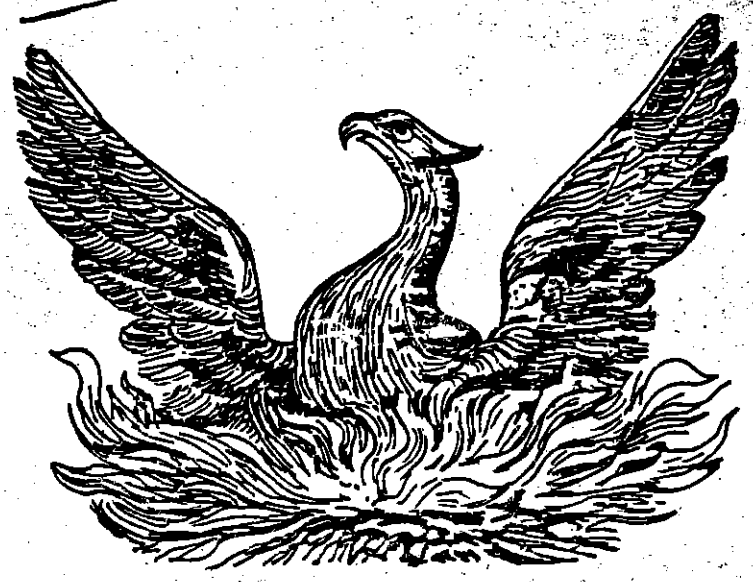


PHOENIX HILL
 NEIGHBORHOOD PLAN
 LOUISVILLE, KENTUCKY

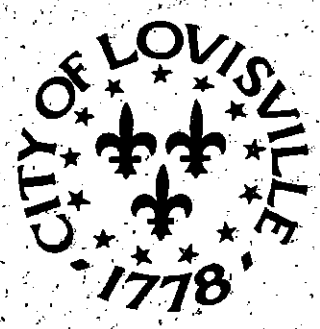
PREPARED FOR
 COMMUNITY DEVELOPMENT
 CABINET

1/9/81



PHOENIX HILL

Colloredo
 Associates, inc.
 planning consultants
 engineering consultants



RESOLUTION NO. _____ SERIES 1983

A RESOLUTION ACCEPTING AND OFFICIALLY
RECOGNIZING THE PHOENIX HILL NEIGHBORHOOD
PLAN.

1st reading
7/26/83
Approved
3/13/84

WHEREAS, in Ordinance No. 22, Series 1980, the Board of Aldermen did declare as a matter of public policy that the preservation, protection, perpetuation and the use of neighborhoods, areas, places, structures, whether residential, industrial or commercial, are urgently needed in order to preserve and enhance the quality of life for all residents of the City; and

WHEREAS, in Ordinance No. 22, Series 1980, the Board of Aldermen did further declare as a matter of public policy its intent to work with all interested parties, neighborhood groups, business and trade associations, labor groups, community service organizations, social organizations, and other groups, public or private to continue its efforts to revitalize neighborhoods, increase the City's employment and tax base, and to visually arrest blighting conditions in the City and restore residential and business prosperity in the City of Louisville; and

WHEREAS, in Ordinance No. 22, Series 1980, the Board established a process by which neighborhood plans, area redevelopment plans and other plans could be prepared in accordance with the principles of the Community's Comprehensive Plan and the City's development strategy; and

WHEREAS, the Phoenix Hill Neighborhood Plan has been completed according to the policies and procedures established by the Board of Aldermen in Ordinance No. 22, Series 1980, NOW, THEREFORE,

BE IT RESOLVED BY THE BOARD OF ALDERMEN OF THE CITY OF LOUISVILLE:

SECTION 1. The Board of Aldermen hereby accepts and officially recognizes the Phoenix Hill Neighborhood which is attached hereto and made a part hereof as if fully copied herein.

SECTION 2. The Board of Aldermen and the Executive Branch of City Government and its various associated agencies shall consider the recommendations and proposals set forth in the Phoenix Hill Neighborhood Plan in the development of city-wide plans and strategies, the review of policy, the allocation of resources, the provision of service and the preparation and review of budgets, both the general and that of community development.

SECTION 3. This Resolution shall take effect upon its passage and approval.

_____ C.B.A.

_____ P.B.A.

APPROVED: _____

_____ MAYOR

APPROVED AS TO FORM:



FRANK X. QUICKERT, JR.
DIRECTOR OF LAW
CITY OF LOUISVILLE

PHOENIX HILL ORDINANCE NO. 22, SERIES 1980 PLAN SUPPLEMENT II
(February, 1984)

Every proposed map section or narrative concerning the closing of Ballard Street between South Shelby and South Campbell should be deleted. This block of Ballard Street is to remain open.

RECEIVED
MAR 7 1984

The Phoenix Hill Neighborhood Plan includes the following changes in order to conform to the Park-Clarksdale Urban Renewal Plan passed March 11, 1982.

1. Every map section or narrative concerning the cul-de-sac or closing on the 700 block of Muhammed Ali Boulevard should be deleted. Muhammed Ali Boulevard is to remain open.
2. All narrative and/or map references to the closing or cul-de-sac on the 800 block of Marshall Street should be deleted. Marshall Street is to remain open.

LAND USE PLAN SECTION/PAGE II-28-A (EXHIBIT L)

Public land use designation in the blocks bounded on the north by Muhammed Ali Boulevard, on the south by Chestnut Street, on the west by Clay Street and on the east by Shelby Street allows medium residential as an alternate use.

The land use designation along Campbell Street from the alley north of Chestnut Street to Chestnut Street shows from north to south 80 feet residential with commercial as an alternative use with the remaining 60 feet being commercial.

July 21, 1983

RECEIVED

AUG 26 1983

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION

Louisville



COMMUNITY DEVELOPMENT CABINET

727 WEST MAIN STREET
LOUISVILLE, KENTUCKY 40202
502/587-3524

WILLIAM B. GATEWOOD, DIRECTOR

WILLIAM B. STANSBURY
MAYOR

February 11, 1981

Alderman Steve Magre
Board of Aldermen
City Hall
601 West Jefferson Street
Louisville, KY 40202

Dear Steve:

At long last the Phoenix Hill Neighborhood Plan is ready for Aldermanic approval. We had a four week delay in our printing as you can see from the date on the introduction letter by Bill Gatewood.

Now that the Plan is complete as to all departmental and citizen reviews, I would appreciate your assistance. I am hoping that you will enjoy the honor of introducing the very first Ordinance 22 Plan for Aldermanic approval.

Please contact me if you have any problems with this or any other questions.

Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read "Bruce Duncan".

Bruce Duncan
Community Development Cabinet
587-3151

BD/d/mc/c

cc: Shyamu Shastri

Louisville



COMMUNITY DEVELOPMENT CABINET

727 WEST MAIN STREET
LOUISVILLE, KENTUCKY 40202
502/587-3524

WILLIAM B. GATEWOOD, DIRECTOR

WILLIAM B. STANSBURY
MAYOR

January 12, 1981

Mr. Steve Magre
Board of Aldermen
601 West Jefferson Street
Louisville, KY 40202

Dear Steve:

I am very pleased to be sending you the first neighborhood plan for your consideration under the new Neighborhood Plan Ordinance (Ordinance #22-Serires 1980). Enclosed is a copy of the Phoenix Hill Neighborhood Plan.

The Planning Commission has reviewed this plan for compliance with the Neighborhood Plan Ordinance and with the Comprehensive Plan. On December 30, 1980 they approved this plan as to those conditions. We are now asking for your review and approval of the first plan under the new ordinance.

If we can be of any assistance in the process, please do not hesitate to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Bill Gatewood".

William B. Gatewood, Director
Community Development Cabinet

BD:vc/mc/d

cc: Bruce Duncan

enclosure

RECEIVED

AUG 26 1983

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION

PHOENIX HILL
NEIGHBORHOOD PLAN
LOUISVILLE, KENTUCKY

PREPARED FOR
COMMUNITY DEVELOPMENT
CABINET

Revised 1/9/81

prepared by:

COLLOREDO ASSOCIATES, INC.
2851 Directors Cove, Suite 2
Memphis, Tennessee 38131

COLLOREDO ASSOCIATES, INC.
Kentucky Towers, #212
430 Muhammad Ali Boulevard
Louisville, Kentucky 30202

JOB NO. 4130

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i - vi
<u>INTRODUCTION</u>	<u>SECTION I</u>
Purpose of Plan	1
Relation to Comprehensive Plan and Community Development Strategy	1-3
Sections and Phases of Neighborhood Plan Completed	3
Update and Additions to Completed Sections	3-4
Citizen Participation	4-5
<u>LAND USE</u>	<u>SECTION II</u>
Summary of Findings	1
Existing Land Use	1-3
Condition of Structures	3-8
Existing Zoning	8
Demand and Adequacy of Land Use Supply	8-11
Demand for Land Use	11
Practices, Policies, Patterns and Trends	11-12
Other Trends	12
Governmental or Nongovernmental Actions Contributing to Trends	12-13
PROJECTION OF EXISTING CONDITIONS	13
Summary of Future Conditions and Desired Changes	13-14
Description of Future Conditions and Consequences	14
Structural Conditions	14
Crime Rates	14-15
Private Participation	15
Population	15
Desirability of Future Conditions	15-16
Identification of Undesirable Conditions that are Changeable	16
Substandard Conditions	16
Land Use	16
Crime	16
Private Investment	17
RECOMMENDED LAND USE PLAN	17
Summary of Recommended Plan	17
Development of Alternative Plans and Strategies	17
Tentative Area for New Development and Rehabilitation	17-19
Plan Objectives	19-20
Alternate Plans	20-25
Analysis of Alternative Strategies	25-27
Costs and Benefits of Alternatives	27
Generation of Planning Alternatives	27
Evaluation of Alternative Plans	27-28
Land Use Plan	28-34
PLAN IMPLEMENTATION	34
Summary of Preferred Actions	34-35
Land Acquisition Required to Implement Plan	35-37
Relocation Required to Implement Plan	37
Rehabilitation Required to Implement Plan	37

PROJECT AREAS	38
Market Street Area	38
Clarksdale Area	40
Wenzel Street Area	40
Park Area	40
Medical Center Area	41
Beargrass Creek Area	41
PRELIMINARY COST ESTIMATES	41
Administration	43
Legal Services	43
Consultation Services	43
Acquisition	43
Temporary Operation of Acquired Property	43
Relocation	43
Construction	43
Disposal Costs	43
Rehabilitation	44
Reuse Values	44
Total Project	44
Implementation Resources	46
List of Potential Funding Sources	46-53
Evaluation of Effectiveness of Actions	53
IMPLEMENTATION PLAN	53-55
PRIORITIES	55
Summary of Priorities	55
Relation of Actions to Geographic Areas	55-56
Evaluation of Interdependence of Actions and Phasing	56
Commitments	56-57
Recommended Implementation Program	57-58

TRANSPORTATION	SECTION III
Needs Assessment	1
Summary of Findings	1
Existing Streets	1
Existing Bus Service	5
Existing Bikeways	5
Demand and Adequacy of Transportation System	5-8
Practices, Policies, Patterns and Trends	8
Governmental or Nongovernmental Actions Contributing To Trends	8
PROJECTION OF EXISTING CONDITIONS	9
Summary of Future Conditions and Desired Changes	9
Description of Future Conditions and Consequences	9
Desirability of Future Conditions	9
Identification of Undesirable Conditions that are Changeable	9
RECOMMENDED TRANSPORTATION PLAN	10
Proposed Streets	10
Development of Alternative Plans and Strategies	10
Alternate Plans	10
Alternates A and B	10
Alternate C	10-11
Alternate C-1	11

Cost and Benefits of Alternatives	12
Evaluation of Alternative Plans	12
Recommended Transportation Plan	12
Street Plan	12-15
Alternatives to Recommended Street Plan	15-17
Public Transportation Plan	17-19
Proposed Bikeways	19
PLAN IMPLEMENTATION	19
Summary of Preferred Actions	19-21
Projects to Implement the Recommended Plan	21
Preliminary Cost Estimates	22
Implementation Resources	22
Evaluation of Effectiveness of Actions	22
Implementation Plan	22
PRIORITIES	22
Summary of Priorities	22
Relation of Actions to Geographic Areas	23
Interdependence of Actions	23
Commitments	23
Recommended Implementation Program	23
HOUSING	SECTION IV
Summary of Findings	1
Description of Existing Housing	1
Demand and Adequacy of Housing	1-3
Practices, Policies, Patterns and Trends	3
Governmental or Nongovernmental Actions Contributing To Trends	4
PUBLIC UTILITIES AND STREETS	SECTION V
Summary of Findings	1
Description of Existing Utilities and Streets	1-4
Demand and Evaluation of Adequacy	4
Practices, Policies and Trends	4
Governmental or Nongovernmental Actions Contributing To Trends	4
HISTORIC PRESERVATION	SECTION VI
Summary of Findings	1
Description of Historic Properties	1
Evaluation of Adequacy of Historic Preservation Efforts	1-3
Practices, Policies, Patterns and Trends	3
Governmental or Nongovernmental Actions Contributing To Trends	3
OPEN SPACE AND RECREATION	SECTION VII
Summary of Findings	1
Description of Open Space and Recreation	1
Demand and Evaluation of Adequacy of Open Space and Recreation	1
Practices, Policies, Patterns and Trends	1
Governmental or Nongovernmental Actions Contributing To Trends	1
ECONOMIC DEVELOPMENT	SECTION VIII
Summary of Findings	1
Description of Existing Economic Conditions	1
Demand and Evaluation of Adequacy of Economic Conditions	1-2
Practices, Policies, Patterns and Trends	2
Governmental or Nongovernmental Actions Contributing To Trends	2

ENVIRONMENTAL

SECTION IX

Summary of Findings	1
Description of Existing Environment	1-4
Practices, Policies, Patterns and Trends	4
Governmental or Nongovernmental Actions Contributing To Trends	4
BIBLIOGRAPHY	

LIST OF EXHIBITS AND ILLUSTRATIONS

<u>EXHIBIT</u>	<u>NAME</u>	<u>SECTION/PAGE</u>
A	Neighborhood Boundary Map	I-2
B	Existing Land Use Map	II-2
C	Percentage of Vacant Parcels by Block	II-4
D	Condition of Structures Map	II-5
E	Percentage of Substandard Structures	II-7
F	Existing Zoning Map	II-9
G	Areas of Significant Rehabilitation and New Development	II-18
H	Land Use Concept "A"	II-21
I	Land Use Concept "B"	II-22
J	Land Use Concept "C"	II-24
K	Land Use Concept "C-1"	II-26
L	Land Use Plan	II-28-A
M	Illustrative Site Plan	II-28-B
N	Street Adjustment Plan	II-30
O	Zoning Plan	II-36
P	Land Acquisition Map	II-36-A
Q	Proposed Project Areas	II-39
R	Phoenix Hill Cost Estimate	II-42
S	Reuse Values Chart	II-45
T	Existing Pavements Map	III-2
U	Existing Curb and Gutter and Sidewalk Map	III-3
V	Existing Major Street	III-4
V-1	Existing Bus Service	III-7
W	Existing Traffic Flow and Capacity Analysis	III-8
X	Proposed Major Streets	III-13
X-1	Proposed Bus Service	III-20
Y	Existing Storm and Sanitary Sewer Map	V-2
Z	Existing Water Supply Map	V-3
AA	Existing Electrical System	V-5
BB	Existing Gas Map	V-6
CC	Existing Telephone Map	V-7
DD	Historic Preservation Map	VI-2
EE	Flood Boundary Map	IX-2

<u>ILLUSTRATION</u>	<u>NAME</u>	<u>SECTION/DATE</u>
1	Proposed Bus Route Changes	III-18

EXECUTIVE SUMMARY

Requested Action

Preparer - The Phoenix Hill Neighborhood Plan was prepared by Colloredo Associates, Inc., Planning Consultants under contract with the Community Development Cabinet of Louisville. The plan will be reviewed by the Community Development Cabinet, Phoenix Hill Task Force, Planning Commission and other affected public agencies and departments.

Purpose - The plan for Phoenix Hill will serve the following purposes:

Board of Aldermen

- The Board will consider the recommendations and proposals of the adopted plan in the development of city-wide plans and strategies, the review of policies, the allocation of resources, the provision of services and the preparation and review of budgets, both general and community development.
- The Board will act as applicant for a comprehensive zoning change proposal for the entire area recommended by the Plan to establish a development pattern compatible with the Neighborhood Plan or Sections. This shall in no way bind the Board to approve any zoning change proposal. The Board of Aldermen shall objectively discharge its responsibilities pursuant to KRS Chapter 100.
- The Neighborhood Plans or Plan Sections shall be accepted as official planning evidence in the review of zoning change proposals for determining agreement with Louisville's Comprehensive Plan.

Executive Branch

- The Executive Branch of City Government and various associated agencies shall use adopted Neighborhood Plans or Plan Sections as guides in the development of City-wide plans and policies, the review of policy, the allocation of resources, the provision of services and the preparation and review of budgets, both general and community development.

Sections of Plan Completed for Adoption - All five phases of the neighborhood plan are completed for both the Land Use Section and Transportation Section. Only the Needs Assessment (first phase), of the Plan will be completed for the following sections: Housing; Economic Development; Environmental; Public Utilities; Open Space and Recreation; and Historic Preservation.

Plan Implementation

Rehabilitation and Redevelopment of the entire Phoenix Hill Area is expected to cost in excess of \$40,000,000. It is proposed that the area be broken down into six projects that may be developed independently or together depending on the availability of funds. The first area proposed for redevelopment is really a combination of both the Park and Clarksdale Areas (See Exhibit Q, Page II-39). This area is expected to cost in excess of \$24,000,000 and includes the following:

Rehabilitation of the Clarksdale Public Housing Project
(funds available).

Rehabilitation of 192 privately-owned housing units and ten businesses.

Acquisition of 187 land parcels (funds requested).

Relocation of 31 homeowners, 105 renters and 14 businesses (funds requested).

Street improvements, including relocation of three major traffic carriers from the residential core;

Provision of land for a seven acre park;

Adjustments to utilities;

Provision of land for redevelopment of about 250 new dwelling units.

Other areas will begin rehabilitation and redevelopment during the execution of the Park-Clarksdale Area.

Community Development Cabinet Responsibilities

- (1) Prepare with assistance from their Consultants a Neighborhood Plan for Phoenix Hill and an Urban Renewal Plan and Supporting Documentation for the Park-Clarksdale Area.
- (2) Prepare an application to the Department of Housing and Urban Development for a Section 108 Loan Guarantee to fund the acquisition of property, relocation of residents, and clearance of structures required in the Park-Clarksdale Urban Renewal Area.
- (3) Following acquisition and relocation in the Park-Clarksdale Area, prepare an Urban Development Action Grant (UDAG) to fund the street and utility improvements required in the Park-Clarksdale Area. Additional funds should be sought from other State and Federal sources to fund some or all of these improvements and reduce the public funds required in the UDAG application.
- (4) Execute and coordinate the rehabilitation and redevelopment of the Park-Clarksdale Area initially and as it approaches completion, prepare Urban Renewal Plans and Funding plans for rehabilitation and redevelopment of subsequent areas of the Phoenix Hill Neighborhood.

Planning Commission Responsibilities

- (1) Review and approve the Neighborhood Plan for Phoenix Hill.
- (2) Review the Urban Renewal Plan for the Park-Clarksdale Area and subsequent plans and approve a resolution that "the Plan generally conforms with the Comprehensive Plan for the community as a whole . . .".
- (3) Prepare a comprehensive zoning change application for the entire Phoenix Hill Area with the Board of Aldermen acting as applicant. In addition, review, hold a public hearing and approve the proposed zoning changes.

Urban Renewal and Community Development Board of Commissioners Responsibilities

- (1) Review the Urban Renewal Plan and Supporting Documentation for the Park-Clarksdale Area and subsequent areas.
- (2) Hold a public hearing on the Urban Renewal Plan for the Park-Clarksdale Area and subsequent areas.
- (3) Approve by resolution the Urban Renewal Plan for the Park-Clarksdale Area and subsequent areas.

Board of Aldermen Responsibilities

- (1) Review, hold a public hearing and adopt the completed sections of the Neighborhood Plan for Phoenix Hill.
- (2) Review and approve by resolution the Urban Renewal Plan for the Park-Clarksdale Area and subsequent areas and find that the proposed relocation and financing plans are feasible.
- (3) Act as applicant for a comprehensive rezoning change application for the Phoenix Hill Area which will be prepared by the Planning Commission. The Board shall not be bound to approve this rezoning change, but this change is required to accomplish the Phoenix Hill Plan.
- (4) Provide required approvals for the Community Development Cabinet's application to HUD for a Section 108 Loan Guarantee and an Urban Development Action Grant to fund the Park-Clarksdale Area.
- (5) Provide financial assistance to complete the Phoenix Hill Plan through both General and Community Development Budgets and provide approvals on additional grant and loan requests to complete the Plan.

COMPLIANCE WITH ORDINANCE 22

Brief Summary of Plan Sections

Section I - Introduction: The Phoenix Hill Neighborhood contains 58 blocks and approximately 335 acres in downtown Louisville. The purpose of the Neighborhood Plan will assist in the overall redevelopment of the area and has been developed along the recommendations of the Comprehensive Plan. The Neighborhood was added to the City's Community Development Strategy in 1980 as a Neighborhood Strategy Area which enables Phoenix Hill to become eligible for Community Development Block Grant funds in addition to other loans and grants.

Section II - Land Use: The land use survey indicates that Phoenix Hill is a mixed use area. The largest users of land are streets, alleys and rights-of-way which occupy 30.2% of the area. The remainder of the area is mixed with residential and non-residential uses and 10% of the area is occupied by vacant land and buildings. There are a total of 940 structures in the area with 708 or 75.3% containing defects and deficiencies and 110 or 11.7% requiring clearance. It should also be pointed out that there are some conflicts with incompatible land uses.

The recommended plan for Phoenix Hill calls for acquisition of 318 land parcels and clearance of 206 structures to implement the plan. Conservation of 734 structures and rehabilitation of 1399 dwelling units and 96 businesses are proposed under the plan. Other major characteristics of the plan include: development of a seven acre park; relocation of major traffic carriers away from the residential core; and limited expansion of the Medical Center.

Implementation of the plan will be accomplished by dividing the area into six project areas that will be redeveloped primarily as urban renewal areas. (See Exhibit Q, Page II-39.) The first area scheduled for redevelopment is the Park-Clarksdale Area. The balance of the area will be protected by the Neighborhood Plan and a Comprehensive Rezoning based upon this plan until urban renewal activities can begin in the other projects.

Section III - Transportation: The existing transportation corridors in Phoenix Hill more than adequately serve the area and the balance of the community. Seven out of nine east-west streets and five out of eight north-south streets are classified as major or minor arterials. However, the Average Daily Traffic (ADT) on these streets is usually 50% or less of capacity. Further, the streets are fairly well paved, but the curb and gutter and sidewalks are in poor condition and there is a dangerous intersection at Baxter Avenue, Liberty, and East Chestnut.

The recommended transportation plan for Phoenix Hill calls for closure of a small portion of Muhammad Ali Boulevard between Shelby and Clay and construction of a new two-way, four lane route from Baxter to Campbell at Gray. This connector street would allow the eastern portion of Chestnut to be closed and improve this dangerous intersection as well as portions of Campbell and Shelby to re-route traffic to the new street. An alternative to closing

Muhammad Ali would be to leave it open as a Collector Street and restrict it to two moving lanes.

Implementation of the Transportation Plan will be accomplished by the CD Cabinet using Urban Development Action Grant or Commonwealth and Federal funds. It will be carried out as an urban renewal project like the Land Use Plan. However, the Park-Clarksdale Area will be developed first and it includes all of the major street changes in Phoenix Hill.

Section IV - Housing: A survey of the conditions of structures in Phoenix Hill was conducted in 1979. Over 60% of the 940 structures in Phoenix Hill, or 579 structures, are residential structures while another 50 structures have residential plus other uses. There are over 2200 dwelling units in the area and nearly 1500 of these are located in the Clarksdale and Dosker Manor Public Housing Projects. Of the 629 structures containing dwelling units, over 80 (including all 56 structures in Clarksdale) contain defects and deficiencies.

Section V - Public Utilities and Streets: In general, streets in Phoenix Hill are structurally sound, but need repaving. Over half of the curb and gutter and sidewalks need either repairing or replacing. All utilities in Phoenix Hill are adequate to meet existing and projected needs.

Section VI - Historic Preservation: Portions of the Phoenix Hill Neighborhood are characterized by basic nineteenth Century visual character. Only one building, the Cloister, at Chestnut and Shelby Streets, is presently on the National Register of Historic Places; however, a portion of the neighborhood is potentially eligible for inclusion on the National Register of Historic Places as district.

Section VII - Open Space and Recreation: There are 10.3 acres of land in Phoenix Hill devoted to public uses and only half of those are dedicated to park and open space uses. There is a need for over 40 acres of open space and recreational areas in Phoenix Hill.

Section VIII - Economic Development: The median income of Phoenix Hill households is under \$3400. The heads of households in 84.6% of the households are unemployed. There are 227 businesses and industries in Phoenix Hill and 42 vacant commercial buildings.

Section IX - Environmental: Phoenix Hill is subjected to some environmental problems. Flooding poses a problem along the eastern and southeastern end of Phoenix Hill. The South Fork of Beargrass Creek is polluted, primarily due to the overflow of the sewer system. Roadway noise and air pollution also are concerns to the Phoenix Hill Neighborhood.

Compliance with Sections 4B and 4C of Ordinance 22

The Phoenix Hill plan has been continually and actively underway since February, 1979. During that time there have been numerous meetings involving the Consultant, Phoenix Hill Task Force and Association, and professional staffs of various city departments - Urban Renewal and Community Development Agency, Community Development Cabinet, Louisville and Jefferson County Planning Commission, City Traffic Engineering Department and Housing Authority. The principal purpose of these meetings was to present and discuss the facts

and findings - survey results, land use plan alternatives, financing and to coordinate the direction of the survey with various Study Area interest groups' objectives and goals for overall social improvement, economic and physical growth of the neighborhood. The study, therefore, represents a consolidation of findings and recommendations concurred on through the Consultant, the Task Force and the Professional staffs of various city agencies.

At the onset of the study, a Phoenix Hill Task Force was established and made up of various groups with an interest in the redevelopment of the area. Composition of the Task Force consisted of voting advisors representing residential homeowners and renters, public housing, businesses, landlords, and Churches. Non-voting advisors included University of Louisville Medical School, the Medical Center, Homebuilders Association, City of Louisville agencies, Community Development Cabinet, Housing Authority, Parks and Recreation, Building Department, the Phoenix Hill Association, Task Force Coordinator, Economic Development, Neighborhood Development, Urban Alternatives, HUD and Board of Aldermen - Housing and Community Development Committee. The purpose of the Task Force was to be able to obtain citizen input during the planning process with the objective of arriving at a plan which would be supported by the neighborhood residents.

