



BRIDGES **PHOENIX HILL** HISTORIC PRESERVATION PLAN
HPP Approved April 25, 2007 | Updated HPP Approved October 2, 2012





Ph: 502-391-3840 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 1, 2012

CTS-GEC-HPP-LTR0342
Reply Requested: YES
Date Requested: October 1, 2012

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

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

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 Phoenix Hill Historic District Historic Preservation Plan

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

CTS-GEC has developed the Historic Preservation Plan (HPP) for the Phoenix Hill Historic District (HD) in accordance with Stipulations II.F.2.d. and III.L.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 August 15, 2012 for review and comment. By September 14, 2012, the Indiana Co-chairs had deferred to the Kentucky Co-chairs and the FHWA had no comments. No comments were received from the Kentucky Co-chairs. On September 17, 2012, it was returned to the BSHCT Co-chairs with a request for advancement of the HPP to the BiState Management Team (BSMT) for approval. This recommendation was received by the established deadline of October 1, 2012.

Therefore, in consideration of the above, CTS-GEC has been directed by the BSHCT Co-chairs to recommend that the BSMT approve the Phoenix Hill Historic District HPP. 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



www.kyinbridges.com



PHOENIX HILL HISTORIC PRESERVATION PLAN

Acknowledgements

The Phoenix Hill Historic Preservation Plan is the result of over two years of effort culminating in the completion of this document in November 2009. This plan was approved and has been used since that time. During Spring/Summer 2012, in connection with the signing of an Amended Memorandum of Agreement for the Ohio River Bridges Project, this plan was revisited and updated to reflect current conditions and recommendations for the neighborhood.

This plan was created largely due to the efforts of numerous individuals, citizen organizations, government agencies, and consultants. Any 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 Ohio River Bridges Project, and its impact on the Phoenix Hill 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 Phoenix Hill neighborhood, the FHWA and other government officials who provided valuable information and insight into this planning process. The members of the various advisory boards also deserve recognition for their commitment to creating a project that benefits the entire Louisville and southern Indiana region. As a final note, a majority of the maps throughout this document are 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.

2 Table of Contents

<hr/>	
(1) INTRODUCTION	CHAPTER 1 – The Ohio River Bridges Project
8	Project Introduction
8	1.1 The Ohio River Bridges Project Process
8	1.2 Bridges Project Sections
8	1.3 Public Participation Process
10	1.4 Intent of the Preservation Plan
	CHAPTER 2 – Historical Context of Phoenix Hill
12	Historical Significance of Louisville
18	Historical Significance of Phoenix Hill
19	Character Defining Features of Phoenix Hill
<hr/>	
(2) CURRENT CONDITIONS	CHAPTER 3 – Inventory and Analyses
24	Overview of Conditions
24	3.1 Neighborhood Residential Cores
24	3.2 Main Street Corridor
26	3.3 Market Street Corridor
26	3.4 Broadway Corridor
26	3.5 Jefferson Street Core
26	3.6 Clay Street Edge
28	Areas of Influence
29	Archeological Resources
30	Land Use and Building Conditions
31	Eastern Residential Core
32	Western Residential Core
33	Main Street Corridor
34	Market Street Corridor
36	Broadway Corridor
37	Jefferson Street Core
38	Clay Street Edge
39	Zoning and Form District Guidelines
41	<i>Existing Zoning and Form District Map</i>
42	Circulation and Infrastructure
43	Eastern Residential Core
44	Western Residential Core
45	Main Street Corridor
46	Market Street Corridor
47	Broadway Corridor
48	Jefferson Street Core
49	Clay Street Edge
<hr/>	
(3) RECOMMENDATIONS	CHAPTER 4 – Conceptual Physical Plan
54	Neighborhood Vision
54	4.1 Neighborhood Context and Boundaries
54	4.2 Neighborhood Redevelopment
55	<i>Proposed Neighborhood Redevelopment Opportunities Map</i>
56	Phoenix Hill Character Areas
56	4.3 Phoenix Hill Character Areas
57	<i>Proposed Character Areas Map</i>

(3) RECOMMENDATIONS
(cont.)

CHAPTER 5 – Linkages and Interstate Recommendations

60 Contextual Linkage Issues

60 5.1 Connectivity to the Ohio River

60 5.2 Interstate Corridor Enhancements

61 *Contextual Linkage Issues Map*

63 5.3 Local “Complete Streets”

66 **Primary and Local Gateways**

66 5.4 Primary and Local Gateways

67 *Primary and Local Gateways and Corridors Map*

CHAPTER 6 – Anticipated Neighborhood Land Uses

70 **Neighborhood Land Use Context**

70 6.1 Anticipated Land Uses

71 *Neighborhood Land Use Context Map*

72 **Historic District Considerations**

72 6.2 District Boundary Considerations

72 6.3 Building Alteration Guidelines

75 6.4 Treatment of Historic Structures

CHAPTER 7 – Neighborhood Core Recommendations

78 7.0 Goal

78 **Neighborhood Core Recommendations**

78 7.1 Land Use and Building Design

78 7.2 Circulation and Complete Streets

CHAPTER 8 – Neighborhood Corridor Recommendations

82 8.0 Goal

82 **Neighborhood Corridor Recommendations - Main Street**

82 8.1 Land Use and Building Design

82 8.2 Circulation Components

83 8.3 Interstate Components

84 **Neighborhood Corridor Recommendations - Market Street**

84 8.4 Land Use and Building Design

84 8.5 Circulation Components

84 8.6 Interstate Components

86 **Neighborhood Corridor Recommendations - Broadway**

86 8.7 Land Use and Building Design

86 8.8 Circulation Components

CHAPTER 9 – Neighborhood General Recommendations

90 9.0 Goal

90 **Neighborhood General Recommendations - Western**

90 9.1 Land Use and Building Design

90 9.2 Circulation Components

92 **Neighborhood General Recommendations - Eastern**

92 9.3 Land Use and Building Design

92 9.4 Circulation Components

(3) RECOMMENDATIONS
(cont.)

CHAPTER 10 – Beargrass Creek Corridor Recommendations

94 10.0 Goal

94 **Beargrass Creek Corridor Recommendations**

94 10.1 Land Use and Building Orientation

94 10.2 Circulation and Urban Design

CHAPTER 11 – Medical Campus Edge Recommendations

98 11.0 Goal

98 **Medical Campus Edge Recommendations**

98 11.1 Land Use and Building Design

98 11.2 Circulation Components

98 11.3 Interstate Components

CHAPTER 12 – Implementation Measures

102 **Implementation Measures**

102 12.1 Project Prioritization

102 12.2 Additional Funding Opportunities

104 12.3 Marketing Efforts

104 12.4 Implementation Partners

APPENDIX

108 **Phoenix Hill Historic Preservation Plan Specific First Amended MOA Stipulations Matrix**

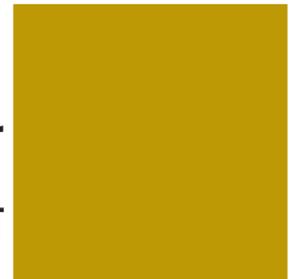
109 **Historic Preservation Plan General First Amended MOA Stipulations Matrix**

110 **Phoenix Hill Historic Preservation Plan Recommendations Matrix**

111 **List of References**



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 (E.I.S.) 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 E.I.S. 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 E.I.S. 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 FEIS 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



Ohio River Bridges Sections

Jeffersonville, Indiana. The second (I-265) was located in the East End area approximately six miles upstream from the downtown bridge. It connected northeastern Jefferson County, Kentucky and Clark County, Indiana. 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 some effects on the Phoenix Hill historic district. The Crossing 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.

1.2a New I-65 Bridge / Rebuilt Kennedy Interchange Effects

The aerial map on the following page illustrates the extent of the new I-65 bridge and associated Kennedy Interchange serving Phoenix Hill, Butchertown, and downtown Louisville. 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) contained within the rebuilt Kennedy Interchange where Interstates I-64, I-65, and I-71 converge, the existing interchanges at Muhammad Ali Boulevard in Phoenix Hill (Liberty Street interchange) and Story Avenue in Butchertown will be rebuilt.

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 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, and impacts to 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 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 Downtown Crossing portion of 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

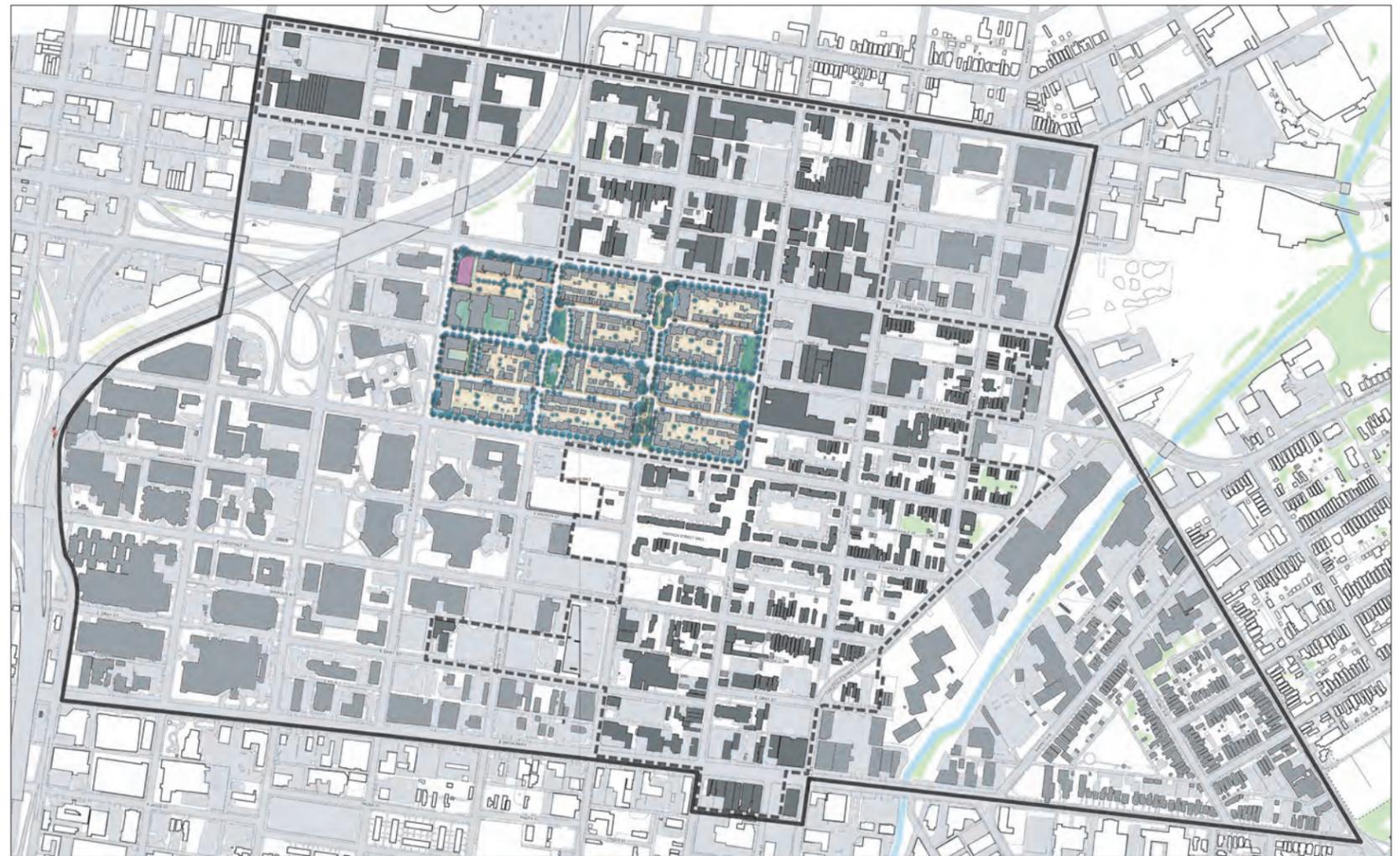
This committee consists of nearly fifty organizations from Kentucky and Indiana representing a wide range of interests. Members include key city and county government agencies, civic and community groups, trade associations, and environmental groups. The role of this committee is to review Project work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

addressed throughout the design and construction of the Ohio River Bridges Project.

Stakeholder Meetings

Throughout the Project design 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), 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



Historic District and Neighborhood Boundaries

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

Project Introduction

were conducted in May, July and September of 2006 to review drafts of the Phoenix Hill and Butchertown HPP's and discuss revisions relevant to each document. Following each workshop with KHPAT members, relevant KHPAT comments were incorporated into subsequent HPP's. Following these work sessions, the final draft of Phoenix Hill's HPP was presented to KHPAT members and was recommended to the Bi-State Historic Consultation Team. This plan was then sent to the BSHCT for review, and recommended to the Bi-State Management Team. Preliminary approval of the Phoenix Hill Historic Preservation Plan was granted in April 2007 by the Bi-State Management Team.

However, as a result of the continuing dispute resolution process with Butchertown, the Federal Highway Administration (FHWA), determined revisions to the Phoenix Hill HPP would be required. Upon authorization from the FHWA on May 18, 2009, this HPP was revised and a final draft was presented to the BSHCT on September 15, 2009. Following minor revisions, the draft was presented to the KHPAT at its October meeting for review. On November 17th the BSHCT Co-chairs agreed to advance the HPP to the BSMT for approval. The BSMT subsequently approved the HPP with the required addendums in November 2009. 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.

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 Phoenix Hill National 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 Phoenix Hill Historic District as a result of the Bridges Project. The Project's First Amended MOA stipulates the Phoenix Hill 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, analyses, land uses, circulation issues, urban design features, infrastructure, and subsequent recommendations.
- Recommended mitigation of the impacts of the Project on the Phoenix Hill Historic District.
- Retention and preservation of historic and architectural resources within the district and surrounding context.
- 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 Plan recommendations with other public and/or private activities in Phoenix Hill.

The integrity of a historic district is irreparably compromised once the resources that comprise it are altered or destroyed. Preservation plan-

ning 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 (HPP's) 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.

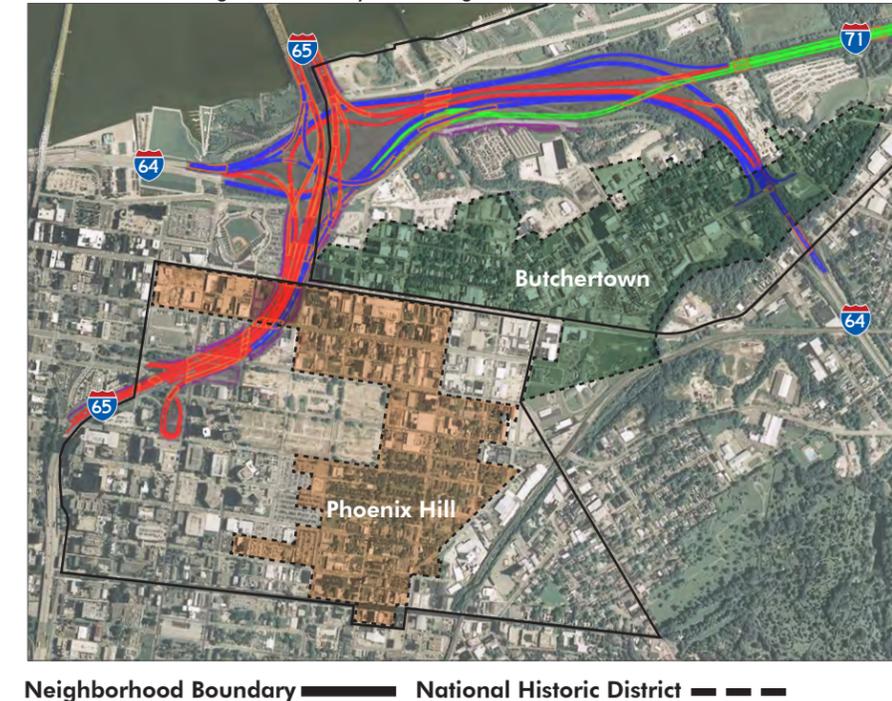
The Phoenix Hill HPP was developed in consultation with property owners, the Phoenix Hill Association, the general public, pertinent Louisville Metro agencies, the Kentucky Historic Preservation Advisory Team (KHPAT), the Bi-State Historic Consultation Team (BSHCT), as well as local, regional and state government planning interests. The HPP refers to, and builds upon, existing studies and plans such as the Phoenix Hill Neighborhood Plan (adopted in 2008), the Ohio River Corridor Master Plan, the Cornerstone 2020 Plan, and other documents addressing the neighborhood that have been adopted and/or referenced by Louisville Metro Government. The Beargrass Creek Watershed Report, developed under the guidance of Louisville Metro's Metropolitan Sewer District, was also referred to regarding water quality issues along this important natural feature.

The Project's First Amended MOA stipulate the HPP(s) focus on issues within Phoenix Hill's National Historic District boundary. Although analyses and recommendations center on issues within this boundary, additional factors beyond this area can influence the character and fabric of the district. **Chapter 3** inventories and/or analyzes existing conditions that can or will affect the integrity of Phoenix Hill as a whole, as well as certain historic resources within it. An overall conceptual plan for Phoenix Hill is outlined in **Chapter 4** that lays the groundwork for additional, specific recommendations. **Chapters 5-11** include recommendations that 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 Phoenix Hill neighborhood. Implementation measures addressed in **Chapter 12** explore alternative sources for funding additional projects outside the scope of the Bridges Project.

Existing East Downtown and Kennedy Interchange



New Ohio River Bridge and Kennedy Interchange



CHAPTER 2
Historical Context
of Phoenix Hill



Historical Significance of Louisville

Purpose of the Historical Context

The development of a historic context is the foundation for decisions about identification, evaluation, registration, and treatment of historic properties. The information developed serves as a framework for analyzing individual properties or groups of related properties to determine which associations or physical features make them historically significant. Because the neighborhood of Phoenix Hill 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 Phoenix Hill over time. 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 Phoenix Hill. Understanding the historic context of Phoenix Hill will inform designers when developing *Context Sensitive Design* solutions for the interstate corridor.

This chapter provides a discussion of Phoenix Hill's history, development, and character-defining features informed by the pertinent aspects of Louisville's history. Although much of the following research of Phoenix Hill's history is similar to that developed for the historic context component of a National Register nomination, the text/format has been reorganized slightly in order to maintain a consistent writing style similar to that of the remaining HPP's content. Refer to the **Appendix** to view the original research paper and associated citations from which the historical information for 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 Phoenix Hill's history.

This context looks at early settlement history in what is now Phoenix Hill, the history of the neighborhood, and the history of Louisville. The Phoenix Hill neighborhood, originally known as Uptown, is located east of Louisville's central business district (CBD) and is bounded by Market Street on the north, Preston Street on the west, Broadway on the south, and the Baxter Avenue-Broadway intersection to 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 Phoenix Hill is rooted in events specific to Phoenix Hill, and also substantively intertwined with the development of Louisville. The following discussion of the early settlement history of Louisville includes many events that occurred geographically outside of Phoenix Hill but directly affected the growth and development of the neighborhood.

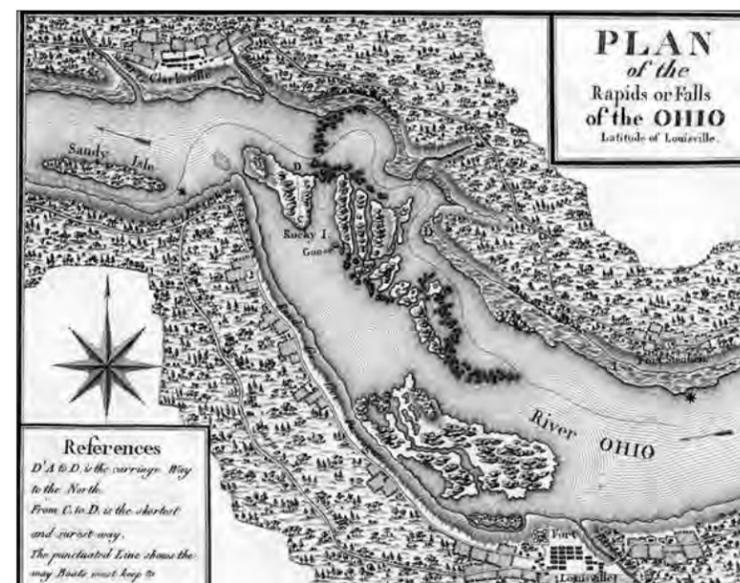
The City of Louisville

The modern City of Louisville, Kentucky, 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

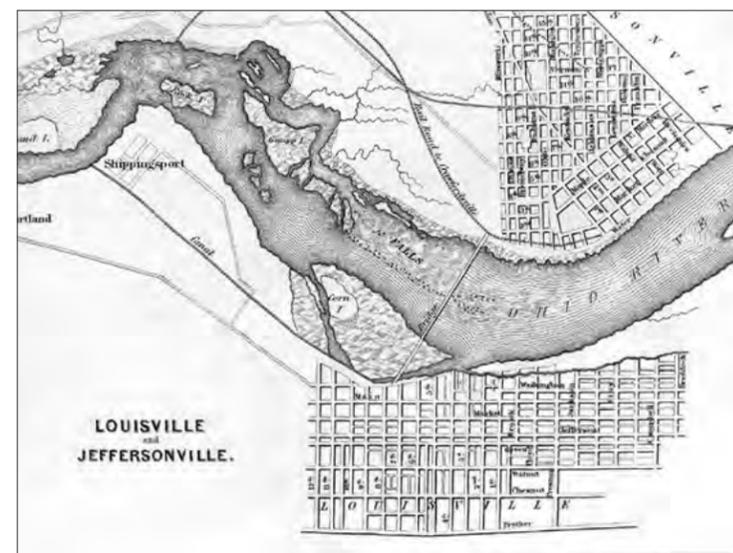
location, along with other geographic and natural characteristics of the Louisville area, contributed to its early settlement and the subsequent development of outlying neighborhoods such as Phoenix Hill.

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



1796 Map of Louisville



1838 Map of Louisville



1861 Map of Louisville

Historical Significance of Louisville

settlers to abandon Corn Island and construct a new fort. The log stockade was constructed at modern-day 12th and Rowan Streets and numerous settlers' cabin 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 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 7th 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. The majority of the Phoenix Hill neighborhood area was once a portion of Colonel William Preston's 1774 land grant. Preston was county lieutenant and

surveyor of Fincastle County, Virginia, which is now Kentucky. Col. Preston was responsible for sending numerous surveying parties into the western lands. In 1774, he sent John Floyd and a party of men 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 Phoenix Hill neighborhood and the western end of Butchertown.

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.

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

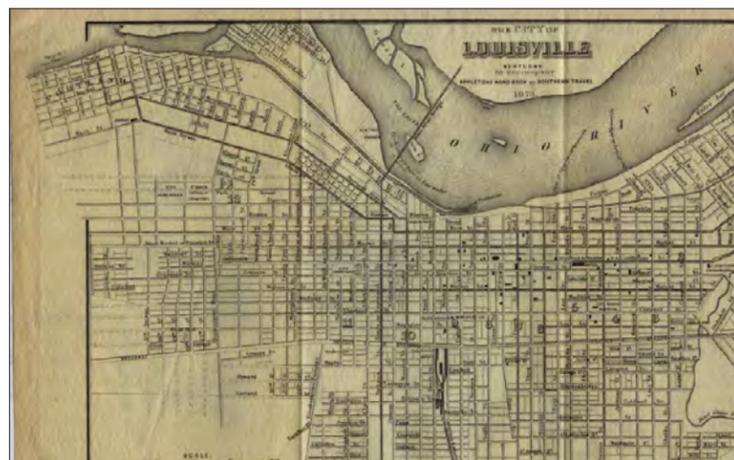
to many river cities including Louisville.

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 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.

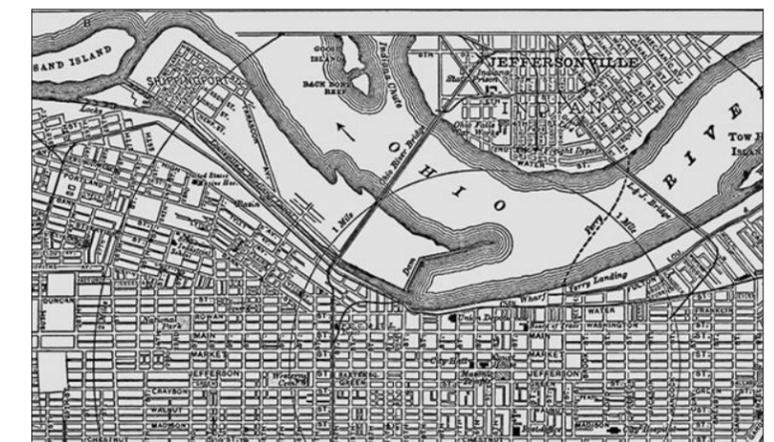
On October 28, 1811, the first steamboat on the Ohio River, the *New Orleans*, arrived in Louisville, heralding a revolution in transportation that would rapidly transform the entire Ohio River valley. The steamboat was not able to pass the Falls of the Ohio until the river rose in December. In 1815, *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.



1873 Map of Louisville



1883 Map of Louisville



1903 Map of Louisville

Historical Significance of Louisville

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.

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.

German immigrants replicated familiar cultural and social institutions in the neighborhoods in which they settled. 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. The presence of these cultural institutions in the Phoenix Hill neighborhood is strong evidence that a significant number of the German immigrants who arrived in Louisville in the second quarter of the nineteenth century chose to settle in this newly platted neighborhood.

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 Phoenix Hill, 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 benefitted 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-identify 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 Phoenix Hill.

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.

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 3000 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

Historical Significance of Louisville

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 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 led 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 or 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.

The construction of interstate highways near Phoenix Hill in the 1960s furthered the postwar trend of disinvestment and demolition within the neighborhood. To combat deterioration in the neighborhood, several business leaders and residents organized the Phoenix Hill Association, in 1975, dedicated to the community's rebirth. In 1977, Mayor Harvey Sloan declared the area a prime revitalization candidate and secured federal funds for rebuilding efforts. Since that date, dilapidated houses have been removed, several new housing developments constructed, and new businesses were encouraged to return to the area. Phoenix Hill was listed on the National Register of Historic Places in 1983. The original district designation includes approximately 150 acres and is significant for its history and architecture.

Historical Significance of Phoenix Hill

Early Phoenix Hill Settlement

Louisville's Phoenix Hill neighborhood, originally known as Uptown, was once a part of Preston's Enlargement, a portion of Colonel William Preston's 1774 grant. Phoenix Hill was annexed to Louisville in 1827, first subdivided in 1835, and densely populated by 1860. The neighborhood became known as Phoenix Hill after the Civil War in reference to Phoenix Hill Park, which was created in 1865. The park was a major recreational venue during the second half of the nineteenth century. The complex included a brewery, beer gardens, and picnic grounds, as well as a dance hall, skating rink, and bowling alleys. With the arrival of Prohibition in 1920, the brewery closed, with the park following soon thereafter. In 1938, the park's buildings were torn down.

Beginning in the late-1820s, Louisville entrepreneurs developed a network of turnpikes that reached out to the city's agricultural hinterlands. Neighborhoods like Phoenix Hill and Butchertown developed along these overland routes. The rectilinear grid of Louisville's streets was continued throughout most of the Phoenix Hill neighborhood. A triangular portion of the neighborhood lies east of Beargrass Creek and is bound by Baxter Avenue (Louisville and Bardstown Turnpike) and East Broadway (Newburg Turnpike Road, Mercy Way). The triangular street pattern is the result of the historic Louisville and Bardstown Turnpike entering the area from the southeast and intersecting with Broadway that is oriented with the east-west grid of downtown Louisville. The third leg of the triangle is Beargrass Creek that runs northeast through the neighborhood. The area was not developed until after 1865, when Phoenix Hill Park opened at this location, with residential developments platted in the 1890s. Historic maps indicate that a bridge was in place across Beargrass Creek on Baxter Avenue (Bardstown Turnpike) by 1831 and another at East Broadway by 1856.

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

During the 1840s, German and Swiss immigrant brewers dominated Louisville's brewery industry. Beer was predominantly produced for consumption in the immediate neighborhood. California, Butchertown, downtown Louisville, Portland, Phoenix Hill, Germantown, Clifton,

and Smoketown all boasted neighborhood breweries. To more easily provide their product to neighborhood residents, many of these breweries operated saloons on or near the brewery property. The Phoenix Hill Brewery went beyond providing a saloon, developing Phoenix Hill Park as a pleasure ground and entertainment center that served both neighborhood residents and the larger community. The triangular portion of the neighborhood bounded by Beargrass Creek, Baxter Avenue and Broadway did not develop until after 1865, when Phoenix Hill Park opened there.

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

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

Phoenix Hill remained a flourishing German neighborhood well into the twentieth century, though the area experienced gradual change as businesses encroached and some residents began to move to newer neighborhoods. 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 Phoenix Hill, whose residents sought to actively demonstrate their loyalty to the United States.

In the years immediately prior to World War II, many early German Catholic and Evangelical churches in inner-city neighborhoods such as Phoenix Hill began to decline and close. Following World War II,

many of Phoenix Hill's residents and businesses moved to the suburbs, and the neighborhood entered a period of change.

During this period, Phoenix Hill changed from a primarily white, German and Irish immigrant neighborhood to a predominantly African American neighborhood. This shift began in the years immediately following World War II, as many white families fled inner city neighborhoods like Phoenix Hill for the suburbs. This shift was bolstered by heavy subsidies in the form of mortgage loans insured by the Federal Housing Administration (FHA) and Veterans Administration (VA). The FHA and the VA programs, established in 1934 and 1944, respectively, focused on funding single-family suburban housing and promoted economic and racial segregation during the decades following World War II. As white residents vacated Phoenix Hill in the decades following World War II, African Americans took their place. Today, the majority of the neighborhood's residents are African American.

The decline of other local urban neighborhoods, encroachment of the interstate highway, and dwindling populations contributed to the continued deterioration of the Phoenix Hill neighborhood. To combat this, several business leaders and residents organized the Phoenix Hill Association in 1975 to focus on the community's rebirth. In 1977, Mayor Harvey Sloan declared the area a prime revitalization candidate and secured federal funds for rebuilding efforts. Since that time, dilapidated housing has been removed, several new housing developments have been constructed, and new businesses have been encouraged to return to the area. In 1983, Phoenix Hill was listed on the National Historic Register of Historic Places under Criterion C for its diversity of land use, history, and architectural significance.

Character Defining Features

Phoenix Hill is primarily residential in character, though a mix of commercial uses remain. A diverse collection of residences, commercial buildings, and industrial buildings are melded together in this dynamic, mixed-use district. The twenty-four block Medical Center Complex southeast of the Central Business District dominates the western edge of the neighborhood. Most industrial buildings in the district are located on Main Street, the northern boundary of the National Register district. Market Street serves as the major commercial thoroughfare of Phoenix Hill, and once was filled with open air markets. The buildings on the south side of Market Street between Second and Jackson Streets were removed for urban renewal.

The residential architecture in Phoenix Hill spans nearly a century with some examples dating to as early as 1840. These are among the earliest residences extant in the inner city. The period between 1870 and 1890 appears to be the most widely represented in the surviving residential architecture. Generally, the housing stock was built for working class to middle-class families, and was modest in size. Many buildings reflect the various architectural styles of the late nineteenth century and early twentieth century but are generally more modest than examples of those styles found elsewhere in Louisville.

Phoenix Hill has a small collection of Federal Style houses, mostly of brick. This style was popular from roughly 1780 to 1840 and is not commonly found in Louisville. The Federal Style has its roots in the English Georgian tradition, but was influenced by the popularity of Classical architecture and the study of ancient Greek and Roman ruins. Houses constructed in the style tend to be symmetrical, rectangular blocks. The exteriors of these houses are usually simple, with ornament focused around the main entrance. Slender columns, fluted pilasters, and elliptical fanlights are common entrance accents. Some of the neighborhood's earliest structures reflect the influence of both the Federal Style and the Greek Revival Style. Greek Revival architecture was inspired by ancient Greek Architecture. In contrast to the delicate ornament of the Federal Style, Greek Revival buildings tend to feature bolder and simpler elements including pilasters, Doric columns, and wide friezes.



Federal/Greek Revival double house on Market Street

The most common house type in Phoenix Hill is the shotgun. The shotgun cottage is a one-story building that is, one room wide, and three to four rooms deep. The front room is usually the most formal and most public room in the house while the back room usually contains the kitchen. A small porch or pantry often extends from the rear of the kitchen. The shotgun was among the most common house types in the urban South during the late nineteenth century and early twentieth



Brick shotguns along Jefferson Street

century. The nexus of the development of the shotgun can be traced back to New Orleans, and the popularity of the shotgun style for crowded urban conditions in hot climates radiated across the country from there. Shotguns, built throughout Louisville between the 1860s and 1910s, are believed to comprise as much as ten percent of the city's housing stock. The proliferation of the shotgun in Phoenix Hill is indicative of the neighborhood as a middle- and working-class neighborhood. The houses are built of wood or brick, with a hipped or front-facing gabled roof. The facades are often divided into three bays, with an entrance door and two windows. The facades of shotguns are often accented by details reflecting popular architectural styles of the period, typically the Italianate and Queen Anne styles.



Camelback shotguns along Jefferson Street

Variations on the shotgun include the camelback and the double shotgun. The camelback is a shotgun house with a one-story front elevation and rear section that is two stories in height. The double shotgun is a pair of shotgun plan houses under a single roof, divided by a common firewall. Double camelback houses are the rarest of these housing types. One outstanding example of the shotgun type is located at 908 East Jefferson Street. Built in 1886, this brick shotgun has a bracketed cornice and long, narrow windows reflecting the Italianate style. The brick shotgun at 909 East Chestnut Street, built in 1883, features a door hood supported by brackets with foliage motifs.

Although shotgun houses are often associated with African American residents, this is not believed to be the case in Phoenix Hill. At the time these buildings were being constructed in Phoenix Hill, the neighborhood was still dominated by working-class, white German and Irish immigrants. The presence of shotgun houses in the neighborhood likely represents a shift in the socio-economic status of its residents, rather than signifying a change in racial make-up.

Churches represent the most prominent institutional buildings within the neighborhood. Many of these congregations were established by German immigrants. St. Boniface, established in 1836, was the first German Catholic church in Louisville. The building currently occupied by St. Boniface is a stone, Gothic Revival-style structure (1900). St. Martin of Tours, at 539 Shelby Street, was also a German parish, established in 1853. The building is an example of the early Gothic Revival style, with a new façade built about 1900. St. John's German Evangelical Church at 221 South Hancock Street in Phoenix Hill, built



St. John's Church

during 1866-67, was the city's second German Evangelical church. Both of these buildings reflect the Gothic Revival style. The First German Methodist Episcopal Church at 220 South Clay in Phoenix Hill was built in two phases in 1842 and 1859 and reflects the Greek Revival Style. The Shelby Street Methodist Episcopal Church at 216 South Shelby Street reflects the influence of both the Greek Revival and Italianate styles. Several of these historic churches have been adapted for new uses. The old St. John's Church (1848) was converted to a firehouse in 1870, after the church moved to its new building.



