

BUTCHERTOWN

NEIGHBORHOOD
PLAN

Acknowledgments & Vision Statement

BUTCHERTOWN NEIGHBORHOOD PLAN

Adoption Date: February 28, 2008

Acknowledgments:

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

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2020 Vision Statement:

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

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

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

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

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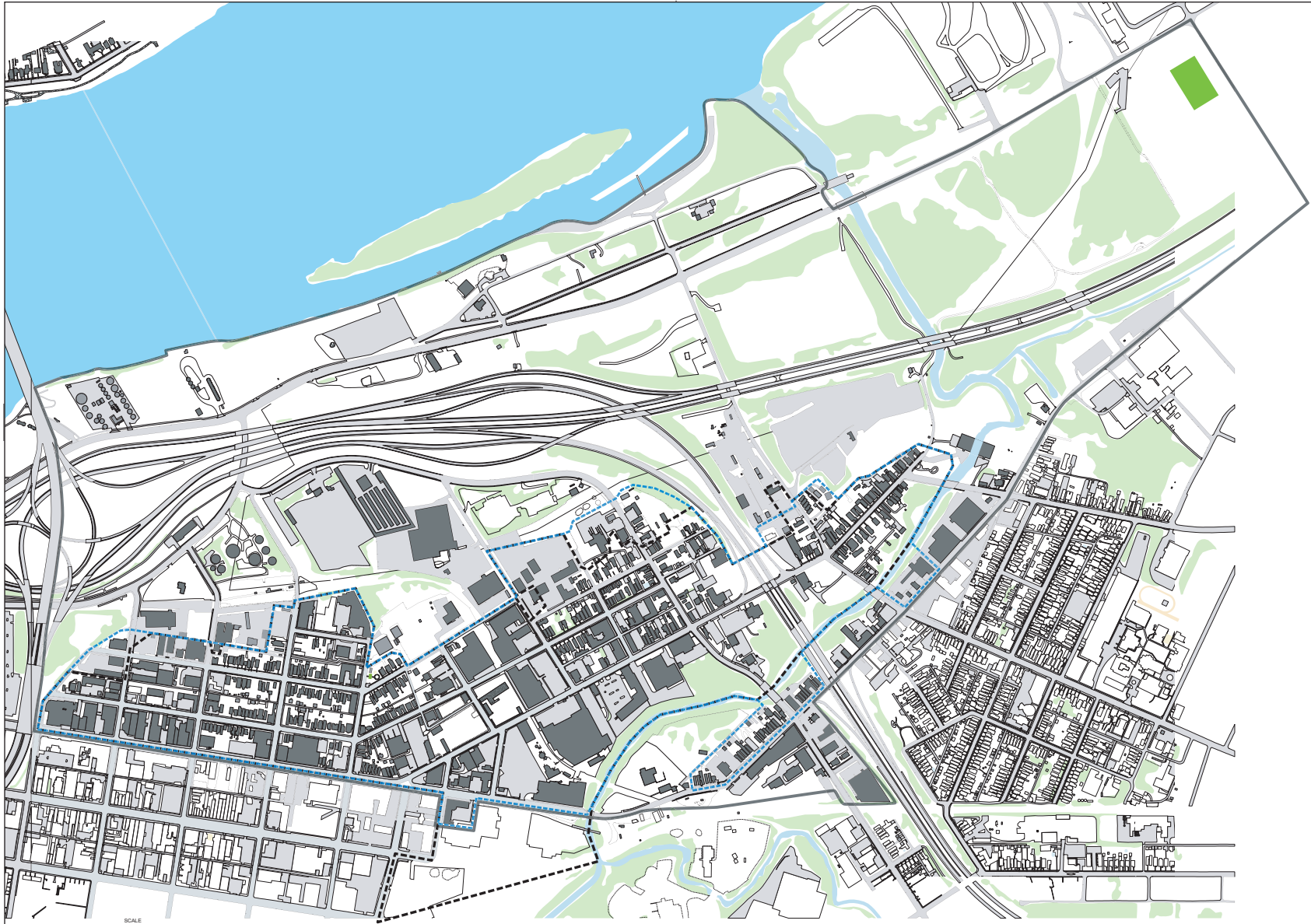
INTRODUCTION

CHAPTER ONE

Introduction

Intent

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



NEIGHBORHOOD BOUNDARIES

The Butchertown neighborhood is located just east of downtown Louisville. It is bordered by the Ohio River to the north, I-65 on the west, Main Street to the south, and Mellwood Avenue and Beargrass Creek on the east. Butchertown shares its southern boundary along Main Street with the Phoenix Hill neighborhood.

NEIGHBORHOOD BACKGROUND

As is discussed in Chapter 2, Butchertown has a rich history dating back to the late 1790s. In more recent times, the neighborhood has evolved from a primarily industrial area up until the 1960s into the truly mixed-use community today. Many historic residences have been restored over the years, and recent residential (infill) development has strengthened the image of Butchertown as a vibrant neighborhood in which to live. Story Avenue serves as the retail/commercial spine of the neighborhood, and development opportunities along Main Street/Mellwood Avenue will ensure that Butchertown remains an important part of East Downtown Louisville's revitalization. A strong neighborhood association, along with the involvement of businesses and residents, have worked tirelessly over the years to preserve and promote the unique qualities of Butchertown.

The flood wall and Beargrass Creek are two prominent features that have shaped or influenced (for better or worse) the neighborhood as well. The network of pedestrian-scaled streets creates a neighborhood that is easy and pleasant to travel for pedestrians and motorists alike. The Kennedy Interchange ("Spaghetti Junction") is a major fixture of the urban landscape that Butchertown has struggled to coexist with over the last fifty years. As will be discussed in Chapter 5 of this plan, the reconstruction of this collection of interstates as part of the Bridges Project represents yet another challenge for the neighborhood as it sets out to define its future.

PROCESS OVERVIEW

This planning process was initiated by Louisville Metro Planning and Design Services and builds on recent historic preservation planning efforts as part of the Ohio River Bridges Project. Lead by staff from Planning and Design Services, a Task Force comprised of businesses, community leaders, and residents was formed and an initial meeting was conducted in November 2006. An Open House was held in March 2007 to introduce the general public to the neighborhood plan and the planning process to date. In July, residents and businesses of Butchertown had the opportunity to review an initial draft of the neighborhood plan. Following ongoing guidance by the Task Force and input from the general public, the plan and its executive summary were adopted by Louisville Metro Council on February 28, 2008.

PURPOSE OF THIS NEIGHBORHOOD PLAN

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

PURPOSE OF THE HISTORIC PRESERVATION PLAN

The intent of the historic preservation plan (HPP) was to provide a context to inform and guide the implementation of specific mitigation measures for Butchertown as a result of the Ohio River Bridges Project. The Project's Record of Decision (ROD) and MOA stipulated the HPP focus on issues within Butchertown's National Historic District boundary. The Butchertown HPP was developed in consultation with property owners, the Butchertown Neighborhood Association, the general public, pertinent Louisville Metro agencies, as well as local, regional and state

government planning interests. The HPP refers to, and builds upon, existing studies and plans such as the Ohio River Corridor Master Plan, the Cornerstone 2020 Plan, and other documents addressing the neighborhood that have been adopted and/or referenced by Louisville Metro Government. The Beargrass Creek Watershed Report, developed under the guidance of Louisville Metro's Metropolitan Sewer District, was also referred to regarding water quality issues along this important natural feature.

The goals of the HPP include (1) identifying the unique characteristics, context, and historic resources of the Butchertown National Register Historic District and (2) recommending ways to protect and enhance these features. Many of the proposed recommendations represent an integral part of the long term viability and historic integrity of the Butchertown neighborhood. Particular emphasis is placed on the avoidance, minimization and mitigation of adverse Project effects.

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

BUTCHERTOWN NEIGHBORHOOD VISION STATEMENT

The future of Butchertown will be built on its rich history as it strives to attract new residents and businesses to the neighborhood. In an effort to maintain its authenticity however, Butchertown will also retain the variety of land uses, diversity of residents, and walkable neighborhood streetscapes that have served as the foundation for the Neighborhood's vitality throughout its history.

The Butchertown Neighborhood will not only strengthen its existing, unique characteristics, but also rebuild or renew those features that have been neglected over the years. Butchertown will re-establish its physical, historical, and cultural connections to the Ohio River by making the Beargrass Creek corridor a focal point, extending strategic streets to Waterfront Park, and highlighting prominent viewsheds of the Big Four Bridge.

The Neighborhood will also partner with Louisville Metro to encourage strategies that return local streets to two-way traffic. Such an effort will not only create more pedestrian-friendly settings, but also serve as a catalyst for economic development. Story Avenue and Main Street represent the important commercial corridors linking the entire Neighborhood, and such initiatives will serve to reinforce their critical roles in the Neighborhood.

Current and future development will respond to, and respect, the cultural, architectural, and natural features that give Butchertown its identity. Furthermore, the future vision of Butchertown - one of vitality and viability - will be based on cooperative strategies that encourage current and future residents and businesses to not only co-exist, but prosper and complement one another.

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NEIGHBORHOOD IDENTITY

CHAPTER TWO

Neighborhood Identity

Intent

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

BUTCHERTOWN HISTORY

Butchertown, like all of Jefferson County, can be traced back to the work of the Fincastle (County) surveyors, who came to the Falls of the Ohio area in 1774 which was then part of Virginia. Virginia Governor Lord Dunmore had given this group the task of surveying the area for those entitled to land because of their service in the French and Indian War (1756-1763). One of those surveyors, Hancock Taylor, surveyed what was known as Tract #3 of approximately 1,000 acres for himself. This area (Tract #3) includes what is now the eastern part of Butchertown today.

Prior to the establishment of the Butchertown neighborhood, much of the area was farmland that was passed between several owners/families in the late 1700s and early 1800s. Early records indicate that by 1796, Henry Fait owned approximately 115 acres as part of Hancock Taylor original land grant. In August 1796, Deed Books indicate there was a land swap between Henry Fait and David Barber that also included two mills. Henry Fait's mill was located upstream of David Barber's along Beargrass Creek. During this same time, Frederick Geiger purchased 382 acres on the "sinking fork" of Beargrass Creek from Edmund Taylor. Colonel Frederick Geiger was a veteran of the Revolutionary War, the 1811 Battle of Tippecanoe, and War of 1812. The Geiger family immigrated with other settlers from Maryland to Kentucky around 1781, traveling along the Wilderness Trail through the interior of Kentucky and north toward the Ohio River. They were part of a group of fifty people led by Jacob Funk, Geiger's father-in-law. Initially, the Geiger's settled in Bowling Green, and moved to Jefferson County within the year.

