



June 12, 2019

UDA

# 18TH STREET CORRIDOR REVITALIZATION

*Louisville, Kentucky*

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WEST

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# 18TH STREET CORRIDOR REVITALIZATION

**PREPARED FOR**  
OneWest

**FUNDED BY**  
Louisville Metro Government  
Community Foundation of Louisville  
James Graham Brown Foundation  
Congress for the New Urbanism

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Engaging Streets Possible adaptive reuse of shotgun houses on 18th Street



# OVERVIEW

The 18th Street corridor is at the heart of the Russell neighborhood. OneWest is committed to ensuring the corridor is vibrant and residents and businesses have opportunities to prosper.

## CNU LEGACY PROJECTS

The Congress for the New Urbanism (CNU), as part of its annual conference, organizes a series of Legacy Projects in the host city to demonstrate the principles of the organization in the local community. Urban Design Associates (UDA), along with Zimmerman/Volk Associates(ZVA), was chosen to lead a charrette to build on the work being pioneered by OneWest, the City, LMHA, the Choice Neighborhoods partners, and others in west Louisville and the Russell neighborhood.

### Scope and Goals

The focus area for this Legacy Project was the 18th Street corridor from Broadway to Main Street. However, the project was considered in the context of the evolving Russell neighborhood. The following list articulates the goals for the project:

- Create a neighborhood corridor plan focused on transforming 18th Street into a pedestrian-friendly environment
- Leverage and build on other neighborhood investments and initiatives
- Facilitate a design workshop with the community to develop a plan that represents the residents’ vision
- Engage with community leaders, stakeholders, business owners, and other entities to first develop and then to implement this vision

## ONEWEST

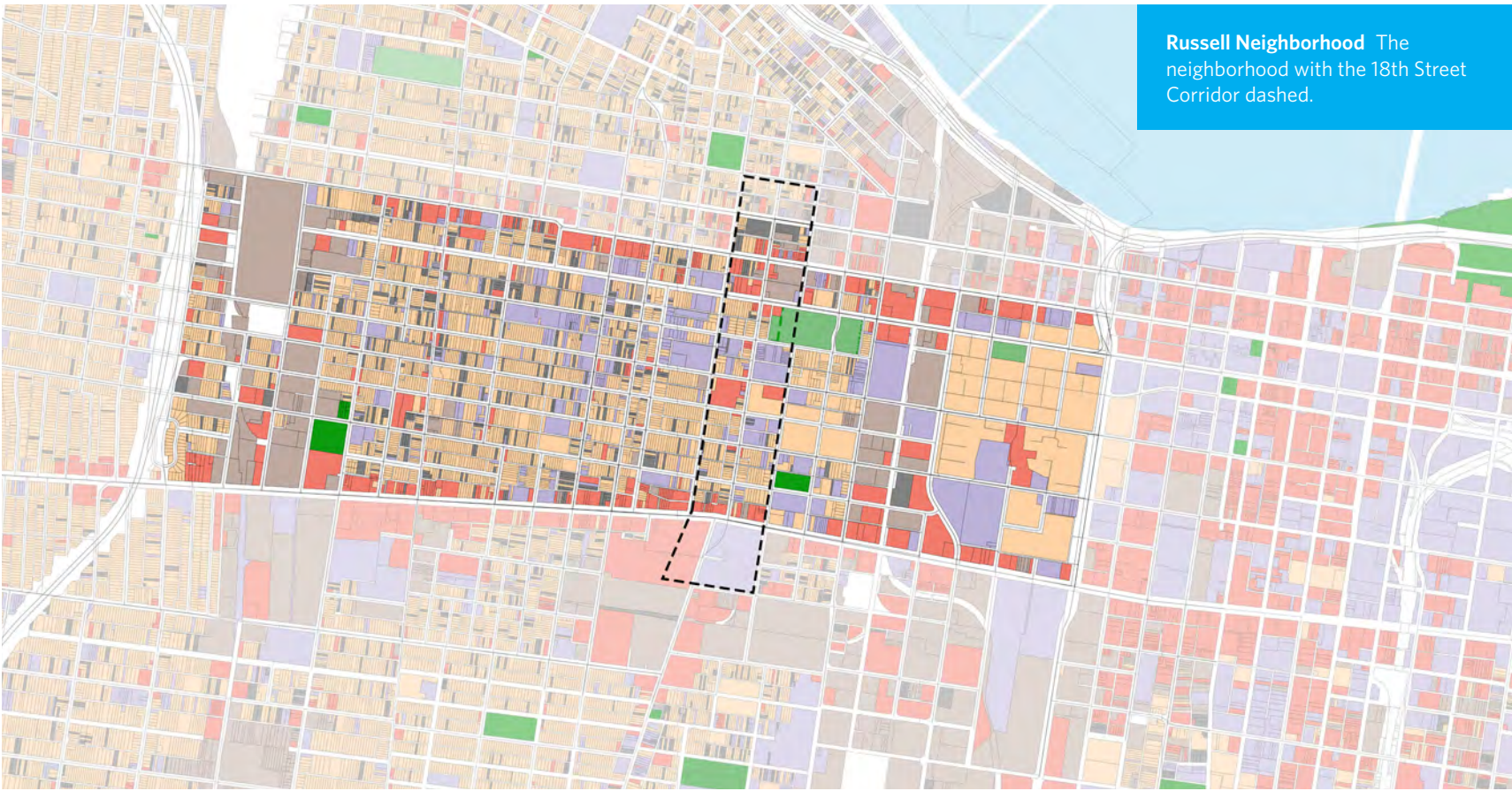
OneWest is a community development corporation, formed in 2014, that is committed to the implementation of a robust built environment for West Louisville.

### Mission

Beautiful, vibrant structures that house great restaurants, affordable grocery options, and high-quality retail and services will increase opportunities for employment and business development while improving the quality of life for residents.

### Proposed Solutions

- Enhancing opportunities for mixed-use development along the 18th Street corridor
- Advancing minority property and business ownership and equity
- Locally-owned and operated restaurants with a focus on fresh, healthy ingredients
- Office space for local businesses in support of West Louisville entrepreneurship
- A transformed streetscape with clean and safe pedestrian-friendly walkways, trees and signage
- New opportunities to convene partners who want to instill community pride, imagination, and a sense of self and place



## CONGRESS FOR THE NEW URBANISM

The Congress was formed in 1993 in reaction to development patterns of the 1980s and 1990s that resulted in largely placeless sprawl. The organization strives to create vibrant neighborhoods again.

### Mission

The Congress for the New Urbanism views disinvestment in central cities, the spread of placeless sprawl, increasing separation by race and income, environmental deterioration, loss of agricultural lands and wilderness, and the erosion of society’s built heritage as one inter-related community-building challenge.

### From the Charter of the New Urbanism

We stand for the restoration of existing urban centers and towns within coherent metropol-

itan regions, the reconfiguration of sprawling suburbs into communities of real neighborhoods and diverse districts, the conservation of natural environments, and the preservation of our built legacy.

We advocate the restructuring of public policy and development practices to support the following principles: neighborhoods should be diverse in use and population; communities should be designed for the pedestrian and transit as well as the car; cities and towns should be shaped by physically defined and universally accessible public spaces and community institutions; urban places should be framed by architecture and landscape design that celebrates local history, climate, ecology, and building practice.

## CONCLUSION

Both OneWest and the CNU believe that mixed-use, pedestrian-oriented commercial streets are vital to the overall health of a neighborhood. Harnessing ZVA’s experience in residential market analysis, UDA’s and Ray Gindroz’s 55 years of experience in community engagement, urban design, and the revitalization of cities, the team dedicated itself to envision a viable, resilient, and beautiful heart for West Louisville.



# PROCESS

UDA worked with OneWest to organize a three-step planning process — listening, testing ideas, and deciding. The process unfolded over a four-day workshop that engaged West Louisville residents and stakeholders.

## COMMUNITY ENGAGEMENT

This three-step process prioritizes authentically listening to stakeholders and residents with multiple feedback loops and invites all partners to participate in the decision-making process. At each stage, we listen, repeat back, and invite input to be incorporated into the urban design and policy recommendations.

### Step 1: Listening, Learning, and Understanding

- In-depth download from OneWest staff about planning work to-date
- OneWest-led tour of the neighborhood which included documenting existing conditions and talking with key business owners along the 18th Street Corridor
- Meetings with key stakeholders, business owners, non-profits, and church leaders who will be instrumental in implementing the vision
- Community open house to listen to input from the community about strengths, weaknesses, and opportunities for the 18th Street Corridor

### Step 2: Testing Ideas

- A workshop format helped to translate the collective visions into drawings
- Meetings with stakeholders throughout the week to listen, share drawings and make adjustments based on feedback

- Community open houses and meetings to present the vision and incorporate the neighborhood’s input and direction
- ### Step 3: Deciding
- Refinement of the vision based on the direction of the workshop
  - Exploration of sequencing and setting priorities and areas of focus for early-action projects
  - Specific recommendations and actions that public agencies can take to facilitate and implement the preferred alternative.

## STAKEHOLDERS & PARTNERS

An important part of the planning process was directly involving stakeholders and potential partners to create a cohesive vision for the 18th Street Corridor.

### Who we met with

- Community members
- Non-profit and service providers
- Religious and faith community
- Business owners
- Neighborhood associations
- Schools and educators
- Metro government departments and Louisville Forward
- OneWest board members



**Community Engagement** Residents listen to presentations and provide feedback on drawings during initial community open house.

## WORKSHOP AGENDA

- Wednesday, March 6<sup>th</sup>
  - Kick-off meetings and site tour
  - Listening meetings
  - Community open house
- Thursday, March 7<sup>th</sup>
  - Listening meetings
- Friday, March 8<sup>th</sup>
  - Team working time
- Saturday, March 9<sup>th</sup>
  - Final presentation



Team members coordinate on the site tour



Listening to local business owners on the site tour



Residents participate in a community open house



# ANALYSIS

In order to help shape the future, the team began by understanding the Russell neighborhood’s history, evolution, and physical form.

## WEST END HISTORY

### Early History

Louisville’s West End is comprised of the following nine neighborhoods: Algonquin, California, Chickasaw, Park DuValle, Park Hill, Parkland, Portland, Russell, and Shawnee. West Louisville expanded in the 1800s not long after the city was founded in 1778. California and Smoketown neighborhoods were primarily black while Shawnee and Parkland were mostly white. Broadway played a central role in the Civil War, including the establishment of Freedmen’s and Refugees Home at 18th & Broadway that sheltered freed blacks. The annexation of the neighborhoods brought West Louisville to its current size in 1922. By the late 1800s, whites dominated the far west area except for the black working-class families living in what is now known as Park DuValle neighborhood. Concentrations of black families lived in the near west neighborhoods. Manufacturing and tobacco led the economy, followed closely by furniture making, bathroom fixtures, breweries, and distilleries. (Source: Louisville Metro Government’s “West Louisville Strategies for Success”).

### Post World War I

World War I and the availability of automobiles and new roads gave residents more flexibility in living farther away from their jobs. The 1937 flood and another serious flood eight years later displaced thousands of families and closed businesses, leading to a recession. It

wasn’t until Rubbertown’s creation and boom around the time of World War II that many of the lost jobs were recovered. City renewal efforts in the late 1930s wiped out several historic African-American businesses. White flight accelerated with the white population falling by 90% between 1950 and 2010. By 1970, many black families had left West Louisville and the black population fell by 30% by 2010. Flight combined with the national recession that began in 2007 resulted in thousands of vacant and abandoned properties in West Louisville.

### Today

Beginning with the migration to suburbs in the 1950 and 60s, West Louisville had fallen out of the economic mainstream. This fact is particularly evident when making a side-by-side comparison of West and East Louisville on the number of owner-occupied homes, unemployment, and residents with college degrees.

- Unemployment — 13.4% vs. 3.9%
- Median household income — \$21,733 vs. \$59,600
- Bachelor’s degree or higher — 7% vs. 55%
- Owner-occupied home — 33% vs. 57%

The population overall has declined significantly over the last 60 years, from a high of approximately 150,000 in the 1950s to about 67,000 today. The migration out of West Louisville to other parts of the city has led to significant numbers of vacant and abandoned



**Jefferson Street** A residential street in the western part of the neighborhood

properties in West Louisville –nearly 7,000 at the end of 2012. (Source: U.S. Census Bureau’s American Community Survey, 2007-2011.)

Rates of poverty are highest in West Louisville, especially among female households with no adult male residents and non-family households. As such, the majority of housing units in West Louisville are rented. The decline in homeownership in the West Louisville neighborhoods between 1990 and 2012 has affected neighborhood stability, as properties have fallen into disrepair due to deferred maintenance. (Source: RKG/Metro Louisville Government Vacant and Abandoned Property (VAP) Neighborhood Revitalization Study, 2013.)

All of these setbacks, inequalities, and deficiencies impact the overall quality of life for

West Louisville residents. An investment in the built environment will make a significant positive impact on the overall well-being of West Louisville citizens.



**Broadway** Recently purchased buildings by OneWest



**Italianate** A typical style found in the neighborhood



# Residential Market Potential

## PURPOSE

Zimmerman/Volk Associates prepared an analysis of residential market potential for the 18th Street corridor. The purpose of this study was to determine the optimum residential mix and optimum market position for new mixed-income dwelling units that could potentially be constructed within redevelopment sites along the 18th Street Corridor. The optimum market position is derived from the housing preferences, financial capacities, and lifestyle characteristics of the target households and is predicated on the location, visibility, and physical attributes of individual sites along the corridor.

## SUMMARY

There is significant market support for new mixed-income housing within the redevelopment of the 18th Street corridor, including mixed-income multi-family rental units, attached for-sale townhouses, and detached for-sale houses.

### Who has the potential to live here?

The following general market segments, by life stage, represent the groups most likely to move to the corridor over the next 5-7 years.

- Younger singles and childless couples – 53.4%
- Traditional & non-traditional family households – 27.4%
- Empty nesters and retirees – 19.2%

### What can renters and buyers pay?

The rents and price points for new mixed-income housing units that could be developed along the Corridor are derived from the income and equity levels of potential renter and buyer households. Based on the Louisville, KY-IN Metro area fair market rents established by HUD in 2018, the Louisville average median income (AMI) is \$71,500 for a family of four. This study focuses on families with incomes at 50% or more of the AMI, due to the difficulty of these potential purchasers to have the financial capacity for a down payment or to carry a mortgage without substantial financial assistance. Please see the 3 charts to the right for detailed information concerning rent and sale prices organized by type, AMI, and base rent/sale prices.

### How fast can units lease up or sell?

Over the next 5-7 years, the market could capture 133-168 units annually of the 1,257 households that have the potential to move to Russell each year. Therefore as many as 665 to 840 new mixed-income units could be absorbed over a 5-year timeframe. For mixed-income multi-family this capture rate is 12-15% annually. For-sale units have a lower annual capture rate (10-12.5% for attached units and 5-7.5% for detached units). Please see the chart titled *Annual Capture of Market Potential* for more information.

#### ANNUAL CAPTURE OF MARKET POTENTIAL

Housing Type	Number of Households	Capture Rate	Number of New Units
Multi-Family For-Rent	893	12-15%	108-134
Single-Family Attached For-Sale	117	10-12.5%	12-15
Single-Family Detached For-Sale	257	5-7.5%	13-19
Total	1,257		133-168

#### MULTI-FAMILY FOR-RENT

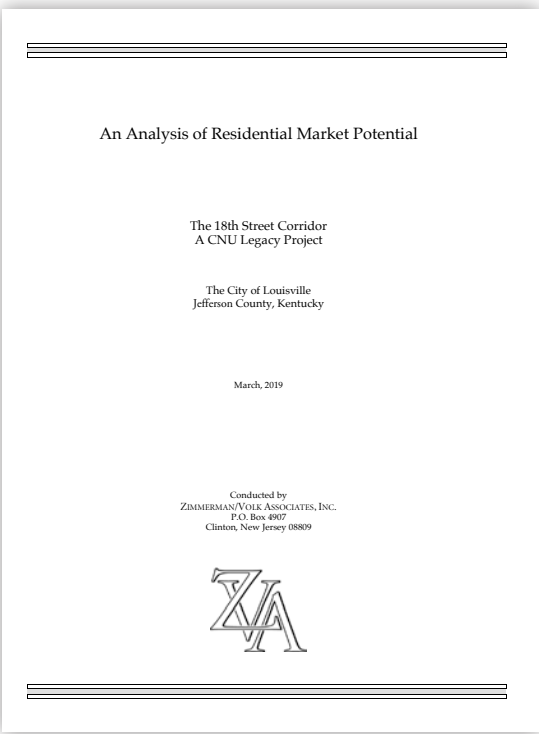
Household AMI	Unit Type	Base Rent	Base Unit Sizes	Base Rent/SF	Annual Absorption
Below 50% AMI		-	-	-	49-61
50%-80%	1 bedroom/1-bath	\$725-\$1,125	650 sf-750 sf	\$1.12-\$1.50	13-16
	2 bedroom/1-bath	\$805-\$1,250	850 sf-900 sf	\$0.95-\$1.39	
	2 bedroom/2-bath	\$900-\$1,400	1,000 sf-1,100 sf	\$0.90-\$1.27	
	3 bedroom/2-bath	\$1,035-\$1,600	1,300 sf-1,400 sf	\$0.80-\$1.14	
80% and above	Studio/1-bath	\$950-\$1,000	450 sf-550 sf	\$1.82-\$2.11	46-57
	1 bedroom/1-bath	\$1,250-\$1,300	650 sf-750 sf	\$1.73-\$1.92	
	2 bedroom/1-bath	\$1,400-\$1,450	850 sf-900 sf	\$1.61-\$1.65	
	2 bedroom/2-bath	\$1,550-\$1,650	1,000 sf-1,100 sf	\$1.50-\$1.55	
					108-134

#### SINGLE-FAMILY ATTACHED FOR-SALE

Household AMI	Unit Type	Base Sale Price	Base Unit Sizes	Base Sale Price/SF	Annual Absorption
Below 50% AMI		-	-	-	5-6
50%-80%	2 bedroom/1.5-bath	\$135K-\$150K	1,000 sf-1,200 sf	\$125-\$135	1-2
	3 bedroom/1.5-bath	\$155K-\$175K	1,300 sf-1,400 sf	\$119-\$125	
80% and above	2 bedroom/2.5-bath	\$195K-\$205K	1,250 sf-1,350 sf	\$152-\$156	6-7
	3 bedroom/2.5-bath	\$215K-\$225K	1,450 sf-1,500 sf	\$148-\$150	
					12-15

#### SINGLE-FAMILY ATTACHED FOR-SALE

Household AMI	Unit Type	Base Sale Price	Base Unit Sizes	Base Sale Price/SF	Annual Absorption
Below 50% AMI		-	-	-	5-8
50%-80%	2 bedroom/2-bath	\$145K-\$160K	1,100 sf-1,300 sf	\$123-\$132	2-2
	3 bedroom/2-bath	\$165K-\$185K	1,400 sf-1,500 sf	\$118-\$123	
80% and above	2 bedroom/2-bath	\$230K-\$245K	1,400 sf-1,550 sf	\$158-\$164	6-9
	3 bedroom/2.5-bath	\$250K-\$265K	1,600 sf-1,750 sf	\$151-\$156	
					13-19



## ZIMMERMAN/VOLK ASSOCIATES

- ZVA's residential market study provides direction for planning, design, and policy decisions, and the revenue assumptions for a development pro forma.
- ZVA brought 31 years of experience and market experience in 47 states to this project.