Commercial buildings along Market Street

Commercial buildings in this area are primarily two or three story brick structures located along Market Street. Most reflect the Italianate style, with bracketed cornices, window hoods, and tall, narrow windows. These buildings often feature storefronts of cast iron or stone framing large areas of glazing to allow for display of wares and daylighting of the interior commercial spaces. The Italianate commercial buildings range from simple, vernacular buildings to comparatively high-style examples similar to those found in the Central Business District. A few buildings within the district reflect the influence of the Second Empire Style in their mansard roofs. A small number also reflect the Beaux Arts neoclassicism of the early twentieth century. Among the most notable Beaux Arts buildings in the neighborhood is the 1915 Broadway Theater, designed by Joseph & Joseph. The Paul C. Barth Engine House No. 3 at 800 E. Main Street, built in 1893, reflects the influences of the Romanesque Revival, the Colonial Revival, and Classical Revival styles in the treatment of its facade.



Phoenix Hill Brewery Stable

Located throughout Phoenix Hill are industrial buildings dating from the mid-nineteenth century to the present. Among these is the former stable of the Phoenix Hill Brewery, located at 508 Baxter Avenue. Some of these buildings reflect popular architectural styles while others are simple and utilitarian. While many of these buildings are functional in nature and cannot be classified under a formal architectural style, they contribute to the unique character of the Phoenix Hill neighborhood and reflect its historic mix of uses.



PART
2

CURRENT CONDITIONS



CHAPTER 3
Inventory and
Analyses



Overview of Conditions

In an effort to better understand the dynamics of Phoenix Hill, the district has been broken down into various parts to more efficiently study its components. Each of these areas are unified by a common feature, whether that is a prominent street, collection of similar land uses, or other unifying urban feature within a designated area. Upon initial investigation, the district has been divided into the following six “character areas”:

- 1a) Eastern Residential Core
- 1b) Western Residential Core
- 2) Main Street Corridor
- 3) Market Street Corridor
- 4) Broadway Corridor
- 5) Jefferson Street Core
- 6) Clay Street Edge

This section of Chapter 3 introduces the physical characteristics and define the opportunities and constraints found in the neighborhood. Some of the issues to be addressed include:

- Primary and secondary gateways
- Traffic patterns (1-way & 2-way streets)
- Primary linkages to surrounding areas
- Unique features or neighborhood anchors
- Open / green space
- “Gaps” in the urban fabric

3.1 NEIGHBORHOOD RESIDENTIAL CORES

The Phoenix Hill Historic District is comprised of two primarily residential areas located along the eastern and western sides of Campbell Street.

1a) The Eastern Residential Core extends from Jefferson Street to the north, with the southern edge comprised of Gray Street, Chestnut Street serving as the eastern boundary, and Campbell Street representing the western edge of this residential area. This area is comprised of primarily single-family residences. Scattered throughout the area is some infill development in the form of single- and multi-family residences, and established commercial uses.

ASSETS:

- Good mix of land uses within the area and the building stock is in relatively good shape
- A number of streets provide good access to Downtown Louisville
- Numerous buildings have retained their historical integrity
- Community Garden located on Wenzel St. between Marshall and Liberty
- Signs of investment in the community in the form of new infill development

LIABILITIES:

- Combination of one- and two-way streets throughout the area can confuse motorists
- Some infill development not in character with the historic

neighborhood

- A number of vacant and/or underutilized properties or buildings
- Volume and speed of traffic on Chestnut Street
- Proximity to Beargrass Creek not fully utilized

1b) The Western Residential Core is dominated by the presence of the Phoenix Place urban renewal project composed of a series of multi-family units. This character area extends north to Marshall Street, south along Campbell Street (the eastern boundary) to Gray Street, and angles northwest to Clay Street, which is the western-most boundary of this area. Within this area are also a number of churches and social services buildings serving the neighborhood and larger community.

ASSETS:

- Good variety of land uses in the area and the building stock is in relatively good shape
- Broadway and Chestnut Streets provide good access to Downtown Louisville
- Numerous buildings have retained their historical integrity
- Good examples of commercial buildings anchoring prominent intersections
- Phoenix Health Center in the 700 block of Muhammad Ali Blvd
- The 800 block of Chestnut Street contains relatively mature street trees
- Signs of investment in the community in the form of new infill development
- Community Garden located on Shelby St. between Muhammad Ali and Marshall
- Muhammad Ali (Liberty Street interchange) serves as a connection to the I-65 Interstate system

LIABILITIES:

- Combination of one- and two-way streets throughout the area can confuse motorists
- Examples of infill development not in character with the historic neighborhood
- Disruption of Shelby Street at Phoenix Place interrupts street grid of neighborhood - circulation and land use implications
- A number of vacant and/or underutilized properties or buildings
- Residential complex between Campbell and Shelby/Clay Streets not in keeping with neighborhood’s historic character
- Deterioration of urban fabric west of Shelby Street
- Negative impact of continued eastward expansion of medical complex (surface parking)
- Impact of closure to Madison Street between Shelby and Clay
- Current traffic patterns at Chestnut Street Connector “dump” traffic onto Gray Street making for an undesirable intersection (not pedestrian friendly)

3.2 MAIN STREET CORRIDOR

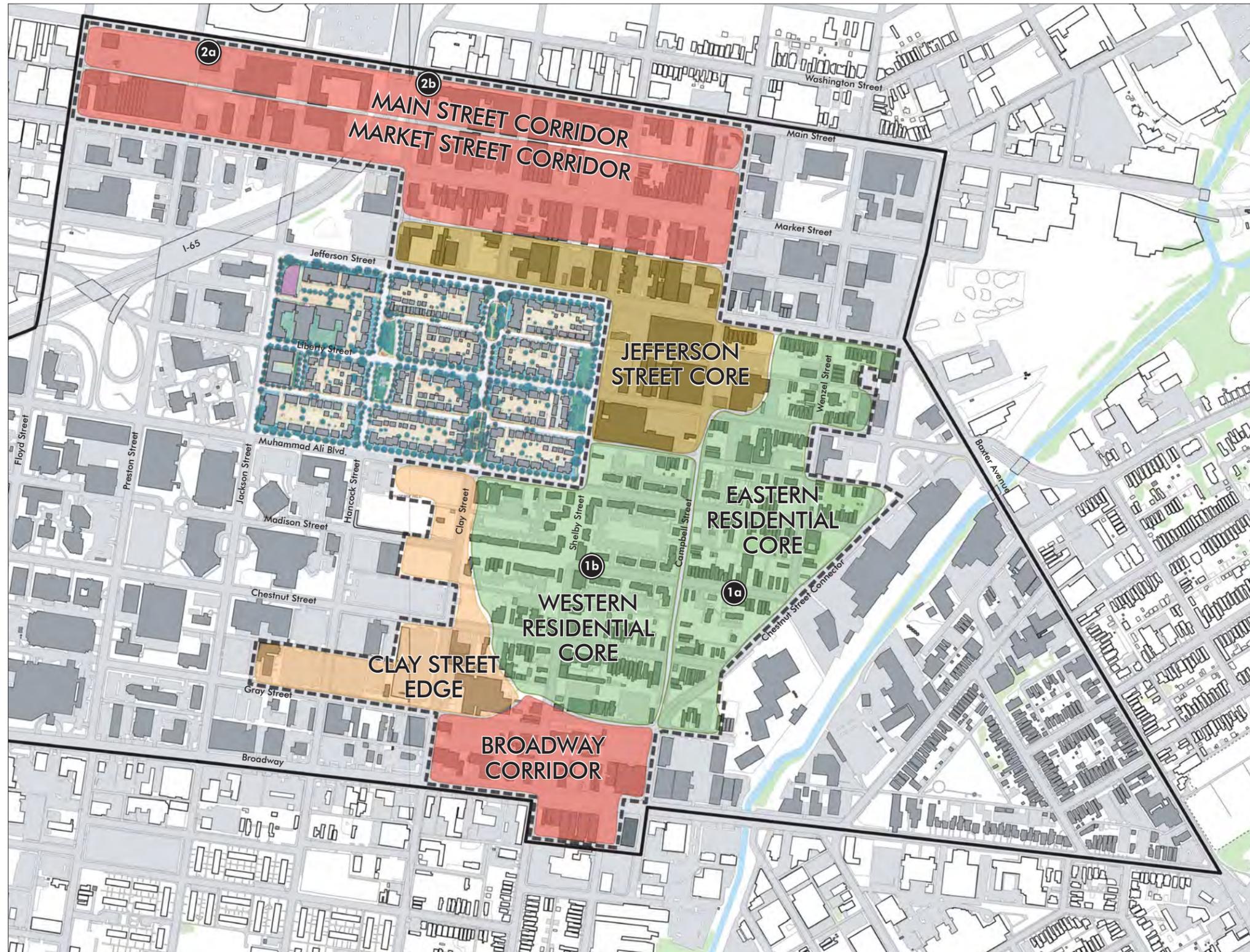
This area is somewhat separate, both physically and visually, from the rest of the Phoenix Hill Historic District due to its relatively small size and the fact I-65 slices through this section of the neighborhood. The corridor’s boundaries include Main and Market Streets as the northern and southern boundaries respectively, Floyd Street to the west, and Campbell Street representing the eastern edge. The three-block area west of the interstate is currently undergoing a major transformation with new infill development replacing large sections of the original urban fabric. The Vermont American and the Baer Fabrics buildings serve as the historic “anchors” for this area of the District. The Main Street (northern) boundary of the District abuts the southern boundary of the Butchertown Historic District.

ASSETS:

- High profile area due to easy access into Downtown via Main Street
- Proximity of Slugger Field north of Main Street
- Numerous commercial buildings have retained their historical integrity
- Street grid provides viewsheds north to the Ohio River
- Signs of investment in the community in the form of new infill development
- The TARC trolley route/loop runs along Main Street
- Planned residential/mixed-use development at the (NW) corner of Main and Preston Streets
- Recent streetscape improvements west of the I-65 overpass

LIABILITIES:

- This area of the historic district will be impacted the most by reconstruction of I-65
- Portions of the Vermont American Building will be altered and/or demolished
- All of the historical fabric along Main Street between Preston and Floyd Streets, with the exception of one building, has been demolished by others
- High volume of (one-way) traffic along Main Street not pedestrian friendly
- I-65 isolates the far western edge of the District from the remaining Historic District
- Integrity of the urban fabric along Market Street (west of the Interstate) interrupted by surface parking lots



Phoenix Hill Character Areas



1a Residential infill along Madison



1b Multi-family infill along Madison



2a Infill development at Main and Preston



2b Rehabilitation example into multi-family units

Overview of Conditions

3.3 MARKET STREET CORRIDOR

This commercial corridor includes the north and south sides along Market Street extending from Hancock Street (I-65), east to Campbell Street. The resurgence of this area, known as the East Market Street District or the “NuLu” (New Louisville) District, has become known for its art galleries, specialty stores, and a number of local restaurants. There are a variety of land uses along this 3-block strip, and the buildings are traditional two and three story commercial buildings built during the mid- to late-1800’s typically found along “Main Streets” in traditional downtowns. Building conditions range from very good to poor.

ASSETS:

- A variety of vibrant land uses along the street and the building stock is in relatively good shape
- Market Street provides direct access to and from Downtown Louisville
- Numerous buildings maintain their historical integrity
- Signs of investment in the area in the form of new infill development and rehabilitation
- Positive influence of cultural activities generating street activity / foot traffic
- Strong influx of local restaurants and cultural activities / events
- The TARC trolley route/loop runs along Main Street

LIABILITIES:

- Western edge of area will potentially be impacted by reconstruction of I-65
- The scale of three lanes of traffic with two parking lanes creates an uninviting environment for pedestrians
- Several large parking/storage lots create gaps in the urban fabric and weaken the streetfront’s urban “edge”
- Several vacant storefronts and properties
- Recent demolition of buildings by others along Market west of I-65
- Angled parking (vs. parallel) creates safety concerns for traffic flow
- All or portions of the former Baer Fabrics Building will be demolished

3.4 BROADWAY CORRIDOR

Broadway Street represents the southern-most edge of the District and the street accommodates a relatively large volume of traffic through the neighborhood; thus serving as a vital link (gateway) to the surrounding city. Although there has been some demolition of buildings in this area, there remains a relatively integral collection of commercial buildings. This area is comprised of the northern and southern sides of Broadway Street between Campbell and Shelby Streets. Land uses stretching along Shelby Street north to Gray Street are also included within this character area.

ASSETS:

- Small geographic area, but contains numerous buildings that have retained their historical integrity

- Potential opportunity to serve as the gateway into the Phoenix Hill Historic District
- Broadway (two-way) serves as an important linkage between the Downtown, Phoenix Hill, and the surrounding City
- Vacant properties serve as opportunities for appropriate, infill development that could serve the needs of the neighborhood
- Wide sidewalks provide real and perceived safety for pedestrians
- Multiple TARC bus routes along corridor

LIABILITIES:

- Lack of defined edges/gateways indicating one’s entry into the District
- Several gaps in the urban fabric due to recent demolition (i.e. Broadway and Shelby)
- Several vacant or underutilized buildings/storefronts (especially along Shelby Street)
- Several vacant properties along the south side of the 700 block of Gray Street

3.5 JEFFERSON STREET CORE

This area is centrally located within the District around the intersection of Jefferson and Campbell Streets and extends west, wrapping around the northern edge of Liberty Green. A majority of the land uses within this area are industrial and commercial in nature. The approximate boundaries include the north side of Jefferson Street between Campbell and Hancock Streets, and south to Marshall Street between Campbell and Shelby Streets.

ASSETS:

- Active commercial, office and industrial uses serve as the economic center of the District
- Proximity to Liberty Green project will likely serve as a catalyst for additional investment in the area
- Jefferson Street serves as a (one-way) linkage into Downtown Louisville
- A number of community/social services are located in the area
- New infill residential development at the (NW) corner of Jefferson and Clay Streets

LIABILITIES:

- Number of one-way streets can limit access within the area
- Demolition of key buildings has resulted in gaps in the urban fabric
- Numerous, large parking areas contribute to urban fabric’s disintegration
- The combination of numerous travel lanes along Jefferson Street and minimal streetscaping result in an un-inviting pedestrian environment
- Several vacant or underutilized buildings along the Jefferson Street corridor

3.6 CLAY STREET EDGE

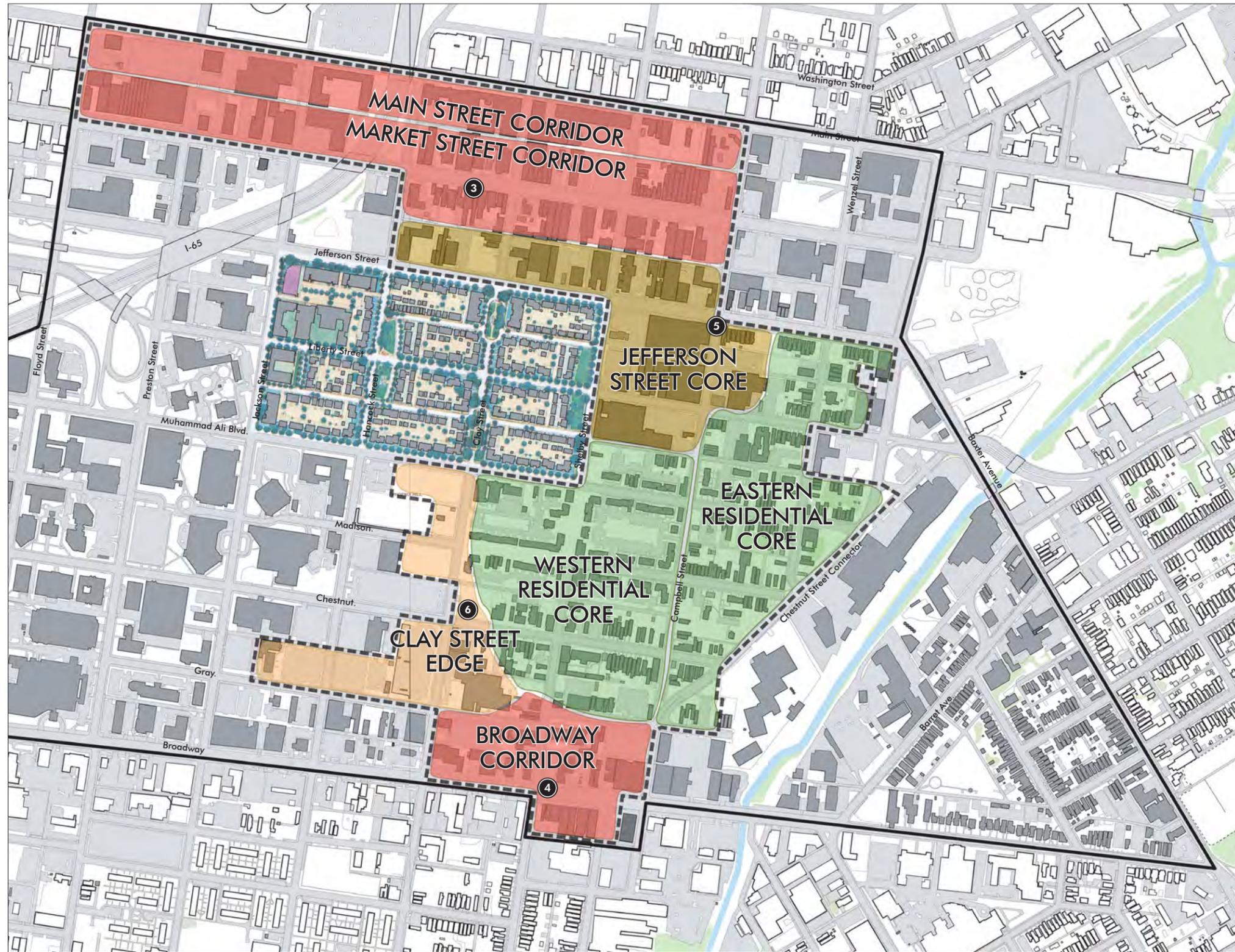
Clay Street represents the western edge of the District and the urban fabric along this corridor has witnessed the greatest change and deterioration over the years. This area extends along both sides of Clay Street between Muhammad Ali Boulevard to the north and Gray Street along the southern boundary. Currently the historic boundary runs to nearly Jackson Street, but only a handful of buildings remain. This area is now comprised of surface parking for the nearby medical campus.

ASSETS:

- Clay Street will become an integral part of the Liberty Green Redevelopment Project
- Proximity to Liberty Green could serve as a catalyst for additional investment in the area
- Many of the streets traversing the area contain two-way traffic, thus increasing access

LIABILITIES:

- Nearly all of the buildings west of Clay Street that were within the Historic District’s boundaries have been demolished
- No visible, defined edge to the District’s western boundary
- Growth pressures of the medical complex continue to threaten the integrity of the District
- Many of the remaining buildings in need of maintenance and/or repairs



Phoenix Hill Character Areas



3 Variety of building types along Market Street



4 Recent mixed-use infill at Broadway and Shelby



5 Variety of uses along Jefferson



6 Vacant parcels along Clay

Areas of Influence

In addition to an inventory and analysis of conditions within Phoenix Hill's historic district, it is important to acknowledge and understand factors outside the district that influence and shape the remaining urban fabric. Because this document's scope centers primarily on stipulations related to the Project's First Amended MOA for the historic district, only a brief analyses of these surrounding contexts and their influence on the Phoenix Hill Historic District are addressed here. The "areas of influence" impacting the Phoenix Hill neighborhood are briefly discussed below.

(A) Louisville Medical Center

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

(B) Liberty Green Redevelopment Project



Residential Development along Clay Street

This project, located just north of the Medical Center, involves the redevelopment of the Clarksdale public housing site. The \$233 million project is funded through a variety of public sources including a \$40 million HOPE VI federal grant. Currently under construction, the project will incorporate a wide range

of housing types including apartments, townhomes, and attached houses. Public housing units will also be integrated into the project to encourage affordable housing for all income levels. A series of small neighborhood parks and network of streetscape improvements will link the development to surrounding amenities.

(C) Butchertown Neighborhood

Directly across Main Street is the Butchertown Historic District. Like the land uses along Phoenix Hill's (south) side of Main Street, the land uses bordering the northern edge of the street are also primarily industrial and "heavy retail" uses. Both sides of Main Street contain vacant parcels and buildings.

(D) Lincoln Elementary Performing Arts Magnet School

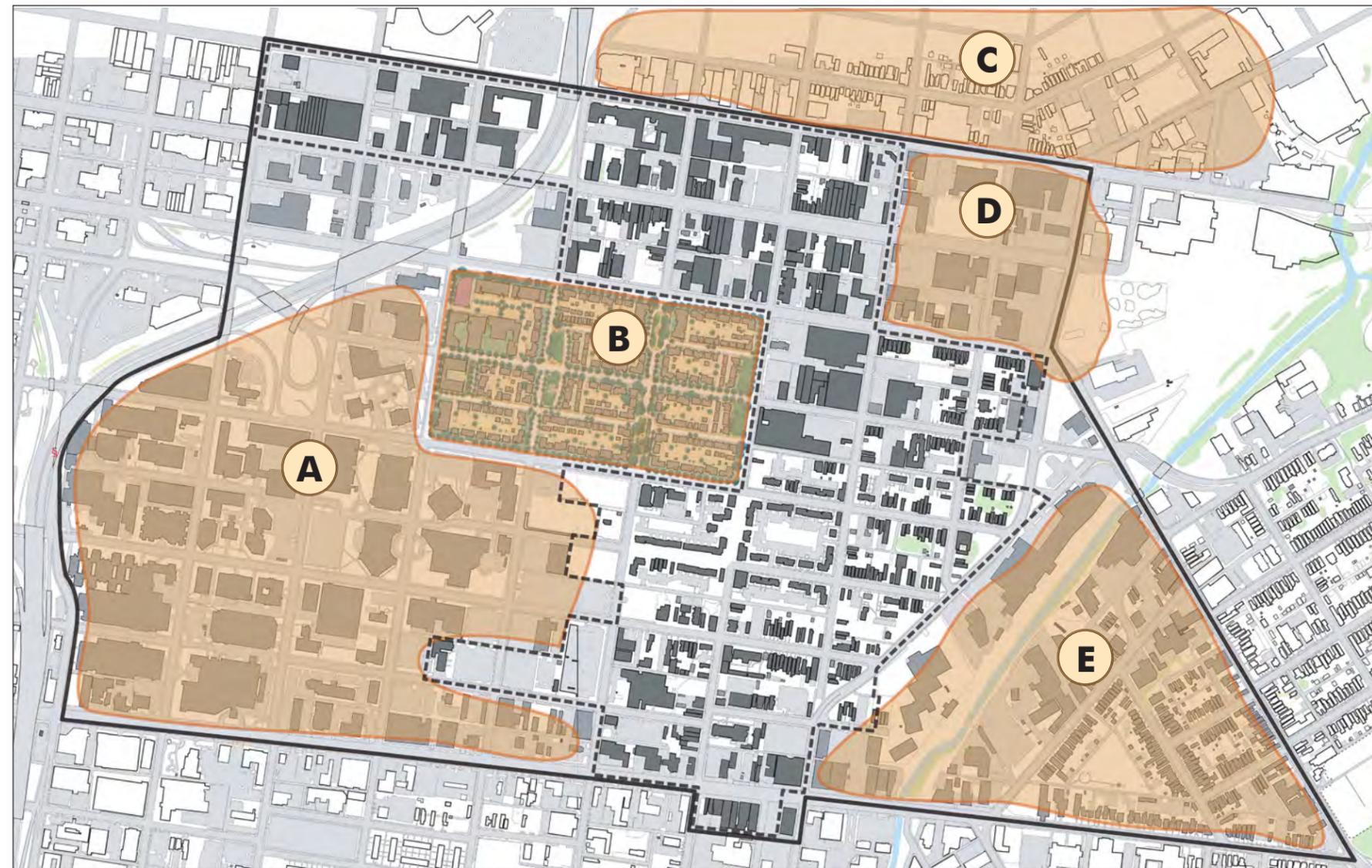


Lincoln Elementary Performing Arts School

Although relatively small, this area represents an important part of the neighborhood. Phoenix Hill and Butchertown residents 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.

(E) "The Triangle"

Bordered by Broadway and Baxter Avenue, this area contains a diverse mix of residential, commercial and industrial uses, along with an entertainment district Phoenix Hill is known for. Numerous commercial uses are contained in the diagonal strip of land between the rail line and Chestnut Street. Running from Broadway at the southern edge, to Baxter Avenue to the north(east), this area serves as a perceptual barrier between the Phoenix Hill Historic District and the neighborhood located between Broadway and Baxter Avenue. The natural corridor of Beargrass Creek and the elevated rail line is also an influential component of this eastern "wedge" of the Phoenix Hill neighborhood.



Adjacent Areas of Influence

Introduction

At its core, archeology is the study of past people. Archeology utilizes the cast-off, lost, and sometimes intentionally buried materials left in the ground to reconstruct the past. Building foundations, buried cobblestone streets, and trash pits full of broken ceramics and animal bone, though very different from one another, all constitute valuable archeological resources. Each one can reveal much about the individuals who created and used them and can even, in some ways, reflect the structure of the society in which they lived.

Locations where concentrated or long-term human activity has occurred are called archeological sites. In a city like Louisville, where human occupation is both long-term and concentrated, sites are often found side-by-side or even superimposed on one another. Examples of site types include residential house sites, industrial sites, transportation-related sites such as roadways and railroads, military sites, early rural farmsteads, and Native American sites. Archeological investigations in the Louisville area have demonstrated that the city retains examples of all of these examples.

It was once thought the archeological remnants of Louisville's earliest history had been erased as a result of development over the years. Extensive excavations conducted in the 1990s at the Louisville Convention Center and Muhammad Ali Center sites, for example, revealed intact features remained in these locations. Preserved below demolition debris and overburden were numerous brick and wood-lined privies containing material from the mid- to late-nineteenth century.

Louisville's historic neighborhoods can be particularly rich in terms of archeological information about the city's past. Previous excavations in Highland Park and the Russell Neighborhood yielded information on ethnicity, socio-economic status, and sanitation in Louisville during the mid-nineteenth and early-twentieth centuries. In addition, eight city blocks excavated in the Point Neighborhood revealed a wide range of features from the late eighteenth to late-nineteenth century, including privies, wells, cisterns, foundations, walkways, fence posts, and trash pits. These explorations proved that intact pockets of archeological deposits ought to be expected throughout the city and especially within historic neighborhoods such as Phoenix Hill.

Industrial sites, religious sites, and prehistoric sites have also been found and investigated by archeologists in Louisville. The remains of the Joseph Stein Brewery were documented by Transportation Cabinet archeologists during street construction in the Phoenix Hill neighborhood. Excavations at the Thomas Pottery and the Lewis Pottery adjacent to the Phoenix Hill neighborhood recovered hundreds of pieces of ceramic and clay smoking pipes and gave evidence that Louisville had a thriving and diverse nineteenth century pottery industry. Extensive excavations conducted beneath the Cathedral of the Assumption in central Louisville produced important information about life at the church in the mid-nineteenth century.

Prehistoric sites, having been subject to disturbance for a longer period, are understandably less common in the urban setting. Yet historic documents indicate Louisville was once rich in prehistoric material and at least two mounds were known to have existed in Louisville. One was at Fifth and Main Streets, known as the Main Street Mound, and the other at Walnut (now Muhammad Ali) and Sixth Streets. Both are now gone, the soil and artifacts having been hauled away for fill long ago. Still, intact prehistoric deposits have been encountered along River Road, at Falls Harbor, and also at Shippingport. Based on this information, archeologists should expect to find prehistoric materials within the Phoenix Hill neighborhood wherever circumstances have prevented modern development from disturbing deeper deposits.

Archeological resources are often fragile and always non-renewable. Once disturbed, archeological resources cannot be replaced. Based on previous work in the area, it is reasonable to expect excavation anywhere in the the Phoenix Hill neighborhood could reveal intact archeological deposits from a variety of site types. Any kind of disturbance or construction has the potential to erase these deposits and remove any opportunity for their study. Archeological guidelines in development by Louisville Metro Landmarks Commission for designated historic neighborhoods will create a framework that could be utilized to coordinate archeological investigation ahead of planned ground disturbance or development.

Based on specific stipulations in the Bridges Project's First Amended MOA, investigation of the entire Project footprint, including portions within the Phoenix Hill neighborhood area, will be undertaken prior to construction. Currently, the archeological investigation has been initiated for the Bridges Project and is expected to continue for several years as the Project moves forward.

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 it. This section focuses on the trends and functionality of the diverse, mixed-use urban fabric of the Phoenix Hill 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 Section of the Bridges 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) Eastern Residential Core
- 1b) Western Residential Core
- 2) Main Street Corridor
- 3) Market Street Corridor
- 4) Broadway Corridor
- 5) Jefferson Street Core
- 6) Clay Street Edge

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 areas 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 survey 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.

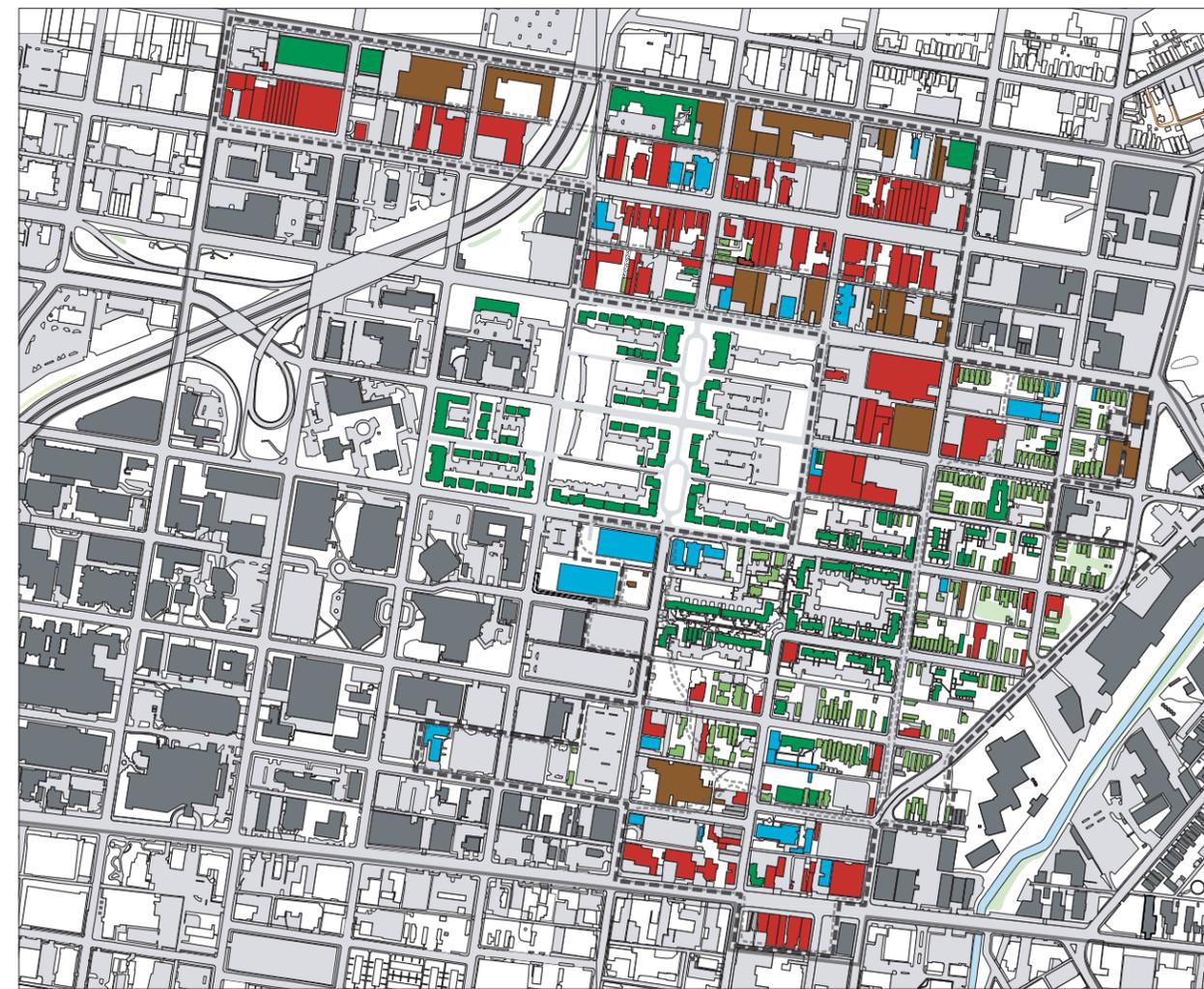


Examples of buildings in Poor condition

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 is structurally sound. The property in general needs some attention and/or has been modified in such a way that detracts from its original character.