In 1800, Deed Books indicate David Barber lost his land that included "one tract of five acres on Beargrass Creek including Barber's Mill" to George Wilson. In May 1801, George Wilson sold the Fait-Barber property to Frederick Geiger. That same month, Geiger contributed money to build a bridge over Beargrass Creek along Bardstown Turnpike. A road was constructed from the Bardstown Turnpike north to the Ohio River. The orientation of this street is continued in the present-day street grid pattern throughout much of Butchertown. The

turnpike became the principal route for driving livestock to the Louisville market and to the port at Beargrass Creek for shipment downriver. It was during this period that Geiger petitioned the County for permission to erect a grist and saw mill on the Middle Fork of Beargrass Creek at the location of a previous mill constructed by David Barber. This mill was located near the Fait-Geiger brick home that still stands near the corner of present-day Frankfort and Story Avenues. Part of this home is reported to date from the 1790s and is likely the oldest brick structure in Butchertown.

By July 1802, Geiger purchased an additional 164 acres near Towhead Island which gave him direct access to the Ohio River. That same year, the county granted Colonel Geiger a license to operate a public ferry from his landing. The Geiger family operated the ferry until approximately 1840. In 1808, Geiger deeded the riverfront tract to his son, Jacob, who oversaw the farm.

Beginning in the late-1820s, Louisville entrepreneurs developed a network of turnpikes that reached out to the city's agricultural hinterlands. Butchertown's early growth was closely linked to Frankfort Pike and Shelbyville Road, corridors that connected Louisville to the interior, and the forks of Beargrass Creek. The presence of these roads attracted butchers and meatpackers to the Butchertown neighborhood, where they could intercept herds of animals being driven to market before they reached the urban core, where butchering had been banned. Together, these natural features and network of streets nearly enclosed the neighborhood and shaped its boundaries and defined its character.

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

The growth and success of the meatpacking industry led to the establishment of other industries in Butchertown, including tanneries, soap making, and candle making. Inns were opened to accommodate drovers, with associated pens and corrals to hold livestock. One of these inns, the Bourbon House, built in 1834, eventually became the Bourbon Stockyards. Until its closure in 1999, it was the oldest operating stockyard in the United States. The site was purchased by the Home of the Innocents to build a campus to care for needy and disadvantaged children, and provides other vital social services for the community today.

Between 1834 and the Civil War, Louisville competed with Cincinnati for the title “Porkopolis.” In 1845, the city’s four largest slaughterhouses processed about 70,000 animals annually. By 1850, the city’s six largest plants processed nearly 180,000 animals per year. During the 1850s, Louisville was the nation’s second largest pork packing center, butchering over 300,000 hogs annually. After the Civil War, a number of factors combined to severely erode the city’s standing as a national meatpacking center. 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 impacted the locally-based butchers.

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

Another early influence on the neighborhood was local breweries and beer gardens like Woodland Garden. Created in the late-1820s, the garden was located at the east end of Market Street between Wenzel and Johnson Streets. It was a popular social setting, and one of only two open air public gardens in Louisville during the early-nineteenth

century. By the 1860s and 1870s, entertainment at Woodland included horse- and foot-races, target-shooting, ethnic songs and dances, bowling alleys, a merry-go-round, and swings. However, the most popular form of entertainment appears to have been partaking of lager beer or wine; smoking cigars; eating sausage, cheese and pretzels, and listening to live music. Woodland was the last remaining garden in the area, finally closing in 1888. The location remained vacant until 1902 when houses were built on the site.

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

In addition to the meatpacking industry, Butchertown’s German residents established factories and financial institutions, becoming increasingly assimilated into the mainstream society. As a result, identifiable German customs and traditions began to fade. By 1900, Louisville counted only about 48,000 residents who were either born in Germany or had one parent born in Germany. This amounted to less than a quarter of the city’s population, a decided decline from 1850.

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

2 Neighborhood Identity

BUTCHERTOWN NEIGHBORHOOD PLAN

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

Motivated by this construction, homeowners banded together to fight for neighborhood preservation. In 1966, they persuaded the city government to change the neighborhood's zoning to partial residential. A new corporation, Butchertown, Inc., was created that purchased dilapidated structures in order to renovate them for resale. This resulted in the preservation of a number of historic buildings, as well as a more stable and energetic community. In 1976, Butchertown was listed on the National Register of Historic Places for its diversity of land uses, history, and architectural significance.

LAND USE / URBAN FORM



One of Butchertown's most distinctive characteristics is the diversity of the area's land use and the close juxtaposition of residential, commercial, and industrial buildings. Within the neighborhood, residential, commercial, and industrial buildings of historic and architectural significance create a cohesive mid- to late-nineteenth century urban setting. The district's boundaries provide clear dividing lines between areas of mixed-use, with substantial surviving historical fabric, and blocks that are either completely industrial-commercial in character or comprised entirely of post-1950s construction. As is discussed further in **Chapter 3**, the Butchertown neighborhood is comprised of a variety of land uses, and will undergo a major transformation over the next ten to twenty years. The Waterfront Park expansion and Riverpark Place - a multi-million dollar residential development - are currently underway along the Ohio River, and there has been some redevelopment throughout the historic

urban fabric of Butchertown. Regarding industrial land uses, several heavy industries remain along the Kennedy Interchange and the JBS-Swift pork processing plant operates in the heart of the neighborhood between Story and Mellwood Avenues. There has been a resurgence of commercial activity along Story Avenue and there is a well-established mix of small-scale, commercial and light industrial uses along the western edge of the neighborhood (adjacent to I-65).

UNIQUE NEIGHBORHOOD FEATURES



Butchertown contains a unique assemblage of natural and man-made features that provide a strong sense of place for the neighborhood. Two of the most prominent features in Butchertown include the floodwall and Beargrass Creek. The first phase of the floodwall's construction began in 1948 and was completed in 1957 by the U.S. Army Corps of Engineers. The project was comprised of approximately 4 ½ miles of concrete wall, 12 ½ miles of earthen levee, and thirteen pumping stations, including the Beargrass Pump Station located just (north)east of Brownsboro Road along Beargrass Creek. Additional urban elements include the stone arch bridge spanning Beargrass Creek at Frankfort Avenue (the only remaining example in Butchertown built during the late 1800's), and the WPA-era concrete bridges spanning Beargrass Creek. Also common throughout the neighborhood are brick walks and alleys, iron fences with stone bases, and limestone curbing.



As noted in the previous section on Butchertown's history, Beargrass Creek has had a tremendous influence on the neighborhood's development over the years. Although there has been some recent efforts to capitalize on this asset (i.e. Butchertown Greenway), much of this natural corridor has been neglected over the years. Throughout this neighborhood planning process, residents stressed the importance of transforming this once-neglected part of Butchertown into a vibrant focal point for the community.

DEMOGRAPHICS

The most recent demographic information for Butchertown is based on 2000 U.S. Census data. Approximately 760 residents live in Butchertown and of that amount, slightly more than 92% are Caucasian, with 3.7% of the population classified as African-American. This compares to Jefferson County's population make-up of 77.4% and 18.9% respectively. Additional population and housing information includes:

- approximately 26% of the population holds some form of college degree (Associate Degree or higher)
- 10.9% of the population works in the manufacturing sector of the economy
- median value of the 488 housing units in Butchertown is \$72,834
- 30.9% of the housing is owner-occupied compared to Jefferson County's rate of 60.9%
- 52.7% of the housing is renter-occupied compared to Jefferson County's rate of 32.9%

The unique, mixed-use nature of Butchertown is reflected in the fact that over 5,000 people work in the neighborhood on a daily basis. Over 100 businesses operate in Butchertown today, and of that number, eighteen have been established since 2006. The largest of these is the JBS-Swift plant which employs approximately 1,700 workers, making it the sixth largest employer in Louisville. This diverse collection of businesses represents a strong economic foundation for the community and a vibrant reflection of Butchertown's rich urban fabric.

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LAND USE AND COMMUNITY FORM

CHAPTER THREE

Land Use & Community Form

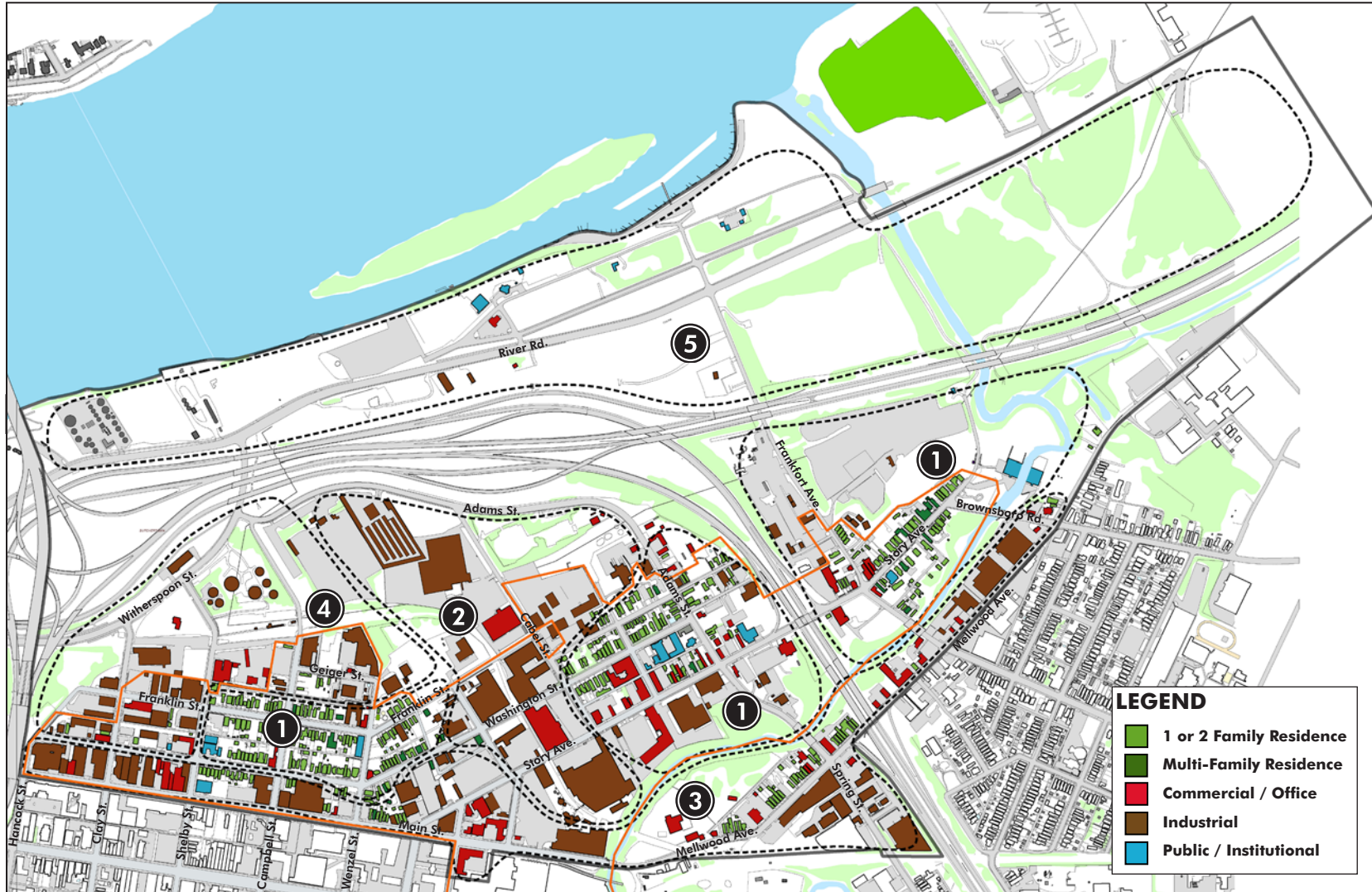
Intent

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

3 Land Use & Community Form

BUTCHERTOWN NEIGHBORHOOD PLAN

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Existing Land Uses and Character Areas

