

# New Cut Road/Taylor Boulevard Corridor Study



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# New Cut Road/Taylor Boulevard Corridor Study

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## Cornerstone 2020 Vision Statement

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

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

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

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

## Executive Summary

### Planning Process

This study was undertaken by the City Solutions Center of the University of Louisville and the Kentucky League of Cities with the sponsorship of the Metro Council members Vicki Aubrey Welch, Marianne Butler, Dan Johnson, and David Yates. An official task force was established to guide the planning process. Task force members were Stephen Cotton, Ray Crider, Steve Elble, Vince Jarboe, Ken Johnson, Richard Manion, Barbara Nichols, Craig Oeswein, Pamela Sofner, and Ray Whitener. A series of six task force and public stakeholder meetings was held to define the study area, review relevant economic and demographic data, develop a vision statement, and collect ideas about mandatory and optional components of the plan.

### The Study Area

The study area extends along Taylor Boulevard and New Cut Road from the Watterson Expressway south to the Gene Snyder Freeway. The area generally consists of the properties facing Taylor Boulevard and New Cut Road, with some additional properties included along intersecting streets and especially at the northern and southern “anchors” of the corridor. The northern anchor includes the site of the former Iroquois Homes housing project, while the southern anchor includes multiple parcels of land that have been developed or are suitable for development for retail uses.

The corridor has a number of attractive features, including Iroquois Park and Amphitheater, proximity to Jefferson Memorial Forest, and attractive residential areas. The width of much of New Cut Road allows for the creation of a parkway that could greatly enhance the corridor’s appeal. The northern and southern anchor sites offer considerable opportunity for economic development that would strengthen the community. Other commercial sites along the corridor, including the Colonial Gardens site at the intersection with Kenwood Drive, offer the opportunity for reinvestment and upgrading to provide improved retail services for the community. Market analysis suggests that the area could support additional retail facilities, particularly in the area of food services, such as restaurants.

### Land Use/Community Form

The plan recommends rezoning properties in the northern and southern anchors. The Iroquois Homes and adjacent sites are recommended to be rezoned to a Planned Development District, to encourage the unified development of that area for a mix of uses that will make a strong positive contribution to the community. The southern anchor site currently has an uncoordinated mix of zoning categories and the plan proposes to make this area more attractive for potential retail development by establishing uniform C-2 zoning.

The task force was also concerned to maintain the character of the existing single-family properties along the corridor (with the exception of such properties in the anchor locations). A review of current zoning indicated that such properties are appropriately zoned.

## Mobility

The mobility proposals involve redesigning the roadways to make them more attractive and more functional, particularly for pedestrians and bicyclists. The plan envisions bicycle lanes on either side of the entire length of the corridor. The northern section of the corridor (from the Watterson Expressway to Southern Parkway) would generally be reconfigured to have one automobile travel lane in each direction and a middle turning lane. From Southern Parkway to Palatka Road, the roadway would have two automobile travel lanes in each direction and would be divided by a planted median in the vicinity of the intersection with Kenwood Drive. South of Palatka Road, the roadway widens, allowing for two automobile travel lanes in each direction and a planted median. New crosswalks, sidewalks, and bus shelters would make the corridor friendlier to pedestrians. In addition to the planted medians, new plantings in the tree lawns on either side of the roadway and at the expressway interchanges would add to the appeal of the study area.

## Economic Development

The task force recommends that there be an ongoing focus on redevelopment of three key sites along the corridor: the former Iroquois Homes site and nearby properties (the “Northern Anchor”), the Central Gardens site, and the former golf course site and nearby properties (the “Southern Anchor”). In particular, Louisville Metro officials need to actively seek out potential developers and occupants of the three sites and also work closely with potential developers and occupants in the process of developing the master plan for the Northern Anchor.

## Corridor Identity

The task force recommends that the corridor be branded the “Jefferson Parkway” (“Iroquois Parkway” was also considered but rejected because the name is already in use). A series of banners, welcome signs, and directional signs would make use of this name and in the process give an identity to the corridor. In addition, a consistent system of plantings and street furniture (including benches, trash receptacles, and bus shelters) would contribute to the corridor’s identity.

## Additional Recommendations

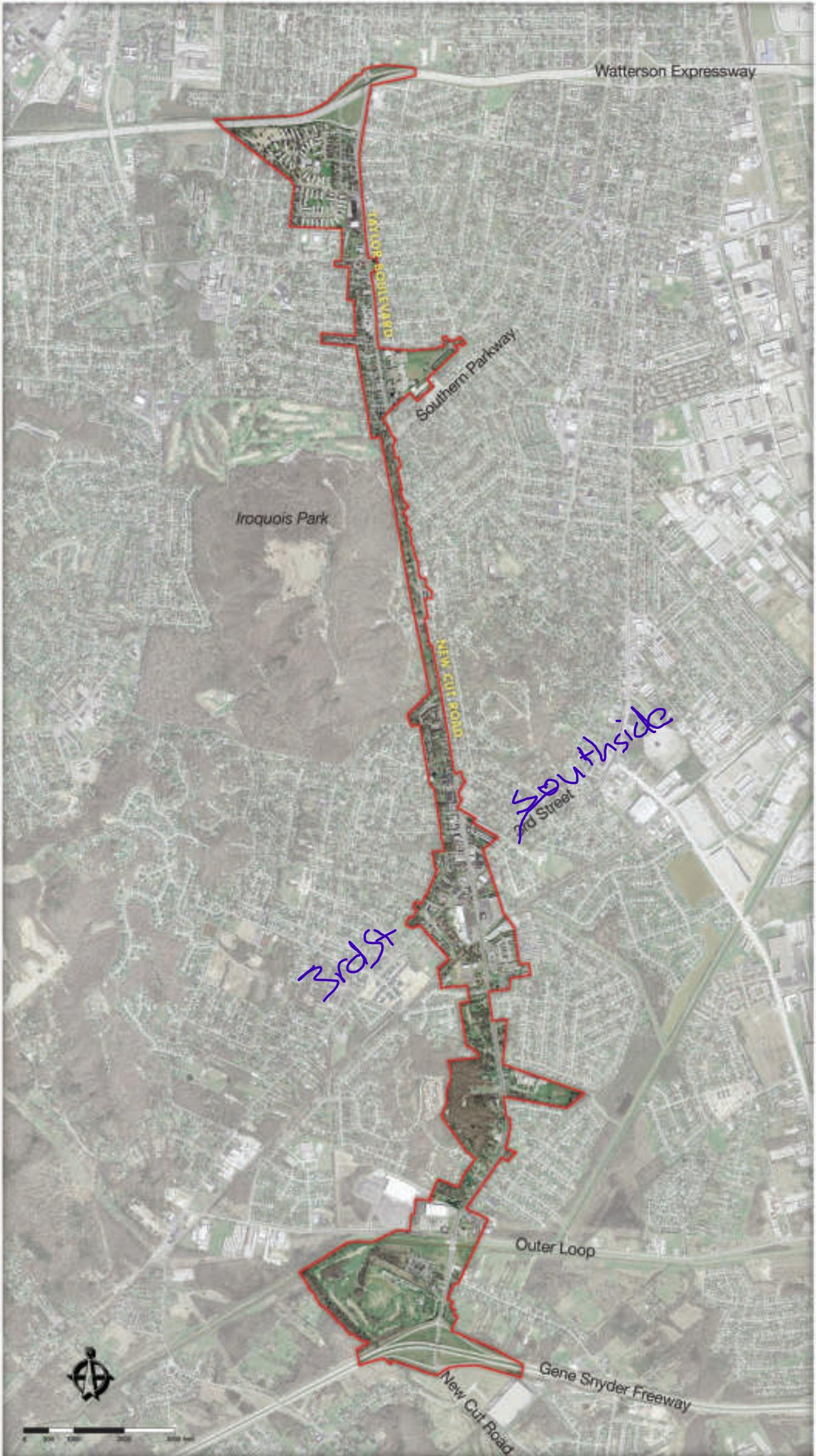
The plan recommends strategies for area leaders to use in seeking development for the key northern and southern anchors and the Colonial Gardens site. It also suggests that, in addition to seeking highway dollars for the major roadway improvements, area leaders should consider possible local sources of funds, such as establishment of a Business Improvement District.

A summary of all of the main recommendations of the plan is contained in the Table of Recommendations that follows.

## Table of Recommendations

#	Recommendation	Implementation Partners	Time Frame
Cornerstone 2020/LDC			
	<b>Land Use and Community Form</b>		
C.1	Northern anchor properties: Create a master plan and rezone to Planned Development: the former Iroquois Homes site, the properties between that site and Taylor Boulevard, and the properties along Taylor Boulevard and east of the elementary school south to Bluegrass Avenue.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium
C.2	Southern anchor properties: Rezone to C-2 the properties currently zoned C-1 and M-2 that are northwest and northeast of the intersection of Outer Loop and New Cut Road and all properties not already zoned C-2 that are within the study area and south of the intersection of Outer Loop and New Cut Road.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Short
Infrastructure/Capital Improvement			
	Mobility		
I.1	Expressway interchanges: Landscape the Watterson Expressway and Gene Snyder Freeway interchanges with trees and flowers, including flowering trees along Taylor Boulevard and New Cut Road.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium
I.2	Section 1 of the roadway: Reconfigure Taylor Boulevard between the Watterson Expressway and Southern Parkway to one 9-foot travel lane in each direction, with a middle turn lane and 4.5-foot bicycle lanes on both sides.	Metro government: Economic Growth and Innovation, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.3	Section 2a of the roadway: Reconfigure New Cut Road between Southern Parkway and just north of Palatka Road (excluding the section immediately north and south of the intersection with Kenwood Drive; see I.4 below) to provide two 10-foot automobile travel lanes in each direction, a 5-foot bicycle lanes in each direction, and 5-foot tree lawns planted with flowering trees between the roadway and sidewalks; add paver crosswalks at the Southland Terrace and Iroquois Avenue locations.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.4	Section 2b of the roadway: Reconfigure New Cut Road immediately north and south of the intersection with Kenwood Drive to provide for two 10-foot automobile travel lanes in each direction, 10-foot left turn lanes at the intersection, a 5-foot planted median, 5-foot bicycle lanes in each direction, and a planted tree lawn on the east side of the roadway between the roadway and sidewalk; add paver crosswalks at the intersection and a TARC bus shelter.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long

I.5	Section 3 of the roadway: Reconfigure New Cut Road between the intersection with Palatka Road and the Gene Snyder Freeway to provide for two 10-foot automobile travel lanes in each direction, an 8-foot planted median, a 5-foot bicycle lane in each direction, 4-foot planted tree lawns, and 4-foot sidewalks on both sides of the road.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.6	Bus shelters: Add accessible bus shelters at key locations throughout the corridor.	TARC	Medium
	Corridor Identity		
I.7	Banners and signage: Install banners along the corridor, welcome signs at the northern and southern gateways, and directional signage that reflects new branding for the corridor.	Metro government: Public Works, Council	Short
I.8	Street furniture: Install a coordinated system of street furniture throughout the corridor.	Metro government: Public Works, Council	Medium
Policy/Programmatic			
	Economic Development		
P.1	Northern anchor site: Work actively to identify potential developers and occupants of the site and work closely with them in the process of developing the master plan required to establish a Planned Development District.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium-Long
P.2	Colonial Gardens site: Work actively to identify potential developers and occupants of the site.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Short
P.3	Southern anchor site: Work actively to identify potential developers and occupants of the site.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium-Long
	Corridor Identity		
P.4	Branding: Establish the label “Jefferson Parkway” as a brand for Taylor Boulevard and New Cut Road between the Watterson Expressway and the Gene Snyder Freeway (this would not be an official name change).	Metro government: Council	Short
P.5	Consistency in design: Use a consistent system of street furniture, plantings, bus shelters, and other infrastructure throughout the corridor.	Metro government: Public Works, Parks, Council	Short
	Implementation		
P.6	Roadway improvement funding: Seek highway funds for major improvements.	Metro government: Council	Short
P.7	Local funding and management options: Explore local options, such as establishment of a Business Improvement District, as a means to provide ongoing funds for maintenance and management of landscaping and other improvements.	Metro government: Council	Short



NEW CUT ROAD / TAYLOR BOULEVARD CORRIDOR PLAN  
AERIAL MAP  
(Image data from 2006)



Map produced by the City Solutions Center utilizing GIS/CAD data for preliminary reference use only and may not be representative of the latest information.

## Introduction

This Corridor Plan is the culmination of a nearly year-long process sponsored by Louisville Metro Council members Vicki Aubrey Welch, Marianne Butler, Dan Johnson, and David Yates. The overall goal of this project is to develop a plan for the New Cut Road/Taylor Boulevard Corridor extending from the Watterson Expressway south to the Gene Snyder Expressway. The intention is to develop a community-based vision for the corridor that will lead to investment in physical improvements and that will support economic development that maximizes the benefits of the corridor's assets for the surrounding neighborhoods. The Corridor is the gateway from the Watterson Expressway to adjacent neighborhoods and to significant recreational, arts, and equine activities, including Iroquois Park and Amphitheater, Jefferson Memorial Forest, and Fairdale Village (subject of a recent neighborhood plan). Benefits of an improved Corridor include: better promotion of area attractions; better opportunities for small businesses; stimulation of the area housing market; and a more attractive and functional "Main Street" for local neighborhoods.

The balance of this report begins with an overview of the planning process, including the task force meetings and the public stakeholders' workshop. This is followed by the task force's vision statement and a summary of the area's characteristics, including details about its demography and retail market. The two mandatory plan components, land use/community form and mobility are the subjects of the next two sections of the report. Then two optional components, economic development and corridor identity, are discussed. A section on plan implementation concludes the report, and includes the detailed Table of Recommendations. An appendix summarizes the outcomes from the public workshop.

## Planning Process Overview

The planning process of this study emphasizes community engagement and cultivation of buy-in on the part of local neighborhood groups, residents, business owners and associations, government representatives, and other stakeholders. The process steps followed the recommendations contained in the Louisville Metro Neighborhood Planning Guidebook, with an advisory group (or “task force”) selected by area council members and appointed by the mayor. Stakeholders included:

Task force members, including area residents, community leaders, and business owners

- Other neighborhood stakeholders, including residents, community leaders, and business owners not on the task force
- Louisville Metro Council Members
- Louisville Metro Economic Development and Planning and Design Services staff
- Louisville Metro Parks staff

The process involved six task force and public meetings/workshops spread over a nine-month period following the appointment of the task force. The aim was to schedule approximately one meeting per month, to allow time between meetings for the planning team and task force members to undertake necessary research and otherwise prepare for the next meeting. The key phases of this study’s process were:

- Pre-Planning Phase:
  - Selection and approval of task force
  - Preparation of and mailing to task force of preliminary information
  - Meeting 1: Task force meeting to review relevant economic, demographic, and other data by task force and to define the study area (see the map that follows)
- Vision Development Phase
  - Meeting 2: Task force meets to develop draft vision statement
  - Meeting 3: Public meeting of all stakeholders to introduce project and collect input on vision for the corridor
- Planning Components Phase:
  - Meeting 4: Public charrette (workshop) for stakeholder groups to develop ideas about needed planning components (see the Appendix to this report for details about this session)
  - Meetings 5 and 6: Task force meetings to finalize the vision statement, identify relevant planning components, taking into account input from public charrette (note that land use/ community form and mobility are mandatory components and other topics are optional), and develop recommendations for each of the planning components
- Approval Phase:
  - Public hearing and approval by Planning Commission
  - Adoption of final documents by Louisville Metro Council



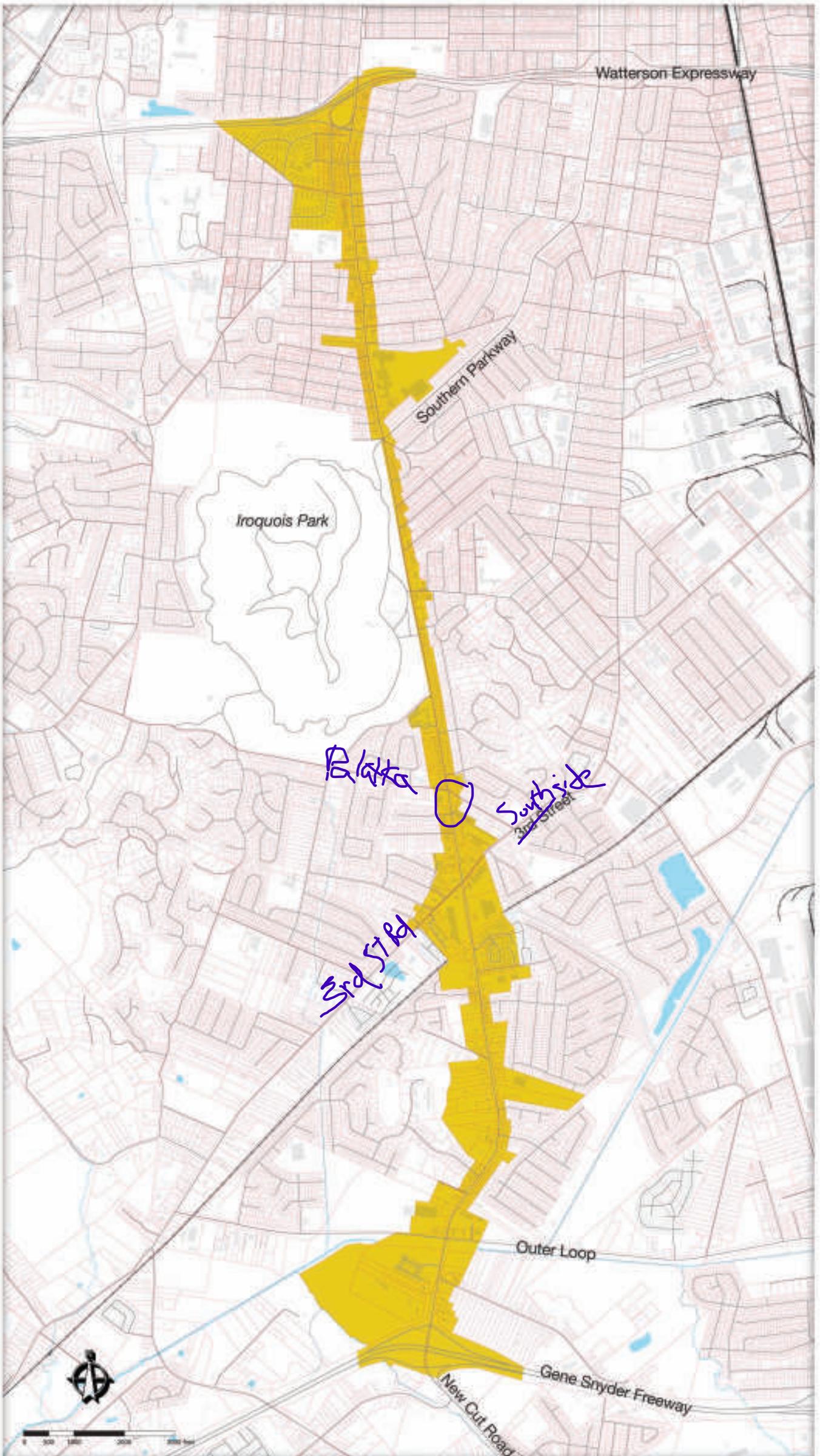
Participants during the first public meeting hear presentations by Michael McCoy of the City Solutions Center and Bobbie Bryant of the Kentucky League of Cities introducing the project and collecting input on the vision for the corridor.