On March 22, presentations were made to the Task Force involving structural, land use and environmental data. Results of survey findings from surveys and goals and objectives were reviewed at that time.

On April 19, Land Use Concepts A and B were presented and discussed with the Task Force. Additional refinements were than made to the plan concepts based on input from Task Force meetings which resulted in the formation of Land Use Plan Concepts C and C-1. Further, meetings were held with the Task Force on May 15 and June 4 to discuss the plan concepts. During the months of May and June the Task Force reviewed the concepts with various interest groups within the neighborhood, residents, businesses, churches; neighborhood needs and priorities were established and on July 2, the Task Force recommended approval of Land Use Plan Concept C-1 with modifications pertaining to traffic flow. During this period, maps of all the plan concepts and survey data were displayed at the Jefferson Street Chapel in Phoenix Hill. The period following July 2 involved further review, discussion and refining Land Use Plan Concept C-1 with various city agencies, Task Force and Phoenix Hill Association members. This review and refinement resulted in some minor land use changes and significant changes in the north-south traffic movements which were reflected in the Land Use Plan dated January 4, 1980. This plan was reviewed with the Board of Aldermen - Housing and Community Development Committee, Phoenix Hill Task Force and many other interested agencies at a Public Meeting on January 8, 1980.

The Phoenix Hill Neighborhood as defined in this study consists of the area bounded by East Main Street on the north, South Preston Street on the west, East Broadway on the south and Beargrass Creek and Baxter Avenue on the east. The area contains about 335 acres and 58 city blocks.

The area described above was established by the Community Development Cabinet as the Phoenix Hill Neighborhood for the purposes of this study. The boundary has been delineated on the Neighborhood Boundary Map, Exhibit A.

Purpose of Plan

The Neighborhood Plan for Phoenix Hill is being prepared to assist in the overall redevelopment of the area. The plan is sufficiently complete to:

- Serve as a basis for: review of policy decisions affecting this area; allocation of resources; provision of services; and preparation and review of budgets, both general and community development for the Board of Aldermen, Executive Branch and affected City Departments and Agencies.
- Serve as a basis for a comprehensive rezoning for the entire neighborhood.
- Provide official planning evidence in review of zoning change proposals.
- Serve as the overall plan for Phoenix Hill which can be broken down into smaller areas for detailed planning and revitalization as Community Development Strategy Areas and Urban Renewal Areas. The plan will serve to control the balance of the area not included in the Urban Renewal Area or areas.
- Coordinate public and private development efforts.
- Provide sufficient sources of funds to produce substantial long-term improvements in the area within a reasonable length of time.

Relation to Comprehensive Plan and Community Development Strategy

The Phoenix Hill Neighborhood Plan has been developed along the recommendations of the Comprehensive Plan found in the Letter of transmittal under "Concept 11: Concern for Older Areas", which is quoted below.

"This Plan recommends government actions and programs to strengthen and revitalize older areas in the Community. For example:"

"A. It suggests the modification of land use controls and other regulations so as to make them more responsive to such problems of older areas as small or narrow lots, inadequate parking, etc."

"B. It suggests government assembly of land to facilitate redevelopment."

PHOENIX HILL

LOUISVILLE, KENTUCKY

PREPARED FOR:
 THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANBURY, mayor
 COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATWOOD, director
 URBAN RENEWAL and COMMUNITY
 DEVELOPMENT AGENCY
 ROBERT T. WETTENGOEL II, executive director



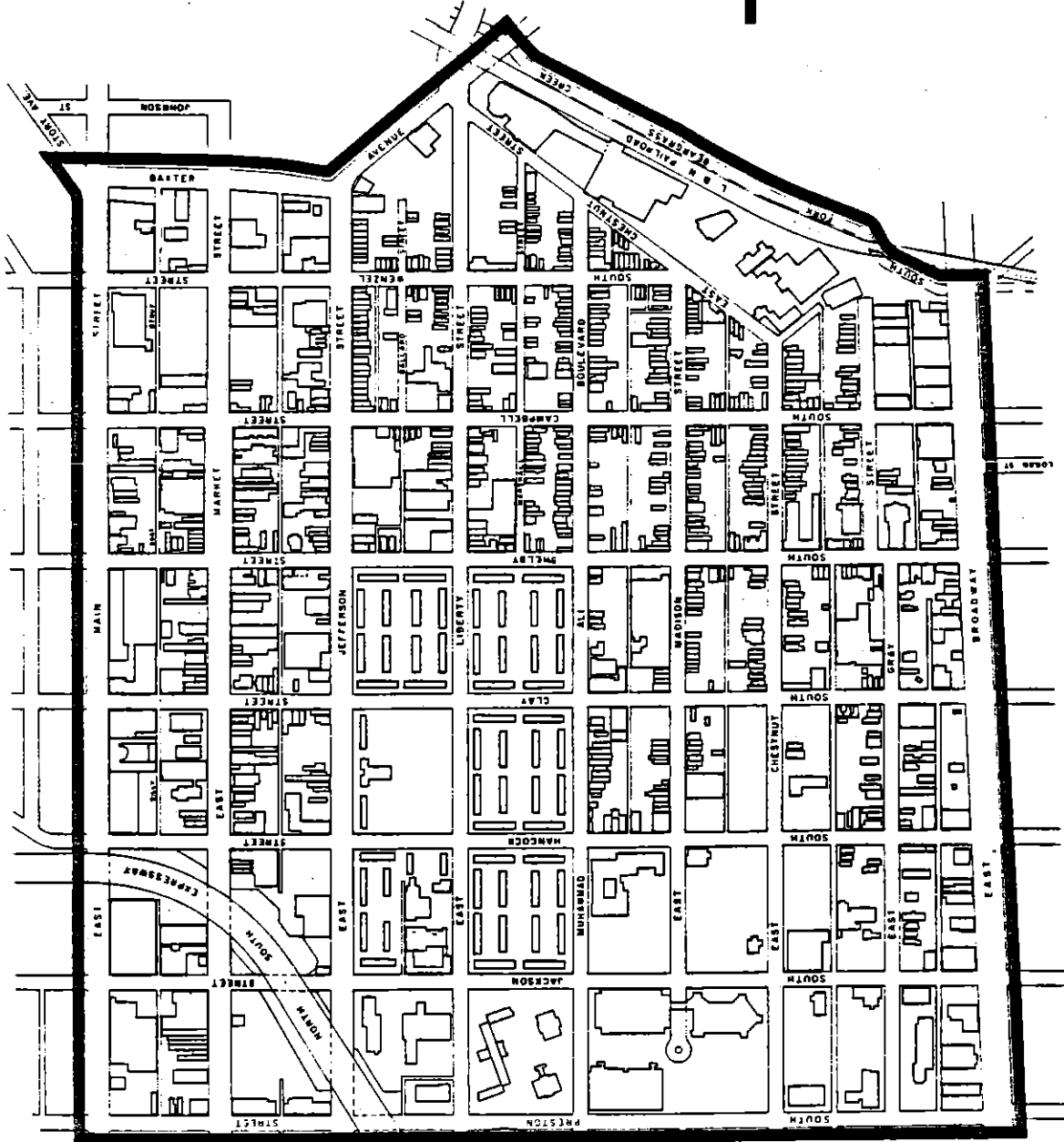
LEGEND

PHOENIX HILL
 NEIGHBORHOOD
 BOUNDARY



EXHIBIT
A

NEIGHBORHOOD
 BOUNDARY MAP



prepared by
 Colorado
 Associates, Inc.
 planning consultants
 1000 1/2 First Street, West
 Denver, Colorado 80202

"C. It suggests public financial assistance through low-cost loans to support redevelopment and rehabilitation."

"D. It suggests modifications in tax structures that apply to inner-city land improvements."

"E. It discourages urban sprawl and encourages development of areas skipped by growth."

Further, two principles from Section III of the Comprehensive Plan are particularly applicable to the Phoenix Hill Plan. These two principles are:

"1. Existing sound residential areas/neighborhoods should be conserved and deteriorated residential areas with redeeming qualities should be regenerated."

"2. The mixing of commercial and non-commercial uses should occur only in planned developments or replanning older areas where consideration can be given to minimizing harmful environmental influences."

The Neighborhood Plan represents an application of the Comprehensive Plan to the unique conditions of the geographic area known as the Phoenix Hill Neighborhood and includes some amendments to the Transportation Facilities.

The Phoenix Hill neighborhood was added to the City's Community Development Strategy in 1980 as a Neighborhood Strategy Area (NSA). As an NSA, Phoenix Hill becomes eligible for the expenditure of Community Development Block Grant funds and housing rehabilitation loans and grants. The Community Development Cabinet had commenced the preparation of a Feasibility Study and Comprehensive Strategy for the Phoenix Hill Area prior to the adoption of the Neighborhood Plan ordinance. The purpose of this plan was to determine the advisability and eligibility of redeveloping this area and plan and coordinate improvements and expenditures in this area.

One of the basic recommendations of this study was to break the neighborhood into six "Project Areas" and to initiate redevelopment with one project. To assist in bringing about an overall change in the neighborhood and to protect the investment in the first project it was recommended that a Neighborhood Plan be established and adopted for the entire area. This plan would protect the City's investment by assisting in the coordination of efforts in redevelopment and by preventing incompatible land uses and buildings.

Sections and Phases of Neighborhood Plan Completed

All five phases of the Neighborhood Plan have been completed for the Land Use Section and the Transportation Section. Only the Needs Assessment or phase one has been completed for the Housing, Economic Development, Environmental, Public Utilities, Open Space and Recreation and Historic Preservation Sections.

Update and Additions to Completed Sections

The remaining four phases should be completed for the sections which Needs Assessment have been prepared. Much of this information is complete and available in the Feasibility Study and Comprehensive Strategy for Phoenix Hill and simply needs to be put in to the Neighborhood Plan format.

As each project or activity area is further detailed, the plan should be modified to reflect any additions or revisions. Additionally, changes in one project area may cause corresponding changes or adjustments in adjacent areas. These changes should be reflected on the plan.

Citizen Participation

The Phoenix Hill Plan has been continually and actively underway since February 1979. During that time there have been numerous meetings involving the Consultant, Phoenix Hill Task Force and Association, and professional staffs of various city departments - Urban Renewal and Community Development Agency, Community Development Cabinet, Louisville and Jefferson County Planning Commission, City Traffic Engineering Department and Housing Authority. The principal purpose of these meetings was to present and discuss the facts and findings - survey results, land use plan alternatives, financing and to coordinate the direction of the survey with various Study Area interest groups' objectives and goals for overall social improvement, economic and physical growth of the neighborhood. The study, therefore, represents a consolidation of findings and recommendations concurred on through the Consultant, the Task Force and the professional staffs of various city agencies.

At the onset of the study, a Phoenix Hill Task Force was established and made up of various groups with an interest in the redevelopment of the area. Composition of the Task Force consisted of voting advisors representing residential homeowners and renters, public housing, businesses, landlords and Churches. Non-voting advisors included University of Louisville Medical School, the Medical Center, Homebuilders Association, City of Louisville agencies, Community Development Cabinet, Housing Authority, Parks and Recreation, Building Department, the Phoenix Hill Association, Task Force Coordinator, Economic Development, Neighborhood Development, Urban Alternatives, HUD and Board of Aldermen - Housing and Community Development Committee. The purpose of the Task Force was to be able to obtain citizen input during the planning process with the objective of arriving at a plan which would be supported by the neighborhood residents.

On March 22, presentations were made to the Task Force involving structural, land use and environmental data. Results of survey findings from surveys and goals and objectives were reviewed at that time.

On April 19, Land Use Concepts A and B were presented and discussed with the Task Force. Additional refinements were then made to the plan concepts based on input from Task Force meetings which resulted in the formation of Land Use Plan Concepts C and C-1. Further, meetings were held with the Task Force on May 15 and June 4 to discuss the plan concepts. During the months of May and June the Task Force reviewed the concepts with various interest groups within the neighborhood, residents, businesses, churches; neighborhood needs and priorities were established and on July 2 the Task Force recommended approval of Land Use Plan Concept C-1 with modifications pertaining to traffic flow. During this period, maps of all the plan concepts and survey data were displayed at the Jefferson Street Chapel in Phoenix Hill. The period following July 2 involved further review, discussion and refining Land Use Plan Concept C-1 with various city agencies, Task Force and Phoenix Hill Association members. This review and refinement resulted in some minor land use changes and significant changes in the north-south traffic movements which were reflected in the Land

Use Plan dated January 4, 1980. This plan was reviewed with the Board of Aldermen - Housing and Community Development Committee, Phoenix Hill Task Force and many other interested agencies on January 8, 1980.

NEEDS ASSESSMENTSummary of Findings

- Ten percent or 33.3 acres out of the total 334.5 acres in the area are vacant or contain vacant structures. (25.6 acres of vacant land and 7.7 acres with vacant structures.)
- Over 30% (30.2%) of the area is in streets, alleys and rights-of-way.
- Phoenix Hill is a mixed use area, 19.2% of the area is residential, 25.7% is commercial and parking, 7.5% industrial and utilities, 6.1% public and semi-public, and the Louisville Medical Center represents 4.2% of the area.
- There are a total of 940 structures in the area, of that total 110 or 11.7% are substandard to a degree requiring clearance, 708 or 75.3% contain defects and deficiencies, and 122 or 13.0% are in good repair.
- Most residential lots are between 20 and 30 feet wide.
- Much of the existing neighborhood commercial and one industry are nonconforming uses and are incompatible with surrounding areas.
- Most of the residential lots in the area fail to meet the 50 foot width requirement of the existing residential zone districts.

Existing Land Use

The existing land uses for the Phoenix Hill Neighborhood were collected by a survey conducted by the Consultant in February-March, 1979, and represent the conditions at that time. For the purposes of this study, land uses were broken into thirteen categories. The following is a quantitative analysis of existing land uses within the neighborhood.

PHOENIX HILL EXISTING LAND USE		
	<u>ACRES</u>	<u>% OF TOTAL</u>
Residential-Single Family	22.1	6.6%
Residential - Two Family	6.3	1.9
Residential-Multiple Family	35.7	10.7
Commercial	64.4	19.2
Industrial	15.0	4.5
Public	10.3	3.1
Semi-Public	9.9	3.0
Utilities	.5	.1
Louisville Medical Center	14.1	4.2
Parking	21.7	6.5
Vacant Floor (Structures)	7.7	2.3
Vacant Land	25.6	7.7
Streets, Alleys & Rights-of-Way	101.2	30.2
TOTAL	<u>334.5</u>	<u>100.0%</u>

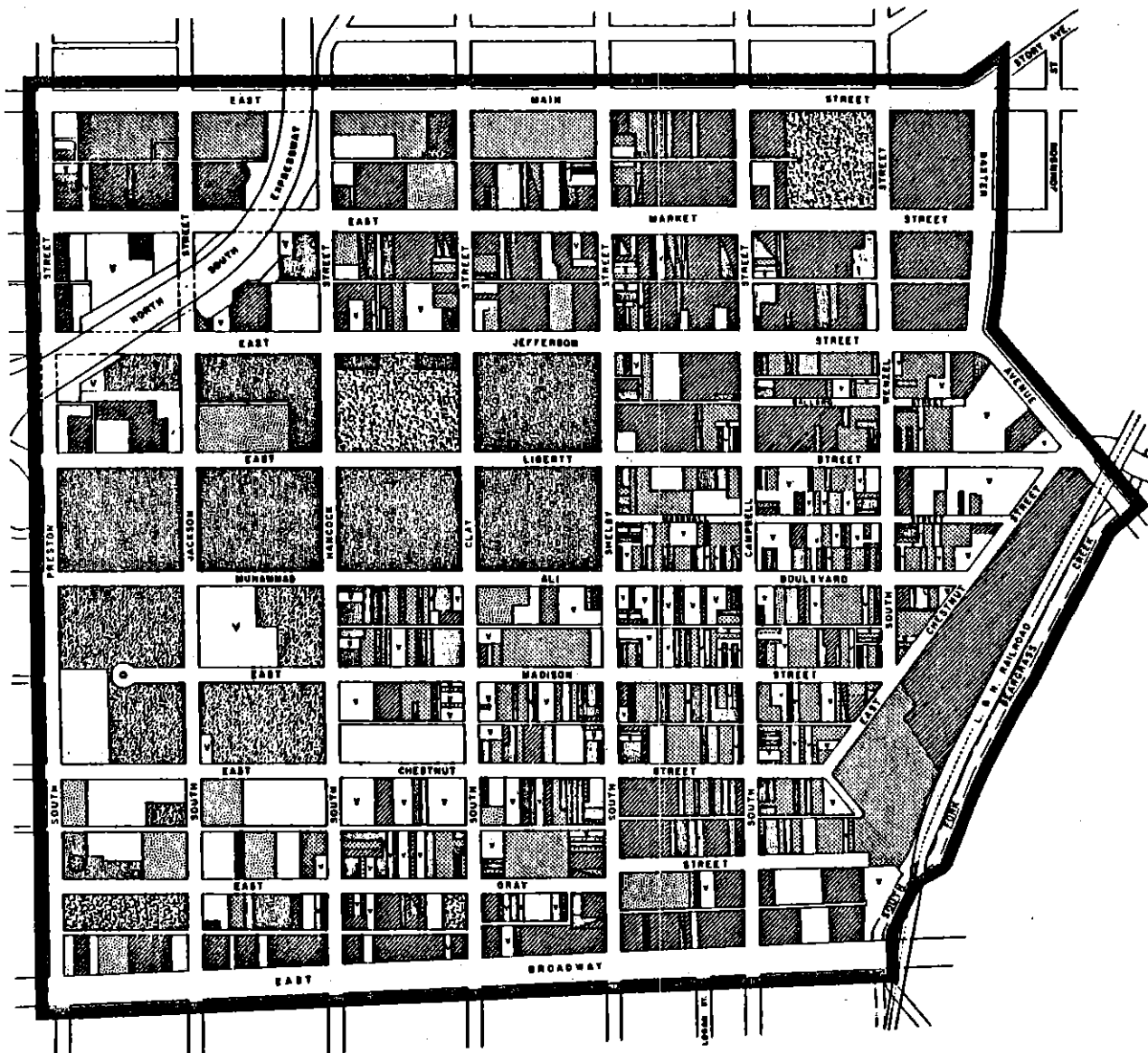
PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM S. STANSBURY, Mayor

COMMUNITY DEVELOPMENT CABINET
 WILLIAM S. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTERDEL III, Executive Director



LEGEND

- PROJECT BOUNDARY
 - RIGHT-OF-WAY LINE
 - CHANGE OF LAND USE LINE
- LAND USE CATEGORIES:**
- RESIDENTIAL - SINGLE FAMILY
 - RESIDENTIAL - TWO FAMILY
 - RESIDENTIAL - MULTIPLE FAMILY
 - COMMERCIAL
 - INDUSTRIAL
 - PUBLIC
 - SEMI-PUBLIC
 - UTILITIES
 - LOUISVILLE MEDICAL CENTER
 - PARKING
 - VACANT FLOOR AREA
 - VACANT LAND



Prepared by:
Colorado
 Associates, Inc.
 Planning Consultants
 1400 N. 1st Street, Suite 200, Denver, Colorado 80202

EXISTING LAND USE MAP

EXHIBIT
B

Phoenix Hill is a multi-use area which can be divided into five distinct areas of use (see Exhibit B, page II-2): Area I contains a predominance of commercial uses with some scattered residential including some residential units above stores in a fourteen block area bounded by East Main Street on the north, Baxter Avenue on the east, East Jefferson Street on the south and Preston Street on the west; Area II, an eight block residential area containing Dosker Manor and Clarksdale Public Housing Complexes bounded by East Jefferson, South Shelby, Muhammad Ali Boulevard and South Preston Streets. Area III includes the Louisville Medical Center generally bounded by Muhammad Ali Boulevard, South Clay, East Broadway and South Preston. Area IV is a residential area with some neighborhood commercial uses generally bounded by South Clay, Muhammad Ali Boulevard to East Shelby, East Liberty and East Chestnut; and Area V, a commercial-industrial area between East Gray and East Broadway and East Chestnut to Beargrass Creek and the L & N Railroad.

There are several existing land uses within the neighborhood which have played an important role in the Phoenix Hill Community. The Cloister, a shopping and restaurant complex is located at the southeast corner of Shelby and Chestnut Streets. Adjacent to the Cloister are several artists' workshops and galleries thereby providing this particular vicinity of Phoenix Hill with a developing new identity.

Phoenix Hill is influenced by churches with twenty-two churches located in the area. Significant in terms of being the social centers of the neighborhood, several of the churches are focal points within the neighborhood including St. Martins, St. Boniface, St. Johns, Green Street Baptist Church and Cable Baptist Church.

The area also contains an elementary school, Lincoln Elementary, located at the southwest corner of East Main Street and South Wenzel Street. The area contains one park, East Louisville Park, located within the Clarksdale Public Housing on East Liberty Street between South Hancock and South Clay Streets.

Vacant properties and abandoned structures comprise 10% of the area. Vacant land amounts to 25.6 acres and parcels with vacant structures amount to 7.7 acres. Many of these lots are overgrown and covered with debris. Exhibit C, the Percentage of Vacant Parcels, by Block, shows the percent of vacant land in each block and all blocks with 20% or more vacant.

Condition of Structures

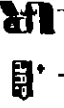
Exterior surveys of the physical conditions of all individual structures were conducted by the Consultant from February 12 through March 2, 1979. Follow-up interior surveys were conducted on all questionable structures on April 4 through 7, 1979. Information gathered in this survey was put into map form together with the criteria for classification of structures and are illustrated on Exhibit D, Condition of Structures Map.

Criteria for classifying structural conditions were carefully outlined by definitions which were compiled prior to and then applied during the field



PHOENIX HILL

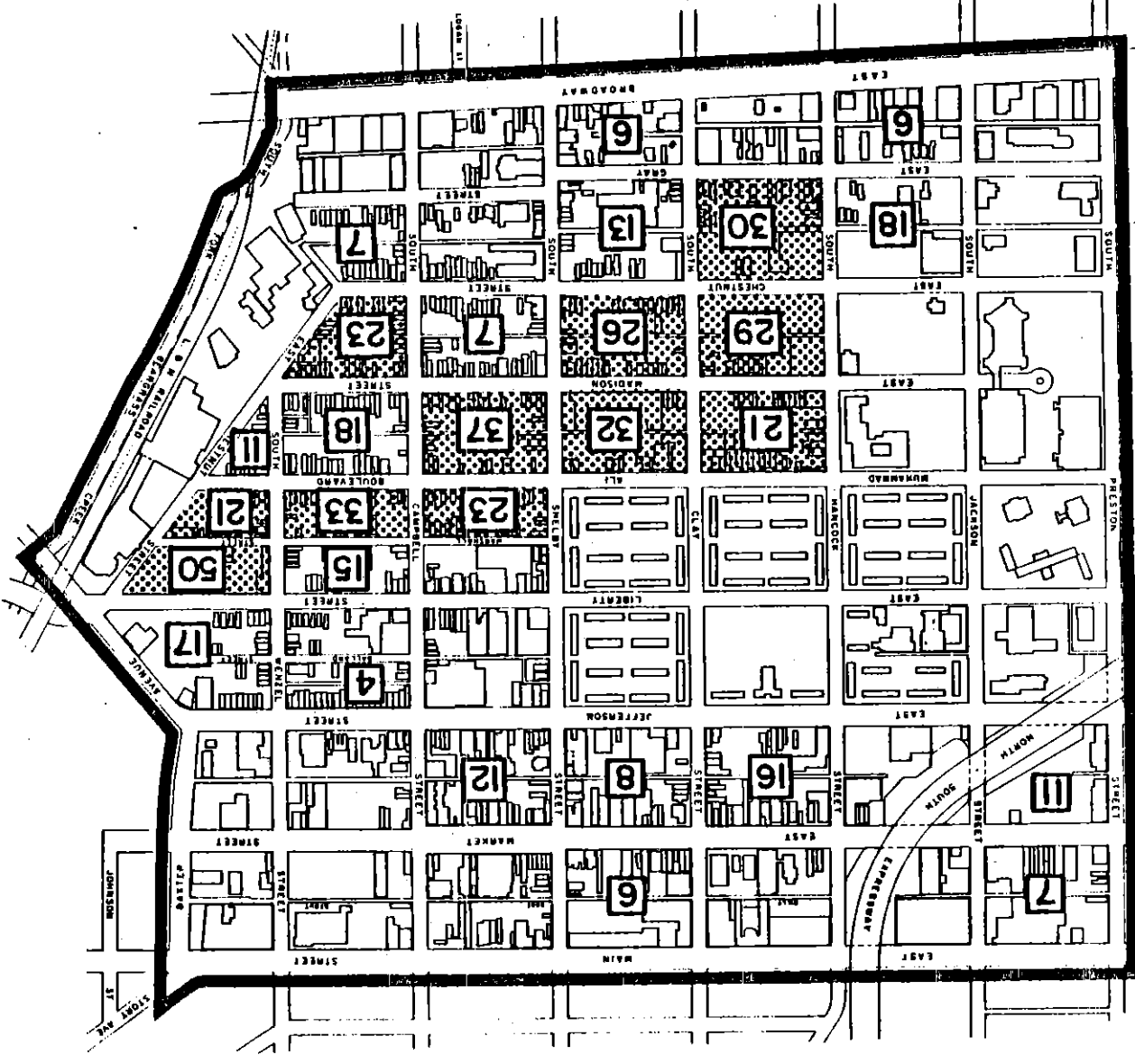
LOUISVILLE, KENTUCKY

Prepared for:
 THE CITY OF LOUISVILLE, KENTUCKY
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 COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director
 URBAN RENEWAL AND COMMUNITY
 DEVELOPMENT AGENCY
 ROBERT T. WETZEL, II, Executive Director



LEGEND

 PERCENTAGE (%) of VACANT
 PARCELS in BLOCK
 20% or MORE of TOTAL
 PARCELS in BLOCK VACANT



PERCENTAGE of
 VACANT PARCELS
 by BLOCK

EXHIBIT
C



DATE: 10/1/80 REVISED: 1000 800 600 400 200 0
 NORTH

Prepared by:
 City of Louisville
 Planning Commission
 Planning Department
 1000 Market Street, Louisville, KY 40202