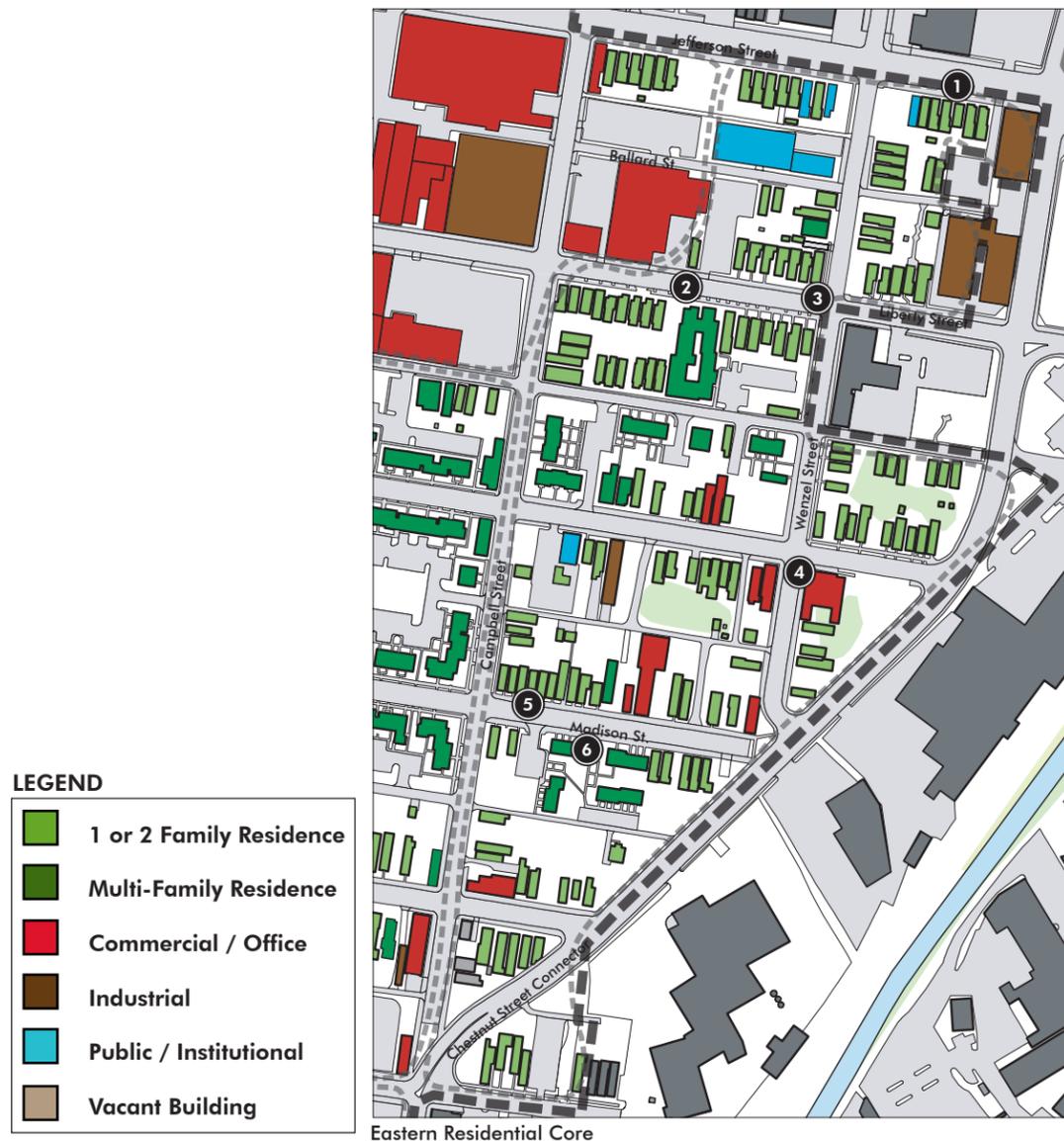


Examples of buildings in Fair condition



Existing District Land Uses

Land Use and Building Conditions - Eastern Residential Core



1 Traditional "camelback" residences



2 Multi-family infill housing



3 Variety of housing types



6 Multi-family infill housing



5 Infill and existing single-family residences



4 Neighborhood mixed use

Land Uses:

This residential area is comprised of new and historic structures that take on a variety of styles and densities. Most of the new multi-family infill housing is centered around the 900 block of Marshall Street. Most of the original single-family residences are "shotgun" homes or of the "camel back" style. With the exception of some of the multi-family infill housing, much of the area's original urban fabric has remained relatively intact. Notable land uses in the area include:

- Neighborhood market located at the (SW) corner of Muhammad Ali Boulevard and Wenzel Street
- Brick shotgun-style residences in the 900 block of Muhammad Ali built in the late 1800's
- A Phoenix Hill Community Garden along the west side of Wenzel Street between Marshall and Liberty Streets
- Cable Missionary Baptist Church and community outreach building just south of Jefferson along Wenzel Street
- Vacant commercial building at the (SE) corner of Chestnut and Campbell Streets
- Professional office building at the (NE) corner of Chestnut and Campbell Streets
- Most of the multi-family housing structures are two-story units similar to typical apartment buildings
- An eclectic mix of new and existing residences along the southern side of the 900 block of Liberty Street
- Series of shotgun-style residences along Wenzel Street built around 1900
- Commercial building at the end of Madison Street currently being renovated into a bar/nightclub

Building Conditions:

Most of the buildings in this section of the District are in **good** condition. However, buildings in the proximity of Chestnut Street on the eastern edge of the neighborhood are, in general, in **fair to poor** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in good condition include:
 - Series of new (infill) homes along the 900 block of Madison Street
 - The neighborhood market building at the corner of Muhammad Ali Boulevard and Wenzel Street
 - Cable Missionary Baptist Church
- Notable buildings in fair condition include:
 - Collection of "camelback" houses along Jefferson
 - Two-story building on the southeastern corner of Muhammad Ali Boulevard and Wenzel Street
- Notable buildings in **poor** condition include:
 - Vacant commercial building at the southeast corner of Chestnut and Campbell Streets
 - Collection of houses just east of Chestnut Street along Gray Street

Land Use and Building Conditions - Western Residential Core

Land Uses:

The Phoenix Place apartments are the predominant feature within this area, and, on a larger scale, the Phoenix Hill Neighborhood as well. In addition to the apartment complex, there is also a good collection of single-family residences, in various levels of condition, scattered throughout the area. The 700 and 800 block of Chestnut Street most accurately represents the traditional residential character of the District. Several two-story commercial buildings can also be found anchoring prominent corners throughout the area. Additional notes relating to land uses within this area include:

- The Phoenix Health Center in the 700 block of Muhammad Ali
- Gothic Revival St. John Church (built in 1858) and Day Center at the (SE) corner of Muhammad Ali Boulevard and Clay Street
- Several vacant parcels at the corner of Chestnut and Clay Streets
- Good collection of well-maintained, brick commercial buildings at Shelby and Madison Streets
- Series of shotgun style residences along the north side of the 800 block of Chestnut built between 1860 - 1900
- A Phoenix Hill Community Garden along the east side of Shelby Street between Muhammad Ali and Marshall Street
- Several professional office buildings located in the southern section of the area
- Former Girls' School building along 800 block of Gray Street (built around 1896) converted into multi-family housing
- Self-storage units at 836 Chestnut Street
- Current funeral home along Chestnut Street originally built as a funeral home around 1900
- Historic Romanesque Revival Ursuline Convent and Chapel built in 1867 listed on the National Register and converted into the Cloister Apartments at the (SE) corner of Chestnut and Shelby

Building Conditions:

The apartment buildings comprising Phoenix Place are generally in **good** condition. The conditions of the single-family residences scattered throughout the remaining area are considered to be in **fair to good**. However, the housing stock in the 800 block of Chestnut Street ranges from **fair to poor**. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
 - The Cloister Apartments
 - Commercial buildings at Shelby and Madison Streets
 - Commercial office building at the (NW) corner of Gray and Chestnut Streets
 - The Phoenix Place apartments
- Notable buildings in **fair** condition include:
 - Residences along Chestnut St. between Shelby and Campbell Streets
 - The St. John Day Center
- Notable buildings in **poor** condition include:
 - Vacant buildings along Shelby St. just north of alley



1 St. John Center - neighborhood social services



2 Infill multi-family housing



3 Existing commercial and infill residential units



4 Cloister Apartments - rehab of historic building



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

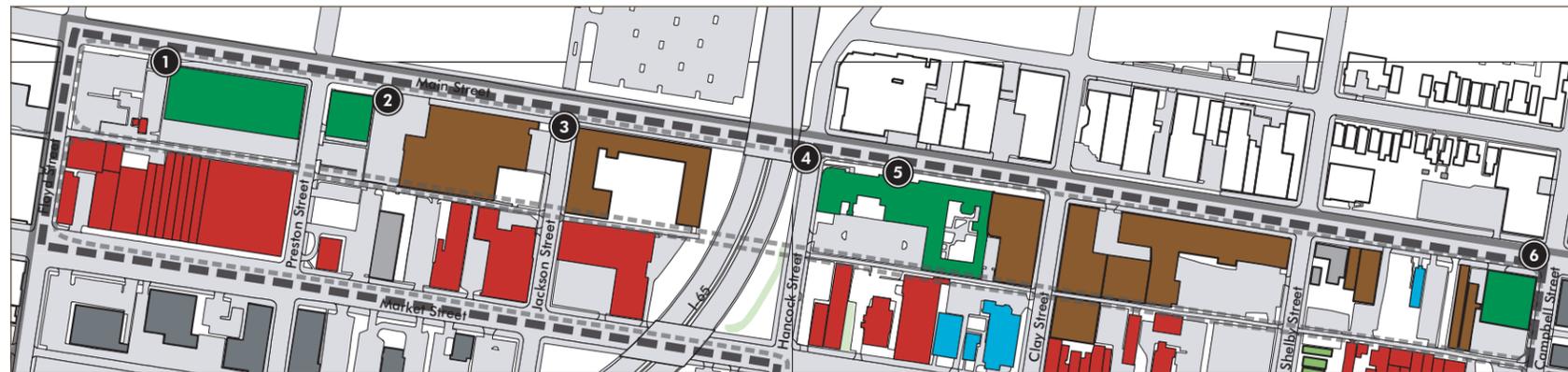


5 Typical single-family housing along Chestnut St.



6 Residential rehabilitation of former Girls' School

Land Use and Building Conditions - Main Street Corridor



LEGEND

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

Main Street Corridor

Land Uses:

This corridor is an important part of the Phoenix Hill Historic District because it represents an entry to the neighborhood and to downtown for those traveling from Story Avenue and points east. There are two primary influences along this corridor affecting current and future land uses. The first is Interstate 65 which traverses the District between Jackson and Hancock Streets. The redesign of the Kennedy Interchange will have a significant impact on this part of the Phoenix Hill Historic District. The second influence to impact the area will be the redevelopment of the 300 block of Main Street across from Slugger Field. All of the buildings along this block, with the exception of one, were demolished to make way for new development currently underway. Other notable land uses or buildings along this corridor include:

- Romanesque Revival-style Vermont American Building
- New office building at the (SE) corner of Preston and Main
- Several vacant or underutilized properties and/or buildings in the 800 block of Main Street
- Professional office and apartment building in the 600 block of Main
- Nearby Lincoln Elementary School at Main and Wenzel Streets
- Multi-story D&W Silks building in the 400 block of Main
- Restaurant/bar located in the only remaining building in the 300 block of Main Street
- Industrial welding facility comprising the entire south side of Main between Clay and Shelby Streets
- Historic (former) Engine House #3 at 802 Main Street built in 1893 and listed on the National Register currently vacant

33

Building Conditions:

A majority of the remaining buildings along this section of Main Street are generally in **good** condition. The historic integrity of the buildings west of I-65 has been slightly compromised due to the wholesale demolition of the surrounding context. West of I-65 along Main Street, most of the original buildings are in **good to fair** condition. An exception to this are the buildings in the 800 block of Main Street that are in relatively **poor** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
 - New office building at Preston and Main
 - Office/apartment building in 600 block of Main
 - Historic Engine House #3
 - The D&E Marine building at 816 Main Street
- Notable buildings in **fair** condition include:
 - The Vermont American Building
 - Mixed use building in the 300 block of Main Street
 - D&W Silks Building
- Notable buildings in **poor** condition include:
 - Collection of vacant / underutilized buildings along Main between Shelby and Campbell Streets



5 Existing offices with multi-family housing above



3 Vermont American building impacted by interstate



1 Street-level retail & underutilized floors above



6 New multi-family residential infill at Campbell St.



4 Conversion of historic building into mixed-use



2 Infill development at Preston Street

Land Use and Building Conditions - Market Street Corridor

Land Uses:

Like Main Street, this corridor is an important part of the Phoenix Hill Historic District because it serves as a linkage from downtown to points beyond. The area is also bisected by Interstate-65 and is comprised of buildings along the north side of the street west of the Interstate, as well as the north and south sides of the street east of the Interstate.

There have been a number of buildings rehabilitated in recent years in addition to some new infill along Market near Floyd Street. This stretch of Market Street has also experienced the redevelopment of several long-vacant storefronts into retail uses. The East Market Street District / NuLu District has become known for its art galleries, specialty stores, and a number of local restaurants. The NuLu District has also created an annual street festival to celebrate the cultural rebirth of this area. The redesign of the Kennedy Interchange will have a significant impact on this part of the Phoenix Hill Historic District. The collection of buildings along Market Street are two- and three-story commercial buildings commonly found in historic downtown areas. Notable land uses and buildings within the corridor include:

- New multi-story hotel at Preston and Market Streets
- Former Baer Fabric Building adjacent to the interstate
- Several vacant properties and/or buildings in the 400 block
- Several vacant buildings in the 300 block of Market recently rehabilitated
- Historic St. John Church at the (NW) corner of Clay and Market Streets
- Several parking lots fronting Market
- Outdoor storage lot at (NW) corner of Shelby and Market
- Several retail businesses along the corridor
- Several art-related galleries and/or retail shops located east of the interstate
- Former community / social services center located in the 800 block of Market
- Historic Refuge in Kentucky Church built in 1948 at the (SE) corner of Hancock and Market Streets
- Several vacant properties and/or buildings on both sides of the 700 block of Market

Building Conditions:

The condition of the buildings that comprise the length of Market Street varies greatly from one end to the other. Although their conditions vary, a majority of the original buildings remain and have retained their historical integrity. Nearly all the building are either occupied, or are currently being rehabilitated. The condition of specific buildings along this section of Market Street are listed below.

- Notable buildings in **good** condition include:
 - The former Baer Fabrics Building
 - Refuge in Kentucky Church
 - St. John Church and ancillary buildings

- The Joe Ley Antiques building(s)
- Commercial buildings and funeral home along the north side of the 700 block of Market
- New hotel at the (NW) corner of Market and Preston
- Notable buildings in **fair** condition include:
 - Buildings along the south side of the 800 block
 - Buildings along the south side of the 600 block of Market
- Notable buildings in **poor** condition include:
 - Commercial buildings along the north side of the 800 block of Market
 - Buildings along the south side of the 700 block of Market Street

Land Use and Building Conditions - Market Street Corridor



Market Street Corridor

LEGEND

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



① Well-maintained commercial buildings



② New infill commercial development



⑨ Reinvestment in vacant structures at Shelby St.



⑦ Mix of land uses and building types



⑤ Baer Fabrics building impacted by interstate



③ Building rehabilitation near Preston St.



⑩ Redevelopment of former social services building



⑧ Current redevelopment as cultural activities



⑥ Active retail space in historic structure



④ Neighborhood mixed use

Land Use and Building Conditions - Broadway Corridor

Land Uses:

The southern edge of the Phoenix Hill district includes this small section of Broadway. Like the rest of the corridor, this section of Broadway contains primarily commercial land uses. Although there has been some recent demolition activity, most of the urban fabric remains intact and represents a relatively active part of the business community. Current plans call for the demolition of the former Oscar's Hardware building at Shelby and Gray to make way for a parish hall and classrooms for nearby St. Martin Church. Additional notes relating to land uses along this corridor include:

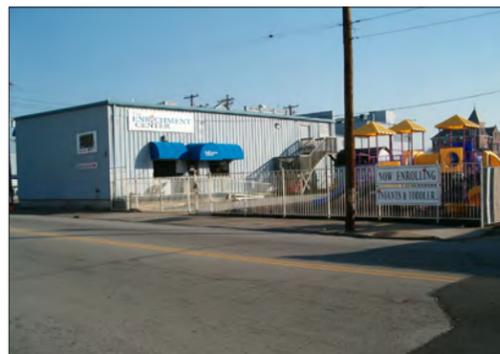
- Vacant parcel(s) at the (NE) corner of Shelby and Broadway
- Vacant five-story building at the (SW) corner of Campbell and Broadway
- Three-story commercial building at Shelby and Broadway containing a UPS Store at street level
- Former Tonini Church Supply buildings just north of Broadway along Shelby Street currently owned by the Louisville Housing Authority
- St. Martin Church and rectory building built in 1853 at Gray and Shelby Streets
- Collection of vacant buildings surrounding the Shelby and Gray Street intersection
- Social service/community outreach center in the 700 block of Gray
- Automobile service center at the (NE) corner of Clay St. and Broadway
- Medical "walk-in" service office between Shelby and Campbell
- Multi-story building at the (NW) corner of Campbell and Broadway containing commercial printing sales/service
- Several vacant or underutilized buildings along the 700 block of Broadway
- Large parking lot at the (SW) corner of Campbell and Gray
- Bookstore in a converted residence east of St. Martin Church
- Child daycare center at the (SE) corner of Clay and Gray

Building Conditions:

The condition of buildings in this character area can be broken down into three distinct zones. The buildings along the south side of Broadway are in **good** condition. The condition of buildings along the north side of Broadway are in **fair** condition, primarily due to alterations to their facades over the years. Nearly all of the buildings along Shelby Street are in **poor** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
 - Building at the (SW) corner of Campbell and Broadway
 - The UPS Store building
 - St. Martin Church
 - Building at the (NW) corner of Campbell and Broadway
 - Buildings on the south side of Broadway
- Notable buildings in **fair** condition include:
 - Buildings on the north side of Broadway with the exception of the buildings listed above
 - Two vacant buildings at the (NE) corner of Gray and Shelby Streets
 - Social service/community outreach building

- Notable buildings in **poor** condition include:
 - Buildings on the west side of Shelby Street north and south of Gray Street



1 Daycare center and playground along Clay



2 Variety of commercial/retail uses along Broadway



3 Former Tonini Church Supply buildings at Shelby



4 Original building anchoring corner at Shelby



5 Infill development at prominent corner site



6 Good original building stock along Broadway



Broadway Corridor

LEGEND

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

Land Use and Building Conditions - Jefferson Street Core



Jefferson Street Core

LEGEND

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



1 Variety of land uses and building types



2 Existing and infill buildings at Shelby and Jefferson



5 Mix of uses and building types along Liberty



3 Industrial buildings along Jefferson St.



7 Neighborhood scale office space



6 Industrial buildings along Liberty St.



4 Mix of uses and building types along Campbell

Land Uses:

This character area is centrally located within the Phoenix Hill Neighborhood, and contains an eclectic mix of land uses and building types. Many of the buildings along this stretch of Jefferson are of Italianate and Federal architectural styles. It is primarily comprised of industrial and “heavy retail” uses, as well as some residential uses. In the near future, this area will be heavily impacted by the Liberty Green Redevelopment Project currently under construction. The high volume of traffic that Jefferson Street carries makes this a highly visible corridor within the District, and serves as a gateway to downtown Louisville. Additional notes relating to land uses and buildings within this core include:

- Daycare center at Shelby and Jefferson Streets
- Several vacant properties in the 600 block of Jefferson St.
- New residential infill developed at the (NW) corner of Jefferson and Clay Streets
- Parking lot at the (SE) corner of Shelby and Jefferson Street
- Several shotgun style homes along Jefferson east of Campbell Street
- New and existing housing along south side of Liberty Street
- Social service/community outreach buildings in the 700 block of Jefferson Street
- Social service/community outreach building at Shelby and Liberty
- Several vacant properties along Shelby Street between Liberty and Jefferson Streets
- Primarily industrial or “heavy retail” uses in the 800 blocks of Jefferson and Liberty Streets
- Office building at the (NE) corner of Liberty and Campbell
- 800 block of Liberty comprised primarily of industrial or manufacturing facilities

Building Conditions:

Because many of the buildings in this part of the neighborhood are relatively new, their condition is generally **good**. However, the buildings within the 700 block of Jefferson Street are in **fair to poor** condition. The remaining buildings along the 600 block of Jefferson Street are in **good to fair** condition. The condition of specific buildings within this area are listed below.

- Notable buildings in **good** condition include:
 - New / existing homes along south side of Liberty
 - Daycare center at Shelby and Jefferson Streets
 - The multi-story Bargain Supply Store at the (SW) corner of Jefferson and Campbell
- Notable buildings in **fair** condition include:
 - Brick commercial building at the (SE) corner of Jefferson and Campbell Streets
 - Community outreach building at Shelby and Liberty Streets
 - Shotgun style homes along Jefferson Street
- Notable buildings in **poor** condition include:
 - Brick building along Shelby between Liberty and Jefferson Streets
 - Buildings along Jefferson between Clay and Shelby Streets

Land Use and Building Conditions - Clay Street Edge

Land Uses:

This character area along the western edge of the Phoenix Hill Historic District has witnessed the greatest transition over the years. The growing pressure for surface parking to accommodate the medical complex personnel has resulted in the demolition of much of the original urban fabric west of Clay Street. Due to the few historic resources that remain, consideration should be given to revising the historic boundary in this part of the District. Notable land uses and buildings within this area include:

- Green Street Baptist Church built in 1929 and designed by the renowned African-American architect Samuel Plato
- Industrial facility in the 700 block of Gray Street
- Vacant parcel(s) at the (NE) corner of Clay and Chestnut
- Original Church of God on Clay Street
- Italianate-style, 3-story brick residence in the 600 block of Gray Street built in 1875
- Electrical substation at Madison and Clay Streets
- New U of L parking structure with street level retail at the (SW) corner of Clay St. and Muhammad Ali Blvd.

Building Conditions:

The buildings that remain in this area are in **good to fair** condition. The contemporary multi-family units bordering Clay Street south of Muhammad Ali are in good condition. The condition of other buildings within this area are listed below.

- Notable buildings in **good** condition include:
 - Green Street Baptist Church on Gray Street
 - Original Church of God on Clay Street
 - Brick residence in the 600 block of Gray Street
 - Multifamily units bordering Clay Street at Madison
- Notable buildings in **fair** condition include:
 - Vermont-American industrial facility
 - Building on the (SE) corner of Clay and Chestnut
- Notable buildings in **poor** condition include:
 - (none classified)



1 U of L parking structure north of Madison St.



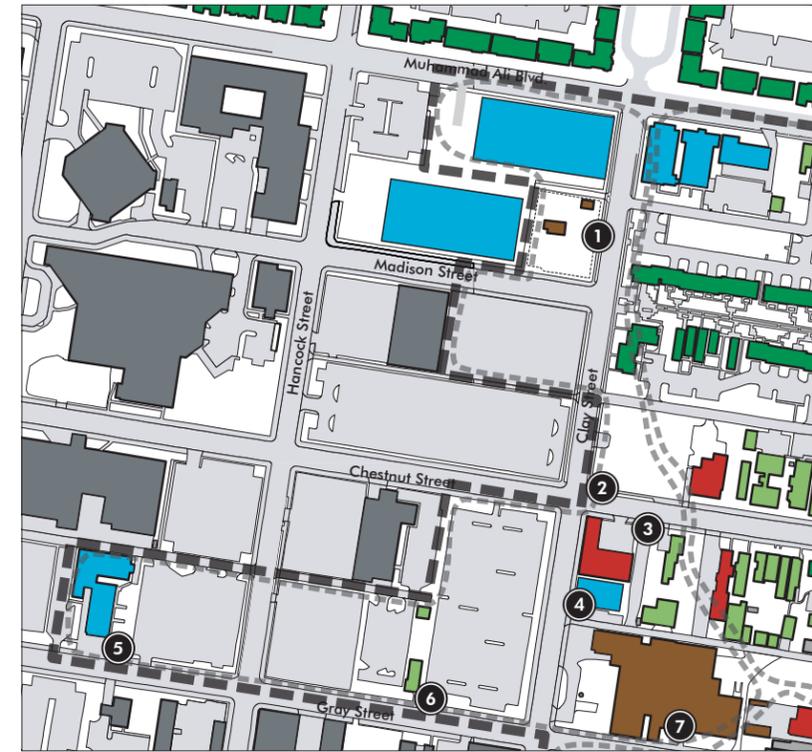
2 Vacant parcel(s) at Clay and Chestnut Streets



3 Parking areas between buildings



4 Religious buildings within area



Clay Street Edge

LEGEND

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



5 Historic Green Street Baptist Church



6 Single-family residence among parking lots



7 Active industrial plant on Gray St.

Introduction

In addition to existing land uses and circulation issues, the City's zoning ordinances are an integral part in shaping the future of the Phoenix Hill Historic District. This section reviews the municipal zoning ordinances. An emphasis is placed on determining the compatibility of regulations on the area's character and historic resources. There are currently no historic preservation design guidelines in place for the Phoenix Hill neighborhood.

Zoning

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 pertain to the **quality** of new development. Overlay zones entitled "Form District Regulations" ensure the design of structures is compatible with adjacent uses and responds to the contextual 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 generally describing the intent of each district and permitted uses within each. 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, or computer 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. 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, 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. glass products, pharmaceutical products, concrete processing, food products, steel fabrication, machinery manufacturing/repair, wood or 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 Form District 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 districts affecting the Phoenix Hill neighborhood.

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

Campus Form District (C)

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

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

Downtown Form District (DT)

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

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

Traditional Marketplace Corridor Form District (TMC)

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

Traditional Neighborhood District (TN)

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

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

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		W3; (W3)	Waterfront	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.		
	C3; (C3)	Commercial		R5B	Residential Two-Family		CM; (CM)	Commercial Manufacturing			
	M1	Industrial		OR	Office/Residential						
	M2; (M2)	Industrial									
	M3	Industrial									

Circulation and Infrastructure

Introduction

The final component of the Phoenix Hill Historic District’s 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 corridor’s 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” comprising the Phoenix Hill Historic District. These six “character areas” as described at the beginning of the chapter include:

- 1a) Eastern Residential Core
- 1b) Western Residential Core
- 2) Main Street Corridor
- 3) Market Street Corridor
- 4) Broadway Corridor
- 5) Jefferson Street Core
- 6) Clay Street Edge

Circulation Patterns

This analysis takes into account vehicular as well as pedestrian activity, and how Louisville’s public transportation system influences the District. Traffic patterns are analyzed for compatibility with available infrastructure, with current and desired land use patterns, and with overall goals of maintaining the viability of adjacent land uses. The traffic analysis combines a review of area objectives and impacts with community-wide thoroughfare needs. 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

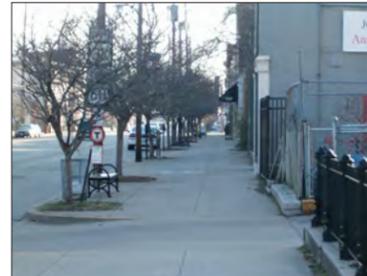
In addition to the study of vehicular and pedestrian movement through Phoenix Hill’s corridors, this section also inventories the elements that comprise these same corridors. This section describes, identifies, and analyzes the neighborhood’s infrastructure and its relationship to the District’s historic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

- short retaining walls,
- brick and/or stone alleys,
- parking lots,
- landscape plantings,
- above-ground utilities, and
- signage

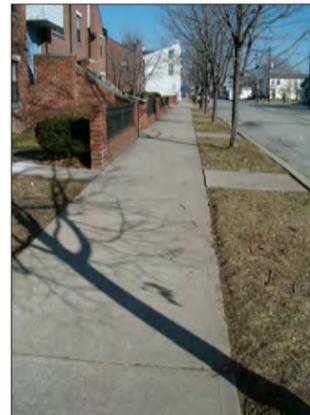
Street and sidewalk conditions are based on a block-by-block survey of each of the character areas. When appropriate, special features or elements that set themselves apart from the surrounding area are

highlighted to ensure they are given proper consideration. The criteria for determining the conditions of streetscape elements centers on the following three categories:

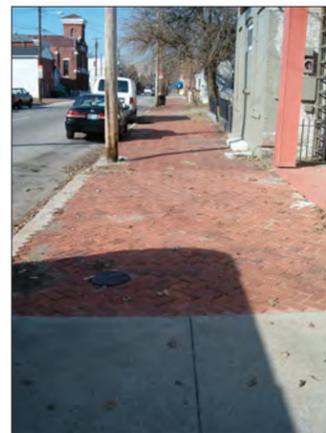
Good: The sidewalk and curb are in generally good condition, are of the proper scale and character of the surrounding context, and clearly delineate between the street and pedestrian realm. In addition, the landscaped areas, walls, or fencing are well maintained and provide an attractive appearance from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



Example of streetscape in **Good** condition



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, in general, needs some minor repair and/or has been altered in such a way that detracts from its original character.

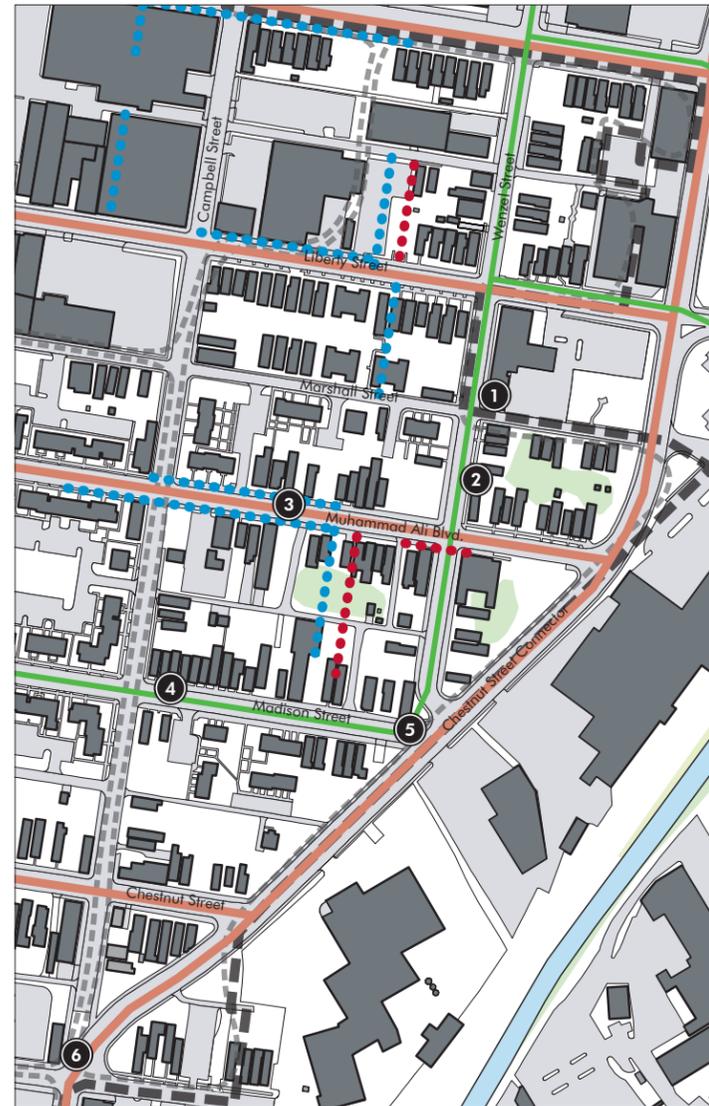


Example of streetscape in **Fair** condition

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 streetscaping of a scale or character is not in keeping with the traditional neighborhood context.



Example of streetscape in **Poor** condition



Eastern Residential Core

LEGEND

- Bicycle Lane
- Signed Bicycle Route
- TARC Bus Route
- SIDEWALKS:**
- Fair Condition
- Poor Condition



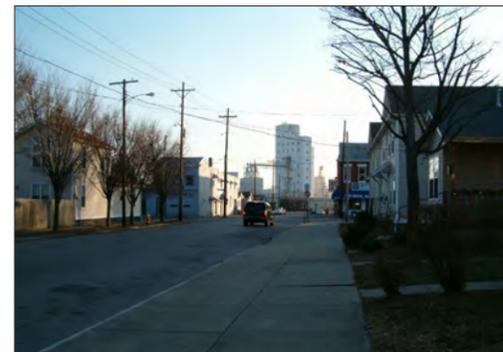
⑥ Chestnut Street Connector and Gray Street



⑤ Shared bicycle route



① Minimal streetscaping and overhead utilities



② Lack of greenspace/buffer at street edge



③ Brick sidewalk example



④ Lack of landscaping incorporated with sidewalk

Circulation Issues:

This character area of Phoenix Hill is heavily influenced by several cross-streets through the neighborhood. The east-west corridors of Jefferson and Liberty Streets, as well as Muhammad Ali Boulevard are classified as Minor Arterials. Chestnut Street, running along the southern and eastern edge of this area is also classified as a Minor Arterial. Listed below are additional features of this area as they relate to traffic patterns and infrastructure.

