HIGHLANDS - DOUGLASS NEIGHBORHOOD PLAN



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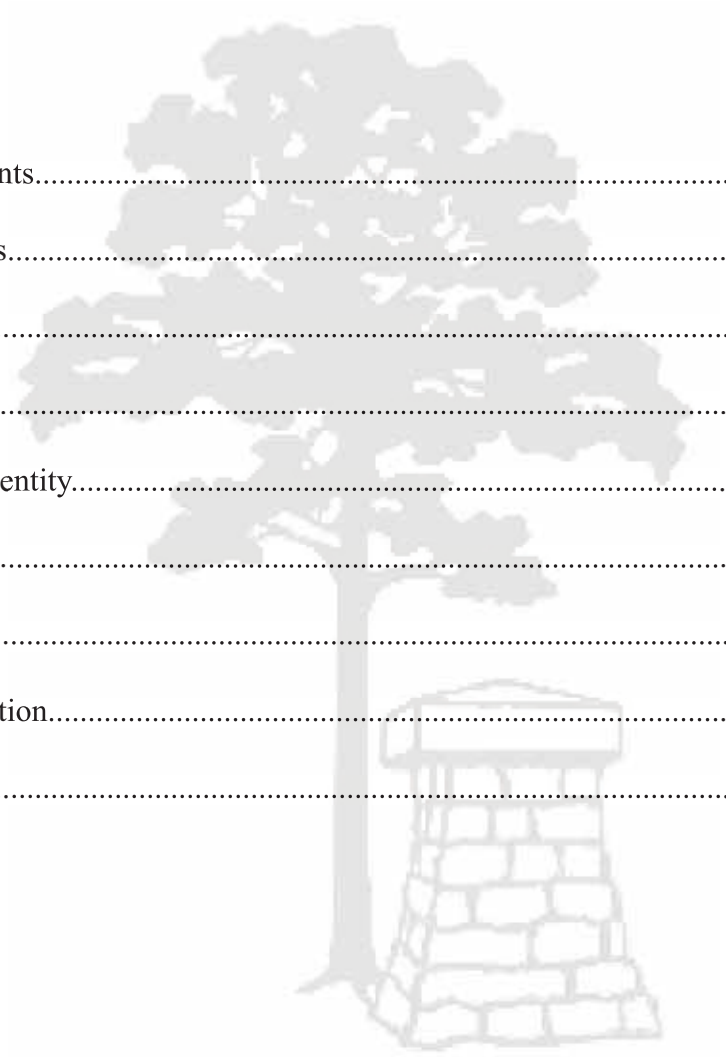
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Cornerstone 2020

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.



Introduction

Background

Highlands-Douglass is one of a string of neighborhoods that emerged during the early 20th century as growth moved outward from Louisville's central business district. The original core of the neighborhood was an estate of approximately 200 acres known as "Woodbourne", assembled during the 1830s by Starks Fielding, a Mississippi cotton planter. Today, the area consists of a vibrant mix of residential, commercial, and institutional uses, and is considered one of Louisville's most sought after areas to live, work, and play. The neighborhood is generally bounded by Speed Avenue (north), Cherokee/Seneca Park (east), Eastview Avenue (south), and Bardstown Road (west) (see the *Vicinity Map and Neighborhoods Map*).

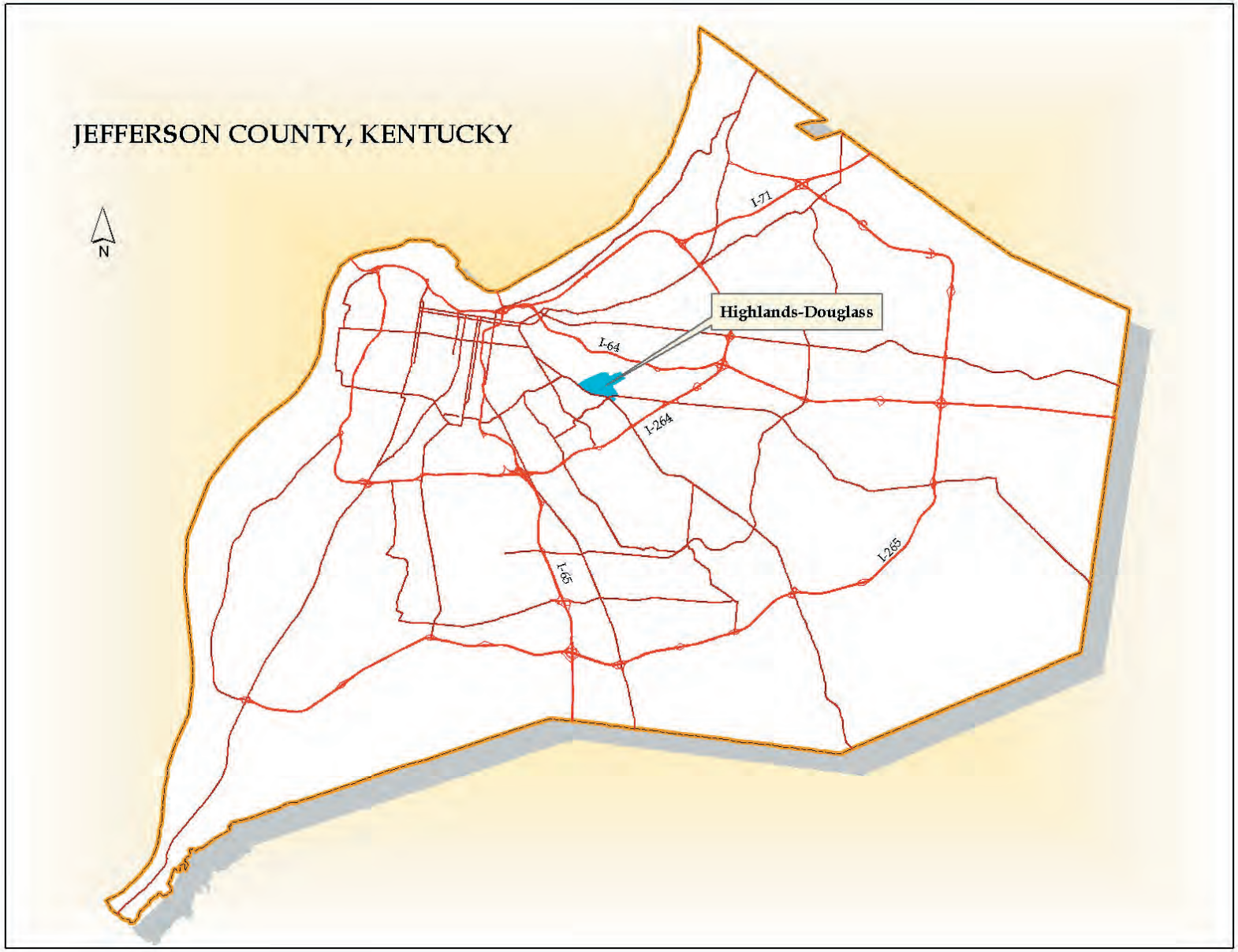




There have been growing concerns among residents that encroachment and/or expansion of higher intensity land uses, increased traffic and speeds, inconsistent maintenance by property owners, and aging or inadequate public infrastructure may begin to threaten the character and integrity of the neighborhood. The purpose of this plan is to establish guidelines for future development and or redevelopment that may occur within the neighborhood that will preserve and enhance the quality of life for all existing and future Highlands-Douglass residents. This plan provides recommendations to further the ongoing efforts to protect and preserve the historic neighborhood character of Highlands-Douglass as well as to stimulate and support redevelopment in the area.

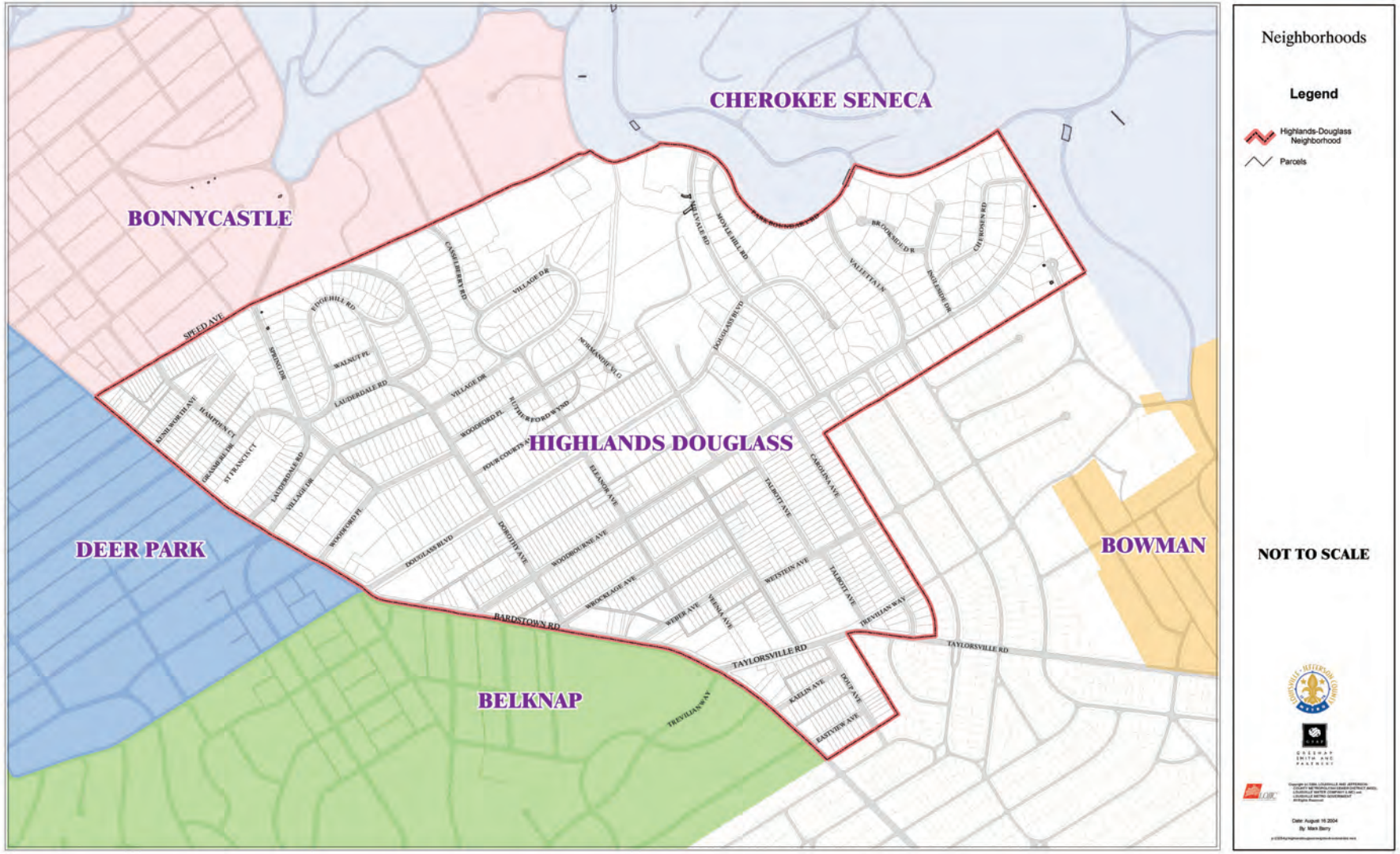
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Vacinity Map



INTRODUCTION

Neighborhoods Map



INTRODUCTION



Process Overview

Louisville Metro neighborhood planning is based on procedures established by the Metro Council and set forth in the Louisville Metro Code of Ordinances, Title XV, Chapter 161, Neighborhood Development Plans. The Code of Ordinances contains language broadly outlining the purpose and process for neighborhood planning.

Neighborhood planning is administered through Louisville Metro's Department of Planning and Design Services (P&DS). P&DS staff has expanded and refined the procedures outlined in the municipal Code of Ordinances and produced a document referred to as the Neighborhood Planning "Guidebook". The Guidebook outlines specific procedures for the drafting, adoption, and implementation of the neighborhood plan.

Each neighborhood plan is required to include certain basic plan elements. These elements include a neighborhood identity narrative, a vision statement, a land use/community form component, a mobility component, a plan implementation section, and an executive summary. The plan may also contain optional components to address issues unique to each neighborhood such as housing, economic development, community facilities/services, open space/recreation, urban design, historic preservation, and environmental resources.

The Highlands-Douglass neighborhood plan process began in March, 2004 with the selection of the planning consultant, Gresham, Smith and Partners (GS&P). GS&P met March 31, 2004 with District 8 Councilman Tom Owen, P&DS staff, and key neighborhood leaders to finalize the study area boundaries and draft a preliminary scope for the neighborhood plan.

On July 26, Louisville Metro Mayor Jerry Abramson appointed the Highlands-Douglass Neighborhood Plan Task Force (HDTF), which included representatives from a variety of interest groups including residents, business owners, and area institutions. The role of the HDTF was to frame issues, provide local knowledge, and offer feedback to the consultant. The HDTF also served as the conduit between the planning process and the broader neighborhood, promoting the final recommendations of the plan to other area residents and local decision-makers. GS&P met with P&DS staff and the HDTF on a monthly basis throughout the course of the project.



