

LOUISVILLE R/UDAT

REGIONAL URBAN DESIGN ASSISTANCE TEAM AMERICAN INSTITUTE OF ARCHITECTS 29 Feb. - 3 March, 1980

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INTRODUCTION

WHAT IS R/UDAT?

The AIA Urban Planning and Design Committee of the American Institute of Architects has been sending Regional/Urban Design Assistance Teams (R/UDATs) as a community service to American cities, towns and regions since 1967. The Louisville R/UDAT is the 60th such team invited to deal with specific urban and environmental issues.

R/UDAT encourages communities to take advantage of existing assets and potential opportunities while dramatizing the importance of good design. The program provides directions for solutions.

A R/UDAT undertakes a project only when invited by the local community. The members of the team receive no compensation for their services. Furthermore, they agree prior to the visit that they will not accept any commissions or consulting work which might result from this effort and their recommendations.

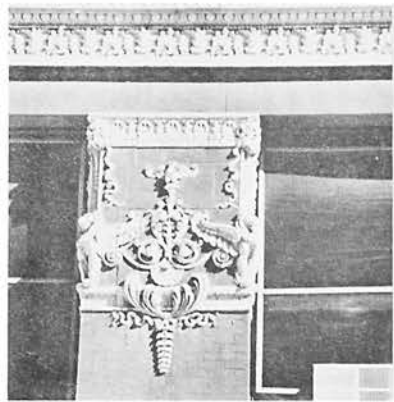
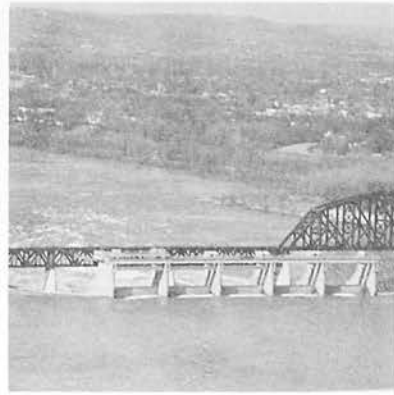
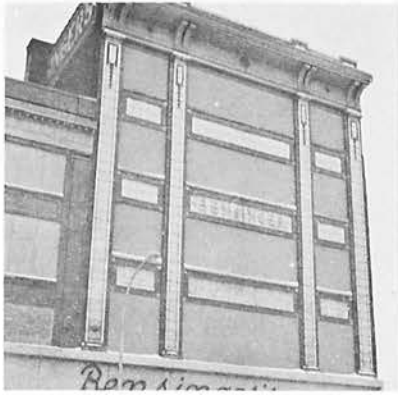
Each R/UDAT is tailored to respond to the particular needs of each community. Members are selected for their professional expertise in the disciplines deemed necessary to respond to the particular problems of the community which they visit.

The visit is a four-day, intensive process in which the team must quickly assimilate facts, evaluate the existing situation, and arrive at a direction and plan of action. The visit consists of automobile, bus and air reconnaissance

tours to determine the physical situation first-hand; community meetings and interviews to gain input; brainstorming sessions to determine a direction and develop implementable solutions; and, finally, the preparation of a written report and community presentation. R/UDAT studies characteristically produce implementable solutions and direction. This means a proposal which can be accomplished within a reasonable period of time, can be reasonably financed and executed legally, and can achieve community support.

The Central Kentucky Chapter/AIA and the Louisville R/UDAT steering committee of community representatives invited this nine-member interdisciplinary R/UDAT, assisted by architectural students from the University of Kentucky and the University of Cincinnati. The City of Louisville Board of Alderman funded the study through a Community Development Planning grant.

Prior to the Louisville R/UDAT visit, Jules Gregory FAIA, co-chairman of the National AIA R/UDAT Committee made an evaluation visit 7-8 September to review the R/UDAT application and to suggest the formation of a steering committee with city-wide representation to spear-head the effort. After formation of the steering committee formal commitment for a R/UDAT team to study Louisville was given by the NAIA R/UDAT Task Force. Ronald A. Straka, FAIA was named Louisville R/UDAT team chairman. In December he made a reconnaissance visit to assess the situation, meet with local community groups and coordinate preparations for the team visit. The remaining eight team members were selected and final plans set for the study from 29 February through 3 March.



PURPOSE

The R/UDAT came to Louisville in response to an invitation which directed 12 areas of concern to our attention. Because of a time constraint and the commonality of testimony during two days of meetings, we have focused on a limited set of issues. These concerns covered a wide range of issues. We frankly acknowledge that we have not addressed everything in our original charge.

What we have tried to do--and what we would therefore propose as an amended statement of purpose--are the following:

1. To assess, in the most general terms, the recent accomplishment and current state of development in the Central Business District of Louisville. (Throughout the report, we use "CBD" to mean the approximately one square mile, or 85 blocks, of land which Louisville Central Area, Inc., and others have been attempting to revitalize for several decades.)
2. To study and recommend solutions for problems that may be impeding, or threatening to impede, development progress in the CBD, especially including inter-group conflicts.
3. To present ideas that might help the many interested groups, i.e., neighborhoods, preservationists, business and government, to arrive at common agreement as to what should happen in downtown Louisville and the surrounding neighborhoods.
4. To present ideas that might help to assure high quality in CBD development.

PROBLEMS AND CONSTRAINTS:

A climate of distrust, with serious misunderstandings on specific issues, has developed around the subject of downtown development in Louisville.

A broad range of groups with legitimate interests in the CBD planning and development processes have come to be virtually "warring camps," if their exceptionally articulate and forceful spokespersons heard by the R/UDAT team are in any way representative. This problem threatens the very idea of a revitalized CBD and is by far the most serious brought to our attention.

There is little access to the planning process by neighborhood and preservation groups with deep concern and affection for the downtown.

Not all of the appropriate levels of government seem consistently involved in planning and development processes.

There is no real consensus or direction as to what Louisville, its various neighborhoods and its CBD are today, how they fit together, and what they ought to become.

There are conflicts in definitions of the role of the CBD in relation to the immediately surrounding neighborhoods, the city as a whole, and the region.

The potential of the CBD's riverfront location--in relation both to history and 20th century planning--has only begun to be realized.

There is no organized framework for securing a consensus on landmark-vs.-new development controversies.

"Human-scale" concerns have been violated in some completed projects, and there does not appear yet to be a means of avoiding mistakes in this regard.

Functionally, physically and psychologically the CBD is isolated from residential neighborhoods.

There are too few of the kinds of uses, of acceptable quality, that would stimulate and satisfy a demand for night-time use of the CBD.

In relation to CBD planning and development, there appear to be inadequate definitions of the roles of the various legislative and executive bodies of the city, county and state governments--accompanied too often by open hostilities among them and prompting an excess of hostility from private interests toward most or all of them.

Inter-governmental procedures here omit some of the elements that most cities think vitally important in CBD planning and development:

--A clearly stated and officially adopted CBD development plan.

--Urban design policy statements and a review procedure to measure projects against them.

--Reasonable patterns of zoning differentiation in the one square-mile CBD.

--A clear process, with citizen participation, for planning the allocation of federal grant funds.

The citizenry lacks understanding of the financial and other circumstances through which developer interest is stimulated.

Public transit provisions are not yet sufficient to provide a satisfactory alternative means of access to the CBD for most residents of the region--and there does not appear to be a proper level of concern for the implications of possible future interruptions in the availability of fuel for private cars.

ASSETS AND OPPORTUNITIES

Potentially offsetting the distrust among groups, the R/UDAT found everywhere a justly high level of pride in Louisville, a real concern for the future of the CBD and the surrounding neighborhood, and a great deal more agreement on basic goals than the disputing groups probably realize.

We sense specifically a good climate for negotiation between the two sides of the landmark-vs.-development issue and among several conflicting parties in the issue of citizen or neighborhood group participation in CBD planning.

We find a high degree of organization and cooperation with city government in certain neighborhoods.

Louisville is of "manageable" size--small enough for residents to maintain a sense of identity with it and large enough to attract outside attention and investment.

There is surely an adequate quantity of vacant or underutilized CBD land to provide for most development requirements over the next several decades.

The riverfront heritage, the "human scale" that remains in most of the CBD, the existence of a remarkable inventory of buildings of historic and architectural importance, and the growing interest of many people living in or near the CBD present great opportunities for "people-oriented" plans, projects and uses.

Although it is not yet clear how it is related to an over-all process for public/private decision-making for allocating limited fiscal resources, there is a strategy for securing federal funds to facilitate development. An important first step has been taken.

There is a reasonably good track record for project accomplishment, and several of the recent projects are more widely appreciated than local critics may believe.

There is current, compelling evidence of interest on the part of "outside" developers and investors, a circumstance many other cities desire.



KEY RECOMMENDATIONS:

The recommendations of the R/UDAT team focus on the primary need to establish an appropriate PLAN and PROCESS which can bring together the various factions in the community in a dialogue that will jointly determine the future of Louisville's CBD.

The CBD of Louisville needs to have a clearly defined, officially adopted Development Plan by which to determine the appropriateness of specific project proposals.

This CBD Development Plan should be prepared and adopted through an officially mandated public participation process that would include representatives of neighborhoods, the business community, organized preservation groups, governmental agencies, and other interest groups. This participation should begin in the earliest stages of the planning process.

The implementation of specific public and private projects should be subject to the same mechanism for public review.

Any alterations in the processes through which planning and development in the CBD are carried out should be designed with the specific goal of causing no delays or other impediments to development progress.

Urban design framework and standards for the CBD should be articulated, and a design review process, with professional participation, should be put in place with emphasis placed on the quality of design in respect to both the man-made and natural environment.

The Development Plan should be the framework from which to address the issues and key concepts of the quality and character of Louisville, the conservation of natural and man-made resources, the compatibility of new development, neighborhoods and other issues.

Downtown development interests and groups concerned with the preservation of historic and/or architectural resources in the CBD should collectively agree upon and support a single list of historic sites for local landmark designation through a specific negotiation process of no more than one year.

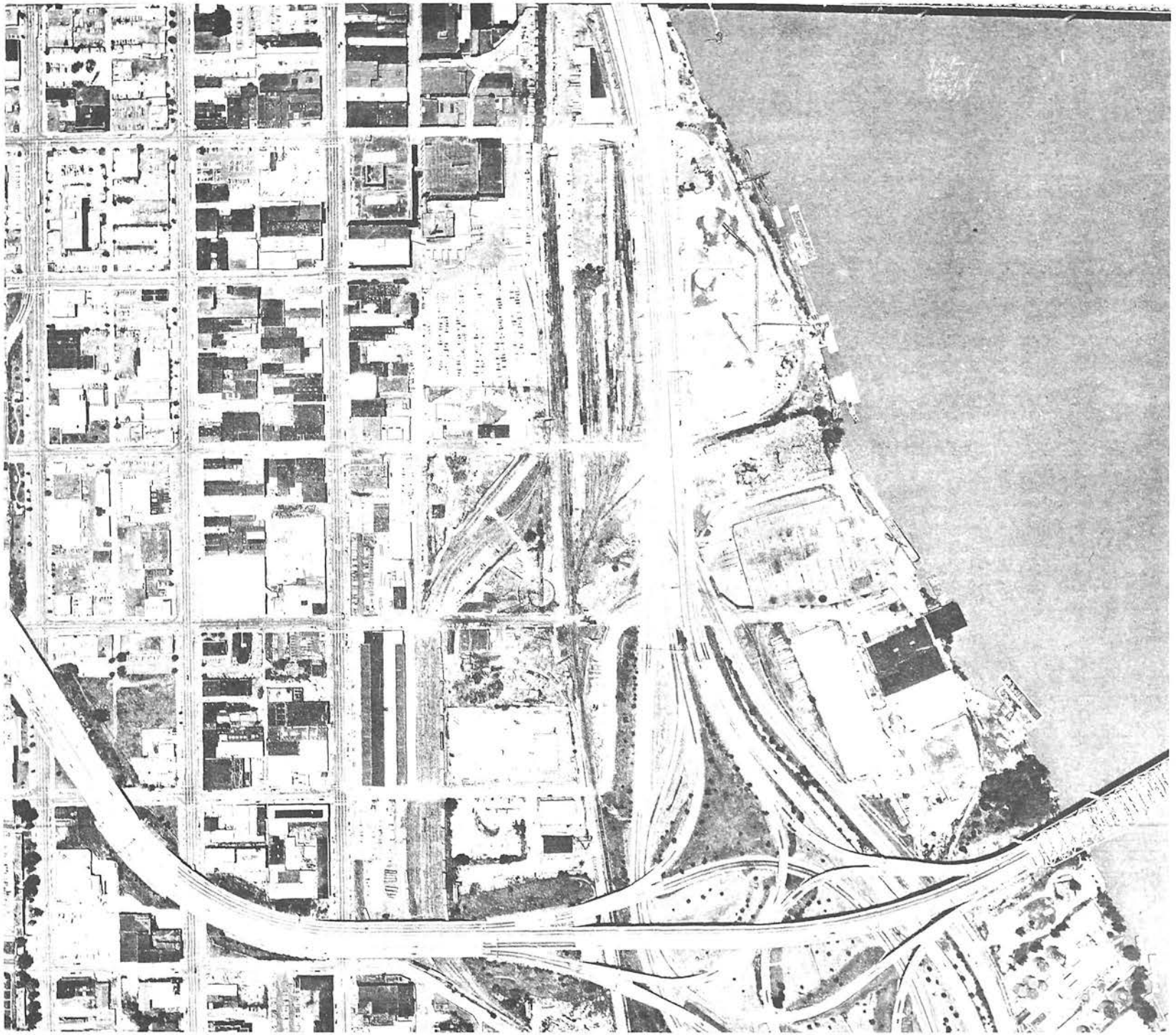
A new approach to land use and zoning controls for the CBD should be adopted which provides for more sensitive controls and standards and incentives for development.

There should be a mandatory and regular dialogue between the different interest groups of the city on the identity and future of Louisville.

The objective of development in the CBD and the surrounding neighborhoods should be to sustain the uniqueness of Louisville rather than lose its identity through highly uniform standards.

The River City Mall needs redirected attention and focus, beyond that inherent in the proposed Galleria project, from planning and urban design professionals, the affected property owners and merchants and other interests.

Other key concepts and recommendations focus on the development process and various roles within it and urban design concepts which deal with the river, main street, pedestrian activity nodes and the pedestrianization of downtown.



Plan Process

THE NEED FOR A PLAN

A CBD Development Plan is Needed

1. It would allow the best thinking to be consistently applied to the design and development of the downtown during the next few decades.

Rome was not built in a day. The most pleasant and best-functioning cities in the world have evolved over long periods of time. They had centuries to correct mistakes and refine the design of their cities.