# Neighborhood Context

## RUSSELL NEIGHBORHOOD

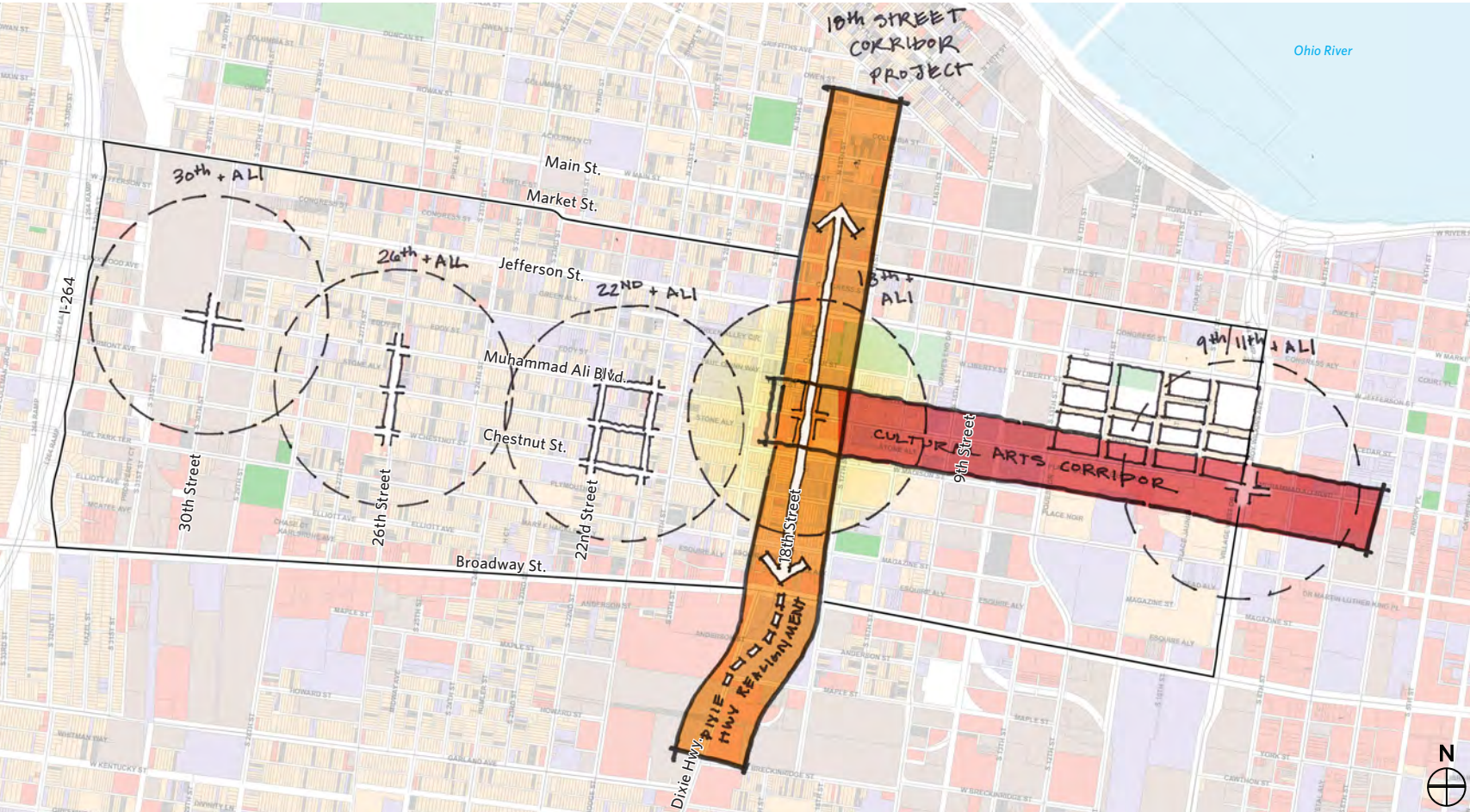
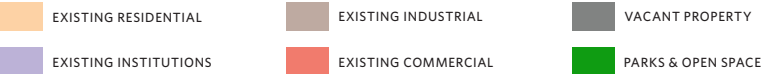
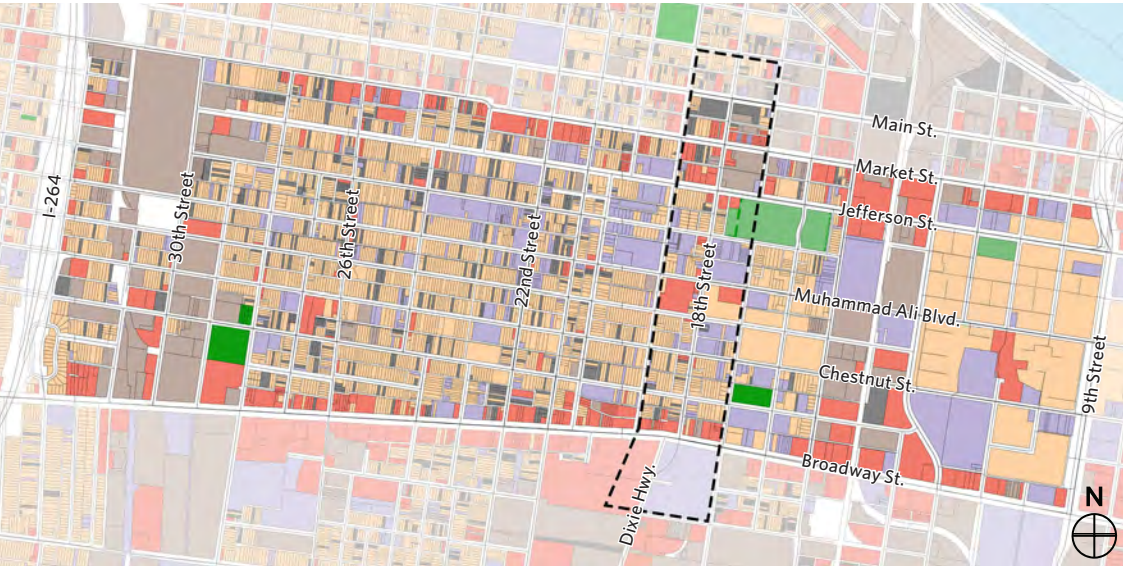
The Russell neighborhood is bound by Market Street to the north, Broadway Street to the south, 9th Street to the east, and I-264 to the west. The western edge of the neighborhood is disconnected from the Shawnee neighborhood by the highway and large industrial uses, resulting in only four east/west streets that connect the two neighborhoods.

The majority of the commercial is located along Broadway Street, however the uses are auto-oriented and do not contribute to the walkability of the neighborhood.

18th Street is a critical north/south connection within the neighborhood — it contains more retail than the other north/south streets. The recent realignment of the Dixie highway transforms 18th Street into a gateway for the neighborhood, with opportunities to support pedestrian-oriented retail and locally-owned businesses.

## CHOICE NEIGHBORHOODS

The Choice Neighborhoods program leverages significant public and private dollars to support locally driven strategies that address economically struggling neighborhoods with distressed public or HUD-assisted housing



through a comprehensive approach to neighborhood transformation. This program helps communities transform neighborhoods by revitalizing severely distressed public and/or assisted housing and catalyzing improvements in the neighborhood, including vacant property, housing, businesses, services and schools.

## TRANSFORMATION PLAN NODES & CORRIDORS

### CULTURAL ARTS CORRIDOR

- The Sustainable Design Assessment Team (SDAT) delineated Muhammad Ali Boulevard from 6th Street to 18th Street as a Cultural Arts corridor.
- The Vision Russell Transformation Plan supports the recruitment of artists, entertainment production vendors, and businesses to occupy the ground floor along as much of this street as possible.

### 18TH STREET CORRIDOR

- Dixie Highway's recent realignment to 18th Street can be a catalyst to businesses along the corridor.
- The corridor is already becoming a location for business incubation.
- This corridor links Broadway and Market Streets to the proposed Cultural Arts corridor as well as the rest of downtown.

### NODES

- The Vision Russell Transformation Plan proposes 6 neighborhood centers. These are shown above with a 5-minute walk indicated by the dashed radius.

#### First priority (according to Transformation Plan)

- 18th Street and Broadway Street
- 18th Street and Muhammad Ali Boulevard
- 11th Street and Muhammad Ali Boulevard

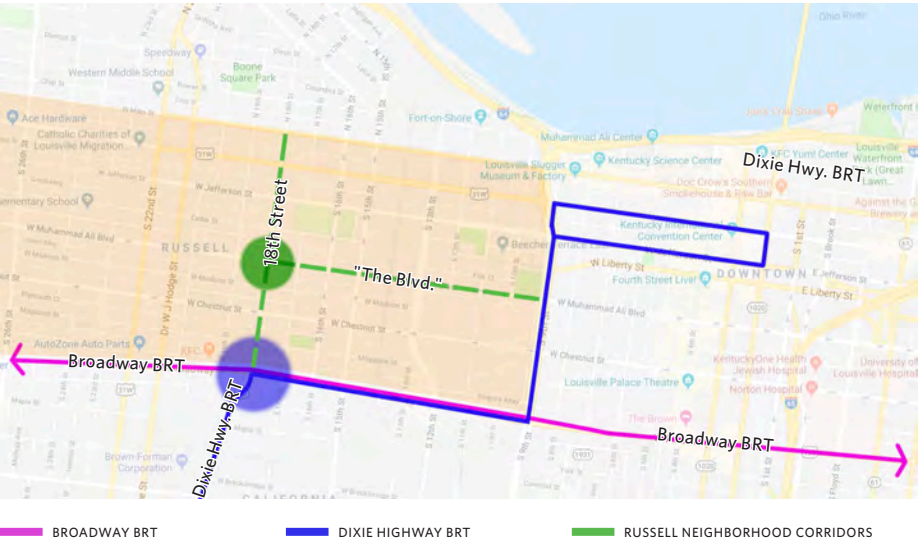
#### Second priority (according to Transformation Plan)

- 30th Street and Muhammad Ali Boulevard
- 26th Street and Muhammad Ali Boulevard
- 22nd Street and Muhammad Ali Boulevard



# Connecting Opportunity to Strength

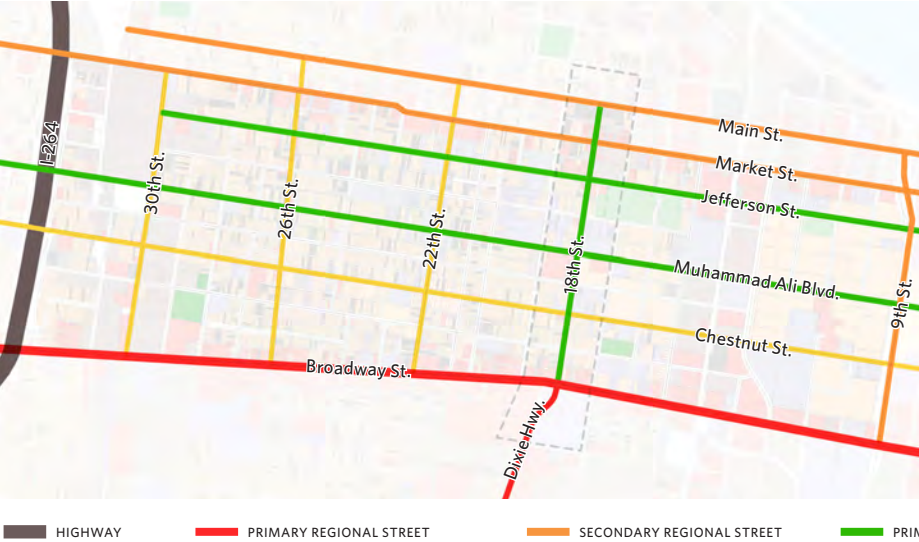
## TRANSIT CONNECTIVITY



### BRT Lines

18th Street sits at a key location in the region’s transit network. The Dixie Highway BRT is under development now, and turns towards Downtown at 18th Street and Broadway. In the future, a second BRT will be developed along Broadway, connecting the city’s western neighborhoods. These two routes will overlap for approximately seven blocks, with opportunities for transfers at 18th Street and Broadway. Already one of the busiest bus stops in the system, this junction will grow in importance when the two lines are in full operation. 18th Street will be activated by pedestrian traffic and connected to economic strength Downtown and beyond.

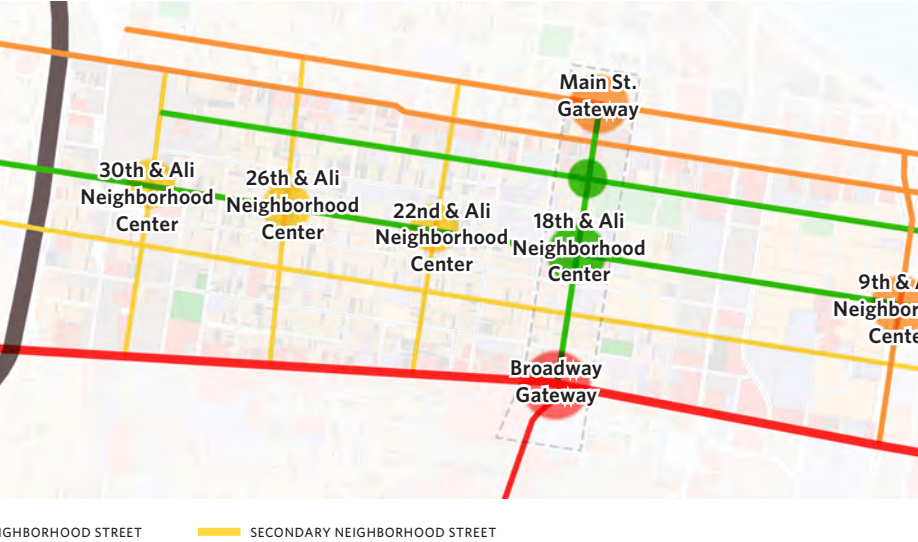
## STREET CONNECTIVITY



### Hierarchy

The streets in the Russell neighborhood have a range of functions and characters. To the south, Broadway is a larger scale regional connector. Similarly, Main and Market Streets play second roles in connecting to Downtown. Muhammad Ali Boulevard, Jefferson, and 18th Street are more walkable streets, with slower moving traffic and opportunities for retail and pedestrian-oriented uses. Muhammad Ali is designated as a Cultural Arts Corridor for the Russell neighborhood. Chestnut, 22nd, 26th, and 30th are of similar scale, but their roles are secondary and will develop after the primary neighborhood streets.

## NEIGHBORHOOD NODES



### Focus on the Intersection of Neighborhood Streets

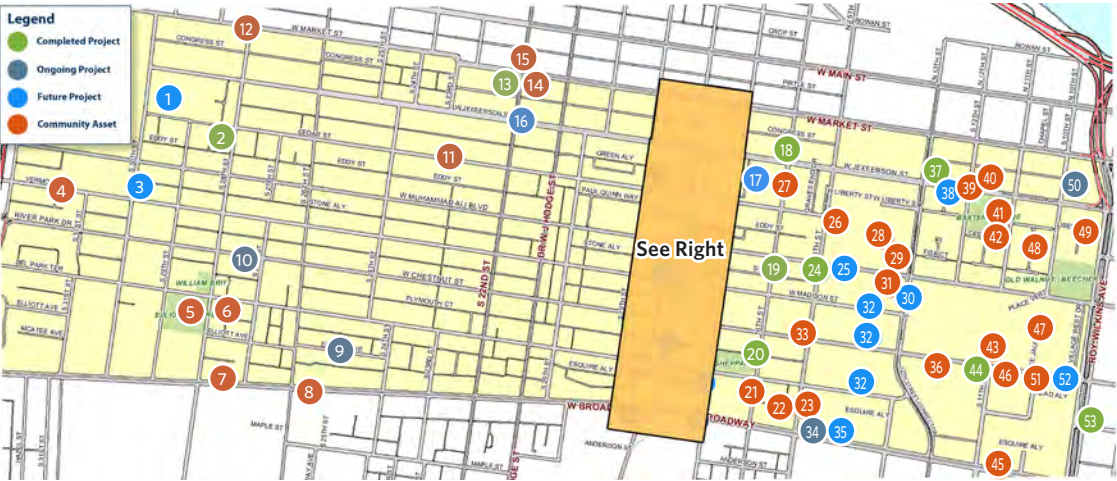
Critical nodes within the Russell neighborhood occur at locations where key transit routes and prominent streets intersect. These nodes represent an opportunity to cluster uses that benefit the entire community, such as institutions, recreation facilities, incubators, as well as retail that meets residents’ everyday needs. The nodes along 18th Street respond to the types of streets they are located along. Importantly, 18th Street and Muhammad Ali is located at the intersection of two neighborhood streets and is already the location where neighborhood uses have begun to cluster.