- Three lanes of one-way, west-bound traffic with two parking lanes along Jefferson Street
- Two lanes of one-way, east-bound traffic with two parking lanes along Liberty Street
- Two lanes of one-way, west-bound traffic with two parking lanes along Muhammad Ali Boulevard
- Access to I-65 north-bound only from Muhammad Ali (Liberty Street interchange)
- Campbell Street one-way (north) north of Muhammad Ali
- Campbell Street terminates before intersecting Chestnut Street Connector
- TARC bus system has multiple routes along Jefferson and Liberty Streets, as well as Muhammad Ali Boulevard
- TARC bus routes along Chestnut Street
- Wenzel Street is part of the City’s bikeway system and classified as a “Shared Road Bicycle Route”
- Liberty and Marshall Streets are “Shared Road Bicycle Routes” just east of Wenzel Street
- Madison Street is also a “Shared Road Bicycle Route” and connects to Wenzel Street via sidewalk
- The TARC trolley route/loop runs along Main, Market, and Wenzel Streets
- Madison Street terminates before Chestnut Street
- Poor traffic flow / intersection at Chestnut and Gray Streets

Infrastructure Conditions:

- Concrete sidewalks are generally in **good** condition throughout this area of the District
- Sidewalk along south side of the 900 block of Jefferson Street in **fair** condition
- Sidewalks along Campbell Street north of Chestnut Street Connector in **fair** condition
- Portions of traditional brick sidewalks in the 900 block of Muhammad Ali Boulevard in **fair** condition
- Overhead utility lines and poles along Muhammad Ali
- Street signage (only) indicating bike routes
- Overhead utility lines and poles along north side of Jefferson Street
- Small street trees along Liberty Street and Muhammad Ali
- Overhead utility lines and poles along north side of Liberty
- No sidewalk along the south side of the 1000 blk of Muhammad Ali
- Minimal signage indicating designated bike route

Circulation and Infrastructure - **Western Residential Core**

Circulation Issues:

Like the eastern residential “character area”, this area is influenced by several cross-streets through the neighborhood. The east-west corridors of Jefferson and Liberty Streets, as well as Muhammad Ali Boulevard are classified as Minor Arterials. Shelby Street, north of Muhammad Ali Boulevard, is classified as a Primary Collector street. The remaining local streets are two-way with on-street parking. Additional features of this area as they relate to traffic, parking, and infrastructure include:

- Traffic along Shelby Street is closed off due to the Phoenix Place apartment complex between Madison Street and Muhammad Ali Boulevard
- Three lanes of one-way, west-bound traffic with two parking lanes along Jefferson Street
- Two lanes of one-way, east-bound traffic with two parking lanes along Liberty and Chestnut Streets
- Two lanes of one-way, west-bound traffic with two parking lanes along Muhammad Ali Boulevard
- Campbell Street one-way (north) north of Muhammad Ali
- Campbell Street terminates before intersecting Chestnut Street Connector
- Access to I-65 north-bound only from Muhammad Ali Blvd (Liberty Street interchange).
- TARC bus system has multiple routes along Jefferson and Liberty Streets, as well as Muhammad Ali Boulevard
- Madison Street (with alley) is part of the City’s bikeway system and classified as a “Shared Road Bicycle Route”
- Large, unscreened parking lot near the (NW) corner of Gray and Chestnut Streets
- Parking for the infill, apartment units located internally with buildings adjacent to the streets/sidewalks

Infrastructure Conditions:

- Concrete sidewalks are generally in **good** condition throughout this area of the District
- Overhead utility lines and poles along north side of Jefferson and Liberty Streets
- Small street trees along Liberty Street and Muhammad Ali
- Phoenix Place apartment complex contains a one-block section brick “pedestrian street” between Madison Street and Muhammad Ali Boulevard
- Overhead utility lines along both sides of Shelby Street
- Minimal signage indicating designated bike route
- Overhead utility lines along Muhammad Ali Boulevard



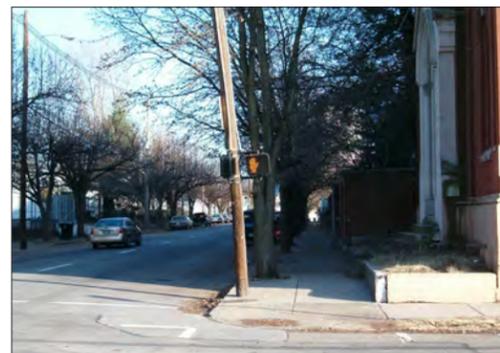
1 Shelby Street closure at Phoenix Place



2 Crosswalk conditions at Campbell & Muhammad Ali



3 Contemporary streetscape along Madison St.



4 Traditional streetscape along Chestnut St.



Western Residential Core

LEGEND

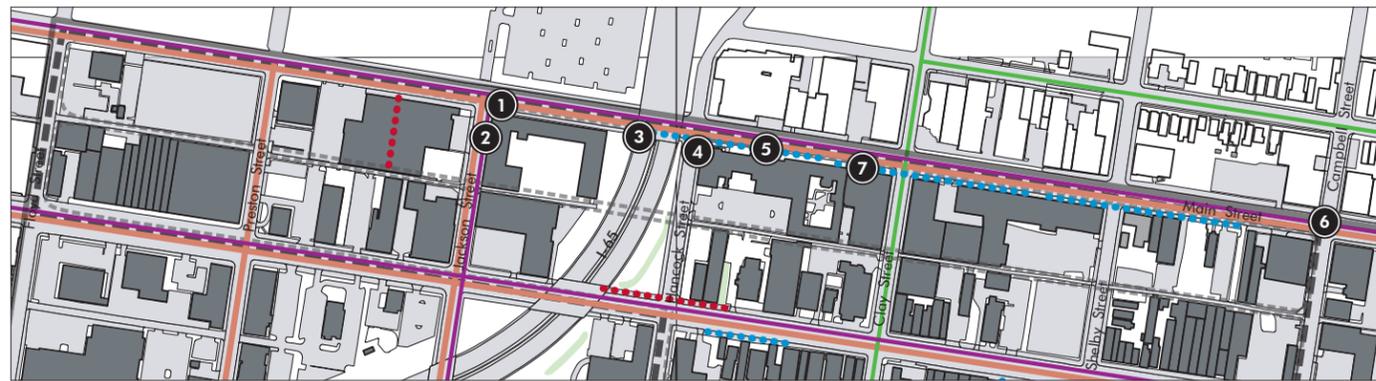
- Bicycle Lane
- Signed Bicycle Route
- TARC Bus Route
- SIDEWALKS:
- Fair Condition
- Poor Condition



5 View north at Chestnut & Campbell intersection



6 Clutter of overhead utilities along Shelby St.



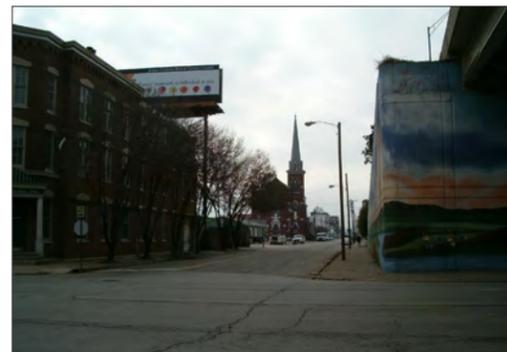
Main Street Corridor

LEGEND

- Bicycle Lane
- Signed Bicycle Route
- TARC Bus Route

SIDEWALKS:

- Fair Condition
- Poor Condition



④ Retaining wall/streetscape at Hancock Street



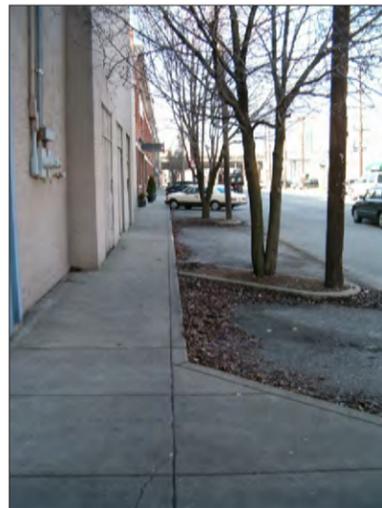
① Recent streetscape improvements along north side



⑤ Streetscape/parking between Hancock and Clay



② Lack of street/sidewalk edge (bike lane at right)



⑦ Diagonal parking along the 600 block



⑥ New sidewalks and street trees



③ I-65 overpass at Main Street

Circulation Issues:

Main Street is designated a Major Arterial street in the City's Thoroughfare Plan. It is one of the primary, local streets carrying traffic into the Downtown. Floyd Street, the western boundary for the District, is classified as a Primary Collector street, as is Shelby Street. Jackson and Preston Streets are classified as Minor Arterials. Currently, plans are to convert Preston Street into a light rail corridor. The Clay Street corridor provides a unique viewshed to the Ohio River and the "Big Four" bridge. Additional features of this area relating to circulation and infrastructure issues include:

- Main Street contains four lanes of one-way, west-bound traffic with on-street parking along both sides
- Section of angled parking along the south side of the 600 block of Main Street
- Preston Street corridor contains three lanes of one-way, south-bound traffic with parking on both sides
- Jackson Street corridor contains two lanes of one-way, north-bound traffic with a designated bike lane
- The TARC bus system has multiple routes running along Main Street to Downtown
- Clay Street is designated a "Shared Road Bicycle Route" extending from Adams Street to the north, to Ormsby Street to the south
- Billy Goat Strut alley located between Main and Market Streets

Infrastructure Conditions:

- Concrete sidewalk along the southern edge of Main Street west of the Interstate in **good** condition
- Concrete sidewalk along the southern edge of Main Street east of the Interstate in **fair** condition
- New streetscape enhancements recently installed along Main between Slugger Field and I-65
- Sidewalk along the western edge of Jackson Street in poor condition due to building loading dock area
- Overhead utility lines along both sides of Main Street
- Section of sidewalk along the 600 block of Main Street
- Relatively mature street trees scattered along the corridor
- I-65 overpass and associated retaining walls between Jackson and Hancock Streets

Circulation and Infrastructure - Market Street Corridor

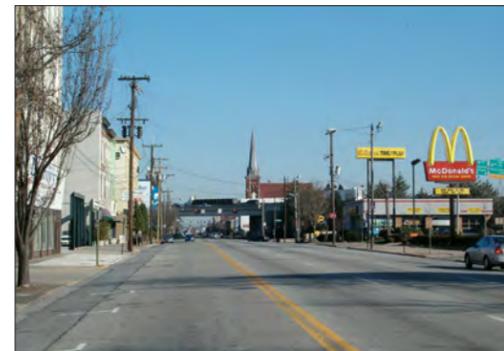
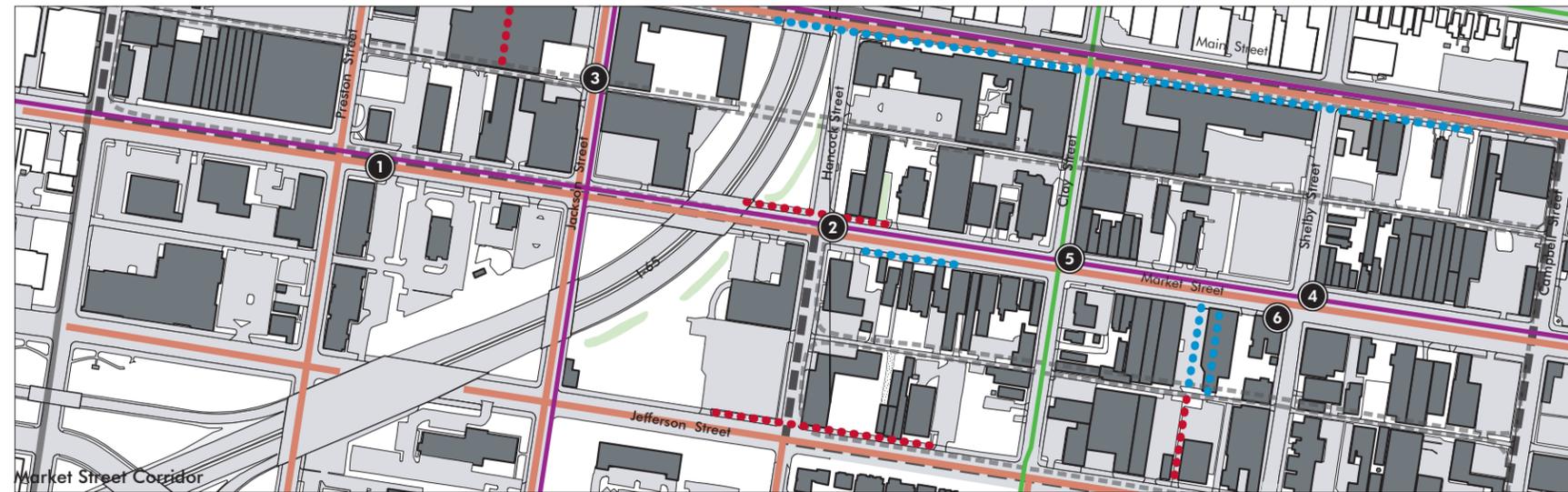
Circulation Issues:

Market Street is designated a Major Arterial street in the City's Thoroughfare Plan. Floyd Street, the western boundary for the District, is classified as a Primary Collector street. Jackson and Preston Streets are classified as Minor Arterials. Currently, plans are to convert Preston Street into a light rail corridor. The Clay Street corridor provides a unique viewshed to the Ohio River and the "big four" bridges. Listed below are additional features of this area as they relate to circulation, parking and/or infrastructure issues.

- Market Street comprised of one lane of west-bound traffic, and three lanes of east-bound traffic
- Market Street also has on-street parking along both sides
- Preston Street corridor contains three lanes of one-way, south-bound traffic with parking on both sides
- The TARC bus system has a route running along Preston Street south of Market Street
- Jackson Street corridor contains two lanes of one-way, north-bound traffic with a designated bike lane
- Shelby Street corridor contains two lanes of one-way, south-bound traffic with parking on both sides
- The TARC bus system has multiple routes running along Market Street to/from Downtown
- Clay Street is designated a "Shared Road Bicycle Route" extending from Adams Street to the north, to Ormsby Street to the south
- Angled parking along the 800 block of Market Street
- Nanny Goat Strut alley located between Market and Jefferson Streets

Infrastructure Conditions:

- Overhead utility lines and poles along both sides of Market
- I-64 overpass crossing Story Avenue
- Several parking lots fronting (visible from) Market Street
- Sidewalk conditions generally **good** along corridor except for a section on the south side of the 600 block of Market
- I-65 overpass and retaining walls between Jackson and Hancock Streets
- Good collection of street furniture (bike racks, trash cans, benches, etc.) throughout Market Street corridor
- Street trees along corridor
- Minimal signage/way-finding along designated bike route(s)



1 Parking and travel lanes with overhead utilities



3 Designated bicycle lane at Jackson



5 Street furniture examples

LEGEND

	Bicycle Lane
	Signed Bicycle Route
	TARC Bus Route
SIDEWALKS:	
	Fair Condition
	Poor Condition



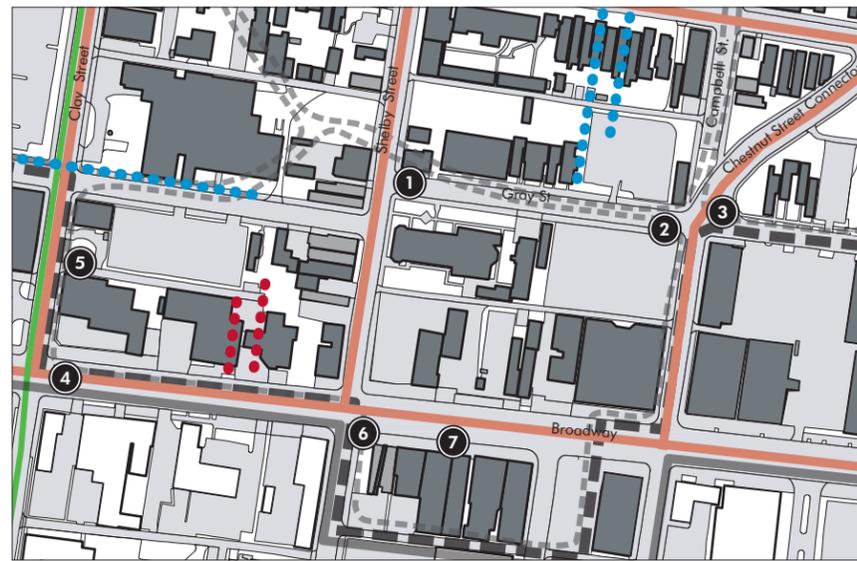
2 I-65 overpass view looking east



4 Unscreened outdoor storage & overhead utilities



6 Typical streetscape along Market Street



Broadway Corridor

LEGEND

	Bicycle Lane
	Signed Bicycle Route
	TARC Bus Route
SIDEWALKS:	
	Fair Condition
	Poor Condition



1 Street trees & retaining wall at St. Martin Church



2 Unscreened parking along Gray St.



3 Chestnut St. Connector at Gray St.



5 Brick alley between Clay & Shelby



7 Minimal landscaping along Broadway



6 Pocket park example



4 Parking and travel lanes with overhead utilities

Circulation Issues:

Broadway is an important east-west linkage connecting the Phoenix Hill neighborhood to downtown and points beyond. It is classified as a Major Arterial street and is an important gateway to Downtown Louisville. South of Chestnut Street, Shelby Street is classified as a Minor Arterial that crosses Broadway. Additional features of this area as they relate to traffic patterns and/or parking include:

- Broadway is comprised of two lanes of traffic in each direction with on-street parking along either side
- Poor traffic flow / intersection at Chestnut and Gray Streets
- Clay Street designated a "Shared Road Bicycle Route" extending between Adams and Ormsby Streets
- Poor traffic flow / intersection at Gray and Shelby Streets
- The 800 block of Gray is a one-way, west-bound street
- Shelby Street between Gray and Broadway contains one-way, south-bound traffic
- Campbell Street between Gray and Broadway contains one-way, north-bound traffic
- The TARC bus system has multiple routes running along Broadway and Chestnut Street

Infrastructure Conditions:

- Concrete sidewalks generally in **good** condition throughout the area
- Concrete sidewalk along the east side of Shelby Street just north of Broadway in poor condition
- Brick alley in the 700 block between Broadway and Gray St
- Overhead utility lines and poles along both sides of Broadway
- Overhead utility lines along both sides of Shelby Street
- Surface parking lot at the (SW) corner of Gray and Campbell Streets
- Large, surface parking lot on the southern side of the 700 block of Gray Street
- Relatively mature street trees along Broadway and Gray
- Lack of street furniture including bus shelters
- Minimal signage/way-finding along designated bike route
- View of elevated railroad and Beargrass Creek crossing Broadway approximately one block east of Campbell

Circulation and Infrastructure - Jefferson Street Core

Circulation Issues:

The Jefferson Street corridor represents an important linkage to the Downtown and is classified as a Minor Arterial. Liberty Street is also classified as a Minor Arterial. Shelby Street, north of Muhammad Ali Boulevard, is classified as a Primary Collector street. Additional features of this area relating to circulation and infrastructure include:

- The Jefferson Street corridor contains three lanes of one-way, west-bound traffic with parking on either side
- Two lanes of one-way, east-bound traffic with two parking lanes along Liberty Street
- Campbell Street contains two lanes of one-way, north-bound traffic between Muhammad Ali and Jefferson Street
- The TARC bus system has multiple routes along Jefferson and Liberty Streets
- Clay Street is designated a "Shared Road Bicycle Route" extending from Adams Street to the north and Ormsby Street to the south

Infrastructure Conditions:

- Concrete sidewalk along the north side of the 600 block of Jefferson Street in **poor** condition
- Sidewalk along the north side of the 800 block of Jefferson Street in **fair** condition
- Overhead utility lines and poles along north side of Jefferson Street
- Several parking lots fronting (visible from) Jefferson Street
- Street trees along the south side of Jefferson
- Overhead utility lines and poles along both sides of Liberty
- Street trees along the east side of Shelby Street between Jefferson and Market Streets
- Overhead utility lines and poles along west side of Shelby
- Parking lot at the (SW) corner of Liberty and Campbell Streets with minimal landscaping/screening
- Lack of or minimal streetscaping throughout area
- Lack of bus shelter at TARC stop at Liberty and Campbell
- Minimal signage/way-finding along designated bike route



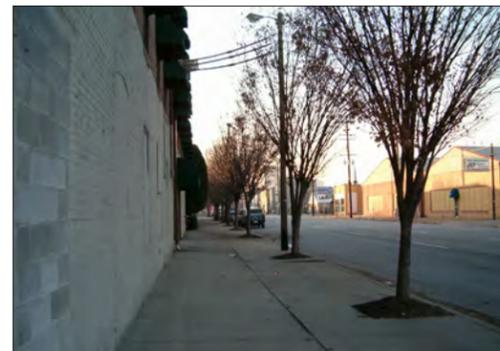
1 View looking west along Jefferson Street



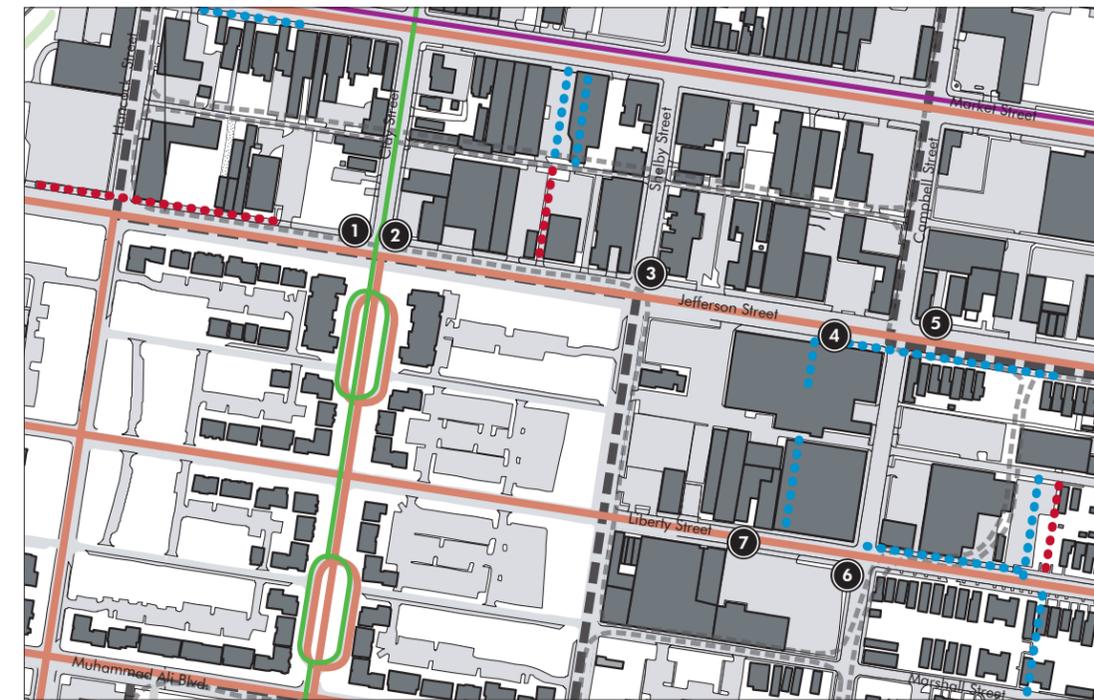
2 Overhead utilities/minimal landscaping at Jefferson



3 Minimal landscaping along Shelby Street



4 Minimal streetscape/landscaping along Jefferson



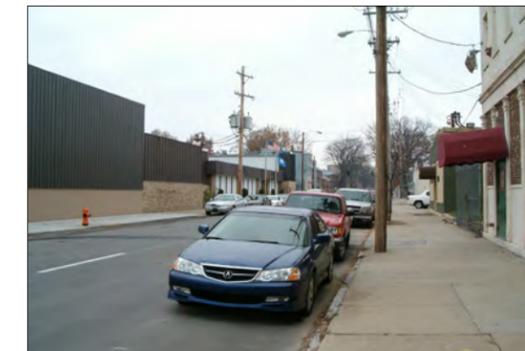
Jefferson Street Core



5 Lack of pedestrian realm/amenities along Jefferson



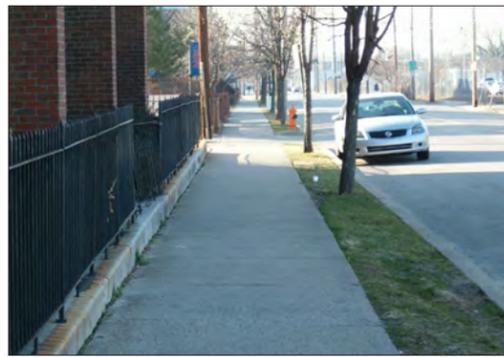
6 Lack of landscape screen for parking area



7 Lack of streetscape along Liberty St.

LEGEND

	Bicycle Lane
	Signed Bicycle Route
	TARC Bus Route
SIDEWALKS:	
	Fair Condition
	Poor Condition



3 Sidewalk treatment at Clay & Muhammad Ali



3 View south along west side of Clay Street



3 View west along Madison



3 Electrical substation north of Madison Street



3 Lack of pedestrian amenities along Gray Street



3 Overhead utilities/visual clutter along Clay



3 Viewshed of "Big 4" bridge along Clay Street

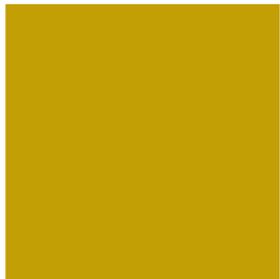
Circulation Issues:

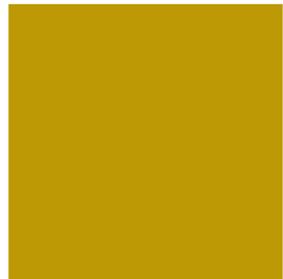
As noted previously, Clay Street represents a distinct boundary or edge for the western edge of the district. Although only a local street, there are several streets crossing Clay that are important components of the city's street system. The east-west corridors of Chestnut Street and Muhammad Ali Boulevard are classified as Minor Arterials. The Clay Street corridor provides a unique viewshed to the "Big Four" bridge crossing the Ohio. A majority of the area west of Clay Street is dominated by surface parking to accommodate staff within the medical complex. Listed below are additional features of this area relating to traffic patterns and infrastructure conditions.

- Clay Street contains one-lane of two-way traffic
- Two lanes of one-way, east-bound traffic with parking on both sides along Chestnut Street
- Two lanes of one-way, west-bound traffic with two parking lanes along Muhammad Ali Boulevard
- Access to I-65 north-bound only from Muhammad Ali Blvd. (Liberty Street interchange)
- Clay Street is designated a "Shared Road Bicycle Route" extending from Adams Street to the north, to Ormsby Street to the south
- The alley on the east side of Clay between Chestnut and Madison connects to Madison Street as part of the City's bikeway system
- TARC bus system has multiple routes along Muhammad Ali Boulevard
- Metered on-street parking along Madison west of Clay Street

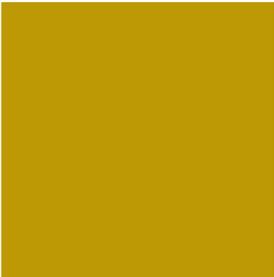
Infrastructure Conditions:

- Overhead utility lines and poles along both sides of Clay Street
- Sidewalk conditions generally **good** along corridor
- Electrical substation on the west side of Clay between Madison and Muhammad Ali Boulevard
- Large amount of surface parking along the west side of Clay Street
- Overhead utility lines along Muhammad Ali Boulevard
- Limited space for streetscaping within public right-of-way along Clay
- Lack of, or minimal streetscaping throughout area including TARC shelters at designated stops
- Minimal signage/way-finding along designated bike route
- Example of wrought iron and limestone fencing at Clay Street and Muhammad Ali (St. John Center)





CHAPTER 4
Conceptual
Physical Plan



Neighborhood Vision

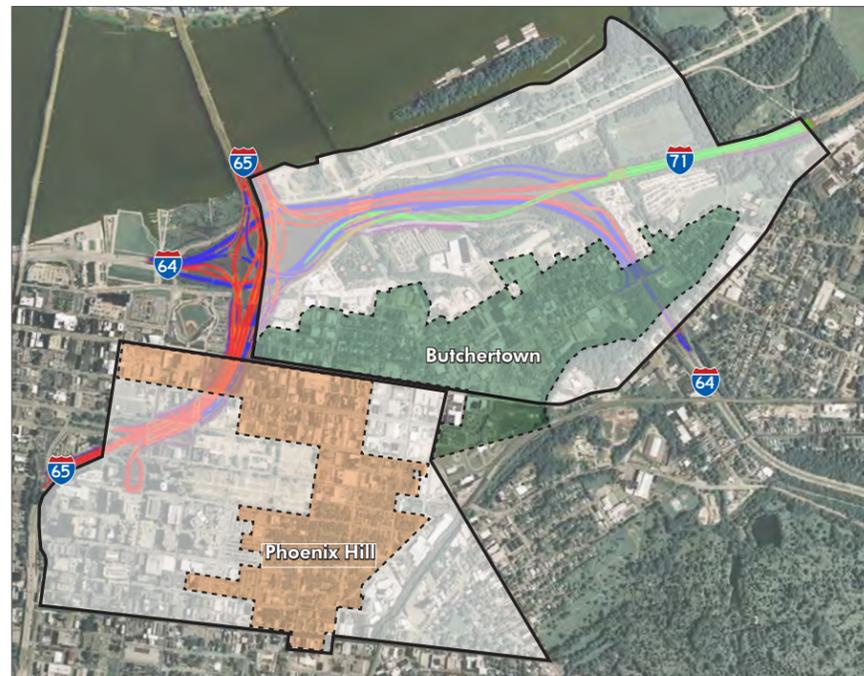
Introduction

The remainder of this Historic Preservation Plan explores overall recommendations affecting east downtown Louisville, as well as specific proposals for the Phoenix Hill neighborhood and historic district. Similar to the inventory and analyses issues addressed in **Chapter Three**, these recommendations address issues stipulated in the Ohio River Bridges Project's First Amended MOA. However, there are also additional recommendations included outside the scope of the First Amended MOA. Although it is understood that the Bi-State Management Team may not adopt/approve such items, these additional recommendations represent an integral part of the long-term historic, cultural, and economic health and integrity of the Phoenix Hill historic district.

4.1 NEIGHBORHOOD CONTEXT & BOUNDARIES

In order to propose recommendations providing the most benefit for Phoenix Hill, one must understand the full impact of the Project's Downtown Crossing not only on Phoenix Hill but on the surrounding neighborhoods as well. The Project will set in motion a series of additional development opportunities either directly or indirectly related to the Ohio River Bridges Project. **Chapters 5 and 6** explore land use and circulation opportunities based on existing conditions and the anticipated evolution of the east downtown area. These issues and/or proposals establish an overall context or rationale for specific recommendations for Phoenix Hill in **Chapters 7-11**. The remainder of this chapter provides additional context for some of the overall goals within the Phoenix Hill historic district.

54



Phoenix Hill and Butchertown Neighborhoods

4.1a The Phoenix Hill Neighborhood Context

This section acknowledges that the possible impact of the Bridges Project and related elements outside the confines of the historic boundary can result in indirect and cumulative effects on Phoenix Hill's historic district. Recommendations in the Butchertown Historic Preservation Plan could also impact the Phoenix Hill area. Additional factors include:

- The Liberty Green Redevelopment Project (underway)
- Improved interstate access
- Improved local circulation patterns (*Complete Streets*)

Recommendations addressing neighborhood connectivity are detailed in **Chapter 5**, whereas **Chapter 6** provides an overview of anticipated land uses for Phoenix Hill and the east downtown area.

4.1b The Phoenix Hill Neighborhood

As revealed within the previous analyses, Phoenix Hill is comprised of a diverse collection of land uses and characteristics. The Phoenix Hill Association is currently working towards the creation of a local historic district. Pertinent Louisville Metro planning agencies should consult with the Phoenix Hill Association to consider incorporating interim, historic design guidelines that establish development standards for the area within the recognized neighborhood boundary of Phoenix Hill, including the national historic district. Once the Phoenix Hill Association establishes a local historic district, there will be a review process in place regarding the appropriateness of new development. Such regulation could determine the types of land uses permitted within the area, building scale or height, and/or a palette of exterior materials allowed. It is important this layer of control allow and encourage the variety of land uses and building types that have made Phoenix Hill such a vibrant neighborhood in Louisville.

To maintain and ultimately strengthen the integrity of Phoenix Hill's historic district, it is important the neighborhood and Louisville Metro address the ongoing demolition of the district's historic resources. Although the demolition of structures may be warranted at times, Phoenix Hill's lack of control or oversight has resulted in overall degradation of the community's historic fabric. The Phoenix Hill Association should work with the city to create interim guidelines, or a possible moratorium, to ensure the district's remaining historic structures are not lost due to demolition.

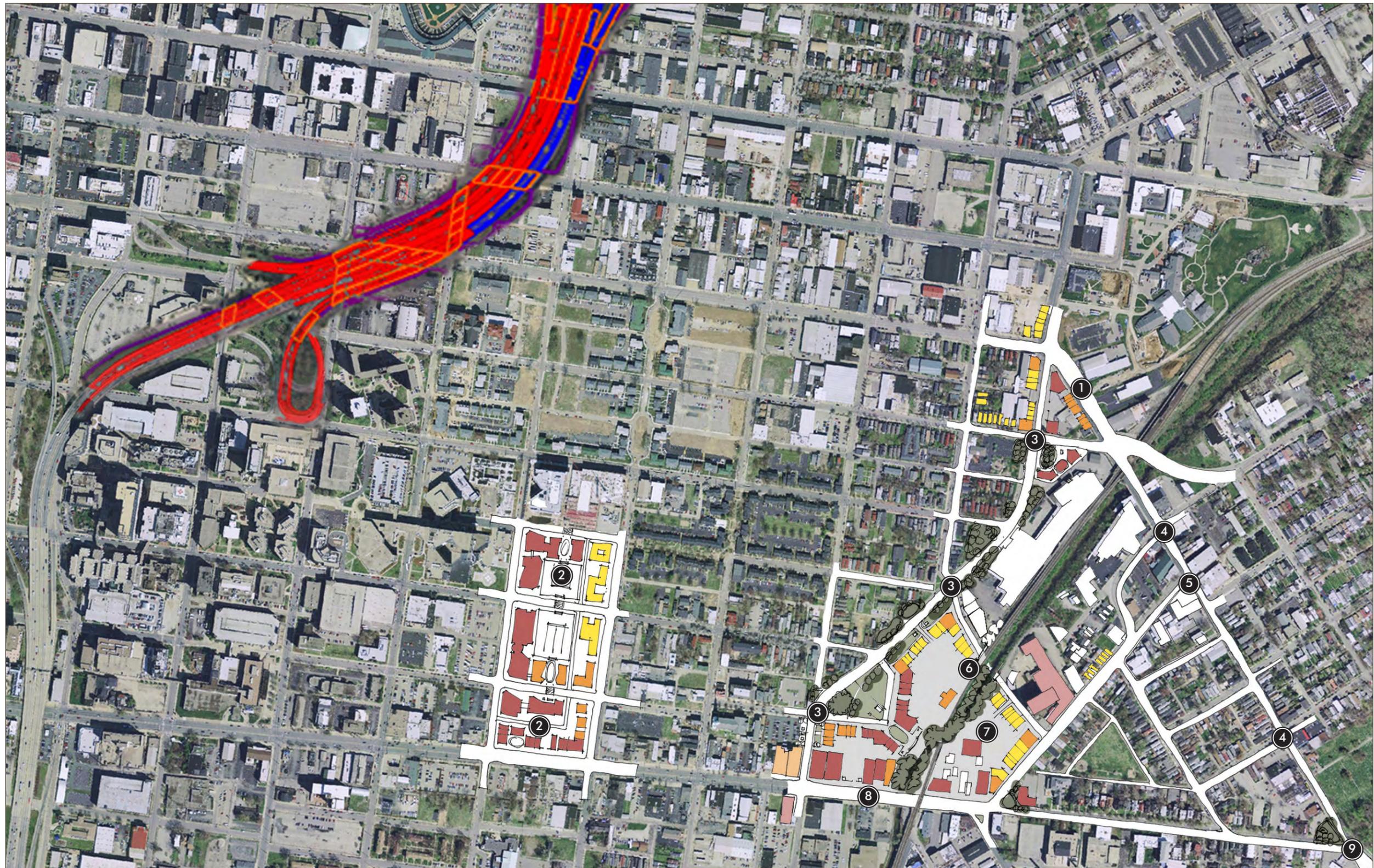
4.2 NEIGHBORHOOD REDEVELOPMENT

The conceptual plan on the following page and list of recommendations below form the basis for the remaining recommendations within this plan. This plan recognizes the disparate, and sometimes competing, activities that make up the Phoenix Hill neighborhood. Whereas the Medical Center along the western edge may be viewed as a "threat" to the district's historic fabric, the triangular area along the eastern edge could be viewed as a positive force linking the district to its historic past. The overarching goal, as illustrated on the following page, is to combine the assets of these two areas in order to strengthen the Phoenix Hill historic district and the neighborhood as a whole. Additional goals of this conceptual redevelopment plan include:

- ① Appropriate infill development to restore street edge and pedestrian realm along Baxter Avenue
- ② Infill development that strengthens the western edge of the district and serves as a transition to the neighborhood
- ③ Encourage development of a series of pocket parks along Chestnut Connector
- ④ Incorporate streetscape enhancements along Baxter Avenue that highlight the importance of this eastern neighborhood edge and improve the pedestrian realm
- ⑤ Interpretive signage or similar design/streetscape features recognizing original site of brew park
- ⑥ Provide pedestrian and/or vehicular connections between Chestnut Connector and Barret Avenue
- ⑦ Restore section(s) of Beargrass Creek corridor to its natural condition and provide public access to creek corridor
- ⑧ Appropriate infill development to restore street edge and pedestrian realm along Broadway
- ⑨ Local gateway feature at Broadway and Baxter Avenue

LEGEND

	Residential - New
	Commercial/Office - New
	Commercial/Office - Reuse
	Mixed-use - New
	Mixed-use - Reuse



Proposed Neighborhood Redevelopment Opportunities

4.3 PHOENIX HILL CHARACTER AREAS

With some slight variations, the rationale for the following five distinct “character areas” are based on the results of the previous analyses and the framework of Louisville Metro’s Form District guidelines. These recommendations serve as the framework for Chapters 7 through 11. The two primary determinants for these areas include a commonality of existing or proposed land uses, and/or a common corridor that serves as a unifying feature within a given area. The four “character areas” delineated for the Phoenix Hill neighborhood include:

- **Neighborhood Core**
- **Neighborhood Corridors**
 - Main Street
 - Market Street
 - Broadway
- **Neighborhood General**
 - Western Neighborhood
 - Eastern Neighborhood
- **Beargrass Creek Corridor**
- **Medical Campus Edge**

7.1 - 7.2 Neighborhood Core

Recommendations for the **Neighborhood Core** focus on incorporating redevelopment and streetscape efforts that weave the two (primarily) residential areas together. Infill development must take into account the historic, industrial nature of the corridor that reflects its link to the railroad corridor that spurred economic growth. Additional issues addressed in **Chapter 7** include:

- focus on efforts to convert perceptual barriers (i.e. railroad, Beargrass Creek, Chestnut Connector) into unifying features
- mixed-use redevelopment that builds on the unique (historic) cultural aspects that make Phoenix Hill unique
- land use and circulation patterns that highlight Beargrass Creek rather than ignore this natural feature

8.1 - 8.3 Main Street Corridor

Similar to the other two **Neighborhood Corridor** recommendations, strategies for the **Main Street Corridor** focus on infill redevelopment in keeping with the character of Main Street. Redevelopment along Main must reflect its role as a local gateway to Phoenix Hill and downtown Louisville. Additional issues addressed in this section of **Chapter 8** include:

- coordination with Butchertown to ensure appropriate streetscaping and infill development strategies
- strengthen Main Street’s role, especially west of I-65, as a distinct edge for the Phoenix Hill neighborhood
- infill, circulation and streetscape strategies that focus on *Complete Streets* concepts

8.4 - 8.6 Market Street Corridor

Unlike Main Street, the Market Street corridor has retained more of its traditional, historic role of a commercial corridor within the neighborhood. Similar to Main Street, the corridor represents a prominent role for Phoenix Hill. It is important to build on the East Market Street District / NuLu District as a cultural destination comprised of art galleries, specialty stores, and local restaurants. Strategies for the **Market Street Corridor** include:

- continue current trends to redevelop existing structures (storefronts) centered on the local artistic community
- infill, circulation and streetscape strategies that focus on *Complete Streets* concepts
- strategies that unify the corridor on either side of I-65

8.7 - 8.8 Broadway Corridor

Broadway represents an important southern edge for the Phoenix Hill historic district. This final section of **Chapter 8** explores the numerous issues and recommendations pertinent to this neighborhood corridor. The following items highlight the general themes or considerations for Broadway.