Groups present their findings during a charrette at the Lynnhurst United Church of Christ gymnasium.



Steven Bourassa, PhD., of the City Solutions Center reviews land use recommendations during a task force meeting at Iroquois Amphitheater.



NEW CUT ROAD / TAYLOR BOULEVARD CORRIDOR PLAN  
**STUDY AREA BOUNDARIES**



Map produced by the City Solutions Center utilizing GIS/CAD data for preliminary reference use only and may not be representative of the latest information.

## Vision Statement

Residents of Southwest Louisville envision their neighborhoods as a community with tremendous potential. With a culture rooted in the land-use aesthetics of Frederick Law Olmsted's Iroquois Park and Southern Parkway, the New Cut Road/Taylor Boulevard Corridor is prime for developing the boulevard concept.

Neighborhood and business areas are interspersed, affording the opportunity to cluster activities, develop appropriate signage and attract supporting businesses.

Safe neighborhoods that embrace the culture of the corridor are priorities for the community. We seek to reinvest in the infrastructure and housing stock of our neighborhoods, while preserving our cultural heritage.

### TRANSPORTATION

A safe and efficient parkway that is inviting, manages congestion and considers all users.

### LOCAL ECONOMY

A vibrant local economy where business owners are invested in a public/private partnership, and foster the unique diversity of the corridor.

### SIGNAGE & APPEARANCE

A green, vibrant, inviting and livable appearance that welcomes visitors and residents alike with clear signage that is consistent, functional, and easy to navigate.

### GREEN INITIATIVES

A redefined corridor freed of utility obstruction that supports bike and pedestrian improvements, adaptive reuse of structures, and environmental improvements through unified plantings.

### LIVABILITY/ZONING/HOUSING

A well thought out neighborhood plan that sustains the value of the community. To include:

- Pedestrian friendliness
- Safety (crosswalks, lighting, up-to-date traffic control)
- Senior living housing
- Encouragement of new investment through zoning

### HISTORIC ASPECTS

Identified key historic features that define the area and preserve those concepts in future development.

## Neighborhood Identity

### Characteristics of the Study Area

The nearly five-mile stretch of Taylor Boulevard and New Cut Road that makes up the corridor study area has a diverse range of land uses, character, amenities, and built form. The approximately one and a quarter mile northern portion of the study area between the Watterson Expressway and Southern Parkway has a much more urban form with houses and other uses closer to the street and one another. These attributes help explain why the area is part of the traditional neighborhood form district.

The north side of Watterson Expressway at Taylor Boulevard by Wyandotte Park acts as the gateway into the study area. The raised and bermed interstate presents a tunneled wall into the study area. The underpass leading south on Taylor Boulevard has sidewalks on both sides that appear to be frequently used by pedestrians.

Once through the underpass the traveler is presented with an expansive view as very few trees exist in this area and most of the structures which are initially all on the east side of the roadway are low and set back from the street. The lack of definition diminishes the initial impact of the gateway into the area.

The sidewalk connectivity along this stretch as with the north side of the Watterson Expressway appears to be as complete as can be given the nature of the interstate traffic access. The sidewalks also appear to be heavily used and in fairly good condition.

Once past the intersection of Taylor Boulevard and West Ashland Avenue the character of the roadway changes dramatically with buildings on both sides of the corridor having roughly 30-foot setbacks from the sidewalk and spaced close to one another. Though some of the buildings have commercial uses they predominantly consist of one- or two-story single-family houses. There is a significant lack of street trees in this area though there appear to be some attempts in a few locations where new trees have been planted.

While the majority of the study area pertains to Taylor Boulevard, New Cut Road and the properties just adjacent to them, the previous site of Iroquois Homes has been added to the study area due to the significant impact any future development on the site will have on the entire corridor. At the moment the site has been cleared with a number of mature trees remaining giving it a park-like setting. Some thought will be needed to figure out how the site interfaces with Taylor Boulevard, however that will depend in large part on the type of development that occurs on the site. The most likely gateway into the site will take place at Bicknell Avenue; Carrico Avenue, the other roadway currently connecting to the site, is narrower.

Moving southward along Taylor Boulevard between Carrico Avenue and Bicknell Avenue the right-of-way reduces down from approximately 80 feet wide from sidewalk to sidewalk to approximately 60 feet. Pedestrian infrastructure continues through this area though the lack of trees or shelter along the stretch, particularly from Bicknell Avenue to Bluegrass Avenue, creates a poor pedestrian experience. This consists of retail and other commercial amenities with deep setbacks to accommodate parking lots between the front of the businesses and the roadway. The stretch of sidewalk along the Rite Aid parking lot near the corner of Taylor Boulevard and Bluegrass Avenue does offer some landscaping with trees and other vegetation that predominantly helps to screen the large parking lot in front of the building; these are some of the only street trees along this stretch of roadway.



All views looking south.

The corridor continues in a similar fashion for several blocks with alternating front yard green spaces, expansive surface parking, as well as a mix of commercial uses or vacant spaces until reaching Walter Avenue. At this point there are a number of mature trees on the east side of the roadway and newer tree plantings that extend along Iroquois High School's frontage and continue to Southern Parkway. The west side of the roadway from Walter Avenue consists predominantly of residential homes.

There is a six-point intersection at Southern Parkway where Taylor Boulevard becomes New Cut Road that includes Marret Place, the entrance to Iroquois Park, Southern Parkway and West Southland Boulevard. The extremely large intersection produces excessively long crosswalks for pedestrians with the longest span on the north end of the intersection being approximately 90 feet. This is also a point at which the sidewalk infrastructure on the Iroquois Park side no longer exists. In its place is a paved pathway that meanders into the park several dozen feet from the roadway.

The east side of New Cut Road consists of residential homes with a setback of between 30 to 40 feet and the spacing begins to widen a bit from the northern Taylor Boulevard section until you approach the commercial activity near and along West Kenwood Drive. At this point the roadway is approximately 50 feet wide and expands to close to 70 feet when you reach the West Kenwood Drive intersection. There are few trees on the east side of New Cut Road between Southern Parkway and West Kenwood Drive though the Iroquois Park side has lush vegetation reaching close to the roadway.

The West Kenwood Drive intersection appears particularly expansive due to the large setback of commercial uses leading up to the intersection when traveling south. The Colonial Gardens building is really the only structure that aids in defining the streetwall with its short setback. The area has the potential to be a vibrant commercial center to compliment the nearby Iroquois Amphitheater, but currently consists mostly of surface parking surrounding a sparse number of commercial and retail buildings. Although there are pedestrian crossings, the walkway on both western corners is limited to a concrete pad that does not connect to anything beyond the adjacent crosswalks.

Proceeding south along New Cut Road, Iroquois Park continues on the west side with the prominent Iroquois Amphitheater and parking while the east side commercial activity gives way to residential homes. There is a continuous sidewalk along the east side while the walking path on the west side remains well within the park.



Between Park Road and Palatka Road the residential density increases significantly with the apartment complex just south of the park on the west side of New Cut Road and subsequent homes leading to the commercial intersection at Palatka Road are closer to the road and each other than the previous section of the corridor. It should also be noted that a continuous sidewalk begins at Park Road and continues south.

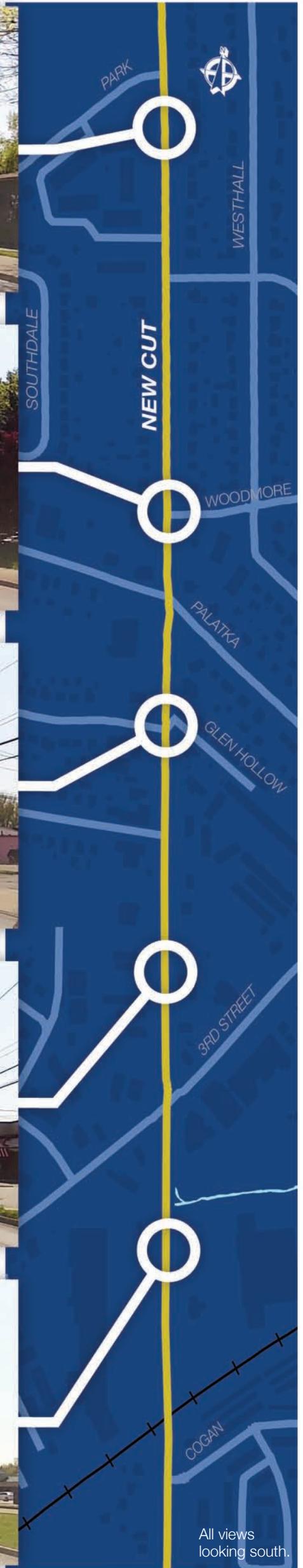
The section of roadway between Palatka Road and 3rd Street Road consists of various commercial and retail buildings as well as some apartments. This appears to be the least consistent streetface along the entire corridor as the building character, setbacks, parking facilities and other features appear to be random. Some buildings come up to the roadway while others are set back away from the street at various intervals creating a chaotic visual appearance that is hard to read without multiple passes. The multiple curb cuts, an approximately 70 foot-wide street, and a lack of trees along this corridor create a hazardous and uninviting pedestrian environment.

The 3rd Street Road intersection is the center of what is designated a Town Center form district in the Land Development Code. This designation attempts to foster a compact commercial area. However, this area (similar to the section leading up to it from Palatka Road) suffers from a mishmash of building setbacks, though the two fairly new structures, Subway and St Nicholas Academy, on the eastern corners of the intersection come close to the sidewalk and start to create a defined street-wall and the feel of a commercial node.

Unfortunately, the structures on the west side of the intersection are both set fairly far from the street. Immediately south of the intersection on the west side there is a complete lack of sidewalk in front of the shopping center's expansive parking lot. It was observed several times that people chose to use the roadway as a sidewalk due to this omission. The east side of the roadway does have a sidewalk that appeared to be utilized, although the lack of street trees and the large parking lot in front of the shopping center on this side of the road make it an oppressive pedestrian experience.



A pedestrian pushes a shopping cart on the road due to a lack of sidewalks along the west side of New Cut Road south of 3rd Street Road.



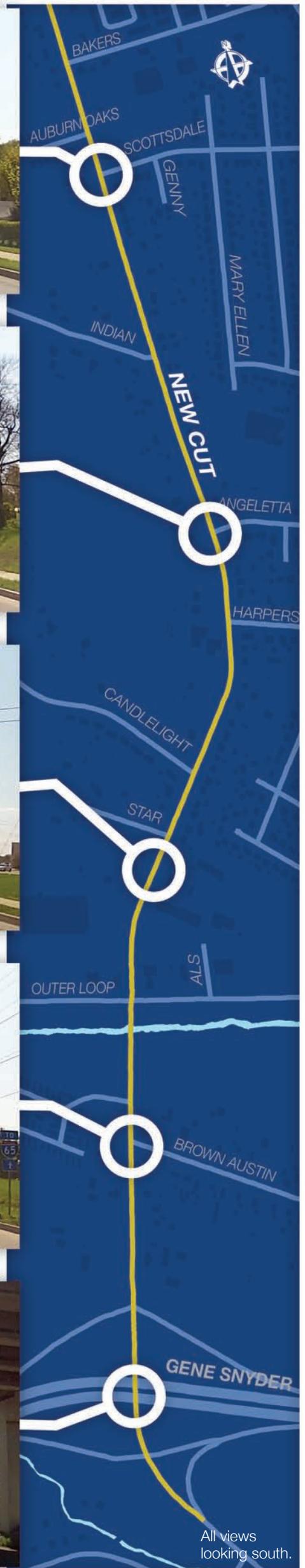
All views looking south.

The section of New Cut Road from the at-grade railroad crossing to approximately Star Lane appears to have a fairly wide roadway with predominantly suburban-style housing developments and a handful of non-residential uses. Though the roadway is not significantly wider than other sections of the corridor, the smaller number of driveway curb cuts and increased speed limit make the area appear more like a freeway than a parkway. For the most part, the section has a pleasant residential feel with consistent vegetation and a continuous sidewalk on both sides of the street, though the facilities did not appear to be utilized as would be expected given the sparse destinations along this section of roadway.

As we reach the southern end of the study area, the corridor from Star Lane to Outer Loop is predominantly occupied by large Walmart and Kmart stores along with smaller commercial and retail uses. The southern side of Outer Loop drops away from the road into the Southern Ditch. Beyond the waterway on the west side is a substantial tract of land that was once a mobile home park and golf range and are currently undeveloped. These sites are included in the study area. On the east side of New Cut Road are a few businesses and homes leading up to the Gene Snyder Freeway interchange. The limited trees and other greenery along this portion of the roadway detract from the parkway feel of the corridor from Iroquois Park and potential continuation to Jefferson Memorial Forest just beyond the study area to the south.

Sidewalk connectivity abruptly ends about 350 feet from the on and off ramps of the Gene Snyder Freeway, completely severing any non-automotive connection to the area south of the freeway including Fairdale. During several site visits, pedestrians were present walking along the shoulder of the road in this area.

The New Cut Road and Taylor Boulevard corridor study area consists of a wide variety of land uses and forms moving from a more compact and traditional neighborhood to suburban form along the nearly 5-mile stretch. Various segments of the corridor work well for their intended purpose requiring minimal tweeking. However, several areas could use significant investment in infrastructure and consideration of a more cohesive street design for future development. The incorporation of trees and other park-like amenities along the corridor would go a long way in rebranding and unifying the entire area with an emphasis on the assets the corridor already possess.



All views looking south.

## Demographics

In order to get a sense of demographic and economic conditions in the corridor, we used a market research tool called STDB Online to calculate various statistics for an area that includes neighborhoods on either side of Taylor Boulevard and New Cut Road. The boundaries of this area are shown on the accompanying map and selected statistics are reported in the accompanying table. Generally, the area is fairly stable in terms of population, but has lower median incomes than the county as a whole and, like the county, is experiencing a decline in the home ownership rate. There are opportunities for retail development in the neighborhood, particularly in the food services category.

The population of this area has shown a slight decline since 2000, possibly due to closure of the former Iroquois Homes subsidized housing project. However, the population is forecast to grow at a slow rate of slightly over 1% between 2011 and 2016. Jefferson County's population is expected to grow at about the same rate during that period. The corridor's population is slightly younger than that of Jefferson County, and median household income in 2011 was about 83% of the median household income for the county.

The number of housing units increased slightly between 2000 and 2010 and is expected to increase by about 1% between 2010 and 2015. This is nearly identical to the expected increase for the county as a whole. The home ownership rate in the corridor dropped by about four percentage points between 2000 and 2010, and is expected to drop by almost a percentage point between 2010 and 2015. These changes are similar to but slightly greater than the changes that the entire county is experiencing. Vacancy rates have climbed in the corridor, although they remain somewhat below the county levels given that foreclosures and vacancies have been concentrated elsewhere.

There is a significant positive gap between demand and supply for retail services in the corridor (estimated to be about \$76.4 million in 2010). Much of this gap (\$52.1 million), however, relates to motor vehicle and parts dealers, which tend to cluster elsewhere in the county and so are not a good prospect for economic development in the corridor. After netting out the motor vehicle category, the gap is about \$24.3 million, much of which is accounted for by the food services and drinking places category (\$18.8 million). Other categories with significant positive gaps include furniture and home furnishings stores (\$7.3 million), electronics and appliances stores (\$7.7 million), building materials and garden equipment and supplies stores (\$8.0 million), and clothing and clothing accessories stores (\$9.8 million). Retail categories with large negative gaps (supply exceeds demand in the area) include food and beverage stores (-\$19.7 million), gasoline stations (-\$16.6 million), and general merchandise stores (-\$4.4 million). Although some of the under-supplied categories tend to cluster elsewhere in the county and may not be good prospects for the corridor, there are definitely opportunities for retail development in the corridor, particularly with respect to restaurants.



