



DIXIE HIGHWAY

CORRIDOR MASTER PLAN

Prepared for:
Louisville Metro
January 2013

Prepared by:

HNTB

CONCEPTS21

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toc

Table of Contents

ACKNOWLEDGEMENTS.....	5
EXECUTIVE SUMMARY.....	7
PART 1: PLAN ORIENTATION	
SECTION 1: INTRODUCTION.....	13
SECTION 2: VISION AND GOALS.....	19
PART 2: PLAN FRAMEWORK	
SECTION 3: LAND USE ELEMENT.....	25
SECTION 4: TRANSPORTATION ELEMENT	41
SECTION 5: URBAN DESIGN ELEMENT	59
PART 3: PLAN RECOMMENDATIONS	
SECTION 6: IMPLEMENTATION	79

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thanks

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executive summary

INTRODUCTION

The Dixie Highway Corridor Master Plan is the result of many people coming together to make a change in Southwest Louisville. This plan was sponsored by Council members Rick Blackwell, Mary Woolridge and David Yates and brought citizens, City staff and businesses together to collaborate in creating a vision and a plan to transform the future of Dixie Highway. Current market conditions and past development trends spurred leaders to engage in this planning process to maximize this important piece of public infrastructure and improve the overall quality of the corridor.

This plan represents the desired long-term vision for Dixie Highway from Oak Street to the Gene Snyder Freeway. Figure ES-1 on the following page outlines the study area.

VISION STATEMENT

The future of the Dixie Highway is a vision that celebrates the legacy of this historic corridor through the preservation and enhancement of investment in both public infrastructure and private assets. We envision enhancements to Dixie Highway that will assure its success as a regional commercial corridor with unified but distinct character zones that are functional and safe for all users. With these enhancements, Dixie Highway will not only serve the residents of southwest Louisville, but also provide mobility for people and commerce in the region.

PLANNING PROCESS

The process for developing this master plan was initiated by Councilman Rick Blackwell and Councilwoman Mary Woolridge in mid-2010. This process started with a pre-planning phase that included selecting an advisory group and technical group, reviewing demographic data and defining the study area. The second phase was the development of a vision for Dixie Highway followed by the third phase that included development of the planning components. The master plan was initially focused on the corridor segment between I-264 and Greenwood Road, but was later expanded to the north and the south. Advisory group members were added to assure that issues of all corridor segments were addressed.

EXECUTIVE SUMMARY

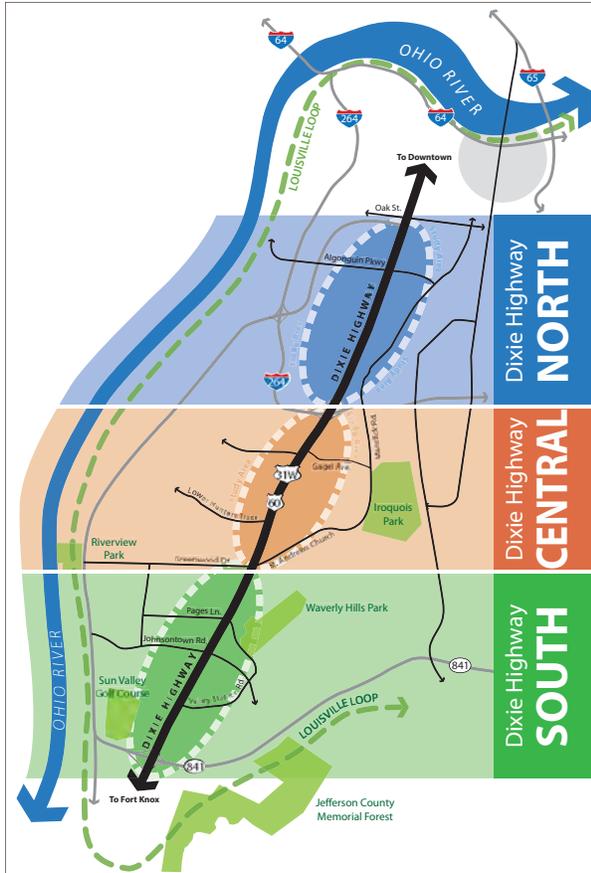


Figure ES-1: Dixie Highway Study Area.

Three specific plan components are considered within this plan. These include a land use / community form component, a mobility component and an urban design component. A complete analysis was conducted for each of these three components to identify existing conditions and opportunities to improve the corridor. Improvement recommendations were then developed and categorized, and strategies for implementing those recommendations were identified.

SUMMARY OF AREA CONCERNS

The overall concerns along Dixie Highway include the form of development south of I-264, maintaining the functionality of Dixie Highway as a major corridor and creating a friendly environment for all users, including pedestrians and bicyclists. Through the three plan elements of land use, transportation, and urban design, the concerns and issues voiced by residents and business owners in the study area will be addressed.

RECOMMENDED CHANGES TO CORNERSTONE 2020 AND THE LAND DEVELOPMENT CODE

The Dixie Highway Corridor Master Plan should be used as a guide for future land use and zoning decisions, capital improvements, and policy decisions for development within this corridor. The adoption of the Executive Summary - which includes the vision statement and recommendations with impacts on Cornerstone 2020 and the Land Development Code - will provide the needed first step for transforming Dixie Highway.

Figures ES-2 through ES-4 on the following pages depict the recommended form district changes in the study area. In addition, Table ES-1 lists the single recommendation from this plan that affects Cornerstone 2020 and the Land Development Code several other recommendations are included in the body of the report.

Table ES-1: Recommendations Impacting Cornerstone 2020 or Land Development Code

ACTION STEP: Designate New Town Center Form Districts								
Action Step Category:								
Cornerstone 2020/Land Development Code								
Description:								
<ul style="list-style-type: none"> In accordance with the procedures of Cornerstone 2020, define and adopt new Town Center Form Districts, as appropriate, along Dixie Highway near Valley Station Road, near Lower Hunters Trace, between Gagel Avenue and I-264, and between Wilson Avenue and Oak Street Consider information from the Dixie Highway Corridor market study and the high capacity transit study in designating Town Center locations and boundaries 								
Responsible Party(ies):								
<ul style="list-style-type: none"> Louisville Metro Planning and Design Louisville Metro Plan Commission Louisville Metro Council 								
Start-up:						Target Completion Timeline:		
2013-2014	<input checked="" type="checkbox"/> 2015-2017	2018-2035	<input type="checkbox"/> Other: _____	6 months	<input checked="" type="checkbox"/> 1-2 years	2-5+ years	On-going	

Figure ES-2: Land Use Recommendations along Dixie Highway South



EXECUTIVE SUMMARY

Figure ES-3: Land Use Recommendations along Dixie Highway Central

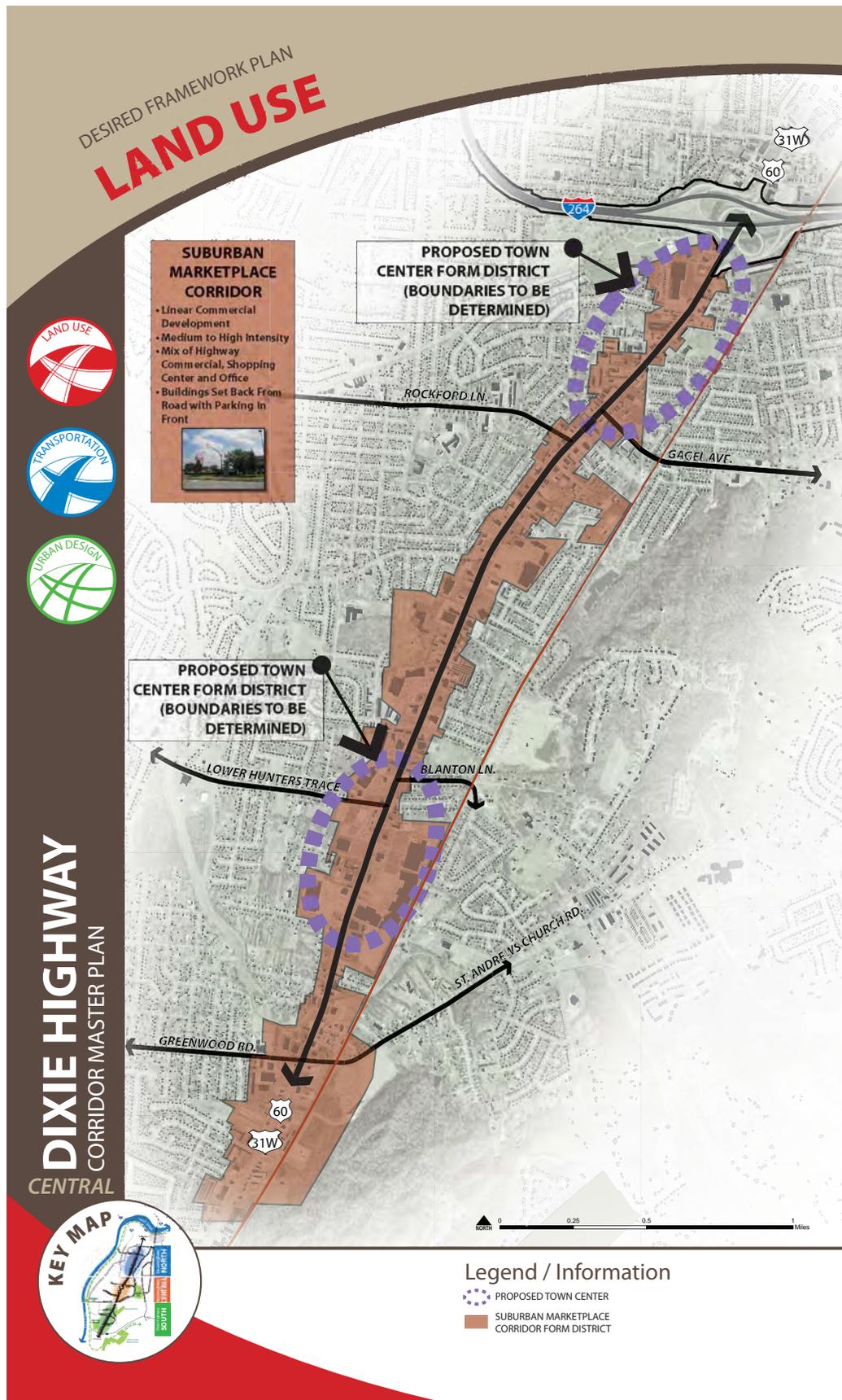
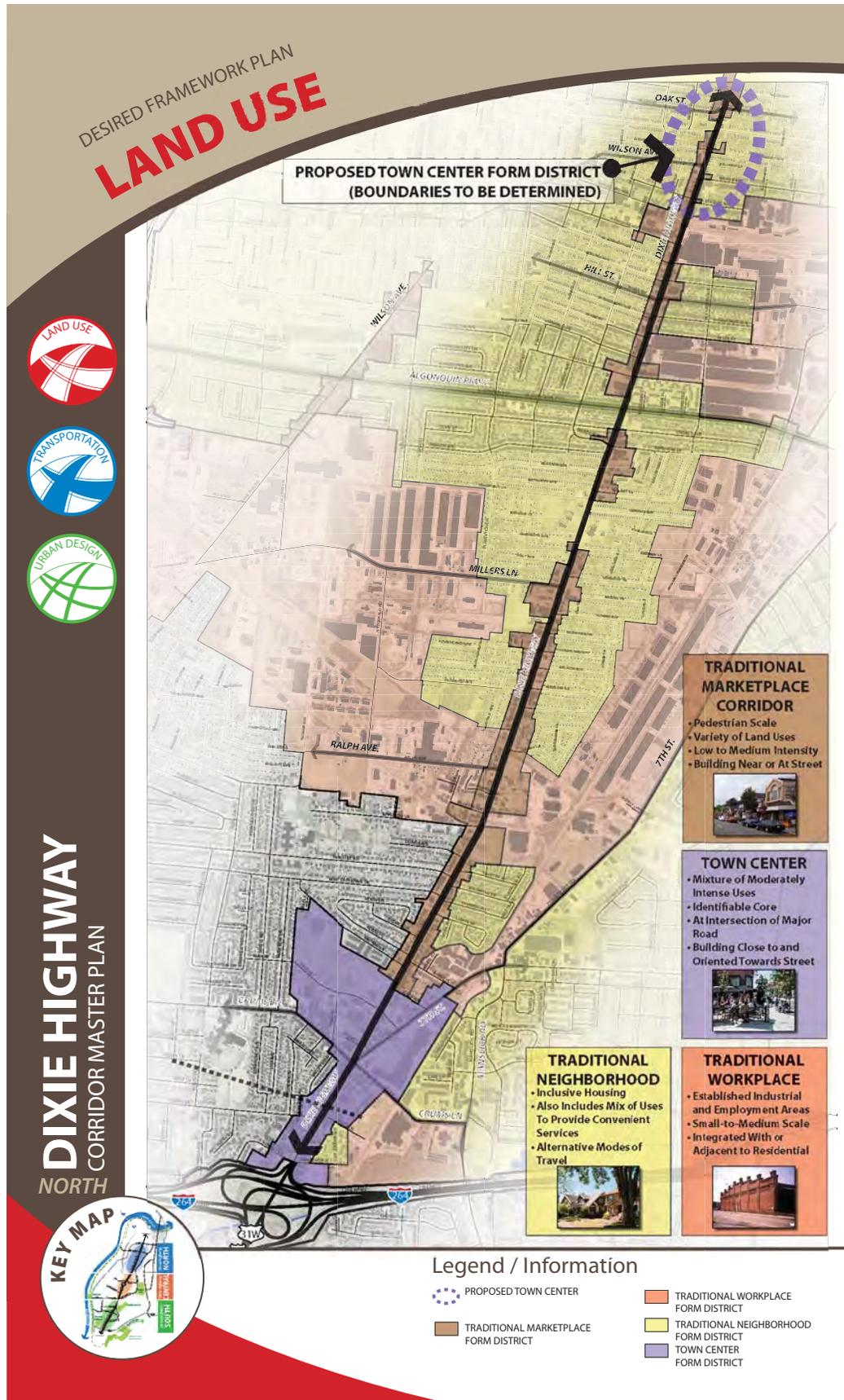


Figure ES-4: Land Use Recommendations along Dixie Highway North



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section 1

Introduction

INTRODUCTION

The Dixie Highway Master Plan is the culmination of a planning process intended to improve the function, utility, and appeal of this major thoroughfare in southwest Louisville. The planning process brought together many diverse groups and public organizations, each contributing its unique perspective to the development of the plan. The plan has been created around three framework elements of the corridor: land use, transportation and urban design. These framework elements form the foundation of the concepts and strategies that together will guide the future redevelopment of Dixie Highway. Successfully implemented, the framework elements will act as blueprint for physical, policy and functional improvements along the corridor.

DIXIE HIGHWAY HISTORY

Dixie Highway is a major transportation corridor providing local and regional access in southwest Louisville. Dixie Highway is also a part of a national highway system connecting Canada to Florida and tracing its roots to the early 1900s. The first thoughts of a highway to connect the Midwest and the South occurred in 1914. At first, the name “Cotton Belt Route” was suggested, with a thought to connect Chicago to Jacksonville, Florida via Atlanta. On April 3, 1915, during an organizational meeting for the corridor in Chattanooga, TN, the name “Dixie Highway” was chosen to honor “Fifty Years of Peace” between the North and South.

When the U.S. Highway System was laid out in 1925 and 1926, an effort was made to keep some of the established routes on a single number. For example, Lincoln Highway largely became US 30 and the National Pike became US 40. Dixie Highway did not lend itself to such numbering though, with two mainlines and a number of connecting routes. Some of Dixie Highway was remitted to the states that built it and other sections were included in the new nationwide numbering system as US 31. Old auto-trail signs for Dixie Highway were gradually replaced as the states adopted uniform sign standards.¹



Historic Dixie Highway Corridor (source: www.us-highways.com).

1- www.us-highways.com

INTRODUCTION

PLAN FRAMEWORK

The development of the Dixie Highway Master Plan employed an integrated approach which views the role of the corridor within the broader concept of successful community development. This approach considers access and connectivity, efficient and safe transportation systems, land use and commerce, community assets and values that collectively contribute toward creating a quality and successful commercial corridor.

A collaborative community involvement process was designed to gain input and understanding of both the existing conditions as well as the desired outcomes of the Master Plan. The process, which included workshops and public meetings, was centered on three framework elements:



Land Use

It is not only important to consider the individual land uses placed on each parcel, but it is equally important to evaluate the physical form these land uses take along Dixie Highway. Some fundamental questions were asked to gain insight on the Land Use element. They include:

- How do land use decisions affect the corridor?
- How do land use decisions affect the efficient movement of people and cars within the corridor?
- What positive impacts can land use decisions have on the success of the corridor and the community?



Transportation

As a major corridor in southwest Louisville, Dixie Highway provides access to housing, employment and commerce both at the local and regional levels. In general, Dixie Highway is congested with traffic and highly auto-centric. A large proportion of Dixie Highway lacks sidewalks. This requires pedestrians and bicyclists to use the shoulder or adjacent parking areas, thereby compromising safety, convenience and the efficient operation of the facility. Dixie Highway also serves as major public transportation route and increases the carrying capacity of the corridor to provide access to jobs and local shopping and retail. Some of the fundamental questions that address mobility and transportation include:

- What are the reasons for congestion along the corridor?
- What transportation barriers exist along the corridor?
- What methods can be used to solve perceived issues?
- What opportunities exist for multi-modal access in the corridor?



Urban Design

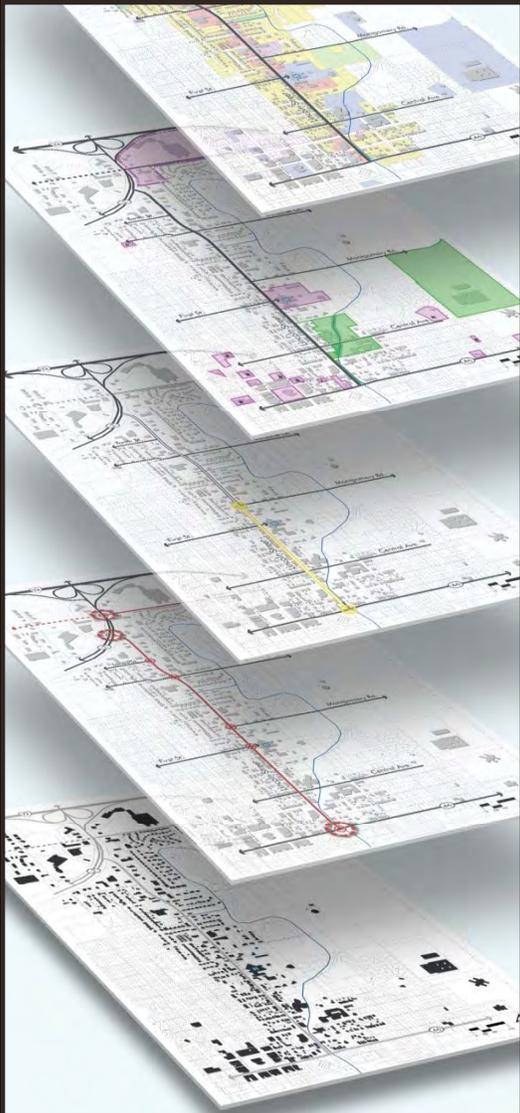
Finally, the urban design element recognizes community assets and values. A few of the foundational questions include:

- What defines the character of Dixie Highway?
- What urban design elements can be used to provide a uniform theme in the corridor?
- How can urban design enhancements be used to solve transportation issues?

Corridor Analysis

Examines the individual “layers” that make up the fabric of the community.

- LAND USE
- TRANSPORTATION & MOBILITY
- URBAN DESIGN



PLANNING PROCESS

An intense, collaborative planning process was used that included analysis of existing conditions, examination of other successful models and their applications to Dixie Highway, and the identification of improvement strategies and how they can be implemented. When developed through the three framework elements of land use, transportation and urban design, the plan is able to identify strategies for a smarter, more functional facility that create a vibrant and livable corridor.

An extensive public and stakeholder engagement process was used in the development of the Dixie Highway Corridor Master Plan. This plan was based upon input and feedback received throughout the planning process by the following groups:

- **Advisory Groups** provided insight from user groups and community leaders.
- **Technical Group** provided information and coordination between various departments or organizations within the government.
- **Elected officials** provided political insight and support for the project.
- **Consultant** provided expertise and facilitation in the areas of land use, transportation, landscape architecture, and urban design.
- **Public** provided additional feedback and a priority ranking of projects.

The planning process was initially focused on the segment of Dixie Highway between Greenwood Road and I-264 and so initial input was focused on this segment. The planning area was subsequently extended north to Oak Street and South to Greenbelt Highway, and additional advisory, technical and public input was solicited to include these segments in the plan.

ADVISORY GROUPS

The Advisory Groups consisted of area stakeholders, neighborhood and business organization representatives, elected officials and civic leaders. The group members assisted in steering the direction of the planning process and served as representatives or advocates for the organizations they represented. In this capacity, the groups served as a critical source of local information and provided feedback on plan components.

Several meetings were held jointly with Advisory Group and Technical Group members throughout the planning process. These meetings were used to agree on plan goals and objectives, identify existing corridor issues, and review potential plan elements and recommendations. The first meeting also included a tour of the Lewis and Clark Parkway in Clarksville, Indiana as an example of the successful improvement of a similar corridor.

INTRODUCTION

PUBLIC MEETINGS

Proposed components of the Master Plan were presented to the public on two separate occasions to seek comments and input. The first public open house was held on December 7, 2010 and the second was on July 16, 2012. Each meeting included a short presentation to provide an overview of the project followed by input and information stations that focused on the plan framework and recommendations. The second public meeting also included discussions of other projects planned in or near the Dixie Highway corridor, including the Southwest regional library branch and the Louisville Loop. Through these meetings, participants were able to learn more about the proposed master plan and recommendations and to talk one-on-one with the consultant team and Louisville Metro officials.

The input was utilized in further development and refinement of the final Master Plan. The most sound and innovative plans are driven by the combination of the advisory and technical group's expertise combined with input and support from the community. As such it was stakeholders, neighbors, business associations, elected leaders, and public agencies that assisted in steering the direction of this process and ultimately in the development of the Dixie Highway Corridor Master Plan.

ADOPTION PROCESS

In accordance with KRS-100 for the adoption of an amendment to a comprehensive plan and the Neighborhood Planning Citizen handbook, a public hearing was held before the Planning Commission as a final opportunity for community feedback on the final document and recommendations. Finally, the plan and Executive Summary were forwarded to Metro Council for adoption with a recommendation from the Planning Commission.

HOW TO USE THIS DOCUMENT

The Dixie Highway Master Plan is intended to be a working document that city and state officials, planning commission members, KIPDA officials, TARC officials, MSD officials, residents and business owners use to guide future development and land use decisions along the corridor. Public officials are also encouraged to use the document to seek federal and other grants for design development and implementation.



Participants during an Advisory / Technical Committee Meeting.



Bus tour during Advisory / Technical Committee Meeting 1.



Participants attending one of the public meetings.

INTRODUCTION



Participants attending a public meeting.



Discussion during a public meeting.



Input during a public meeting.