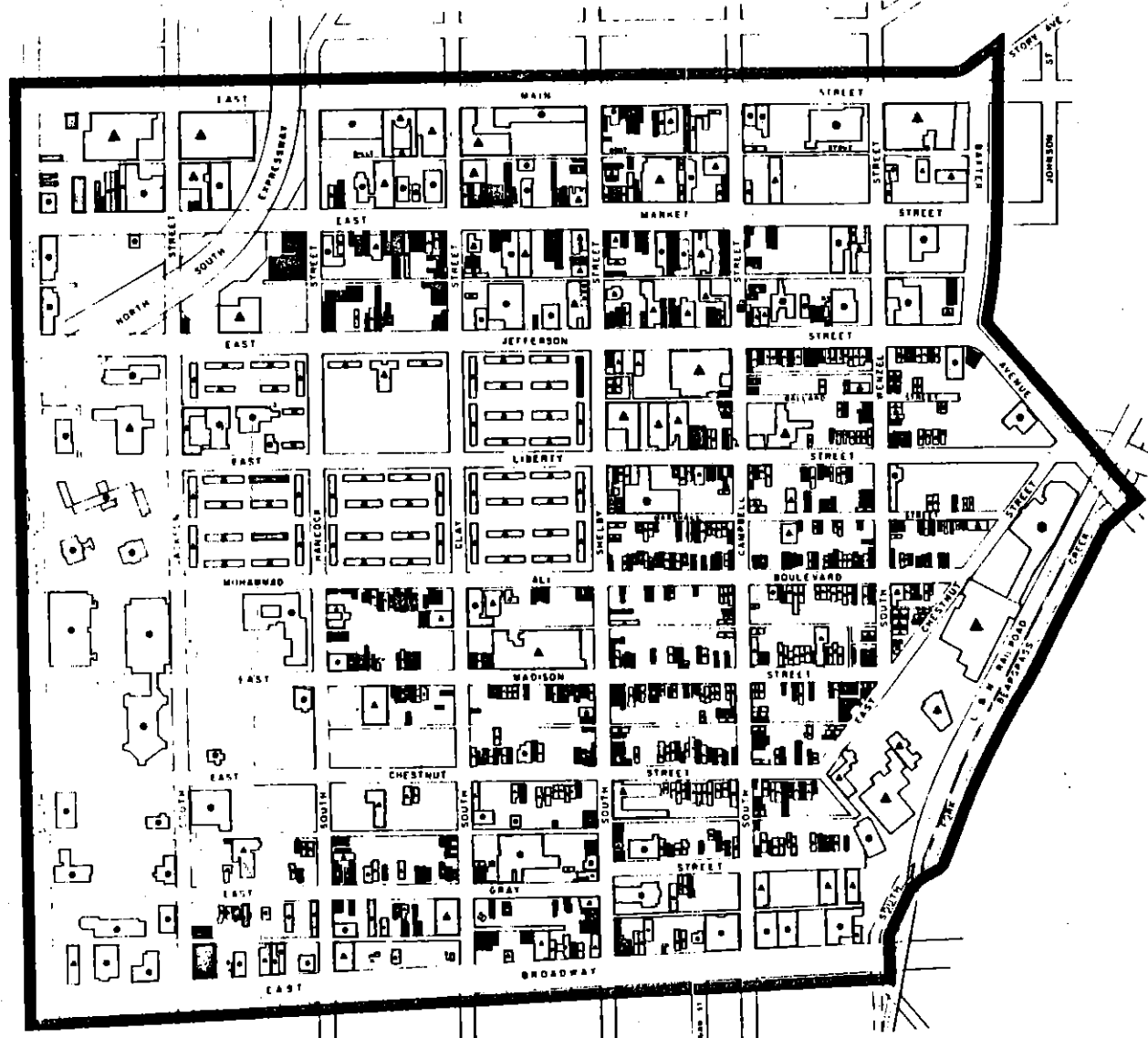
PHOENIX HILL

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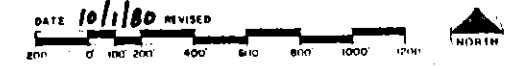
LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- EXISTING BUILDING

STRUCTURAL CONDITIONS:

- STANDARD A** structure is sound in all respects in an excellent state of repair.
- STANDARD B** structure is sound in all respects in an excellent state of repair, but one or more of the following items are noted: (1) minor structural damage to the exterior walls, (2) minor structural damage to the roof, (3) minor structural damage to the foundation, (4) minor structural damage to the interior walls, (5) minor structural damage to the floor, (6) minor structural damage to the stairs, (7) minor structural damage to the windows, (8) minor structural damage to the doors, (9) minor structural damage to the plumbing, (10) minor structural damage to the electrical, (11) minor structural damage to the heating, (12) minor structural damage to the cooling, (13) minor structural damage to the fire protection, (14) minor structural damage to the life safety, (15) minor structural damage to the accessibility.
- STANDARD C** structure is deteriorated in one or more of the following items: (1) exterior walls, (2) roof, (3) foundation, (4) interior walls, (5) floor, (6) stairs, (7) windows, (8) doors, (9) plumbing, (10) electrical, (11) heating, (12) cooling, (13) fire protection, (14) life safety, (15) accessibility.
- STANDARD D** structure is dilapidated in one or more of the following items: (1) exterior walls, (2) roof, (3) foundation, (4) interior walls, (5) floor, (6) stairs, (7) windows, (8) doors, (9) plumbing, (10) electrical, (11) heating, (12) cooling, (13) fire protection, (14) life safety, (15) accessibility.
- STANDARD E** structure is condemned in one or more of the following items: (1) exterior walls, (2) roof, (3) foundation, (4) interior walls, (5) floor, (6) stairs, (7) windows, (8) doors, (9) plumbing, (10) electrical, (11) heating, (12) cooling, (13) fire protection, (14) life safety, (15) accessibility.

NOTE: STRUCTURAL CONDITIONS BASED UPON FIELD SURVEY CONDUCTED FEBRUARY 12, 1979 THROUGH MARCH 2, 1979 and APRIL 4-7, 1979.



CONDITION of STRUCTURES MAP

EXHIBIT **D**

prepared by
Colliers
 Associates, Inc.
 planning consultants

4130

11-5

9/25/80

survey, Definitions applied during the survey follow:

STANDARD A: Structures is sound in all respects -- in an excellent state of repair.

STANDARD B: Structure is sound -- in need of only limited minor repairs, has no defects or only slight defects which are normally corrected during the course of regular maintenance (such as: lack of paint; slight damage to porch or steps; small cracks in wall or chimney; broken gutters or downspouts; slight wear on floor or door sills).

SUBSTANDARD I: Structure is deteriorating -- in need of extensive minor repairs, more repairs than would be provided during the course of regular maintenance; one or more defects and/or deficiencies of an intermediate nature which may or may not be economically feasible to undertake as a whole (such as: shakey or unsafe porch steps; holes, open cracks or missing material over a small area of the walls or roof; rotting window sills or frames), but not containing an apparent number of defects and/or deficiencies to justify clearance on just the condition of the structure.

SUBSTANDARD II-A: Structure is dilapidated -- it contains a combination of defects and/or deficiencies in structural and non-structural elements of total significance and to an extent requiring clearance. Such defects and deficiencies being to the extent that the structure will not meet criteria to the classification of Substandard I.

SUBSTANDARD II-B: Structure is dilapidated -- in need of major repairs of a structural type: has at least two major defects (such as: holes, open cracks or missing materials over a large area of the walls, room or other parts of the structure; sagging floor, walls or roof; damage by storm or fire) to a degree requiring clearance.

An analysis of the condition of structure survey is summarized below:

	STANDARD A	STANDARD B	SUBSTANDARD I	SUBSTANDARD II-A	SUBSTANDARD II-B	TOTAL	PERCENT
Residential	22	263	205	75	14	579	62%
Non-residential	96	118	78	13	6	311	33%
Mixed-Use	4	18	26	1	1	50	5%
TOTAL	122	399	309	89	21	940	100%
PERCENTAGE OF TOTAL	13.0%	42.4%	32.9%	9.5%	2.2%	100%	

There are a total of 940 structures in the area, 818 or 87% of which have defects and/or deficiencies. Substandard structures amount to 419 or 44.6% of the 940 structures in the area. One hundred and ten structures are substandard to a degree requiring clearance.

Exhibit E delineates those blocks that contain from 1 to 49% substandard structures and blocks with over 50% substandard structures. In addition, the actual percentage of substandard structures in each block has been delineated.

Existing Zoning

The existing zoning for the Phoenix Hill Neighborhood is delineated on Exhibit F - Existing Zoning Map. A breakdown of the existing zoning districts by acreage is shown below.

EXISTING ZONE DISTRICTS

<u>District</u>	<u>Acreage</u>
R-8 Residential	133.7
R-9 Residential	21.6
C-1 Commercial	2.5
C-2 Commercial	77.2
C-3 Commercial	2.5
C-4 Commercial	1.5
M-1 Industrial	1.4
M-2 Industrial	87.5
M-3 Industrial	6.6
TOTAL	334.5 ac

The minimum lot size that can be developed under the above residential zones is 5,000 square feet with a minimum width of 50 feet. Only 3 or 4 of the residential lots in the entire area meet these standards. There is a provision that lots recorded prior to the zoning ordinance adoption may be improved. However, the building department will not issue a permit for these lots without a special application and approval for each lot.

Demand and Adequacy of Land Use Supply

A family survey was conducted in the Phoenix Hill Neighborhood to determine the makeup of the residents of the Neighborhood. The survey was conducted from April 16 - May 18, 1979 and a description of the people who reside in the area is summarized below:

1. Population Composition
 - 2,202 43% Head of Households
 - 1,946 38.2% Children
 - 940 18.5% Adult Family Composition (over 18 and not head of household)
- 5,088 Total Population

2. Marital Status			
Married	500	22.7%	
Single, Divorced or Widowed	1,702	77.3%	
3. Population by Race (Head of Households)			
White	539	24.5%	
Black	1,663	75.5%	
4. Residential Status			
Owner	231	10.5%	(36% excluding Clarksdale/Dosker Manor)
Tenant	1,971	89.5%	(64% excluding Clarksdale/Dosker Manor)
5. Children in Family			
Under 10	1,201	61.7%	
Over 10	745	38.3%	
TOTAL	1,946*		

*Approximately 75% of this total, or 1,460 children live in Clarksdale
964 (66% under 10 years of age)
496 (34% over 10 years of age)

6. Elderly (over 62)			
Total -	1,191	23.4%	of total population
7. Handicapped (disabled)			
Total -	153	2.0%	of total population
8. Occupation (head of household)			
Unemployed	1,863	84.6%	
Employed	339	15.4%	
9. Employment Classification			
Domestic	64	18.9%	
Self	21	6.3%	
Government	9	2.8%	
Laborer	242	71.3%	
Professional	3	.7%	
10. Church Affiliation			
Baptist	1,101	50.0%	
Methodist	88	4.0%	
Catholic	159	7.2%	
Other	145	6.6%	
None/No reply	709	32.2%	
11. Median Income Levels			
\$3,391	overall		
\$3,776	for residents excluding Clarksdale, Dosker Manor		
12. Average persons per unit			
2.9	persons per unit (excludes Dosker Manor Units)		

The Phoenix Hill Area contains just over 5,000 persons. In 1950, the same area contained 15,000 people. The people who have remained in the area are economically distressed. The average family income in the area is \$3,391. Unbelievably, 84.6% of the heads of households in Phoenix Hill are unemployed.

Demand for Land Use

The Phoenix Hill Neighborhood is substandard. This substandard condition retards the growth of residential and neighborhood serving commercial. However, expansion of the downtown area and the medical center have placed demands on the area to remove residences for expansion purposes. Further, the Cloister, a shopping and restaurant complex was developed at the southeast corner of Shelby and Chestnut Streets. Adjacent homes are now being converted to businesses and artists' workshops and galleries. This new development is helping to revitalize the area, but adding demands for the removal of residences by conversion or demolition.

Two large businesses in the area are in need of land for expansion. One is a printing company and the other is a farm implement sales company with storage lots scattered around the neighborhood.

There is a large demand for park and open space areas. Of the total 5,000 people in the area, 1946 are 18 or younger and 1191 are over 62 for a total of 3137 or 62.7% of the people in the area. Presently, there is only 10.3 acres of land devoted to public use in the entire area and half of that is at a school on Main Street which is far from the residents. All of the park space is presently used for recreation purposes for children. There are no passive open space areas for the elderly.

There is an overall need for expansion of businesses, medical center and industry in the area, but it must be carefully planned to avoid adverse impacts on the residents. There is adequate land for residential expansion, however, the blighted conditions and problems obtaining building permits on "inadequate" lots restrict any expansion.

Practices, Policies, Patterns and Trends

In older area such as Phoenix Hill, traditional land use relationships do not always apply. However, there are several nonconforming uses and two incompatible uses. There are twelve businesses in the R-8 residential district that are nonconforming uses. These businesses are generally neighborhood serving commercial uses and the neighborhood residents want these businesses to remain. A rezoning should be made for these businesses.

An incompatible land use is located on Madison Street between Clay and Shelby Streets. A factory is located at this site in R-8 residential zoning. This factory is located at this site in R-8 residential zoning. This factory is not a smoke producing industry, but is incompatible to the adjacent residences in scale, traffic generation and land use relationships.

The other incompatible uses are approximately eight residences located on the west side of East Chestnut Street. These structures are located on the right-

of-way with no place to park a car. Further, parking is not allowed on this portion of Chestnut. In addition, these structures look directly into an industrial and commercial warehouse area and the land use relationship is incompatible.

Other Trends

Demands for expansion of the Downtown Area and the Medical Center have created problems in the residential neighborhoods. Private interests are acquiring properties, displacing tenants and removing residences from the City's inventory. The Board of Aldermen recently passed a moratorium on this type of demolition and have effectively stopped this problem.

There is a place for all the land uses that presently exist in Phoenix Hill, but they need to be carefully planned and arranged to avoid incompatibility and adverse impacts on the neighborhood.

However, this demolition made its mark on the neighborhood. Vacant lots are scattered throughout the residential area that are too small for redevelopment under the present ordinances. Vacant structures abound that are boarded up. These structures were acquired to be demolished, but the moratorium prevents their demolition and conversion to other uses. The owner cannot get enough rent on the structure to pay the cost to bring the structure to minimum codes, so many adequate housing units sit vacant.

Perhaps the most detrimental trend of all is the creeping blight of decay. Phoenix Hill is an old neighborhood with an important history in Louisville's growth. The years have passed and each year additional structures fall into disrepair. The blight from this decay keeps spreading until in 1979, about 45% of all structures were deteriorated and about 70% of residential structures.

Governmental or Nongovernmental Actions Contributing to Trends

The Clarksdale Public Housing Project was constructed in the Phoenix Hill Area in the late 1930s. This project contained 786 units and occupied about 24 acres of land for a density of 32.8 units per acre, excluding the East Louisville Park. At the 2.9 persons per unit average for Phoenix Hill, these units would produce a population of about 2280 persons or 95 PERSONS PER ACRE.

Clarksdale provides a tremendous impact on the entire neighborhood. To a great degree the trend in Clarksdale influences the trend in the neighborhood. The median household income in this area is \$3391. If you take out Clarksdale and Dosker Manor, a high-rise elderly project, the income increases to \$3776.

It has been over 40 years since Clarksdale was constructed, and no comprehensive modernization has been carried out due to the lack of funds. The high density of people in this area have "worn-out" these units. It was proposed in the Feasibility Study and Comprehensive Strategy for Phoenix Hill that a Comprehensive Modernization Grant be requested. This grant was requested early in 1980 and in September 1980 a grant of almost \$16 million was awarded for Clarksdale. Clarksdale, which has contributed to the blight of Phoenix Hill can now help

lead the neighborhood to revitalization.

- The existing Zoning Ordinance and building standards have restricted residential growth by prohibiting the development of "inadequate" lots. Recent changes have provided that lots recorded prior to the Zoning Ordinance adoption may be developed, but it is still difficult to get a building permit for these lots. No residential zone in the Ordinance will permit these lots. No residential zone in the Ordinance will permit the development of lots of less than 5,000 square feet and 50 feet wide. The average lot in this area is almost 30 feet and many are around 20 and 25 feet. Redevelopment in accordance with the Zoning Ordinance would not be in character with the balance of the neighborhood.
- Expansion of the Medical Center by the Commonwealth of Kentucky and University of Louisville has contributed to uncertainty in this neighborhood. The Medical Center expansion has taken many homes in this neighborhood and displaced many residents. Plans for the Medical Center seemed to differ greatly. Different plans called for expanding the center to Clay, others to Shelby, and some to Campbell. Residents in this area were uncertain of their fate and didn't want to spend money repairing a house that would only be acquired. The houses went without repair and started to deteriorate. There is a need for a firm limited plan for the Medical Center.
- A moratorium has been placed upon demolition of structures in Phoenix Hill by the Board of Aldermen. This moratorium was put into effect to stop the demolition of housing units and conversion to commercial and other uses. The demolitions have removed housing units and introduced uses not in character with the rest of the neighborhood. The moratorium has been effective in stopping this trend. However, two problem areas have been created by the moratorium. The first is that businesses that needed to expand cannot buy additional properties and expand and new businesses cannot assemble land clear structures and construct a business. This has restricted and in some cases stopped private activity and expenditure in the Phoenix Hill Area.

The second problem is that many structures in Phoenix Hill (110 by the Consultant's survey) are substandard to a degree requiring clearance. These structures are unsafe and unsanitary and many are vacant. These structures need to be demolished, but if the moratorium is lifted, good structures could be demolished also.

- Lack of open space is a critical problem in this area. The City has developed only five acres of park in the entire area and that is located in the housing project and devoted entirely to recreational uses. The City has also allowed one park to be taken by the Medical Center expansion. That park has not been replaced.

PROJECTION OF EXISTING CONDITIONS

Summary of Future Conditions and Desired Changes

- Unless dramatic changes occur in Phoenix Hill, structures will continue to be demolished and people will leave Phoenix Hill. A carefully developed

plan and implementation can prevent this from occurring, and only those structures unsuitable for habitation will be demolished.

- Unless substandard structures can be revitalized or removed, this blight will spread until the area is only fit for total clearance and removal. Rehabilitation and spot clearance of structures must be carried out concurrently, with close phasing of new infill construction to replace substandard structures rather than letting vacant lots sit idle.
- The crime rates are extremely high in Phoenix Hill especially in juveniles. There are about 2000 children in the area with only 5 acres of park area. Unless additional open space and recreation programs can be provided, the crime rate will continue to climb.
- The City must use its authority to acquire property since many are in small parcels that would be difficult to assemble for replanning rehabilitation and reconstruction by private interest.
- Phoenix Hill is losing population. The population decreased from 15,000 in 1950 to 5000 in 1979. Unless the area is revitalized, this trend will continue. An effort must be made to maintain the 5000 people in this area.
- A total replanning of every parcel of Phoenix Hill is not possible. About 80% of the structures should remain and these remaining structures and families prohibit a wholesale start-all-over approach.

Description of Future Conditions and Consequences

Structural Conditions

There are a total of 940 structures in the area, 818 or 87% have defects and/or deficiencies. Substandard structures amount to 419 or 44.6% of the total structures. One hundred and ten structures are substandard to a degree requiring clearance.

Phoenix Hill is not presently a slum which is defined in Commonwealth Law as "having a predominance of buildings which are unsafe or unfit to occupy". However, it is obvious that portions of the area are deteriorated and other portions are in the process of deteriorating to substandard conditions. Further, it is clear that unless this deterioration can be halted and reversed, the blight will expand like a cancer and grow into areas which are presently in good condition.

Crime Rates

Phoenix Hill is located in Census Tracts 59 and 60 and covers most of Census Tract 57. An analysis of the City of Louisville Police Department crime statistics for 1978 show that Phoenix Hill is a high crime area. In 1978 there were 716 major crimes in the area. Breaking and entering and larceny accounted for 598 or 83.5% of these crimes.

There were a total of 7,111 major crimes reported in Louisville in 1978. Of that total, 716 or 10.1% of these major crimes were committed in the Phoenix Hill Area. The Phoenix Hill Area contains 334.5 acres, or 1.6% of the total area in the City of Louisville. Ten percent of all major crimes in Louisville are committed in Phoenix Hill which amounts to less than 2% of the land area in the City, and less

than 1% of the population of the City.

A high number of these crimes are committed by juveniles. There are almost 2000 (1946) persons in Phoenix Hill under 18 years of age. There is a total of 10.3 acres of land devoted to public use in the entire 334.5 acre area. Standards from the Urban Planning and Design Criteria by Joseph De Chiarc and Lee Koppelman call for 8.5 acres of playgrounds, neighborhood parks, play fields and Community Parks per 1000 population. Based upon the 5000 residents in Phoenix Hill, there is a need for 42.5 acres of open space and recreational programs to direct and supervise activities.

There is presently about five acres of park space in the entire Phoenix Hill Area. Unless more park space and recreation programs can be provided, these children will have nothing to do and the crime rates will continue to increase.

Private Participation

There are presently two problems hampering private participation in this project. The first is the demolition moratorium. This has prevented private business from acquiring land and demolishing buildings to construct new businesses or residences. This moratorium has kept many private businesses away from this area and private revitalization has stopped. A carefully implemented plan should allow private companies to acquire and clear within certain areas and prohibit clearance of structures in significant areas.

The second factor adversely affecting private participation is simply the blight of substandard condition. Private businesses are hesitant to invest funds in a substandard and declining neighborhood. As the neighborhood continues to decline, private funds and participation will too.

Population

According to the Planning Commission's study of Phoenix Hill, the population was 15,000 in 1950. Information obtained from the family survey conducted early in 1979 shows a population of 5000 in Phoenix Hill. In almost thirty years, two-thirds of Phoenix Hill's population has emigrated. This trend will continue as long as the blight, substandard housing, crime and other problems exist in the area.

The last problem is caused by the 1002 separate ownerships in Phoenix Hill. The lots average about 30 to 40 feet of frontage and many have only 20 feet of frontage. Due to the large number of parcels and the fact that many must be acquired before clearance, replanning, rehabilitation and/or reconstruction can occur, it is difficult or impossible for private sources to acquire property. Unless this land can be assembled and revitalized, the area will continue to decline.

Desirability of Future Conditions

Residential principle number five of the Comprehensive Plan for Louisville and Jefferson County states as follows:

"Existing Sound Residential Areas-Neighborhoods - should be conserved and deteriorated residential areas with redeeming qualities should be regenerated."

The facts presented in this phase of Section I clearly demonstrate that Phoenix Hill is a deteriorating and deteriorated neighborhood. The Comprehensive Plan calls for regeneration of such areas. If no action is taken in Phoenix Hill, the area will continue until the area is a slum. The only way to treat a slum is to relocate all residents, clear all structures and start over. If renovation can begin now, almost 80% of the structures could be saved. A significant expenditure of public dollars in Phoenix Hill now could avoid massive relocation and costs in the future.

The City's Community Development Strategy calls for conservation of existing housing and an increase of the number of standard housing units, reduction of crime, conservation of existing employment opportunities, expansion of commercial services to central City neighborhoods and many other objectives that may be summarized as follows, "conserve and revitalize existing neighborhoods". This is almost the same strategy as the principle from the Comprehensive Plan listed above.

Phoenix Hill is a deteriorating neighborhood. If the City's Community Development Strategy can be applied to Phoenix Hill the neighborhood can be revitalized. If not, the area will continue to decline.

Identification of Undesirable Conditions that are Changeable

Substandard Conditions

Phoenix Hill is an old neighborhood and structural problems are going to occur. The area can never be restored to a new condition. However, a selective spot clearance of blighted structures and sites, assembly of land for new development, and rehabilitation of structures to remain can remove the substandard conditions and stop the spread of blight.

Land Use

The Phoenix Hill Neighborhood is clearly a mixed use area. There are conflicts of land use relationships in many areas, commercial in residential areas, residential in industrial areas, etc. A total replanning of the area is needed. However, the area is basically a rehabilitation area and as such limits the changes that can occur. A total replanning to provide little or no land use conflicts is not possible. In addition, the residents want the scattered businesses retained and are used to and accept the area as it is. A carefully developed plan can allow much of the area to remain the same while removing incompatible land uses and mitigating or minimizing other minor conflicts.

Crime

Efforts should be made to lower the crime rates in this area. It would not be feasible to try to reduce crime in this area to the lowest in the City, but it is feasible to bring this area into the average crime levels experienced in the community.

Private Investment

An all out effort should be made to increase private investment in this area. Private investment in this type of an area cannot be as great as in newly developing areas because of the difficulty of assembling land. However, through public and private cooperation, the private investment can be maximized and be a significant force in redeveloping Phoenix Hill.

RECOMMENDED LAND USE PLAN

Summary of Recommended Plan

- Acquisition of 319 land parcels is required to implement the plan.
- This acquisition includes 206 structures: 143 residential, 46 vacant, 13 commercial, 3 churches and 1 industrial.
- The plan calls for the clearance of 206 or 21.9% of the 940 structures in Phoenix Hill.
- Conservation of 734 structures or 78.1% of the total is planned; rehabilitation is proposed for 1399 dwelling units and 96 businesses.
- Of the 206 structures proposed for clearance, 109 will be acquired due to substandard conditions and only 97 to accomplish public improvements or planning objectives, outlined on Pages II-19 and 20. As many of the 97 structures as possible will be relocated to vacant lots within the area.
- The plan calls for the development of a 7 acre central park in the area.
- Major traffic carriers will be relocated away from the residential areas.
- The Medical Center will be provided land for expansion in limited areas.
- Expansion of the development of the "Cloister" and general vicinity as specialty shops, offices, retail, restaurants and center for artists is provided for and encouraged.

Development of Alternative Plans and Strategies

Two major factors were taken into account in the development of all alternative plans, concentrated locations of substandard structures and vacant land and the land use plan objectives, see Page II-19.

Tentative Areas for New Development and Rehabilitation

Exhibit G illustrates areas determined for significant rehabilitation or new development. Areas for significant new development (areas where vacant land and substandard structures could be cleared and redeveloped as a single unit) were based upon the following criteria:

- (1) Blocks containing 50% or more substandard structures.
- (2) Blocks containing 30% or more substandard IIA and IIB structures.

PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANBURY, Mayor

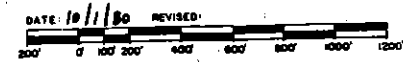
COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENGOEL II, executive Director



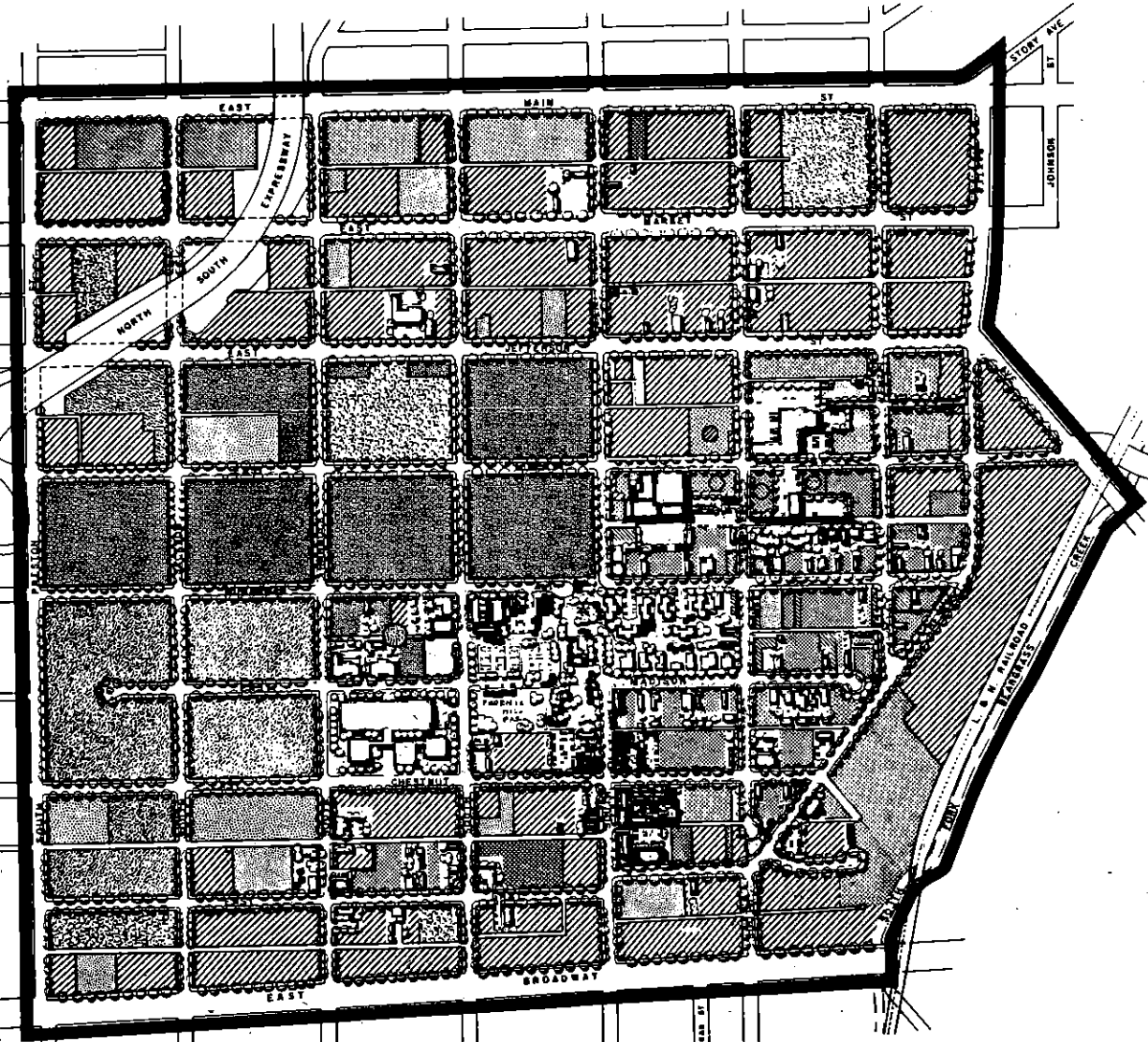
LEGEND

- PROJECT BOUNDARY
 - RIGHT-OF-WAY LINE
 - CHANGE OF LAND USE LINE
- LAND USE CATEGORIES:
- RESIDENTIAL - MEDIUM DENSITY
(MINIMUM AREA REQUIREMENT PER DWELLING UNIT 2,000 SQ. FT.)
 - RESIDENTIAL - HIGH DENSITY
(MINIMUM AREA REQUIREMENT PER DWELLING UNIT 1,000 SQ. FT.)
 - NEIGHBORHOOD COMMERCIAL
 - GENERAL COMMERCIAL
 - INDUSTRIAL
 - PUBLIC
 - SEMI-PUBLIC
 - UTILITIES
 - LOUISVILLE MEDICAL CENTER
 - ALTERNATE USE
 - REDEVELOPMENT
 - REHABILITATION
 - EXISTING STRUCTURE



ILLUSTRATIVE DEVELOPMENT PLAN

EXHIBIT
M



prepared by:
Colorado Associates, Inc.
 Planning Consultants
 1500 W. 10th Street, Suite 100, Denver, Colorado 80202
 Telephone: (303) 733-1111

Encourage continued development of "Cloister" and its general vicinity as specialty shops, offices, retail, restaurants, and center for local artists.

Encourage and improve upon a continued development of existing commercial and industrial uses along East Main, East Market Street, East Jefferson Street and East Broadway Street.

Improve security measures and reduce crime.

The Phoenix Hill Task Force in addition to the above objectives identified neighborhood needs during various meetings held during the initial phases of the study and the following needs were identified by area residents in order of priority:

- (1) Police Protection - better surveillance, enforcement of dumping of trash on vacant lots.
- (2) Sanitation - better garbage collection, trash pick-up in alleys and vacant lots, elimination of rats.
- (3) Rehabilitation of residences.
- (4) Recreation - provide additional developed park land and recreational facilities.
- (5) Unemployment - provide more jobs for youth and elderly.
- (6) Provide day care centers.

Alternative Plans

The planning process for the Phoenix Hill Land Use Plan involved the preparation of four Land Use Concept Studies. These concepts are discussed below:

Land Use Concept A (Exhibit H): Designates 76.7% (721) of the structures in the project area for rehabilitation and 23.3% (219) for clearance. This alternative would provide for approximately 315 new residential units, and would require the most land acquisition, relocation and displacement of residents in the area, as compared to the other alternatives. A small central park (2.5 acres) would be provided in this concept and overall residential density would be increased. No changes are provided in the major traffic flow on arterial streets within the residential neighborhood therefore existing traffic and noise levels will be increased within the residential core area due to increased residential density. Modification of minor residential streets include closure of East Madison Street west and east of South Shelby Street, closure of South Wenzel Street at East Chestnut, closure of Ballard and Marshall Streets between South Campbell and Wenzel Streets.

Land Use Concept B (Exhibit I): Designates 79.7% (749) of the structures in the project area for rehabilitation and 20.3% (191) for clearance. This alternative would provide for approximately 325 new residential units. The central park, although larger in size (3 acres) than in Concept A, is still

PHOENIX HILL

LOUISVILLE, KENTUCKY

preparing for:
 THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, Mayor
 COMMUNITY DEVELOPMENT CABINET
 WILLIAM S. GATEWOOD, director
 URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENDEL II, executive director



LAND USE CATEGORIES:

- RESIDENTIAL - SINGLE FAMILY
- RESIDENTIAL - TWO FAMILY
- RESIDENTIAL - MULTIPLE FAMILY
- COMMERCIAL
- INDUSTRIAL
- PUBLIC
- SEMI-PUBLIC
- UTILITIES
- LOUISVILLE MEDICAL CENTER
- PARKING

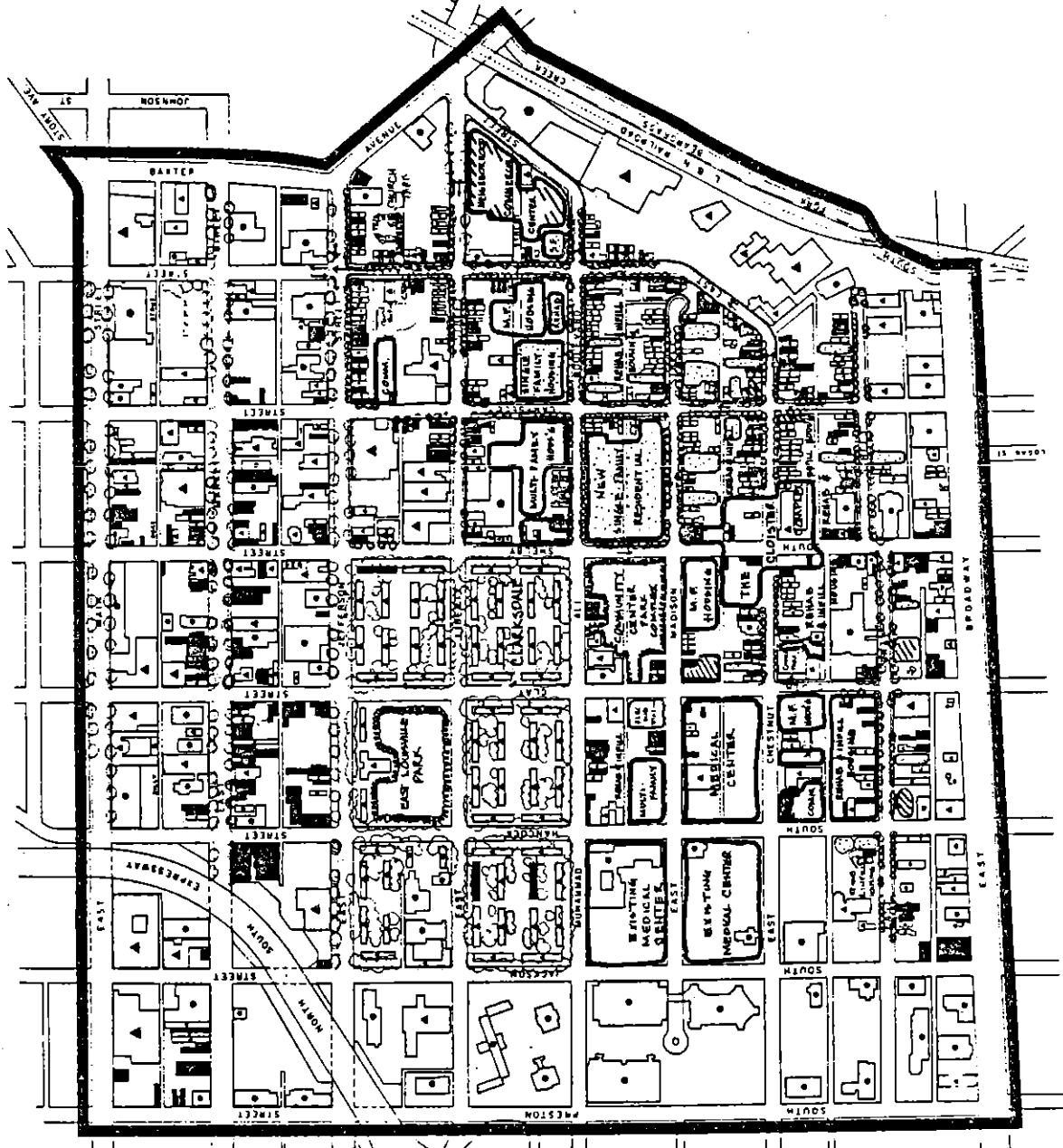
STRUCTURAL CONDITIONS:

- STANDING
- REPAIR
- RECONSTRUCTION
- DEMOLITION

NOTE: STRUCTURAL CONDITIONS BASED UPON FIELD SURVEY CONDUCTED FEBRUARY 12, 1979 THROUGH MARCH 2, 1979

DATE 10/1/80 REVISED
 0 100 200 300 400 500 600 700 800 900 1000 1200
 NORTH

EXHIBIT
LAND USE CONCEPT "B"



prepared by:
 Colorado
 Associates, Inc.
 planning consultants
 1100 East 17th Avenue, Denver, Colorado 80202

smaller than is needed in the area.

As in Concept A, no changes are provided in the major traffic flow routes within the residential neighborhood, therefore, traffic and noise levels will be increased within the residential neighborhood core by increased density. Modification of minor interior streets of residential core include closure of East Madison at East Chestnut, closure of Ballard Street between South Wenzel and Campbell Streets, closure of Marshall Street between South Shelby and South Wenzel Streets.

Land Use Concept C (Exhibit J): Designated 79.7% (748) of the structures in the project area for rehabilitation and 20.3% (192) for clearance. This alternative would provide for approximately 225 new residential units. The central park area is increased to 7 acres; thereby providing for a larger central community park. Modifications are made to the existing major streets to decrease through traffic flow within the residential neighborhood core; thereby decreasing noise and pollutant levels, and providing greater safety to its residents. Modifications of major thoroughfares include:

- Change north-south designations of South Shelby and South Campbell from arterial streets to minor streets (two-way traffic) from east Main Street to East Chestnut Street and designate South Wenzel and South Clay as arterials from East Chestnut to East Main Street. This will require South Clay from East Main to East Chestnut to be a one-way street south and South Wenzel a one-way street north.
- Modification of East Chestnut Street to include changing designation from an arterial to a minor street from South Shelby Street to South Campbell Street. Through traffic designated for East Louisville via Lexington Road from downtown would use South Jackson Street to East Liberty Street.
- Modification of Muhammad Ali Boulevard to include changing designation from an arterial to a minor street from East Chestnut Street to South Clay Street. Traffic designated for downtown from Lexington Road would use Baxter Avenue, East Jefferson Street instead of East Chestnut and Muhammad Ali Boulevard; traffic designated for the Medical Center would use Baxter Avenue, East Jefferson Street to South Clay, South Hancock or South Preston Streets.

Modification of minor interior streets of the residential neighborhood core would include closure of East Madison Street east of South Wenzel Street, closure of South Campbell Street at East Chestnut Street, closure of Marshall Street west of South Campbell, closure of Ballard Street between South Shelby and South Campbell Streets.

Upon analysis of the street modifications, in regard to traffic projections and capacity of streets, the modifications in the arterial system resulted in traffic volumes in excess of street capacity for South Jackson Street. Projected East Liberty Street traffic volumes resulted near capacity level and

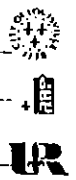
PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for
THE CITY OF LOUISVILLE, KENTUCKY
WILLIAM B. STANSBURY Mayor

COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GALE WOOD Director

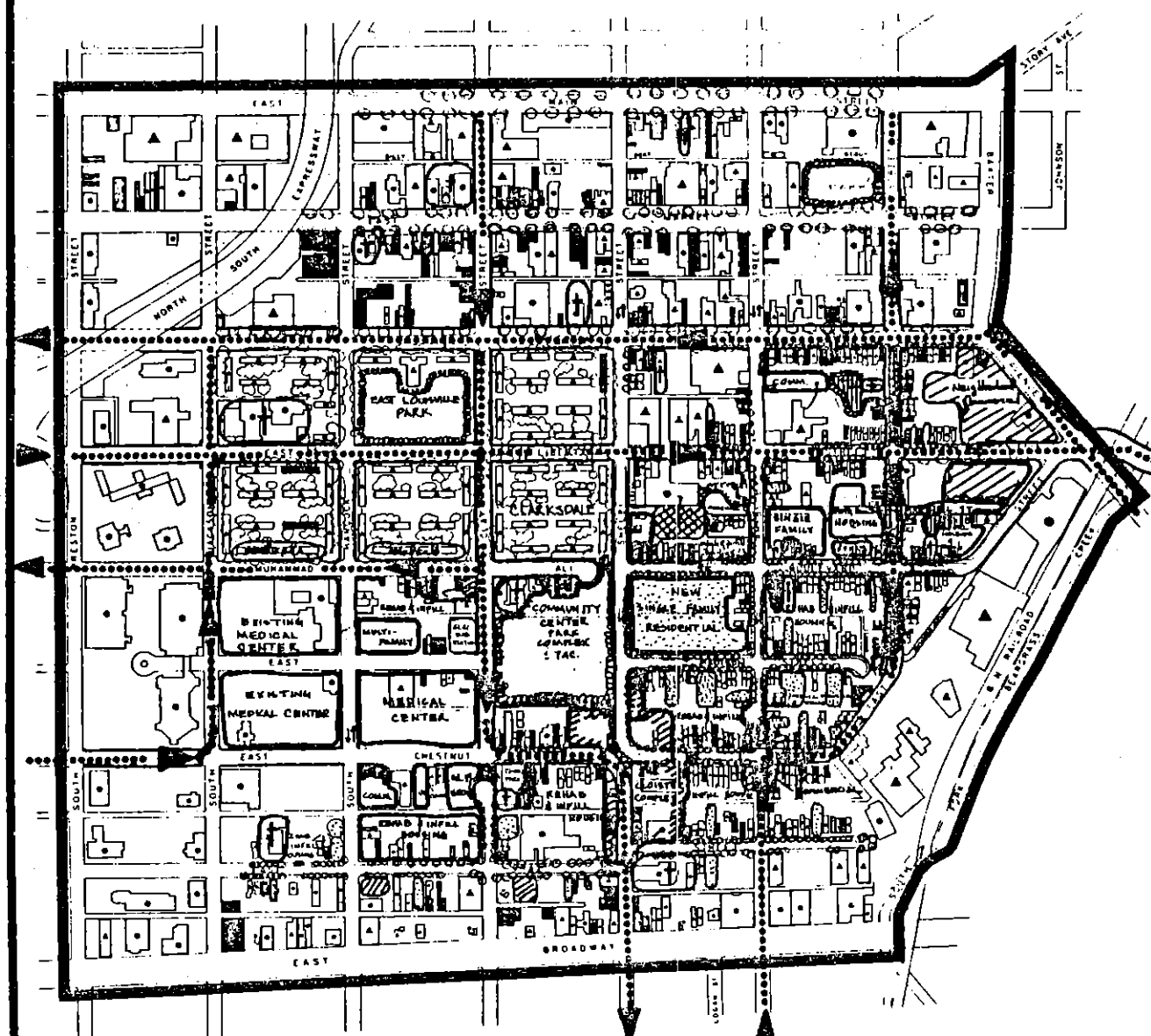
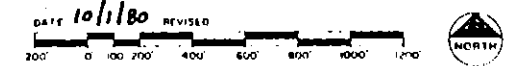
URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY
ROBERT T. WETTINGER II Executive Director



- LAND USE CATEGORIES:**
- RESIDENTIAL - SINGLE FAMILY
 - RESIDENTIAL - TWO FAMILY
 - RESIDENTIAL - MULTIPLE FAMILY
 - COMMERCIAL
 - INDUSTRIAL
 - PUBLIC
 - SEMI-PUBLIC
 - UTILITIES
 - LOUISVILLE MEDICAL CENTER
 - PARKING

- STRUCTURAL CONDITIONS:**
- STANDARD A** structure is shown in all respects in the best state of repair.
 - STANDARD B** structure is shown in need of only light repairs, and the degree of deterioration is such that the structure is suitable for use as shown.
 - SUBSTANDARD I** structure is shown in need of extensive repair, and the degree of deterioration is such that the structure is suitable for use as shown, but the degree of deterioration is such that the structure is not suitable for use as shown.
 - SUBSTANDARD II** structure is shown in need of extensive repair, and the degree of deterioration is such that the structure is not suitable for use as shown.
 - SUBSTANDARD III** structure is shown in need of extensive repair, and the degree of deterioration is such that the structure is not suitable for use as shown.

NOTE: STRUCTURAL CONDITIONS BASED UPON FIELD SURVEY CONDUCTED FEBRUARY 12, 1979 THROUGH MARCH 2, 1979



II-2-4

9/25/80

prepared by:
Colorado Associates Inc.
planning consultants

DATE 10/1/80 REVISED

LAND USE CONCEPT
"C"

EXHIBIT J

would require elimination of parking along the street thereby, significantly impacting residences and business along this street.

Land Use Concept C-1 (Exhibit K): Designates 78.3 (736) of the structures in the project area for rehabilitation and 21.7% (204) for clearance. This alternative would provide for approximately 255 new residential units. The central park area involves 7 acres of land as in Concept C. Modifications are made to the existing major streets to decrease through traffic flow within the residential neighborhood core thereby decreasing noise and pollutant levels and providing greater safety to its residents. Modifications of the major thoroughfares are the same as those described in Concept C with the following exceptions:

- Modification of East Chestnut Street to include a new alignment east of South Jackson to tie into East Gray Street, thereby changing East Gray Street to an arterial street from a minor street.
- Provide a new road alignment from South Campbell at East Gray Street northeastward to East Chestnut Street.
- Extend designation of South Clay as an arterial street in Concept C from East Chestnut Street to East Gray Street.
- Modification of East Chestnut Street to include changing designation from an arterial to a minor street from South Hancock to east of South Campbell. An adjustment in road alignment would also be required in the vicinity of South Hancock.

Modification of minor interior streets of the residential neighborhood core are identical to those identified in Concept C with the exception of South Shelby between Muhammad Ali Boulevard and East Madison which would be closed.

Analysis of the street modifications in regard to traffic projections and capacity of streets revealed that the proposed traffic circulation plan was workable. However, through public meetings, residents of the area expressed a desire for East Chestnut to remain as an arterial street throughout the entire Phoenix Hill Neighborhood. Concern was also expressed involving acquisition of residences capable of rehabilitation along Marshall Street between South Campbell and Wenzel Streets. Further meetings with the Traffic Engineer and Phoenix Hill businessmen indicated a need to correct alignment problems on the Clay-Shelby south bound route and that Wenzel Street needed to remain as a two-way street. All other traffic circulation proposals were agreed upon in principle, that is to provide for through major traffic circulation around the core of the residential neighborhood.

Analysis of Alternative Strategies

All of the Alternatives were developed along the applicable guidelines of both the Comprehensive Plan and the City Community Development Strategy. Simply stated, these plans call for conservation of a predominance of structures, development of a park, additional dwelling units, changes in density of the area and two of the plans call for improvement of the traffic patterns. An analysis of the relative proposals of each plan by key area is shown on the following page.

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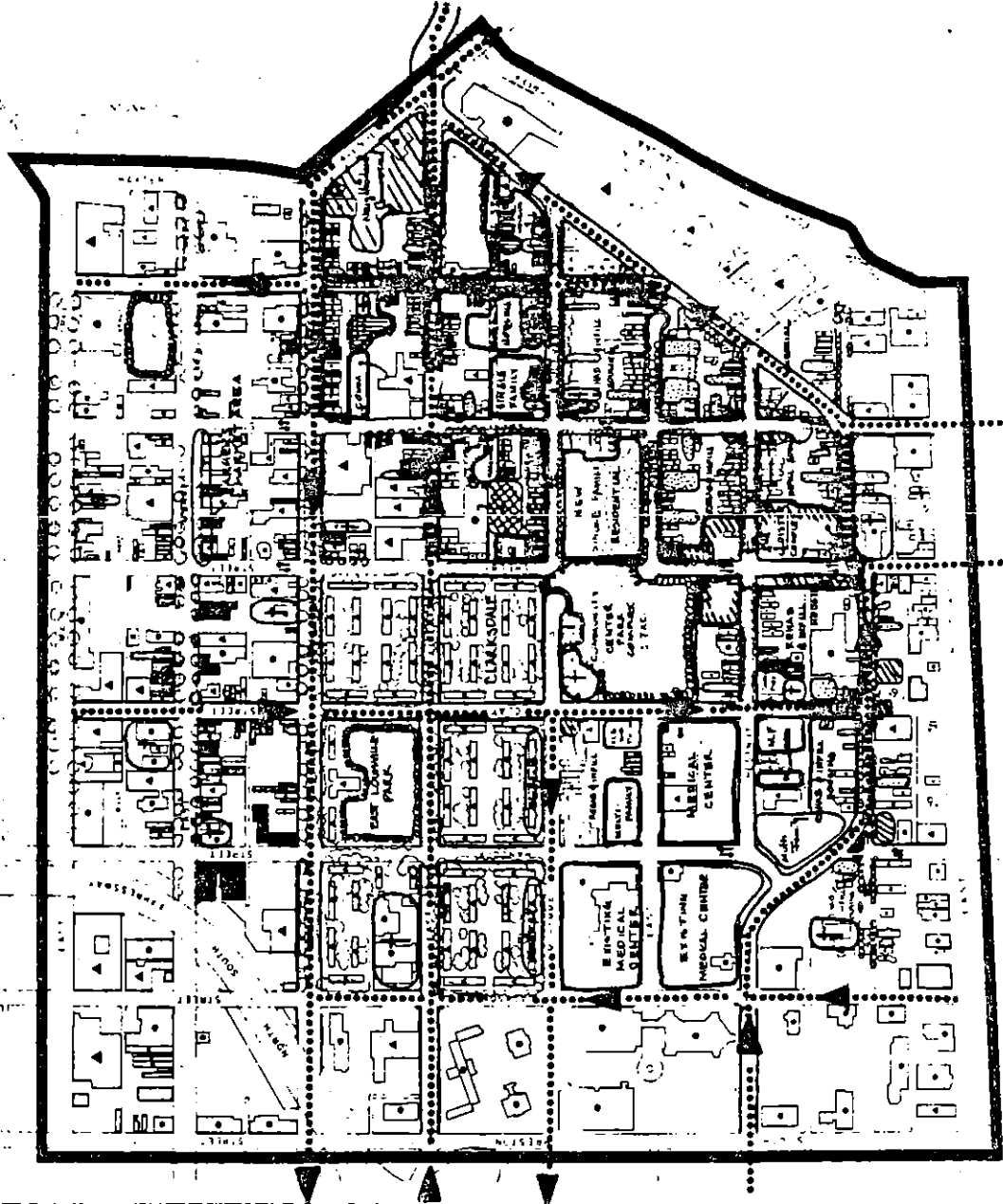
LOUISVILLE, KENTUCKY

PREPARED BY:
 THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, Mayor
 COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director
 URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT W. STEINBERG, Director

- LAND USE CATEGORIES
- RESIDENTIAL - SINGLE FAMILY
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 - LOUISVILLE MEDICAL CENTER
 - PARKING

SYMBOLS: INDICATE

- CONSTRUCTION OF NEW OR RECONSTRUCTION OF EXISTING BUILDINGS
- ▲ EXISTING BUILDINGS TO BE DEMOLISHED
- EXISTING BUILDINGS TO BE REPAIRED
- EXISTING BUILDINGS TO BE MAINTAINED
- EXISTING BUILDINGS TO BE DEMOLISHED
- EXISTING BUILDINGS TO BE REPAIRED
- EXISTING BUILDINGS TO BE MAINTAINED



10/1/80

200' 400' 600' 800' 1000' 1200'

EXHIBIT K

LAND USE CONCEPT

Alternative	Structures		Structures		Proposed Dwelling Units	Size of Proposed Park	Traffic Improvement
	Conserved	Percent	Cleared	Percent			
A	721	76.7	219	23.3	315	2.5 ac	no
B	749	79.7	191	20.3	325	3.0 ac	no
C	743	79.7	192	20.3	225	7.0 ac	yes
C-1	736	78.3	204	21.7	255	2.0 ac	yes

A complete analysis of all four alternatives was made by the Phoenix Hill Task Force and Alternative C-1 with minor modification was selected by that committee as the one that best met the neighborhood's needs, Comprehensive Plan Principles, and the City's Community Development Strategy.

Costs and Benefits of Alternatives

Individual cost analysis were not prepared on each alternative. The benefits of each plan are discussed above.

A complete cost analysis of the recommended plan has been completed and is included in the phase as implementation. Costs of each project was evaluated on the basis of the amount of acquisition, clearance, relocation and rehabilitation in each Alternative. It was determined that Alternative A would be the most expensive project, followed by Alternative C-1, and Alternatives B and C which would be about the same cost. The costs of all alternatives were very close to the recommended plan which was selected on the basis of planning principles and acceptance by the neighborhood.