Louisville does not have that luxury. Substantial CBD development will take place here in the next two or three decades. Louisville cannot afford to make major mistakes if it is to develop an attractive, vibrant, functional Center City Area. The absence of an officially adopted development plan invites development mistakes, just as the absence of a Constitution would invite legislative mistakes.

2. It would protect downtown development processes from undue political interference.

Without a plan, future city governments could alter the direction of development in ways that are ill-conceived and related to short-term or narrow political objectives.

Just as the Constitution protects our legal system from undue tampering, an officially adopted development plan can protect the development process from undue tampering and provide the framework for logical and creative decision-making.

3. It would eliminate a measure of uncertainty from the development process, and would therefore encourage development.

The present informal planning process is vulnerable to lawsuits and other forms of unexpected interference. These threats increasingly are creating uncertainty and risk for developers; and are, therefore, increasingly likely to discourage development.

A development plan should give direction and reduce the uncertainty and risk by making clear to developers what projects are acceptable and under what conditions.

4. It would facilitate the efficient investment of public funds in public works in the downtown.

It would be wasteful to provide maximum utility and transportation services throughout the entire Center City Area. The adoption of a plan would make it possible to size these elements appropriately for each part of the downtown, and reduce the risk that such elements may have to be rebuilt later.

It is clear to us that much planning for the CBD has gone on. Our concern is that the absence of a "urban design framework plan and a process" of full review, discussion and official approval has worked to limit the effectiveness of past efforts.

STEPS TOWARD A PLAN

There are four areas of interest in CBD development:

1. Downtown investment and merchant interest, embodied in LCA and other organizations,
2. The surrounding neighborhood interests,
3. Citywide interest exemplified in neighborhood, preservation, and other special groups.
4. Government interest--at all levels.

These interests impact on CBD development in many different ways. LCA or independent investment parties can initiate private developments under a broad zoning standard; or LCA can reach for public funding by relating directly to local, county, and state funds. These methods are depicted in an accompanying model (Figure 1).

It should also be noted that private investors, county, state and local government can take CBD initiatives without any essential relationship to LCA.

Finally, neighborhoods contiguous to the CBD or neighborhood and citizen interests throughout the city can officially intervene in CBD development through a hearing process only where local government funds are involved.

There are different reasons behind the different levels of interest in CBD development.

The private investment community views the CBD as its proper arena for investments and development. Some elements of this community think of the CBD as serving regional commercial and financial needs. Others may view the CBD as a headquarters for the

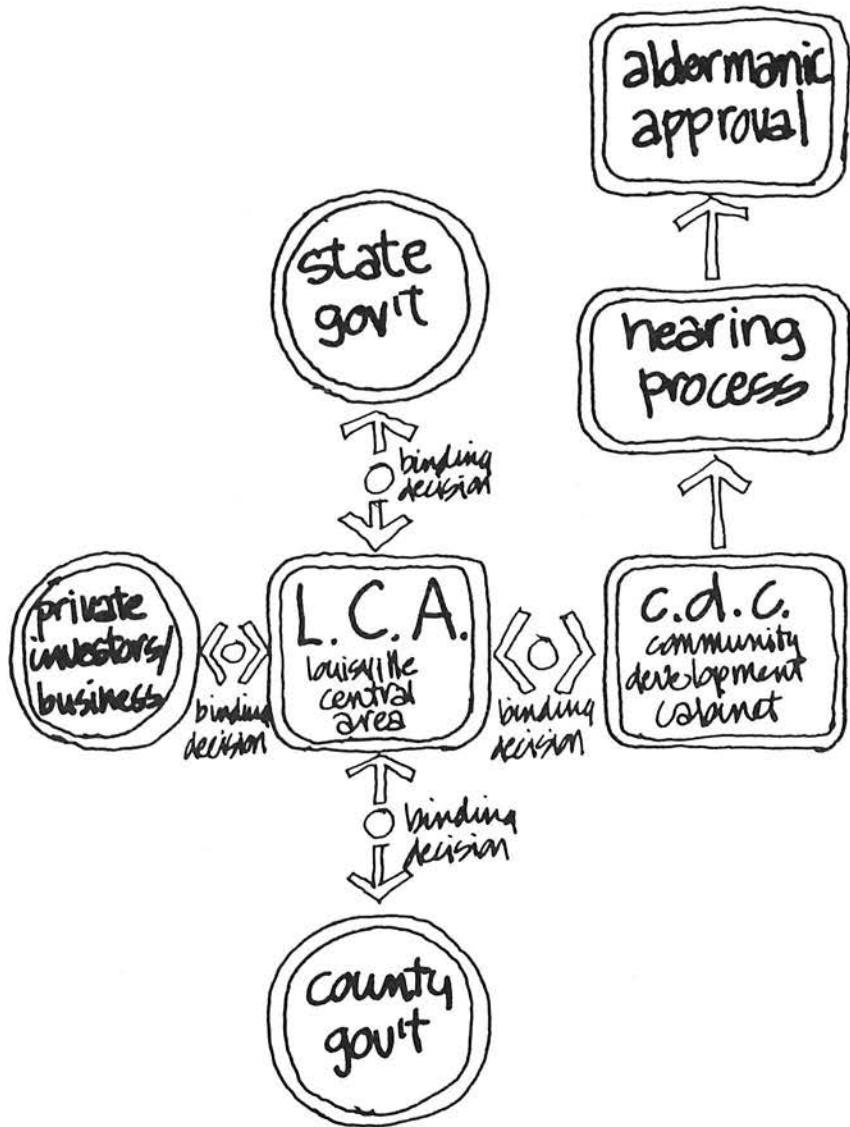
distant investments. Still others view the CBD as a commercial center for the city and metropolitan area.

On another level of enterprise, some investors favor aggressive expansion in the CBD, others moderate growth, and still others, low or no growth. Finally, there are some areas of difference between the downtown investment community and downtown merchant interests.

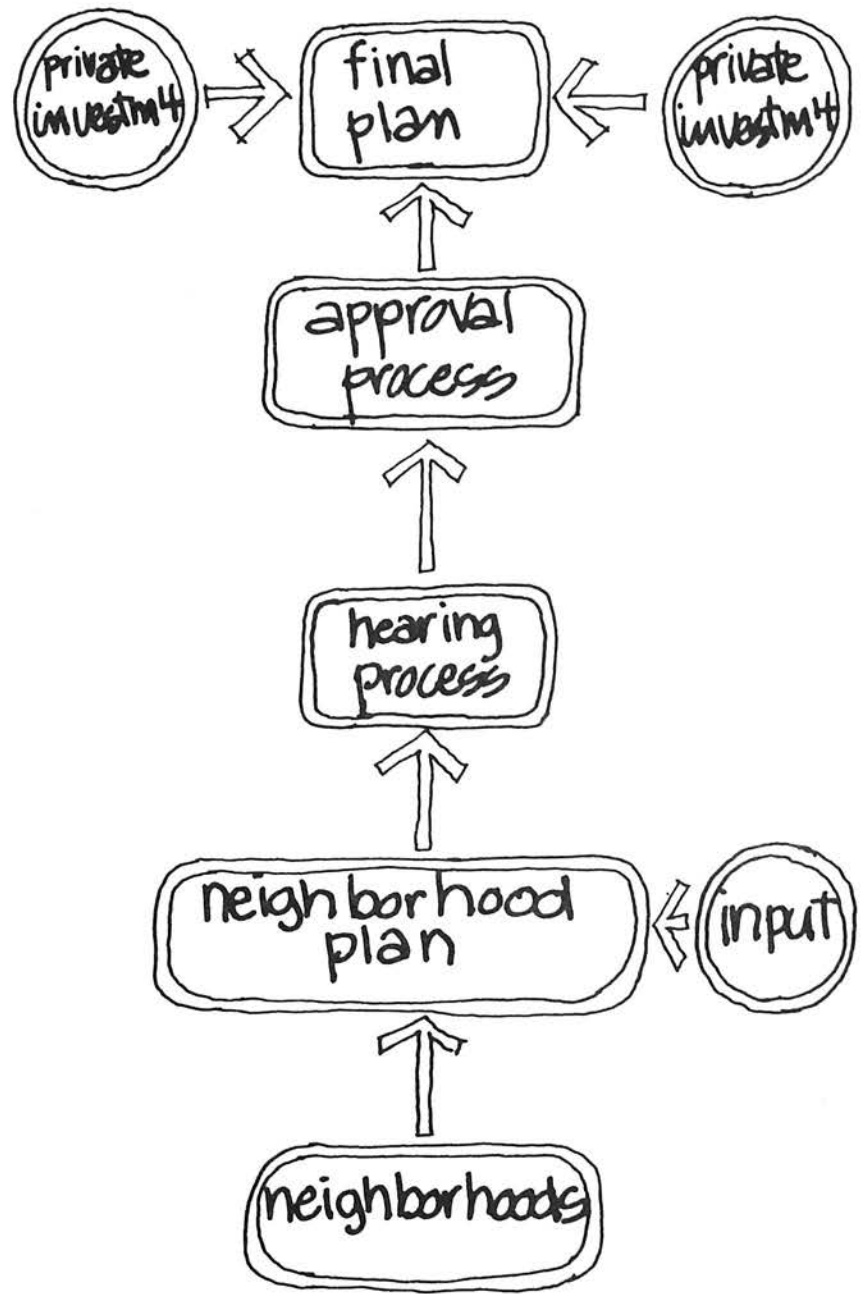
The LCA is the most organized investor and business structure in the CBD and contains within itself different investor viewpoints.

In the neighborhoods surrounding downtown, the level of organization and advocacy range from moderate to high. Each has a direct funding relationship to the city government community development block grant program.

These neighborhood organizations are in the process of developing their own neighborhood plans which they will submit for approval by the Board of Aldermen under a newly enacted Neighborhood Ordinance. Under the new ordinance, the Board of Alderman may authorize a neighborhood development corporation or neighborhood task force to develop a neighborhood plan. That plan may then be approved by the Board of Aldermen and Planning Commission, to serve as the framework for private and public development in the neighborhood (Figure 2, Neighborhood Planning Ordinance Model).



PRESENT MODEL FIG. 1



NEIGHBORHOOD ORDINANCE FIG. 2

While the residents near the CBD are primarily interested in the integrity of their own residential neighborhoods, they view the CBD also as an essential part of their neighborhoods. It is, after all, the immediate commercial, historical, cultural, and employment area for these neighborhoods.

There is a direct interest by all neighborhood, preservation and community-based groups, and the city government in CBD development. The identity of neighborhoods with downtown goes beyond those neighborhoods surrounding downtown. There is the widest concern that the CBD maintain a unique Louisville identity instead of trying to emulate other cities, or so court outside convention trade that the city would cease to serve its own community.

Louisville represents a great part of Jefferson County. Strong county government necessarily involves a large direct interest in Louisville, and the facilities relating to this interest seek presence in the central city area.

State government similarly has a strong interest in Louisville and places substantial facilities in the CBD, like the Convention Center and the proposed Performing Arts Center.

With so many actors contending for position in the CBD, this area has experienced uncoordinated development, contention and ill will.

We have two major recommendations that would further the general goal of maximum coordination of development in the CBD area and maximum federal and state funding.

- A. We recommend that the Board of Aldermen and/or the mayor convene a citywide group to start the Dialogue on the identity, role and future of "Downtown Louisville" perhaps...."A Select Committee on Goals for CBD Development".
1. The purpose of this commission would be to bring together the different groups that have a direct interest in development in the CBD.
2. Representation should be comprehensive to assure representation and dialogue of the broadest range of community interests and concerns.

The commission should represent a) LCA; b) downtown merchants, c) neighborhoods surrounding the center city, e) preservationist and community-based interests, and f) government. Representative organizations should submit lists from which appointees would be drawn.
3. The goal of this dialogue and process would be to discover a set of interests that are commonly shared by all of the different groups. These discovered common interests could bind the entire city to a common destiny, which would be a primary aim for decision making, and a basis of good will that can brace the continuous struggle between special interests.
4. The dialogue should be an annual event mandated by resolution of the Board of Aldermen. The search for a common interest and destiny of Louisville, as any city, must be continuous. Each annual dialogue is only a stage of a continuing search which can better elucidate the different group interests in the CBD and their mutual tradeoff potential.

5. The first meeting should be convened immediately, to serve as the public vehicle for detailed examination of the R/UDAT report and its recommendations.

The results would serve as the starting point for the subsequent development of a CBD Development Plan.

B. We recommend the establishment of a "CBD Board".

1. This Board would be established by the mayor, with the approval of the Board of Aldermen, as an official advisory body of the city.
2. This Board should include representatives of:
a) the investment community; b) downtown merchants; c) contiguous neighborhoods; d) community based and preservation interests; and e) government.
3. This Board should receive funding from city government for its purposes, adequate for competent and sufficient staff.
4. The members should be appointed from lists submitted by appropriate organizations representing the different interests.
5. The goals and broad-based representation of this Board should reflect Louisville's genuine compliance with the President's call for a local urban partnership mechanism representing the private sector, local, state and federal government, and the neighborhood and voluntary sector.
6. The representativeness of this commission should also evidence a genuine compliance with all major conditions and qualifications pertaining to federal funding, particularly,

citizen participation, minority employment opportunity, and low and moderate income objectives.

7. The mandate for this commission would be to develop the CBD Development Plan recommended in this report and to review and advise public agencies on the conformity of development initiatives to this plan.
8. Under the newly adopted Neighborhood Ordinance, the Board could produce a plan for official recognition by the Board of Aldermen, guided by the goals of the Select Committee on Goals for Development (Figure 3).



DESIGN REVIEW PROCESS

Our recommendation is that effective design review be instituted as a part of the process leading to the approval of any project with more specific concerns for those of a special nature.

At a minimum, this process should be structured to ensure that the specific elements of a proposed design account sufficiently for the relationship of the building to its surrounding properties, particularly where those properties are of historical significance. Where historic structures are involved, there are "tradeoff" opportunities. In return for a design sensitive to its landmark neighbors, a project may be given bonuses in terms of additional density.

There are many types of design review mechanisms, some so perfunctory that they serve only a public relations purpose. Others become so cumbersome that they offer no assurance of either a timely review or positive contributions to the design of a building. In our view, the standards for the design review should be incorporated into the designated development district concept already proposed. These standards would deal with such issues as a massing of the building in relationship to surrounding buildings, the consistency of building facades with the immediate environment, the accessibility of ground level building spaces to the public open space environment around them, the effectiveness of merging historical considerations into new design and the sensitivity to existing conditions, and historic values in the use of building materials.