— Butchertown National Register Historic District
 - - - Neighborhood "Character Areas"

LAND USE INVENTORY AND ANALYSIS

An inventory of Butchertown's existing land uses and development patterns is a critical component of this neighborhood plan. Such an exercise establishes the groundwork for subsequent recommendations consistent with established patterns of development, reflect the vision of neighborhood residents and businesses, and conform to the goals and objectives of Louisville Metro's Cornerstone 2020 Plan. These findings are based on recent photographs of buildings and "windshield" (visual) surveys documenting existing land uses. There are five general categories delineating land uses in Butchertown including:

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

In general, the Butchertown neighborhood is comprised of five distinct areas reflecting its diversity of land uses. For the purpose of this land use inventory, these "character areas" were developed based on several factors including similar land uses, common streetscape features, or influential circulation patterns. These five "character areas", illustrated on the previous page include:

- 1) Residential Cores (3),
- 2) Main / Mellwood Commercial Corridor,
- 3) Central Industrial Area,
- 4) Western Industrial Area, and
- 5) River Road Corridor

Of these five areas, the **Residential Core** designation is subsequently divided into three sub-categories. The following information briefly describes the characteristics or issues specific to each of these areas. Listed below are descriptions of each area.

1) Residential Cores

The Butchertown neighborhood is comprised of three residential areas located at the eastern and western edges, and one centrally located in the neighborhood. Although each of these areas is primarily residential in nature, each contains unique features or elements that set it apart from the other residential areas.



The **Eastern Residential Core** extends along Story Avenue from Interstate-64 to Brownsboro Road. This area contains a diverse collection of land uses including retail and office space centered around the intersection of Frankfort and Story Avenues, as well as single- and multi-

family residences. Southeast of the Story Avenue corridor is a secondary collection of residences along Blue Horse Avenue which backs up to Beargrass Creek. This area also contains an access point to Beargrass Creek/Butchertown Greenway at the intersection of Brownsboro Road and Story Avenue.



The **Central Residential Core** is comprised of a three-block area centered along Washington and Quincy Streets. Like the other residential areas in the neighborhood, there are a variety of land uses, but Saint Joseph's Church along Washington Street is

a formidable presence in the area. The commercial corridor of Story Avenue is representative of an intact urban street comprised primarily of original buildings that provide an effective buffer from the residential area directly behind this heavily-traveled street. A majority of new (infill) business development has occurred along this section of Story. This residential core's parameters include Story Avenue to the south, Adams Street to the north(east), Interstate-64 to the east, and Cabel Street along the west.

The **Western Residential Core** includes approximately a three-block area along Washington and Geiger Streets. The boundaries

3 Land Use & Community Form

BUTCHERTOWN NEIGHBORHOOD PLAN



include Washington Street to the south, the northern edge of Geiger Street, the eastern edge comprised of Johnson Street, and Shelby Street representing the western boundary. A diverse collection of residential styles is a strong feature of this area along with a variety of land uses that make this an active part of the neighborhood. This area has also experienced new residential infill development, and the planned \$3 million redevelopment of the Wesley House into condominiums.

2) Central Industrial Area



This industrial area is centrally-located in Butchertown and extends along the railroad from Beargrass Creek to the Kennedy Interchange. The area contains a variety of active industrial uses as well as several vacant or underutilized industrial buildings. The JBS-Swift Plant is also located within this area. West of the railroad along Story Avenue, there has been a general deterioration of the compact urban form found along the rest of the corridor. Original buildings have been removed over the years and replaced with outdoor storage lots and parking lots.

3) Main/Mellwood Corridor

The Main Street and Mellwood Avenue corridor represents the southern edge of the Butchertown neighborhood and is comprised of a variety of land uses. At either end of this corridor, most of the buildings are one or two story structures containing industrial and some “heavy” retail uses.



This creates a street setting with little foot traffic, and is not conducive to pedestrian activity. Around the Spring Street intersection however, there are several historic, Shotgun-style residences lining Mellwood in addition to some smaller-scale commercial uses. Beargrass Creek runs parallel to much of Mellwood Avenue, introducing a unique natural setting into the neighborhood fabric. East of Brownsboro Road, Mellwood Avenue transitions to a two-lane, more scenic road lined with trees out to Zorn Avenue.

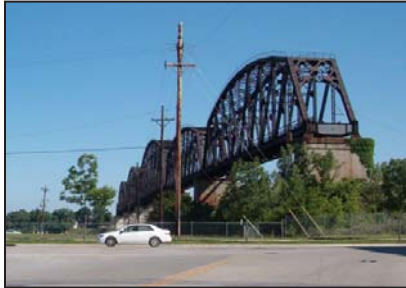
4) Western Industrial Core



This western-most portion of the neighborhood extends from Washington Street north to Witherspoon with Campbell Street serving as the eastern edge. Although predominantly industrial, there are a couple of attractions of note in this area. The Extreme Skate Park is located near Hancock and Franklin Streets, and the Edison House is located at 731 Washington Street. Thomas Edison lived in this brick, double shotgun-style residence from 1866-1868 while employed as a Western Union telegrapher. Much of this area borders the existing Kennedy Interchange, and will be directly impacted by the Kennedy Interchange reconstruction as part of the Ohio River Bridges Project.

5) River Road Corridor

This area of the Ohio River riverfront is currently undergoing a major transformation as a result of recent development - both proposed and under construction. The final expansion phase of the Waterfront Park is



currently under construction, and will link the first phase (containing the Great Lawn) with the third phase upriver. The planned restoration of the “Big Four” Bridge into a pedestrian corridor linking Louisville to Jeffersonville will be the centerpiece of this final phase of the park.

In addition to Waterfront Park, construction is currently underway for a condominium project along the riverfront called Riverpark Place. Located at the intersection of Frankfort Avenue and River Road, this thirty-acre site is being transformed into a multi-million dollar, mixed-use development overlooking the Ohio River. The realignment of the Kennedy Interchange south of its existing location, one component of the Bridges Project, will also create redevelopment opportunities between the relocated interstate system and River Road.

Another project recently announced affecting this area of Butchertown is the potential creation of a new “Champions Park” comprised of soccer and other sports fields. Louisville Metro envisions a 166-acre park complex located along the south side of River Road between Frankfort and Zorn Avenues. In addition to the new fields, plans for the park include redevelopment of the River Road Country Club, reuse of the city landfill at Frankfort Avenue, and incorporation of the existing Eva Bandman and Soccer Parks.

EXISTING ZONING OVERVIEW

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

Zoning Districts

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 are listed below.

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.

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

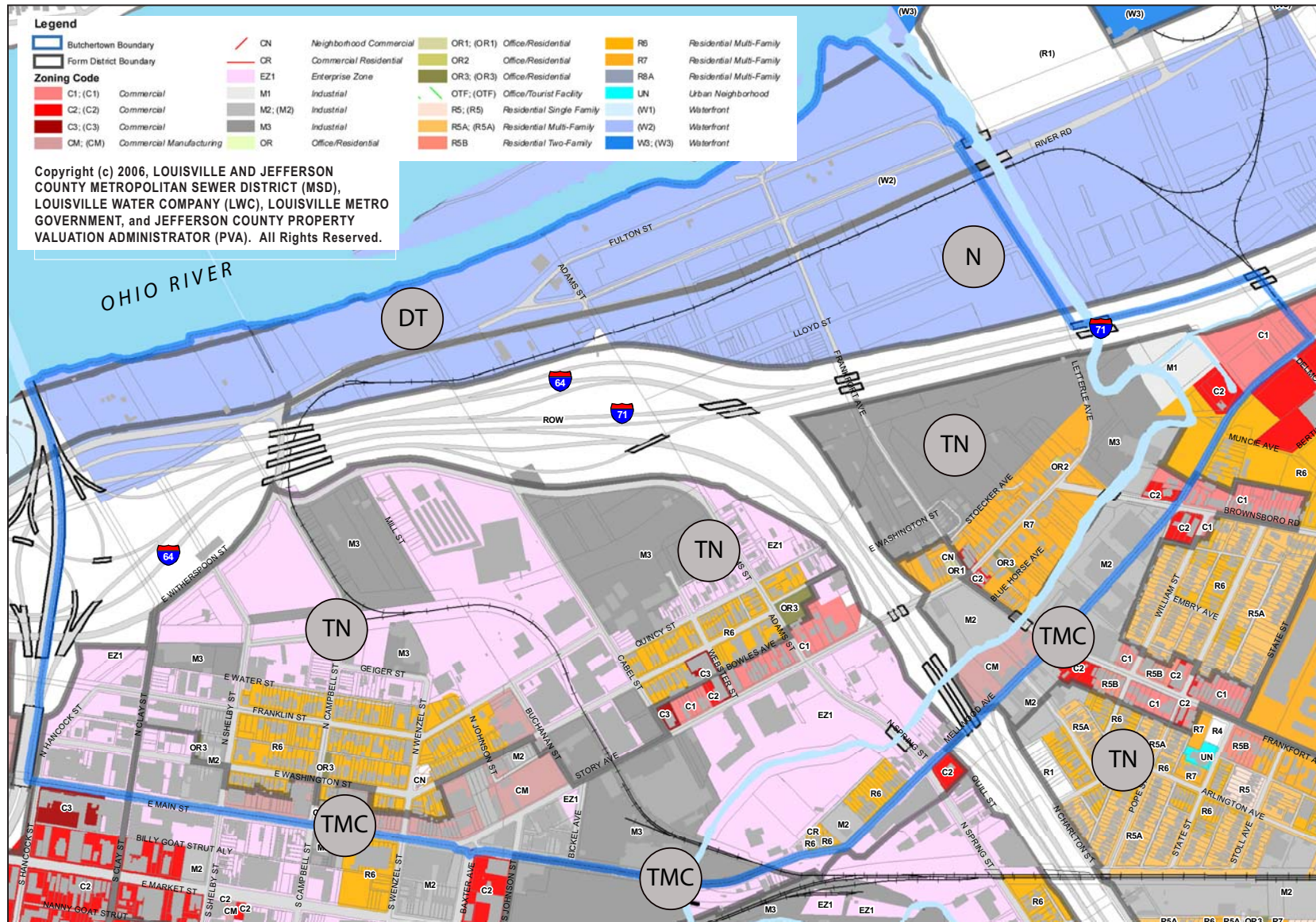
The Office Residential Districts are intended to provide a balanced mix of professional and medical offices, residential uses, and supporting business and recreational services.

Neighborhood Commercial District (C-N)

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

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

Commercial Districts include areas where various levels of retail and service businesses, supporting businesses, and limited residential uses



Existing Zoning and Form Districts

are located. The C-3 Commercial district represents a specialized area for the location of high density/intensity commercial and residential developments within the Central Business District (CBD). It recognizes the CBD as the focal point of business, commercial, and transportation activities in the Louisville metropolitan area.