- infill and streetscape strategies that unify the various land uses along the corridor
- highlight the corridor as Phoenix Hill’s southern edge and as a series of local gateways
- strengthen pedestrian amenities

9.1 - 9.2 Neighborhood General - Western

The **Neighborhood General** chapter explores opportunities to strengthen the vibrant, diverse activities within the two, mixed-use residential areas. The Western area comprises a majority of the historic district and has witnessed the most change over the years. Strategies for this part of the neighborhood take this into account and explore avenues to strengthen the historic integrity of the urban fabric. Recommendations center on the following issues or strategies.

- reconnect the local street network by reopening Shelby Street
- influence of, and incorporation of, the Liberty Green redevelopment project
- recognize the Clay Street corridor as the point of transition between the historic district and medical center

9.3 - 9.4 Neighborhood General - Eastern

This section of **Chapter 9** explores the eastern edge of the neighborhood currently outside the historic district. One of the primary recommendations is to incorporate this area into the local and/or national historic district in the future. The common theme for many of the following strategies centers on linking this area to the rest of the neighborhood. Key elements for this area include:

- recognize and highlight Baxter Avenue as the eastern edge of the neighborhood

- similar to the **Neighborhood Core** discussion, encourage appropriate redevelopment between Beargrass Creek and Barret Avenue

10.1 - 10.2 Beargrass Creek Corridor

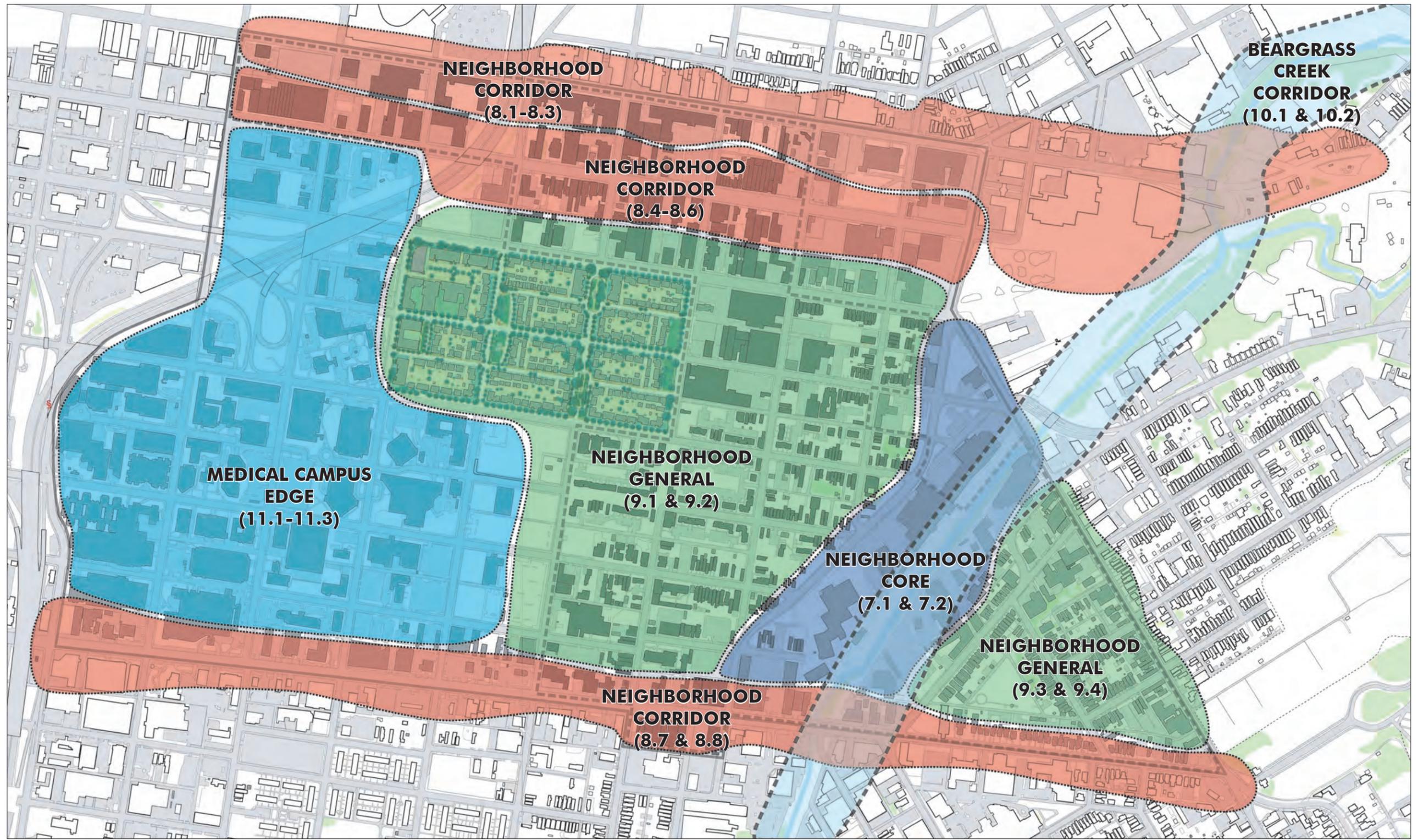
Recommendations for the Beargrass Creek Corridor recognize and build upon the existing Butchertown Greenway. This existing greenway (formerly Litterle Road) extends from Story Avenue north under I-71, to River Road. It is important to explore opportunities to extend this greenway south, and build upon the synergistic relationship(s) between circulation and land use issues within Phoenix Hill. As noted in the **Neighborhood Core** recommendations, redevelopment strategies along the corridor should focus on the important cultural, economic, and historical role the creek has played in the development of Phoenix Hill. Within the larger context of the city, this chapter also explores efforts to strengthen this natural corridor as a multi-use link to surrounding neighborhoods and the Ohio River. Recommendations center on the following issues or strategies.

- encourage greater public access to the natural corridor
- return the channelized stream to a more naturalized corridor
- explore redevelopment and circulation strategies that complement and link Phoenix Hill to surrounding neighborhoods
- promote the natural corridor as a multi-use greenway that could potentially become part of Louisville Metro’s bike route plan

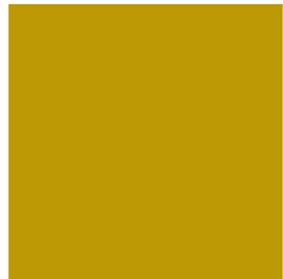
11.1 - 11.3 Medical Campus Edge

The **Medical Campus Edge** chapter centers on efforts to create a transition between the scale and types of uses within the Medical complex and the residential/neighborhood character of Phoenix Hill. It is also anticipated recommendations in this plan will serve as a catalyst to generate greater cooperation between the medical entities and Phoenix Hill in shaping the urban fabric.

- because the campus is an economic engine in the neighborhood, focus on infill (re)development as an economic and urban design tool for Phoenix Hill
- recognize the Clay Street corridor as the point of transition between the historic district and medical center
- explore the influences/effects of I-65 as the western edge of the campus and the Phoenix Hill neighborhood
- coordinate the I-65 interchange improvements with local circulation patterns to promote improved access to critical medical services



Proposed Character Areas



CHAPTER 5
Linkages and Interstate
Recommendations



Contextual Linkage Issues

Introduction

This chapter explores some of the “big picture”, or overlapping issues and recommendations that affect east downtown Louisville. The map on the following page delineates the collection of linkages between Phoenix Hill and Butchertown, surrounding neighborhoods, Downtown, and the Ohio River. The incorporation of **Context Sensitive Design** solutions regarding the rebuilt Kennedy Interchange component of the Bridges Project is also detailed in this chapter. Whereas the content of this chapter focuses on corridors and linkages, **Chapter 6** centers on “big picture” issues related to land uses within this same area.

5.1 CONNECTIVITY TO THE OHIO RIVER

The exploration and creation of physical as well as symbolic connections between Phoenix Hill, the Ohio River and adjacent neighborhoods is a fundamental goal of this historic preservation plan. Returning certain, strategic streets to two-way traffic would be integral to improved circulation and revitalization efforts in Phoenix Hill and surrounding neighborhoods. This chapter, as well as **Chapter 10**, stresses the importance of efforts to strengthen the natural greenway of Beargrass Creek as a multi-use link to surrounding neighborhoods and the Ohio River.

As mentioned previously, one of the ways to strengthen the historic integrity and viability of Phoenix Hill is to reconnect it to the Ohio River. Maintaining and highlighting viewsheds to the “Big Four” bridge is an important part of reconnecting Phoenix Hill to the river. The Clay Street corridor provides one such opportunity to reinforce this symbolic connection. The important nature of this viewshed not only to Phoenix Hill, but also Butchertown, is discussed further in the chapters that follow.

5.2 INTERSTATE CORRIDOR ENHANCEMENTS

A major component of mitigating the potential effects of the Kennedy Interchange on east downtown Louisville is by assimilating the built forms into the locale. This concept, referred to as **Context Sensitive Design**, strives to integrate the interstate system into the existing urban fabric. Components of the interstate such as bridges, retaining walls, lighting and landscaping represent several opportunities to increase the level of design along the interstate and associated right-of-way.

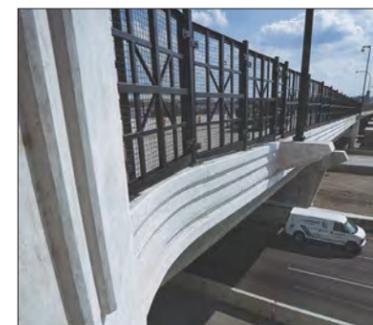
The design of interstate structures should be contemporary but interpretive of forms within the historic district. Materials and colors should reference those within the historic neighborhood, particularly limestone and wrought iron. In some locations it may also be appropriate to use brick as a cladding 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 5.2** explores opportunities to incorporate these various design features into the rebuilt Kennedy Interchange corridor.

5.2a Bridges

Bridges are an important and prevalent part of the Kennedy Interchange and have a major role on the overall Bridges Project’s design. The bridge overpasses spanning local streets in the Phoenix Hill neighborhood should take into consideration not only the 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, represent place markers for motorists and pedestrians alike and signify notable transitions into or out of the neighborhood.

The design of the interstate bridges spanning local streets in Phoenix Hill should be distinct from the I-64 bridge spanning Beargrass Creek along the eastern edge of Butchertown. This interstate bridge should be constructed at a height that will accommodate future pedestrian and bicycle trails that connect Phoenix Hill to the Ohio River, Cave Hill Cemetery and Cherokee Park beyond via Beargrass Creek. The design should also utilize contemporary materials that are interpretive



Treatment of bridge elements

of the native materials found along the Ohio River corridor. The use of heavily rusticated stone or concrete that reflects the texture of nearby retaining walls and building foundations is one method to achieving this.

The design of overpasses spanning local streets in Phoenix Hill should be more refined than the Beargrass Creek bridge. Although these structures may require less aesthetic attention from the interstate, they should still reflect their important role as gateways into Phoenix Hill. It is important these bridges are contemporary, but interpretive of design elements found throughout the neighborhood. Materials and colors should reflect the unique architectural and streetscape characteristics in Phoenix Hill, particularly limestone, brick, and wrought iron. The map on the following page illustrates where overpasses span local streets in



Examples of overpass enhancements

Phoenix Hill and Butchertown along the Kennedy Interchange project. They include:

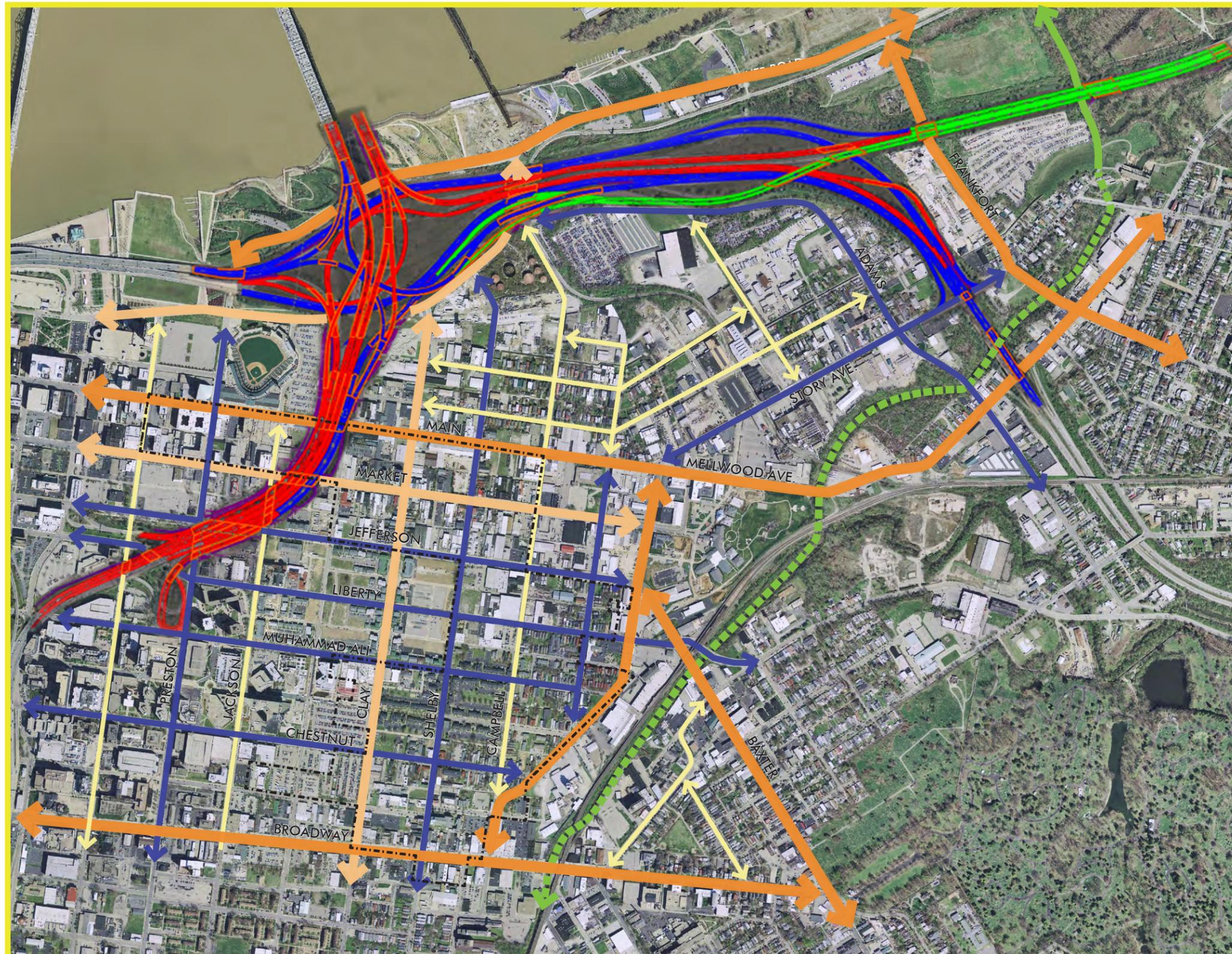
- Mellwood Avenue
- Story Avenue
- Adams Street
- Wenzel/Buchanon Streets
- Campbell/Clay Streets
- Main Street
- Market Street
- Jefferson Street
- Liberty Street
- Muhammad Ali Blvd.
- Chestnut Street

Due to the relatively restricted space of these overpasses within the existing street grid, their design should be of a more pedestrian scale. It may be appropriate to use brick as a cladding or surface material at these locations. Railings should be open in form, allowing views of the neighborhoods below and maintain consistency along the interstate corridor. At every opportunity possible, the bridge structure should be pulled back from the sidewalk edge to provide adequate space for private, commercial development under these overpasses in an effort to generate additional pedestrian traffic. This would also serve to link the two sides of the interstate.

Additional considerations for these 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). The remainder of **Section 5.2** addresses issues and recommendations related to such design elements along the interstate corridor and their potential impact on neighborhood streets below.

5.2b Retaining Walls

The design of retaining walls along the Kennedy Interchange present another opportunity to incorporate **Context Sensitive Design** solutions. Walls under bridges and areas in direct contact with the urban fabric should contain some architecturally-refined elements or overall form. 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. Retaining walls or bridge structure should be pulled back from the sidewalk edge to allow space for private, commercial/retail development under these overpasses.



Linkages to the Ohio River:

- return 2-way traffic to all major north-south streets
- encourage the utilization of Beargrass Creek as a multi-use pedestrian corridor

Phoenix Hill:

- improve the efficiency of north/south traffic patterns
- integrate bike routes/amenities into streetscape improvements per Louisville Metro's bike plan
- return 2-way traffic to Jefferson St.
- re-open Shelby St. at Phoenix Place
- maintain and enhance residential character of local streets

Butchertown:

- return 2-way traffic to Story Ave.
- return 2-way traffic to Main and Mellwood - direct traffic from Brownsboro Rd. onto Mellwood rather than Story Avenue
- maintain and enhance residential character of local streets

LEGEND

	National Historic District
	Rebuilt Kennedy Interchange
	Collector Street
	Connector Street
	Primary Local Street
	Secondary Local Street
	Greenway Corridor
Note: Dashed lines represent proposed corridors	

Contextual Linkage Issues

Contextual Linkage Issues



Retail activity under street bridge



Landscaping and retaining wall

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. Similar to noise walls, retaining walls may provide the best opportunities for incorporating public art. 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 Phoenix Hill neighborhood as well.

5.2c Landscape Features

Landscape treatments should be integral components of interstate corridor improvements 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 Kennedy Interchange design process. Spatial needs include sufficient room for the plantings

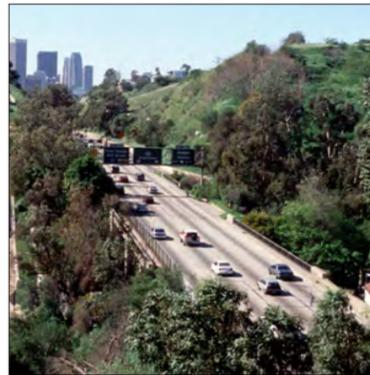
to mature and minimal conflicts with overhead and underground utilities.



Abstract built form of natural features

Landscape areas should strive to achieve a native form similar to those found within the Beargrass Creek corridor or the natural landscape within the Louisville 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 historic neighborhoods of Phoenix Hill and Butchertown. In order to lower long-term maintenance costs, consider the use of native plants instead of grass lawns for medians and shoulders.



Natural screening of highway



Natural screening of ramp system

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

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.



Bioswale example to treat stormwater

5.2d 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 stormwater an integral and expressive part of the Kennedy Interchange corridor. Ideally, the removal of water from the interstate roadway should not only be an engineering effort, but an artistic expression as well. The riparian landscape and related

hydrologic cycle of Beargrass Creek are an important part of the identity and history of Phoenix Hill and should serve as a natural example of the treatment of water runoff.

Whenever possible, drainage from the interstate system should not flow directly on to local streets and the existing stormwater system



Visual expression of runoff

without initially being 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.

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 also serves as a catalyst for further artistic expression along adjacent urban areas.



Lighting as a design element - gateway feature

5.2e Lighting

Safety and security are the primary lighting issues both on the interstate system and under it along overpasses. Pedestrian and cyclist passages through and underneath the

interstate will be used at night and therefore, require particular attention to balance safety and light spillover issues. The intent of this section is only to provide recommendations for environmental and aesthetic factors related directly to the lighting of the highway. Every effort should be made, once safety factors are satisfied, to eliminate lighting glare and spillover into the neighborhoods adjacent to then Kennedy Interchange. Shades, deflectors, or other means should be used to direct light onto the roadway and incorporated into the design of the fixture. Lighting design standards should adhere to accepted "dark sky practices". In general, as little light as possible should be used to meet technical and safety requirements.

Light poles along certain sections of the Kennedy Interchange should be contemporary in design but reference the historic features of the neighborhoods it traverses. Materials should have a feeling of permanence and relate to common materials found throughout the Phoenix Hill neighborhood. Such fixtures along key sections of the interstate could be incorporated into other gateway features, or simply serve as a "prelude" to the primary gateway experience.

In areas where lighting glare and spillover are not a concern, light should be incorporated as a design feature highlighting gateway bridges and/or similar design elements within the corridor’s landscape. Such an artistic expression could contribute to the night time experience as one travels along the rebuilt Kennedy Interchange, and reflect the unique, collective character and identity of the Phoenix Hill historic district.

5.2f Public Art

The Kennedy Interchange’s expansive right-of-way provides ample opportunity to incorporate public art along its edges and spaces at interchanges. Although not all areas along the corridor are physically accessible, the right-of-way provides numerous opportunities for motorists to visually access design elements in the landscape. Public artwork can energize a somewhat sterile interstate corridor, and should reflect the neighborhood’s cultural and architectural history. These features should be an integral part of the Kennedy Interchange design



Incorporation of artwork into systems

such as a niche in a retaining wall, a detail in a guardrail or part of the interstate’s lighting system. By celebrating and highlighting elements of the infrastructure, landscaping, and stormwater systems as expressive public art, rather than purely engineering solutions hidden from public view provides one more opportunity to showcase the unique features found in the east downtown Louisville neighborhoods.

While artwork should be incorporated throughout the interstate corridor, the best opportunities for major art installations to make a statement are at the various interchanges that access east downtown Louisville. These primary gateways into the Phoenix Hill and Butchertown neighborhoods and points downtown are illustrated and discussed in **Section 5.4a**.

5.3 LOCAL “COMPLETE STREETS”

An “efficient” street in regards to traffic flow normally does not translate into an attractive public realm for pedestrians. The concept of **Complete Streets** has become an integral part of transportation planning and design within Louisville and throughout the United States. The **Complete Streets** concept centers on building local streets and urban settings for all users including pedestrians, bicyclists, and transit riders in addition to motorists. The intent of this section is to put forth recommendations that encourage pedestrian, bicycle and transit users to travel safely throughout the Phoenix Hill neighborhood. Such efforts should include integrating bike routes/amenities into streetscape improvements per Louisville Metro’s bike plan.

5.3a Streets and Sidewalks

The design of multi-functional corridors strengthens and expands the traditional patterns of multi-modal transportation in traditional urban areas. This also increases the possibility that many people will be using the streets, thus providing “eyes on the street” at any given time. Improvements to new and reconstructed streets should anticipate future demand for facilities for alternative transportation means, and not preclude the provision of future improvements such as:

- separated, shared-use paths (where appropriate)
- bike lanes
- street crossings (including changes in material)
- parking
- accommodations for accessibility (ADA)



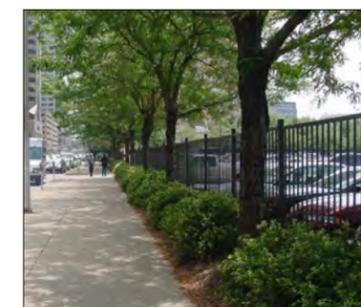
Changes in material to delineate edges or differentiate spaces

5.3b Landscape Features

Landscaping should be 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 in **Section 5.2c**, an additional intent is to utilize the natural systems of plants and soil mediums that provide sustainable solutions to increased water quality of surface runoff from paved surfaces.

As noted earlier, one of the objectives of the HPP is to protect and highlight those features that make Phoenix Hill such a unique neighborhood. One of these distinguishing features is the attractive tree canopy 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 containing a mix of trees and shrubs, including both evergreen and deciduous species
- street trees where ample room exists to place trees within a planting zone immediately behind the curb without conflicting with overhead utility lines
- planting zones for street trees should include a minimum planting area 4’ wide, with a continuous planting area 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

Contextual Linkage Issues

5.3c Stormwater

Similar to stormwater considerations for the interstate corridor, this section addresses the use of “low impact development” strategies for the natural treatment of stormwater. The natural systems of plants and soil mediums provide sustainable solutions to increased water quality of surface runoff from neighborhood streets. 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. The conveyance or removal of water from local streets should not only be an engineering effort, but an artistic expression as well that reveals the hydrological cycle.

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.

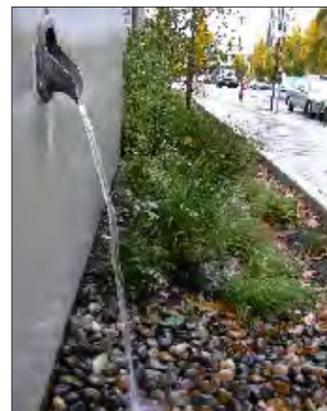
In addition to these benefits described above, the natural treatment of runoff diverts stormwater from the existing (structural) system, thus reducing the demands on Louisville’s combined sewer system. The Metropolitan Sewer District’s (MSD) efforts to eliminate combined sewer overflows (CSO’s) over the coming years will impact the historic urban fabric of Phoenix Hill. 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 improve the quality of Beargrass Creek, but also protect the historic integrity of urban neighborhoods like Phoenix Hill.



Bioswales and plantings to treat runoff



Bioswales and plantings to treat runoff



Artistic treatment of runoff

5.3d Signage

The Project’s First Amended MOA stipulates the placement of interpretive signage within the historic district to explain Phoenix Hill’s historic significance (Stipulations II.K & III.L.7). Such signage can be used as a way of literally “telling the story” of the historical significance of an existing building, site, natural feature, or historic resource no longer standing in Phoenix Hill. The design, scale, and materials of such a sign should be appropriate to the scale and character of the surrounding context.

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



Example of interpretive and way-finding signage combination



Informational signage as artistic streetscape elements in Downtown Louisville



5.3e Public Art

The most abundant public spaces within Louisville are its street rights-of-way. The neighborhood should strive to incorporate art into everyday streetscape features to reflect the collective identity of Phoenix Hill. Artwork unique to Phoenix Hill 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. It is important to search out and recognize opportunities to transform “leftover” spaces scattered throughout Phoenix Hill into positive, public gathering places. Such public spaces should incorporate a variety of features that appeal to the diverse population that makes up the neighborhood. The abundant local talent in the artistic community should be harnessed to create such elements that benefit the neighborhood as a whole.



Local example of bike rack as art

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



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



5.3f Additional Street Furniture

Additional street furniture should be incorporated that is appropriate to the scale and character of the surrounding context. The type of furniture used should not only reflect that area of the Phoenix Hill neighborhood, but also the functional aspects of the street corridor. Such items could include:

- benches, chairs, or other seating
- trash receptacles
- newspaper stands
- water features - interactive and/or ornamental
- TARC transit stop accommodations appropriate in scale and materials in Phoenix Hill
- bike racks or other facilities to secure bikes

Light poles should be contemporary in design but reference the unique features of Phoenix Hill through material choice. Materials should have a feeling of permanence and have a relationship to materials found within the neighborhood. Lighting should also be considered a design element itself, accenting overpasses or other architectural features or as an artistic expression highlighting the character and identity of a place within the neighborhood.



Interactive water feature



Examples of contemporary transit shelters



Street lights along Main Street



Example of lighted pylon



Appropriate street furniture as opportunities to "linger"



Interpretive TARC shelter in Downtown Louisville



Primary and Local Gateways

5.4 PRIMARY AND LOCAL 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 character of the Phoenix Hill neighborhood. The following discussion provides criteria that should be considered when designing a gateway that is appropriate to its context and the features that comprise it.

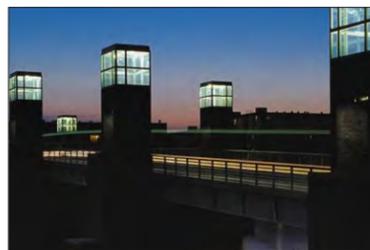
5.4a Primary Gateways



Gateways are an important part of the urban experience for motorists traveling along the interstate system in Louisville. They not only can shape a visitor's first impression of the city, but can also reflect the unique features and character of the neighborhoods comprising Louisville. Primary gateways are defined as those features within or along the interstate corridor that "announce" one's arrival to east Downtown.



As discussed previously, plans for the rebuilt Kennedy Interchange include the two existing entries into east Downtown from the interstate. The interchanges to be affected include I-64/Story Avenue, and I-65/ Jefferson and Muhammad Ali (Liberty Street). These interchanges provide direct access to Butchertown and Phoenix Hill respectively, as well as Downtown Louisville. Proposed streetscape enhancements and infill development along these corridors should reflect the important role these streets play within the urban fabric of both neighborhoods.



Examples of Primary Gateway features

The following criteria should be considered for Primary Gateway elements or features.

- allow for unique gateway features (if existing interstate right-of-way can accommodate such features) at the I-65/ Jefferson and Muhammad Ali interchange. There will be no additional space available for gateway features at the I-64/Story Avenue interchange, as the planned partial widening of the west-bound bridge over Story Avenue will occur only within the existing right-of-way.

- areas should be reserved for both the placement of unique features, 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 bridge elements
- provisions for pedestrian and bicycle accommodations
- raised or curbed medians at least 15' wide at the primary gateway should be encouraged for the placement of gateway elements

5.4b Local Gateways

Local gateways are an important part of the urban experience for both visitors and residents alike traveling in or through the Phoenix Hill neighborhood. Local gateway features can be located within neighborhood street rights-of-way, incorporated as part of other streetscape elements, or possibly within the interstate right-of-way at key bridge overpasses. The incorporation of public art into such features can reveal to visitors and residents alike the historical, cultural and natural features of the Phoenix Hill community.



Examples of Local Gateway Features



Landscaped Median as Local Gateway

As the map on the following page illustrates, there are several opportunities to create Local Gateways for the Phoenix Hill neighborhood. Potential locations include:

- Broadway at I-65, Clay Street and Baxter Avenue
- Main Street and Story Avenue

Additional opportunities could include the entire western edge of the neighborhood. Points where I-65 crosses the local streets provide numerous opportunities to incorporate a common theme or features that are visible from the street. The following criteria should be considered when designing these entries.

- placement of local gateway features will be primarily within existing right-of-way when possible, with additional right-of-way necessary in some cases
- area(s) should be reserved for the placement of small identification signs and plantings

- consider pedestrian and cyclist requirements or amenities at gateway entrances
- raised or curbed medians for landscaping and/or signage

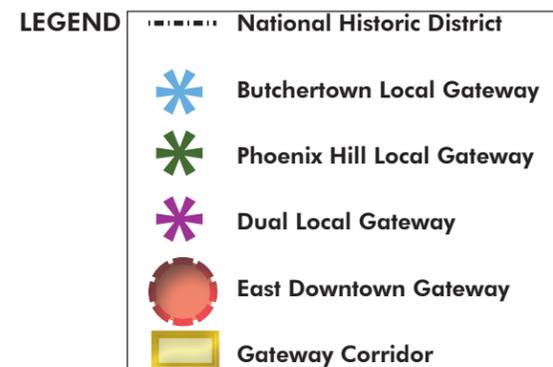
5.4c Identity Corridors

Maintaining and highlighting viewsheds to the Big Four Bridge is also an important part of reconnecting Phoenix Hill to the Ohio River. The Clay Street, and to a lesser degree Shelby Street, corridors provide such an opportunity to reinforce this symbolic connection. Clay Street also serves as a transitional area between the district and Medical Complex. The important nature of these corridors to Phoenix Hill's identity is outlined below and explored further in the chapters that follow.

- Main Street as an important (shared) corridor between Phoenix Hill and Butchertown
- Main and Market Streets as the focus of **First Amended MOA Stipulation III.L.8** for streetscape improvements between Floyd and Clay Streets
- Broadway as Phoenix Hill's southern edge comprised of a series of local gateway features



Primary and Local Gateways and Corridors



Primary Gateways

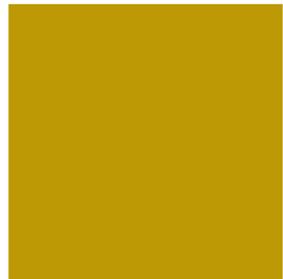
- comprised of the two interstate interchanges representing entrances into east downtown Louisville
 - I-64 and Story Avenue interchange serves as a dual gateway for Butchertown and Phoenix Hill
 - rebuilt I-65 and Muhammad Ali (Liberty Street) interchange serves as a gateway to Phoenix Hill and downtown Louisville
- gateway elements/design monumental in scale to reflect the scale of the interstate and the speed of passing motorists
- treat the I-65 overpass at Main Street as a Primary Gateway because of its prominent role as a gateway to Phoenix Hill and Butchertown

Local Phoenix Hill Gateways

- intersection of Broadway and Baxter
- Broadway and Clay intersection
- the Main / Story / Chestnut Street Connector intersection - part of the dual gateway corridor for Butchertown and Phoenix Hill
- treatment of overpasses spanning local streets passing under the Kennedy Interchange - Market, Jefferson, Preston, Liberty, Chestnut and Broadway

Gateway or Identity Corridors

- Main Street/Mellwood Avenue corridor extending between Brownsboro Road and I-65 overpass
- appropriate streetscape and infill opportunities along Broadway
- treatment of Washington Street corridor highlighting the viewshed of the St. Joseph Church spires
- treatment of Clay Street corridor highlighting the viewshed of the Big Four Bridge
- treatment of the Chestnut Street Connector as a multi-functional corridor
- coordinate or reference future streetscaping with recent streetscape improvements along Main Street (west of I-65)



CHAPTER 6
Anticipated
Neighborhood Land use



Neighborhood Land Use Context

Introduction

Whereas the previous chapter explored linkages between the two neighborhoods, the Kennedy Interchange, and the Redevelopment Area, this chapter begins to define some of the land use issues within, and adjacent to, the Phoenix Hill neighborhood. Addressing land use issues in this manner reveals how focusing on the strengths of east downtown Louisville, can strengthen the historic, economic, and cultural vitality of the Phoenix Hill historic district.