**NEW CUT ROAD / TAYLOR BOULEVARD CORRIDOR PLAN  
POPULATION AND DEMOGRAPHIC STUDY AREA MAP**



Map produced by the City Solutions Center utilizing GIS/CAD data for preliminary reference use only and may not be representative of the latest information.

### New Cut Road/Taylor Boulevard Corridor Demographic and Retail Market Statistics

<b>Population</b>	<b>2000</b>	<b>2011</b>	<b>2016</b>	<b>2011-2016 change</b>
New Cut Road Corridor	37,051	35,951	36,323	1.03%
Jefferson County	693,604	743,494	760,454	1.02%
<b>Median age</b>				
New Cut Road Corridor	35.2	36.2	36.7	
Jefferson County	36.7	37.8	38.3	
<b>Median household income</b>				
New Cut Road Corridor	\$32,861	\$37,288	\$43,735	17.3%
Jefferson County	\$39,448	\$45,117	\$53,186	17.9%
<b>Housing units</b>	<b>2000</b>	<b>2010</b>	<b>2015</b>	
Number of units				
New Cut Road Corridor	16,132	16,636	16,941	1.02%
Jefferson County	305,835	335,907	350,279	1.04%
Owner-occupied				
New Cut Road Corridor	57.0%	52.8%	52.0%	
Jefferson County	60.9%	58.1%	57.5%	
Renter-occupied				
New Cut Road Corridor	38.8%	38.8%	38.8%	
Jefferson County	32.9%	32.5%	31.9%	
Vacant				
New Cut Road Corridor	4.3%	8.3%	9.6%	
Jefferson County	6.2%	9.4%	10.6%	
<b>Corridor retail potential (2010)</b>	<b>Demand</b>	<b>Supply</b>	<b>Gap</b>	
Total retail trade and food and drink	\$309,279,554	\$232,875,655	\$76,403,899	
Motor vehicle and parts dealers	62,016,115	9,940,078	52,076,037	
Net retail trade and food and drink	247,263,439	222,935,577	24,327,862	
Food services and drinking places	46,018,300	27,243,541	18,774,759	

Source: Site To Do Business Online, available at <http://www.stdbonline.com>.

Notes: Corridor data are estimates for a polygon defined by the intersections of Manslick Road and the Watterson Expressway (northwest corner), Southern Parkway and the Watterson Expressway (northeast), National Turnpike and the Gene Snyder Freeway (southeast), and West Manslick Road and the Gene Snyder Freeway (southwest). Data for 2015 and 2016 are forecasts. Demand refers to retail potential while supply refers to actual retail sales.

## Land Use/Community Form

Along with the Mobility Component, the Land Use/Community Form Component is a mandatory element of neighborhood or other small area plans, including corridor plans, in Louisville Metro. The planning team undertook a systematic review of current land uses in light of current zoning and form district regulations and input from task force members and other stakeholders.

Task force members were concerned to retain the single-family character of most parts of the corridor currently occupied by single-family dwellings. Exceptions to this are the residential properties between the former Iroquois Homes site and Taylor Boulevard and residential properties south of Outer Loop; these areas are proposed for rezoning as noted below. Otherwise, the planning team noted that properties in the study area that are currently occupied by single-family dwellings are zoned accordingly (R-4 or R-5).

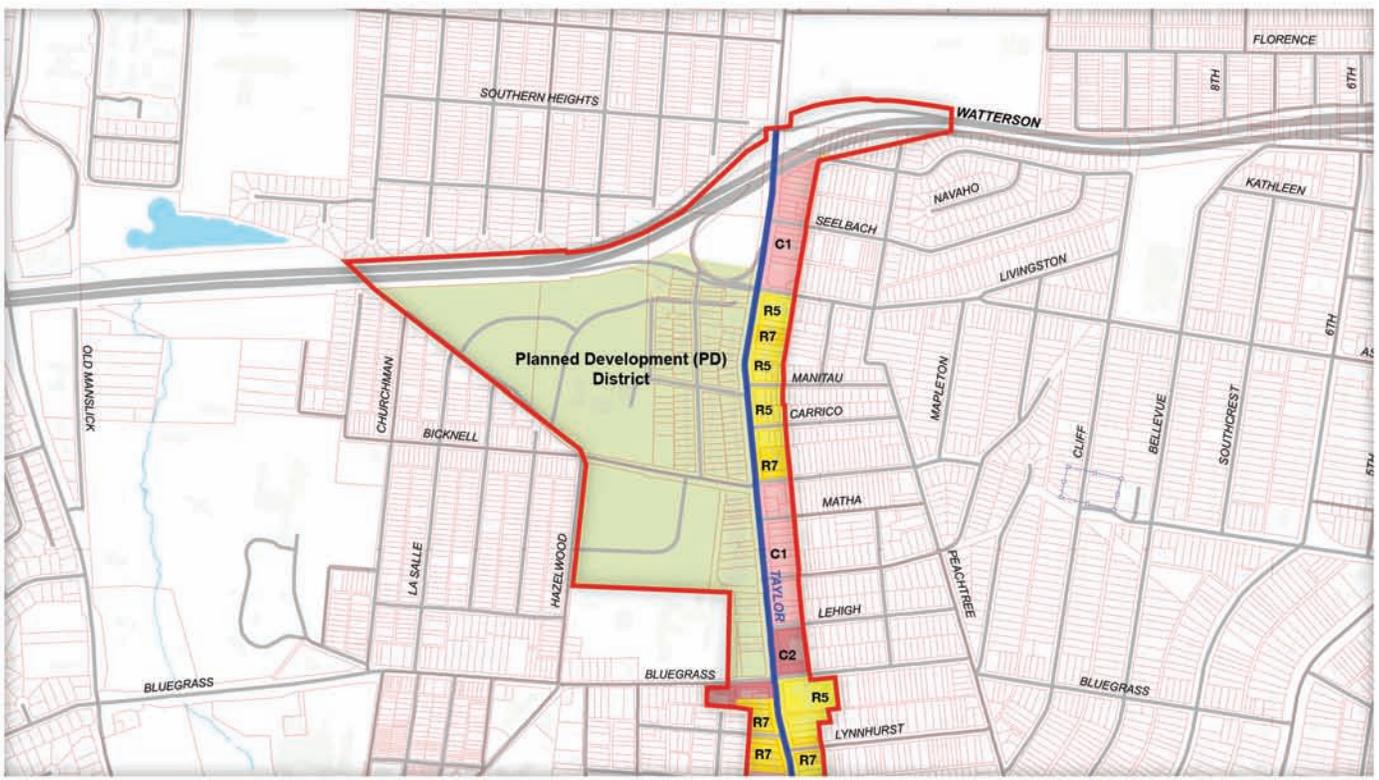
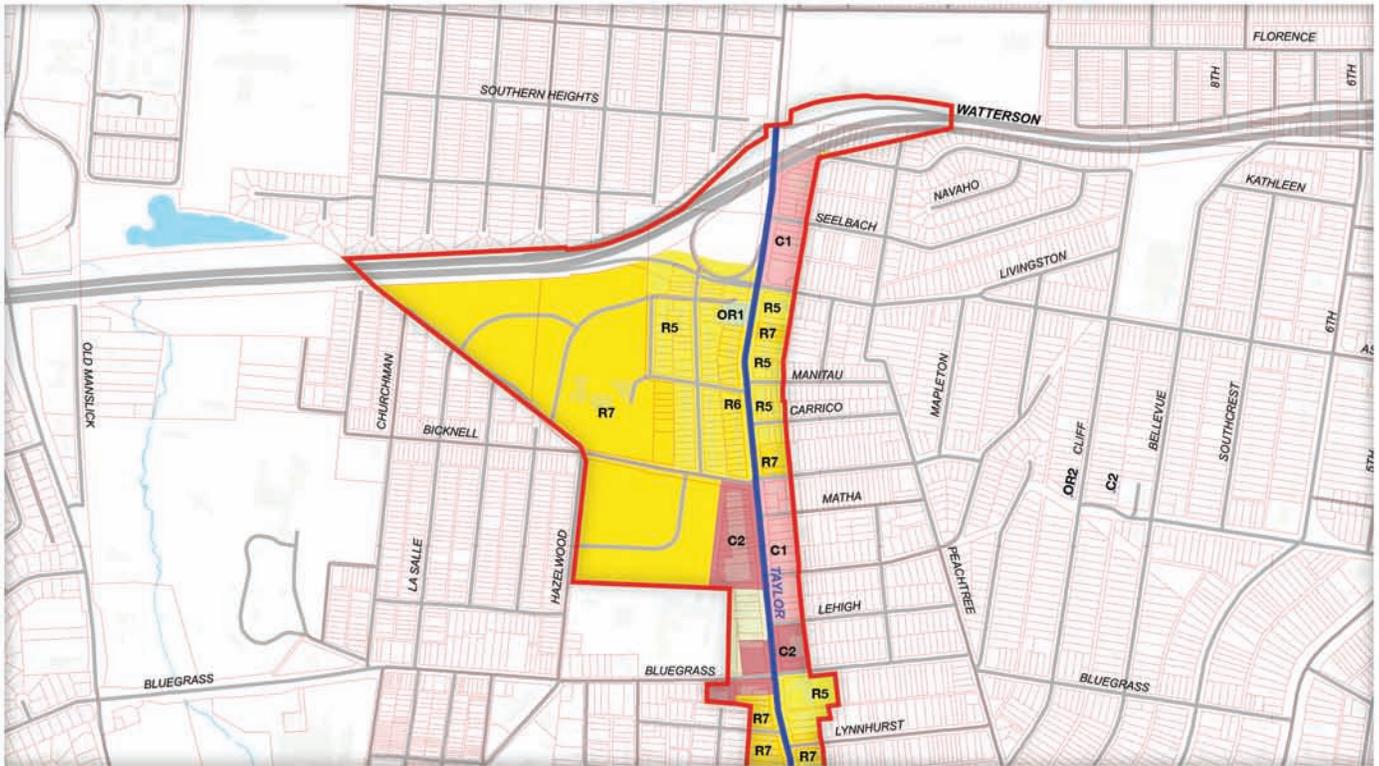
The team concluded that current regulations are generally consistent with current or desired land use and urban form, with the following exceptions:

- At the northern end of the corridor, a Planned Development (PD) District should be established to facilitate the appropriate redevelopment of the former Iroquois Homes site and adjacent properties along Taylor Boulevard. These properties should include the primarily residential area between the Iroquois Homes site and Taylor Boulevard, as well as the properties that are east of the elementary school and north of Bluegrass Avenue. Rezoning these properties will allow for comprehensive site planning, insuring that redevelopment is well-designed, efficient, and sustainable, and makes a positive contribution to the economic development of the community. The PD District should also make the site more attractive to potential developers because it increases the flexibility with which the site can be developed consistent with the Traditional Neighborhood Form District.<sup>1</sup>
- At the southern end of the corridor, uniform C-2 zoning should be established to facilitate the commercial development of sites near the Watterson Expressway interchange. Specifically, this involves rezoning to C-2 the areas zoned C-1 and M-2 that are northwest and northeast of the intersection of Outer Loop and New Cut Road and rezoning to C-2 all properties not already zoned C-2 (currently zoned C-1, C-M, M-2, or R-4) that are located within the study area and southwest and southeast of the intersection of Outer Loop and New Cut Road. Consistent zoning of this area will make it more attractive to potential developers by eliminating uncertainty about permitted uses and densities.

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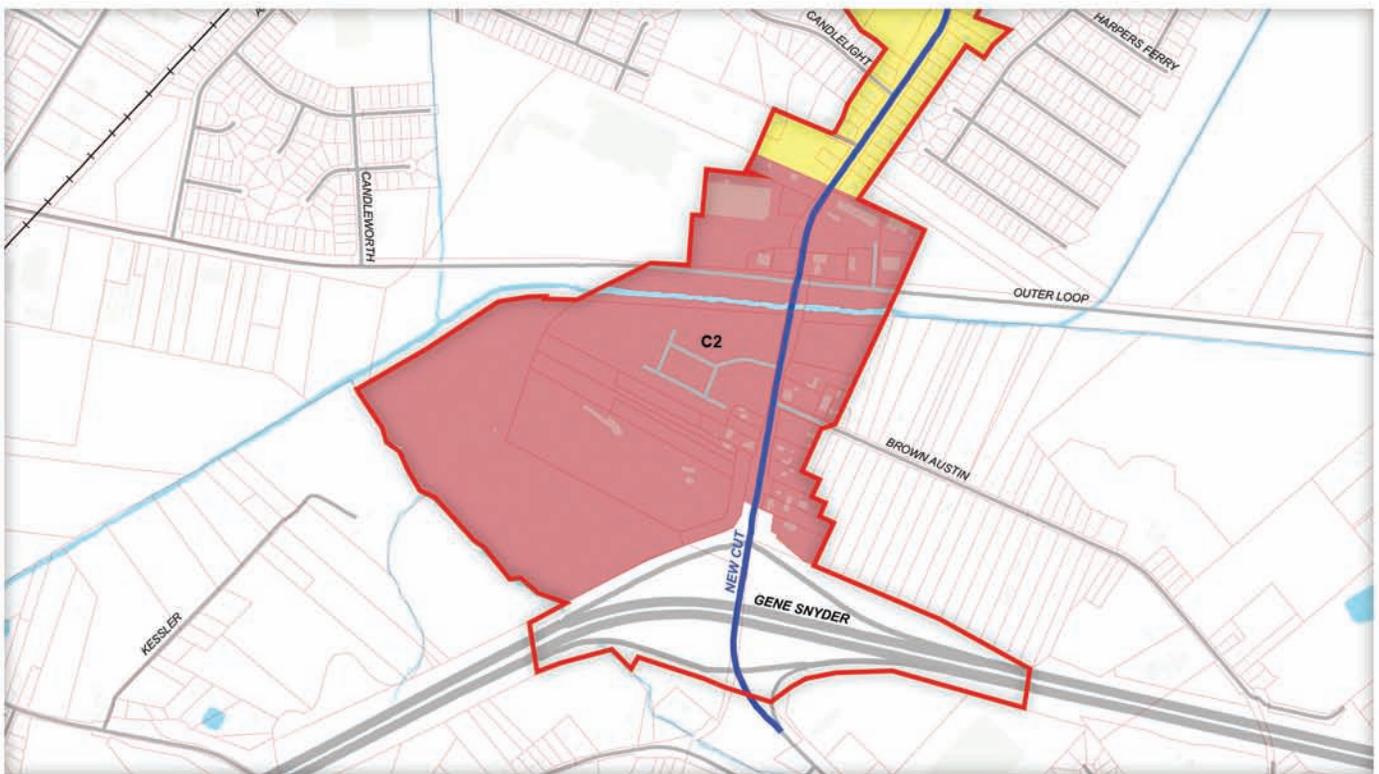
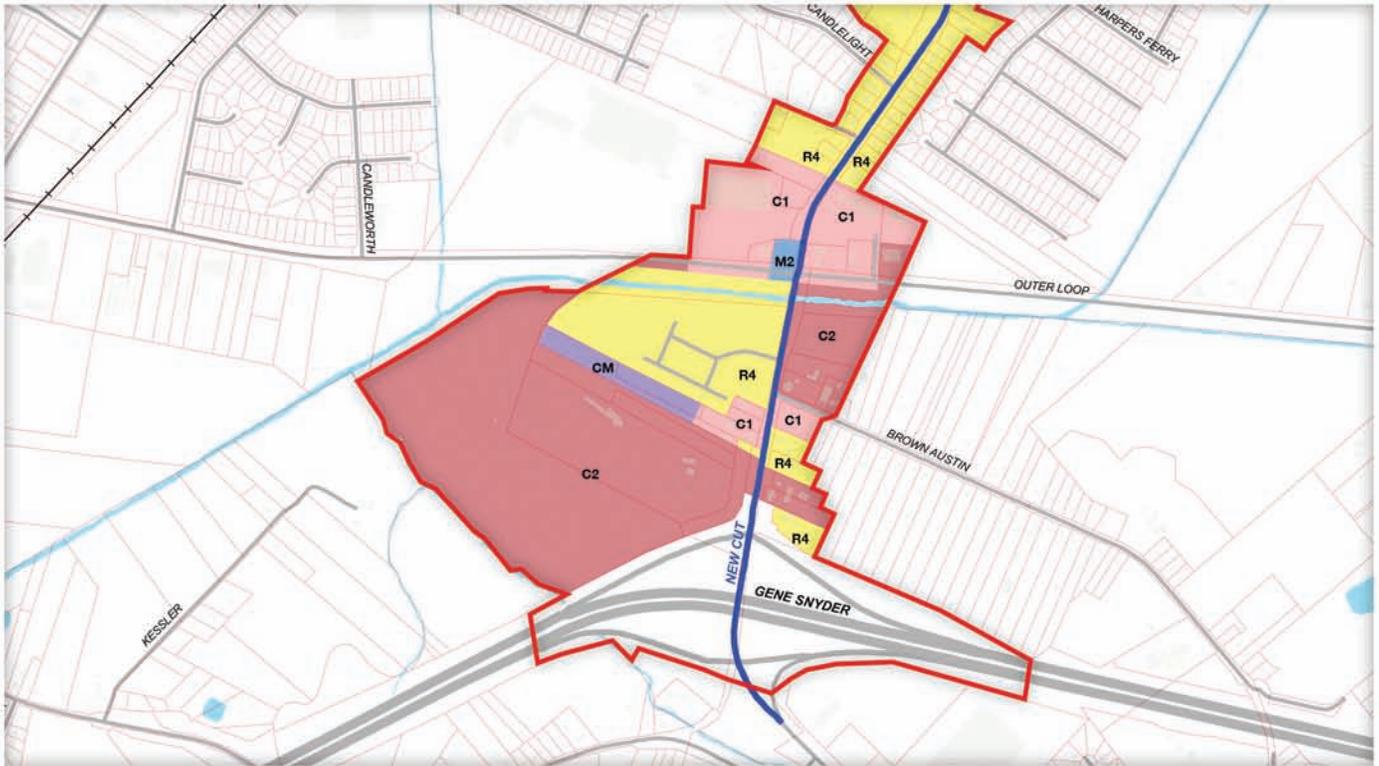
<sup>1</sup> The Traditional Neighborhood Form District allows for PD Districts in the form of Traditional Neighborhood Activity Centers with land uses and densities (up to a floor area ratio of 5.0) designated in a master plan that must be approved by the Planning Commission and Metro Council.