Commercial Manufacturing District (CM)

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

Enterprise Zone District (EZ-1)

The 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. C-2 Commercial and M-3 Industrial uses are permitted within the zoning designation, as well as single- and multi-family dwellings under certain conditions.

Industrial Districts (M-2, M-3)

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

Form Districts

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

Downtown Form District (DT)

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

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

Traditional Marketplace Corridor Form District (TMC)

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

Traditional Neighborhood District (TN)

Traditional Neighborhood Districts support the redevelopment, enhancement, and preservation of existing neighborhoods, and provide a sense of place for residents. Diversity, and the creation of healthy, vibrant, livable places are a primary goal of these districts. Such urban settings promote a culturally and economically diverse environment that accommodate people all ages and incomes. Guidelines include the creation of a neighborhood center, recognizable edges, and transitions between adjacent districts. A variety of land uses are encouraged within the Traditional Neighborhood District that are compatible with the scale and character of existing and proposed neighborhoods. These neighborhoods should accommodate not only a variety of residential uses, but also office and neighborhood commercial uses, especially in aging neighborhoods with underutilized or vacant structures. Internal circulation patterns, streetscaping, open space, and the integration of appropriate housing units are also elements of this district.

3 Land Use and Community Form

BUTCHERTOWN NEIGHBORHOOD PLAN

SUMMARY OF EXISTING ZONING CONDITIONS

In general, there are several areas where the base zoning classification does not reflect existing land uses. For example, the higher-density "R-6" designation doesn't reflect the fact that many of the residential areas are single family units and/or duplexes. Although there are instances where larger (original) single-family homes were converted to buildings with multiple rental units, much of Butchertown's housing stock is one- and two-family units.

There are also opportunities where the existing **Form District** designation(s) could be modified to not only reflect existing conditions, but also encourage appropriate development in the neighborhood. Due to future changes along Frankfort Avenue as a result of the Bridges Project and development along the riverfront, a **Traditional Marketplace Corridor** Form District could be an appropriate alternative to the **Traditional Neighborhood** District currently designated along the corridor.

SUMMARY OF NEIGHBORHOOD CONCERNS

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



Extreme Skate Park Against Backdrop of Industry

relative to land use issues. There was a general sense that recent commercial and residential development has had positive results in the neighborhood. However, many also felt the secondary (negative) impacts of some existing, heavy industrial uses were a detriment to

the neighborhood fully realizing its potential for new residential and business development in the future.

Listed below are additional issues raised during the public participation process and are addressed in the various recommendations at the conclusion of this chapter.

- Beargrass Creek is viewed as a neglected or underutilized feature that should be developed as an asset for the neighborhood
- Nuisance issues from industrial activities (i.e. semi-truck traffic and parking, odors, noise, etc...) were raised throughout the process
- Impacts of the existing Kennedy Interchange and the potential impacts of the Bridges Project
- Revise zoning districts to more accurately reflect existing land uses and discourage multi-family conversions from single-family
- Too much (unscreened) outdoor storage detracts from pedestrian-friendly streetscapes
- Need to encourage redevelopment along the primary, commercial corridors traversing Butchertown

LAND USE RECOMMENDATIONS

Listed below are land use recommendations based on public input and discussions held between the Butchertown Task Force, Louisville Metro, and the planning consultant. There was general agreement that continued growth in Butchertown will require an ongoing, cooperative dialogue between residents, existing and new businesses, and neighborhood groups to promote development for the betterment of the entire Butchertown neighborhood. Such a perspective must be based on an understanding that Butchertown has been, and should continue to be, a neighborhood comprised of an appropriate mix of residential, commercial, and light industrial land uses. However, future development must not come at the expense of existing residents and businesses, and should have a vested interest in improving the quality of life for all of those who share in the experiences of Butchertown.

Future land uses should recognize the historic urban fabric of Butchertown, anticipate new development patterns, minimize land

use conflicts, and contribute to the mixed-use, diverse character of the neighborhood. The following opportunities vary in level of importance and should be prioritized accordingly. **Chapter 6** breaks down these recommendations based on short, mid, and long term time frames.

Cornerstone 2020 / Land Development Code:

- LU1 Evaluate and rezone neighborhood areas currently zoned **R6** to the **Urban Neighborhood (UN)** designation based on appropriate conditions.
- LU2 After final determination of Bridges Project impacts, evaluate the status of industrial-zoned properties to determine those properties suitable for **EZ-1** or other mixed use zoning. This evaluation shall include consideration of existing land use and zoning of properties. Rezone properties in accordance with recommendations of evaluation. (Existing **M-3** properties, with a use that requires a Conditional Use Permit not allowed in the proposed **EZ-1** district, should not be rezoned without agreement from property owner.)
- LU3 Consider revising the **Downtown Form District** boundary along the riverfront to guide new development of the vacated land resulting from the Kennedy Interchange shifting southward as a result of the Bridges Project.
- LU4 Consider revising the **Traditional Neighborhood (TN) Form District** boundary along Story Avenue between Cabel and Buchanon Streets to a **Traditional Marketplace Corridor (TMC) Form District** designation to encourage appropriate (re)development along this important commercial corridor.
- LU5 After final determination of Bridges Project impacts, particularly the new Frankfort Avenue interchange, evaluate the status of industrial-zoned properties and Form District designation. Consider revising those properties suitable for mixed use zoning or a **Traditional Marketplace Corridor (TMC) Form District** designation along Frankfort between Story Avenue and River Road.

- LU6 Evaluate and capitalize on the impacts of the expanded Waterfront Park, Big Four pedestrian bridge, and other redevelopment currently underway along the Ohio River.
- LU7 Evaluate redevelopment plans for the vacated land as a result of the relocated Kennedy Interchange.

Infrastructure / Capital Improvements:

- LU8 Coordinate with the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location, or type, of development within the Beargrass Creek watershed.
- LU9 Determine strategic locations along designated bike routes for incorporating small neighborhood parks.
- LU10 Identify strategic locations for trailheads along the Beargrass Creek corridor that maximize creek access and serve as amenities for existing or future development.
- LU11 Ensure stormwater **Best Management Practices** are implemented along Beargrass Creek to properly treat water runoff prior to entering the creek.
- LU12 Explore strategies to relocate and/or rebuild the flood wall.

Policy / Programmatic:

- LU13 Support efforts to relocate the JBS-Swift Plant operations, while recognizing that in the short term, the plant will continue to operate at its current location.
- LU14 Partner with Metro agencies and affected industries to reduce the secondary (nuisance) impacts of existing industrial operations on residents and retail businesses.

- LU15 Promote land use strategies for the re-use of existing buildings rather than building new structures.
- LU16 Redevelop/rehabilitate industrial buildings for office, retail, mixed-use, or multi-family residential if industrial uses are no longer viable.
- LU17 Protect existing street trees and enforce policies that preserve and incorporate mature trees as part of redevelopment efforts.
- LU18 Undertake a survey to inventory street trees within the public right-of-way. Develop a prioritization plan to replace dead or missing street trees.
- LU19 Rename existing or future parks in honor of historic or influential people who helped shaped Butchertown.
- LU20 Partner with pertinent stakeholders to implement a clean-up plan for the Beargrass Creek corridor.
- LU21 Re-evaluate land use issues and recommendations in this Neighborhood Plan based on the impacts of the Bridges Project during and after construction.
- LU22 Promote land use strategies adjacent to Lincoln Elementary School that result in a more child-friendly and safer environment.
- LU23 Provide possible incentives to locate a grocery store in the neighborhood.
- LU24 Locate/site new buildings and associated features along Beargrass Creek to promote public access to the creek.
- LU25 Implement policies to ensure future development does not

preclude, or limit, the restoration of Beargrass Creek.

- LU26 Encourage cultural amenities and activities that complement and promote existing artistic uses at the Butchertown Market.
- LU27 Promote land uses along Main Street that are mutually beneficial to Butchertown and Phoenix Hill due to its role as a shared boundary/corridor between the two neighborhoods.
- LU28 Encourage appropriate commercial development along Story and Mellwood Avenues and Main Street that strengthen Butchertown's economic base and enhance pedestrian activity.
- LU29 Initiate private neighborhood efforts to seek out and develop a series of "pocket parks" or community gardens at vacant or underutilized lots throughout Butchertown. Such efforts should not compromise intact residential areas (i.e. create "gaps" in the urban fabric)
- LU30 Evaluate land use impacts and opportunities at the future Frankfort Avenue / I-71 interchange as part of the Ohio River Bridges Project.

4

M O B I L I T Y

CHAPTER FOUR

Mobility

Intent

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

MOBILITY INVENTORY AND ANALYSIS

As noted in **Chapter 2**, the urban fabric of Butchertown has been shaped by a variety of circulation networks over the years. From the early influences of Beargrass Creek to today's interstate system, the neighborhood has witnessed both the positive and negative impacts of circulation. This chapter addresses mobility issues within and through the neighborhood including vehicular as well as pedestrian activity. How Louisville's public transportation system influences Butchertown is also addressed in the analysis and recommendations. Traffic patterns are analyzed for compatibility with available infrastructure, current and desired land use patterns, and with overall goals of maintaining the viability of adjacent land uses.

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

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

In Butchertown, Story Avenue, Main Street, Mellwood and Frankfort Avenues, and Brownsboro Road are classified as **Major Arterial** streets. Shelby and Adams Streets are listed as **Primary Collectors** in the neighborhood. The remaining network of streets are considered

Local or Neighborhood streets and, in general, link the residential areas to the high-traffic corridors.

In the future, it is important the role and function of each of the streets that comprise Butchertown's circulation network is understood from



Main Street Defined as a Major Arterial Street



Washington Street Defined as a Local Street

both a traffic (engineering) perspective as well as an aesthetic (urban design) perspective. In an urban setting such as Butchertown, the various roles the corridor plays relative to that of a public place, are just as important as the street's function to move vehicles through the neighborhood.

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

SUMMARY OF NEIGHBORHOOD CONCERNS



Typical Neighborhood Streetscape

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



Existing Mobility Conditions and Safety Issues



Safety / Infrastructure Issue

Designated Bike Routes

Existing TARC Bus Route

4 Mobility

BUTCHERTOWN NEIGHBORHOOD PLAN

patterns within and through the neighborhood were a primary concern. One-way traffic on Story and Mellwood Avenues, and Main Street raised safety concerns and limited travel options for motorists navigating Butchertown. Many felt that returning two-way traffic patterns on these, as well as other streets in the neighborhood, could alleviate many of the truck traffic issues currently affecting Butchertown. Some of the following issues are also the result of a “Walking Survey” of the neighborhood as part of the city’s initiative to create a more walkable city. Many of the items listed below have evolved into the various recommendations at the conclusion of this chapter.

- System of 1- and 2-way streets throughout the neighborhood create confusing and sometimes dangerous situations for pedestrians and motorists alike.
- Impacts of the Kennedy Interchange.
- Heavy truck traffic through residential areas creates pedestrian safety issues, noise and air pollution, and damages street trees
- Excessive traffic speed along Story Avenue creates safety concerns
- Flood wall running along Quincy Street blocks motorists’ view at Cabel and Adams Street intersections
- Configuration of sidewalks along Story and Mellwood Avenues at the I-64 interchanges result in pedestrian safety issues
- Lack of pedestrian crossings and general poor condition of sidewalks at the Story and Frankfort Avenues intersection
- Lack of pedestrian crossings and general poor condition of sidewalks at the Story Avenue and Brownsboro Road intersection
- Some brick sidewalks throughout the neighborhood are uneven or in disrepair due to age, tree roots, or other factors
- Configuration of the Story, Baxter, and Main Street intersection not conducive to the efficient flow of traffic and creates pedestrian safety issues
- Lack of pedestrian crossings and speed of traffic at the Main and Wenzel Streets intersection create safety issues for pedestrians, particularly schoolchildren

One new survey introduced to the neighborhood plan process was the use of the **Louisville Neighborhood Walking Survey**. The Butchertown



Pedestrian Safety Issues at I-64 and Story Avenue

neighborhood is one of the first neighborhoods in Louisville to use the **Louisville Neighborhood Walking Survey**, a pilot program developed by the Built Environment Committee of the Mayor’s Healthy Hometown Movement. The purpose of the survey was to analyze how “walkable”

neighborhoods are in Louisville. This tool enables the neighborhood to determine its greatest needs relating to walkability and to prioritize them in order of importance. The list of projects and priorities produced will be used by the Metro Council and Metro Public Works to determine which projects will be implemented first. Priorities identified during the Butchertown walk include:

1. Repair sidewalk along Washington Street.
2. Install sidewalks along east side of Cabel Street, north of Quincy.
3. Clean up debris along sidewalk of Adams Street.
4. Install sidewalk on western side of Adams Street, north of Quincy.
5. Improve intersection of floodwall (site lines) at both ends along Quincy Street
6. Trim trees and shrubs.
7. Clean up or screen out property on the south side of Washington between Buchanan and Johnson Street.
8. Improve sidewalk along Washington Street (southside between Wenzel and Buchanan).
9. Improve crossing signals at Main and Wenzel Streets.
10. Install sidewalk along north side of Franklin Street west of Cabel Street.
11. Improve traffic patterns at intersection of Story Avenue and I-64 exit ramp.
12. Improve pedestrian crossings at Frankfort/Story, Brownsboro/Story, and Story at greenway.

MOBILITY RECOMMENDATIONS

Many of the recommendations listed below center on improvements to the functional aspects of Butchertown's network of streets. However, these improvements take into consideration vehicular as well as pedestrian movement through the neighborhood. An "efficient" street in regards to traffic flow normally does not translate into an attractive public realm for pedestrians. The design of multi-functional corridors strengthens the historic patterns of multi-modal transportation in traditional urban areas. The recommendations detailed below attempt to balance the role streets play in Butchertown as circulation corridors as well as public places.

Cornerstone 2020 / Land Development Code:

- M1** Evaluate the effects and opportunities of any new streets that are extended through the (relocated) Kennedy Interchange and connect to River Road and/or Waterfront Park.
- M2** Evaluate the future effects and opportunities of the new Frankfort Avenue interchange at I-71 as part of the Bridges Project.

Infrastructure / Capital Improvements:

- M3** Evaluate local traffic patterns as a result of the reconstructed I-64 ramp system(s) between Mellwood and Story Avenues as part of the Bridges Project.
- M4** Develop and implement a plan to prioritize streets to bury/relocate overhead utilities to improve viewsheds, limit conflicts with street trees, and promote pedestrian safety.
- M5** Encourage business owners to landscape or screen the perimeters of parking lots and outdoor storage areas to create pedestrian friendly edges.
- M6** Intensify efforts to reduce or minimize heavy truck traffic on residential streets.

- M7** Analyze the feasibility of converting traffic along Main/Mellwood and Story Avenues from 1-way to 2-way circulation. Such improvements to these routes should reduce heavy truck traffic through the residential areas of Butchertown.
- M8** Analyze the feasibility of converting strategic streets - specifically Campbell and Wenzel Streets - from 1-way to 2-way circulation.
- M9** Develop strategies to reconfigure the Brownsboro Road/Mellwood Avenue intersection to direct/encourage traffic onto Mellwood rather than Story Avenue.
- M10** Reconfigure the Main/Story/Baxter intersection to effectively route 2-way traffic through this area.
- M11** Improve signage and streetscaping for designated bike routes along Clay, Washington, Adams, and other local streets for the safety and enjoyment of cyclists/pedestrians.
- M12** Implement streetscape and traffic-calming measures along Story and Mellwood Avenues at the I-64 interchanges that improve pedestrian safety.
- M13** Implement safety/traffic-calming measures at the designated crosswalk at Story and Cabel to improve pedestrian safety.
- M14** Implement pedestrian safety improvements at the Story and Frankfort Avenue intersection to improve pedestrian safety.
- M15** Improve pedestrian (i.e. school children) safety via traffic-calming features and light signalization for pedestrians and motorists at the Main and Wenzel Street intersection/crosswalks.
- M16** Improve informational and directional signage (i.e. bike routes, bus stops, etc...) along local streets for motorists and pedestrians throughout Butchertown.

- M17** Develop and implement an on-going maintenance plan (clean-up, plantings, pruning, etc...) for existing and future landscaping along neighborhood streets.
- M18** Improve/enhance streetscaping at the Brownsboro, Frankfort, and Spring Street bridges crossing Beargrass Creek- specifically, remove the chain link fence at Frankfort Avenue bridge.
- M19** Coordinate with the Bridges Project engineers and Phoenix Hill Neighborhood Association to implement streetscape enhancements along East Main Street as part of the Bridges Project's mitigation measures.
- M20** Develop and implement a infrastructure improvement plan that prioritizes projects for new sidewalks, sidewalk replacement, curbs, and/or ADA-compliant ramps. Coordinate this with the results of the *Walkability Survey* recently completed by Louisville Metro.
 - Repair sidewalk along south side of Washington between Buchanon and Wenzel Streets.
 - Install sidewalk along east side of Cabel north of Quincy Street.
 - Install sidewalk on western side of Adams north of Quincy Street.
 - Install sidewalk along north side of Franklin Street west of Cabel Street.
- M21** Incorporate design elements and/or interpretive signage highlighting the importance of Beargrass Creek/Butchertown Greenway to the neighborhood and its symbolic connection to the Ohio River.
- M22** Coordinate with TARC to design and build future transit structures reflecting the unique features of Butchertown and strengthen service at bus/trolley stops along designated neighborhood routes.

Policy / Programmatic:

- M23** Continue to partner with JBS-Swift Company to limit or designate certain streets as truck routes accessing the plant. Efforts should also limit off-site (overnight) parking.
- M24** Encourage innovative parking alternatives among businesses along Main Street, and Story and Mellwood Avenues to promote business development.
- M25** Develop and implement a study to improve or maximize the efficiency of on-street parking for businesses and residents throughout the neighborhood.
- M26** Initiate a study relevant to circulation strategies that improve access to and along Beargrass Creek.
- M27** Develop a public art funding program (i.e. art "set-asides") within the public realm to "tell the story" of Butchertown, and coordinate the location of artwork with the Historic Butchertown Walking Tour.
- M28** Undertake a study to determine the long-term feasibility of converting the existing railroad into a multi-use pedestrian trail.
- M29** Re-evaluate mobility issues and recommendations in this Neighborhood Plan based on the future impacts of the Bridges Project.

5

The Ohio River Bridges Project

CHAPTER FIVE

The Ohio River Bridges Project

Intent

The purpose of this chapter is to attempt to outline some of the numerous issues relative to the Ohio River Bridges Project. Included is a brief explanation of the project's components and some of the urban design opportunities that may arise from the relocation of the Kennedy Interchange.

5 The Ohio River Bridges Project

BUTCHERTOWN NEIGHBORHOOD PLAN

INTRODUCTION TO THE BRIDGES PROJECT

Throughout its history, Butchertown has been affected by natural and man-made activities that have damaged the integrity of the neighborhood fabric. The devastating 1937 flood, and subsequent construction of a flood control system in response to it, altered development in Butchertown. In the 1960s, the construction of the interstate system through Louisville had a direct and lasting impact on the neighborhood as well. Today, plans are underway to rebuild the Kennedy Interchange (“Spaghetti Junction”) as part of the Ohio River Bridges Project.

This chapter provides a brief overview of this multi-billion dollar project that is being funded by the Federal Highway Administration, Kentucky Transportation Cabinet, and the Indiana Department of Transportation. Although construction has yet to begin on the downtown section of the Project, it is critical the Butchertown neighborhood understand the magnitude of this construction project, and begin to address its long term implications (both positive and negative) on Butchertown’s urban fabric. The following information outlines the scope of the Bridges Project, its impact on Butchertown, and opportunities for the neighborhood to use this event as a catalyst to enhance Butchertown’s urban fabric

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

The Kennedy Interchange section (SDC-1), where Interstates I-64, I-65, and I-71 converge, will be completely rebuilt just south of its current



Ohio River Bridges Project Sections

location. New interchanges with I-64 will be constructed at Mellwood and Story Avenues, along with a reconstructed, partial interchange at I-71 and Frankfort Avenue. The existing ramp system at I-65 and Jefferson Street/Muhammad Ali Boulevard will also be reconstructed to improve traffic flow in that area. The other section (SDC-2) affecting downtown Louisville and Butchertown will be the new downtown bridge across the Ohio River. This will include the construction of a new six-lane bridge adjacent to the existing Kennedy Bridge to carry northbound traffic across the river on I-65. Traffic patterns on the existing Kennedy Bridge will be reconfigured to accommodate all southbound traffic on I-65.

EFFECTS ON THE BUTCHERTOWN NEIGHBORHOOD

Obviously, a project of the magnitude of the Ohio River Bridges Project has a tremendous impact not only on Butchertown, but Louisville and the bi-state region as well. As noted previously, the new, reconfigured Kennedy Interchange (SDC-1) and new downtown bridge crossing the Ohio River (SDC-2) will have significant direct and indirect impacts on Butchertown. The relocation of the Kennedy Interchange will displace several industries that currently operate in the neighborhood. However, the redesigned interstate will be constructed to allow several local streets to pass under the corridor and extend to River Road (Ohio River).