# Russell Neighborhood Investment

## PROJECTS & OPPORTUNITIES

The following diagrams indicate the ongoing and proposed projects, investments, initiatives and opportunities within the neighborhood.



- |  |   |
|--|---|
| 1 FUTURE LOUISVILLE URBAN LEAGUE SPORTS AND LEARNING COMPLEX | 14 CATHOLIC CHARITIES THE COMMON TABLE RESTAURANT AND CULINARY TRAINING PROGRAM |
| 2 PRODUCE PARK PUBLIC ORCHARD                                | 15 OASIS POP-UP GROCERY   |
| 3 MADISON STREET WAREHOUSE                                   | 16 RUSSELL DREAM CENTER   |
| 4 BLACKSMITH IRON WORKS                                      | 17 1718 FLUX CARNEGIE LIBRARY REDEVELOPMENT                                     |
| 5 ELLIOT PARK  | 18 OUERBACK MANSION, REHABBED AFFORDABLE HOUSING                                |
| 6 OAK AND ACORN INTERGENERATIONAL CENTER                     | 19 PUBLIC MURAL SITE  |
| 7 NIA CENTER — KENTUCKIANA WORKS JOB FORCE CENTER            | 20 SHEPPARD PARK SPRAYGROUND  |
| 8 LYLE'S MALL  | 21 ROOSEVELT PERRY ELEMENTARY SCHOOL  |
| 9 "KEEPING IT REAL" ELLIOT STREET REDEVELOPMENT              | 22 LOUISVILLE URBAN LEAGUE  |
| 10 ST. CHARLES BORROMEO ADAPTIVE REUSE PROJECT               | 23 POP-UP MINIATURE GOLF COURSE   |
| 11 BYCK ELEMENTARY SCHOOL                                    | 24 PUBLIC MURAL BY ARTIST BRYAN HOLDEN  |
| 12 GALANS MEAT MARKET  | 25 FUTURE SMART STOP SITE   |
| 13 SMART STOP LOCATION                                       | 26 JOSHUA TABERNACLE CHURCH   |

- |  |  |
|--|--|
| 27 WESTERN CEMETERY  | 37 SMART STOP SITE                                     |
| 28 CENTRAL HIGH SCHOOL STADIUM AND LOUISVILLE FENCING CENTER                                       | 38 SITE OF THE VILLAGES @ WEST JEFFERSON               |
| 29 JUNIOR ACHIEVEMENT OF KENTUCKIANA   | 39 ST. PETER'S CHURCH OF CHRIST                        |
| 30 LCCC BUSINESS PLAZA   | 40 LOUISVILLE FIRE DEPARTMENT HEADQUARTERS             |
| 31 LOUISVILLE CENTRAL COMMUNITY CENTERS OLD WALNUT STREET CAMPUS AND PNC GIGABIT EXPERIENCE CENTER | 41 BAXTER SQUARE PARK                                  |
| 32 FUTURE RAILROAD OVERPASS MURAL SITES  | 42 BAXTER COMMUNITY CENTER                             |
| 33 SWEET EVENING BREEZE LGBT YOUTH SHELTER   | 43 COLERIDGE TAYLOR ELEMENTARY SCHOOL                  |
| 34 RUSSELL NEIGHBORHOOD HEALTH CENTER SITE   | 44 SMART STOP SITE                                     |
| 35 HOUSING PARTNERSHIP INC. MIXED-USE DEVELOPMENT  | 45 TRANSIT AUTHORITY OF RIVER CITY (TARC) HEADQUARTERS |
| 36 CENTRAL HIGH SCHOOL   | 46 LOUISVILLE FREE PUBLIC LIBRARY — WESTERN BRANCH     |
| 37 SMART STOP SITE   | 47 CITY VIEW APARTMENTS                                |
| 38 SITE OF THE VILLAGES @ WEST JEFFERSON   | 48 BEECHER TERRACE                                     |
| 39 ST. PETER'S CHURCH OF CHRIST  | 49 LCCC'S MINI-VERSITY CHILD DEVELOPMENT CENTER        |
| 40 LOUISVILLE FIRE DEPARTMENT HEADQUARTERS   | 50 HENRY GREENE APARTMENTS                             |
| 41 BAXTER SQUARE PARK  | 51 CHESTNUT YMCA                                       |
| 42 BAXTER COMMUNITY CENTER   | 52 HISTORIC QUINN CHAPEL                               |
| 43 COLERIDGE TAYLOR ELEMENTARY SCHOOL  | 53 AARP LIVABLE COMMUNITIES INITIATIVE                 |
| 44 SMART STOP SITE   |  |



- |   |   |
|---|---|
| 1 VACANT SITE — FUTURE DEVELOPMENT                                  | 9 SHOTGUN HOUSES TO BE REDEVELOPED INTO RESTAURANTS AND RETAIL                  |
| 2 LOT INFORMALLY BEING USED FOR PARKING                             | 10 PARKING LOT TO BE REDEVELOPED INTO A MIXED-USE SITE                          |
| 3 CITY OWNED LOTS — REDEVELOPMENT OPPORTUNITY                       | 11 CITY OWNED VACANT LOTS FOR REDEVELOPMENT                                     |
| 4 CARNEGIE LIBRARY TO BE REDEVELOPED INTO COMMUNITY/ CULTURAL SPACE | 12 SHIPPING CONTAINER - RETAIL/COMMUNITY SPACE WITH GARDEN                      |
| 5 PARKING LOT — AFRICAN AMERICAN HERITAGE FOUNDATION                | 13 ADAPTIVE REUSE OF EXISTING BUILDINGS BY ONEWEST                              |
| 6 OPPORTUNITY BLOCK   | 14 WEST END YMCA — PUBLIC ART PAVILION AND POTENTIAL ELEMENTARY SCHOOL LOCATION |
| 7 BUILDING TO BE REDEVELOPED (INCUBATOR OR RESIDENTIAL UNITS)       | 15 PASSPORT HEALTH HEADQUARTERS (PROJECT ON HOLD)                               |
| 8 POSSIBLE RESIDENTIAL OR COMMERCIAL LINER BUILDINGS                | 16 CEDAR STREET INFILL HOUSING  |



# Strengths, Weaknesses, and Opportunities

## THREE QUESTIONS

During the opening community meeting we engaged residents, business owners, and neighborhood leaders and organizations and asked them 3 simple questions.

1. What are the strengths of 18th Street?
2. Where are the weaknesses or challenges to be overcome?
3. What is your vision for the future?
  - What uses would you like to see?
  - What should the street feel like?

Maps of the neighborhood were placed around the room and attendees were given three dots of each color to place on the maps.

### Green Dots

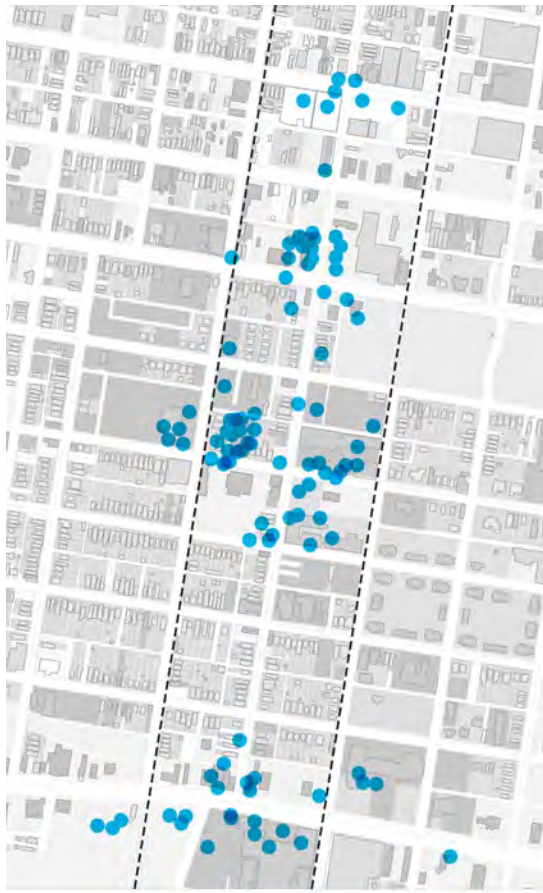
Green dots were placed on the best places along the 18th Street corridor.

### Red Dots

Red dots were placed on problem places.

### Blue Dots

Green dots were placed on opportunity sites or places where people had a vision for the future.



**Community Input** Residents discuss where dots should be placed

## STRENGTHS

1. Strong families and community
2. Historic homes and buildings
3. Black-owned businesses and land
4. Western branch library
5. Strong African American institutions (Central HS, churches)
6. Chef Space & Sweet Peaches
7. New YMCA, Louisville Central Community Center (LCCC)
8. African American Heritage Corridor along Muhammad Ali (Arts, Culture, + Innovation)
9. Customer base for businesses, local buying power

## WEAKNESSES

1. Disinvestment, vacant/abandoned buildings and land
2. Lack of good paying jobs, inability to finance homes and businesses
3. Activity along 18th Street is discontinuous
4. Food desert (lack of a grocery)
5. Lack of trust, especially when things that were promised don't happen
6. Lack of trees and green space
7. Lack of positive activities for youth
8. Negative perception of crime
9. Lack of mental health services
10. Broadway is dangerous to cross
11. Liquor stores

## OPPORTUNITIES

1. Destination retail street with shops and sit-down restaurants (an economic node and place to be)
2. Make it green (street trees, planters)
3. Support and grow local and black-owned businesses/property ownership
4. Better lighting; lamp posts along 18th Street
5. Focus on health; access to groceries, healthy food and health clinics in walking distance
6. Develop training and education programs for the community
7. Black business district, with cultural stores
8. Family-friendly and youth activities
9. Recreation and exercise opportunities
10. Renovate the Royal Theater and buildings on Broadway
11. Safe crossing across Broadway



# 18TH STREET CORRIDOR PLAN

The 18th Street Corridor Plan grew out of the community’s vision. It knits together ongoing projects and new opportunities into a coordinated strategy.

## GREEN AND BLUE DOT CLUSTERS

When the green and blue dots were overlaid on top of one another, they clustered tellingly around four nodes: 18th and Main Street, 18th and Jefferson Street, 18th and Muhammad Ali Boulevard, and 18th and Broadway Street. The most dots clustered at 18th Street and Muhammad Ali Boulevard.

## NODES AND OPPORTUNITIES

These four clusters align with the same nodes that the Vision Russell Transformation Plan proposed as neighborhood centers. The team prioritized 18th Street and Muhammad Ali and 18th Street and Broadway based on the community input and the Transformation Plan. Fully utilizing opportunity sites within the neighborhood fabric and concentrating improvements in the public realm around these locations resulted in a singular plan.

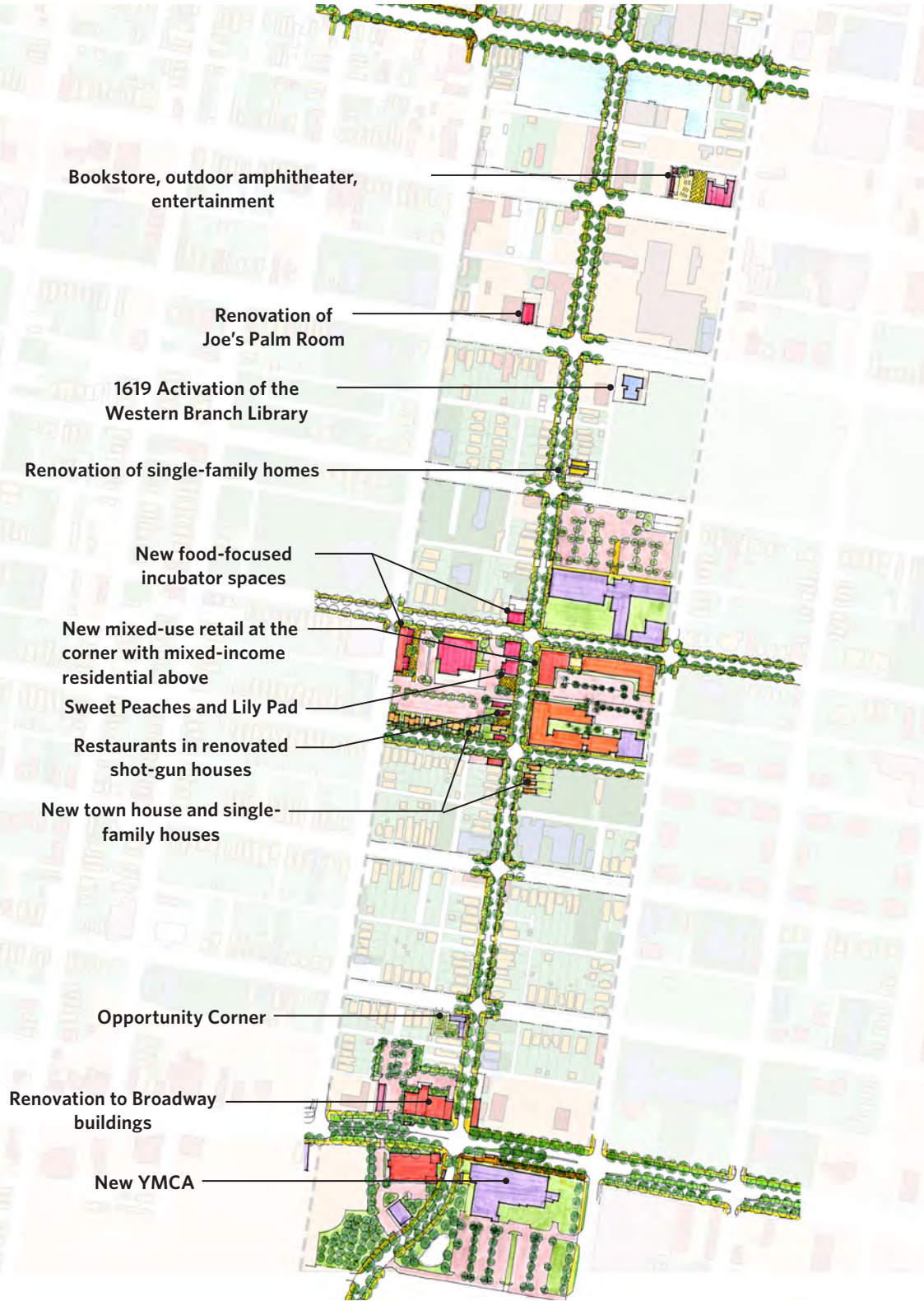
The evolution of the plan is shown here. The areas of focus were identified by the community. Plans for these areas were then developed to realize community goals and capture residential market potential. The final plan for the corridor is shown on the far right.



Community Feedback Opportunity Nodes



Process Sketch Early sketch of the Corridor Plan



Final Recommendations Illustrative drawing of recommendations for 18th Street Corridor



# 18th Street and Muhammad Ali Neighborhood Center

## OPPORTUNITY SITES

The 18th Street and Muhammad Ali Boulevard node is located at the intersection of the Cultural Arts Corridor and a key commercial street in the Russell neighborhood. Anchored by the African American Heritage Foundation, Sweet Peaches, and the recent success of the Chef Space restaurant incubator/community kitchen, residents and neighborhood leaders identified this intersection as the location for a neighborhood center. The plan built on the existing momentum and initiatives in the area.