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section 2

Vision & Goals

OVERVIEW

Dixie Highway is a significant transportation and commercial corridor providing regional mobility in Southwest Louisville. It traverses a cross section of community assets, land uses, and socioeconomic conditions. The corridor is highly auto-oriented, and carries high volumes of traffic which pose safety and operational concerns, especially for pedestrians. Dixie Highway also serves as a major transit corridor, providing access to jobs and destinations such as downtown Louisville. While incremental efforts have been made to enhance the overall appeal, safety, and functionality of the corridor, a comprehensive planning study will serve as a guide for coordinated future development of the corridor. The master planning effort will create specific framework elements that are centered on Land Use, Transportation, and Urban Design. This framework plan will act as a blueprint for future development in the corridor.

The intent of the Dixie Highway Corridor Master Plan is to develop a unified and distinct character for the corridor while creating a safe and functioning corridor for all users. This includes an improved pedestrian environment in the corridor. The plan will create a framework for future public policy, physical design and economic development decisions in the corridor. This will be accomplished using appropriate land use planning guidelines, access management, and physical enhancements along the corridor. The master plan will improve the function and safety and unify the overall character of Dixie Highway.

VISION & GOALS

STUDY AREA

The study area for the project includes three sections identified in Figure 2-1, shown as Dixie Highway South, Dixie Highway Central and Dixie Highway North. Although the primary focus of the master plan is on the roadway itself, the inventory and analysis process also considered how land is used along the road corridor. The corridor was also reviewed in a broader geographic context to address the connectivity it provides to community assets (e.g., parks, educational and medical facilities, etc.) and the regional mobility it provides to destinations such as Ft. Knox and downtown Louisville. Finally, Dixie Highway was considered for the key role it plays in serving public transportation, not only to destinations within the immediate Dixie Highway corridor, but also to employment and other destinations well beyond the study area.

Dixie Highway South and Dixie Highway Central are suburban type facilities with primarily commercial adjacent land uses. Dixie Highway North is more compact, still commercial in nature, but dotted with some residential areas. The corridor north of Algonquin Parkway becomes a distinctly urban corridor as it approaches downtown.

Dixie Highway South: from the Gene Snyder Freeway to Greenwood Road, approximately 4.2 miles. This segment of the corridor is classified as a sub urban market place corridor in the Cornerstone 2020 Plan.

Dixie Highway Central: from Greenwood Road to I-264, approximately 3.3 miles. This segment of the corridor is classified as a suburban market place corridor in the Cornerstone 2020 Plan.

Dixie Highway North: from I-264 to Oak Street, approximately 3.9 miles. This segment of the corridor is classified in the Cornerstone 2020 Plan as a traditional market place corridor or traditional neighborhood north of Shively Park, while the area just north of I-264 is identified as a Town Center.

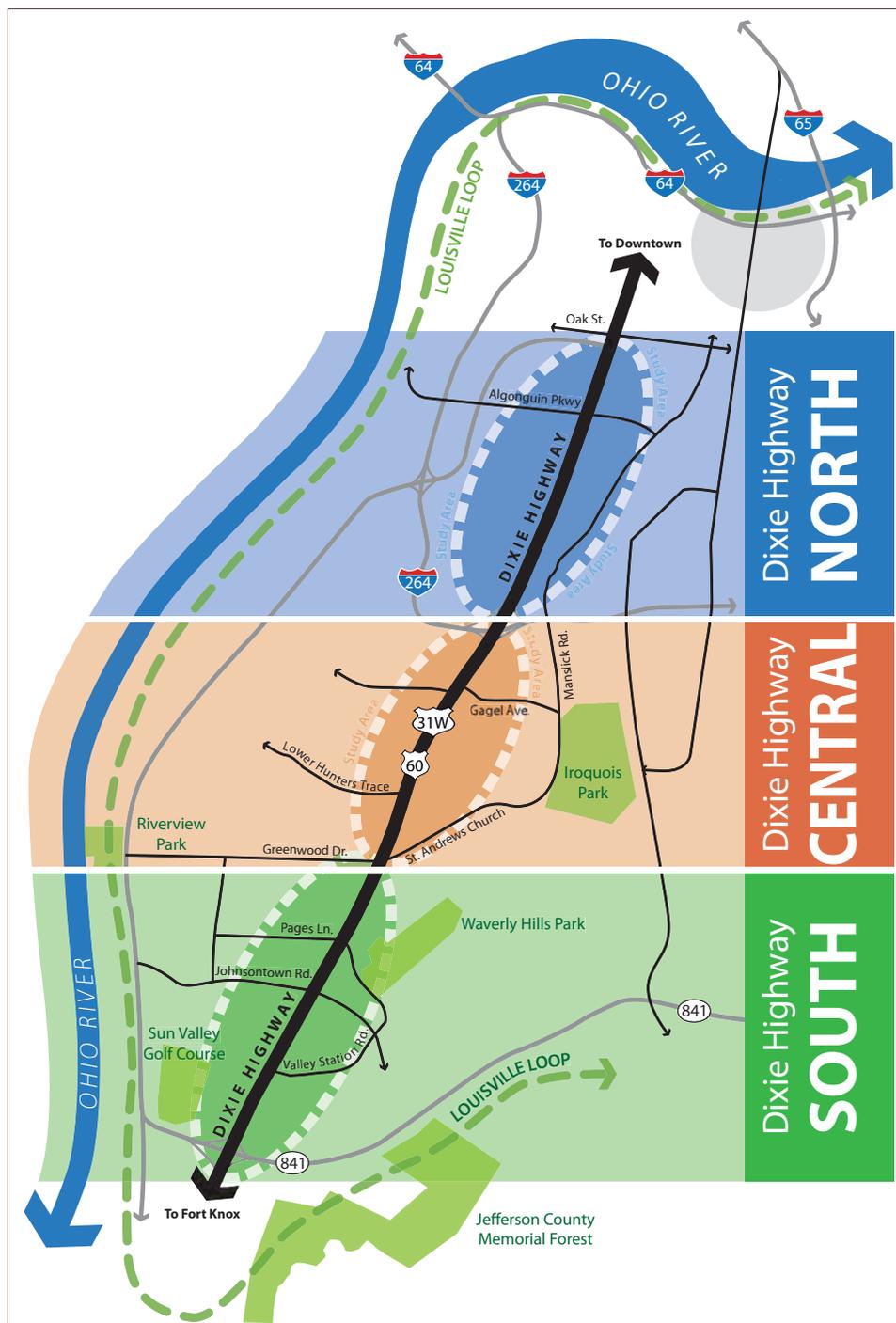


Figure 2-1: Dixie Highway Study Area.

CORNERSTONE 2020 VISION STATEMENT

Cornerstone 2020 was adopted in 2001 as the comprehensive plan that guides all actions and decisions regarding land use within Jefferson County. The vision statement from Cornerstone 2020 should be the guide that sets the direction for all subsequent plans in Louisville. The following is the vision statement from Cornerstone 2020:

“ 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.”

The vision statement for the Dixie Highway corridor communicates the direction the community would like to see in the future for Dixie Highway. The following vision statement was developed through a collaborative process and input from the Advisory and Technical Groups, project sponsors and public.

“ The future of the Dixie Highway is a vision that celebrates the legacy of this historic corridor through the preservation and enhancement of investment in both public infrastructure and private assets. We envision enhancements to Dixie Highway that will assure its success as a regional commercial corridor with unified but distinct character zones that are functional and safe for all users. With these enhancements, Dixie Highway will serve the residents of not only southwest Louisville, but also provide mobility for people and commerce in the region.”

VISION & GOALS

GOALS & OBJECTIVES

Goals, like the vision statement, are broad in nature but provide a level of specificity which seeks to give purpose or define results. Goals are intended to be lofty but attainable. The plan objectives provide a further level of specificity to each goal and often give specific tasks to reach the goal. Finally, implementation recommendations put the goals and objectives into motion and identify the appropriate timeframes for completion. The implementation recommendations for Dixie Highway can be found in Section 6 of this document. The overall project goals and objectives are intended to guide decisions throughout the planning process. The project goals are as follows:

Overall Goals

1. Promote a pedestrian environment.
2. Promote strategic economic development goals of the community.
3. Promote positive land use development.
4. Encourage better access management to improve function and safety.
5. Promote the development of a unified visual character for the entire corridor.

In addition to the overall corridor goals, specific goal and objectives for each plan element were identified:

Land Use Goal and Objectives

Create land use development patterns that reinforce access management techniques, preserve economic vitality and support the Comprehensive Plan.

1. Promote best land use development practices for new economic development along the corridor.
2. Promote development that is desired by the community and is consistent with surrounding uses.
3. Identify potential revisions or additions to existing regulations and planning tools that reinforce the desired development patterns and support the Comprehensive Plan.
4. Promote site design and layout that reflects the desired form of development along the corridor.



Transportation Goal and Objectives

Develop multi-modal transportation techniques and strategies that will improve access and functionality of the corridor while improving safety for all users.

1. Develop a corridor-wide access management and operations plan.
2. Upgrade both appearance and operations of the existing traffic signals.
3. Develop a pedestrian and bicycle access enhancement plan.
4. Develop a public transportation/transit enhancement plan.



Urban Design Goal and Objectives

Create enhancements along the corridor that elevate the aesthetic appeal and create a unique corridor for economic development, pedestrian vitality and community identity.

1. Create treatments that reinforce and define the street edges.
2. Identify key gateways and visual focal points along the corridor.
3. Create treatments that improve the visual character of the corridor and elevate the perception of existing businesses and new development to users of the corridor.
4. Create aesthetic treatments that provide a historic link / interpretation to the historic nature of the Dixie Highway Corridor.



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section 3

Land Use

INTRODUCTION

Dixie Highway has a unique and rich history as a major transportation corridor reaching from Canada to Florida. This identity that Dixie Highway once had has unfortunately been lost over decades of development and adaptation to more modern needs and demands, including changes in land use, character and function. The placement, orientation and physical form of buildings along Dixie Highway will be key elements in recreating this vibrant commercial corridor. Addressing the physical form and coordination of development in the corridor will be more important to achieving the vision of Dixie Highway than will be changes to specific types of land uses.

The land use element will provide guidance to the Planning and Design staff, Planning Commissioners, Metro Council members and other decision makers in making land use decisions that support the desired development pattern along Dixie Highway.

EXISTING CONDITIONS

Dixie Highway South

The land uses along Dixie Highway South from the Gene Snyder Freeway to Greenwood Road are primarily commercial, with a mixture of smaller local businesses, chain restaurants and large national retail stores (see Figure 3-1). Large retailers in this segment of Dixie Highway include Walmart, Target, Big Lots and Kroger and Meijer. Although recent redevelopment of parcels is evident throughout the corridor, many local businesses occupy older buildings on smaller parcels and lack common standards for building type, lot design and access.

Various public or semi-public uses are also located along or near this segment of Dixie Highway, including Valley High School, Dixie Elementary School, Bethany Cemetery and a few churches. A government-owned site on the east side of Dixie Highway, midway between Valley Station Road and Stonestreet Road, is designated as the future home of the Southwest regional branch of the Louisville Free Public Library. Residences front a portion of the west side of Dixie Highway near this location, although most of the residential development is not directly on Dixie Highway. Residential development often lacks good screening from other adjacent uses in the corridor.

LAND USE

The P&L (Paducah & Louisville) railroad runs parallel to Dixie Highway on the east side. There is very little residential development between the railroad and Dixie Highway, and the railroad limits parcel depth and accessibility for development in some locations. Between Stonestreet road and Pages Lane, the railroad is directly adjacent to the highway, and thus prohibits access and development on the east side of the highway.

Dixie Highway Central

The land uses along Dixie Highway Central from Greenwood Road to I-264 are primarily larger retail, service or commercial uses (see Figure 3-2). The larger commercial developments include Dixie Manor, Home Depot, Lowes, Walmart, Kroger, Sears Essentials, Shively Shopping Center and multiple car dealerships. Public or semi-public uses located along or near this segment of Dixie Highway include the Louisville Metro Southwest Government Center, Jewish Medical Complex, Holy Cross School, Spencerian College, a cemetery and multiple churches.

There are some vacancies in buildings and one large store vacancy. In addition, there is a vacant, undeveloped parcel near I-264 that is adjacent to the P&L rail line. Most development is suburban in nature with buildings placed further from the roadway with large parking lots in front of the stores. Very few areas are built closer to the roadway or have outparcel development. Finally, lot sizes are significantly smaller north of Lewiston Place which could limit future development without parcel consolidation.

Dixie Highway North

The existing land uses from I-264 to Park Road are primarily commercial and similar to those on Dixie Highway South and Central (see Figure 3-3); many of the buildings are larger developments that are set back from the roadway with parking in front. However, the character of the land uses is beginning to transition from suburban to urban in nature.

North of the Shively Government Center, the size of the lots decreases significantly and the commercial along Dixie Highway takes the form of residential houses that have been converted to small businesses. The corridor is still primarily commercial but residential and industrial uses are also present. Established neighborhoods and industrial areas border the corridor on either side with industrial typically focused closer to the P&L rail line. Vacancies are more prevalent on this section of Dixie Highway; this is also evident in the transition of land uses from residential to commercial in many areas.

DIXIE HIGHWAY FORM DISTRICTS



Dixie Highway transitions from suburban to urban land uses as it approaches downtown.



Traditional residential houses along Dixie Highway North.



Existing commercial development along Dixie Highway Central.

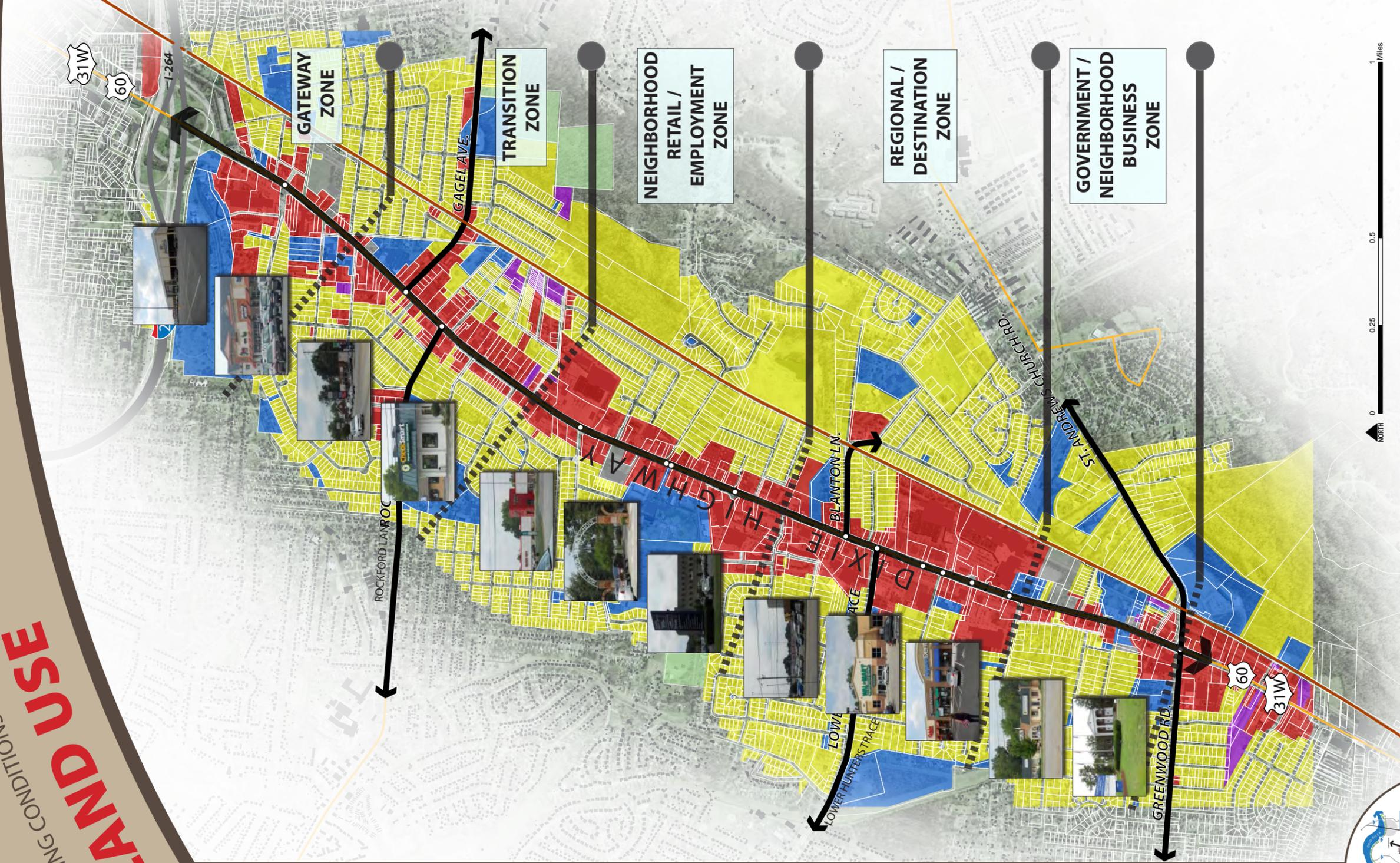


Figure 3-1: Existing Land Use Conditions along Dixie Highway South.

EXISTING CONDITIONS STUDY
LAND USE



DIXIE HIGHWAY
 CORRIDOR MASTER PLAN
 CENTRAL



Legend / Information

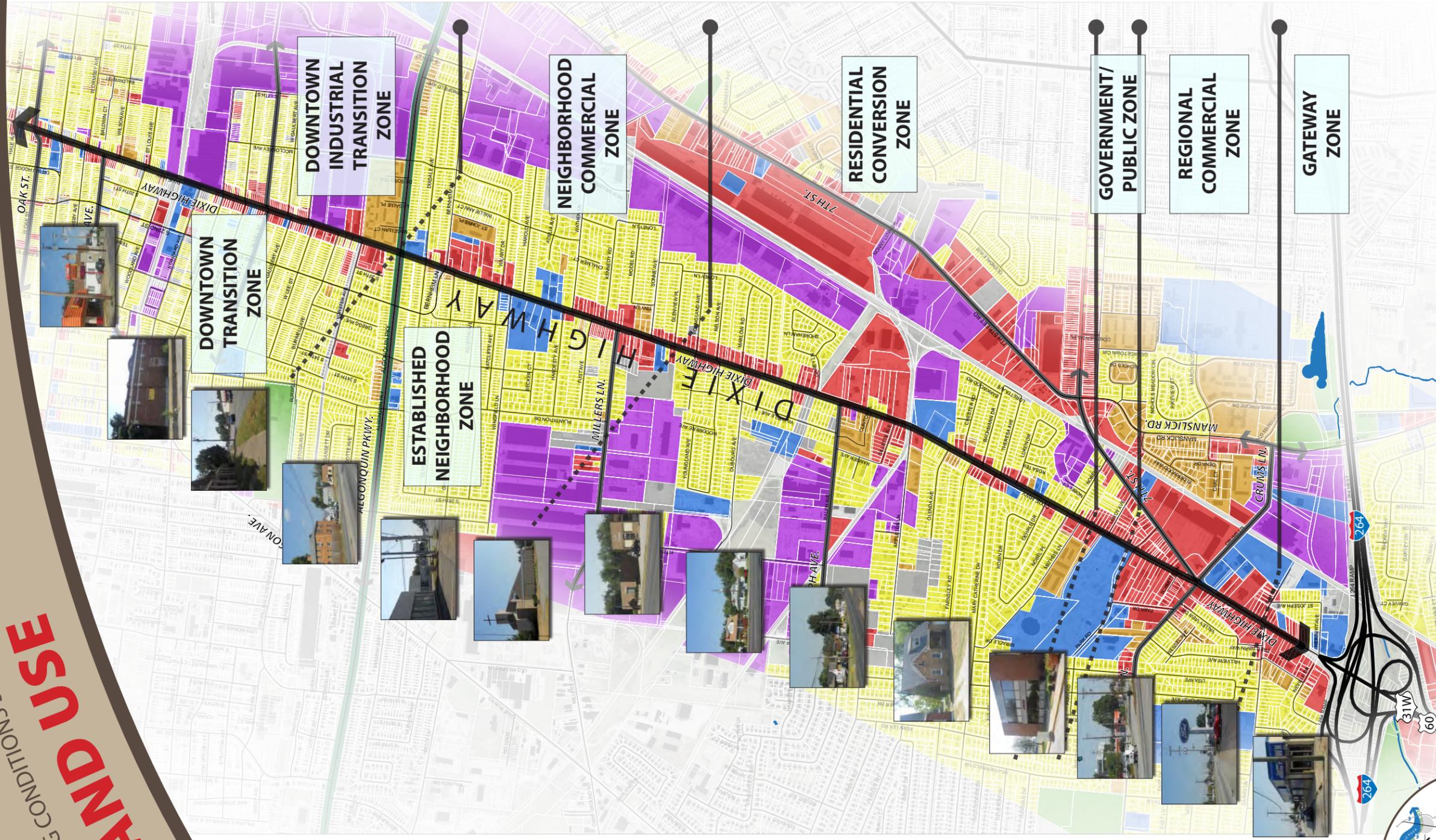
- RESIDENTIAL (Yellow square)
- COMMERCIAL (Red square)
- INDUSTRIAL (Purple square)
- PUBLIC / SEMI-PUBLIC (Blue square)
- OPEN / AGRICULTURAL (Green square)
- VACANT (Grey square)

Figure 3-2: Existing Land Use Conditions along Dixie Highway Central.

EXISTING CONDITIONS STUDY
LAND USE



DIXIE HIGHWAY
 NORTH
 CORRIDOR MASTER PLAN



Legend / Information

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC / SEMI-PUBLIC
- OPEN / AGRICULTURAL
- VACANT



Figure 3-3: Existing Land Use Conditions along Dixie Highway North.

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Example of parking placement behind a large retail store.

Through its Land Development Code, Louisville Metro uses both traditional zoning districts as well as form districts to guide growth within the community. The zoning districts specify the allowable uses and intensity of development on each parcel of land, while the form districts regulate the design, appearance and relationship of developments.

Form-based codes focus on the built environment and address the relationship between building facades and the public realm. They also address the form and mass of buildings and scale of development. Throughout the public participation process of this plan, the land use discussions were centered around the form of the development much more than the actual use on each parcel. The physical form and appearance of development was considered to be a much more important issue than the actual land use itself.

While many of the existing uses are desired along this section of Dixie Highway, the form in which they have developed does not always support the objectives of this plan or good land development practices. Poor site access and circulation, lack of pedestrian provisions, dissimilar building styles and materials, and a proliferation of signs are some of the apparent problems. Most of the development along this corridor occurred before the form districts were defined, and redevelopment under the form district regulations will slowly improve the corridor. Some changes to existing form district designations and requirements are recommended in this plan, as described below. Public or privately funded programs could be used to target certain corridor segments or types of improvements more quickly.

Existing South and Central Form Districts

The predominant form district along Dixie Highway from the Gene Snyder Freeway to I-264 is the Suburban Marketplace Corridor Form District. This form district encourages linear commercial development with a mixture of highway commercial, shopping center and office uses. Buildings are typically to be set back from the road with parking in the front. Other land uses in this corridor segment are included in the Neighborhood Form District. These land uses do not typically front directly on Dixie Highway, although this situation does occur at some locations south of Pages Lane. The Neighborhood Form District encourages compatible integration of residential and non-residential uses and good connectivity for all modes of transportation.

Existing North Form Districts

There are currently four form districts along Dixie Highway from I-264 to Oak Street: Town Center, Traditional Marketplace Corridor, Traditional Workplace and Traditional Neighborhood. The Town Center Form District from I-264 to Leroy Avenue should remain and be reinforced through urban design elements of this plan. The majority of the remaining land within this study segment is included in the Traditional Marketplace Corridor Form District. This form district encourages pedestrian scaled development with a variety of land uses. The low to medium intensity development is also encouraged at or near the street. This current form district mainly serves the desired physical form and should only be supplemented by additional design



Example of parking lot that is screened from roadway with landscaping.

LAND USE

guidelines, as described later in this chapter.

LAND USE FRAMEWORK ELEMENTS

Town Center Form Districts

Four new Town Center Form Districts are proposed for the Dixie Highway Corridor. These are shown in Figures 3-4 through 3-6. Further analysis will be required to identify the exact boundaries of these proposed districts, but they are proposed for the following general locations:

- Near the intersection of Dixie Highway and Valley Station Road
- Near the intersection of Dixie Highway and Lower Hunters Trace
- Along Dixie Highway between Gagel Avenue and I-264, and
- Along Dixie Highway between Wilson Avenue and Oak Street

These areas will serve as focal points for redevelopment of the Dixie Highway Corridor into series of more inviting and pedestrian-friendly destinations. These areas should be developed into compact and walkable destinations with a mixture of moderately intense uses. Buildings should be oriented towards the street and pedestrian scaled, and the development should have a high level of access for pedestrians, vehicles and transit. The defined Town Centers should utilize the proposed urban design treatments in this plan to further reinforce a pedestrian scale and define the centers of activity along the Dixie Highway Corridor.

The designated Town Center areas could become future Transit Oriented Development (TOD) nodes if transit ridership in the Dixie Highway Corridor eventually supports this development pattern. TOD is higher-density mixed use development that is within walking distance (generally ½ mile) of a transit station. TOD provides people with greater transportation choices and helps to reinforce a sense of place. Town Centers adjacent to potential rail transit stations would have the best potential for TOD, although some level of TOD could also be possible around Bus Rapid Transit stations on Dixie Highway if that service draws substantial ridership.

Land Use Market Analysis

An economic market study is recommended to support the land use strategies of this master plan. This study will help to determine the economic opportunities in the Dixie Highway Corridor. It will also help to identify the most appropriate types of development for the Town Centers and throughout the remaining length of the corridor. This analysis will provide the basis for further planning work to define the boundaries and potential mix of land uses in each of the Town Centers.

Design Guidelines

The enforcement of form district regulations will, over time, do much to improve the aesthetics and function of the Dixie Highway Corridor. Still, land development design guidelines should be established for the



Buildings are oriented towards the street and pedestrian friendly in a Town Center.



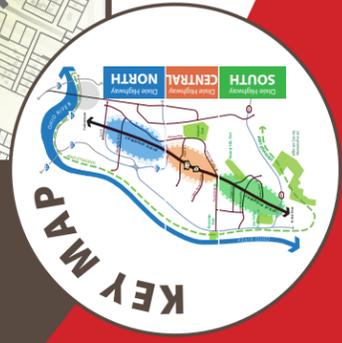
Example a transit oriented development.



DESIRED FRAMEWORK PLAN
LAND USE



DIXIE HIGHWAY
SOUTH CORRIDOR MASTER PLAN



SUBURBAN MARKETPLACE CORRIDOR

- Linear Commercial Development
- Medium to High Intensity
- Mix of Highway Commercial, Shopping Center and Office
- Buildings Set Back From Road with Parking In Front

TOWN CENTER

- Mixture of Moderately Intense Uses
- Identifiable Core
- At Intersection of Major Road
- Building Close to and Oriented Towards Street

NEIGHBORHOOD

- Compatible integration of housing and non-residential uses
- Encourages integrated activity centers instead of stand-alone shopping centers
- Encourages connectivity and alternate travel modes

PROPOSED TOWN CENTER FORM DISTRICT (BOUNDARIES TO BE DETERMINED)

Legend / Information

- PROPOSED TOWN CENTER
- SUBURBAN MARKETPLACE FORM DISTRICT
- NEIGHBORHOOD FORM DISTRICT
- CAMPUS FORM DISTRICT

LAND USE

Figure 3-4: Land Use Recommendations along Dixie Highway South.

DESIRED FRAMEWORK PLAN
LAND USE



SUBURBAN MARKETPLACE CORRIDOR

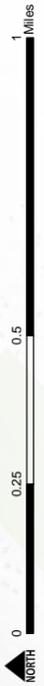
- Linear Commercial Development
- Medium to High Intensity
- Mix of Highway Commercial, Shopping Center and Office
- Buildings Set Back From Road with Parking In Front



PROPOSED TOWN CENTER FORM DISTRICT (BOUNDARIES TO BE DETERMINED)

PROPOSED TOWN CENTER FORM DISTRICT (BOUNDARIES TO BE DETERMINED)

DIXIE HIGHWAY
CENTRAL
CORRIDOR MASTER PLAN



Legend / Information

- PROPOSED TOWN CENTER (represented by a dashed purple line)
- SUBURBAN MARKETPLACE (represented by a brown shaded area)
- CORRIDOR FORM DISTRICT (represented by a solid black line)

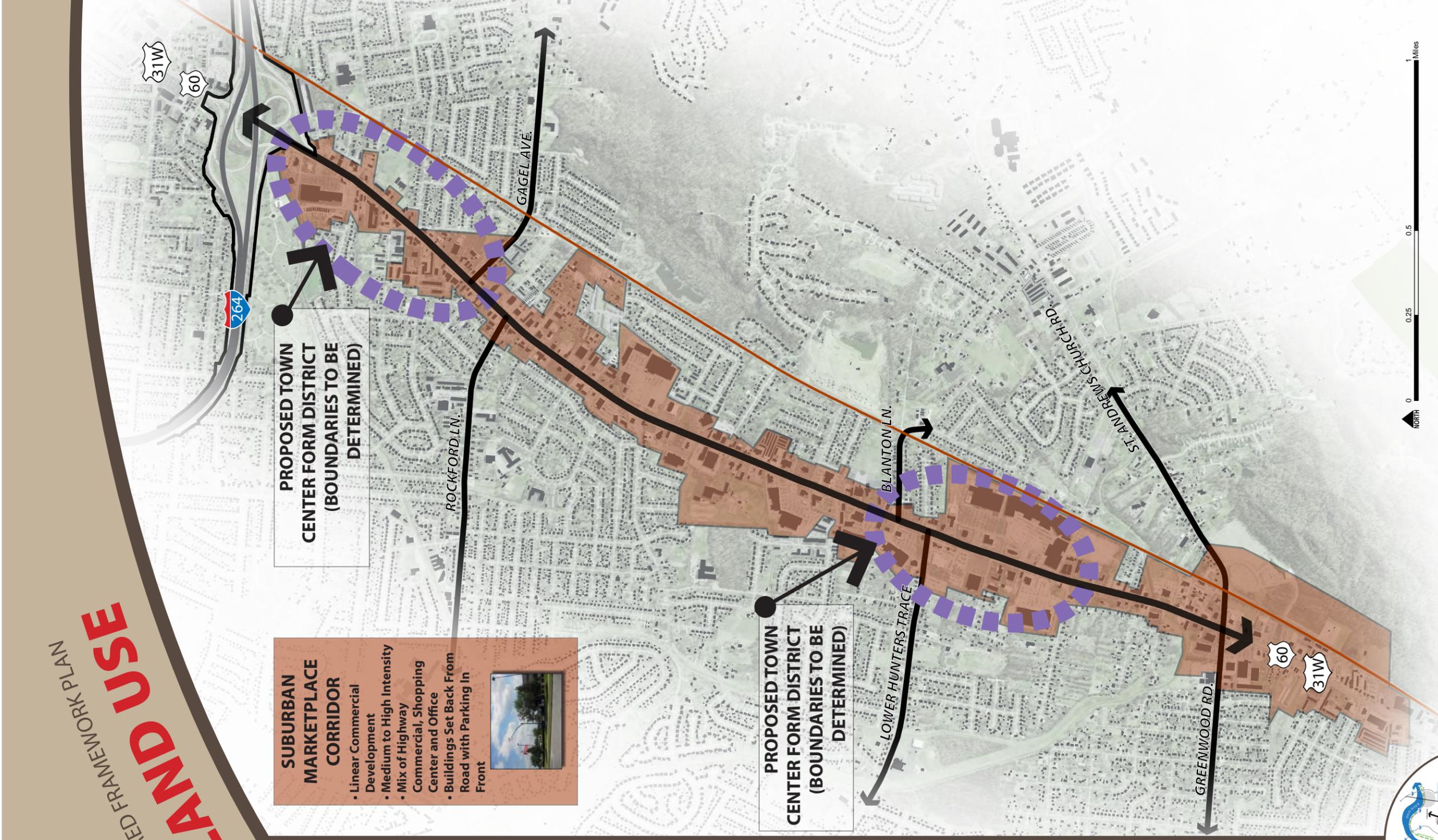


Figure 3-5: Land Use Recommendations along Dixie Highway Central.

DESIRED FRAMEWORK PLAN
LAND USE



DIXIE HIGHWAY
NORTH
CORRIDOR MASTER PLAN



**PROPOSED TOWN CENTER FORM DISTRICT
(BOUNDARIES TO BE DETERMINED)**

TRADITIONAL MARKETPLACE CORRIDOR

- Pedestrian Scale
- Variety of Land Uses
- Low to Medium Intensity
- Building Near or At Street

TOWN CENTER

- Mixture of Moderately Intense Uses
- Identifiable Core
- At Intersection of Major Road
- Building Close to and Oriented Towards Street

TRADITIONAL WORKPLACE

- Established Industrial and Employment Areas
- Small-to-Medium Scale
- Integrated With or Adjacent to Residential

TRADITIONAL NEIGHBORHOOD

- Inclusive Housing
- Also Includes Mix of Uses To Provide Convenient Services
- Alternative Modes of Travel

Legend / Information

- PROPOSED TOWN CENTER (dashed blue line)
- TRADITIONAL WORKPLACE FORM DISTRICT (orange)
- TRADITIONAL NEIGHBORHOOD FORM DISTRICT (yellow)
- TOWN CENTER FORM DISTRICT (purple)
- TRADITIONAL MARKETPLACE FORM DISTRICT (brown)

LAND USE

Figure 3-6: Land Use Recommendations along Dixie Highway North.

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Example of sign that is limited in height and illumination.



Example of a pedestrian connection through parking lot.



Example of attached or unified development signs.

Dixie Highway Corridor to address issues that may not be addressed adequately in current form district regulations. Clear design guidelines that reinforce the unique qualities and characteristics of Dixie Highway should be developed in cooperation with the residents and business owners in the corridor. Although discretionary guidelines would be useful, consideration should be given to regulatory tools that will incorporate these design guidelines into the Louisville Metro plan review process. These could include the use of overlay districts, modifications to the form district definitions, or some other method. Design guidelines should address the following issues, where they are not adequately defined by existing form districts:

1. Building Location, Height and Orientation

- Structure main entrances should face the corridor.
- Structures should be compatible with the height of existing buildings.
- Sight lines of façade heights as seen from the adjacent sidewalk should be generally consistent with adjacent buildings.
- Larger lot sizes should be encouraged. The existing smaller lots restrict the ability for developers to construct larger retail developments without land assemblage. In addition, the existing lot sizes limit the ability to provide appropriate vehicular access to Dixie Highway.
- Site design should encourage outparcel development oriented toward the street and “big box” development toward the rear of the parcel.
- Outparcel buildings should be located close to the front property line and focused on pedestrian scale.

2. Materials

- Exterior building materials should be compatible with materials used along the corridor.

3. Site Development and Landscaping

- Development should include maintainable, year-round landscaping, street trees, or planter boxes along the street frontage.
- If feasible, development should minimize the adverse visual impact of utility lines on the corridor (underground service).

4. Parking Areas

- Combining parking lots to create shared parking should be encouraged.
- Parking adjacent to the street or public sidewalk should use landscaping, trees, etc. to maintain the line formed by structures along the sidewalk.
- Parking lot landscaping such as shade trees and screens that buffer vehicles should be encouraged.
- Parking should be generally located behind outparcel development and in front of “big box” development (between the two).

5. Signs

- Limit the number, type, height, setback, illumination and size of signs so they do not detract from the corridor.
- Encourage attached or unified development signs to reduce

LAND USE

the number of signs along the corridor.

6. Site Access

- Developments should provide a pedestrian connection to transit stops if adjacent to property.
- Developments should provide pedestrian circulation within site and provide a connection to sidewalks adjacent to the street.
- Developments should be designed to support potential future intensification of the site and surrounding uses. Techniques that should be incorporated into the design guidelines include:
 - Siting parking lots and building pads in a block layout that will support a future grid street pattern;
 - Laying utilities in a planned manner that will allow for a variety of uses and higher densities in the future; and
 - Creating easements that could be used for future streets depending upon future development needs.

CONCLUSION

The land use chapter of this plan is intended to guide future property development along Dixie Highway and establish a vision for future land use and form districts in the corridor. No specific changes to existing land uses are proposed along this corridor. However, this plan proposes changes to the existing form districts, along with design guidelines for new development and redevelopment, to promote a more pedestrian friendly and appealing environment in the corridor. The market conditions and the region's ability to attract desired retail or commercial establishments should also be further analyzed. Specific implementation or action steps that relate to the land use element can be found in Section 6.

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louisville's dixie highway



section 4

Transportation

INTRODUCTION

Dixie Highway is a vital artery providing access and mobility to people and commerce in southwest Louisville. Dixie Highway is considered “the way to go” in southwest Louisville. It is one of the region’s busiest, fastest, widest, and also most dangerous corridors, and it provides a less than friendly environment for pedestrians. The Dixie Highway Corridor Master Plan seeks strategies to preserve and improve the corridor’s functions as a major thoroughfare by increasing the safety and efficiency of the transportation facility for all users. These strategies seek to provide for better and safer environment for pedestrians and transit users as well as private vehicles in order to create a more vibrant and pleasant street environment that is good for people and commerce.



Existing conditions along Dixie Highway South.



Existing conditions along Dixie Highway Central.

EXISTING CONDITIONS

Dixie Highway South - Gene Snyder Freeway to Greenwood Road

This segment of Dixie Highway is a rural type highway with shoulders and open drainage ditches. This condition transitions into an urban roadway condition (curb and gutters) on the northern end, approaching Greenwood Road. In some areas, the shoulders have been improved and are used for right turn lanes. The shoulders are also sometimes used by pedestrians, since the majority of this corridor segment has no sidewalks. The roadway typically has 2 northbound and 2 southbound lanes plus a center left-turn lane. The corridor land uses include both large and small lots with numerous driveways. There is no control of driveway access in this segment of the corridor. The ADT is 30,100 near Valley Station Road and increases to 37,400 near Pages Lane. There are 9 traffic signals in this section. Figure 4.1 shows existing transportation conditions along Dixie Highway South.

Dixie Highway Central - Greenwood Road to I-264

The Dixie Highway Central segment is classified an urban roadway with curb/ gutters and sidewalks on both sides of the street. Dixie Highway is a seven lane facility providing three through lanes in each direction with a center left turn lane. The center left turn lane is often viewed as confusing and poses operational problems for left-turning movements. This condition is compounded by the fact that individual smaller entrances on the opposing sides of the street often do not align, and vehicles using this turn lane often encounter on-coming traffic from the opposite direction. A small segment within the I-264 interchange area includes a narrow median controlling access in this area.

TRANSPORTATION

This segment of Dixie Highway is a busy thoroughfare, with Average Daily Traffic (ADT) approaching 57,000 cars per day just south of I-264. The traffic volume decreases to 45,000 cars per day near Greenwood Drive. There are a total of 14 signalized intersections within the 3 miles stretch from I-264 to Greenwood Drive. Figure 4.2 shows existing conditions along Dixie Highway Central.

Dixie Highway North - I-264 to Oak Street

Immediately north of the I-264 interchange, Dixie Highway traffic volumes are reduced to 32,000 vehicles per day. Volumes decline further to 18,000 vehicles per day just south of Algonquin Parkway and to 9,000 vehicles per day near Oak Street. Between 7th Street and Algonquin Parkway, Dixie Highway has a rural-type design, with 4 lanes of traffic, 2 small shoulders, and drainage swales on both sides. The segment between Algonquin Parkway to Oak Street, however, is an urban-type design, with curbs, enclosed drainage and sidewalks on both sides of the street. The area just north of the I-264 interchange and approaching 7th Street provides for poorly defined pedestrian areas that are confusing and conflict with parking activities along the corridor.

Dixie Highway north is primarily a commercial corridor that intersects major east-west streets. There are a total of 11 traffic signals that control traffic flow and movements at these intersections. Traffic signal operations at Dixie and Hill Street suffer from poor levels of service. This condition results from the lack of separate lanes on Dixie Highway to accommodate left-turning traffic, which causes delays and inefficiencies at the intersection. As a result, motorists get frustrated due to the excessive delays and begin cutting through the private parking lots (Walgreens) to avoid the intersection. Figure 4.3 shows existing conditions along Dixie Highway North.

The following table illustrates typical roadway sections, roadway type, traffic volumes and number of traffic lanes along Dixie Highway.



Existing conditions along Dixie Highway North.



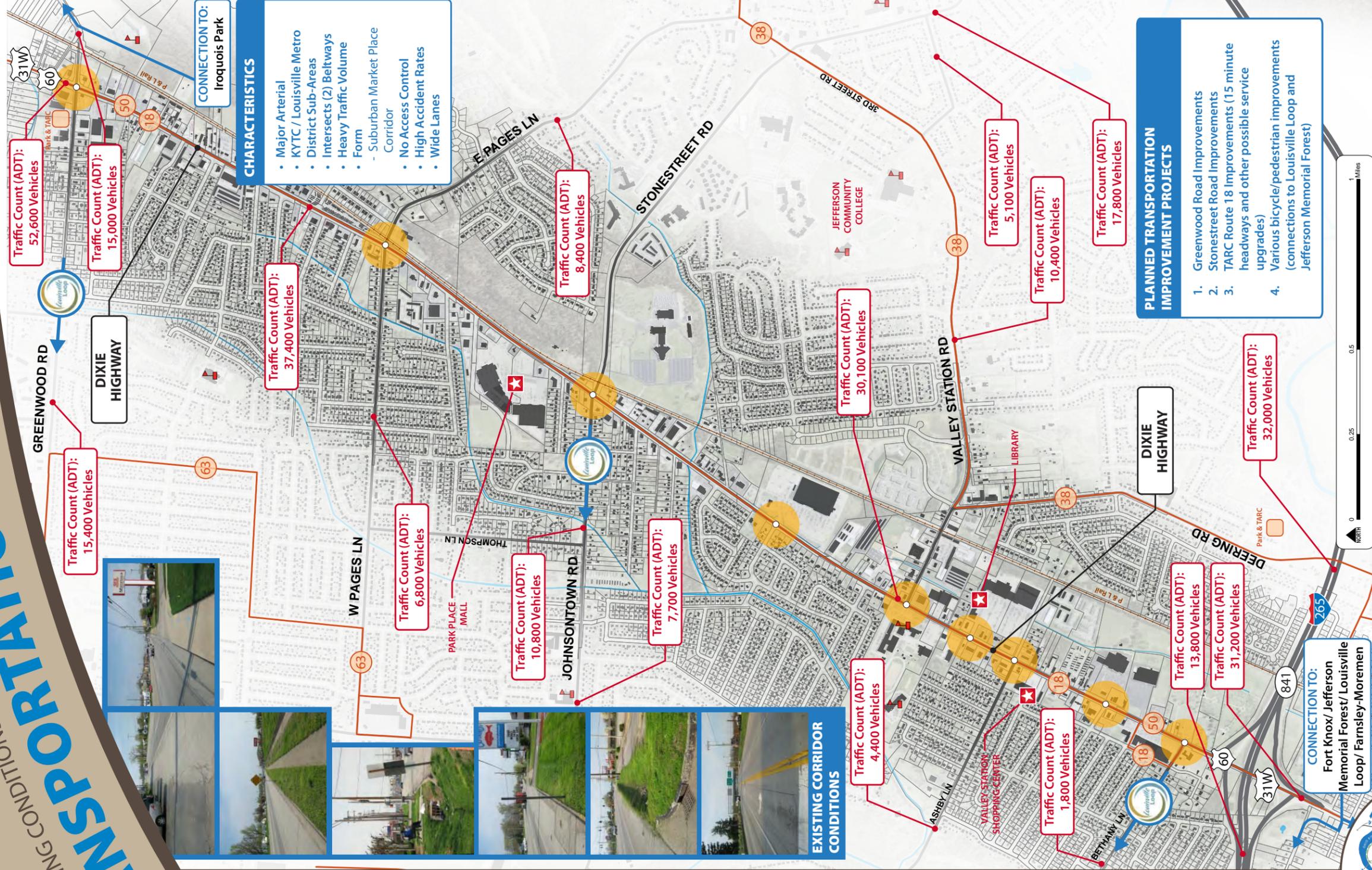
Existing conditions along Dixie Highway North.

Segment	Roadway Type	Sidewalks/Shoulder	Average Daily Traffic (ADT)	Number of Traffic Lanes
Gene Snyder Freeway to Greenwood Road	Rural-open ditches	Shoulder	At Pages Lane: 32,300 At Valley Station Road: 30,100	5 Traffic Lanes
Greenwood Road to I-264	Urban-Curb/Gutters	Sidewalk	At Greenwood Road: 45,000 At Lower Hunters Trace: 45,000 At Rockford Lane: 57,000	7 Traffic Lanes
I-264 to Algonquin Parkway	Rural-Open Ditches	Shoulder	At Crums Lane: 32,000 At Ralph Avenue: 18,000 At Millers Lane: 18,000	4 Traffic Lanes
Algonquin Parkway to Lee Street	Urban-Curb/Gutters	Sidewalk	At Algonquin Parkway: 13,000	4 Traffic Lanes
Lee Street to Oak Street	Urban-Curb/Gutters	Sidewalk	At Hill Street: 13,000 At Oak Street: 9,100	2 Traffic Lanes 2 Parking Lanes

TRANSPORTATION & MOBILITY
EXISTING CONDITIONS STUDY



DIXIE HIGHWAY SOUTH
CORRIDOR MASTER PLAN



Legend / Information

- Louisville ATMS, Traffic Signal Synchronization
- Signalized Intersection
- Regional Destination/ Point of Interest
- Connection to Louisville Loop
- TARC Route

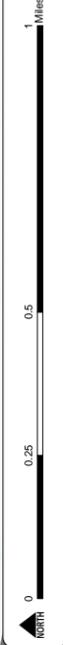
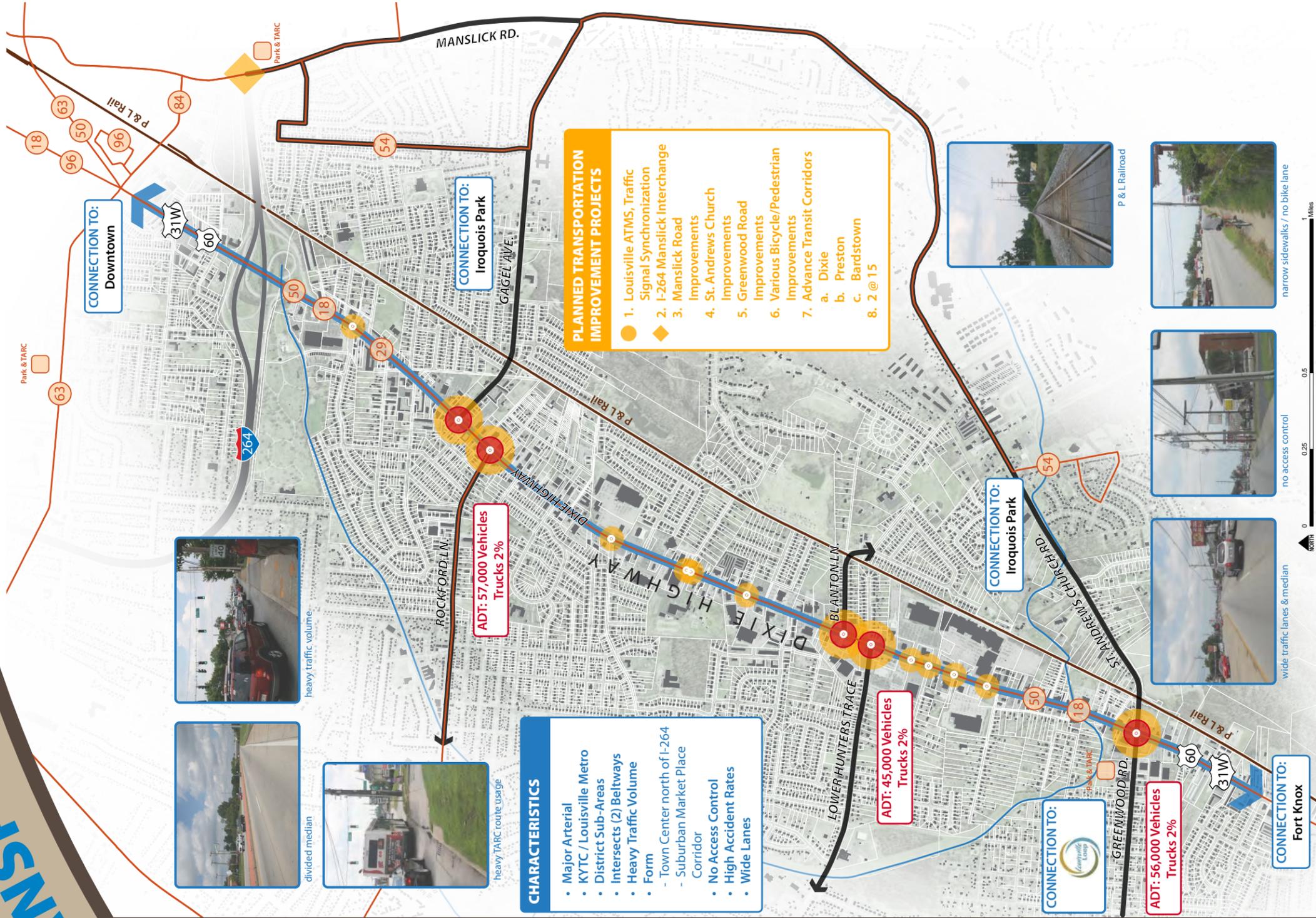
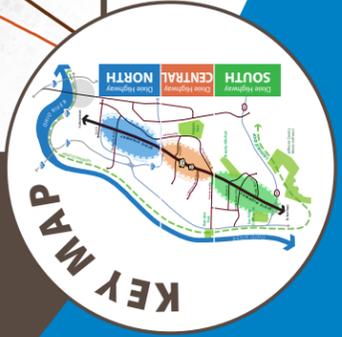


Figure 4-1: Existing Transportation Conditions along Dixie Highway South.

DIXIE HIGHWAY CORRIDOR MASTER PLAN

CENTRAL



- ### PLANNED TRANSPORTATION IMPROVEMENT PROJECTS
1. Louisville ATMS, Traffic Signal Synchronization
 2. I-264 Manslick Interchange
 3. Manslick Road Improvements
 4. St. Andrews Church Improvements
 5. Greenwood Road Improvements
 6. Various Bicycle/Pedestrian Improvements
 7. Advance Transit Corridors
 - a. Dixie
 - b. Preston
 - c. Bardstown
 8. 2 @ 15

- ### CHARACTERISTICS
- Major Arterial
 - KYTC / Louisville Metro District Sub-Areas
 - Intersects (2) Beltways
 - Heavy Traffic Volume
 - Form
 - Town Center north of I-264
 - Suburban Market Place Corridor
 - No Access Control
 - High Accident Rates
 - Wide Lanes

ADT: 57,000 Vehicles
Trucks 2%

ADT: 45,000 Vehicles
Trucks 2%

ADT: 56,000 Vehicles
Trucks 2%

narrow sidewalks / no bike lane

no access control

wide traffic lanes & median



Legend / Information

- Louisville ATMS, Traffic Signal Synchronization
- Traffic Accident Data
- Signalized Intersection
- I-264 Manslick Interchange

TRANSPORTATION & MOBILITY

EXISTING CONDITIONS STUDY

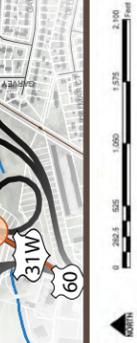
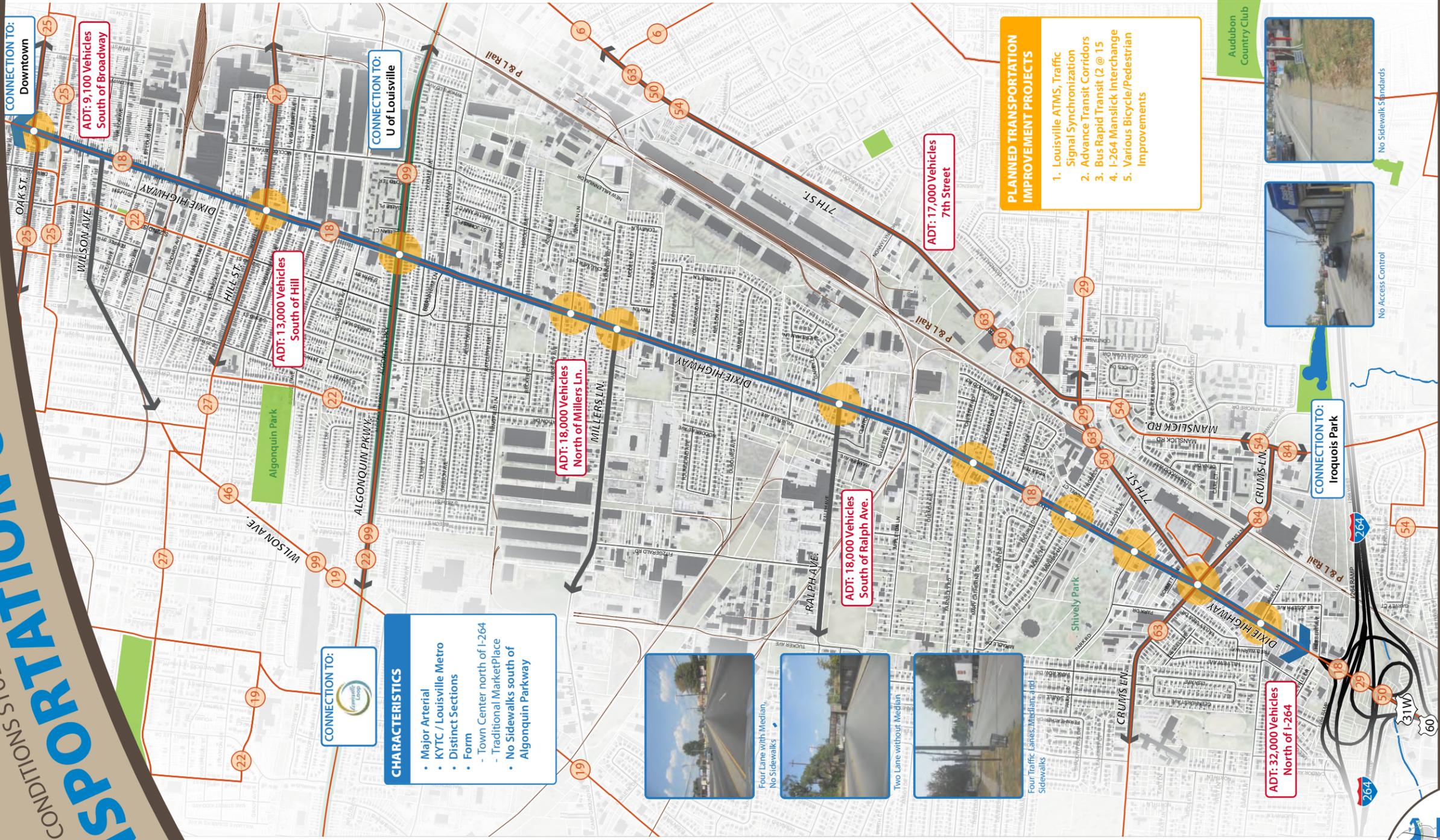
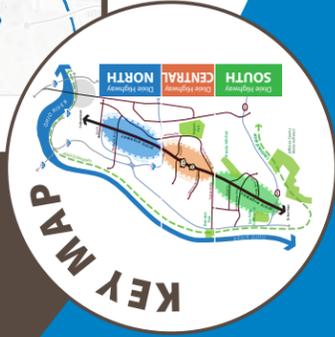


Figure 4-2: Existing Transportation Conditions along Dixie Highway Central.

TRANSPORTATION & MOBILITY
EXISTING CONDITIONS STUDY



DIXIE HIGHWAY
NORTH
CORRIDOR MASTER PLAN



Legend / Information

- Louisville ATMS, Traffic Signal Synchronization
- Signalized Intersection
- TARC Route

Figure 4-3: Existing Transportation Conditions along Dixie Highway North.

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PUBLIC TRANSPORTATION

Dixie Highway is a major transit corridor that is served by Transit Authority of River City (TARC) Routes 18, 29 and 50. In addition, Routes 25, 27 and 63 cross Dixie Highway within the study area. Today, there are numerous bus stops along the Dixie Highway with a varying number of amenities. Some of the stops merely include a sign, while others may provide a bench or even a shelter. Access to some TARC stops is difficult due to lack of sidewalks or curb ramps, especially south of Greenwood Road.

Route No. 18 serves Dixie Highway, providing regional mobility and access in southwest Louisville. Route 50 also operates on Dixie Highway between Crums Lane and the Gene Snyder Freeway as part of its express service to Downtown Louisville. Route 63 serves the Pleasure Ridge Park area, west of the corridor, and express Route 38 provides service east of the corridor, including Valley Station. TARC is continually improving amenities for bus stops along the corridor to improve mobility and public transportation in southwest Louisville.

Route No. 18 is one of the TARC's top ridership services. TARC has made several improvements to this route in the recent past, including more frequent bus service and stop enhancements. Bus headways are now at 15-minute intervals for the majority of the service hours. The has received Congestion Mitigation Air Quality (CMAQ) funding to implement Stage 1 Bus Rapid Transit (BRT) this route. Stage 1 BRT typically utilizes the existing curbside lanes with some preferential treatment to improve. Bus stops will provide improved amenities such as shelters, signage, benches and special graphics / branding to promote the route. Future plans may include additional service enhancements and vehicles with distinguishing exterior graphics or other branding features.

PADUCAH & LOUISVILLE RAILWAY LINE

The Paducah and Louisville Railway (P&L) is a regional operation based in Paducah, Kentucky that began operations in 1986 over the ex- Illinois Central trackage. Today it operates over 260 miles of railroad and is owned by Four Rivers Transportation. The P&L owns and operates the freight line immediately east of Dixie Highway between Ft. Knox and Parkhill, located just south of Broadway near 15th Street. The Dixie Highway Advisory Group has identified the P&L as an asset which could eventually accommodate passenger rail service between Louisville and Ft. Knox.

PEDESTRIAN AND BICYCLE TRANSPORTATION

Pedestrian travel along Dixie Highway is limited by fragmented sidewalks along the corridor. This condition provides for a poor level of service and also creates an unsafe environment for pedestrians. The segment of Dixie Highway from Bernheim Lane to Oak Street has narrow sidewalks that are mostly continuous on both sides of Dixie Highway. The segment from Greenwood Road to I-264 also has mostly continuous but narrow sidewalks on both sides of the road. The remainder of the corridor has no sidewalks or short segments of disconnected sidewalks. Pedestrians are often forced to walk on the roadway shoulder or through adjacent parking lots.



Public Transit provided by Transit Authority of River City (TARC).



P & L Rail along Dixie Highway.



A TARC stop with poor access.

TRANSPORTATION

Pedestrian signals are generally provided at signalized intersections, but these intersections are far apart, and many mid-block and un-protected pedestrian crossings occur along the corridor. High traffic speeds, inconsistent roadway lighting and the distracting environment for drivers contribute to unsafe environment for pedestrian crossings. This is especially true south of Crums Lane, where Dixie Highway becomes much wider.

There are currently no defined bicycling facilities in the Dixie Highway Corridor. As a high-speed, high-volume arterial highway, on-street bicycle accommodation is not encouraged in the South and Central segments of the study corridor. Traffic volumes and speeds are lower north of Crums Lane, however, and on-street bike lanes could safely accommodate cycling demand. Dixie Highway is surrounded by residential development on both sides, and there are several opportunities to improve Dixie Highway crossings connections with the Louisville Loop, located along the Ohio River.

The Dixie Highway Corridor is designated as a priority pedestrian/ bicycling corridor in regional transportation plans. The Louisville Metro Bike Master Plan anticipates a bike trail adjacent to the P & L Railroad right-of-way south of Crums Lane and on-street bike lanes on Dixie Highway between Crums Lane and Algonquin Parkway.

EXISTING & PLANNED TRANSPORTATION IMPROVEMENT PROJECTS

The following Planned Transportation Improvement Projects have been identified and included in the Long Range Transportation Plan, KIPDA Horizon 2030 Plan and are shown in Figures 4-1, 4-2, and 4-3.

- Louisville ATMS, traffic signal synchronization
- I-264/Manslick Road interchange
- Manslick Road improvements
- St.Andrews Church Road improvements
- Greenwood Road widening
- Stonestreet Road Improvements
- Various bicycle/pedestrian improvements
- Advance Transit Corridors (15 minutes headway for Route # 18 and bus stop improvements)

TRANSPORTATION FRAMEWORK ELEMENTS

The transportation framework elements will focus on strategies to preserve capacity and improve safety for all users. The framework elements have been designed in collaboration with both the land use and urban design elements of this plan, since they are interdependent. Transportation Framework Elements are shown in Figures 4-4, 4-5, and 4-6 for the South, Central, and North segments of the corridor, respectively.



Existing pedestrian and bicycling facilities along Dixie Highway South.

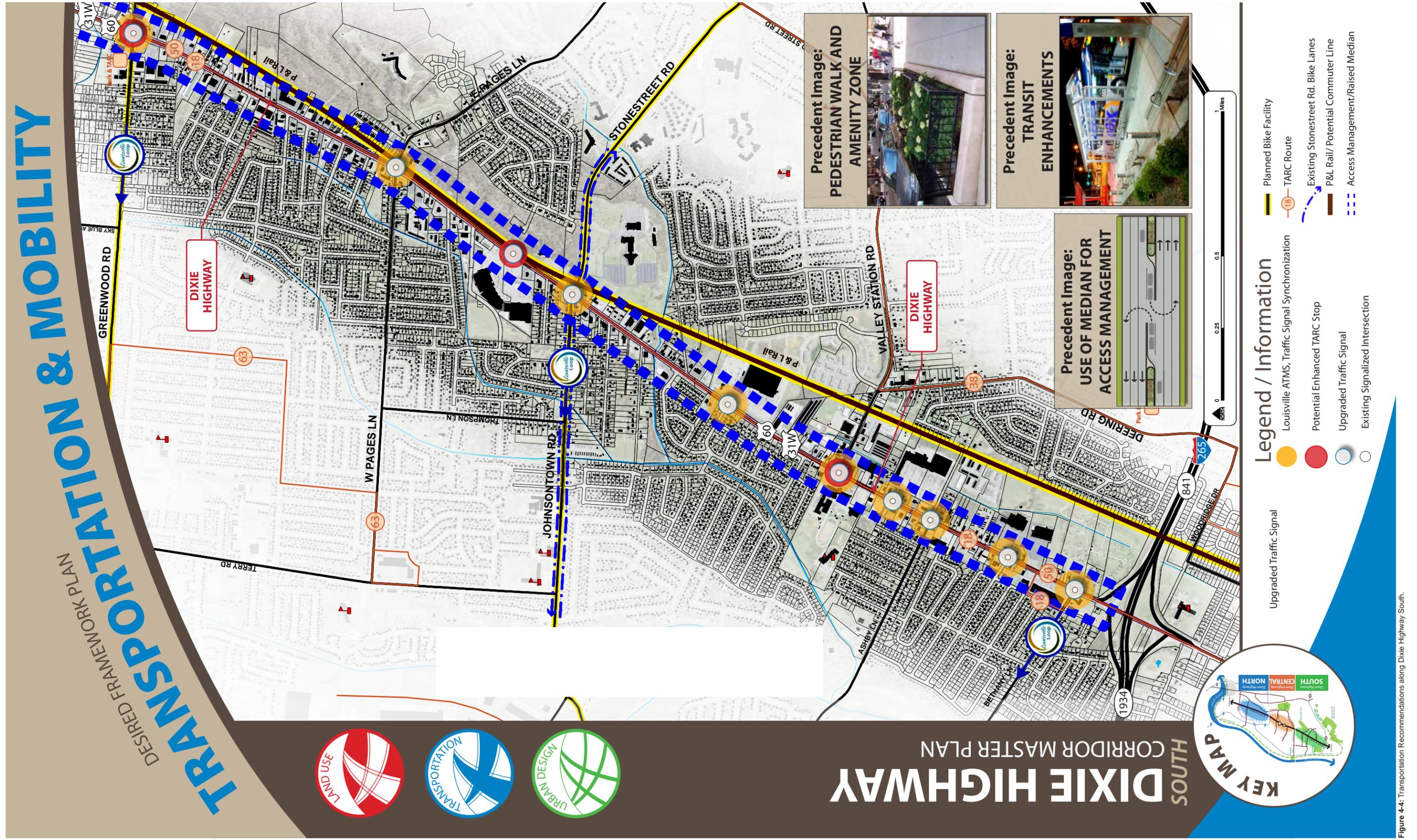
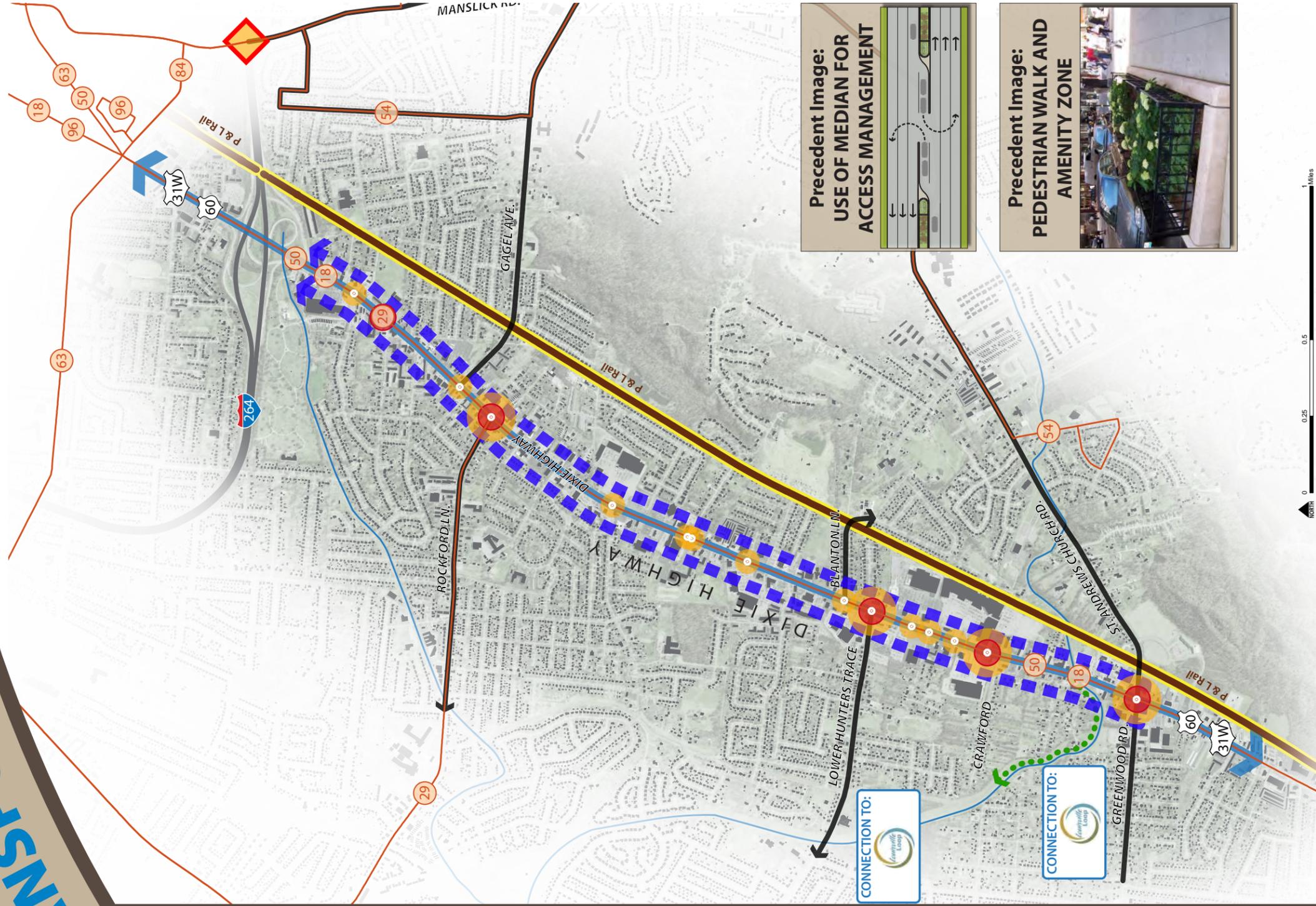


Figure 4-4: Transportation Recommendations along Dixie Highway South.

TRANSPORTATION & MOBILITY
DESIRED FRAMEWORK PLAN



DIXIE HIGHWAY
CORRIDOR MASTER PLAN
CENTRAL



Legend / Information

- Louisville ATMS, Traffic Signal Synchronization
- Enhanced TARC Stop
- Upgraded Traffic Signal
- ◆ Upgraded I-264 Manslick Interchange
- Planned Bike Facility
- TARC Route
- Feasibility Study for Greenway
- Potential P&L Rail/Commuter Line
- Access Management/Raised Median

Figure 4-5: Transportation Recommendations along Dixie Highway Central.



DIXIE HIGHWAY NORTH CORRIDOR MASTER PLAN



TRANSPORTATION & MOBILITY DESIRED FRAMEWORK PLAN



**Precedent Image:
UPGRADED / ENHANCED
CROSS WALK**

**Precedent Image:
SIGNAL ARM AT
INTERSECTION**

**Precedent Image:
CONNECTION TO BUS /
TRANSIT**

- ### Legend / Information
- Planned Bike Facility
 - TARC Route
 - ★ Hill Street Intersection Improvement
 - Potential P&L Rail/Commuter Line
 - Louisville ATMS, Traffic Signal Synchronization
 - Enhanced TARC Stop
 - Upgraded Traffic Signal
 - ◇ Access Management/Raised Median
 - ◇ Upgraded I-264 Manslick Interchange

Figure 4-6: Transportation Recommendations along Dixie Highway North.

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URBAN ARTERIAL DESIGN

Most of Dixie Highway was originally developed as a rural highway with wide shoulders and open drainage ditches on both sides. Corridor development has intensified over the years, and the entire corridor is now urbanized. The wide shoulders, open drainage and undefined driveways that still exist throughout much of the corridor are no longer appropriate for the high traffic volumes and dense development. Instead, Dixie Highway should incorporate urban roadway design features throughout the entire corridor. Raised curbs, enclosed drainage and sidewalks will allow the most efficient use of the existing right of way to accommodate all users. They will also control vehicle speeds, help define driveway locations for safer movement, and provide a safe place for pedestrians.

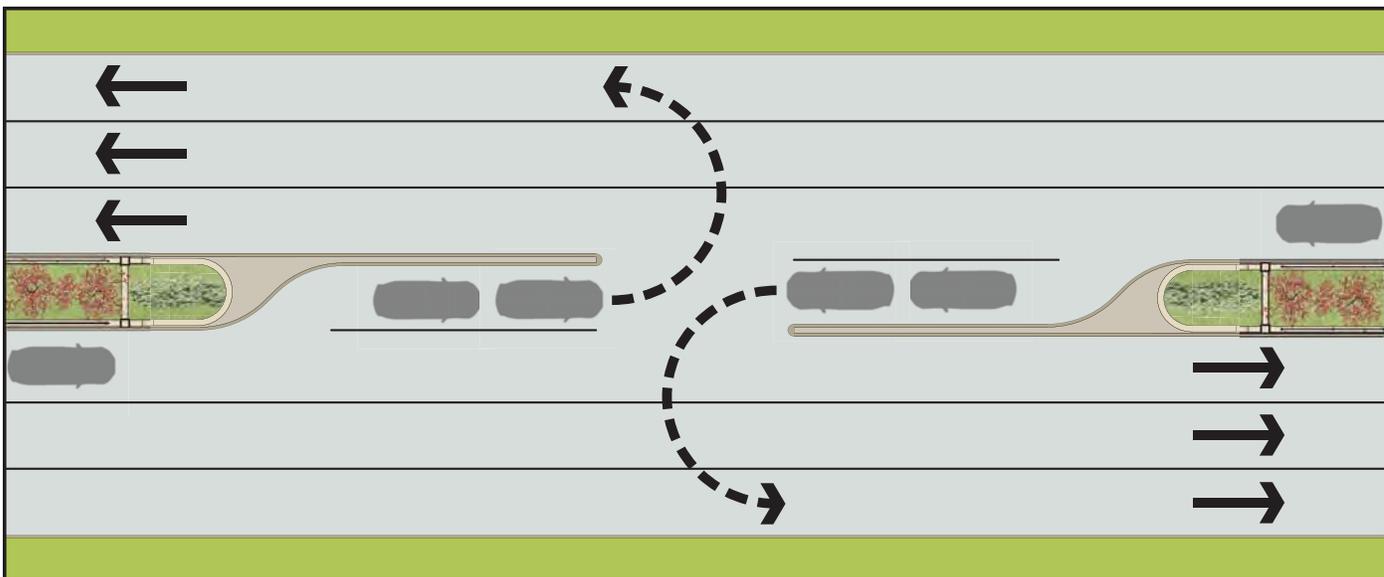
This plan does not recommend additional through travel lanes on Dixie Highway. In most locations, the conversion of existing shoulder and ditch sections will allow all through lanes, auxiliary turn lanes at intersections, sidewalks and enclosed drainage to be implemented within the existing right-of-way. Traffic volumes under 20,000 vehicles per day on the far northern segment of Dixie Highway indicate that consideration should be given to providing one travel lane per direction plus a center two-way left turn lane. This would improve traffic safety and provide more room to accommodate bicycles and pedestrians. Typical cross sections that show proposed roadway configurations and widths for various segments of Dixie Highway are provided in the Urban Design Chapter of this plan.

ACCESS MANAGEMENT

Access management is defined as the management of the interface with through traffic caused by traffic entering, leaving and crossing thoroughfares¹. Implementing carefully designed access management strategies in a corridor can significantly improve both corridor safety and corridor traffic flow. Access management strategies include the proper spacing of intersections, the proper spacing and design of driveways, the use of auxiliary lanes to accommodate turning traffic, and the use of medians to control left turning traffic.

Louisville Metro has established access management requirements within its Land Development Code. New development and redevelopment in the Dixie Highway Corridor will be subject to these requirements. It is also recommended that an access management study be conducted for the Dixie Highway Corridor to identify additional requirements, strategies and opportunities to be incorporated in a potential Corridor Access Management Overlay Zone.

Dixie Highway between the Gene Snyder Freeway and Crums Lane (South and Central Segments) has ample space for the implementation of a median to achieve access management. The median will also be utilized for planting, bio-swale, and openings that will provide for organized and proper access to adjacent land uses. At signalized intersections, full access will be provided for both left and U-turns to maximize access.



Example of access management with median.

¹ From *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach* by Institute of Transportation Engineers and Congress for the New Urbanism (2010), p. 210.

TRANSPORTATION

PEDESTRIAN AND BICYCLE ACCOMMODATION

This master plan recommends sidewalks for the entire corridor. Continuous wide sidewalks (8 feet wide plus 4 feet of amenity zone) are proposed along Dixie Highway from Algonquin Parkway through the Gene Snyder Freeway, with provisions for future connections further south. The right-of-way is more limited north of Algonquin Parkway, and the existing sidewalks are recommended to remain. Improvements throughout the corridor, including better street lighting, trees, and other amenities, will help to make the pedestrian environment safer and more inviting.

At I-264 and the Gene Snyder Freeway, pedestrian movements along Dixie Highway are extremely challenging due to uncontrolled vehicle movements to and from the interchange ramps. There are currently no sidewalks through these interchange areas. A method to move pedestrians safely through these areas interchange areas should be implemented if possible. One potential solution in the I-264 interchange area would involve moving pedestrians to the existing raised median as they pass through the area in order to eliminate the conflict with the ramps. This solution has been applied successfully at similar interchanges, but would need more detailed study at this location.

High-Intensity Activated Crosswalk (HAWK) signals could be considered for use in locations where there is a demonstrated need to accommodate pedestrian crossings of Dixie Highway but installation of vehicle traffic signals are not warranted. These signals have recently been approved for use in the United States based on positive safety experience. The signals remain dark until activated by a pedestrian. Upon activation, motorists must stop at a flashing red signal to allow pedestrians to cross.

Special accommodations for bicycles within the Dixie Highway right-of-way are not recommended south of Crums Lane due to high traffic speeds and volumes, combined with numerous driveways. Through bicycle travel in the Dixie South and Dixie Central corridor segments would be more appropriately accommodated by the planned greenway paralleling the P & L rail line or other off-street alignments, with enhanced connections to Dixie Highway destinations. Traffic speeds and volumes are lower north of Crums Lane, and bicycle lanes or side paths along Dixie Highway should be considered. Where volumes are low enough, the implementation of bicycle lanes could potentially be coupled with a reduction to one through travel lane in each direction and a center two-way left turn lane.

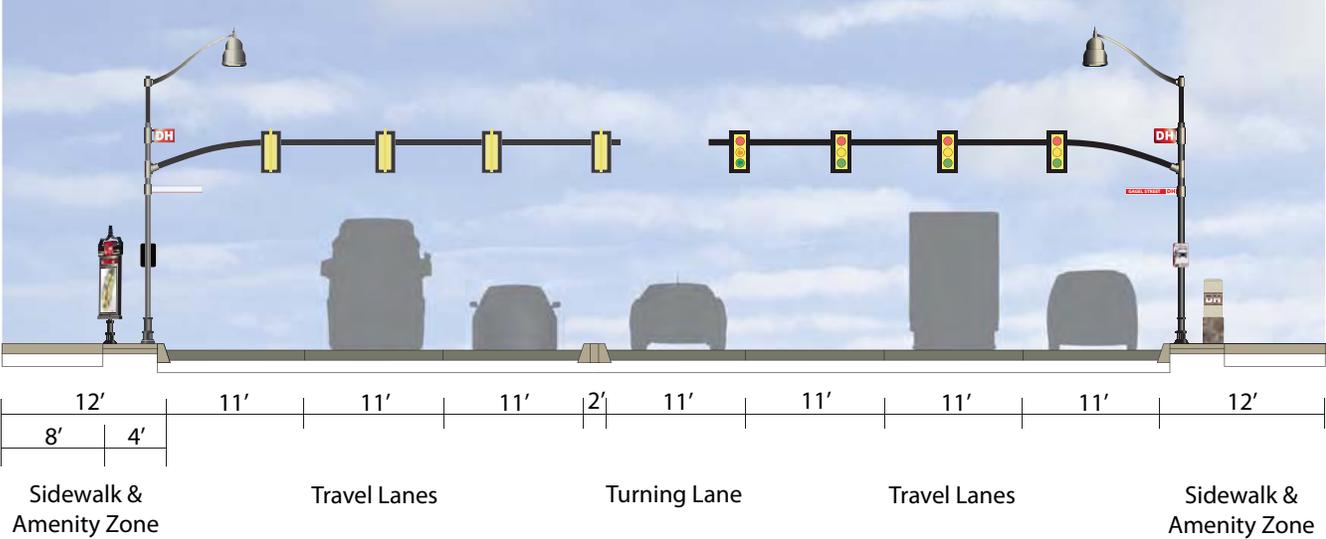


Example of pedestrian improvements.

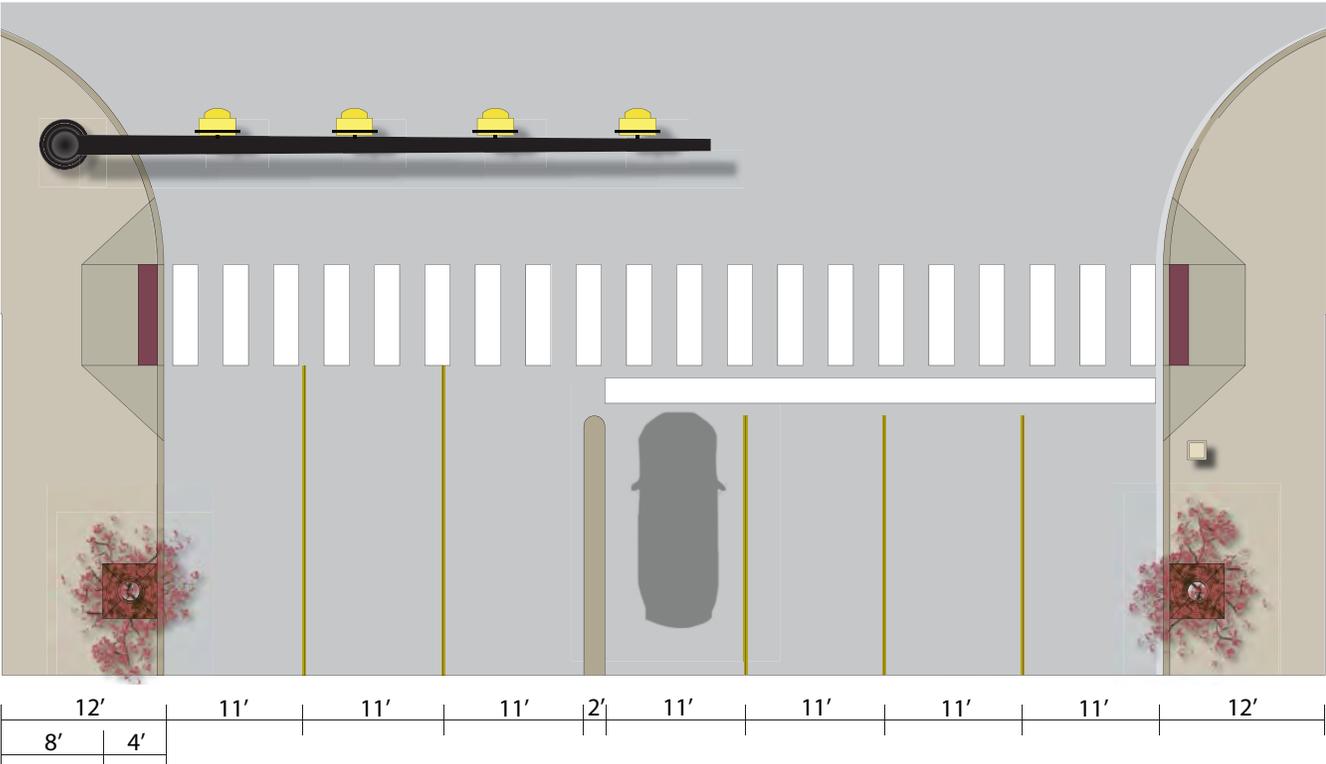
UPGRADE OF TRAFFIC SIGNALS

Traffic signals offer a unique opportunity to unify the appearance and improve safety and operations for both pedestrians and motorists. Decorative signal poles with mast arms would fulfill this opportunity. To help reduce visual clutter, it is recommended that all signal wiring be underground. All signalized intersections should be equipped with ADA curb ramps, countdown pedestrian signal indications, crosswalk markings and street name signs.

Traffic signal operations at Dixie and Hill Street suffer from poor levels of service due to the lack of exclusive left turn lanes on Dixie Highway. A design development study should be conducted to recommend specific design improvements for this intersection.



Example of upgraded traffic signals at intersection.



Example of upgraded traffic signals at intersection.

TRANSPORTATION

PUBLIC TRANSPORTATION

Dixie Highway enjoys strong public transportation ridership. This is supported by several TARC routes along and crossing Dixie Highway. Recently TARC has started the implementation of Stage 1 Bus Rapid Transit on Route 18, providing frequent service during the normal operating hours. This should encourage more people to use public transportation. Increasing the accessibility to bus stops with sidewalk improvements and providing more amenities at popular stops (schedule, lighting, benches, trash bins, etc.) would also encourage public transit use.

The P & L rail line located on the east side of Dixie Highway has been discussed as a potential commuter rail connection between Louisville and Fort Knox. Due to the high level of investment and commitment that would be required to implement and operate this rail service, it should be carefully considered before moving forward. The Kentuckiana Regional Planning and Development Agency (KIPDA) currently expects to conduct a study of improved transit service in the Dixie Highway Corridor beginning in 2012 or 2013. This study should evaluate the feasibility of passenger rail service on the P & L rail line and compare its costs and benefits with alternatives that provide improved bus service on Dixie Highway.



TARC Bus Line near Existing P&L Line

CONNECTIVITY TO LOUISVILLE LOOP

Dixie Highway intersects with several east-west streets--Greenwood Road, Lower Hunters Road, Johnstontown Road, Rockford Lane, Algonquin Parkway, and Wilson Avenue--that lead to and connect with the Louisville Loop, a system of walking and bicycling facilities serving the greater Metro Louisville region. Dixie Highway intersections with the above mentioned streets are recommended to be improved so that people in southwest Louisville have better and safer access to the Louisville Loop. Improvements may include wayfinding signage in addition to physical accommodations to make crossing Dixie Highway easier and safer.

A greenway located north of Greenwood Road is an off road trail facility that will also provide a direct link to the Louisville Loop. This trail is viewed as an amenity in southwest Louisville by way of providing a linear park for recreational and functional connection to the Louisville Loop.

CONCLUSION

The transportation improvement strategies presented in this section are intended to preserve the functionality of this major thoroughfare and also support its function as a viable regional commercial corridor. This will be achieved through coordinated efforts and enhancements presented in the land use and urban design elements. The potential for an improved pedestrian accommodation and an expanded public transportation system will contribute toward a positive transformation for both Dixie Highway and Southwest Louisville. Specific implementation or action steps that relate to the transportation element can be found in Section 6.



Wayfinding Signs on Louisville Loop

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louisville's dixie highway



section 5

Urban Design

INTRODUCTION

The primary objective of the corridor master plan for Dixie Highway is to provide a safe and efficient route for traffic flows, pedestrian movement and economic development in the community. However, this plan provides strategic physical recommendations not only for the development of the roadway, but also for the surrounding visual character of the corridor. By completing this plan, community leaders recognize that the success of the roadway goes beyond traffic counts and accommodation of safe travel lanes. The Dixie Highway Corridor Master Plan provides the unique opportunity to establish a design aesthetic that compliments the land use development strategies and enhances the transportation recommendations.

EXISTING CONDITIONS

An overall site analysis for all three study segments was completed to identify the existing physical conditions along the corridor. This analysis helped to identify opportunities and constraints for the application of aesthetic treatments at specific gateway areas, intersections, and throughout the entire corridor. The analysis also focused on the urban design cohesiveness of the proposed mix of uses, available rights-of-way and historic attributes of the corridor. The existing conditions analysis (Figures 5-1 thru 5-3) included the review of existing interstate interchanges, regional roadway systems, urban fabric conditions, landscape opportunities, gateway opportunities, freeway enhancement opportunities, signage systems. In addition, the existing conditions analysis also reviewed the urban / community context including any existing or potential development / redevelopment areas.



Existing conditions along Dixie Highway South.

Dixie Highway South

The south zone study limits for Dixie Highway begin at the Gene Snyder Freeway and extend north to the intersection of Greenwood Road. The existing urban design character of this zone is mostly consistent throughout. This zone consists of a typical 5-lane cross section. Overhead utility lines parallel the corridor on both sides for most of the way. A lack of vehicular and pedestrian lighting exists along the entire length of the corridor in this zone. Pedestrian provisions are generally poor throughout this segment of Dixie Highway. Sidewalks do not exist on either side of the roadway through much of the segment, although they have been provided adjacent to newer developments and at the north end of the segment near the Greenwood Road intersection. Bus stops and intersections generally do

URBAN DESIGN

not have curb ramps or other accommodations for disabled persons that are required by the Americans with Disabilities Act (ADA). This issue potentially causes concerns with pedestrian mobility and safety, and will be addressed in the recommendations section of this report. There is visual clutter along this corridor segment, with an excessive use of billboards and signs. Open drainage exists adjacent to the roadway through most of this segment, except at locations of new development and near the intersection of Greenwood Road. The option to improve gateway treatments at the Gene Snyder Freeway interchange, develop a Regional Town Center, and expand sidewalks with curb and gutter are a few of the opportunities that exist along the corridor.

Dixie Highway Central

The central zone study area limits begin at the Greenwood Road intersection and extend north to the I-264 Interchange. The existing visual character of Dixie Highway in this zone is primarily a commercial corridor, with a consistent right-of-way. Overhead utility lines follow the corridor on both sides at a consistent distance parallel to the street. Small sidewalks exist adjacent to the corridor for most of this zone, with the exception of some small gaps. Inconsistent pedestrian crossings include some that lack pedestrian activated signalization and inaccessible curb ramps. Connections to future development areas, including links to the Louisville Loop, are opportunities along the corridor.

Dixie Highway North

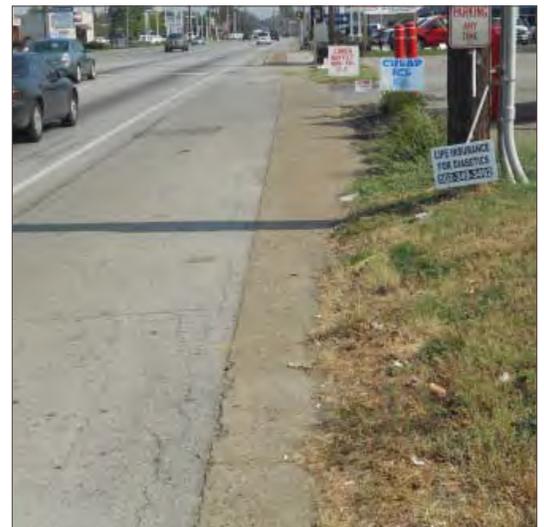
The north zone study area limits begin at the I-264 interchange and extend north along Dixie Highway to Oak Street. The existing physical character of this zone is a mix of commercial, residential conversion, and established neighborhoods. The right-of-way narrows closer to Oak Street, limiting available areas for enhancement work. Several areas in this section have no sidewalk or pedestrian accommodation. Overhead utility lines continue, with on-street parking being accommodated on some areas of the street once north of Algonquin Parkway. Additional overhead infrastructure, including an overhead railroad bridge, provides another level of opportunity for structural enhancements.



Existing conditions along Dixie Highway South.



Existing conditions along Dixie Highway Central.

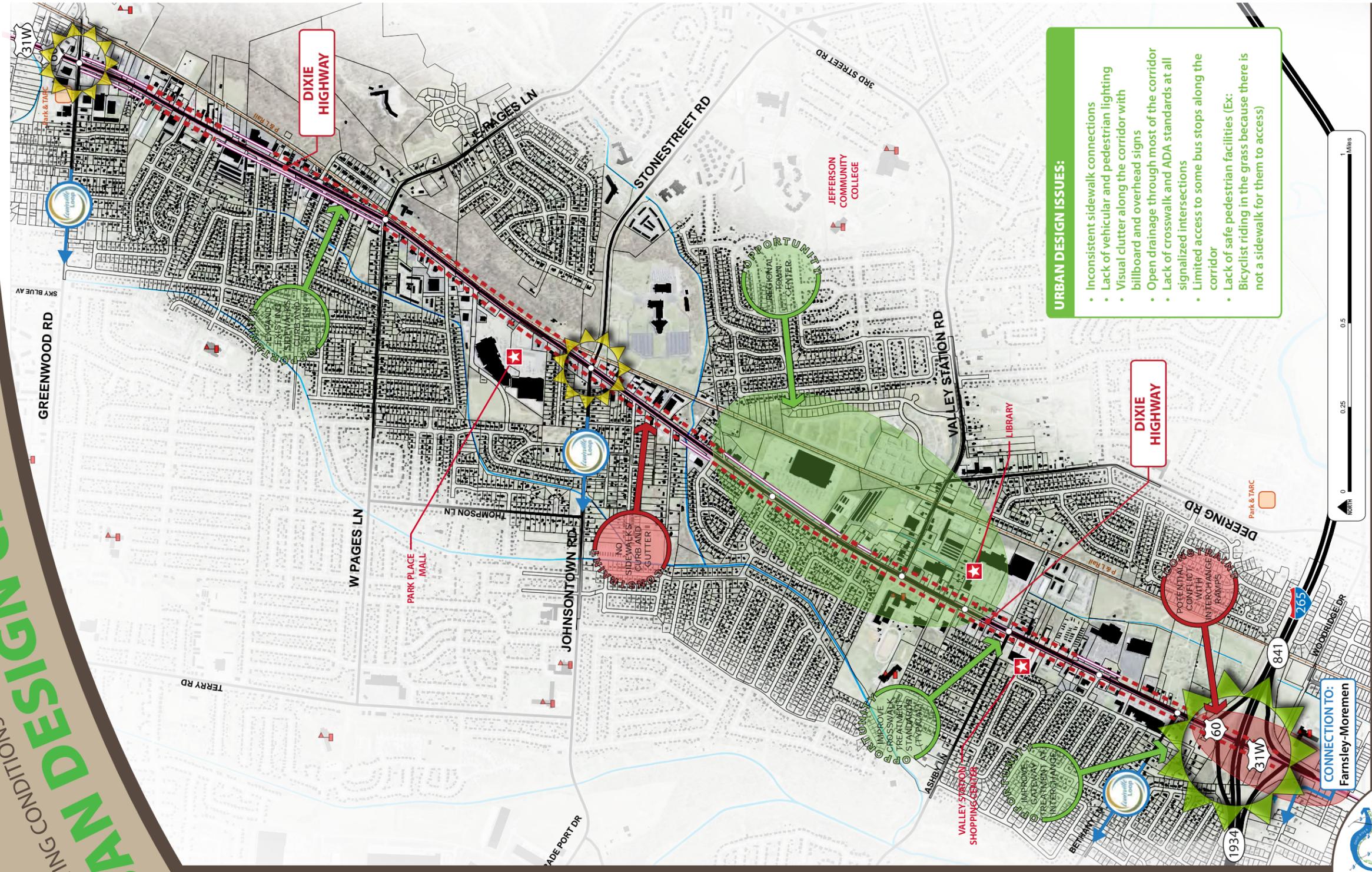


Existing conditions along Dixie Highway North.