Generation of Planning Alternatives

The planning objectives and strategies used in the development of this plan were initially provided by the Consultant from the Comprehensive Plan and City's Community Development Strategies and many years of redevelopment experience. These objectives and strategies were reviewed with the Community Development Staff, Phoenix Hill Task Force and others. They were revised by adding new objectives and deletion of proposed objectives by the reviewers. In addition, the objectives were modified to better reflect the wants and needs of the neighborhood. The Plan Objectives listed on Page II-19 represent a cumulative effort of the Consultant, CD Cabinet and Task Force.

Evaluation of Alternative Plans

On April 19, 1979, Land Use Concepts A and B were presented and discussed with the Task Force. These concepts were presented as preliminary studies from which more detailed studies would be based. The members of the task force were concerned about the closing of Wenzel Street on Study A and closing of East Chestnut on Study B. The closure of Madison Street was determined to be acceptable. Other concerns involved the amount of relocation; if old residential structures could be rehabilitated and concern about increasing density in the area. The homebuilders also indicated a concern that the new residential areas were located in high traffic areas. As a result of these concerns, it was recommended that additional studies be prepared.

Land Use Concept C was then prepared and reviewed with the Task Force on May 15, 1979. The members of the Task Force reacted favorably to relocation of traffic out of the residential core of Phoenix Hill and the provision of a large park. However, they did not like the methods chosen to relocate this traffic. They

were concerned about the proposed closing of Chestnut and removal of parking on one side of this street. Further, relocating Campbell east to Wenzel was opposed by business interests who wanted this two-way street to remain. The relocation of Shelby westward to Clay was opposed because this would bring additional traffic into Clarksdale. It was recommended that the basic land use relationships remain, but the traffic system be changed extensively.

Following this meeting, Land Use Concept C-1 was prepared. This concept was determined to be the best based upon density, relocation of traffic, parks and recreation areas, and other factors by the Task Force on July 2, 1979. Concept C-1 was approved by the Task Force with the provision that no change be made to Chestnut and Gray Streets. However, subsequent meetings with the Traffic Engineer, Business interests and Butchertown residents indicated that changes were necessary to the north-south traffic patterns which called for Wenzel to be one-way northbound and heavy traffic to run through Clarksdale on Clay.

A concept was then developed whereby the north-south two-way pair Shelby and Campbell be relocated eastward to a four-lane two-way street that would run from Campbell at Clay to Baxter and Jefferson primarily utilizing the East Chestnut right-of-way. This plan was accepted by all parties and became the basis for the Recommended Plan. The only controversy remaining was if Muhammad Ali should be closed. This issue is addressed in the Transportation Section. Alternative C-1 as revised was reviewed with the Board of Aldermen, Housing and Community Development Committee, Phoenix Hill Task Force and other interested agencies on January 8, 1980, and the Consultant was instructed to prepare the Recommended Plan on this basis.

Land Use Plan

The Land Use Plan was then prepared based upon Land Use Concept C-1 with certain recommended street changes. A general description of the major reuse proposals shown on Exhibit L, Land Use Plan, and Exhibit M, Illustrative Site Plan follows:

(1) Street Systems:

Adjustments to existing street have been indicated on Exhibit N, Street Adjustment Plan, they provide for modification of the street system to promote traffic circulation around rather than through the residential neighborhood core generally defined as Ballard on the North, East Chestnut Street on the South, South Clay on the West and South Wenzel on the East. The purpose being to improve security within the area, improve the environment regarding noise and air pollution, and to provide an environment acceptable to residential development. To accomplish this proposal the following street alterations are recommended:

Change north-south designation of South Shelby and South Campbell to East Chestnut, widen Chestnut and construct a new street from Muhammad Ali to tie into Baxter Avenue at Jefferson Street. This new street would be a four lane, two-way street which would be designated as the major street to replace the Shelby and Campbell one-way pair. Campbell would be closed from Gray north one-half block to eliminate through traffic. Shelby will be closed from Madison to Muhammad Ali for the same reason. Special attention should be paid to the design of the new Baxter, Jefferson and Chestnut intersection and the intersections on Baxter from Liberty to Main to ensure a balanced loading of traffic on Main, Market, Jefferson and Liberty Streets.

This new street will provide:

- (a) Movement of through north-south traffic around the residential core of Phoenix Hill.
- (b) Elimination of directing traffic into the Butchertown neighborhood to the north.
- (c) Provide a pair of two-way street, Wenzel and the new street for businesses in the north and eastern part of the project.
- (d) Improve the existing five-way intersection at Baxter, Liberty, Chestnut and Lexington Roads by closing East Chestnut at this location.

PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
WILLIAM B. STANSBURY, Mayor

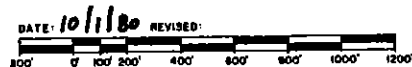
COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
ROBERT T. WETTENGEI, II, Executive Director



LEGEND

- EXISTING STREET TO REMAIN
- EXISTING STREET TO BE CLOSED
- PROPOSED NEW STREET



prepared by:
Colorado Associates, Inc.
planning consultants
WILLIAM T. COVINO, President

STREET ADJUSTMENT PLAN

EXHIBIT
N

- (e) Utilizes primarily vacant land thereby requiring minimal relocation of residents or businesses.

Modification of Muhammad Ali Boulevard to include changing designation from an arterial street to a collector street from South Clay to East Chestnut, and to eliminate through traffic on this street, it is recommended that 100' of Muhammad Ali Boulevard be vacated at South Shelby Street. It is also recommended that traffic designated for Downtown Louisville and the Medical Center from Lexington Road use Baxter Avenue north to East Jefferson Street and Main Street; with that portion of traffic designated for the Medical Center using South Clay, South Hancock and South Preston back to Muhammad Ali Boulevard; that portion of traffic designated for downtown using East Jefferson Street and Main Street. Other east-west street closures include Madison from Clay to Shelby and a small section of Madison just west of Wenzel.

These street changes will provide:

- (a) Movement of the through east-west traffic around the residential core of Phoenix Hill;
 - (b) Direct the traffic from Muhammad Ali Boulevard northward to Jefferson and Main Streets which are one-way westbound streets with more than enough excess capacity to handle the additional traffic.
 - (c) Moves through traffic away from the Clarksdale Public Housing Project.
- (2) Residential Development:
The Land Use Plan provides for new residential development within the residential core area. Areas designated for new medium density development (minimum lot area 2,000 sq. ft. per dwelling unit or 21.8 units per acre) are located primarily on the block bounded by Muhammad Ali Boulevard, South Shelby, East Madison Street and South Campbell Street. Scattered in-fill housing sites, approximately 30, are proposed throughout the residential core area. Based on the density standards established a maximum of approximately 144 units could be constructed within the areas provided for new medium density development.

High density residential development (minimum lot area 1,250 sq. ft. per dwelling unit or 34.8 units per acre) is recommended in key locations. Two locations provide for this type of development; at the northeast corner of Muhammad Ali Boulevard and South Campbell approximately 26 units could be constructed; and 33 new residential units could be provided within the block bounded by South Clay, East Madison, South Hancock and Muhammad Ali Boulevard within the Medical Center Area.

Other recommendations pertaining to new and existing residential development include:

- Approximately 47 vacant residential units in 31 structures could be rehabilitated and utilized as a source for providing new residential units in Phoenix Hill.
- Two upper floors of existing commercial buildings along East Main Street, East Market be utilized for residential development.
- Consideration be given to moving residences to nearby vacant lots that are capable of being rehabilitated, but which are necessary to be acquired in order to achieve objectives of the Land Use Plan. There are approximately 84 residential structures that are capable of rehabilitation which will be necessary to acquire to achieve Land Use Plan objectives or for public improvements.
- Approximately 384 existing, privately-owned residential structures would be retained and are recommended for rehabilitation.

(3) Clarksdale:

Specific proposals recommended include providing overall physical improvements to the buildings to include painting, landscaping and architectural modification of the structures in regard to the roofs and building facades so as to blend the complex with the architecture of the Phoenix Hill neighborhood. It is recommended an architectural study be prepared to incorporate the above and to develop a comprehensive plan for the complex including cost estimates.

Additional provisions should be made within the complex for providing recreational facilities and areas for children and adults. It is recommended that the existing eight fire courts be utilized as a recreational area by constructing basketball half courts at the end of each fire court, and the remaining portions be utilized for badminton, volleyball and other sport activities.

Tot lots could also be constructed at building ends near the fire courts to provide a small fenced area for young children to include sandboxes and small play equipment.

Consideration should be made in providing a greater socio-economic mix of residents within the complex. Recommendations to accomplish this include: conversion of some buildings into condominiums; conversion of some units along Muhammad Ali Boulevard adjacent to the Medical Center to an independent living center for handicapped, medical offices, medical transitional housing and student housing and possible lease to a private management firm for renovation and management.

Additional scattered public housing sites should be provided in Phoenix Hill for a small complex, 10-20 units. Individual single family residences which are now vacant are recommended as locations for public housing for those present tenants that would be required to be relocated due to any conversion of existing buildings in Clarksdale to other uses.

- (4) **Community Center - Park Complex:**
Utilize the block containing the St. Johns Church at the southwest corner of Muhammad Ali Boulevard and South Clay Street for such a complex extending southward across East Madison to the alley between South Clay and South Shelby Streets. This area would provide for a seven acre park which could be similar in function to Jackson Square in New Orleans, similarly built around a church (See Page IV-18A), where artists display their talents and where history of the area can be observed. The park would also tie into the "Cloister Shopping-Restaurant Complex". The park will serve as a focal point since it is located in the geographic center of the Phoenix Hill neighborhood and adjacent to residential areas north and east. The park could contain tennis courts, basketball play areas, parking areas, play areas for children and a passive recreation area within an area south of East Madison Street.
- (5) **Cloister Shopping - Restaurant Complex:**
Provide for continued expansion of the "Cloister Shopping-Restaurant Complex" within the East Chestnut and South Shelby Area from East Madison to East Gray Streets.
- (6) **Small Parks - Churches as the Religious and Social Centers:**
Provide for small park areas within vacant tracts in blocks adjacent to or near existing church sites. Phoenix Hill contains twenty-two churches of various denominations. Beside the churches being the religious centers, they are also a strong influence as social centers for the area's residents. Where vacant tracts exist near to or near existing church sites, consideration should be given to making these tracts available to the churches which in turn the churches would own, develop and maintain the park areas.
- (7) **Commercial and Industrial Development:**
The Land Use Plan recommends expansion of existing commercial and industrial development within Phoenix Hill to meet existing needs. Existing "General Commercial" areas along East Broadway, East Main, East Market, Jefferson Street and the new Chestnut-Baxter Connector should be upgraded through rehabilitation of structures along with providing residential and/or office uses on upper floors of the buildings.

Areas where existing commercial or industrial uses abut residential areas, landscaping should be incorporated so as to provide for a transition between land uses.

The Land Use Plan recommends the following areas for expansion of existing commercial and industrial uses.

- Expansion of General Commercial uses along East Main, East Market, East Jefferson Streets with the exception of the south side of Jefferson from South Campbell to Baxter Avenue.
- No expansion of General Commercial or Industrial uses south of Marshall Street except for an area designated along Marshall Street between South Shelby and South Campbell which is recommended only for parking purposes.
- Provide for expansion of existing and new neighborhood shopping within the residential core area to include such as grocery-convenience stores, drug stores, barber shops, beauty shops, bars and service/repair shops.

(8) Medical Center:

The Land Use Plan incorporates the long range development plans for the University of Louisville Health Sciences Campus. The plan provides for the eastward expansion of the campus to South Clay Street with the north boundary being Muhammad Ali Boulevard and the south boundary being East Gray Street. Although all the land in the entire block bounded by South Clay, East Madison, South Hancock and Muhammad Ali Boulevard is not scheduled for acquisition under the Land Use Plan, the plan provides for the University of Louisville to acquire land areas within this block and other areas within their boundary of their present expansion plans.

The Land Use Plan recommends the geographic boundaries of the Medical Center to include Muhammad Ali Boulevard on the north, South Clay Street on the east to East Chestnut Street, East Chestnut Street to South Shelby Street, South Shelby Street to East Broadway and South Preston being the west boundary within the survey area. It is recommended that the complementary uses associated with the Medical Center such as offices, restaurants, general medical-related businesses be developed along East Broadway, East Gray and East Chestnut.

PLAN IMPLEMENTATION

Summary of Preferred Actions

Due to the size and complexity of problems in Phoenix Hill, it is difficult to undertake the entire 335 acre project. Phases were developed to provide manageable and fundable project areas. The Phoenix Hill Neighborhood was broken down into six areas for redevelopment and rehabilitation as urban renewal areas by the Community Development Cabinet (See Exhibit Q, Page II-39).

It is recommended that the Park and Clarksdale areas be developed together as the first urban renewal area. The Consultant and Community Development Cabinet are preparing an Urban Renewal Plan for the Park-Clarksdale Area which will require Planning Commission, Urban Renewal and Community Development Board and Board of Aldermen approval.

One area south of Market between Preston and Jackson should be dropped from these projects since it contains no blight and is already covered by an adopted and recorded plan in the East Downtown Urban Renewal Area. This area is not included in any of the proposed projects and it is recommended that no activities take place in the area.

Since it will be a lengthy process to redevelop the entire area project at one time, it is recommended that the Neighborhood Plan, once it has been approved, can serve as a basis for a comprehensive rezoning of the entire Phoenix Hill Area. The proposed zoning for the Neighborhood is shown on Exhibit O, Zoning Plan. The rezoning application should be prepared by the Planning Commission with the Board of Aldermen acting as Applicant. The rezoning will require Planning Commission and Board of Aldermen approval.

It is also proposed that a new "Inner-City Residential Zone" be established and adopted for use in Phoenix Hill and other older neighborhoods. The purpose of this zone would be to allow the development of in-fill housing on lots twenty feet wide or wider. There are many of these lots between rehabilitation structures that could be used for a row type house. In addition, this zone would allow flexibility on front yards to allow the structure to be as close to the right-of-way as the adjacent structures. The proposed zone would allow the new development to be consistent with the existing structures to be retained. This district should be proposed by the Community Development Cabinet and will require Planning Commission and Board of Aldermen approval.

It is also proposed that several areas in the residential core of Phoenix Hill be rezoned from residential to commercial uses. This is necessary to allow existing neighborhood-serving commercial uses to remain in the area since they are nonconforming uses, but the residents want these businesses to remain. These uses have been matched with commercial zones in which they are permitted, and in compliance, either C-1 or C-2. Only one site is proposed for commercial rezoning in the residential core that does not contain existing commercial structures. This site is located on the north side of Chestnut and fronts onto the Baxter-Campbell Connector Street. There are no other new or expanded commercial sites in the residential area. In fact, several vacant commercially zoned tracts are proposed for rezoning to residential uses.

Other changes include expansion of C-2 commercial uses northward from Broadway to include both sides of Gray Street from Jackson to Campbell and in an area around the Cloister development. Changes and adjustments other than those outlined above were necessary to provide consistent zoning patterns where street changes have occurred. These changes are primarily located around the Baxter-Campbell Connector Street.

If the urban renewal plan cannot be developed through some unforeseen problem, the neighborhood plan will serve to implement the land use plan and improvements in Phoenix Hill.

LAND ACQUISITION REQUIRED TO IMPLEMENT PLAN

Acquisition of a total of 318 land parcels are required to implement the plan. This acquisition includes 206 structures; 143 residential, 46 vacant, 1 industrial, 13 commercial and 3 churches. The proposed acquisition is shown on Exhibit P, Land Acquisition Map. More specific information on structures to

PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for:











THE CITY OF LOUISVILLE, KENTUCKY
WILLIAM B. STANBURY, Mayor

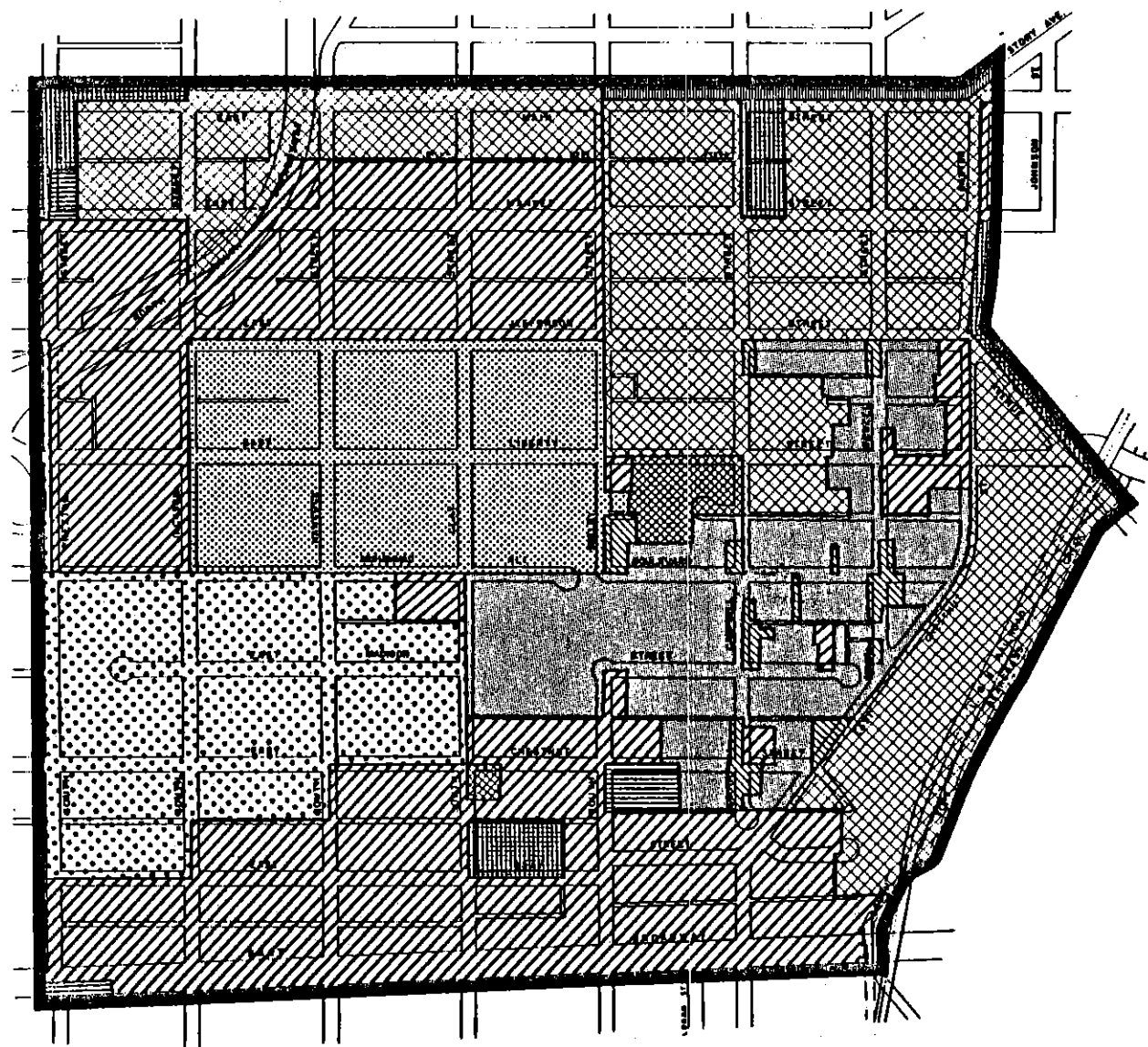
COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GATEWOOD, director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
ROBERT T. WETTERHOL II, executive director



PROPOSED ZONING

-  PROPOSED INNER-CITY RESIDENTIAL ZONE
-  R-8 RESIDENTIAL
-  R-9 RESIDENTIAL
-  C-1 COMMERCIAL
-  C-2 COMMERCIAL
-  C-3 COMMERCIAL
-  C-4 COMMERCIAL
-  M-1 INDUSTRIAL
-  M-2 INDUSTRIAL
-  M-3 INDUSTRIAL



prepared by:
Colorado Associates, Inc.
planning consultants
WILLIAM T. COLEMAN, president

ZONING PLAN

EXHIBIT
O

CAI 4130

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9/25/80

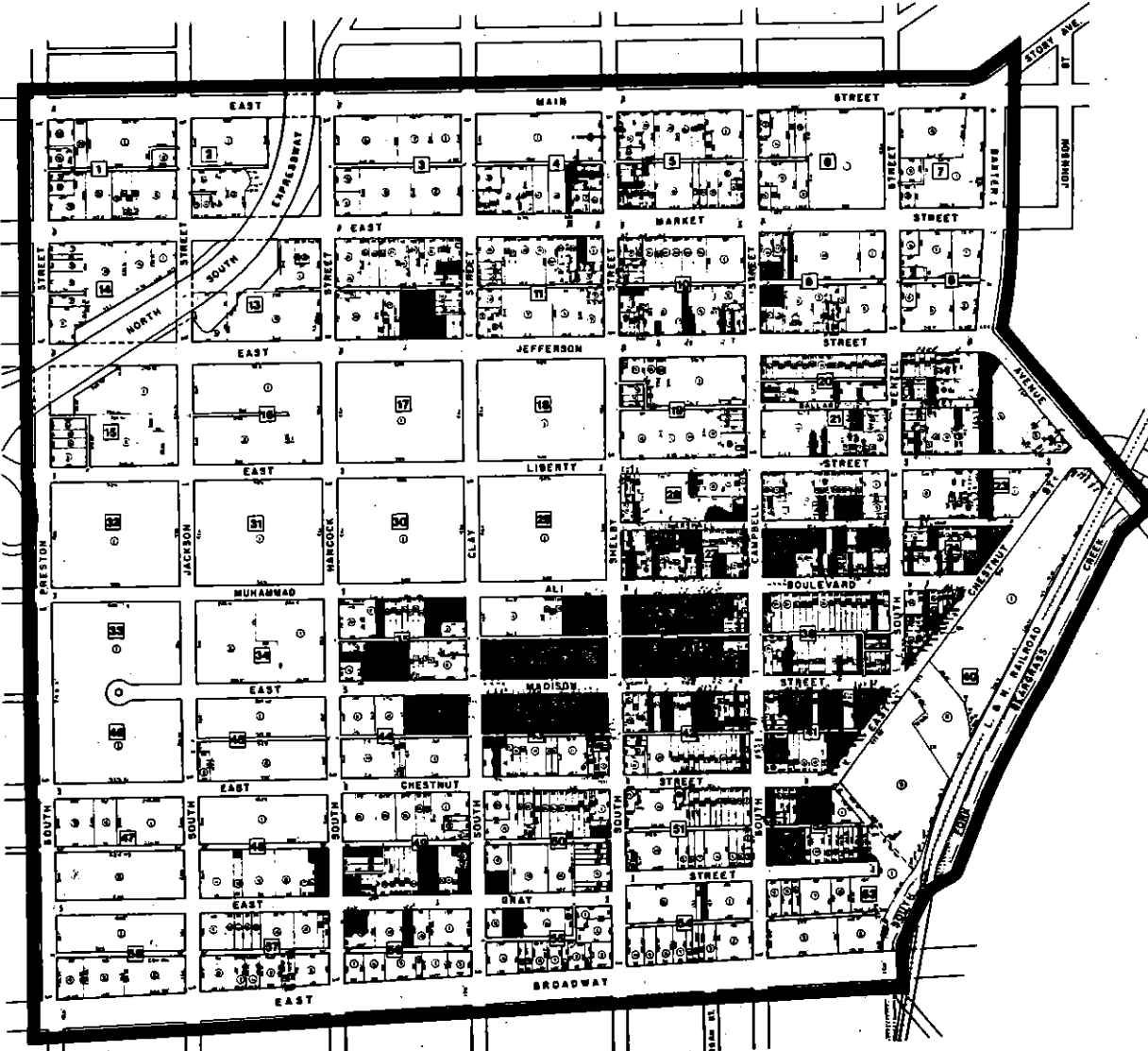
PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, Mayor

COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENGOEL II, Executive Director



LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- PROPERTY OWNERSHIP INFORMATION:**
- LOT LINE
- BLOCK NUMBER
- PARCEL NUMBER
- LAND TO BE ACQUIRED:**
- TO BE ACQUIRED FOR REDEVELOPMENT
- TO BE ACQUIRED FOR A PUBLIC IMPROVEMENT

NOTE: THE SHOWN ON THIS DRAWING WAS TAKEN FROM TITLE INFORMATION FURNISHED TO THE PLANNERS BY THE URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY OF LOUISVILLE. EACH PARCEL IS SHOWN SUBSTANTIALLY IN ACCORDANCE WITH THE LEGAL DESCRIPTION FURNISHED. ALL INFORMATION SHOWN IS INTENDED FOR APPROVAL AND ACQUISITION REGULATION PURPOSES, NEEDS AND PURPOSES OF THE AGENCY ONLY. IT IS INTENDED THAT THIS INFORMATION WILL BE SUPPLEMENTED BY A SEPARATE TITLE SEARCH OR OTHER MEANS OF EACH PROPERTY PURCHASER THROUGH COMMUNITY DEVELOPMENT AGENCY. DATA ON THIS MAP IS NOT TO BE USED AS A SUBSTITUTE FOR A CERTIFIED SURVEY LINE SURVEY.

DATE: 10/1/80 REVISED:



Prepared by:
Colombo Associates, Inc.
 1000 W. Main Street, Louisville, Kentucky 40202
 Phone: (502) 582-1111

LAND ACQUISITION MAP

EXHIBIT
P

be acquired is shown below:

- Out of a total of 110 structures classified as "Substandard II" (incapable of rehabilitation) 108 would be acquired and cleared and 2 are retained.
- Out of a total of 309 structures classified as "Substandard I" (some capable of rehabilitation), 51 would be acquired and cleared, 258 (83.5%) would be retained and rehabilitated.
- Out of a total of 122 structures classified as "Standard A", 3 would be acquired and cleared, 119 or 97.5% would be retained.
- Out of a total of 940 major structures, some 734 or 78.1% may be retained for rehabilitation and 206 structures or 21.9% may be acquired and cleared.

Out of a total of 468 residential structures which have rehabilitation potential 384 are to be retained; however, out of the 84 to be acquired to meet the plan objectives, 41 are primarily in the area bounded by East Chestnut-South Campbell is to occur, and the area where the park and block where the new residential development is proposed, south of Muhammad Ali Boulevard to East Madison from South Clay to South Campbell.

RELOCATION REQUIRED TO IMPLEMENT PLAN

Relocation of families has been a primary concern in the redevelopment of Phoenix Hill. The Task Force has been particularly interested in limiting relocation as much as possible while realizing that some relocation had to occur to insure the permanent renovation of the area. Present plans for the entire Phoenix Hill Area call for relocation of 231 families and 26 businesses. All of these residents who want to remain in the Phoenix Hill Area will be given priority for Public Housing and rehabilitated housing in the area. These residents will be relocated in accordance with the rules of the Uniform Relocation Assistance and Real Property Acquisition Policies Act. This means that home owners may receive up to \$15,000 in displacement allowances and \$500 moving expenses and renters may receive up to \$4,000 in displacement allowances and \$500 moving expenses.

