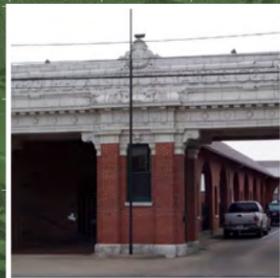


**BRIDGES** HISTORIC PRESERVATION PLAN

# BUTCHERTOWN

HPP Approved October 31, 2012







Ph: 502-394-3840 Fax: 502-426-9778 Toll Free: 1-800-513-6691  
Project Office: Forum Office Park III, 305 N. Hurstbourne Parkway, Suite 100, Louisville, KY 40222

October 31, 2012

CTS-GEC-HPP-LTR0350  
Reply Requested: YES  
Date Requested: November 5, 2012

Mr. Andy Barber, Assistant Project Manager  
Kentucky Transportation Cabinet, District #5  
8310 Westport Road  
Louisville, KY 40242

Mr. Ronald Heustis, Project Manager  
Indiana Department of Transportation  
100 North Senate Avenue, Room N642  
Indianapolis, IN 46204-2249

Mr. Duane Thomas, Federal Project Manager  
Federal Highway Administration – Kentucky Division  
330 West Broadway Street  
Frankfort, KY 40601

Reference: Louisville Southern Indiana Ohio River Bridges Project (Project)

Subject: BSHCT Recommendation on Updated Butchertown Historic District Historic Preservation Plan

Dear Mr. Barber/Mr. Heustis/Mr. Thomas:

CTS-GEC has updated the Historic Preservation Plan (HPP) for the Butchertown Historic District in accordance with Stipulations II.F.2.c. and III.K.1. of the First Amended Memorandum of Agreement (MOA) for the Project. This HPP provides a context to inform the implementation of specific mitigation measures as set forth in Stipulation III. of the MOA.

A draft HPP was presented to the BiState Historic Consultation Team (BSHCT) on September 19, 2012 for review and comment. The deadline for receipt of comments passed on October 19, 2012. Comments were received from Ms. Mary Kennedy and Mr. John Carr, the Indiana Co-chairs, who both deferred to the Kentucky Co-chairs. There were no other comments.

Therefore, in consideration of the above, CTS-GEC has been directed by the BSHCT Co-chairs to recommend that the BiState Management Team (BSMT) approve the updated Butchertown Historic District Historic Preservation Plan. With this approval, it is the intention of the BSHCT Co-chairs to distribute the final version of the HPP to the Kentucky Historic Preservation Advisory Team (KHPAT).

Sincerely,  
  
John Sacksteder  
Project Manager, CTS-GEC



Ph: 502-394-3840 Fax: 502-426-9778 Toll Free: 1-800-513-6691  
Project Office: Forum Office Park III, 305 N. Hurstbourne Parkway, Suite 100, Louisville, KY 40222

Page 2  
November 5, 2012

 10/31/12  
Signature Approved  
Mr. Andy Barber, Assistant Project Manager  
KYTC

 10-31-12  
Signature Concurred  
Mr. Ronald Heustis, Project Manager  
INDOT

 11/2/12  
Signature Reviewed  
Mr. Duane Thomas, Federal Project Manager  
FHWA

cc: Mr. James Hilton, CTS-GEC  
Mr. Jeff Vlach, CTS-GEC  
Project Controls





# BUTCHERTOWN HISTORIC PRESERVATION PLAN

# Acknowledgements

The Butchertown Historic Preservation Plan is the result of years of effort culminating in the completion of this document in *(insert date here)*. This was accomplished in large part to the efforts of numerous individuals, citizen organizations, government agencies, and consultants. A plan that does not involve those it hopes to serve can not fully realize its potential or vision. For this reason, those with a vested interest in the final outcome of the Bridges Project, and its impact on the Butchertown historic district, put forth their time, effort, and ideas in the creation of this preservation plan. It is appropriate to recognize and thank those who were an integral part of this important process.

Special thanks to the residents of the Butchertown neighborhood and the numerous government officials who provided valuable information and insight into this planning process. The members of the various advisory boards, created as part of the Bridges Project’s public participation process, also deserve special recognition for their commitment to creating a project that benefits the entire Louisville and southern Indiana region. Finally, a majority of the maps throughout this document were generated from Louisville Metro’s LOJIC system. Special thanks to Louisville Metro (Metropolitan Sewer District) and the Louisville Water Company for the use and reproduction of this valuable information.

PREFACE	3	Table of Contents
<hr/>		
INTRODUCTION		<b>CHAPTER 1 – The Ohio River Bridges Project</b>
	8	<b>Project Introduction</b>
	8	1.1 The Ohio River Bridges Project Process
	8	1.2 The Ohio River Bridges Project Sections
	8	1.3 Public Participation Process
	10	1.4 Intent of the Preservation Plan
		 <b>CHAPTER 2 – Historical Context of Butchertown</b>
	12	Historical Significance of Louisville
	17	Historical Significance of Butchertown
	19	Character Defining Features of Butchertown
<hr/>		
CURRENT CONDITIONS		<b>CHAPTER 3 – Inventory and Analyses</b>
	24	<b>Overview of Conditions</b>
	24	“Character Area” Descriptions
	24	3.1 Residential Cores
	24	3.2 Story Avenue Corridor
	26	3.3 Railroad Industrial Core
	26	3.4 Story Avenue and Main Street Intersection
	26	3.5 Main Street Corridor
	26	3.6 Western Industrial Core
	28	<b>Land Use and Building Conditions</b>
	29	Eastern Residential Core
	30	Central Residential Core
	31	Western Residential Core
	32	Story Avenue Corridor
	33	Railroad Industrial Core
	34	Story Avenue and Main Street Intersection
	35	Main Street Corridor
	36	Western Industrial Core
	37	<b>Zoning and Design Guidelines</b>
	39	<i>Existing Zoning and Form Districts Map</i>
	40	<b>Circulation and Infrastructure</b>
	41	Eastern Residential Core
	42	Central Residential Core
	43	Western Residential Core
	44	Story Avenue Corridor
	45	Railroad Industrial Core
	46	Story Avenue and Main Street Intersection
	47	Main Street Corridor
	48	Western Industrial Core
	49	<b>Archeological Resources</b>
	50	<b>Areas of Influence</b>

STIPULATIONS AND  
RECOMMENDATIONS

**CHAPTER 4 – First Amended MOA Stipulations**

54 Introduction  
54 4.1 District Design Precedents  
55 4.2 Interstate Corridor First Amended MOA Stipulations  
59 *Primary and Local Gateways and Corridors Map*  
60 4.3 Butchertown Historic Resources Stipulations  
61 4.4 Butchertown Streetscape Stipulations

**CHAPTER 5 – Butchertown Neighborhood Recommendations**

66 Introduction  
66 5.1 Contextual Considerations  
66 5.2 The Butchertown Neighborhood  
67 *Neighborhood Land Use Context Map*  
68 5.3 Butchertown Character Areas  
71 *Neighborhood Illustrative Plan Map*  
74 5.4 District Boundary Considerations  
75 *District Boundary Considerations Map*  
76 5.5 Building Alteration Guidelines

**CHAPTER 6 – Implementation Measures**

80 Introduction  
80 Implementation Measures  
80 6.1 Project Prioritization  
80 6.2 Alternative Funding Opportunities  
82 6.3 Marketing Efforts  
82 6.4 Implementation Partners

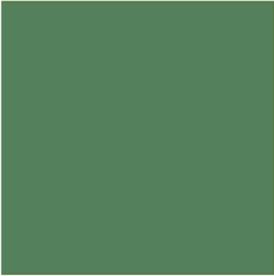
**APPENDIX**

86 Implementation Measures  
87 Butchertown Historic Preservation Plan Specific MOA Stipulations Matrix  
88 List of References



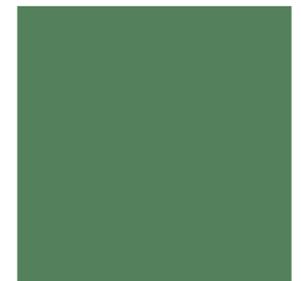


**INTRODUCTION**





CHAPTER 1  
The Ohio River  
Bridges Project



## Project Introduction

### 1.1 THE OHIO RIVER BRIDGES PROJECT PROCESS

Regional, cross-river mobility issues have been a point of discussion in the Louisville-Southern Indiana region as far back as the 1960's. At that time, a study was commissioned to evaluate the need for an "east end" bridge connecting southern Indiana and northern Jefferson County, Kentucky. In the early 1990's, continuing discussion over increased traffic congestion in the Louisville Metropolitan area, and specifically around "Spaghetti Junction", culminated in the development of the Ohio River Major Investment Study (O.R.M.I.S.). This initial feasibility study explored a broad range of regional issues and alternatives related to transportation benefits and potential economic impacts relating to additional, cross-river linkages. The preliminary results of the O.R.M.I.S., based on a limited number of factors, revealed the potential benefits of increased cross-river mobility between the two states outweighed potential negative impacts.

To build on the results of the O.R.M.I.S., an Environmental Impact Statement (EIS) was initiated in 1998. As part of this process, an Alternatives Evaluation Report was generated that screened a series of transportation alternatives based on similar characteristics, public input, and impacts to environmental resources, into a smaller number of broader corridor alternatives. For example, sixteen options for an east end bridge alternative were consolidated into six alternatives for the purposes of the Environmental Impact Statement. The EIS took a more in-depth look at these alternatives by evaluating numerous factors including social, environmental, and cultural impacts on the region. Approximately 20% of the preliminary engineering for the various alternatives chosen to be carried forward was completed during the EIS phase in order to get a relatively accurate, "real world" comparison of the impacts of each transportation corridor option. This study, along with previous studies, explored the viability of "non-motorized" or alternative transportation options to alleviate existing vehicular traffic congestion. Following the completion of the EIS in April 2003 and extensive public outreach and involvement, the Federal Highway Administration (FHWA) authorized the Ohio River Bridges Project in September 2003 by way of its Record of Decision (ROD).

The 2003 ROD identified the Two Bridges/Highway Alternative as the Selected Alternative. The FHWA, Indiana Department of Transportation (INDOT) and Kentucky Transportation Cabinet (KYTC) agreed that two new bridges and the reconstruction of the Kennedy Interchange in Louisville was the most feasible, long-term solution to meet cross-river mobility needs in the region. Following an inventory of existing conditions and analyses of several alternatives, it was determined the alignments selected (illustrated below) met the stated transportation needs with the least amount of impact to environmental resources and local communities.

The Selected Alternative included two new bridges over the Ohio River. The new I-65 bridge linked Downtown Louisville and Jeffersonville, Indiana. The second was located in the East End area approximately six



Ohio River Bridges Sections

miles upstream from the downtown bridge. It connected northeastern Jefferson County, Kentucky and Clark County, Indiana via (KY) 841 and (IN) S.R. 265 respectively. Since approval of the 2003 ROD, the FHWA, INDOT and KYTC advanced the design of the Project and sought to satisfy various stipulations of the original Memorandum of Agreement (MOA).

In early 2011, the Project's lead agencies (FHWA, KYTC, and INDOT) initiated the preparation of a Supplemental Environmental Impact Statement (SEIS) for the Project due to the passage of time of the original FEIS/2003 ROD, the present need for tolling revenues to assist in funding the project as determined through the Metropolitan Transportation Planning process, and the need to evaluate cost-saving measures in the Selected Alternative's design. A Notice of Intent (NOI) to prepare the SEIS was published on February 15, 2011 in the Federal Register. The NOI included a project description, a discussion of the proposed action, an expected project schedule, and contact information. The Final SEIS was approved by the FHWA on April 20, 2012.

As part of a revision to the 2003 ROD, the First Amended Memorandum of Agreement (First Amended MOA), based on the original MOA, was developed and approved on March 23, 2012. Updates contained within the First Amended MOA reflect new/revised stipulations based on changes made to the Project, as well as stipulations completed as part of the original MOA. The Revised ROD, including the First Amended MOA, was approved on June 20, 2012.

### 1.2 BRIDGES PROJECT SECTIONS

The Ohio River Bridges Project (Project) is comprised of two primary components, the East End Crossing, administered by INDOT, and the Downtown Crossing, administered by KYTC. The Downtown Crossing will result in effects on the Butchertown historic district. This section of the Project consists of: 1) a new downtown bridge immediately east of the existing Kennedy Bridge; 2) a new Kentucky approach to the (new)

bridge and ramp systems including rebuilding the Kennedy Interchange within the existing right-of-way.

### 1.2a The New Downtown Crossing Effects

The aerial maps on Page 10 compare the existing Kennedy Interchange configuration to the new Selected Alternative's design serving Butchertown, Phoenix Hill, and downtown Louisville. The Downtown Crossing section of the Bridges Project will consist, in part, of a new six-lane bridge adjacent to the existing Kennedy Bridge to carry northbound traffic across the river. Traffic patterns on the Kennedy Bridge will be reconfigured to provide six southbound-only lanes. In addition to the new approach to the I-65 bridge(s), the Kennedy Interchange will be rebuilt in place, the existing I-64/Story Avenue interchange overpass in Butchertown will be widened within its existing footprint, and the I-65/Muhammad Ali Boulevard in Phoenix Hill (Liberty Street interchange) will be rebuilt. It should be noted that the original EIS alternative relocated the Kennedy Interchange to the south of its existing alignment, which placed it adjacent to the northern edge of the Butchertown Historic District. However, the Selected Alternative calls for the Kennedy Interchange to be rebuilt in-place and leaves much of the existing industrial and commercial properties that separate the present interstate from Butchertown. This has resulted in a significant reduction of effects on the historic district.

### 1.3 PUBLIC PARTICIPATION PROCESS

Whenever the effects of proposed changes, or development in general, could impact a community or communities, those potentially affected should always be given an opportunity to provide input into the decision-making process. Public involvement is essential in designing new bridges and roads that realize the numerous benefits and needs of the communities, while minimizing the impacts. Through public meetings, newsletters and the Project's web site, the Project team provided information to the public and offered those affected a chance to comment on key design issues. Beginning in 1998 with the environmental impact phase of the Ohio River Bridges Project, the Project team has maintained open lines of communication with the public throughout the process utilizing several methods and tools. That effort will continue throughout the design/build phase of the Project, allowing people to provide feedback on issues such as the bridge type selection process, aesthetic design guidelines and Context Sensitive Design (CSD) issues, impacting nearby neighborhoods. The following is a brief description of the efforts undertaken and stakeholders involved in this public participation process.

#### Bi-State Management Team

The Bi-State Management Team (BSMT) consists of representatives from the following government agencies.

- Federal Highway Administration
- Indiana Department of Transportation
- Kentucky Transportation Cabinet

The Bi-State Management Team represents the final authority for

approving implementation measures that avoid and/or mitigate the Project's effect on historic properties. This decision-making body takes into consideration recommendations provided by the Bi-State Historic Consultation Team.

**Bi-State Historic Consultation Team**

The Bi-State Historic Consultation Team (BSHCT) consists of representatives from the following organizations.

- Federal Highway Administration
- Indiana Department of Transportation
- Kentucky Transportation Cabinet
- Indiana State Historic Preservation Office
- Kentucky State Historic Preservation Office

This consultation team provides guidance to the Bi-State Management Team as to design and construction methods that comply with the terms of the historic preservation commitments in the Project's First Amended MOA. Such recommendations, are derived from the guidance of the Historic Preservation Advisory Teams described below.

**Historic Preservation Advisory Team**

The Historic Preservation Advisory Teams (HPAT) are organized to ensure the Project is designed in a manner that respects the historic qualities, landscapes, buildings and features within the affected area(s), as defined by the First Amended MOA. There is a Historic Preservation Team for both Kentucky and Indiana; Kentucky Historic Preservation Advisory Team (KHPAT) and Indiana Historic Preservation Advisory Team (IHPAT) respectively. The role of the HPAT is to review and comment on Project design details, thereby assisting the Bi-State Historic Consultation Team and the Bi-State Management Team in implementing the stipulations of the Project's First Amended MOA. Members of the Kentucky Historic Preservation Advisory Team involved in the Project include:

- Louisville/Jefferson County Metro Government Historic Preservation Office
- Louisville/Jefferson County Metro Government
- Butchertown Neighborhood Association Inc.
- City of Prospect
- Phoenix Hill Association Inc.
- River Fields, Inc.
- The National Trust for Historic Preservation
- Preservation Louisville
- Preservation Kentucky

**Area Advisory Teams**

There are four Area Advisory Teams representing each of the four areas where a bridge approach will be built. They meet with the Project's design/build teams and provide feedback on design and aesthetic considerations with the specific needs of their respective communities in mind. The diverse organizations comprising these teams include environmental organizations, government agencies, neighborhood associations and preservation groups. Participating groups in the Kentucky portion of the Downtown Crossing for the Ohio River Bridges Project include:

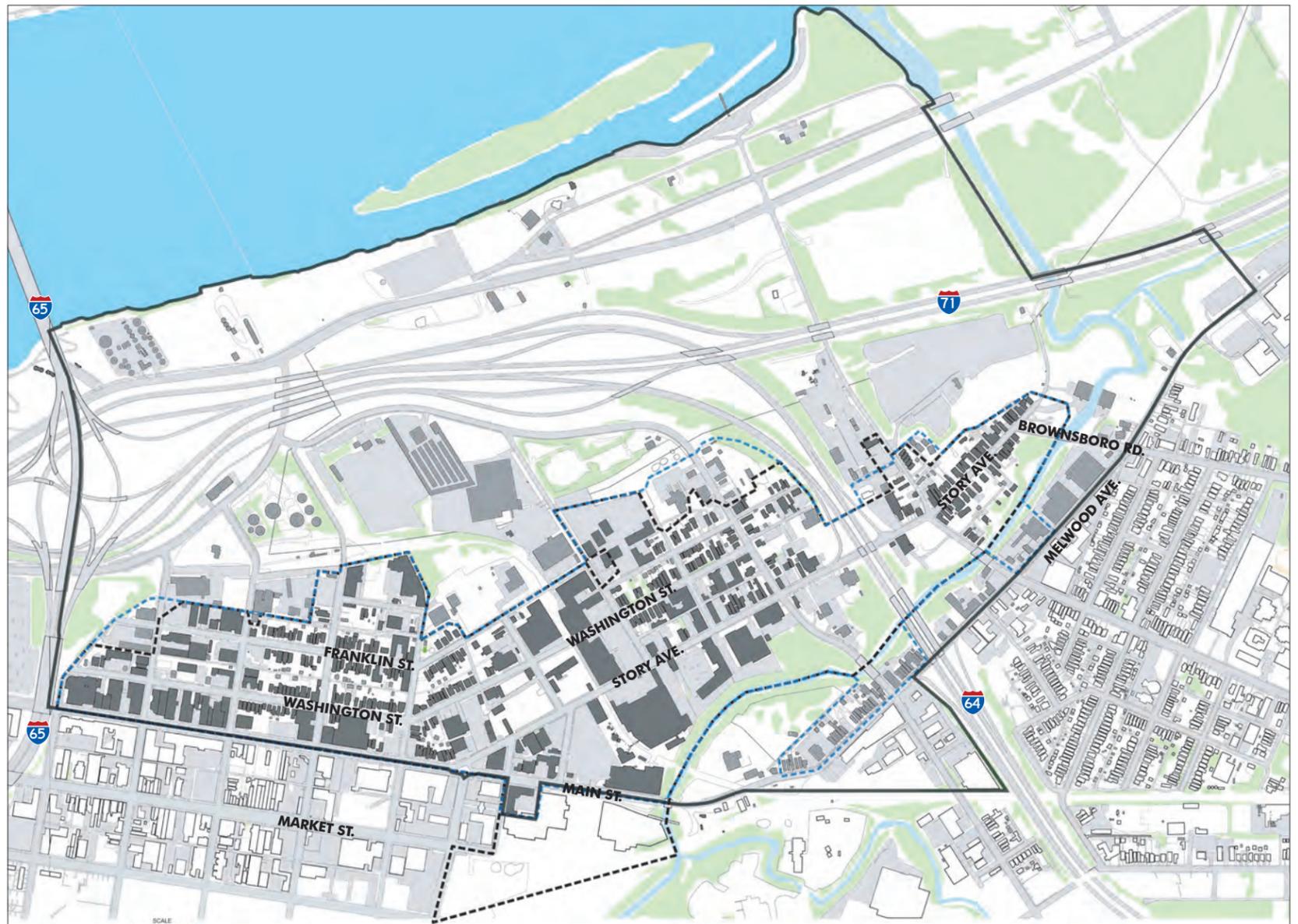
- Butchertown Neighborhood Association
- Clifton Community Council
- Downtown Development Corporation
- East Downtown Business Association
- Louisville Central Area Inc.
- Louisville Central Community Center
- Louisville Development Authority
- Louisville Metro
- Louisville Metro Councilman David Tandy's office
- Louisville Metro Councilwoman Tina Ward-Pugh's Office
- Louisville Metro Housing Authority
- Louisville Metro Public Works Department
- Louisville Waterfront Development Corp.

- Main Street Association
- Phoenix Hill Association Inc.
- South Broadway Business Association

**Regional Advisory Committee**

This committee consists of nearly fifty organizations from Kentucky and Indiana representing a wide range of interests. Members include key city and county government agencies, civic and community groups, trade associations, and environmental groups. The role of this committee is to review Project work and ensure regional issues are being addressed throughout the design/build process of the Project.

**Stakeholder Meetings**



Historic District & Neighborhood Boundaries Neighborhood Boundary Local Historic District National Historic District

# Project Introduction

Existing East Downtown and Kennedy Interchange



Neighborhood Boundary ——— National Historic District - - - -

Throughout the Project’s design/build process, the Project team presented information to the public about design concepts, bridge types and aesthetics which offered affected communities and individuals the opportunity to provide feedback. This process generally began with a kick-off meeting that included a presentation to stakeholders affected by the Project. Notification of stakeholder meetings was posted on the Project’s website ([www.kyinbridges.com](http://www.kyinbridges.com)), emailed to citizens and organizations registered on the Project’s database and distributed to various media outlets.

During the development of this historic preservation plan, meetings were held with the Kentucky Historic Preservation Advisory Team (KHPAT) to maintain an open line of communication and consider feedback from team members on the plan’s content and process. Workshops were conducted in May, July and September of 2006 to review drafts of the Butchertown and Phoenix Hill HPP’s and discuss revisions or recommendations relevant to each document. Following each workshop with KHPAT members, relevant comments provided by team members were incorporated into subsequent HPP’s. However, as a result of the continuing dispute resolution process initiated in 2009, the Federal Highway Administration (FHWA), determined revisions to the Butchertown HPP would be delayed until further notice. Per **Stipulation II.F.2** of the First Amended MOA, historic preservation plans completed prior to January 1, 2012 will be revised as appropriate to reflect Project design changes.

The integrity of a historic district is irreparably compromised once the resources that comprise it are altered or destroyed. Preservation planning provides for the conservative use of these properties by preserving them in place, and avoiding harm when possible. The National Park Service has adopted the Secretary of the Interior’s Standards for Preservation Planning to guide historic preservation planning efforts. These principles apply to the study and development of historic preservation plans in order to establish the value of historic resources, goals for preserving them, and a process that can be integrated into a broader planning process.

To make responsible decisions about historic resources, existing information must be used to the maximum extent possible and new information must be acquired to supplement this existing knowledge. This should include public participation as part of the planning process to provide a forum for the open discussion of preservation issues. It is the intent of the planning process to utilize public involvement to assist in defining values of properties and preservation issues, rather than limiting public participation to review decisions already made. Early and continuous public participation is essential for the broad acceptance of this HPP and recommendations within.

The Butchertown HPP was developed in consultation with property owners, the Butchertown Neighborhood Association, the general public, pertinent Louisville Metro agencies, KHPAT and BSHCT members, as well as local, regional and state government planning interests. The HPP refers to, and builds upon, existing studies and plans such as the Ohio River Corridor Master Plan, the Cornerstone 2020 Plan, Butchertown Neighborhood Plan, Louisville Public Art Master Plan, and other documents addressing the district that have been adopted and/or referenced by Louisville Metro. The Beargrass Creek Watershed Report, developed under the guidance of Louisville Metro’s Metropolitan Sewer District, was also referred to regarding water quality issues along this important natural feature.

The Project’s First Amended MOA stipulates the HPP(s) focus on issues within the National Historic District boundary. Although the analyses and recommendations center on issues within the national boundary, additional factors outside this area can influence the character and fabric of Butchertown. Various sections of **Chapter 3** address some of these “external” issues that can or will affect the integrity of Butchertown as a whole, as well as certain historic resources within it. Similarly, proposed recommendations not only encompass those stipulated (and funded) in the Project’s First Amended MOA, but additional items outside the Project’s scope. Although it is understood that the BSMT, the decision-making body of the Project, may decide not to adopt/approve such items, these proposed recommendations represent an integral part of the long term viability and historic integrity of the Butchertown neighborhood. Implementation measures addressed in **Chapter 11** explore alternative avenues for funding such projects outside the scope of the Bridges Project.

## 1.4 INTENT OF THE PRESERVATION PLAN

The intent of this historic preservation plan is to identify the unique characteristics, context, and historic significance of the Butchertown National Register Historic District (Butchertown Historic District) and recommend ways to protect and enhance these features. This HPP will provide a context to inform and guide the implementation of specific mitigation measures for the Butchertown Historic District as stipulated in the Project’s First Amended MOA. This revised MOA stipulates the Butchertown HPP address several pertinent issues or objectives. Each goal or objective either (1) focuses on a specific situation, area, or property; or (2) applies to the study area as a whole. Specific items addressed in this HPP include:

- Establishment of the necessary background information, analysis, land uses, circulation issues, urban design features, infrastructure, and recommendations.
- Mitigation of the impacts of the Project on the Butchertown Historic District.
- Retention and preservation of historic and architectural resources within the district and surrounding context.
- Development of a thematic context study to assist in future nominations within the historic district.
- Creation of guidelines for infill construction, and signage, and the demolition or moving of buildings.
- Coordination of HPP recommendations with other public and/or private activities in Butchertown.

New Ohio River Bridge and Rebuilt Kennedy Interchange



Neighborhood Boundary ——— National Historic District - - - -

CHAPTER 2  
Historical  
Context of Butchertown



# Historical Significance of Louisville

## Purpose of the Historical Context

The development of a historic context is the foundation for decisions about the identification, evaluation, and treatment of historic properties. The information developed in this historic context serves as a framework for analyzing individual properties or groups of related properties to determine which associations or physical features make them historically significant. The Ohio River Bridges Project's First Amended MOA (March 23, 2012), **Stipulation II.F.1.f** states the HPP will:

"...recognize the unique character, context, and historic significance of each resource/area and will identify ways to protect and enhance the historic qualities found there, particularly those related to the avoidance, minimization, and mitigation of adverse Project effects."

This exercise is also part of the ongoing research conducted as part of the Bridges Project, and provides Project designers with an important overview of the historic features of the Butchertown Historic District. Understanding the historic context of Butchertown will inform designers when developing *Context Sensitive Design* solutions for the interstate corridor, as well as other mitigation measures within the Butchertown Historic District.

This chapter provides a discussion of Butchertown's history, development, and character-defining features informed by the pertinent aspects of Louisville's history. Although much of the following research of Butchertown's history is similar to that developed for the historic context component of a National Register nomination, it has been reorganized slightly in order to be more relevant within the scope of this HPP. Refer to the **Appendix** to view the original research paper and associated citations from which the historical information in this chapter evolved. This information, along with the previous research pertinent to the EIS and Section 106 review, can collectively serve as a catalyst for future research relevant to Butchertown's history.



1796 Map of Louisville

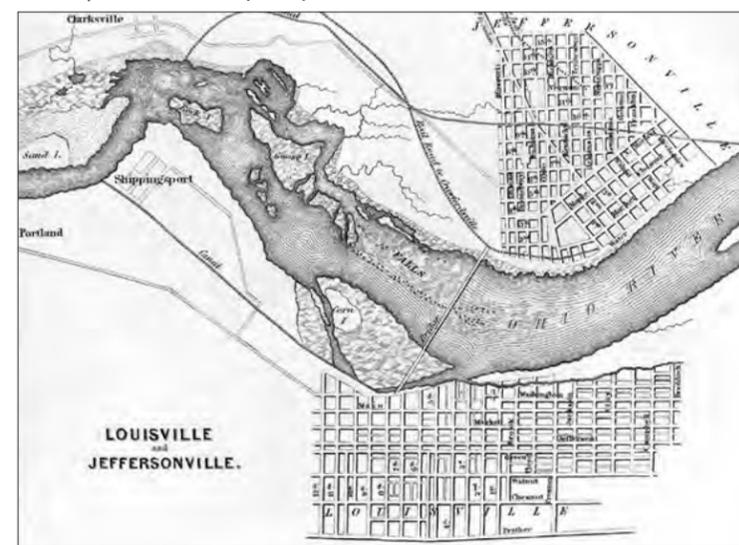
This context looks at early settlement history in what is now Butchertown, the history of the neighborhood, and the history of Louisville. The Butchertown neighborhood is located just east of downtown Louisville, and is bordered by the Ohio River on the north, I-65 on the west, Main Street on the south, and Mellwood Avenue and Beargrass Creek on the east. Because the neighborhood is located within the City of Louisville, it is necessary to develop a larger context for the city in order to identify and assess the events and themes that shaped the neighborhood over time. The formation and growth of Butchertown is rooted in events specific to Butchertown, and also substantively intertwined with the development of Louisville.

## The City of Louisville

The modern City of Louisville is located on the south bank of the Ohio River just upstream from the Falls of the Ohio. The Falls are a two-mile stretch of usually unnavigable rapids that constitute the only natural obstacle to river traffic between Pittsburgh and the Gulf of Mexico via the Ohio and Mississippi Rivers. It was these rapids that were ultimately responsible for the establishment of Louisville. During a time when most river travel consisted of shipments of raw materials downriver in manually powered keelboats and flatboats, most stopped in Louisville so pilots could guide them safely through the rapids, and their cargo and passengers could be portaged around the Falls. This location, along with other geographic and natural characteristics of the Louisville area, contributed to its early settlement and the subsequent development of outlying neighborhoods such as Butchertown.

## Development of Louisville

Louisville's initial and primary area of settlement was focused to the north and west of Butchertown, along the Ohio River near the mouth of the original course of Beargrass Creek (at present-day 3<sup>rd</sup> and 4<sup>th</sup> Streets). This site was just upstream from the Falls of the Ohio, a two-



1838 Map of Louisville

mile stretch of rapids where the Ohio River descend twenty-six feet. The Falls have since been tamed by flood control dams. The mouth of Beargrass Creek formed a natural port and safe harbor immediately upstream of the Falls and soon became a center of commerce. The rapids also formed a natural ford across the river and the trails or traces of large migratory native herds, including bison and elk, were the antecedents to roads, such as the Wilderness Trail, that connected the Bluegrass region of Kentucky with settlements to the north, south, and east. Louisville was the logical trans-shipment point for the warehousing and transfer of salt, agricultural products, and other natural resources brought overland from the interior of Kentucky. Products were loaded onto boats harbored at the Beargrass Creek port on the Ohio for distribution to burgeoning cities up and down river. This early distribution system evolved and expanded as "western" markets, such as New Orleans, became significant urban centers while transportation (steamboats, roads, canals, and railroads) developed.

Louisville's earliest development began with the establishment of a fort and cabins constructed by George Rogers Clark. His army of 150 men and a few families landed on Corn Island (now submerged), immediately upstream of the Falls of the Ohio, on May 27, 1778. The frontier militia used the encampment as headquarters for attacks against the British during the Northwest Campaigns north of the Ohio River. After his victories over the British at Kaskaskia and Vincennes, Clark ordered the few remaining settlers to abandon Corn Island and construct a new fort. The log stockade was constructed at modern-day 12<sup>th</sup> and Rowan Streets and numerous settlers' cabins were constructed nearby. In 1779, a plan for a city to be named Louisville, in honor of France's King Louis XVI and his support for the American cause during the Revolution, was prepared.

Clark's campaigns of 1778-79 seemed to offer greater security for the early Kentucky stations, or frontier communities, and a surge of settlers was realized. In the spring of 1780, it was reported that three hundred large boats had arrived at the Falls of the Ohio. The population of

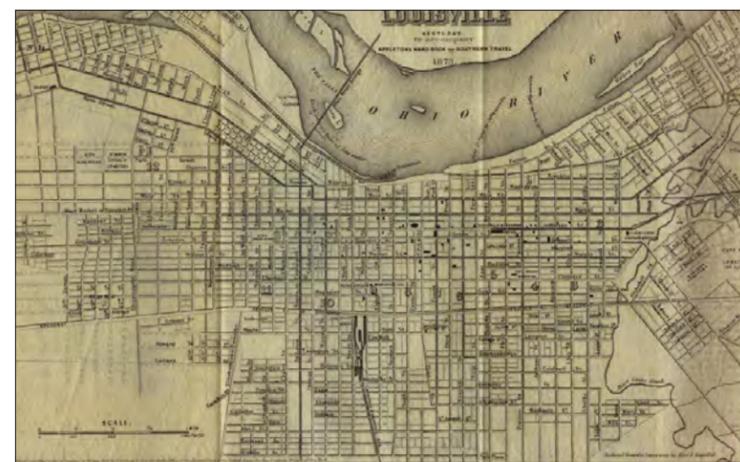


1861 Map of Louisville

the stations on or near Beargrass Creek was estimated to be about six hundred men. The influx subsided in 1781 but resumed in 1784. That was the first year Kentucky farmers produced large surplus crops.

In 1781, Fort Nelson was constructed between Main Street and the Ohio river near present-day 7<sup>th</sup> Street, encompassing about an acre of land. Commercial and mercantile stores developed within the urban center throughout the 1780s, including a general store, distillery, tobacco warehouse, and the city's first tavern. Critical to the nascent town's viability was the surplus production of salt in nearby Bullitt County. Salt was a necessary ingredient to curing meat which was essential to frontier survival. Louisville became the primary salt trading center on the western rivers.

In the 1770s and 1780s, Kentucky was a county of Virginia, and veterans of the French and Indian War were awarded land grants in Kentucky by Virginia's governor. Land grants provided an additional stimulus for western settlement. Harrodsburg, the first settlement in Kentucky, was established in 1774 by James Harrod, but had to be abandoned that summer due to Indian uprisings, and was re-established the following year. Two main routes were utilized to access Kentucky in the late-eighteenth century. Most traveled over land through the Cumberland Gap and then northwest to Harrodsburg. The primitive road continued north to the headwaters of Beargrass Creek and the Falls of the Ohio. The other passageway was down the Ohio River. Boats of all sizes were utilized, from canoes for one or two people, and, most commonly, flatboats with a cabin, fireplace, and a pen for livestock. The flatboats were designed only for traveling downstream and generally traveled fifty to one hundred miles a day. Another common vessel on the Ohio River was the keelboat that was constructed for both upstream and downstream travel. A keelboat could carry freight cheaper than a wagon over the poor roads of the time. This continual influx of inhabitants into Kentucky, and political agitation for greater legislative control over their own affairs, led to statehood in 1792 as the fourteenth state in the union.



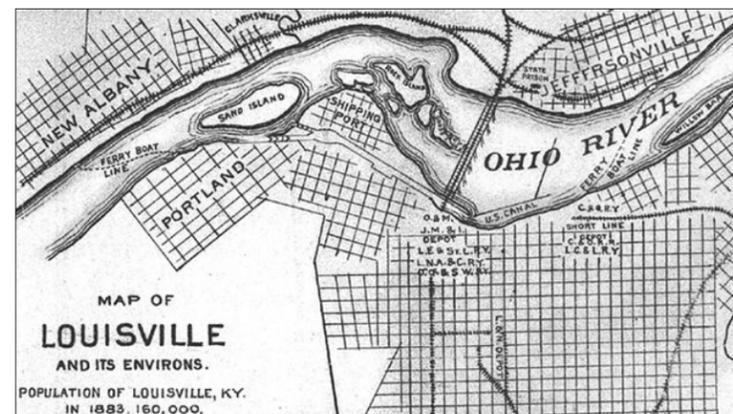
1873 Map of Louisville

In the 1820s and 1830s, a series of turnpikes was established that connected Louisville with the interior of Kentucky; creating a regional transportation network of roads, rivers, and canals. As a result, Louisville became a center for exporting agricultural goods, such as tobacco, pork, beef, lard, flour, lumber, hemp, corn, and whiskey, from throughout Kentucky, and importing manufactured goods from northern industrial centers. River-related industries also boomed, with the establishment of new shipbuilders, iron foundries, mills, and stone quarries. Steamboats also made passenger travel easier and more accessible, thus facilitating an influx of immigrants to many river cities including Louisville.

### Early Growth of Louisville

Louisville grew slowly in the early-nineteenth century and most of the town was concentrated within two blocks between the river and Market Street. By 1800, the fledgling town had a population of 359, less than a quarter of Lexington's 1,759 residents. Several factors contributed to this modest growth. First was the continued threat posed to incoming settlers by local Native Americans, who remained a danger until the Battle of Fallen Timbers in 1794. Louisville also suffered from regular outbreaks of malarial-type fevers (thought to be carried by the mosquitoes that thrived in the area's numerous ponds). These outbreaks, combined with a smallpox epidemic, earned Louisville the nickname "Graveyard of the West". Spain's decision to close the Mississippi River to American trade greatly curtailed Louisville's ability to market to the West. With Pickney's Treaty of 1795 and the Louisiana Purchase of 1803, navigation rights were granted, western trade flourished, and Louisville's growth was assured.