### Chef Space Block

The block to the southwest of the intersection is the location of several thriving businesses — Sweet Peaches, the Lily Pad, and Chef Space. The frontage along Madison Street could be



Existing Conditions

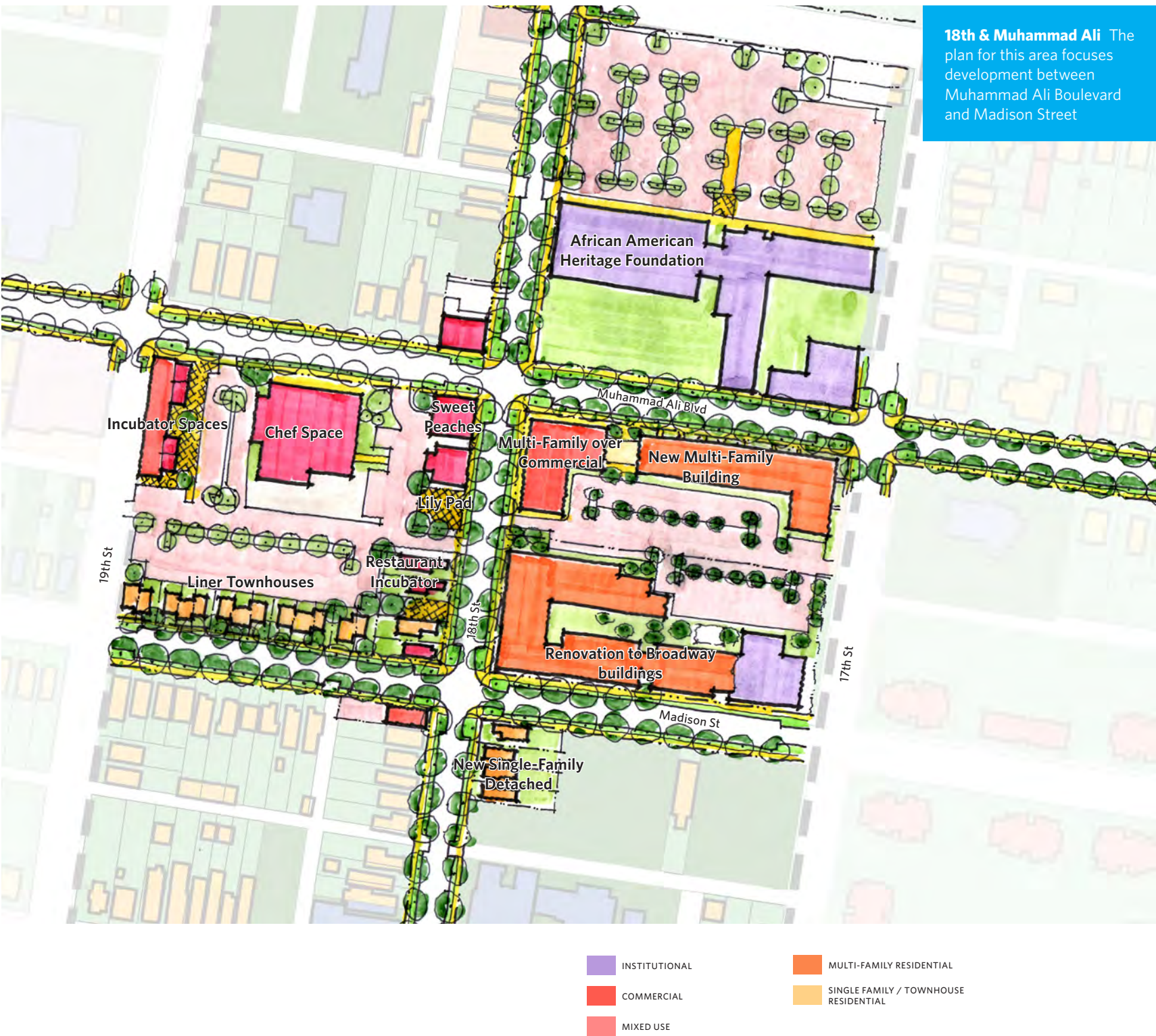
transformed into 13 new townhouses, while the underutilized building along 19th Street could be as an additional incubator space for pop-up restaurants and outdoor activities. OneWest is currently working to transform three single-family houses along 18th Street into restaurants with outdoor dining, supported by Chef Space’s kitchen.

### Russell Apartment Building Block

The block to the southeast of the intersection is currently anchored by the Russell Apartment building. New Directions Housing Corporation is a nonprofit community development corporation that provides affordable housing development in the neighborhood. New Directions plans to add a mixed-use building at the corner with ground floor neighborhood-serving retail and residential units above. This building should front the corner, with strong retail storefront design, including pedestrian-scale building elements such as awnings, signage, wide sidewalks, and street furniture. The building design must communicate a market-rate character, with high quality composition and materials.

### Infill Housing

South of Madison Street, vacant lots offer locations for infill housing. Attainable for-sale cottages could be located to provide opportunities for neighborhood ownership and equity building. This housing should be developed by a neighborhood-based developer focused on minimizing the entry threshold and risk for families.





**INCUBATOR RESTAURANTS**

OneWest has acquired or secured options on three shot gun houses on 18th Street between Madison Street and Muhammad Ali Boulevard. These houses will be renovated, starting Summer of 2019 and will become restaurant incubator opportunities for start up businesses. The houses will include small warming kitchens, and indoor and outdoor dining space. The majority of food preparation will occur in the Chef Space kitchens, allowing the restaurants to operate with lower upfront investment and operating costs. Several of the businesses that have started at Chef Space may be ready to move to larger spaces and would be candidates for the shot gun restaurants. One of the houses is currently occupied by a home owner. The intent is to continue to support and complement the owner-occupied house as a neighbor and integral part of the infill effort. There is no intention to purchase or displace this owner. There is a vacant lot between one of the incubator houses and the owner-occupied house. This vacant lot could become a shared outdoor dining patio to provide additional seating and space for small events or gatherings.



**Incubator Restaurants** Three shot gun houses on 18th Street will become restaurant spaces for start up businesses



**Vision for 18th Street** In the future, 18th Street could be activated with outdoor dining, pedestrian-scale street lighting, street trees, on-street parking, and pop-up spaces



**18th Street Today** A lack of trees, streetscape elements, and underutilized property characterize the block today



**PUBLIC RIGHT-OF-WAY IMPROVEMENTS**

A key component of the revitalization of the 18th Street and Muhammad Ali node will be public investment in the streetscape.

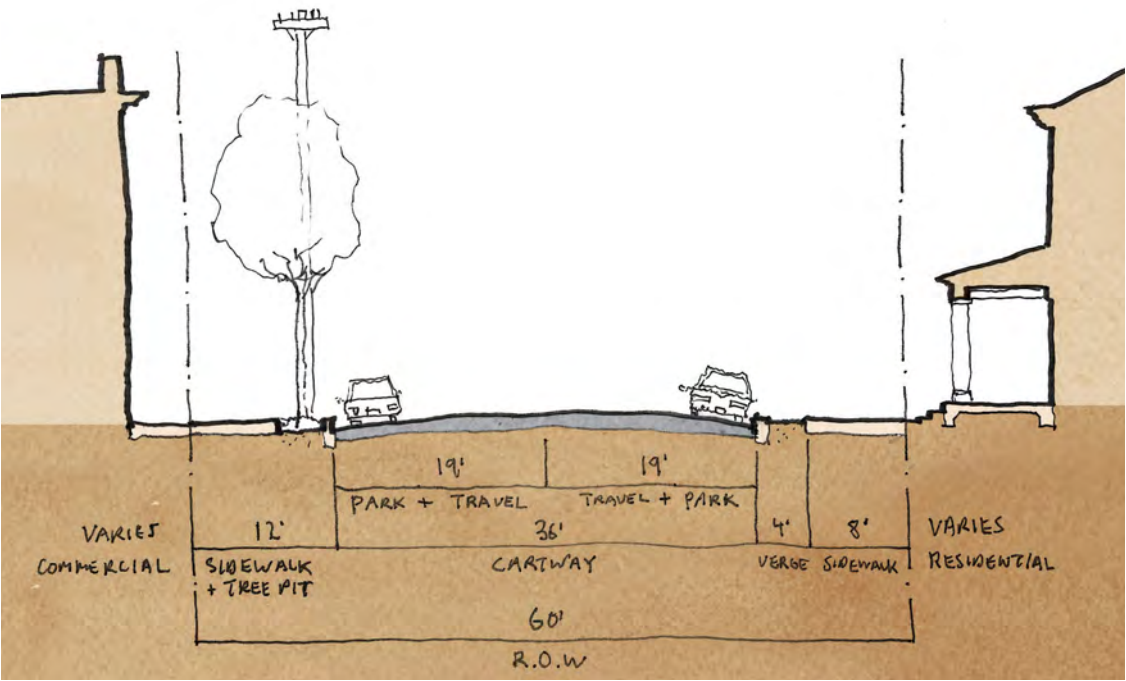
**Muhammad Ali Boulevard**

Muhammad Ali is in the City’s second tier of priority for conversion to a two-way street, following the Downtown streets. This would mean that in the future, it will be possible to drive east on Muhammad Ali Boulevard along the Cultural Innovation Corridor, towards the redeveloped Choice Neighborhoods housing and Downtown. At the time of the two-way conversation, the street should be re-striped, keeping the curbs in their existing location, to allow for on-street parking, wider tree pits, and pedestrian-scale lighting.

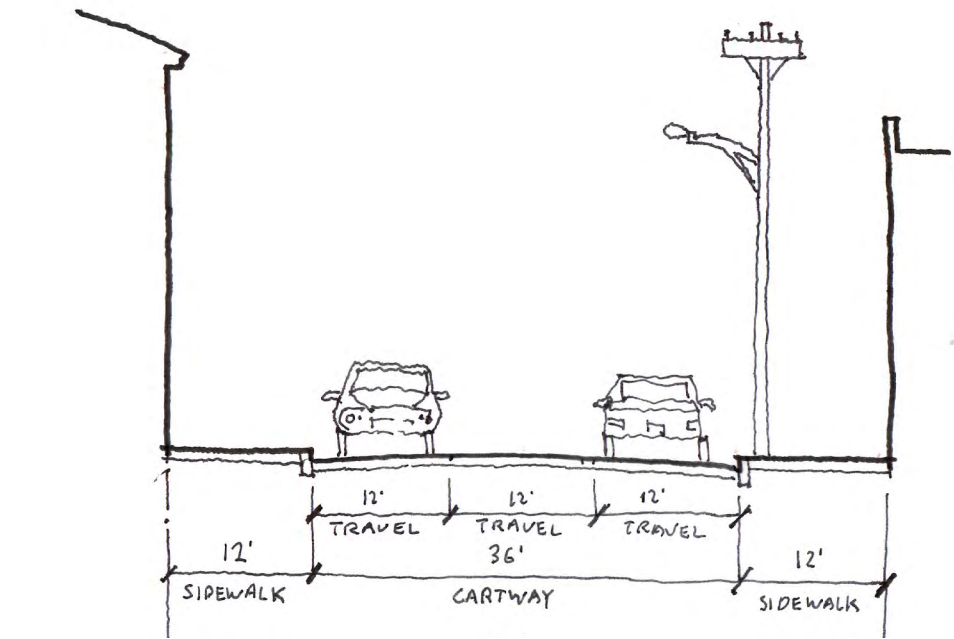
**18th Street**

Improvements to 18th Street for the one block between Madison Street and Muhammad Ali are the top priority public improvement for the 18th Street corridor. For this block (and two blocks to the north and south in the future), the existing curb location will remain, travel lanes will be narrowed to 10.5 feet to slow traffic, tree pits will be widened to allow for new trees and an enhanced canopy, and new sidewalks, street furniture, and pedestrian-scale lighting should be installed.

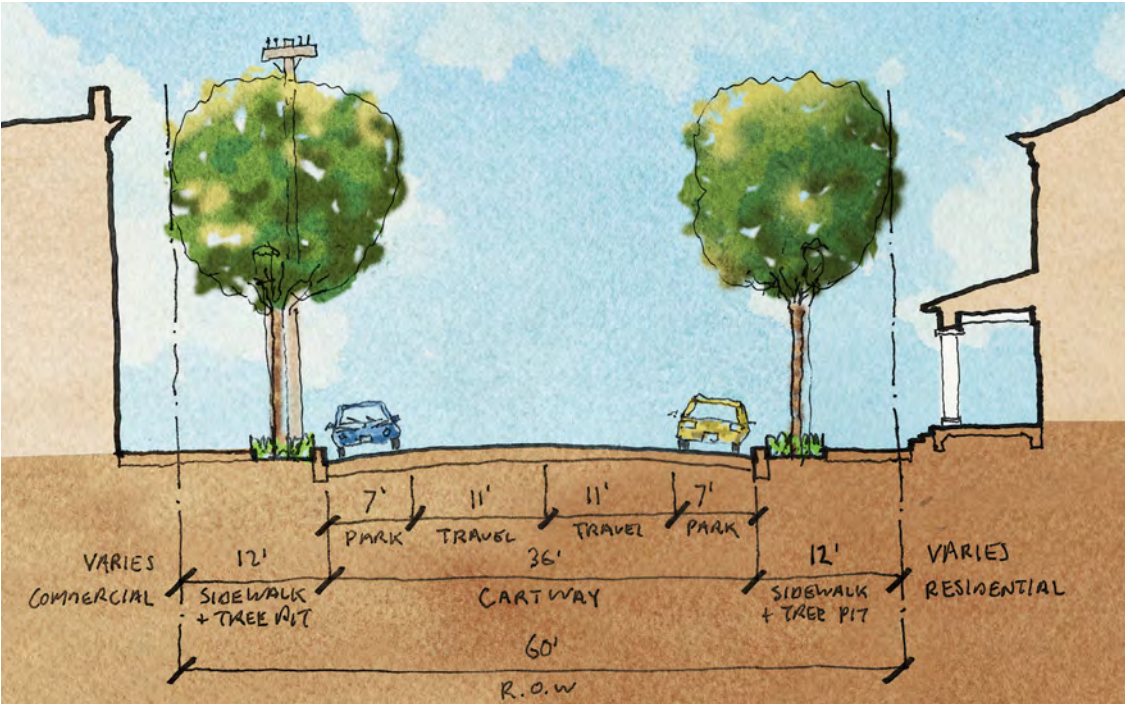
These recommendations were developed collaboratively with the City public works department and received support and consensus from the project partners.



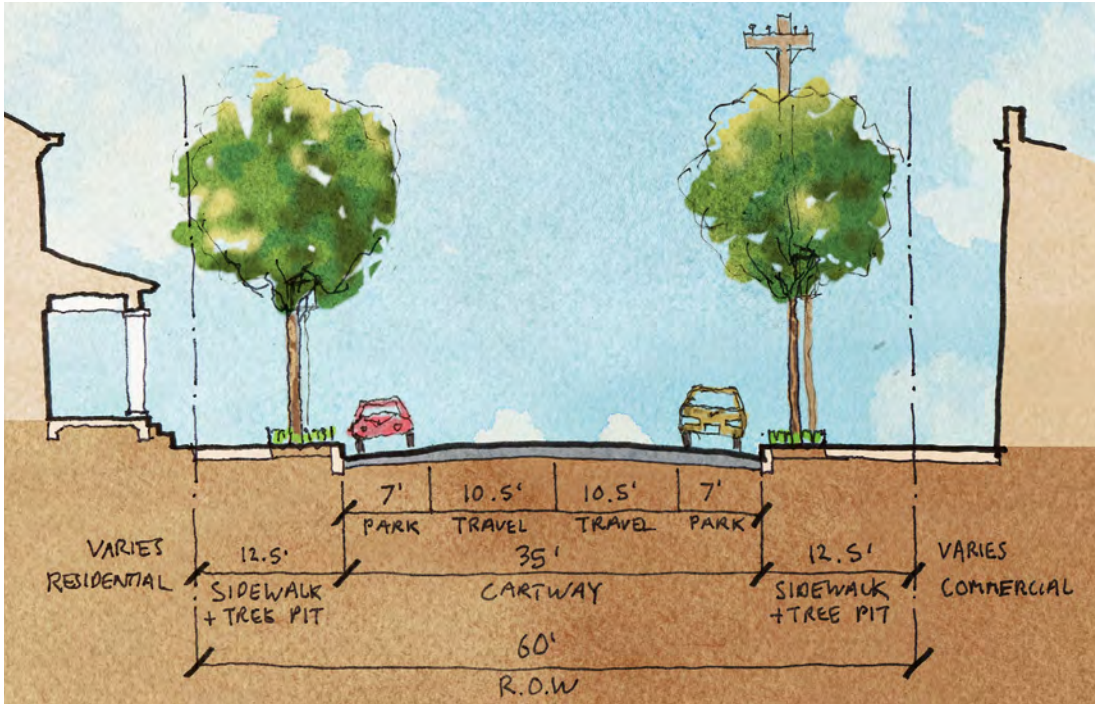
Muhammad Ali Boulevard Existing Conditions



18th Street Existing Conditions



Muhammad Ali Boulevard Proposed Section



18th Street Proposed Section



NEW DIRECTIONS MIXED-USE AND MIXED-INCOME HOUSING

The existing Russell Apartment building currently has 83 units. New Directions would like to add more units on the same block. The program and concept are excellent: They combine 80-100 new apartments with part of the ground floor used for community spaces of various types, including retail incubator spaces to reinforce OneWest’s efforts across 18th Street with new facilities to join Chefs Space and Sweet Peaches.

Current Proposal

The current design proposes several corridor apartment buildings linked by bridges or glass lobbies. The ground floor retail is set back under an arcade on 18th Street and from Mohammed Ali. The proposed parking provides 63 spaces. Two suggestions are provided in order to better integrate a building that is consistent and supportive of the character of the surrounding community.

Recommended Refinements

The team recommends that the proposal be modified to one of the approaches described to the right. The program these alternatives is:

Option 1

- 112 units, 105 parking spaces
- 9,240 sf Retail/Ground floor space

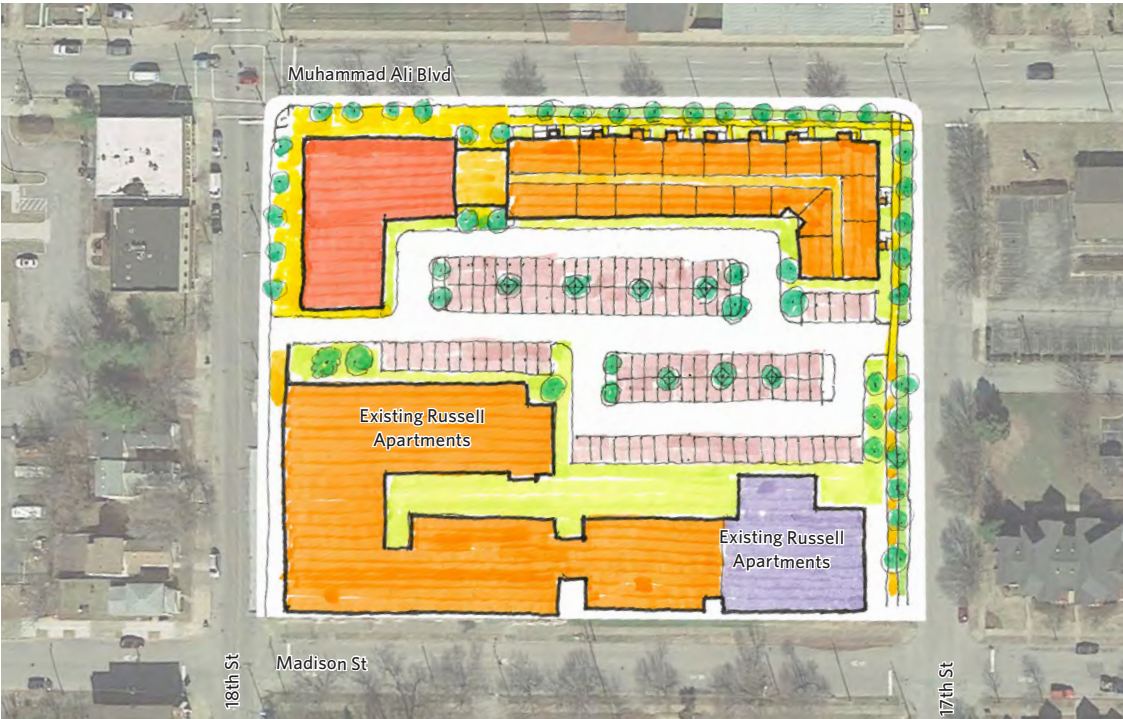
Option 2

- 90 units, 90 parking spaces
- 8,400 sf Retail/Ground floor space

INSTITUTIONAL

MIXED USE

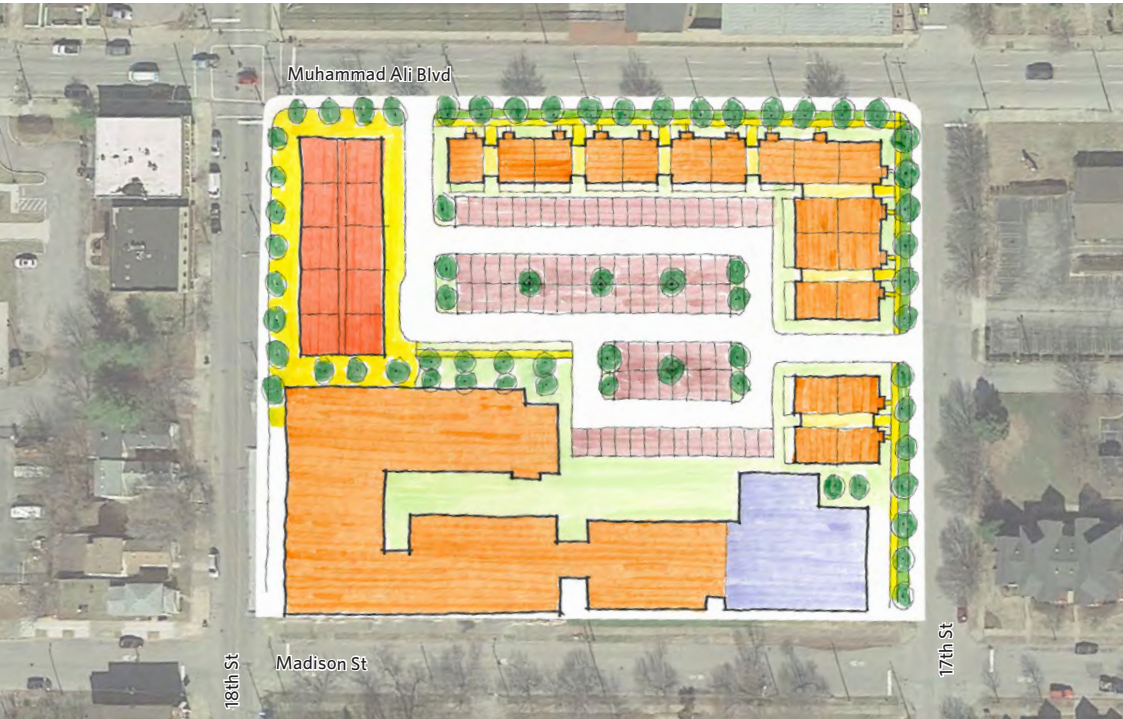
MULTI-FAMILY RESIDENTIAL



OPTION 1: REORGANIZE THE SAME PROGRAM AND BUILDING TYPE

REFINEMENTS

1. The building massing is simplified into two masses connected by a lobby located on Mohammed Ali.
2. The building’s street facade is set back 18’-0” to 20’-0” and creates a perimeter for much of the block.
3. The parking is re-organized into a unified lot with a clear entry on both 17th and 18th Street. It provides 105 spaces, which with on street parking should be sufficient. Trees are planted within the lot without taking parking spaces with diagonal planting boxes.
4. Retail frontage has a wide sidewalk with trees in wells within the paved area.
5. Residential frontage has a planting verge, sidewalk, and small front yards. Ground floor apartments have a porch with direct entry to in order to continue the character of the community.
6. However the plan does not provide any green space within the block which will be important if the rental mix includes families with children. Removing 10-12 parking spaces would provide recreation space, preferably near the Lobby.



OPTION 2: SEPARATE PROGRAM INTO THREE BUILDINGS

REFINEMENTS

1. There is continuous building frontage around the site except for entries to the parking lot.
2. Building types include:
  - Mixed Use Building on 18th Street: ground floor with community/retail space on the northern part and the lobby social area for residents on the southern portion. A landscaped court would be provided between the lobby of the new building and the entry to the existing building.
  - Small stair hall apartments on Mohammed Ali: 2 units per floor/6 units per building
  - Small stair hall apartments on 17th Street: 4 units per floor
3. The parking is wider but shorter than the previous design and provides 90 parking spaces. An entry drive from Mohammed Ali leads to the courtyard space between the entry to the two buildings and provides a drop off. It would have trees in the center of each double row of parking spaces with diagonal planting boxes every 5 parking spaces.
4. A small, narrow recreation area is located adjacent to the existing building and is a extension of the entry court.



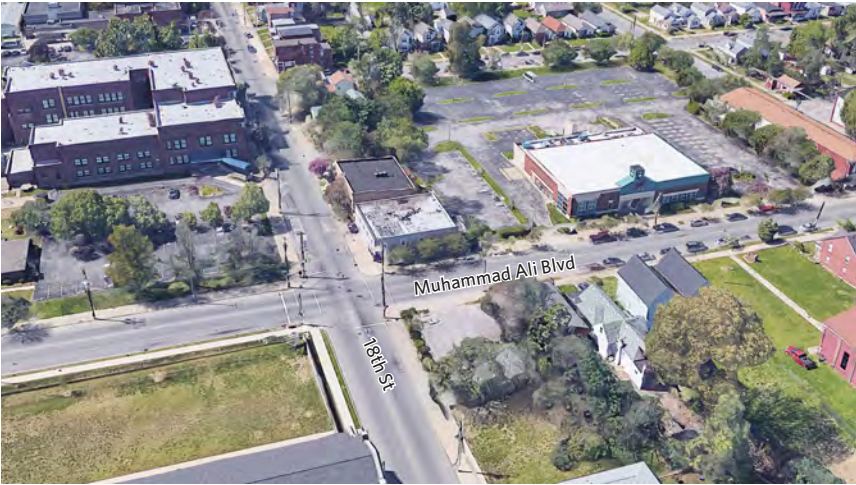
**OVERALL VISION FOR 18TH STREET AND MUHAMMAD ALI**

The overall vision for the 18th and Muhammad Ali neighborhood center includes existing business on the southwest corner, new incubator space on the northwest, the African American Heritage Foundation anchoring the northeast corner, and the mixed-use New Directions building on the southeast corner. This dynamic mix of uses would activate the corner and the block of 18th Street between Muhammad Ali and Madison Street.

The Chef Space block would have complimentary uses that center around business incubation, healthy food access, and local restaurant ownership. It could be activated to become a food destination for the whole city. This strategy will depend on supporting and growing neighborhood and community entrepreneurs and ensuring that they have the skills and resources to be successful.



**18th & Muhammad Ali** Aerial Image showing what the neighborhood center could look like in the future



**18th & Muhammad Ali** Image of the intersection today



# Broadway and 18th Street Gateway

## OPPORTUNITY SITES

The intersection of Broadway Street and 18th Street is a gateway into the Russell neighborhood. Broadway Street is a major east-west commercial corridor and 18th Street now connects to Dixie Highway. Two BRT lines are planned to converge at this key gateway, and with the upcoming opening of the YMCA the area will become a major destination for the community. Residents and community leaders identified this node as a key focus area.

### Northwest Corner

OneWest acquired six buildings facing Broadway at the gateway, including the historic Royal Theater building. This presents a key opportunity for adaptive reuse, including a market, community gatherings space, offices, rooftop space and eventually if the market can support it, retail or restaurant.

### Southeast Corner

The new YMCA, located on the southeast corner of Broadway and 18th Street, is scheduled to open in October of 2019. There is potential for an elementary school and pavilion on the south part of the parcel. Pedestrian crossings to the south side of Broadway must be improved to allow neighborhood residents, especially children, to safely access the new facility.

### Southwest Corner

The recent realignment of the Dixie Highway with 18th Street creates a mixed-use parcel on the southwest corner. Even while the Passport Health headquarters has been put on hold, but the opportunity at the corner exists on the land vacated by the former right-of-way. Redesigning the section of Broadway Street so that it can accommodate pedestrians and transit riders will be critical.



Existing Conditions



Concept plan for 18th Street and Broadway Street



Evolution of the Royal Theater (after opening in 1911, the building in 1942, 1942, 1964, and today)

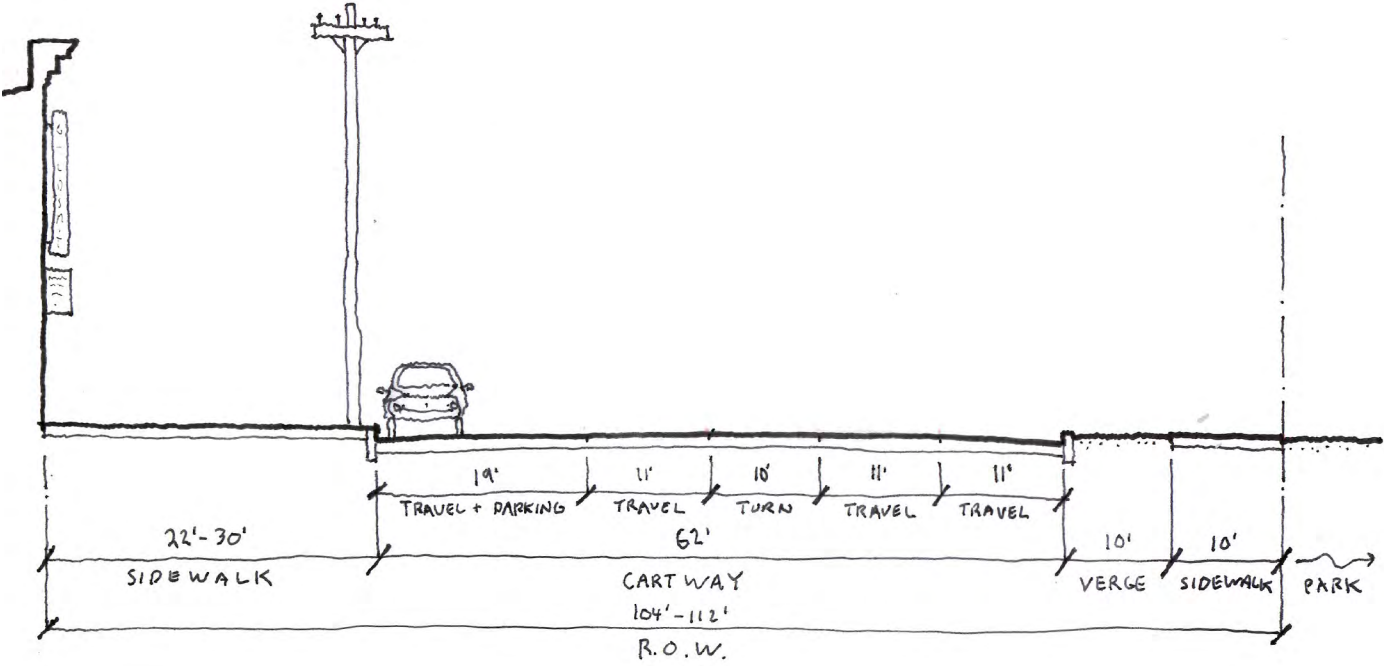


**PUBLIC RIGHT-OF-WAY IMPROVEMENTS**

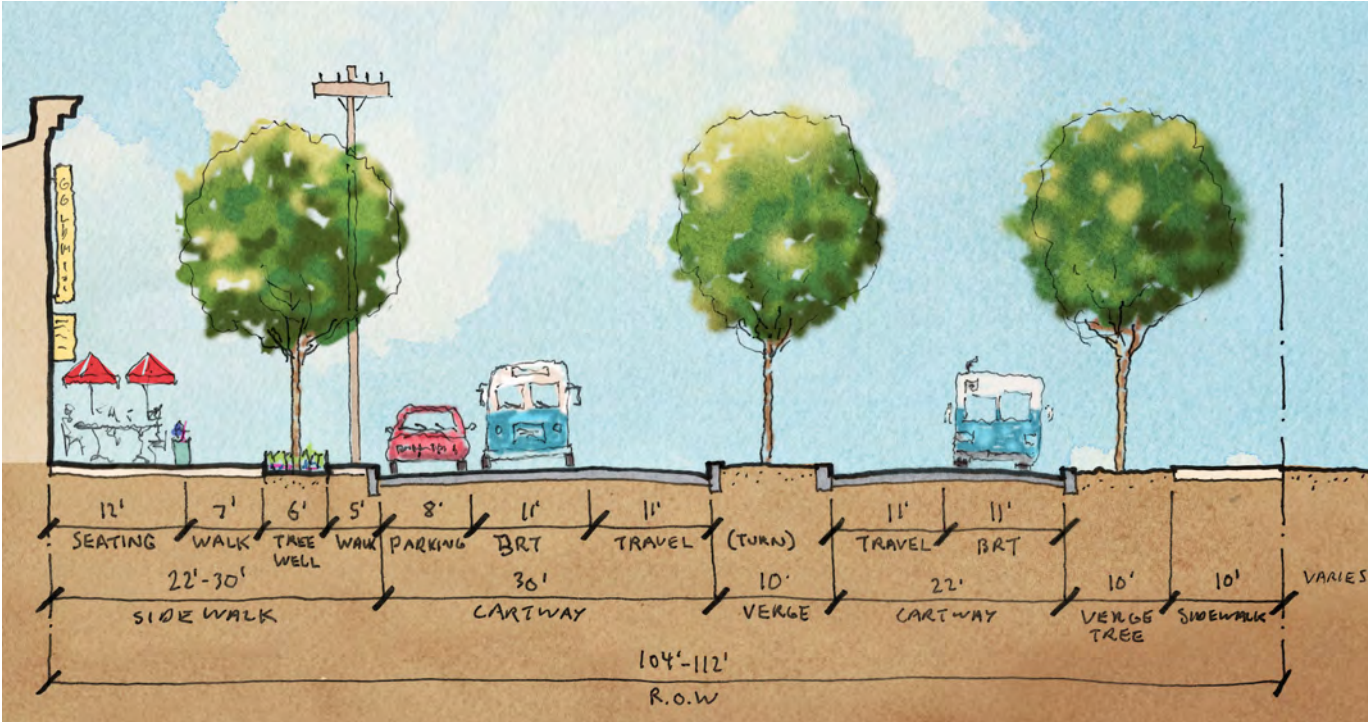
There are several projects planned/under construction — the new YMCA (planned to open October 2019), Passport Health Headquarters, and the redevelopment of OneWest-owned buildings on the northwest corner of 18th Street and Broadway.

In response to this intersection becoming a gateway into the city and the Russell neighborhood, the city should focus on public improvements to Broadway. The conversations about the future section are still early, and the recommendations from this process

- Sidewalk improvements on the northwest corner of 18th Street and Broadway should create a pleasant space for customers and visitor to the adjacent businesses, with deep setbacks to the existing buildings for outdoor dining and sidewalk activation.
- Clear and safe crosswalks will connect to the YMCA and uses on the four corners of the intersection.
- Designated lanes for parking, buses, and vehicular traffic will help ensure safe and clear movement.
- The addition of tree wells, planting strips, and landscaped medians (where turning lanes are not needed) will create a friendlier and safer street environment.



Broadway Existing Section



Broadway Proposed Section



**OVERALL VISION FOR 18TH STREET AND BROADWAY STREET**

The community’s vision for 18th Street and Broadway is of a green, welcoming gateway to the Russell neighborhood and the 18th Street corridor.

The intersection should be safe and comfortable for pedestrians, with clear and accessible crosswalks. Improvements to Broadway Street should include pedestrian refuges, wide sidewalks, and ample street and median trees.

Buildings should front the street, with active uses at the ground floor that engage the sidewalk and take advantage of pedestrian and transit traffic. Uses should serve the community and provide a range of services and amenities. The existing business owners are an enthusiastic and motivated group. OneWest will work carefully with the owners to provide opportunities for continued success and future growth.



**Broadway Gateway** A rendering of the intersection of Broadway Street and 18<sup>th</sup> Street with an improved street section and the adaptive reuse of existing buildings



**Broadway Gateway** Intersection of Broadway Street and 18<sup>th</sup> Street prior to Dixie Highway realignment



# 18th Street and Main Street

## OPPORTUNITY SITES

While this node has not been formally included in the previous planning work as a key area, the community input identified this an opportunity area. The redevelopment of this node is likely dependent upon the success and timing of investment that occurs at the southern end of the corridor. OneWest does not currently own any of the immediate properties but there are a few opportunity sites.

### Southwest Corner

This parcel is roughly over an acre and was formerly light industrial uses, but is currently being demolished, with only a single, brick smoke stack remaining. The vacant site is an excellent candidate for mixed use.

### Southeast Corner

This underutilized parcel is often used as a informal parking lot, but would also we a great candidate for mixed use.