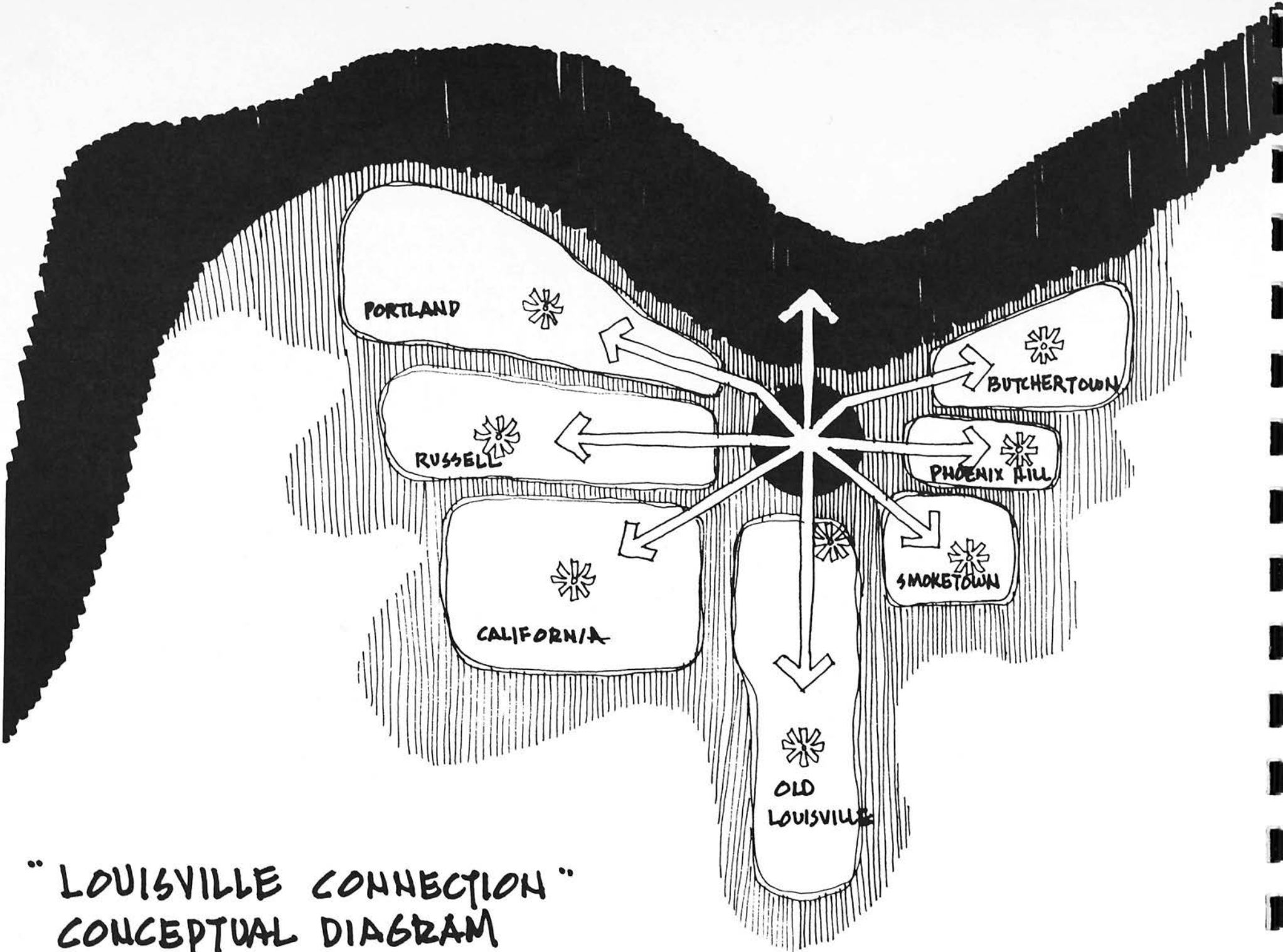
Our general sense is that the appropriate mechanism would be for the city, or for an agency designated by the city, to have a design review officer who

would have the basic responsibility for instituting and maintaining design review over all projects within the city (perhaps at least initially, his jurisdiction might be limited to areas in which there is an approved and adopted neighborhood development plan). As a specific requirement in the downtown area, because of its significance to the city as a whole, it should be stipulated that the design review officer serve with a small appointed board, whose membership should be small and whose composition should reflect expertise in the fields related to successful development. For example, the composition might include an architect, an urban designer, an expert in real estate finance and economics, a lawyer, and a business man representative of the area in which the project is being proposed. This Board could be either from outside or within the local community.

The approval of a project by this body should be one of the prerequisites to its final approval by the Board of Aldermen.

One of the specific findings should be that the project as designed is consistent with the overall design concept for the area as reflected in the district's development plan.

The process should have specific time limits on it so that a developer could be assured that, having submitted the drawings and designs as required by the process, he/she would within a specified period of time receive the comments of the design review officer and board and would have an opportunity to consider the recommendations before the official, final public hearing for the approval of the project.



"LOUISVILLE CONNECTION"
CONCEPTUAL DIAGRAM

Plan Principles

This is not the place to debate the appropriate content of a "plan", but rather its context. At one level this is defined in statutes and beyond that there exists many examples of different approaches to such a document. Our purpose here is to discuss some principles which we think, based on our brief observations in Louisville, should be reflected in the content of a development plan operating at the level of a specific neighborhood within the city.

NATURE AND PURPOSE

The nature and purpose of the Development Plan should be a definition of quality for Louisville based upon the human needs of its people. It should concern itself with the development and preservation of the physical character and order of the city and its relationship between the people and their natural and man-made environment.

The Plan should provide a framework for overall direction.

- . To which public and private efforts can be focused and directed.
- . To provide guidelines for development and preservation which describes measurable and critical design relationships.
- . To give general education and awareness which serves as a forum of communications that will enlist community agreement.
- . And that will provide a framework to address the following major issues:

A. City Pattern - Louisville has an image and character which is composed of a three dimensional visual framework consisting of the natural base upon which the city rests together with man's development upon it through time. This pattern is dependent on its riverfront/crossroads location, its street pattern, views, topography, building forms, its historical nature and the human needs and values of its people.

The pattern gives character and image to the city as a whole and its various parts. A organization and sense of purpose which emphasizes the special nature of its various districts, neighborhoods and prominent center for human activity; and a orientation for movement which provides a hierarchy and clarity of movement systems, with appropriate streetscape elements and pedestrian activities along the various networks of connections and linkages.

B. Conservation of Resources - If Louisville is to retain its charm and character, certain irreplaceable resources which provide a sense of nature and community with the past must not be lost or diminished. Natural areas such as the river must be made visually and physically accessible from various points in the CBD and neighborhoods for the enjoyment of future generations.

Past development as represented by distinctive buildings and by areas of character must be preserved. Street spaces such as Main Street and others must be retained as valuable public open space which knit the city fabric together. Concern should be given to the following items but, not be limited to:

Natural Area:

the riverfront which enhance the city river experience, its not a place for parking autos it should be a place for people.

Past Development:

Respect the character of older development in the design of new buildings, the remodeling of older buildings and unique areas and districts that contribute to the visual form and character of the city.

C. Compatibility of New Development - As downtown Louisville grows and changes, new development can and must be compatible and fit within the established city, CBD and neighborhood patterns. Harmony with existing development requires careful consideration of the character of the surroundings at each site so that the visual relationships and transitions between new and older buildings in height, bulk, color, shape and other characteristics will be made.

Special concern should be given to the development of large properties and at prominent locations to ensure that it will respect and improve the integrity and quality of open space and public areas and will reinforce the pedestrian oriented street level activities.

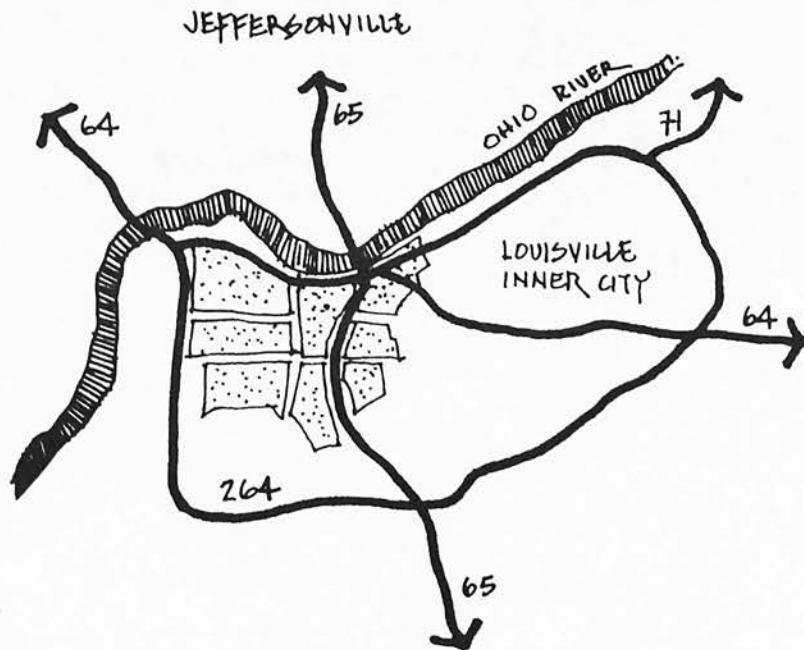
D. Neighborhood Environment - Louisville draws much of its strength and vitality from the quality of its neighborhoods. Many of which offer a pleasant environment to residents while others have experienced physical decline or have never enjoyed some of the amenities common to the city as a whole. Measures should be taken to stabilize the health and safety of these local environments, to provide the feeling and sense of neighborhood, opportunities for recreation and other activities, connections and linkages to the CBD and other neighborhoods and for the smaller scale visual qualities that make the city a comfortable and exciting place to live.

Special encouragement and incentives should be given to the development of a neighborhood within the CBD which has its own special and unique character. The opportunity exists to focus housing on the natural amenity of the river, and/or on physical resources and activities, such as the vacant warehouse and loft buildings and on the expansion of the medical center and cultural activities.

SCALE RELATIONSHIP - There appears to be three levels of scale at which development issues are current and critical to the future of Louisville. First, at the regional scale of the metro area and the relationship of the adjacent counties to Jefferson county and Jefferson county to the city.

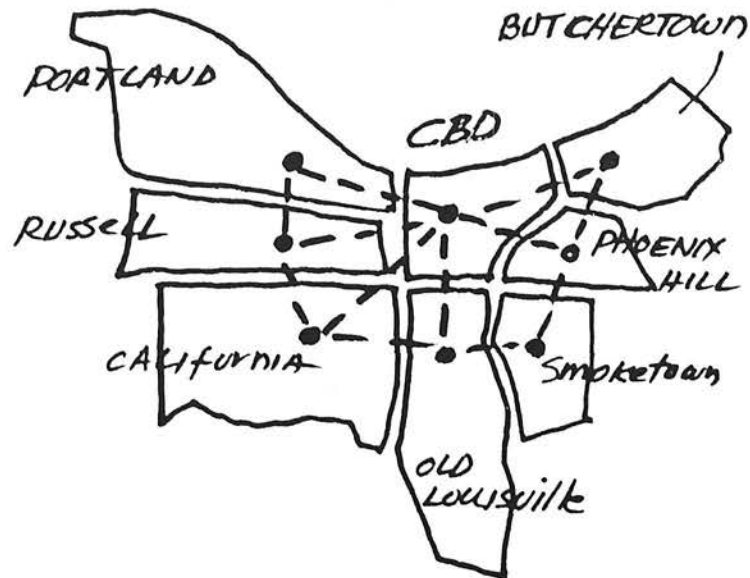
Second, at the level of relationship between the CBD and the immediately surrounding neighborhoods. Thirdly, at the CBD level concerning its overall building-to-building relationship. A common understanding of the issues at each scale is imperative in order to establish a positive approach toward the future development process in Louisville.

Regional/Metro Scale: The CBD is the heart and focus of the region for many activities, functions and transportation networks. Unfortunately all American downtown areas have suffered severely in the past 25 years because of a series of separate and collective actions, federal programs and tax policies that have encouraged suburbanization. Louisville is no exception to this syndrome. Decisions made at this regional scale have a great impact on the future role of downtown as to its growth or decay and must be made in that context.



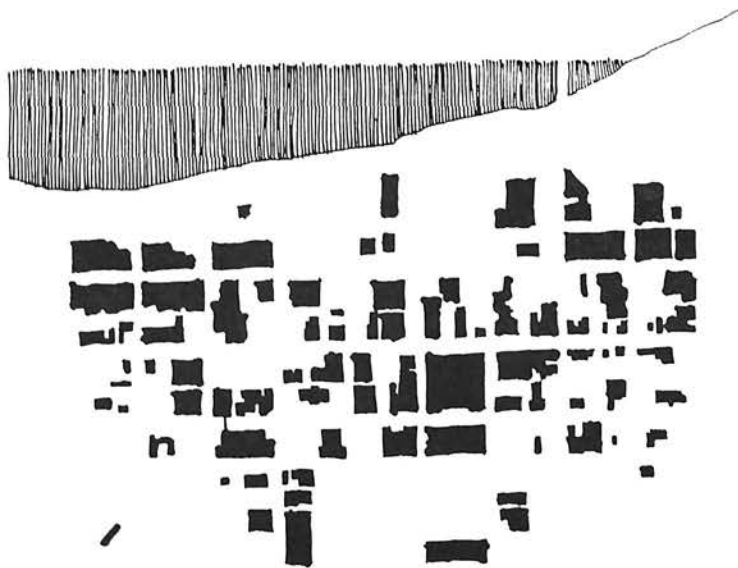
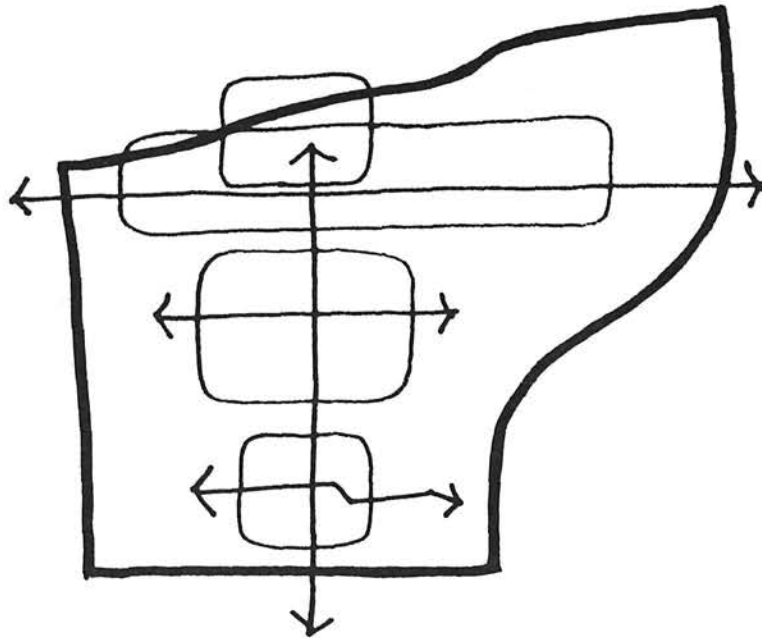
"METRO SCALE"

Innercity Scale -- Long-neglected neighborhoods immediately adjacent to the CBD in Louisville are making a strong comeback toward revitalization. At present, little if any physical relationship exists between the CBD and these neighborhoods. At the innercity scale, the improvement to the CBD and the improvements to the surrounding neighborhoods should be considered in unison. Their success as a totality should be a major goal toward which the entire community should strive. Many elements of their relationship must be seriously considered and planned for. Boundry conditions, vehicular circulation, pedestrian access as well as aspects of land use adjacencies and compatibility are among the many considerations which will be critical in the future. Programming and location criteria for public facilities should be planned for and funded in both the central city and the neighborhoods simultaneously. A full range of complementary facilities ranging from local service centers to regional attractions must be part of a total concept for innercity development.