The natural peninsula that was formed by Beargrass Creek was developed into wharves and was known as Preston's Landing. By the early-nineteenth century, Louisville's wharves handled hundreds of tons of cargo. Most of this traffic consisted of raw materials being shipped down river. In the first decade of the nineteenth century, 60,000 tons of goods were shipped downriver from Louisville to New



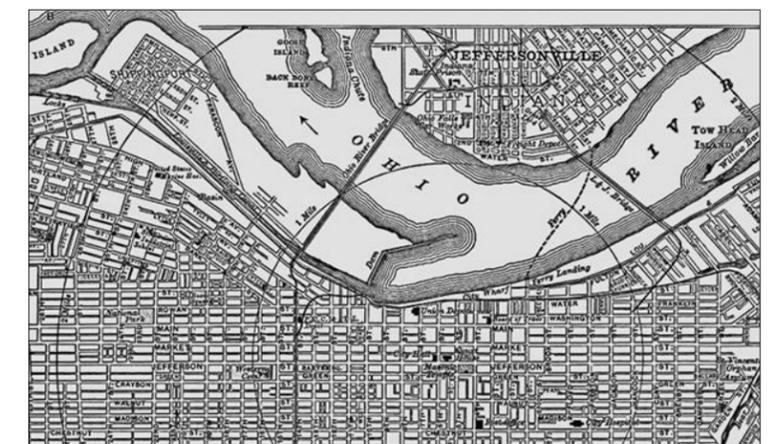
1883 Map of Louisville

Orleans, while only 6,500 tons were shipped upriver. The introduction of the steamboat allowed for two-way river transportation and soon transformed Louisville from a stopping point on the Ohio into a commercial center.

On October 28, 1811, the first steamboat on the Ohio River, the *New Orleans*, arrived in Louisville, heralding a revolution in transportation that would rapidly transform the entire Ohio River valley. The steamboat was not able to pass the Falls of the Ohio until the river rose in December. In 1815, *Enterprise* arrived in Louisville from New Orleans after a trip of twenty-five days, a fraction of the three to four months required for flat boats and keel boats to make the upstream journey.

The steamboat sparked a new era in Louisville's prosperity. In 1823, 196 steamboats docked in Louisville. A year later this figure had risen to three hundred, and by 1829 over one thousand steamboats stopped in the city. Scores of warehouses were constructed to store the goods being shipped through the city. Louisville's prosperity stemmed from the city's position as the state's leading river port, and the city achieved this status by successfully tapping the rich agricultural hinterland of the Bluegrass.

Steamboat travel created prosperity, but also increased demand for a canal around the Falls. A canal was first chartered by the state in 1804, but not until the success of the Miami-Erie Canal in western Ohio were city officials convinced of the usefulness of a canal. Work began on the Louisville-Portland Canal in 1826 and was completed in December 1830. With completion of the canal, Louisville's carrying trade reached new heights. Larger steamboats were able to pass through the canal, carrying farm produce and manufactured goods to the expanding cotton plantations of Alabama and Mississippi. River-related industries also boomed, with the establishment of new shipbuilders, iron foundries, mills, and stone quarries.



1903 Map of Louisville

## Historical Significance of Louisville

After the introduction of steamboats on the Ohio River, Louisville boomed; its 1820 population of just over 4,000 was more than triple that of its 1810 population. In 1828, Louisville was chartered by the state legislature as Kentucky's first city, and in 1830, with a population of 11,345, it was the largest urban area in Kentucky. In the 1840s, Louisville's population further increased as a result of an influx of German and Irish immigrants to the city.

In 1850, Louisville was the tenth largest city in the United States. The downtown area had become densely developed, with streets laid out in the grid plan typical of American cities in the nineteenth century. South of the city, Jefferson County remained largely rural, with widely dispersed farmsteads encompassing as many as five hundred acres. Portland was annexed to Louisville in 1852. The canal was widened in 1872 to accommodate larger steamboats.

### New Inhabitants of Louisville

German immigrants migrated to colonial America in significant numbers, many settling in Pennsylvania, Maryland, and Virginia. In the late-eighteenth century, the descendants of these early immigrants were among Louisville's first settlers. In the early 19th century, the population of Louisville swelled, partially as a result of steam navigation on the Ohio River. Many of the new arrivals in the city were German immigrants, who traveled to river cities such as Louisville, St. Louis, and Cincinnati via steamboat, either from New Orleans or Pittsburgh.

Significant numbers of German immigrants lived in Louisville by the 1830s. They replicated cultural institutions to serve their needs, including churches in which services were conducted in German. A series of unsuccessful revolutions in the German states in 1848 resulted in the immigration of many educated Germans, known as "Forty-Eighters," to the United States. These immigrants, often politically liberal, proved outspoken critics of social and political policies with which they disagreed. Most German immigrants, particularly those with strong religious beliefs, disagreed with this political outspokenness, believing that it colored the opinions of American-born citizens to all Germans. By the 1850s the German population of Louisville numbered approximately 18,000, about 35 percent of the city's population.

Their sheer numbers assured that these neighborhood institutions also influenced the cultural development of the city as a whole. Germans influenced Louisville schools through the introduction of kindergarten and bilingual education. German language instruction was introduced into the city's public schools as early as 1854. German immigrants also established religious schools, orphanages, churches, breweries, beer gardens, singing societies, orchestras, Masonic lodges, and Turnverein (gymnastic societies). In many German churches, German, rather than English, was the primary language.

In addition to Germans, the Irish were also influential in the city's development. By 1850, the population of Irish-born immigrants in Louisville was 3,105, about one-sixth the number of German

immigrants in the city. Many of these immigrants were poor tenant farmers and impoverished victims of the potato famine (1845-1852) in their homeland, lacking the financial resources to establish themselves in business or buy property. Discrimination against Irish immigrants often forced them into menial, low-paying jobs; as a result, Irish immigrants often competed with freed blacks and slaves for jobs.

The waves of immigration during the 1840s swelled the population of Louisville. Many immigrants could not speak English and had little experience with democratic institutions. By 1850, foreign-born immigrants accounted for nearly one-third of Louisville's population. These immigrants, most of whom were Roman Catholic, represented a decidedly foreign element in a city dominated by Protestants of English or Scots-Irish ancestry.

Since most of the new immigrants joined the Democratic Party, once naturalized they also represented a threat to the political dominance of Louisville's Whigs, who were already torn by internal divisions over the question of slavery. Many Whigs joined the new American Party, generally known as the Know-Nothings, who claimed that foreign immigrants and Catholics represented a dire threat to Protestantism and democracy. By 1854, the party claimed a million members nationwide and was securely entrenched in the Ohio Valley.

Local politicians and newspapers fanned the flames of anti-immigrant hatred, particularly after 1854, when the Know-Nothings gained control of the Jefferson County government. Sporadic violence against immigrants became increasingly frequent in 1855. In April 1855, municipal elections in Louisville produced a Know-Nothing victory. In May, during elections for county court, violence increased. As the August election for state officers approached the rhetoric of Know-Nothing editors and politicians became even more heated. On election day, Democrats trying to vote found the polls controlled by Know-Nothings, who admitted their members while keeping naturalized citizens waiting in long lines in sweltering heat. Fights broke out between waiting voters and Know-Nothing thugs, and by noon, many German and Irish immigrants had given up trying to vote.

That afternoon and evening, violence erupted east of downtown in the "Uptown" neighborhoods where most of the city's German residents lived. Know-Nothing mobs set fire to buildings, ransacked stores and homes, and beat passersby. There were exchanges of gunfire between the mob and area residents. Having ransacked these neighborhoods the mob turned its attentions to the predominantly Irish neighborhoods west of downtown, setting fires and beating residents. The violence, which continued throughout the night and erupted sporadically over the next several days, came to be known as Bloody Monday. At least twenty-two people died during the riots.

Most German and Irish immigrants chose not to vote in the 1856 elections for fear of violence, effectively ceding the election to the Know-Nothings. The reign of the Know-Nothings proved brief, as the

issue of slavery came to dominate local and national politics, splitting the party and causing many of its members to drift to the Democratic Party or the newly formed Republican Party. In 1865, only ten years after Bloody Monday, Philip Tomppert, a native-born German, was elected Mayor of Louisville.

African Americans were among the earliest settlers in Louisville and were vital to Louisville's development and growth. Kentucky was part of Virginia until 1792 and some of Louisville's early settlers were slaveholders, with a small number of freed slaves also residing in the city. For example, in 1810, Louisville's population of 1,357 included 495 African-Americans (36 percent), all but eleven of whom were slaves. Within the city, slaves most often were quartered on their owner's property, often at the rear or alley side of the lot. This resulted in the creation of black enclaves in the middle of blocks, which enabled the slave and free-black population to develop a discrete culture that came to revolve primarily around churches.

The first black church, the Fifth Street Baptist Church, was established by 1829. By 1860, there were eight independent African American churches, as well as a number of fraternal organizations. There is evidence to suggest that African American slaves also had a small amount of financial independence. Although there were strict city ordinances prohibiting the practice, many slaves hired themselves out as domestic servants and as workers in Louisville's industries and building trades. When the Civil War broke out in 1861, African-Americans from Louisville expressed their political will by joining the 23,203 black Kentuckians who served in the Union Army.

### The Civil War Years

In the early decades of the nineteenth century, Louisville had close ties to the American South, due largely to extensive trade networks that depended upon the shipment of goods between Louisville and New Orleans. Despite these ties, many city residents considered themselves neither Northern nor Southern, and the city's culture more closely resembled that of a Western river town. At the outset of the Civil War, Kentucky remained officially neutral, and residents, including Louisvillians, showed their ambivalence about the war by joining companies that fought for both the Union and the Confederate armies.

Through the middle of 1861, Louisville profited handsomely from trade with states in the Confederacy. In September 1861, however, Kentucky formally declared for the Union, and the Union Army built a series of fortifications that surrounded Louisville's downtown area. These defenses included Forts Saunders, Hill, Horton, McPherson, St. Clair Morton, and Karnasch. Louisville became perhaps the Union's most important stronghold in the western theater. During the course of the Civil War, the city was twice threatened with capture by the Confederate Army. In the fall of 1861, Confederate troops got as close as Lebanon Junction. In September 1862, Confederates captured both Lexington and Frankfort, but their main force was turned back at the Battle of Perryville.

With the rise of the railroad during the third quarter of the nineteenth century, more and more of Louisville's products were shipped by rail. Neighborhoods like Butchertown benefited from this increased access to regional and national transportation. Economic prosperity for the area's meat packers did not stop during the Civil War, as Louisville became the primary transportation and supply center for the Union Army's western campaigns. Butchertown's meat packers obtained large contracts to supply meat for the Union armies, often working around the clock to fill orders.

### Post Civil War Growth

In the aftermath of the Civil War, Louisville took advantage of existing trade networks to expand its commercial ties with markets in the defeated Southern states, dubbing itself the "Gateway to the South." The increased sense of Southern self-identity also had racial overtones, as some of the city's white residents felt a war that had started to preserve the Union became a war to free African-American slaves. In fact, because Kentucky was not a Confederate state, its slaves were not freed by the Emancipation Proclamation. Not until ratification of the Thirteenth Amendment to the United States Constitution in December 1865 were Kentucky's slaves legally freed.

In the post-war years, both former Confederates and former Unionists held positions of power in Louisville. Manufacturing grew as an economic base following the Civil War. The city grew both geographically and in population, as black and white laborers moved to the city to fill manufacturing jobs. In fact, the city's African-American population more than doubled during the 1860s, numbering approximately 15,000 by 1870. It was during this period that shotgun cottages began to proliferate in the city's newly developing neighborhoods. This vernacular, working-class house type is usually one-story tall, one-room wide, and three to four rooms deep. Brick and frame examples with Italianate, Queen Anne, and Classical Revival detailing are found in neighborhoods surrounding downtown Louisville, including Butchertown.

After the Civil War, the gradual expansion of livestock production in the South, the development of the transcontinental railroad network, and the concentration of the livestock industry at new western railroad termini, such as Chicago, Omaha, St. Louis, and Kansas City, cut into Louisville's shipping business and severely eroded the city's standing as a national meat packing center. Nevertheless, the decades following the Civil War marked Butchertown's most successful years, as Louisville remained a regional packing leader.

Louisville's meat packing industry remained concentrated in the Butchertown area, near the Bourbon Stockyards. The industry was heavily dominated by German families, with such prominent firms as C.F. Vissman Company, the John M. Letterle Pork House, and Louis Bornwasser Company. Smaller firms, owned by local residents, such as Koch, Pfaffinger, and Henzel, also showed the industry's dominance

by ethnic Germans. The German influence within local industry also was evident in the four breweries established in the neighborhood by the end of the nineteenth century. These included the Franklin Brewery on Franklin Street, Oertel's and Steurer's on Story Avenue, and the Clifton Brewery at Brownsboro Road and Ewing Avenue.

The last half of the nineteenth century was also the heyday of Butchertown's largest outdoor park, Woodland Garden. Created in the late-1820s, Woodland Garden was located at the east end of Market Street between Wenzel and Johnson Streets. The garden was "a place of amusement," and one of only two open air public gardens in Louisville during the early-nineteenth century. By the 1860s and 1870s, entertainment at Woodland included horse- and foot-racing, target-shooting, ethnic songs and dances, bowling alleys, a merry-go-round, and swings. However, the most popular forms of entertainment appear to have been partaking of lager beer or wine; smoking cigars; eating sausage, cheese and pretzels; and listening to live music. During the late-1880s, theaters and public parks replaced gardens as the preferred choice of amusement. Woodland was the last remaining garden in the area, finally closing in 1888. The location remained vacant until 1902, when houses were built on the site.

Commercial and industrial growth in Louisville continued through the first quarter of the twentieth century. The downtown area was densely developed, with many new buildings of masonry construction, indicative of the sustained prosperity that the city experienced in the post-Civil War years. Waterfront industry remained important to the local economy and the city's riverfront was lined with publicly-owned wharves and privately-owned mills and manufacturing works. The rapid evolution of transportation during the second half of the nineteenth century and the first quarter of the twentieth had a significant impact on Louisville's growth and development patterns. During this period the city would be transformed by railroads, streetcar lines, interurban electric light rail systems, and automobile transportation. In addition to changing the loci of industrial and commercial activities, these modes of transportation spurred an unparalleled rate of suburbanization in Louisville and Jefferson County.

### The Rise of the Railroads

During the 1850s steam railroads supplanted steamboats, canal boats, and stage coaches as the most advantageous means of transportation. Louisville's first rail line was the Louisville & Nashville (L&N) Railroad, chartered in March 1850. Construction on the line connecting Louisville and Nashville began in 1855, and rail service between the two cities was inaugurated in October 1859. In addition to being more reliable than steamboats, railroads reduced travel time by following direct, overland routes. Trains were also a great improvement over stage coaches, offering smoother travel at much higher speeds. A trip between Louisville and Nashville that took two to three days by stage coach required only ten hours by rail. The network of interconnecting rail lines opened more trade markets, connecting

Louisville with other lines to Atlanta, Macon, Savannah, Memphis, and New Orleans. The L&N continued to operate through the Civil War. During the war, however, the railroad's infrastructure suffered repeated, extensive damage. Retreating Confederate soldiers often burned depots, destroyed tracks, and blew up bridges from the Green River in Kentucky to as far south as middle Tennessee. Despite the damage, the L&N company emerged from the war relatively intact. Its financial soundness was assured by the support of the federal government, which financed the costs of reconstruction and the purchase of rolling stock, as well as guaranteeing the railroad could continue its commercial operation in as large an area as possible.

Bolstered by these war-time profits in the post-Civil War era, the L&N embarked upon a period of growth and expansion that lasted over two decades. The L&N's success also was due in part to the financial ruin that most other Southern railroad companies had faced during the war. By purchasing insolvent companies, as well as their rail lines and rolling stock, the L&N quickly expanded to become the largest railroad in the South, with 1,150 miles of tracks by the late-1860s. By 1880, the L&N was the first major rail system to serve the entire South, a position that it maintained until the late-1970s. The company also shrewdly fostered ties with major northern industrial centers. Beginning in 1867, the L&N helped construct the first bridge across the Ohio River at Louisville, enabling them to connect to the national rail hub at Indianapolis. By 1900, the L&N controlled a rail network encompassing 3,000 miles. Through the mid-twentieth century, it remained a powerful corporation with an extensive network of tracks throughout the Southeast.

### Streetcars and Interurban Mass Transit

In 1844, mule-drawn streetcars connected Louisville and Portland; it was the third street railway in the United States. The line proved successful and more lines were planned, although they were not built until after the Civil War. These early streetcars provided transportation for workers who lived in the neighborhoods that developed around downtown Louisville and worked for the new manufacturing companies springing up around downtown's periphery. In June 1889, the city's first electric streetcar line entered service and proved immediately successful, in large part because it provided larger, faster, and more comfortable cars than its mule-drawn predecessors. In light of this success, plans soon were made to convert Louisville's mule-drawn streetcars to electricity; the last mule-powered streetcar was discontinued in 1901.

Electric streetcars played an important role in Louisville's geographical expansion. The relative convenience and affordability of the new cars allowed workers to travel greater distances to reach their jobs. Middle- and working-class families often took advantage of mass transit to relocate to new suburban neighborhoods that, by the late-nineteenth century, had begun to be constructed around well-established urban cores throughout the United States. Dozens of residential developments, such as those in Old Louisville, Uptown (now known

## Historical Significance of Louisville

as Phoenix Hill), and Shelby Park, were constructed during this period. Historic maps show that a streetcar line once ran along Preston Street, linking the south central area of Louisville's rapidly growing suburban neighborhoods with downtown. The character of the southern part of the city was transformed in only a few decades. For example, when the Louisville Jockey Club (now Churchill Downs) opened in 1875, it was well outside Louisville proper, but it is now surrounded by late-nineteenth century urban development.

The Daisy Line commuter train between Louisville and the Falls Cities began operation via the Kentucky & Indiana Terminal Bridge at New Albany in 1886. In 1893 the Daisy Line became the first steam (heavy) rail line in the U.S. to be converted to electric power. Interurban electric light rail systems were built across the country at the turn of the twentieth century, offering direct routes, frequent, affordable service and speeds up to 70 miles per hour through the countryside. Interurban lines radiated from downtown Louisville and connected the city to a number of outlying communities in Jefferson and surrounding counties. Interurban service between Louisville and Jeffersonville, Indiana via the Big Four Bridge began in 1905, with service to Indianapolis commencing in 1907. By 1911, a complex network of regional electric light rail routes had been completed. Travel on the interurbans was safe, convenient, and dependable. It became possible to commute to downtown Louisville's from far-flung suburban neighborhoods and outlying towns. In addition to spurring suburban development, the mass transit networks also played a role in the rapid expansion of Louisville's corporate limits between the 1880s and the 1920s.

While electric streetcars and interurban light rail had a profound influence in shaping Louisville's patterns of growth for almost fifty years, these transportation networks were entirely supplanted by the mid-twentieth century. A boom in automobile ownership during the 1920s drew riders away from mass transit, despite the higher cost and lower speed of automobile travel. A precipitous decline in ridership led to suspension of interurban light rail service in the 1930s. A decade later, Louisville's municipal government replaced the city's streetcars with gasoline-powered buses. The last streetcar ran on May 1, 1948, to the Kentucky Derby, and the extensive infrastructure that had supported Louisville's electric mass transit systems vanished soon thereafter.

### Introduction of the Automobile

In 1902, there were thirty-six automobiles in Louisville. Automobile ownership increased dramatically during the 1920s, nearly quadrupling nationwide between 1915 and 1925. By the 1930s there were more than 54,000 privately-owned automobiles in Louisville, bringing traffic congestion to the downtown area. The Municipal Bridge (now the George Rogers Clark Bridge) bridge across the Ohio River to Indiana, opened on November 1, 1929, and was the first bridge at Louisville designed to serve automobile traffic. The bridge, its Art Deco pylons, and the Administration Building were listed in the National Register of Historic Places in 1984.

During the 1920s, the proliferation of automobiles necessitated the introduction of planning and zoning in Louisville, making it the first city in Kentucky to adopt such regulations. The popularity of automobiles and the construction of highways to serve them served to stimulate suburban development, drawing residents away from urban neighborhoods. This trend increased dramatically following the Second World War.

### Suburbanization

Isolated suburban development in Louisville began in the early-nineteenth century. In 1819, the construction of the Louisville and Lexington Turnpike provided a means for wealthy Louisvillians to reach their country estates more easily. The development of railroads, beginning with the Louisville & Frankfort line in 1851, further encouraged the creation of suburban enclaves for the wealthy. During this period, Louisville's suburban growth occurred on the east and west sides of downtown. After 1890, with the development of streetcar lines, the city began to expand to the south, establishing the Old Louisville neighborhood.

Several factors combined to encourage the earliest suburban development of outlying neighborhoods surrounding downtown Louisville. The Louisville Railway Company, which ran the city's streetcars, was created by the merger of two earlier companies. The new company gradually moved to electric streetcars, which covered greater distances in less time, opening new neighborhoods for development. The establishment of Louisville's park system, including Iroquois Park on the south, Shawnee Park on the west, and Cherokee Park on the east, encouraged residential development. Finally, an increasing number of people aspired to suburban living partly for health reasons. Increasingly, the middle and working classes could join the movement to the suburbs, as more moderately priced houses on smaller lots, combined with more lenient lending policies, brought home ownership within reach of more people.

The migration to the suburbs slowed during World War I, and thereafter new development was spurred in large part because of the increased availability and reliance upon automobiles. However, growth and development all but ended with the onset of the Great Depression, and remained stagnant throughout World War II.

In the years immediately following World War II, veterans returned and started families, and suburban development increased rapidly. Factors influencing this phenomenon included a spike in birth rates, the provisions of the GI Bill that funded housing for veterans and their families, the extension of utilities to outlying areas, and federal and state highway construction programs. In addition, during and after World War II, industries moved to suburban Louisville, followed in the post-war years by shopping malls and office parks. Louisville and Jefferson County's suburban development has continued into the twenty-first century.

### The Depression and World War II

As was the case across the United States, the Great Depression slowed growth and development in Louisville. Although the region benefited from several "depression proof" industries, the unemployment rate in 1932 for white workers was 23.5 percent, and for African-Americans 37.2 percent. Cigarette smoking increased dramatically during the 1930s, benefiting the regional economy. In addition, brewing and distilling became legal following the repeal of Prohibition in 1933, allowing breweries and distilleries to hire workers.

The outbreak of World War II had a profound economic impact on Louisville and the entire surrounding region as a result of the opening of several new war-related industries, including a \$30 million plant in Charlestown, Indiana, operated by the DuPont Company that produced smokeless powder for artillery. In 1940, a Naval Ordnance Plant was built on Rochester Drive near the L&N railroad yard that is now the location of the University of Louisville's Cardinal (football) Stadium. Several synthetic rubber plants were also opened during this time and were operated by companies including the DuPont Company, Goodrich, and National Synthetic Rubber. These factories were located close to one another near Bells Lane, leading the area to become known as Rubbertown. A second airport, originally named Municipal Airport No. 2 and later renamed Standiford Field, opened in 1941 and remains in use today as Louisville International Airport. Some of Louisville's original, pre-war industries also contributed during the war effort. The Ford Motor Company built jeeps during the war, and the Hillerick & Bradsby Company produced gunstocks for M-1 carbine rifles rather than the "Louisville Slugger" baseball bats for which it is better known for today. Even the local distilleries, which were decimated during Prohibition, became involved in the wartime effort. They produced industrial alcohol which was an ingredient used in the manufacture of synthetic rubber.

By 1940, the unemployment rate in the Louisville area was down to 11.5 %. Both white and black women benefited from the increased employment opportunities in Louisville's wartime industries, although segregation remained endemic. These industries combined provided 80,000 war-related jobs in the Louisville area by 1944.

During the war, thousands of workers migrated to Louisville from rural Kentucky and Indiana. This, in turn, created housing shortages. The shortage partially was addressed by development of two housing projects for defense workers, one of which was the racially segregated Sheppards Square project built in the Smoketown neighborhood. In addition, the Federal Housing Administration, through FHA loan programs, encouraged conversion of existing historic housing stock into apartments, which affected the Old Louisville neighborhood in particular.

### Post World War II

Following the war, synthetic rubber continued to be produced in Louisville, and the Curtiss-Wright plant was purchased by International

Harvester. New, post-war industries included the General Electric manufacturing plant (commonly known as Appliance Park) established in 1951, and a new Ford Motor Company assembly plant built in 1955. A year later, the Kentucky Fair and Exposition Center opened.

It was also during this period that racial segregation began to be successfully challenged. The first challenge occurred in 1948 when a Louisville schoolteacher, Lyman T. Johnson, filed suit to attend graduate school at the University of Kentucky. That same year, the main branch of the Louisville Free Public Library was integrated. All the library's branches were integrated by 1952. Louisville's public parks were opened to all in 1955, and the public schools were desegregated (although not integrated) in 1956. It was not until the 1970s that court-ordered busing resulted in integration of Louisville's and Jefferson County's schools.

### Early Butchertown Settlement

Prior to the establishment of the Butchertown neighborhood, much of the area was farmland owned by Colonel Frederick Geiger, a veteran of the Revolutionary War, the 1811 Battle of Tippecanoe, and War of 1812. The Geiger family immigrated from Maryland to Kentucky about 1781 as part of a group of fifty settlers led by Geiger's brother-in-law Jacob Funk. Funk had purchased 763 acres of a 2,000-acre land grant awarded to William Henry Harrison, and the Funks and Geigers may have claimed land in the Louisville area that was awarded to them as compensation for military service.

In 1790, Geiger bought land on Beargrass Creek and, by 1793, he owned 700 acres in the area that would become Butchertown. By 1797, he had petitioned the County for permission to erect a grist mill and saw mill on the "sinking fork" (Middle Fork) of Beargrass Creek, at the location of a previous mill constructed by David Barber. Local historians have tentatively identified the remnants of the mill's foundation along Beargrass Creek near present-day I-64. The mill was located near Geiger's Federal-style brick home that still stands near the corner of present-day Frankfort and Story Avenues. The front part of the home is reported to date from the 1790s and is likely the oldest brick structure in Butchertown.

By 1802, Geiger also owned farmland fronting the Ohio River near Towhead Island. Geiger constructed a road (modern-day Geiger Street) from the Bardstown Turnpike north to the Ohio River. The orientation of this street is continued in the present-day street grid pattern of much of Butchertown. In 1802, the county granted Colonel Geiger a license to operate a public ferry from his landing. The Geiger family operated the ferry until approximately 1840. Geiger also constructed a bridge over Beargrass Creek on the Bardstown Turnpike. The turnpike became the principal route for driving cattle and hogs to the Louisville market and to the port at Beargrass Creek for shipment downriver.

In 1808, Geiger deeded the riverfront tract to his son, Jacob, who oversaw the farm. The Geiger's family fortune increased substantially

and by 1823, Geiger owned twenty slaves and had taxable property worth \$10,000. In 1833, Jacob Geiger subdivided his land between Fulton Street and River Road. The development became known as the Geiger Addition and the Upper Point. The area would soon contain structures including the Margaret Wright Paget House (1838) and the French Garden.

The western portion of the neighborhood was once a part of Colonel William Preston's 1774 land grant. Preston was county lieutenant and surveyor of Fincastle County, Virginia, now part of Kentucky. Col. Preston was responsible for sending some of the earliest surveying parties into these western lands. In 1774, John Floyd and a party of men were sent to survey bounty lands offered to veterans of the French and Indian War. Colonel Preston came into possession of approximately one thousand acres to the south and east of modern Louisville at that time. This tract of land was annexed by Louisville in 1827 and became known as Preston's Enlargement. The tract includes the present-day western end of Butchertown and the adjoining Phoenix Hill neighborhood.

Beginning in the late-1820s, Louisville entrepreneurs developed a network of turnpikes that reached out to the city's agricultural hinterlands. Butchertown developed in a riverside area east of downtown, where several major roads converged. The presence of these roads attracted butchers and meat packers to the area, where they could intercept herds of animals being driven to market from the interior before they reached the urban core, from which butchering had been banned from an early date. The area's early growth was closely linked to Frankfort Pike and Shelbyville Road, corridors that connected Louisville to the interior, and the forks of Beargrass Creek, which together nearly enclose the neighborhood and define its boundaries and character.

In 1827, Louisville annexed part of what is now Butchertown. At approximately the same time, German immigrant butchers began to set up shops along Frankfort Pike and Story Avenue. They built homes fronting the street with small slaughterhouses at the rear of their properties, alongside Beargrass Creek. Farmers and drovers delivered their herds to the slaughterhouses, which processed the animals, discarding of wastes into the nearby creek. Processed meat was then hauled to the wharves in Louisville for shipment to market by steamboat.

The growth and success of the meat packing industry led to the establishment of other industries in the neighborhood, including tanneries, soap making, and candle making. Inns were opened to accommodate drovers, with associated pens and corrals to hold the animals. One of these inns, the Bourbon House, built in 1834, eventually became the Bourbon Stockyards. Until its closure in 1999, it was the oldest operating stockyard in the United States. The 20-½ acre site was purchased by the Home of the Innocents to build a campus to care for needy and disadvantaged children, and provide

other social services for the community.

Between 1834 and the Civil War, Louisville competed with Cincinnati for the title "Porkopolis." In 1845, the city's four largest slaughterhouses processed about 70,000 animals annually. By 1850, the city's six largest plants processed nearly 180,000 animals per year. The Butchertown neighborhood prospered because of its location near the northern terminus of the Louisville and Nashville (L&N) Railroad during the second half of the century. During the 1850s, Louisville was the nation's second largest pork packing center, butchering over 300,000 hogs annually.

Butchertown's period of significance spans approximately 150 years. Architectural resources within the district include character-defining examples that date from the late eighteenth century to the mid-1950s. The current street system dates to April 16, 1841, when city surveyor John Tunstall platted the area. However, the route of Story Avenue dates to the late eighteenth century. Most of the existing street names date from the 1841 plat. Street names such as Washington, Adams, Franklin, and Webster were chosen by two early landowners, George Buchanan and Isaac Stewart. Buchanan (for whom Buchanan Street is named) and Stewart were Whigs, and they named the area's streets for Federalist or Whig politicians; the only exception being Calhoun Street, named for a southern Democrat. The Beargrass "cut-off" was dug in the 1850s to divert Beargrass Creek into the Ohio River above downtown Louisville. Originally, the creek emptied into the Ohio River around Third and Fourth Streets downtown. The rerouting of the creek allowed the expansion of the city's wharves and ensured that waste dumped into the creek from Butchertown's industries did not flow through downtown Louisville.

### Historic Land Use Patterns

One of Butchertown's most distinctive characteristics is the diversity of the area's land use and the close juxtaposition of residential, commercial, and industrial buildings. Within the neighborhood, residential, commercial, and industrial buildings of historic and architectural significance create a cohesive mid- to late-nineteenth century urban setting. The district's boundaries provide clear dividing lines between areas of mixed-use, with substantial surviving historical fabric, and blocks that are either completely industrial-commercial in character or comprised entirely of post-1950s construction.

After the Civil War, the gradual expansion of livestock production in the South, the development of the transcontinental railroad network, and the concentration of the livestock industry at new western railroad termini such as Chicago, Omaha, St. Louis, and Kansas City cut into Louisville's shipping business and severely eroded the city's standing as a national meat packing center. Nevertheless, the decades following the Civil War marked Butchertown's most successful years, as Louisville remained a regional packing leader.

Other early influences on the neighborhood were local breweries and

## Historical Significance of Butchertown

---

beer gardens. As previously mentioned, one such beer garden was Woodland Garden located at the east end of Market Street between Wenzel and Johnson Streets. Woodland was the last remaining beer garden in the area, finally closing in 1888. The property remained vacant until houses were built on the site in 1902.

Just as Butchertown benefited from its proximity to the Falls of the Ohio and the Frankfort Turnpike in the first half of the nineteenth century, the neighborhood also prospered because of its location near the northern terminus of the L&N Railroad during the second half of the century. With the rise of the railroad, more and more of Butchertown's products were shipped by rail. Economic prosperity for the area's meat packers did not stop during the Civil War, as Louisville became the primary transportation and supply center for the Union Army's western campaigns.

In the early twentieth century, Butchertown's family-owned meat packers faced increasing competition from large national packers who used mass production techniques. Indeed, by 1902, both the Swift and Armour corporations had established plants in Louisville. Local firms retained a significant share of the market, however, until well into the twentieth century.

In addition to the meat packing industry, Butchertown residents established factories and financial institutions, becoming increasingly assimilated into the mainstream society. As a result, identifiable German customs and traditions began to fade. German immigrants comprised roughly 35 percent of Louisville's population in the early 1850s. By 1900 the number of residents born in Germany or claiming at least one parent born in Germany had declined to roughly 24 percent of the population.

The Germanic influence on Butchertown culture began to fade as the local meat packing industry diminished. Sermons at local churches began to be conducted in English, as did classes in parochial schools. During World War I, anti-German sentiment caused many German institutions to downplay their German identity. This led to a further decline in the German character of neighborhoods such as Butchertown, whose residents sought to actively demonstrate their loyalty to the United States.

In 1931, Louisville's new zoning laws designated the entire Butchertown neighborhood as industrial. Following the devastating flood of 1937 many houses in the area were demolished. Housing stock in the neighborhood continued to deteriorate during the 1940s and 1950s, as area residents moved to the suburbs. The construction of an interstate highway through the neighborhood in the 1960s led to further disruption and demolition within the neighborhood.

Motivated by this construction, homeowners banded together to fight for neighborhood preservation. In 1966, they persuaded the city government to change the neighborhood's zoning to partial residential.

A new corporation, Butchertown, Inc., was created that purchased dilapidated structures in order to renovate them for resale. This resulted in the preservation of a number of historic buildings, as well as a more stabilized and energetic community. In 1976, Butchertown was listed in the National Register of Historic Places, under Criteria A and C, for its diversity of land uses, history, and architectural significance.

**Character Defining Features**

Significant urban elements can be found throughout the Butchertown historic district comprised of approximately 223 acres, including railroad tracks, brick sidewalks, the Beargrass Creek riparian corridor, and the concrete floodwall among other features. It is important to provide this overview of unique features found throughout Butchertown in order to present Project designers with relevant examples of what makes the Butchertown Historic District unique to Louisville. As noted in **Stipulation II.F.1.f** of the Project’s First Amended MOA:

“The HPPs will recognize the unique character, context, and historic significance of each resource/area and will identify ways to protect and enhance the historic qualities found there, particularly those related to avoidance, minimization, and mitigation of adverse Project effects.”



Unique Streetscape Features



architectural styles and types dating from the early-nineteenth century to the mid-twentieth century. Butchertown has an impressive collection of Federal Style (primarily brick) residences, a style uncommon in Louisville. The Federal Style has its roots in the English Georgian tradition, but was influenced by the popularity of ancient classical architectural ruins. Popular from the 1790s to the 1830s, the Federal style was made fashionable by the work of English architect Robert Adam. Houses constructed in the style are symmetrical, rectangular blocks. Slender columns and fluted pilasters typically emphasize the entrances. Curved surfaces and window openings, such as elliptical fanlights over doors and projecting bays, are characteristic of the style’s delicacy. Design elements include swags, garlands, urns, and decorative panels. The Fait/Geiger House at the corner of Frankfort and Story Avenue is a two-story, brick, Federal House with a side gable roof, interior chimneys and a large two story rear addition added circa 1850. The house was recently restored to its original appearance. The original home is most likely the oldest brick structure in Butchertown, with the main building purported to have been constructed by Colonel Frederick Geiger around 1796. The house was originally associated with a large parcel of land that extended to the river.



“Whitestone” Italianate Example

The Italianate style is another residential style common throughout Butchertown. Modeled on the informal farmhouses or villas of the Italian countryside, the style was popularized in the nineteenth century by Andrew Jackson Downing in publications on architecture and landscaping. Local examples are often two- or

two-and-a-half-story houses known as the “Whitestone type,” because they represent vernacular versions of high-style buildings designed by Louisville architect Henry Whitestone. Typically brick residences, these houses feature cornices with dentils; segmental-, round- or flat-arched window heads, usually with brick or elaborate cast-iron hoodmolds; and raised brick courses connecting the attic windows. Several examples of the style may be found on Adams Street.

Shotgun residences are common throughout the Butchertown district. The shotgun is a one-story building usually one room wide and three to four rooms deep. The front room is usually the most formal and most public room in the house. The back room is usually comprised of the kitchen, and is accompanied by a small porch or pantry located behind it. The shotgun was among the most common late-nineteenth and early-twentieth century house types in the urban South. The nexus of the development of the shotgun can be traced back to New Orleans, and the suitability of the shotgun style for crowded urban conditions radiated across the country from there. They were built throughout Louisville between the end of the Civil War and 1910, and are believed to comprise as much as 10% of the city’s housing stock.