### Proposed Zoning Changes to Northern Study Area



Top map shows the existing zoning for the northern section of the study area from Watterson Expressway to just beyond Bluegrass Avenue. Bottom map illustrates the recommended zoning changes of the western parcels including and adjacent to the Iroquois Homes site to a Planned Development (PD) district.

### Proposed Zoning Changes to Southern Study Area

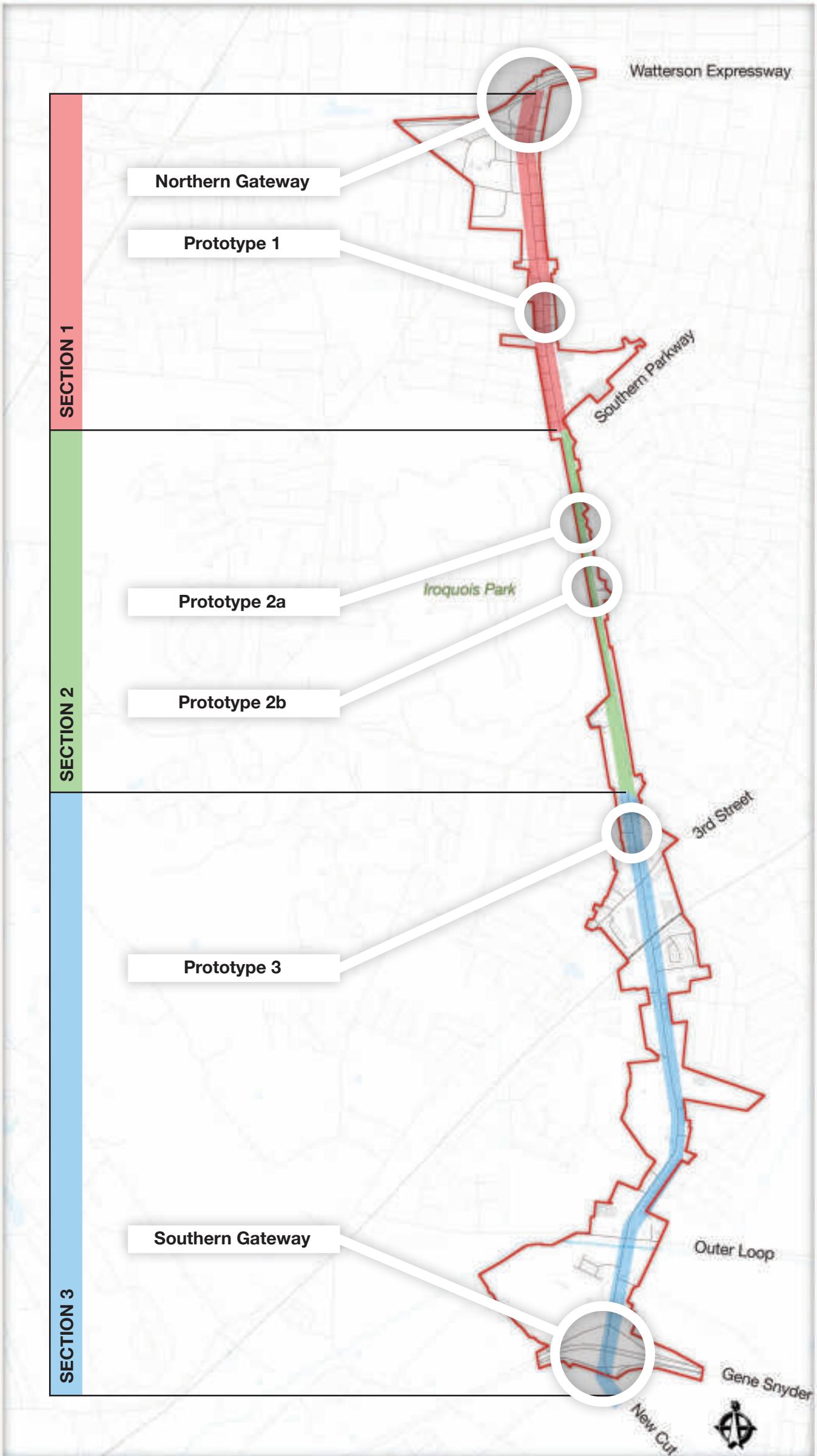


Top map shows the existing zoning for the southern section of the study area from just north of Outer Loop to the Gene Snyder. Bottom map illustrates the recommended zoning changes to the parcels to C-2.

## Mobility

New Cut Road and Taylor Boulevard provide the major transportation artery and connectivity opportunities for both local residents of the many neighborhoods located along their length as well as regional visitors to their businesses and public amenities, such as Iroquois Park. Cities and neighborhoods throughout the United States are increasingly paying attention to the issues of universal design, multi-modal transportation and the accessible accommodation of bikers and pedestrians. The Cornerstone 2020 Comprehensive Plan's Mobility Strategy clearly calls for efforts to "provide a safe, economical, accessible, and efficient system for transporting people and goods that is consistent with Community Form, Marketplace and Livability goals and objectives, promotes orderly development, and affords a choice of travel modes."

The following recommendations and strategies focus on areas of concern and selected strategies that were identified via visual surveys of existing conditions, suggestions submitted by members of the New Cut Road/Taylor Boulevard Task Force and input gathered from the assembled stakeholders who participated in this project's public workshop held on September 10, 2011. The length of the New Cut Road/Taylor Boulevard Corridor's study area has been divided into three primary study sections due to their distinctive existing cross sections and typical land use characteristics.



### **Section 1 – Watterson Expressway to Southern Parkway**

This section extends from the proposed northern gateway of the corridor at the Watterson Expressway interchange southward to the intersection with Southern Parkway and the northern boundary of the corridor's signature green space Iroquois Park. Land use is a mixture of small retail and commercial properties south of the Watterson, single family homes and institutional uses such as Iroquois High School and Lynnhurst United Church of Christ. The existing public right-of-way contains four nine-foot-wide travel lanes with a narrow grass strip and four-foot-wide sidewalks on each side.

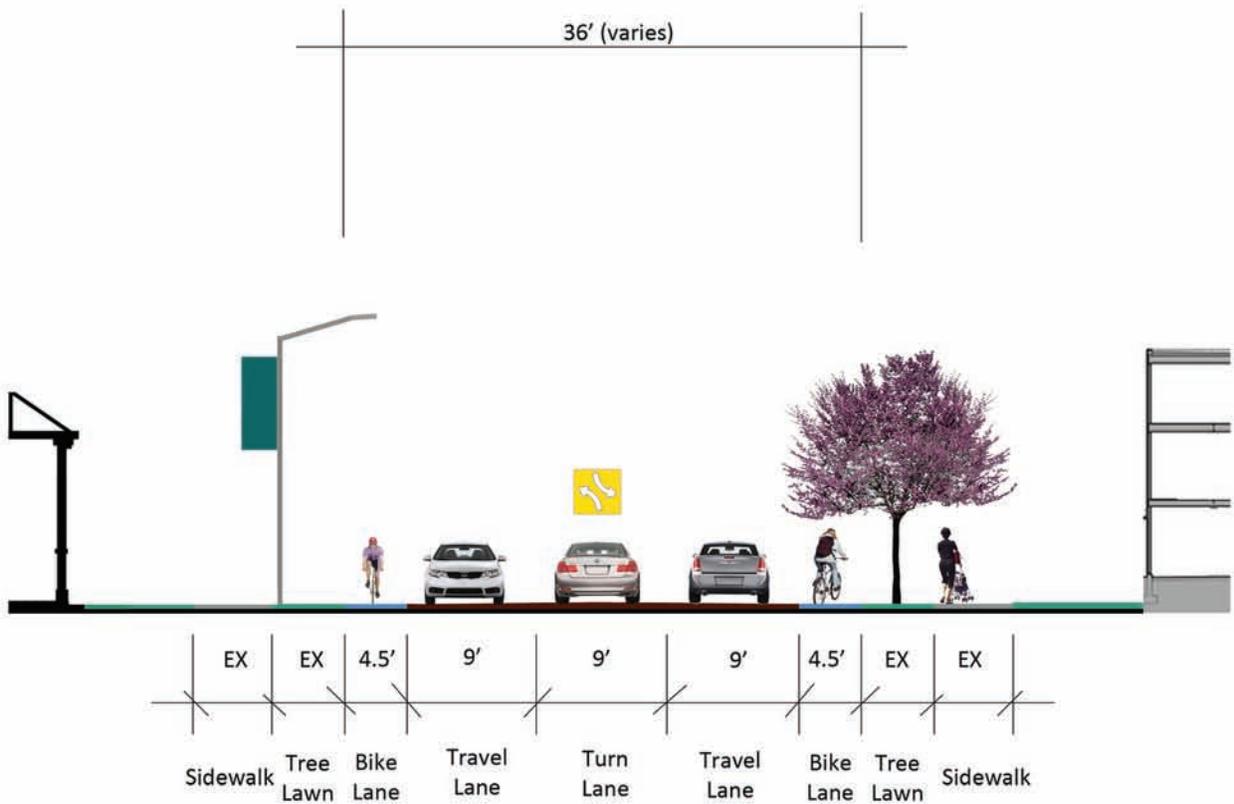
Given the constraints of a narrow right-of-way, the proposed street section leaves the existing sidewalks, tree lawns and curbing in their existing location. The recommended reconfiguration of the 36-foot wide asphalt section includes two nine-foot travel lanes, a center two-way turning lane, and a four-and-a-half-foot wide bicycle lane in each travel direction next to the existing curb. The bicycle lanes are to be painted an approved color and have the bicycle lane logo installed periodically along their length. Safety separation from the adjacent travel lane can be simply and inexpensively achieved by installing rubberized lane separators. Additionally it is recommended that a thorough engineering study be performed to explore the option of converting the middle turn lane into a planted median where appropriate. This amenity would reinforce the community's vision of the corridor becoming a parkway in character and design. Finally, it is recommended that the master planning for the proposed Planned Development District at the northern end of the corridor consider the possibility of road widening to accommodate any additional traffic generated by redevelopment of the Iroquois Homes and adjacent sites.



Top: Aerial view showing current condition of the northern gateway.  
Bottom: Proposed landscaping and signage includes the addition of trees, flowers, and welcome signs.



Top: Aerial view showing current street design of Taylor Boulevard.  
 Middle: Proposed street design with one automobile lane in each direction, middle turning lane, and bicycle lanes.



**Prototype 1 Street Section**

Taylor Boulevard north of Southern Parkway

n.t.s.

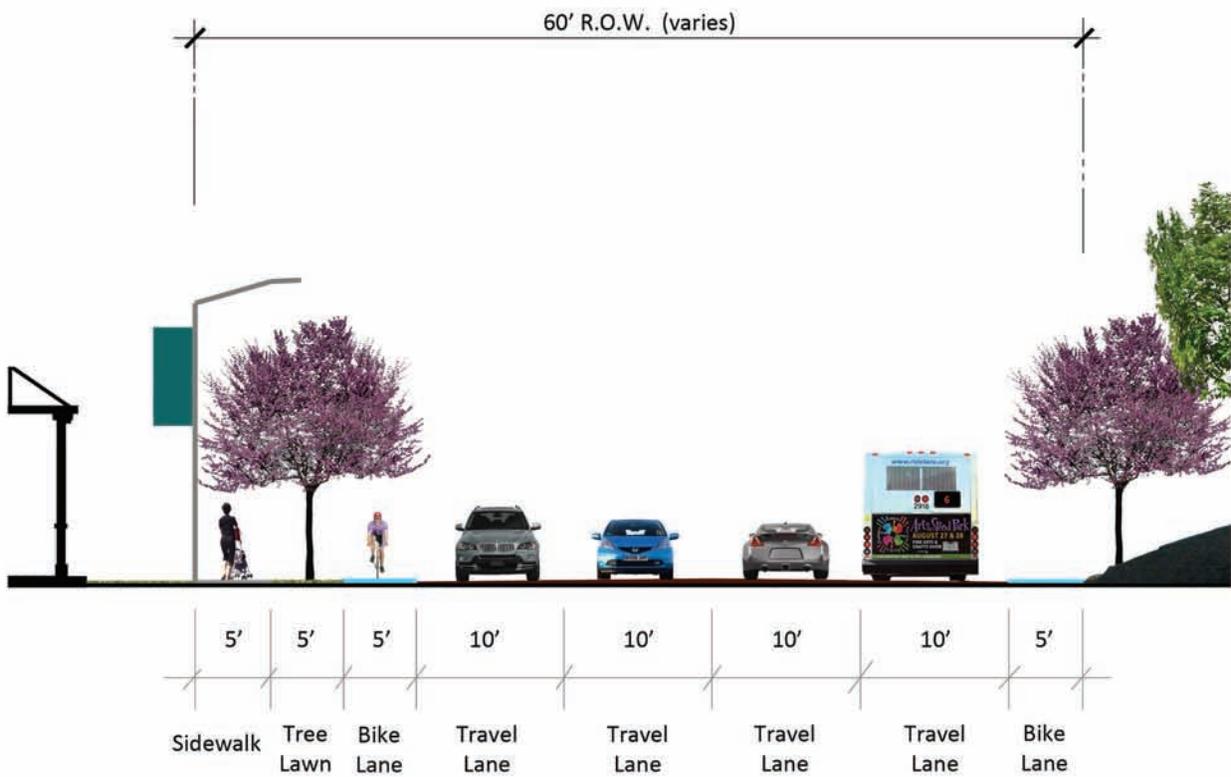
## Section 2 – Southern Parkway to Palatka Road

Home to Louisville’s highly-prized Iroquois Park, this segment of the corridor has a varying right-of-way width which averages 60 feet. In addition to the Iroquois Park frontage the majority of land use along this stretch is a combination of single-family homes and commercial nodes at the Kenwood Drive and Palatka Road intersections. The recommended future street section is able to accommodate a five-foot wide bike lane in each direction, four ten-foot wide travel lanes, and five-foot wide tree lawns between the curbs and sidewalks. Recommended improved additional TARC bus shelters and paver crosswalks at the Southland Terrace, Iroquois Avenue, and Kenwood Drive intersections are also shown in the following illustrations.

This section has been divided into two prototypes, labeled 2a and 2b. Prototype 2a is recommended to be implemented from Southern Parkway to Palatka Road, with the exception of the span between Inverness Avenue and Orchard Hill Drive. Prototype 2b responds to the widening of the intersection of New Cut Road and Kenwood Drive at the Colonial Gardens site, and is recommended to be implemented from Inverness Avenue to Orchard Hill Drive.



Top: Current view looking south on New Cut Road at Iroquois Avenue.  
 Middle: Proposed street design including bicycle lanes, bus shelter, and new landscaping.



**Prototype 2a Street Section**

New Cut Road between Southern Parkway and Kenwood Drive looking South

n.t.s.

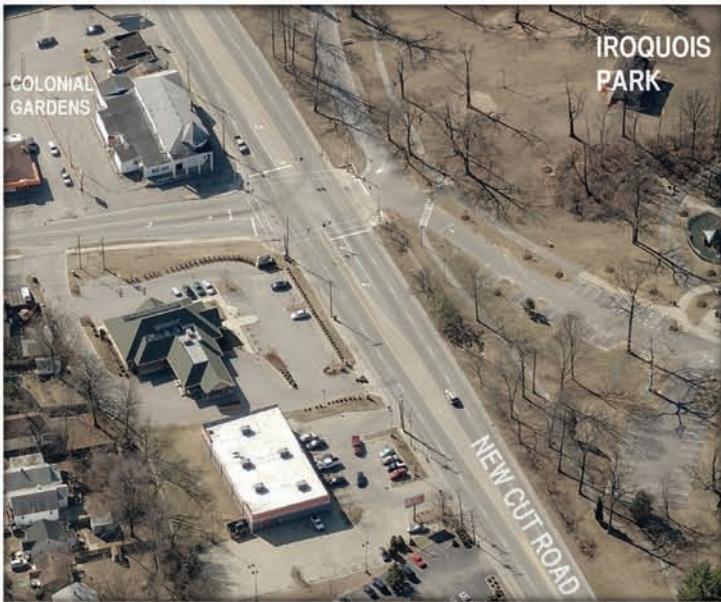


Top: Aerial view showing current street design of New Cut Road near Iroquois Park.  
Bottom: Proposed street design with bicycle lanes, bus shelter, and new landscaping.