Two categoric conceptual images seem to be prevalent regarding the purpose, use and territoriality of innercity. First, that the CBD and the neighborhoods are "one and the same" and that the CBD should principally serve those immediately surrounding neighborhoods. The second point of view maintains that the CBD is a regional resource and that the neighborhood areas are simply independent residential satellities which happen to be nearby. We believe that the combined point of view is the most viable approach to adopt in planning the direction for future improvement to the total area which ultimately will lead to a totally successful innercity area.

While the early work and development project planning appears to have focused only on the CBD, recent evidence indicates the beginning of an attitude toward a more comprehensive view of the innercity area. The Broadway Plan, for example, is in the early stages of redefinition and awareness of the adjacent land uses and area plans. The plan for Phoenix Hill is being brought into discussion with the central city area. These positive signs are encouraging, yet there is a long way to go toward achieving a comprehensive concept for all of the inner city area. We strongly recommend that this aspect and scale of concept planning as well as project planning receive the highest order of priority so as to bring the total area into the financial and implementation phase of development.



CBD Scale -- In the CBD itself, there are several important issues. The recently updated plan should be consistently developed so as to allow and provide for the future re-use of historic buildings as well as for the provision of new economic development. It should be the goal of all those concerned that the total net result achieve a sense of identity and image unique to Louisville and therefore unique in the country. This allegiance to the whole should be greater than to any of its parts. These various parts or identifiable districts and their network of pedestrian oriented connections form the urban structure and framework for the CBD. Each of these districts has its own character, focus of activity and mix of uses.

Building-to-Building Scale -- The major question at hand is whether new development of economic significance can successfully co-exist with existing buildings.

The team feels that there is no inherent reason why the type and scale of new development as projected cannot successfully work in a positive way for CBD improvement. There are a number of critical issues, however, which must be carefully dealt with, if the co-existence is to succeed.

The new projects developed to date in the most part appear to be a positive economic benefit to the central city. However many design considerations have come to light which warrant full consideration for future development.

Some of the problematic conditions should be considered for future development.

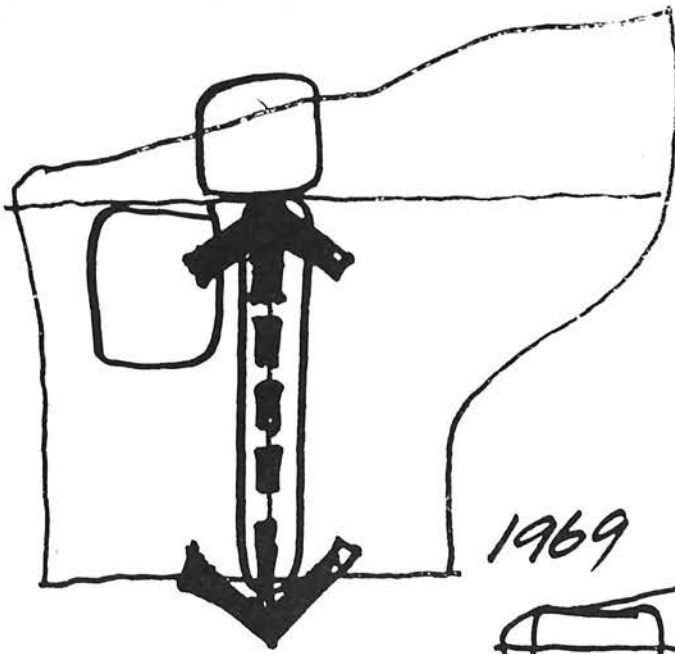
1. Plazas, set-backs and open space associated with new buildings should be developed to complement the public-sector system and the scale of publicways.
2. Street-level activity patterns must be fully considered and non-active facades should not interrupt public activity networks.
3. Bulk and height must be considered in relation to sun, wind and other natural environmental factors, and the character of existing development.
4. Harmony is visual relationships and transitions between new and older buildings.
5. Adjacencies of land uses must be complementary.
6. Compatibility of materials color and shape of adjacent buildings is essential.
7. Identity and location of building openings are critical.
8. High quality of design for buildings that are to be constructed at prominent locations.
9. Public-sector improvements in relation to private development is economically and aesthetically critical.

There are critical components of design to be dealt with over time that range from the broad issue of circulation and traffic to details of materials and streetscape. However five urban conditions stand out as key to the future success and must be dealt with. The team feels these issues are strategic in arriving at a harmonious working relationship toward resolving physical development unity:

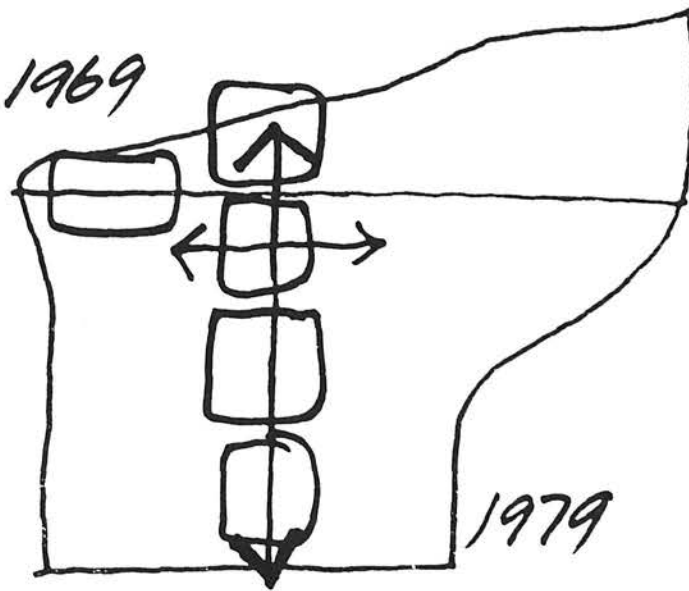
1. Vehicles versus Pedestrians
2. Human Scale versus Corporate Scale
3. Historic Architecture versus New Development
4. Uniformity versus Variety
5. Public versus Private Incentives and Development

CBD Urban Structures

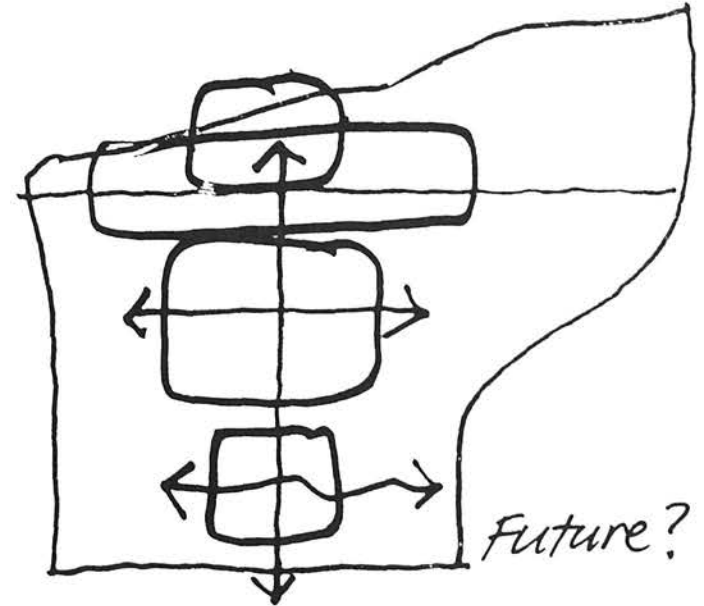
The central city urban structure must respond to the changing conditions over an extended time frame for development. Such response is taking place and will more than likely continue.



1969



1979



Future?

KEY URBAN DESIGN CONCEPTS:

The urban structure created in the 1969 Gruen Plan and updated in 1979 maintains a central spine theme connecting Broadway to the river. For the most part this concept continues to be relevant today. However, numerous factors have changed, and continue to change, which should be considered in the further revision and adjustments to the concepts.



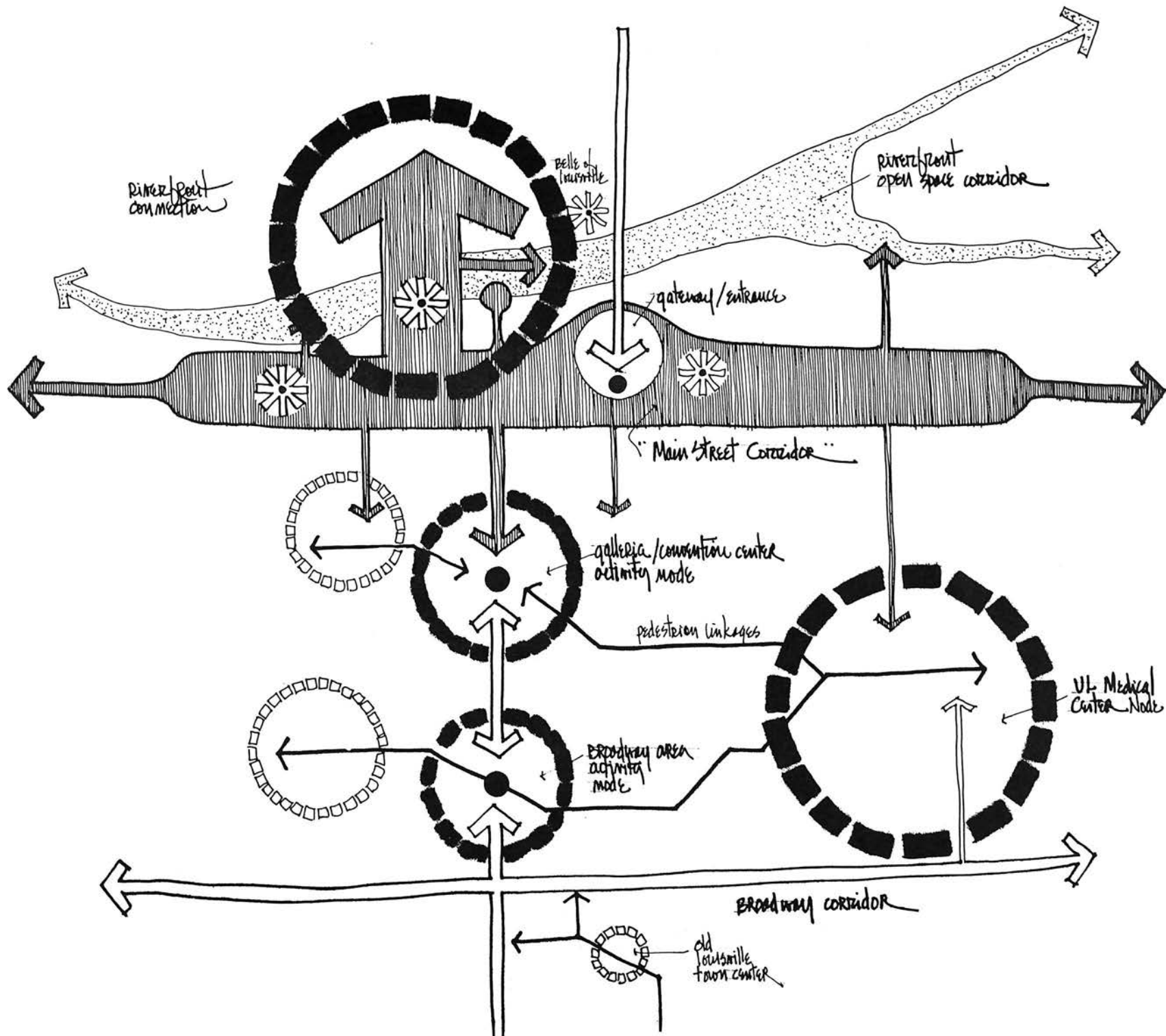
THE RIVERFRONT:

1. The riverfront may offer new exciting potential for the city over time and this potential should be capitalized on and responded to by adjustments to the plan.

Historically, across the country rivers and downtowns have been linked as the usually served as the crossroads of commerce and trade and the origin of the community. Louisville, is a rivertown, the Belle of Louisville and the riverfront are an important part of Louisville heritage as are some of its fine buildings. But through the construction of the flood wall and interstate highway it has been virtually cut off from the river except for the Belvedere and the dock for the Belle of Louisville.

The R/UDAT team recommends that Louisville should recapture its riverfront and reunite itself with the river, restoring its symbolic importance and utilizing it as a natural resource. Through a coordinated program of public and private actions and investments these efforts can begin:

- . By further developing and implementing the existing plans for a public riverfront
- . By encouraging public and private development along the riverfront to focus on river and bridge the existing barriers so as to provide visual and physical access to the riverfront from various locations in downtown
- . Priority should be given to people oriented activities and uses that are water-oriented and reinforce the riverfront as a daytime-nighttime people place for the celebration and enjoyment of the river. Parking lots and other inappropriate uses should be located away from the water's edge and sight of the riverfront.