Camelback Shotgun Example

The proliferation of the shotgun in Butchertown is indicative of the early development of the neighborhood as a middle- and working-class neighborhood. The houses are built of wood or brick, with a hipped or front-facing gabled roof, and are found with a variety of architectural detail, including Italianate-, Classical Revival-, and Queen Anne-style

ornament. Variations on the shotgun include the camelback and the double shotgun. The camelback is three to four rooms deep with the back portion of the house two stories high, with the front remaining a single story. The double shotgun is a single building with one roof over two shotgun plan houses divided by a common wall. Double camelbacks also exist, but are rarer. Typically found in urban industrial areas, the house type was perfect for deep narrow urban settings, making it an ideal fit for Butchertown. An example of a brick double shotgun house in Butchertown is the Edison House, located at 729 East Washington Street. Thomas Alva Edison boarded at this house from 1866-1868 while employed as a Western Union telegrapher. His Louisville stay was cut short when he was fired because one of his experiments ruined his boss’s office rug.

Also located throughout the neighborhood are industrial buildings that date from the mid- to late-nineteenth century to the present. While many of these buildings cannot be classified under a formal architectural style, they contribute to the diversity of the neighborhood.

The commercial buildings in Butchertown are primarily two or three story brick structures. Most are Italianate in style and have cast iron facades and storefronts. Portions of the Butchertown neighborhood also include industrial buildings that date from the mid- to late-nineteenth century to the present. While many of these buildings cannot be classified under a formal architectural style, they contribute to the diversity of the neighborhood and help to define major neighborhood streets.



Commercial Building Examples



**Floodwall**



Floodwall at Shelby and Franklin Streets

The first phase of flood protection began in 1948 and was completed in 1957 by the U.S. Army Corps of Engineers. The project was comprised of approximately 4 ½ miles of concrete wall, 12 ½ miles of earthen levee, and thirteen pumping stations, including the Beargrass Pump Station located just (north)east of Brownsboro

Road along the creek. Additional urban elements include the stone arch bridge (circa 1801) spanning Beargrass Creek at Frankfort Avenue (the only remaining example in Butchertown built during the late 1800’s), and the WPA-era concrete bridges spanning Beargrass Creek. Also common throughout the district are brick walks and alleys, iron fences with stone bases, and limestone curbing.

**Architectural Styles**

Butchertown’s built environment is significant for its diverse collection of

## Character Defining Features of Butchertown

### Landmark Buildings



St. Joseph's Church

The neighborhood has a number of landmark buildings that represent different stylistic influences. The most prominent of these resources is St. Joseph's Roman Catholic Church. Founded in 1866, the building was originally designed by architect Adolph Druiding, who also completed designs for buildings in St. Louis and

Chicago. The current building dates from 1885 and features 175-foot towers completed in 1905-1906 that are the tallest church spires in the city and one of the longstanding neighborhood landmarks.

Located across the street from St. Joseph's Church is the Letterle Fire Station. Completed in 1873, the architect for the fire station is unknown, but the building features a Baroque balustrade and stone pilasters. The building bears the name of Senator J. M. Letterle, who was a "boss butcher," first president of the Metzger Verein (Butcher's Society), and a city councilman. The station is individually listed in the National Register as part of the Firehouses of Louisville multiple property listing. The former firehouse was recently rehabilitated as a private residence.



William Gnau Building

On the northeast corner of Adams and Washington Streets is the William Gnau Building. This building was the residence and place of business of William Gnau, owner and operator of William Gnau Groceries, Provisions, & Feed Company, one of the oldest groceries in the area.

Until its closure in the late 1990s, the Bourbon Stock Yards was the oldest stockyard in the United States. The origins of the yards date to 1834, and the establishment of the Bourbon House, a hotel located between Washington Street and Story Avenue near Cabel Street, served as an inn for farmers and drovers delivering livestock to local slaughterhouses. By 1854, the hotel was known as the Bourbon House & Stock Yard, and was owned by slaughterhouse operator, Herman F. Vissman. Vissman built a new facility near the corner of Main and Johnson Streets in 1864, and in 1875, incorporated the business as the Bourbon Stock Yard Company. During the late-nineteenth century the firm constructed a modern public market with offices for professional purchasing agents and commission firms, loading and unloading docks, and other facilities that allowed it to dominate the cattle market in Kentucky for more than a century. In March 1999, the twenty-acre site was purchased by the Home of the Innocents who intended to



Original Stockyard Exchange Building

build an expanded campus for its children's ministry. The construction of the children's home severely affected the integrity of the stockyards, resulting in demolition of the majority of the complex. The stockyard's most impressive building, the Stockyard Exchange Building designed by premier Louisville architect D.X. Murphy in 1914, survives. The Exchange Building is an excellent example of the Beaux Arts style, displaying some of the most elaborate terra cotta work in Louisville.



Former Grocers Ice and Cold Storage Company Building

Located at 609 East Main Street, on the northeast corner of Main and Hancock Streets, the former Grocers Ice and Cold Storage Company building has been a local landmark since 1906. The building's façade was significantly altered following a fire in 1991 and now features two-tone yellow brick and terra cotta tiles. The building displays prominent keystone lintels and large quoins on the front façade.



Original Butchers Hide & Tallow Building

The Butchertown Market Building is located at 1201 Story Avenue. Formerly the Louisville Butchers Hide & Tallow Company, the building was once the home of a consortium of "boss butchers" who organized in 1873 to maximize profits and reduce competition.



Original Butchertown Candle Factory

The Butchertown Candle Factory building, which has housed the Hadley Pottery Company since 1944, is considered to be the oldest operating factory building in Butchertown. The building, built in the early-eighteenth century, was reportedly the first industrial structure in Louisville to be wired for electricity. It is also believed that the building served as a stop on the Underground Railroad.

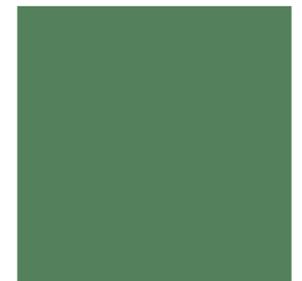
Another Butchertown landmark is the Bakery Square building, located at Washington and Webster Streets. In 1871, the building housed the Long & Brothers Chair Company, manufacturers of rattan and split-bottom chairs. In 1890, cabinetmakers Charles F. Meyer and John G. Rath opened the Louisville Store Fixture Works in the building, producing bank, office, store, and saloon fixtures. The company operated at the corner location until 1902. The building was home to a series of businesses over the next 20 years before being acquired by the Hellmueller family, well-known Louisville bakers. Engelbert Hellmueller founded the Hellmueller Baking Company in 1925. The Hellmueller family occupied the building for 40 years. The operation was a family-run, wholesale bakery that offered home delivery service. In 1973, the property was renovated and reopened as Bakery Square, a series of retail shops and offices.



CURRENT CONDITIONS



CHAPTER 3  
Inventory and Analyses



### Introduction

The following chapter examines some of the primary influences affecting the Butchertown Historic District and pertinent areas adjacent to the district. Similar to the previous *Historic Context* section, this information is intended to provide a context for Project designers and how their decisions may affect specific historic structures, and the historic district in general. According to the Project's First Amended MOA, **Stipulation II.F.1.g** states the HPP will:

"The HPPs will consider land use, transportation patterns, and other urban/suburban related planning issues, as appropriate."

This section introduces the physical characteristics of Butchertown's urban fabric and defines the opportunities and constraints found within the historic district. An inventory of the district's strengths and weaknesses serves to inform and organize the recommendations proposed in the latter chapters of this preservation plan. Examples of opportunities and constraints addressed include:

- General overview of land uses and building conditions
- Primary and secondary gateways
- General circulation patterns
- Physical and symbolic linkages to surrounding areas
- Unique features or neighborhood anchors
- Historic resources
- "Gaps" in the urban fabric

The chapter concludes with information addressing "Areas of Influence" surrounding the Butchertown historic district and a brief overview of archeological considerations related to the Bridges Project.

### "CHARACTER AREA" DESCRIPTIONS

In order to better understand the Butchertown Historic District as a whole, the neighborhood was organized into smaller, more manageable "character areas" for this analysis. Through field investigation, the rationale for the creation of these character areas evolved based on several factors including similar land uses, common streetscape features, or influential circulation patterns. The result is the creation of six character areas illustrated on pages 25 and 27, and described in the following sections. Of these six areas, the **Residential Core** designation is subsequently divided into three sub-categories. These delineations are utilized to help define and analyze land use and circulation issues in the remaining sections of this chapter.

The Butchertown Historic District is comprised of three primarily residential areas located at the eastern and western edges, and one centrally located in the district. Although each of these areas is primarily residential in nature, each contains unique features or elements that set it apart from the remaining areas. Listed below are descriptions of each area and their respective assets and liabilities.

#### 3.1) Residential Cores

**3.1a) The Eastern Residential Core** extends along Story Avenue from Interstate-64 to Brownsboro Road. As will be discussed in the

"Infrastructure" section, Brownsboro Road and Frankfort Avenue serve as the primary endpoints for this section of the district. This area also contains a diverse collection of land uses including retail and office space centered around the intersection of Frankfort and Story Avenues, as well as single- and multi-family residences. Southeast of the Story Avenue corridor is a secondary collection of residences along Blue Horse Avenue which backs up to Beargrass Creek.

#### ASSETS:

- Diverse collection of single- and multi-family residences along Story Avenue
- Variety of land uses within a relatively small area at Story and Frankfort Avenue intersection
- Majority of buildings have retained their original character and appearance
- Limited access to I-64 via Story Avenue interchange (on-ramp to I-64 only)
- Open/green space at southwest corner of Story and Frankfort Avenues
- Beargrass Creek and Greenway runs adjacent to area including a trailhead at Brownsboro Road
- Mature street trees along Story Avenue
- Story and Frankfort Avenue intersection represents a gateway to Butchertown and the Downtown
- Proximity/presence of Beargrass Creek Pumping Station at the terminus of Story Avenue

#### LIABILITIES:

- Limited access to I-64 via Story Avenue interchange (on-ramp to I-64 only)
- Many buildings in need of maintenance and/or repairs
- Dangerous intersection at Story and Brownsboro Road
- Story Avenue contains two lanes of one-way, westbound traffic
- Proximity of/access to Beargrass Creek not fully utilized
- Two of three residences along Blue Horse Avenue are in poor/fair condition

**3.1b) The Central Residential Core** is comprised of a three-block area centered along Washington and Quincy Streets. Like the other residential areas in the District, there are a variety of land uses, but St. Joseph's Church and school in the 1400 block of Washington Street is a formidable presence in the area. As the map indicates, the area's parameters include Bowles Avenue to the south, Quincy Street to the north, Interstate-64 to the (north)east, and Cabel Street along the west.

#### ASSETS:

- Outstanding collection of homes representing the original architectural styles of the district
- Architectural and historical presence of St. Joseph's Church and school
- Commercial buildings anchor the intersections along Washington Street at Webster (Bakery Square) and Adams Streets
- Area contains a variety of compatible land uses
- Scale and character of the various streets promote a very "walkable" neighborhood

- Presence and influence of the floodwall

#### LIABILITIES:

- Commercial buildings are underutilized and/or vacant
- Presence and influence of the floodwall through the area
- Proximity to I-64 creates inherent conflicts/nuisance issues
- Floodwall along Quincy Street separates some residences from the surrounding neighborhood and larger district
- Heavy truck traffic along Adams Street
- Unsafe speed of traffic along Adams Street approaching Story Avenue

**3.1c) The Western Residential Core** includes approximately a three-block area along Washington and Franklin Streets. The boundaries include Washington Street to the south, the northern edge of Water Street, the eastern edge comprised of Johnson Street, and Shelby Street representing the western boundary. A diverse collection of residential styles is a strong feature of this area along with a diverse collection of land uses that make this an active urban neighborhood.

#### ASSETS:

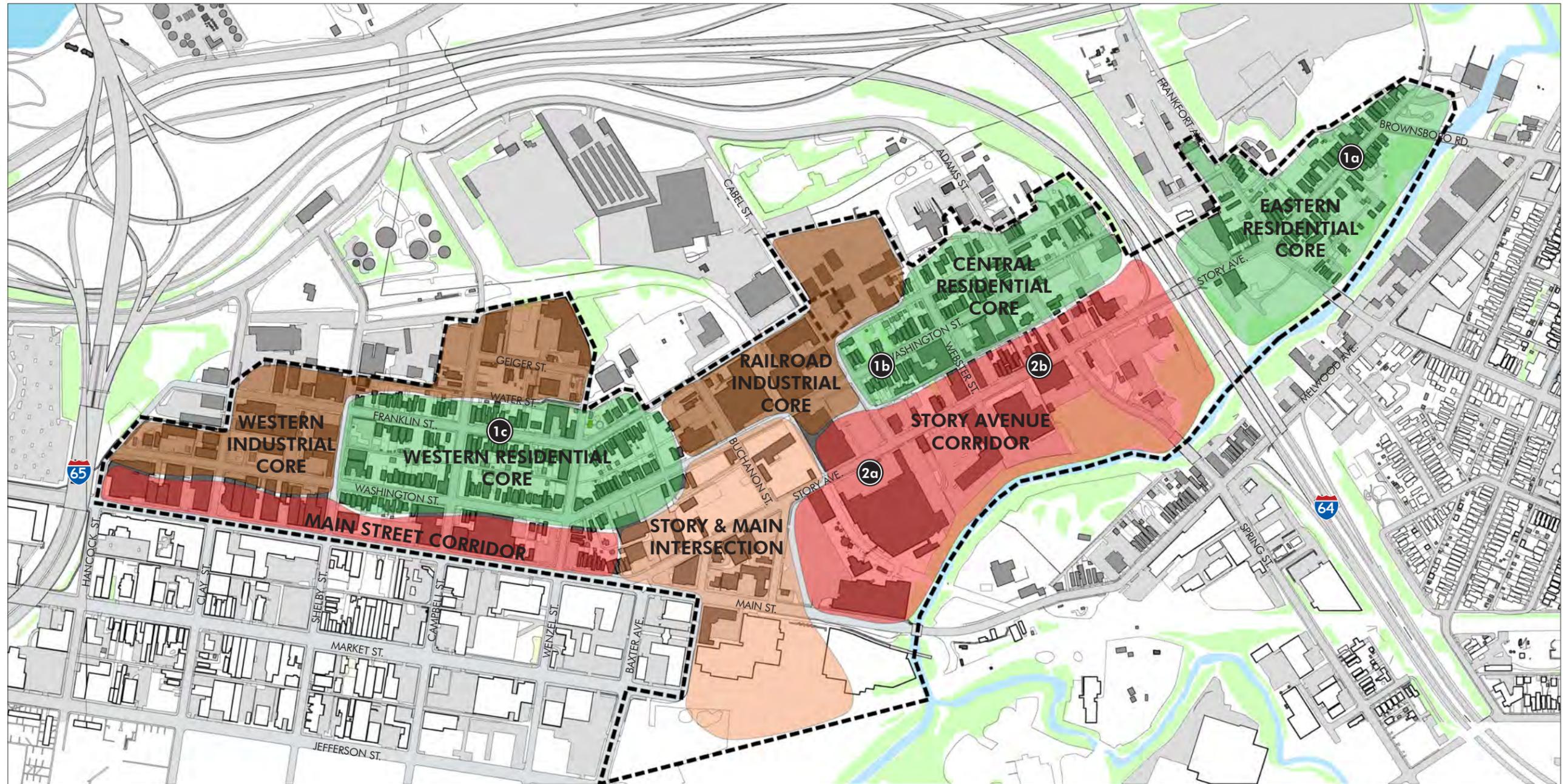
- Diverse collection of land uses
- Some examples of residential infill development
- Presence of the (former) Wesley House
- Small neighborhood park located at Franklin and Wenzel Streets
- Majority of through traffic confined to Main Street to the south of the area
- The scale and character of the various streets promote a very "walkable" neighborhood
- Washington Street corridor provides viewshed of St. Joseph Church spires

#### LIABILITIES:

- Commercial buildings are underutilized and/or vacant
- Area contains land uses that may not be compatible with the predominantly residential character of the area
- Apartment building at Johnson and Franklin Streets not in character with the original architectural style(s) found throughout Butchertown
- Several vacant and/or underutilized properties
- Lack of screening of outdoor storage areas
- One-block depth of several buildings fronting Main Street infringe on the residential character/scale

#### 3.2) Story Avenue Corridor

This strip of development encompasses both sides of Story Avenue between I-64 and the railroad tracks by the JBS-Swift Company operations just northeast of Buchanan Street. The northern edge of the street is representative of an intact urban form comprised primarily of original buildings that provide an effective buffer for the residential area directly behind the commercial corridor. The collection of buildings along the southern side of the street is marked by more "gaps" between buildings fronting the street, and large parking areas separating the sidewalk from buildings.



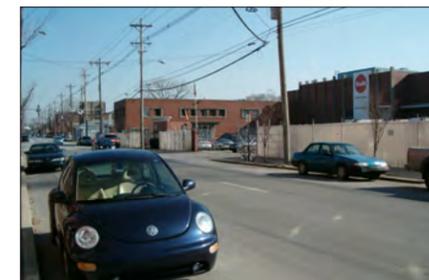
1a Residential examples along Story Avenue



1b Residential examples along Washington Street



1c Residential examples along Franklin Street



2a JBS-Swift plant operations along Story Avenue



2b Historic buildings along Story Avenue

## Overview of Conditions

### ASSETS:

- Boys and Girls Club located at the I-64/Story Avenue interchange
- Limited on- and off-ramp system to I-64 (entry to the district/neighborhood)
- Rail line/corridor crossing Story Avenue
- Good collection of cultural activities along the corridor
- New infill development taking place
- JBS-Swift Plant as an economic benefit (tax base)

### LIABILITIES:

- Limited on- and off-ramp system to I-64
- Multiple lanes of one-way traffic result in a public realm not conducive to pedestrian activity
- Heavy truck traffic and parking related to JBS-Swift operations
- Large areas of surface parking along southern edge of avenue
- JBS-Swift Plant operations as an incompatible land use
- Area contains land uses that may not be compatible with one another
- Lack of screening of outdoor storage areas
- Overhead utilities detract from the visual quality of the corridor
- Railroad crossing at Story Avenue can disrupt traffic flow

### 3.3) Railroad Industrial Core

This industrial area represents a majority of the northern edge of Butchertown's Historic District and buffers the neighborhood from the interstate system. The band of activity runs from Webster Street, southwest across the railroad tracks, to just east of Johnson Street.

#### ASSETS:

- Several active businesses help to create a thriving, functional part of Butchertown
- Potential reuse/conversion of rail line into pedestrian trail

#### LIABILITIES:

- Lack of screening of outdoor storage areas
- Impact of heavy truck traffic serving the industrial areas
- Large industrial buildings not reflective of the character and scale of the original urban fabric
- Section of Washington Street through this area not of the scale or character of remaining sections through residential areas (east and west)
- Overhead utilities along Washington Street detract from the visual qualities of the overall corridor

### 3.4) Story Avenue and Main Street Intersection

The confluence of Story Avenue and Main Street represents the approximate center of the Butchertown Historic District. The area includes the north and south sides of Story Avenue from the railroad tracks southwest, along Main Street to an area just east of Wenzel Street. The intersection of these two highly-traveled streets is representative of a general deterioration of the compact urban form found along both corridors.

### ASSETS:

- High volume of traffic through this intersection makes it a high visibility area – the Story Avenue/Main Street corridor represents a direct route to and from downtown
- Represents a prominent location/intersection within the district and east downtown area
- Fairly active commercial/industrial area including the JBS-Swift plant
- A number of vacant parcels represent redevelopment opportunities to strengthen the urban fabric
- Story Avenue and Main Street provide on-street parking
- Several historically significant buildings in the area

### LIABILITIES:

- Several vacant and/or underutilized buildings present a poor image of the area to those traveling through
- Multiple lanes of one-way traffic result in a public realm not conducive to pedestrian activity
- Several large parcels containing outdoor storage presents a poor image of the area and "visual clutter" along corridors
- Several historically significant building, but in need of maintenance and/or rehabilitation
- Lack of streetscaping/lack of pedestrian amenities

### 3.5) Main Street Corridor

Unlike the **Story Avenue Commercial Corridor**, the urban fabric along this section of Main Street is relatively intact. However, most of the buildings are one or two story structures containing industrial and some "heavy" retail uses. This creates a street setting with little foot traffic, and is not conducive to pedestrian activity. This section of the corridor is anchored by the Grocers Ice and Cold Storage Company Building located at the northeastern corner where Main Street runs under I-65.

#### ASSETS:

- A high visibility area due to the large volume of traffic along the Main Street corridor that serves as a direct route to downtown
- Fairly active commercial/industrial area
- Numerous vacant parcels represent redevelopment opportunities to re-invigorate the urban fabric
- Main Street provides on-street parking
- Several historically significant buildings still located along the street and in the area
- Historic Grocers Ice and Cold Storage Company Building located along Main Street
- Majority of corridor borders the Phoenix Hill Historic District

#### LIABILITIES:

- Several vacant and/or underutilized buildings present a poor image of the area to those traveling along Main Street
- A portion of the historic Grocers Ice and Cold Storage Company Building will be impacted by the rebuilt Kennedy Interchange

- Several vacant properties in the 800-block
- Multiple lanes of one-way traffic result in a public realm not conducive to pedestrian activity
- Lack of streetscaping/lack of pedestrian amenities
- Overhead utilities detract from the visual qualities of the corridor
- Many of the new buildings in the area not designed to reflect the historic character of Butchertown

### 3.6) Western Industrial Core

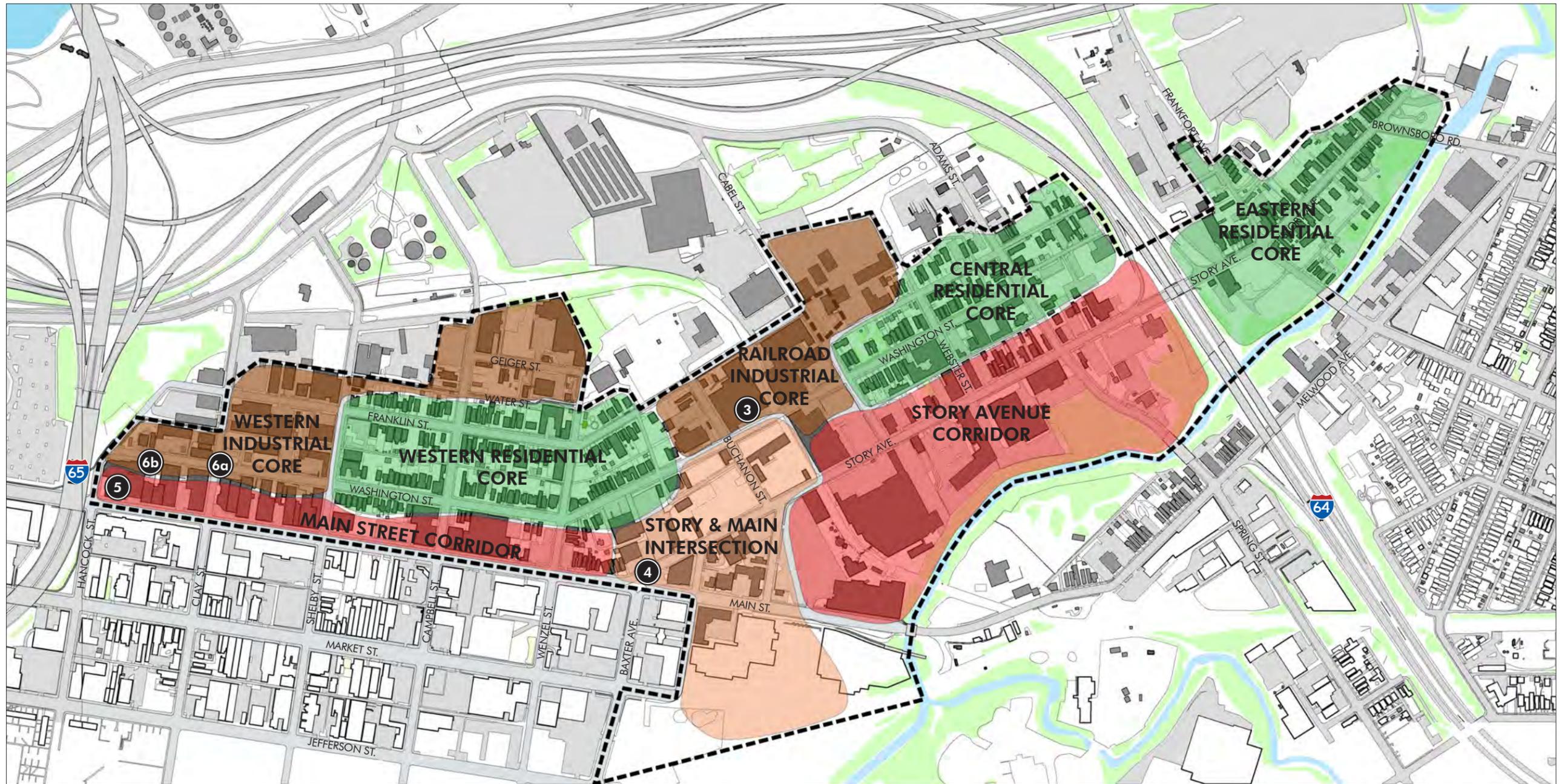
This area actually includes two different sections comprised primarily of industrial uses. One is an approximately 1½ block area between Wenzel and Campbell Streets along either side of Geiger Street. The other is the western-most portion of the district between Shelby and Howard Streets.

#### ASSETS:

- Fairly active commercial/industrial area including Tasman Industries and Vendome Copper and Metal Works
- Various vacant parcels represent redevelopment opportunities to strengthen the urban fabric
- Proximity of Extreme Skate Park along Hancock Street
- Clay and Shelby Street corridors provide views of the Big Four Bridge
- Several historically significant buildings
- Historic Edison House located in the 700 block of Washington Street
- Good architectural examples of (neighborhood) commercial buildings at intersections
- The scale and character of several secondary streets promote a very "walkable" neighborhood
- Variety of neighborhood land uses throughout the area

#### LIABILITIES:

- Several vacant and/or underutilized buildings scattered throughout the area
- The historic Edison House located between outdoor storage area and a parking lot
- Many of the new buildings in the area not designed to reflect the historic character of Butchertown
- Reconstruction of the Kennedy Interchange will significantly impact this area of the district
- Several areas within various blocks have been converted to surface parking lots
- Impact of heavy truck traffic serving the industrial areas



3 Industrial activity along Washington Street



4 Underutilized buildings/parcels at Story Avenue



5 Former Grocers Ice and Cold Storage Company Building



6a Mix of building types and land uses



6b Mix of building types

# Land Use and Building Conditions

## Introduction

A critical part of any historic preservation or neighborhood plan is an inventory and analysis of existing land uses and the condition of the buildings that comprise the area of study. This section focuses on the trends and functionality of the diverse, mixed-use urban fabric of the Butchertown Historic District. The following information is based on a “snapshot” of existing conditions in the summer of 2012. Such an analysis provides the foundation or baseline for anticipating the impact of land use changes on specific historic resources and the overall character of the area due to the Kennedy Interchange Reconstruction Project. The framework for reviewing land uses and building conditions follows a format based on the six “character areas” as described earlier. They include:

- 1a) The Eastern Residential Core
- 1b) The Central Residential Core
- 1c) The Western Residential Core
- 2) Story Avenue Corridor
- 3) Railroad Industrial Core
- 4) Story Avenue and Main Street Intersection
- 5) Main Street Corridor
- 6) Western Industrial Core

## Existing Land Uses

A review of existing land uses including parking areas, parks, as well as noting vacant buildings, does not necessarily equate to an area’s zoning classification. These findings are based on recent photographs of buildings in the district, observation, and “windshield” (visual) surveys detailing existing land uses. There are six general categories used to delineate land uses in the district including:

- One and Two Family Residences
- Multi-Family Residences
- Retail/Office
- Industrial
- Public/Institutional
- Parking Areas

## Building Conditions

Building conditions are based on a general block-by-block overview of structures rather than an evaluation of each individual parcel or building. A unique building or feature that sets itself apart from the surrounding area due to its excellent condition or architectural features is highlighted to ensure it is given proper consideration. It is important to note the following descriptions of building conditions are based on only a general visual survey of existing conditions. Although many, but not all, of the buildings noted in the following character areas may be historically significant, the historic integrity of a building is not part of this building condition assessment. The criteria for determining the condition of buildings is comprised of the following three categories:

**Good:** The occupied building is in generally good shape, appears to be structurally sound, and has retained most, if not all, its original character. Windows are intact, typical maintenance and upkeep has been maintained, and the property in general presents an attractive appearance from the street.



Examples of buildings in **Good** condition

**Poor:** The underutilized or vacant building has fallen into disrepair due to neglect, and/or has been modified to the point where most of its original features have been removed, covered, or otherwise compromised. There may also be structural issues that make the building unsound.



Examples of buildings in **Poor** condition

**Fair:** The building may or may not be occupied, is in generally good shape and retains some of its original character. Although the building may need some typical maintenance and upkeep (i.e. painting), it appears to be structurally sound. The property in general needs some attention and/or has been modified in such a way that detracts from its original character.



Examples of buildings in **Fair** condition

LEGEND	
1 or 2 Family Residence	<span style="color: green;">■</span>
Multi-Family Residence	<span style="color: darkgreen;">■</span>
Commercial / Office	<span style="color: red;">■</span>
Industrial	<span style="color: brown;">■</span>
Public / Institutional	<span style="color: cyan;">■</span>
Vacant Building	<span style="color: tan;">■</span>





Eastern Residential Core

**LEGEND**

- 1 or 2 Family Residence
- Multi-Family Residence
- Commercial / Office
- Industrial
- Public / Institutional
- Vacant Building



7 Hadley Pottery building adjacent to residence



5 Infill multi-family housing



6 Variety of multi-family housing types



1 Variety of single- and multi-family housing types



2 Grace Immanuel Church part of residential area



3 Variety of housing types along Frankfort Avenue



4 Commercial/retail building at intersection of Frankfort and Story Avenues

**Land Uses:**

Historically, this area was part of the original farmland of Colonel Frederick Geiger. The original residence, built circa 1796, is located along Frankfort Avenue just north of Blue Horse Avenue. Nearly all of the buildings in this area have retained their original, historic character to one degree or another, and is comprised primarily of single and multi-family residences. One significant commercial/industrial building is the Hadley Pottery Company building. Originally built as a candle factory, the building was rumored to be part of the "Underground Railroad" during the Civil War. Other notable land uses include:

- Building at the (NE) corner of Frankfort and Story Avenues that once housed a restaurant now vacant
- Grace Immanuel Church at 1612 Story Avenue
- Bowling alley at 1575 Story Avenue
- Three homes between Blue Horse Avenue and Beargrass Creek
- Col. Geiger's original residence at 1607 Frankfort Avenue
- Hadley Pottery Company building east of I-64 interchange along Story Avenue
- Louisville Police Department impound/maintenance buildings northeast of Frankfort and Stoecker Avenues
- A large open/green space at the (SW) corner of Frankfort and Story Avenues
- Beargrass Creek Pump Station located along edge of district
- Current residence at 1642 Story Avenue was formerly the "Last Chance Tavern"

**Building Conditions:**

The cluster of commercial buildings at Frankfort and Story Avenues maintain much of their historic integrity and would be classified as being in **good condition**. In general, the mix of residential units between Brownsboro Road and Frankfort Avenue range from **good to fair condition** along the north side of Story, and **fair to poor condition** along the south side. The single-family homes along Blue Horse Avenue are considered to be in **poor condition**. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
  - The Hadley Pottery Company building
  - Non-contributing apartment building along Frankfort Avenue north of Beargrass Creek
- Notable buildings in **fair** condition include:
  - Residences along Frankfort Avenue north of Story Avenue
  - Brick townhomes along the north side of Story Avenue between Frankfort and I-64
- Notable buildings in **poor** condition include:
  - Two residences along Blue Horse Avenue

# Land Use and Building Conditions - Central Residential Core

## Land Uses:

Two notable, yet very distinct features impact this portion of the district. The flood wall weaves through the area, and secondly, the dominating presence of the historic St. Joseph Church completed in 1885. The church's 175' twin spires are the tallest in Louisville and are not only an imposing presence in the neighborhood, but they are also recognizable landmarks of east downtown Louisville. The Bakery Square site at the corner of Washington and Webster Streets was originally the location of a furniture factory in the 1870's prior to becoming a bakery. Other notable land uses include:

- Original Gnau Groceries building built in 1875 at the (SW) corner of Washington and Adams Streets
- Bakery Square building redeveloped into professional offices
- Rehabilitation of an original 1873 firehouse into a single-family residence across from St. Joseph's Church
- Good collection of well-maintained, shotgun-style, single-family homes
- Daycare center at Adams Street and Bowles Avenue
- Former elementary school associated with, and located next to, St. Joseph Church now vacant
- Collection of buildings along Story Avenue is a good buffer between the residences and this major street
- Flood wall along Quincy Street separates several residences from the remaining neighborhood
- Good example of a "Whitestone-type" Italianate (former residence) at the (SE) corner of Washington and Adams Streets
- Industrial area just north of this residential area contains several vacant and/or underutilized buildings, thus detracting from the strong residential character
- Section of building at the northeast corner of Webster Street and Story Avenue collapsed leaving a vacant corner lot

## Building Conditions:

The collection of residences along the 1300 and 1400 blocks of Washington Street can be classified as being in **good** condition. With the exception of two or three examples, all of the homes along this stretch of street maintain their original, historic character. The condition of structures in the 1500 block of Quincy Street (as it approaches the interstate right-of-way) range from **fair to poor**. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
  - St. Joseph Church and associated buildings
  - Commercial building at the (SW) corner of Washington and Webster Streets
  - Commercial building at the (SW) corner of Washington and Adams Streets
- Notable buildings in **fair** condition include:
  - Residences at (NW) corner of Quincy and Webster Streets
  - Industrial buildings at the end of Washington Street
- Notable buildings in **poor** condition include:
  - Residences at the end of Quincy Street



1 Variety of single-family housing types



2 Adaptive reuse of original Gnau Groceries building



3 Well-maintained single-family residences



4 Single-family residences along floodwall



Central Residential Core

### LEGEND

- 1 or 2 Family Residence (light green)
- Multi-Family Residence (medium green)
- Commercial / Office (red)
- Industrial (brown)
- Public / Institutional (cyan)
- Vacant Building (tan)



5 Historic St. Joseph Church



6 Bakery Square rehab into professional offices



7 Variety of single-family housing types



Western Residential Core

**LEGEND**

<span style="color: green;">■</span>	1 or 2 Family Residence
<span style="color: darkgreen;">■</span>	Multi-Family Residence
<span style="color: red;">■</span>	Commercial / Office
<span style="color: brown;">■</span>	Industrial
<span style="color: lightblue;">■</span>	Public / Institutional
<span style="color: tan;">■</span>	Vacant Building



1 Variety of single-family housing types



2 Variety of single- and multi-family housing types



5 Mix of neighborhood retail and residential uses



3 Franklin Street Baptist Church



7 Edison Park Condos



6 Variety of single-family housing types



4 Good example of infill single-family housing

**Land Uses:**

Although the condition of many of the buildings in this area vary, this part of Butchertown best represents the traditional, mixed-use nature of historic neighborhoods. In general, a majority of the residences within this area are single-family homes. The Victorian architectural style of the former Wesley House at 803 Washington maintains a significant presence within the neighborhood. The buildings on this site were recently redeveloped into condominiums, and (potential) longterm plans call for additional condominiums to be built which would eliminate the existing park. Notable land uses include:

- Redevelopment of the former Wesley House into the Edison Park Condos
- Franklin Street Baptist Church at the (SW) corner of Franklin and Wenzel Streets
- Contemporary multi-family infill in the 900 block of Franklin Street
- Neighborhood store and deli at the (NW) corner of Campbell and Washington Streets
- Active industrial business in the 1000 block of Washington Street
- Good examples of traditional duplexes and shotgun-style residences along Franklin Street
- Some new, single-family infill housing scattered throughout
- Flood wall running along Shelby and Water Streets
- Neighborhood park at the (NE) corner of Franklin and Wenzel Streets
- Multi-family infill housing and parking at the intersection of Franklin and Johnson Streets not in character with the historic district
- Good examples of two-story residences at the (SE) corner of Shelby and Washington Streets
- Several outdoor (unscreened) storage areas

**Building Conditions:**

A majority of the residences west of Wenzel Street can be classified as being in **good** condition. In general, most of the homes east of Wenzel Street are in **fair to poor** condition. The exceptions to this are the four homes along Franklin Street that maintain their original, historic character, and are in **good** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
  - Edison Park Condos (former Wesley House)
  - Franklin Street Baptist Church
  - Multi-family infill housing at Franklin and Johnson Streets
  - New multi-family infill housing along Franklin between Campbell and Wenzel Streets
- Notable buildings in **fair** condition include:
  - Commercial building at the (NE) corner of Wenzel and Washington Streets
  - Residences along the south side of Franklin between Wenzel and Johnson Streets
- Notable buildings in **poor** condition include:
  - Multi-family building located at the (SW) corner of Johnson and Washington Streets

# Land Use and Building Conditions - Story Avenue Corridor

## Land Uses:

This corridor is an important part of the Butchertown district because it represents an entry to the neighborhood and downtown for those exiting from I-64. The north side of Story Avenue is comprised primarily of traditional two and three story buildings, while the south side of the street is more industrial in nature. The JBS-Swift Company is the primary industrial activity located along the corridor. New commercial and residential infill development has taken place as well. Other notable land uses within the corridor include:

- Boys and Girls Club at 1519 Story Avenue
- Open/green space adjacent to the I-64 exit ramp onto Story Avenue
- Contemporary infill development of professional/medical office adjacent to I-64 at Story Avenue
- Multi-story warehouse building south(west) of Cabel Street rehabilitated into artist studios and galleries
- Vacant storefront at the (NE) corner of Adams Street and Story Avenue
- Location of John Oertel's brewery ("Butchertown Brauerei") which opened along Story Avenue (near Webster Street) back in 1892
- Several parking lots fronting north and south sides of Story Avenue
- Several vacant parcels along the south side of Story Avenue between Spring Street and I-64
- Limited number of single- or multi-family residences
- JBS-Swift ancillary building fronting Story Avenue, an original packing house and contributing structure within the district

## Building Conditions:

All of the buildings along this section of Story Avenue are in **good** condition with the exception of possibly one or two examples. Many of the original buildings along the north side of Story Avenue have retained their historical integrity, and are relatively well-maintained.