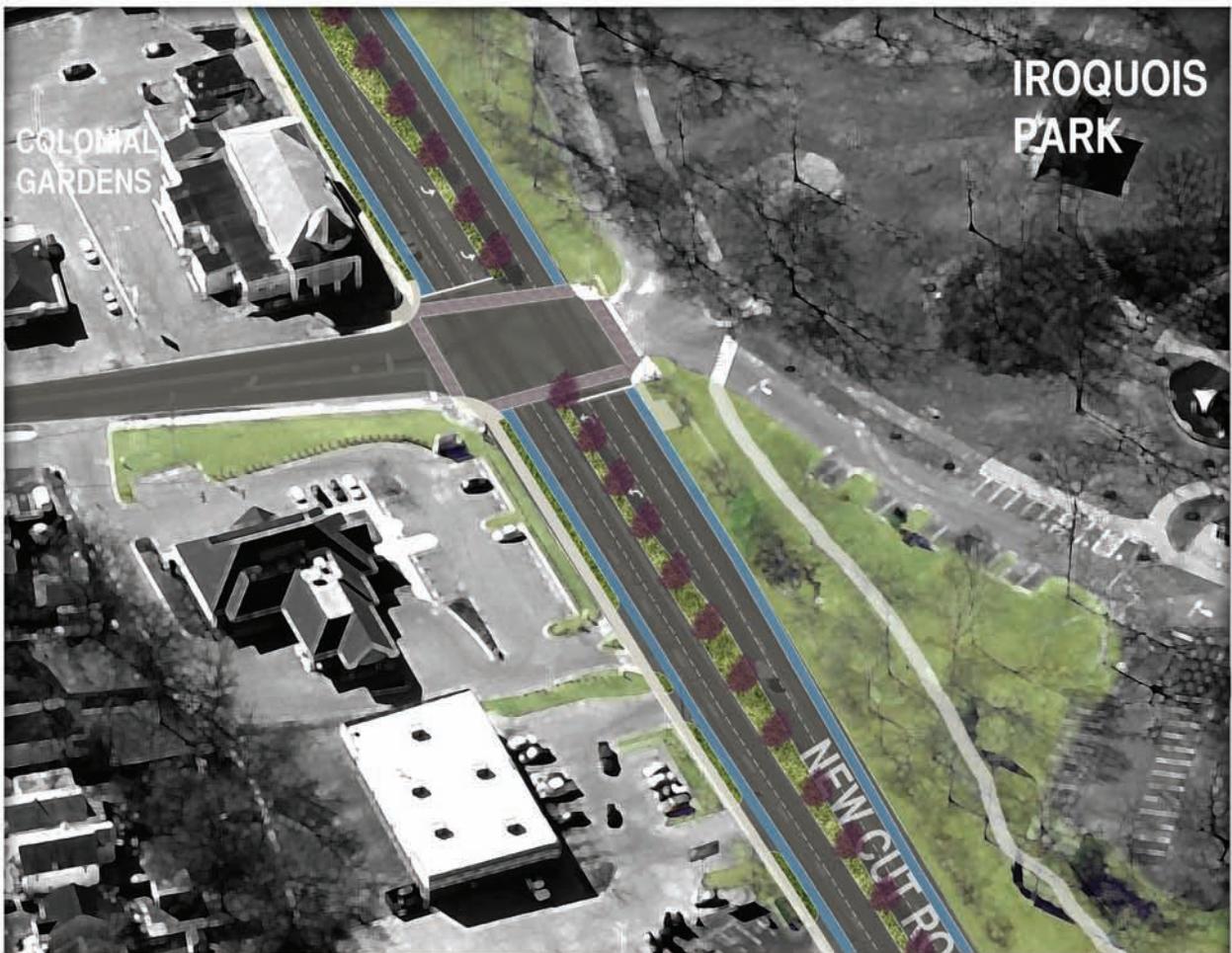




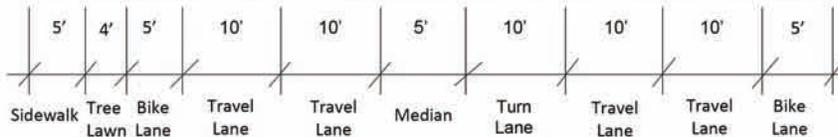
Top: Current view of the New Cut Road and Kenwood Drive intersection, showing the Colonial Gardens property on the far corner.  
Bottom: Proposed improvements to the intersection, including landscaped median, improved crosswalks, bus shelter, and bicycle lanes.



Top: Aerial view showing current street design of New Cut Road at the Kenwood Drive intersection.  
 Middle: Proposed street design showing landscaped median, improved crosswalks, bus shelter, and bicycle lanes.



74' R.O.W. (Varies)



**Prototype 2b Street Section**

New Cut Road at Colonial Gardens intersection looking South

n.t.s.

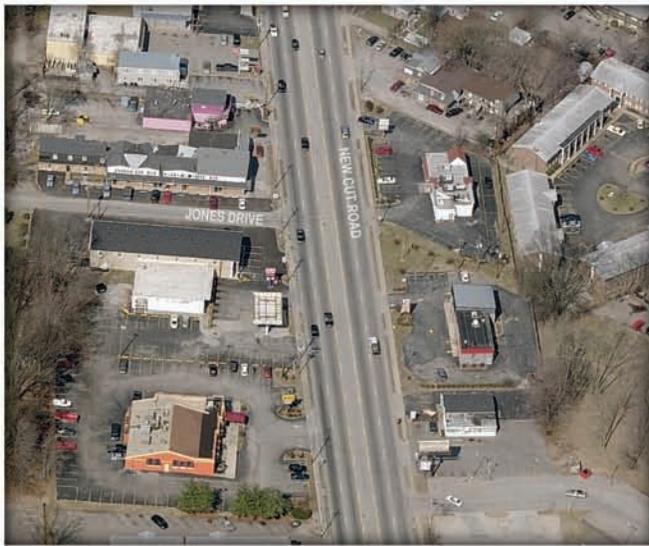
### **Section 3 – Palatka Road to Gene Snyder Expressway**

The southernmost segment of the study area is the longest of the three and extends from just south of Iroquois Park to the Gene Snyder interchange, which also serves as the southern gateway of the corridor. Commercial nodes at Outer Loop and Third Street Road punctuate an otherwise predominantly single-family residential land use here.

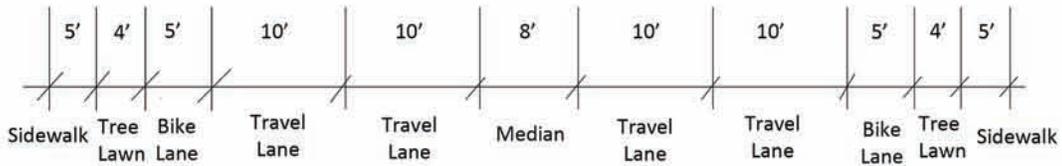
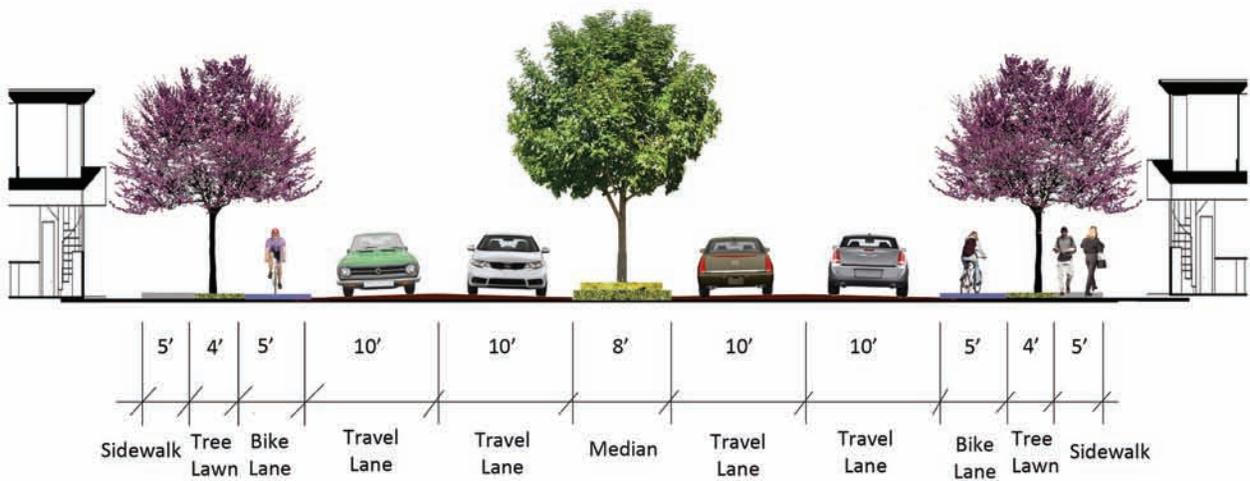
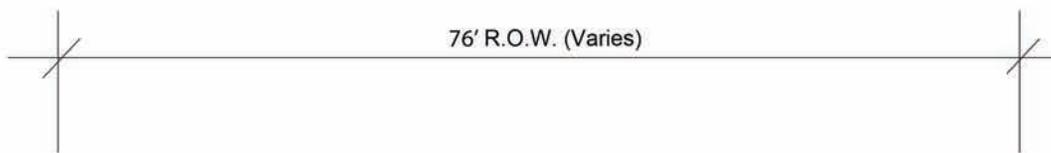
The existing five travel lanes within the right-of-way can easily be reconfigured so that this segment of the corridor can fulfill the mission of Metro Louisville's Cornerstone 2020 Mobility directives as well as the vision of those residents living along New Cut Road. A more generous 76 foot average right-of-way will afford an improved street section that includes the typical sidewalks, tree lawns and four travel lanes of Section 2. In addition, however, this segment of New Cut Road can provide an eight-foot wide planted median. This amenity can accommodate either a row of overstory shade trees or a selection of smaller flowering native trees and flowering groundcover. This segment of the study corridor has the greatest potential, in concert with the upgraded southern gateway improvements, to be a complete parkway much in keeping with the tradition of Olmsted-designed parkways within Louisville's Metro Parks' system of public parks and parkways.



Top: View of southern section of New Cut Road, showing center turn lane.  
Bottom: Proposed improvements to the southern section of New Cut Road, including landscaped median, tree lawns, and bicycle lanes.



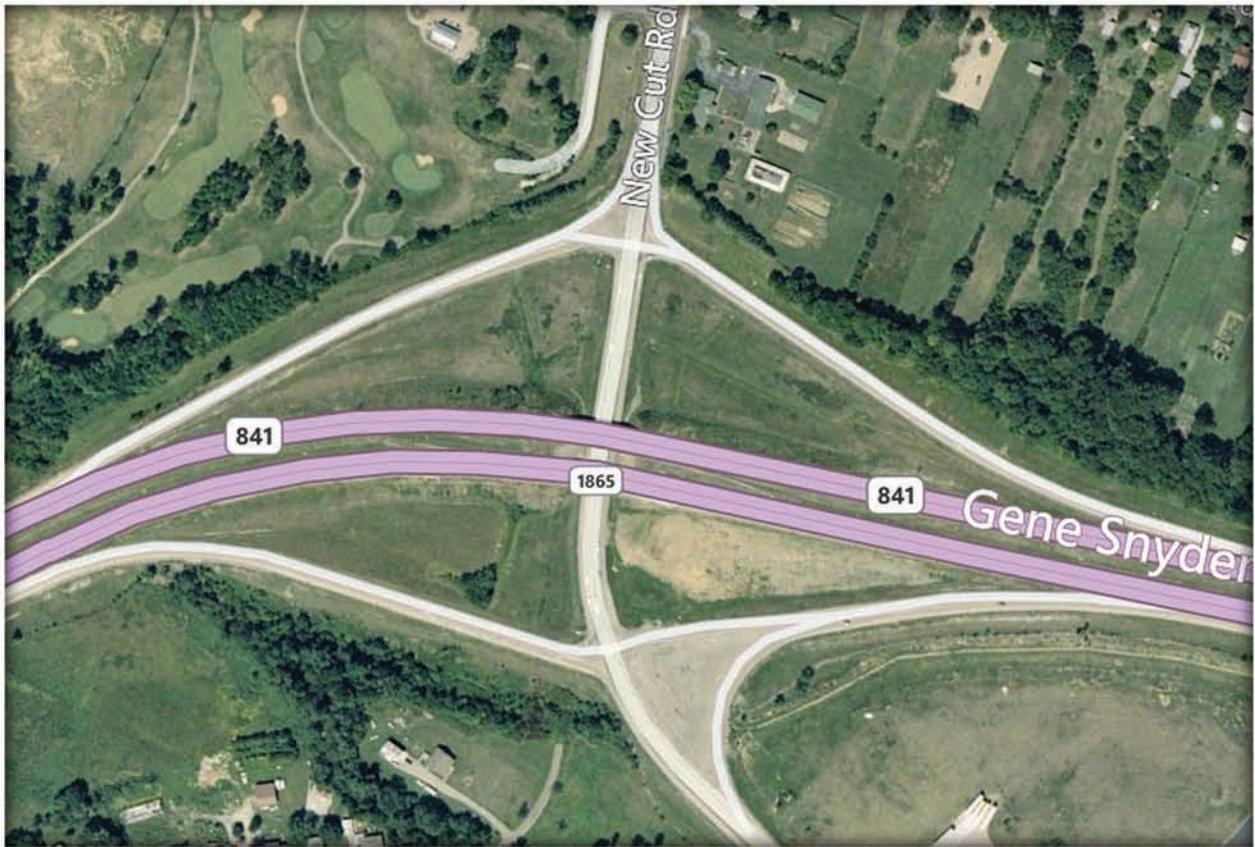
Top: Aerial view showing current design of New Cut Road near Jones Drive.  
 Middle: Proposed improvements to the southern section of New Cut Road, including landscaped median, tree lawns (between road and sidewalk), and bicycle lanes.



**Prototype 3 Street Section**

New Cut Road between Third Street Road and Palatka Road looking North

n.t.s.



Top: Aerial view showing current condition of the southern gateway.  
Bottom: Proposed landscaping and signage includes the addition of trees, flowers, and welcome signs.

## Economic Development

Economic development along the New Cut Road corridor is a key element to successfully reinvigorating the street and strengthening the vitality of all the neighborhoods along its length. Community input gathered at public meetings and independently with task force members demonstrated a desire for increased commercial and residential activity along the corridor. The resulting vision statement created for the plan lists “a vibrant local economy where business owners are invested in a public/private partnership, and foster the unique diversity of the corridor” as a key element to the corridor’s future success. Given this intention, a series of potential site developments is identified in this study; two sites anchor the northern and southern gateways of the study area, and one site, the formal Colonial Gardens across New Cut Road from Iroquois Park, is central to the corridor.

### Northern Anchor – Former Iroquois Homes Site

Built in 1953, the Iroquois Homes development was part of Louisville Metro Housing Authority’s network of residential properties. It provided over 300 dwelling units prior to its ultimate demolition in 2011. This site is located west of Taylor Boulevard and sits on the south side of the Watterson Expressway. These approximately 55 acres provide a prime opportunity for a mixed-use redevelopment scheme, that if extended eastward in order to have primary Taylor Boulevard frontage, could also serve as an easily-identifiable northern gateway to the Taylor Boulevard/New Cut Road Corridor.

#### *Strengths:*

- Size: 55 acres is large enough to accommodate several compatible land uses in a coordinated redevelopment scheme
- Easy access to TARC routes #36, #38, #84
- Easy access to I-264 Watterson Expressway

#### *Weaknesses:*

- Currently zoned R-7
- Much of the northern and western portions of the site are low-lying and prone to inundation following major storm water events.
- There is a remaining negative association of this parcel and its long-time use as Iroquois Homes

#### *Opportunities:*

- A mixed-use development on this site could become a regional attraction for shopping, offices, outpatient medical services and either assisted-living or independent retirement housing.
- This site’s location is key to announcing the presence of and entrance/exit to this revitalized corridor
- Rezoning to a Planned Development, as recommended elsewhere in this report, category would provide the greatest flexibility for future economic growth



Proposed layout for former Iroquois Homes site.

*Proposed Development:*

The conceptual redevelopment scheme for the former Iroquois Homes sites contains a variety of land uses set within a network of public green spaces. Following a new urbanist approach of establishing a walkable, pedestrian friendly town center style of development, the area north of Bicknell Avenue contains four components. Given this site's history of storm water management issues, the land area adjacent to the Watterson Expressway's R.O.W. is designated a public green space that serves multiple objectives. This parkland can serve as a temporary holding area for storm water as well as providing the residents, employees and visitors of the various facilities clustered around a central formal public park with additional passive and active recreation opportunities. Outpatient health care, possibly affiliated with the U.S. Veteran's Administration network of services in Louisville, is located at the northwestern corner of the center and contained in a group of multiple stand-alone buildings that has its own small central public space. Senior housing to the northeast and a mixed-use court of retail, offices and upper-floor housing is located just off the new roundabout on Bicknell Avenue.

South of Bicknell Avenue another series of mixed-use buildings creates an economic development center housing diverse enterprises of office, retail, commercial and light industry. These buildings, too, are situated within a network of green spaces, rain gardens and bioswales that provides employees an aesthetically pleasing work environment as well as a sustainably developed center of economic vitality.

Depending on the details of the final master plan for the Planned Development District, the additional properties proposed for inclusion in the district could be redeveloped in a fashion consistent with the proposal for the former Iroquois Homes site.

**Central Development – Colonial Gardens Site**

This Louisville landmark building was originally part of Senning's Park, established on the corner of New Cut Road and Kenwood Drive in 1902 by Fred and Minnie Senning. The original beer garden was expanded with the inclusion of Louisville's first privately-owned zoo around 1920 by Bill Senning. In 2008, after averting a demolition threat, the Colonial Gardens' building was designated an Individual Local Landmark by the Louisville Metro Landmarks Commission.

The central location of this site and its position at a busy intersection across New Cut Road from Iroquois Park provides optimal opportunities for successful redevelopment and expansion of existing retail and commercial businesses already here.

*Strengths:*

- Location central to the corridor's length and proximal to Iroquois Park
- Located within a node of currently successful businesses
- Currently zoned C-1
- Located on an identified Louisville Loop network route

*Weaknesses:*

- Uncertainty regarding the structural integrity of the building



Top: Proposed redevelopment scheme A for Colonial Gardens site.  
Bottom: Proposed redevelopment scheme B for Colonial Gardens site.