2. MAIN STREET:

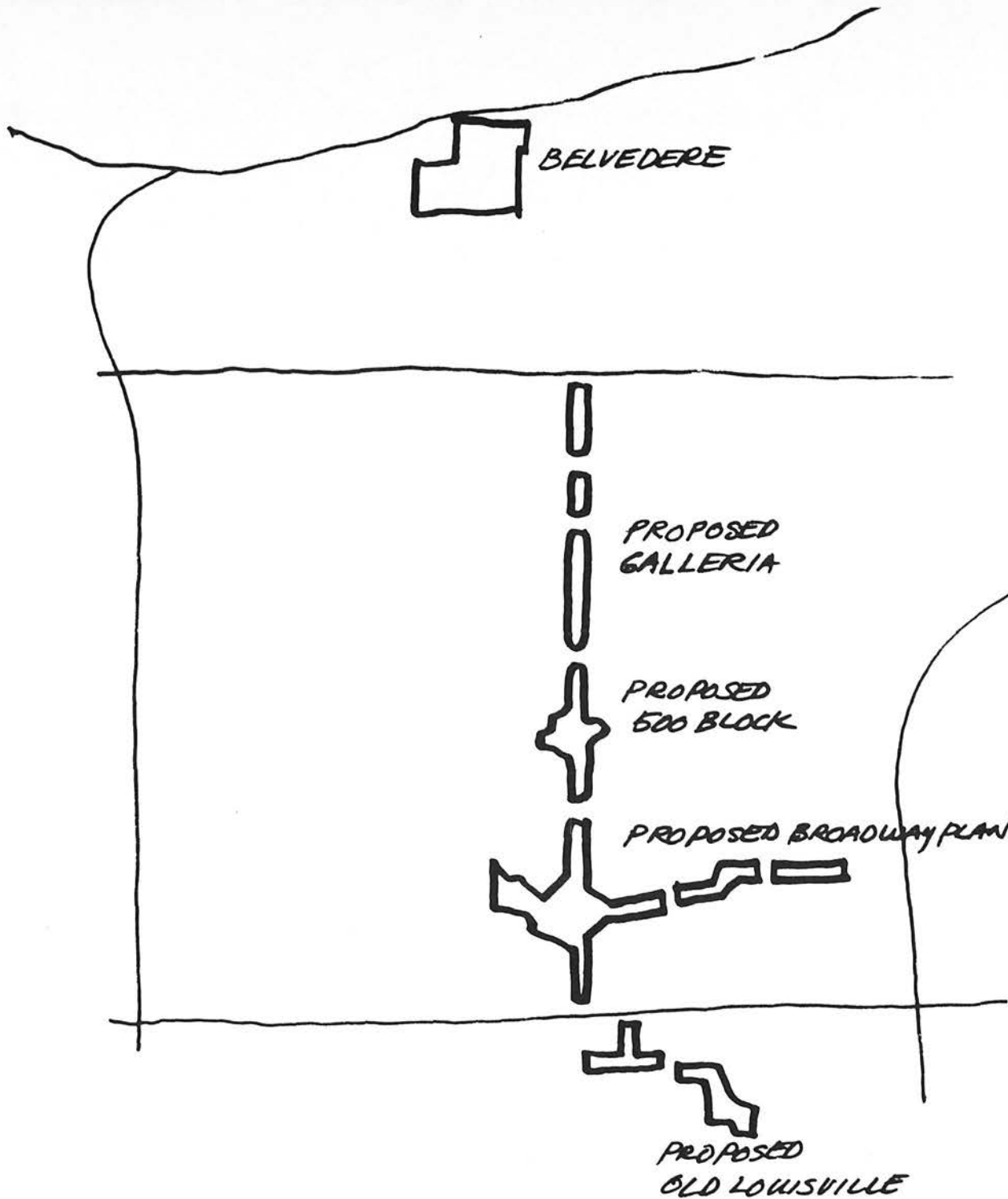
Understanding the concept of "Main Street" is vital to understanding how American cities grew. It's more than just a street, it's a time capsule of the communities past, present, old and new, its creative spirit, artistic and technological values, its character and its priorities.

Main Street in Louisville is such a street. But the current concept must be considered at a broader scale to extend east and west to connect the river and key activities. At a downtown scale serious consideration should be taken into account to extend the area east to I-65.

Major concerns regarding the revitalization of Main Street center around the infill development that will fill the existing gaps and breaks in the fabric of development along Main Street, the integrity of the street, the improvements of the public right-of-way and the connection to other parts of the community. Guidelines should be developed for this special district.

- . New infill development should be compatible with adjacent buildings and maintain the integrity of the street and its environs.
- . Reinforce the continuity of pedestrian oriented street-level activities which are mixed use in nature and add variety to the street by thoughtful location of key activity-generating facilities.
- . Recognize and reinforce the character and sense of place at key intersections and nodes along Main Street.
- . Establish a set of design standards for the street-scape elements in the public right-of-way which would serve as a major unifying element for the street.





Areas devoted to pedestrian precincts have not yet demonstrated success.

The diagram illustrates that the current proposals for pedestrian precincts are beginning to recognize the need for an expanded east/west dimension and greater linkage from the River City Mall to surrounding areas. This is a positive step in the right direction toward a more varied environment.

Pedestrian Areas

NODES OF PEDESTRIAN ACTIVITY:

Various nodes of pedestrian activity either currently exist in one form or another or are being planned in the CBD and surrounding neighborhood area. These nodes should be recognized and reinforced by encouraging a mixture of uses and activities, pedestrian amenities, appropriate infill development, that will reinforce and distinguish the particular character of the node, and with access and linkages to other nodes.

- . The central area along 4th Street between Chestnut and Liberty should take on a stronger centrality and focus to open up new dimensions east and west so as to relate to future growth. It should become a retail focal area not only a linear strip.
- . The 600 block along 4th Street should be considered a focal area at Broadway. This is in progress and the work illustrated on the Broadway plan indicates that new and potentially significant steps are being taken to add a more rich and interesting dimension to central city.
- . Other such nodes of pedestrian activity exist and should be reinforced such as:

Belvedere Riverfront Plaza, Main Street Corridor

Old Louisville-Town Center, Medical Center Node

The Broadway Corridor, Government Center and etc.

LINKAGES AND ACCESS

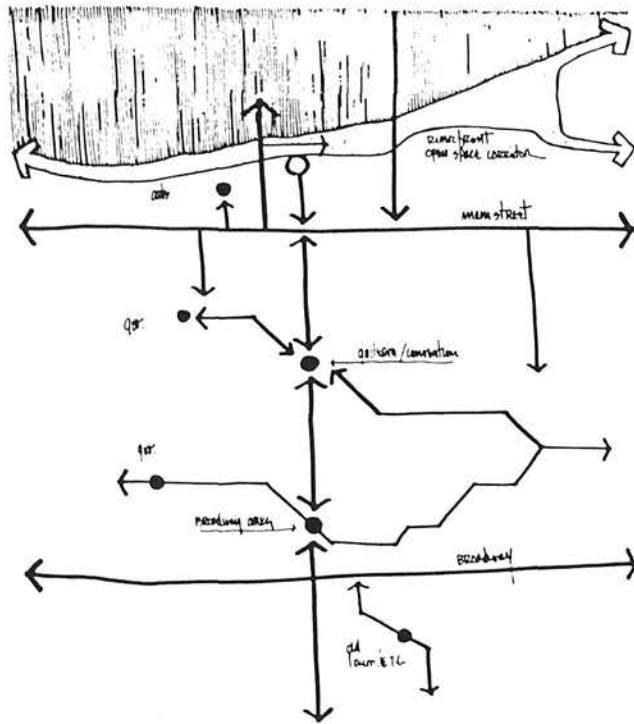
For a city with the human scale that Louisville has, it is important for there to be a sense of connection and linkage between the neighborhoods and to the CBD, as well as between nodes of pedestrian activity within the CBD and key natural landmarks and points of interest as the riverfront.

A later section of this report deals in more detail with this question as reflected in specific transportation considerations and character of the linkages. Here, as a principle in the design process, we are expressing the value to the community that comes from the easy ability to move through the city, especially in terms of a system that also provides a sense of how the various elements of the city are connected to each other.

These connections and linkages should be pedestrian in nature and should form a network which give priority to the pedestrian and connect to other external and open space systems.

All plans and projects in this community should have a primary goal of providing totally barrier-free access for those who are in any way physically disabled. Prime Movers, Inc., has told us that 80,000 persons in Jefferson County are disabled; 60 percent of these are employed in the city. The aim of meeting or exceeding governmental standards in this regard in all new construction or renovation is, therefore, one that makes economic good sense.

As for the previously built environment, we would encourage Louisville's design professionals and other groups to organize studies and planning exercises with the aim of making this city the most advanced in the nation in allowing for the full participation of the disabled in the economic, recreational, cultural and educational life of the community.



DEVELOPMENT CONTROLS

There is clearly a sense that the present zoning regulations in the downtown district do not adequately provide for sensitive development control in terms of types and patterns of use, density of development, interrelationship among contiguous sites, and so forth. Two basic options exist. One would be a restructuring of the zoning controls in the downtown area based on a thorough analysis of the pattern of development desired. Presumably this would lead to a set of controls within separate types of districts, in which there would be clearer differentiation within the presently defined downtown area with respect to use, density, and other factors. A second option which we feel deserves primary consideration would be the designation of a special development district whose adoption could be concurrent with the approval of the development plan for that area.

The first option has all of the negative features of overly precise zoning control with none of the potential benefits in terms of encouraging development in the downtown area. Our recommendation is that most or all of the area be mapped as a "designated development district." Within this district, the guiding policy document would be the adopted, "Development Plan" for the CBD with review procedures for development projects to determine their conformance with the overall development plan.

The regulations could speak to specific issues such as the availability of parking within reasonably close distance, the sensitivity of the design to surrounding buildings, particularly where they are of a historic character, sensitivity to the human scale, and other characteristics of the open space and public spaces

around the building.

The conventional zoning hearing perhaps might be replaced by the public hearing for the approval of the project. That is, instead of having a totally separate hearing on the zoning issue, the legislation might provide for it to be combined with one of the public hearings required as a part of the formal project approval process, such as an application for federal financial help. The purpose for this, obviously, is to strive for the closest thing possible to a one-stop permitting procedure.

Requirements and incentives could be broad in some areas of the CBD, such as where land now vacant is designated for residential development. They could be tight in other areas, such as blocks dominated by landmark structures, where a particular scale and character is desired for future development.

Additional Concerns and Recommendations



PRESERVATION "NEGOTIATION"

Louisville has an extensive collection of Victorian commercial and residential structures, recognized as one of the finest in the country. Significant numbers of them are in the CBD.

In the past year, bitter confrontations have occurred between Louisville preservationists and downtown business interests. In the aftermath of this conflict, we sense a feeling on both sides that it is time to resolve differences through negotiations. We believe a negotiated resolution can both allow retention of many important historic structures and provide sufficient flexibility for major new commercial developments. We also believe these parties could, through this process, develop a genuinely supportive relationship with each other.

We recommend that Louisville Central Area (LCA) and the Preservation Alliance (PA)/Landmarks Commission (LC) enter into negotiations with the goals of:

- Agreeing upon a list of downtown buildings of overriding importance to the historical and architectural character of Louisville;
- Jointly undertaking steps to ensure the preservation and rehabilitation of structures on this list.

Once the parties have agreed upon this list, the LCA and PA would jointly apply to LC and the Board of Aldermen for designation of the listed structures as protected landmarks under Louisville historic zoning legislation. In doing so, LCA and PA would issue joint public statements

explaining the importance of the structures to Louisville and would both support by all appropriate means the designations.

LCA and PA/LC would also use their best efforts to gain agreement from the Commonwealth of Kentucky that it would respect the designations.

The parties would also review structures not included on the list of "buildings of overriding importance" and agree upon which of these should be placed on a secondary list of "building of concern". The parties would undertake to use their best efforts to avoid the demolition of these structures but would not seek local designation for them by LC.

PA and LC should agree, once the primary list is agreed upon, not to initiate or support designation by LC of any other downtown buildings, at least for a few years.

PA and LC would not proceed with the multiple resource nomination to the National Register for the downtown but would be free to nominate individual structures, whether or not they are on the agreed-upon list for local designation.

If, at some time after the designation process for structures on the list is complete, LCA determines that changed economic or development factors make total or partial demolition of a listed structure imperative, LCA would notify PA/LC of this view and work jointly with them for at least six months to find an acceptable alternative to demolition or, failing that, to agree upon a substitution of one or more buildings from the list of "buildings of concern" in place of the building whose demolition is being proposed. Failing the

reaching of an agreement by the parties, LCA would not be barred by the agreement from initiating and supporting de-designation of the structure in question, and PA/LC would be free to oppose de-designation. Should LCA succeed in de-designating more than one structure, PA would be relieved from its obligation in the agreement not to seek landmark designation of other downtown structures.

A time period, perhaps nine months, should be set for completion of negotiations, and during this per LCA should not support demolition of buildings included in PA/LC's list of structures proposed for protection in the negotiations.

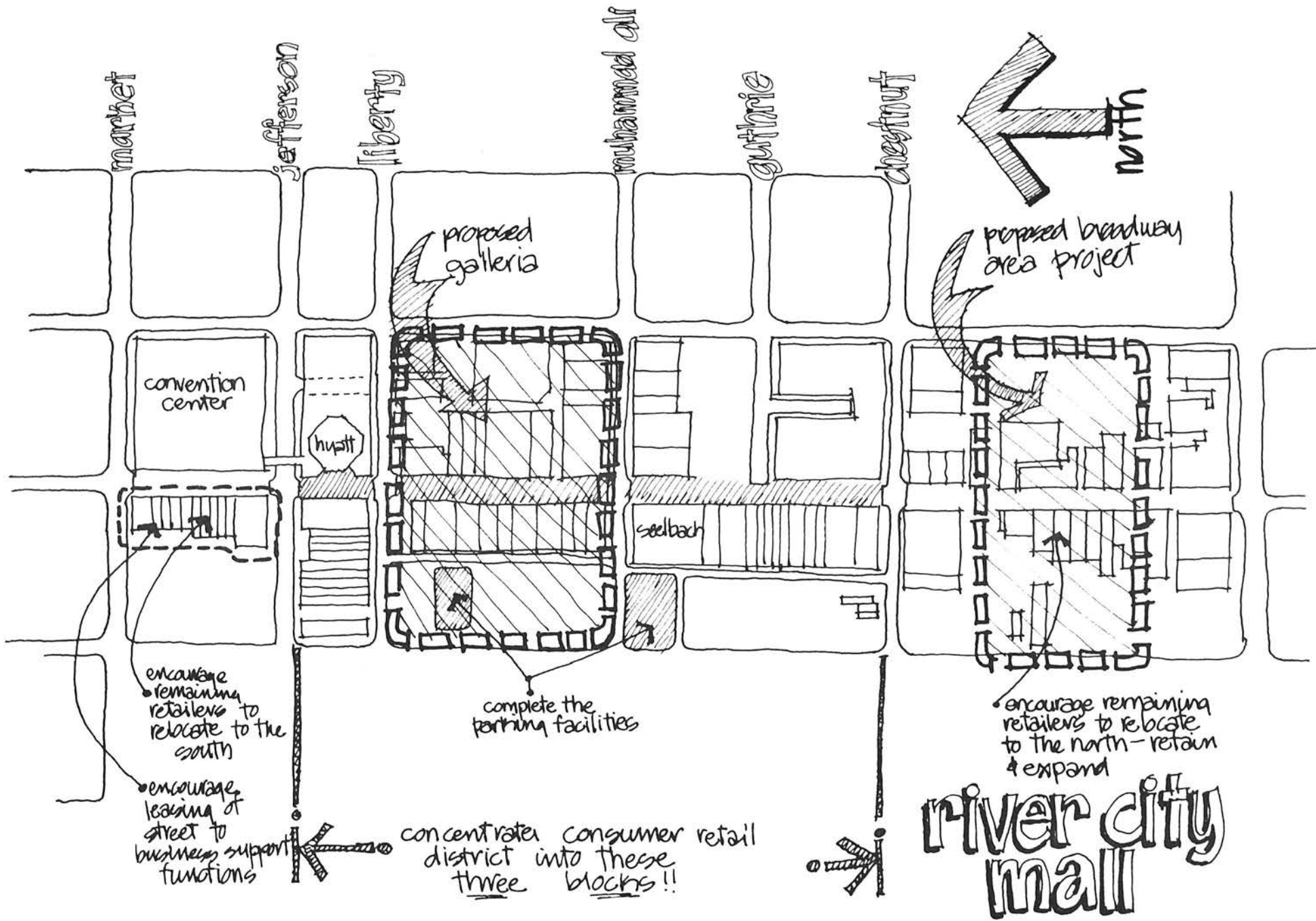
LCA and PA/LC should jointly investigate examples of rehabilitated commercial historic structures in other cities--such as the Quincy Market in Boston-- with the purpose of applying this experience in Louisville.