- Notable buildings in **good** condition include:
  - New multi-family housing at 1435 Story Avenue
  - Infill professional office building at Story Avenue and I-64
- Notable buildings in **fair** condition include:
  - The Butchertown Market building along Story Avenue
  - JBS-Swift Corporation plant
  - Boys and Girls Club
- Notable buildings in **poor** condition include:
  - Ancillary JBS-Swift Company buildings (along railroad)



1 Contemporary professional office buildings



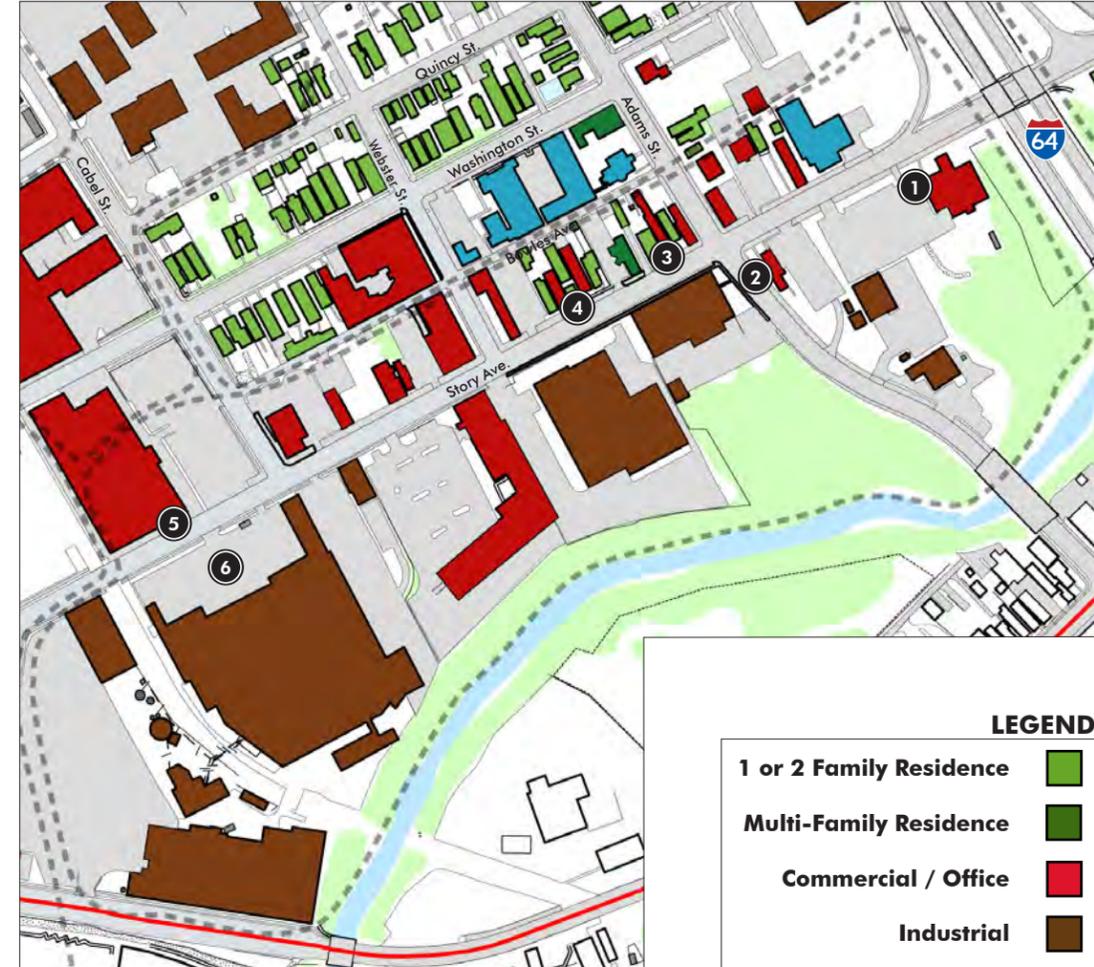
2 Adaptive reuse of building as professional offices



3 Existing and infill residential types



4 Residential mix within commercial uses



Story Avenue Corridor

LEGEND	
1 or 2 Family Residence	<span style="color: lightgreen;">■</span>
Multi-Family Residence	<span style="color: darkgreen;">■</span>
Commercial / Office	<span style="color: red;">■</span>
Industrial	<span style="color: brown;">■</span>
Public / Institutional	<span style="color: blue;">■</span>
Vacant Building	<span style="color: tan;">■</span>



5 Butchertown Market retail/artist center



6 JBS-Swift Company plant along Story Avenue



**LEGEND**

- 1 or 2 Family Residence
- Multi-Family Residence
- Commercial / Office
- Industrial
- Public / Institutional
- Vacant Building



7 Multi-family housing and adjacent industrial uses



5 Active industrial / commercial uses



6 Building rehabilitated into street-level restaurant



1 Active industrial complex



2 Industrial warehouse space examples



3 Large parking area as potential redevelopment



4 Good example of adaptive reuse.

**Land Uses:**

Back in the mid-1800's, the area along the north side of Quincy Street between Cabel and Webster Streets was the location of the Beargrass Pork House operations. A typical example of Butchertown's important meat-packing industrial past, the Beargrass Pork House was one of the largest operations of its kind in the nation. Today, this industrial area represents a relatively active area within Butchertown. The rail line between Cabel and Buchanan Streets is an important component of this area's success as well as that of the JBS-Swift Plant located to the south. In recent years however, some commercial and service-oriented businesses have been established to create a more mixed-use neighborhood setting. Additional notes relating to land uses within this core include:

- Good example of adaptive reuse of buildings between Cabel and Adams Streets
- Considerable amount of warehouse space within the area
- Vacant property at the (NW) corner of Washington and Cabel Streets
- Truck delivery zone along Washington Street for building at the (NE) corner of Buchanan and Washington Streets
- Good (mixed-use) example of adaptive reuse of building at the (SW) corner of Washington and Buchanan Streets

**Building Conditions**

Many of the buildings within this area are in **fair to poor** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
  - Factory at the (NW and NE) corners of Buchanan and Washington Streets
- Notable buildings in **fair** condition include:
  - Vacant building at the Washington and Cabel Street intersection
  - Metal buildings (NE) of Cabel and Franklin Streets
- Notable buildings in **poor** condition include:
  - Multi-family residence at the (SW) corner of Buchanan and Washington Streets
  - Brick warehouses at the (SW) corner of Cabel and Franklin Streets
  - Multi-family residence along Washington Street between Buchanan and Johnson Streets

# Land Use and Building Conditions - Story Avenue and Main Street Intersection

## Land Uses:

The intersection of Story Avenue and Main Street creates a unique urban setting within this area of Butchertown. A notable feature in this area is the amount vacant parcels and collection of outdoor storage lots. A solid "anchor" within this area is the former Stockyard Exchange Building built in 1914. This excellent example of Beaux-Arts architecture is home to the Stockyard Bank and Trust. The triangular-shaped block wedged between the two streets is comprised of a collection of industrial and "heavy retail" uses. Of historical note is the area just west of this area (outside the district). The Woodland Garden, bounded by Main, Wenzel, Market and Johnson Streets, was the site of public gatherings to share in food, beer and entertainment for which Butchertown and other neighborhoods were famous for during the late 1800s. Additional notes relating to land uses within this core include:

- Historic Stockyard Bank building at Main and Johnson Streets
- Vacant and/or underutilized commercial buildings fronting Main Street
- Several residential units fronting Main Street
- Outdoor storage of equipment at Story Avenue and Johnson Street
- Vacant building at 1033 Story Avenue surrounded by outdoor storage and vacant parcel
- Vacant former service station at (NE) corner of Johnson and Main Streets
- Large areas of surface parking throughout area
- Vehicle maintenance facility within "island" at Story, Main and Johnson Streets

## Building Conditions:

Many of the buildings within this area are in **fair to poor** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
  - Stockyard Bank and Trust building
  - Non-contributing (office) building at the (NW) corner of Main and Bickel Streets
- Notable buildings in **fair** condition include:
  - Former service station at Johnson and Main Streets
  - Group of buildings fronting Story Avenue between Johnson and Bickel Streets
- Notable buildings in **poor** condition include:
  - Residences/buildings along north side of Main Street between Wenzel Street and Story Avenue
  - Industrial buildings



1 Single-family housing examples along Main Street



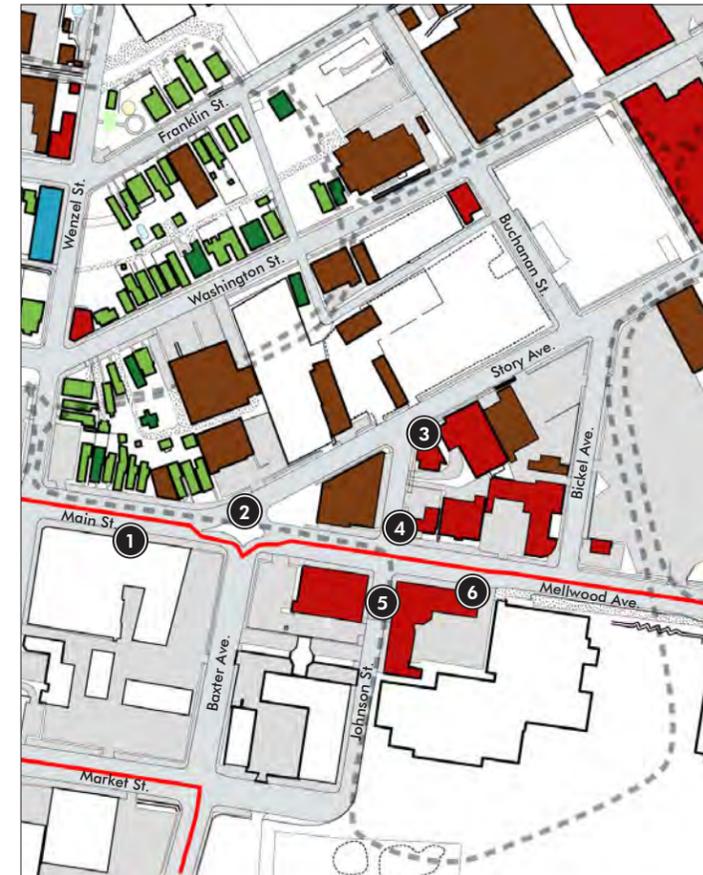
2 Outdoor storage along Story Avenue



3 Variety of industrial and commercial uses



4 Underutilized traditional service station



Story Avenue and Main Street Intersection

LEGEND	
1 or 2 Family Residence	Light Green
Multi-Family Residence	Dark Green
Commercial / Office	Red
Industrial	Brown
Public / Institutional	Cyan
Vacant Building	Tan



5 Stockyard Bank and Trust Building



6 Office building along Main Street



Main Street Corridor

**LEGEND**

- 1 or 2 Family Residence
- Multi-Family Residence
- Commercial / Office
- Industrial
- Public / Institutional
- Vacant Building



4 Collection of one and two story buildings



1 Grocers Ice & Cold Storage Company Building



5 Former Marcus Lindsey Church at Shelby Street



2 Combination of industrial and commercial uses



7 Variety of building types and land uses



6 Reuse of former building supply warehouse



3 Variety of industrial building types

**Land Uses:**

This four-block length of Main Street represents a relatively active economic corridor, and also serves to buffer the adjacent residential area from the high volume of traffic along the street. The proposed reconstruction of the Kennedy Interchange will impact the western-most portion of the district - specifically the former Grocers Ice and Cold Storage Company Building. The western section of the building will be demolished to make way for the rebuilt Downtown Crossing section of the Project. A majority of land uses along this route are industrial and/or “heavy retail” uses. These buildings are typically one and two story masonry buildings and are a block wide, backing up to Washington Street. There are also several residences in the 900 block of Washington Street. Other notable land uses include:

- Historic former Grocers Ice and Cold Storage Company Building
- Conversion of the former Marcus Lindsey Church into condominiums
- Multiple vacant parcels in the 800 block of Main Street
- Several pockets of surface parking throughout area
- Two large metal buildings containing self-storage units
- Parking lots on either side of Wenzel Street on the north side of Main Street
- Vacant, one-story building at 931 Main Street

**Building Conditions:**

Nearly all of the commercial and industrial buildings along this section of Main Street are in **good to fair** condition. The residences in the 900 block fronting Washington Street are in **good** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
  - Former Grocers Ice and Cold Storage Company Building
  - Self-storage building between Campbell and Wenzel Streets
  - Former Marcus Lindsey Church
- Notable buildings in **fair** condition include:
  - Collection of buildings between Clay and Shelby Streets
- Notable buildings in **poor** condition include:
  - (no examples here)

## Land Use and Building Conditions - Western Industrial Core

### Land Uses:

The most notable, historic resource in this area of the historic district is the Edison House at 731 Washington Street. Thomas Edison lived in the brick residence from 1866-1868 while working in Louisville as a telegraph operator. This area still contains a relatively good mix of land uses comprised primarily of industrial uses as well as some residential units. Tasman Industries along Geiger Street operates as a hide-tanning facility reminiscent of the original meat packing and related industries Butchertown is/was known for. This site also contains the Bornwasser Packing building, one of the few remaining buildings related to Butchertown's industrial past. Additional notes relating to land uses within this core include:

- Parking lots on either side of the Edison House/Museum
- Prominent two-story commercial building at the (NW) corner of Clay and Washington Streets
- Collection of single-family homes in the 800 block of Franklin Street
- Original Bornwasser Packing building
- Large industrial metal buildings along Franklin Street between Clay and Shelby Streets
- Pockets of small surface parking throughout area
- The 600 and 700 blocks of Washington Street comprised primarily of outdoor storage and/or parking
- Conversion of 147 Clay Street building into retail store
- Several residences scattered within industrial uses along Washington Street



Western Industrial Core

LEGEND	
1 or 2 Family Residence	Light Green
Multi-Family Residence	Dark Green
Commercial / Office	Red
Industrial	Brown
Public / Institutional	Cyan
Vacant Building	Tan

### Building Conditions:

Nearly all of the buildings within this area are in **fair to poor** condition. However, the homes along the 800 block of Franklin Street are considered to be in **good** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
  - The Historic Edison House and Museum
  - Commercial building at the (NW) corner of Clay and Washington Streets
  - Professional office building at 729 Franklin Street
- Notable buildings in **fair** condition include:
  - Commercial building at the (NW) corner of Shelby and Washington Streets
  - Industrial building at Franklin and Shelby Streets
- Notable buildings in **poor** condition include:
  - Pocket of single-family residences at Geiger and Campbell Streets
  - Vacant buildings at the (NW) corner of Campbell and Water Streets



1 Tasman Industries - Bornwasser building beyond



3 Non-contributing industrial building with parking



5 Traditional neighborhood commercial building



2 Vendome Copper and Brass Works industrial site



4 Historic Edison House and Museum



6 Parking area, industrial building and residence

**Introduction**

In addition to existing land uses and circulation issues, the city’s zoning ordinances play an integral part in shaping the future of the Butchertown Historic District. This section summarizes municipal zoning ordinances and Form District Regulations pertaining to Butchertown. A review of regulations on the district’s character and historic resources may reveal opportunities to revise outdated regulations, or how current regulations could affect or influence future (re)development in Butchertown.

**Zoning Districts**

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

Zoning districts work in coordination with form districts to determine the design, layout, use, density, and all other standards associated with development in Louisville. Zoning districts provide the requirements for permitted uses and densities, while form districts provide design, landscaping, setback, and all other necessary standards. The zoning districts for the Butchertown neighborhood include:

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

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

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

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

Some permitted uses within these two districts include single and multi-family dwellings, assisted living/residential care facilities, bed and breakfasts, agricultural uses, educational and religious establishments, cultural establishments (i.e. libraries, museums, etc.), parks, playgrounds, or country clubs.

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

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

Combined, these districts include permitted uses such as agricultural uses, educational and religious establishments, cultural establishments (i.e. libraries, museums, etc.), medical and professional offices, medical laboratories, single- and multi-family dwellings, apartment hotels/boarding/lodging/bed and breakfasts, fraternities/sororities/lodges (whose chief activity is not a service business), parks/playgrounds, day care centers, artist studios, personal services (i.e. barbers, manicurists, etc.), or computer programming services.

Neighborhood Commercial District (C-N)

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

Permitted uses within this district include single- and multi-family dwellings, retail businesses (i.e. bookstores, bakeries, antique shops, etc.), educational and religious establishments, cultural establishments (i.e. libraries, museums, etc.), grocery stores, personal services (i.e. laundry facilities, computer services, shoe repair, etc.), professional offices, and (non drive-thru) restaurants.

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

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

Permitted uses within these districts include agricultural uses, retail businesses (i.e. clothing, bookstores, bakeries, antique shops, department stores, etc.), educational and religious establishments, cultural establishments (i.e. libraries, museums, etc.), entertainment services (i.e. restaurants, bowling alleys, dance halls, theaters, etc.), personal services (i.e. laundry facilities, computer services, shoe repair, health spas, etc.), sports arenas, single- and multi-family dwellings, hotels and motels, alcohol retailers, public utility facilities, professional or governmental offices, medical laboratories, veterinary hospital, parks/playgrounds, or nurseries.

Commercial Manufacturing District (CM)

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

The permitted uses within this district include agricultural uses, retail businesses (i.e. clothing, bookstores, bakeries, antique shops,

department stores, etc.), educational and religious establishments, cultural establishments (i.e. libraries, museums, etc.), entertainment services (i.e. restaurants, bowling alleys, dance halls, theaters, etc.), personal services (i.e. laundry facilities, computer services, shoe repair, health spas, etc.), multi-family dwellings, hotels and motels, alcohol retailers, public utility facilities, professional or governmental offices, medical laboratories, veterinary hospitals, parks/playgrounds or nurseries, automobile parking areas, contractor’s offices, or manufacturing and storage uses restricted to indoor activities (i.e. blacksmith, glass products, pharmaceutical products, sheet metal shops, wood products, etc.).

Enterprise Zone District (EZ-1)

The EZ-1 Enterprise Zone establishes a specialized district for locating commercial and industrial uses in areas designated as enterprise zones by the appropriate legislative body.

Permitted commercial uses within this district include agricultural uses, retail businesses (i.e. clothing, bookstores, bakeries, antique shops, department stores, etc.), educational and religious establishments, cultural establishments (i.e. libraries, museums, etc.), entertainment services (i.e. restaurants, bowling alleys, dance halls, theaters, etc.), personal services (i.e. laundry facilities, computer services, shoe repair, health spas, etc.), dwellings in connection with agricultural uses and caretaker/watchman purposes only, alcohol retailers, public utility facilities, professional or governmental offices, medical laboratories, veterinary hospitals, parks/playgrounds and nurseries. Permitted manufacturing uses include industrial and vocational training schools, railroad freight terminals and yards, building materials, automobile parking areas, adult uses, contractor’s offices, and several manufacturing or storage uses (i.e. blacksmith, glass products, pharmaceutical products, sheet metal shops, wood products, concrete processing, food products, iron/steel fabrication, machinery manufacturing and repair, motor testing, lumber processing, etc.).

Industrial Districts (M-2, M-3)

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

Some of the permitted uses in these combined industrial districts include industrial and vocational training schools, railroad freight terminals and yards, building materials, automobile parking areas, adult uses, contractor’s offices, and several manufacturing and storage uses (i.e. blacksmith, glass products, pharmaceutical products, sheet metal shops, wood products, concrete processing, food products, iron/steel fabrication, machinery manufacturing and repair, motor testing, wood or lumber processing, etc.).

# Zoning and Design Guidelines

## Form Districts

Whereas standard zoning districts are used to regulate land use and density, the purpose of Form Districts is to shape the physical “form” of development. This can include building setbacks, height and materials, lot size and area dimensions, relationships of uses and buildings to each other and to the street, open space, street design standards, land use buffering techniques, signage, site layout, or landscaping. The intention of these districts is to provide diversity of land uses while ensuring the shape/ character of new development is compatible with adjacent development. Listed below are the four Form Districts affecting the Butchertown neighborhood.

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

### Campus Form District (C)

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

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

### Downtown Form District (DT)

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

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

### Traditional Marketplace Corridor Form District (TMC)

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

and appearance of prominent sites focusing on high quality design and design standards for linkages to adjacent districts and land uses.

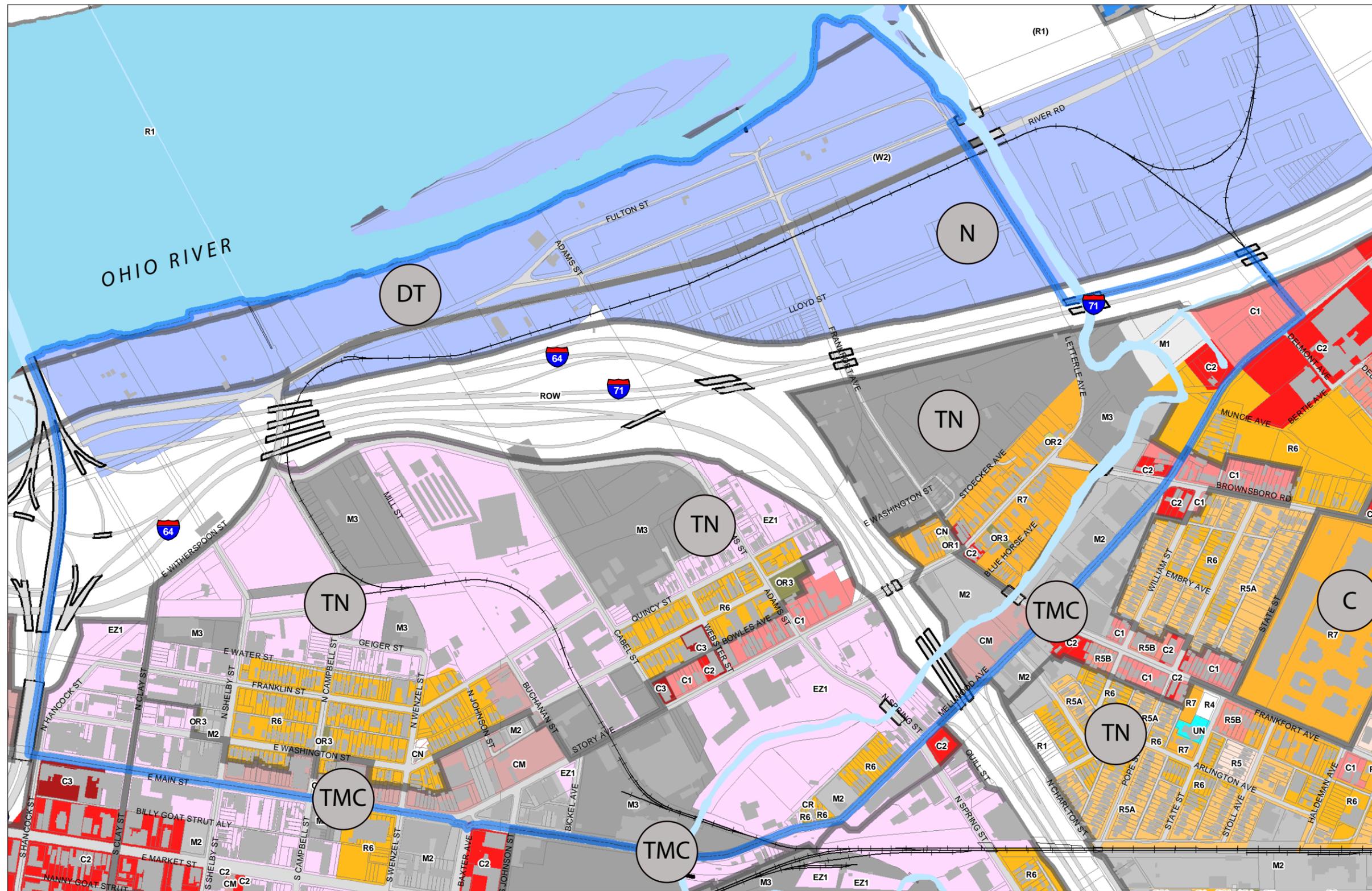
### Traditional Neighborhood District (TN)

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

Guidelines include the creation of a neighborhood center, recognizable edges, and transitions between adjacent districts. A variety of land uses are encouraged within the Traditional Neighborhood District that are compatible with the scale and character of existing and proposed neighborhoods. These neighborhoods should accommodate not only a variety of residential uses, but also office and neighborhood commercial uses, especially in aging neighborhoods with underutilized or vacant structures. Internal circulation patterns, streetscaping, open space, and the integration of appropriate housing units are also elements of this district.

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

Copyright (c) 2006, LOUISVILLE AND JEFFERSON COUNTY METROPOLITAN SEWER DISTRICT (MSD), LOUISVILLE WATER COMPANY (LWC), LOUISVILLE METRO GOVERNMENT, and JEFFERSON COUNTY PROPERTY VALUATION ADMINISTRATOR (PVA). All Rights Reserved.



Existing Zoning and Form Districts

# Circulation and Infrastructure

## Introduction

The final component of the Butchertown Historic District analysis investigates the condition of the public realm or streetscape. This includes not only circulation issues, but also the condition of the district's streets, sidewalks, and similar components that, in total, make up the streetscape experience. Like the *Land Use and Building Conditions* analysis, the framework for reviewing circulation and infrastructure issues follows the format based on the six "character areas" that comprise the Butchertown Historic District.

## Circulation Patterns

This analysis takes into account vehicular as well as pedestrian activity, and how Louisville's public transportation system serves the district. Traffic patterns are analyzed for compatibility with available infrastructure, current and desired land use patterns, and with overall goals of maintaining the viability of adjacent land uses. This inventory categorizes neighborhood streets into four main categories based on standards established by Louisville Metro's Thoroughfare Plan. They include:

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

## Infrastructure Conditions

In addition to the study of vehicular and pedestrian movement through Butchertown's corridors, this section also inventories the elements that comprise these same corridors. This section describes, identifies, and analyzes the neighborhood's infrastructure and its relationship to the District's historic resources. Functional, aesthetic, and other pertinent design characteristics are a part of this inventory. Infrastructure examples examined include:

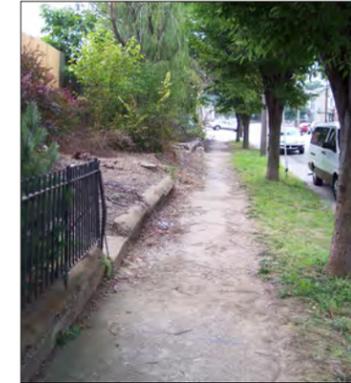
- floodwalls,
- retaining walls,
- brick and/or stone alleys,
- above-ground utilities, and
- signage

Street and sidewalk conditions are based on a block-by-block survey of each of the character areas. When appropriate, special features or elements that set themselves apart from the surrounding area are highlighted to ensure they are given proper consideration. The criteria for determining the conditions of streetscape elements is based on the following three categories described below. The maps delineate only those sections that are in "fair" to "poor" condition.

**Good:** The sidewalk and curb are in generally good condition, are of the proper scale and character of the surrounding context, and clearly delineate between the street and private realm. In addition, the landscaped areas and/or walls or fencing are well maintained and provide an attractive appearance from the street. In general, the sidewalk and landscaping have been properly maintained and repaired over the years.



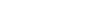
**Poor:** Large sections of the sidewalk, curb, or other component are in need of replacement due to deterioration. This classification may also indicate where sections of sidewalk or landscaping are missing, or are of a scale or character not in keeping with the surrounding context.

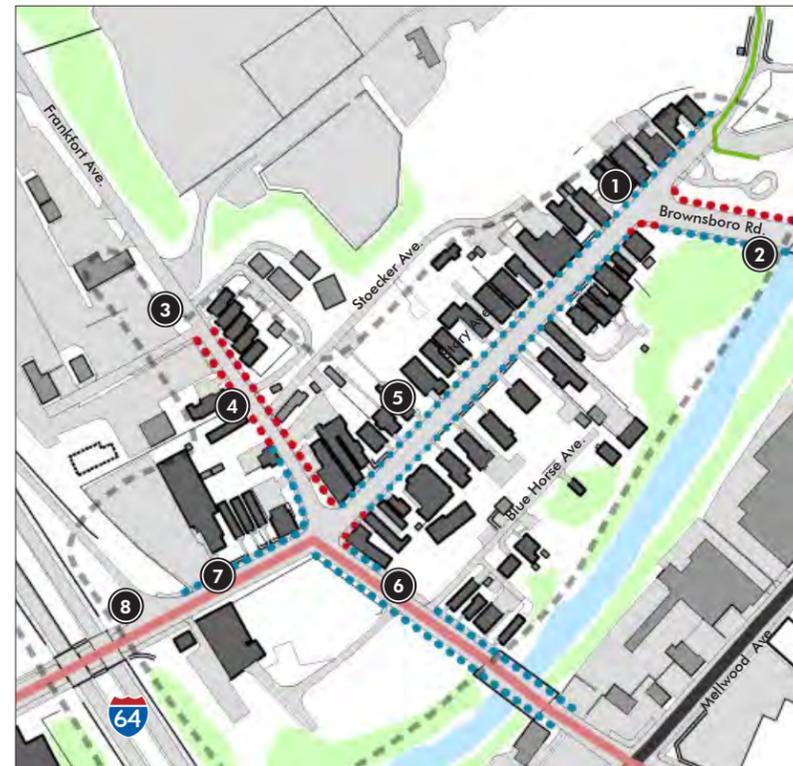


**Fair:** Small sections of the sidewalk, curb, or other component are in need of repair to some degree, or have some type of obstruction that may create minor safety concerns. Landscaped areas may be in need of plantings or other general upkeep/pruning. The streetscape components, in general, need some minor repairs and/or have been modified in such a way that detracts from their original character.



**LEGEND**

-  Bicycle Route
-  TARC Bus Route
-  Flood Wall
- SIDEWALKS:**
-  Fair Condition
-  Poor Condition



Eastern Residential Core



7 New brick and concrete sidewalk



5 Brick walk and stone retaining wall



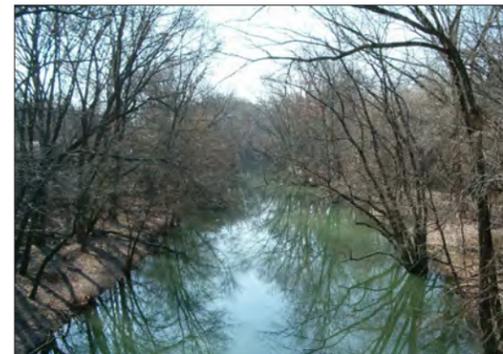
8 Existing ramp/overpass from I-64 to Story Avenue



6 Blue Horse Avenue



1 Safety issues at Story Avenue and Brownsboro Road intersection



2 Beargrass Creek corridor at Brownsboro Road



3 Washington Street with view of St. Joseph Church



4 Flood wall along Stoecker Avenue

**Circulation Issues:**

This area of Butchertown is heavily influenced by Brownsboro Road, Story, and Frankfort Avenues. Each of these is classified as Major Arterials. Relatively large volumes of traffic feed into Story Avenue, which funnels one-way traffic westbound toward downtown. Listed below are additional features of this area as they relate to traffic patterns and/or parking.

- Two lanes of one-way traffic along Story Avenue
- On-street parking on both sides of Story Avenue between Brownsboro Road and Frankfort Avenue
- Frankfort Avenue does not align at Story Avenue intersection
- Access to I-64 west-bound from Story Avenue
- Two-way traffic along Frankfort Avenue serves as the north/south connection to this area of district
- Two lanes of one-way traffic along Brownsboro Road intersect at roughly a right angle to Story Avenue creates a dangerous condition
- The TARC bus system has a route running along Frankfort and Story Avenues to downtown
- Existing Butchertown Greenway trailhead at Story Avenue and Brownsboro Road

**Infrastructure Conditions:**

- Relatively wide, well-maintained concrete sidewalks along Story Avenue from Frankfort Avenue to I-64 and beyond
- Traditional brick sidewalks from Frankfort Avenue to Brownsboro Road
- Presence of overhead utility lines and poles along south side of Story Avenue
- Lack of sidewalk along east side of Brownsboro Road
- Chain link fence along Frankfort Avenue bridge crossing Beargrass Creek
- Stone retaining wall along portions of north side of Story Avenue
- Potential remnants of the Geiger Mill foundation located along Beargrass Creek at I-64 bridge

# Circulation and Infrastructure - Central Residential Core

## Circulation Issues:

Local, neighborhood streets primarily serve this area of the Butchertown district. Adams Street, classified as a Primary Collector, is the only major street traversing this section of the neighborhood. The remaining local streets are two-way with on-street parking. Additional features of this area as they relate to traffic patterns and/or parking include:

- Adams and Washington Streets are part of the city's bikeway system and classified as a "Shared Road Bicycle Route"
- Parking area at the (SE) corner of Washington and Webster Streets part of the St. Joseph Church property
- Nearest public transit route is located along Story Avenue

## Infrastructure Conditions:

- Flood wall running down the center of Quincy Street
- Majority of sidewalks in this area are brick with a grass/landscaped strip between walk and stone curb
- Presence of overhead utility lines and poles along Washington Street
- Lack of, or narrow sidewalks along Adams Street
- Lack of sidewalks along Webster Street north of Quincy Street
- Stone retaining walls along Quincy Street east of Adams Street and along sections of Washington Street at Cabel Street
- Area contains numerous examples of short stone walls with cast iron fencing
- Area contains relatively mature street trees throughout



1 Streetscape and floodwall along Quincy Street



2 Floodwall at Adams and Quincy Streets



3 Floodwall down the center of Quincy Street



4 Lack of defined street edge at parking area



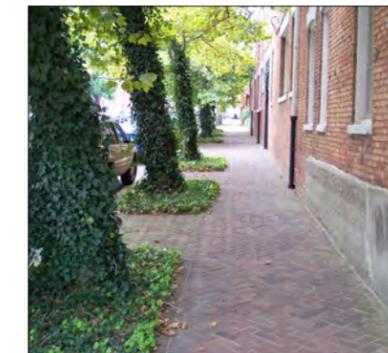
Central Residential Core

## LEGEND

	Bicycle Route
	TARC Bus Route
	Flood Wall
SIDEWALKS:	
	Fair Condition
	Poor Condition



5 Brick walk and landscaping



7 Streetscape along Bakery Square



6 Streetscape example with wall and iron fence



8 Brick sidewalk and mature trees at St. Joseph's Church



Western Residential Core

**LEGEND**

- Bicycle Route
- TARC Bus Route
- Flood Wall
- SIDEWALKS:**
- Fair Condition
- Poor Condition



7 Brick walks with concrete ramp



5 Brick walk with residential steps



8 Typical residential street with mature street trees



6 Overhead utilities along Washington Street



1 Neighborhood park at Wenzel and Franklin Streets



2 Lack of sidewalk and inappropriate parking area



3 Viewshed of St. Joseph Church along Washington Street



4 Lack of defined street/sidewalk edge

**Circulation Issues:**

Local, neighborhood streets primarily serve this area of the Butchertown Historic District. The only major street is Shelby Street, which is classified as a Primary Collector in Metro’s Thoroughfare Plan.

- Wenzel and Washington Streets are part of the city’s bikeway system and classified as a “Shared Road Bicycle Route”
- Mid-block alleys located between Washington and Franklin Streets serve homes along this three-block area

**Infrastructure Conditions:**

- The flood wall runs along the north side of Water Street between Shelby and Wenzel Streets
- Majority of sidewalks west of Wenzel Street are brick and in fair condition with stone curbs
- Presence of overhead utility lines and poles along nearly all the streets in this area
- Relatively mature street trees throughout this area
- Majority of sidewalks east of Wenzel Street are concrete and in fair to poor condition
- Lack of sidewalks along Johnson between Washington and Franklin Streets

# Circulation and Infrastructure - Story Avenue Corridor

## Circulation Issues:

Story Avenue and Adams/Spring Street are the two primary streets in this area. Story Avenue is designated a Major Arterial, and Adams/Spring Street is classified as a Primary Collector in the City's Thoroughfare Plan. Listed below are additional features of this area as they relate to traffic patterns and/or parking.