### Northwest Corner

These formerly city owned properties are being redeveloped as an entertainment hub. Uses include a bookstore and outdoor amphitheater.



Existing Conditions



Concept Plan



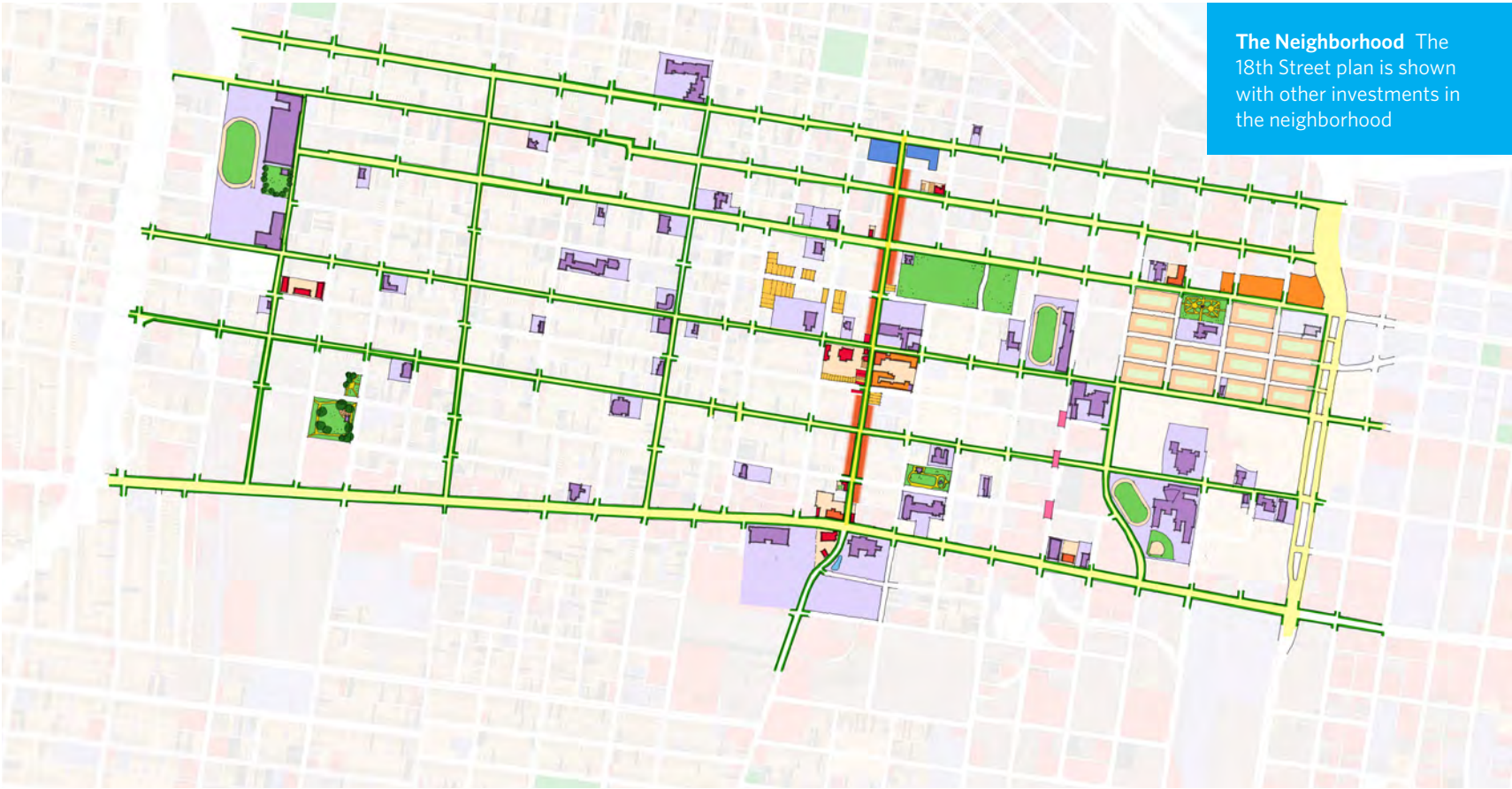
# IMPLEMENTATION

The transformation of 18th Street and the Russell neighborhood will only be possible with the cooperation and help of both public private partnerships and initiatives.

## PRIORITIES

Both the Broadway Gateway and the 18th & Ali Neighborhood Center should be initial areas of focus for the revitalization of 18th Street. The following list delineates the six major objectives for the corridor.

- 1. Prioritize public funding for 1-2 blocks of new streetscape along 18th Street from Muhammad Ali Boulevard to Madison Street
- 2. Fund and develop the 2 incubator restaurants (renovate the shot gun houses) on 18th Street
- 3. Focus on supporting and growing locally-owned and food-focused businesses.
- 4. Pursue family-friendly and community uses for ground floor spaces.
- 5. New Directions mixed-income, mixed-use with community-based businesses
- 6. Create a green portal with safe pedestrian crossing at Broadway and 18th Street





# Implementation

## PARTNERSHIP APPROACH

Implementation of the 18th Street corridor plan depends on the participation of many partners, especially neighborhood business owners and residents.

As the local CDC, OneWest will help to acquire land for larger efforts, while supporting neighborhood residents and businesses to acquire land for smaller projects and investments. This will continue to support minority and resident ownership and to build equity within the neighborhood.

The City of Louisville will be responsible for streetscape improvements. These public improvements are critical for incentivizing private and philanthropic investment and for signaling to the community that uplifting Russell is a priority. The segment of 18<sup>th</sup> Street between Madison Street and Muhammad Ali should be the first public investment made along the corridor.

NODE	PROJECT	INITIATIVE	LEAD PARTNER	TIME FRAME
18th at Main Street	Partner with Owners of Opportunity Site	Redevelopment of vacant site	Private Developer	5+ Years
		Streetscape improvements along Main Street	Louisville Metro	5+ Years
	Mixed-Use Entertainment Development	Renovation of existing building (bookstore/cafe and outdoor space)	Community Developer	0-3 Years
	18th Street New Streetscape	Trees, planters, lighting, and sidewalk repair	Louisville Metro	3-5 years
18th at Muhammad Ali	Redevelopment of Building on 19th Street	Acquire property or development rights	Louisville Metro	0-3 Years
		Renovation to create ground floor active space with potential live/work units above (removal of rear addition)	OneWest/Private Developer	0-3 Years
		Addition of 1-story cube space on the rear of the building	OneWest/Chef Space	0-3 Years
		19th Street streetscape improvements	Louisville Metro	3-5 Years
	Artist/Chef Townhouses Facing Madison Street	Entitlements and development (including stormwater/drainage solution)	OneWest/Private Developer	3-5 Years
	Incubator Shot Gun Restaurants	Renovations	OneWest	Current
		Tenant recruitment and support	OneWest/Chef Space	Current
	Expansion of Sweet Peaches	Renovations	OneWest/Sweet Peaches	Current
	New Directions Mixed-Use Building	Design and Tax Credit Application	New Directions	Current
		Muhammad Ali Streetscape	Louisville Metro	0-3 Years
		Construction/Leasing	New Directions	0-3 Years
	Infill Housing on Southeast Corner	RFP for Home Ownership Development Partner	OneWest/Louisville Metro	3-5 Years
		Construction/Sale	Community Developer	3-5 Years
	18th Street New Streetscape	Trees, planters, lighting, and sidewalk repair	Louisville Metro	0-3 Years
18th at Broadway	Redevelopment of Six OneWest Buildings	Work with existing tenants during renovation	OneWest	0-3 Years
		Demolition/Renovation to create viable leaseable spaces	OneWest	3-5 Years
		Tenant recruitment and support/activation	OneWest	3-5 Years
	Mixed-Use on the Southwest Corner	Land acquisition and assembly	Louisville Metro/Private Developer	0-3 Years
		Entitlements, Design, and Development	Private Developer	3-5 Years
	Safe crossings to YMCA	Install new crosswalks at Broadway and Dixie Highway to the new YMCA for opening	Louisville Metro	Current
	Broadway Redesign/Streetscape	Redesign and rebuild Broadway in conjunction with future Broadway BRT line	Louisville Metro	5+ Years



APPENDIX

An Analysis of Residential Market Potential

The 18th Street Corridor  
A CNU Legacy Project

The City of Louisville  
Jefferson County, Kentucky

March, 2019

Conducted by  
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Residential Market Analysis Across the Urban-to-Rural Transect

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APPENDIX



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Residential Market Analysis Across the Urban-to-Rural Transect

AN ANALYSIS OF RESIDENTIAL MARKET POTENTIAL

18<sup>th</sup> Street Corridor  
*City of Louisville, Jefferson County, Kentucky*  
March, 2019

EXECUTIVE SUMMARY

This analysis has found that, from the market perspective, there is significant support for new mixed-income housing within the redevelopment of the 18<sup>th</sup> Street Corridor—several city blocks running from Main Street in the north to Broadway in the south—located in the heart of the Russell Neighborhood, the redevelopment of which is the core focus of a Choice Neighborhoods planning process. Based on this analysis, mixed-income multi-family rental units and mixed-income for-sale townhouses and single-family detached houses, in a variety of unit sizes, configurations, and rents/prices, are a significant component of redevelopment initiatives along the Corridor, as follows:

- The affordable rental units include a mix of one-, two-, and three-bedroom apartments (containing 650 to 1,400 square feet), with proposed rents ranging between \$725 and \$1,600 per month (\$0.80 to \$1.50 per square foot).
- The market-rate rental units include a mix of studio, one- and two-bedroom apartments (containing 450 to 1,100 square feet), with proposed rents ranging between \$950 and \$1,650 per month (\$1.50 to \$2.11 per square foot).
- Absorption of the mixed-income rental units is forecast at 108 to 134 units per year over the next five years.
- The affordable for-sale townhouses include a mix of two- and three-bedroom units (containing 1,000 to 1,400 square feet), with proposed base prices ranging between \$135,000 and \$175,000 (\$119 to \$135 per square foot).

AN ANALYSIS OF RESIDENTIAL MARKET POTENTIAL  
18<sup>th</sup> Street Corridor  
*City of Louisville, Jefferson County, Kentucky*  
March, 2019

Page 2

- The market-rate for-sale townhouses include a mix of two- and three-bedroom units (containing 1,250 to 1,500 square feet), with proposed base prices ranging between \$195,000 and \$225,000 (\$148 to \$156 per square foot)
- Absorption of the mixed-income for-sale townhouses is forecast at 12 to 15 units per year over the next five years.
- The affordable for-sale detached houses include a mix of two- and three-bedroom units (containing 1,100 to 1,500 square feet), with proposed base prices ranging between \$145,000 and \$185,000 (\$118 to \$132 per square foot).
- The market-rate for-sale detached houses include a mix of two- and three-bedroom units (containing 1,400 to 1,750 square feet), with proposed base prices ranging between \$230,000 and \$265,000 (\$151 to \$164 per square foot)
- Absorption of the mixed-income for-sale detached houses is forecast at 13 to 19 units per year over the next five years.

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APPENDIX

RESIDENTIAL MARKET POTENTIAL

The purpose of this study is to determine the optimum residential mix and optimum market position for new mixed-income dwelling units that could potentially be constructed within redevelopment sites along the 18<sup>th</sup> Street Corridor in the heart of the Russell Neighborhood in Louisville, Kentucky. The optimum market position is derived from the housing preferences, financial capacities, and lifestyle characteristics of the target households and is predicated on the location, visibility and physical attributes of individual sites along the Corridor.

—DRAW AREAS AND MARKET POTENTIAL—

*Where are the potential renters and buyers of new and existing housing units in the City of Louisville likely to move from?*

The most recent Jefferson County migration and mobility data—as derived from taxpayer records compiled by the Internal Revenue Service from 2011 through 2015 and from the most recent American Community Survey for the City of Louisville and for Jefferson County—shows that the draw areas for new housing units located in the City of Louisville would include the following:

- The local draw area, covering households who live in the City of Louisville.
- The county draw area, covering households who live in the balance of Jefferson County.
- The regional draw area, covering households with the potential to move to the City of Louisville from Bullitt and Oldham Counties in Kentucky, and from Clark County, Indiana.
- The national draw area, covering households with the potential to move to the City of Louisville from all other U.S. cities and counties.

As derived from the migration, mobility and target market analyses, then, the draw area distribution of market potential (those households with the potential to move within or to the City of Louisville each year over the next five years) is shown on the table following this page:

Annual Average Market Potential by Draw Area  
City of Louisville, Kentucky

City of Louisville:	65.4%
Balance of Jefferson County:	7.5%
Regional Draw Area:	4.7%
Balance of the U.S.:	<u>22.4%</u>
Total:	100.0%

SOURCE: Zimmerman/Volk Associates, Inc., 2019.

*How many households have the potential to move within and to Louisville each year over the next five years?*

As determined by the target market methodology, which accounts for household mobility within the City of Louisville, as well as migration and mobility patterns for households currently living in all other counties, an annual average of 44,990 households represent the potential market for new and existing housing units within Louisville each year over the next five years. Approximately 35 percent of the annual potential market will be moving to Louisville from outside the city limits.

*Where are the potential renters and purchasers of new housing units that could be developed along the 18<sup>th</sup> Street Corridor likely to move from?*

After discounting for those segments of the potential market that have preferences for existing, rather than new housing units, or for new or existing housing in suburban neighborhoods, the distribution of draw area market potential for new units that could be developed within new mixed-income housing units that could be developed along the 18<sup>th</sup> Street Corridor is summarized on the following table:

Annual Average Market Potential by Draw Area  
18th Street Corridor  
City of Louisville, Kentucky

City of Louisville:	47.0%
Balance of Jefferson County:	21.8%
Regional Draw Area:	4.5%
Balance of the U.S.:	<u>26.7%</u>
Total:	100.0%

SOURCE: Zimmerman/Volk Associates, Inc., 2019.



APPENDIX

*How many households have the potential to move to new mixed-income housing along the 18<sup>th</sup> Street Corridor each year over the next five years?*

Based on the analysis, which accounts for household mobility within the City of Louisville and the balance of Jefferson County, as well as migration and mobility patterns for households currently living in all other cities and counties across the country, an annual average of 1,330 younger singles and couples, empty nesters and retirees, and traditional and non-traditional families represent the potential market for new housing units of any type or tenure, rental or for-sale, that could be developed along the 18<sup>th</sup> Street Corridor each year over the next five years.

*What are their housing preferences in aggregate?*

The tenure and housing preferences of the draw area households are outlined on the following table (*see also* Table 1 *following the text*):

Average Annual Potential Market for New and Existing Housing Units  
18th Street Corridor  
City of Louisville, Kentucky

HOUSING TYPE	NUMBER OF HOUSEHOLDS	PERCENT OF TOTAL
Multi-family for-rent (lofts/apartments, leaseholder)	893	67.2%
Multi-family for-sale (lofts/apartments, condo/co-op ownership)	63	4.7%
Single-family attached for-sale (townhouses/live-work, fee-simple/ condominium ownership)	117	8.8%
Single-family detached for-sale (houses, fee-simple ownership)	257	19.3%
Total	1,330	100.0%

SOURCE: Zimmerman/Volk Associates, Inc., 2019.

—TARGET MARKETS—

*Who are the households that represent the potential market for new mixed-income units along the 18<sup>th</sup> Street Corridor?*

As determined by the target market analysis, then, the general market segments, by lifestage, that represent the potential market for new mixed-income units that could be developed along the 18<sup>th</sup> Street Corridor include (*see also* Table 2 *following the text*):

- Younger singles and childless couples—53.4 percent;
- Traditional and non-traditional family households—27.4 percent; and
- Empty nesters and retirees—19.2 percent).

Approximately 23 percent of the younger households have incomes below 30 percent AMI, 21 percent have incomes ranging between 30 and 50 percent AMI, 11 percent earn between 50 and 80 percent of the AMI, and the remaining 45 percent have annual incomes of 80 percent of the AMI and up.

In general, the older singles and couples have annual incomes comparable to the younger singles and couples: 21 percent fall below 30 percent AMI, 23 percent between 30 and 50 percent AMI, 10 percent between 50 and 80 percent AMI, and 46 percent earn more than 80 percent of the AMI.

The family-oriented households that represent the potential market are a mix of smaller, compact families and non-traditional families. A greater percentage of family households have incomes below 30 percent AMI than either the younger households or the empty nesters and retirees. Over 25 percent have incomes below 30 percent AMI, 19 percent between 30 and 50 percent AMI, 13 percent between 50 and 80 percent AMI, and 43 percent at 80 percent AMI and higher.



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—THE MARKET CONTEXT—

*What are their current residential alternatives?*

In February 2018, Zimmerman/Volk Associates compiled data from a variety of sources, including telephone interviews and individual property and rental websites, on 20 selected rental properties, representing nearly 3,400 rental apartments in the greater Downtown Louisville market area. (*See Table 3 following the text.*) Only the oldest properties have asking rents that are within the reach of those households with incomes below 50 percent of the AMI, who represent nearly 44 percent of the annual potential market for mixed-income rental housing.

Walk Score, a number between 0 and 100 denoting the walkability of a specific address or neighborhood, has grown in importance as a value criterion. Walk Scores above 90 indicate a “Walker’s Paradise,” where daily errands do not require a car. Walk Scores between 70 and 90 are considered to be very walkable, where most errands can be accomplished on foot. Walk Scores below 50 indicate that most or almost all errands require an automobile.

The highest Walk Scores are in the core of Downtown, where most of the rental properties have achieved scores over 80. Two properties—The Edge on 4 and The Residences at OMNI Louisville—scored over 90. Walk Scores along the 18<sup>th</sup> Street Corridor range from 73 at the intersection of 18<sup>th</sup> and Broadway, to 62 at the intersection of 18<sup>th</sup> and Main Streets.