REHABILITATION REQUIRED TO IMPLEMENT PLAN

Rehabilitation of existing structures is one of the key elements of the Phoenix Hill Plan. The plan calls for rehabilitation of the 786 units in the Clarksdale Public Housing Project, 613 units of privately owned housing and 96 businesses. Primarily, Section 312 rehabilitation loans, Community Development Grants, MISCO loans and Section 8 funds will be used to rehabilitate the structures. One concern with rehabilitation has been displacement of residents caused by increases in rent after owners improve their units. This problem will be avoided by using Section 8 moderate and substantial rehabilitation funds on rental property. This will provide owners with funds to rehabilitate their properties as well as provide tenants with a subsidy to offset increases in rent causing increased investment by the owners.

PROJECT AREAS (Exhibit Q)

Market Street Area

This area can be characterized as the general commercial area between the Butchertown residential neighborhood on the north and the Phoenix Hill residential on the south. It is bounded by Main Street on the north, Baxter Avenue on the east, Jefferson on the south and the west boundary is offset at Market Street with Jackson Street south of Market and Preston Street north of Market. There are 84.2 acres in this area.

Activities proposed in this area include the following: Acquisition of 22 parcels; relocation of 2 homeowners, 14 renters and 6 businesses; improvements to sidewalk, curb and gutter, and pavements; and rehabilitation of 112 residential dwelling units and 60 non-residential structures. This area will be developed as an urban renewal area by the Community Development Cabinet. It will require approvals by the Planning Commission (for consistency with the Comprehensive Plan), the Urban Renewal and Community Development Board, and the Board of Aldermen.

PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANBURN, Mayor



COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director

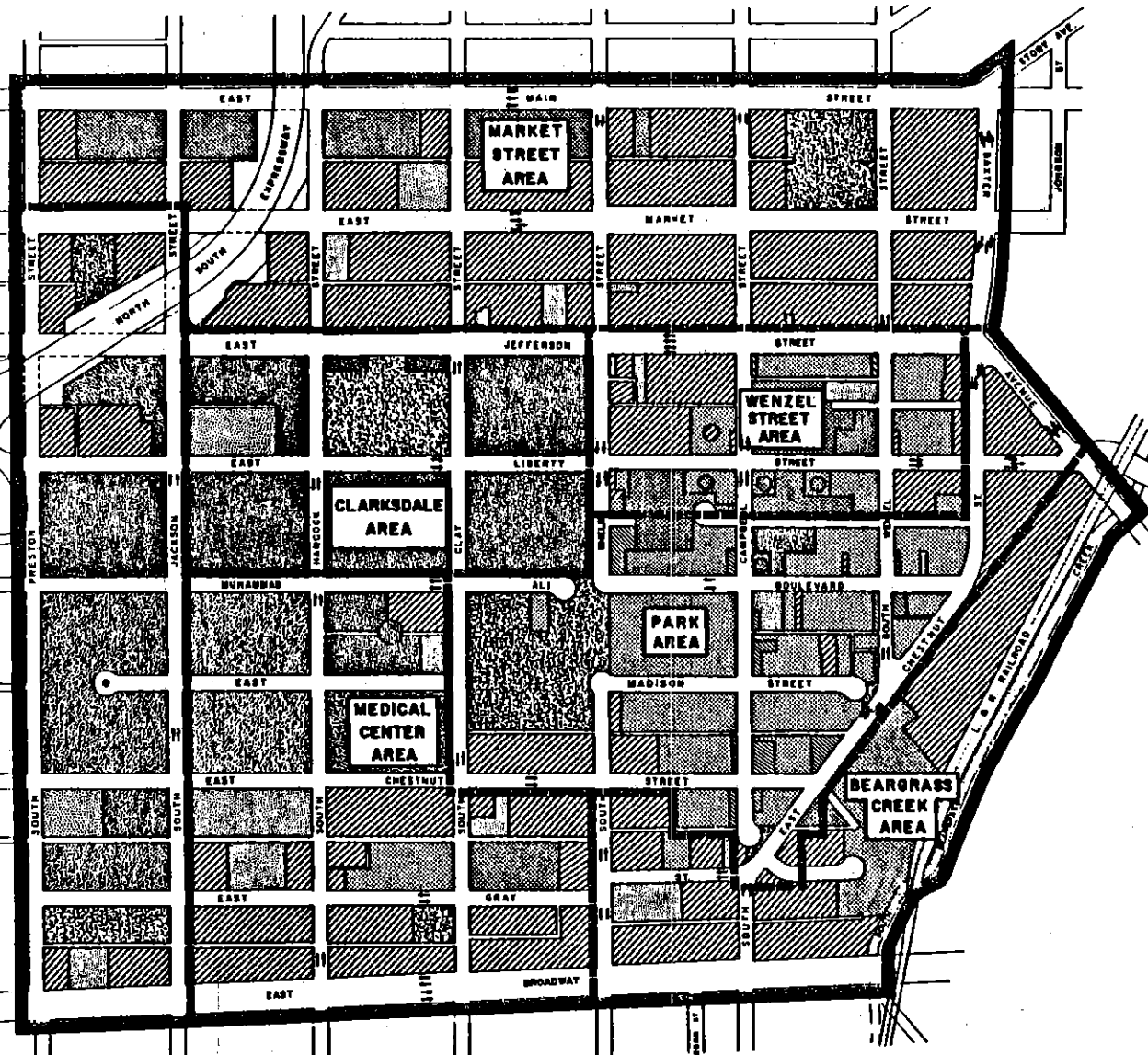


URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTERGEL II, Executive Director



LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- CHANGE OF LAND USE LINE
- LAND USE CATEGORIES:**
- RESIDENTIAL - MEDIUM DENSITY
(MINIMUM AREA REQUIREMENT PER DWELLING UNIT 2,000 SQ. FT.)
- RESIDENTIAL - HIGH DENSITY
(MINIMUM AREA REQUIREMENT PER DWELLING UNIT 1,000 SQ. FT.)
- NEIGHBORHOOD COMMERCIAL
- GENERAL COMMERCIAL
- INDUSTRIAL
- PUBLIC
- SEMI-PUBLIC
- UTILITIES
- LOUISVILLE MEDICAL CENTER
- ALTERNATE USE



CAT 4130

II-39

9/25/80

Prepared by:
Colorado Associates, Inc.
Planning Consultants
11000 T. COLLEMAN ROAD

PROPOSED PROJECT AREAS

EXHIBIT
Q

Clarksdale Area

This area is made up almost entirely of the Clarksdale Public Housing and its associated parks. There are a total of 38 acres in this area. The boundaries of this area are Jefferson on the north, Shelby on the east, Muhammad Ali Boulevard on the south and Jackson on the west.

Activities proposed in the Clarksdale Area include only improvement to sidewalks, curb and gutter, and pavements and rehabilitation of 786 units of public housing. This area will be combined with the Park Area and developed as the first urban renewal area by the Community Development Cabinet with the same approvals as listed in the Market Street Area above. However, rehabilitation of the Clarksdale public housing units will be carried out by the Louisville Housing Authority.

Wenzel Street Area

This is a small mixed use area containing 26 acres of commercial, industrial and limited residential areas. The area is bounded by Jefferson on the north, the new East Chestnut-Baxter Connector on the east, Marshall on the south and Shelby on the West.

The Community Development Cabinet will also use the urban renewal plan method to implement the Wenzel Street Area. Activities proposed in this area include: acquisition of about 23 parcels; relocation of 9 homeowners, 13 renters and no businesses; improvements to sidewalks, curb and gutters, pavements; adjustments to storm and sanitary sewers, water, telephone, electrical and gas systems; and rehabilitation of 137 dwelling units and 5 businesses.

Park Area

This is the largest area in the project containing 54 acres. The park area is referred to as the "residential heart" of Phoenix Hill. This area contains almost all of the street and utility changes and most of the land for redevelopment in Phoenix Hill. The area is generally described as being south of Marshall, west of East Chestnut, north of Chestnut and east of Clay. The area was revised to add the entire East Chestnut-Baxter Connector Street and this added two small areas, one north of Marshall and east of the new connector street and the other area south of Chestnut to Gray on either side of Campbell.

As previously mentioned, the Park Area will be combined with the Clarksdale Area and developed by the Community Development Cabinet with all appropriate approvals. The Park Area contains more activities than any other area and they are as follows: acquisition or partial acquisition of 187 parcels; relocation of 31 homeowners, 105 renters and 14 businesses; improvements to sidewalks, curb and gutters, and pavements; adjustments to storm and sanitary sewer, water, telephone, electrical and gas systems; rehabilitation of 192 dwelling units and 10 businesses; and provision of land for redevelopment purposes.

Medical Center Area

This area includes much of the Medical Center and its proposed expansion area. There are 55 acres in the area which is bounded by Muhammad Ali on the north, on the east by Clay to Chestnut and south of Chestnut by Shelby, on the south by Broadway, and on the west by Jackson.

Activities in the Medical Center Area include: acquisition of 57 properties; relocation of 18 homeowners, 37 renters and 6 businesses; improvements to sidewalks, curb and gutter, and pavement; rehabilitation of 140 dwelling units and 14 businesses; and provision of land for expansion of the medical center complex. This area could be carried out by the urban renewal process, but the University of Louisville and Medical Center, Inc. have been doing a good job in this area, and it is anticipated that they will continue the acquisition and relocation while the Community Development Cabinet will be responsible for rehabilitation of structures and street improvements.

Beargrass Creek Area

This area contains intensive commercial and industrial uses and is located east of East Chestnut and generally south of Chestnut (excluding the portion of the park area along either side of Campbell). There are 28 acres in this area.

The Beargrass Creek Area will be the last area to be redeveloped as an urban renewal area by the Community Development Cabinet. This area includes only the following limited activities: acquisition of five parcels; relocation of two homeowners; improvements to sidewalks, curb and gutter, and pavement; and rehabilitation of 32 dwelling units and seven businesses.

PRELIMINARY COST ESTIMATES

Cost estimates were then prepared based upon the previously discussed project areas. Exhibit R - Phoenix Hill Cost Estimate reflects these costs as broken down by individual project. These estimates were prepared by Colloredo Associates, Inc. (CAI), except items 1, 2, 4, 5 which were developed by the Urban Renewal and Community Development Agency (URCDA) and based upon their previous experience.

ITEM	COST/UNIT	MARKET STREET AREA	CLARKSDALE AREA	MICHEL STREET AREA	PARK AREA	MEDICAL CENTER AREA	BEAUMASS EMPLE AREA	TOTAL AREA
ADMINISTRATION 82 of Line 2 - 9		389,121	1,007,417	264,959	621,090	312,824	77,250	2,692,660
LEGAL SERVICES		45,610	5,100	42,250	55,030	38,950	8,170	195,000
CONSULTATION SERVICES		24,133	62,593	20,627	30,850	20,641	3,351	162,195
ACQUISITION (A) Real Estate Purchases (B) Acquisition Expenses		384,625 39,948	0 0	187,450 19,487	1,565,380 162,730	324,300 33,785	10,925 1,100	2,472,600 257,050
TOTAL LINE 4		424,573	0	206,937	1,728,110	358,085	12,025	2,729,730
TEMPORARY OPERATION OF ACQUIRED PROPERTY		14,884	0	10,775	40,935	12,588	5,868	85,050
RELOCATION To Be Relocated Homeowners Renters Moving & Displacement Business	15,000 4,000 500 10,000	30,000 36,000 8,000 60,000		135,000 52,000 11,000 0	465,000 420,000 68,000 140,000	270,000 148,000 27,500 60,000	30,000 0 1,000 0	910,000 676,000 175,500 260,000
REHAB RELLOCATION - RESIDENCES Temporary Relocation Homeowners Renter Relocation Relocation Storage (20% of Total)	6 months @ \$250 1,000 300	84,000 56,000 3,300		103,500 68,000 8,100	121,500 81,000 11,400	105,000 70,000 8,400	24,000 16,000 1,800	438,000 291,000 31,000
TOTAL LINE 6		297,300	0	377,600	1,306,900	688,900	72,800	2,743,500
CONSTRUCTION (A) Site Clearance (B) Site Improvements	61,075		0	52,941	159,251	51,652	24,081	369,000
Pavement Curb and Gutter Sidewalk Storm and Sanitary Sewer Water Telephone Electrical Gas	399,860 165,370 184,476 0 0 0 0 0	122,125 75,700 144,300 0 0 0 0 0		122,460 90,730 91,820 5,000 4,000 10,412 25,000 7,500	322,430 192,550 320,870 17,500 138,824 160,000 53,984	222,140 95,990 142,270 0 0 0 0 0	103,360 27,720 33,010 0 0 0 0 0	1,292,175 648,060 916,746 22,500 142,824 16,236 185,000 61,464
TOTAL LINE 7		810,781	342,125	405,275	1,395,801	512,052	180,171	3,036,205
DISPOSAL COSTS		10,745	0	6,832	30,499	9,087	4,237	61,400
REHABILITATION COSTS Residential Units Non-Residential Building	15,500 25,000	1,736,000(112) 1,500,000(60)	12,183,000(786) 0	2,123,500(137) 125,000(5)	2,976,000(192) 250,000(10)	2,170,000(140) 350,000(14)	496,000(32) 175,000(7)	21,684,500 2,400,000
TOTAL LINE 9		1,236,000	12,183,000	2,248,500	3,226,000	2,520,000	671,000	24,084,500
SUB-TOTAL		5,257,137	13,660,135	3,583,754	8,415,215	4,493,127	1,062,872	16,188,240
10% CONTINGENCY		525,314	1,360,014	350,375	861,522	449,113	104,287	3,618,240
TOTALS		5,778,451	15,020,149	3,934,129	9,276,737	4,942,240	1,167,159	19,802,060

Administration

Based upon past experience of similar projects the URCDA estimates that administration generally runs 8% of the other project costs. This same percentage was used to calculate administration for the Phcenix Hill Area.

Legal Services

Legal services are required in connection with designating the area as eligible under State law and in dealing with acquisition of property. This item was estimated by the URCDA based upon the amount of acquisition required in the project.

Consultation Services

The services are certain Architectural, Planning and Engineering services necessary to determine specific types of construction treatment and analyze areas such as Clarksdale, alley treatments, sidewalk design, etc. This item amounts to about 0.4% of the total cost and was estimated by CAI.

Acquisition

Acquisition purchases were estimated by a certified appraiser and based upon the land shown to be acquired on Exhibit P - Land Acquisition Map. The appraiser did not do complete appraisals of each property, but estimated costs on a parcel-by-parcel basis, and based the acquisition prices on comparable sales in the area. The Real Estate Purchase line amounts to the appraisers estimate plus 15% for assemblage purposes. Acquisition expenses were estimated by the URCDA and were based upon their many years experience in this type of activity.

Temporary Operation of Acquired Property

When the property is acquired in a project like this, many times tenants still reside until they can be relocated. This item includes maintenance of these acquired properties until the residents can be relocated. This item was estimated by the URCDA based upon the amount of property to be acquired.

Relocation

These costs were estimated by CAI and are based upon the maximum costs allowed under federal laws. The cost for each type of relocation is itemized under the COST/UNIT column of Exhibit R.

Construction

Construction costs were estimated by the Engineering Department of CAI. These costs were based upon the road and utility relocation and changes required by the plan, and review and discussion with the appropriate City Department and Private and Public Utility Companies. Twenty percent contingencies and 10% engineering are included in these costs.

Disposal Costs

These costs involve the preparation of surveys, deeds, recording fees, etc., in connection with the sale of property. This cost was estimated by the URCDA.

Rehabilitation

The rehabilitation costs have been based on a per unit cost for residential and a per building cost for non-residential. These costs were obtained from the Louisville Housing Rehabilitation Department and represent the actual experienced costs in rehabilitation of similar structures.

IT SHOULD BE POINTED OUT THAT THESE COSTS REPRESENT ONLY CURRENT PRICES AND INFLATION SHOULD BE ADDED FOR EACH YEAR THAT THESE ACTIVITIES ARE POSTPONED.

Reuse Values

The value of land to be sold in each area represents an income to help offset the project costs. Value of land to be sold has been based upon the following chart provided by the Harry Lewman Company, Realtors and Appraisers.

<u>LAND USE CATEGORY</u>	<u>VALUE RANGE PER SQUARE FOOT</u>
Residential - Single Family	\$ 0.50 - \$ 1.50
Residential - Two Family	0.75 - 1.75
Residential - Multi-Family	1.00 - 2.00
Commercial	3.00 - 5.00
Industrial	1.50 - 2.00
Public	1.00 - 2.00
Semi-Public	1.00 - 2.00
Medical Center	8.00 - 10.00

For the purposes in this study, an average of the Value Range per Square Foot was used to calculate the value of properties. These sale values when applied to the project costs are shown on the following chart, Exhibit S - Reuse Values Chart.

Total Project

There is a total of 25 acres of land for resale at an estimated value of \$2,454,801 in the Phoenix Hill Area.

The values shown above represent fair market value. The City, of course, has the authority to sell the land at less than fair market value. This cost represents an average value based upon today's prices.

HOUSE VALUES CHART

PHOENIX HILL AREA

Prepared By: Colorado Associates, Inc.

Date: January 21, 1980

LAND USE CATEGORY	MARKET STREET		WENZEL STREET		PARK-CLARKSDALE AREA		MEDICAL CENTER		BEARCRASS CREEK AREA		TOTALS	
	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE
Residential - Single Family												
Residential - Two Family			8,410	\$ 10,512.50	334,660	\$418,325.00	25,000	\$ 31,250.00			368,070	\$ 460,087.50
Residential - Multi-Family					15,350	\$3,025.00	42,048	\$3,072.00			77,398	\$16,097.00
Commercial	89,320	\$157,280.00			59,131	\$26,524.00	76,887	\$307,548.00	6,080	\$ 24,320.00	211,418	\$25,672.00
Industrial			36,775	\$64,356.25	31,542	\$5,199.00	8,866	\$15,515.00			77,183	\$13,070.25
Public					269,500*	\$404,250.00*					269,500*	\$404,250.00*
Semi-Public	1,675	\$ 5,512.00	6,075	\$ 9,112.00	9,120	\$13,680.00					16,870	\$28,304.00
Medical Center							43,313	\$389,817.00			43,313	\$389,817.00
Totals	92,995	\$362,792.00	51,260	\$ 83,980.75	469,803	\$776,753.00	196,114	\$807,202.00	6,080	\$ 24,320.00	816,252	\$2,055,042.75

* Not Included in totals

Implementation Resources

Introduction:

The following list of Federal, State and local funding sources represents only programs with a significant amount of funds and which are applicable to Phoenix Hill. These programs are discussed in general in this Phase and specific recommendations of projects and preferred programs are included under Proposed Financing in the Implementation Plan.

List of Potential Funding Sources

Street and Other Public Improvements

Department of Commerce:

- (1) Grants and loans for Public Works and Development Facilities
- (2) Public Works Impact Projects

Federal Highway Administration:

- (3) Highway Research, Planning and Construction

Department of Housing and Urban Development:

- (4) Secretary's Discretionary Fund (Innovative Projects)

Phoenix Hill Park

Department of Interior:

- (1) Outdoor Recreation - Acquisition, Development and Planning
- (2) Urban Park and Recovery Program

Rehabilitation Residential

Department of Housing and Urban Development:

- (1) Section 312 Rehabilitation Loans
- (2) Section 8 Leased Housing Assistance
- (3) Section 203 (b) Home Mortgage Insurance
- (4) Section 220 Multi-Family Rental Housing
- (5) Section 221 (D) (2) Mortgage Insurance
- (6) Section 221 (D) (3) Multi-Family Rental Housing
- (7) Section 221 (D) (4) Multi-Family Rental Housing
- (8) Homesteading - Urban

Department of Interior (HCRC):

- (9) Historic Preservation Grants-In-Aid

Local:

- (10) Rehabilitation Loans and Grants (CDBG)
- (11) Metro Investment Service Corporation Loans (CDBG Subsidiary)

Non-Residential

Department of Housing and Urban Development:

- (1) Section 312 Loans

Department of Commerce:

- (2) Business Development Assistance Loans

Small Business Administration:

- (3) Economic Opportunity Loans for Small Businesses
- (4) Small Business Loans
- (5) Small Business Investment Companies

Clarksdale Public Housing Renovation

Department of Housing and Urban Development:

- (1) Public Housing - Comprehensive Modernization of Projects.

Louisville Medical Center

- (1) University of Louisville

Overall Projects

Department of Housing and Urban Development:

- (1) Community Development Block Grant - Entitlement
- (2) Section 108 Loan Guarantees
- (3) Neighborhood Self-Help
- (4) Urban Development Action Grants

Department of Transportation:

- (5) Urban Initiatives Program

Local:

- (6) Tax Increment Financing

Description of Potential Funding Sources

Streets and Other Public Improvements

Grants and Loans for Public Works and Development Facilities: This program is provided through the Department of Commerce-Economic Development Agency (EDA). The main purpose is to provide public improvements that will (1) promote commercial and industrial development; (2) assist in creation of long-term employment opportunities; or (3) benefit the long-term unemployed and members of low-income families.

Funding for this project is for up to 50% grants except in severely distressed areas where up to 80% grants may be available. There is approximately \$196 million available nationally for this program in Fiscal Year (FY) 80. In 1979,

185 projects were approved with an average grant of \$580,000.

Public Works Impact Projects: This project is also provided through EDA. The purpose of this project is to provide immediate useful work to the unemployed and underemployed persons in designated project areas by constructing labor intensive public facilities.

Funding for this project is available as 80% grants. It is estimated that \$29 million will be available for these projects in FY 1980. In 1978, 178 projects were approved at an average of \$220,000 per project.

Highway Research, Planning and Construction: The Federal Highway Administration of the Department of Transportation provides this project. This program is particularly applicable to the proposed State route connector from Campbell to Baxter since this program provides funds to plan and construct highways.

This program provides primarily 75% grants and is funded through the Commonwealth of Kentucky Highway Department. Over 13,000 miles of highways were constructed in 1978 using these funds and \$8.4 billion is available for FY 1980.

Secretary's Discretionary Fund (Innovative Projects): This program is provided by the Department of Housing and Urban Development and is geared toward innovative projects and ideas that can be utilized in many redeveloping areas across the country.

This program appears to be extremely applicable to the new paving system proposed for the streets in Phoenix Hill. This system takes the old streets that have been paved so many times that the curb and gutter have no storm water carrying capacity and planes the existing surface off rather than demolishing and rebuilding the street. After the street is planed, a surface coat is replaced. The excess material planed from the streets is a valuable resource that can be recycled and used in paving other streets. This system costs less than 25% of the normal cost to rebuild a street and can be done with much less inconvenience to residents. In addition, this method uses about 10% of the new material required for typical street reconstruction.

Phoenix Hill Park

Outdoor Recreation - Acquisition, Development and Planning: The Heritage Conservation and Recreation Service (HCRC) of the Department of the Interior makes this program available through the Commonwealth. The program provides grants for all forms of outdoor recreation including inner city parks, and priority is given to projects serving urban population.

The HCRC can provide up to 50% of the funds required and the match can be either State, other Federal or local funds. There are an estimated \$359 million dollars available for this program in FY 1980. In 1979, over 21,000 State and local projects were funded from grants of \$150 to \$5.4 million.

Urban Park and Recovery Program: This program is also funded through the HCRC and is available to States and Local Governments. This grant is available to distressed cities (including Louisville) to rehabilitate or reconstruct parks or provide parks in redeveloping areas. Some preliminary discussions are underway with the appropriate agencies on this project.

This project provides 70% grants and local match may come from cash, work, services or supplies. The only other federal funds that may be used to match are Revenue Sharing and CDBG. If the State provides 15% funding, the HCRC can increase their funding to 85%.

This is a new program which started in 1979 and \$150 million is available in FY 1980.

Rehabilitation

Residential

Section 312 Rehabilitation Loans: This program is available from HUD through the local CDBG Staff to individual home and business owners. It provides a 3% interest loan to rehabilitate structures and the existing balance of loan may be refinanced if the existing loan and new 312 loan payments are over 20% of monthly income. If there are 5 or more units in the structure, refinancing is now allowed.

There is a loan maximum of \$27,000 for each dwelling unit and \$100,000 for non-residential properties. In FY 1980, \$185 million is available for new loans. In 1977, 6,204 loans were approved that financed rehabilitation of 8,061 units, and in 1978, 6,050 loans were approved.

Section 8 - Leased Housing: This is another HUD program that assists in re-development of existing dwellings by providing owners with a commitment to provide rental subsidies if the structures are rehabilitated and leased to low and moderate income persons. The owner can then obtain either private, Kentucky Housing Corp., HUD-FHA, and other financing to rehabilitate the units. The local Housing Authority may even form a non-profit corporation and issue tax exempt bonds to fund rehabilitation.

There is about \$20 billion available for new and existing Section 8 units in 1980. By the end of 1978, a total of 666,603 units were receiving subsidies under the program.

Section 203(b) - Home Mortgage Insurance: This HUD program provides guaranteed mortgage loans to be used to finance the purchase of proposed, under construction or existing housing which meets HUD-FHA standards. These funds may be used for the acquisition of one to four family dwelling units.

Estimated FY 1980 obligation is \$8.25 billion. In 1978, loans were approved for 265,980 units at a value of over \$8 billion.

Section 221 (D) (3) - Multi-Family Rental Housing: This HUD program makes available mortgage insurance to public agencies, non-profit corporations, and consumer cooperations, and consumer cooperations who intend to develop housing for low to moderate income families. FHA can insure up to 100% of the project value, however, in most cases the maximum amount is 90% of replacement value or cost. The project may be new or rehabilitated and must contain at least five units. No income limits are placed on occupancy, but displaced persons are given priority.

The obligation for FY 1980 is approximately \$2 billion. In FY 1978 some 79,144 units were insured at an approximate cost of \$2 billion.

Section 221 (D) (4) - Multi-family Rental Housing: With the objectives of providing good quality rental housing with the price range of low to moderate income families, this HUD program insures mortgages to developers or investors for the construction or rehabilitation of projects containing five or more units. The mortgage is usually insured up to a maximum of 90% of the estimated replacement cost. No limits are set on income of tenants, but displaced persons are given occupancy priority.

The financial information concerning this program is covered in the financial information of Section 221 (D) (3).

Homesteading - Urban: This HUD program is a demonstration program which allows a jurisdiction to accept, without payment, HUD owned property and sell those properties to individuals or families to rehabilitate and occupy. This serves a two-fold purpose in that (1) the number of foreclosed properties is reduced, and (2) declining neighborhoods are revitalized. Eligibility requirements of "Homesteaders" are set by the State.

A total of 1344 properties were transferred by HUD to "Homesteaders" in FY 1978.