Task Force Meeting at the Highland-Douglass Community Center

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Inventory

The project began by compiling physical, cultural, and socio-economic information on the Highlands-Douglass neighborhood as needed background to complete the planning process. Information was obtained from various sources including existing studies/reports, census data, field observations, and interviews with key stakeholders including Task Force members. The Louisville/Jefferson County Information Consortium (LOJIC) was used as an additional resource providing mapping and statistical information . As part of this process GS&P researched the historical growth and development of the area and the establishment of the existing neighborhood boundaries. Key socio-economic characteristics were also reviewed. Data was then mapped to provide visual tools for assessing and analyzing development patterns and trends. The inventory maps are found in Appendix A.

Cornerstone 2020 (the Comprehensive Plan) and the Louisville Metro Land Development Code were reviewed with the HDTF early in the planning process to identify the guidelines and standards presently in place based on the form districts and zoning districts currently found in the neighborhood.



Woodburne streetscape is typical of the neighborhood

Several previous planning efforts had been completed in the immediate vicinity of the study were also reviewed to identify relevant issues and help facilitate as seamless an integration between the plans as possible. The studies that were reviewed included the Belknap Neighborhood Plan, the Bonnycastle Neighborhood Plan, and the Bardstown Road Corridor Study. A summary of this review can be found in Appendix B.

Analysis

Historical development patterns were analyzed including a review and analysis of lot sizes, setbacks, densities, building mass/scale, and prevalent architectural styles. The appropriateness of current zoning designations relative to existing land uses and densities was also analyzed.

As part of the analysis of the Highlands-Douglass neighborhood, HDTF members walked the community to identify “exceptions” to the area’s development character. Exceptions were defined to be anything that was out of character within the context of a given street or block. The exceptions were then grouped into the following general categories based on comments received and discussed at several Task Force meetings: building setback, building height, spacing, and façade. The exceptions were then mapped with each discussed by the HDTF to evaluate what recommendations, if any would be appropriate to address the issue (see *Character Exceptions Map*). It should be noted that exceptions were not considered initially as a positive or a negative, just different.

Public Participation

Public participation is vital to the success of any neighborhood planning process. The following public meetings were held at key milestones

INTRODUCTION

to obtain valuable feedback on each of the draft components and build broader public support for the plan recommendations:

November 7, 2004 – scope, timeline, inventory data (HDNA annual meeting)
•March 6, 2005 – analysis and vision statement (Highlands-Douglass Community Center)
•June 10, 2005 – draft plan recommendations (Highlands-Doug lass Community Center)

A final public meeting will also be held when the plan is presented to the Louisville Metro Planning Commission for its recommendation to the Louisville Metro City Council for adoption.



March 6 Public Meeting at Highlands-Douglass Community Center

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Character Exceptions Map





Vision Statement

Introduction

The vision statement is a tool for encapsulating the aspirations of a community. It is an essential component of a neighborhood plan, serving as the yardstick for measuring the appropriateness of proposed recommendations.

The Highlands-Douglass vision statement was developed using a brainstorming technique known as a nominal group process with the HDTF, where all participants have an equal say and a rank-ordered list of ideas is generated. This process was employed after an extensive review of the data collected during the inventory and analysis phase, as well as the information generated through the neighborhood identity process.





Highlands-Douglass Neighborhood Vision Statement

In the year 2020, Highlands-Douglass remains a stable residential neighborhood noted for the diversity of its residents, housing types and architectural styles. The park-like nature of its tree lined streets preserves the historic character.

Reinvestment in neighborhood infrastructure expands the transportation network of sidewalks, trails, bike paths and bike racks, and well maintained streets, creating a safer, more unified neighborhood, and encouraging an upward trend in owner occupied housing.

The mix of vibrant, stable, retail uses along the Bardstown and Taylorsville Road corridors carefully integrates with the residential fabric through compatible buildings and parking. The symbiotic relationships Highland-Douglass forges with the many community resources and organizations located throughout the neighborhood including its connections (physical and emotional) to neighboring Cherokee Park enriches the community by being a successful neighborhood association.



Neighborhood Identity

Introduction

An important step in the neighborhood plan process is to characterize the qualities that collectively define the neighborhood and what makes it unique. The Highlands-Douglass neighborhood identity process was led by members of the HDTF and the neighborhood association who provided information of the history of the area and helped identify neighborhood landmarks, gateways, notable structures and/or properties, traditions and events, and other distinctive features that define Highlands-Douglass.

History

Bardstown Road between Douglass Boulevard and Taylorsville Road is a thriving commercial district today. But at the turn of the 20th century, the area within the present-day Highlands-Douglass neighborhood was home to rolling farmland and scattered family estates. The extension of the streetcar line along Bardstown Road to Douglass Boulevard brought development with it, and over time the land was divided into what became the subdivisions of today.

One of the earliest estates in the area was Woodbourne, a plot of over 200 acres originally owned by former cotton planter Starks Fielding. The original estate home still stands near the intersection of Bardstown Road and Woodford Place, now a part of the Douglass Boulevard Christian Church. At the turn of the century, part of this property was donated to Cherokee Park and is known today as Big Rock. The remainder of the property was subdivided as Douglass Park subdivision.

The western portion of Highlands-Douglass developed more quickly than the eastern portion. In addition to being on more level terrain than the eastern portion, the extension of the Bardstown Road streetcar line in the early 20th century was the largest factor behind this growth in development.

The original Douglass Park subdivision was carved into several smaller subdivisions prior to World War I, when development of the area slowed. The 1920's, however, saw a building boom in which more than a dozen new subdivisions were platted. The names of the subdivisions and their developers are reflected today in the familiar street names of the neighborhood: Lauderdale, Woodbourne, Kenilworth, Weber, and Kaelin. The



NEIGHBORHOOD IDENTITY

housing styles in these subdivisions most likely reflect the socio-economic status of the original residents and the people to whom the new homes were marketed. Large historical revival homes (colonial, Tudor, etc.) in the western portion suggest an affluent upper-middle class population; while the bungalows of the southern portion, near the intersection with Taylorsville Road, indicate a more middle class population.

In addition to containing more elaborate homes on larger lots, the western section of Highland-Douglass featured a street pattern which represented a departure from the grid-style subdivisions that were popular at this time. In addition to showing a greater respect for the natural topography of the land, there was a growing trend around this time towards subdivision design which included large lots, encouraged natural topography, and preferred street patterns which discouraged through traffic in residential neighborhoods. This proved to be more profitable in the long run as well as more appealing to affluent home buyers.

The area which made up the eastern portion of the Douglass Park subdivision developed more slowly than the western portion. Most of this area was subdivided between 1938 and 1952. The prevalence of more contemporary style homes and ranch houses along with the occasional historical revival home along Carolina Avenue, Moyle Hill Road, Millvale Road, and Valletta Lane are an indication of the numerous subdivisions and re-subdivisions that took place (see *Subdivisions Map*).

Defining Characteristics

There were several defining characteristics identified that help to shape the identity of the neighborhood. One of the most notable characteristics of Highlands-Douglass is its history, preserved and portrayed through the architecture of the neighborhood. Some of the early estate homes have remained while many new styles add to the flavor of the neighborhood. Since most of the neighborhood was developed in the 1920's through the 1950's there are many bungalows and craftsman-styled homes. The historic, yet eclectic, nature of the neighborhood adds to the quality of life. Many of the homes are brick but other portions of the neighborhood are stick construction with wood siding. The housing styles that follow the development pattern tend to be more traditional closer to Bardstown Road while the homes near Cherokee Park tend to be more suburban and modern in nature reflecting how the neighborhood developed over time.

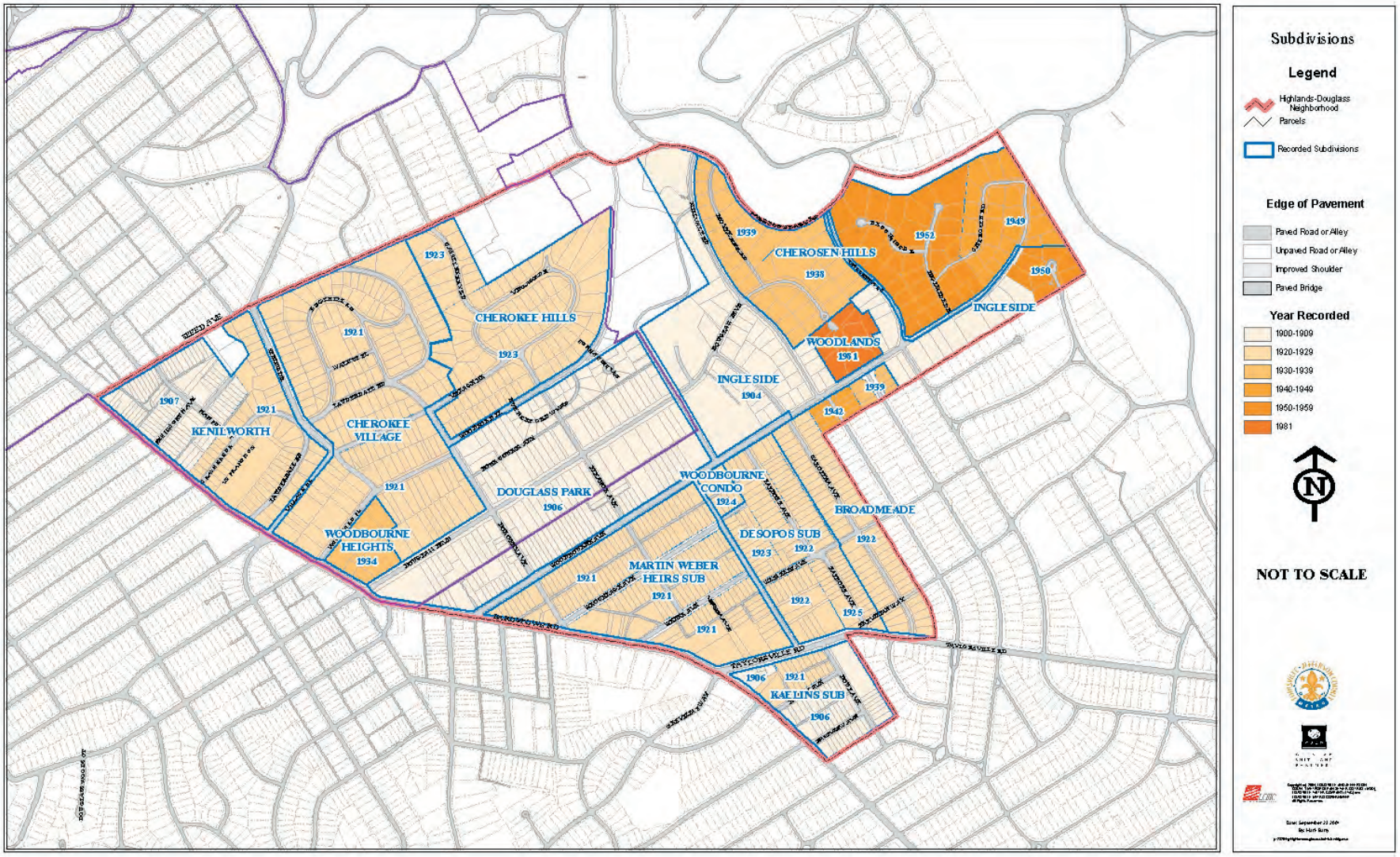
The diverse mix of land uses also adds significantly to the character of the area. The residential component is more than 86% of the neighbor-





NEIGHBORHOOD IDENTITY

Subdivision Map



NEIGHBORHOOD IDENTITY

hood. It is largely single family homes with a stable population and housing stock. The age of the neighborhood has allowed many trees to create an arching canopy which adds to the historic uniqueness of the community. The Bardstown Road commercial corridor offers a mix of neighborhood services, businesses, restaurants, retail and meeting places. It furthers the eclectic mix of businesses that create character that balances with the many institutional uses along Bardstown and in the center of the neighborhood. Many of the institutions are places of worship but also include a district police station and community center.

Other influencing factors that help to define the Highlands-Douglass neighborhood are less tangible. A strong neighborhood association is considered a resource that energizes the area and its members. Much of the neighborhood is made up of long-time residents helping create a strong sense of community. This is most apparent in their pursuit of area events such as the Highlands-Douglass Jazz Festival, St. Paul's Boar's Head Festival, Bardstown Road Aglow and many ongoing events at the Douglass Community Center.





Land Use

Introduction

The rich diversity of the Highlands Douglass neighborhood so cherished by its residents can be attributed in large part to an equally diverse mix of land uses. Highlands-Douglass represents an area of just over 412 acres. Single family residential is overwhelmingly the largest land use, representing 79% of the neighborhood. Multi-family is the next largest land use, occupying approximately 8%. Public uses (i.e., churches) and office/retail each account for roughly 5%, while parks/open space equals 1%. 2% of the neighborhood is classified as vacant (see the *Zoning and Land Use Map* in Appendix A).