- Adams/Spring Street is part of the city's bikeway system and classified as a "Shared Road Bicycle Route"
- Two lanes of one-way traffic along Story Avenue
- A (signed) pedestrian crosswalk across Story Avenue located just (south)west of Cabel Street
- Exit ramp from I-64 east-bound to Story Avenue
- Two-way traffic along Adams/Spring Street
- A TARC bus route runs along Story Avenue to Downtown
- Limited or no access to Beargrass Creek
- Parking lot east of Butchertown Market used as a staging area or trailer drop-off location for semi-trucks

## Infrastructure Conditions:

- Presence of overhead utility lines and poles along both sides of Story Avenue creates visual clutter
- Combination of brick and concrete sidewalks along Story Avenue in good condition
- Limited access to I-64 from Story Avenue
- Some street furniture located along Story Avenue
- Lack of defined pedestrian crosswalks along Story and cross streets
- Sidewalk conditions (north)east of Spring Street generally **good**; and sidewalks (south)west of Spring Street in **fair to poor** condition
- Street trees along the north side of Story Avenue, but not a consistent pattern or type
- Lack of transit shelters at designated stops for riders
- Lack of informational signage directing motorists or pedestrians to downtown Louisville



1 Park at Boys and Girls Club



2 Wide intersection at Story Avenue and Spring Street



3 Brick walk/typical streetscape and stone stoop



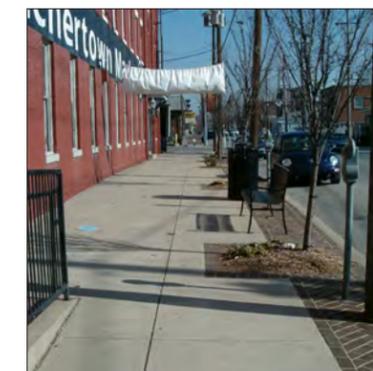
4 Brick walk with typical streetscape



Story Avenue Corridor



5 Pedestrian crosswalk across Story Avenue at Cabel Street



6 Sidewalk at Butchertown Market

**LEGEND**

-  Bicycle Route
-  TARC Bus Route
-  Flood Wall
- SIDEWALKS:**
-  Fair Condition
-  Poor Condition



Railroad Industrial Core



1 Lack of defined street edge along Webster Street



2 Flood wall at Cabel & Quincy Streets



3 View looking north along Cabel Street



4 View along rail corridor at Washington Street



6 Lack of streetscaping along Buchanan Street



5 Shipping area/loading docks at Washington Street

**Circulation Issues:**

Adams Street, classified as a Primary Collector, is the primary street in this area and links a significant amount of truck traffic from this industrial area to points beyond. Cabel, Buchanan, Franklin, and Washington Streets also carry some large truck traffic. Another major feature of this area is the rail line located just (south)west of Cabel Street. Additional features of this area as they relate to traffic patterns and/or parking include:

- Washington Street is designated a "Shared Road Bicycle Route"
- Webster Street terminates at Franklin Street
- Rail line serving the JBS-Swift plant operations
- Significant (semi) truck traffic along Washington Street
- Cabel Street serves as the through-street in this area linking Story Avenue and Adams Street
- Railroad crossings at Washington Street and Story Avenue can disrupt traffic flow on streets

**Infrastructure Conditions:**

- Flood wall running along the south side of Franklin Street and down the center of Quincy Streets
- Rail line traversing the area serving the industrial uses within Butchertown and greater Louisville
- Little or no streetscaping throughout the area
- Lack of sidewalks along Webster Street

# Circulation and Infrastructure - Story Avenue and Main Street Intersection

## Circulation Issues:

This area represents the convergence of three Major Arterial streets: Story and Baxter Avenues, and Main Street. Main Street east of Story Avenue contains (one-way) east-bound traffic out of the downtown, while Main Street west of Story Avenue contains (one-way) west-bound traffic into the downtown. Another major feature of this area is the rail line located just (south)west of Cabel Street. Additional features of this area relating to traffic patterns or parking include:

- A TARC bus route runs along Story Avenue and Main Street to downtown
- The TARC trolley route/loop runs along Wenzel and Main Streets to downtown
- Large volume of traffic at Main and Baxter Streets and Story Avenue intersection creates a dangerous intersection for motorists and pedestrians alike
- Main Street contains four lanes of one-way, east-bound traffic
- Two lanes of one-way, west-bound traffic along Story Avenue
- Main Street contains four lanes of one-way, west-bound traffic west of Story Avenue
- Parking area at the corner of Buchanan Street and Story Avenue
- Significant semi-truck traffic in and out of parking lot at Main Street and Bickel Avenue
- Designated bike route along Wenzel and Washington Streets

## Infrastructure Conditions:

- Concrete sidewalks in this area are generally in **poor** condition (lack of defined edge)
- Overhead utility lines and poles along both sides of Story Avenue, and along Johnson and Buchanan Streets
- Landscaped median at the intersection of Story and Baxter Avenues in need of maintenance and repairs
- Street trees along the north side of Story Avenue in need of maintenance/upkeep
- Some street furniture located within the area



1 Minimal landscaping/unscreened parking at walk



2 View of Story Avenue corridor and utilities



3 View of island traffic diverter at Baxter Avenue and Main Street



4 Lack of streetscaping & clutter of overhead utilities



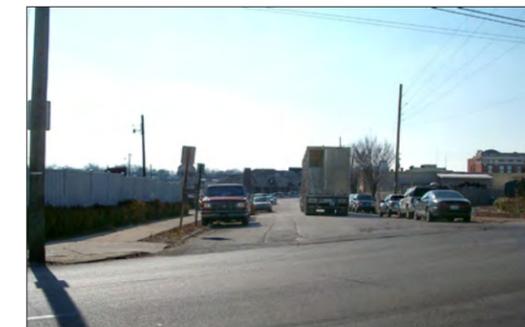
Story Avenue and Main Street Intersection

### LEGEND

- Bicycle Route
- TARC Bus Route
- Flood Wall
- SIDEWALKS:
- Fair Condition
- Poor Condition



5 Lack of defined edge between street and sidewalk



6 View looking south along Bickel Street



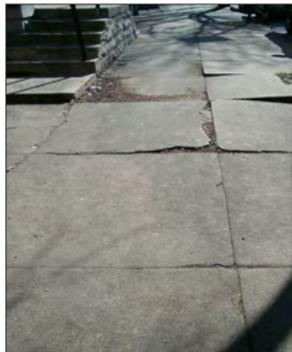
Main Street Corridor

**LEGEND**

- Bicycle Route
- TARC Bus Route
- Flood Wall

**SIDEWALKS:**

- Fair Condition
- Poor Condition



④ Sidewalk in poor condition



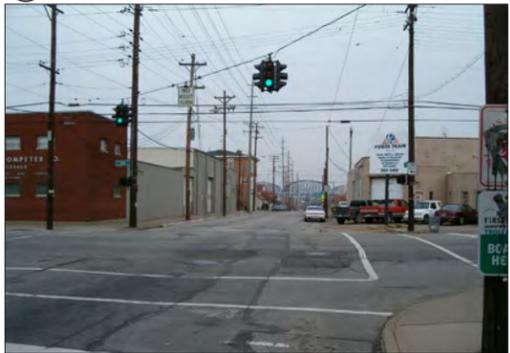
① Overhead utilities and lack of streetscape



⑦ Minimal landscaping along walk



⑤ Lack of adequate streetscaping



② Viewshed of Big Four bridge along Clay Street



⑧ Unscreened parking and overhead utilities



⑥ Unscreened parking & minimal streetscaping



③ Overhead utilities and lack of sidewalk edge

**Circulation Issues:**

Due to the amount of vehicular traffic along this street, this area maintains a highly visible role within Butchertown and the larger downtown area as well. This corridor is an important gateway to downtown Louisville. The major streets in this area include Main Street, which is a Major Arterial, and Shelby Street, which is classified as a Primary Collector. Listed below are additional features of this area as they relate to traffic patterns or parking.

- Main Street contains four lanes of one-way, west-bound traffic
- Main Street contains on-street, parallel parking along the north side and some diagonal parking along the south side between Hancock and Clay Streets
- Small parking areas at the corner of Main and Wenzel Streets (both sides)
- School crossing zone at Main and Wenzel Streets
- Clay and Wenzel Streets are part of the city’s bikeway system and classified as a “Shared Road Bicycle Route”
- The TARC trolley route/loop runs along Main Street to downtown
- I-65 is directly adjacent to this area and the reconstruction of the Kennedy Interchange will have a direct impact at Main and Hancock Streets
- Designated bike routes along Clay Street

**Infrastructure Conditions:**

- Lack of any significant streetscape amenities except for the intermittent street trees along entire length of Main Street
- Condition of concrete sidewalks are in **fair to poor** condition with numerous curb cuts along Clay Street
- Overhead utility lines and poles along both sides of Main Street

## Circulation and Infrastructure - Western Industrial Core

### Circulation Issues:

Due to the amount of vehicular traffic along this street, this area maintains a highly visible role within Butchertown and the larger downtown area as well. This corridor is an important gateway to downtown Louisville. The major streets in this area include Main Street, which is a Major Arterial, and Shelby Street, which is classified as a Primary Collector. Additional features of this area relating to traffic patterns and/or parking include:

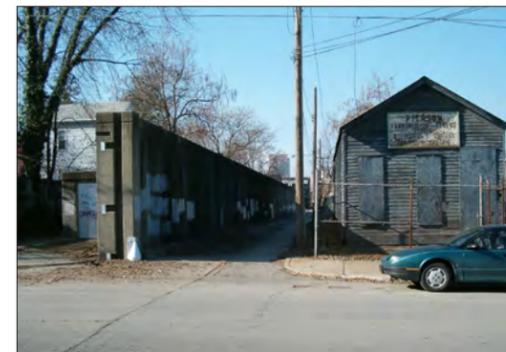
- Two lanes of one-way traffic along Story Avenue with on-street parking on both sides between Brownsboro Road and Frankfort Avenue
- Frankfort Avenue does not align at Story Avenue intersection
- Access to I-64 west-bound from Story Avenue
- Two-way traffic along Frankfort Avenue serves as the north/south connection to this area of District
- I-65 is directly adjacent to this area and the redesign of the Kennedy Interchange phase will have a direct impact on this area's western edge
- Clay Street and Washington are designated "Shared Road Bicycle Routes"

### Infrastructure Conditions:

- The flood wall runs along the north side of Water Street between Shelby and Clay Streets
- Sidewalks are in **fair to poor** condition and are comprised of both brick and concrete
- Some stone curbs still in place
- Overhead utility lines and poles along many of the neighborhood streets
- Clay Street viewshed of "Big Four Bridge" disrupted by overhead utility lines and poles
- Numerous curb cuts along south side of Washington Street



Western Industrial Core



1 Floodwall running west along Water Street



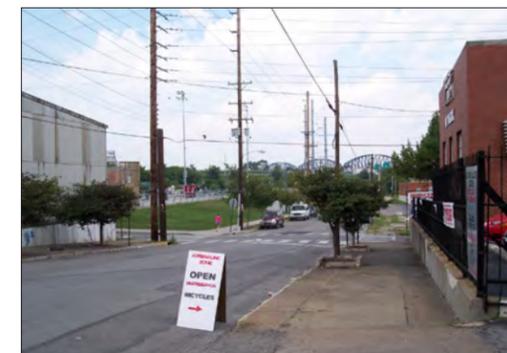
3 Concrete sidewalk with minimal streetscaping



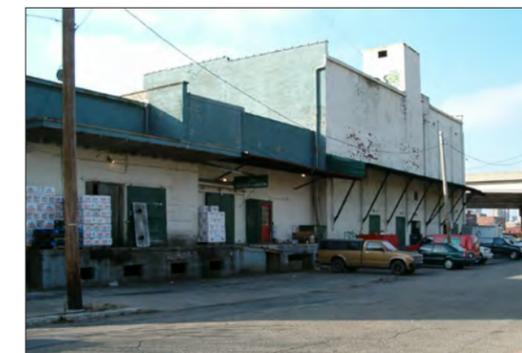
5 Well-maintained streetscape



2 Floodwall at Shelby and Franklin Streets



4 Viewshed along Clay Street with overhead utilities



6 Lack of defined street/sidewalk edge

**Introduction**

The intent of this section is to simply present, or summarize, some of the archeological issues associated with the Bridges Project. Professional archeological investigations were undertaken as part of the FSEIS during the Section 106 process. With the exception of the approach to the new I-65 bridge, the Kennedy Interchange will be reconstructed within the existing interstate right-of-way. The purpose of this section is to simply provide an overview of some of the potential archeological issues relevant to the Project, and within the scope of this HPP. Although there have been anecdotal stories of historic and/or cultural deposits within Butchertown, such examples will need to be verified by detailed archeological investigations as part of the Bridges Project’s mitigation efforts.

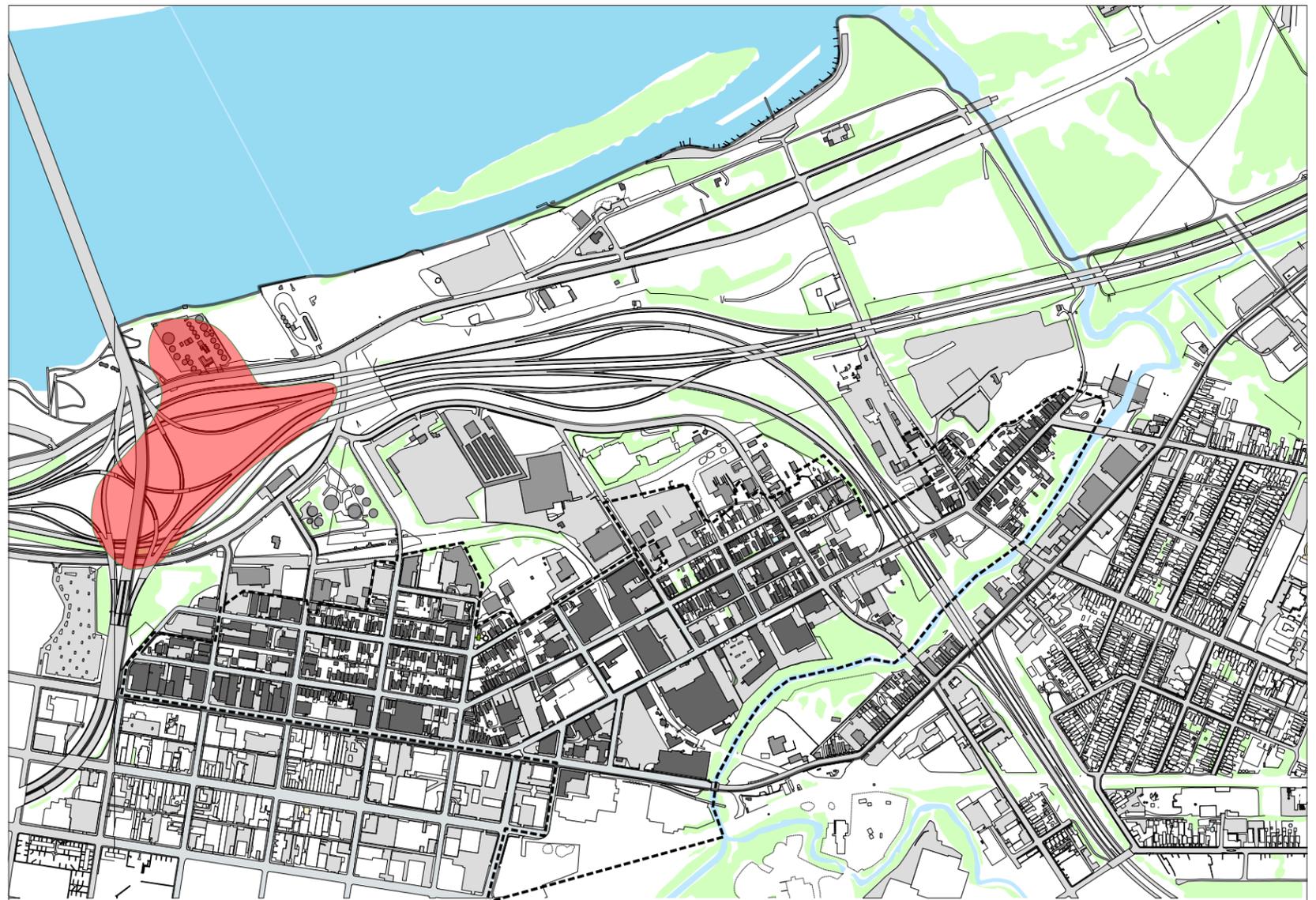
Archeological resources can constitute those structures located above ground, as well as artifacts located underground. Although the impact of the Kennedy Interchange project will only effect the former Grocers Ice and Cold Storage Company Building within the Butchertown Historic District, what is not known is whether underground artifacts, or deposits, may be disturbed during construction. **Stipulation IV.B.2** of the Project’s First Amended MOA requires:

“Federal Highway Administration shall examine all locations where ground-disturbing activities are proposed or where they may occur within temporary easements and permanent right-of-way. These locations may include, but are not limited to, roadway cuts and fills, bridge foundations, tunnel shafts, drainage excavations, waste areas, borrow sites, dredge disposal sites, construction staging areas, storage areas, and wetland and other mitigation sites.”

The condition of the existing urban fabric can reveal “clues” concerning the probability of finding underground deposits. In general, the less disturbance within a given urban area, the greater the likelihood of finding intact archeological deposits. As part of the I-65 “fast track” construction project, preliminary field investigation and excavation revealed underground archeological artifacts. Some of the items found included remnants of building basements/foundations, cisterns, and original cobblestone streets. The accompanying Butchertown map illustrates areas near the historic district that may contain archeological resources.

**LEGEND**

	Potential Archeological Area
	Neighborhood Boundary
	National Historic District Boundary



Potential archeological resource areas within the Project right-of-way

# Areas of Influence

## Introduction

In addition to an inventory and analysis of conditions within the Butchertown Historic District, it is important to acknowledge and understand factors beyond the district that influence and shape the remaining urban fabric. Because this document's scope centers primarily on the historic district, only a brief analyses of these surrounding contexts and their influence on the Butchertown Historic District are addressed here. These "areas of influence" impacting the Butchertown Historic District are briefly discussed below.

### A) The Phoenix Hill Neighborhood



Recent infill development along Main Street

Much like Butchertown, Phoenix Hill represents a historic, mixed-use neighborhood. Although Phoenix Hill's northern boundary of Main Street between Johnson Street and Interstate 65 contains several vacant or underutilized buildings, there has also been examples of new residential infill development that is changing the character of the corridor.

### B) Lincoln Elementary Performing Arts Magnet School



Lincoln Elementary Performing Arts Magnet School

Although relatively small, this area represents an important part of the Butchertown. Residents of both Butchertown and Phoenix Hill expressed the vital role Lincoln Elementary Performing Arts Magnet School serves in the identity of both neighborhoods. In addition to a variety of land uses adjacent

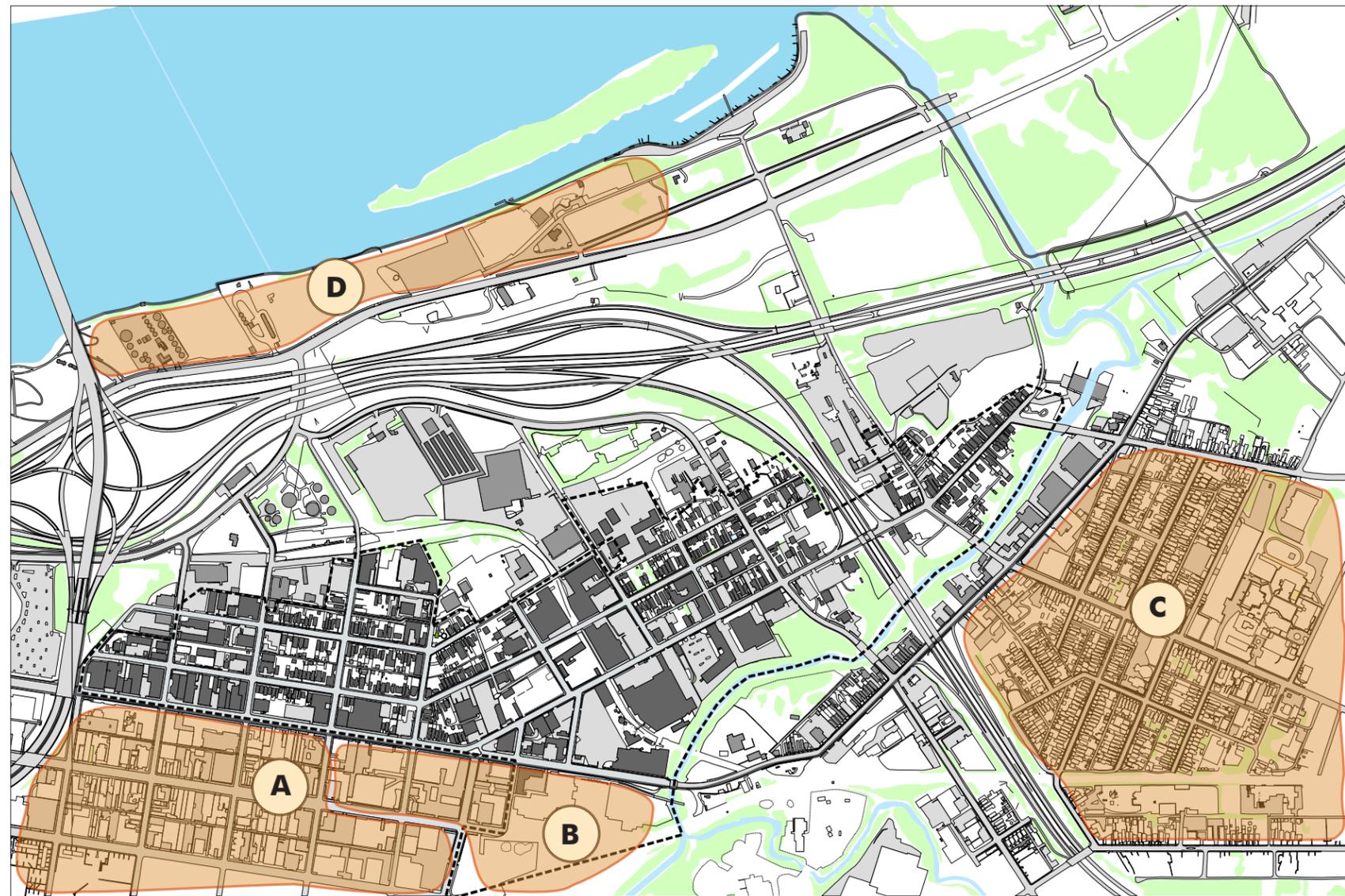
to the school, there are also several vacant or underutilized properties in this area. The development of the Home for the Innocents campus along Baxter Avenue represents a sense of stability and investment in the community. This area also contained the historic Woodland Garden. Bounded by Main, Wenzel, Market and Johnson Streets, this was the site of public gatherings to share in food, beer and entertainment for which Butchertown and other neighborhoods were famous for during the late 1800's.

### C) The Clifton Neighborhood

Located just east of Butchertown, the Clifton neighborhood is bounded by Brownsboro Road to the north, I-64 to the south, Ewing Avenue to the east and Mellwood Avenue to the west. It is a compact and cohesive neighborhood that is the result of the evolution of the Louisville area from a sparsely populated rural community to a densely settled urban residential neighborhood. The Clifton Neighborhood District was listed in the National Register of Historic Places in 1983 based on the area's significance related to architecture, education, and industry between the years 1870 and 1930. In 2003, local landmark status was granted to the Clifton Historic District.

### D) Waterfront Park

Construction remains ongoing to expand the Waterfront Park and incorporate the Big Four Bridge into the design. This final phase will tie together the park's first phase completed in 1999 at a cost of \$58 million and the second stage located upriver and completed in 2004 at a cost of \$15 million. The restoration of the Big Four Bridge into a pedestrian corridor linking Louisville to Jeffersonville (Indiana) will bring new opportunities to reinvigorate Butchertown and surrounding neighborhoods.



Adjacent Areas of Influence



**RECOMMENDATIONS**



CHAPTER 4  
First Amended MOA  
Stipulations



## Introduction

The original Project MOA was approved in 2003. However, in 2010, a determination was made that a Supplemental Environmental Impact Statement (SEIS) would be required. In conjunction with the development of the Supplemental Final EIS (SFEIS), an amendment to the original MOA was also required. On April 4, 2012, the First Amended MOA was approved. A number of the original MOA stipulations were carried forward into the First Amended MOA and are outlined in this chapter.

An overriding goal of the Bridges Project is to assimilate the interstate corridor into the locale to the greatest and most feasible extent possible. This chapter explores opportunities to design the various components of the interstate based on historic features within the Butchertown Historic District. This concept, referred to as **Context Sensitive Design**, strives to integrate the interstate system into Butchertown's existing urban fabric. To that end, **Stipulation II.C** of the First Amended MOA is intended to ensure that:

"The roadways, bridges, and other Project elements where applicable shall be designed and constructed with sensitivity to aesthetic values, historic cultural landscapes, and the historic context, utilizing the services of professionals with experience in areas related to historic preservation. Design shall include aesthetic treatments to surfaces, structures, portals, appurtenances, and land contours and landscaping that complement the historical contexts of historic properties and in keeping with the HPPs for those areas. The Contractor shall also prepare an Aesthetics and Enhancement Implementation Plan that shall be reviewed in consultation with the BSHCT.

Interstate components such as bridges, lighting, and landscaping represent opportunities to incorporate **Context Sensitive Design** solutions along the interstate while also maintaining and enhancing the historic integrity of the Butchertown Historic District. Although many of the following design considerations are based on the general principles of **Stipulation II.C**, other **Context Sensitive Design** solutions are based on specific First Amended MOA stipulations and are noted as such. It should also be noted that although a number of **Context Sensitive Design** solutions are outlined, not all of these features may be implemented as part of the Bridges Project due to right-of-way constraints or similar physical limitations, costs, or are simply not appropriate within a given area. It is important Project designers consult with the BSHCT and other stakeholders to incorporate **Context Sensitive Design** features that are both cost effective, and provide the greatest benefit to the Butchertown Historic District.

## 4.1 DISTRICT DESIGN PRECEDENTS

The Butchertown Historic District offers a number of historic resources/examples as precedents for Project designers to incorporate **Context Sensitive Design** solutions into the various components of the Downtown Crossing. The following information and images summarize some of the relevant, character-defining features in Butchertown to be referenced by Project designers when reconstructing the Kennedy Interchange adjacent to the Butchertown historic district. The precedent photos below represent a broad overview of the various materials, streetscape elements, and design features within the public realm of Butchertown that make the district unique. The context photos in the infrastructure inventory and analysis section of **Chapter 3** also illustrate additional features found throughout the Butchertown Historic District that could serve as design precedents for this section of the Bridges Project.

The remainder of **Section 4.2** regarding **Context Sensitive Design** components explores both general items pertaining to **Stipulation II.C** described previously, to more specific issues outlined in the Project's First Amended MOA. Because there are numerous design opportunities within the Downtown Crossing, **Section 4.2** is divided into subsections that focus on specific design features for consideration. Although these components are explored separately in the HPP, the design of the interstate should be viewed as a series of cohesive, inter-related parts.



Heavily rusticated stone walls defining entries and edges within the public realm



Combination of brick sidewalk, stone curbs and wrought iron fencing



Variety and intensity of landscaping within the public realm in residential areas



Streetscape enhancements in or near Butchertown's commercial areas

**4.2 INTERSTATE CORRIDOR STIPULATIONS**

A major component of mitigating the potential effects of the Kennedy Interchange on the Butchertown neighborhood is by assimilating the built forms into the locale. Components of the interstate such as bridges, retaining and noise walls, lighting and landscaping represent **Context Sensitive Design** opportunities to increase the level of design along the interstate and associated right-of-way.

The design of interstate structures should be contemporary but interpretive of forms within the historic district. Materials and colors should reference those within Butchertown, particularly limestone, brick and wrought iron. In some locations it may also be appropriate to use brick as a cladding or surface material. "Soft" elements associated with the interstate system such as landscaping and drainage also provide design opportunities along the corridor. Natural treatments provide the functional benefits of shade, screening and buffering, along with the aesthetic benefits of texture and seasonal color in the urban setting. The remainder of **Section 4.2** explores opportunities to incorporate these various design features into the rebuilt Kennedy Interchange corridor.

**4.2a Bridge Overpasses**



Bridge overpass enhancements should take into consideration the experience or needs of the motorist and pedestrian.

Although bridge overpasses within or adjacent to both Butchertown and/or Phoenix Hill are limited in number, they can play an important role in shaping the character of these historic districts. The various overpasses spanning local streets into the Butchertown and Phoenix Hill historic districts should take into

consideration not only motorists traveling the interstate, but the motorists and pedestrians utilizing the local corridors below. Design elements must balance the monumental scale of the interstate with the pedestrian scale where bridge structures engage local streets. These features, large and small, are place markers for motorists and pedestrians alike and represent notable transitions into or out of the historic districts.

Although the design of overpasses/structures spanning local streets may require less aesthetic attention from the interstate, they should still reflect their role as gateways or entries into the Butchertown and Phoenix Hill Historic Districts. It is important these bridge overpasses are contemporary, but interpretive of design elements found throughout the districts. Between both historic districts along the Kennedy Interchange project, there are three separate overpasses spanning local streets. They include:

- Story Avenue
- Main Street
- Market Street

It should be noted that only the Main and Market Street overpasses will be rebuilt as part of the Project. The Story Avenue/I-64 interchange structure and ramp system will remain in-place with only the roadway to be expanded within the existing median. Due to the relatively restricted space of these overpasses within the existing street grid, their design should be of a more pedestrian scale. Design elements should ideally be integral to the interstate structure, but could also be applied features. In either instance, it is important to minimize the long-term maintenance of such features. It may be appropriate to use brick as a cladding or surface material at these locations as well. Railings should be open in form, allowing views and maintaining consistency along the interstate corridor.

Additional considerations for the streetscapes below the overpasses should include appropriate daylighting, unobstructed views, street lights, and public art. Many of these design elements should be integral design components of the overall interstate structure(s). At the overpass spanning (East) Main Street, Project designers should strive to incorporate design features that complement proposed

streetscape enhancements along East Main Street per First Amended MOA **Stipulation III.K.12** (refer to **Section 4.4**). The Story Avenue/I-64 interchange area could incorporate signage to direct/inform motorists of historic landmarks in Butchertown. Design features at the Market Street overpass could include features highlighting this rejuvenated corridor through Phoenix Hill ("NuLu District") that has become a cultural destination comprised of art galleries, specialty stores, and a number of local restaurants.



Treatment of bridge elements

4.2b Retaining Walls



Terraced retaining wall system example with landscaping.

The design of retaining walls along the Kennedy Interchange provides another opportunity to implement *Context Sensitive Design* solutions relative to First Amended MOA **Stipulations II.C and III.K.1**. Walls under bridges and areas in direct contact with Butchertown’s urban fabric should contain some architecturally-refined elements or overall form. It may also be appropriate to use

brick as a cladding or surface material at these wall conditions. In contrast, walls within natural corridors and spill slopes should be interpretive of natural limestone outcroppings found throughout the Louisville region. When space and engineering allow, terraced and landscaped retaining walls should be used rather than a single, concrete wall with little or no visual relief.

While it may not always be practical or necessarily desirable to use the same materials and forms found in the historic neighborhoods, it is imperative the design achieves a sense of longevity. This means avoiding the use of false fronts, pressed concrete simulations, or manufactured systems. Retaining walls may provide the best opportunities for incorporating public art as discussed in **Section 4.2f**. Such an approach to designing these interstate components could result in an artistic, contextually-integrated sculptural form that adds to the character of not only the interstate, but the Butchertown neighborhood as well.

Because much of the rebuilt Kennedy Interchange will remain on fill, there may be opportunities to incorporate a combination of terraced retaining walls that also include landscaping. Not only is this an effective mitigation system, it also results in a more pedestrian-scaled environment that fits within the context of the downtown urban fabric. Where there is insufficient space for terraced walls, a single wall could be incorporated. However, it is important to provide adequate landscaping in order to “soften” the wall along the local streetscape to create a visual buffer and more pedestrian-focused public realm.

4.2c Landscape Features



Natural screening of ramp system

Landscape treatments provide another opportunity to implement *Context Sensitive Design* solutions relative to First Amended MOA **Stipulations II.C and III.K.1**. Landscaping should be an integral component of the Kennedy Interchange corridor and should be an abundant

part of the right-of-way. Stated simply, it is important to not only make the Kennedy Interchange visible in the landscape, but also ensure the landscape is visible from the interstate system. Critical to this goal is to address and accommodate the cultural and spatial needs of plants in the early phases of the Downtown Crossing design/build process. Spatial needs include sufficient room for the plantings to mature and minimal conflicts with overhead and underground utilities.



Abstract built form of natural features

Landscape areas should strive to achieve a native form similar to that found within the Beargrass Creek corridor or the natural landscape within the Ohio River Valley region. This encourages the design of lower maintenance landscapes and a more authentic expression of place. Large masses of evergreen trees, while potentially necessary in some instances, should not be the default buffer or screen. Such use of evergreens can project

a suburban aesthetic that is out of character within the Butchertown historic district. In order to lower long-term maintenance costs, consider the use of native plants instead of grass lawns for medians and shoulders.

In addition to general landscaping along the corridor as an aesthetic element, plantings can also serve a functional role along the corridor. As mentioned previously, a combination of structural barriers and appropriate landscaping can mitigate traffic noise and screen unwanted views along the interstate. Naturally screened areas are intended to block views and may include a combination of plantings and architectural features that block undesirable views



Example of a variety of plantings along interstate provides a natural screen and creates visual interest for pedestrians/motorists along local streets.

both **to** the interstate corridor and **from** the interstate corridor to adjacent areas.

Ideally, a minimum planting zone width for vegetative screening should be 25’ wide with a maximum slope of 3:1. Screening should be a mixed planting as much as possible with

both deciduous and evergreen plantings. A monoculture planting should be discouraged. Buffer areas are intended to allow filtered views and typically contain a mix of trees and shrubs, including both evergreen and deciduous shrubs. The preferred planting zone width for buffer areas should be a minimum of 15’ wide.

**4.2d Stormwater**

The intent of this section is to provide inspiration to go beyond simply making the necessary accommodations for drainage and make the cleaning and conveyance of water an integral and expressive part of the Kennedy Interchange portion of the Downtown Crossing. The riparian landscape and related hydrologic cycle of nearby Beargrass Creek are key components of the identity of Butchertown and downtown Louisville in general. Ideally, the removal of water from the interstate roadway should not only be an engineering effort, but an artistic expression as well.

Drainage from the interstate should be treated by water quality “best management practices”. The natural systems of plants and soil mediums provide sustainable solutions to increased water quality of surface runoff from paved surfaces. Bioswales create a “working landscape” that not only conveys water but cleans it, thus creating a landscape that is not only functional, but visually appealing as well. Generally, higher maintenance lawn-covered medians along the Kennedy Interchange should be avoided.



Bioswale example to treat stormwater

Mitigating drainage and water quality issues present opportunities to create integral elements of public art and can create beautiful landscapes. Constructed wetlands and similar vegetative systems are preferred methods of achieving this water quality. Responding to drainage issues in both an engineering and artistic manner not only improves the motorist’s experience along the interstate, but could also serve as a catalyst for further artistic expression within the Butchertown Historic District.

**4.2e Lighting (Stipulation III.K.14)**

The intent of this section is to explore recommendations for environmental and aesthetic factors related directly to the lighting of the Kennedy Interchange. Similar to the signage issues described previously, it is important to consider how interstate lighting may affect the Butchertown Historic District. Every effort should be made, once safety factors are satisfied, to eliminate lighting glare and spillover into the historic district adjacent to the Kennedy Interchange.

According to **Stipulation III.K.14:**

“The BSMT shall design and construct Project roadway lighting within the viewshed of the historic district as set forth in **Stipulation II.D.**”

As such, **Stipulation II.D** provides additional guidance that states:

“Project roadway lighting within the viewshed of historic properties ... shall be designed and constructed to minimize the dispersion of light beyond the highway right-of-way and include state-of-the-art techniques and systems, such as Full Cutoff Optics (FCO’s) or other similar systems to the extent that are required to ensure safe roadway lighting designs...”

In general, as little light as possible should be used to meet technical and safety requirements. Shades, deflectors, or other means should be used to direct light onto the roadway, and incorporated into the design of the fixture to minimize light “spill-over” into the Butchertown Historic District. Reducing lighting glare is particularly important due to some residential and commercial areas in the district in proximity to the interstate. Lighting design standards should adhere to accepted “dark sky practices.”