Historic Preservation Grants-In-Aid: This program is provided through the Heritage Conservation and Recreation Service. It provides funds for rehabilitation of structures on the National Register of Historic Places. While only the Cloister is presently on this register, the Landmarks Commission is presently involved in survey and designation of properties in this area as eligible National Register Properties. When these structures are placed on the Register, they will become eligible for grants and/or tax credits to rehabilitate their structures.

There is approximately \$43 million available for these 50% grants in FY 1980. The balance may be made by State, private or in-kind donations. Since 1969, assistance under this project has benefitted 4200 survey and planning acquisition development projects.

Rehabilitation Grants (CDBG): The Community Development Department has several different grants which are presently available to homeowners in nine neighborhoods including Phoenix Hill. These grants are made available to residents through the Housing Rehabilitation Staff. Grants of up to \$8,500 are provided along with the Section 312 and MISCO loans.

Metro Investment Service Corporation Loans: This program is provided through a company formed by eight Louisville Savings and Loans for the purpose of stimulating home ownership and home improvements in urban areas of Louisville. This company provides conventional, FHA-Title I - Home Improvement Loans, and subsidized loans using CDBG funds to subsidize the interest rates based upon the income of the purchases. These loans are not presently available to the Phoenix Hill Area, but the area is being included and loans should be available soon.

These loans are available to owners of structures from one to four units. If the subsidy is utilized, the structure must be owner occupied. Maximum loans for each loan are established at the time of the loan.

Non-Residential Rehabilitation

Section 312 Rehabilitation Loans: See Section 312 under residential above.

Historic Preservation Grants-In-Aid: See same topic under residential above.

Business Development Assistance: These loans are provided by the Economic Development Agency to encourage small businesses to start, expand or renovate. In FY 1980, there are about \$40 million direct loans available.

Small Business Administration (SBA): The SBA has several loans available to encourage small businesses to expand, rehabilitate or begin. The SBA also provides matching funds for local small business investment companies at a rate of \$3 to \$4 for every \$1 of private loans to small businesses. In FY 1980, there is \$27 million in direct loans and \$190 million in guaranteed loans available.

The SBA provides funds for their small business loans program in amounts of \$205 million direct and \$3.7 billion guaranteed. They also provide \$65 million direct and \$80 million guaranteed loans to economically distressed areas for small businesses. There is presently \$1,000,000 of this type loan available to areas of Louisville including Phoenix Hill.

Clarksdale Public Housing

Public Housing - Comprehensive Modernization Program: A new HUD program, the Comprehensive Modernization Program is intended to finance rehabilitation of projects with many physical deficiencies. Projects must be PHA owned, contain 100 or more dwelling units and have a minimum modernization need averaging \$5,000 or more per unit.

At the recommendation of the Consultant in the Feasibility Study and Comprehensive Strategy for Phoenix Hill, the Housing Authority applied for this grant. In September 1980, HUD announced the awarding of a grant of slightly less than \$16,000,000 for this project.

Louisville Medical Center

Expansion and construction of the Medical Center is presently underway by the University of Louisville and others. It is anticipated this will continue.

Overall Projects

Several projects appear to be applicable to particular areas or segments of the Phoenix Hill Area. Most of these programs are available through the Department of Housing and Urban Development. A summary of these programs is shown below.

Community Development Block Grant - Entitlement: The City presently receives annual CDBG entitlement. These funds are presently being spent in predominately eight Neighborhood Strategy Areas (NSA). Phoenix Hill has been made a NSA and will become the ninth area. Since there are other areas and commitments for these CDBG funds, it is not probable that sufficient funds can be provided to totally renovate Phoenix Hill. It is possible that these CDBG funds may be used to match other federal grants and to fill gaps that cannot be funded by other programs.

Section 108 Loan Guarantees: This Section of the Housing and Community Development Act allows entitlement cities to receive a loan guarantee on notes and other obligations issued by the City or any designated public agency. Interest on the obligation guaranteed under Section 108 must be taxable. The entitlement city may borrow up to three times its yearly grant amount and has up to six years to repay the obligation.

Funds under this section may be used for the following activities: Acquisition; Rehabilitation; Relocation, Clearance and Demolition; Construction or Reconstruction of Public Improvements; and payment of expenses related to these activities.

The City has requested a 108 loan guarantee to fund portions of the Phoenix Hill Area.

Neighborhood Self-Help: This new HUD program provides for grants directly to recognized neighborhood groups to prepare and implement their own revitalization projects in low and moderate income neighborhoods.

There is a 1980 budget of \$15 million for this program.

Urban Development Action Grants: This program is available to severely distressed cities (including Louisville) to alleviate physical and economic deterioration through economic development and neighborhood revitalization. One of the main purposes of the program is to stimulate private funds and development by certain key grants. For neighborhood revitalization projects, HUD wants at least a ratio of 2.5 private dollars for every 1 public dollar.

This program appears to be particularly applicable to several areas in Phoenix Hill. The Wenzel Street area involves expansion of two large businesses and could make a good UDAG. The Market Street Area involves the renovation and expansion of businesses as well as new businesses. This area could be good for some type of subsidized loans. The Park Area could make a very good neighborhood revitalization project since it involves a large amount of private new and rehabili-

tation housing.

This program has been funded at \$675 million for FY 1980. The average grant to metropolitan cities in 1978 was \$2,950,000.

Tax-Increment Financing: In many parts of the country, areas have been redeveloped by using this method of financing. Presently, this method of financing is not allowed under Commonwealth law, but other States such as Florida are in the process of changing their laws to allow this program.

Basically, this program allows the cities existing taxes in an area to be frozen for a fixed number of years. As redevelopment occurs and taxes are increased the City still gets its same taxes, but the increased taxes are collected and reprogrammed to carry on other redevelopment activities in the area. Many cities in California have used this method to carry out projects.

Urban Initiatives Program: This is a program provided by the Department of Transportation, Urban Mass Transportation Administration. Transit related projects that contribute to the revitalization of cities are eligible for this program. Any public agency eligible for UMTA planning or capital assistance is eligible for Urban Initiatives loans or grants. While this program would not be applicable to the Park-Clarksdale Area, it may however be used in other part of the project. The funding level at present is \$200 million. It is expected to remain at that level through FY 1983.

New Programs: Each year new programs come along that could be useful in the renovation of Phoenix Hill. There is presently an Energy Block Grant type program proposed that would be funded by the recently approved Windfall Profits Tax. A careful analysis of this and other programs must be made to determine the applicability of this and other proposed programs.

Evaluation of Effectiveness of Actions

If the plan prepared and presented above is funded and implemented Phoenix Hill will be regenerated to a sound condition. This plan calls for the total redevelopment of the entire area.

IMPLEMENTATION PLAN

It is proposed that the Park Area be established as the first area for execution as an Urban Renewal Area by the Community Development Cabinet. This area is the heart of the Phoenix Hill Plan and incorporates all of the major street changes and most of the land for resale and redevelopment in the area. It is also proposed that renovation of the Clarksdale Area be carried on concurrently with the Park Area since it is important to protect the investments proposed in the Park Area by providing a better environment in the Clarksdale Public Housing Project.

The neighborhood plan should be adopted and the entire area rezoned in accordance with this plan, with the Board of Aldermen acting as the applicant. This will maintain the balance of the area outside of the Park-Clarksdale Area until that project is completed and other projects can begin.

Proposed Financing

The Park-Clarksdale Area is the first area proposed for execution in the Phoenix Hill Area. Financing is only being proposed for the Park-Clarksdale Area. Additional funds and programs will be sought for the other areas by the CD Cabinet and their consultants while the Park-Clarksdale Area is being carried out. The recommended financing for this project is as follows.

Section 108 Loan Guarantees

It is proposed that Section 108 be used to finance acquisition, relocation and site clearance in this area. These three items amount to \$3,194,261 and based upon a six year pay back of .15% per year, the yearly cost would be approximately \$810,512.00 for six years. A 108 loan application was prepared by the CD Cabinet and is presently being reviewed by HUD.

Rehabilitation

Rehabilitation of existing residences is estimated to cost \$2,976,000. It is estimated that funds for this activity would come from City's Rehabilitation Grant Program, MISCO Loans, Section 312 loans and other programs listed in the previous section. It is estimated that rehabilitation in this area should be carried out in three years at a cost of about \$1 million per year. One third of each year's rehabilitation cost is expected to be grants of about \$333,000 each year. This program will be carried out by the CD Cabinet.

Non-residential rehabilitations are expected to be carried out by the owners. They will be assisted in obtaining direct and guaranteed federal loans for this purpose by the CD Cabinet. There is present a \$1 million pool for Business Development Loans available to the City of Louisville through EDA for this type of improvements.

Phoenix Hill Park

An application is being prepared for submission to HCRC by the City Park Department and CD Cabinet through the Urban Parks Program for this facility. Approximately \$400,000 is being requested to develop this park.

Site Improvements

The total site improvements required in the Park-Clarksdale Area is estimated to be \$1,578,675. The cleared land in the area is expected to be developed by the Homebuilders at a minimum of about \$8 million. It is proposed that an Urban Development Action Grant be prepared by the CD Cabinet when the land is acquired, residents relocated and cleared. The private commitment of \$8 million will provide 5.1 private dollars for every one public dollar required to complete pavement, curb and gutter, sidewalk, storm and sanitary sewer, water, telephone, electrical and gas improvements.

It is also recommended that an application be made to HUD by the CD Cabinet for an Innovative Grant for repaving of all of the streets in Phoenix Hill. This repaving would be completed as described earlier and is estimated to cost \$1,292,375. This method of repaving utilizes only 10% of the new material normally used in street reconstruction and costs less than 25% of typical construction. In addition, the planing would increase the streets storm water capacity.

It is also anticipated that other programs, such as Grants for Public Works and Development Facilities through EDA will be applied for to reduce the public cost in the project.

Administration, Legal Services and Consultation Services

These items will be provided by the appropriate City departments and/or their Consultants.

Clarksdale Public Housing Rehabilitation

As mentioned earlier, a grant of just under 16 million dollars was awarded to the Housing Authority to renovate this project in September 1980. This represents over 50% of the funds required to complete the Park-Clarksdale Area.

PRIORITIES

Summary of Priorities

- The Park-Clarksdale Area should be the first area to be redeveloped.
- The Urban Renewal Plan for the Park-Clarksdale Area should be adopted immediately to allow acquisition of land to occur early in 1981.
- Rehabilitation of Clarksdale should commence in 1981.
- The Neighborhood Plan should be adopted as soon as possible to stabilize the balance of the Phoenix Hill Neighborhood not included in the Park-Clarksdale Area.
- Comprehensive rezoning of the Phoenix Hill Neighborhood should not be accomplished until after all land has been acquired in the Park-Clarksdale Area.
- The second area to be redeveloped should be the Wenzel Street Area, followed by the Market Street Area and the Beargrass Creek Area. The Medical Center Area will continue redevelopment by the Commonwealth and others, the City may have to provide assistance, but should not have to redevelop this area.
- The Park-Clarksdale Area should be completed in three years. Acquisition, relocation and site clearance should be carried out the first year; site improvements the second; new construction during the second and third years; and rehabilitation and construction of in-fill housing should be going on during the entire three year program.
- About 80% of the total cost of the Park-Clarksdale Area are available.

Relation of Actions to Geographic Areas

It has already been stated that the Park-Clarksdale Area should be the first to be redeveloped. This area contains all of the main street changes proposed in Phoenix Hill. Additionally, most of the areas for new development are located in this area. The development of a new central park, new residential areas, and the rehabilitation of Clarksdale are the key elements in the overall

renovation of Phoenix Hill. This area is the heart of the project and its redevelopment should act as a catalyst to private involvement in Phoenix Hill.

The second area to be redeveloped should be the Wenzel Street Area which is adjacent and north of the Park-Clarksdale Area. This area is the only remaining area with significant amounts of residential. Additionally, there is one large industry and one large business that needs land for expansion in this area. These businesses are important for employment resources.

Activities in the Market Street Area should be the third priority. However, if sufficient staff and funds are available, this area could be redeveloped at the same time as the Wenzel Street Area. This area is predominately commercial and as such has more available private capital than the residential areas. Activities in the Park-Clarksdale and Wenzel Street Areas should stimulate private investment in this area and minimize public participation.

Development of the Medical Center Area is expected to continue by the University of Louisville, Commonwealth of Kentucky and other departments and agencies. It is anticipated that the only public funds required in this area will be for street improvements which should probably be a function of the normal City Capital Improvement.

The last area proposed for redevelopment is the Beargrass Creek Area. This area is also dominated by non-residential uses. As in the Market Street Area it is believed that improvement in the other areas will stimulate new private investment in accordance with the neighborhood plan. This development which will occur during the redevelopment of other areas will reduce the activities necessary to renovate the area.

Evaluation of Interdependence of Actions and Phasing

Renovation of the entire area is dependent upon two primary factors, rehabilitation of Clarksdale and provision of land areas for development of new residential and open space. Redevelopment of the Park-Clarksdale Area will accomplish both of these factors. Additionally, all of the major street changes will occur in this area.

The other areas have been planned for development as individual units and contingent only upon activities in the Park-Clarksdale Area. Of course, the total renovation of Phoenix Hill is dependent upon improvement in all areas.

Commitments

As has been previously explained, the Feasibility Study and Comprehensive Strategy for Phoenix Hill was completed by the Consultant in January, 1980. Since that time, the CD Cabinet Staff and other City departments and agencies have been working on funding the Park-Clarksdale Area as outlined in that study. Funds for the other areas are not proposed as part of this Neighborhood Plan; they will be prepared while the Park-Clarksdale area is being carried out.

The Housing Authority of Louisville requested a grant for the Comprehensive Modernization of Clarksdale and in September 1980, HUD announced the awarding of a \$15,875,000 for this purpose. In addition, a grant of \$1,000,000 has been

made for crime prevention in Clarksdale.

The City has designated Phoenix Hill as a Neighborhood Strategy Area in its Sixth Year Community Development (CDBG) Program which makes the area eligible for the MISCO rehabilitation loan program. Further, the City requested a \$3,200,000 Section 108 loan guarantee for this project. These funds will be used for acquisition of land, relocation and site clearance. The City will repay the loan through its CDBG program at a rate of about \$694,000 per year for six years. The loan guarantee is currently being reviewed by HUD.

Private Sector - The City has entered into a memorandum of understanding with the Louisville Homebuilders Association for the Homebuilders to act as the major redeveloper and rehabilitation contractors for this area. Specific amounts of funds are not available now, but the new housing is estimated in excess of \$8 million.

Other commitments include EDA loans and grants available to businesses in the Market Street Area and other SBA loans available to businesses in the entire City.

Recommended Implementation Program

The Neighborhood Plan will require approval of both the Planning Commission and the Board of Aldermen. After these approvals have been given, the Planning Commission will prepare a rezoning application for all of Phoenix Hill based upon the Neighborhood Plan. The Board of Aldermen will serve as applicant for this rezoning

The Urban Renewal Plan for the Park-Clarksdale Area is being prepared by the CD Cabinet and the Consultant. This plan will be submitted to the Planning Commission for an analysis of how it complies with the Comprehensive Plan. The Urban Renewal Plan will then require approval by the Urban Renewal and Community Development Board and Board of Aldermen. A tentative schedule of the timing and relationship between the Neighborhood Plan and Urban Renewal Plan is shown on Page II-59.

Renovation of the Phoenix Hill Neighborhood has been set in motion. The funds provided through the Comprehensive Modernization Grant, Section 108 loan guarantee and value in land for resale amount to approximately 80% of the funds required for the total renovation cost of the Park-Clarksdale Area.

The loan guarantee funds will be used to acquire and, relocate residents and clear the properties. As soon as this land is available, an Urban Development Action Grant will be prepared by the CD Cabinet to fund the site improvements for this area which are estimated at about \$1,600,000. The private commitment for this grant will come from the approximate \$8,000,000 of new housing produced on the vacant land by the Homebuilders.

Other grants are being requested for public improvements to reduce these costs now. Discussions of Federal and State funding is currently underway for the Chestnut Street Extension between the CD Cabinet and the Kentucky Department of Transportation.

The funding is in place for acquisition, relocation, site clearance, rehabilitation (including Clarksdale). Applications for additional funds from the UDAG programs and other sources are being formulated presently by the CD Cabinet.

As soon as activities are completed in the Park-Clarksdale three year program, concentrated efforts will move to the Wenzel Street Area. Location of funding sources for this area will be underway during implementation of the first area by the Community Development Cabinet.

CAI 4130

II-58

9/25/80
revised 12/1/80

Needs AssessmentSummary of Findings

- Over 30% (30.2%) of the Phoenix Hill Area is in streets, alleys, and rights-of way.
- Seven out of nine east-west streets in the area are designated as either a major or minor arterial.
- Five out of eight north-south streets in Phoenix Hill are either a major or minor arterial.
- Street pavement is generally in fair condition, but constant repairing has raised level of roadway and reduced storm water capacity in the gutter.
- Curb, gutter and sidewalk range from very poor to new.
- The street system is basically a one-way pair system with a few two-way streets.
- Average daily traffic on these streets usually runs 50% or less of the capacity.
- The intersection of Baxter Avenue with East Liberty and East Chestnut Streets is a dangerous five-way intersection.
- Bus service in Phoenix Hill is excellent with no resident or business over 400 feet from a bus route.

Existing Streets

The existing streets and pavements have been delineated on Exhibit T - Existing Pavements Map. The width of pavement and direction of traffic flow has also been delineated on this map. The pavements in the Phoenix Hill Area are old, but are in fair condition. The major problem with the pavement is one of storm drainage. The streets have been overlayed so many times that the level of the streets have risen and reduced or removed the storm water capacity in the gutters.

The condition of the curb and gutter and sidewalks is shown on Exhibit U - Existing Curb and Gutter, and Sidewalk Map. This map indicates that most of the curb and gutter in the area are in need of repair or replacement.

The Comprehensive Plan for Louisville and Jefferson County has four designations of major streets: Expressway; Major Arterial; Minor Arterial; and Collector. The major streets in Phoenix Hill are shown on Exhibit V - Existing Major Roads. The streets in Phoenix Hill are classified as follows: Expressway - I-65; Major Arterial - Main Street, Market Street, Broadway Street and Baxter Avenue; Minor Arterials - Jefferson Street, Liberty Street, Muhammad Ali Boulevard, Chestnut Street, Preston Street, Jackson Street, Shelby Street and Campbell Street. There are no collectors in the neighborhood so the balance of streets are considered minor streets.

CAI 4130

III-3

9/25/80

PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, Mayor

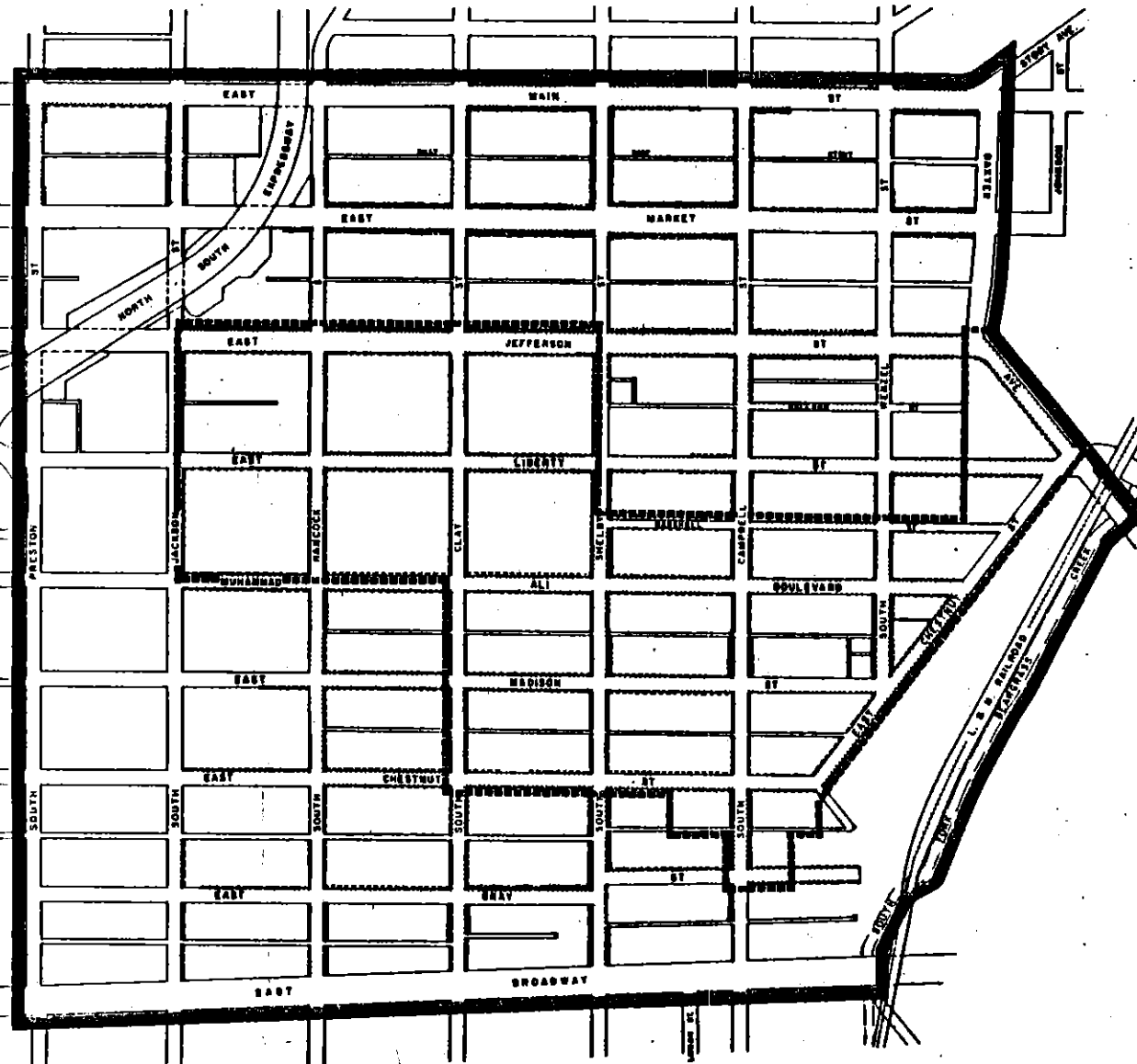
COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. BATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENBEL R., Executive Director



LEGEND

- PHOENIX HILL PROJECT BOUNDARY
- PARK-CLARKSDALE PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- CURB & GUTTER and SIDEWALK INFORMATION**
- CURB AND GUTTER IN POOR CONDITION
- SIDEWALK IN POOR CONDITION
- SIDEWALK REQUIRES SPOT PATCHING



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SUPPORTING DOCUMENTATION
**EXISTING CURB
 GUTTER, AND SIDEWALK
 CONDITIONS MAP**

SHEET
U

PHOENIX HILL





LOUISVILLE, KENTUCKY



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THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANBURY, Mayor
COMMUNITY DEVELOPMENT CABINET
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URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WATTS, Executive Director

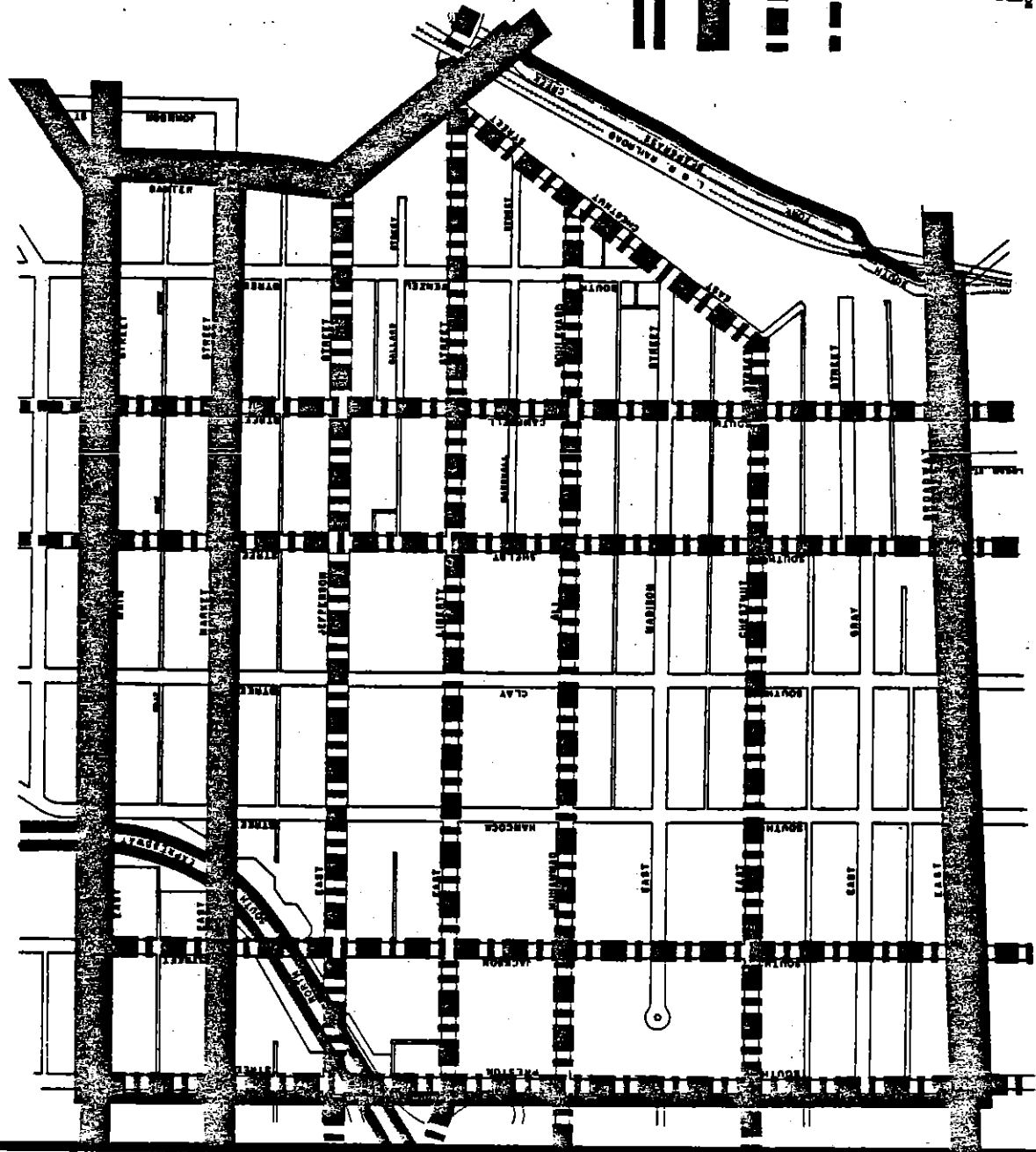


LEGEND

-  EXPRESSWAY
-  MAJOR ARTERIAL
-  MINOR ARTERIAL
-  COLLECTOR



EXISTING MAJOR STREETS
EXHIBIT V



Prepared by:
 Columbus Associates, Inc.
 Planning Consultants
 Robert T. Watts, Executive Director

Existing Bus Service

Existing bus service to the Phoenix Hill area is excellent since it is adjacent to the downtown area. There are presently twelve major bus routes serving the area, see Exhibit V-1, Existing Bus Service, and no location is more than 400 feet from a bus line. In addition, the area is well served by both regular and express routes. Only Madison and Gray of the east-west streets and Hancock, Clay and Wenzel Streets of the north-south streets do not serve as bus routes.