URBAN DESIGN CHARACTER
EXISTING CONDITIONS STUDY



SOUTH DIXIE HIGHWAY CORRIDOR MASTER PLAN



URBAN DESIGN ISSUES:

- Inconsistent sidewalk connections
- Lack of vehicular and pedestrian lighting
- Visual clutter along the corridor with billboard and overhead signs
- Open drainage through most of the corridor
- Lack of crosswalk and ADA standards at all signalized intersections
- Limited access to some bus stops along the corridor
- Lack of safe pedestrian facilities (Ex: Bicyclist riding in the grass because there is not a sidewalk for them to access)

Legend / Information

- Design Opportunity (Green starburst icon)
- Design Constraint (Red starburst icon)
- Signalized Intersection (Red circle icon)
- Regional Destination/Point of Interest (Red star icon)
- Regional Gateway (Green starburst icon)
- Community/Neighborhood Gateway (Blue starburst icon)
- No Sidewalks, Overhead Utility Lines, Undefined/Inconsistent Shoulder Width Along Corridor (Red dashed line icon)
- Areas of Opportunity (Green circle icon)
- Areas of Constraints (Red circle icon)
- Sidewalk along Corridor (Width Varies) (Blue double line icon)
- Connection to Louisville Loop (Blue starburst icon)

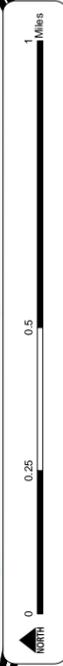
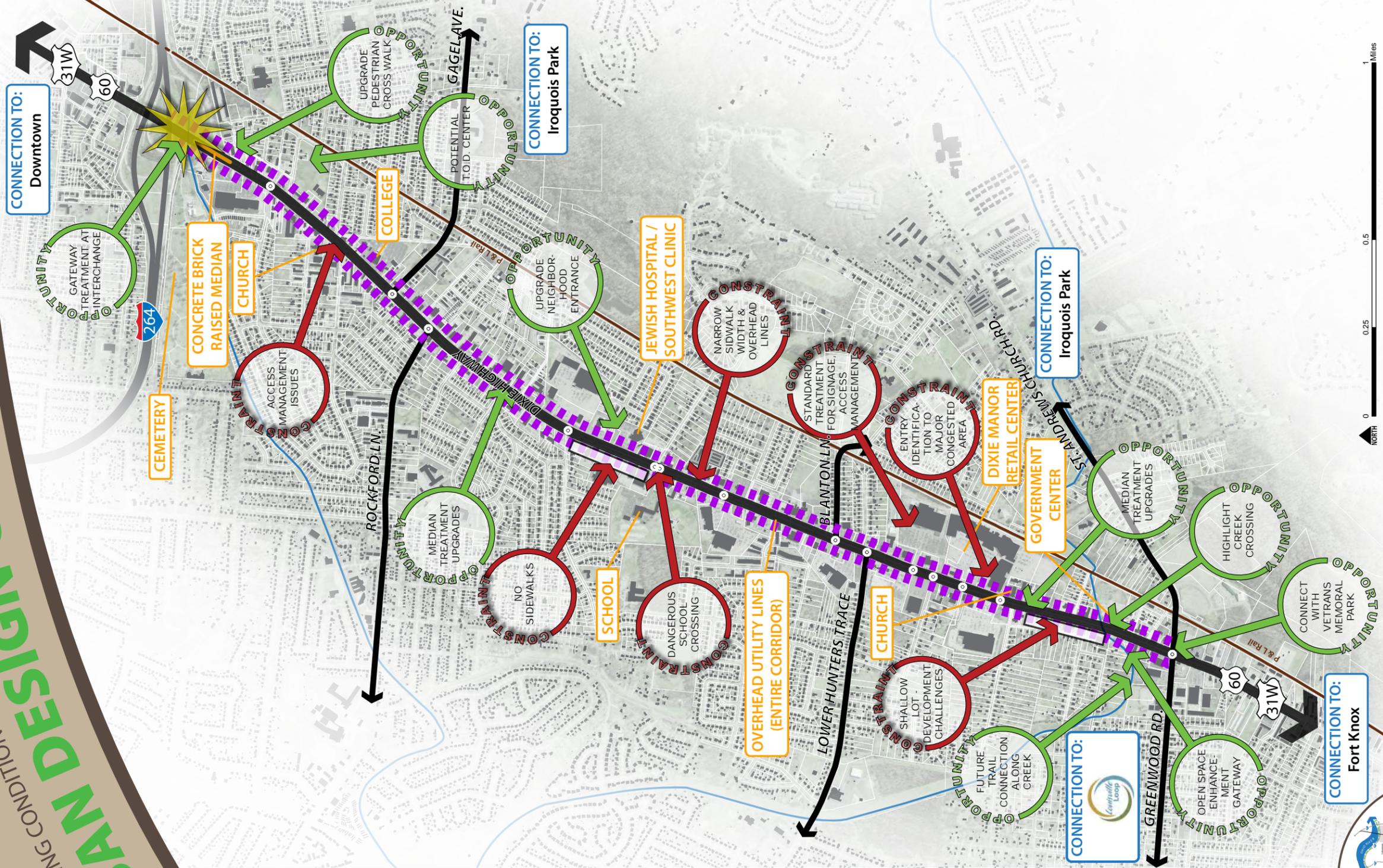
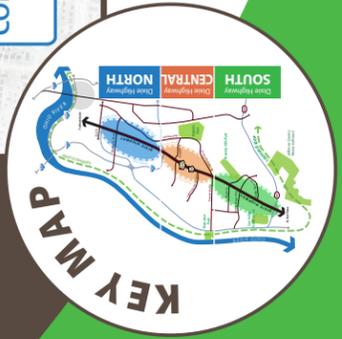


Figure 5-1: Existing Urban Design Conditions along Dixie Highway South.

URBAN DESIGN CHARACTER
EXISTING CONDITIONS STUDY



DIXIE HIGHWAY - SOUTH
CORRIDOR MASTER PLAN

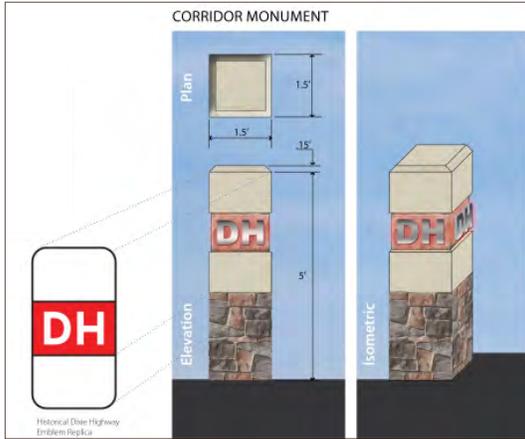


Legend / Information

- Design Opportunity
- Design Constraint
- Signalized Intersection
- Overhead Utility Lines & Narrow Sidewalks
- Gateway

Figure 5-2: Existing Urban Design Conditions along Dixie Highway Central.

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Example of historic Dixie Highway roadway character and theme.

URBAN DESIGN ENHANCEMENT ELEMENTS

The selection of design inspiration is a key factor in establishing a unified design aesthetic for a project. Inspiration can come in many forms, and typically provides an easier selection of materials, shapes and forms. For the Dixie Highway Corridor Master Plan, the urban design recommendations were made using an overriding theme that enhances the functional character of the public realm, while celebrating the corridor's historic legacy in Louisville and throughout the nation. Feedback was solicited from stakeholders regarding level of proposed treatment for various elements, including pedestrian amenities and signage. The following summarizes the various recommendations for the proposed urban design enhancements for the corridor.

General Roadway Character / Theme

The history of Dixie Highway dates back to 1914 when it was first planned to connect the Midwest with the southern United States. The route of the Dixie Highway was marked by a red stripe with the letters "DH" on it and a white stripe above and below. Stone roadway monuments were placed as corridor markers along the highway. For the purpose of the proposed enhancements, references to the historic branding and use of materials have been incorporated into the various aesthetic recommendations. These recommendations provide a contemporary interpretation of this celebrated historic corridor.



Example of pedestrian crossings.

Pedestrian Crossings

With the desire to both increase pedestrian safety and provide for higher levels of pedestrian accessibility along the corridor, pedestrian crossings were viewed as a high priority for the master plan document. Pedestrian crossings should receive designated markings in all areas where amenities are recommended. In areas corresponding to high-volume activity, and those that are located within the Town Center Form Districts, crosswalks should receive bold transverse markings to denote the area as a major pedestrian node. All crossings should be highly visible to reinforce the pedestrian elements being introduced into the corridor, but a hierarchical approach should be utilized based on the significance and expected pedestrian volumes of each crossing.

Pedestrian Accommodation

Sidewalks should be provided throughout the corridor. The design of the walks should be integrated with the proposed concrete curb and gutter that will be constructed adjacent to the roadway. No grass parkway strips should be included between the sidewalks and roadway. An area for pedestrian amenities should be accommodated along the designated "Sidewalk Amenity Zone." Where feasible, a 12' wide facility should be included adjacent to the roadway to accommodate pedestrian users and the proposed urban design amenities.



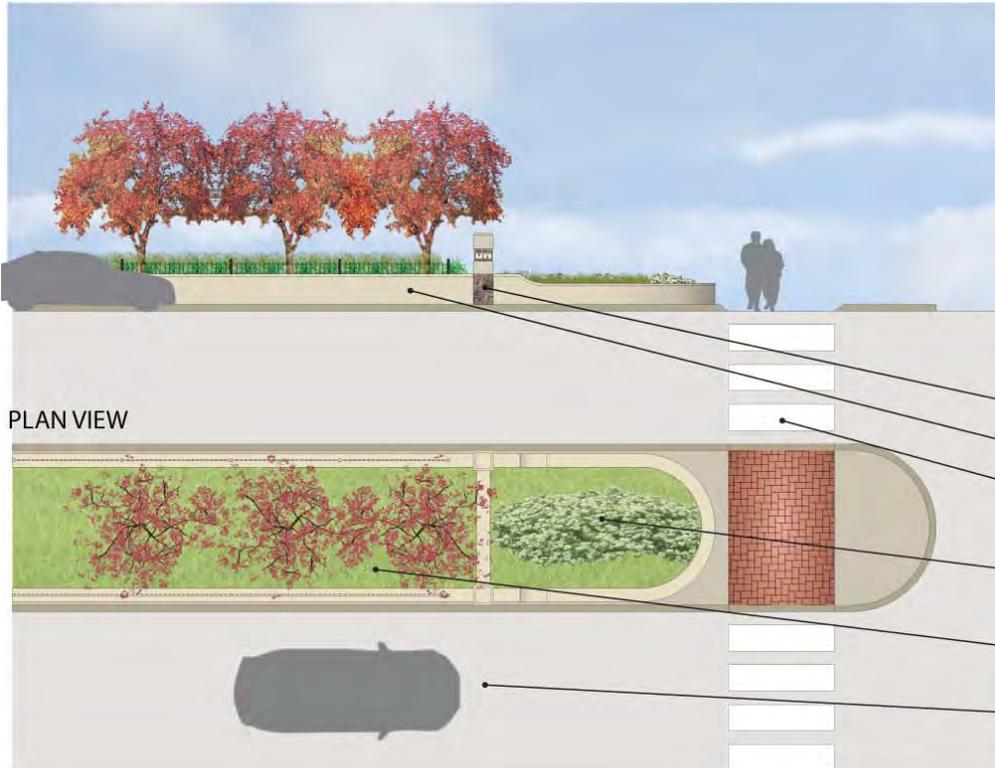
Example of sidewalk amenity zone.

Sidewalk Amenity Zone

For the purpose of keeping an unobstructed sidewalk zone, pedestrian amenities should be incorporated into a designated "Amenity Zone" between the curb and the clear sidewalk area. Elements to be included in the Amenity Zone include street tree plantings, wayfinding and regulatory signs, bus shelters, benches, trash receptacles, lighting, signal mast arms, and corridor markers.

URBAN DESIGN

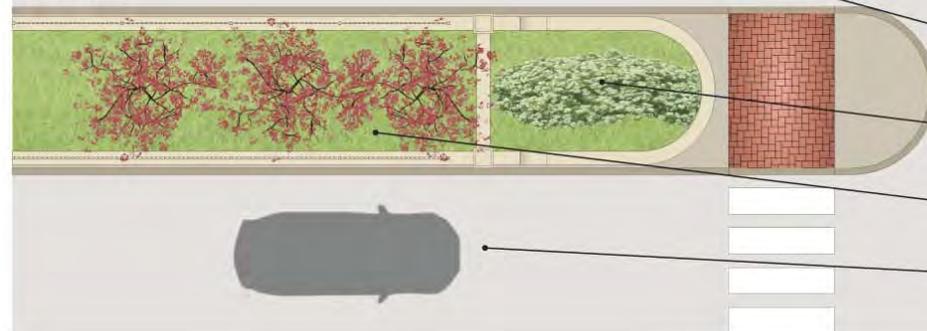
SIDE ELEVATION



FRONT ELEVATION



PLAN VIEW



- Corridor Monument
- Cast Stone Median Walls
- Enhanced Crosswalk
- Seasonal Landscape Planting Area (Optional)
- Low Maintenance Landscape Planting
- Travel Lane

Example of median treatment.

Median Treatment

The raised median improves corridor safety by controlling random turning and crossing movements of the roadway. It also provides space for visual enhancements and for stormwater management treatments to reduce urban runoff problems.

Landscape Treatments

A moderate level of landscape treatment is recommended for areas around specialized entrances, and within standard medians. Uniform street tree plantings and tree grates should be provided in the amenity zone area of the sidewalk. Enhanced landscape treatments should be reserved for the areas around the gateway zones and within the raised median. Plant material for these areas should be limited to low-maintenance and drought tolerant native perennials, shrubs, and trees. It is the desire to have a level of richness associated with the plant material and to provide special interest to areas along the corridor using a low-level maintenance approach. Large turf areas or other seasonal plantings should be discouraged, as they are higher in maintenance and difficult to achieve a cohesive look for the entire length of the corridor.

Street Trees

It is recommended that street trees be columnar in shape and of native species. Street trees should be planted in a minimum 5' of soil with iron tree grates flush with the surrounding pavement. All street trees should be planted in the "Amenity Zone", so as not to impede with the sidewalk and at approximately 30' to 40' on center.



Example of street trees in grates.

Lighting & Signal Pole Applications

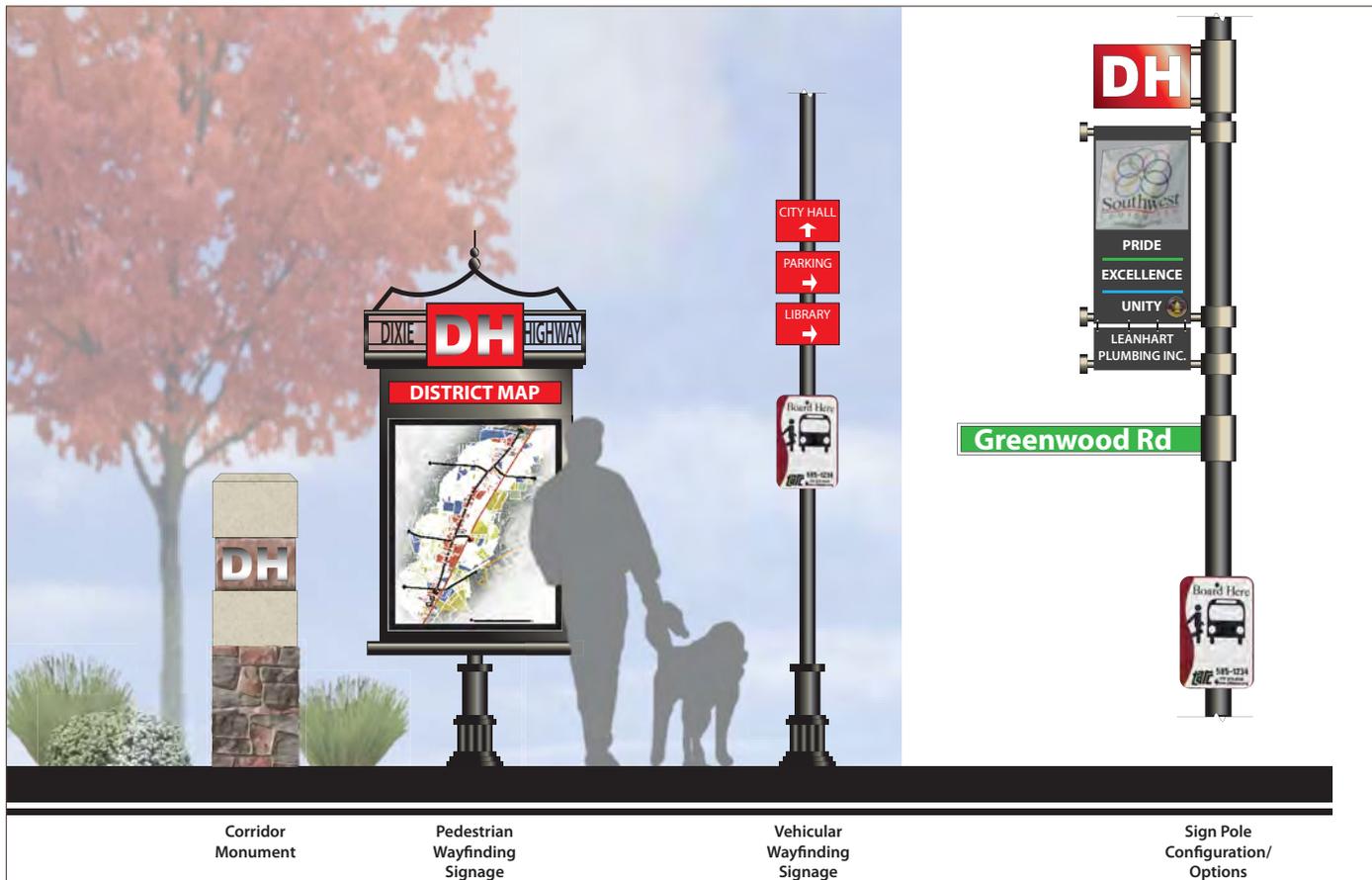
The level of treatment and character for the lighting and signal poles includes a standard pole with decorative arm, base and fixture. A coordinated set of pedestrian fixtures should also be included for enhanced areas of high-volume pedestrian activity. The poles should be a black finish and accommodate typical manufacturer banner arms. Signal and lighting pole designs should be coordinated. Street signs, pedestrian signals with countdown clocks, and pedestrian activated buttons should also be included into the design of the signal pole standards.

Wayfinding, Corridor Monuments and Graphic Communication

By providing a coordinated design for the signage system throughout the corridor, the appeal of this corridor and its enhancements will be further reinforced as one design vocabulary associated with the Dixie Highway. Not only do wayfinding signs and street signage enhance the image of the corridor as a destination, but they help to organize specific or special destinations by providing directional information for those local facilities and attractions. The treatment for wayfinding devices includes a series of vehicular, pedestrian and information signage. The vehicular signage should serve to highlight key destinations, neighborhoods, or connections along the Dixie Highway corridor as well as highlighting all TARC stops. Pedestrian signage should include maps and local neighborhood information. Decorative monuments with a stylized Dixie Highway (DH) historic logo should be utilized to further reinforce the branding of the corridor. This monument marker should be used in the median at key intersections or at designated neighborhood crosswalks. Coordination with Louisville Metro wayfinding programs, as well as the wayfinding program initiated by the Southwest Louisville Dream Team, should occur to ensure a coordinated marketing and signage program.

Structural Enhancements

In areas where walls or bridges are part of the permanent infrastructure, additional enhancements to visually support the structures and wall faces should be moderate in treatment with simple textures and colors. Colors of the walls should be neutral, or earth tones. The wall texture and patterns for all structures should be uniform to convey a cohesive design and feel for the built elements along the corridor.



Corridor Monument

Pedestrian Wayfinding Signage

Vehicular Wayfinding Signage

Sign Pole Configuration/Options

Example of wayfinding, corridor monuments and graphic communication.

URBAN DESIGN

Banners

In addition to wayfinding signs and decorative street signs, banners have also been utilized along the corridor in the past. Banners of similar design are recommended to be included in future design enhancements. These banners, which would be attached to the light poles, further enhance the look and feel of the corridor. While the illustration on the banners will vary, the banner program itself promotes local area pride and beautification. Typical street banner programs include both a minimum and maximum number of banners to be used during a set program. The banner program should include set costs, design requirements, banner construction specifications, and standard display dimensions. Having these details specified as part of the banner program will ensure a continuous design aesthetic to the ever-changing banners.

Utility Infrastructure

It is the desire to remove overhead utility lines along the corridor. With recognition that this is a significant investment, this should be phased to include the primary removal of utility lines at intersections with the introduction of signals on pole standards replacing the overhead wires. The removal of the overhead utility lines not only provides less maintenance required for the lines, but also provides for a more aesthetic visual appeal and character to the Dixie Highway corridor.

Gateway Treatments

The treatment for the designated gateways at I-264 and the Gene Snyder Freeway should provide key “visual entry” locations to the corridor and adjacent neighborhood/commercial areas. These highly traveled points of entry are primary transportation nodes for Southwest Louisville, and should include the desired level of landscape treatment and pedestrian amenities as noted above.

Pedestrian Furniture

Additional pedestrian enhancements, such as street furniture and trash receptacles, should be used throughout the corridor at strategic locations. Like other enhancements, these elements should coordinate with the existing design vocabulary utilized in the Southwest Louisville area. The pedestrian furniture should be powder coated black with a rust-proof finish, and should coordinate with the other enhancement initiatives throughout the city.

Green Infrastructure

The use of green infrastructure should be incorporated into the design of Dixie Highway improvements and encouraged for private development in the corridor. Green infrastructure includes a variety of techniques, strategies and materials that help to conserve water and reduce stormwater runoff into the sewer system. Green infrastructure techniques appropriate for use along Dixie Highway could include vegetated swales, pervious pavement, infiltration planters and other features designed to capture and treat stormwater. Funding for the incorporation of these features into projects is available from MSD.



Example of banners.



Example of structural enhancements.



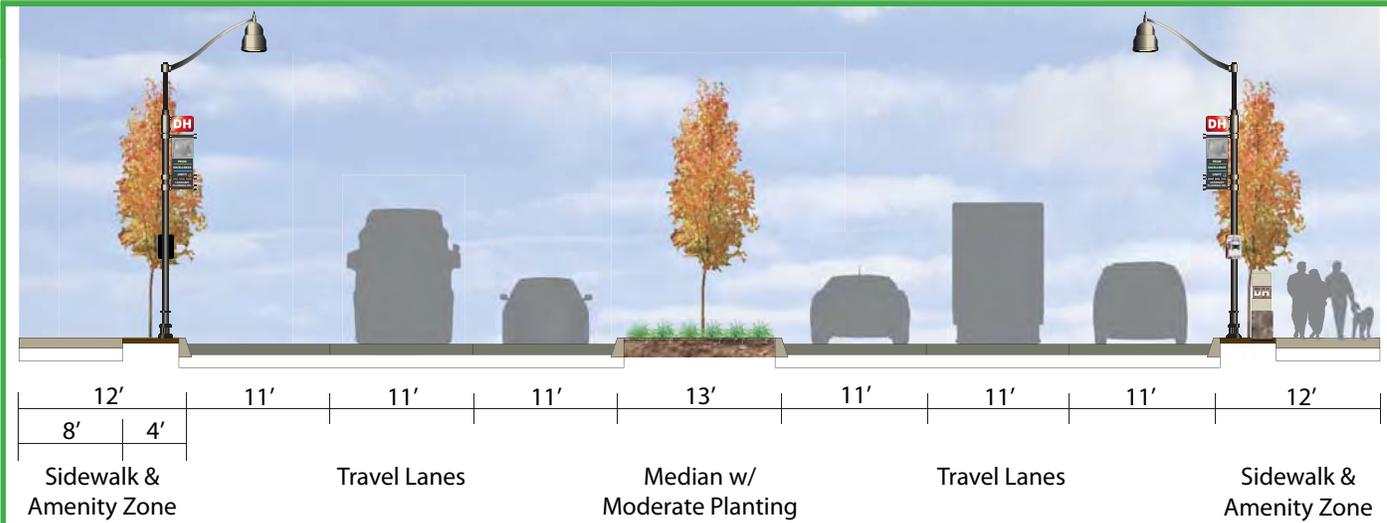
Example of pedestrian furniture.

URBAN DESIGN ENHANCEMENT APPLICATION

In order to provide organization to the various physical design recommendations, a series of zones were established along the corridor with a recommended cross section application for each. These typical cross sections group similar areas of land use and access management needs, and provide for the desired consistent visual urban design character users will notice as they move throughout the corridor. Figures 5-4 thru 5-6 illustrate the different zones for each proposed urban design application. There is also a description of each zone's application with an illustration of each on the following prototypical cross sections.

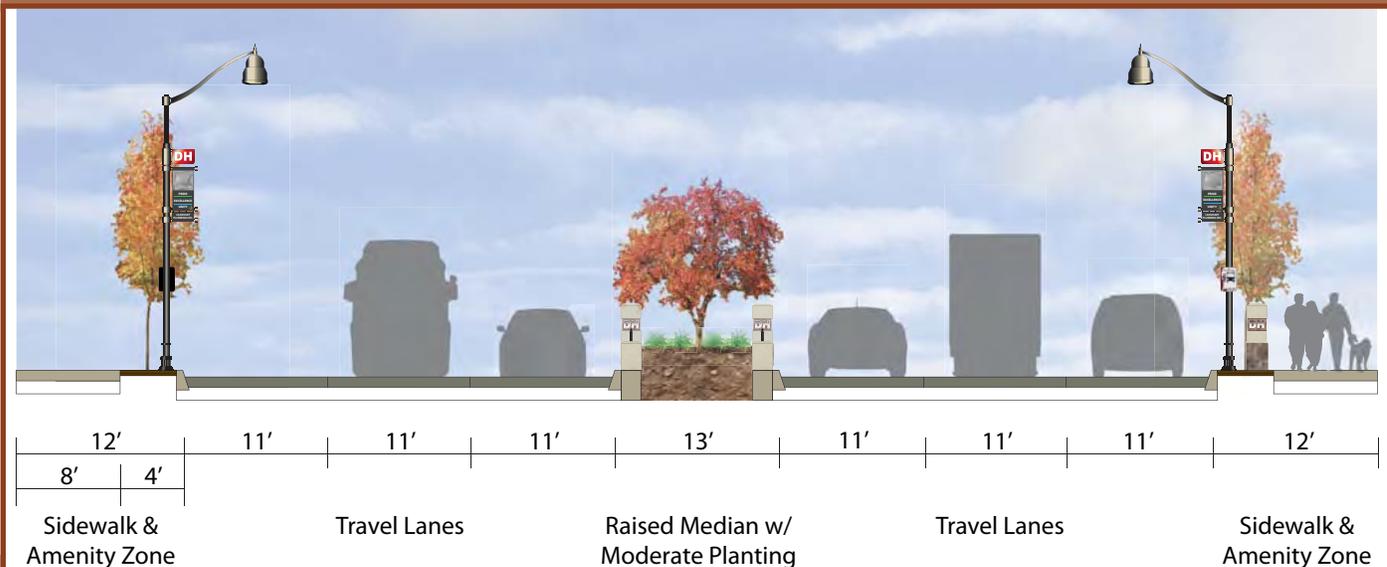
ZONE A: CROSS SECTION

Zone A is a proposed six-lane cross section that's established with a 13' curbed median and two 12' sidewalk and amenity zones on both sides of the roadway. A 12' wide center lane is used in place of the median for a turn lane at specific intersections throughout the corridor. The median is replaced in lieu of the turning lane when they are not needed.



ZONE B: CROSS SECTION

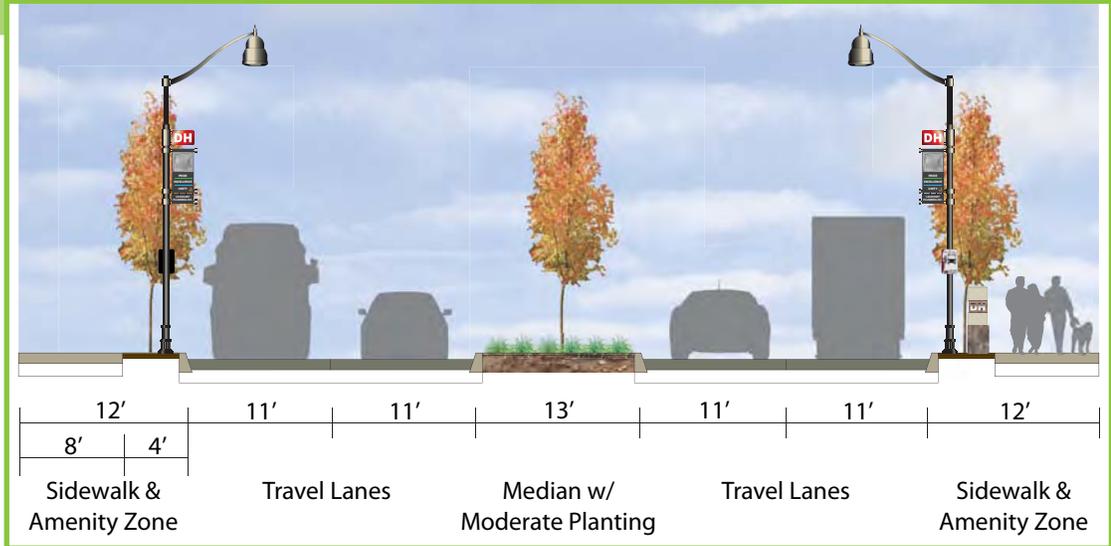
This application corresponds to the land use designated Town Center Form District areas. They are areas of increased commercial development and pedestrian activity, and as such they promote higher enhancement areas. The cross section remains the same as illustrated in Zone A (six-lane cross section with 13' median and two 12' sidewalk and amenity zones). The special enhancement for this zone includes a more decorative raised median (see Zone B cross section below). The raised median should include native landscape plantings as well as the decorative Corridor Monuments.



URBAN DESIGN

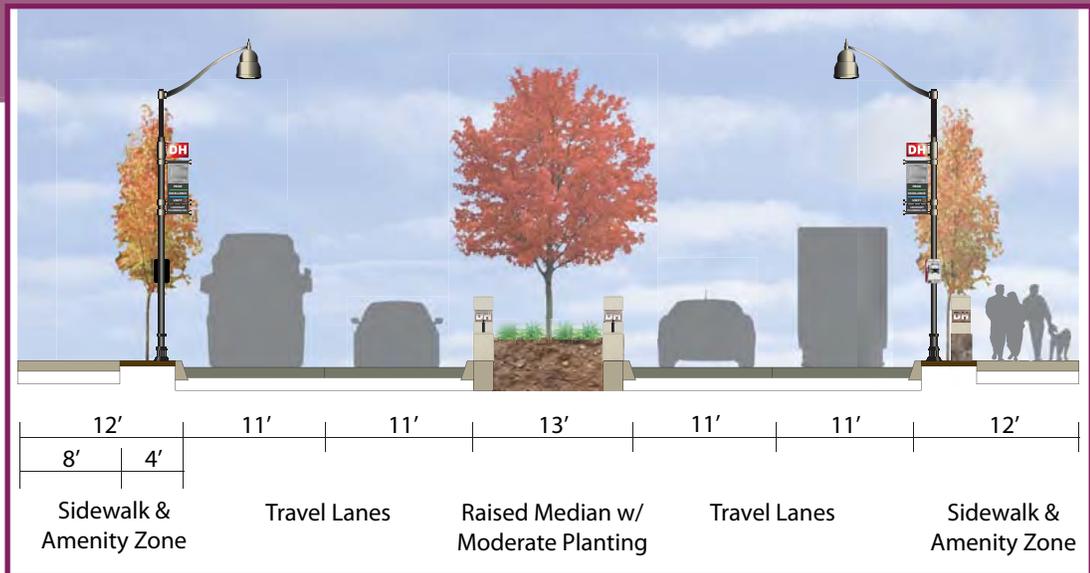
ZONE C: CROSS SECTION

Zone C is a proposed four-lane cross section that's established with a 13' curbed median and two 12' sidewalk and amenity zones on both sides of the roadway. A 12' wide center lane is used in place of the median for a turn lane at specific intersections throughout the corridor. The median is replaced in lieu of the turning lane when they are not needed.



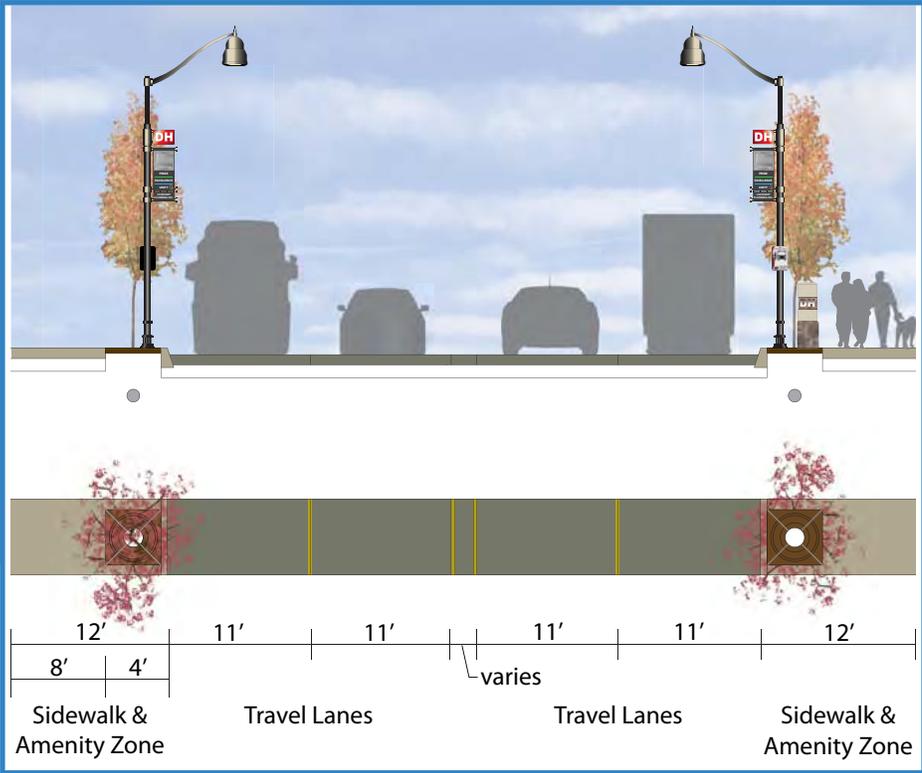
ZONE D: CROSS SECTION and PLAN

Corresponding to the desired land use designation of Town Center Form District, this treatment includes an enhanced raised median and native landscape plantings with four travel lanes and the 12' sidewalk and amenity zones.



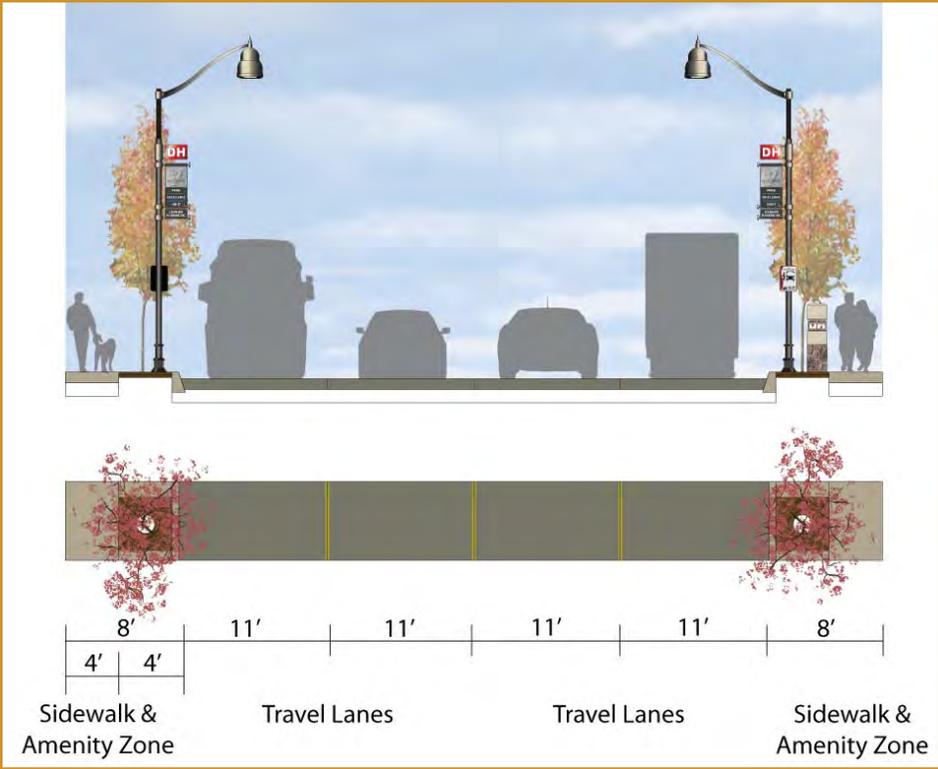
ZONE E: CROSS SECTION and PLAN

The existing land uses adjacent to the designated area of Zone E respond to the more urban nature of the corridor. The right-of-way narrows and as such, four travel lanes with a limited or no striped median is recommended. The 12' sidewalk and amenity zones would continue adjacent to the roadway through this zone. In order to accommodate this, the existing open-swale ditch will need to be covered and piped for the pedestrian amenity zone to be adjacent to the roadway. Traffic volumes could support providing a single travel lane in each direction with a center two-way left turn lane and on-street bicycle accommodations.



ZONE F: CROSS SECTION and PLAN

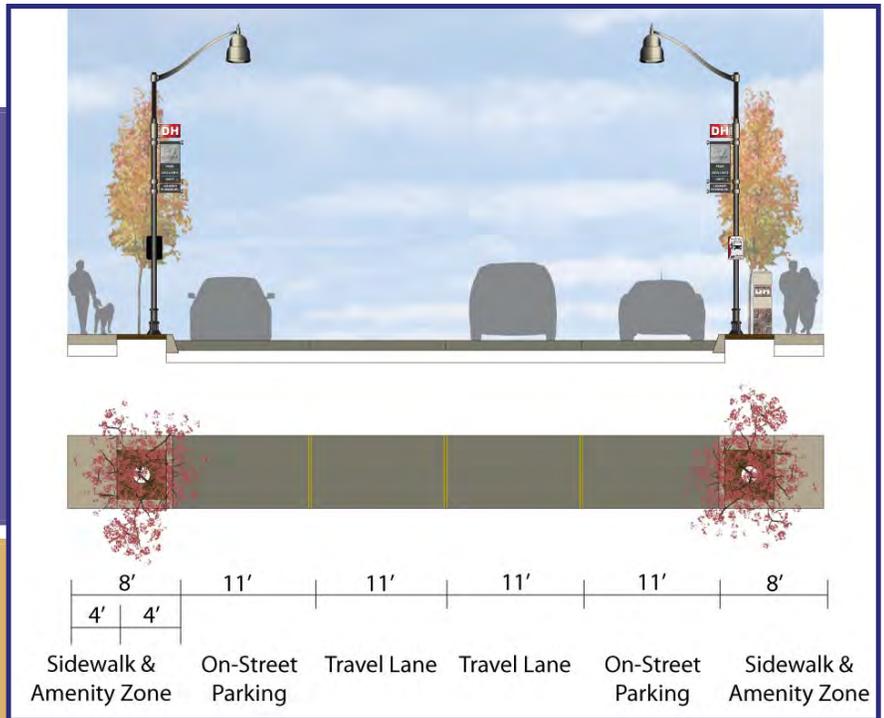
The urban nature of this intersection area (Dixie Highway and Hill Street) is limited to the existing right-of-way. Thus, four travel lanes, no median, and a reduced 8' sidewalk and amenity zone is recommended for this section. Traffic volumes could support providing a single travel lane in each direction with a center two-way left turn lane and on-street bicycle accommodations.



URBAN DESIGN

ZONE G: CROSS SECTION and PLAN

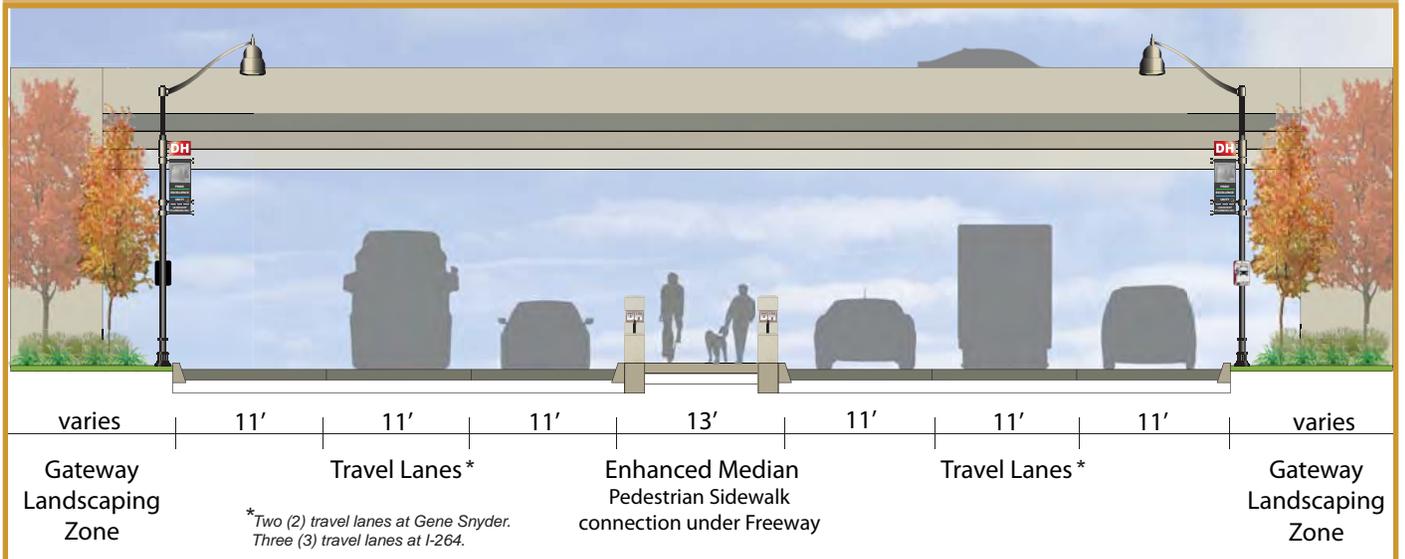
Similar to the area designated as Zone F, this area includes the same limited right of way, but introduces on-street parking for both sides of the roadway. As such, the typical cross section for Zone G includes two travel lanes, two parking lanes, and an 8' sidewalk and amenity zone. Traffic volumes could support providing a single travel lane in each direction with a center two-way left turn lane and on-street bicycle accommodations.



GATEWAY ZONE: CROSS SECTION

There are two gateway zones designated in this corridor master plan. One gateway zone is at Dixie Highway / I-264 interchange, and the second is at Dixie Highway / Gene Snyder Freeway Interchange. At both gateway zones, key physical enhancements are recommended to upgrade the physical characteristics and function of these important gateways to Southwest Louisville.

The technical design of the pedestrian and bicycle movements through the existing configuration of the interchanges are difficult due to the free-flow movement of the existing interstate ramp structures. One possible design alternative would introduce a "Pedestrian Promenade Sidewalk" in the median beneath the overhead freeway to safely move pedestrians through these interchanges. This concept would still allow for all travel lanes through the interchange and provide an enhanced median for the "Pedestrian Promenade Sidewalk." This would include decorative barriers that coordinate with the raised median style recommendation in Zones B and D. In lieu of median plantings, as in Zones B and D, this would remain open to facilitate pedestrian and bicycle movements through the interchange. The pedestrians/cyclists would cross at the nearest signalized intersection both north and south of the gateways, and traverse safely through the interchange with no conflict to the free-flow ramps.



CONCLUSION

The urban design component of this corridor master plan is intended to establish a long-range vision for how corridor enhancements can be used to create a uniform character along a given roadway and further define the access management mechanisms within the corridor itself. Figures 5-4 thru 5-6 illustrate the areas where each zone treatment is applied to the corridor. While the urban design recommendations described in this section represent the complete vision for the Dixie Highway Corridor Master Plan, the recommendations presented here are intended to be applied throughout the course of each section's development program as funds become available. Specific implementation or action steps that relate to the urban design component can be found in Section 6.

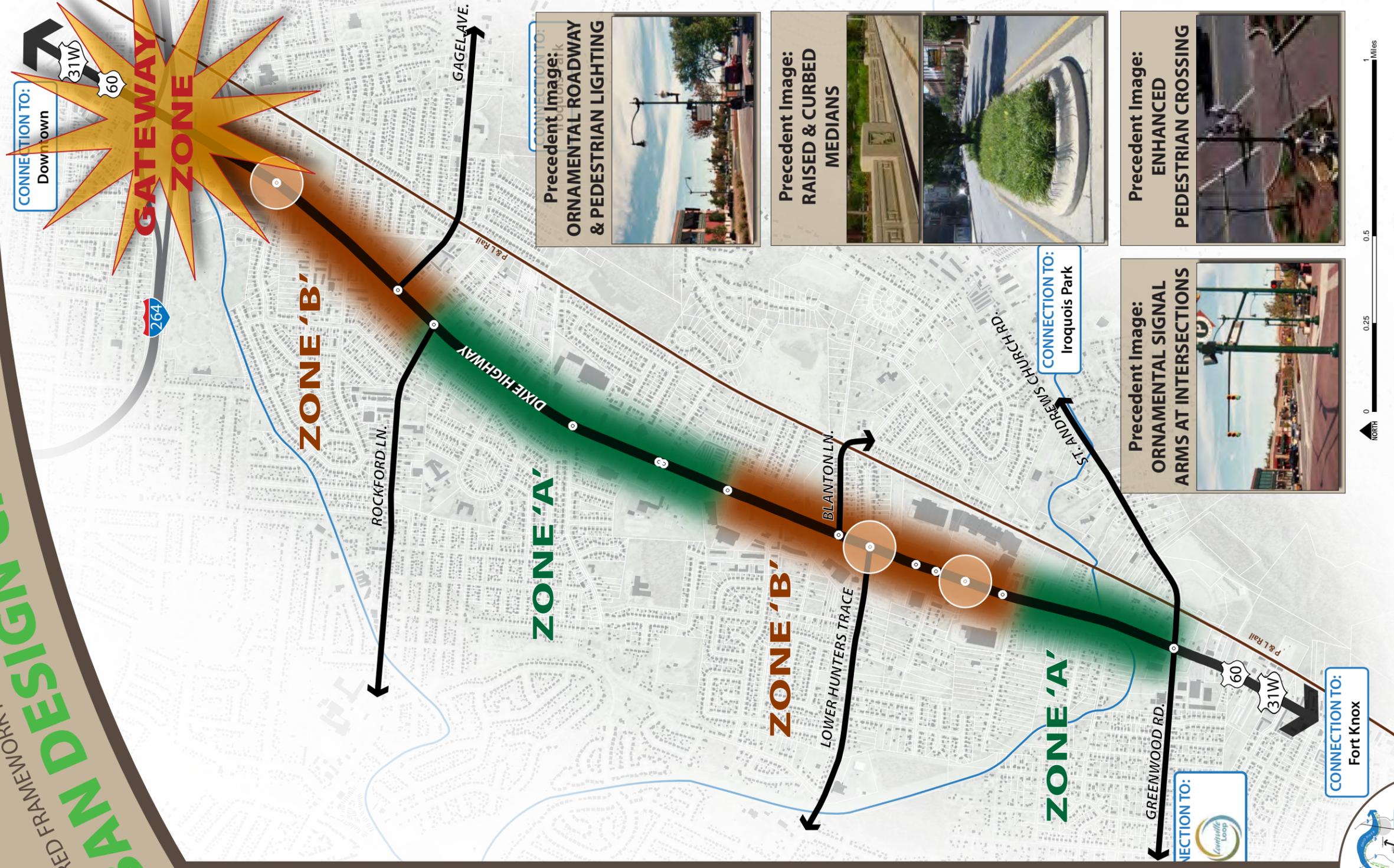
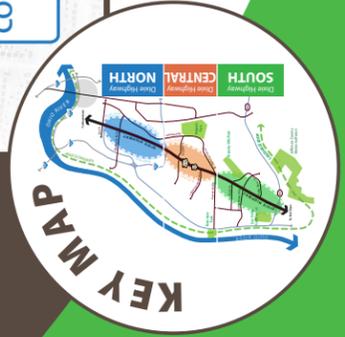


Figure 5-4: Urban Design Recommendations along Dixie Highway South.

URBAN DESIGN CHARACTER
DESIRED FRAMEWORK PLAN



DIXIE HIGHWAY
CORRIDOR MASTER PLAN
CENTRAL



CONNECTION TO:
Iroquois Park

Precedent Image:
ORNAMENTAL ROADWAY
& PEDESTRIAN LIGHTING

Precedent Image:
RAISED & CURBED
MEDIANS

Precedent Image:
ENHANCED
PEDESTRIAN CROSSING

CONNECTION TO:
Iroquois Park

Precedent Image:
ORNAMENTAL SIGNAL
ARMS AT INTERSECTIONS

Legend / Information

- Signalized Intersection
- Speciality Intersection Treatments
- ★ Gateway Area / Enhanced Pedestrian Connection under I-264

ZONE 'A' (etc., al) - References the prototypical zone cross section & amenity zone treatment

Figure 5-5: Urban Design Recommendations along Dixie Highway Central.



Figure 5-6: Urban Design Recommendations along Dixie Highway / North.

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louisville's dixie highway



section 6

Implementation

INTRODUCTION

The vision and goals for Dixie Highway are further refined through the recommendations for each framework element. This chapter calls for commitments by various groups, organizations and governmental departments. This action plan is intended to provide an overall direction as Dixie Highway continues to develop.

RECOMMENDATION STEPS

While the vision, goals and objectives are the heart of a long range plan, attention must also be paid to ensuring that the community's vision becomes a reality. Part of the implementation process includes having recommendations that detail the various steps that need to be taken over the 20-year planning horizon.

Implementation recommendations within this plan are developed from the three plan elements of land use, transportation and urban design. Recommendations are also categorized in 3 areas according to their focus: Those focused on changes to Cornerstone 2020 or the Land Development Code (LDC), those focused on implementing infrastructure or capital Improvements, and those focused on implementing policy or programmatic support for plan implementation. Figure 6-1 provides a summary timeline of the implementation action items recommended in this plan. Further detail regarding each action item and its focus area is provided after Figure 6-1.

Action items shown are categorized by focus area and in systemic ways that could be implemented as stand-alone projects or be integrated into larger projects. It is likely that public infrastructure improvements along the corridor will be implemented as a series of projects that address multiple improvements for a defined segment of the corridor. In fact, \$5 million in state transportation funds have recently been allocated for roadway and streetscape improvements between Rockford Lane and Crums Lane. For this reason, six preliminary project segments have been identified along the corridor as follows:

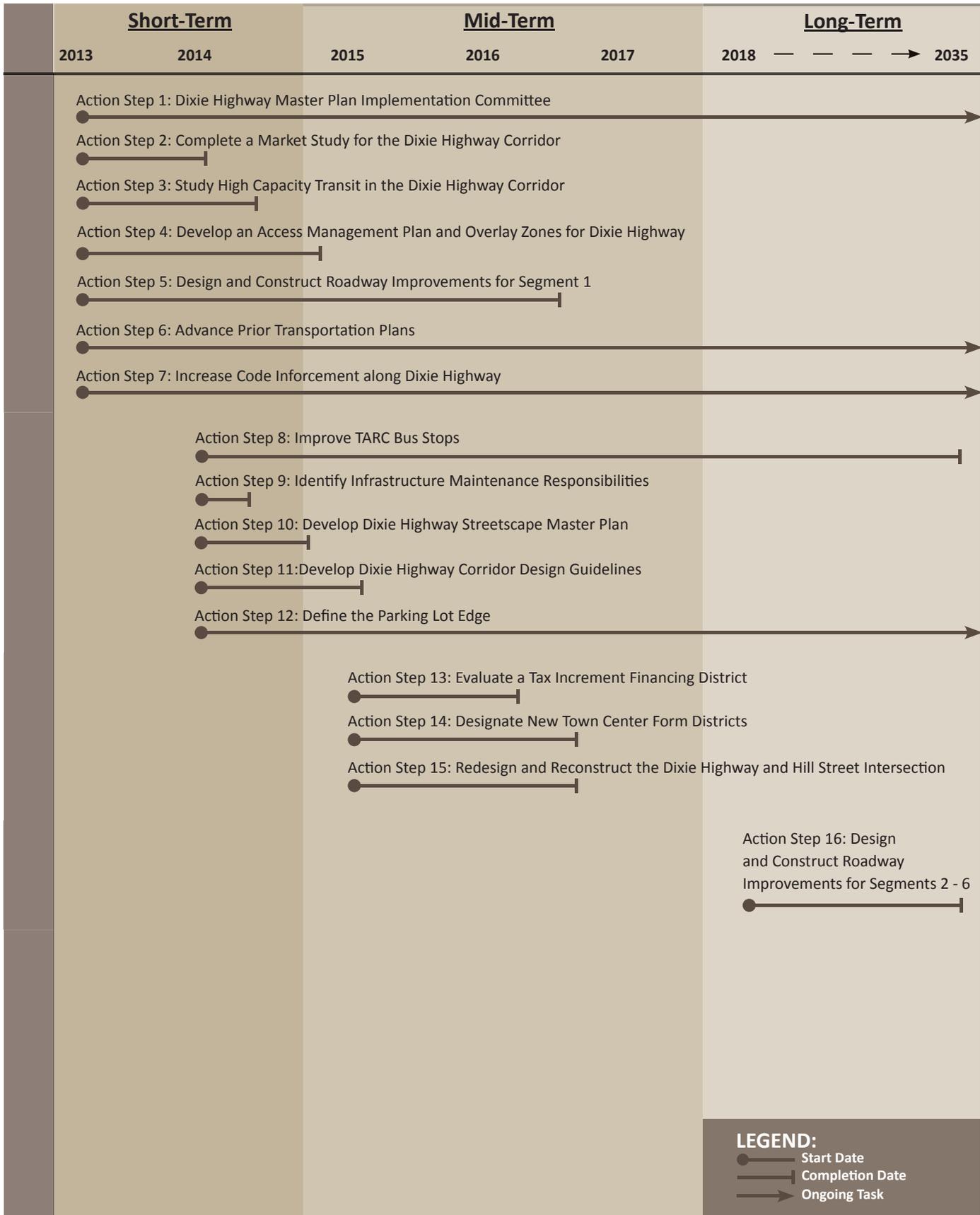
- Segment 1- Rockford Lane to Crums Lane, approximately 1.5 miles
- Segment 2- Greenwood Road to Rockford Lane, approximately 2.4 miles
- Segment 3- Crums Lane to Algonquin Parkway, approximately 2.5 miles
- Segment 4- Algonquin Parkway to Oak Street, approximately 1 mile
- Segment 5- Greenwood Road to Stonestreet Road, approximately 1.8 miles
- Segment 6- Stonestreet Road to I-265, approximately 2.2 miles

IMPLEMENTATION

The above segments are identified since each contains different context and physical properties, including street cross sections and right-of-way. Funding availability and other project constraints will ultimately dictate whether all desired improvements can be implemented within any particular project and the above segment boundaries are altered in the future. In some instances, there could be unique opportunities to fund and implement systemic improvements throughout much or all of the corridor within a single project, such as tree planting, traffic signal upgrades, or wayfinding and signage improvements.

The replacement of overhead utilities with underground utilities will not only benefit corridor users with improved safety and aesthetics, but will also benefit utility customers with reduced maintenance costs and improve reliability. It is recognized, however, that this is an expensive and undertaking that will take place over a long time period. Modernization of utilities along the Dixie Highway Corridor should be encouraged as part of private redevelopment and should be included with roadway improvement projects as budgets allow.

IMPLEMENTATION



LEGEND:
 ● Start Date
 ━ Completion Date
 ━→ Ongoing Task

IMPLEMENTATION

TOOLS AND FUNDING OPPORTUNITIES

The following paragraphs describe various funding opportunities and tools that may be appropriate for use in implementing the components of the Dixie Highway Corridor Plan. Public funding will be necessary for a variety of projects, including the major infrastructure construction. These costs will easily reach into the millions of dollars. While the public sector role and costs may appear challenging and complex, it is important to realize that the public investment will come from a variety of local, state and federal sources. A list of sources that could help fulfill the Corridor Plan's implementation is presented below.

Local Government Funding

A cooperative and coordinated capital improvement program among local governmental jurisdictions (Louisville Metro Government and City of Shively) and MSD provides additional opportunities for local sources of funding. Often the local funding is used to satisfy the matching requirements of federal funding. The matching requirements vary, but are typically 10-20% of the federal funds. As projects are developed, other agencies of the Louisville Metro Government should be consulted to identify other and innovative financing measures, such as Economic Development Increment Tax (EDIT) that might be applicable.

The MSD green infrastructure incentive program is one example of a local funding source that could be incorporated into a project and possibly used to match federal funds. Under this program, MSD will contribute funding for the implementation of certain projects and features designed to reduce the runoff of stormwater into sewers and creeks. Projects are typically funded at \$1.50 per square foot of controlled drainage area. In addition, long-term credits toward monthly stormwater fees are available for the use of green infrastructure. MSD currently has a budget of approximately \$5 million per year for its green infrastructure incentive program.

Tax Abatement / Credits

Tax abatement is a phase-in of property taxes and is intended to encourage development in areas that would not otherwise develop. Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company while stabilizing the community's economy. Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

Tax Increment Finance (TIF)

Tax increment financing is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development

through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred “but for” the reinvestment in the area through the TIF proceeds.

Federal Transportation Funding Programs

There is a variety of Federal transportation funding sources authorized in the latest Transportation Act, MAP-21. Each funding source has its own set of requirements and projects must first be included in the metropolitan planning agency’s (KIPDA) long-range transportation plan (Horizon 2030) and the Transportation Improvement Program (TIP). Federal funding program sources from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) that would be most likely be considered for Dixie Highway master plan improvements include the following:

- FHWA Congestion Mitigation and Air Quality Improvement Program (CMAQ) - CMAQ provides funding to state and local governments for transportation projects and programs that help meet the requirements of the Clean Air Act. Funding is available to reduce congestion and improve air quality for areas that do not meet the National Ambient Air Quality Standards for ozone, carbon monoxide, or particulate matter (nonattainment areas) and for former nonattainment areas that are now in compliance (maintenance areas).
- FHWA Highway Safety Improvement Program (HSIP) - This program provides funding for strategies, activities or projects on public road that are consistent with a state’s Strategic Highway Safety Plan (SHSP) and corrects or improves a hazardous road location or feature or addresses a highway safety problem. MAP-21 provides an example list of eligible activities, but HSIP projects are not limited to those on the list. A portion of this funding is available exclusively for safety improvements at railway-highway crossings.
- FHWA National Highway Performance Program (NHPP) - The NHPP provides support for maintaining the condition and performance of the National Highway System (NHS), for the construction of new facilities on the NHS, and to ensure that investments of Federal-aid funds in highway construction are directed to support progress toward the achievement of performance targets established in a State’s asset management plan for the NHS.
- FHWA Surface Transportation Program (STP) - This program provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals.

IMPLEMENTATION

- FHWA Transportation Alternatives (TA) - Funded through set-asides from other transportation programs, the Transportation Alternatives program provides for a variety of alternative transportation projects. Eligible activities include trails and other pedestrian/bicycle facilities, safe routes to schools programs, transportation facility enhancements and environmental mitigation, Unless a State opts out, it must use a specified portion of its TA funds for recreational trails projects.
- FTA Bus and Bus Facilities Program - This program provides capital funding to replace, rehabilitate, and purchase buses and related equipment, and to construct bus-related facilities.
- FTA Urbanized Area Formula Grants - This program provides grants to urbanized areas to support public transportation. Funding amounts are based on the level of transit service provided, population, and other factors.
- FTA Transit-Oriented Development Planning Pilot - This pilot program provides discretionary planning grants to communities for comprehensive planning in corridors with new rail, bus rapid transit, or core capacity expansion projects. The comprehensive plans should seek to enhance economic development, ridership and other goals, facilitate multi-modal connectivity and accessibility, identify infrastructure needs associated with the project, and include private sector participation.
- FTA Enhanced Mobility of Seniors and Individuals with Disabilities - This program provides formula funding to increase the mobility of seniors and persons with disabilities. Funds can be spent on capital improvement projects or operating expenses
- FTA Fixed Guideway Capital Investment Grants (New Starts) - This program provides grants for major investments in new and expanded rail, bus rapid transit and ferry systems. Funds are awarded on a competitive basis.

State Transportation Funding

State transportation funds provide for project development and are used to implement infrastructure improvements along state routes. The allocation of funding and schedule on individual projects are determined by the Kentucky Transportation Cabinet (KYTC) and approved by the state legislature. The KYTC recommends projects for inclusion on the State 6-year Road Plan through input from individual highways districts and support from local governments and legislators. \$5 Million in state transportation funding has recently been identified for the design and construction of Dixie Highway corridor improvements recommended by this plan for Segment 1- Rockford Lane to Crums Lane.

Community Development Block Grant (CDBG) Program

The CDBG program is available to city and county governments for a variety of projects. Application deadlines typically occur in February. The CDBG program areas and descriptions are listed below. For more information, visit <http://www.dlg.ky.gov/grants/federal/cdbg.htm>.

- **Housing:** The housing program works to fund projects designed to develop decent, safe, sanitary and affordable housing.
- **Community Projects – Housing and Communities Branch:** Funds may be used to address human service needs such as senior centers, crisis centers and facilities that provide services to low-income persons. The maximum program request is \$500,000.
- **Public Facilities:** Funds may be used for infrastructure needs that improve Kentucky’s water and wastewater systems. The maximum program request is \$1,000,000 per community per year.
- **Economic Development:** Funds may be used to create or retain jobs, and provide for the training and human services that allow for professional advancement of low and moderate income persons. Additional goals are to provide training and provision of human services that allow for the professional advancement of low and moderate income persons.

Federal Economic Development Programs

Many federal economic development programs provide grants and funding for brownfield clean-up, community improvement programs, stormwater mitigation and other infrastructure reinvestment programs. The funding of these programs varies depending on current federal appropriation status. Example programs that could be beneficial to implementation activities along the Dixie Highway Corridor include:

- **EPA Brownfield Grant –** the U.S. EPA awards grants to cities for the establishment of loan pools. The loan pools are to assist developers in receiving low-interest financing for environmental clean-up.
- **Sustainable Communities Livability Grants –** This partnership between HUD, EPA and DOT is helping communities across the country to create more housing choices, make transportation more efficient and reliable, reinforce existing investments, and support vibrant and healthy neighborhoods that attract businesses.

Loan Programs

Financial institutions provide assistance to businesses along the corridor. Depending on current market conditions, this could be in the form of:

- Establishing a localized loan pool where institutions offer assistance at or below prime rate to encourage business investment along the corridor or in the designated TIF or Town Center areas
- Community Reinvestment Act (CRA) loans
- Small business (SBA) loan programs
- Equity Participation Investment Program

IMPLEMENTATION

In addition, the Department of Economic Growth and Innovation maintains a loan program to support entrepreneurial and small business endeavors. The Metropolitan Business Development Corporation (METCO) offers several types of small business loans. Two of these loan types are especially appropriate for helping private businesses in the Dixie Highway corridor achieve compliance with current land use regulations and help to improve the corridor:

- Facade loans are available to commercial property owners to revitalize neighborhood commercial corridors in Louisville. Facade loans are awarded for exterior property improvements, including window and door replacements, storefronts, masonry repair, siding, painting, carpentry, signage, and landscaping.
- Accessibility loans are available to commercial property owners for the purpose of making buildings more accessible to people with physical disabilities. Loans are restricted to ingress and egress improvements, including but not limited to: accessible paths of travel, doors, handrails, threshold adjustments, and bathroom alterations.

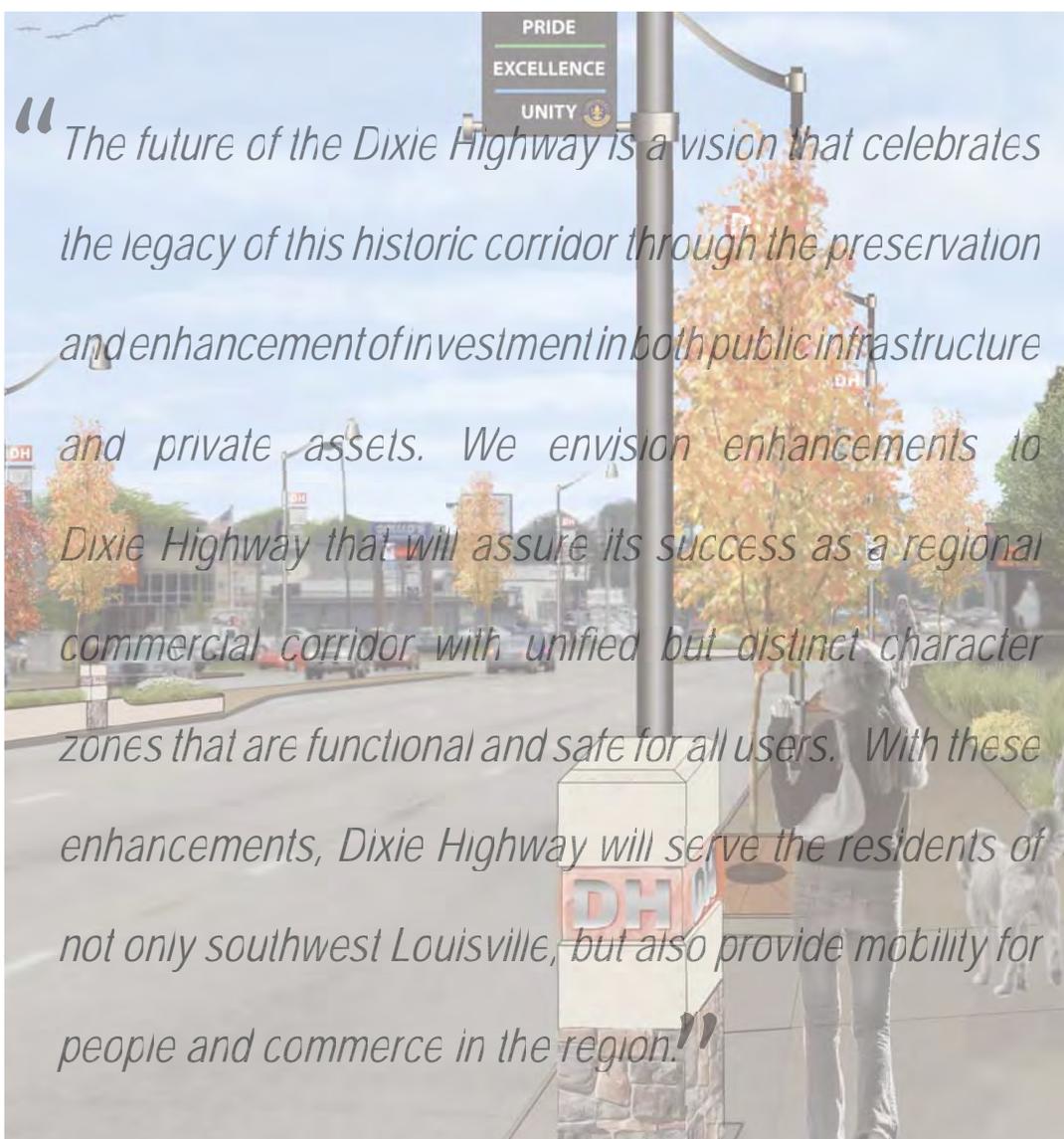
Local Foundation / Development Corporations / Private Donations / Sponsorships & In-Kind Contributions

Not-for profits, local area neighborhood development corporations and a variety of national and local foundations are eligible for a variety of grants, loans and tax breaks not available to the for-profit community. These are important partners to assist with the types of initiatives recommended in the Corridor Master Plan, for both big and small projects. Examples of such participation from these sources to accomplish both the “big and small” projects include such ideas as funding the entire implementation of the wayfinding signage program along the corridor, funding an endowment for the maintenance of installed enhancements (big projects), and partnering with TARC to get fund improvements and enhancements at a designated TARC stop (small project).

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louisville's dixie highway

dixie highway corridor master plan





DIXIE HIGHWAY
CORRIDOR MASTER PLAN