- Local disagreement concerning the ultimate community value of preserving the historic structure versus demolition and rebuilding on site

#### *Opportunities:*

- Potential to aggregate additional commercial properties to the south of Colonial Gardens which could increase the size and economic development effectiveness of a block-long redevelopment concept scheme
- Community retail and Louisville Loop user-oriented services should provide valuable clues for appropriate land uses and targeted business strategies

#### *Proposed Development:*

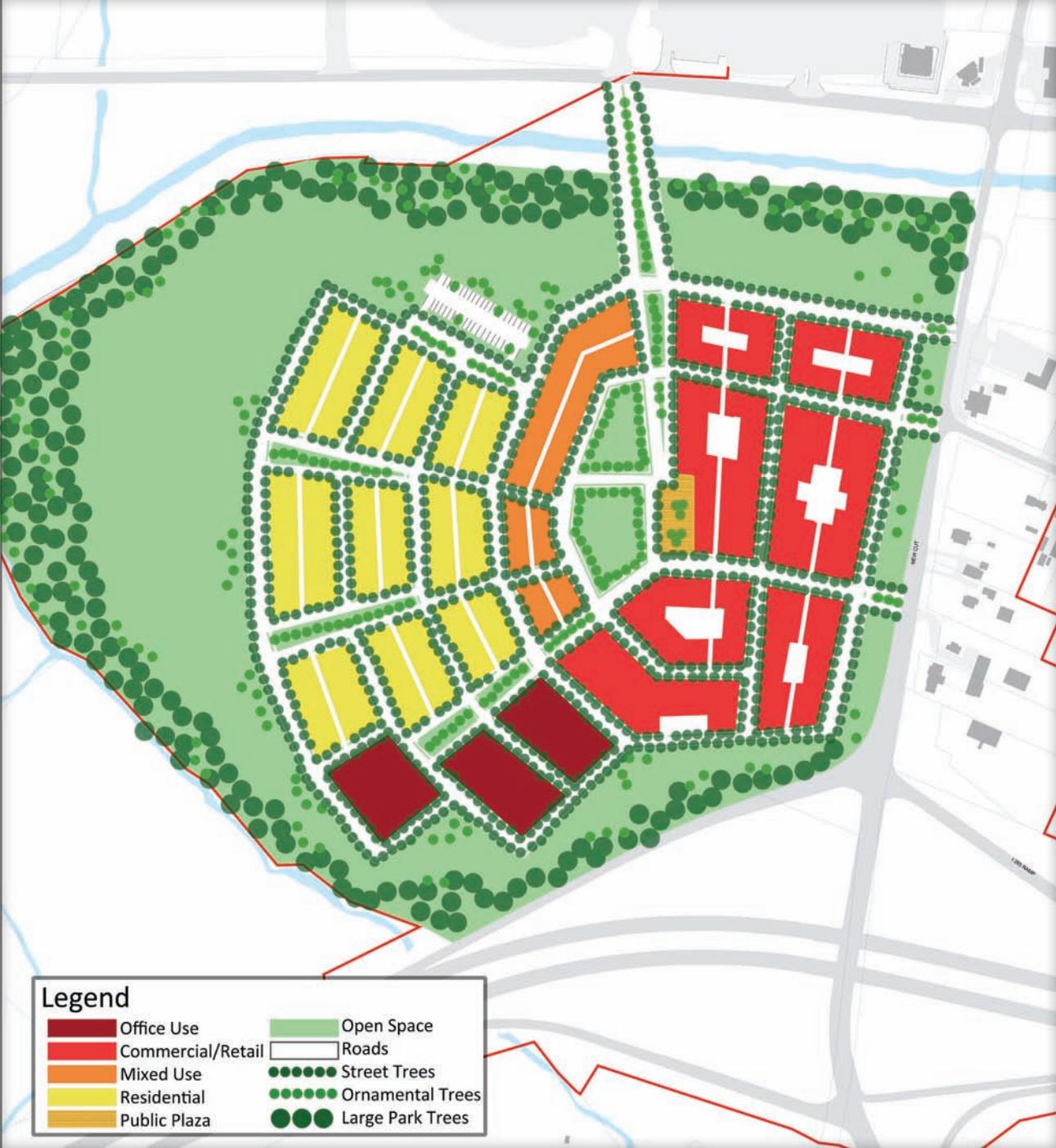
With advantageous location at the intersection of Kenwood Drive and New Cut Road, across the street from Iroquois Park, and surrounded by existing successful retail establishments the Colonial Gardens building and parcel redevelopment scheme should be a winner for both the potential owner and the neighborhood. The two alternative conceptual plans included here both show an expansion of new retail and office land uses to the south of Colonial Gardens, the re-establishment of a small garden area to recall the much more extensive beer garden that existed here at the turn of the last century, courtyards that provide gathering and outdoor eating spaces, and off-street parking. Retail shops such as cafes, coffee shops, bicycle equipment sales and repair, sporting goods sales and bike tour outfitters could all capitalize on the future traffic that will be generated by the completion of the Louisville Loop and its extension along New Cut Road to Southern Parkway.

### **Southern Anchor – Former Golf Course Site and Adjacent Properties**

One of the properties that make up the southern anchor is located at 6008 New Cut Road. This site is one-half mile from the currently developing Louisville Loop. This 80 acre site is bordered to the north by the Southern Ditch System and Outer Loop; to the east by New Cut Road; and to the south by the Gene Snyder Freeway.

#### *Strengths:*

- The site is located in an area of relatively low suburban population but could serve as a hub of activity for a larger, regional population.
- There is superb connectivity with the Gene Snyder Freeway, Interstate-65, Outer Loop, New Cut Road, and the Louisville Loop.
- Located on existing TARC routes #6 and #38 and can also be accessed by existing bikeways.
- The site is close to multiple educational institutions, including Lassiter Middle School, St. Nicholas Academy, Fairdale High School, and Doss High School.
- Currently designated as a Regional Center Form District.
- Has the potential to serve as an access point to the Jefferson Memorial Forest, Iroquois Park, and the Louisville Loop.



Proposed layout for former golf course site and adjacent properties.

*Weaknesses:*

- Although the center has excellent connectivity, there is a lack of bike lanes, sufficient lighting, and bus shelters.
- The streetscape is in need of improvement: there are currently no street trees and no street furniture.
- Floodplain and storm water accommodations will need to be considered for development.
- Lack of financing for retail development in the current economic environment.

*Opportunities:*

- Based on the market analysis, there is great potential for increasing retail establishments in the area.
- The site is located between Candlelight neighborhood and Fairdale. These have a combined population of 22,000, which is large enough to support economic development.
- The center could be a regional attraction for the residents of Fort Knox, which is located 25 miles south of the center.

*Land Use, Form Districts and Zoning:*

Land uses in the proposed southern anchor development include general office, industrial, multi-family residential, public open space, and single-family residential. This site is designated as a Regional Center Form District and is surrounded by Neighborhood Form Districts on three sides and a Village Form District to the south. Existing zoning categories are: C-1, C-2, CM, M-2 and R-4.

*Proposed Development:*

The proposed development scheme, located at 6008 New Cut Road, would have lasting effects on the immediate area, as well as the region. This development will offer commercial, multi-family, and single-family residential uses. The commercial activities will border New Cut Road, with adequate setbacks to complement the suburban fabric. The proposed multi-family land use encompasses a central green space and serves as a transitional buffer between the commercial activity and the single-family residential area. The housing is strategically placed on the western portion of the site takes advantage of westward views outstanding natural beauty.

## Corridor Identity

Urban corridors, whether they are regional transportation routes, grand historic boulevards, or simple neighborhood thoroughfares, are an important element of every city, neighborhood and community. They are not only vital lifelines for travel, but they also serve as social connectors and linear economic catalysts. They facilitate getting adults to work, children to school, shoppers to stores and families to parks. They can provide shaded walks and bicycling paths, safe routes to the local ice cream shop and secure places for meeting friends. Corridors make up every city's invaluable connective network for accessibility. Louisville's exemplary network of high-quality corridors includes the Olmsted Parkways System, the Bardstown Road corridor, and the Frankfort Avenue corridor among others.

The New Cut Road/Taylor Boulevard Corridor Task Force members, and stakeholders who attended this project's two public workshops, repeatedly expressed their desire to find creative strategies for expanding upon the public right-of-way's existing strengths. A need was expressed for a greater sense of connectivity to nearby Louisville amenities such as Churchill Downs and the Jefferson Memorial Forest. The Watterson and Gene Snyder Expressways' interchanges provide suitable potential gateway locations for this artery and the adjoining neighborhoods along its length. Additionally, a consistent streetscape design, a coordinated family of street furniture, a signature palette of plant materials and a corridor-specific signage/banner program were identified as possible steps towards utilizing this corridor's public right-of-way as a medium for enticing new businesses, improving the public's perception of the quality of life in this area of greater Louisville and providing local residents with the high quality local amenity that this historic part of the city deserves.

The following recommendations and strategies for a coordinated and effective program of corridor improvements would do much to further the overarching goal of this corridor's stakeholders which is to fashion a vibrant, socially active, aesthetically pleasing and economically sound spine of activity along Taylor Boulevard and New Cut Road as they stretch between the Watterson and Gene Snyder Expressways.



New banners and signs would give the corridor a consistent identity.



It is recommended that a coordinated family of street furniture be implemented throughout the corridor. Several options are shown above.



The task force recommends a consistent scheme of new plant materials for expressway interchanges, medians, tree lawns (the areas between sidewalks and curbs), and adjacent public areas. In particular, a combination of yellow daffodils, red bud trees, Kwanzaan cherry trees, lilac bushes, and white oak trees would provide a strong and colorful complement to existing plant materials. Selective incorporation of white-painted horse fences would help tie the corridor to nearby Churchill Downs and evoke the pastoral imagery of Kentucky's horse farms.



## Plan Implementation

### Phasing

The Table of Recommendations at the end of this section suggests likely timeframes for implementing the key recommendations of this report. Timeframes are given as short (1 to 2 years), Medium (3 to 5 years), or Long (more than 5 years).

Several recommendations should be relatively easy to accomplish and could be implemented in a short timeframe:

- **Rezone all southern anchor properties to C-2**
- Establish the label “Jefferson Parkway” as a brand name for the corridor
- Choose a consistent system of street furniture, plantings, bus shelters, and other infrastructure to implement throughout the corridor
- **Plant yellow daffodils at the expressway interchanges; this is a low-cost effort that quickly will state that this neighborhood matters; red buds and cherry trees could follow shortly thereafter**
- Identify those areas that would benefit from new plantings but will not be affected by future utility or other construction work so that new plant materials can be added within the short timeframe
- Install banners, welcome signs, and directional signs that reflect the new branding of the corridor
- Seek highway funds and other sources of financing for implementing and maintaining proposed improvements

Other recommendations require additional study and substantial funding and so will be harder to accomplish in the short term. Recommendations that could be accomplished in the medium term include:

- **Create a master plan and rezone to Planned Development the former Iroquois Homes and adjacent sites (the northern anchor)**
- **Landscape the expressway interchanges**
- **Add bus shelters at key locations along the corridor**

Finally, the major roadway improvements suggested might occur in the medium or long term depending on availability and timing of funding. If limited funds are available, reconfiguration of the roadways could be undertaken in phases. For example, the reconfiguration of Taylor Boulevard (Section 1) could be an early priority because it mainly involves restriping of the automobile travel lanes and introduction of bicycle lanes. Bicycle lanes along Sections 2 and 3 could also be early priorities.

## Economic Development Strategies

The following narrative outlines a two-pronged approach to move the economic development agenda forward along the New Cut Road and Taylor Boulevard Corridor. One is targeted to the three larger areas for potential development and the second relates to existing businesses.

For each of the three specific target areas for development along New Cut Road/Taylor Boulevard

- Former Colonial Gardens
- Previous Iroquois Homes
- Proposed site (three separate parcels) for large development such as Home Depot or Lowes

Meet privately with current owner or listing agency to discuss their properties in order to ascertain their goals for the future and to explain the work occurring along the Corridor. Determine if they are willing to finance any new developments or contribute in any way. Obtain any current marketing information available on their property.

Prepare to meet with potential investors/developers for future development opportunities by:

1. Develop marketing/informational materials on each of these sites. This should include information such as
  - Current property owner(s) contact information and if listed with realtor
  - Size of property, amenities, etc.
  - Current or revised zoning
  - Demographic data of surrounding area as related to economic capacity
  - Transportation and infrastructure
2. Discuss with your partner council members what opportunities might exist for potential incentives to investors/developers for new development as well as for current business owners to incentivize them in staying or possibly expanding. If you pool your resources, what can you come up with?
3. Work with the Southwest Dream Team to incorporate any efforts they may already have underway to promote the area or to provide incentives. They will be a great resource in generating ideas about possible incentives.
4. Work with the Louisville Metro Department of Economic Growth and Innovation to create an overall package of services and promote these targeted area, as well as the overall corridor, to investors/developers. If possible, determine what incentives might be generated for developers to encourage them to consider locating along the corridor. This could run from a time sensitive tax abatement and utilities adjustments, to low interest loans and tax increment financing, just to mention a few.

Develop a top ten list of potential investors and outline a strategic approach.

If matching funds from local government will be involved, you may wish to consider putting together some type of consortium of financing partners to achieve these goals.

There are numerous ways to go about getting this data to appropriate parties, for instance:

- Invite the potential investors to a breakfast or lunch meeting where a complete presentation is provided about the overall Corridor Study and these targeted areas; or
- Meet one on one with each person individually to discuss the opportunities

Each time you make the presentation, listen carefully to questions that are asked. Use these opportunities to fine tune the packaged proposal and adjust the content, incentives or approaches as needed.

### Alternatives for Financing Corridor Improvements

The primary sources of funds for highway improvements are federal and state road funds. However, these resources can be supplemented by locally generated funds that can be used to finance improvements and ongoing maintenance and other activities that benefit the corridor. Two main types of locally generated funding programs are available: Tax Increment Financing (TIF) and Business Improvement Districts (BIDs). Both of these types of programs rely on the idea that corridor improvements will increase the values of properties and businesses along the corridor.

In the case of TIF, the city government would need to agree to issue bonds to finance transportation improvements. The city would establish a TIF district, from which increased tax revenues are used to repay the bonds. Most commonly, TIF bonds are repaid using increased property tax revenues. TIF is often used to help redevelop urban areas that have suffered from decline and disinvestment. The TIF district would continue to exist for as long as it takes to repay the debt. Afterwards, any increases in property tax revenues would go to the jurisdictions that would have received those revenues in the absence of TIF.

In Kentucky, the state allows TIF to be used for improvement of “blighted” urban redevelopment areas as well as vacant land areas. In the case of urban redevelopment areas, 100% of incremental property and local wage taxes can be committed to repayment of TIF bonds for 30 years. In some cases state tax revenues can also be included in the district’s tax base. Kentucky allows TIF to be used for a variety of public infrastructure purposes, including: street and sidewalk construction and traffic control; park improvements; land acquisition, demolition, and clearance; and installation of utilities, street lights, and landscaping. Examples of TIF improvements in Louisville include the public infrastructure provided in support of the Marriott Downtown Hotel and Convention Center and the Churchill Downs renovation and expansion, as well as the KFC Yum! Center.

The primary caveat with respect to TIF districts is uncertainty about whether increased tax revenues will in fact be sufficient to repay the bonds (this is currently an issue for the KFC Yum! Center). In contrast to TIF districts, BIDs rely on a property tax surcharge to fund their operations. In this case, the property tax surcharge could be used to repay debt used to finance improvements, or it could be used to pay for the cost of ongoing programs, such as maintenance of landscaping and other improvements, litter control, and marketing. The Louisville Downtown Management District is an example of a BID in the Louisville area. In the case of a BID, property owners are willing to pay additional property taxes to support the BID because they know that the activities of the BID will improve property and business values in the area. Representatives of district businesses and district property owners serve on the BID board of directors to insure that the funds generated are used for productive purposes.

## Table of Recommendations

#	Recommendation	Implementation Partners	Time Frame
Cornerstone 2020/LDC			
	Land Use and Community Form		
C.1	Northern anchor properties: Create a master plan and rezone to Planned Development: the former Iroquois Homes site, the properties between that site and Taylor Boulevard, and the properties along Taylor Boulevard and east of the elementary school south to Bluegrass Avenue.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium
C.2	Southern anchor properties: Rezone to C-2 the properties currently zoned C-1 and M-2 that are northwest and northeast of the intersection of Outer Loop and New Cut Road and all properties not already zoned C-2 that are within the study area and south of the intersection of Outer Loop and New Cut Road.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Short
Infrastructure/Capital Improvement			
	Mobility		
I.1	Expressway interchanges: Landscape the Watterson Expressway and Gene Snyder Freeway interchanges with trees and flowers, including flowering trees along Taylor Boulevard and New Cut Road.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium
I.2	Section 1 of the roadway: Reconfigure Taylor Boulevard between the Watterson Expressway and Southern Parkway to one 9-foot travel lane in each direction, with a middle turn lane and 4.5-foot bicycle lanes on both sides.	Metro government: Economic Growth and Innovation, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.3	Section 2a of the roadway: Reconfigure New Cut Road between Southern Parkway and just north of Palatka Road (excluding the section immediately north and south of the intersection with Kenwood Drive; see I.4 below) to provide two 10-foot automobile travel lanes in each direction, a 5-foot bicycle lanes in each direction, and 5-foot tree lawns planted with flowering trees between the roadway and sidewalks; add paver crosswalks at the Southland Terrace and Iroquois Avenue locations.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.4	Section 2b of the roadway: Reconfigure New Cut Road immediately north and south of the intersection with Kenwood Drive to provide for two 10-foot automobile travel lanes in each direction, 10-foot left turn lanes at the intersection, a 5-foot planted median, 5-foot bicycle lanes in each direction, and a planted tree lawn on the east side of the roadway between the roadway and sidewalk; add paver crosswalks at the intersection and a TARC bus shelter.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long

I.5	Section 3 of the roadway: Reconfigure New Cut Road between the intersection with Palatka Road and the Gene Snyder Freeway to provide for two 10-foot automobile travel lanes in each direction, an 8-foot planted median, a 5-foot bicycle lane in each direction, 4-foot planted tree lawns, and 4-foot sidewalks on both sides of the road.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.6	Bus shelters: Add accessible bus shelters at key locations throughout the corridor.	TARC	Medium
	Corridor Identity		
I.7	Banners and signage: Install banners along the corridor, welcome signs at the northern and southern gateways, and directional signage that reflects new branding for the corridor.	Metro government: Public Works, Council	Short
I.8	Street furniture: Install a coordinated system of street furniture throughout the corridor.	Metro government: Public Works, Council	Medium
Policy/Programmatic			
	Economic Development		
P.1	Northern anchor site: Work actively to identify potential developers and occupants of the site and work closely with them in the process of developing the master plan required to establish a Planned Development District.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium-Long
P.2	Colonial Gardens site: Work actively to identify potential developers and occupants of the site.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Short
P.3	Southern anchor site: Work actively to identify potential developers and occupants of the site.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium-Long
	Corridor Identity		
P.4	Branding: Establish the label “Jefferson Parkway” as a brand for Taylor Boulevard and New Cut Road between the Watterson Expressway and the Gene Snyder Freeway (this would not be an official name change).	Metro government: Council	Short
P.5	Consistency in design: Use a consistent system of street furniture, plantings, bus shelters, and other infrastructure throughout the corridor.	Metro government: Public Works, Parks, Council	Short
	Implementation		
P.6	Roadway improvement funding: Seek highway funds for major improvements.	Metro government: Council	Short
P.7	Local funding and management options: Explore local options, such as establishment of a Business Improvement District, as a means to provide ongoing funds for maintenance and management of landscaping and other improvements.	Metro government: Council	Short

## Appendix: Public Workshop

Public Workshop #2 – September 10, 2011  
 Lynnhurst United Church of Christ

### Visioning Results

After an introduction to the New Cut Road/Taylor Boulevard Corridor project and a recap of Workshop #1, the City Solutions Center initiated a quick visioning exercise. Meeting participants were asked to sit back and close their eyes while they imagined their ideal New Cut Road/Taylor Boulevard corridor 15 years in the future. After individual brainstorming time, participants were asked to share their ideas ... what would they see, hear, and smell in this new corridor? The following responses were recorded on flip chart sheets:

What do you ...

See?	Hear?
<ul style="list-style-type: none"> <li>• Renovated Colonial Gardens</li> <li>• Shopping nodes</li> <li>• Trolleys</li> <li>• NO billboards</li> <li>• Consistent signage</li> <li>• Buffers / plantings along sidewalks</li> <li>• White oaks</li> <li>• Red buds</li> <li>• Cherry trees</li> <li>• Lilacs</li> <li>• Yellow daffodils</li> <li>• Nice benches by TARC stops (LOTS!)</li> <li>• Trash receptacles</li> <li>• Street Furniture</li> <li>• Won't see utilities / No over-head power lines</li> <li>• Well kept homes and yards</li> <li>• Newly-mown lawns</li> <li>• No junk</li> <li>• Fewer parking areas</li> <li>• Bike parking</li> <li>• Sit-down restaurants</li> <li>• Edible landscape</li> <li>• Renovated Hazelwood shopping center</li> <li>• Signature entrance to Iroquois Park</li> <li>• Landscaping at Gene Snyder and Watterson interchanges</li> </ul>	<ul style="list-style-type: none"> <li>• Birds</li> <li>• NOT traffic</li> <li>• Bicycle bells</li> <li>• Nothing</li> <li>• Friendly conversations</li> <li>• Calmer bus sounds</li> <li>• Less hum of cars / quiet traffic</li> <li>• No / fewer motorcycles</li> <li>• Yes to motorcycles (like)</li> <li>• Scooters</li> <li>• Concerts from the amphitheater</li> <li>• Musicals</li> <li>• Children playing</li> </ul>
	<p><b>Smell?</b></p> <ul style="list-style-type: none"> <li>• Jimbo's BBQ</li> <li>• Lilacs</li> <li>• Flowers</li> <li>• Cookouts</li> <li>• Ethnic foods</li> <li>• Restaurants</li> <li>• Mown lawns</li> <li>• No sewers / garbage</li> </ul>

Following the “closed-eye” visioning exercise, the approximately 30 participants were formed into six groups, labeled A to F from north to south. The corridor’s five-mile length was divided into six approximately equal-length sections. Each of the six stakeholder break-out groups was assigned to a work table that contained an aerial photograph, LOJIC base map showing parcels and buildings, land use map, zoning map, form district map, rolls of tracing paper and markers.

Each group was given the following set of tasks to complete:

Task 1 – Identify “What do we have that we like?” on your base map and mark/label it using a GREEN marker

Task 2 – Identify “What don’t we like?” on your base map and mark/label it using a RED marker

Task 3 – Determine “What do we want or need?” and mark/label it using a BLUE marker

Task 4 – For each item shown during Task 3, use a BLACK marker and together brainstorm a list of:

- Who do we need as partners in order to achieve it?
- How long might it take to complete?

Upon completion of the above tasks all participants reconvened and each break-out group took a turn sharing its findings with everyone. All responses were gathered and eventually organized in the following list that summarizes each section’s strengths, weaknesses, and opportunities, and lists priorities.

## Section Summaries

### Corridor Section A



#### Strengths

- Proximity to Churchill Downs
- Accessibility to/from 264
- Commercial buildings on the east side of Ashland and the 264 interchange
- Retail between Bluegrass and Bicknell
- Streetscape is tolerable

#### Weaknesses

- Trash, vandalism at signage by 264 interchange
- Stoplight timing encourages speeding
- Junk cars between Carrico and Bicknell
- Lot with a continuous yard sale set-up
- Retail lots between Bicknell and Bluegrass needs repaving
- Left-hand turn (heading north) into retail between Bicknell and Bluegrass is very difficult
- Vacant lot on northwest corner of intersection for Bluegrass and Taylor
- Iroquois Homes public housing

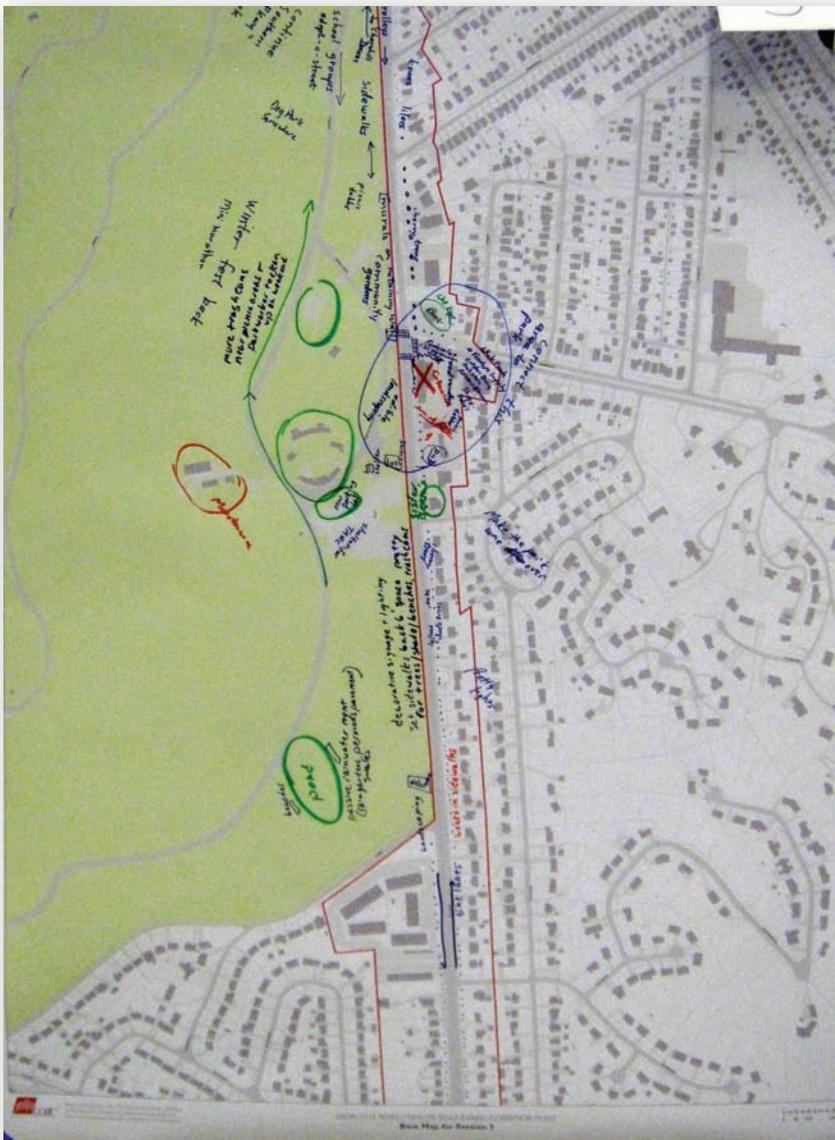
#### Opportunities

- Build character using landscaping
- Visually connect to Churchill Downs using Horse-themed imagery and building features
- Redevelop Iroquois Homes into a visible attraction from 264 (suggest retail, restaurants, hospital outparcels)
- Connector street to Manslick along Bicknell
- Way finding signage to hospital on Bluegrass and Taylor
- White oak, red bud, and cherry trees with daffodils and lilacs

Section A Priorities			
Rank	Suggested Objectives	Timeframe	Partnerships
1	Parkway vision: Connecting Churchill Downs to Iroquois Park through common visuals and landscaping, including white oaks, cherry trees, red buds, and yellow daffodils.	5 years	Metro Government State Highway District 5 Businesses Residential
2	Redevelop Iroquois Homes site: Create a Churchill Downs feel, borrowing visual elements of design. Create a triangular district, and name it; example, "Secretariat Run."	2-10 years	Federal Government
3	Underground utilities: Complete underground utilities along the entire corridor.	15 years	LG&E Cable TV Phone Companies



**Corridor Section C**



**Strengths**

- Republic Bank & Trust (landscaping)
- Sister Bean's restaurant
- Iroquois Amphitheater
- New parking lot within park

**Weaknesses**

- Weeds in sidewalk
- Colonial Gardens
- Used Tire Store
- Maintenance building / facility within park

**Opportunities**

- Bike Lanes
- Picnic Tables
- Shade trees (cherry, lilac, oak ect.)
- Community Gardens
- Welcome signs at entrance to Park
- Directional signage & murals
- New bus shelter within park
- Passive rainwater management, rain gardens, swales, pervious pavement
- Walkable sidewalks set back from the street 6' with benches & landscaping
- Trash receptacles & decorative lighting
- Trolleys (Churchill Downs to Park)
- School groups – adopt-a-street cleanup
- Wide brick crosswalks connecting Iroquois park to Colonial Gardens space.

Section C Priorities			
Rank	Suggested Objectives	Timeframe	Partnerships
1	Renovate Colonial Gardens: Similar to the Summit or Westport Village, suggested retail includes dining, pet stores, grocery, organic foods, bookstore, a classy pub. Visually connect to Iroquois Park.	5+ years	Historic Preservation People Potential Investors Iroquois Neighborhood Association Architects
2	Create Southern Parkway look: Addition of shade trees, wider sidewalk, setback sidewalk and buffering with landscapes.	1-2 years	Brightside LG&E Garden Clubs Arbor Day Association
3	Transit improvements: Bike lanes, bus stop shelters, trolleys.	1-2 years	TARC City Transit Users Public Works Neighborhood Groups State Highway Department



Corridor Section E



Strengths

- Kenwood Heights Christian Church
- Aubondale Elementary
- Fire fighters, Station #345
- Corridor is well maintained by residents

Weaknesses

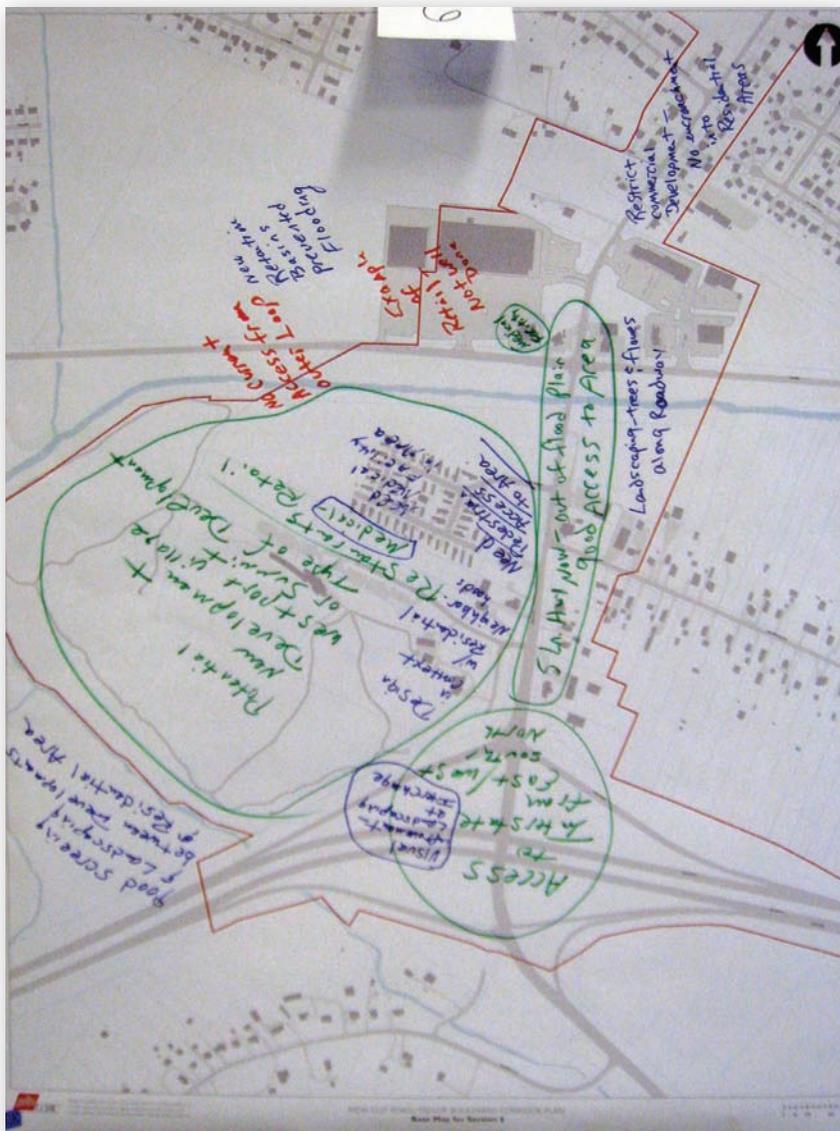
- CSX Railroad tracks block intersection
- Litter and trash
- Speeding
- No street lights along corridor

Opportunities

- TARC bus stops
- Provide benches & trash cans
- Install street lights at major intersections  
We suggest street lights the following inter-  
sections:
- Harper's Ferry
- Angeletta
- Candlelight
- Star
- Indian

Section E Priorities			
Rank	Suggested Objectives	Timeframe	Partnerships
1	Install street lights and banners at major intersections: Anticipated street light costs include \$150-\$200 to install, \$15/month to operate, or a total of \$900 to operate each light for 5 years.	1-2 years	Public Works LG&E LG Businesses Shopping Centers
2	Bus stop benches with trash receptacles: Addition of bus benches and trash receptacles at TARC stops along Taylor Boulevard.	2-3 years	TARC VAW District 13
3	Bicycle lanes: Create bicycle lanes to/from neighborhood locations such as community gardens, parks, shopping, and work places.	3-5 years	Partner

Corridor Section F



**Strengths**

- Accessibility to/from 265
- 5 lanes on corridor
- No longer in flood plain
- Medical facility

**Weaknesses**

- No access or connector roads to Outer Loop
- Kmart
- Wal-mart

**Opportunities**

- Landscaping, flowers and trees along corridor
- Restrict commercial development to not encroach on residential area along corridor
- New retaining basins to prevent flooding
- Beautify at 265 interchange
- Design with residential neighborhood context
- Potential new development on northwest side of 265 interchange (Similar to Westport Village or The Summit with restaurants and retail)
- Pedestrian access to area
- Additional medical facilities
- Screening/ buffer landscaping between residential and commercial developments

Section F Priorities			
Rank	Suggested Objectives	Timeframe	Partnerships
1	Inviting landscape at Gene Snyder freeway interchange: Landscaping additions, including flowers, stonework, and trees.	1-3 years	KY Transportation Cabinet Brightside
2	Quality development at the Gene Snyder: Create center similar to Westport Village or The Summit. Provide services including quality restaurants, retail, and medical offices.	3-5+ years	Neighbors Government Owners Redevelopers
3	Green corridor: Including trees, flowers along corridor and outer loop, improved pedestrian access, and widening of the outer loop.	3-5 years	Kentucky Transportation Department Metro Government Brightside



## New Cut Road/Taylor Boulevard Corridor Study

August 2012

This report was written by Michael McCoy, Steven C. Bourassa, Patrick Piuma, Megan Enyeart, and Luis Calvo of the University of Louisville's City Solutions Center and Bobbie Bryant of the Kentucky League of Cities. Maps by Michael McCoy and Patrick Piuma. Report layout by Patrick Piuma and Luis Calvo.