—OPTIMUM MARKET POSITION—

*What is the market currently able to pay to rent or purchase new dwelling units within new mixed-income developments located along the 18<sup>th</sup> Street Corridor?*

As noted above under DRAW AREAS AND MARKET POTENTIAL, an annual average of 1,330 younger singles and couples, empty nesters and retirees, and traditional and non-traditional families of all incomes represent the potential market for new mixed-income housing units that could developed along the 18<sup>th</sup> Street Corridor each year over the next five years.

The rents and price points for the new mixed-income housing units that could be developed along the Corridor are derived from the income and equity levels of potential renter and buyer households, using the income limits by household size and percent of median family income, based on the Louisville, KY-IN HUD Metro FMR Area median family income (AMI). As determined by the U.S. Department of Housing and Urban Development (HUD) in 2018, the Louisville AMI was \$71,500, for a family of four, and the income limits are shown on the following table.

NUMBER OF PERSONS IN HOUSEHOLD	Fiscal Year 2018 Income Limits City of Louisville, Kentucky		
	EXTREMELY LOW* 30% OF MEDIAN	VERY LOW 50% OF MEDIAN	LOW 80% OF MEDIAN
One	\$15,050	\$25,050	\$40,050
Two	\$17,200	\$28,600	\$45,800
Three	\$20,780	\$32,200	\$51,500
Four	\$25,100	\$35,750	\$57,200
Five	\$29,420	\$38,650	\$61,800
Six	\$33,740	\$41,500	\$66,400
Seven	\$38,060	\$44,350	\$70,950
Eight	\$42,380	\$47,200	\$75,550

SOURCE: U.S. Department of Housing and Urban Development.

Households with annual incomes at or above 80 percent AMI, or from \$40,050 or more for a single-person household to \$57,200 or more for a four-person household represent the market-rate component. A total of 593 households comprise this segment of the market (380 potential renters, 34 potential condominium buyers, 57 potential townhouse buyers, and 122 potential buyers of single-family detached houses).



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Households with incomes between 50 and 80 percent of the AMI comprise the market for affordable or workforce housing units. These households have incomes ranging between \$25,050 and \$40,050 for a single-person household, to \$35,750 and \$57,200 for a four-person household. A total of 154 households comprise this segment of the market (105 potential renters, five potential condominium buyers, 11 potential townhouse buyers, and 33 potential buyers of single-family detached houses).

In general, households with incomes at or below 50 percent AMI have annual incomes ranging from less than \$15,050 to \$25,050 for a single-person household to \$25,100 and \$35,750 for a four-person household. A total of 583 households comprise this segment of the market (408 potential renters, 24 potential condominium buyers, 49 potential townhouse buyers, and 102 potential buyers of single-family detached houses). It should be noted that these potential purchasers are not likely to have the financial capacity for down payments or to carry mortgages without substantial financial assistance.

For purposes of this study, the optimum market position is being determined for units with rents and prices supportable by households with annual incomes between 50 and 80 percent AMI (affordable or workforce units) and by households with annual incomes above 80 percent AMI (market-rate units). In addition, rents and prices were calculated to require no more than 30 percent of annual income for rent and utilities or for mortgage, insurance, and tax payments. Because the market for condominiums is so small, and financing can still be challenging for both developers and consumers, only townhouses and single-family detached houses have been included in the optimum market position. (*See Tables 4 through 6.*)

Therefore, the optimum market position for new mixed-income dwelling units that could be developed along the 18<sup>th</sup> Street Corridor is shown on the table following this page (*reference also Table 7 following the text*):

Base Rent, Price and Size Ranges 18th Street Corridor City of Louisville, Kentucky			
HOUSING TYPE	RENT/PRICE RANGE	SIZE RANGE	RENT/PRICE PER SQ. FT.
MULTI-FAMILY FOR-RENT (AFFORDABLE)—			
Apartments	\$725–\$1,600/month	650–1,400 sf	\$0.80–\$1.50 psf
MULTI-FAMILY FOR-RENT (MARKET-RATE)—			
Apartments	\$950–\$1,650/month	450–1,100 sf	\$1.50–\$2.11 psf
SINGLE-FAMILY ATTACHED FOR-SALE (AFFORDABLE)—			
Townhouses	\$135,000–\$175,000	1,000–1,400 sf	\$119–\$135 psf
SINGLE-FAMILY ATTACHED FOR-SALE (MARKET-RATE)—			
Townhouses	\$195,000–\$225,000	1,250–1,500 sf	\$148–\$156 psf
SINGLE-FAMILY DETACHED FOR-SALE (AFFORDABLE)—			
Detached Houses	\$145,000–\$185,000	1,100–1,500 sf	\$118–\$132 psf
SINGLE-FAMILY DETACHED FOR-SALE (MARKET-RATE)—			
Detached Houses	\$230,000–\$265,000	1,400–1,750 sf	\$151–\$164 psf

SOURCE: Zimmerman/Volk Associates, Inc., 2019.

Rents and prices are in year 2019 dollars, are exclusive of consumer options or upgrades, or location premiums, and cover a broad range of rents and prices for newly-developed housing units currently sustainable by the market along the 18<sup>th</sup> Street Corridor.

—MARKET CAPTURE—

*How fast will new units lease up or sell?*

Based on 31 years’ experience employing the target market methodology in urban locations at every scale in 47 states, and given current economic conditions, Zimmerman/Volk Associates has determined that a capture of 12 to 15 percent of the annual potential market for new mixed-income rental housing units could be achievable along the 18<sup>th</sup> Street Corridor over the next five to seven years. For new for-sale development, capture rates of 10 to 12.5 percent is achievable for new mixed-income townhouses, and capture rates of five to 7.5 percent is possible for new mixed-income single-family detached houses. It is likely that an economic recession could occur at some point over that time period; however, rental absorption in a mixed-income property along the Corridor would not



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likely to be affected. However, absorption of for-sale component could potentially be reduced during a recession.

Based on the market capture rates outlined above, annual average absorption of new mixed-income rental and for-sale housing units over the next five years is forecast as shown on the following table (*see again* Table 7).

Annual Capture of Market Potential 18th Street Corridor City of Louisville, Kentucky				
HOUSING TYPE	NUMBER OF HOUSEHOLDS	CAPTURE RATE	NUMBER OF NEW UNITS	
Multi-Family For-Rent (lofts/apartments, leaseholder)	893	12 - 15%	108 - 134	
Single-Family Attached For-Sale (rowhouses/townhouses, fee-simple ownership)	117	10 – 12.5%	12 - 15	
Single-Family Detached For-Sale (houses, fee-simple ownership)	<u>257</u>	5 – 7.5%	<u>13 - 19</u>	
Total	1,267		133 - 168	

SOURCE: Zimmerman/Volk Associates, Inc., 2019.

These capture rates are well within the target market methodology’s parameters of feasibility for urban development, where capture rates for rentals can often exceed 30 percent and capture rates for for-sale units can exceed 25 percent, depending on the optimum market position. Based on the afore-mentioned capture rates, between 133 and 168 new mixed-income units could be absorbed in one year, and as many as 665 to 840 new mixed-income units could be absorbed over a five-year timeframe.

Please note that the target market capture rates of the potential renter pool are a unique and highly-refined measure of market feasibility. Target market capture rates are not equivalent to—and should not be confused with—penetration rates or traffic conversion rates.

The **target market capture rate** is derived by dividing the annual forecast absorption by the number of households that have the potential to move to the site in a given year.

The **penetration rate** is derived by dividing the total number of dwelling units planned for a property by the total number of draw area households, sometimes qualified by income.

The **traffic conversion rate** is derived by dividing the total number of buyers or renters by the total number of prospects that have visited a site.

Because the prospective market for a property is more precisely defined using target market methodology, a substantially smaller number of households are qualified; as a result, target market capture rates are higher than the more grossly-derived penetration rates. The resulting higher capture rates remain well within the range of feasibility.





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Table 1

Annual Market Potential For New And Existing Housing Units  
Distribution Of Annual Average Number Of Draw Area Households With The Potential  
To Move To The 18th Street Corridor Each Year Over The Next Five Years  
Based On Housing Preferences And Income Levels

The 18th Street Corridor

City of Louisville, Jefferson County, Kentucky

City of Louisville, Jefferson County,  
Regional Draw Area, and Balance of the U.S.  
Draw Areas

Annual Number Of Target Market Households  
With Potential To Rent/Purchase Along  
The 18th Street Corridor

1,330

Annual Market Potential						
	Below 30% AMI	30% to 50% AMI	50% to 80% AMI	80% to 100% AMI	Above 100% AMI	Total
Multi-Family For-Rent:	218	190	105	88	292	893
Multi-Family For-Sale:	13	11	5	3	31	63
Single-Family Attached For-Sale:	25	24	11	8	49	117
Single-Family Detached For-Sale:	51	51	33	26	96	257
Total:	307	276	154	125	468	1,330
Percent:	23.1%	20.8%	11.6%	9.4%	35.2%	100.0%

Note: For fiscal year 2018, the Louisville, KY-IN Metro HMFA Median Family Income for a family of four is \$71,500.

SOURCE: Claritas, Inc.  
Zimmerman/Volk Associates, Inc.

Table 2

Average Annual Market Potential By Lifestage And Income  
Derived From Purchase And Rental Propensities Of Draw Area Households With The Potential  
To Move To The 18th Street Corridor Each Year Over The Next Five Years  
Based On Housing Preferences And Income Levels

The 18th Street Corridor

City of Louisville, Jefferson County, Kentucky

	Total	Below 30% AMI	30% to 50% AMI	50% to 80% AMI	80% to 100% AMI	Above 100% AMI
Number of Households:	1,330	307	276	154	125	468
Empty Nesters & Retirees	19.2%	17.3%	21.0%	17.5%	17.6%	20.3%
Traditional & Non-Traditional Families	27.4%	29.6%	26.4%	31.2%	28.8%	25.6%
Younger Singles & Couples	53.4%	53.1%	52.6%	51.3%	53.6%	54.1%
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Note: For fiscal year 2018, the Louisville, KY-IN Metro HMFA Median Family Income for a family of four is \$71,500.

SOURCE: Claritas, Inc.  
Zimmerman/Volk Associates, Inc.



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Table 3  
Summary Of Selected Rental Properties  
City of Louisville, Kentucky  
February, 2019

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<i>Property (Date Opened)</i> <i>Address/Walk Score</i>	<i>Number of Units</i>	<i>Unit Type</i>	<i>Reported Base Rent</i>	<i>Reported Unit Size</i>	<i>Rent per Sq. Ft.</i>	<i>Additional Information</i>	
<b>Hampton Place (1992)</b> 1549 West Madison Street Gene B. Glick Company 64 Walk Score	150	... East Russell ...					
		... Apartments ...					
		1br / 1ba	\$645 to \$685	575	\$1.12 to \$1.19	<b>100% occupancy</b> Pool, clubhouse, playground, and controlled access.	
		2br / 1ba	\$777 to \$810	800	\$0.97 to \$1.01		
		... Townhouses ...					
		2br / 1.5ba	\$775 to \$840	900	\$0.86 to \$0.93		
		3br / 1.5ba	\$898 to \$939	1,100	\$0.82 to \$0.85		
<b>Glassworks Lofts (2001)</b> 815 West Market Street Weyland Ventures 88 Walk Score	35	... Museum District ...					
		... Lofts ...					
		1br / 1ba	\$1,090 to \$1,600	900 to 1,395	\$1.15 to \$1.21	<b>89% occupancy</b> Controlled access, and river or city views.	
<b>The St. Francis (1913; 2004)</b> 233 West Broadway AU Associates 83 Walk Score	58	... Fourth Street ...					
		... Apartments ...					
		1br / 1ba	\$730	553 to 675	\$1.08 to \$1.32	<b>90% occupancy</b> Laundry room, and security system.	
		2br / 2ba	\$930	863 to 1,258	\$0.74 to \$1.08		
<b>Crescent Centre (1989)</b> 657 South Third Street Trilogy 89 Walk Score	210	... Apartments ...					
		1br / 1ba	\$780 to \$1,414	615 to 699	\$1.27 to \$2.02	<b>95% occupancy</b> Fitness studio, business center, clubhouse, recreation room, plaza with fountains, and controlled access.	
		2br / 2ba	\$860 to \$1,705	925 to 1,084	\$0.93 to \$1.57		
		... Two-story Apartments ...					
		2br / 2ba	\$945 to \$1,750	1,105 to 1,251	\$0.86 to \$1.40		
<b>Guthrie-Coke Lofts (1885; 2013)</b> 566 South Fourth Street Weyland Ventures 88 Walk Score	16	... Apartments ...					
		1br / 1ba	\$835 to \$1,000	620 to 830	\$1.20 to \$1.35	<b>50% occupancy</b> Laundry facilities, and secured access.	
		2br / 1ba	\$1,300	1,040	\$1.25		
		2br / 2ba	\$1,395	1,260	\$1.11		

SOURCE: Zimmerman/Volk Associates, Inc.

Table 3  
Summary Of Selected Rental Properties  
City of Louisville, Kentucky  
February, 2019

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<i>Property (Date Opened)</i> <i>Address/Walk Score</i>	<i>Number of Units</i>	<i>Unit Type</i>	<i>Reported Base Rent</i>	<i>Reported Unit Size</i>	<i>Rent per Sq. Ft.</i>	<i>Additional Information</i>
... Fourth Street (continued) ...						
<b>Vue at 3rd Street (1962: 2017)</b>	<b>218</b>	... Apartments ...				
537 South Third Street	Studio/1ba	\$879 to \$929	430	\$2.04 to \$2.16	<b>95% occupancy</b> Sky lounge, business center, fitness studio, and laundry service.	
Brookside Properties	1br/1ba	\$1,014 to \$1,144	550 to 658	\$1.74 to \$1.84		
92 Walk Score						
<b>The Edge on 4 (2018)</b>	<b>271</b>	... Apartments ...				
555 South Fourth Street	Studio/1ba	\$1,049 to \$1,169	540	\$1.94 to \$2.16	<b>In lease-up.</b> Pool, spa, rooftop lounge, fitness center, gameroom, golf, putting greens, clubhouse, sundeck, lounge, coffee bar, business center, courtyard, controlled access, and pet spa.	
Capital Investment Group	1br/1ba	\$1,175 to \$1,650	650 to 935	\$1.81 to \$1.76		
94 Walk Score	1br/1ba/den	\$1,650 to \$1,850	970 to 1,080	\$1.70 to \$1.71		
	2br/2ba	\$1,850 to \$2,100	1,080 to 1,165	\$1.71 to \$1.80		
	3br/2ba	\$3,000 to \$3,130	1,525 to 1,535	\$1.97 to \$2.04		
<b>The Henry Clay (1924)</b>	<b>33</b>	... Apartments ...				
604 South Third Street	1br/2ba	\$1,100 to \$1,500	875 to 1,145	\$1.26 to \$1.31	<b>85% occupancy</b> Grand lobby with grand piano, and secured access.	
Weyland Ventures	2br/2ba	\$1,250	950	\$1.32		
85 Walk Score						
<b>The Residences at OMNI Louisville (2018)</b>	<b>227</b>	... Apartments ...				
200 West Liberty Street	Studio/1ba	\$1,135 to \$1,295	539	\$2.11 to \$2.40	<b>In lease-up.</b> Rooftop pool, sundeck, fitness studio, BBQ grills, lounge, sky lounge, business center,	
Lincoln Property Company	1br/1ba	\$1,420 to \$1,715	725 to 816	\$1.96 to \$2.10		
92 Walk Score	2br/2ba	\$2,110 to \$3,935	1,058 to 1,467	\$1.99 to \$2.68		
... Old Louisville ...						
<b>Hampton Hall (1998)</b>	<b>63</b>	... Apartments ...				
209 York Street	Studio/1ba	\$450	250 to 300	\$1.50 to \$1.80	<b>98% occupancy</b> Laundry facilities.	
Broadway Management						
89 Walk Score						
<b>Weissinger-Gaulbert (1912)</b>	<b>96</b>	... Apartments ...				
709 South Third Street	1br/2ba	\$875	1,000	\$0.88	<b>99% occupancy</b> Laundry facilities.	
Alltrade Property Management						
83 Walk Score						

SOURCE: Zimmerman/Volk Associates, Inc.



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Table 3  
Summary Of Selected Rental Properties  
City of Louisville, Kentucky  
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<i>Property (Date Opened)</i> <i>Address/Walk Score</i>	<i>Number of Units</i>	<i>Unit Type</i>	<i>Reported Base Rent</i>	<i>Reported Unit Size</i>	<i>Rent per Sq. Ft.</i>	<i>Additional Information</i>	
. . . . Old Louisville(continued) . . . .							
<b>800 Tower City Club (1964; 2017)</b> 800 South Fourth Street City Club Apartments 85 Walk Score	<b>286</b>	... Apartments ...				<b>98% occupancy</b>	
		Studio/1ba	\$900 to	480 to	\$1.88 to	Rooftop pool,	
			\$1,105	605	\$1.83	fitness center,	
		1br/1ba	\$940 to	723 to	\$1.30 to	sundeck, sky park,	
			\$1,200	875	\$1.37	concierge services,	
		2br/2ba	\$1,325 to	975 to	\$1.36 to	business center,	
			\$1,735	1,150	\$1.51	and bark park.	
		. . . . Smoketown . . . .					
	<b>Lofts of Broadway (1905; 2005)</b> 419 Finzer Street Denton Floyd Real Estate Group 77 Walk Score	<b>83</b>	... Lofts ...				<b>98% occupancy</b>
			1br/1ba	\$774 to	874 to	\$0.84 to	Laundry facilities,
\$814				972	\$0.89	secured access, and dog park.	
. . . Phoenix Hill . . .							
<b>Phoenix Place (1984)</b> 510 South Shelby Street Brown Capital 78 Walk Score	<b>265</b>	... Apartments ...				<b>95% occupancy</b>	
		1br/1ba	\$645 to	540	\$1.19 to	Pool,	
			\$780		\$1.44	fitness center,	
		2br/1ba	\$845	820	\$1.03	volleyball court,	
			... Townhouses ...				and picnic areas.
		2br/1.5ba	\$920 to	1,020	\$0.90 to		
	\$930		\$0.91				
. . . .							
<b>The Baxter (2018)</b> 1221 East Broadway Edwards Communities 68 Walk Score	<b>260</b>	... Apartments ...				<b>99% occupancy</b>	
		Studio/1ba	\$991 to	498	\$1.99 to	Pool, deck, tanning	
			\$1,051		\$2.11	ledge, fitness facility,	
		1br/1ba	\$1,087 to	568 to	\$1.76 to	clubhouse, outdoor	
			\$1,107	630	\$1.91	lounge areas,	
		1br/2ba/den	\$1,634 to	971	\$1.68 to	business center,	
			\$1,664		\$1.71	community room,	
		2br/2ba	\$1,456 to	903 to	\$1.60 to	media lounge,	
			\$1,738	1,085	\$1.61	gas grilling areas,	
		2br/2ba/den	\$1,972 to	1,309	\$1.51 to	billiards table, and	
			\$2,072		\$1.58	art displays.	