LCA and PA/LC should together support rehabilitation for active uses of structures on the agreed list and of others they may mutually select. This would include dissemination of information regarding tax and other incentives, and seeking appropriate investment capital and financing.

LCA and PA/LC should jointly investigate their being the catalysts for rehabilitation for active uses of key historic buildings or groups of buildings in the downtown. This might be done through a preservation revolving fund by which they purchase such buildings and re-sell them to private developers with deed restrictions and development requirements. Or it might be done by their purchasing and directly participating in the development of the property. Or, by simply

putting together a private developer with an investment opportunity in a locally designated structure. One possibility for this project is the Levy Brothers Building and buildings adjacent on the east.





NOTES ON THE RIVER CITY MALL

Pedestrian retail malls have succeeded in many downtowns similar to Louisville's. The failure of the River City Mall can be attributed, with benefit of hindsight, to the following factors:

1. The failure of the City to complement the development of the Mall with the development of plentiful, easily accessible, inexpensive parking.
2. The fact that the Mall is too long to function as a single retail district dependent on pedestrian circulation. It is also unnecessarily long for a city the size of Louisville.
3. The failure of the creators of the Mall to achieve a simultaneous upgrading of the building facades along the Mall. This failure resulted in a mediocre aesthetic quality despite the generally attractive design of the Mall itself.
4. Perhaps, although we can no longer see the evidence, a failure to properly promote the Mall and properly secure it.

To correct these problems, we recommend the following strategy:

1. Complete the parking facilities between Third, Fifth, Liberty and Chestnut Streets.

2. Shorten the Mall by eliminating consumer retail uses north of Jefferson Street, opposite the Convention Center. Encourage the leasing of stores in that block to business service operations serving the business district. Encourage the relocation of consumer retail operations from that block to the blocks south of Jefferson Street.
3. Attempt to further concentrate entertainment activities at the south end of the Mall, near Broadway; move the general retail tenants in that area further to the North.
4. The Galleria, upon completion, should revitalize the Liberty-Muhammad Ali block. To accelerate the revitalization of the block between Jefferson and Liberty, and the blocks south of Muhammad Ali, undertake commercial demonstration projects. (We have recommended elsewhere that such projects be undertaken by a new affiliate of the LCA.)
5. As new development commences, enforce a building signage ordinance. Provide attractive graphics in the Mall sufficient to provide immediate orientation to newcomers.
6. Provide an evening security patrol for the Mall and frequent entertainment events on the street. When and as the other measures are taken, mount a sustained advertising to refamiliarize the public with the Mall.
7. Support efforts to bring housing to the vicinity of the Mall, through both recycling of older buildings and new construction.

PEDESTRIANIZATION OF THE CBD:

Although the basic conceptual framework for a pedestrian oriented environment exists in downtown Louisville it lacks a comprehensive approach and understanding of the components of street vitality, pedestrian linkages and amenities that are necessary for a pleasant and enjoyable downtown.

From the beginning of man's history, people have used the public space in streets, not only as a way to get from here to there, but also as a place to be. It is viewed and used by people more than any forms of public space and is most dependent upon the bureaucratic process. It can either detract from or reinforce the quality and character of the community and streetscape. The following suggestions could serve as the initial guidelines for pedestrianization of the CBD and a co-ordinated approach.

- . Key Activities and Facilities: Mixed activities and uses should be located near the pedestrian routes and should generate evening and weekend activities to the space and the street.
- . Continuity of Street Level Activities: Should provide continuity of the pedestrian experience at street level and make the necessary transition to upper or lower levels. Building facades should be designed to provide variety and diversity yet maintaining a continuity of street and open space character.
- . Public Open Space; This open space system should consist of public open space at major nodes of pedestrian activity. Smaller nodes for gathering and the links between. This public and semi-public open space system should be interconnected and be considered with various environmental and climatic factors that effect it.
- . Entrances and Gateways: Special treatment should be given of the major vehicular and pedestrian entrance-

ways to the CBD and its various districts.

- . Hierarchy of Streets and Paths: To improve guidance and orientation, streets and paths of different uses and character should be visually expressed with distinct planting, lighting and signage.
- . District Identification: Special geographical areas of homogeneous character should be specially treated and signed.

- . Landmarks: As a source of civic pride and as points of orientation in both day and night, relevant public landmarks should be preserved, specially treated and lighted.
- . Signage: Develop a signage system which has a signage hierarchy and a consistency of sign display for public and private signs which helps to simplify and clarify the amount and type of information for the downtown area. A public information system should be considered to orient the downtown shopper and visitor.
- . Lighting: A system should be developed to give clear direction to the motorist as well as the pedestrian with a limited number of fixtures and hardware. Special lighting/techniques should be utilized in special areas. Landscaping, sculpture, bridges and etc. with the quality of light foremost in mind.
- . Landscaping: Native landscaping materials should be used to articulate the use and character of spaces, corridors, separate uses, screen out unpleasant views and to provide a soft and natural character to the downtown area.
- . Street Furniture: Can increase the attractiveness of an area and by providing important pedestrian conveniences and amenities. To simplify the visual field and to reflect the different needs of users, a physically related vocabulary of street furnishings and hardware should be utilized. Public and private actions should be co-ordinated.
- . Pavement Surfaces: The use of special paving materials and patterns can help differentiate spaces, corridor, intersections and pedestrian areas. A limited range of paving materials should be used for maintenance and replacement requirements.
- . Seasonal Direction and Celebrations: Festivals and public events of all types should be encouraged to be held in downtown in order to promote the spirit of area as everybody's downtown or turf and a special reason for people to come downtown. Bi-weekly/monthly summertime activities or noontime/early evening events or parties should be planned for the various public spaces in the CBD (i.e. Columbus, Ohio "Rally in the Alley"). A program to maximize public impact through seasonal decorations should be encouraged.
- . Public Art and Sculpture: The visual environment of the downtown, its entrances, public spaces and semi-public spaces should be enhanced by public art and sculpture. Key locations should be identified and incentives developed for public and private participation.

TRANSPORTATION CONSIDERATIONS

Transportation plays an important role in developing a successful Louisville CBD. In this respect significant transportation services now provided or envisioned are substantial. The purpose of the following analysis is to identify issues and suggest improvements for accessibility and operating efficiency of the system serving the CBD:

General

Provide increased bus or other alternative transportation to and from the CBD in order to reduce dependence on automobiles in light of uncertain energy supplies and significant levels of air pollution in Louisville.

Freeways

Consider additional access points on I-65 to serve north end of CBD.

Use signing on freeways to minimize unnecessary travel on arterials within CBD.

Arterials

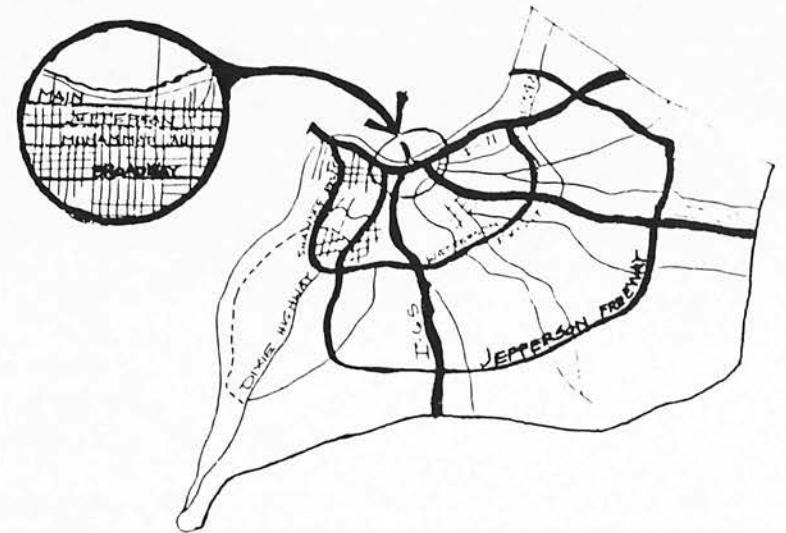
- Increase roadway capacity wherever possible outside of CBD to reduce unnecessary through traffic within CBD.
- Utilize arterials, rather than freeways, to link CBD and close-in neighborhoods.
- Eliminate on-street parking where it restricts capacity of major access streets.
- Accommodate peak period traffic with synchronized signal timing.

- Recognize capacity limitations of specific arterials and re-direct traffic with signing and published "traffic tips."
- Consider returning certain streets to two-way operation.

Transit

Publicize transit schedules and promote use of peripheral garages.

Investigate free transit system in CBD to decrease use of automobiles.



Parking

Utilize peripheral garages for long-term parking and close-in facilities for short-term usage with particular attention to retail business parking needs.

Relate location and driveway access of parking facilities to street system so as to minimize driving around CBD.

Provide adequate space within parking facilities for waiting to eliminate disruption of street circulation.

Minimize land requirements through construction of parking garages.

Set prices of close-in parking near retail shops as low as possible to encourage CBD shopping.

Eliminate on-street parking wherever possible by replacement with off-street facilities.

Consider public financing and private operation of major facilities to promote private enterprise while solving funding problems.

Establish means for coordination of parking facilities of city, county and state agencies.

Parking structures should be integrated into the surrounding areas with pedestrian activities, shops and etc. encouraged at grade level to give vitality to the street. Consider rooftop development of offices, recreational or other mixed uses.

Adequately screen and landscape surface parking lots. Develop landscape guidelines.

Pedestrian Facilities

Balance combination of sidewalks and grade separated facilities, considering weather protection, vehicular conflicts, and need to support CBD businesses.

Provide sidewalks and other facilities with widths related to level of activity rather than to single standard.

Provide good lighting and a presence of public safety officers.

Conduct survey to determine pedestrian walking patterns and develop linkages accordingly.

Be particularly concerned with pedestrian linkages between CBD retail activity and parking facilities.

THE DEVELOPMENT PROCESS

One of the primary reasons for the neighborhood groups' suspicion of the motives of the downtown interests appears to be the groups' lack of understanding of the logistical and financial complexities involved in the development of large projects.

The following seem to be common beliefs:

- 1) That the LCA and the private developers of downtown projects have an identity of interests.
- 2) That the wishes of the public are not a matter of great concern to the LCA or private developers.
- 3) That private developers profit margins are large and that it is unlikely that a private developer can lose money on a project.
- 4) That the private developers have unlimited freedom to determine the scale, use, appearance, pricing, etc. of their projects.
- 5) That Louisville-based institutions fail to invest sufficiently in Louisville, and that investments by outsiders are suspect.
- 6) Large downtown projects benefit only downtown business interests.

We believe that these are all misconceptions, and that the following views are closer to the truth:

- 1) The primary motive of the LCA, and its members, is to strengthen the Louisville area by strengthening the Center City area. The projects encouraged by the LCA are unlikely to enrich any of its members, except to the extent that they may benefit from a stronger Louisville area economy.

- 2) The primary motive of the private developers is, indeed to make a profit by developing a project that will have a value, upon completion, in excess of its development cost.

This motive is substantially different from that of the LCA, and the availability of the developers' motive is the only means available to the LCA to induce private development.

- 3) The wishes of the public are of primary concern to both the LCA and the private developers. This is because the success of each project is totally dependent on the acceptance of that project by its prospective users.
- 4) Most developers primarily finance their projects with funds borrowed from insurance companies (banks supply funds during the construction period) and equity funds invested by other individuals or institutions. Developers are obligated to their lenders and investors to protect those investments. Lenders are obligated to their policyholders and shareholders to make prudent investments and earn returns competitive with those available in other investment media.

To some extent, these objectives are mandated by law; that notwithstanding, the failure of lenders to make sound investments would cause insurance rates to rise and/or would cause the lending banks or insurers to lose their own investors, and the failure of a developer to meet his obligations to his lenders will cause him to lose the project, if not everything he owns.

These are the unyielding parameters of a developers' existence. Today, the cost of long term funds borrowed and guaranteed by the U.S. Government is in excess of 12%, and the cost of long-term funds borrowed by developers is, of course, higher. The cost of short-term construction loans is typically over 20% per annum, and both long term funds and construction funds are in short supply, nationwide.

It is very difficult for developers to assemble a project anywhere in the country that can generate profits sufficient to cover debt costs at these rates. Developers must take great risks, and must be very creative and very much in control of costs to operate under these circumstances. They have little latitude for design discretion; every element of the project has to help pay the debt cost. And, with 20% per annum rates on interim borrowings, they have very little room for delay.

5) Louisville-based financial institutions, as well as financial institutions based in other cities, are beholden primarily to their policyholders, savers and investors. Although it is certainly in order for the citizens of their headquarters cities to encourage them to invest in those cities, it should be kept in mind that these institutions are obliged to be prudent by diversifying the investment of their funds into other geographic areas as well. Furthermore, it should be remembered that the financial requirements of larger projects will frequently exceed the legal lending limits of local institutions, so they must be financed by outsiders if they are to be financed at all.

6) Large downtown projects usually benefit the economy of the city as a whole and therefore, in one way or another, benefit most of its citizens.

The ratio of municipal investment and service costs to tax revenues generated by a large commercial project is usually substantially lower than the ratio of municipal investment and service costs to the tax revenue generated by smaller projects. Because the utility and transportation systems needed to service a large downtown projects are often already in place, and because such projects do not increase the burden on, e.g., school systems, a city usually makes a "profit" on the difference between tax revenues generated by a project and the cost of services required by it. This allows a city's tax rate to be lower than it would have been otherwise.

This description of the development process is by necessity, very brief and incomplete. Development is one of the most complex and fascinating pursuits in our society today. To facilitate the generation of constructive input to the downtown development process from the citizens of Louisville, we suggest that LCA sponsor an on going series of informal public discussion of the development process by local developers, whether or not these developers are currently involved in downtown projects.



POTENTIAL NEW ROLE FOR LCA

It is our perception that there are development needs in downtown Louisville that have not yet matured as clear, attractive opportunities for profit-motivated developers.

One such need is a demonstration that privately built and privately financed housing will succeed financially in the CBD, with new residents reinforcing the retail market.

Another is the need speculatively to acquire vacant retail spaces, renovate them attractively and offer them to high-quality merchants who can begin to compete for the affluent shopper.

We see a real possibility for LCA to launch a new affiliate, organized as a limited-dividend development corporation, to engage in such experiments as the developer.

This has been done successfully by similar groups in other cities during recent years. For example, the Chicago 21 Corporation was formed in the mid-70's by approximately 30 local companies to acquire and redevelop the vast, vacant railroad yards immediately south of the downtown Loop.

In 1977, construction was started on the first 900 of an eventual 3,000 dwelling units to be built on the site, which was surrounded entirely by industrial and other non-residential, relatively unattractive uses. Chicago 21 expected to lose money on the first 900 units; it felt that condominium prices and rental apartment rates would have to be set at levels below breakeven to induce people to move into

the area. However, the Corporation also felt that it could recover its early losses through the sale of rental of units in later phases, after the first units had established an attractive residential character for the area.

In Mid-1979, the first 900 units were completed. Within weeks, most of the condominiums were sold and all of the rental units were rented at prices in excess of those originally projected by Chicago 21. The Corporation is now proceeding to develop the remaining 2000 units.

Furthermore, the success of the first 900 units led to redevelopment, by other developers, of formerly vacant industrial loft buildings adjacent to the project area. Spaces in these buildings are now being rented or sold, rapidly at high prices, as residential loft units.

This surprising success of the Chicago 21 project, which was initially intended to be a marginally profitable investment intended to protect the Loop, has been attributed primarily to a very strong demand for housing at locations within walking distance of work. This demand has been strong enough to offset the fact that the immediate environment of the projects is still essentially industrial and unattractive. The demand came as a surprise because it has never previously had an opportunity to express itself.

We believe that a similar effort could work in the Louisville CBD and recommend that it be tried, as follows:

1. LCA would form a new corporation, to be capitalized at \$5,000,000 by Louisville interests.

2. The Corporation either would hire an experienced developer as its president, or would contract with an experienced development company to provide development management services.
3. The City Urban Renewal Agency would acquire a site sufficient for the development of approximately 500 dwelling units, of which approximately 200 would be developed in a first phase. The Agency would recover some or all of its outlay upon resale of the site to the Corporation. The site would be sold subject to specific deed restrictions and a development schedule.
4. The first phase probably would have a relatively low density--a townhouse or garden apartment density--so that a residential character would be established for the entire site. Later phases could have a higher density. The first phase probably would consist primarily of smaller units that would appeal to young people, the best "pioneers." The later phases would be more luxurious, higher-priced units.
5. The objective of the project would be to bring middle income and upper-middle income people into the downtown area to stabilize the redevelopment of the downtown. However, federal government assistance and loan guarantees under programs that do not involve rent subsidies could be sought, with the cooperation of the City, and the City could assist, as needed, with public works projects serving the site.

A primary objective of this project would be to prove a market and set an example for future private residential development in the Center City area. Accordingly, the City would designate for residential development, in its development plan, sites adjacent to the project site.

We have recommended that LCA undertake this project because we feel that, absent such an undertaking, quality residential development in the downtown may take a long time to materialize.

We have recommended that residential development be stimulated in the CBD area because, during the next several decades, it is unlikely that the aggregate demand for downtown commercial and institutional sites will be sufficient to put the entire land area to productive use. Residential development, which can provide vitality for the downtown and convenient housing for some of its workers, is preferable to vacant or marginally utilized acreage in a downtown.

A second type of project that might be undertaken by the LCA, once the River City Mall has been provided with reasonably ample parking, is one or more commercial demonstration projects on the Mall. These could be small projects, but they should be conspicuous, and they should be chosen for their potential to generate traffic. A good example would be the development of one or more restaurants, perhaps with weather-protected sidewalk cafes.

The LCA development entity could acquire (or net-lease) store properties fronting on the Mall. It could underwrite part of its restaurant tenants'

improvement costs, and charge a rent based solely on sales. LCA underwriting might be supplemented with SBA or other federal program assistance, obtained with the assistance of the City. The LCA investment would be recovered through growing rents if and as the Mall regained its health.

Projects such as these could set a standard for the redevelopment of now-vacant mall properties, and could result in a substantial acceleration of a Mall revitalization made possible by correction of the parking problem.

These projects should be supplemented by additional assistance, such as an evening security patrol and future Mall entertainment events. Because of the Mall's present stage of deterioration, it is unlikely that the present Mall tenants can afford these things, but they are a prerequisite to putting the Mall back on its feet.

ACKNOWLEDGEMENTS



THE TEAM

RONALD A STRAKA, FAIA, Team Chairman
Architect/Urban Designer, Boulder, Colorado

Ron Straka, partner in an interdisciplinary architecture/urban design consulting firm, is a former national chairman of the AIA's Urban Planning and Design Committee and its R/UDAT program. Since 1970, he has served on nine R/UDAT visits to communities across the nation, having chaired seven such visits. Straka was chief designer for an Ohio architectural firm that designed the State Office Building, Blossom Music Center and other facilities. In 1973, he formed his private practice, Ronald A. Straka, FAIA, in Boulder. Straka has worked as an urban design consultant on a number of downtown and neighborhood revitalization/redevelopment projects as well as commercial and mass transit planning in the Midwest and Rocky Mountain areas. He has taught and lectured on architecture and urban design at several universities. Straka's commitment to design excellence and his diverse professional activities have resulted in numerous awards and honors, including one of the highest honors the AIA can bestow on a member--the Edward C. Kemper Award in recognition of his interdisciplinary approach to urban design.



GORDON L. BRIGHAM
Public Development Official, Boston, Massachusetts

A native of Louisville, Gordon Brigham has worked in the Boston area since 1963. While working for the City of Boston for two years, he served as director of its Community Development Block Grant Program and as director of "The Boston Plan", a process similar to Louisville's Master Action program--designed to attract significant new public funds as the catalyst for private investment. He also assisted in preparing two HUD Urban Development Action grants and in the development of the city's approach to economic development planning under the Comprehensive Economic Development strategy concept. Currently, Brigham is senior associate with Charles G. Hilgenhurst & Associates where he coordinates all planning and urban design projects. Previously, he worked as both consultant and public official in a variety of settings concerned with planning--from the neighborhood to the regional scale. He directed the Model Cities program in Cambridge and worked as a consultant on issues of regional planning and government as well as on broad public and private development strategies.



PETER H. BRINK
Historic Preservationist, Galveston, Texas

Executive director of the 2,000-member Galveston Historical Foundation since 1973, Peter Brink has successfully spearheaded efforts to preserve and revitalize the Texas coastal city's Strand National Historic Landmark District, an extensive concentration of 19th century commercial structures. He also has authored several preservation publications, including "Commercial Area Revolving Funds for Preservation" and "Taxes and Local Historic Preservation Efforts". Prior to leading Galveston's preservation efforts, Brink practiced law in Washington, D.C., and directed a community development corporation in Massachusetts. He has lectured on preservation/revitalization at numerous conferences/conventions across the nation. He was a visiting lecturer at the Columbia University School of Architecture's Graduate Program in Historic Preservation. In addition, Brink has participated in Venturi & Rauch's "Action Plan for the Strand" and other major studies for the Galveston Historical Foundation.



WILLIAM S. DONNELL
Developer, Chicago, Illinois

Bill Donnell is president of Broadacre Management Co., a Chicago-based company that operates several residential high-rises and a major landmark office building. He was overall coordinator of development activities for Chicago's Water Tower Place while serving with Urban Investment and Development Co. between 1972-74. Water Tower Place is a 3-million square foot structure that contains a major shopping center, a hotel, office space and a residential condominium. Before 1972, he worked for a New York realty firm as a consultant to corporations on large real estate development projects throughout the United States. A registered real estate broker, Donnell received his M.B.A. degree from the Harvard Graduate School of Business Administration, specializing in finance and real estate development. He majored in architecture for his undergraduate degree at Harvard and was editor of the Harvard Lampoon. Donnell served on a previous R/UDAT in Tacoma, Washington.



RODNEY W. KELLY
Transportation Specialist, Dallas, Texas

As director of transportation programs for the city of Dallas, Rod Kelly is responsible for all transportation planning activities within the city and coordinates programs with other city, state and federal agencies. He supervises development of municipal transportation policies and directs the review of private land development plans, subdivision plots and zoning revisions. Kelly previously directed the city's traffic control department-- including both traffic operations and transportation planning--

Programs and projects in which Kelly has been involved include development of Dallas' first long-range transit plan, a transitway implementation program, a comprehensive central business district goods and services distribution study and a downtown master streetscape plan. He is a member of the Texas Public Transportation Committee, the Urban Consortium National Transportation Task Force and a number of local, state and federal organizations.



MILTON KOTLER
Neighborhood Planner, Washington, D.C.

One of the nation's leading experts in neighborhood planning, Milton Kotler is executive director of the National Association of Neighborhoods. He has authored Neighborhood Government and numerous articles on neighborhood organizing and urban affairs. His association held its 1979 annual meeting in Old Louisville, hosted locally by the Louisville Inter-Neighborhood Council. The meeting's major achievement was the creation of the National Neighborhood Platform, which now guides the neighborhood movement throughout the country. Kotler serves on the boards of the National Alliance for Volunteerism and the Committee on Responsive Philanthropy, and is a member of the White House Task Force on Youth Employment. In addition to his neighborhood leadership activities, Kotler is adjunct professor of government and public administration at American University, Washington, D. C. He received a master's degree in political science from the University of Chicago.



BARBARA YANOW LICHTENSTEIN
Community Planner, Cincinnati, Ohio

Barbara Lichtenstein has more than three years experience as a planner with the Community Assistance Teams of the City of Cincinnati. She assists neighborhood councils in developing comprehensive and land-use plans. Lichtenstein also serves as a liaison between community councils and city hall and as a troubleshooter on controversial or stalled projects. A large part of her work involves developing the capability of neighborhood organizations to participate in city budgeting and decision making. She recently participated in the City Planning Commission's task force to develop local historic conservation legislation and establish a conservation board. Lichtenstein also has worked on environment assessments for federally funded projects. Prior to moving to Cincinnati, she worked for a Nashville engineering, planning, and architectural consultant. She received a master's degree in city and regional planning from the University of Tennessee and a bachelor's degree in government from Harvard University.



THEODORE MONACELLI, AIA
Architect/Urban Designer, Cambridge, Massachusetts

For the past 13 years, Ted Monacelli has combined a career of teaching and practice in architecture and urban design. He currently is the principal of Monacelli Associates in Cambridge and visiting critic at the Harvard Graduate School of Design (HGSD). His experience includes both large-scale urban renewal development, land-use planning and mixed-use development along with single-use architectural projects such as renovation and restoration. During the past five years, Monacelli has concentrated on specific design issues dealing with mixed-use and the urban context. His projects have included urban design for the John F. Kennedy Memorial Library, Boston, master plans for the Massachusetts Institute of Technology's North Campus and the Miami Beach central business district, and a master urban design plan for Harvard Square. He has served as director of the HGSD study of new community development and as urban design consultant to the governor's task force for design review. He also has worked closely with citizen participation groups.



DONALD E. MOORE
Downtown Executive, New York, New York

Donald E. Moore is president of the New York Chamber of Commerce and Industry, the nation's oldest business organization. Before assuming this post in 1978, he was president of both the Brooklyn Chamber of Commerce and the Downtown Brooklyn Development Association. He began his career as a newspaperman in his native Kansas and later was a magazine editor in Chicago. In 1955, Moore moved to New York and worked as a public relations executive until 1968 when he was asked to direct the efforts of the downtown Brooklyn organization. His civic and professional activities include serving as a director of the National Urban Coalition, Back to the City Inc., Brownstone Revival Committee, New York City Council on Economic Education and numerous cultural and civic activities. Moore is a past president of the International Downtown Executives Association. He served on a previous R/UDAT in Shreveport, Louisiana.