Broad land use recommendations have been made to address neighborhood pattern and form as well as recommendations targeting the specific uses of residential, office/retail, and institutional.

Neighborhood Pattern and Form

The pattern and form of the Highlands-Douglass neighborhood has evolved over time in response to historic patterns of our community's growth and development. Like many of Louisville's neighborhoods, Highlands-Douglass began as part of a large estate and was platted off over time. As the area urbanized, lots were often re-divided, resulting in a broad range of lot widths throughout the neighborhood (*see the Form Districts Map*). This pattern has allowed for a variety of housing options including a mix of rental and owner occupied units creating a socioeconimically diverse community (see *Number of Renters Map* in Appendix A). The topographical characteristics of the area also strongly influenced the pattern and form of the neighborhood (see the *Terrain Map* in Appendix A). The eastern portion of the neighborhood, with its steeper slopes, resulted in a more suburban pattern of development that includes larger lot sizes and curvilinear streets with fewer connections.

Form Districts

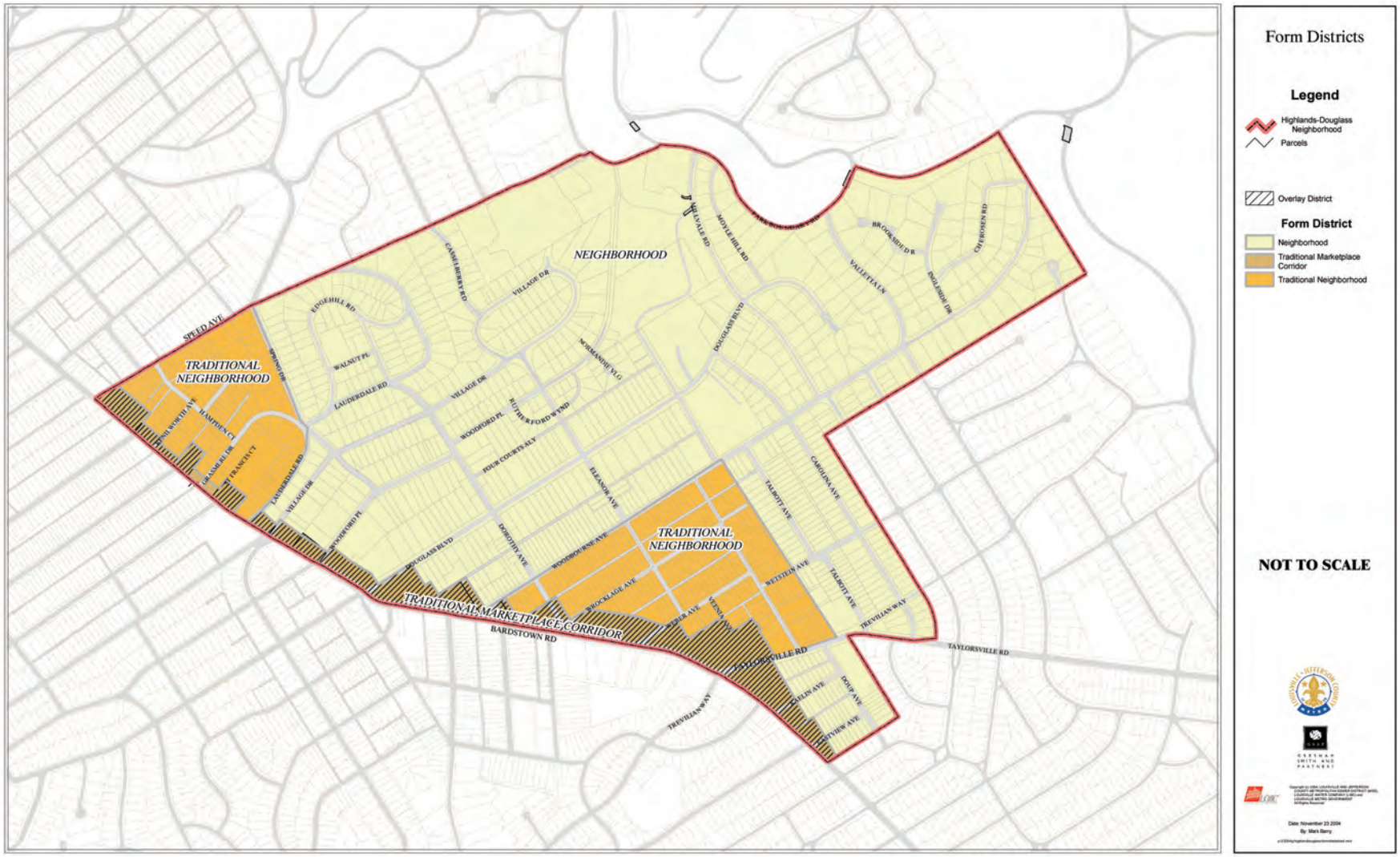
Three Form Districts are found within the boundaries of Highlands-Douglass—Neighborhood, Traditional Neighborhood, and Traditional Marketplace Corridor. These designations were made as part of the Cornerstone 2020 Comprehensive Plan adoption process in 2000. The neighborhood also includes portions of the Bardstown Road Corridor Overlay District (see the *Form Districts Map*). In addition, a significant portion of the neighborhood falls within a National Register Historic





LAND USE

Form Districts Map



LAND USE





District. The neighborhood planning process offered an opportunity to examine each of these boundary designations in more detail and provide recommendations for any necessary adjustments.

There are portions of the neighborhood that seem to follow the same pattern: buildings front the streets, sidewalks are provided, and garages at the rear face alleys.

Density and Zoning

Density is a relationship between use and land area, which drives a number of design elements including building height and separation as well as available open space. Density is evaluated in terms of dwelling units in the case of residential land uses or floor area. The allowable density for any given site is established within each zoning district.

The Highlands-Douglass neighborhood currently includes 10 zoning districts permitting a range of residential and non-residential densities. (see *Zoning Map* in Appendix A). 80% of the Highlands-Douglass neighborhood is zoned R-5, Single Family. This zoning district permits a density up to 7.26 dwellings per acre and a Floor Area Ratio (FAR) of 0.5. (i.e., a 5,000 square foot structure could be built on a space 10,000 square feet in area.)

Residential Uses

Maintaining the existing character of residential development is viewed as an essential ingredient to preserving the integrity of Highlands-Douglass as a vibrant, healthy neighborhood. While new development and redevelopment is welcomed and encouraged to respond to changing demographics of the area, including an aging population, such development needs to respect the basic design elements that have shaped the neighborhood over the decades, making such a popular destination for home buyers and renters.

Commercial/Institutional Land Use

Commercial land uses within Highlands-Douglass are confined to the properties immediately adjacent to the Bardstown and Taylorsville Road corridors. These uses provide valuable services to residents of the neighborhood but also serve a much larger market area. The issues associated with these commercial uses are parking, encroachment into the established residential areas of the neighborhood, and the transition between commercial and residential uses.

Institutional uses are found throughout the Highlands-Douglass neighborhood. These uses include several places of worship, a retirement facility, the Community Center and the Fifth Division police substation. The issues associated with institutional uses are parking, traffic, and design compatibility.







Mobility

Introduction

The Highlands-Douglass neighborhood currently benefits from a variety of transportation choices. The mobility plan element contains recommendations to enhance and expand the existing system for all forms of transportation to connect the neighborhood both internally and to its surroundings.

Several mobility objectives were identified during the planning process including: encouraging walking and bicycling; providing safer access to Cherokee Park from the neighborhood; improving accessibility to transit, and creating safer access across Bardstown Road and into the neighborhood.

Safe Pedestrian and Bicycle Access to Park

Cherokee Park has always been viewed as an integral component of the Highlands-Douglass neighborhood, as evidenced by the Big Rock Jazz Festival—one of the neighborhood's largest events. Despite this highly valued relationship, is it is considered difficult to access the park by cycling or walking. Pedestrian access to the park is currently perceived as a safety issue when traveling through the neighborhood as well as along Park Boundary Road. This concern is due in part to existing gaps in the sidewalk network such as Millvale Road and Valletta Lane. Various recommendations for future sidewalk improvements to the neighborhood sidewalk network are identified in the *Mobility Map*. Adding sidewalks will require creative design and further public discussion, including adjacent landowner involvement, before a final solution is reached.

An additional solution to improve park access is to make use of existing right-of-way at the end of Woodford Place. A recommendation on the plan is to construct to provide a local greenway along the right-of-way that would provide a multimodal connection to the park, separated from vehicular traffic. It would connect the residential core of the neighborhood directly to the park along Park Boundary Road (see the *Mobility Map*).

Park Boundary Road, as presently designed, offers little opportunity for safe bicycle or pedestrian activities. Travel speeds, steep slopes, poor sight distance and lack of room for new right-of-way leaves no room for expansion to accommodate a bike lane or sidewalk. From the neighborhood there is not a safe, coordinated entry to the Big Rock Pavilion and



MOBILITY

Play Area. Provisions for safe and effective non-vehicular access from the Highlands-Douglass neighborhood to Cherokee Park should be identified and evaluated.

Safe Pedestrian and Bicycle Access to Neighborhood Facilities

Additional improvements are needed to create a safe and effective bicycle and pedestrian network. Many of the east-west sidewalks need to be interconnected with new sidewalks on roads such as Dorothy, Eleanor, Village Drive and Spring Drive. Existing conditions, such as topography and right-of-way width will require a variety of design solutions for adding walks along these corridors.

Reducing conflicts between pedestrians and vehicles can be accomplished at intersections through the use of "bump outs". Bump outs extend the sidewalk into the roadway at intersections reducing crossing distances, slowing traffic and increasing visibility. Further study will be needed to determine the feasibility of any recommended sidewalk connection as well as the appropriate design solution for each. Design solutions should work within existing road right-of-ways, mindful of existing trees, and be sensitive to the character of existing home sites and other private investments.



Current Street conditions



Proposed sidewalk improvements

TARC Routes in Highlands-Douglass

Highlands-Douglass currently is served by two transit routes-a TARC route that travels along Bardstown Road and one that traverses through the neighborhood. Continued bus routes are needed as the community continues to diversify and there is a growing population of elderly residents (see the *Elderly Distribution Map in appendix A*). Improvements, including such as street crosswalks, seating areas or bike racks are recommended at each stop to offer comprehensive service to the riders.

Transportation nodes along Bardstown Road

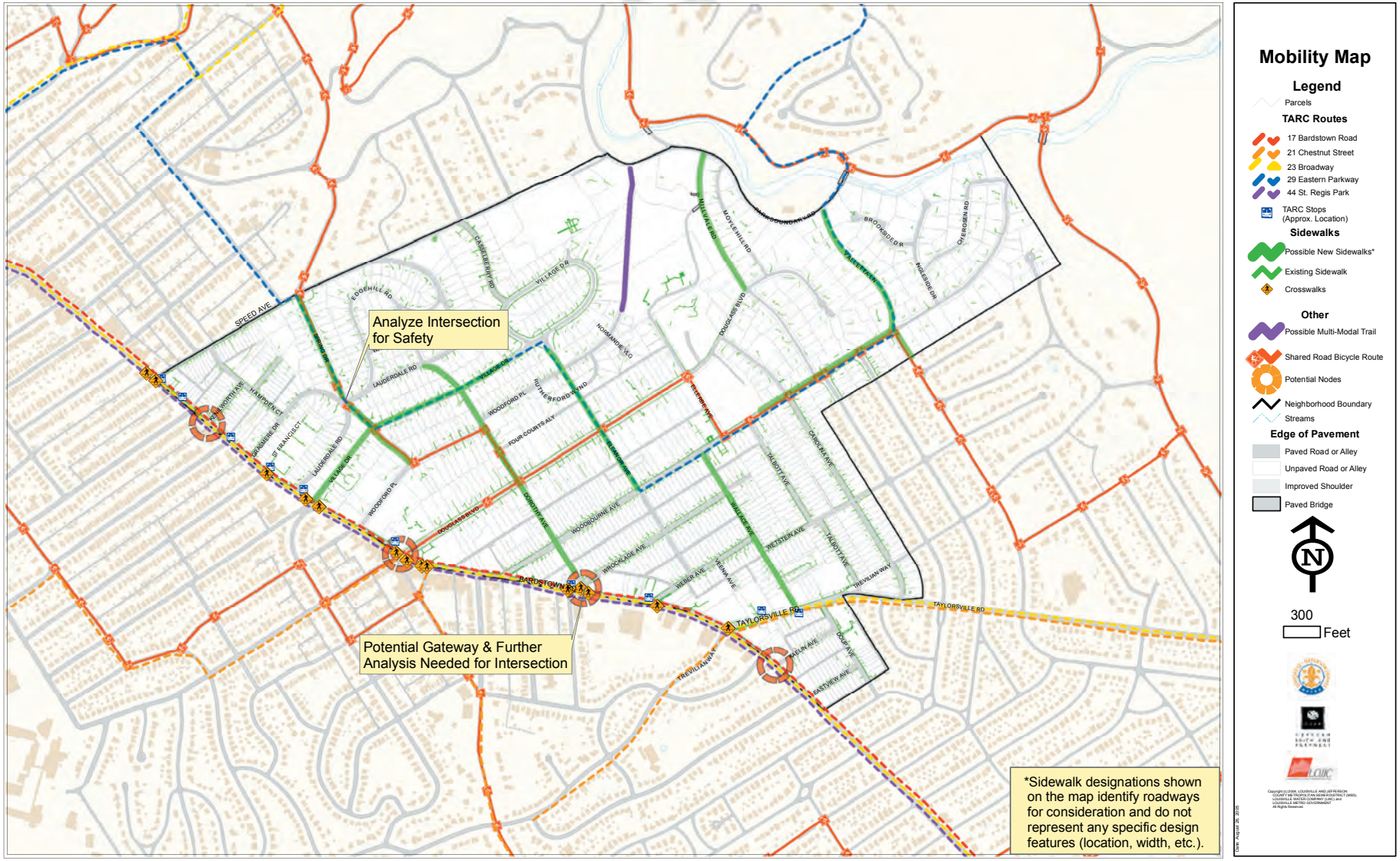
Bardstown Road is a crucial component of the Highlands-Douglass neighborhood, not only offering convenient goods and services, but providing an important link to adjoining neighborhoods and beyond. Given its status, there is a great need for a concentration of pedestrian and cycling facilities along the Bardstown Road corridor.

Issues of safety crossing Bardstown Road at key intersections, transit/transfer stops, and analysis of vehicular intersections are recommended to be addressed. The key intersections of Kenilworth, Douglass, Wrocklage, and Kaelin with Bardstown Road are highlighted to become nodes. The desire is for the streetscape to offer seating, bus stops, bike racks, and neighborhood kiosks similar to the work that was done at Douglass Loop. Also as the Bardstown Road Streetscape Improvements construction progresses to this part of Bardstown Road, it will be important for Highlands-Douglass to be a part of the unified streetscape. Current and future private development should also meet the streetscape guidelines.

MOBILITY

Mobility Map

Highlands-Douglass Neighborhood Plan



MOBILITY



Plan Implementation

Introduction

The implementation element of the Highlands-Douglass Neighborhood Plan is intended to outline the steps necessary to bring about the plan objectives. Recommendations have been made for each of the plan components—Land Use and Mobility. Recommendations have been divided into 3 categories including: changes relating to Cornerstone 2020 or the Land Development Code (LDC), infrastructure or capital improvements, and recommendations of a policy or programmatic nature. Associated with each recommendation is the lead entity that would need to assume responsibility for implementing the change and the suggested timeframe for initiating the recommendation. Timeframes are given in three ranges: short (less than one year), medium (1-3 years), and long (greater than 3 years).





PLAN IMPLEMENTATION

Neighborhood Pattern and Form Recommendations

Recommendation	Implementation Responsibility	Timeframe
Cornerstone 2020/LDC		
LU1. Revise Traditional Neighborhood Form District to include portions of the neighborhood currently designated as Neighborhood Form (*Form Districts Changes* Map)	Louisville Metro Planning Commission	Short
LU2. Expand the boundaries of the Traditional Marketplace Corridor to include Taylorsville Road up to the beginning of residential property areas (*Form Districts Changes*)	Louisville Metro Planning Commission	Short
LU3. Expand the Bardstown Road Overlay District to include the property at 2001 Lauderdale Rd. on the north side of Bardstown Road within the Highlands-Douglass neighborhood currently missing from District. (*Form Districts Changes*)	Louisville Metro Planning Commission Louisville Metro Inspections, Permits & Liscensing (IPL) Louisville Metro Council	Short
LU4. Extend the Bardstown Road Overlay District standards a suitable distance down major cross streets from Bardstown Road to provide an appropriate transition from higher to to lower intensive uses.	Louisville Metro Planning Commission	Medium
LU5. Pursue an Area-wide Rezoning to match the current land use pattern and density (i.e., R-4 zoning) for the section of the neighborhood in the Neighborhood Form District, zoned R-5, and not proposed as "New Traditional Form District" (see *Form District Changes* Map, pg. 26).	Louisville Metro Planning Commission	Medium
LU6. Review and revise as needed the infill standards within the Land Development Code for the Neighborhood Form District to increase architectural compatibility of new and/or redevelopment of residential property.	Louisville Metro Planning Commission	Medium

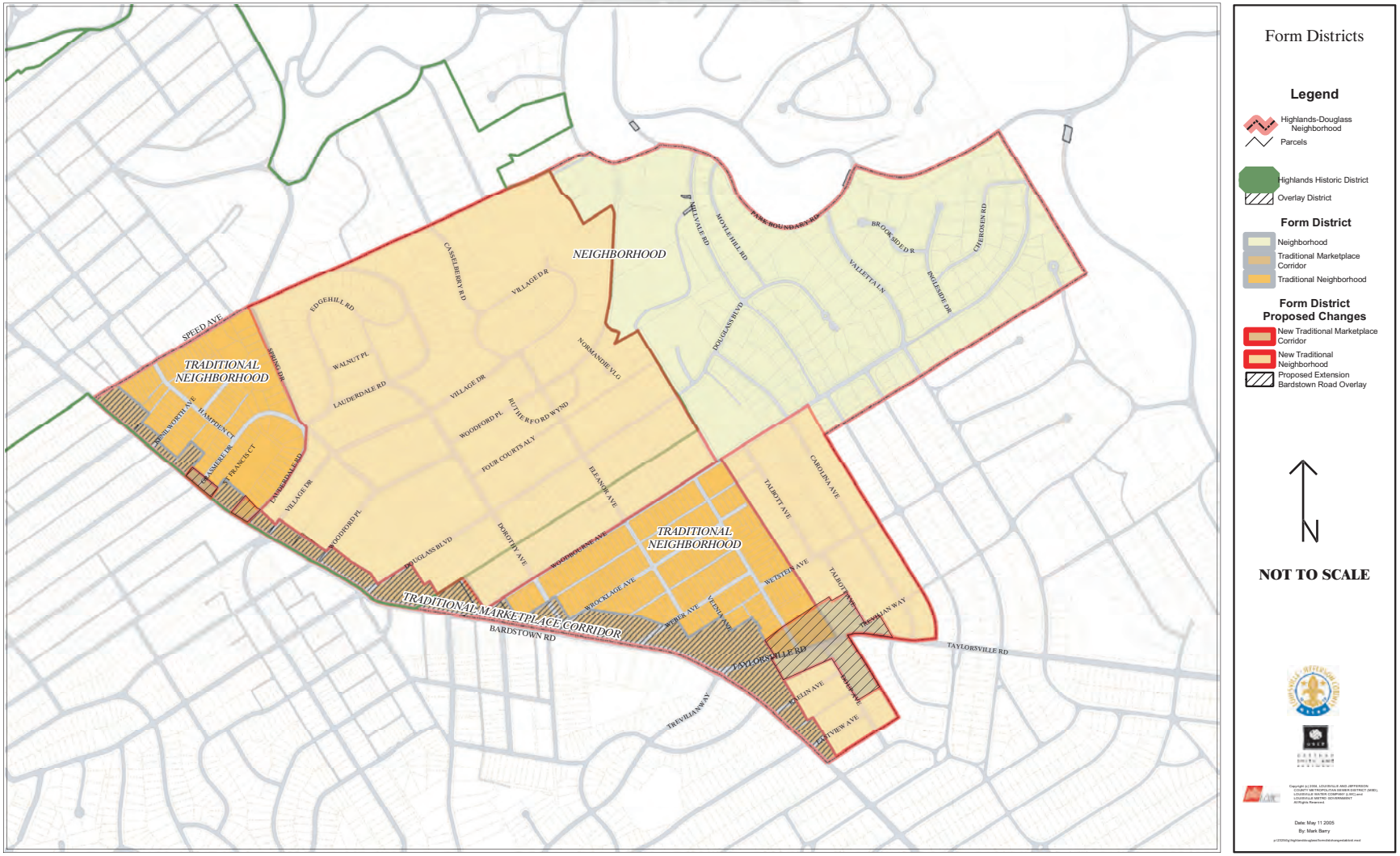
PLAN IMPLEMENTATION

Recommendation	Implementation Responsibility	Timeframe
Infrastructure/Capital Improvement		
LU7. Develop and implement a street tree master plan for the neighborhood to orchestrate tree selection, location and care	Louisville Metro Works Department	Short-Medium
Policy-Programmatic		
LU8. Maintain a strong neighborhood association through dues, activities and support for other neighborhood associations	Highlands-Douglass Neighborhood Association	Short
LU9. Maintain relationships with community resources including: community center, religious institutions, police station, neighborhood associations, vendors, schools, and Olmsted Parks Conservancy	Highlands-Douglass Neighborhood Association	Short
LU10. Partner with other contiguous neighborhoods on common issues	Highlands-Douglass Neighborhood Association	Short
LU11. Determine the appropriateness of including the Grey Fox neighborhood as part of Highlands-Douglass	Department of Neighborhoods	Short
LU12. Consider amending the National Register District to include more of the neighborhood south of Douglass	Highlands-Douglass Neighborhood Association Louisville Metro Landmarks Commission	Medium
LU13. Explore the creation of a community garden within the neighborhood.	Operation Brightside Highlands-Douglass Neighborhood Association	Medium

PLAN IMPLEMENTATION

Form District Chamges Map

Highlands-Douglass Neighborhood Plan



PLAN IMPLEMENTATION

Residential Land Use Recommendations

Recommendation	Implementation Responsibility	Timeframe
Cornerstone 2020/LDC		
LU14. Review and revise the Land Development Code infill development standards to ensure that infill development is consistent to adjacent buildings in height, scale & mass, building separation, and FAR.	Louisville Metro Planning Commission	Short
LU15. Review and strengthen parking standards and justification requirements for parking waivers to ensure that adequate parking is appropriately placed and provided	Louisville Metro Planning Commission	Short
LU16. Explore establishing basic architectural standards for development within the Traditional Neighborhood Form District (i.e., window sizes, window variety, shutters and lintels) to allow diversity while providing common, unifying elements	Louisville Metro Planning Commission	Long
Policy-Programmatic		
LU17. Conduct further research on historically significant homes	Louisville Metro Landmarks Commission	Medium
LU18. Educate through speakers and newsletters on the existing Highland National Register District	Louisville Metro Landmarks Commission	Short
LU19. Educate the public and enforce the Land Development Code evenly and consistently throughout the neighborhood	Louisville Metro Inspections, Permits & Licenses	Short
LU20. Partner with lending agencies to market benefits of home-ownership	Highlands-Douglass Neighborhood Association	Short

PLAN IMPLEMENTATION

Commercial/Institutional Recommendations

Recommendation	Implementation Responsibility	Timeframe
Cornerstone 2020/LDC		
LU21. Restrict commercial development to sites with direct access to Bardstown or Taylorsville Road	Louisville Metro Planning Commission	Short
LU22. Use alleys as transitions between commercial/institutional uses and residential uses	Louisville Metro Planning Commission	Medium
LU23. Provide adequate and significant screening to adjacent residential structures including more immediate opaque landscape buffers, and other forms of screening to match the façade of the building	Louisville Metro Planning Commission	Medium
LU24. Review and strengthen parking standards and justification requirements for parking waivers to ensure that adequate parking is appropriately placed and provided	Louisville Metro Planning Commission	Short
LU25. Require shared/joint use parking in new mixed use development	Louisville Metro Planning Commission	Short
LU26. Develop standards to integrate parking with the residential use by preserving/recreating the block faces	Louisville Metro Planning Commission	Short
LU27. Require new or significantly expanded institutional uses to match residential forms (height, setback, and spacing)	Louisville Metro Planning Commission	Medium
LU28. Identify and develop basic architectural standards for non-residential development within the Traditional Neighborhood Form District (i.e., window sizes, window variety, shutters and lintels) to allow diversity while providing common, unifying elements.	Louisville Metro Planning Commission	Medium

PLAN IMPLEMENTATION

Recommendation	Implementation Responsibility	Timeframe
Policy-Programmatic		
LU29. Encourage shared/joint use parking between institutional and commercial uses	Louisville Metro Development Authority	Medium
LU30. Partner with Highland Commerce Guild to create a strategy to include long-term, neighborhood-oriented businesses	Louisville Metro Development Authority	Medium
LU31. Highlight historic structures along Bardstown Road and encourage structures to be reused through partnership with the Bardstown Road Overlay District's review staff and Highland Commerce Guild	Louisville Metro Planning & Design Services	Medium