SOURCE: Zimmerman/Volk Associates, Inc.

Table 3  
Summary Of Selected Rental Properties  
City of Louisville, Kentucky  
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<i>Property (Date Opened)</i> <i>Address/Walk Score</i>	<i>Number of Units</i>	<i>Unit Type</i>	<i>Reported Base Rent</i>	<i>Reported Unit Size</i>	<i>Rent per Sq. Ft.</i>	<i>Additional Information</i>
... Phoenix Hill (continued) ...						
<b>Main &amp; Clay (2018)</b> 633 East Main Street Greystar 85 Walk Score	<b>271</b>	... Lofts ...				<b>In lease-up.</b>
		Studio/1ba	n/a	414	n/a	Pool, clubhouse,
		1br/1ba	\$1,202 to	559 to	\$2.15	fitness center,
			\$1,828	850		courtyard, outdoor
		2br/2ba	\$1,964 to	960 to	\$2.05	kitchens, coffee bar,
			\$2,485	1,212		game lounge,
		... Two-story Lofts ...				pet spa, and dog park.
		3br/2.5ba	\$3,924	1,783	\$2.20	
		2br/2.5ba	\$4,490	1,729	\$2.60	controlled access,
			... Penthouses ...			
3br/2.5ba	\$7,435 to	1,772 to	\$4.17 to		and pet spa.	
		\$7,535	1,807	\$4.20		
... NuLu ...						
<b>310 at NuLu (2015)</b> 310 South Hancock Street Sheehan 79 Walk Score	<b>173</b>	... Apartments ...				<b>94% occupancy</b>
		Studio/1ba	\$946 to	466 to	\$2.03 to	Pool, waterfront,
			\$1,354	540	\$2.51	fitness center,
		1br/1ba	\$1,310 to	586 to	\$2.24 to	laundry facilities,
			\$1,777	675	\$2.63	trails,
		2br/1ba	\$1,772 to	850 to	\$1.99 to	and controlled
		\$1,869	940	\$2.08	access.	
... Butchertown ...						
<b>Waterside at River Park Place (2015; 2019)</b> 1500 River Shore Drive Poe Companies 22 Walk Score	<b>327</b>	... Apartments ...				<b>96% occupancy</b>
		... Waterside East ...				Two outdoor pools,
		Studio/1ba	\$850 to	400 to	\$1.87 to	wellness studio,
			\$965	517	\$2.13	sand volleyball court,
		1br/1ba	\$1,115 to	699	\$1.60 to	conference room,
			\$1,135		\$1.62	plaza with fire pit,
		2br/2ba	\$1,350 to	1,000 to	\$1.35 to	grilling stations,
			\$1,475	1,084	\$1.36	and dog park.
		... Waterside West ...				
		1br/1ba	\$990 to	635 to	\$1.38 to	Pet friendly
	\$1,200	868	\$1.56	building.		
2br/2ba	\$1,580 to	1,003	\$1.58 to			
		\$1,625		\$1.62		
<b>107</b>	... 1700 Waterside ...				<b>In lease-up.</b>	
	Studio/1ba	\$1,125 to	437 to	\$2.44 to	Water views.	
		\$1,325	542	\$2.57		
	1br/1ba	\$1,495 to	777 to	\$1.92 to		
		\$2,325	1,012	\$2.30		
	2br/2ba	\$2,150 to	1,124 to	\$1.91 to		
		\$3,100	1,447	\$2.14		

SOURCE: Zimmerman/Volk Associates, Inc.



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Table 3  
Summary Of Selected Rental Properties  
City of Louisville, Kentucky  
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Property (Date Opened) Address/Walk Score	Number of Units	Unit Type	Reported Base Rent	Reported Unit Size	Rent per Sq. Ft.	Additional Information
. . . . Germantown . . . .						
<b>Bradford Mills Lofts (1918; 2017)</b> 1124 Reutlinger Avenue Winterwood Property Management 70 Walk Score	<b>146</b>	... Lofts ... 1br/1ba	\$800 to \$1,200	600 to 900	\$1.33	<b>97% occupancy</b> Pool, party room, and controlled access.
		2br/2ba	\$1,150 to \$1,500	840 to 875	\$1.37 to \$1.71	
. . . . Germantown . . . .						
<b>Germantown Mill Lofts (1889; 2016)</b> 946 Goss Avenue Pluris Capital 76 Walk Score	<b>193</b>	... Lofts ... Studio/1ba 1br/1ba 2br/2ba	\$965 \$1,215 \$1,440 to \$1,455	686 840 1,107 to 1,112	\$1.41 \$1.45 \$1.30 to \$1.31	<b>99% occupancy</b> Courtyard pool, exercise facilities, grilling patio, green space, on-site restaurant & bar, and security.
		2br/2ba/study	\$1,770 to	1,342 to 1,343	\$1.32	

SOURCE: Zimmerman/Volk Associates, Inc.

Table 4  
Target Groups For New Multi-Family For Rent  
The 18th Street Corridor  
City of Louisville, Jefferson County, Kentucky

. . . . Number of Households . . . .					
<b>Empty Nesters &amp; Retirees**</b>	Below 50% AMI†	50% to 80% AMI†	Above 80% AMI†	Total	Percent of Total
Multi-Ethnic Empty Nesters	2	1	6	9	1.0%
Cosmopolitan Couples	14	4	20	38	4.2%
Blue-Collar Retirees	4	8	14	26	2.9%
Middle-Class Move-Downs	2	1	3	6	0.7%
Hometown Seniors	4	1	2	7	0.8%
Second City Seniors	36	6	19	61	6.8%
Subtotal:	62	21	64	147	16.4%
<b>Traditional &amp; Non-Traditional Families††</b>					
e-Type Families	0	0	3	3	0.3%
Multi-Ethnic Families	5	2	8	15	1.7%
Multi-Cultural Families	2	1	2	5	0.6%
Uptown Families	14	5	23	42	4.7%
In-Town Families	10	3	6	19	2.1%
Inner-City Families	5	1	4	10	1.1%
Single-Parent Families	13	3	8	24	2.7%
New American Strivers	42	10	22	74	8.2%
Subtotal:	91	25	76	192	21.4%
<b>Younger Singles &amp; Couples**</b>					
New Bohemians	7	2	11	20	2.2%
Cosmopolitan Elite	2	1	4	7	0.8%
The VIPs	9	4	42	55	6.1%
Small-City Singles	17	5	28	50	5.6%
Twentysomethings	76	20	69	165	18.4%
Downtown Couples	33	8	2	43	4.8%
Second-City Strivers	41	11	43	95	10.6%
Downtown Proud	51	11	6	68	7.6%
Multi-Ethnic Singles	14	2	39	55	6.1%
Subtotal:	250	64	244	558	62.2%
<b>Total Households:</b>	<b>403</b>	<b>110</b>	<b>384</b>	<b>897</b>	<b>100.0%</b>
<b>Percent of Total:</b>	<b>44.9%</b>	<b>12.3%</b>	<b>42.8%</b>	<b>100.0%</b>	

† For fiscal year 2018, the Louisville, KY-IN Metro HMFA Median Family Income for a family of four is \$71,500.

\*\* Predominantly one- and two-person households.

†† Predominantly three -to five-person households.

SOURCE: Claritas, Inc.;  
Zimmerman/Volk Associates, Inc.



APPENDIX

Table 5

Target Groups For New Single-Family Attached For Sale  
The 18th Street Corridor

City of Louisville, Jefferson County, Kentucky

Empty Nesters & Retirees**	..... Number of Households .....			Total	Percent of Total
	Below 50% AMI†	50% to 80% AMI†	Above 80% AMI†		
Multi-Ethnic Empty Nesters	1	0	3	4	3.4%
Cosmopolitan Couples	2	0	1	3	2.6%
Blue-Collar Retirees	3	1	4	8	6.8%
Middle-Class Move-Downs	1	0	2	3	2.6%
Hometown Seniors	0	0	1	1	0.9%
Second City Seniors	2	0	2	4	3.4%
Subtotal:	9	1	13	23	19.7%
Traditional & Non-Traditional Families††					
e-Type Families	0	0	2	2	1.7%
Multi-Ethnic Families	2	1	1	4	3.4%
Multi-Cultural Families	2	0	1	3	2.6%
Uptown Families	4	2	7	13	11.1%
Inner-City Families	1	0	1	2	1.7%
Single-Parent Families	2	0	2	4	3.4%
In-Town Families	3	1	1	5	4.3%
New American Strivers	5	1	3	9	7.7%
Subtotal:	19	5	18	42	35.9%
Younger Singles & Couples**					
New Bohemians	0	0	2	2	1.7%
Cosmopolitan Elite	0	0	3	3	2.6%
The VIPs	2	1	5	8	6.8%
Small-City Singles	4	1	4	9	7.7%
Downtown Couples	8	2	8	18	15.4%
Twentysomethings	2	0	2	4	3.4%
Second-City Strivers	2	1	1	4	3.4%
Downtown Proud	1	0	1	2	1.7%
Multi-Ethnic Singles	2	0	0	2	1.7%
Subtotal:	21	5	26	52	44.4%
Total Households:	49	11	57	117	100.0%
Percent of Total:	41.9%	9.4%	48.7%	100.0%	

† For fiscal year 2018, the Louisville, KY-IN Metro HMFA Median Family Income for a family of four is \$71,500.

\*\* Predominantly one- and two-person households.

†† Predominantly three -to five-person households.

SOURCE: Claritas, Inc.;  
Zimmerman / Volk Associates, Inc.

Table 6

Target Groups For New Single-Family Dettached For Sale  
The 18th Street Corridor

City of Louisville, Jefferson County, Kentucky

Empty Nesters & Retirees**	..... Number of Households .....			Total	Percent of Total
	Below 50% AMI†	50% to 80% AMI†	Above 80% AMI†		
Multi-Ethnic Empty Nesters	3	1	6	10	3.9%
Cosmopolitan Couples	0	0	1	1	0.4%
Blue-Collar Retirees	14	5	18	37	14.4%
Middle-Class Move-Downs	3	1	4	8	3.1%
Hometown Seniors	4	1	1	6	2.3%
Second City Seniors	4	1	1	6	2.3%
Subtotal:	28	9	31	68	26.5%
Traditional & Non-Traditional Families††					
e-Type Families	0	0	4	4	1.6%
Multi-Ethnic Families	6	3	11	20	7.8%
Multi-Cultural Families	2	1	3	6	2.3%
Uptown Families	18	7	25	50	19.5%
Inner-City Families	1	0	1	2	0.8%
Single-Parent Families	3	1	1	5	1.9%
In-Town Families	10	3	6	19	7.4%
New American Strivers	5	1	2	8	3.1%
Subtotal:	45	16	53	114	44.4%
Younger Singles & Couples**					
New Bohemians	0	0	1	1	0.4%
Cosmopolitan Elite	2	0	3	5	1.9%
The VIPs	2	1	6	9	3.5%
Small-City Singles	14	4	15	33	12.8%
Downtown Couples	11	3	9	23	8.9%
Twentysomethings	0	0	1	1	0.4%
Second-City Strivers	0	0	2	2	0.8%
Downtown Proud	0	0	0	0	0.0%
Multi-Ethnic Singles	0	0	1	1	0.4%
Subtotal:	29	8	38	75	29.2%
Total Households:	102	33	122	257	100.0%
Percent of Total:	39.7%	12.8%	47.5%	100.0%	

† For fiscal year 2018, the Louisville, KY-IN Metro HMFA Median Family Income for a family of four is \$71,500.

\*\* Predominantly one- and two-person households.

†† Predominantly three -to five-person households.

SOURCE: Claritas, Inc.;  
Zimmerman / Volk Associates, Inc.



APPENDIX

Table 7

Mixed-Income Development  
Annual Market Potential  
The 18th Street Corridor  
City of Louisville, Jefferson County, Kentucky  
March, 2019

Percent of Households Number	Housing Type Households by Income	Percent Mix	Base Rent Range*	Base Unit Size Range	Base Rent Per Sq. Ft.*	Annual Market Capture (Annual Absorption)		
70.5%	Multi-Family For-Rent					108	to	134
408	Households With Incomes Below 50% AMI					49		61
105	Households With Incomes Between 50% and 80% AMI					13		16
	1br / 1ba	15%	\$725 to \$1,125	650 to 750	\$1.12 to \$1.50			
	2br / 1ba	30%	\$805 to \$1,250	850 to 900	\$0.95 to \$1.39			
	2br / 2ba	25%	\$900 to \$1,400	1,000 to 1,100	\$0.90 to \$1.27			
	3br / 2ba	30%	\$1,035 to \$1,600	1,300 to 1,400	\$0.80 to \$1.14			
380	Households With Incomes Above 80% AMI					46		57
	Studio / 1ba	25%	\$950 to \$1,000	450 to 550	\$1.82 to \$2.11			
	1br / 1ba	35%	\$1,250 to \$1,300	650 to 750	\$1.73 to \$1.92			
	2br / 1ba	15%	\$1,400 to \$1,450	850 to 900	\$1.61 to \$1.65			
	2br / 2ba	25%	\$1,550 to \$1,650	1,000 to 1,100	\$1.50 to \$1.55			

NOTE: For fiscal year 2018, the Louisville, KY-IN Metro HMFA Median Family Income for a family of four is \$71,500.

NOTE: Base rents / prices in year 2019 dollars .

SOURCE: Zimmerman / Volk Associates, Inc.

Table 7

Mixed-Income Development  
Annual Market Potential  
The 18th Street Corridor  
City of Louisville, Jefferson County, Kentucky  
March, 2019

Percent of Households Number	Housing Type Households by Income	Percent Mix	Base Rent Range*	Base Unit Size Range	Base Rent Per Sq. Ft.*	Annual Market Capture (Annual Absorption)		
9.2%	Single-Family Attached For-Sale (Townhouses)					12	to	15
49	Households With Incomes Below 50% AMI					5		6
11	Households With Incomes Between 50% and 80% AMI					1		2
	2br / 1.5ba	45%	\$135,000 to \$150,000	1,000 to 1,200	\$125 to \$135			
	3br / 1.5ba	55%	\$155,000 to \$175,000	1,300 to 1,400	\$119 to \$125			
57	Households With Incomes Above 80% AMI					6		7
	2br / 2.5ba	60%	\$195,000 to \$205,000	1,250 to 1,350	\$152 to \$156			
	3br / 2.5ba	40%	\$215,000 to \$225,000	1,450 to 1,500	\$148 to \$150			
20.3%	Single-Family Detached For-Sale (Houses)					13	to	19
102	Households With Incomes Below 50% AMI					5		8
33	Households With Incomes Between 50% and 80% AMI					2		2
	2br / 2ba	50%	\$145,000 to \$160,000	1,100 to 1,300	\$123 to \$132			
	3br / 2ba	50%	\$165,000 to \$185,000	1,400 to 1,500	\$118 to \$123			
122	Households With Incomes Above 80% AMI					6		9
	2br / 2ba	55%	\$230,000 to \$245,000	1,400 to 1,550	\$158 to \$164			
	3br / 2.5ba	45%	\$250,000 to \$265,000	1,600 to 1,750	\$151 to \$156			
100.0%								
1,267	Total Households					133	to	168
						units per year		

NOTE: For fiscal year 2018, the Louisville, KY-IN Metro HMFA Median Family Income for a family of four is \$71,500.

NOTE: Base rents / prices in year 2019 dollars .

SOURCE: Zimmerman / Volk Associates, Inc.



# APPENDIX



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Residential Market Analysis Across the Urban-to-Rural Transect

ASSUMPTIONS AND LIMITATIONS—

Every effort has been made to insure the accuracy of the data contained within this analysis. Demographic and economic estimates and projections have been obtained from government agencies at the national, state, and county levels. Market information has been obtained from sources presumed to be reliable, including developers, owners, and/or sales agents. However, this information cannot be warranted by Zimmerman/Volk Associates, Inc. While the proprietary residential target market methodology™ employed in this analysis allows for a margin of error in base data, it is assumed that the market data and government estimates and projections are substantially accurate.

Absorption scenarios are based upon the assumption that a normal economic environment will prevail in a relatively steady state during development of the subject property. Absorption paces are likely to be slower during recessionary periods and faster during periods of recovery and high growth. Absorption scenarios are also predicated on the assumption that the product recommendations will be implemented generally as outlined in this report and that the developer will apply high-caliber design, construction, marketing, and management techniques to the development of the property.

Recommendations are subject to compliance with all applicable regulations. Relevant accounting, tax, and legal matters should be substantiated by appropriate counsel.



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