As the examples below illustrate, light poles along the interstate corridor should be contemporary in design, but reference the historic features of the Butchertown Historic District. Materials should have a feeling of permanence and relate to common materials found throughout Butchertown. In areas where lighting glare and spillover are not a concern, light could be incorporated as a design feature highlighting gateway bridges and/or similar design elements along the corridor’s landscape. Such an artistic expression would

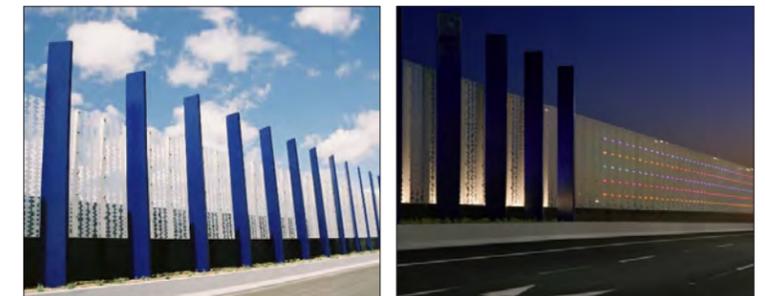


Interstate Lighting Example

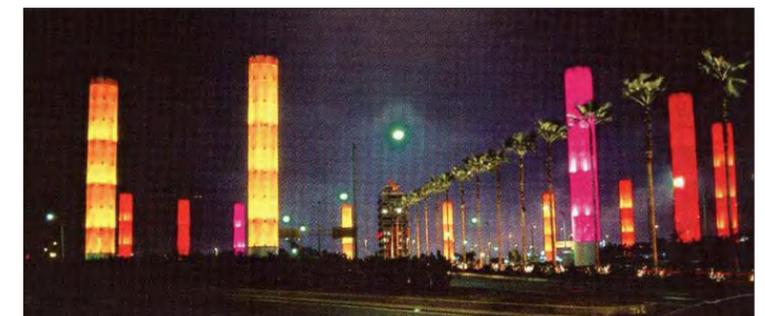


Proposed lighting and signage structure alternative for the Kennedy Interchange. It is important to coordinate the design of lighting and signage features to create a unified language along the interstate.

contribute to the night-time experience as motorists travel along the reconstructed Kennedy Interchange, and reflect the unique character and identity of Butchertown. Such lighting design features could also be incorporated into a **Primary Gateway** experience described in **Section 4.2g**, or take the form of a linear series of events that serve as a “prelude” to a gateway experience. The use of light as a safety and design element at interstate overpasses is also an important design consideration that is addressed in other Project stipulations.



Example illustrating how lighting can dramatically accent the nighttime view of artwork incorporated as part of a noise wall.



Example illustrating how these illuminated pylons can create a sense of identity and serve collectively as a unique gateway feature. The use of color adds to the visual appeal of the experience and allows the art installation to be easily transformed to reflect seasonal changes, holidays, or community events.

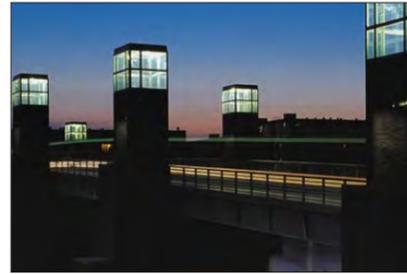
### 4.2f Public Art



Artwork incorporated into wall

Public art, in its various forms, integrated into the interstate's components and/or right-of-way provides another opportunity to implement **Context Sensitive Design** solutions relative to First Amended MOA **Stipulations II.C and III.K.1**. The most abundant public spaces within Louisville are its streets and highway rights-of-way. They should be treated with the same attention to detail as parks or civic plazas. Although not all areas along the Kennedy Interchange are physically accessible, the right-of-way provides numerous opportunities for motorists to visually access design elements in the landscape. Public art, when done well, can energize an otherwise lifeless space and lend a unique sense of identity. It can also be used to reveal Butchertown's history or other hidden systems. The artwork should be an integral part of the Kennedy Interchange design such as a niche in a retaining wall, a detail in a guardrail or part of the interstate's lighting system. Celebrate elements of the infrastructure, landscaping, and stormwater systems as expressive public art, rather than engineering solutions hidden from public view.

### 4.2g Primary Gateway Features



Examples of Primary Gateways

Gateway features can delineate and announce one's arrival into a city, neighborhood, unique public place, or even individual building or site. In this situation, entrances into the neighborhood present opportunities to create unique gateways that reflect the historic and cultural character of Butchertown. The following discussion provides criteria for consideration when designing the type of gateway appropriate to its context and the features that comprise it.

Gateways should be a memorable experience for motorists traveling along the interstate system in Louisville. These gateway features can not only shape a visitor's first impression of the city, but can also reflect the unique features and character of the various neighborhoods comprising Louisville. In the larger context, Butchertown itself serves as a gateway to Downtown Louisville. The presence of the St. Joseph's Church spires soaring above the Butchertown neighborhood represents to motorists traveling along the interstate their "arrival" to Louisville. Primary gateways are defined as those features within or along the interstate corridor that "announce" one's arrival to the east downtown neighborhoods.

As discussed previously, plans for the rebuilt Kennedy Interchange include two entries into east Downtown from the interstate. The interchanges to be affected include I-64/Story Avenue, and I-65/ Jefferson Street and Muhammad Ali (Liberty Street). These interchanges provide direct access to Butchertown and Phoenix Hill respectively, as well as Downtown Louisville. However, only the I-65/ Jefferson Street and Muhammad Ali interchange will be reconstructed to potentially allow for gateway features. Work associated with the Bridges Project at the I-64/Story Avenue interchange will only include the widening of the west-bound bridge within the existing median over Story Avenue. As such, no exterior portion of the structure adjacent to the historic district will be reconstructed that would allow for gateway features at this location. Proposed streetscape

enhancements and infill development along these corridors should reflect the important role these streets play within the urban fabric of both neighborhoods. The following criteria should be considered at Primary Gateways.

- allow for unique gateway features (if existing interstate right-of-way can accommodate such features) at the I-65/Jefferson Street and Muhammad Ali interchange.
- areas should be reserved for both the placement of unique features, landscape plantings and special lighting
- right-of-way along local streets for both the placement of unique structures, landscape plantings and special lighting
- enhancements under the interstate overpasses should be provided in the form of enhanced lighting and possibly unique color and textures of the bridge elements
- provision for pedestrian and bicycle accommodations at gateway locations if/when adequate right-of-way exists
- inclusion of raised or curbed medians for the placement of gateway elements or landscaping

**Primary Gateways**

- comprised of interstate interchanges serving as entrances into east downtown Louisville and the Central Business District
- gateway elements monumental in scale to reflect the scale of the interstate and the speed of passing motorists
- rebuilt I-65/Muhammad Ali (Liberty Street) interchange that serves as a gateway to east downtown and the Central Business District

**Local Butchertown Gateways (refer to Section 5.3h)**

- Mellwood Avenue and Brownsboro Road - part of the gateway corridor for east downtown Louisville
- the Main Street/Story Avenue/Chestnut Street Connector intersection, part of the dual gateway corridor for Butchertown and Phoenix Hill
- the Witherspoon Avenue/Campbell Street/Adams Streets intersection directly south of the interstate

**Character-Defining Entry Corridors**

- Main Street/Mellwood Avenue corridor extending between Brownsboro Road and I-65 overpass
- appropriate streetscape and infill opportunities along Main Street
- treatment of Washington Street corridor highlighting the viewshed of the St. Joseph's Church spires
- treatment of Clay Street corridor highlighting the viewshed of the Big Four Bridge
- coordinate future streetscaping with recent streetscape improvements along Main Street (west of I-65)
- include gateway treatments at the interstate overpasses listed below because of these local corridors' prominent roles as entries to Butchertown and Phoenix Hill
  - I-65 overpasses at Main and Market Streets
  - I-64 overpass at Story Avenue



Primary and Local Gateways and Character-Defining Corridors

**LEGEND**

	<b>Primary Gateway Interchange</b>		<b>Butchertown Local Gateway</b>
	<b>Primary Gateway Overpass</b>		<b>Phoenix Hill Local Gateway</b>
	<b>Character-Defining Corridor</b>		<b>Dual Local Gateway</b>
	<b>National Historic District</b>		

# Butchertown Stipulations - Treatment of Historic Resources

## Introduction

Whereas the previous chapter outlined stipulations relevant to design issues along the interstate corridor, this chapter explores Project stipulations within Butchertown's National Register Historic District boundary. The following recommendations provide guidance regarding affected historic resources as well as streetscape enhancements within designated areas. This information is organized to address general, as well as specific First Amended MOA Stipulations that focus on maintaining the historic integrity of the Butchertown Historic District. The implementation of these recommendations will need to be evaluated as the design/build process moves forward for the Bridges Project to determine their feasibility and impacts. This decision-making process will include the collective input of the BSMT, BSHCT, and KHPAT members to ensure historic and urban design considerations are taken into account.

## 4.3 HISTORIC RESOURCES STIPULATIONS

### 4.3a Blasting / Vibration Plan (Stipulation III.E.13)

Just as general construction activities and noise may disrupt activities in the downtown, the Project's construction can have physical impacts on buildings and structures adjacent to, or near the construction zone. Due to the scope, duration and type of construction to take place as part of the Bridges Project, it is important to protect historic resources during construction. **Stipulation III.K.16** states:

"Prior to initiating construction activities in this section, the BSMT will ensure that the construction contractor

shall develop and implement a blasting/vibration plan for the Project to avoid damage to the District as set forth in **Stipulations II.L.**"

The BSMT is responsible for ensuring that blasting/vibration plans and bridge pier construction plans are "...developed by their contractor(s) prior to the beginning of any construction activities that would require blasting or result in vibration." (**Stipulations II.L.1**) "These plans shall include provisions for pre- and post-construction surveys, construction monitoring, and other measures to minimize harm to historic properties." (**Stipulations II.L.2**)

If damage has occurred, the BSMT, or a designated representative, shall make the determination whether it is the result of Project activities. If so, the BSMT shall be responsible for any necessary repairs to historic properties identified in the Section 106 process resulting from blasting or vibration. Any repairs shall be coordinated in advance with the Kentucky State Historic Preservation Office to ensure they conform to the *Secretary of the Interior's Standards*. (**Stipulations II.L.3 & 4**)

### 4.3b Grace Immanuel United Church - Noise Mitigation

**Stipulation III.K.9** of the First Amended MOA requires a noise study be conducted by KYTC on the Grace Immanuel United Church of Christ. A qualified consultant shall conduct the necessary testing to determine if noise levels warrant mitigation measures. If measures are deemed necessary, the engineer shall recommend procedures and/or methods that mitigate excessive interior noise levels. The engineer shall consult, as needed, with a qualified historic preservation specialist(s) to ensure proposed mitigation measures do not destroy, compromise, or otherwise adversely affect the historic integrity of the church.

### 4.3c Grocers Ice & Cold Storage Company Building - Adaptive Reuse Plan

**Stipulation III.K.10** required that an adaptive reuse plan be developed for the eastern portion of the Grocers Ice and Cold Storage Company Building (600 block of Main Street). Completed in June 2009, the survey includes recommendations for the rehabilitation and reuse of the eastern portion of the building. Currently owned by the KYTC, the BSMT shall make a reasonable effort to incentivize reinvestment in the property and determine if there are parties interested in the reuse of the building to remain. A preservation easement, to be held by the Kentucky Heritage Council, shall be placed on the property in the event it is purchased or donated to a qualified entity.



Project Mitigation for Specific Historic Structures



1 Grocers Ice & Cold Storage Company Building



2 Grace Immanuel United Church

**4.4 BUTCHERTOWN STREETScape COMPONENTS**

The following recommendations respond to additional Project mitigation measures outlined in the First Amended MOA relating to streetscape improvements along East Main Street within the Butchertown Historic District. As with other design elements associated with the Project, these features should be authentic to Butchertown’s character of today, rather than copying, or simply replicating, the unique historic features of its past. As noted in **Stipulation II.J**:

“Streetscape improvements such as landscaping, tree plantings, ornamental street lighting, fencing, curbing, pavements, sidewalks, traffic calming, or other similar work, when specified in **Stipulation III**, shall be designed in consultation with the respective SHPO and constructed within the public rights-of-way unless otherwise provided for in this First Amended MOA or approved by the Bi-State Historic Consultation Team. Approval from the agency holding title to the right of way will be obtained prior to use, whenever required. Streetscape improvements shall be designed in conformance with recommendations of any HPP developed for the property in accordance with Stipulation III of this First Amended MOA.”

As noted above, this stipulation only applies to the East Main Street corridor. **Stipulation III.K.12** of the **First Amended MOA** states: “The BSMT shall design and construct streetscape improvements on East Main Street as set forth in **Stipulation II.J**, in accordance with provisions of the HPP and the Kentucky Heritage Council’s streetscape design guidelines.”

It should also be noted that although a number of elements associated with streetscape improvements are outlined on the following pages, not all of these features will be implemented as part of the Bridges Project. Right-of-way constraints or similar physical limitations, costs, or other unforeseen conditions may limit or preclude the Project from implementing certain streetscape elements. The intent for including a range of components is to provide various alternatives for Project designers to consider when implementing streetscaping along East Main Street. It is important Project designers consult with the BSHCT and other stakeholders to incorporate relevant streetscape features that are both cost effective, and provide the greatest benefit to East



Delineation of edges/spaces and traffic calming examples

Main Street within the Butchertown Historic District.

**4.4a Streets and Sidewalks**

The following streetscape considerations respond to **Stipulation III.K.12** and correspond to many of the concepts associated with “**Complete Streets**” promoted by Louisville Metro and successfully implemented throughout the United States. **Complete Streets** concepts center on transportation planning methods that create safe, local streets and urban settings not only for motorists, but for pedestrians, bicyclists, and transit riders. The design of such multi-functional corridors strengthens and expands the traditional patterns of multi-modal transportation in traditional urban areas such as Butchertown.

The components outlined in **Section 4.4** are intended to illustrate the various “parts” that comprise a successful public realm. Although there are a number of issues discussed, there are some general issues that must be considered as part of any streetscaping strategy along East Main Street in the Butchertown Historic District including:

- provisions and amenities for pedestrians and cyclists of all ages
- new and reconstructed streets should anticipate future demand for alternative transportation infrastructure such as:
  - bike lanes or support facilities
  - transit shelters/stops
- pedestrian crossings (signage/material changes)
- landscaping appropriate to the scale and uses that comprise the public realm
- protect existing brick sidewalks and stone curbs
- accommodations for accessibility (ADA requirements)



Interactive water feature



Interpretive TARC shelter in Downtown Louisville



Additionally, the scale, location and type of street furniture should be appropriate to the historic character of Butchertown. Such items could include:

- benches, chairs, or other seating
- trash receptacles
- newspaper stands
- public artwork
- water features
- TARC transit stops
- bike racks or similar security facilities

The incorporation of street lights compatible with the historic character of the neighborhood was of particular interest to KHPAT members and neighborhood residents. Light poles should be contemporary in design but reference the unique features of Butchertown’s historic streetlights. Materials should have a feeling of permanence and relate to materials found within the neighborhood.



Historic Butchertown street light



Contemporary interpretation of historic example

# Butchertown Stipulations - Streetscape Enhancements

## 4.4b Signage

As noted in the Project's First Amended MOA, **Stipulation III.K.1** calls for the utilization of interpretive signage along East Main Street as another means to mitigate the impacts of the Project on historic areas. Specifically, **Stipulation II.K** calls for:

"Interpretive signage, when specified in Stipulation III, shall be placed within the right-of-way of public streets, or on easements, to explain the significance of the historic properties, their context, and their importance to the development of the area."

In short, the utilization of interpretive signage should be used as a way to literally "tell the story" of the Butchertown Historic District. Such signage could be used to explain the historical significance of an existing building or site, or a building no longer standing, or the relevance of a natural feature such as Beargrass Creek. The design, scale, and materials of such a sign should be appropriate to the scale and character of the corridor's surrounding context. The incorporation of informational signage at the interstate interchanges at Frankfort and Mellwood Avenues to direct/inform motorists of historic landmarks in Butchertown, or simply announce one's arrival to the historic district.

It is also important to consider the incorporation of directional signage as a design element and a safety issue for pedestrians and motorists alike. Such a way-finding system could borrow design elements from similar streetscape components that reference, or are appropriate to, the character of the Butchertown neighborhood.



Example of interpretive and way-finding signage combination



Examples of local signage as sculptural/artistic streetscape elements

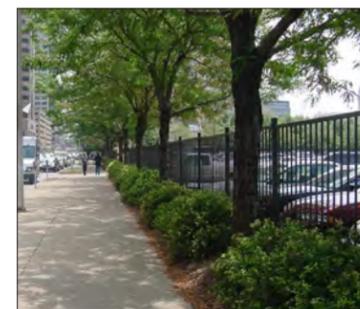


## 4.4c Landscape Features

Landscaping should be an integral component of any streetscape improvement project. This could include street trees, hedges to screen unwanted views, or planting beds. Such treatments provide the functional benefits of shade, screening and buffering, along with the aesthetic benefits of texture and seasonal color in the urban setting. As described later in **Section 4.4e**, an additional intent is to utilize the natural systems of plants and soil mediums to provide sustainable solutions to increased water quality of surface runoff from paved surfaces.

As noted earlier, one of the objectives of this HPP is to protect and highlight those features that make Butchertown such a unique district. One of these distinguishing features is the attractive tree canopy and mature trees, particularly within the residential areas. Every effort should be made to protect existing street trees, and encourage policies that protect or incorporate mature trees as part of redevelopment efforts. Additional items or natural features that should be considered include:

- policies to discourage monoculture planting
- buffer areas to allow filtered views - typically contain a mix of trees and shrubs, including both evergreen and deciduous shrubs
- include street trees where ample room exists to place trees within a planting zone immediately behind the curb without conflicts with overhead lines
- planting zones for the placement of street trees should include a minimum planting area 4' wide, with a preferred continuous, shared planting area for a length of at least 30' for two trees or 10' for one tree to maximize the available root zone



Natural screening of parking areas



Plantings as sculpture

## 4.4d Public Art

With over 150 pieces of public art (according to the *Louisville Public Art Master Plan*) scattered throughout the city, Louisville has a rich tradition of supporting local artists. Butchertown should strive to incorporate art into everyday streetscape features to reflect the collective identity of the neighborhood. Artwork unique to Butchertown can reveal to visitors and residents alike the historical, cultural and natural features of the community. Celebrate elements of the infrastructure, landscaping, and natural systems as expressive public art, rather than engineering solutions hidden from public view.

Public art, when done well, can energize an otherwise lifeless space. Art in public spaces should incorporate a variety of features that appeal to the diverse population that makes up the neighborhood. It is also important to refer to the *Louisville Public Art Master Plan* for additional ideas to create, place, and maintain artwork throughout Butchertown. The abundant local talent in the artistic community should be harnessed to create such elements that benefit the neighborhood as a whole.

Whereas most public art is created as part of capital investments, it could also be incorporated as part of private redevelopment in Butchertown. Louisville Metro could offer density bonuses or similar incentive programs for new development that incorporates public amenities such as public art.



Local example of bike rack as art



Art incorporated into public facilities



Public art as a means to enliven common urban spaces or elements



4.4e Stormwater

Similar to stormwater considerations for the interstate corridor, this section explores the use of "low impact development" strategies for the natural treatment of stormwater. The conveyance or removal of water from neighborhood streets should not only be an engineering effort, but an artistic expression as well, that reveals the hydrological cycle. In addition to these benefits, the natural treatment of runoff diverts stormwater from the existing (structural) system, thus lessening the demands on Louisville's combined sewer system.

Ideally, it is most feasible to incorporate the treatment of stormwater runoff as part of other streetscape enhancements. As the photo below indicates, the natural filtration of water runoff can be integrated into traffic calming measures, and add aesthetic and functional value to a multi-functional streetscape treatment. Other opportunities could include (curbless) medians, landscaped screening at parking edges, or landscape strips between the sidewalk and street.

In addition to these benefits described above, the natural treatment of runoff diverts stormwater from the existing (structural) system, thus reducing the demands on Louisville's combined sewer system. The Metropolitan Sewer District's (MSD) efforts to eliminate combined sewer overflows (CSO's) over the coming years will impact the historic urban fabric of Butchertown. To eliminate or minimize negative impacts to historic resources, the MSD should coordinate future capital improvement projects with the affected

neighborhood associations and the City Landmarks Commission. It is important the mitigation of CSO issues not only improves the quality of Beargrass Creek, but also protects the historic integrity of urban neighborhoods like Butchertown.



Bioswales and plantings to treat runoff



Artistic treatment of runoff



CHAPTER 5  
Butchertown Neighborhood  
Recommendations



# Neighborhood Land Use Context

## Introduction

Whereas the previous chapter outlined specific stipulations relevant to the Project's First Amended MOA that will be part of the overall Bridges Project, the recommendations in this chapter explore a variety of opportunities in which to strengthen the long term integrity and vitality of the Butchertown Historic District. Such an approach not only strengthens Butchertown's historic district, but can strengthen the historic, economic, and cultural vitality of the larger Butchertown neighborhood, as well as Phoenix Hill, and the entire east downtown area. It is understood the BSMT, the decision-making body of the Project, is not required to implement any of the following recommendations and may decide not to adopt/approve such items. Furthermore, the approval of this HPP does not bind the BSMT or Project designers to the recommendations in this chapter. Because many of these opportunities go beyond the scope (and funding) of the Bridges Project, Butchertown's community and business leaders must partner with Louisville Metro and other pertinent stakeholders to pursue funding sources in order to implement the following measures.

It is important to discuss some of the (indirect) influences outside the boundaries of the Butchertown Historic District since they may affect future traffic and/or redevelopment patterns within the historic district. Such a perspective explores long term opportunities regarding direct and indirect changes brought on by the Downtown Crossing section of the Bridges Project, and how Butchertown could be transformed and ultimately strengthened in response to these changes. These recommendations identify key historic elements or themes, and make historically sensitive recommendations that inform, assist in design, and strengthen Butchertown.

## 5.1 CONTEXTUAL CONSIDERATIONS

In order to propose recommendations that provide the most benefit to Butchertown, one must understand the full effect of the Downtown Crossing not only on Butchertown, but on the surrounding neighborhoods as well. The map on the following page illustrates the combination of existing and proposed land uses on the near east side of downtown Louisville. Although many land uses remain unchanged, some proposals recommend land uses that more accurately reflect the future of the neighborhood(s). For example, future land uses along Main Street should be encouraged to evolve to reflect potential changes in traffic patterns and the incorporation of "Complete Street" concepts espoused by Louisville Metro. It is also important to incorporate future development along Beargrass Creek that responds to, and enhances the natural features of this riparian corridor. The following is a brief summary of some of the primary areas that may influence future (re)development within Butchertown.

### 5.1a The Phoenix Hill Neighborhood

The overarching goal for Phoenix Hill is to utilize the **Neighborhood Core** as a means to create a neighborhood focal point and

weave the neighborhood together. Recommendations for the **Neighborhood Corridors** focus on redevelopment that reflects the unique aspects and features of evolving land uses along Main Street, a rejuvenated Market Street, and Broadway. The East Market Street District (known locally as the "NuLu District") has become a cultural destination comprised of art galleries, specialty stores, and a number of local restaurants. **Neighborhood General** recommendations explore opportunities to strengthen the vibrant, mixed-use activities that make the Phoenix Hill Historic District such an integral part of the eastern Downtown area. Like the recommendations for the **Beargrass Creek Corridor** explored in this historic preservation plan, the Phoenix Hill neighborhood seeks opportunities to highlight the importance of this natural corridor within the urban fabric. Proposals for the **Medical Campus Transition** area seek to cultivate a cooperative relationship between the neighborhood and the medical institutions that comprise the campus. From an urban fabric standpoint, this section also seeks to create an appropriate transition between the scale and types of uses within the medical campus with the mixed-use, pedestrian scale of Phoenix Hill.

### 5.1b The Louisville Medical Center

The City of Louisville has earned a reputation as a regional healthcare center due in large part to the Louisville Medical Center. This complex is comprised of a twenty-block area between I-65 and Hancock Street just north of Broadway. A collection of seven acute care hospitals, along with over 200 health-related organizations and the University of Louisville's Health Sciences Center combine to create a major economic engine for the city and region. In addition to the existing life science, medical device, and information technology companies, future plans call for the development of a bio-medical research park to strengthen Louisville's already-strong reputation as a leader in the healthcare industry.

### 5.1c The Liberty Green Redevelopment Project

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

## 5.2 THE BUTCHERTOWN NEIGHBORHOOD

To maintain and potentially strengthen the integrity of Butchertown's historic district, it is important to not only protect, but build on the unique features of the neighborhood. Future infill development adjacent to the district should complement existing land uses and/or buildings. Louisville Metro should re-evaluate and revise as necessary existing zoning or Form District designations to accurately respond to future development that may occur as a result of the new Downtown Crossing. The Butchertown Neighborhood Association should be included in such deliberations to ensure the type and appearance of new development is compatible within the existing historic fabric. Such guidelines, or regulations, could encompass the types of land uses permitted within the area, a building's scale or height, and/or a preferred selection of exterior materials allowed.

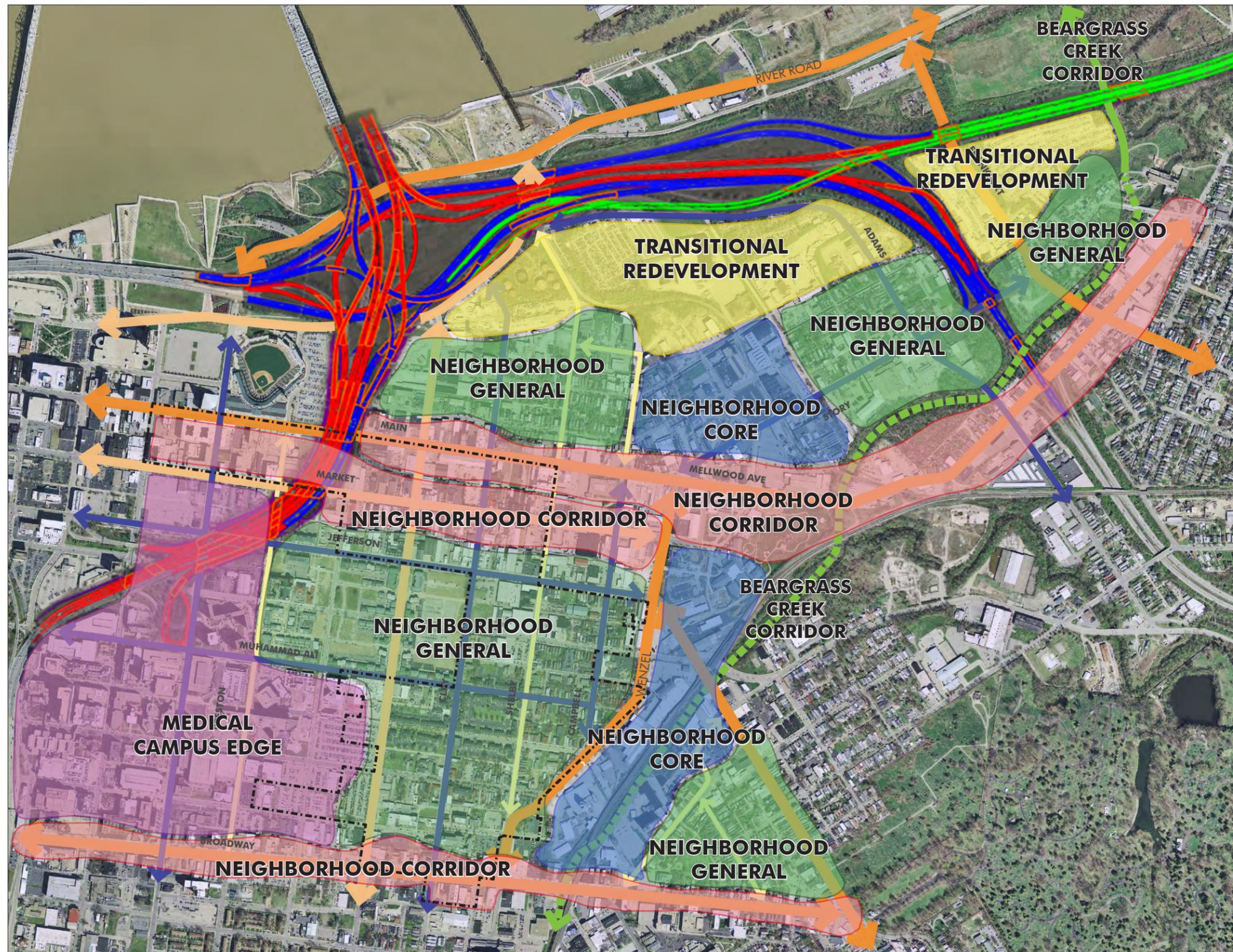
It is important to encourage a variety of land uses that have made Butchertown such a unique and vibrant neighborhood in Louisville. Work with existing businesses that are not compatible with the configuration and mix of uses within the neighborhood (i.e. those that produce excessive noise and odors, those that require complex trucking logistics, large vehicular fleets or mobile heavy machinery) to find a succession plan that will result in the successful relocation or reconfiguration of the businesses. The intent is a mutually beneficial outcome – stronger livability and economic vitality within the neighborhood together with a more efficient and logistically less complicated operation for businesses. All the basic ingredients for a successful neighborhood exist in Butchertown. Some items of note include:

- Housing stock is generally in good condition with much of the original character still apparent
- Streets are also in good condition with the exception of some general maintenance needs and curb repairs
- Combination of concrete and brick sidewalks in good condition except where noted in the analysis

One of the primary recommendations discussed in the following chapter pertains to improvements along Main Street and Story Avenue. Recommendations include both land use and circulation issues that improve both the functional and aesthetic aspects of the corridors. Such improvements take into consideration both vehicular and pedestrian needs or activities that strengthen the overall historic integrity of the Butchertown Historic District.

### 5.2a Connectivity to the Ohio River

The exploration and creation of physical as well as symbolic linkages between Butchertown, the Ohio River and adjacent neighborhoods is an important part of the long term viability of Butchertown. As mentioned previously, one of the ways to strengthen the historic integrity and viability of Butchertown is to strengthen connections to the Ohio River. The existing streets of Clay, Campbell, Shelby and Adams will extend through the rebuilt Kennedy Interchange via Witherspoon Street which intersects with River Road north of the Kennedy Interchange.



Neighborhood Land Use Context

**Neighborhood Core Areas**  
 focus of redevelopment opportunities within both neighborhoods  
 appropriate infill to unify Butchertown's residential areas

**Neighborhood Corridor Areas**  
 three locations as gateways to neighborhoods and downtown  
 Main Street/Mellwood Avenue - coordinate streetscape and redevelopment between districts  
 Market Street - streetscaping to unify corridor on each side of I-65  
 Broadway - define southern edge of Phoenix Hill and unify land uses

**Neighborhood General Areas**  
 traditional residential areas with some supporting services  
 encourage mixed land uses  
 (re)develop linkages to the Ohio River via Witherspoon Avenue and the Butchertown Greenway  
 integrate the Liberty Green Project into the existing neighborhood

**Beargrass Creek Corridor**  
 encourage appropriate land uses adjacent to corridor  
 highlight the natural features as part of the urban fabric and encourage greater access  
 highlight as a physical and symbolic link to the Ohio River via the existing Butchertown Greenway  
 utilize as alternative transportation corridor linking Phoenix Hill to adjacent neighborhoods

**Medical Campus Edge**  
 I-65 design elements to integrate interstate into urban fabric; and create distinctive edges/gateways

**Transitional Redevelopment**  
 appropriate mixed-use development buffering Butchertown from Kennedy Interchange  
 recover brownfield sites and encourage redevelopment as compatible industry and commercial businesses

## 5.3 BUTCHERTOWN CHARACTER AREAS

With some slight variations, the rationale for the following five distinct “character areas” is based on the results of previous analyses and the framework of Louisville Metro’s Form District guidelines. A commonality of existing or proposed land uses, and/or a common corridor that serves as a unifying feature within a given area further served to define these areas. The five “character areas” delineated for the Butchertown neighborhood include:

- **Neighborhood Core**
- **Neighborhood Corridor**  
Main Street
- **Neighborhood General**  
Frankfort Avenue (east)  
Adams Street (central)  
Franklin Street (west)
- **Beargrass Creek Corridor**
- **Transitional Development Area**

It is important to note that although each of these areas are discussed separately, the combined result should be a cohesive Butchertown neighborhood experience. When done well, new development appropriate to the urban context, along with the existing historic and cultural resources ultimately results in a more vibrant and stronger historic district as well. The remainder of **Section 5.3** outlines specific opportunities and/or features to strengthen the Butchertown neighborhood.

### 5.3a Neighborhood Core

Recommendations for the **Neighborhood Core** in Butchertown center on continuing recent (successful) efforts to redevelop the area to include an appropriate mix of compatible land uses that unifies the existing residential areas. The type and scale of development proposed not only serves as an economic catalyst for the neighborhood and central core of Butchertown. The illustrative plan on Page 71 provides additional insight on how some of the items listed below could be incorporated.

#### Land Use Considerations

The primary purpose of redevelopment within this area is to fully utilize/redevelop existing vacant properties and promote new development that weaves the existing residential areas together and strengthens the overall neighborhood. Story Avenue represents an important organizing element within this area. As such, it is important that infill development reflect this important role. Listed below are land use recommendations or strategies within the **Neighborhood Core**.

- create a balanced mix of new and existing land uses and buildings that create a central neighborhood focal point and unifies the neighborhood
- transition from new commercial (multi-story, mixed-use redevelopment) adjacent to the interstate serving the east downtown area, to infill neighborhood commercial development along Story Avenue to serve local residents

- recognize that in the short term, the JBS-Swift plant will continue to operate at its current location
- plan for the long term viability and/or reuse of the JBS-Swift operations
- encourage commercial and/or retail development as infill along Story Avenue that promotes pedestrian activity
- encourage cultural amenities and activities that complement existing artistic uses within the Butchertown Market
- improve physical and/or visual access to Beargrass Creek
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts
- highlight the industrial history of the neighborhood by re-using/redeveloping existing industrial buildings via viable economic activities or uses
- potential park at the convergence of Wenzel and Buchanan Streets
- provide guidance for the appropriate design of new, infill development outside the historic district boundaries that reflects the historic context/character of Butchertown
- reuse industrial buildings for retail, mixed-use or multi-family residential if light industrial use is no longer viable
- refer to the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location and type of development within the Beargrass Creek watershed

#### Circulation and Urban Design Considerations

The design of multi-functional corridors strengthens and expands the traditional patterns of multi-modal transportation in traditional urban areas. Washington Street and Story Avenue represent the primary east-west corridors through this area. Additional circulation issues within this **Neighborhood Core** include:

- explore opportunities to reduce heavy truck traffic along Story Avenue
- reconfigure the intersection at Main Street/Story Avenue/Chestnut Street for improved traffic flow
- long-term potential of converting existing rail line/corridor into a multi-modal pedestrian corridor as part



Conceptual “before” and “after” illustrations along Story Avenue

- of Louisville Metro’s bike route system
- refocus Washington Street as a multi-modal/pedestrian street reflecting existing residential sections east and west of this area
- preservation of the Washington Street viewshed of the St. Joseph Church spires
- incorporate streetscape enhancements for the safety and convenience of pedestrians at designated crosswalks such as at Story Avenue and Cabel Street and the railroad (pedestrian trail) crossing at Story Avenue
- continue to screen outdoor storage and large parking areas to create pedestrian friendly edges
- concentrate street improvements, especially along Washington Street, to restore residential character
- consider converting traffic flow along Story Avenue to two-way circulation

Story Avenue represents a primary corridor through the Butchertown neighborhood. Restoring two-way traffic on Story Avenue would be a substantial contributor to revitalization of adjacent neighborhood blocks and better reflect the principles of Complete Streets described previously in **Chapter 4**. However, as noted in First Amended MOA **Stipulation III.K.11**, a Mellwood-Story study was conducted as part of the Bridges which determined any future traffic studies regarding changes to traffic flow along the corridor would be independent of the Bridges Project. To encourage appropriate levels of traffic along Story Avenue, vehicles traveling along Brownsboro Road would be encouraged to use Mellwood Avenue rather than continuing on to Story Avenue. Removing the clutter of overhead utility lines and poles is one way to enhance the visual appeal of the corridor. The removal of utility poles would also reduce the number of obstacles along the sidewalk for pedestrians.



Conceptual “before & after” streetscape improvements

Parking issues are directly linked to transportation and land use components of this historic preservation plan. Although it is understood the JBS-Swift Company will continue to operate into the near future, cooperative efforts should be made to minimize the company’s secondary impact, or “footprint” on surrounding properties. Metro Louisville, the Butchertown Neighborhood Association, and JBS-Swift Company should partner to develop a centralized location near the plant for the staging and parking of semi-trucks. Every effort should be made to reduce the amount of heavy truck traffic on Butchertown’s residential streets.

**5.3b Main Street Neighborhood Corridor**

Recommendations addressing Butchertown’s **Neighborhood Corridor** focus on retaining and strengthening the Main Street/Mellwood Avenue corridor as a vital link connecting the neighborhood to downtown Louisville. Redevelopment should reflect the role of the corridor as a gateway for the neighborhood, and encourage activities that are mutually beneficial to both Butchertown and Phoenix Hill due to Main Street’s role as a shared boundary between the neighborhoods. The following recommendations are predicated on the assumption that vehicular circulation along the corridor will transform from one-way to two-way traffic. Taken as a whole, these proposals center on efforts to balance functional as well as aesthetic considerations along the corridor. The illustrative plan on Page 71 provides additional insight on how some of the items listed below could be incorporated.

**Land Use Considerations**

The variety of building types provides a unique opportunity for infill development to unify the corridor. Such uses should recognize historic trends, anticipate new development patterns, minimize land use conflicts, and contribute to the mixed-use, diverse character along Main Street and Mellwood Avenue. The following list identifies desired land use and development issues that strengthen the mixed-use corridor, and support the long-term, overall viability of historic resources along this **Neighborhood Corridor**.