Mobility Recommendations

Recommendation	Implementation Responsibility	Timeframe
Infrastructure/Capital Improvement		
M1. Form better connections to provide safer bicycle/pedestrian access to Cherokee Park:	Louisville Metro Council Person	
•Develop neighborhood greenway for Woodford Place extension	Louisville Metro Works Department	Short
•Explore potential connection from Douglass Community Ctr. to Woodford Place Greenway	Louisville Metro Works Department & Louisville Metro Parks	Medium
•Study the feasibility of sidewalks on Millvale Road (Douglass Blvd. to Park Boundary Rd.)	Louisville Metro Works Department	Long
•Study the feasibility of sidewalks on Valletta (Woodbourne Ave. to Park Boundary Rd.)	Louisville Metro Works Department	Long

PLAN IMPLEMENTATION

Recommendation	Implementation Responsibility	Timeframe
Infrastructure/Capital Improvement		
M2. Form better pedestrian connections internally for Highlands-Douglass neighborhood by constructing sidewalks: (in order of importance)	Louisville Metro Works Department	
•Dorothy Ave. between Wrocklage Avenue and Lauderdale Road		Short
•Eleanor Avenue between Woodford Place and Douglass Boulevard		Short
•Woodbourne Avenue east to Valletta (south side)		Medium
•Valletta Road		Medium
•Wallace Avenue between Taylorsville Road and Woodbourne Avenue		Medium
•Village Drive between Bardstown and Eleanor Avenue		Medium
•Spring Drive between Speed Avenue and Woodford Place		Medium
M3. Form better connections to Bardstown Road by constructing transportation nodes:	Louisville Metro Council Person	
•Build covered bus shelter at the corner of Wrocklage and Bardstown Road	TARC	
•Place benches along major walking routes as a part of Streetscape Master Plan:	Louisville Metro Works Department	Short
•Dorothy Boulevard	Highlands-Douglass Neighborhood Association	Long
•Eleanor Avenue		Long
•Douglass Boulevard	Metro Parks (Douglass Boulevard)	Long
•Woodbourne Avenue		Long

PLAN IMPLEMENTATION

Recommendation	Implementation Responsibility	Timeframe
Infrastructure/Capital Improvement		
Policy-Programmatic		
M4. Analyze intersection at Bardstown Road and Taylorsville for pedestrian safety issues	Louisville Metro Works Department	Short
M5. Reconfigure the intersection at Bardstown Road and Dorothy/Wrocklage Avenue	Louisville Metro Works Department	Medium
M6. Create a gateway (much like on Douglass Blvd.) to neighborhood at the aforementioned intersection	Louisville Metro Planning and Design Services Louisville Metro Council Person Highlands-Douglass Neighborhood Association	Medium
M7. Analyze intersection at Grasmere Drive, Lauderdale Road, and Spring Drive for pedestrian and bicycle safety	Louisville Metro Works Department	Medium



Appendix

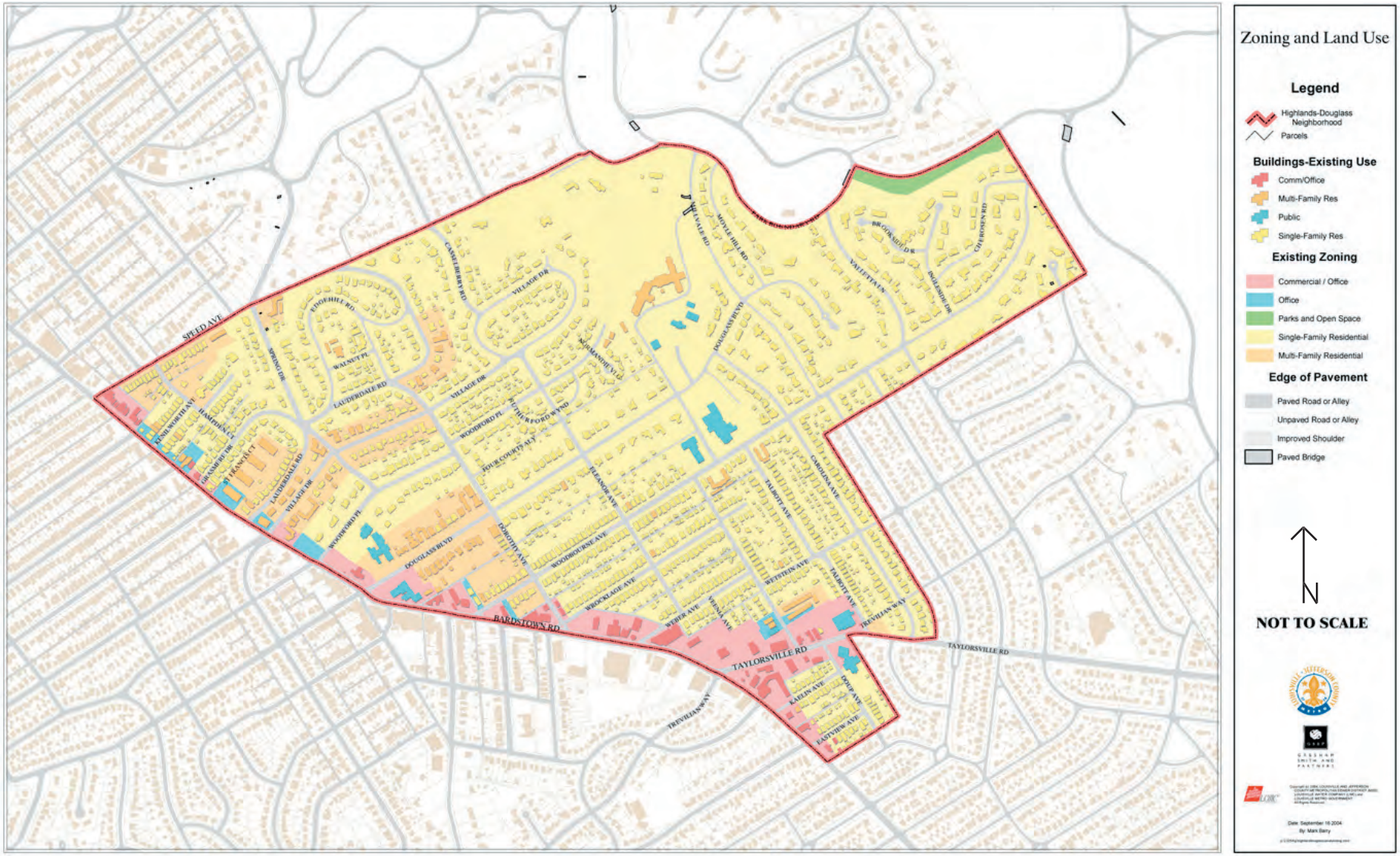
A.Highlands-Douglass Maps.....**ii**
Zoning and Land Use Map
Number of Renters Map
Terrain Map
Elderly Distribution Map
Land Use Map
Building/lot Relationships Map
Zoning Map