STUDENT R/UDAT TEAM

UNIVERSITY OF KENTUCKY
LEXINGTON, KENTUCKY

JAN ALLEN, Louisville

MARK O'BRYAN, Louisville

MIKE PETRI, Louisville

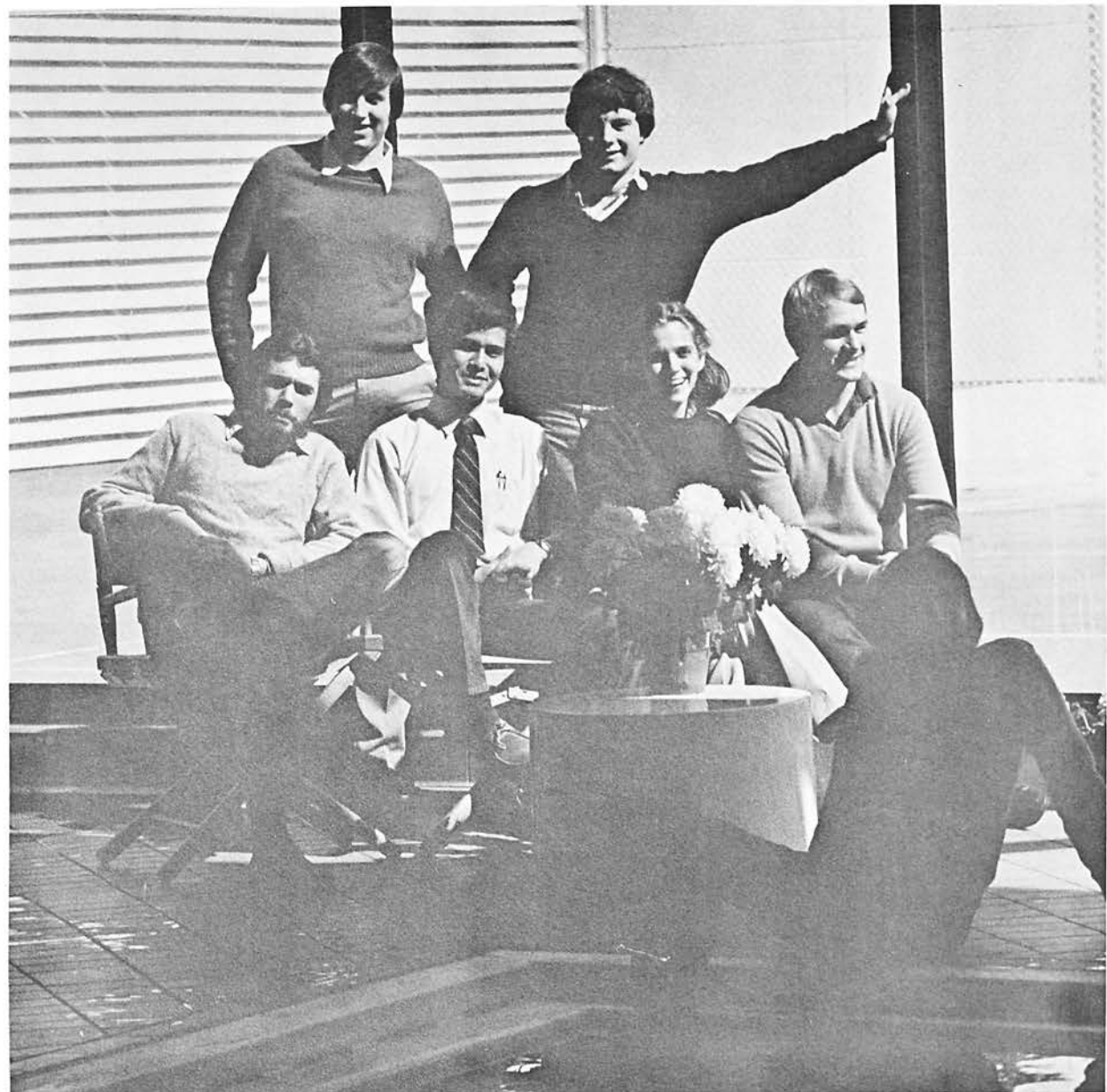
DAVE PROFFITT, Glasgow

TOM SAMMONS, Ashland

DON SZYMANSKY, Louisville

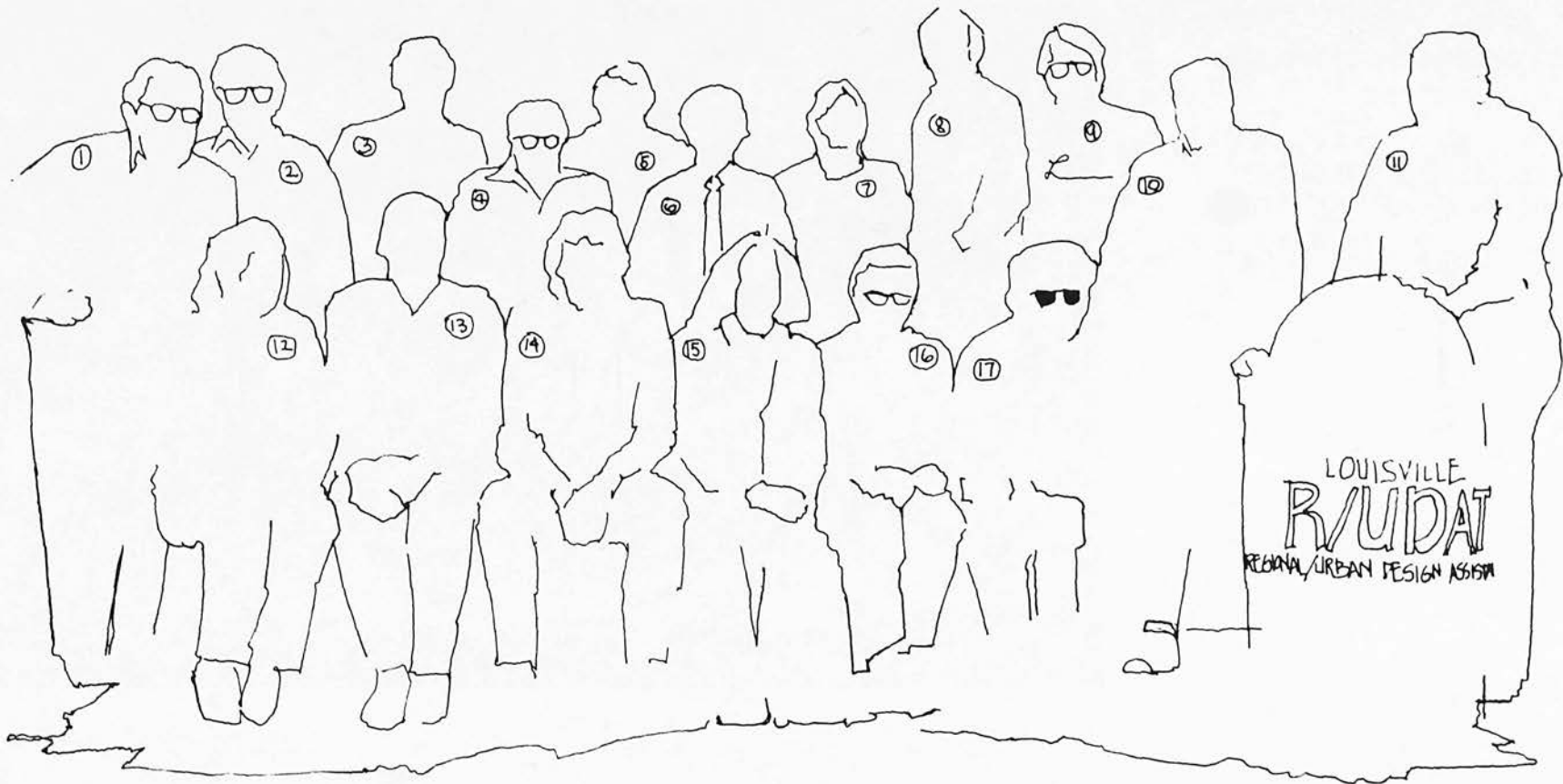
UNIVERSITY OF CINCINNATI
CINCINNATI, OHIO

STEVE WISER, Louisville



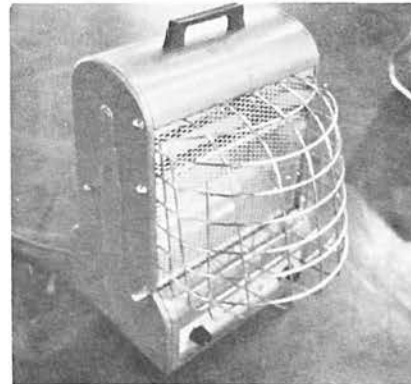
THE TEAM

1. Peter McCall
2. Donald Moore
3. Rodney Kelly
4. Milton Kotler
5. Mark O'Bryan
6. Mike Petri
7. Don Szymansky
8. Theodore Monacelli
9. William Donnell
10. Tom Sammons
11. Ronald Straka
12. Jan Allen
13. Steve Wiser
14. David Proffitt
15. Barbara Lichtenstein
16. Peter Brink
17. Gordon Brigham





THE PARTICIPANTS



QUOTES FROM PUBLIC MEETING

"The city as a whole doesn't have a vision of what it should be."

"There is a very strong feeling that if downtown doesn't serve the neighborhoods that they're going to die, and if downtown doesn't serve the neighborhoods it's doing to die."

"The city is entering a new era when the groups really don't know how to talk to each other . . . The big problem we have in this city is getting them at the same meeting at the same time. After we've gone through this process I hope we understand that the solution is to get people talking to each other."

"Downtown is the pits..."

"We didn't ask that the Galleria not be here, only that it accommodate us. And, in reply to Donnell's comment that city should be honored to have outside investment: It's like asking you to be flattered when you've just been attacked by a rapist."

"We need to get to know each other as friendly antagonists."

"We don't want Louisville to become another Atlanta or Toronto..."

"As goes Louisville, the major urban center, so goes the Commonwealth."

"It seems to me the city government is the appropriate forum in which planning should take place--a forum in which all of us could participate in the planning with our elected officials. I'd like to see our elected officials have some backbone they have not had in the past..."

"The problem is communication and understanding common goals."

"We need dialogue on what our city should look like."

"We really want the same thing . . . Somewhere there almost needs to be an instruction: 'Thou shalt communicate.'"

"The thing that concerns me is the absence of dialogue..."

STEERING COMMITTEE

Bob Bivens - Business Groups
Ann Hassett - Preservationists
Bill Receveur - Property Owners
Jim Segrest - Neighborhoods
Sharon Wilbert - Government Agencies

CENTRAL KENTUCKY CHAPTER AIA

Larry Mellillo, AIA Co-Chairman
Jay Stewart, AIA Co-Chairman

Tom Bendorf, AIA
Les Fream, AIA
Phil Gayhart
Carlton Godsey, AIA
Garnet Hoffmann, AIA
Glenn Hubbuch, AIA
Larry Leis, AIA
Dade Lockett, AIA
A. B. McCulloch, AIA
Roland Miller
Pat Murphy
Mike Osborne, AIA
Gibbs Reese, AIA
Lane Stumler
Jim Taylor, AIA
Bill Weyland, AIA

PUBLIC OFFICIALS

Jim Allen
Bill Ballanger
David Banks
Beverly Bromley
Mike Carrell
Charles Cash
Bill Gatewood
Ann Hassett
Ann Higbie
W. J. Hodge
Janke Kelly
Mary Margaret Mulvihill
Sharon Nantz
Debra Richards
Shamu Shastri
Allan Steinberg
Sharon Wilbert

Bob Bowman
Nancy Eddington
Arthur Evans, Jr.
Elizabeth Jones
Jim Powers
Sam Thomas

MATERIALS & SUPPLIES CONTRIBUTORS

American Life & Accident Insurance Co.
Ale Bornstein, Inc.
Bornstein Electric Company
A. M. Bruning
Clemons-Lesousky Electric Company
Commercial Incorporated
The Courier-Journal
Community Development Cabinet
Duplicating Sales & Service
First National Bank of Louisville
Guarantee Electric Company
Hyatt Regency Louisville
IBM - Office Products Division
Louis and Henry - Architects
Louisville Central Area
Louisville & Jeff. Co. Planning & Zoning
The Louisville Times
Marine Electric Company
Minit Print It
Project Heating & Cooling
SCOPE, Inc.
J. Adger Stewart - Architect
David Talbott
TARC
WAVE Radio & TV
Whittenberg Construction Co.
WINN Radio

SECRETARIAL ASSISTANCE

Marsha Allen
Jane Burke
Alice Drummond
Mary Ebbers
Sherry Farrar
Phyllis Flamm
Marsha McCoy
Marilyn Pinkston
Marianne Roark



PUBLIC PARTICIPANTS

Bob Adelberg - Realtor
C. H. Armster - Old Louisville Council
Bill Belanger
Barbara C. Banaszynski - Butchertown Nghbd. Assoc.
Lealer M. Barney
Laura Barnum
Steve Bing - University of Louisville
Edith S. Bingham - Preservation Alliance
Bob Bivens - Executive Director, LCA
Mary Breit - Prime Movers, Inc.
Maurice Buchart - Courier-Journal, Times
Marlow Burt - Kentucky Center for the Arts
Dennis Clare - Main Street Association
Grady Clay - Editor, Landscape Architecture Mag.
Buddy Cohen - Realtor, Preservation Alliance Board
E. L. Cooke, AIA - Landmarks Commission
Michael K. Crosby - Butchertown Neighborhood Gov.
Dennis Cusick - Louisville Times
Sam Dorsey - Neighborhood Dev. Office
Hugh Foshee - Landmarks Commission
Patricia Germany - California Block Club Fed.
Ned Harris - Neighborhood Housing Services
Ann Higbie - Landmark Commission/Pres. Alliance
Vipen Hoon - LCA
Jim Halvatgis - Chamber of Commerce
Deborah Kent - Neighborhood Dev. Office
Steven Kidd - California Block Club Federation
Robert Koggar - Louisville Historical League
John Knouse - Ky. Environmental Services
Stan MacDonald - Courier-Journal, Times
Judith McCandless, AIA - Crescent Hill Comm. Coun.
Sherrill McConnell - Pres. Alliance, UL Archives
Irving L. Miles
Steve Miles - 1st National Bank
Mary Miller - Manly Area & Nghbd. Develop. Corp.
Stephanie Miller - Crescent Hill Comm. Council

Frederick Nett
Rose Grenough Nett - Limerick Association
Wendy Nicholas - Preservation Alliance
Holly H. Oldham - Crescent Hill Comm. Council
Richard L. O'Malley - Louisville Historical League
Mike Osborne, AIA - Architect
Ellen Patrie - Nghbd. Dev. Corp. (Old Louisville)
Milton Patrie - Old Louisville
Michael Petri
Chuck Pierce - Bardstown Rd. Tomorrow, Inc.
R. Jeffrey Points, AIA - Architect
Henry M. Potter, AIA - Architect
Sharon S. Potter - Preservation Alliance
Tim Powers - Disability Rights Task Force
Ned Pratt - Preservation Alliance
Sara Pratt - Prime Movers, Inc.
Bill Receveur - Developer
Barksdale Roberts - 1st National Bank
Debra Richards - Neighborhood Dev. Office
Ken Rile
Roy C. Ritchie
Bailey Ryan, FAIA - Architect
Mae Salyers - Neighborhood Dev. Corp./Pres.
Herb Shulhafer, AIA - Architect
Marguerite Shulhafer - Crescent Hill Comm. Council
Barbara Sinai - Crescent Hill Comm. Council
Robert Stewart
Lane Stumler
Jim Taylor, AIA - Architect
Gerald Toner - 3rd Century
Jack Trawick - LCA
Mrs. George Underhill - Developer
Robert Vogelsang - Chairman, Old Lou. Nghbd. Coun.
Leonard E. Wilson - 1400 Block, 3rd St. Assoc.
Margaret Wilson - 1400 Block, 3rd St. Assoc.
Bob Woodruff - Capital Holding