Following an overview of these issues encompassing the neighborhoods and other relevant areas, the remaining chapters center specifically on the Phoenix Hill neighborhood. **Chapters 7-11** detail circulation and land use recommendations specific to the four character areas in the Phoenix Hill historic district. Similar to the inventory and analyses issues addressed in **Chapter 3**, these recommendations address issues stipulated in the Ohio River Bridges Project's First Amended MOA. However, in some instances additional recommendations are included that go beyond the scope (and funding) of the Bridges Project. Because such proposals are an integral part of the long term integrity and vitality of Phoenix Hill, alternate funding sources should be pursued in order to implement such measures. These recommendations identify key historic elements or themes, and make historically sensitive recommendations that inform, assist in design, and strengthen Phoenix Hill. It is important recommendations discussed within this plan are coordinated with current and future neighborhood planning initiatives.

6.1 ANTICIPATED LAND USES

The map on the following page illustrates the combination of existing and proposed land uses within east 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 changes in traffic patterns and the incorporation of **Complete Street** concepts adopted by the city. It is also important to incorporate future development adjacent to Beargrass Creek that responds to, and enhances the natural features of that corridor. Below is a brief summary of other activities or opportunities affecting Phoenix Hill. The intent of such information is to simply inform the decision-making process for the recommendations in **Chapters 7-11**.

6.1a The Butchertown Neighborhood

The overarching goal for Butchertown is to utilize the **Neighborhood Core** as a means to weave the neighborhood back together. The purpose of the **Transitional Redevelopment** area is to spur appropriately-scaled redevelopment that creates a buffer between the neighborhood and the rebuilt Kennedy Interchange. Recommendations for the **Neighborhood Corridor** of Main Street is to not only focus on redevelopment that reflects the role of the corridor as a local gateway, but is also compatible with relevant goals of the Phoenix Hill neighborhood. Proposals for the three **Neighborhood**

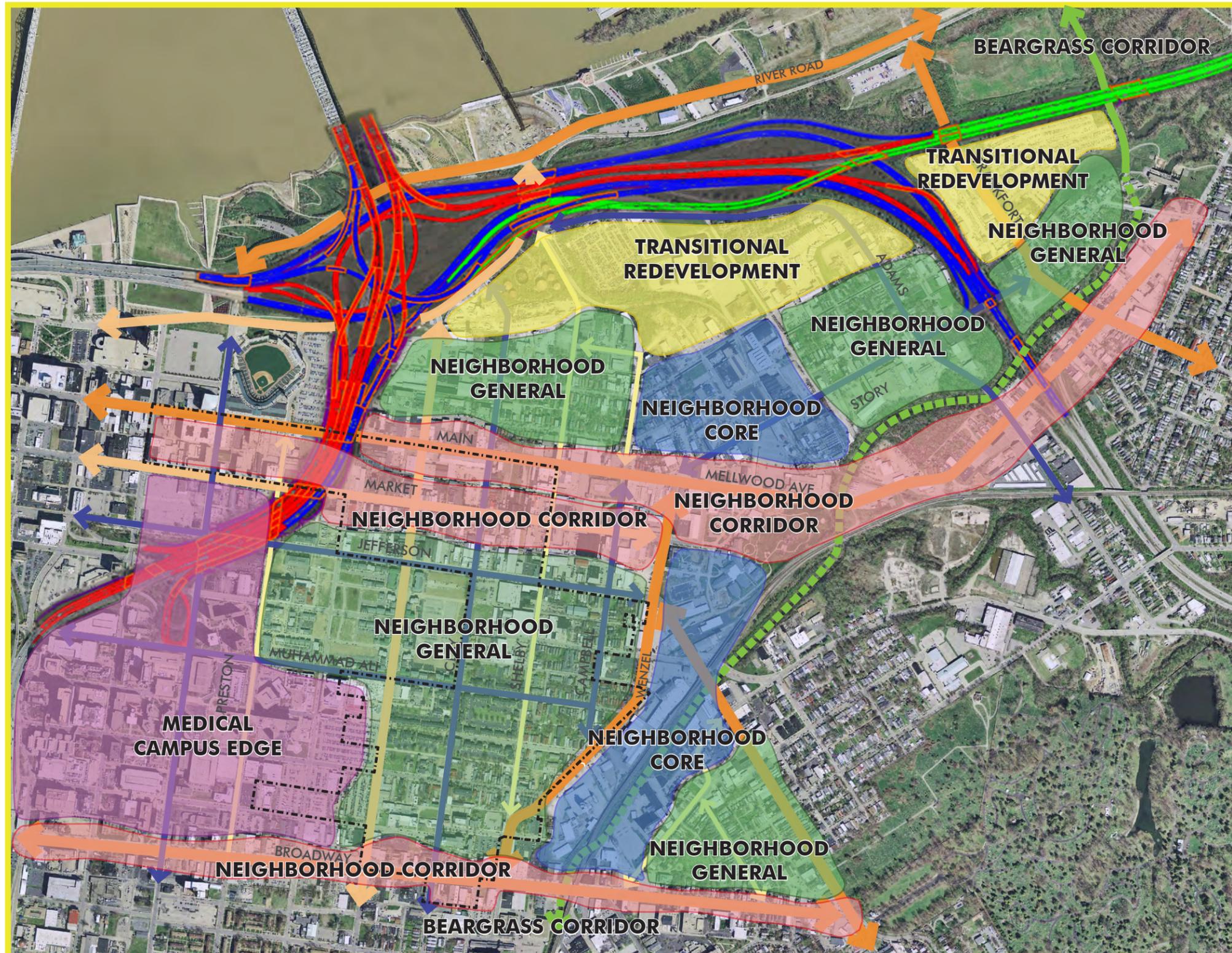
General groups of residential areas of the District and explore opportunities to strengthen the unique features found in each. Like the recommendations for the **Beargrass Creek Corridor** explored in this Historic Preservation Plan, the Butchertown neighborhood seeks opportunities to highlight the importance of the corridor within the larger urban fabric, and encourage land use decisions that respond to this natural feature.

6.1b 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 20-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.

6.1c 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 amenities.



Neighborhood Land Use Context

Neighborhood Core Areas

- focus of redevelopment opportunities within both neighborhoods
- **Phoenix Hill** - appropriate infill to unify existing 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
- strengthen Phoenix Hill's existing assets; (re)develop linkages to the Ohio River; and 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

Historic District Considerations

Introduction

This chapter explores specific buildings within the district and issues directly related to Phoenix Hill's historic boundary. The District, and the neighborhood in general, have witnessed tremendous change since the National Register nomination district boundary was established in 1981. The following discussion is intended to highlight specific areas for possible inclusion into, or exclusion from, the existing national historic district. However, any further consideration relevant to changes to Phoenix Hill's boundary are beyond the scope of this planning process. More thorough and detailed studies would be required as part of the (re)nomination process regarding alterations to the National Historic District Boundary.

6.2 DISTRICT BOUNDARY CONSIDERATIONS

The reconstruction of the Kennedy Interchange will affect the Phoenix Hill neighborhood. This impact, in addition to the loss of some historic structures over the years, may warrant revising the national boundary designation to reflect the evolution of Phoenix Hill's historic fabric. *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preservation, Rehabilitation, Restoration and Reconstruction* should be utilized when considering the historic integrity of the remaining building stock. The map on the following page indicates the areas where additional study is warranted in regards to modifying the Phoenix Hill Historic District (national) boundary. As the neighborhood association moves ahead with plans to establish a local historic district, it is practical to use a modified version of the existing national boundary as the foundation for this local designation.

In general, the eastern and western edges of the neighborhood have witnessed the greatest change in recent years. The eastern "wedge" of the neighborhood between Broadway and Baxter is comprised of a relatively intact collection of original residences and commercial uses. There are also several structures along the railroad that contain mixed-use activities that contribute to the economic and cultural vitality of the Phoenix Hill neighborhood. Although further documentation would be required, preliminary investigations reveal this eastern wedge could be included within the Phoenix Hill historic district if future boundary revisions are pursued.

The continued expansion of the medical complex has had the most dramatic affect on the integrity of Phoenix Hill's historic fabric. Nearly all of the area west of Clay Street within the national district's boundaries contains surface parking. The exceptions are the Green Street Baptist Church and a private residence, both located on Gray Street. It is recommended a more thorough and detailed study be undertaken to determine if the national boundary west of Clay Street should be revised to reflect land use changes and the general loss of historic integrity.

The third area for consideration is located in the northeastern corner of the neighborhood. The combination of existing, non-contributing

industrial buildings along Chestnut Street north of Liberty, and the recent demolition of several (brick) shotgun homes along Jefferson Street have compromised the historic integrity of this area. The area just to the north, an area within the neighborhood boundary but outside the national historic boundary, should also be evaluated to determine the merits of inclusion or exclusion. Although several original structures remain, the area has been altered over the years due to redevelopment efforts. Of historical note is the area bounded by Main, Wenzel, Market and Johnson Streets contained the historic Woodland Garden created in the late 1820's. This open air public garden witnessed public gatherings for entertainment, races, and the generous consumption of beer and food.

As noted at the beginning of this section, the purpose of this discussion is to raise relevant issues regarding the integrity of Phoenix Hill's historic boundary. It is not the intent of this preservation plan to recommend changes to Phoenix Hill's existing national historic boundary. However, based on changes to the historic fabric of the district, in the future it may be appropriate to revise the national boundary to reflect this new reality.

6.2a Local Designation Process

Local historic preservation districts are designated by the Louisville Historic Landmarks and Preservation Districts Commission. As mentioned previously, Phoenix Hill is currently working with Louisville Metro to establish a local historic district. A petition requesting the designation signed by no fewer than 200 residents within the proposed district or at least 50% of the property owners (which ever is fewer) must be submitted. The petition must be accompanied by a fee and photographic documentation of the proposed district. The Preservation Commission then conducts a study and holds a public hearing to determine if the proposed district is eligible according to criteria established by the Commission. The Phoenix Hill Association, along with the Preservation Commission, should continue dialogue with and educate local businesses and residents to the benefits of creating a local historic district.

6.3 BUILDING ALTERATION GUIDELINES

This section provides guidance on the treatment of buildings within a 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.

6.3a Preservation Easements

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.

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 Phoenix Hill. 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, which 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 will be different, as it will be tailored to the particular property and owners requirements. A preservation consultant, tax advisor and/or lawyer should be contacted to begin the easement process.

6.3b Moving Guidelines

Historic buildings within the historic district should not be moved to other locations. The moving of 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 a building or possibly considered in a case where its move is necessary to accomplish development so critical to the neighborhood's revitalization that altering the historic context is justified. 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. The following recommendations provide guidance for determining the appropriateness of moving a building.

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.



① Historic Green Street Baptist Church



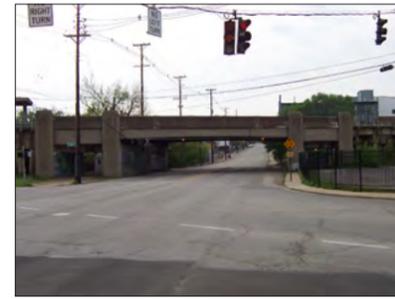
② Parking areas west of Clay Street



③ Non-contributing building at Jefferson



④ Non-contributing buildings at Liberty



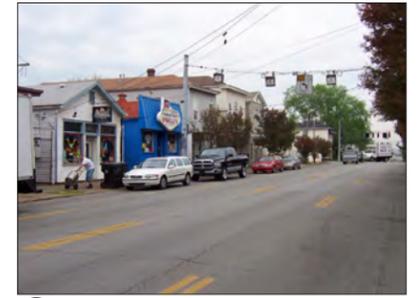
⑤ Historic railroad overpass at Baxter



⑥ Adaptive reuse of industrial site



Historic Boundary Considerations



⑦ Variety of building types along Baxter



⑧ Potential gateway to Phoenix Hill



⑨ Historic residences along Broadway

LEGEND

- Existing National Boundary
- Historic District Building
- Non-District Building

Historic District Considerations

- Ensure that the relocation will not damage existing historic buildings or the character of Phoenix Hill.
- 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.

6.3c Demolition Guidelines

Just as important as the finest and most impressive buildings are the typical and background building whose demolition would create damaging gaps in the neighborhood fabric and context. The fact that so many historic buildings have already been demolished makes the remaining buildings all the more valuable. As the Phoenix Hill Association moves ahead with local historic designation status, consideration should be given to creating interim measures to halt the demolition of additional structures. One option could be to place a moratorium on demolition until local guidelines can be established.

Generally, it is preferable to find feasible alternatives to relocation or demolition of historic buildings, and the guidelines promote retention of historic buildings. Demolition includes razing, wrecking or removal by any means of the entire or partial exterior of a structure. One or more of the following criteria should be met for demolition approval within the 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.

Demolition should not be permitted if the building is of historic or architectural significance or displays a quality of material and craftsmanship that does not exist in other structures in the area. Demolition should also not be permitted if the building contributes to the neighborhood and the general street's appearance and has an effect on other buildings in the area. The *Preservation Commission* should determine the feasibility of preservation based on the physical condition of the structure; if preservation is found to be physically or economically infeasible, a demolition permit could proceed upon certification. If preservation is found to be feasible, the 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). Typically a waiting period is applied before demolition can commence.

6.3d Historic Preservation Guidelines

The intent and goal of the guidelines is to preserve and protect Phoenix Hill's historic resources while encouraging appropriate growth and new development. An emphasis is placed on restoration and adaptive reuse of existing historic elements in the neighborhood. The following guidelines are presented to assist the neighborhood property owners, developers and contractors in developing plans for the rehabilitation, preservation and continued use of the neighborhood's historic resources and appropriate new construction. They are based upon the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and should be further developed upon the successful local historic district designation in conjunction with the city of Louisville's Historic Landmarks and Preservation Districts Commission. The guidelines should establish a clear and consistent set of standards to govern the exterior architectural features within the Phoenix Hill historic district. They are intended to supplement the Building Code of the City of Louisville and all applicable zoning ordinances and form district regulations pertaining to buildings located within the city.

Character Defining Features

Phoenix Hill is a unique mix of residential, commercial, industrial and institutional buildings such as churches, schools and municipal facilities. However, the Phoenix Hill neighborhood architecture does share many of the same basic features, such as building setback, building height and width, orientation, spacing, and material use. The repetition of these features contributes to the overall historic pattern of the neighborhood and defines the historic character of Phoenix Hill. Listed below are general features or characteristics found in the architecture of Phoenix Hill.

General

- Masonry construction
- Wood siding
- Pedestrian orientation
- Consistent setbacks from street/sidewalk
- Building heights between two and three-stories

Residential

- Incised stone lintels
- Iron fencing and grills
- Stone steps

Commercial

- Cast iron storefronts
- Large storefront windows at street level

- On-street parking or parking in the rear of the building

Industrial

- Arched top lintels
- Large lots along major roads or historic traffic corridors
- Common roof structures: chimneys, smokestacks, parapets

Building Types and Styles

Several building styles are documented in Phoenix Hill's national register nomination including: Federal, Italianate, Queen Anne, Folk Victorian Cottages, and Romanesque Revival. Vernacular architectural types found in the district include Shotguns and its derivative Camelbacks and double shotguns. The residential architecture in Phoenix Hill spans nearly a century with some examples dating as early as 1840. These are some of the earliest residential examples remaining in the inner city. The years between 1870 and 1890 appear to be the most prolific residential building period. The majority of commercial buildings found in the district were built between 1850-1940 and employ Neo-Classical, Italianate and late nineteenth century commercial storefront design. Industrial buildings located in the neighborhood date from 1865-1940 and are more utilitarian in design. However, the use of arched top windows and bays divided by pilasters can be seen on several historic industrial buildings in Phoenix Hill. The church and other institutional buildings in Phoenix Hill are some of the most architecturally significant structures in the district. These structures range in date from 1842 to 1929 with examples designed in the Romanesque Revival, Neo-Classical, Gothic Revival, and Greek Revival styles. Architectural styles include:

High Style Architecture:

- Federal
- Italianate
- Queen Anne
- Folk Victorian Cottage
- Romanesque Revival
- Neo-Classical
- Gothic Revival
- Greek Revival

Vernacular Architectural Types:

- Shotguns
- Double shotguns
- Camelbacks

Every building is unique with its own distinguishing characteristics. What may be appropriate for one building may not be for another. These guidelines apply only to the exterior of the property including fences, shutters, porches, garages, and building additions. Renovation guidelines should take into consideration a number components that comprise a building. Listed below is a brief collection of material considerations or design elements critical to the proper rehabilitation

Historic District Considerations



① Vermont American Building



② Former Baer Fabrics Company Building



③ Refuge in Kentucky Church



④ St. John's Church

of historic structures.

- Site
- Masonry
- Wood siding
- Porches
- Roofs and roof elements
- Windows and doors
- Architectural details and ornamentation
- Storefronts
- Commercial sidewalks
- Awnings and canopies

The design and construction of appropriate new buildings (infill development) within Phoenix Hill should be based on the historic precedents found throughout the neighborhood. Such an approach should translate the best features of the neighborhood's architectural past into today's contemporary building design and construction practices. As the list below indicates, this strategy not only addresses the building itself, but also the overall property and its relationship to the public realm or street corridor. Some of these issues include:

- Site development
- Setback
- Orientation
- Building height
- Mass
- Style and design
- Fenestration
- Entries
- Signs
- New additions and accessory buildings



Location of Historic Structures

6.4 TREATMENT OF HISTORIC STRUCTURES

This final section pertains to specific historic resources within Phoenix Hill's national historic district boundary as addressed in the Bridges Project's First Amended MOA. Construction activity related to the reconstruction of the Kennedy Interchange, and specifically portions of I-65, will substantially affect properties along Main and Market Streets between Jackson and Clay Streets. The implementation of the following First Amended MOA stipulations prior to, during, and after construction, are intended to monitor the effects of construction on nearby historic resources. Through such measures, the ultimate goal is to avoid or minimize any negative impacts to specific properties.

6.4a Adaptive Use and Treatment Plans

The reconstruction of portions of I-65 will have a major impact on the former Baer Fabrics Company building at Market and Jackson Streets. **Stipulation III.L.3** of the original MOA required that a "reasonable effort" be made by the Kentucky Transportation Cabinet (KYTC) to explore opportunities to relocate the existing business to a new location within the Phoenix Hill neighborhood. However, since the Baer Fabrics

Historic District Considerations

Company ceased operations prior to the building's acquisition by the Project and is no longer located within this historic property, this stipulation has been eliminated. Instead, full documentation of the building has been completed. This document identified salvageable historic materials in which KYTC shall offer these materials to museums in Jefferson County. If no museums in Jefferson County request the materials, they shall be offered to other museums in Kentucky. Any salvageable materials not claimed by museums shall be sold to the public by KYTC in accordance with applicable procedures.

Although a major portion of the former Baer Fabrics Company building fronting Market Street will be demolished to accommodate the rebuilt I-65, the remaining structure(s) could potentially be salvaged. A rehabilitation and/or re-use plan for the remaining building(s) could be developed that maintains the viability or historic integrity of the site. Such a plan could also incorporate the adjacent Vermont American Building to make the remaining city block a more viable redevelopment opportunity.

Stipulation III.L.4 in the Project's First Amended MOA requires the development of a treatment plan for the Vermont American Building located at the corner of Main and Jackson Streets. The treatment plan shall explore options for the adaptive reuse of the remaining structures following the reconstruction of I-65. Such a plan could potentially incorporate the adjacent Baer Fabrics Company building to make the remaining city block a more viable redevelopment opportunity. If conditions warrant, the treatment plan could also include recommendations for the exterior rehabilitation of the remaining Vermont American Building.

6.4b Noise Mitigation

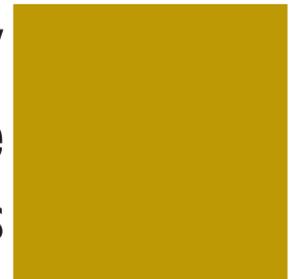
Stipulations III.L.5 and 6 in the Project's First Amended MOA require noise studies be conducted on the Refuge in Kentucky Church located at Market and Hancock Streets, and St. John's Church at Market and Clay Streets. The study for the Refuge in Kentucky Church is also to include the adjacent school and day care center. 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 to ensure proposed mitigation measures do not destroy, compromise, or otherwise adversely affect the historic integrity of the churches or associated structures.

6.4c Blasting / Vibration Plan

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. **Stipulations III.L.9 and II.L** in the First Amended MOA call for the creation of blasting/vibration plans prior to the inception of any construction activity that may require blasting or result in vibration. Such plans would include provisions for pre- and post-construction

surveys, monitoring, and similar measures to minimize harm to historic properties within the Phoenix Hill historic district. Vibration criteria are for pile driving, vibratory compaction, and blasting.

CHAPTER 7
Neighborhood Core
Recommendations



Neighborhood Core Recommendations

7.0 Goal

The primary focus for this area is to highlight and strengthen the area as a cultural and entertainment center for the neighborhood and east downtown Louisville. Building on the established entertainment theme in this redevelopment area could complement and link new land uses to businesses along Baxter Avenue. Recommendations also strive to fully engage and incorporate this triangular area, currently separated by the Chestnut Street Connector, Beargrass Creek, and railroad structure, into the Phoenix Hill historic district. It is anticipated a balanced strategy of land use and circulation recommendations would transform this relatively isolated section of Phoenix Hill into a hub of activity that weaves the entire neighborhood together.

7.1 LAND USE AND BUILDING DESIGN

The primary purpose of redevelopment within this area is to fully utilize existing vacant properties and promote new development that weaves the existing residential areas together. It is important that infill development along the Chestnut Street Connector is of a quality and scale that respects the residential area west of the street, yet contains activities that energize rather than compete with existing business in the area. Listed below are land use recommendations or strategies for the **Neighborhood Core**.

- encourage the appropriate rehabilitation of existing, industrial buildings into land uses that serve the neighborhood
- encourage the appropriate rehabilitation of existing, industrial buildings along Beargrass Creek that highlight and retain Phoenix Hill's historic relationship to the waterway
- direct infill development along Baxter Street between Barret Avenue and the Chestnut Street Connector
- continue to search out vacant or underutilized properties for appropriate infill development opportunities
- consider opportunities to create a trailhead to access the Beargrass Creek corridor
- new construction and/or land use strategies should focus on Beargrass Creek and efforts to increase public access along the (natural) corridor
- utilize vacant parcels along the west side of the Chestnut Street Connector to create a series of pocket parks
- re-use industrial buildings for office, retail, mixed-use, or multi-family residential if light industrial use is no longer viable
- promote land use and urban design strategies around the Jefferson and Chestnut Street intersection that create a gateway experience for the district

7.1a Building Design

Infill development within this area should be focused along the Chestnut Street Connector. Building design/orientation should front the street/sidewalk edge and include commercial/retail uses at street level to encourage pedestrian activity. Rather than compete with existing

commercial uses along Broadway and Market Streets, redevelopment along Chestnut should complement the entertainment activities currently found along Baxter Avenue.

Infill development should also focus on the triangular-shaped area bounded by Baxter Avenue, Chestnut Street Connector, and Liberty Street. Creating a defined street edge could center on establishing a gateway experience at this highly-visible location and serve to link this area to the remaining Phoenix Hill neighborhood.

7.2 CIRCULATION AND COMPLETE STREETS



Raised railroad at Baxter

Because this area is bounded by Baxter Street and Broadway, the focus of these circulation recommendations center on improving "internal" linkages between the residential areas. Streetscape improvements along these streets should center on creating a defined edge to the

neighborhood. Listed below are circulation recommendations and strategies for this **Neighborhood Core**.

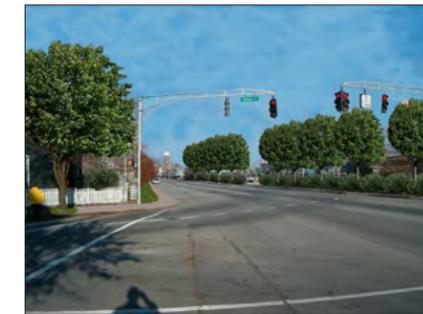
- reconfigure the intersection at Chestnut and Gray Streets for improved two-way traffic flow
- convert traffic flow along Campbell Street to two-way circulation between Broadway and Gray Street as part of other improvements to the Chestnut Street Connector
- incorporate a streetscape strategy along Broadway and Baxter Streets that serves to unify the neighborhood
- convert traffic flow along Jefferson Street to two-way circulation
- improve/highlight designated bike routes along Madison, Wenzel and other local streets for the safety and enjoyment of cyclists/pedestrians
- explore additional opportunities to create internal linkages or extend the local street network across the Beargrass Creek/railroad corridor area to the Butchertown Greenway
- focus on Chestnut Street Connector as a unifying element that encourages development rather than a physical or perceptual barrier - improve the pedestrian experience
- consider renaming the Chestnut Street Connector to better reflect and identify with the historic character of Phoenix Hill
- incorporate design elements and/or signage that highlight the importance of Beargrass Creek to Phoenix Hill and its symbolic connection to the Ohio River
- streetscape improvements along Baxter that highlight its role as a gateway corridor for the neighborhood and a viewshed of the Kennedy Bridge - **Local Gateway** at

Broadway

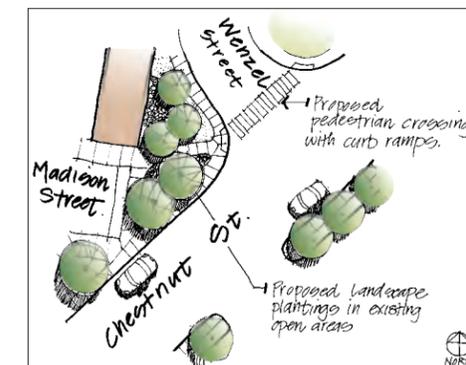
- highlight the unique opportunities of the raised railroad corridor regarding internal circulation

7.2a Chestnut Street Connector

Whereas improvements to Baxter Avenue (described below) center on



Conceptual "before and after" images



Pedestrian and landscape enhancements

strengthening the corridor as a defined neighborhood edge, the Chestnut Street Connector's role is to unify the eastern neighborhood area with the remaining Phoenix Hill historic district. Streetscape improvements along its length should focus on improving the pedestrian realm for both safety and aesthetic reasons. Incorporating "complete streets" strategies such as marked crosswalks, planted medians, or similar safety measures improve the public realm for pedestrians and create a more multi-functional corridor. Aesthetically, burying utility lines along Chestnut as part

of other streetscape improvements would improve the visual quality and character of this north-south "spine" weaving the neighborhood together.



Neighborhood Core Redevelopment

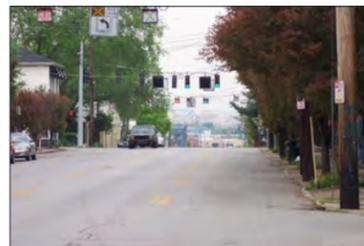
LEGEND

	Residential - New
	Commercial/Office - New
	Commercial/Office - Reuse
	Mixed-use - New
	Mixed-use - Reuse

KEY DESIGN ELEMENTS

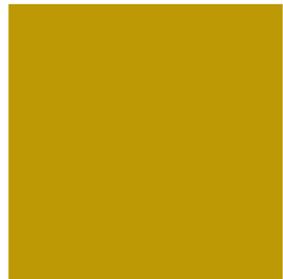
Key features or recommendations for the **Neighborhood Core** are listed below.

- Infill development that unifies the eastern edge of the neighborhood with the Phoenix Hill historic district
- Appropriate infill development and streetscape enhancements along Baxter Avenue that highlight the importance of this eastern neighborhood edge
- Provide pedestrian and/or vehicular connections between the Chestnut Connector and Barret Avenue
- Restore section(s) of the Beargrass Creek corridor to its natural condition and increase public access to the creek
- Encourage development of a series of pocket parks along the Chestnut Connector
- Explore additional opportunities to create internal linkages or extend the local street network across the Beargrass Creek/railroad corridor area to the Butchertown Greenway



7.2b Overhead Utilities

Baxter Avenue represents an important corridor along the neighborhood's edge. As such, it is important that streetscape improvements reflect its important contribution to the overall character of Phoenix Hill. Aesthetically as well as functionally, Baxter is important due to views of the Kennedy Bridge, and its functional role as part of Louisville's bike route system. Removing the clutter of overhead utility lines, along with other streetscape improvements, would strengthen this corridor as a defined edge for Phoenix Hill, and improve the visual quality and character of this linkage to downtown.



CHAPTER 8
Neighborhood Corridor
Recommendations



8.0 Goal

Recommendations addressing Phoenix Hill's **Neighborhood Corridors** focus on the important roles Main and Market Streets, and Broadway play in the neighborhood. The unique features of each corridor collectively contribute certain assets for the greater good of the neighborhood. The following sections detail specific opportunities to incorporate "complete streets" concepts explored previously in **Chapter 5**, and land use strategies introduced in **Chapter 6** for all three of these corridors. These recommendations focus on (re)development and circulation strategies that highlight and strengthen each corridor's unique role as a multi-functional public setting.

8.1 LAND USE AND BUILDING DESIGN

The following Main Street recommendations balance functional and aesthetic considerations for new and existing buildings along the corridor. These recommendations are predicated on the assumption that vehicular circulation along Main Street could transition from one-way to two-way traffic. As noted in the analysis section, many of the existing land uses are not conducive to creating an active urban setting for pedestrians. This list identifies desired land use and development proposals that create an active, mixed-use corridor, and strengthen the long-term, viability of historic resources along this **Neighborhood Corridor**.

- develop reuse strategies for the Vermont American building - refer to **Section 6.5** for additional information
- encourage land uses along Main Street that are mutually beneficial to both Phoenix Hill and Butchertown due to its role as a shared boundary between the two neighborhoods
- consider opportunities 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
- re-use industrial buildings for retail, mixed-use, or multi-family residential if light industrial uses are no longer viable
- encourage commercial and/or retail (re)development along Main Street that serves local residents and promotes pedestrian activity
- promote land use strategies around Lincoln Elementary School that result in a more child-friendly and safer setting
- coordinate with the Butchertown neighborhood regarding redevelopment opportunities along Main Street between Shelby and Campbell Streets



Retail activity under street bridge

8.1a Building Design

New development along the corridor should be of a quality and permanence that reflects the high profile nature of Main Street as a local gateway corridor for Phoenix Hill. The changing character and scale of buildings along the Main Street

corridor necessitate different approaches for infill development. New buildings west of the I-65 should generally be three, four, and possibly five stories tall to reflect the scale of buildings in the downtown. New structures along Main east of I-65 should be between two and three stories tall to maintain the scale of the street's public realm.

Due to the variety of new and old buildings along Main Street, it is important infill development focuses on unifying the various "parts" that comprise the corridor. In order to restore the corridor's neighborhood scale, new construction along Main should closely resemble the character and scale of existing buildings along the north side of the street between Hancock and Shelby Streets. To promote pedestrian activity, new buildings should be placed adjacent to the sidewalk with parking located to the rear of the building/parcel.

8.2 CIRCULATION COMPONENTS

The public realm of streets, sidewalks, landscaping and street furniture presents an ideal opportunity to enhance the neighborhood's urban fabric. One method of strengthening the historic integrity of the Phoenix Hill District is to create safe local streets and urban settings for all users including pedestrians, bicyclists, transit riders and motorists. The following proposals for Main Street center on efforts to balance functional and aesthetic considerations within the corridor.

- coordinate with Butchertown on streetscape improvements between Floyd and Clay Streets in accordance with First Amended MOA Stipulation III.L.8
- continue similar streetscape improvements and street furniture east from Clay to Story Avenue
- convert traffic along Main Street from one-way to two-way circulation
- reconfigure on-street (angled) parking along the south side of Main Street to accommodate proposed two-way traffic
- reconfigure the intersection at Main/Story/Chestnut to effectively route two-way traffic through the area
- heavily screen outdoor storage and large parking (when necessary) areas to create pedestrian-friendly edge
- explore opportunities to create a water feature or waterfall at the I-65 overpass to mask interstate traffic
- encourage streetscape enhancements along Clay Street to reflect its important visual and physical link to the river
- implement streetscape enhancements along Clay and Wenzel Streets that highlight the corridors as designated bike routes
- employ streetscaping and traffic calming features around Lincoln Elementary School that result in a more child-friendly and safer public realm

8.2a Main Street Circulation

One recommendation in the Immediate Needs Report proposed returning two-way traffic along Main Street/Mellwood Avenue, and create a four-point interchange at I-64. Such an action could serve as a catalyst to the revitalization of adjacent neighborhood blocks and allow the corridor to better fulfill the "complete streets" concept. Although an initial study concluded a four-point interchange at I-64 and expanded Mellwood Avenue is feasible, such a scenario is not part of the Bridges Project. Additional, exhaustive studies would be required as well as coordination with, and approval from, State agencies and various Louisville Metro agencies before such a project could move forward.

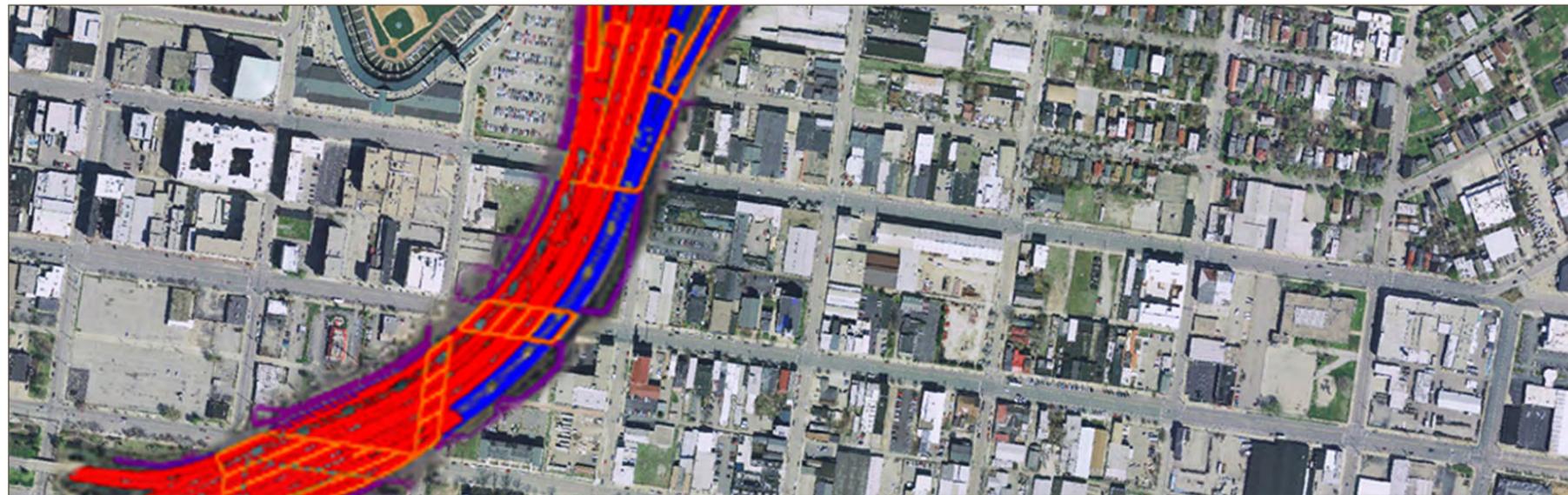
8.2b Overhead Utilities

The Main Street corridor represents a primary route along Phoenix Hill's northern edge, and a link 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, or relocating utilities would also reduce the number of obstacles along the sidewalk for pedestrians and could potentially reduce long-term maintenance costs.