B.Summary of Adjacent Plans.....ix

C. Landmarks in the Highlands-Douglass Neighborhood.....x

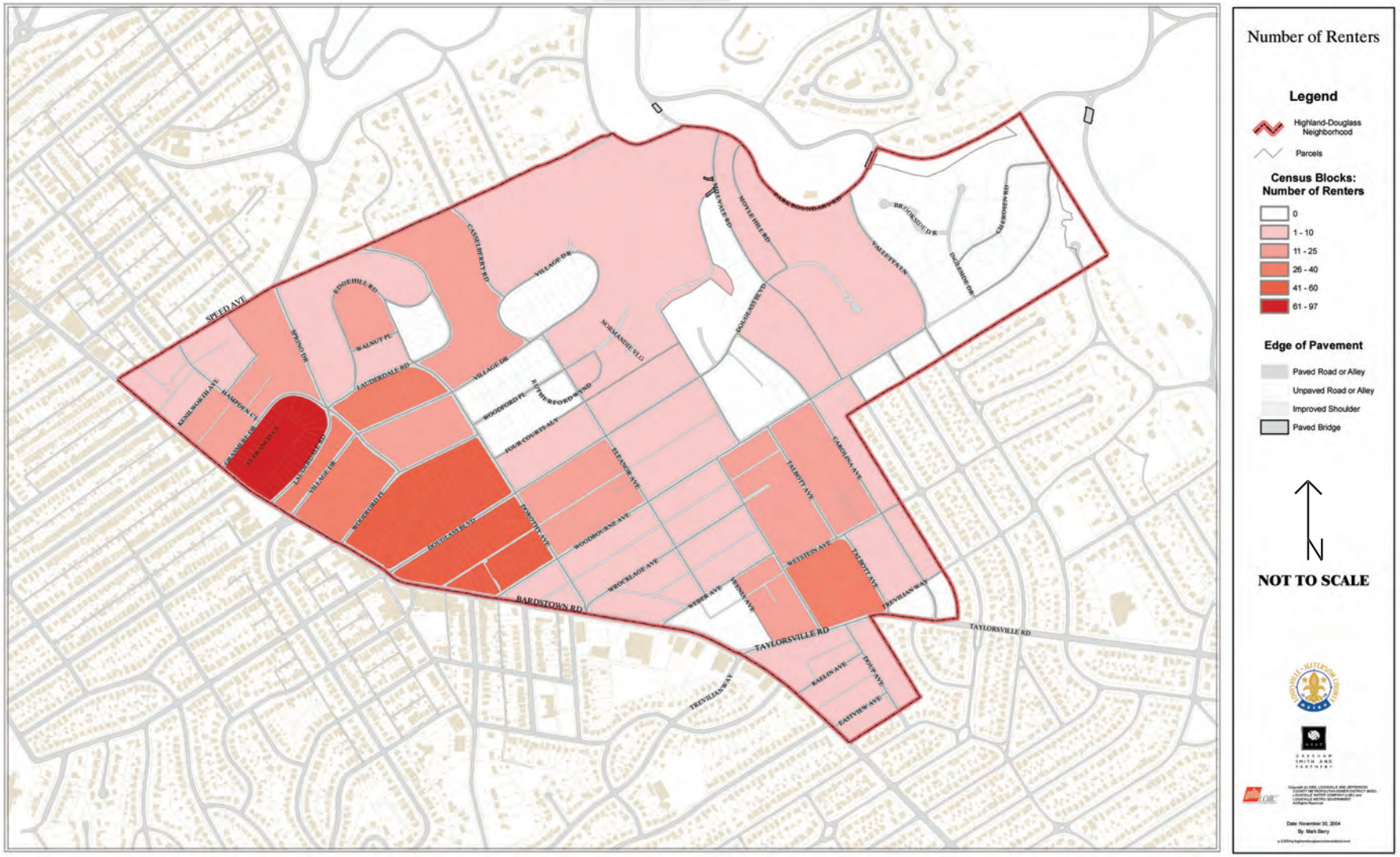
APPENDIX A

Zoning and Land Use Map



APPENDIX A

Number of Renters Map



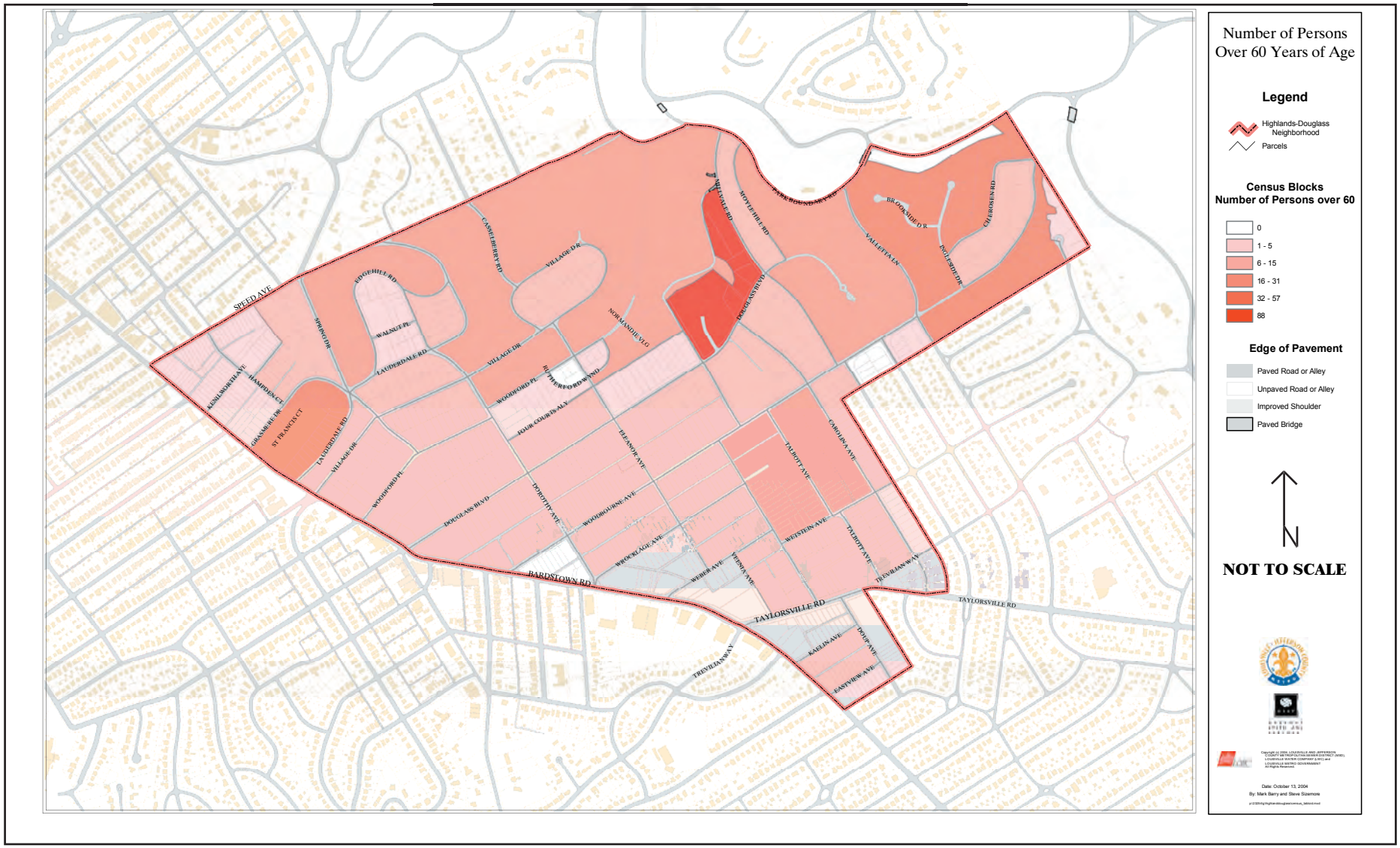
APPENDIX A

Terrain Map



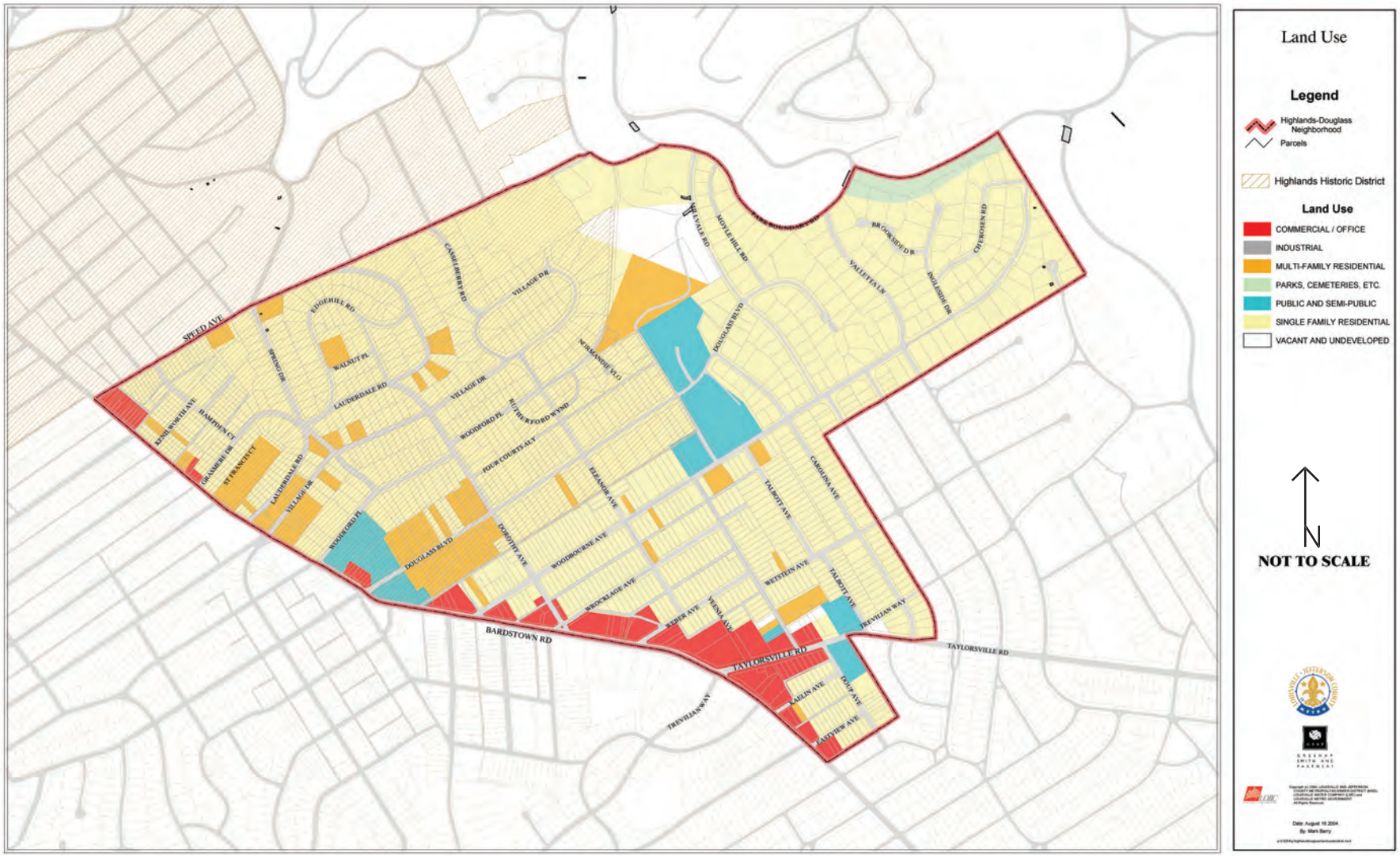
APPENDIX A

Elderly Distribution Map



APPENDIX A

Land Use Map



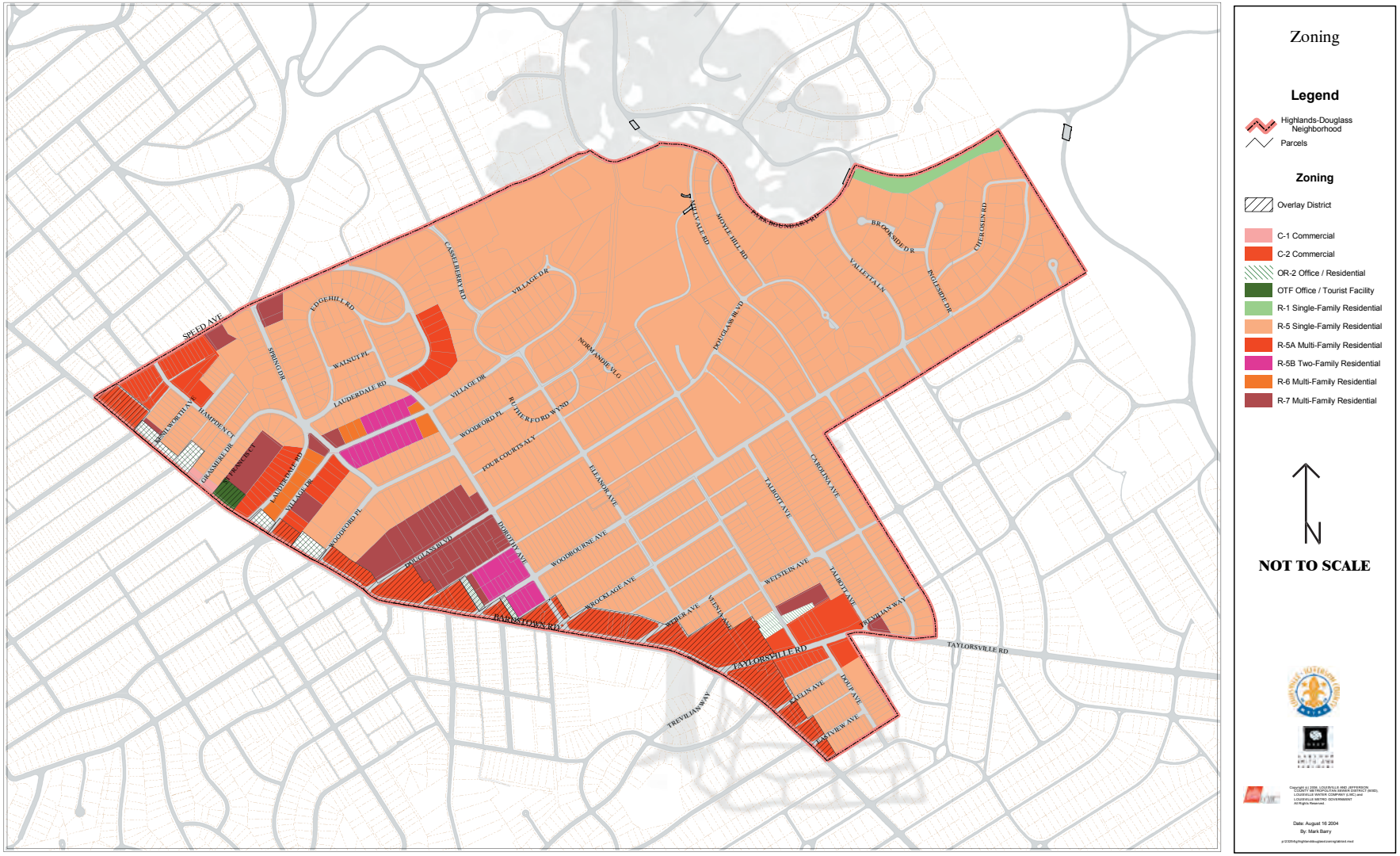
APPENDIX A

Building/lot Relationships



APPENDIX A

Zoning Map



APPENDIX B

Summary of adjacent Neighborhood Plans

Bonnycastle was subdivided in 1872-73, but didn't take off until the creation of Cherokee Park and the trolley extension. Development pushed out along Bardstown Road as the trolley line was extended. Horse drawn trolleys started in 1864. Electric trolleys began in 1889. The streetcar line was extended from Highland Av (where Baxter and Bardstown split) to Bonnycastle in 1912. After 1912, the trolley line was extended to Douglas Loop.

Bonnycastle plan identified seven items creating a traditional neighborhood: age of neighborhood & historic buildings, narrow lots, service from alleys, on-street parking, street trees, mix of housing types and architecture, and the inclusion of parks and open space to the makeup of a neighborhood. Bonnycastle neighborhood is largely rectilinear with its street blocks. Belknap, which was largely developed after 1912, has many curvilinear blocks. Two roads conduct a majority of the traffic through Belknap: Dundee Road and Trevillian Way. Bonnycastle has little comparable through traffic with Bardstown conducting much of the traffic and the park serving as a buffer. There are four access points to the park, so the traffic is more evenly distributed.

Both plans spoke to concerns regarding the urban forest. There seemed to be a desire to survey the existing tree population for species and health. This would be used to enact a strategy to maintain the existing trees using best management practices. Then look at planning for tree plantings in the public spaces.

Both neighborhoods are largely residential. Both plans highlight the desire to preserve the current density and land pattern. There were areas marked for down-zoning and strategies of a "maximum base densities" that would make higher density redevelopment go through a City planning process. The aim would be to limit the conversion of single-family homes to multi-family/high-density land uses. Also numerous landmarks, both icons and structures, were suggested to be appointed for local landmark status.

Much of the commercial development components of both plans dealt with the issue of the interface between the commercial entities and the residential cores. Some of the suggestions want to cut off the expansion of the commercial uses. Others wanted stronger buffers. They also wanted greater involvement of the City agencies to enforce regulations on land use, stormwater, and alley traffic disagreements.

The plans also indicated support for the Bardstown Road Overlay District (BROD) that was formed in 1993. The Belknap plan wishes for BROD to take in the entire Douglass Loop commercial area as a way to regulate land use and aesthetics. Both plans suggested strategies for dealing with traffic created problems. The first recommendations were to study the current traffic/land use patterns. Bonnycastle's plan recommended street and alley closures to increase parking while regulating vehicular connectivity. Further regulation that would balance the needs of high-intensity uses and the neighborhoods may indicate traffic studies, traffic calming ideas, access management techniques, pedestrian/bicycle connections, and mass transit stops as solutions to the conflicts.

APPENDIX C

Landmarks in the Highlands-Douglass Neighborhood Reported by Joel A Gwinn

Historic Homes and Special Buildings in the Highlands-Douglass Neighborhood

- "Woodbourne Place", (Brinley Hall) at Bardstown and Douglass
- "Kenilworth," Hampden Ct.
- "Walnut Hill", Walnut Pl. and Edgehill Rd.
- "Coldspring", Joshua Speed Mansion, 1801 Sulgrave Rd.
- Andrew Cowan Home, now owned by Cleve and Jessie Gatchel, Cherosen. The Gatchels have detailed information. Douglass Community Center, Douglass Blvd., formerly KY Home School
- Stewart Mansion
- 2304 Speed Ave Home now owned by Theo S. Rosky, On the Historic Homes survey.
- 2101 Dorothy Ave Home of Elizabeth Stone
- 2215 Carolina Ave
- 1924 Dorothy Ave now owned by Mr. Staufersham, one of the finest Craftsmen's style homes in Louisville
- 2115 Douglass Blvd Belknap Mansion, now owned by Judge Bogg. On Historic Homes survey
- 2350 Speed Ave., now owned by the Ushers. On Historic Homes survey
- 2240 Douglass and Ellerbe. On Historic Homes survey
- English Tudor house on the corner of Spring Drive and Speed Ave. On Historic Homes survey
- Home of Mr. Hinkebein, Millvale Rd.
- 2403 Wallace Ave., Doup Farm House
- 2513 Woodbourne Ave., E. W. Knott Home

Apartments

- Art Deco, Douglass Blvd
- English Tudor, Douglass Blvd
- Tudor Apartments, Speed Ave
- Tavener, Douglass Blvd
- All on Historic Homes survey (and more such apartments)

Our neighborhood contains numerous areas of historical or architectural interest whose character should be preserved. Some of the houses are now 100 years old. Most of them were built between 1870 and 1930. Some examples are:

- Douglass Blvd.
- Village Dr.
- Speed and Casselberry
- Spring Dr.
- Woodbourne Ave.
- Weber and Wrocklage
- 1815 Casselberry Road, (the former) Grover Page home
- First block of Woodford Place. Ellerbe Carter home. (On His toric survey)

Houses of worship and institutions

- Highland Douglass Christian Church
- St. Paul's Methodist Church
- St. Andrew's Episcopal Church
- Bethany Baptist Church
- Adath Jeshurun, Synagogue
- Four Courts Senior Retirement Home

ORDINANCE NO. 47, SERIES 2006

AN ORDINANCE ADOPTING THE HIGHLANDS-DOUGLASS NEIGHBORHOOD PLAN (DOCKET NO. 15-03-05).

SPONSORED BY: COUNCILMAN TOM OWEN

WHEREAS, the Louisville Metro Planning Commission held a public hearing on December 1, 2005, on the Highlands-Douglass Neighborhood Plan and a proposed amendment to the Cornerstone 2020 Comprehensive Plan to incorporate the Executive Summary of the Highland-Douglass Neighborhood Plan in Docket No. 15-03-05;

WHEREAS, the Planning Commission found that the Highlands-Douglass Neighborhood Plan 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 public hearing held by the Louisville Metro Planning Commission and the recommendations of the Commission and its staff as set out in the minutes and records of the Planning Commission in Docket No. 15-03-05;

WHEREAS, the Council concurs in and adopts the findings of the Planning Commission pertaining to the Highlands-Douglass Neighborhood Plan and approves and accepts the recommendations of the Planning Commission; and

WHEREAS, the Council finds that the Highlands-Douglass Neighborhood Plan 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 Highlands-Douglass Neighborhood Plan attached hereto and incorporated herein by reference, is hereby adopted.

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

Kathleen J. Herron
Metro Council Clerk

Kevin J. Kramer
President of the Council

Jerry Abramson
Mayor

Approved: 3-28-06
Date

APPROVED AS TO FORM AND LEGALITY:

Irv Maze
Jefferson County Attorney DHB

By:

LOUISVILLE METRO COUNCIL
READ AND PASSED
March 23, 2006

ORDINANCE NO. 46, SERIES 2006

AN ORDINANCE AMENDING THE CORNERSTONE 2020 COMPREHENSIVE PLAN TO INCORPORATE THE EXECUTIVE SUMMARY OF THE HIGHLANDS-DOUGLASS NEIGHBORHOOD PLAN (DOCKET NO. 15-03-05).

SPONSORED BY: COUNCILMAN TOM OWEN

WHEREAS, the Louisville Metro Planning Commission held a public hearing on December 1, 2005, on the Highlands-Douglass Neighborhood Plan and a proposed amendment to the Cornerstone 2020 Comprehensive Plan to incorporate the Executive Summary of the Highlands-Douglass Neighborhood Plan in Docket No. 15-03-05;

WHEREAS, the Planning Commission found that the incorporation of the Executive Summary of the Highlands-Douglass Neighborhood Plan into Cornerstone 2020 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 public hearing held by the Louisville Metro Planning Commission and the recommendations of the Commission and its staff as set out in the minutes and records of the Planning Commission in Docket No. 15-01-05;

WHEREAS, the Council concurs in and adopts the findings of the Planning Commission pertaining to the proposed amendment to Cornerstone 2020 to incorporate Executive Summary of the Highlands-Douglass Neighborhood Plan in Docket No. 15-

03-05, and approves and accepts the recommendations of the Planning Commission as set out in said minutes and records;

WHEREAS, the Council further finds that the Highlands-Douglass Neighborhood Plan was developed with the significant participation of citizens of the Highland-Douglass neighborhood, and was based on extensive research, analysis, and projections in conformance with KRS 100.191, including an analysis of existing land use patterns, public and private business activities, and the nature, extent, adequacy, and needs of the Highland-Douglass Neighborhood for the existing land and building use, transportation, and community facilities;

WHEREAS, the Council further finds that Policy 1.A.2.e of the Cornerstone 2020 Comprehensive Plan provides that plans, studies and strategies developed subsequent to the adoption of Cornerstone 2020 should be legislatively adopted as amendments to the Comprehensive Plan;

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

Section I: There is hereby adopted and incorporated as an amendment to the Cornerstone 2020 Comprehensive Plan the Executive Summary of the Highlands-Douglass Neighborhood Plan attached hereto, which is incorporated in this Ordinance as if fully set forth herein.

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

Kathleen J. Herron
Metro Council Clerk

Kevin J. Kramer
President of the Council

Jerry Abramson
Mayor

Approved: 3-28-06
Date

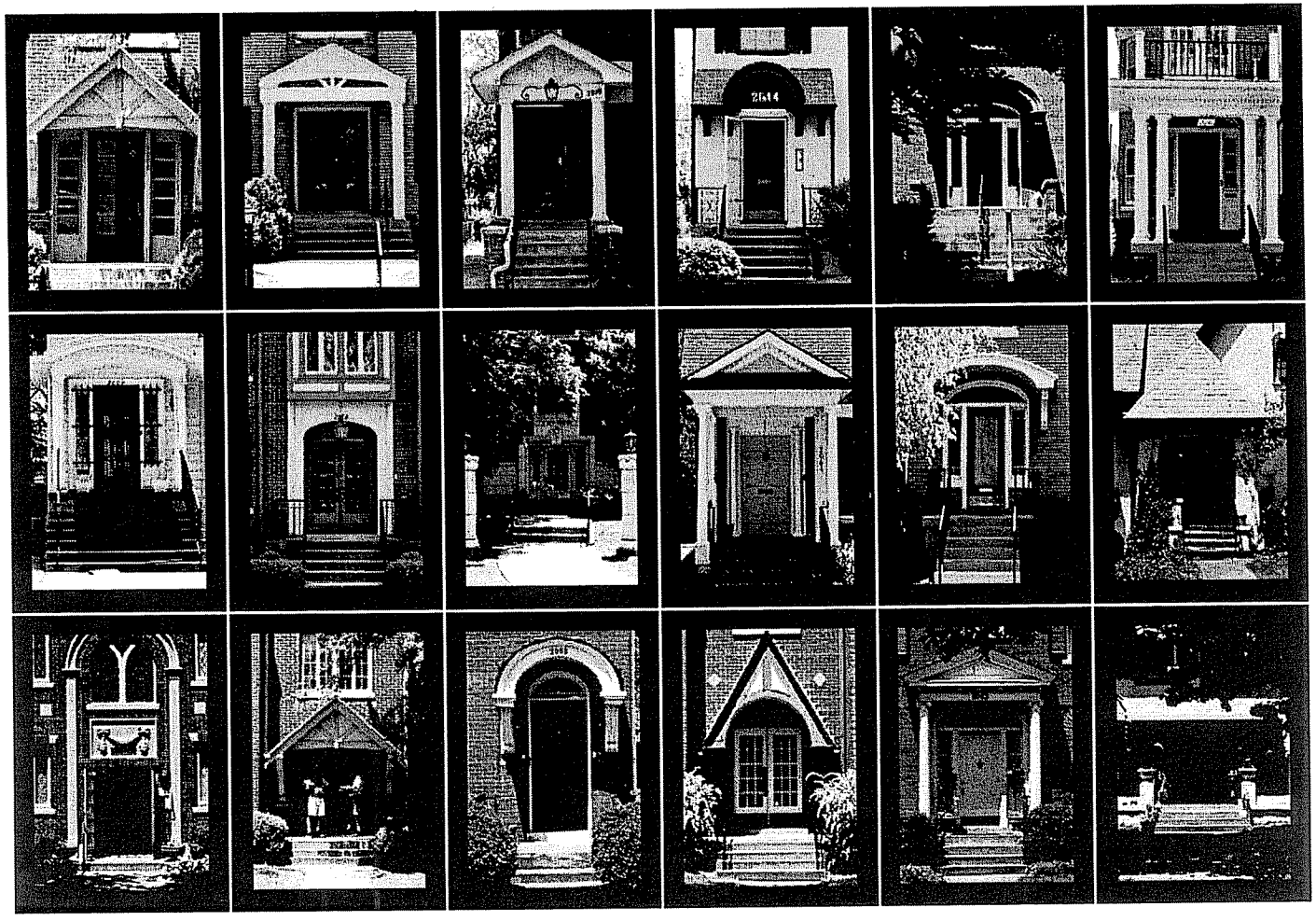
APPROVED AS TO FORM AND LEGALITY:

Irv Maze
Jefferson County Attorney

By:

LOUISVILLE METRO COUNCIL
READ AND PASSED
March 23, 2006

HIGHLANDS - DOUGLASS NEIGHBORHOOD PLAN



LOUISVILLE · JEFFERSON COUNTY METRO

EXECUTIVE SUMMARY

DRAFT

DECEMBER 2005

EXECUTIVE SUMMARY

Acknowledgements

Councilman Tom Owens
Legislative Assistant Karen Voyer

Highlands-Douglass Task Force

Timothy Crowder
Gail Gilbert
Gary Heine
Dr. Gary Pennington
Rabbi Robert Slosberg
Rod Wenz
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G S & P

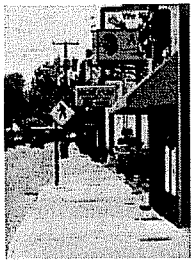
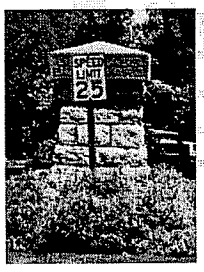
EXECUTIVE SUMMARY

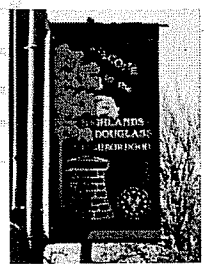
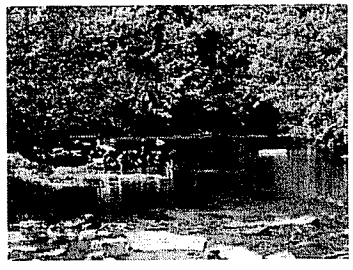
Highlands-Douglass Neighborhood Vision Statement

In the year 2020, Highlands-Douglass remains a stable residential neighborhood noted for the diversity of its residents, housing types and architectural styles. Care has been taken to preserve the historic character of the neighborhood including the park-like nature of its tree lined streets.

Reinvestment in neighborhood infrastructure including an expanded transportation network of sidewalks, trails, bike paths and bike racks, and well maintained streets, has created a safer, more unified neighborhood, and has encouraged an upward trend in owner occupied housing.

Neighborhood residents continue to benefit from the mix of vibrant, stable, retail uses along the Bardstown and Taylorsville Road corridors that have been carefully integrated into the residential fabric through compatible buildings and parking. Highlands-Douglass is equally enriched by the symbiotic relationships it has forged with the many community resources and organizations located throughout the neighborhood including its connections (physical and emotional) to neighboring Cherokee Park and the success of an active, well established neighborhood association.

EXECUTIVE SUMMARY

Introduction

Highlands-Douglass is one of a string of neighborhoods that emerged during the early 20th century as growth moved outward from Louisville's central business district. The original core of the neighborhood was an estate of approximately 200 acres known as "Woodbourne", assembled during the 1830s by Starks Fielding, a Mississippi cotton planter. Today, the area consists of a vibrant mix of residential, commercial, and institutional uses, and is considered one of Louisville's most sought after areas to live, work, and play. The neighborhood is generally bounded by Speed Avenue (north), Cherokee/Seneca Park (east), Eastern Avenue (south), and Bardstown Road (west) (see Figure 1).

There have been growing concerns among residents that encroachment and/or expansion of higher intensity land uses, increased traffic and speeds, inconsistent maintenance by property owners, and aging or inadequate public infrastructure may begin to threaten the character and integrity of the neighborhood. The purpose of this plan is to establish guidelines for future development and or redevelopment that may occur within the neighborhood that will preserve and enhance the quality of life for all existing and future Highlands-Douglass residents. This plan provides recommendations to further the ongoing efforts to protect and preserve the historic neighborhood character of Highlands-Douglass as well as to stimulate and support redevelopment in the area.

The Highlands-Douglass neighborhood plan process began in the spring of 2004 with the appointment of a neighborhood task force and the selection of a planning consultant who together identified key issues and areas of interest within the community.

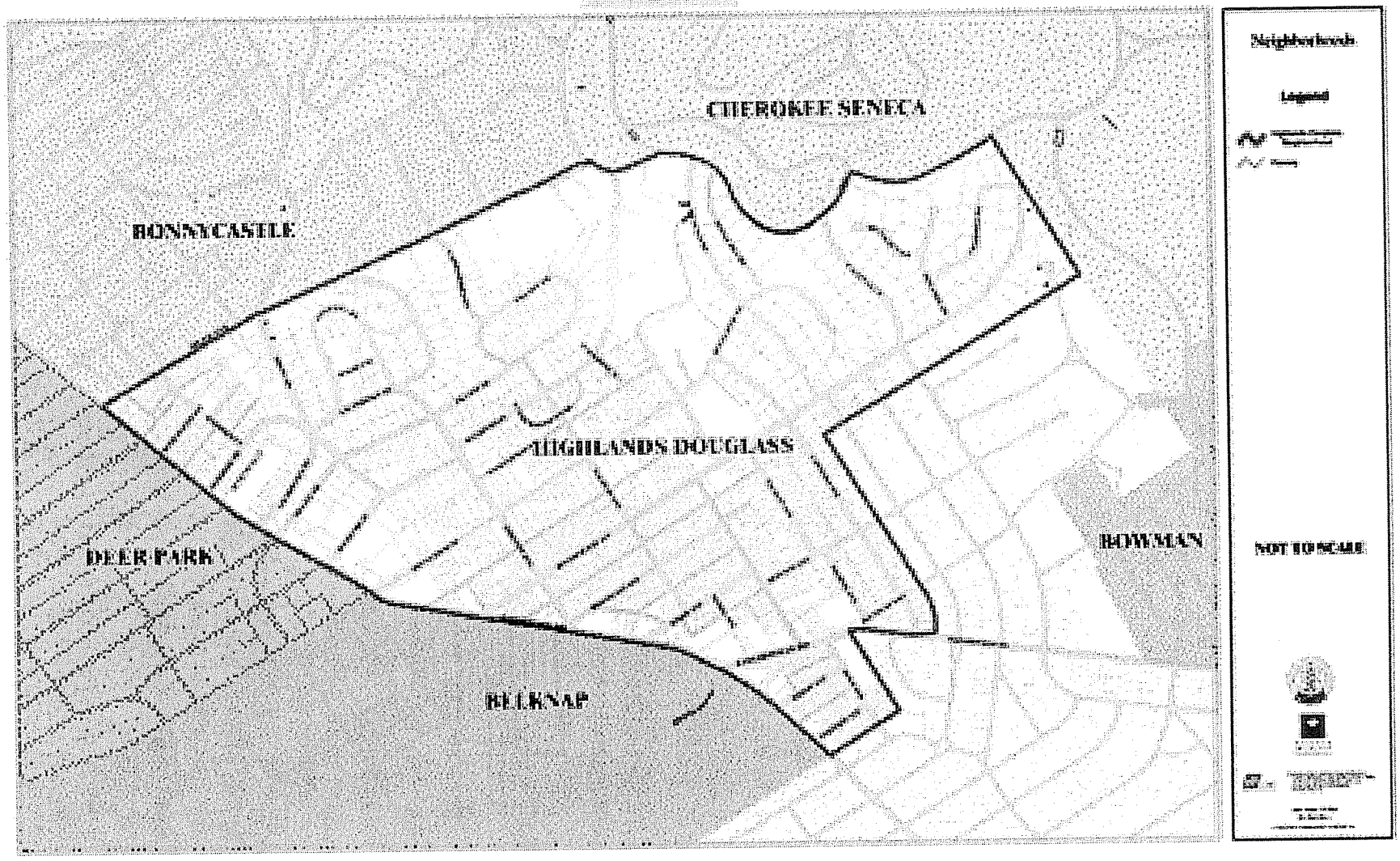
The purpose of this plan is to provide recommendations to protect and enhance the distinct character of the area and to guide future development/ redevelopment in a manner consistent with that character. The Highlands-Douglass Neighborhood Plan documents the physical, social, and historical composition of the community. It also proposes solutions to current problems and suggests recommendations for future development. Research prepared and relied upon for adoption of Cornerstone 2020, the Comprehensive Plan for Louisville Metro, is considered to still be valid and was relied upon in the adoption of the Highlands-Douglass neighborhood plan.

Each neighborhood plan is required to include certain basic plan elements. These elements include a neighborhood identity narrative, a vision statement, a land use/community form component, a mobility component, a plan implementation section, and an executive summary. The plan may also contain optional components to address issues unique to each neighborhood.

The plan implementation section contains specific recommendations relative to each of the plan components. The recommendations are organized into three general categories--infrastructure/capital improvements, policy/programmatic elements, and Cornerstone 2020/Land Development Code changes.

EXECUTIVE SUMMARY

The Highlands-Douglass Neighborhood Plan is to be used as a guide in consideration of future land use, zoning, area capital improvements, and policy decisions. Adoption of the Executive Summary, including the vision statement and the recommended changes to Cornerstone 2020 and the Land Development Code will allow Highlands-Douglass to maintain is character and encourage growth consistent with the community's vision for the future.



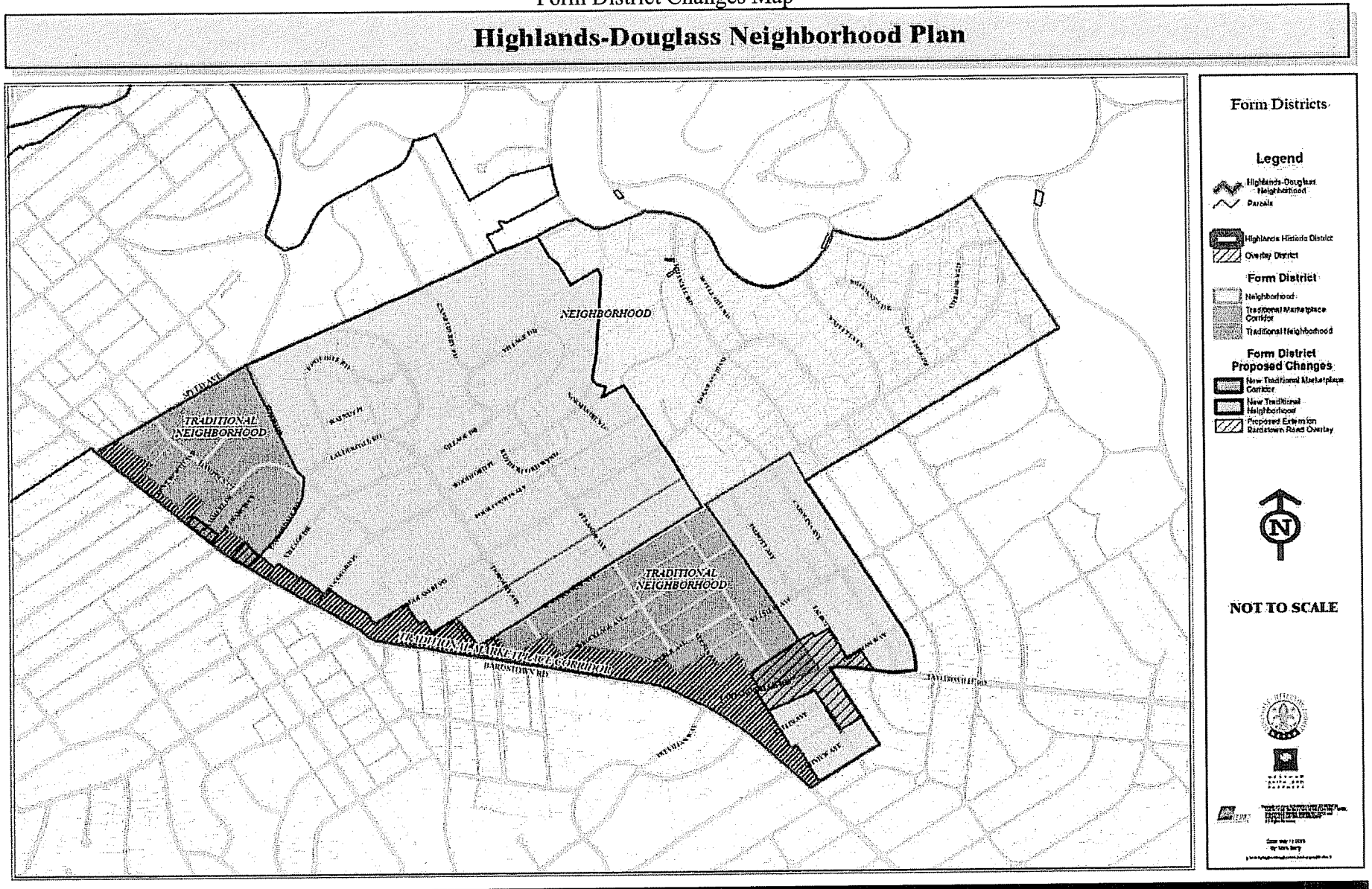
EXECUTIVE SUMMARY

Neighborhood Pattern and Form Recommendations

Recommendation	Implementation Responsibility	Timeframe
Cornerstone 2020/LDC		
LU1. Revise Traditional Neighborhood Form District to include portions of the neighborhood currently designated as Neighborhood Form (*Form Districts Changes* Map)	Louisville Metro Planning Commission	Short
LU2. Expand the boundaries of the Traditional Marketplace Corridor to include Taylorsville Road up to the beginning of residential property areas (*Form Districts Changes*)	Louisville Metro Planning Commission	Short
LU3. Expand the Bardstown Road Overlay District to include the property at 2001 Lauderdale Rd. on the north side of Bardstown Road within the Highlands-Douglass neighborhood currently missing from District. (*Form Districts Changes*)	Louisville Metro Planning Commission Louisville Metro Inspections, Permits & Liscensing (IPL) Louisville Metro Council	Short
LU4. Extend the Bardstown Road Overlay District standards a suitable distance down major cross streets from Bardstown Road to provide an appropriate transition from higher to to lower intensive uses.	Louisville Metro Planning Commission	Medium
LU5. Pursue an Area-wide Rezoning to match the current land use pattern and density (i.e., R-4 zoning) for the section of the neighborhood in the Neighborhood Form District, zoned R-5, and not proposed as "New Traditional Form District" (*Form District Changes* Map).	Louisville Metro Planning Commission	Medium
LU6. Review and revise as needed the infill standards within the Land Development Code for the Neighborhood Form District to increase architectural compatibility of new and/or redevelopment of residential property.	Louisville Metro Planning Commission	Medium

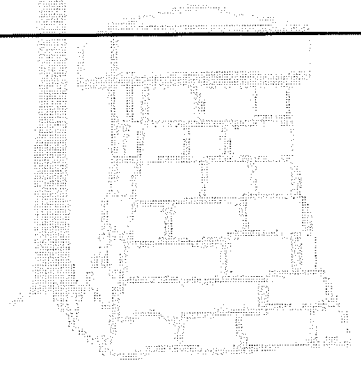
EXECUTIVE SUMMARY

Form District Changes Map



Residential Land Use Recommendations

Recommendation	Implementation Responsibility	Timeframe
Cornerstone 2020/LDC		
LU14. Review and revise the Land Development Code infill development standards to ensure that infill development is consistent to adjacent buildings in height, scale & mass, building separation, and FAR.	Louisville Metro Planning Commission	Short
LU15. Review and strengthen parking standards and justification requirements for parking waivers to ensure that adequate parking is appropriately placed and provided	Louisville Metro Planning Commission	Short
LU16. Explore establishing basic architectural standards for development within the Traditional Neighborhood Form District (i.e., window sizes, window variety, shutters and lintels) to allow diversity while providing common, unifying elements	Louisville Metro Planning Commission	Long



EXECUTIVE SUMMARY

Commercial/Institutional Recommendations

Recommendation	Implementation Responsibility	Timeframe
Cornerstone 2020/LDC		
LU21. Restrict commercial development to sites with direct access to Bardstown or Taylorsville Road	Louisville Metro Planning Commission	Short
LU22. Use alleys as transitions between commercial/institutional uses and residential uses	Louisville Metro Planning Commission	Medium
LU23. Provide adequate and significant screening to adjacent residential structures including more immediate opaque landscape buffers, and other forms of screening to match the façade of the building	Louisville Metro Planning Commission	Medium
LU24. Review and strengthen parking standards and justification requirements for parking waivers to ensure that adequate parking is appropriately placed and provided	Louisville Metro Planning Commission	Short
LU25. Require shared/joint use parking in new mixed use development	Louisville Metro Planning Commission	Short
LU26. Develop standards to integrate parking with the residential use by preserving/recreating the block faces	Louisville Metro Planning Commission	Short
LU27. Require new or significantly expanded institutional uses to match residential forms (height, setback, and spacing)	Louisville Metro Planning Commission	Medium
LU28. Identify and develop basic architectural standards for non-residential development within the Traditional Neighborhood Form District (i.e., window sizes, window variety, shutters and lintels) to allow diversity while providing common, unifying elements.	Louisville Metro Planning Commission	Medium