### City Solutions Center

Formed in 2008, the University of Louisville's City Solutions Center extends U of L's urban mission across Kentucky by providing hands-on consulting to help communities engage citizens to define challenges, develop buy-in for solutions, and create implementation plans for measurable results. The Center draws upon existing faculty, staff, and student expertise throughout the University of Louisville to provide resources to assist Kentucky's communities. The City Solutions Center is housed at U of L's Urban Design Studio.

### Kentucky League of Cities

The Kentucky League of Cities (KLC) is a non-stock, nonprofit membership association serving more than 380 Kentucky cities as well as municipal agencies. KLC provides cities, leaders and employees with a number of services including legislative advocacy, legal services, community consulting, training and online training, policy development and research, and more. KLC also provides enterprise services such as financing options for cities and the Kentucky League of Cities Insurance Services (KLCIS) insures more municipal clients than any other insurance carrier in Kentucky.

UNIVERSITY OF  
**LOUISVILLE**

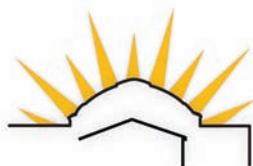


For more information about the City Solutions Center visit our website at:  
<http://citysolutions.louisville.edu>  
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For more information about the Kentucky League of Cities visit our website at:  
<http://www.klc.org>  
or contact:

Bobbie Bryant or Tad Long  
Community Development Advisors  
Kentucky League of Cities  
100 E. Vine Street  
Lexington, KY 40507  
Phone: (800) 876-4552  
E-mail: [bbryant@klc.org](mailto:bbryant@klc.org) or [tlong@klc.org](mailto:tlong@klc.org)



CITY SOLUTIONS CENTER

**ORDINANCE NO. 134, SERIES 2013**

**AN ORDINANCE ADOPTING THE NEW CUT ROAD/TAYLOR BOULEVARD CORRIDOR STUDY AND INCORPORATING ITS EXECUTIVE SUMMARY INTO THE CORNERSTONE 2020 COMPREHENSIVE PLAN (CASE NOS. 18992 & 18993).**

**CO-SPONSORED BY: COUNCILMAN DAN JOHNSON  
COUNCILMAN DAVID YATES  
COUNCILWOMAN VICKI AUBREY WELCH  
COUNCILWOMAN MARIANNE BUTLER**

WHEREAS, on May 30, 2013, the Louisville Metro Planning Commission (“Commission”) held a public hearing on the New Cut Road/Taylor Boulevard Corridor Study and proposed an amendment to the Cornerstone 2020 Comprehensive Plan to incorporate said Study’s Executive Summary in Case Nos. 18992 & 18993;

WHEREAS, the Planning Commission found that the New Cut Road/Taylor Boulevard Corridor Study conforms to the adopted Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan and the incorporation of the New Cut Road/Taylor Boulevard Corridor Study’s Executive Summary into Cornerstone 2020 also conforms to the adopted Guidelines and Policies of the Cornerstone 2020 Comprehensive Plan;

WHEREAS, the Legislative Council of the Louisville/Jefferson County Metro Government (the “Council”) has considered the evidence presented at the May 30, 2013 public hearing held by the Commission as well as the Commission’s recommendations and its staff as set out in the minutes and records of the Planning Commission in Case Nos. 18992 & 18993;

WHEREAS, the Council concurs in and adopts the findings of the Commission pertaining to both the New Cut Road/Taylor Boulevard Corridor Study and the proposed amendment to Cornerstone 2020 to incorporate the Executive Summary of the New Cut Road/Taylor Boulevard Corridor Study in Case Nos. 18992 & 18993, and approves and accepts the Commission's recommendations as set out in said minutes and records;

WHEREAS, the Council further finds that the New Cut Road/Taylor Boulevard Corridor Study was developed with substantial work performed by an advisory group consisting of area stakeholders, neighborhood and business organization representatives, and civic leaders who all share and maintain interest in planning for a better New Cut Road/Taylor Boulevard Corridor;

WHEREAS, the Council further finds that the New Cut Road/Taylor Boulevard Corridor Study was prepared and adopted in accordance with Chapter 161 of the Louisville Metro Code of Ordinances;

**NOW THEREFORE BE IT ORDAINED BY THE LEGISLATIVE COUNCIL OF THE LOUISVILLE/JEFFERSON COUNTY METRO GOVERNMENT AS FOLLOWS:**

**Section I:** That the New Cut Road/Taylor Boulevard Corridor Study included in the records of the Planning Commission in Case Nos. 18992 & 18993 and incorporated herein by reference, is hereby adopted.

**Section II:** The Executive Summary of the New Cut Road/Taylor Boulevard Corridor Study, included in the minutes and records of the Planning Commission in Case Nos. 18992 & 18993, which is incorporated by reference in this Ordinance as if fully set forth herein, is hereby adopted and incorporated as an amendment to the Cornerstone 2020 Comprehensive Plan.

**Section II:** This Ordinance shall take effect upon passage and approval.

  
\_\_\_\_\_  
H. Stephen Ott  
Metro Council Clerk

  
\_\_\_\_\_  
Jim King  
President of the Council

  
\_\_\_\_\_  
Greg Fischer  
Mayor

Approved: 7/29/13  
Date

**APPROVED AS TO FORM AND LEGALITY:**

Michael J. O'Connell  
Jefferson County Attorney

By:   
\_\_\_\_\_

**LOUISVILLE METRO COUNCIL  
READ AND PASSED**  
*July 25, 2013*

## Executive Summary

### Planning Process

This study was undertaken by the City Solutions Center of the University of Louisville and the Kentucky League of Cities with the sponsorship of the Metro Council members Vicki Aubrey Welch, Marianne Butler, Dan Johnson, and David Yates. An official task force was established to guide the planning process. Task force members were Stephen Cotton, Ray Crider, Steve Elble, Vince Jarboe, Ken Johnson, Richard Manion, Barbara Nichols, Craig Oeswein, Pamela Sofner, and Ray Whitener. A series of six task force and public stakeholder meetings was held to define the study area, review relevant economic and demographic data, develop a vision statement, and collect ideas about mandatory and optional components of the plan.

### The Study Area

The study area extends along Taylor Boulevard and New Cut Road from the Watterson Expressway south to the Gene Snyder Freeway. The area generally consists of the properties facing Taylor Boulevard and New Cut Road, with some additional properties included along intersecting streets and especially at the northern and southern "anchors" of the corridor. The northern anchor includes the site of the former Iroquois Homes housing project, while the southern anchor includes multiple parcels of land that have been developed or are suitable for development for retail uses.

The corridor has a number of attractive features, including Iroquois Park and Amphitheater, proximity to Jefferson Memorial Forest, and attractive residential areas. The width of much of New Cut Road allows for the creation of a parkway that could greatly enhance the corridor's appeal. The northern and southern anchor sites offer considerable opportunity for economic development that would strengthen the community. Other commercial sites along the corridor, including the Colonial Gardens site at the intersection with Kenwood Drive, offer the opportunity for reinvestment and upgrading to provide improved retail services for the community. Market analysis suggests that the area could support additional retail facilities, particularly in the area of food services, such as restaurants.

### Land Use/Community Form

The plan recommends rezoning properties in the northern and southern anchors. The Iroquois Homes and adjacent sites are recommended to be rezoned to a Planned Development District, to encourage the unified development of that area for a mix of uses that will make a strong positive contribution to the community. The southern anchor site currently has an uncoordinated mix of zoning categories and the plan proposes to make this area more attractive for potential retail development by establishing uniform C-2 zoning.

The task force was also concerned to maintain the character of the existing single-family properties along the corridor (with the exception of such properties in the anchor locations). A review of current zoning indicated that such properties are appropriately zoned.

### Mobility

The mobility proposals involve redesigning the roadways to make them more attractive and more functional, particularly for pedestrians and bicyclists. The plan envisions bicycle lanes on either side of the entire length of the corridor. The northern section of the corridor (from the Watterson Expressway to Southern Parkway) would generally be reconfigured to have one automobile travel lane in each direction and a middle turning lane. From Southern Parkway to Palatka Road, the roadway would have two automobile travel lanes in each direction and would be divided by a planted median in the vicinity of the intersection with Kenwood Drive. South of Palatka Road, the roadway widens, allowing for two automobile travel lanes in each direction and a planted median. New crosswalks, sidewalks, and bus shelters would make the corridor friendlier to pedestrians. In addition to the planted medians, new plantings in the tree lawns on either side of the roadway and at the expressway interchanges would add to the appeal of the study area.

### Economic Development

The task force recommends that there be an ongoing focus on redevelopment of three key sites along the corridor: the former Iroquois Homes site and nearby properties (the "Northern Anchor"), the Central Gardens site, and the former golf course site and nearby properties (the "Southern Anchor"). In particular, Louisville Metro officials need to actively seek out potential developers and occupants of the three sites and also work closely with potential developers and occupants in the process of developing the master plan for the Northern Anchor.

### Corridor Identity

The task force recommends that the corridor be branded the "Jefferson Parkway" ("Iroquois Parkway" was also considered but rejected because the name is already in use). A series of banners, welcome signs, and directional signs would make use of this name and in the process give an identity to the corridor. In addition, a consistent system of plantings and street furniture (including benches, trash receptacles, and bus shelters) would contribute to the corridor's identity.

### Additional Recommendations

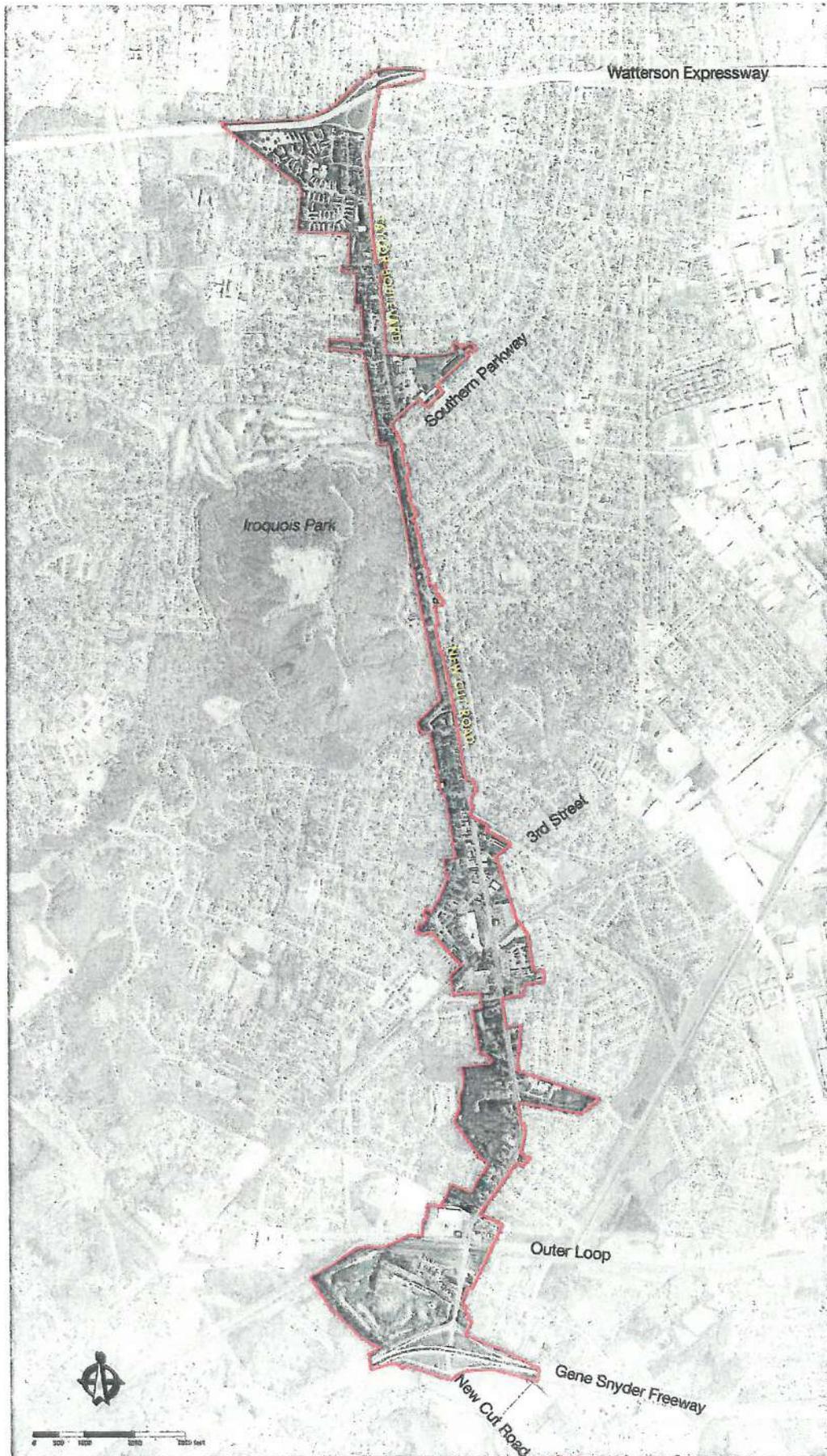
The plan recommends strategies for area leaders to use in seeking development for the key northern and southern anchors and the Colonial Gardens site. It also suggests that, in addition to seeking highway dollars for the major roadway improvements, area leaders should consider possible local sources of funds, such as establishment of a Business Improvement District.

A summary of all of the main recommendations of the plan is contained in the Table of Recommendations that follows.

Table of Recommendations

#	Recommendation	Implementation Partners	Time Frame
Cornerstone 2020/LDC			
	Land Use and Community Form		
C.1	Northern anchor properties: Create a master plan and rezone to Planned Development: the former Iroquois Homes site, the properties between that site and Taylor Boulevard, and the properties along Taylor Boulevard and east of the elementary school south to Bluegrass Avenue.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium
C.2	Southern anchor properties: Rezone to C-2 the properties currently zoned C-1 and M-2 that are northwest and northeast of the intersection of Outer Loop and New Cut Road and all properties not already zoned C-2 that are within the study area and south of the intersection of Outer Loop and New Cut Road.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Short
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I.1	Expressway interchanges: Landscape the Watterson Expressway and Gene Snyder Freeway interchanges with trees and flowers, including flowering trees along Taylor Boulevard and New Cut Road.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium
I.2	Section 1 of the roadway: Reconfigure Taylor Boulevard between the Watterson Expressway and Southern Parkway to one 9-foot travel lane in each direction, with a middle turn lane and 4.5-foot bicycle lanes on both sides.	Metro government: Economic Growth and Innovation, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.3	Section 2a of the roadway: Reconfigure New Cut Road between Southern Parkway and just north of Palatka Road (excluding the section immediately north and south of the intersection with Kenwood Drive; see I.4 below) to provide two 10-foot automobile travel lanes in each direction, a 5-foot bicycle lanes in each direction, and 5-foot tree lawns planted with flowering trees between the roadway and sidewalks; add paver crosswalks at the Southland Terrace and Iroquois Avenue locations.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.4	Section 2b of the roadway: Reconfigure New Cut Road immediately north and south of the intersection with Kenwood Drive to provide for two 10-foot automobile travel lanes in each direction, 10-foot left turn lanes at the intersection, a 5-foot planted median, 5-foot bicycle lanes in each direction, and a planted tree lawn on the east side of the roadway between the roadway and sidewalk; add paver crosswalks at the intersection and a TARC bus shelter.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long

I.5	Section 3 of the roadway: Reconfigure New Cut Road between the intersection with Palatka Road and the Gene Snyder Freeway to provide for two 10-foot automobile travel lanes in each direction, an 8-foot planted median, a 5-foot bicycle lane in each direction, 4-foot planted tree lawns, and 4-foot sidewalks on both sides of the road.	Metro government: Economic Growth and Innovation, Parks, Public Works, Council  State government: Kentucky Transportation Cabinet	Medium-Long
I.6	Bus shelters: Add accessible bus shelters at key locations throughout the corridor.	TARC	Medium
	Corridor Identity		
I.7	Banners and signage: Install banners along the corridor, welcome signs at the northern and southern gateways, and directional signage that reflects new branding for the corridor.	Metro government: Public Works, Council	Short
I.8	Street furniture: Install a coordinated system of street furniture throughout the corridor.	Metro government: Public Works, Council	Medium
Policy/Programmatic			
	Economic Development		
P.1	Northern anchor site: Work actively to identify potential developers and occupants of the site and work closely with them in the process of developing the master plan required to establish a Planned Development District.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium-Long
P.2	Colonial Gardens site: Work actively to identify potential developers and occupants of the site.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Short
P.3	Southern anchor site: Work actively to identify potential developers and occupants of the site.	Metro government: Economic Growth and Innovation, Planning and Design, Council	Medium-Long
	Corridor Identity		
P.4	Branding: Establish the label "Jefferson Parkway" as a brand for Taylor Boulevard and New Cut Road between the Watterson Expressway and the Gene Snyder Freeway (this would not be an official name change).	Metro government: Council	Short
P.5	Consistency in design: Use a consistent system of street furniture, plantings, bus shelters, and other infrastructure throughout the corridor.	Metro government: Public Works, Parks, Council	Short
	Implementation		
P.6	Roadway improvement funding: Seek highway funds for major improvements.	Metro government: Council	Short
P.7	Local funding and management options: Explore local options, such as establishment of a Business Improvement District, as a means to provide ongoing funds for maintenance and management of landscaping and other improvements.	Metro government: Council	Short



NEW CUT ROAD / TAYLOR BOULEVARD CORRIDOR PLAN  
AERIAL MAP  
(Image data from 2006)