- consider the possibility for public or private development fronting Main Street under the I-65 overpass as a means to encourage street activity and connect to the downtown area
- encourage commercial and/or retail (re)development along Main Street that serves local residents and promotes pedestrian activity
- address the historic significance of the shotgun residences along Mellwood Avenue, but do NOT expand the historic boundary to include them within the National Register Historic District
- promote land use decisions around Lincoln Elementary for the Arts Magnet School that result in a more child-friendly and safer environment
- adaptive reuse of Grocer’s Ice and Cold Storage Company Building
- encourage land uses along the northern edge of Main Street to complement the adjacent residential area
- reuse industrial buildings for retail, mixed-use or multi-family residential if light industrial use is no longer viable

**Circulation and Urban Design Considerations**

Many of the recommendations listed below center on improvements to the functional aspects of Main Street and Mellwood Avenue. However, these improvements take into consideration vehicular as well as pedestrian movement through the neighborhood. An “efficient” street in regards to traffic flow normally does not translate into an attractive public realm for pedestrians. The Main Street/

Mellwood Avenue corridor represents a primary route through the Butchertown neighborhood, and a linkage to downtown Louisville. As such, it is important that streetscape improvements reflect this important role. Removing the clutter of overhead utility lines and poles is one way to enhance the visual appeal of the corridor. Burying utilities would also reduce the number of obstacles along the sidewalk for pedestrians and potentially reduce long-term maintenance costs. It is also important to coordinate any additional streetscaping with those to be implemented by the Project per **Stipulation III.K.12**.

The design of multi-functional corridors strengthens the historic patterns of multi-modal transportation in traditional urban areas. The urban design strategies detailed below attempt to balance the needs of both aspects of this **Neighborhood Corridor**.

- consider converting traffic along Main Street and Mellwood Avenue from one-way to two-way circulation
- develop strategies to reconfigure the Brownsboro Road/Mellwood Avenue intersection to direct/encourage traffic onto Mellwood Avenue rather than Story Avenue
- reconfigure the intersection at Main Street/Story Avenue/Chestnut Street to effectively route two-way traffic through the area
- reconfiguration of the on-street (angled) parking along Main Street to accommodate two-way traffic
- explore opportunities to reduce heavy truck traffic along Story Avenue
- consider the long-term potential for converting the existing rail line/corridor into a multi-modal pedestrian corridor
- coordinate with Phoenix Hill on streetscape improvements between Floyd and Clay Streets that are in accordance with the Project’s First Amended MOA
- continue the (First Amended MOA **Stipulation II.J**) streetscape improvements/design elements for East Main Street along Mellwood Avenue
- implement streetscape enhancements along Clay and Wenzel Streets that highlight the corridors as designated bike routes
- highlight the Mellwood Avenue bridge spanning Beargrass Creek - potential collaboration with the Home for the Innocents
- a portion of Hancock Street north of Main Street may need to be vacated to accommodate the I-65 alignment
- heavily screen outdoor storage and large parking areas, when necessary to create pedestrian friendly edges.

**5.3c Neighborhood General - Eastern**

This **Eastern Neighborhood Area** section explores opportunities to strengthen the existing residential character by promoting a mix of new development that focuses on the needs of local residents. Strategies for this part of the neighborhood build on the pedestrian scale of the Story Avenue streetscape and opportunities presented by the adjacent Beargrass Creek.

**Land Use Considerations**

The first priority for this area is to strengthen existing land uses in existing buildings, and promote new uses that fully utilize vacant or underutilized structures. The collection of buildings and parcels at Story and Frankfort Avenues represent ideal candidates for redevelopment. Redevelopment strategies should recognize historic development trends, anticipate new development patterns, minimize land use conflicts, and contribute to the mixed-use, diverse character within this area. The following list identifies land use opportunities that strengthen the corridor and support the long-term viability of the larger Butchertown neighborhood.

- potential new development along Frankfort Avenue north of Story Avenue or leave as green space
- encourage redevelopment along Blue Horse Avenue and elsewhere along the Beargrass Creek corridor that interacts or addresses the natural corridor as an amenity
- refer to the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location and type of development within the Beargrass Creek watershed
- encourage land uses that highlight or take advantage of recreational opportunities along Beargrass Creek and nearby municipal pumping station
- consider the possible construction of public or private structures in the “air space” below the I-64 overpass
- reuse industrial buildings for retail, mixed-use, or multi-family residential if light industrial use is no longer viable

**Circulation and Urban Design Considerations**

The key to this area is to incorporate streetscape elements along Story Avenue to strengthen this area’s linkage to the remaining neighborhood. The existing residential area and streetscape along Story Avenue between Brownsboro Road and Frankfort Avenue retains a strong pedestrian-scaled character.

- develop strategies to reconfigure the Brownsboro Road/Mellwood Avenue intersection to direct/encourage traffic onto Mellwood Avenue rather than Story Avenue
- restore two-way, local traffic to Story Avenue between Brownsboro Road and Frankfort Avenue
- restore two-way, local traffic to Brownsboro Road between Story and Mellwood Avenues
- improve the pedestrian experience and safety considerations at the Brownsboro Road/Story Avenue intersection
- restore Main Street/Mellwood Avenue to two-way traffic to reduce congestion on this section of Story Avenue
- accommodate pathways and/or enhanced streetscape amenities below the I-64 overpass to promote a safe and pleasant public realm along Story Avenue
- promote circulation strategies incorporating the Beargrass Creek Greenway into the neighborhood

- maintain on-street parking between Brownsboro Road and Frankfort Avenue
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts
- highlight bridges crossing Beargrass Creek at Brownsboro Road and Frankfort Avenue
- provide streetscape enhancements along Frankfort Avenue including the removal of chain link fencing at the Beargrass Creek bridge
- reduce width of Brownsboro Road west of Mellwood Avenue and employ traffic calming methods to encourage traffic to utilize Mellwood Avenue

### 5.3d Neighborhood General - Central

The reconstructed Kennedy Interchange serves as the eastern edge to the **Central Neighborhood Area**. Important features within this area include Story Avenue and the Beargrass Creek riparian corridor to the south. One of the key goals for this area is to seek land use and circulation strategies that re-engage Beargrass Creek as a part of this section of Butchertown.

#### Land Use Considerations

Redevelopment within this area should focus on fully utilizing existing vacant properties and promote new development that weaves the existing residential areas and strengthens the overall neighborhood. It is important that infill development along Story Avenue reflect the street's important role in the neighborhood. Listed below are land use recommendations respective of this **Neighborhood General** area.

- appropriate infill development along new local street connecting Adams and Main Streets that highlights or engages Beargrass Creek
- encourage commercial and/or retail development as infill along Story Avenue to promote pedestrian activity
- encourage cultural amenities and activities that complement existing artistic uses at the Butchertown Market
- explore the feasibility of infill development along Spring Street between Story Avenue and Beargrass Creek
- encourage land uses that highlight or take advantage of recreational opportunities along Beargrass Creek
- improve physical and/or visual access to Beargrass Creek
- refer to the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location and type of development within the Beargrass Creek watershed
- highlight the industrial history of the neighborhood by re-using/redeveloping existing industrial buildings via viable economic activities or uses
- integration of this (existing) area of the neighborhood with the proposed redevelopment of the **Neighborhood**

#### Core - Cabel Street as a unifying element

- provide guidance for the appropriate design of new, infill development outside the historic district boundaries that reflects the historic context/character of Butchertown
- consider renaming local parks in honor of historic or influential people who helped to shape Butchertown

#### Circulation and Urban Design Considerations

Major circulation influences on this area include the existing Story Avenue corridor and associated I-64 ramp. Potential changes to (2-way) traffic flow along Story Avenue could help return this street to a more pedestrian-friendly neighborhood corridor. Additional circulation or urban design issues within this **Neighborhood General** area include:

- explore opportunities to reduce heavy truck traffic along Story Avenue
- reconfigure the intersection at Main Street/Story Avenue/Chestnut Street to improve two-way traffic flow
- consider converting traffic flow along Story Avenue to two-way circulation
- implement streetscape enhancements along Washington and Adams/Spring Streets that highlight the corridors as designated bike routes
- the Adams/Spring Street corridor as a gateway into the district/neighborhood
- preservation of the Washington Street viewshed of the St. Joseph's Church spires
- incorporate streetscape enhancements for the safety and convenience of pedestrians at designated crosswalks such as at Story Avenue and Cabel Street and potentially at the railroad (multi-use trail) crossing Story Avenue
- heavily screen outdoor storage and large parking areas, when necessary to create pedestrian friendly edges
- new local street along Beargrass Creek connecting Adams and Main Streets
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts

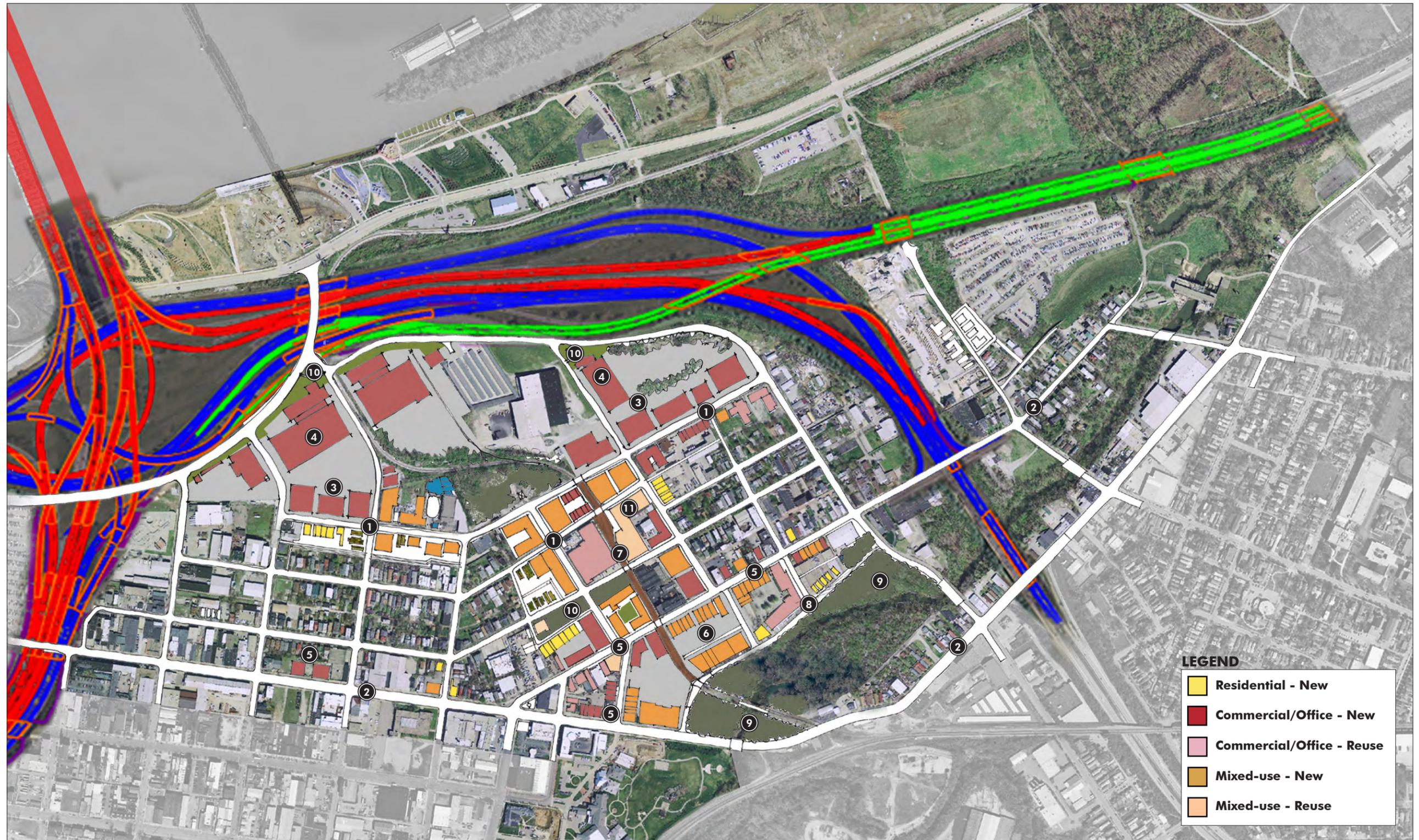


Conceptual "before" and "after" of Washington Street viewshed

### NEIGHBORHOOD REDEVELOPMENT FEATURES

The history of Butchertown is one of integrated industry, culture and residences. The conceptual plan on the following page recognizes the disparate, and sometimes competing, activities that make up the Butchertown neighborhood. Embracing this complex weave of uses is significant to the future vitality of the neighborhood. The overarching goal is to strengthen the Butchertown Historic District and the neighborhood as a whole by weaving together the eclectic mix of land uses Butchertown is known for. Taking advantage of this distinguishing character, however, requires recognizing that the nature of industry has changed, making certain activities incompatible with the Butchertown of present day. Additional opportunities explored in this plan include:

- 1 Strengthen the street grid allowing for local alternative routes to destinations and ease of movement for pedestrians, cyclists, as well as motorists
- 2 Seek opportunities to convert one-way streets to two-way, strengthening mobility within the neighborhood and encouraging redevelopment along these streets
- 3 Along areas north of the existing floodwall, efforts should be undertaken to recover brownfield sites and encourage redevelopment as compatible industry and commercial businesses
- 4 Redevelopment along the Kennedy Interchange scaled to serve as a buffer for neighborhood from the interstate
- 5 Along the primary corridors of Main, Mellwood and Story Avenue, seek opportunities to infill vacant properties and reuse existing buildings for a mix of uses that includes neighborhood-oriented services, retail, culture and entertainment
- 6 Long-term redevelopment strategy for the JBS-Swift Plant property into neighborhood activities
- 7 Work with the local short line/siding railroad company to schedule hours of operation that are appropriate for Butchertown. As this rail corridor is often used by pedestrians frequenting the burgeoning businesses around it, efforts should be made to improve the aesthetics and safety of this urban pathway
- 8 New local street along Beargrass Creek connecting Adams and Main Streets - infill development patterns along street highlights/encourages access to the creek
- 9 Seek opportunities to recover green spaces along Beargrass Creek and expand the Butchertown Greenway
- 10 Seek opportunities to weave public spaces and pocket parks into the neighborhood fabric
- 11 Continue efforts of building restoration, reuse and infill throughout the neighborhood

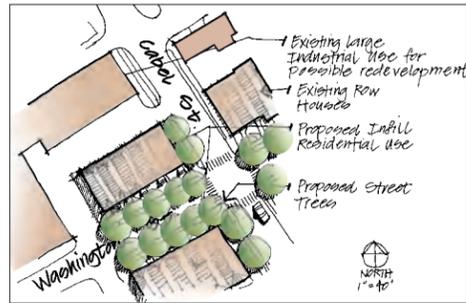


Proposed Neighborhood Illustrative Concept Plan

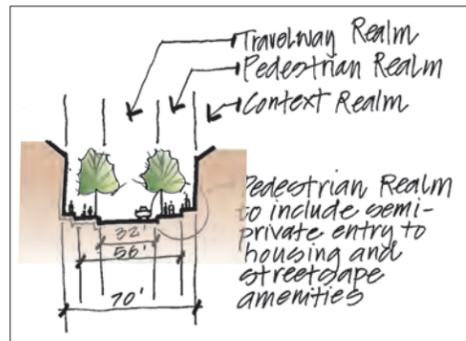
# Butchertown Neighborhood Recommendations

Washington Street and Story Avenue represent important corridors within the Butchertown neighborhood. As such, it is important that streetscape improvements reflect their important contribution to the overall character of Butchertown. Aesthetically as well as functionally, Washington Street is important due to views of the St. Joseph Church spires, and its functional role as part of Louisville's bike route system. Burying utility lines along Story Avenue as part of other streetscape

improvements would improve the visual quality and character of this linkage to downtown. Removing the clutter of overhead utility lines and poles is one way to enhance the visual appeal of each corridor, and reduce the number of obstacles along sidewalks for pedestrians.



Washington and Cabel Streets Intersection - showing infill development at the intersection



Typical Washington Street streetscape section

### 5.3e Neighborhood General - Western

This section addresses opportunities within the **Western Neighborhood Area** which includes the historic Edison House. Similar to

the residential area surrounding St. Joseph Church, the challenge within this area is to weave together appropriate infill development within an eclectic collection of existing land uses and buildings. Maintaining an appropriate balance of various land uses that reflects the character and scale of this western edge of the neighborhood is key to this area.

#### Land Use Considerations

The primary purpose of redevelopment within this area is to fully utilize/redevelop existing vacant properties and promote new development that weaves the existing residential areas and strengthens the overall neighborhood. It is important infill development reflect this important role and also creates an appropriate transition to the existing neighborhood. Listed below are land use recommendations respective of this **Neighborhood General** area.

- consider utilizing the small parking lots scattered

throughout the area as infill opportunities

- encourage infill development adjacent to the interstate that transitions from the larger scale along the Kennedy Interchange, to the scale and character of the residential area along Franklin Street
- consider land use implications if a section of Hancock Street transitions into a pedestrian, multi-use corridor
- encourage land use activities that support the nearby "Extreme Skate Park"
- strengthen the historic context around the Edison House
- highlight the industrial history of the neighborhood by re-using/redeveloping existing industrial buildings via viable economic activities or uses
- integration of this (existing) area of the neighborhood with the proposed redevelopment of the **Neighborhood Core** - Wenzel Street as a unifying element
- provide guidance for the appropriate design of new, infill development outside the historic district boundaries that reflects the historic context/character of Butchertown
- consider renaming local parks in honor of historic or influential people who helped shaped Butchertown

### Circulation and Urban Design Considerations



Location for Potential Gateway Feature at I-65 Overpass

Many of the recommendations listed below center on improvements to the functional aspects of the various local streets traversing this section of Butchertown. However, these improvements take into consideration vehicular as well as pedestrian movement

through the neighborhood. An "efficient" street in regards to traffic flow normally does not translate into an attractive public realm for pedestrians. The design of multi-functional corridors strengthens the historic patterns of multi-modal transportation in traditional urban areas. The urban design strategies detailed below attempt to balance the needs of both aspects of this **Neighborhood General** area.

- implement streetscape enhancements along Washington and Wenzel Streets that highlight the corridors as designated bike routes
- treatment of Hancock Street as a "green corridor" linking the neighborhood to the riverfront
- conversion of Clay, Campbell and Shelby Streets to two-way traffic throughout their length
- preservation of the Clay Street viewshed of the Big Four Bridge
- preservation of the Washington Street viewshed of the

St. Joseph Church spires

- incorporate streetscape enhancements for the safety and convenience of pedestrians at designated crosswalks
- heavily screen outdoor storage and large parking areas, when necessary to create pedestrian friendly edges
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts

### 5.3f Beargrass Creek Corridor

Natural stream corridors in urban areas are sensitive and unique resources and should be given the same attention to protection and alteration afforded historic resources. The Beargrass Creek riparian corridor is a signature element of east downtown's urban fabric. Future enhancements within the corridor such as trails, educational nodes, and improved water conditions will enhance the quality of life for Butchertown residents and those in surrounding neighborhoods. This series of recommendations, explores the benefits of establishing Beargrass Creek as a natural amenity within the built environment. Proposals go beyond the **Beargrass Creek Corridor** as simply a linkage, and look at the synergistic relationship(s) between circulation issues, land use decisions, and their collective impact on Butchertown's urban fabric. Recommendations center on the following issues or strategies.

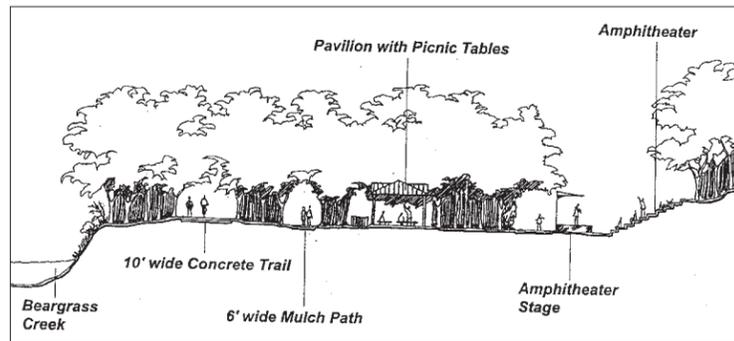
#### Land Use Considerations

Less intense land uses such as residential and light commercial should be the preferred activities encouraged along the creek. An over-riding issue that must be addressed throughout the corridor is maintaining public access to Beargrass Creek for the benefit of all residents. The location and orientation of buildings and associated features such as parking lots, signage, and similar built forms should not infringe on the natural, hydrological processes along the waterway.

- locate trailheads along the corridor to maximize visibility of the creek and serve as amenities for existing and future neighborhood land uses (refer to Butchertown Greenway Plan)
- explore redevelopment opportunities at the intersection of creek and the proposed multi-use trail utilizing the existing railroad right-of-way
- refer to the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location and type of development within the Beargrass Creek watershed
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts

#### Circulation and Urban Design Considerations

The Beargrass Creek corridor represents an excellent opportunity



Proposed Amphitheater at Spring Street (Butchertown Greenway Plan)

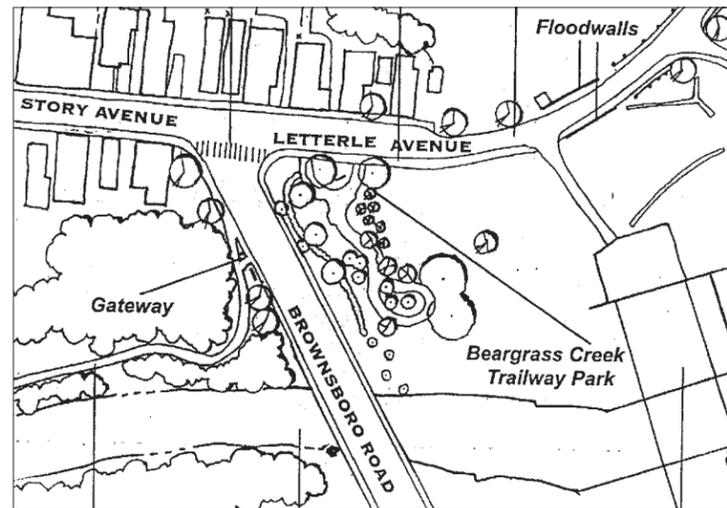
to encourage alternative modes of transportation. Pathways and recreational uses should be accommodated whenever possible. Currently, the Butchertown Greenway starts at Story Avenue and Brownsboro Road and travels north toward the Ohio River. Future plans call for extending the greenway south(west) and connecting to several designated Louisville Metro bike routes. Safe and pleasant passage linking Butchertown to surrounding neighborhoods and the riverfront is a critical component of the neighborhood's, and ultimately east downtown's, vitality. Listed below are strategies that set out to achieve this goal.

- develop a common theme or design elements for local bridges crossing Beargrass Creek
- utilize interpretive signage and/or design elements linking the creek to the Ohio River (hydrology, culture, etc.)
- common design elements for bridges at Brownsboro Road, Frankfort Avenue, Spring and Main Streets
- explore strategies to restore the Frankfort Avenue bridge crossing Beargrass Creek including the removal of the chain link fencing
- promote strategies to develop and extend the Butchertown Greenway and foster connections to surrounding neighborhoods and nearby Cherokee Park

The proper treatment of stormwater runoff is especially important for this area due to the presence of Beargrass Creek. The riparian landscape and related hydrologic cycle are key components of the identity of Butchertown and downtown Louisville in general. Drainage from local streets and bridges should not flow directly into the Beargrass Creek without being treated to some degree for the removal of pollutants. The cleaning and conveyance of water should be an integral and expressive part of the street corridor design. Whenever possible, the design should attempt to create a visually appealing solution to drainage and the movement water itself. Mitigating drainage and water quality issues represent opportunities to create integral elements of public art while simultaneously create attractive, yet functional, landscapes.

**5.3g Transitional Development Area**

The purpose for this area bordering the Kennedy Interchange is



Existing Trailhead (Butchertown Greenway Plan)

to transition from current industrial uses, to appropriate land uses as "buffers" between the neighborhood core and the interstate. Every effort should be made to place new buildings adjacent to the newly-extended Franklin Street to maintain the traditional patterns of development. Multi-story buildings along Franklin Street should contain large storefront windows at street level, with professional office, or residential space on the floors above. The illustrative plan on Page 71 provides additional insight on how some of the items listed below could be incorporated.

**Land Use Considerations**

- efforts should be undertaken to recover brownfield sites and encourage redevelopment as compatible industry and commercial businesses
- seek opportunities to weave public spaces and pocket parks into the neighborhood fabric
- transition from new commercial (multi-story, mixed-use redevelopment) adjacent to the interstate to infill neighborhood commercial development adjacent to the historic district
- highlight the industrial history of the neighborhood by re-using/redeveloping existing industrial buildings via viable economic activities or uses
- provide guidance for the appropriate design of new, infill development outside the historic district boundaries that reflects the historic context/character of Butchertown

**Circulation and Urban Design Considerations**

- extend Franklin Street to intersect with Adams Street to strengthen the local street grid and improve vehicular and pedestrian circulation
- as a longterm strategy, consider converting existing rail line/corridor into a multi-modal pedestrian corridor as part of Louisville Metro's bike route system
- highlight Witherspoon Avenue as a gateway corridor into the neighborhood

- strengthen/expand the street grid to allow for local alternative routes to destinations and ease of movement for pedestrians, cyclists, and motorists alike

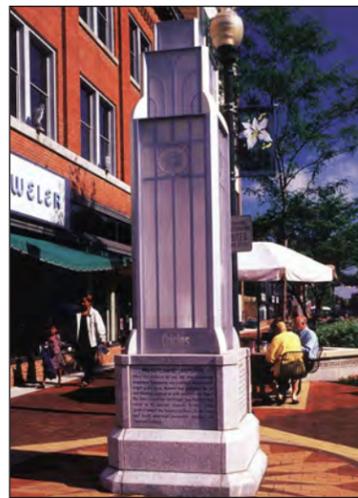
# Butchertown Neighborhood Recommendations

## 5.3h Local Gateways

Local gateways are an important part of the urban experience for both visitors and residents alike traveling in or through the Butchertown neighborhood. Local gateway features can be located within local street rights-of-way, incorporated as part of other streetscape elements, or possibly within the interstate right-of-way at key bridge overpasses. The purpose of these gateways is delineate or highlight one's "arrival" to a historic district, neighborhood, or unique corridor that provides a sense of place within Butchertown. The incorporation of public art into such features can reveal to visitors and residents alike the historical, architectural, cultural and natural features of Butchertown.

Unlike the *Primary Gateways* described previously, these gateways are located outside the Butchertown Historic District, and therefore beyond the (funding) scope of the Bridges Project. However, it is important to consider these local features in some instances to ensure a coordinated design approach between interstate corridor components, East Main Street streetscape enhancements, and the local historic fabric and/or streetscape elements. *Local Gateway* features can serve as design "anchors" or precedents for future streetscape improvements (based on **Stipulation III.K.12**) throughout the Butchertown neighborhood. General guidelines for this scale of gateway elements include:

- features should be designed to be placed within existing rights-of-way when possible.
- area(s) should be reserved for the placement of small identification signs, banners, and plantings.
- where street widths and traffic patterns allow for it, incorporate raised landscaped medians, or planters with areas for annual plantings and other seasonal displays.
- consider pedestrian and cyclist requirements or amenities



Examples of streetscape treatments as Local Gateways

- gateway materials could reflect, but not necessarily mimic, those commonly found throughout the district
- incorporate signage at the Story Avenue interchange to direct/inform motorists of historic landmarks in Butchertown

As the map on Page 59 illustrated, there are three locations to incorporate Local Gateways for the Butchertown neighborhood. Each of these areas presents unique design opportunities that respond to the context and objectives specific to the local corridor. These three locations include:

- the Mellwood Avenue and Brownsboro Road intersection
- the Witherspoon Avenue/Campbell Street/Adams Streets intersection adjacent to the interstate
- the Main Street/Story Avenue/Chestnut Street Connector intersection (shared with Phoenix Hill)



Examples of Local Gateway features



A Local Gateway example adjacent to an interstate overpass. This intersection incorporates a number of streetscape features including landscaping, artwork by a local artist, and special paving treatments.

## 5.4 DISTRICT BOUNDARY CONSIDERATIONS

As noted in **Chapter 2** regarding the historic context of Butchertown, the Bridges Project should be viewed as an opportunity for Butchertown to research its collective history, and evaluate the integrity of its historic resources. The district, and the neighborhood in general, have evolved considerably since the historic district was established in 1976. This final section explores issues delineating Butchertown's National Register Historic District boundary. Ongoing research as part of the Project's original FEIS and SFEIS, in addition to the Survey Update conducted jointly by the University of Kentucky and Kentucky Heritage Council, may warrant an update to the current National Register nomination with the statement of significance expanded to reflect new information gathered as part of the Bridges Project process.

Although this plan does not recommend specific modifications to the National Register historic district boundary, it does provide an opportunity to review the district's current boundary to serve as a baseline, or point of comparison, if future conditions/changes warrant modifications. The reconstruction of the Kennedy Interchange will have both direct and indirect impacts on Butchertown's district and its context. This fact, in addition to the inevitable loss of historic structures over the years to neglect or natural events, could ultimately alter Butchertown's historic integrity. The map on the following page indicates areas where future, detailed investigation may warrant modifications to Butchertown's National Register Historic District boundary. However, further consideration relevant to modifications are beyond the scope of this planning process. More detailed survey and studies would be required regarding this modification process.

### 5.4a National Register Historic District Boundary Considerations

In general, the northern edge of the Butchertown historic district has undergone the greatest transition over the years. A majority of the buildings north of Franklin Street are industrial in nature, and relatively recent (non-contributing) additions to the district. It is important to retain and redevelop as many of the industrial buildings as possible in order to maintain the traditional, mixed-use character Butchertown is historically known for. Any future rehabilitation of these buildings should not only be done in a historically-sensitive manner, but the type of (re)use of the structures should reflect the needs and desires of the neighborhood. Along the existing one-block section of Geiger Street, it is also important to retain the original Bornwasser Packing building that is currently part of Tasman Industries.

Further east along the northern edge of the district boundary, the area around Cabel and Webster Streets north of Quincy Streets could be another area for review. The role of several non-contributing and/or post period-of-significance structures, specifically the Public Works buildings, should be reviewed to determine their collective



1 Shotgun residence on Campbell Street



2 Structures at Water & Campbell Streets



3 Industrial site on Geiger Street



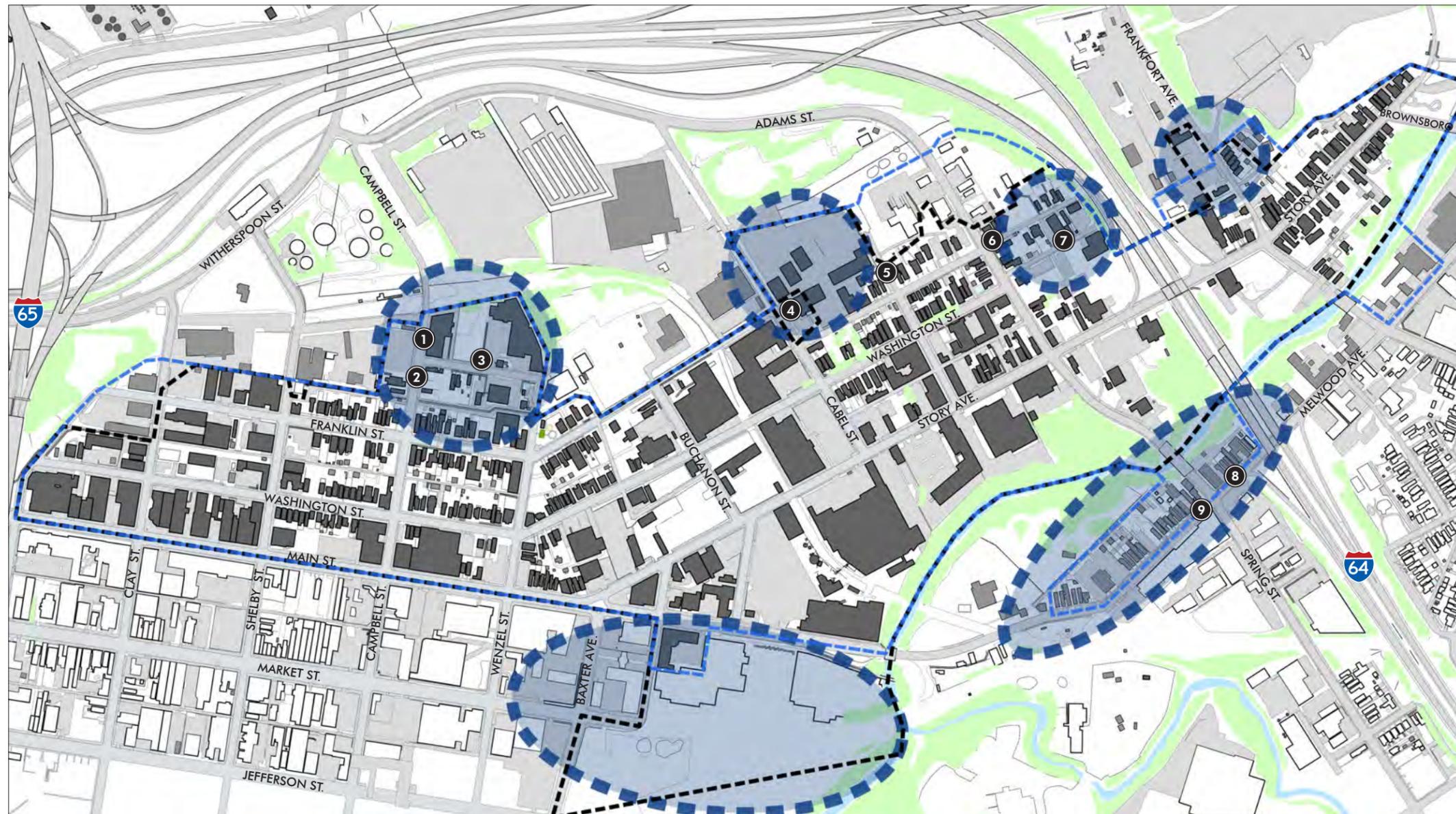
4 Non-contributing structures on Cabel Street



5 Non-contributing structure on Webster Street



6 Inappropriate infill at Quincy & Adams Streets



National Register Historic District Considerations



7 Inappropriate structures on Washington Street



8 Shotgun residences on Mellwood Avenue



9 Structures at Mellwood Avenue & Spring Street

**LEGEND**

- Existing National Boundary
- District Building
- Non-District Building
- Potential Future Study Area

contribution to the historic integrity of Butchertown.

The portion of Quincy Street east of Adams Street and adjacent to Interstate 64 contains several shotgun residences. Their collective historic context has been somewhat compromised by recent (industrial) development that is not in keeping with the historic character of the immediate area. Although the remaining homes are good examples of the shotgun-style, additional studies should be undertaken to determine the validity of including these structures as part of the National Register Historic District.

Another area for consideration contains the Home for the Innocents campus and original Stockyards Bank and Trust Building. The recent development of the Home for the Innocents campus came at the expense of the remaining stockyard buildings south of Main Street. As such, the southern boundary along Main Street between Baxter Avenue and Beargrass Creek warrants future study to assess its remaining historic integrity. This southern district boundary could be revised to only include the original Stockyard Bank and Trust building at Main Street and Baxter Avenue.

The final area to be considered involves several residences located along the north side of Mellwood Avenue around Spring Street. This collection of shotgun-style homes is part of the local historic district, but not within the National Register Historic district. However, surveys conducted during the original Environmental Impact Statement phase of the Bridges Project indicated this area, and these resources, could be considered contributing structures to the historic character of Butchertown. Although the homes are good examples of the shotgun style, the historic integrity of the surrounding context has been compromised over the years. Additional studies would be required as part of the boundary modification process to determine the validity of including these structures as part of the National Register Historic District.

### 5.5 BUILDING ALTERATION GUIDELINES

Whereas the previous discussion explored areas within the national historic district that have changed over the years, this section provides guidance on the treatment of buildings within the historic district. The following guidelines summarize the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preservation, Rehabilitation, Restoration and Reconstruction* and should be referenced for further information.

#### 5.5a Preservation Easements

There are three general types of historic preservation easements: open space or scenic, exterior or façade, and interior easements. The exterior or façade type of easement is the most applicable to buildings within Butchertown. This type of easement prevents demolition, neglect, and insensitive alterations to the exterior. Easements can be placed on properties that are certified historic structures or historically important land areas and may be accessible

to the public with the degree of access tailored according to the historic resource. A certified historic structure is a building or structure that is either individually listed in the National Register of Historic Places or deemed to be contributing to the historic significance of a National Register historic district. Generally, easements are acquired by preservation-oriented organizations that have the time and resources to carry out the responsibility. The accepting organization may request a contribution toward the costs of monitoring the easement in perpetuity. Each easement is different in order to tailor it to the particular property and/or owners requirements. A preservation consultant, tax advisor and/or lawyer should be contacted to begin the easement process.