The Bridges Project will not only dramatically alter the character of the northern edge of Butchertown after its completion, but will impact the neighborhood during the construction process as well. In an effort to minimize these impacts, the Bridges Project has stipulated several measures to monitor and protect historic resources in the neighborhood. In general, the Project will be designed to minimize adverse noise effects on historic properties in accordance with state and federal regulations. Specific historic structures may also receive enhanced noise abatement treatments to mitigate interior noise levels. Project designers will

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



New Kennedy Interchange - SDC-1 of the Ohio River Bridges Project

(Source: The Ohio River Bridges Project)

5 The Ohio River Bridges Project

BUTCHERTOWN NEIGHBORHOOD PLAN

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

NEIGHBORHOOD URBAN DESIGN OPPORTUNITIES

As part of the original plans for the Kennedy Interchange's reconfiguration was the inclusion of a new interchange at Frankfort Avenue at the far eastern edge of the neighborhood. As the graphic on the previous page indicates, this interchange will serve as an access point to I-71 and provide commuters with the option of using either River Road, Story Avenue, or a new street extension connecting to the existing Witherspoon Street just west of I-65, as a means of accessing east downtown neighborhoods and downtown Louisville. As originally envisioned in the Environmental Impact Statement (EIS) phase of the Bridges Project, the role of this Witherspoon Street Extension was that of an "urban penetrator" functioning primarily as a part of the interstate system rather than part of the urban fabric.

One of the recommendations in the Project's Immediate Needs Report (INR) and Historic Preservation Plan (HPP) recommended the Witherspoon Extension be integrated into the neighborhood's network of streets. Such a shift in philosophy centers on treating the street as an integral component of the public realm of Butchertown, rather than a transportation route simply moving traffic from "point A to point B". Although such an approach would necessitate bringing the alignment through the (national) historic district, it was anticipated the benefits of doing so would far outweigh any potential negative impacts. This alignment, also referred to as the "Geiger Street Extension" in the HPP, would generate redevelopment opportunities along both sides of the

street that could be designed within the scale and character of existing buildings in Butchertown. Separating the Geiger Street Extension from the interstate corridor, with infill development on either side of the street, would also serve as an effective noise and visual buffer from the new Kennedy Interchange.

Probably one of the biggest and most challenging opportunities as a result of the new Kennedy Interchange has to do with the land that will be vacated along the existing interstate's "footprint". This land will provide redevelopment opportunities for approximately forty acres of land once the old Kennedy Interchange is removed. It is anticipated this new configuration will also allow several local streets to extend under the new Kennedy Interchange and ultimately connect to River Road. This will provide Butchertown and the rest of east downtown Louisville greater access to the Ohio River and Waterfront Park, and potentially relieve some of the traffic issues currently affecting the area.

6

IMPLEMENTATION

CHAPTER SIX

IMPLEMENTATION

Intent

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

6 Implementation

BUTCHERTOWN NEIGHBORHOOD PLAN

INTRODUCTION

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

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

- **Short-Term Opportunities** - Projects that could be undertaken in the next 1 - 3 years.
- **Mid-Term Opportunities** - Projects that could be initiated in the next 3 - 7 years.
- **Long-Term Opportunities** - Projects that could be undertaken in the next 7 - 10+ years. Some of these recommendations may go beyond the time frame of this Plan
- **Ongoing Opportunities** - Projects that may require initial studies to determine their feasibility or may depend on other work prior to implementation. Such projects may also be implemented in a series of incremental steps involving numerous agencies or departments.

Implementation Agencies:

<u>BARC</u>	-----	Butchertown Architectural Review Committee
<u>BBA</u>	-----	Butchertown Business Association
<u>BNA</u>	-----	Butchertown Neighborhood Association
<u>DDC</u>	-----	Downtown Development Corporation
<u>EDBA</u>	-----	East Downtown Business Association
<u>MSD</u>	-----	Metropolitan Sewer District
<u>PARC</u>	-----	Parking Authority of River City
<u>PDS</u>	-----	Metropolitan Planning and Design Services
<u>PW</u>	-----	Public Works
<u>TARC</u>	-----	Transit Authority of River City

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
LU1	Evaluate and rezone neighborhood areas currently zoned R6 to Urban Neighborhood (UN) designation based on appropriate conditions.	PDS	Short-term - 1-3 years
LU2	After final determination of Bridges Project impacts, evaluate the status of industrial-zoned properties to determine those properties suitable for EZ-1 or other mixed use zoning. This evaluation shall include consideration of existing land use and zoning of properties. Rezone properties in accordance with recommendations of evaluation. (Existing M-3 properties, with a use that requires a Conditional Use Permit not allowed in the proposed EZ-1 district, should not be rezoned without agreement from property owner.)	PDS	Long-term - 7-10+ years
LU3	Consider revising the Downtown Form District boundary along the riverfront to guide new development of the vacated land resulting from the Kennedy Interchange shifting southward as a result of the Bridges Project.	PDS	Long-term - 7-10+ years
LU4	Consider revising the Traditional Neighborhood (TN) Form District boundary along Story Avenue between Cabel and Buchanon Streets to a Traditional Marketplace Corridor (TMC) Form District designation to encourage appropriate (re)development along this important commercial corridor.	PDS	Short-term - 1-3 years
LU5	After final determination of Bridges Project impacts, particularly the new Frankfort Avenue interchange, evaluate the status of industrial-zoned properties and Form District designation. Consider revising those properties suitable for mixed use zoning or a Traditional Marketplace Corridor (TMC) Form District designation along Frankfort between Story Avenue and River Road.	PDS	Long-term - 7-10+ years
LU6	Evaluate and capitalize on the impacts of the expanded Waterfront Park, Big Four pedestrian bridge, and other redevelopment currently underway along the Ohio River.	PDS / DDC / BNA / Metro Parks	Mid-term - 3-7 years

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BUTCHERTOWN NEIGHBORHOOD PLAN

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LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
LU7	Evaluate redevelopment plans for the vacated land at the Kennedy Interchange as a result of the Ohio River Bridges Project.	PDS / BNA / DDC	Long-term - 7-10+ years
Infrastructure / Capital Improvements			
LU8	Coordinate with the Metropolitan Sewer District for stormwater management policies and Federal floodplain regulations to determine potential limitations to the location, or type of development within the Beargrass Creek watershed.	MSD	Short-term - 1-3 years
LU9	Determine strategic locations along designated bike routes for incorporating small neighborhood parks.	Metro Parks / BNA	Short-term - 1-3 years
LU10	Identify strategic locations for trailheads along the Beargrass Creek corridor that maximize creek access and serve as amenities for existing or future development.	BNA / MSD / PW / Metro Parks	Mid-term - 3-7 years
LU11	Ensure stormwater <i>Best Management Practices</i> are implemented along Beargrass Creek to properly treat water runoff prior to entering the creek.	MSD	Ongoing
LU12	Explore strategies to relocate and/or rebuild the flood wall.	MSD / PW / Corps of Engineers	Long-term - 7-10+ years
Policy / Programmatic			
LU13	Support efforts to relocate the JBS-Swift Plant, while recognizing that in the short term, the plant will continue to operate at its current location.	BNA	Ongoing / Long-term - 7-10+ years
LU14	Partner with Metro agencies and affected industries to reduce the secondary (nuisance) impacts of existing industrial operations on residents and retail businesses.	BNA / BBA	Ongoing
LU15	Promote land use strategies for the re-use of existing buildings rather than building new structures.	BNA / BARC	Ongoing
LU16	Redevelop/rehabilitate industrial buildings for office, retail, mixed-use, or multi-family residential if industrial uses are no longer viable.	BNA / BBA	Ongoing
LU17	Protect existing street trees and enforce policies that preserve and incorporate mature trees as part of redevelopment efforts.	PW	Ongoing

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Policy / Programmatic (cont.)			
LU18	Undertake a survey to inventory street trees within the public right-of-way. Develop a prioritization plan to replace dead or missing street trees.	PW	Short-term - 1-3 years
LU19	Rename existing or future parks in honor of historic or influential people who helped shaped Butchertown.	BNA / Metro Parks	Short-term - 1-3 years
LU20	Partner with pertinent stakeholders to create and implement a clean-up plan for the Beargrass Creek corridor.	BNA / PW	Short-term - 1-3 years
LU21	Re-evaluate land use issues and recommendations in this Neighborhood Plan based on the impacts of the Bridges Project during and after construction.	BNA	Long-term - 7-10+ years
LU22	Promote land use strategies adjacent to Lincoln Elementary School that result in a more child-friendly and safer environment.	BNA / Phoenix Hill Association	Mid-term - 3-7 years
LU23	Provide possible incentives to locate a grocery store in the neighborhood.	BNA / BBA	Short-term - 1-3 years
LU24	Locate/site new buildings and associated features along Beargrass Creek to promote public access to the creek.	BNA / MSD	Mid-term - 3-7 years
LU25	Implement policies to ensure future development does not preclude, or limit, the restoration of Beargrass Creek.	PW / BNA	Short-term - 1-3 years
LU26	Encourage cultural amenities and activities to complement or promote existing artistic uses at the Butchertown Market.	BNA / BBA	Short-term - 1-3 years
LU27	Promote land uses along Main Street that are mutually beneficial to Butchertown and Phoenix Hill due to its role as a shared boundary/corridor between the two neighborhoods.	BNA / BBA / Phoenix Hill Association	Short-term - 1-3 years
LU28	Encourage appropriate commercial development along Story and Mellwood Avenues and Main Street that strengthen Butchertown's economic base and enhance pedestrian activity.	BNA / BBA / EDPA	Mid-term - 3-7 years

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BUTCHERTOWN NEIGHBORHOOD PLAN

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Policy / Programmatic (cont.)			
LU29	Initiate private neighborhood efforts to seek out and develop a series of “pocket parks” or community gardens at vacant or underutilized lots throughout Butchertown.	BNA / PDS / Brightside	Short-term - 1-3 years
LU30	Evaluate land use impacts and opportunities at the future Frankfort Avenue interchange at I-71 as part of the Bridges Project.	BNA / PDS	Long-term - 7-10+ years

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
M1	Evaluate the effects and opportunities of any new streets that are extended through the (relocated) Kennedy Interchange and connecting to River Road and/or Waterfront Park.	PW / PDS / BNA	Long-term - 7-10+ years
M2	Evaluate the future effects and opportunities of the new Frankfort Avenue interchange at I-71 as part of the Bridges Project.	PW / PDS / BNA	Long-term - 7-10+ years
Infrastructure / Capital Improvements			
M3	Evaluate local traffic patterns of the reconstructed I-64 ramp system(s) between Mellwood and Story Avenues as a result of the Bridges Project.	PW / PDS / BNA	Long-term - 7-10+ years
M4	Develop and implement an enhancement plan to prioritize streets to bury/relocate overhead utilities to improve viewsheds, limit conflicts with street trees, and promote pedestrian safety.	BNA / PW	Short-term - 1-3 years
M5	Encourage business owners to landscape or screen the perimeters of parking lots and outdoor storage areas to create pedestrian friendly edges.	BNA / BBA	Ongoing / Short-term - 1-3 years
M6	Intensify efforts to reduce or minimize heavy truck traffic on residential streets.	PW / BNA	Ongoing / Short-term - 1-3 years
M7	Analyze the feasibility of converting traffic along Main/ Mellwood and Story Avenues from 1-way to 2-way circulation. Such improvements to these routes should reduce heavy truck traffic through the residential areas of Butchertown.	PW	Ongoing / Short-term - 1-3 years
M8	Analyze the feasibility of converting strategic streets - specifically Campbell and Wenzel Streets - from 1-way to 2-way circulation.	PW	Short-term - 1-3 years
M9	Develop strategies to reconfigure the Brownsboro Road/ Mellwood Avenue intersection to direct/encourage traffic onto Mellwood rather than Story Avenue.	PW	Short-term - 1-3 years

6 Implementation

BUTCHERTOWN NEIGHBORHOOD PLAN

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Infrastructure / Capital Improvements (cont.)			
M11	Improve signage and streetscaping for designated bike routes along Clay, Washington, Adams, and other local streets for the safety and enjoyment of cyclists/ pedestrians.	PW / Metro Parks	Short-term - 1-3 years
M12	Implement streetscape and traffic-calming measures along Story and Mellwood Avenues at the I-64 interchanges that improve pedestrian safety.	PW	Short-term - 1-3 years / Long-term - 7-10+ years (Bridges)
M13	Implement safety/traffic-calming measures at the designated crosswalk at Story and Cabel to improve pedestrian safety.	PW	Short-term - 1-3 years
M14	Implement pedestrian safety improvements at the Story and Frankfort Avenue intersection to improve pedestrian safety.	PW	Short-term - 1-3 years
M15	Improve pedestrian (i.e. school children) safety via traffic-calming features and light signalization at the Main and Wenzel Street intersection/crosswalks.	PW	Short-term - 1-3 years
M16	Improve informational and directional signage (i.e. bike routes, bus stops, etc...) along local streets for motorists and pedestrians throughout Butchertown.	BNA	Short-term - 1-3 years
M17	Develop and implement an on-going maintenance plan (clean-up, plantings, pruning, etc...) for existing and future landscaping along neighborhood streets.	BNA / PW / BBA	Short-term - 1-3 years
M18	Improve/enhance streetscaping at the Brownsboro, Frankfort, and Spring Street bridges crossing Beargrass Creek - specifically, remove the chain link fence at Frankfort Avenue bridge.	BNA / PW	Short-term - 1-3 years
M19	Coordinate with Bridges Project engineers and and Phoenix Hill Neighborhood Association to implement streetscape enhancements along East Main Street as part of the Bridges Project's mitigation measures.	PW / BNA / PHNA	Long-term - 7-10+ years

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Infrastructure / Capital Improvements (cont.)			
M20	<p>Develop and implement a infrastructure improvement plan that prioritizes projects for new sidewalks, sidewalk replacement, curbs, and/or ADA-compliant ramps. Coordinate this with the results of the <i>Walkability Survey</i> recently completed by Louisville Metro.</p> <ul style="list-style-type: none"> · Repair sidewalk along south side of Washington between Buchanon and Wenzel Streets. · Install sidewalk along east side of Cabel north of Quincy Street. · Install sidewalk on western side of Adams north of Quincy Street. · Install sidewalk along north side of Franklin Street west of Cabel Street. 	BNA / PW	Short-term - 1-3 years
M21	Incorporate design elements and/or signage highlighting the importance of Beargrass Creek/Butchertown Greenway to the neighborhood and its symbolic connection to the Ohio River.	MSD / BNA / Metro Parks	Mid-term - 3-7 years
M22	Coordinate with TARC to design and build future transit structures reflecting the unique features of Butchertown and strengthen service at bus/trolley stops along designated neighborhood routes.	TARC / PW / BNA / BADRC	Mid-term - 3-7 years

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Implementation

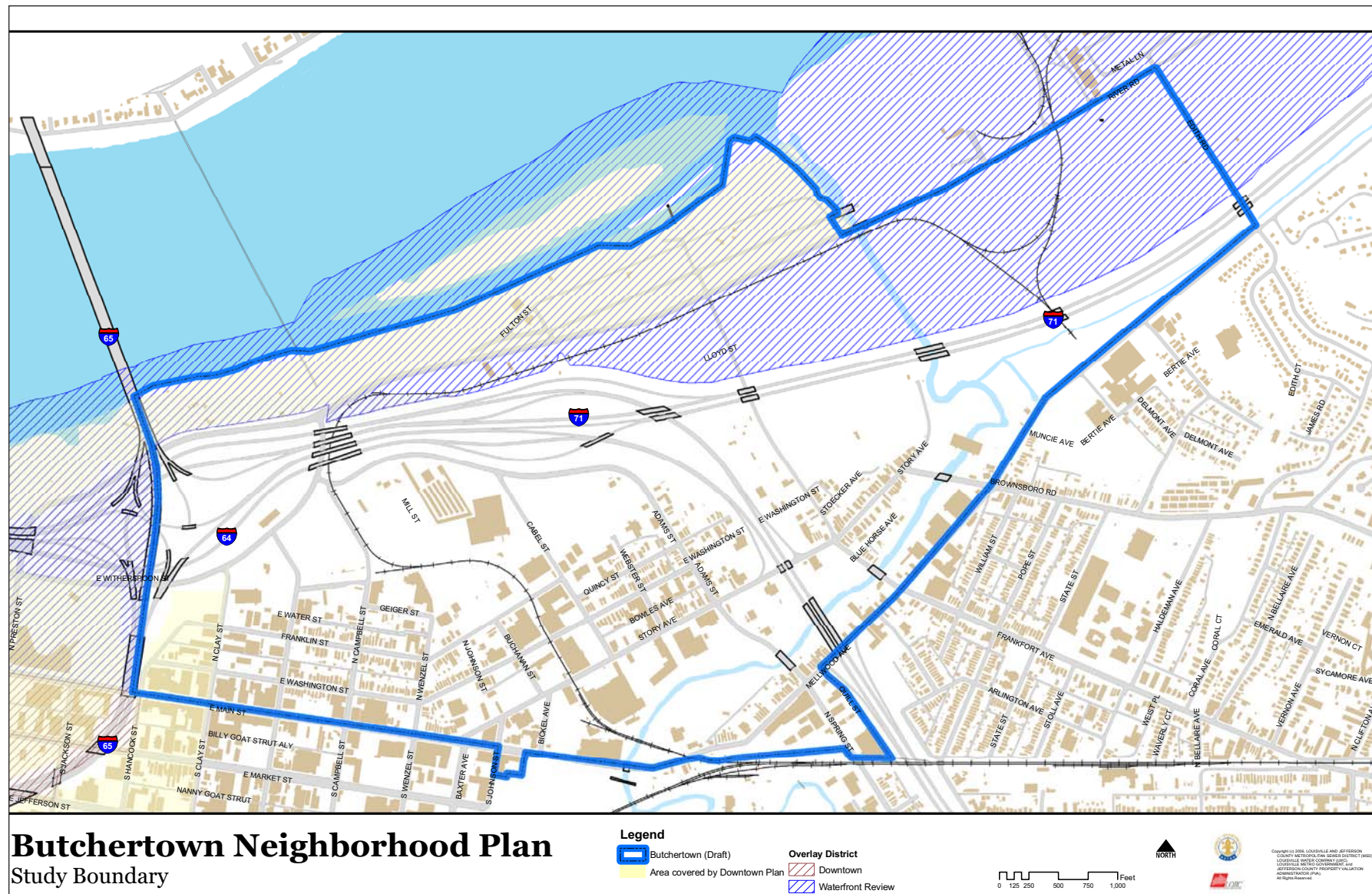
BUTCHERTOWN NEIGHBORHOOD PLAN

Policy / Programmatic			
M23	Continue to partner with JBS-Swift Company to limit or designate certain streets as truck routes accessing the plant. Efforts should also limit off-site (overnight) parking.	BNA / BBA	Short-term - 1-3 years
M24	Encourage innovative parking alternatives among businesses along Main Street, and Story and Mellwood Avenues to promote business development.	BNA / BBA / EDBA / PARC	Short-term - 1-3 years
M25	Develop and implement a study to improve or maximize the efficiency of on-street parking for businesses and residents alike.	PARC / BNA / PW	Short-term - 1-3 years
M26	Initiate a study relevant to circulation strategies that improve access to and along Beargrass Creek.	BNA	Short-term - 1-3 years
M27	Develop a public art funding program (i.e. art "set-asides") within the public realm to "tell the story" of Butchertown, and coordinate the location of artwork with the Historic Butchertown Walking Tour.	BNA / PW	Short-term - 1-3 years
M28	Undertake a study to determine the long-term feasibility of converting the existing railroad into a multi-use pedestrian trail.	BNA / Metro Parks	Short-term - 1-3 years
M29	Re-evaluate mobility issues and recommendations in this Neighborhood Plan based on the (future) impacts of the Bridges Project.	BNA / PW	Long-term - 7-10+ years



APPENDIX

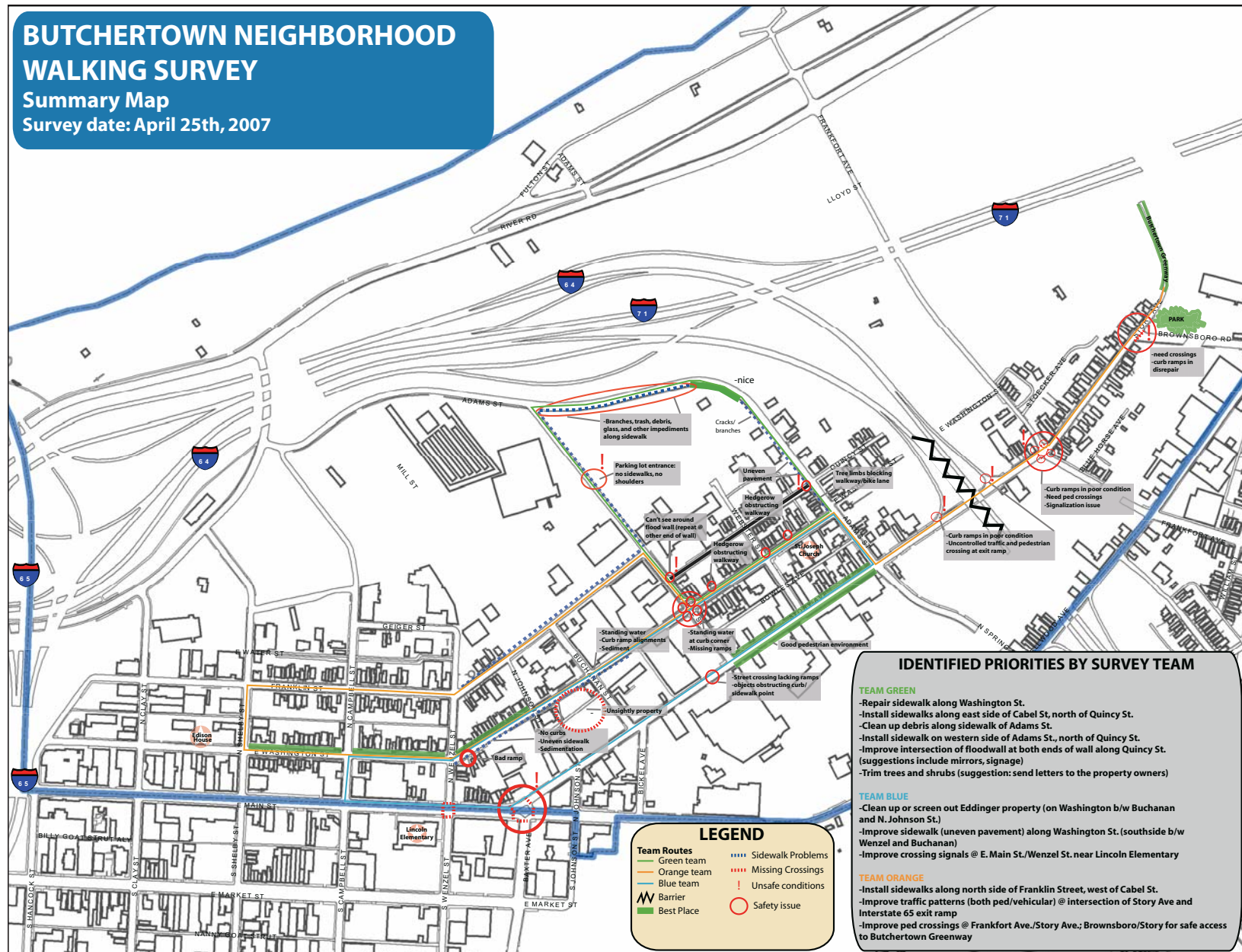
BUTCHERTOWN NEIGHBORHOOD PLAN



BUTCHERTOWN NEIGHBORHOOD WALKING SURVEY

Summary Map

Survey date: April 25th, 2007



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

Hoeh, David C., and Greenways Incorporated

Conceptual Design Plan: Butchertown Greenway,
funded by the Metropolitan Sewer District - 1996.

John Milner Associates, Inc.

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

Kleber, J.E., Editor

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

Louisville & Jefferson County Metropolitan Sewer District

State of the Streams: Beargrass Creek Watershed Report,
Beargrass Creek Watershed Council - 2005.

Louisville & Jefferson County Planning Commission

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



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Architecture

Preservation

Interior Design

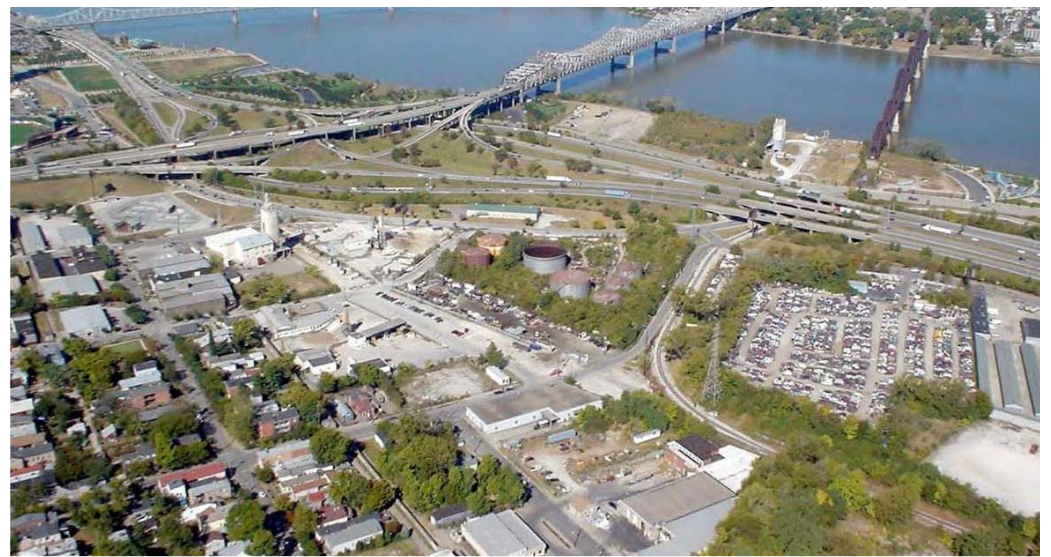
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BUTCHERTOWN

NEIGHBORHOOD PLAN
EXECUTIVE SUMMARY

Adoption Date: February 28, 2008

Acknowledgments:

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

Andy Blieden
Gayle Ciliberti
John Cliff
Clinton Deckard
Leah Dienes
Jim Goodwin
Rebecca Matheny
Kati Parrish
Debbie Rosenstein
Jim Segrest
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Louisville Metro Neighborhood Planning website:

<http://www.louisvilleky.gov/PlanningDesign/Neighborhood+Plans/>

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INTRODUCTION

The earliest settlement of Butchertown can be traced as far back as the late 1700s. Butchertown's early growth by the late-1820s, was the result of the development of a network of turnpikes that reached out to the city's agricultural hinterlands, and easy access to Beargrass Creek. The presence of these roads attracted butchers and meatpackers to the Butchertown neighborhood, where they could intercept livestock being driven to market before they reached the urban core. German immigrant built homes fronting the street with small slaughterhouses at the rear of their properties, alongside Beargrass Creek. Farmers delivered their herds to these slaughterhouses, where the animals were processed, and the waste byproduct was discarded into nearby Beargrass Creek. Processed meat was then hauled to the wharves in Louisville for shipment to market by steamboat.

The growth and success of the meatpacking industry led to the establishment of other industries in Butchertown, including tanneries, soap making, and candle making. Inns were opened to accommodate drovers, with associated pens and corrals to hold livestock. Another early influence on the neighborhood was local breweries and beer gardens like Woodland Garden. Created in the late-1820s, it was a popular social setting, and one of only two open air public gardens in Louisville during the early-nineteenth century.

Today, Butchertown remains a vibrant, intact urban neighborhood with a diversity of land uses and the close juxtaposition of residential, commercial, and industrial buildings. Within the neighborhood, residential, commercial, and industrial buildings of historic and architectural significance create a cohesive urban setting. The purpose of this planning process is to initiate a proactive approach to future development in the neighborhood that respects and reflects the cultural and historic character of Butchertown. Butchertown's **Vision Statement**, developed by the neighborhood, reflects the value placed on the community's history while also recognizing the importance of continually striving for a vibrant neighborhood in the future.

BUTCHERTOWN NEIGHBORHOOD VISION STATEMENT

The future of Butchertown will be built on its rich history as it strives to attract new residents and businesses to the neighborhood. In an effort to maintain its authenticity however, Butchertown will also retain the variety of land uses, diversity of residents, and walkable neighborhood streetscapes that have served as the foundation for the Neighborhood's vitality throughout its history.

The Butchertown Neighborhood will not only strengthen its existing, unique characteristics, but also rebuild or renew those features that have been neglected over the years. Butchertown will re-establish its physical, historical, and cultural connections to the Ohio River by making the Beargrass Creek corridor a focal point, extending strategic streets to Waterfront Park, and highlighting prominent viewsheds of the Big Four Bridge.

The Neighborhood will also partner with Louisville Metro to encourage strategies that return local streets to two-way traffic. Such an effort will not only create more pedestrian-friendly settings, but also serve as a catalyst for economic development. Story Avenue and Main Street represent the important commercial corridors linking the entire Neighborhood, and such initiatives will serve to reinforce their critical roles in the Neighborhood.

Current and future development will respond to, and respect, the cultural, architectural, and natural features that give Butchertown its identity. Furthermore, the future vision of Butchertown - one of vitality and viability - will be based on cooperative strategies that encourage current and future residents and businesses to not only co-exist, but prosper and complement one another.

SUMMARY OF NEIGHBORHOOD CONCERNS

This planning process was initiated by Louisville Metro Planning and Design Services and builds on recent historic preservation planning efforts as part of the Ohio River Bridges Project. Metro's Planning and Design Services staff, the consultant, and the Task Force met on a regular basis to discuss issues relevant to the neighborhood plan, and the future of Butchertown. This process, along with additional public workshops, gathered pertinent input and feedback from residents and business interests that revealed a number of concerns and ideas relative to land use issues.

There was a general sense that recent commercial and residential development has had positive results in the neighborhood. However, many also felt the secondary (negative) impacts of some existing, heavy industrial uses were a detriment to the neighborhood fully realizing its potential for new residential and business development in the future. The Beargrass Creek corridor was also viewed as an underutilized asset the neighborhood needs to capitalize on. The neighborhood must work with pertinent Metro agencies to provide greater access to the creek, and utilize this natural corridor as a multi-use link within Butchertown, and connect the community to the greater East Downtown area.

In addition to some existing land use conflicts, traffic patterns within and through the neighborhood were also a concern. One-way traffic on Story and Mellwood Avenues, and Main Street raised safety concerns and limited travel options for motorists navigating Butchertown. Many felt that returning two-way traffic patterns on these, as well as other streets in the neighborhood, could alleviate many of the truck traffic issues currently affecting Butchertown. However, not all of the concerns centered on vehicular mobility. There were numerous safety and aesthetic issues raised relative to the neighborhood's sidewalks and streetscaping.

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

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
LU1	Evaluate and rezone neighborhood areas currently zoned R6 to Urban Neighborhood (UN) designation based on appropriate conditions.	PDS	Short-term - 1-3 years
LU2	After final determination of Bridges Project impacts, evaluate the status of industrial-zoned properties to determine those properties suitable for EZ-1 or other mixed use zoning. This evaluation shall include consideration of existing land use and zoning of properties. Rezone properties in accordance with recommendations of evaluation. (Existing M-3 properties, with a use that requires a Conditional Use Permit not allowed in the proposed EZ-1 district, should not be rezoned without agreement from property owner.)	PDS	Long-term - 7-10+ years
LU3	Consider revising the Downtown Form District boundary along the riverfront to guide new development of the vacated land resulting from the Kennedy Interchange shifting southward as a result of the Bridges Project.	PDS	Long-term - 7-10+ years
LU4	Consider revising the Traditional Neighborhood (TN) Form District boundary along Story Avenue between Cabel and Buchanan Streets to a Traditional Marketplace Corridor (TMC) Form District designation to encourage appropriate (re)development along this important commercial corridor.	PDS	Short-term - 1-3 years
LU5	After final determination of Bridges Project impacts, particularly the new Frankfort Avenue interchange, evaluate the status of industrial-zoned properties and Form District designation. Consider revising those properties suitable for mixed use zoning or a Traditional Marketplace Corridor (TMC) Form District designation along Frankfort between Story Avenue and River Road.	PDS	Long-term - 7-10+ years

LAND USE RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
LU6	Evaluate and capitalize on the impacts of the expanded Waterfront Park, Big Four pedestrian bridge, and other redevelopment currently underway along the Ohio River.	PDS / DDC / BNA / Metro Parks	Mid-term - 3-7 years
LU7	Evaluate redevelopment plans for the vacated land at the Kennedy Interchange as a result of the Ohio River Bridges Project.	PDS / BNA / DDC	Long-term - 7-10+ years

MOBILITY RECOMMENDATIONS		IMPLEMENTATION AGENCY	TIMEFRAME
Cornerstone 2020 / Land Development Code			
M1	Evaluate the effects and opportunities of any new streets that are extended through the (relocated) Kennedy Interchange and connecting to River Road and/or Waterfront Park.	PW / PDS / BNA	Long-term - 7-10+ years
M2	Evaluate the future effects and opportunities of the new Frankfort Avenue interchange at I-71 as part of the Bridges Project.	PW / PDS / BNA	Long-term - 7-10+ years



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