Existing Bikeways

The only bikeways in Phoenix Hill are the public streets. Within public streets there is no provision of separation for auto and bike traffic.

Demand and Adequacy of Transportation Systems

The existing streets are generally more than adequate to handle the present traffic levels. There is presently some congestion around the medical center due to closed streets during construction, but this is temporary.

The existing average daily traffic (ADT) and existing average daily capacity for each of the major streets are shown on Exhibit W - Existing Traffic Flow and Capacity Analysis. The ADT information was provided by the City Traffic Engineering Department for 1978 and 1979. The higher of the two ADTs were used in this analysis. The capacity of streets was calculated at an average capacity of 4,600 vehicles per lane per day.

Analysis of Exhibit W reveals that all streets except Muhammad Ali Boulevard between Jackson and Preston have adequate capacity to handle traffic. Further, many streets have much greater capacity than their present traffic. The present average daily traffic (ADT) in Phoenix Hill ranges from a high of about 23,000 ADT on Broadway to a low of about 3,200 ADT on the northern portion of Jackson.

It has been proposed by both the Traffic Engineer and Planning Commission that a peak hour traffic analysis should be prepared for the area. However, we feel the information on Exhibit W was calculated to reflect peak-hour volumes. The existing capacities for streets was calculated on the basis of 40 vehicles per hour (VPH) per foot of lane width (average 10 feet), plus 15% for efficiency for one way streets. This provided an average hourly capacity of 460 vph per lane. This hourly capacity was multiplied by 10 hours to provide an adjusted average daily capacity (ADC) of 4,600 per lane. The average daily traffic (ADT) used on Exhibit W came from actual traffic counts provided by the Kentuckian Regional Planning and Development Agency (KIPDA) which is the City's transportation planning agency. In addition, the KIPDA representatives informed us that the peak hour volumes represented 10% of the ADT in this area of Louisville.

An example of the Average Daily Traffic and adjusted Average Daily Volume for Main Street is shown below. Main Street has four one way lanes which when applied to the daily capacity of 4,600 vehicles per lane would equal an average daily capacity of 18,400 vehicles per day. The actual average daily traffic for Main Street is 8187 or 44.5% of the capacity. If peak hour volumes were used against hourly capacities, the hourly capacity would be 1,840 and the peak hour flow would be 10% of the ADT or 819 which represents 44.5% of the capacity. A peak hour analysis would show exactly the same relationship of traffic to capacity as Exhibit W presently does and would be repetitious and unnecessary.

PHOENIX HILL

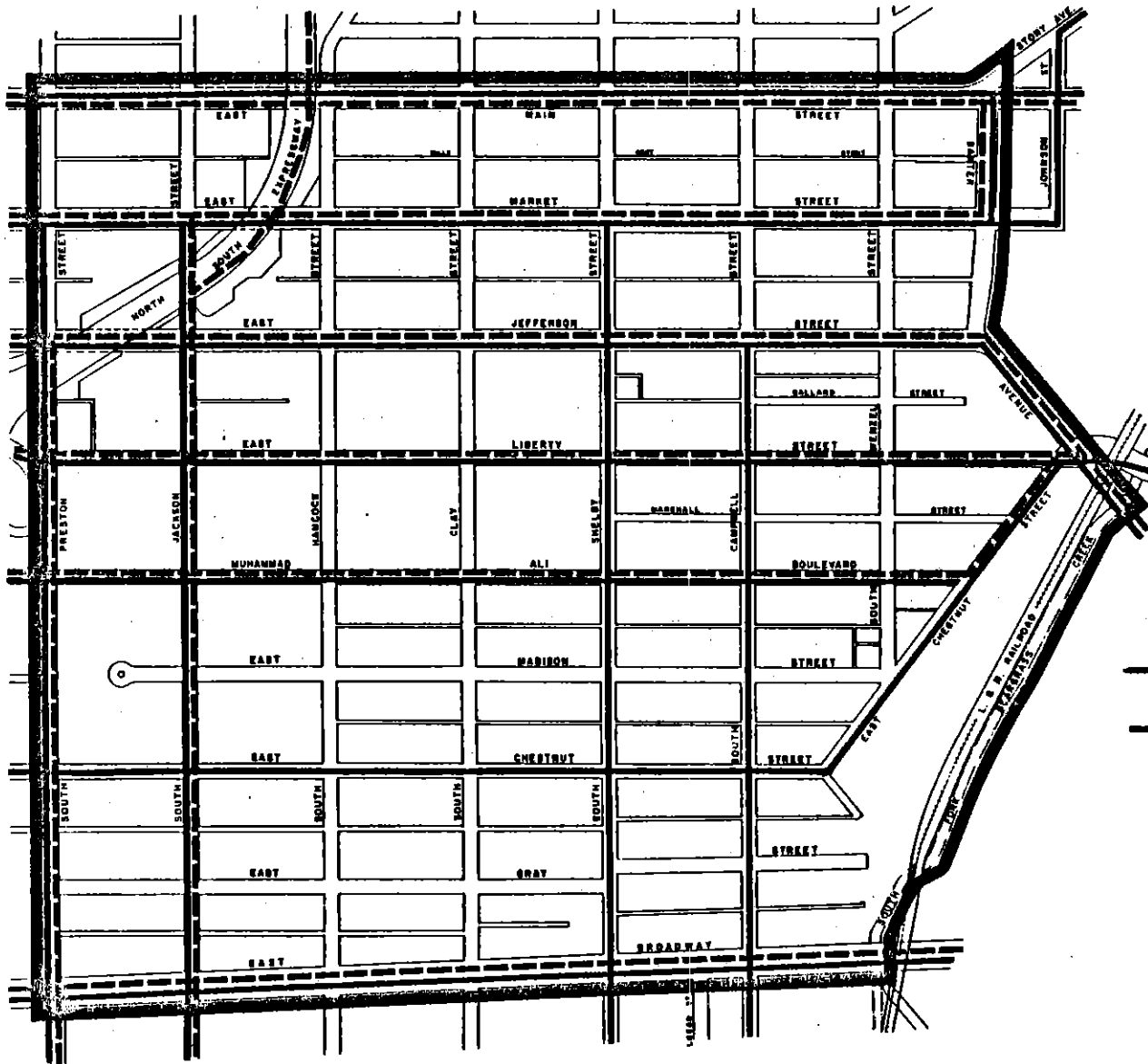
LOUISVILLE, KENTUCKY

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 ROBERT T. WUTTENHOL II, Executive Director



TARC ROUTES

- REGULAR ROUTES
- EXPRESS ROUTES



**EXISTING
 BUS SERVICE**

**EXHIBIT
 V-1**

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CAI 4130

III-6

9/25/80
 Revised 12/1/80

PHOENIX HILL

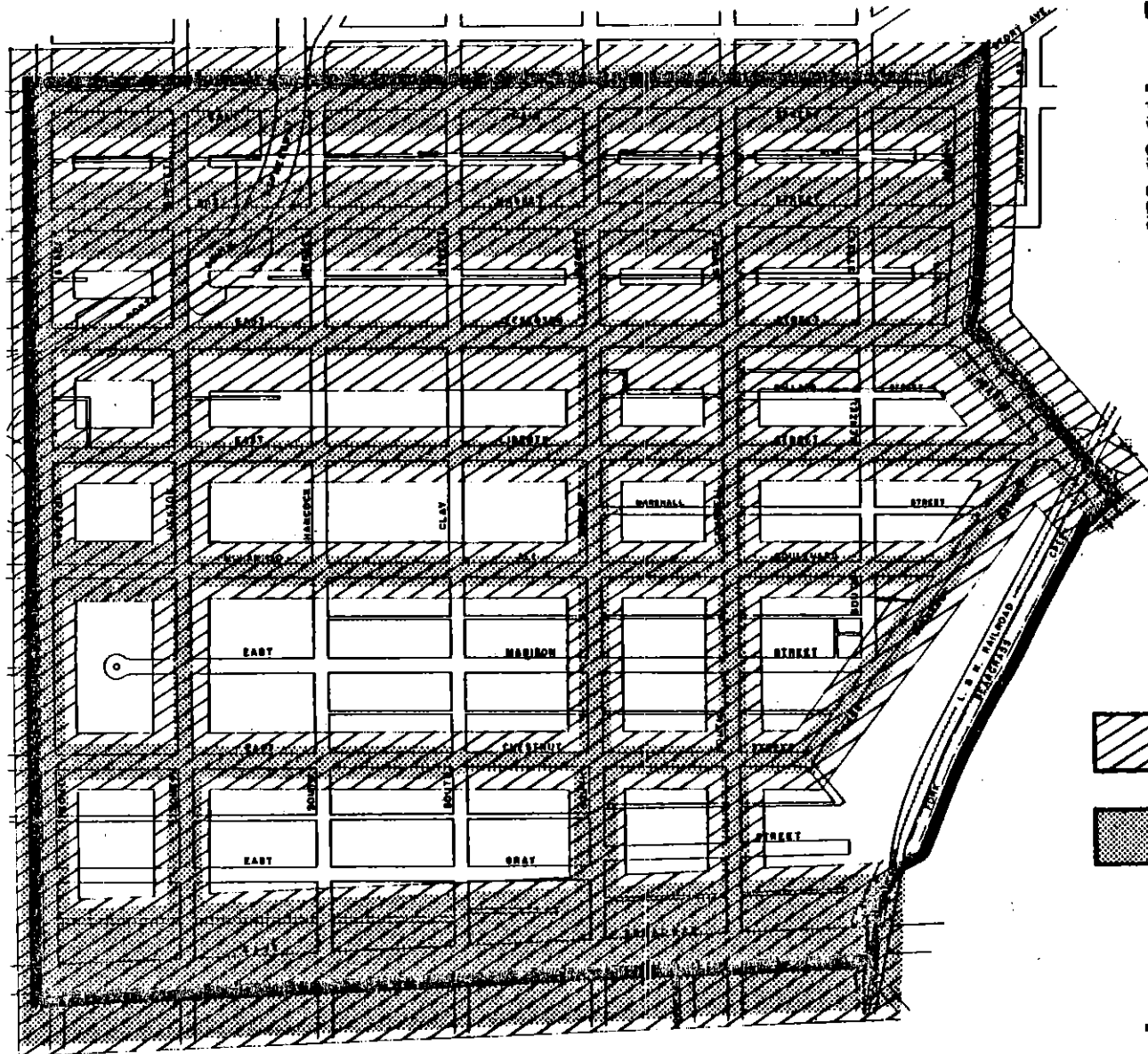
LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANBURY, Mayor



COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENGEI, Executive Director



LEGEND



EXISTING CAPACITY
 1" = 28,000 VEHICLES



EXISTING ADT
 (AVERAGE DAILY TRAFFIC)
 1" = 28,000 VEHICLES



EXISTING TRAFFIC
 FLOW AND
 CAPACITY ANALYSIS

EXHIBIT
W

Prepared by:
Colorado
 Associates, Inc.
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 1000 W. 10th Street, Suite 1000, Denver, Colorado 80202
 Telephone: (303) 733-1100

CAI 4130

III-7

9/25/80

Sidewalks are in poor condition in the area, they need to be improved. In addition, there is almost no provision for ramps at intersections for elderly and handicapped persons. These should be provided. Provision of ramps and improvement of sidewalks should greatly improve the pedestrian circulation in the area.

Bus service in Phoenix Hill is excellent. A sufficient number of buses are provided on a frequent basis.

Bikeways in Phoenix Hill are inadequate. There are no bikeways that are separated from public streets. It should be pointed out, however, that bicycles are a minor form of transportation in the area since the children are bused to school. An analysis should be made between the cost of a separate bikeway facility and the real service it would provide.

It is important to note that the population of Phoenix Hill has dropped from 15,000 in 1950 to about 5,000 in 1979. This trend has reduced the transportation needs.

Practices, Policies, Patterns and Trends

Over the past two decades, the increasing pressure of an expanding downtown and its associated traffic have adversely affected Phoenix Hill. In this neighborhood seven east/west streets have been designated and are serving as either a major or minor arterial. An east/west major or minor arterial exists every 514 feet.

The traffic on these major streets has contributed to the decline of the residential areas in Phoenix Hill. It has increased noise and air pollution in Phoenix Hill, effectively making it a place to drive through rather than to live in. The traffic has been allowed to spread throughout the neighborhood rather than concentrated in non-residential areas.

One new trend has emerged to the high cost of fuel. That is the trend for increased riding of buses and car pools. In addition more people are now interested in living close to their work in the downtown and medical center areas. This demand for housing close to downtown and the need to provide adequate transportation create a conflict that must be resolved.

Governmental or Nongovernmental Actions Contributing to Trends

The residential heart of Phoenix Hill is slashed by three minor arterials. They are Muhammad Ali Boulevard, Shelby Street and Campbell Street. These streets serve as major arterials allowing large amounts of through traffic in the residential area which has contributed to the decline of this area.

Lack of maintenance has caused the curb and gutter and sidewalk in this area to deteriorate. A significant amount of funds is necessary to replace poor curb and gutter and sidewalks and provide intersection ramps.

PROJECTION OF EXISTING CONDITIONS

Summary of Future Conditions and Desired Changes

- If the street system in Phoenix Hill remains exactly the same, the overall transportation system will not be adversely affected. However, this system will continue to blight redevelopment of Phoenix Hill.
- The poor intersection of Baxter, Chestnut and Liberty Streets will continue as a high accident area unless it is redesigned and improved.
- The minor arterials that run through the residential portion of Phoenix Hill should be relocated to provide an equal or better traffic pattern.
- If left alone, bus service would continue to be good.

Description of Future Conditions and Consequences

The major roads in Phoenix Hill are an integral part of the City's overall system. If this system is just left alone, the City's transportation system would not suffer. However, there is a need to channel traffic into major carriers rather than let the traffic spread throughout Phoenix Hill and designate a major road every 500 feet. This is further highlighted by the fact that these streets are currently running at less than 50% capacity. Further, this traffic is running through the residential and noise, traffic dangers and air pollution are adversely impacting the residents of Phoenix Hill. It is recognized that these changes will cause adjustments to the bus routes, but they would be minor and any minor inconveniences to buses would be offset by greatly improved traffic.

The five-way intersection at Baxter Avenue, Chestnut Street and Liberty Street is extremely dangerous. If this intersection is not improved, the danger and traffic accidents will continue at a high rate.

Desirability of Future Conditions

The City's Comprehensive Plan states that "deteriorated residential areas with redeeming qualities should be regenerated." Additionally, the City's Community Development Strategy calls for "conservation of existing housing" and "an increase in the number of standard housing units."

Unless traffic is relocated from the residential area, the structures will continue to decline and new housing will be retarded in Phoenix Hill. These factors will keep the neighborhood in a deteriorating condition and will not allow the fulfillment of these principles.

Identification of Undesirable Conditions that are Changeable

The traffic in the residential part of Phoenix Hill can be relocated to the commercial and industrial areas adjacent to the residential without adverse impacts.

The intersection of Baxter, Liberty and Chestnut can be improved and made safer. An effort should be made to reduce this to a four-way intersection.

RECOMMENDED TRANSPORTATION PLAN

Proposed Streets

- Close a small portion of Muhammad Ali Boulevard between Shelby and Clay and relocate traffic to Jefferson and Main Streets.
- Construct a four lane, two-way route from Baxter Avenue to Campbell at Gray, using the alignment of East Chestnut Street. Close portions of Campbell and Shelby and relocate traffic to this new street.
- The new Campbell-Baxter Connector would allow the eastern portion of Chestnut to be closed.
- Allow an alternative of leaving Muhammad Ali Boulevard open and designate it as a collector street from Clay to Chestnut-Baxter. Restrict it to two moving lanes with parking on both sides.

Development of Alternative Plans and Strategies

Alternate Plans

Four alternate plans were developed for Phoenix Hill. These plans are designed as exhibits H, I, J and K and are in Section II of this report.

Alternates A and B (Exhibits H and I)

These two plans did not call for major changes in the transportation system.

Alternate C (Exhibit J)

Modifications are made to the existing major streets to decrease through traffic flow within the residential neighborhood core; thereby decreasing noise and pollutant levels, and providing greater safety to its residents. Modifications of major thoroughfares include:

- Change north/south designations of South Shelby and South Campbell from arterial streets to minor streets (two-way traffic) from east Main Street to East Chestnut Street and designate South Wenzel and South Clay as arterials from East Chestnut to East Main Street. This will require South Clay from East Main to East Chestnut to be a one-way street south and South Wenzel a one-way street north.
- Modification of East Chestnut Street to include changing designation from an arterial to a minor street from South Shelby Street to South Campbell Street. Through traffic designated for East Louisville via Lexington Road from downtown would use South Jackson Street to East Liberty Street.
- Modification of Muhammad Ali Boulevard to include changing designation from an arterial to a minor street from East Chestnut Street to South Clay Street. Traffic designated for downtown from Lexington Road would use Baxter Avenue, East Jefferson Street instead of East Chestnut and Muhammad Ali Boulevard; traffic designated for the Medical Center would use Baxter Avenue, East Jefferson Street to South Clay, South Hancock or South Preston Streets.

Modification of minor interior streets of the residential neighborhood core would include closure of East Madison Street east of South Wenzel Street, closure of South Campbell Street at East Chestnut Street, closure of Marshall Street west of South Campbell, closure of Ballard Street between South Shelby and South Campbell Streets.

Upon analysis of the street modifications, in regard to traffic projections and capacity of streets, the modifications in the arterial system resulted in traffic volumes in excess of street capacity for South Jackson Street. Projected East Liberty Street traffic volumes resulted near capacity level and would require elimination of parking along the street thereby, significantly impacting residences and business along this street.

Alternative C-1 (Exhibit K)

This alternative is similar to Concept C and modification of the major thoroughfares are the same as those described in Concept C with the following exceptions:

- *Modification of East Chestnut Street to include a new alignment east of South Jackson to tie into East Gray Street, thereby changing East Gray Street to an arterial street from a minor street.
- *Provide a new road alignment from South Campbell at East Gray Street northeastward to East Chestnut Street.
- *Extend designation of South Clay as an arterial street in Concept C from East Chestnut Street to East Gray Street.
- *Modification of East Chestnut Street to include changing designation from an arterial to a minor street from South Hancock to east of South Campbell. An adjustment in road alignment would also be required in the vicinity of South Hancock.

Modification of minor interior streets of the residential neighborhood core are identical to those identified in Concept C with the exception of South Shelby between Muhammad Ali Boulevard and East Madison which would be closed.

Analysis of the street modifications in regard to traffic projections and capacity of streets revealed that the proposed traffic circulation plan was workable. However, through public meetings, residents of the area expressed a desire for East Chestnut to remain as an arterial street throughout the entire Phoenix Hill Neighborhood. Concern was also expressed involving acquisition of residences capable of rehabilitation along Marshall Street between South Campbell and Wenzel Streets. Further meetings with the Traffic Engineer and Phoenix Hill businesses indicated a need to correct alignment problems on the Clay-Shelby South bound route and that Wenzel Street needed to remain as a two-way street. All other traffic circulation proposals were agreed upon in principle, that is to provide for through major traffic circulation around the core of the residential neighborhood.

Cost and Benefits of Alternatives

Individual cost analyses were not prepared on each alternative. A complete cost analysis of the recommended plan has been completed and is included in the phase on implementation. Costs of each alternative was evaluated on the amount of acquisition clearance, relocation and construction involved. It was determined that Alternative C-1 was the most expensive plan, but it also provided the most benefits: removing traffic from the residential heart; and improving the Baxter, Liberty and Chestnut intersection. It was followed in cost by Alternative C which also removed the traffic from the residential core. However, Alternative C did not improve Baxter, Liberty and Chestnut intersection and created traffic problems elsewhere.

Alternatives A and B involved little or no cost, but also provided no benefits.

Evaluation of Alternative Plans

On April 19, 1979, Land Use Concepts A and B were presented and discussed with the Task Force. Additional refinements were then made to the plan concepts based on input from Task Force meetings which resulted in the formation of Land Use Plan Concepts C and C-1. Further meetings were held with the Task Force on May 15 and June 4 to discuss the plan concepts.

During the months of May and June the Task Force reviewed the concepts with various interest groups within the neighborhood, residents, businesses, churches; neighborhood needs and priorities were established and on July 2 the Task Force recommended approval of Land Use Plan Concept C-1 with modifications pertaining to traffic flow. During this period maps of all the plan concepts and survey data were displayed at the Jefferson Street Chapel in Phoenix Hill. The period following July 2 involved further review, discussion and refining Land Use Plan Concept C-1 with various City agencies, Task Force and Phoenix Hill Association members. This review and refinement resulted in some minor changes and significant changes in the north-south traffic movements which were reflected in the Land Use Plan dated January 4, 1980. This plan was reviewed with the Board of Aldermen-Housing and Community Development Committee, Phoenix Hill Task Force and many other interested agencies on January 8, 1980. Alternative C-1 was selected by the Task Force as their approved plan. The Community Development Cabinet authorized the Consultant to prepare the Recommended Plan based upon Alternative C-1. The proposed direction of traffic flow for one-way and two-way streets is shown on Exhibit L, Land Use Plan on Page II-28A.

Recommended Transportation Plan

Street Plan

The transportation plan was then prepared based upon Alternative C-1 with recommended street changes. These changes have been shown on Exhibit N, Street Adjustment Plan. They are as follows: Adjustments to existing major streets are shown on Exhibit X, Proposed Major Streets. This plan provides for modification of the street system to promote traffic circulation around rather than through the residential neighborhood core generally defined as Ballard on the north, East Chestnut Street on the south, South Clay on the west and South Wenzel on the east. The purpose being to improve security within the area, improve the environment regarding noise and air pollution and to provide an environment acceptable to residential development. To accomplish this proposal the following street alterations are recommended.

PHOENIX HILL

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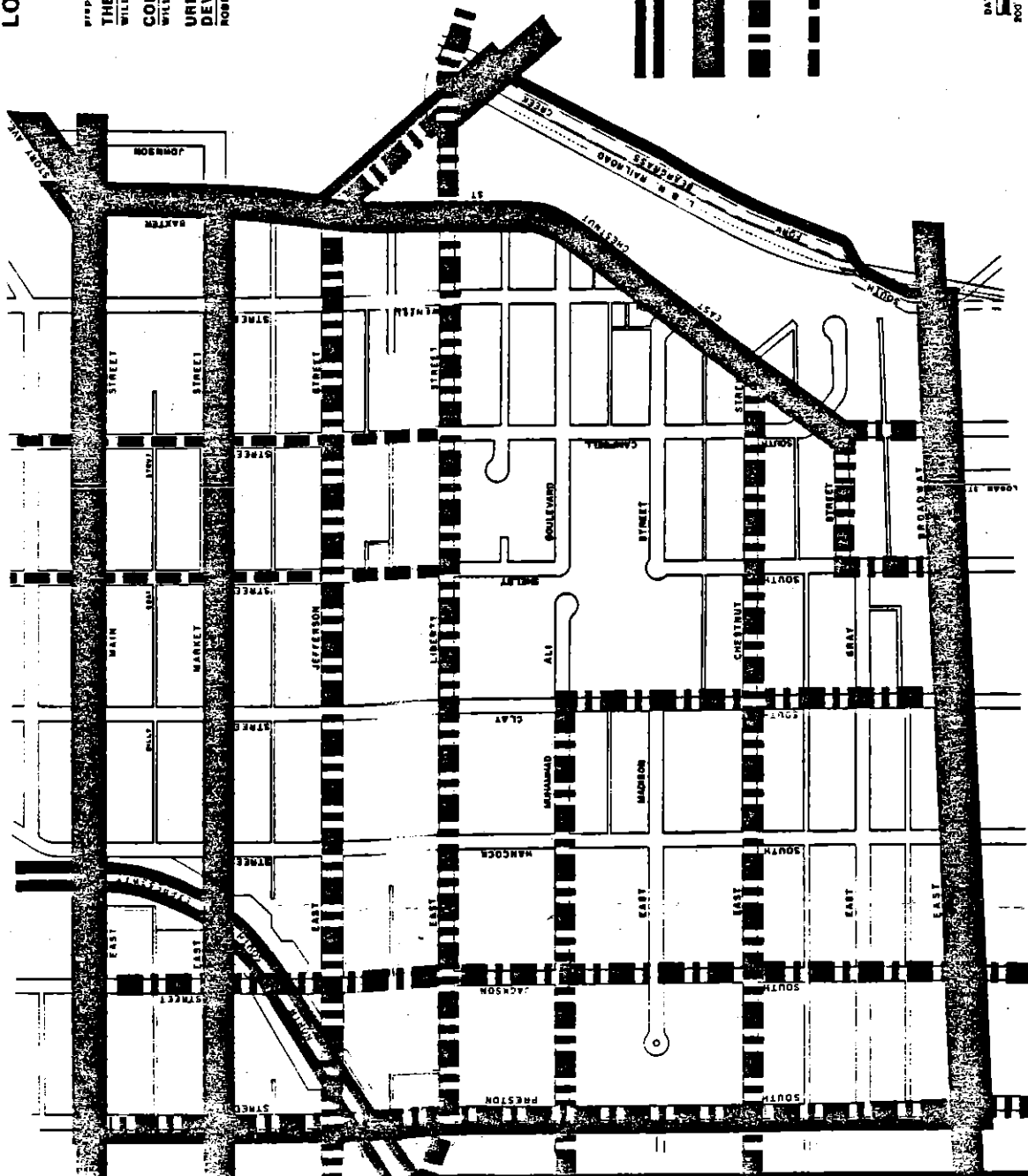
LEGEND

- EXPRESSWAY
- MAJOR ARTERIAL
- MINOR ARTERIAL
- COLLECTOR



EXHIBIT X

PROPOSED MAJOR STREETS



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Change north/south designation of South Shelby and South Campbell to East Chestnut, widen Chestnut and construct a new street from Muhammad Ali to tie into Baxter Avenue at Jefferson Street. This new street would be a four lane, two-way street which would be designated as the major street to replace the Shelby and Campbell one-way pair. Campbell would be closed from Gray north, one-half block to eliminate through traffic. Shelby will be closed from Madison to Muhammad Ali for the same reason.

This new street will provide

- (a) Movement of through north/south traffic around the residential core of Phoenix Hill;
- (b) Elimination of directing traffic into the Butchertown neighborhood to the north.
- (c) Provide a pair of two-way streets, