, each participant was given a set of colored dots. They were instructed to use the dots as votes and put a dot by each item on each of the four lists that they felt were most important. Each participant had five dots allocated for each of the four categories. This provided a ranking of items in each of category of strengths, weaknesses, opportunities and threats. The rankings can be found in Appendix B.

Participants in the workshop included representatives of the following:

- Catholic Charities;
- Central Station (Faulkner Real Estate);
- Churchill Downs;
- Kentucky Racing Health and Welfare Fund, Inc.;
- Kentucky Transportation Cabinet;
- Louisville Metro Economic Development;
- Louisville Metro Council;
- Louisville Metro Neighborhoods;
- Louisville Metro Parks;
- Louisville Metro Public Works;
- South Central Business Association; and,
- University of Louisville.

Figure 8-1  
Analysis Segments



I:\Proposals\59493\Graphics\AnalysisSegments.dwg



Based on input received at the stakeholders’ workshop, a set of goals for the corridor have been established.

1. Improve the appearance of the area;
2. Improve housing opportunities and enhance/improve the existing housing stock;
3. Reduce crime;
4. Improve access to the area; and,
5. Make the area a destination.

Projects or actions will be necessary to realize the University Corridor goals. Given limited financial resources, not all projects proposed for the area can be done and, perhaps, improvements will require phasing to appropriate the required funding. Thus, a set of evaluation criteria has been developed based on the SWOT analysis priorities. The priorities and their weights to be used in evaluating projects are listed below in Table 8-1.

**Table 8-1  
Evaluation Criteria**

Criteria	Weight
1. Branding/marketing strategies	28%
2. Projects that promote new investment/development	18%
3. Projects that leverage other investments/actions by other interests or take advantage of previous investments/actions	16%
4. Projects that preserve existing investment/development	14%
5. Projects that promote/support/encourage (in order of priority) actions in the area	12%
6. Projects that encourage investment through forgivable loans	12%

# Appendix A

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## Photographic Inventory

# University Corridor 3rd Street

Winkler Avenue to Iowa Avenue looking east



# University Corridor 3rd Street

Iowa Avenue to Central Station Boulevard looking east



# University Corridor 3rd Street

Central Station Boulevard to Oakdale Avenue looking east



1 From 2014 Google Earth data

# University Corridor 3rd Street

Oakdale Avenue to Central Avenue looking west



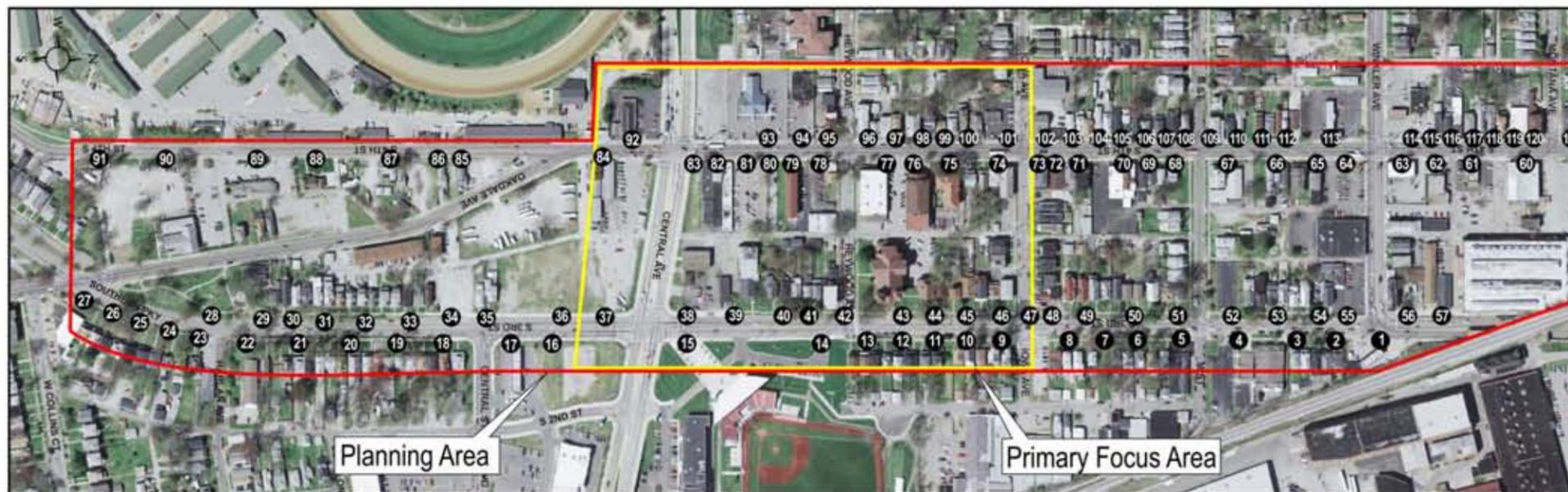
# University Corridor 3rd Street

Central Avenue to Iowa Avenue looking west



# University Corridor 3rd Street

Iowa Avenue to Winkler Avenue looking west



# University Corridor 4th Street

Industry Road to M Street looking east



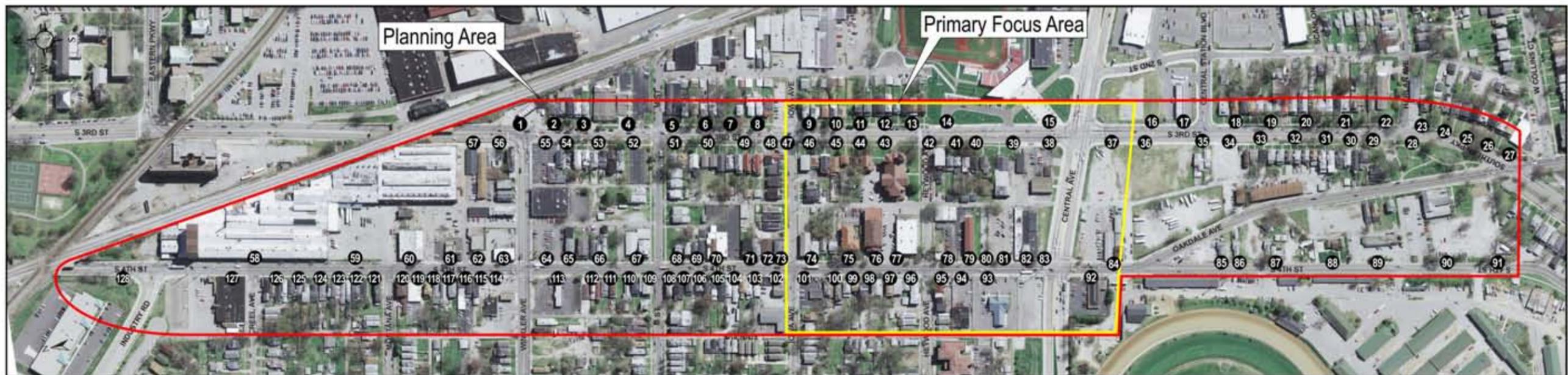
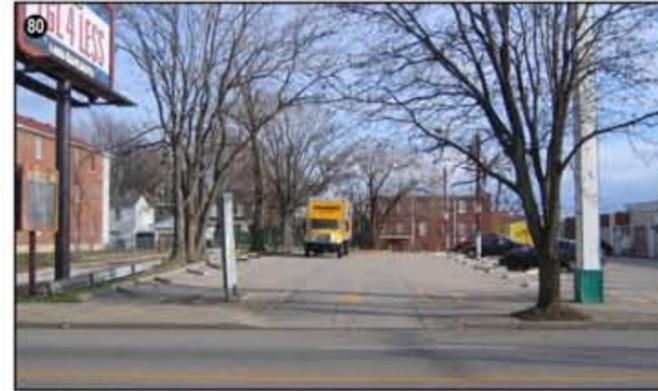
# University Corridor 4th Street

M Street to Heywood Avenue looking east



# University Corridor 4th Street

Heywood Avenue to Central Avenue looking east



# University Corridor 4th Street

South of Oakdale Avenue looking east



# University Corridor 4th Street

Central Avenue to Iowa Avenue looking west



# University Corridor 4th Street

Iowa Avenue to M Street looking west



# University Corridor 4th Street

M Street to Winkler Avenue looking west



# University Corridor 4th Street

Winkler Avenue to Montana Avenue looking west



# University Corridor 4th Street

Montana Avenue to Industry Road looking west



# Appendix B

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## SWOT Results

June 18, 2008  
Stakeholders' Meeting

## STRENGTHS

Score	Description
13	Catholic Charities/Holy Name presence in the Third and Fourth Street areas between Heywood and Rowan
13	University developments in the area of Third and Central (Patterson Stadium, Papa John's Stadium)
10	Central Station Development at Third and Central
10	Churchill Downs, in general, and its improvements to Central Avenue and the rest of the area
7	Presence of Olmstead Parks
6	Two million visitors come to area
4	Ethnic diversity of neighborhood
4	Successful retail and service businesses (Central Station and established businesses such as Framer's Supply, restaurants, etc.)
3	Connection of Central Avenue between Third and Floyd Streets
3	Location along major north-south route to and from downtown
3	Transient population: college students/track workers
2	Commitment of metro government/neighborhood association/business association
2	Mix of uses in the corridor
2	Repair/refurbishment by state of curbs and street paving from Winkler to Southern Parkway
1	Addition of emergency health facility
1	Proximity to fairgrounds
1	Some parcels of land available for redevelopment
	Efficient roadway layout (grid)
0	Housing stock on Third Street

## WEAKNESSES

Score	Description
10	CSX not involved in project
9	Multiple zoning classifications
9	Perception/reality of significant amount of "uncared for" housing in the area
9	Perception/reality of street crime in the area
7	Perception/reality of significant percentage of "uncared for" commercial properties in the area
5	Absentee landlords
5	Lack of parking
5	More stakeholders to be involved
3	Aging infrastructure
3	High level of tenant-occupancy
3	Incomplete census data is not giving true picture
3	Transient population
2	Better zoning enforcement
2	Condition of railroad infrastructure
1	Need for owner occupancy program
1	Need for parcel consolidation
1	Noise from airport
1	Perception of not enough demand to support retail in the area

## OPPORTUNITIES

Score	Description
12	Entertainment Zone - marketing opportunity
12	Proximity to University of Louisville
10	Potential connection for Olmstead Parks and Parkways
7	Expansion of Churchill Downs
6	Marketing uniqueness in area
6	Potential extension of Central Avenue to the east to connect to I-65
4	Marketing the ethnic diversity of the neighborhood
4	More redevelopment and retail in the area
4	Moving of vacant housing to other locations
4	Outward movement of student housing developments
4	Potential for gaming
3	Availability of land for development
2	Central Avenue Connector
1	Perception of improvement

## THREATS

Score	Description
19	Lack of funding for area projects/improvements
10	Introduction/re-introduction of more negative influences in the area
10	Perception of transients
9	People outside the community believe census data
6	Alternative gaming in other areas
4	Encroachment of non-compatible uses
2	Competing projects in the metro area

## PRIORITIES

Score	Description
14	Branding/marketing strategies
9	Projects that promote new investment/development
8	Projects that leverage other investments/actions by other interests or take advantage of previous investments/actions
7	Projects that preserve existing investment/development
6	Projects that encourage investment through forgivable loans
6	Projects that promote/support/encourage (in order of priority) actions in the area

## POSSIBLE ACTIONS

Score	Description
5	Bring absent stakeholders to the table
5	Incentives for retail (especially small businesses)
5	Market area as a destination
5	Work to improve the aesthetics of the area through streetscaping and infrastructure improvements
5	Work to improve upkeep of housing in the area
4	Address crime in the area
4	Get neighborhoods and business owners to actively support gaming
4	Work to improve retail spaces in the area
4	Work to improve the access to the area
2	Incentives for investment in housing
2	Work to attract jobs to the corridor
2	Work to attract university/student housing to the area
1	Compile and communicate better, more accurate data
1	Improve and expand greenspace
1	Work with businesses and neighborhood associations
0	Work with ethnic community

# Appendix B

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**Comments from Stakeholder Open House  
May 27, 2009**

**Summary of Comments**  
**University Corridor Redevelopment Study**  
**Stakeholder Open House**  
**May 27, 2009**

Received From	Comment/Question
Business Association Representative	Like the overall plan.
Business Property Owner/Landlord	Like the proposed improvements.
Business Property Owner/Occupant	Impressed by the work done thus far.
Resident Owner/Occupant	Glad to see someone taking an interest in the area.
Resident Owner/Occupant	Like the proposed improvements.
Resident Owner/Occupant	Like the proposed improvements.
Residential Property Owner/Landlord	Like the proposed improvements.
Residential Property Owner/Landlord and Business Property Owner/Occupant	Looking forward to improvements.
Adjacent Neighborhood Business Owner	Like the proposed improvements.
Business Property Owner/Occupant	Put bike lanes on the west side of 4th Street separated from traffic by landscaping.
Business Property Owner/Occupant	Use the space on the west side of 4th Street for community gardens until the roadway widening is complete.
Business Property Owner/Occupant	Plant lots of shade trees to minimize the heat impacts of a widened 4th Street.
Business Property Owner/Occupant	Nice landscaping must be put in on the west side of 4th Street.
Resident Owner/Occupant	Would like to see the 4th Street bike lanes beside the sidewalk.
Resident Owner/Occupant	Would like a pocket park in the 4th Street green space between Montana and Creel and from Montana to Winkler.
Adjacent Neighborhood Business Owner	Look at opportunity to increase access to Park Hill and reduce traffic through U of L by opening the intersection of Burnett and Preston & Hill Street. Improving traffic movement on Preston would reduce traffic on 3rd and 4th Streets.
Business Association Representative	Concerned about dark 4th Street Viaduct and the potential impact it may have in keeping students from patronizing businesses on 4th Street.
Business Property Owner/Landlord	Need to enforce housing codes on several 3rd Street houses.
Business Property Owner/Occupant	Need to address the no left turn signs at 4th and Winkler intersection.
Business Property Owner/Landlord	Too many unoccupied commercial properties reduce the value of all properties in the area.
Business Property Owner/Occupant	Is there anything being done to aid in the development of the vacant property north of Winkler on the east side of 4th Street? It is the source of vandalism, loitering and is also an eyesore.
Resident Owner/Occupant	Improvements need to be made to railroad viaducts on 3rd and 4th Streets to improve safety for bicyclists and pedestrians.
Resident Owner/Occupant	Need better street lights.
Resident Owner/Occupant	Provide incentives for property owners to improve their properties.
Resident Owner/Occupant	Need to improve the viaducts.

**Summary of Comments (continued)**  
**University Corridor Redevelopment Study**  
**Stakeholder Open House**  
**May 27, 2009**

Received From	Comment/Question
Resident Owner/Occupant, Residential Property Owner/Landlord, Business Property Owner/Occupant and Business Property Owner/Landlord	Need more security in the area.
Residential Property Owner/Landlord	Need to reduce crime in the area.
Resident Owner/Occupant	Need an increased police presence in the area.
Business Property Owner/Occupant	What are the plans for the Walgreens building?
Business Property Owner/Occupant	What is the timeline on the proposed 4th Street widening?
Resident Owner/Occupant	What is the timeline on the planned improvements?
Business Property Owner/Occupant	Does Churchill Downs have a role or responsibility in the Plan?
Resident Owner/Occupant	Need to improve safety in the area to give students a reason to be there.
Residential Property Owner/Landlord	Need to clean up the Mexican restaurants.
Residential Property Owner/Landlord	Homeless and Catholic Charities are a problem.
Resident Owner/Occupant	Church and Catholic Charities bring transients to the area.
Resident Owner/Occupant	Western Hostel attracts transients to the area.
Business Property Owner/Occupant	Do not replace the west side of 4th Street with green space. Area needs to be cleaned up and existing businesses preserved.