8.2c Streetscapes

Stipulation III.L.8 in the Project's First Amended MOA mandates streetscape enhancements as part of mitigation efforts of the Bridges project. The Main Street corridor between Floyd and Clay Streets represents the area scheduled to receive streetscape treatments. These improvements include "landscaping, tree plantings, ornamental street lighting, fencing, curbing, pavements, sidewalks, traffic calming, or other similar work" (First Amended MOA Stipulation II.J). Because Phoenix Hill's section of Main Street borders part of the Butchertown Historic District, it is important to coordinate efforts between the two neighborhoods to avoid any conflicts and/or duplication of resources.

As expressed in **Section 5.4**, the Main Street corridor represents a primary gateway to east Downtown and the Phoenix Hill neighborhood. In addition to streetscape improvements stipulated in the First Amended MOA, the remaining section of Main from Clay Street, east to Baxter Avenue should also include streetscape and landscape enhancements. The intersection at Main, Baxter (Chestnut), and Story Avenue presents a unique opportunity to create a dual gateway reflecting the character of both Phoenix Hill and Butchertown, and the important role Main Street plays in both communities.



Main Street Neighborhood Corridor

8.3 INTERSTATE COMPONENTS

The collective impact of Interstate-65, associated retaining walls, bridges, and similar elements plays a prominent role within the Main Street corridor. As addressed in **Chapter 5**, it is important that “context sensitive design” solutions are incorporated for the I-65 overpass spanning Main Street to mitigate its potential effect on Phoenix Hill. Materials and colors should reference those found throughout the district, particularly limestone, brick and wrought iron. The key is to incorporate these design elements within the scale and character of the local street corridor and the buildings that serve as the “backdrop” for Main Street’s public realm.

8.3a Retaining Walls

The design of retaining walls at Main Street and I-65 present an additional opportunity to incorporate context sensitive design solutions as part of the Kennedy Interchange Project. While it may not always be practical or possible to use the same materials and forms found in the Phoenix Hill district, it is imperative that a sense of longevity and authenticity is achieved. Avoiding the use of false fronts, pressed concrete simulations, or manufactured systems is key to maintaining and strengthening the integrity of the neighborhood’s urban fabric. When veneers are used they should be of solid materials such as metal, brick, stone, or cultured stone.

Retaining walls may provide the best opportunities for incorporating public art. Walls in landscape areas and spill slopes should be interpretive of limestone outcroppings found throughout the Louisville region. In order to promote street/sidewalk activity, the location of retaining walls and other structural elements should not preclude the possibility for infill development under the overpass. Refer to **Chapter 5-Section 5.2c** for additional context sensitive design solutions regarding retaining walls.

8.3b Bridges

Bridge overpasses are an important and abundant part of the Kennedy Interchange and carry much of the aesthetic weight of the Project. The design of these bridges can serve as place markers for drivers on the interstate as well as pedestrians on the streets below, and often signal the traversing of notable landmarks.

Railings should be open in form, affording views to the Phoenix Hill neighborhood below. Materials and colors should reference those found throughout the district, particularly, limestone, brick or wrought iron. Consideration should also be given to incorporating public art into the design of the bridge spanning Main Street. These structures require less aesthetic attention from the highway; however, many will act as gateways into the historic district or entries into other parts of the neighborhood. It is still important for the bridge overpass to be contemporary but interpretive of forms and character-defining features within Phoenix Hill.

8.3c Stormwater

As addressed in **Section 5.2e**, it is important landscape features are aesthetic, as well as functional, design elements in the urban setting. Mitigating the issues of drainage and water quality are opportunities to create integral elements of public art and can create beautiful landscapes. Constructed wetlands and bioswales represent natural methods of achieving improved water quality. The use of bioswales creates a “working landscape” that not only conveys water but cleans it while presenting a visually appealing feature. If incorporated as part of the Main Street bridge design, this would help to bring the natural landscape within view of motorists on I-65, and serve as a transition to the neighborhood street system below, making it a more visible element of the urban fabric.

KEY DESIGN ELEMENTS

Key features or recommendations for the **Main Street Corridor** are listed below.

- Return two-way traffic along the entire corridor as part of Metro’s *Complete Streets* initiative
- Streetscape enhancements between Floyd and Clay Streets as part of the Project’s First Amended MOA - coordinate with the Butchertown neighborhood
- Promote these streetscape enhancements along with infill development/design that strengthens the section of Main west of I-65 with the remaining district
- Encourage infill development in keeping with the neighborhood character and needs

As just described above, the treatment of stormwater provides the opportunity to go beyond simply making the necessary (engineered) accommodations for drainage. The intricate process of cleaning and conveying water runoff should be revealed as an integral and expressive design component at appropriate locations along the interstate. To that end, consideration should be given to creating an additional water feature to symbolically highlight the hydrologic cycle. The incorporation of a water fountain or waterfall near I-65 and Main Street would not only create a focal point for both Phoenix Hill and Butchertown, but also generate “white noise” to mask interstate traffic traveling above the neighborhoods.

8.4 LAND USE AND BUILDING DESIGN

There are several opportunities for mixed-use redevelopment along the Market Street corridor. However, the different character and scale of buildings along the corridor necessitates different approaches for potential infill development. New development along Market Street should be of a quality and permanence that reflects the high profile nature of the street as a gateway to the neighborhood and downtown Louisville. The following recommendations identify 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**.

- develop a redevelopment strategy that prioritizes the re-use of existing building stock before building new structures
- focus on infill that recaptures prominent intersections
- encourage infill development along Clay Street to reflect its important visual and physical link to the river
- consider opportunities for public or private development fronting Market Street under the I-65 overpass as a means to encourage street activity
- develop a land use strategy that encourages appropriate (re)development adjacent or near Lincoln Elementary
- utilize the local artistic community as a means to highlight the unique cultural and social elements of Phoenix Hill

8.4a Building Design

New infill development should be three and four stories to accurately reflect the scale of existing buildings along Market Street west of Interstate 65. This would not only “blend” new buildings in with the old, but also assist in the transition of taller buildings in the downtown business district, to smaller, more pedestrian-scaled buildings east of the interstate. New buildings east of the interstate should generally be slightly smaller - two and three stories - in order to maintain the scale of existing buildings between I-65 and Campbell Street along Market Street.

8.5 CIRCULATION COMPONENTS

Because Market and Main Streets share similar issues, many of the recommendations listed below mirror those proposed for Main Street. These improvements take into consideration vehicular as well as pedestrian movement through the neighborhood. The design of multi-functional corridors strengthens the traditional urban pattern found in Phoenix Hill. Urban design strategies outlined below attempt to balance the needs of both aspects of this **Neighborhood Corridor**.

- provide an equal number of east-bound and west-bound traffic lanes along Market
- incorporate streetscape enhancements along Clay Street to reflect its important visual and physical link to the river
- per the Project’s First Amended MOA, incorporate streetscape enhancements along Market between Floyd and Clay Streets that reflects existing street furniture and

other streetscape improvements

- continue streetscape enhancements from Clay eastward to Baxter Avenue
- coordinate with TARC to design and build future transit structures that reflect the unique trolley route/system through the neighborhood
- implement streetscape enhancements along Clay and Wenzel Streets that highlight the corridors as designated bike routes

8.5a Overhead Utilities

The Market Street corridor represents a primary route through Phoenix Hill and an important linkage to downtown Louisville. As such,



it is important streetscape improvements reflect this important role. Removing or relocating the clutter of overhead utility lines and poles from the Market Street viewshed is one way to enhance the visual appeal of this corridor. Eliminating these utilities would also reduce the number of obstacles along the sidewalk for pedestrians and could potentially reduce long-term maintenance costs.



Shelby Street viewshed of the “Big Four”

mitigation efforts of the Kennedy Interchange section of the Project. The Market Street corridor between Floyd and Clay Streets represents one area scheduled to receive streetscape treatments. Such improvements could include “landscaping, tree plantings, ornamental street lighting, fencing, curbing, pavements, sidewalks, traffic calming, or other similar work” (Stipulation II.J). Because this stipulation also includes improvements to Main Street, it would be reasonable to assume a coordinated effort would be made ensure similar streetscape elements are utilized along both corridors.

Although not part of the Project’s mitigation efforts, consideration should be given to extending these streetscape improvements east along Market to Baxter Avenue. Such improvements would highlight the important role Market Street has played in Phoenix Hill both historically as well as in today’s current setting.

8.6 INTERSTATE COMPONENTS

The collective impact of Interstate-65, associated retaining walls, overpasses, and similar elements plays a prominent role within the Market Street corridor. As addressed in **Chapter 5**, it is important that “context sensitive design” solutions are incorporated for the I-65 overpass spanning Market Street to mitigate its potential effect on Phoenix Hill. The key is to incorporate these design elements within the scale and character of the local street corridor and the buildings that serve as the “backdrop” for Market Street’s public realm.

8.6a Retaining Walls

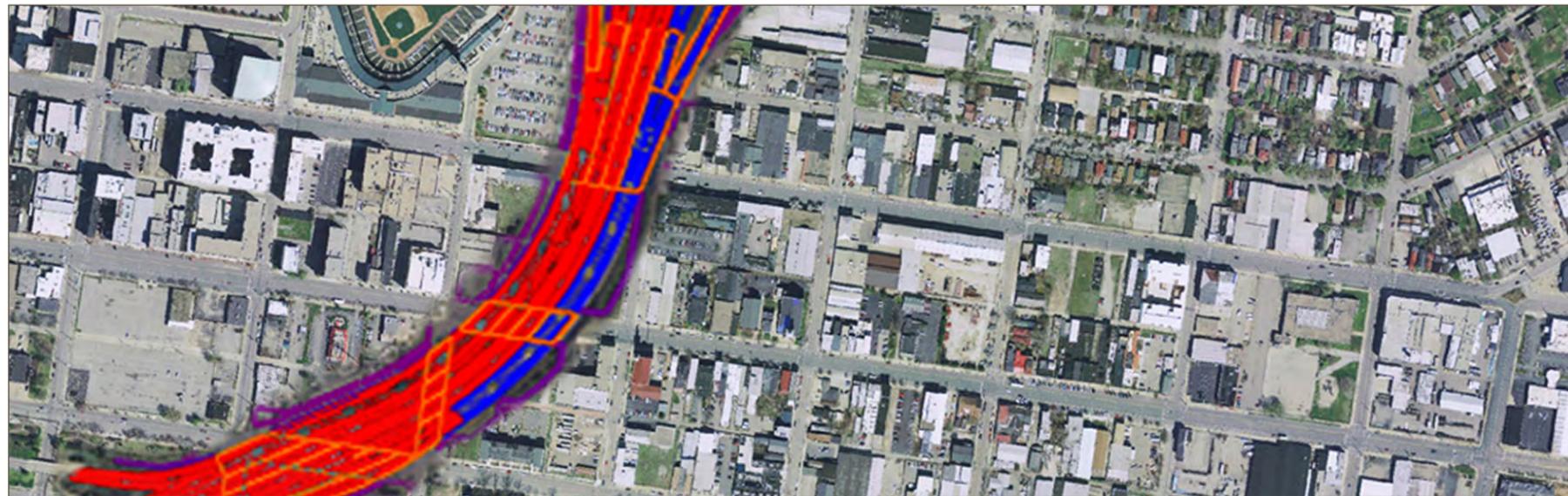
The design of retaining walls at Market Street and I-65 present an additional opportunity to incorporate context sensitive design solutions as part of the Kennedy Interchange Project. While it may not always be practical or possible to use the same materials and forms found in the Phoenix Hill district, it is imperative that a sense of longevity and authenticity is achieved. Avoiding the use of false fronts, pressed concrete simulations, or manufactured systems is key to maintaining and strengthening the integrity of the neighborhood’s urban fabric. Any prefabricated wall system or other design element must be carefully considered to ensure such elements are appropriate to the Project as well as the Phoenix Hill historic district. When veneers are used they should be of solid materials such as metal, brick, stone, or cultured stone.

Walls in landscape areas and spill slopes should be interpretive of limestone outcroppings found throughout the Louisville region. Due to the influences of the artistic community on the redevelopment of Market Street, these walls may also provide the best opportunities for incorporating public art. In order to promote street/sidewalk activity, the location of retaining walls and other structural elements should not preclude the possibility for infill development under the overpass. Refer to **Chapter 5-Section 5.2c** for additional context sensitive design solutions regarding retaining walls.

8.6b Bridges

Bridge overpasses are an important and abundant part of the Kennedy Interchange and carry much of the aesthetic weight of the Project through the urban neighborhood(s). The design of these bridges can serve as place markers for drivers on the interstate as well as pedestrians on the streets below, and often signal the traversing of notable landmarks.

Railings should be open in form, affording views to the Phoenix Hill neighborhood below. Materials and colors should reference those found throughout the district, particularly, limestone, brick or wrought iron. Consideration should also be given to incorporating public art into the design of the overpass spanning Market Street. It is important for the bridge to be contemporary but interpretive of forms and character-defining features within Phoenix Hill. Such design elements may require less aesthetic attention from the highway than where it



KEY DESIGN ELEMENTS

Key features or recommendations for the **Market Street Corridor** are listed below.

- Continue revitalization efforts along the corridor lead by the talents of the local artistic community
- Highlight the historic relevance of the area between Wenzel and Johnson Streets as the original location of the Woodland Garden
- Streetscape enhancements between Floyd and Clay Streets as part of the Project’s First Amended MOA
- Promote these streetscape enhancements along with infill development/design that strengthens the section of Market west of I-65 with the remaining district

engages the local street network. The bridge’s structural elements, combined with streetscaping along Market, should act as a gateway into the historic district.

8.6c Stormwater

As addressed in **Section 5.2e**, it is important landscape features are aesthetic, as well as functional, design elements in the urban setting. Mitigating the issues of drainage and water quality are opportunities to create integral elements of public art and can create beautiful landscapes. Constructed wetlands and bioswales represent natural methods of achieving improved water quality. The use of bioswales creates a “working landscape” that not only conveys water but cleans it while presenting a visually appealing feature. If incorporated as part of the Market Street overpass design, this would help to bring the natural landscape within view of motorists on I-65, and serve as a transition to the neighborhood street system below, making it a more visible element of the urban fabric.

As just described above, the treatment of stormwater provides the opportunity to go beyond simply making the necessary (engineered) accommodations for drainage. The intricate process of cleaning and conveying water runoff should be revealed as an integral and expressive design component at appropriate locations along the interstate. To that end, consideration should be given to creating an additional water feature to symbolically highlight the hydrologic cycle. The incorporation of a water fountain or waterfall near I-65 and Main Street would not only create a focal point for both Phoenix Hill and Butchertown, but also generate “white noise” to mask interstate traffic traveling above the neighborhoods.

Neighborhood Corridor Recommendations - Broadway

8.7 LAND USE AND BUILDING DESIGN

This section of Broadway, extending from I-65 to Baxter Avenue, represents the southern edge of the Phoenix Hill neighborhood. This “local gateway corridor” is comprised of three distinct zones. These zones include the Medical Campus, a residential area on the eastern end, and a central commercial area within the Phoenix Hill historic district. Recommendations for this **Neighborhood Corridor** strive to unify these disparate areas into a cohesive corridor through appropriate streetscape and redevelopment strategies.

One of the first priorities is to reverse the trend of demolition that has devastated the historic fabric of this area. Recent demolition activity has created opportunities for redevelopment on several vacant lots within the area. The following list identifies desired area land use and development patterns that revitalize this commercial corridor and strengthen the long-term viability of the historic resources within the Phoenix Hill District.

- redevelopment opportunities in the Broadway and Shelby Street area - especially the former Tonini Church Supply building and former Oscar’s Hardware site at Gray St.
- develop a redevelopment strategy that prioritizes the re-use of existing building stock before building new structures
- focus on infill that recaptures prominent intersections
- promote new development that encourages pedestrian activity/street life after normal 8-5 business hours
- infill development along Broadway should be mixed-use with retail at street level and professional office space or residential units on the upper floors
- encourage a mix of commercial uses that serve the daily needs of neighborhood residents as well as commuters along Broadway
- develop a re-use strategy for the multi-story building at Broadway and Campbell - possibly medical/support offices
- encourage appropriate medical and/or life science uses along Broadway between Clay Street and I-65 that fit within the scale and “rhythm” of buildings lining the street

8.7a Building Design

New development along the corridor should be of a quality and permanence that reflects the high profile nature of Broadway as a local gateway to Phoenix Hill and linkage to downtown Louisville. Due to the variety of new and old buildings along Broadway, it is important infill development focuses on unifying the various “parts” that comprise the corridor. In order to maintain the corridor’s neighborhood scale, new construction along Broadway should closely resemble the character and scale of existing buildings. Infill structures should vary between two and four stories tall to reflect the immediate context of nearby buildings. To promote pedestrian activity, new buildings should be placed adjacent to the sidewalk with parking located to the rear of the building/parcel whenever feasible.

There are several buildings between Clay and Shelby Streets along Broadway that are either not original to the urban fabric, or have been modified or compromised to the point they no longer retain much of their original character.



Examples of insensitive renovations to original buildings



Examples of appropriate renovations/reuse of original buildings

8.8 CIRCULATION COMPONENTS

The generous right-of-way along Broadway presents an ideal setting to enhance the neighborhood’s urban fabric. The purpose of the following recommendations is to enhance the visual quality of this circulation corridor and encourage pedestrian, bicycle and transit users to travel safely along and across the Broadway corridor. In addition to improving the pedestrian experience, the incorporation of “Complete Streets” practices should also create a defined, identifiable edge for the Phoenix Hill neighborhood. The following recommendations identify opportunities to strengthen the public realm of this **Neighborhood Corridor**.

- creation of local gateway features along Broadway at I-65, Clay Street and Baxter Avenue
- provide landscaping and/or screening along the perimeter of parking lots
- reopen Shelby Street at Phoenix Place to restore the traditional street grid
- coordinate with TARC to design and build future transit structures that reflect or highlight the unique features of the neighborhood
- highlight the unique natural feature of Beargrass Creek traversing the district and passing under Broadway
- explore opportunities to convert or re-use the elevated rail line crossing over Broadway
- develop streetscape enclaves for the safety and comfort of pedestrians at strategic points along Broadway

Reopening Shelby Street between Madison and Muhammad Ali would also raise this corridor’s visibility and role within Phoenix Hill. Burying utility lines, or relocating them to nearby alleys, along with other street improvements could serve as a catalyst for new private investment. Removing the clutter of overhead utility lines and poles is one way to enhance the visual appeal of the corridors and reduce the number of obstacles along sidewalks for pedestrians.

8.8a Bridges

Like Main Street, the Broadway corridor provides a unique opportunity to respond to both urban (built) and natural features within the neighborhood. The bridge spanning Beargrass Creek presents an opportunity to highlight the important role Beargrass Creek has served in shaping physical and cultural identity of Phoenix Hill. Refer to **Chapter 10** for additional information on the treatment of such a design element highlighting this natural corridor.

The proper treatment of stormwater runoff is especially important for this area of the District due to the presence of Beargrass Creek. Similar to the treatment of stormwater drainage from interstate bridges described in **Chapter 5**, drainage from the Broadway bridge should not flow directly into the creek. Stormwater runoff should be treated for pollutants through water quality “best management practices” prior to entering the waterway.

8.8b Overhead Utilities

The Broadway corridor represents a primary route along the edge of the Phoenix Hill neighborhood, and an important linkage to downtown Louisville. As such, it is critical streetscape improvements reflect this important role. Removing or relocating 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 could potentially reduce long-term maintenance costs.

8.8c Gateways

Entrances into the neighborhood present opportunities to create unique local gateways that reflect the character of the Phoenix Hill. Gateway features delineate and celebrate entrances into the neighborhood. Refer to **Section 5.4** for additional recommendations and strategies for creating local gateways and strengthening Broadway as an identifiable corridor for motorists and pedestrians alike.



Broadway Neighborhood Corridor

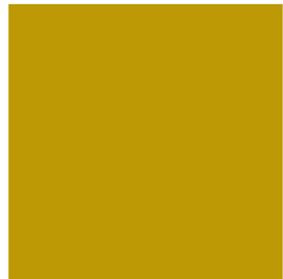
LEGEND

	Residential - New
	Commercial/Office - New
	Commercial/Office - Reuse
	Mixed-use - New
	Mixed-use - Reuse

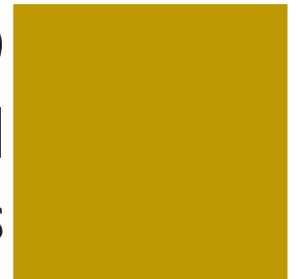
KEY DESIGN ELEMENTS

Key features or recommendations for the **Broadway Corridor** are listed below.

- Streetscape and (infill) redevelopment along the corridor that unifies the various activities along the neighborhood's southern edge
- Appropriate reuse of existing buildings
- Series of **Local Gateway** elements at I-65, Clay Street and Baxter Avenue
- Highlight the natural corridor of Beargrass Creek crossing Broadway
- Redevelopment opportunities between Clay and Hancock Streets, and at Campbell and Barret Streets



CHAPTER 9
Neighborhood General
Recommendations



Neighborhood General Recommendations - Western

9.0 Goal

The primary goal for this area of the district is to strengthen current initiatives promoting infill, residential development and the appropriate rehabilitation of existing structures. This chapter explores opportunities to strengthen the vibrant, diverse activities within the two, mixed-use residential areas of Phoenix Hill. In addition to this land use goal, the chapter also addresses improved circulation opportunities within this mixed-use area of Phoenix Hill.

9.1 LAND USE AND BUILDING DESIGN

The Western area comprises a majority of the historic district and has witnessed the most change over the years. This area of Phoenix Hill will be the most affected by the Liberty Green Redevelopment Project. Buildings along Jefferson Street are currently industrial uses or services with little direct relationship to the street. However, the land uses centered around Liberty and Campbell Streets are more scaled or suited to the residential context. There are several opportunities for residential and mixed-use redevelopment within these areas. The following list identifies desired land use strategies and development issues that could strengthen the western **Neighborhood General** area of Phoenix Hill.

- create a land use transitional zone between Shelby and Clay Streets to buffer the neighborhood from the encroaching medical campus
- encourage high-tech and life science opportunities possibly mixed with residential between Clay and Shelby Streets
- encourage appropriate infill development along Clay Street to reflect its important visual and physical link to the river
- consider strategic locations at key intersections to “recapture” neighborhood corners for appropriate infill
- continue efforts to develop single-family infill on vacant lots
- encourage compatible land uses adjacent to the Liberty Green Redevelopment Project - possibly neighborhood commercial or retail/service activities
- consider strategic locations near planned bike routes for the development of neighborhood parks along Chestnut Street Connector
- consider commercial uses or mixed use infill development at appropriate locations along the Chestnut Street Connector as a buffer between the street and single-family residences
- Vermont-American factory to remain an active part of the District
- retain the industrial / “heavy commercial” uses along Jefferson Street between Shelby and Campbell Streets
- refer to relevant urban design guidelines incorporated into the Liberty Green redevelopment project for future infill development throughout Phoenix Hill
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts

9.1a Clay Street Redevelopment

This section recognizes that the Clay Street corridor is the point of transition between the historic district and medical center. Efforts for land uses in this area should center on strengthening original residential areas and structures, and encouraging development that complements and supports the daily activities of residents. Such uses should recognize historic development trends, anticipate new development patterns, minimize land use conflicts, and contribute to the mixed-use, diverse character of this area of the district. Although a majority of this area is residential in nature, new guidelines or land use decisions should not preclude appropriate commercial activities. The following list identifies desired area land use and development patterns that strengthen the residential center of the District, and strengthen the long-term viability of the historic resources within the Phoenix Hill neighborhood.

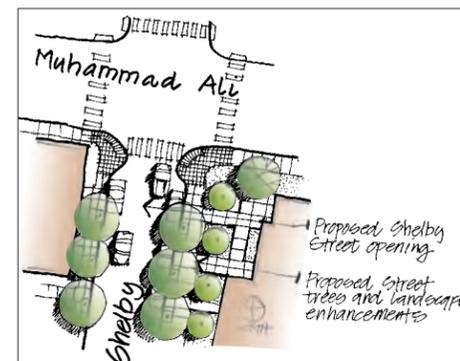
9.2 CIRCULATION COMPONENTS



Conceptual “before” and “after” graphic at Jefferson



The public realm of streets, sidewalks, landscaping and street furniture presents an ideal opportunity to enhance the neighborhood’s urban fabric. One way of strengthening the historic integrity of the Phoenix Hill neighborhood is to create safe local streets and urban settings for all users including pedestrians, bicyclists, transit riders and motorists. Phoenix Hill’s residents have expressed how important it is to create physical as well as symbolic connections to the Ohio River. Reestablishing Phoenix Hill’s



Shelby Street opening at Phoenix Place- showing two-way street with parking and streetscape

connectivity to the Ohio River should be done in a manner appropriate to the neighborhood’s historic context. The following proposals center on efforts to balance functional and aesthetic considerations within the various neighborhood corridors.

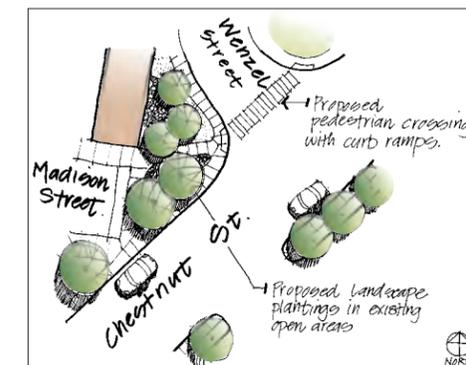
- encourage streetscape enhancements along Clay Street to reflect its important visual and physical link to the river
- consider strategic locations near planned bike routes for the development of alternative transportation infrastructure along the Chestnut Street Connector
- return Chestnut Street to two-way traffic
- recommend measures that will assist in improving traffic flow at the convergence of Campbell, Gray and the Chestnut Street Connector
- reconnect the local network of streets by reopening Shelby Street at Phoenix Place and encourage north/south linkages to the Ohio River
- the proposed re-opening of Shelby Street at Phoenix Place and connecting to the proposed Geiger Street extension could serve as a catalyst for redevelopment along the corridor



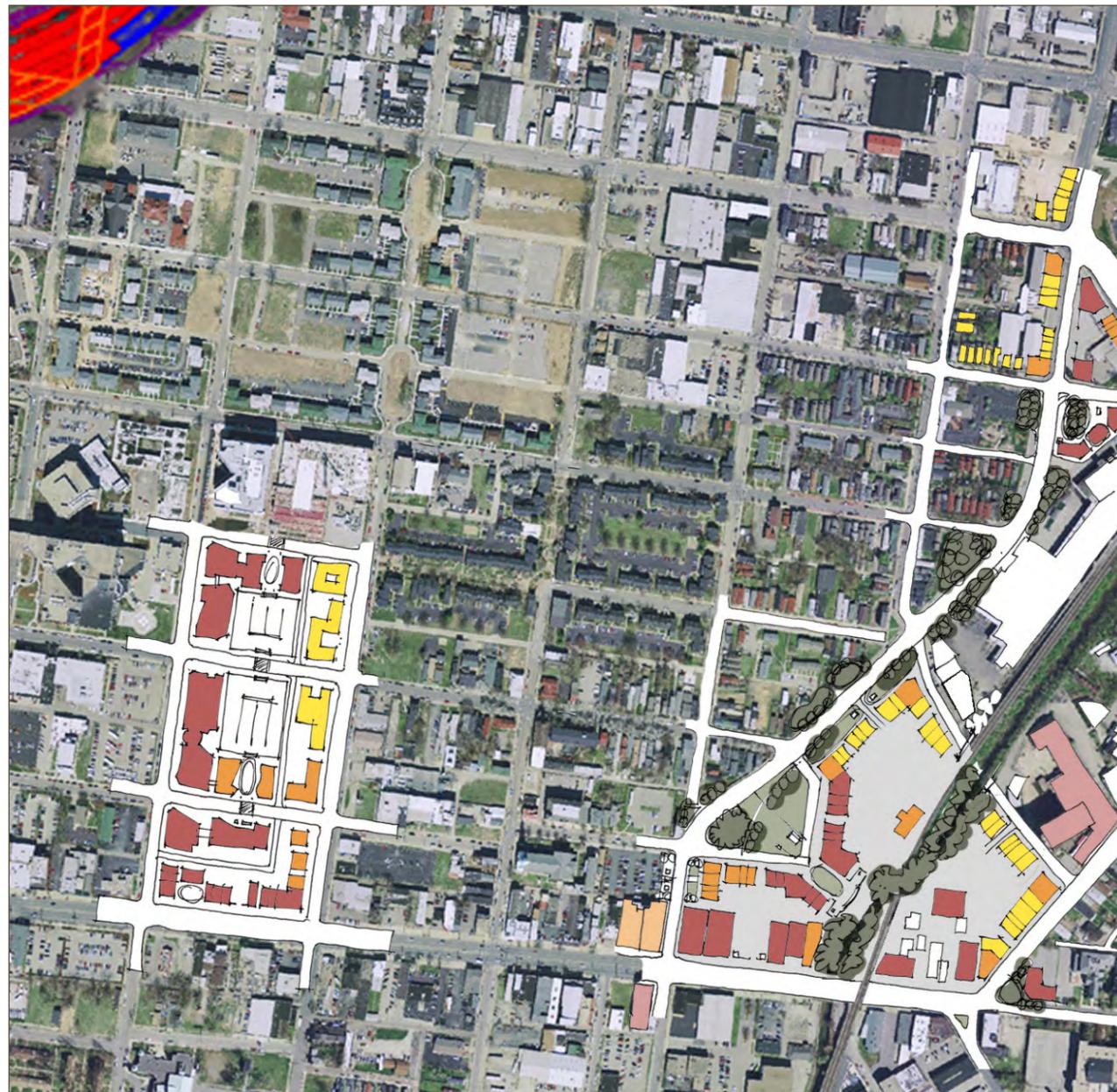
Conceptual “before” and “after” graphic at Chestnut



- enhance and improve the visibility of the designated bike route along Madison and Wenzel Streets
- design streetscape amenities to improve bus service at bus/trolley stops along designated routes



Chestnut Street Corridor- showing pedestrian and landscape enhancements



Neighborhood General - Western Area

LEGEND

	Residential - New
	Commercial/Office - New
	Commercial/Office - Reuse
	Mixed-use - New
	Mixed-use - Reuse

9.2a Local Streets

Recommendations for this area of the Phoenix Hill historic district center on increasing options for traveling within and through the neighborhood. As addressed in Chapter Four, one of the keys for the future success of Phoenix

Hill is creating better linkages to the surrounding neighborhoods. Although the traffic patterns for nearly all of the east/west streets will remain as is, one of the key recommendations is to return all the north/south streets to two-way traffic. The design of such multi-functional corridors strengthens and expands the traditional patterns of multi-modal transportation in traditional urban areas.

Clay Street also represents an important corridor within the neighborhood. Not only does Clay represent an important neighborhood edge, it provides a symbolic connection to the Ohio

KEY DESIGN ELEMENTS

Key features or recommendations for this **Western Neighborhood** area are listed below.

- Infill development that strengthens the western edge of the district and serves as a transitional buffer from the Medical Complex
- Re-open Shelby Street at Phoenix Place
- Return two-way traffic along all north/south streets to generate increased linkages to the Ohio River
- Encourage development of a series of pocket parks along the Chestnut Connector
- Promote land use and streetscape enhancements along the Chestnut Connector for an improved pedestrian experience
- Consider interim measures throughout the historic district limiting the demolition of historic structures
- Encourage appropriate redevelopment adjacent to Liberty Green that complements the scale and activities of the mixed-use project

River. As such, it is important streetscape improvements reflect its important contribution to the overall character of Phoenix Hill. Burying, or relocating utility lines along Clay as part of other streetscape improvements would strengthen the corridor's unique visual and symbolic link to the Ohio River and views of the "Big Four" Bridge. Removing the clutter of overhead utility lines and poles is one way to enhance the corridor's viewshed and reduce the number of obstacles along sidewalks for pedestrians.

9.2b Overhead Utilities

Due to the number of streets in this area, it is important to prioritize which to consider regarding streetscape enhancements and/or burying overhead utilities. Clay, Shelby and Jefferson Streets represent three of the more prominent corridors in this residential area. Removing the clutter of overhead utility lines and poles is one way to enhance the visual appeal of the residential streets. Within this area, it may be more appropriate and feasible to relocate utilities to nearby alleys.

Neighborhood General Recommendations - Eastern

9.3 LAND USE AND BUILDING DESIGN

The land use activities within this section of the Phoenix Hill represent a relatively balanced and established mix of uses. Land use strategies for this area should center on development that continues this trend. One of the primary recommendations is to incorporate this area into the local and/or national historic district in the future. The common theme for many of the following strategies centers on linking this area to the larger national historic district. Recommendations for this eastern section of the neighborhood area are listed below.

- encourage the appropriate rehabilitation of existing, industrial buildings along Beargrass Creek that highlight and retain Phoenix Hill's historic relationship to the waterway
- direct infill development along Baxter Street between Barret Avenue and the Chestnut Street Connector
- develop a **Local Gateway** feature at the intersection of Broadway and Baxter
- new construction and/or land use strategies should continue to focus on Beargrass Creek and efforts to increase public access along the (natural) corridor
- encourage land use activities that reflect and strengthen the cultural history of Phoenix Hill
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts

9.4 CIRCULATION COMPONENTS

The intent of this section is to put forth recommendations that encourage pedestrian, bicycle and transit users to travel safely throughout the eastern **Neighborhood General** area of the Phoenix Hill neighborhood. Additional circulation recommendations for the neighborhood are listed below.