Historic preservation easements are acquired interests in property owned by another to maintain its historic integrity. Acquisition of an easement, which precludes a property owner from making nonconforming alterations to the façade of the property, is a common and effective preservation tool. Easements have several important characteristics:

- They may be transferred from the original purchaser to another;
- They are binding on subsequent purchasers of the property;
- May be acquired through a gift or purchase; and
- The donation value of the conservation easement may qualify as a deduction for federal income tax purposes.

#### 5.5b Moving Guidelines

The existing location and relationship of buildings is a part of the neighborhood's history and imparts information pertaining to culture, development patterns, and neighborhood character. Historic buildings existing in a historic district should not be moved to other locations. Moving a building removes a major source of its historic significance; namely its location and its association to other buildings in the district. The moving of a historic structure should only be considered as a last resort to save it from demolition, or possibly considered when its move is necessary to accomplish development so critical to the neighborhood's revitalization that altering the historic context is justified. The following recommendations outline guidelines to assist in determining the appropriateness of a potential move.

Recommended:

- The building to be moved is in danger of immediate demolition at its present location and/or would lose its significant context.
- If moved to a site within the historic district, assess the architectural compatibility of the relocated structure with the adjacent architecture relative to style, scale, materials, mass and proportion according to the guidelines for new construction.
- Ensure that the relocation will not damage existing

historic buildings or the character of Butchertown.

- The building should be sited in a similar fashion to its original location.
- Assess the structural condition of the building before moving it, to minimize damage during the move.
- Before moving a historic structure, document its original setting and context. Use photographs, site plans, or other graphic or written statements to record the existing site conditions as well as the existing building(s).
- A plaque or marker should identify the building's date of move and its original location.

Not Recommended:

- Moving a building from outside the historic district.

#### 5.5c Demolition Guidelines (Secretary of the Interior's Standards)

Just as important as the finest and most impressive buildings are the typical and background buildings whose demolition would create damaging gaps in a neighborhood fabric and context. The fact numerous historic buildings in Butchertown have already been demolished makes the remaining buildings all the more valuable. However, Butchertown's National Register Historic District designation does not restrict any private entity from demolishing historic resources. The protection of historic structures within a designated National Register Historic District only applies when federal funding is involved. The *Secretary of the Interior's Standards for the Treatment of Historic Properties* provides general guidelines relevant to the alteration or demolition of historic resources and should be referenced for additional information. Demolition is defined as razing, wrecking or removing by any means the structure's exterior either partially or in its entirety. Generally, one or more of the following criteria should be met for demolition approval within a historic district.

- The structure poses an immediate and substantial threat to the public safety.
- The historic or architectural significance of the structure is substantially deteriorated so that it no longer contributes to the historic character or context of the district.
- The structure cannot be put to any reasonable economically beneficial use for which it is or may be reasonably adapted.

#### 5.5d Demolition Guidelines (Local Landmarks Commission)

In 1973, the City of Louisville established a public preservation policy and created the Historic Landmarks and Preservation Districts Commission (Landmarks Commission) to administer preservation guidelines. The Landmarks Commission works to safeguard historic structures within designated local historic districts from indiscriminate destruction and alteration. Metro's Landmarks Commission determines the feasibility of preservation based on the physical condition of the structure and if preservation is found to be physically or economically infeasible. A demolition permit could

proceed upon certification based on the Landmarks Commission’s guidelines listed below.

- The demolition will not adversely affect the district’s (or the landmark’s) distinctive characteristics, taken as a whole, retained over time.
- Demolition will not adversely affect the district’s importance as a “unified entity” composed of interrelated resources united historically or aesthetically by plan or physical development.
- The proposed replacement structure and development will strengthen the viability of the district as a whole.

The Landmarks Commission has also established an appeals process for demolition and new construction permits that have been denied based on economic hardship. Standards for approving demolition based on economic hardship are high, and places the burden of proof on the property owner. The process pertaining to economic hardship is initiated when the property owner applies to the Landmarks Commission for a Certificate of Appropriateness. The Certificate of Appropriateness application is reviewed by the local district’s Architectural Review Committee and, if denied, can be appealed to the Landmarks Commission for further review. Refer to the Landmarks Commission Design Guidelines for a more detailed explanation of this rigorous process and the various criteria that must be met in order to obtain a demolition permit.

If preservation is found to be feasible, the Landmarks Commission should encourage whatever steps are necessary to ensure preservation on site. If on-site preservation is not possible, relocation should be considered. If demolition is approved, the applicant should work with the Commission to identify salvageable materials and potential buyers or recipients of salvaged materials. The removal of all salvageable building materials before demolition is encouraged. In addition, the building(s) should be documented in its original setting and context. Use photographs, site plans, or other graphic or written statements to record the existing site conditions as well as the existing building(s).

**5.5e Historic Preservation Guidelines**

The Louisville Landmarks Commission Design Guidelines also address the proper methods for the rehabilitation of historic structures, and new construction, within locally-designated districts under the Landmarks Commission’s jurisdiction. These guidelines provide guidance on a variety of design features including site considerations, streetscaping, new additions, and the various building components and materials commonly associated with development within a historic district. It is preferable to find feasible alternatives for the relocation or demolition of historic buildings, and these guidelines promote retention of historic buildings. A separate document exists detailing the history of Butchertown and includes a list of questions for the property owner(s) to consider, but does not provide guidance in how to apply that information to a renovation. A listing of character defining features for residential

and industrial structures is also included in the existing guidelines, however, a photograph or sketch to illustrate the text is not included. In addition, the provided style guide does not include all of those found in Butchertown. These documents could be supplemented with additional information that is specific in nature to Butchertown’s historic resources.



CHAPTER 6  
Implementation Measures



# Implementation Measures

## Introduction

Many of the procedures necessary to implement the Historic Preservation Plan's recommendations already exist. Implementation can only be successful with the involvement of private owners/investors, community organizations and local government. The development of this plan is a step toward enhancing preservation efforts. It must be recognized that the funding capabilities of the FHWA, KYTC, Louisville Metro, or other agencies may not immediately support implementation of all strategies discussed in this plan. However, the purpose of Butchertown's Historic Preservation Plan is to delineate the long-term goals and strategies that maintain and strengthen the historic integrity of the district. Such a committed effort will require the determination and cooperation of numerous public and private organizations in the coming years.

## 6.1 PROJECT PRIORITIZATION

A strategic method is necessary to provide a planned approach in implementing recommendations of this plan. This chapter offers a listing of general tasks, possible funding sources, and suggestions for responsible entities to lead such efforts. These priorities should be based on public input and available funding as stipulated within the Project's First Amended MOA. One method to initiate or implement the recommendations set forth in this plan is to prioritize a list of "bricks and mortar" projects. Through such efforts, these tangible results serve as catalysts for continued progress in the Butchertown neighborhood.

## 6.2 ADDITIONAL FUNDING OPPORTUNITIES

This section provides a general overview of revenue sources presently available to the neighborhood, new ways to approach development including public/private partnerships, and prioritizes stipulation expenditures. The Project's First Amended MOA contains specific stipulations that are funded as part of mitigation efforts relating to the Bridges Project. Below is an excerpt from First Amended MOA **Stipulation II.F** outlining a rationale for additional items/recommendations in the HPP that could be funded by the Project as the Bi-State Management Team deems appropriate.

"The BSMT, in consultation with the SHPOs and appropriate local governments, shall have HPPs prepared for historic properties and districts as set forth below and detailed in Stipulation III. The HPPs shall be prepared by a qualified consultant(s) specializing in preservation planning. The HPPs will provide a context to inform the implementation of specific mitigation measures as set forth in Stipulation III. The HPP may include recommendations for additional measures that could be implemented and funded by others outside this First Amended MOA. Additional avoidance, minimization, or mitigation measures identified in the HPPs which may not have been specified in this First Amended MOA, but

are found by the HPATs to be reasonable to be incorporated into the Project will be considered by the BSHCT and may be submitted to the BSMT for possible implementation as part of the Project. The HPP for a property or district shall be completed within three years of the execution of this First Amended MOA."

### 12.2a Federal Funding

At the Federal level there are several programs that provide financial incentives for rehabilitating historic buildings. An investment tax credit program can provide a 20% tax credit on qualifying costs of a substantial rehabilitation to an income producing historic structure. The structure must be listed on the National Register of Historic Places individually or as a contributing building within a historic district. In conjunction with the Federal program, the State administers a similar tax credit program through DHPA. The list below includes federal, state, and local funding opportunities for preservation related projects.

#### Tax Credits

Income tax credits are the principal governmental subsidy available for privately owned and funded historic preservation activities. The federal government offers a Rehabilitation Investment Tax Credit (RITC) equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. A net subsidy equaling 40% of qualified rehabilitation costs may be yielded by participation in the programs. Eligible properties include commercial buildings, factories, or even old houses but they must be income producing, such as rental properties.

The Federal Historic Preservation Tax Incentives program encourages private sector investment in the rehabilitation and re-use of historic buildings. It creates jobs and is one of the nation's most successful and cost-effective community revitalization programs. It has leveraged over \$62 billion in private investment to preserve 38,000 historic properties since 1976. The National Park Service and the Internal Revenue Service administer the program at the federal level.

Rehabilitation Investment Tax Credit (RITC) - 20% Federal Tax Credit  
A 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be "certified historic structures." The National Park Service reviews the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation. The Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken. Owner-occupied residential properties do not qualify for the federal rehabilitation tax credit.

Rehabilitation Investment Tax Credit (RITC) - 10% Federal Tax Credit  
The 10% tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. The building must be

rehabilitated for non-residential use. In order to qualify for the tax credit, the rehabilitation must meet three criteria: at least 50% of the existing external walls must remain in place as external walls, at least 75% of the existing external walls must remain in place as either external or internal walls, and at least 75% of the internal structural framework must remain in place. There is no formal review process for rehabilitations of non-historic buildings.

#### United States Department of Housing and Urban Development

[www.hud.gov](http://www.hud.gov)

The United States Department of Housing and Urban Development's (HUD) mission is to increase homeownership, support community development and increase access to affordable housing free from discrimination.

#### Community Development Block Grant (CDBG)

[www.hud.gov/offices/cpd/communitydevelopment/programs/stateadmin](http://www.hud.gov/offices/cpd/communitydevelopment/programs/stateadmin)

**Description:** The CDBG is a program authorized under Title I of the Housing and Community Development Act of 1974. The State of Kentucky administers portions of the state's CDBG funds for affordable housing intended to benefit low and moderate-income households. Requirements and grant values vary depending on state program that CDBGs are funding.

#### HOME Investment Partnership Program (HOME)

[www.hud.gov/offices/cpd/affordablehousing/programs/home](http://www.hud.gov/offices/cpd/affordablehousing/programs/home)

**Description:** HOME Investment Partnership Program is funded by the Department of Housing and Urban Development in order to assist communities in the rehabilitation and creation of affordable housing. HOME is funded by Title II of the Cranston-Gonzalez National Affordable Housing Act. The Kentucky Housing Corporation administers the programs monies to a variety of different state programs. Requirements and grant values vary depending on state program that HOME is funding.

#### National Endowment for the Arts (NEA)

[www.nea.gov](http://www.nea.gov)

The National Endowment for the Arts (NEA) offers grants to organizations in four categories: Creation & Presentation, Planning & Stabilization, Heritage & Preservation, and Education & Access. The funding is awarded to assist, preserve, document, and present those artists and forms of artistic expression that reflect our nation's diverse cultural traditions.

#### Grant for the Arts Projects: Access to Artistic Excellence

<http://www.nea.gov/grants/index.html>

**Description:** Access to Artistic Excellence encourages and supports artistic creativity, preserves our diverse cultural heritage and makes

the arts more widely available in communities throughout the country. Support is available to organizations for preservation related projects that preserve significant works of art and cultural traditions

## 12.2b National Organizations National Trust for Historic Preservation

<http://www.preservationnation.org>

The National Trust for Historic Preservation is a privately funded non-profit organization that provides leadership, education and advocacy to save America's diverse historic places and revitalize our communities. They have funds related to historic homes, commercial buildings and nonprofit or government agencies.

### Johanna Favrot Fund for Historic Preservation

<http://www.preservationnation.org/resources/find-funding/deadlines-and-special-programs.html>

**Description:** This fund provides nonprofit organizations and public agencies grants for projects that contribute to the preservation or the recapture of an authentic sense of place. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark.

### Cynthia Woods Mitchell Fund for Historic Interiors

<http://www.preservationnation.org/resources/find-funding/deadlines-and-special-programs.html>

**Description:** This fund provides nonprofit organizations and public agencies grants to assist in the preservation, restoration, and interpretation of historic interiors. Funds may be used for professional expertise, print and video communications materials, and education programs. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark.

### National Trust Loan Fund

<http://www.preservationnation.org/resources/find-funding/loans/national-trust-loan-fund/>

**Description:** Temporarily Suspended for reevaluation.

## 12.2c State Resources Kentucky Heritage Council

[www.state.ky.us/agencies/khc/khchome.htm](http://www.state.ky.us/agencies/khc/khchome.htm)

The mandate of the Kentucky Heritage Council is to identify, preserve, and protect the cultural resources of Kentucky. The Council also maintains continually updated inventories of historic structures and archaeological sites and nominates properties to the National Register of Historic Places. By working with other state and federal agencies, local communities and interested citizens, the Council seeks to build a greater awareness of Kentucky's past and to encourage the long-term preservation of Kentucky's significant cultural resources.

### Kentucky Historic Preservation Tax Credit

[http://www.state.ky.us/agencies/khc/tax\\_credit.htm](http://www.state.ky.us/agencies/khc/tax_credit.htm)

**Description:** The Kentucky General Assembly approved a state tax credit in exchange for investment in the rehabilitation of historic buildings listed on the National Register of Historic Places in 2005. The tax credit applies to both residential and commercial properties.

### **Preservation Kentucky**

[www.preservationkentucky.org](http://www.preservationkentucky.org)

Preservation Kentucky is the Commonwealth's statewide nonprofit historic preservation organization. They are a membership-based organization devoted to preserving buildings, structures, and sites in every region and every town in the state. Preservation Kentucky provides an important link between the public and private sector and between local communities, state government, and national government and organizations. Education opportunities are offered throughout the year on timely and important preservation topics. PK also helps monitor and promote preservation-friendly legislation at the local, state, and federal levels. By working for the restoration and adaptive reuse of historic properties today, the economic benefits of historic preservation will help to safeguard the unique Kentucky landscape for future generations.

### The Kentucky Preservation Fund

<http://www.preservationkentucky.org/resources-funding.php>

**Description:** The Kentucky Preservation Fund was established to celebrate the 2004 National Preservation Conference in Louisville and to provide funding for preservation projects in the Commonwealth of Kentucky. The program is a cooperative venture between the National Trust for Historic Preservation, the Kentucky Heritage Council, and Preservation Kentucky. Typical uses for grants from the fund include community revitalization efforts, feasibility studies for endangered buildings and sites, architectural planning, landscape research and planning, development of heritage education programs, emergency stabilization, and co-sponsorships of workshops and conferences. Generally grants from the Kentucky Preservation Fund range from \$500 to \$5,000 and must be matched on a dollar-for-dollar cash basis.

### **Kentucky Historical Society**

<http://history.ky.gov>

The Kentucky Historical Society (KHS) was formed in 1836 by a group of prominent Kentuckians intent on preserving the history of the commonwealth. KHS, an agency of the Kentucky Tourism, Arts and Heritage Cabinet, has more than 3,300 members to whom it provides support and educational services. Outreach programs collaborate with more than 430 local historical organizations. KHS is administered by an executive committee, and supported by the KHS Foundation, a 501(c)(3) organization.

### Kentucky Historical Highway Marker Program

<http://history.ky.gov/sub.php?pageid=62&sectionid=13>

**Description:** This program, administered in cooperation with the Kentucky Transportation Cabinet, commemorates historic sites, events, and personalities throughout the Commonwealth. The plaques are on-the-spot history lessons that add drama and interest to the countryside for native Kentuckians as well as tourists. The goal of the Kentucky Historical Highway Marker Program is to connect events and personalities with their place, to bring the past to life, and to increase the awareness of what we owe to those who came before us.

## 12.2d Local Resources New Revenue Sources

New revenues can be generated by increasing fees for existing revenue sources, or from the development of new revenue sources; for example, if the city is anticipating spending \$0.5 million to \$1 million a year on flood control structures, but does not at this time charge a flood control fee to residential and commercial enterprises, there will be no revenue source to pay for the flood control improvements. On the other hand, if the city presently issues dog licenses but has not increased fees in many years, increasing the fees to a reasonable level would be an appropriate measure. This would be gaining new revenue from an existing revenue source.

### **Fees and Exactions**

Fees and exactions are typically charged to developer's projects as part of the development process in order to cover their proportionate impact on various municipally-owned infrastructure such as curbs and streets, sidewalks, and sewer and water service. Another example of a non-fee exaction could be a pedestrian easement across a property or open space. Exactions on a fee basis collected by cities include fees for open space purchase, parks, recreation, fire stations, transportation, water rights, and storm sewer or flood control.

For all exactions and development fees, it is very important to provide information to the developer before the project is begun so that the financial feasibility of the development can be accurately assessed before a large-scale commitment of time and funds. Subsidization may be done when other public purposes are being met by the development; for example, the provision of affordable housing, and generally reflect the result of development negotiations.

### **Public/ Private Partnerships**

Public/private partnerships combine the capabilities of the public sector with the advantages of the private sector. Louisville typically can borrow money at a lower rate than is available in the normal marketplace because the income stream from municipal bonds are tax-free to the investor (lender). The city can aid a developer in

## Implementation Measures

other ways as well. Examples include waiving or reducing exactions and other development fees, extending water and sewer lines as appropriate, and reducing required on-site facilities such as parking.

Private developers have advantages as well. Often, private entities can build projects less expensively than public agencies. This is usually related to fewer requirements for the contractor of private projects and thereby lower general services-related activities, such as bonding costs.

Public/private partnerships can be used for parking structures, housing, retail development, or similar projects in the city's interest. There are many variations of public/private partnerships, but the common principle underlying any of them is that by working together, more can be accomplished than by working separately.

### Revolving Loan Fund

A local government may create a pool of funds for loans or grants for rehabilitation of historic resources. Tax-exempt bond financing has been used to provide grants or loans to nonprofit organizations to rehabilitate historic properties. Loans may be used for either residential or commercial properties, at low to no interest. Grants are typically used for exterior rehabilitation, preservation, and the restoration of historic properties which are publicly or privately owned.

Include capital appropriations in the annual local government budget for the preservation incentives or programs specified in the Preservation Plan, effectively ensuring that preservation projects become part of the long-term capital budget.

Include maintenance appropriations in the annual local government budget for significant public and private historic resources, including such basic items as street paving in historic districts, to improve the general quality of life in historic districts and neighborhoods, again effectively ensuring that specific recommendations in the Preservation Plan will be implemented.

## 6.3 MARKETING EFFORTS

Butchertown contains the right mix of existing and potential assets that makes it an ideal candidate for heritage tourism. A community that has preserved its historic buildings and urban fabric can reveal compelling stories about its history and culture, and provide opportunities for visitors to experience this uniqueness of place. This section explores marketing strategies that can achieve economic vitality and diversity for the Butchertown district. However, efforts to promote cultural/historic tourism should not come at the expense of local residents. Initiatives to develop Butchertown as a "living museum" must also be balanced with the need to create a livable community for its residents.

Heritage tourism represents an increasingly successful approach to attracting visitors by interpreting a community's historical, cultural and architectural heritage. National surveys indicate that visiting historical sites and towns is the most popular activity for vacation travelers. The creation of a "one-stop shop" for visitor information is an effective way to promote Butchertown, as well as distribute valuable information. Such a place could simply serve as a location for visitors to ask for directions and pick up brochures or informational packets.

It is important to stress the authentic, historic character of Butchertown. A mix of visitor and resident-oriented businesses, and public gathering places can make the visitor feel part of the community. Quality of life issues, including employment opportunities, historic preservation, design, arts and culture, and recreation, should converge to create a better place to live and visit, and marketed as an economic development strategy.

Often, residents are not aware of the implications of owning property in a historic district. This may result in confusion about permitting procedures for work done on their property and lack of information about resources that may be available, including financial incentives and technical assistance. Louisville Metro's Preservation Commission, in partnership with local preservation organizations, could host an orientation program targeted to homeowners, builders and developers to share information about financial incentives, code requirements, review processes, and success stories regarding historic resources. The city could also send an annual letter to inform/remind property owners about their inclusion in the historic preservation district, or overlay zone, and advise them of actions that may warrant review by the Commission.

## 6.4 IMPLEMENTATION PARTNERS

It is important to organize, involve and inform affected stakeholders to effectively strengthen and promote the numerous benefits of Butchertown. Ongoing dialogue with pertinent Louisville Metro agencies as well as State organizations could be coordinated by the Butchertown Neighborhood Association. The identification and dissemination of information regarding historic resources and preservation issues within, or adjacent to the Butchertown historic district should be a primary goal of the Butchertown Neighborhood Association. This could include the preservation of historic sites and ensure the compatibility of new development within the district. Funds could be acquired and set aside for the public purchase of historic resources that cannot be saved through private efforts alone.

### Kentucky Heritage Council

300 Washington Street  
Frankfort, Kentucky 40601  
Phone: (502) 564-7005  
Website: <http://heritage.ky.gov/>

### Preservation Kentucky

306 West Main Street, Suite 501  
PO Box 5192  
Frankfort, Kentucky 40602  
Phone: (502) 871-4570  
Website: <http://www.preservationkentucky.org/>

### Kentucky Historical Society

100 West Broadway  
Frankfort, Kentucky 40601  
Phone: (502)-564-1792  
Website: <http://history.ky.gov/>

### Louisville-Jefferson County Metro Government

444 S. 5th Street, Suite 300  
Louisville, KY 40202-4313  
Phone: (502)574-6230  
Website: <http://www.louisvilleky.gov/PlanningDesign/>

### Butchertown Neighborhood Association, Inc.

1607 Frankfort Avenue  
Louisville, KY 40206  
(502) 583-1400

The three matrices in the Appendix provide a list of pertinent local organizations, government agencies, and private or non-profit organizations that have a role in shaping the Butchertown neighborhood's future. Although not exhaustive, the listings outline a core group of decision-makers that can provide valuable insight regarding issues relevant to the construction of the Bridges Project, and potential future projects independent of the Project. These

organizations should have a part in the decision-making process, in one form or another, regarding the design and execution of the Project and related, smaller projects within the neighborhood.

One of the primary goals of the matrices is to indicate which organizations have a role to play, and how best to coordinate their collective efforts without duplicating or wasting limited resources. As for funding, the Bridges Project is only responsible for those items stipulated in the First Amended MOA. Furthermore, this funding is not unlimited and the KHPAT members should work with Project consultants to prioritize what areas or features of Butchertown are more important than others, and/or what (design) elements of the Bridges Project could provide the greatest benefit to the (historic) integrity of Butchertown's historic district. The final matrix addresses potential projects or recommendations outside the scope and funding of the Bridges Project. However, this matrix **does not** require or obligate certain agencies to fund these potential projects. It should only be used as a guide illustrating the combination of agencies or organizations that shape Butchertown's urban fabric. Funding for some of these recommendations could be acquired through a variety government and private grants or similar funding resources.



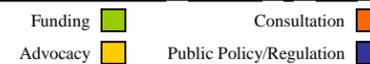
APPENDIX



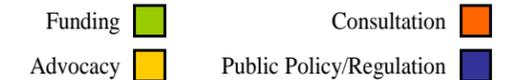
# Implementation Measures

FIRST AMENDED MOA STIPULATION	Butchertown Historic Preservation Plan Implementation Strategies	HPP PAGE #	AGENCY INVOLVEMENT																			
			Bridges Project	Louisville Metro - Planning	Louisville Metro - MSD	Louisville Metro - Historic Comm.	Louisville Metro - Parks & Rec.	TARC	Butchertown Neighborhood Assoc.	KYSHPO	Public/Private Partnership	Private Entity										
	<p><b>First Amended MOA Stipulation II.F</b> - INDOT and KYTC, in consultation with the SHPOs and appropriate local governments, shall have HPPs prepared for historic properties and districts as set forth below and detailed in Stipulation III. The HPPs shall be prepared by a qualified consultant(s) specializing in preservation planning. The HPPs will provide a context to inform the implementation of specific mitigation measures as set forth in Stipulation III. The HPP may include recommendations for additional measures that could be implemented and funded outside this MOA. Additional avoidance, minimization, or mitigation measures identified in the HPPs which may not have been specified in this MOA, but are found by the Historic Preservation Advisory Teams to be reasonable to incorporate into the Project will be considered by the Bi-State Historic Consultation Team and may be submitted to the Bi-State Management Team for possible implementation as part of the Project. The HPP for a property or district shall be completed prior to the preliminary field plan check inspections for the relevant section of the Project, as referenced in Stipulation I.A.9.d, unless otherwise recommended by the Bi-State Historic Consultation Team and determined appropriate by the Bi-State Management Team.</p> <p><b>SPECIFIC FIRST AMENDED MOA STIPULATIONS</b></p>																					
III.K.1	The BSMT shall develop a new HPP for the property as set forth in Stipulation II.F. The HPP shall include recommended measures for context sensitive design, noise abatement, streetscape improvements, and interpretive signage along East Main Street which shall be implemented as part of the Project to mitigate adverse effects to the historic district and provide additional strategies for rehabilitation and reuse of buildings and grounds that could enhance the district. The HPP shall develop a thematic context to assist with future nominations in the region. The HPP shall be coordinated with the latest development plans available from the Louisville/Jefferson County Metro Government (Metro Government) that affect the historic district and East Downtown area.	Varies																				
III.K.2	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.3	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.4	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.4	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.5	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.5	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.6	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.7	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.8	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.9	<b>Grace Immanuel United Church of Christ</b> - During the development of detailed plans and in consultation with the Church and KYSHPO, KYTC will conduct a noise study to determine whether interior noise abatement measures are justified for the Church. Noise abatement will be considered in accordance with Stipulation II.E. if predicted noise levels exceed the interior noise abatement criteria.	80																				
III.K.10	<b>Grocers Ice and Cold Storage Company</b> (601 – 615 East Main Street) – This building has been purchased by KYTC; however, only the westernmost portion of the building is required for construction of the Project. A treatment plan for the adaptive reuse of the eastern portion of the Grocers Ice and Cold Storage Company was completed.	80																				
III.K.11	Mellwood/Story Connection – The BSMT conducted a study of the Mellwood Avenue – Story Avenue Connector during the development of detailed plans in order to evaluate the elimination of this proposed connector and restoration of two-way traffic flow on Mellwood Avenue and Story Avenue. Results of the study were provided to the Advisory Team for review and comment and reported in the Progress Reports provided for in Stipulation IX	87, 90																				
III.K.12	The BSMT shall design and construct streetscape improvements on East Main Street as set forth in Stipulation II.J, in accordance with provisions of the HPP and the Kentucky Heritage Council's streetscape design guidelines.	67 - 69																				
III.K.13	This stipulation was eliminated as part of the First Amended MOA.																					
III.K.14	The BSMT shall design and construct Project roadway lighting within the viewshed of the historic district as set forth in Stipulation II.D.	67																				
III.K.15	The BSMT shall implement noise abatement measures wherever Project noise is expected to adversely affect the historic district as set forth in Stipulation II.E.	66																				
III.K.16	Prior to initiating construction activities in this section, the BSMT will ensure that the construction contractor shall develop and implement a blasting/vibration plan for the Project to avoid damage to the District as set forth in Stipulation II.L	80																				

**NOTE:**  
The Bridges Project is only responsible for funding those items stipulated in the First Amended MOA. The primary goal of this matrix is to indicate which organizations have a role to play in this process, and how best to coordinate their collective efforts without duplicating or wasting limited resources. However, this funding is not unlimited and the consulting parties should work with Project consultants to prioritize areas or features of Butchertown that are more important than others, and/or what elements of the Bridges Project could provide the greatest benefit to the (historic) integrity of Butchertown's historic district. This matrix should only be used as a guide illustrating the combination of agencies or organizations involved in the decision-making process that shape the various components comprising Butchertown's urban fabric.



MOA STIPULATION	Butchertown Historic Preservation Plan Implementation Strategies	HPP CHAPT.	AGENCY INVOLVEMENT																		
			Bridges Project	Louisville Metro - Planning	Louisville Metro - MSD	Louisville Metro - Historic Comm.	Louisville Metro - Parks & Rec.	TARC	Butchertown Neighborhood Assoc.	KYSHPO	Public/Private Partnership	Private Entity									
	<b>First Amended MOA Stipulation II.F</b> - INDOT and KYTC, in consultation with the SHPOs and appropriate local governments, shall have HPPs prepared for historic properties and districts as set forth below and detailed in Stipulation III. The HPPs shall be prepared by a qualified consultant(s) specializing in preservation planning. The HPPs will provide a context to inform the implementation of specific mitigation measures as set forth in Stipulation III. The HPP may include recommendations for additional measures that could be implemented and funded outside this First Amended MOA. Additional avoidance, minimization, or mitigation measures identified in the HPPs which may not have been specified in this First Amended MOA, but are found by the Historic Preservation Advisory Teams to be reasonable to incorporate into the Project will be considered by the Bi-State Historic Consultation Team and may be submitted to the Bi-State Management Team for possible implementation as part of the Project. The HPP for a property or district shall be completed prior to the preliminary field plan check inspections for the relevant section of the Project, as referenced in Stipulation I.A.9.d, unless otherwise recommended by the Bi-State Historic Consultation Team and determined appropriate by the Bi-State Management Team.																				
	<b>GENERAL FIRST AMENDED MOA STIPULATIONS</b>																				
II.C	<b>Context Sensitive Solutions</b> -The roadways, bridges, and other Project elements shall be designed and constructed with sensitivity to aesthetic values, historic cultural landscapes, and the historic context, utilizing the services of professionals with experience in areas related to historic preservation. Design shall include aesthetic treatments to surfaces, structures, portals, appurtenances, and land contours and landscaping that complement the historical contexts of historic properties.	Chap. 4																			
II.D	<b>Roadway Lighting</b> – Project roadway lighting within the viewshed of historic properties and any navigational lighting required on structures included in the Project shall be designed and constructed to minimize the dispersion of light beyond the highway right of way and include state-of-the-art techniques and systems, such as Full Cutoff Optics (FCOs) or other similar systems, to the extents that are required to ensure safe roadway lighting designs, and navigation required by the U. S. Coast Guard and the Federal Aviation Administration.	Chap. 4																			
II.E	<b>Noise Abatement</b> – The Project shall be designed so as to minimize adverse noise effects on historic properties in accordance with state and federal noise regulations, policies, and guidance, including special consideration of enhanced noise abatement measures for historic properties. Noise abatement measures shall be designed and implemented utilizing state-of-the-art methods and systems to minimize adverse noise effects on historic properties, such as innovative pavement designs, bridge decks and joints, berms, noise barriers, and landscaping. Pavements shall be designed incorporating measures and materials that contribute to quieter pavements, such as those identified through the Purdue University Quiet Pavement Research or other innovative measures and technologies, while providing durability and safe driving conditions.	Chap. 4																			
II.J	<b>Streetscape Improvements</b> - Streetscape improvements, such as landscaping, tree plantings, ornamental street lighting, fencing, curbing, pavements, sidewalks, traffic calming, or other similar work, when specified in Stipulation III, shall be designed in consultation with the respective SHPO and constructed within public rights of way unless otherwise provided for in this First Amended MOA or approved by the Bi-State Management Team. Approval from the agency holding title to the right of way will be obtained prior to use, whenever required. Streetscape improvements shall be designed in conformance with recommendations of any HPP developed for the property in accordance with Stipulation III of this First Amended MOA. In the absence of an HPP, design of streetscape improvements shall be based on recommendations provided by the Bi-State Historic Consultation Team with Advisory Team input.	Chap. 4																			
II.K	<b>Interpretative Signage</b> - Interpretative signage, when specified in Stipulation III, shall be placed within the right of way of public streets, or on easements, to explain the significance of the historic properties, their context, and their importance to the development of the area. Approval from the agency holding title to the right of way will be obtained prior to use, whenever required. INDOT or KYTC shall coordinate the text and placement of the signs with the respective Historic Preservation Advisory Team and may implement this provision through existing state historic marker programs where determined appropriate.	Chap. 4																			



**NOTE:**  
 The Bridges Project is only responsible for funding those items stipulated in the First Amended MOA. The primary goal of this matrix is to indicate which organizations have a role to play in this process, and how best to coordinate their collective efforts without duplicating or wasting limited resources. However, this funding is not unlimited and the consulting parties should work with Project consultants to prioritize areas or features of Butchertown that are more important than others, and/or what elements of the Bridges Project could provide the greatest benefit to the (historic) integrity of Butchertown’s historic district. This matrix should only be used as a guide illustrating the combination of agencies or organizations involved in the decision-making process that shape the various components comprising Butchertown’s urban fabric.

## List of References

---

The following list references the various resources utilized in the development of this Historic Preservation Plan.

### **Anonymous**

1983 - National Register Nomination for Uptown: Phoenix Hill Historic District.  
2001 Suburbs. In *The Encyclopedia of Louisville*, edited by J.E. Kleber, The University Press of Kentucky, Lexington.

### **Bernier, R.R.**

2001 - "World War II." In *The Encyclopedia of Louisville*, edited by J.E. Kleber, The University Press of Kentucky, Lexington.

### **Castner, C.B.**

2001 - "Railroads." In *The Encyclopedia of Louisville*, edited by J.E. Kleber, The University Press of Kentucky, Lexington.

### **Crankshaw, Ned**

1999 - *Kentucky Streetscape Design Guidelines for Historic Commercial Districts*, Kentucky Transportation Cabinet and Kentucky Heritage Council.

### **Crews, C. F.**

n.d. - "A Concise History of Louisville," from "Spirited City: Essays in Louisville History" on line edition at [http://www.cathedral-heritage.org/concise history](http://www.cathedral-heritage.org/concise%20history)

### **Doyle, Don H.**

1993 - *New Men, New Cities, New South: Atlanta, Nashville, Charleston, Mobile, 1860-1910*, University of North Carolina Press, Chapel Hill

### **Guetig, Peter R. and Conrad D. Selle**

1995 - *Louisville Breweries: A History of the Brewing Industry in Louisville, Kentucky, New Albany and Jeffersonville, Indiana*. Mark Skaggs Press.

### **Harrison, Lowell H. and James C. Klotter**

1997 - *A New History of Kentucky*. The University Press of Kentucky

### **Hudson, J. B.**

2001 - "African Americans." In *The Encyclopedia of Louisville*, edited by J.E. Kleber, The University Press of Kentucky, Lexington

### **Jobson, R.**

1977 - *History of Early Jeffersontown and Southeastern Jefferson County, Kentucky*, Gateway Press, Inc., Baltimore.

### **John Milner Associates, Inc.**

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

### **Kleber, J.E., Editor**

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

### **Klein, Maury**

1972 - *History of the Louisville & Nashville Railroad*, MacMillan Company, New York

### **Louisville and Jefferson County Planning Commission**

2000 (adopted) - *Cornerstone 2020 Comprehensive Plan*, Louisville and Jefferson County Planning Commission.

### **National Parks Service**

1994 - NPS-28, Cultural Resource Management Guideline, Release N. 4, July 1994. United States Department of the Interior, National Park Service.

### **Nold, J., Jr., and B. Bahr**

1997 - *The Insiders' Guide to Louisville and Southern Indiana*, Insiders Publishing Inc., Manteo, NC.

### **O'Brien, M.L.B.**

2001 - Slavery in Louisville 1820-1860. In *The Encyclopedia of Louisville*, edited by J.E. Kleber. The University of Kentucky, Lexington.

### **Reynolds, Mathew D., Steven D. Creasman, R. Berle Clay and James T. Kirkwood**

2001 - An Archaeological Reconnaissance of the Proposed Ohio River Bridges in Jefferson County, Kentucky. Prepared for Community Transportation Solutions. Prepared by Cultural Resource Analysts Inc.

### **Wade, Richard C.**

1959 - *The Urban Frontier, The Rise of Western Cities, 1790-1830*. University of Illinois Press, Chicago, IL.

### **Weeter, J.**

2001 - "Shotgun Cottages." In *The Encyclopedia of Louisville*, edited by J.E. Kleber, The University Press of Kentucky, Lexington.

### **Wetherington, M.V.**

2001 - "Reconstruction." In *The Encyclopedia of Louisville*, edited by J.E. Kleber, The University Press of Kentucky, Lexington.

### **White, Bradford J. and Richard J. Roddewig**

1994 - *Preparing a Historic Preservation Plan*, American Planning Association, Chicago, IL.

### **Yater, G.H.**

1979 - *Two Hundred Years at the Falls of the Ohio: A History of Louisville and Jefferson County*, The Heritage Corporation, Louisville.

2001 "Louisville: A Historical Overview." In *The Encyclopedia of Louisville*, edited by J.E. Kleber, pp. xv-xxxi, The University Press of Kentucky, Lexington.





## RATIO

Architecture  
Preservation  
Interior Design  
Landscape Architecture  
Urban Planning

RATIO Architects, Inc.  
107 South Pennsylvania Street  
Suite 100  
Indianapolis, Indiana 46204  
ph: 317.633.4040  
fx: 317.633.4153

[www.RATIOarchitects.com](http://www.RATIOarchitects.com)