- return two-way traffic along the entire length of Broadway
- incorporate a streetscape strategy along Broadway and Baxter Streets that serves to unify the neighborhood
- convert traffic flow along Jefferson Street to two-way circulation
- improve/highlight designated bike routes along local streets for the safety and enjoyment of cyclists/pedestrians
- explore opportunities to create internal linkages or extend the local street network across the Beargrass Creek/railroad corridor area
- streetscape improvements along Baxter that highlight its role as a gateway corridor for the neighborhood and a viewshed of the Kennedy Bridge - **Local Gateway** at Broadway
- highlight the unique opportunities of the raised railroad corridor regarding internal circulation

KEY DESIGN ELEMENTS

Key features or recommendations for this **Eastern Neighborhood** area are listed below.

- Infill development that unifies the eastern edge of the neighborhood with the Phoenix Hill historic district
- Appropriate infill development and streetscape enhancements along Baxter Avenue that highlight the importance of this eastern neighborhood edge
- Continue to integrate Beargrass Creek and railroad corridors into the neighborhood fabric
- Provide pedestrian and/or vehicular connections between the Chestnut Connector and Barret Avenue
- Continue to restore section(s) of the Beargrass Creek corridor to its natural condition and increase public access to the creek



Neighborhood General - Eastern Area

LEGEND

	Residential - New
	Commercial/Office - New
	Commercial/Office - Reuse
	Mixed-use - New
	Mixed-use - Reuse

CHAPTER 10
Beargrass Creek Corridor
Recommendations



Beargrass Creek Corridor Recommendations

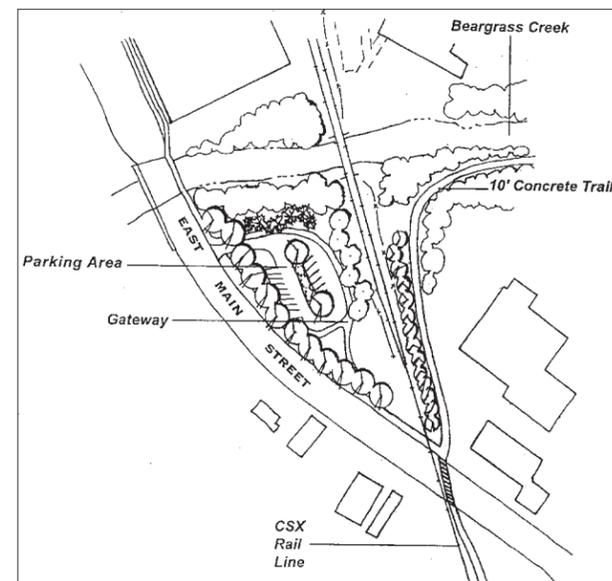
10.0 Goal

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. Of primary importance is to return the creek corridor from its current, channelized route, to its natural state. Future enhancements within or adjacent to the corridor such as a trail linking to the Butchertown Greenway, trailheads, educational activities, or (natural) stormwater treatment systems can only enhance the quality of life for Phoenix Hill residents and those in surrounding neighborhoods. Below are general guidelines and recommendations for the enhancement of this natural corridor.

10.1 LAND USE AND BUILDING ORIENTATION

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. Another important influence in this area are floodplain or similar regulations administered through the Metropolitan Sewer District. Below are additional issues and/or recommendations for future activities along the **Beargrass Creek Corridor**.

- encourage redevelopment that maintains or encourages public access to the creek
- ensure future development does not preclude or limit the natural restoration of the creek



Proposed Trailhead at Main Street (Butchertown Greenway Plan)

- treatment and strategic locations of trailheads along the corridor to maximize visibility of the creek and serve as amenities for existing and future neighborhood land uses
- 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
- provide adequate (vegetated) buffering and setbacks from the creek to ensure stormwater runoff is properly treated before entering the waterway
- protect existing street trees and encourage policies that protect or incorporate mature trees as part of redevelopment efforts

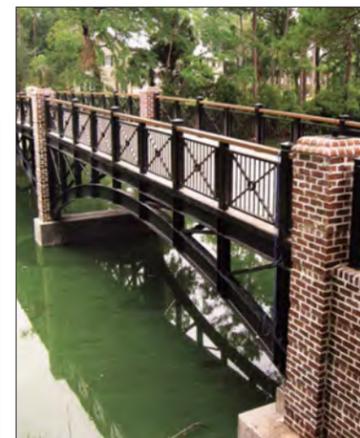
10.2 CIRCULATION AND URBAN DESIGN

The Beargrass Creek corridor represents an excellent opportunity to encourage alternative modes of transportation. Pathways and recreational uses should be accommodated whenever possible. Future plans call for extending the existing greenway, which currently ends at Brownsboro and Story, southwest along Beargrass Creek and through the Phoenix Hill neighborhood. This proposed extension could then connect to several designated Louisville Metro bike routes. Safe and pleasant passage linking Phoenix Hill to surrounding neighborhoods and the Ohio River is a critical component of the neighborhood's, and ultimately east downtown's, vitality. Listed below are strategies that set out to highlight this natural feature.

- 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.)
- take advantage of the uniqueness of the greenway and railway running parallel to one another



Pedestrian bridge examples



10.2a Bridges



Vehicular bridge example

The design of vehicular as well as pedestrian bridges across Beargrass Creek could serve as design precedents for the rest of the neighborhood. Materials and colors should reference those found throughout the Phoenix Hill neighborhood, particularly limestone and wrought iron. Railings should be open in form to allow motorists and pedestrians alike views of the waterway below. Any future improvements, or replacement of bridges along Broadway or Baxter Avenue should anticipate the role of the Beargrass Creek corridor as a multi-use greenway system. The span of a new bridge should be wide enough to accommodate future demands for bicycling and walking trails along the corridor.

10.2b Restoration of the Natural Corridor

The restoration of Beargrass Creek to its natural state could not only provide environmental benefits, but economic and cultural benefits as well. Currently, the creek serve as a "back door" to many of the properties adjacent to the corridor. Through land use and circulation strategies described earlier, this neglected asset could serve as a catalyst for the continued growth of Phoenix Hill. Appropriate redevelopment along the restored Beargrass Creek would once again highlight the historical, cultural, and economic significance this natural feature has had in shaping the Phoenix Hill neighborhood.



Before

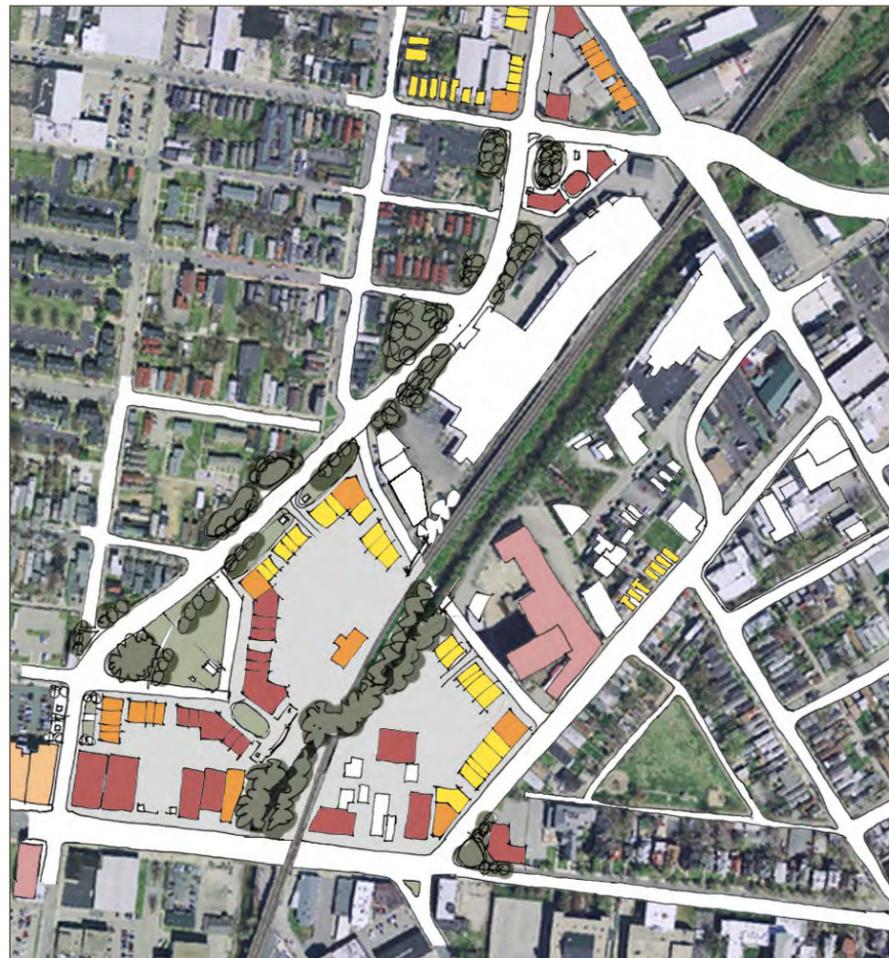


After



After

Example of Creek Restoration Project - After



Beargrass Creek Corridor

LEGEND

	Residential - New
	Commercial/Office - New
	Commercial/Office - Reuse
	Mixed-use - New
	Mixed-use - Reuse

KEY DESIGN ELEMENTS

Key features or recommendations for the **Beargrass Creek Corridor** are listed below.

- Transform the channelized creek back into a more naturalized waterway
- Explore redevelopment and circulation strategies adjacent to Beargrass Creek that complement and link Phoenix Hill to surrounding neighborhoods
- Support city-wide efforts to establish a system of greenways linking various parts of the city by extending the existing Butchertown Greenway along Beargrass Creek into Phoenix Hill
- Promote redevelopment and circulation strategies that increase public access to the creek
- Redevelopment that focuses on the (historic) industrial character of the creek and railroad



Stormwater as design element

10.2c Landscape Features

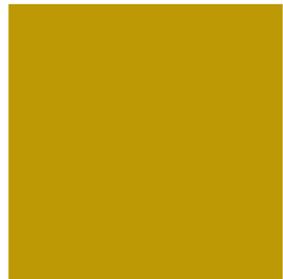
As described earlier in **Chapter 5**, incorporate appropriate landscaping to utilize the natural systems of plants and soil mediums to provide sustainable solutions to improved water quality of surface runoff from paved surfaces. Additional landscaping considerations should include:

- policies to discourage monoculture planting and encourage low-maintenance plantings
- buffer areas that typically include a mix of trees and shrubs to filter or screen unwanted views from the corridor

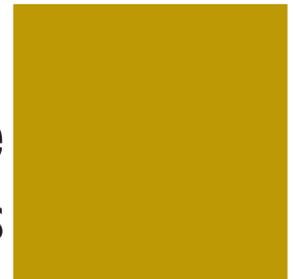
10.2d Stormwater

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 beautiful, yet functional, landscapes.

The use of bioswales is highly encouraged, creating a “working landscape” that not only conveys water but cleans it while also being visually appealing. If incorporated into the bridge design, this would also help to bring the natural landscape up to the level of the local street system, thus making it a more visible element of the urban fabric. Constructed wetlands and similar vegetative systems are preferred methods of achieving this water quality.



CHAPTER 11
Medical Campus Edge
Recommendations



11.0 Goal

This final chapter of recommendations centers on efforts to create a transition between the scale and types of uses within the Medical Complex, and the residential/neighborhood character and pedestrian scale of Phoenix Hill. Though a majority of this area under consideration is not within the national historic district, the Medical Complex directly impacts the character and integrity of the historic district. By addressing some of the land use issues in this ever-evolving area, it is anticipated that future planning efforts will address the needs of Phoenix Hill without sacrificing the important medical and economic advances of the medical community. It is also the intent of this plan to generate greater cooperation between the medical entities and Phoenix Hill in shaping the urban fabric of the neighborhood.

11.1 LAND USE AND BUILDING DESIGN

The **Medical Campus Edge** area is actually comprised of two distinct zones that present very different urban settings. Such uses should recognize historic development trends, anticipate new development patterns, minimize land use conflicts, and contribute to the mixed-use, diverse character along Jefferson Street and adjacent areas. The following list identifies desired area land use and development patterns that revitalize this character area and strengthen the long-term viability of the historic resources within the larger Phoenix Hill historic district.

- promote dialog between medical groups and neighborhood association
- ensure any future, federally-funded projects within the national register historic district adhere to **Secretary of the Interior's Standards**
- consider the incorporation of interim measures to halt the demolition of historic structures within the neighborhood
- utilize the I-65 corridor and associated overpasses as urban gateways delineating the Phoenix Hill neighborhood
- strengthen the historic context surrounding the Green Street Baptist Church through appropriate infill development
- consider opportunities for public or private development fronting local streets under I-65 overpasses as a means to encourage street activity and connect to the Downtown

11.1a Building Design



Retail activity under street bridge

Provide guidance for the appropriate design of new construction as infill development within the context of this area of Phoenix Hill.

- new structures along Jefferson Street should be one or two story buildings
- retain the industrial character of this corridor

- new structures along Liberty and/or Campbell Streets should be one, two or three story buildings that better reflect the pedestrian, residential scale along these streets
- building footprints along Broadway should reflect the narrow and long parcels of traditional urban settings

11.1b Clay Street Redevelopment

This section recognizes that the Clay Street corridor is the point of transition between the historic district and medical center. Land uses in this area should center on strengthening original residential areas and structures, and encouraging development that complements and supports the daily activities of residents. Such uses should recognize historic development trends, anticipate new development patterns, minimize land use conflicts, and contribute to the mixed-use, diverse character of this area of the district. Although a majority of the area east of Clay Street is residential in nature, new guidelines or land use decisions should not preclude appropriate commercial or medical activities west of Clay. The existing National Register Historic District boundary "captures" portions west of Clay Street. As such, historic district guidelines could influence any federally-funded project within this area. It is critical future development patterns strengthen and respond to this "edge" of the District, and protect and preserve the historic resources within the Phoenix Hill neighborhood.

11.2 CIRCULATION

11.2a Local Streets

Recommendations for this area of the Phoenix Hill neighborhood center on increasing options for traveling within and through the neighborhood. As addressed in **Chapter 5**, one of the keys for the future success of Phoenix Hill is creating better linkages to the surrounding neighborhoods. Louisville Metro's emphasis on creating **Complete Streets** encourages all modes of movement including pedestrian, bicycle and transit user circulation. The design of such multi-functional corridors strengthens and expands the traditional patterns of multi-modal transportation in traditional urban areas. Although the traffic patterns for nearly all of the east/west streets will remain unchanged, one of the key recommendations is to convert all north/south streets back to two-way traffic. Additional circulation recommendations for this area of the district include:

- encourage streetscape enhancements and infill development along Clay Street to reflect its important visual and physical linkage to the Ohio River
- improve the visibility and safety of the existing bike route along Clay Street
- provide streetscape improvements along Clay Street that highlight the viewshed of the "Big Four" Bridge
- explore opportunities to plan for the development of the Preston Street corridor as a light rail corridor
- coordinate the I-65 interchange improvements with local circulation patterns to promote improved access to critical medical services

11.2b Overhead Utilities

Clay Street is an important corridor within the neighborhood. Not only does Clay represent an important neighborhood edge, it provides a symbolic connection to the Ohio River. As such, it is important streetscape improvements reflect its important contribution to the overall character of Phoenix Hill. Burying, or relocating utility lines along Clay as part of other streetscape improvements would strengthen the corridor's unique visual and symbolic link to the Ohio River and views of the "Big Four" Bridge. Removing the clutter of overhead utility lines and poles is one way to enhance the corridor's viewshed and reduce the number of obstacles along sidewalks for pedestrians.

11.3 INTERSTATE COMPONENTS

The collective impact of Interstate-65, associated retaining walls, overpasses, and similar elements plays a prominent role along the western edge of the Phoenix Hill neighborhood. It is important that "context sensitive design" solutions are incorporated for the interstate overpasses spanning the various local streets in order to minimize its impact of the urban context. Because the Medical Campus represents a more contemporary context compared to the rest of the Phoenix Hill neighborhood, design elements integral to the I-65 corridor could take on a more refined, modern form.

11.3a Retaining Walls

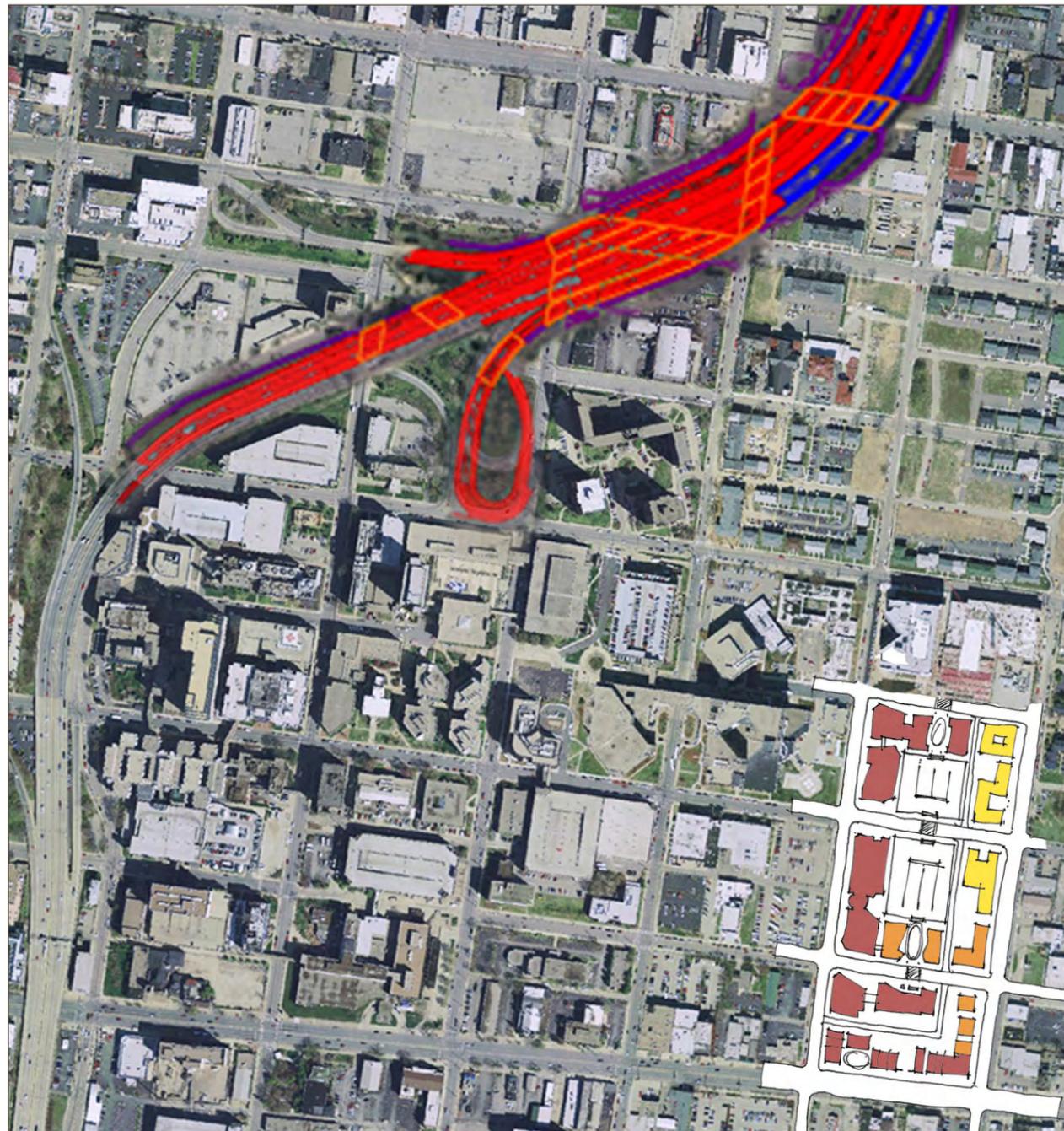
The design of retaining walls under the I-65 overpasses present additional opportunities to incorporate context sensitive design solutions. While it may not always be practical or possible to use the same materials and forms found in the Phoenix Hill district, it is imperative that a sense of longevity and authenticity is achieved. Avoiding the use of false fronts, pressed concrete simulations, or manufactured systems is key to maintaining and strengthening the integrity of the neighborhood's urban fabric. When veneers are used they should be of solid materials such as metal, brick, stone, or cultured stone. These walls may provide the best opportunities for incorporating public art.

Walls in landscape areas and spill slopes should be interpretive of limestone outcroppings found throughout the Louisville region. Refer to **Chapter 5-Section 5.2c** for additional context sensitive design solutions regarding retaining walls.

11.3b Bridges

Bridge overpasses are an important and abundant part of the Kennedy Interchange and carry much of the aesthetic weight of the Project through the urban neighborhood(s). The design of these bridges can serve as place markers for drivers on the interstate as well as pedestrians on the streets below, and often signal the traversing of notable landmarks.

Railings should be open in form, affording views to the Phoenix Hill neighborhood below. Materials and colors should reference those



Medical Campus Edge Transition

LEGEND

- Residential - New
- Commercial/Office - New
- Commercial/Office - Reuse
- Mixed-use - New
- Mixed-use - Reuse

KEY DESIGN ELEMENTS

Key features or recommendations for the **Medical Campus Edge** are listed below.

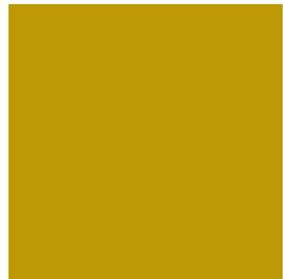
- Recognizing the campus is an economic engine in the neighborhood, focus on infill (re)development as an economic and urban design tool that benefits Phoenix Hill
- Recognize the Clay Street corridor as the point of transition between the historic district and medical center campus
- Explore the influences/effects of I-65 as the western edge of the medical campus and the Phoenix Hill neighborhood (**Local Gateways**)
- The Muhammad Ali / Jefferson Street (Liberty Street) interchange as a **Primary Gateway** feature for east downtown and Phoenix Hill
- Potential land use, circulation and streetscape implications of Preston Street as a light rail corridor in the future

found throughout the district, particularly, limestone, brick or wrought iron. Consideration should also be given to incorporating public art into the design of the overpass spanning Market Street. It is important for the bridge to be contemporary but interpretive of forms and character-defining features within Phoenix Hill. Such design elements may require less aesthetic attention from the highway than where it engages the local street network. The bridge's structural elements, combined with streetscaping along Market, should act as a gateway into the historic district.

11.3c Local Gateways

Entrances into the neighborhood present opportunities to create unique gateways that reflect the character of the Phoenix Hill neighborhood. Gateway features delineate and celebrate entrances into the neighborhood. The recommendation to return two-way traffic along Jefferson Street will serve to create a local gateway. The following general criteria should be considered when designing these entries.

- placement of local gateway features will be primarily within existing right-of-way when possible, with additional right-of-way necessary in some cases
- area(s) should be reserved for the placement of small identification signs and plantings
- consider pedestrian and cyclist requirements or amenities at gateway entrances



CHAPTER 12
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 Phoenix Hill's Historic Preservation Plan is to delineate the long-term goals and strategies that maintain and strengthen the historic integrity of the neighborhood. Such a committed effort will require the determination and cooperation of numerous public and private organizations in the coming years.

12.1 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 Phoenix Hill neighborhood.

12.2 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 incorporate 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

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

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

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 Indiana Housing Finance Authority (IHFA) 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

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

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

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

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§ionid=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 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,

Implementation Measures

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.

12.3 MARKETING EFFORTS

Phoenix Hill 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 Phoenix Hill district. However, efforts to promote cultural/historic tourism should not come at the expense of local residents. Initiatives to develop Phoenix Hill 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 Phoenix Hill, 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 Phoenix Hill. 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. Once Phoenix Hill has established a local historic district, 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.

12.4 IMPLEMENTATION PARTNERS

It is important to organize, involve and inform affected stakeholders to effectively strengthen and promote the numerous benefits of Phoenix Hill. Ongoing dialogue with pertinent Louisville Metro agencies as well as State organizations could be coordinated by the Phoenix Hill Association. The identification and dissemination of information regarding historic resources and preservation issues within, or adjacent to the Phoenix Hill historic district should be a primary goal of the Phoenix Hill Association. Louisville Metro should recognize areas or neighborhoods, like Phoenix Hill, that have yet to qualify as local historic districts, but which may be considered in the future. 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

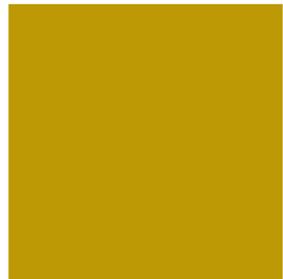
444 S. 5th Street, Suite 300
Louisville, KY 40202-4313
Phone: (502)574-6230
Website: <http://www.louisvilleky.gov/PlanningDesign/>

Phoenix Hill Association, Inc.

451 Baxter Avenue
Louisville, KY 40204
Phone: (502) 583-7133
Website: <http://www.phoenixhillna.org/>

The three matrices in the Appendix provide a list of pertinent local organizations, government agencies, and private or nonprofit organizations that have a role in shaping the Phoenix Hill 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 Phoenix Hill are more important than others, and/or what (design) elements of the Bridges Project could provide the greatest benefit to the (historic) integrity of Phoenix Hill'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 Phoenix Hill's urban fabric. Funding for some of these recommendations could be acquired through a variety government and private grants or similar funding resources.



APPENDIX



Phoenix Hill Historic Preservation Plan Specific First Amended MOA Stipulations Matrix

108

MOA STIPULATION	Phoenix Hill Historic Preservation Plan Implementation - Potential Partners	HPP PAGE #	AGENCY INVOLVEMENT																		
			Bridges Project	Louisville Metro - Planning	Louisville Metro - MSD	Louisville Metro - Historic Comm.	Louisville Metro - Parks & Rec.	TARC	Phoenix Hill Neighborhood Assoc.	KYSHPO	Public/Private Partnership	Private Entity									
III.L.1	KYTC developed an HPP for the Phoenix Hill Historic District as set forth in Stipulation II.F. The HPP includes recommended measures for context sensitive design, noise abatement, streetscape improvements, gateway elements, and interpretive signage along Main and Market Streets which shall be implemented as part of the Project to mitigate adverse effects to the historic district, as well as additional recommendations for measures to enhance the historic district and include strategies for rehabilitation and reuse of the buildings and grounds that lie within the historic district. The HPP includes a thematic context to assist with future nominations in the region. The HPP was coordinated with the latest development plans available from the Metro Government that affect the historic district and East Downtown area. The HPP will be updated to reflect Project design modifications and changes to the historic district neighborhood.	Varies	■	■		■			■	■											
III.L.2	The BSMT shall design and construct Project roadway lighting as set forth in Stipulation II.D.	Chap. 5 & Pge. 62, 65	■											■							
III.L.3	Because Baer Fabrics Company is no longer located within this historic property, this stipulation has been eliminated. Full documentation of the building has been completed. This document identified salvageable historic materials. KYTC shall offer these materials to museums in Jefferson County. If no museums in Jefferson County request the materials, they shall be offered to other museums in Kentucky. Any salvageable materials not claimed by museums shall be sold to the public by KYTC in accordance with applicable procedures.	Pge. 75	■	■									■	■	■	■					
III.L.4	In consultation with the KYSHPO and the Metro Government, the BSMT shall develop a treatment plan for rehabilitation of the Vermont American Buildings affected by the Project and to explore options for their re-use. The BSMT shall undertake the rehabilitation of the exterior of the building, if recommended in the treatment plan, as a part of the Project.	Pge. 75-76	■	■									■	■	■	■					
III.L.5	St. John's Church – During the development of detailed plans and in consultation with the Church and KYSHPO, the BSMT will conduct a noise study to determine whether interior noise abatement measures are justified for the Church. Interior noise abatement will be considered, in accordance with Stipulation II.E, if the predicted noise levels exceed the interior noise abatement criteria.	Pge. 75-76	■						■				■	■							
III.L.6	Refuge in Kentucky Church – During the development of detailed plans and in consultation with the Church and KYSHPO, the BSMT will conduct a noise study to determine whether interior noise abatement measures are justified for the Church, Day Care Center, and School. Interior noise abatement will be considered, in accordance with Stipulation II.E, if the predicted noise levels exceed the interior noise abatement criteria.	Pge. 75-76	■						■				■	■							
III.L.7	The BSMT shall place interpretative signage as set forth in Stipulation II.K within the historic district to explain its historic significance.	Pge. 64, 66	■	■					■				■	■							
III.L.8	The BSMT shall include streetscape improvements along Main Street and Market Street from Floyd Street to Clay Street and in the area under the I-65 Bridge as set forth in Stipulation II.J and in accordance with provisions of the HPP and the Kentucky Heritage Council's streetscape design guidelines.	Pge. 63-65, 78-79, 82-84, 98	■	■					■				■	■	■	■					
III.L.9	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.	Pge. 76	■	■					■				■	■							

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 Phoenix Hill that are more important than others, and/or what elements of the Bridges Project could provide the greatest benefit to the (historic) integrity of Phoenix Hill'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 Phoenix Hill's urban fabric.

■ Funding ■ Consultation
■ Advocacy ■ Public Policy/Regulation

Historic Preservation Plan General First Amended MOA Stipulations Matrix

MOA STIPULATION	Phoenix Hill Historic Preservation Plan Implementation - Potential Partners	HPP PAGE #	AGENCY INVOLVEMENT																	
			Bridges Project	Louisville Metro - Planning	Louisville Metro - MSD	Louisville Metro - Historic Comm.	Louisville Metro - Parks & Rec.	TARC	Phoenix Hill Neighborhood Assoc.	KYSHPO	Public/Private Partnership	Private Entity								
II.C	Context Sensitive Solutions -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.	Chapter 5	■	■					■	■										
II.D	Roadway Lighting – 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.	Pge. 62, 65	■	■				■				■								
II.E	Noise Abatement – 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. The BSMT shall be responsible for coordinating the development of the noise abatement measures. Final determinations regarding placement of noise abatement barriers will not be made without additional public involvement. Where there is support for incorporation of noise abatement measures into the Project by those who will benefit, the BSMT, in consultation with the BSHCT and HPATs, shall consider the effects on historic properties and, if applicable, incorporate measures to mitigate effects.	Pge. 62, 76, 83, 85	■	■							■	■								
II.J	Streetscape Improvements – 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 BSMT. 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 streets cape improvements shall be based on recommendations provided by the BSHCT with HPAT input.	Pge. 63-65, 78-79, 82-84, 98	■	■	■						■	■	■	■						
II.K	Interpretative Signage – 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. The BSMT shall coordinate the text and placement of the signs with the respective HP AT and may implement this provision through existing state historic marker programs where determined appropriate.	Pge. 64, 66	■	■							■	■								

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 Phoenix Hill that are more important than others, and/or what elements of the Bridges Project could provide the greatest benefit to the (historic) integrity of Phoenix Hill’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 Phoenix Hill’s urban fabric.



Phoenix Hill Historic Preservation Plan Recommendations Matrix

110

Phoenix Hill Historic Preservation Plan Implementation - Potential Partners		AGENCY INVOLVEMENT									
MOA Stipulation II.F - Historic Preservation Plans	HPP PAGE(S)	Bridges Project	Louisville Metro - Planning	Louisville Metro - MSD	Louisville Metro - Historic Comm.	Louisville Metro - Parks & Rec.	TARC	Phoenix Hill Neighborhood Assoc.	KYSHPO	Public/Private Partnership	Private Entity
		<p>MOA Stipulation II.F - Historic Preservation Plans 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 incorporate 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.</p> <p>ADDITIONAL HPP RECOMMENDATIONS (outside scope/funding of Project MOA)</p>									
Encourage redevelopment/reuse opportunities focused on creative/cultural assets within neighborhood along rail / Beargrass Creek corridor	Chapter 10										
Reconfigure intersections along Chestnut St. Connector to create a true (N/S) through street	Pge. 78, 82, 90										
Bury overhead utilities along prominent corridors - Main and Market Streets, and Broadway (primary) - Clay, Jefferson and Chestnut St. Connector (secondary)	Pge. 79, 82, 84, 91, 98										
Restore natural channel of Beargrass Creek and symbolic connection to Ohio River	Chapter 10										
Explore opportunities for internal linkages between western and eastern residential ("Neighborhood General") areas	Chapter 9										
Reconfigure Main / Story / Chestnut St. Connector intersection to accommodate revised traffic patterns and increased traffic lanes	Pge. 78, 82, 90										
Re-open Shelby Street between Muhammad Ali Blvd. and Madison Street to vehicular traffic	Pge. 61, 91										
Conversion of Main, Jefferson and Campbell Streets to two-way traffic patterns	Pge. 78, 82-83, 91-92, 98										
Streetscape/safety improvements along Clay, Wenzel and Madison Streets to highlight corridors as a designated bike routes	Pge. 78, 82, 84, 90, 92, 98										
Streetscape/safety improvements at Main and Wenzel Streets for increased pedestrian safety around Lincoln Elementary School	Pge. 82										
Encourage appropriate infill development opportunities along Main, Market and Jefferson Streets and Broadway	Pge. 82, 84, 86										
Continue streetscape improvements along (both sides) Main and Market Streets from Clay Street to Baxter Ave.	Pge. 82-84										
Maintain viewshed along Clay St. of "Big Four" Bridge	Pge. 66-67, 98										
Encourage streetscape improvements along Broadway and Baxter Streets to highlight as gateway corridors	Pge. 66-67, 82-86										
Interpretive signage linking Beargrass Creek to Ohio River	Chapter 10, Pge. 78										
Encourage medical or similar life science land uses as buffer to the existing neighborhood	Chapter 11										
Create Local Historic District and establish design guidelines for new and existing structures	Pge. 72										
Gateway or other design elements at I-65 overpasses spanning Main, Market, Jefferson and Liberty Streets, Muhammad Ali Blvd., Chestnut and Gray Streets, and Broadway	Pge. 66-67, 83-84, 99										
Encourage land use/development patterns along the (west side) Chestnut St. Connector to utilize vacant parcels for "pocket parks"	Pge. 78-79, 91										
Consider interim measures such as a moratorium on demolition of historic buildings	Pge. 54, 74										



NOTE: This 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 opportunities. It should only be viewed as a guide illustrating the combination of agencies or organizations involved in the decision-making process that shape the various components of Phoenix Hill's urban fabric. Funding for these recommendations is not the sole responsibility of the organizations listed, and additional funding could be acquired through a variety public or private resources. Potential funding was not specifically called out because these opportunities or recommendations will go through a consultation process independent of the Bridges Project. It is during this process that possible funding opportunities would be discussed between various stakeholders. The primary goal of this matrix is to indicate some of the stakeholders that have a role to play in this process, and how best to coordinate their collective efforts without duplicating or wasting limited resources.

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.

Colloredo Associates, Inc.

1981 - "Phoenix Hill Neighborhood Plan." Prepared for Community Development Cabinet, City of Louisville.

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

Gueting, 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-xxi, The University Press of Kentucky, Lexington.



RATIO

Architecture
Preservation
Interior Design
Landscape Architecture
Urban Design & Planning
Graphic Design

Indianapolis, Indiana
Champaign, Illinois
Raleigh, North Carolina
Chicago, Illinois

RATIOarchitects.com
In partnership with smdp, LLC

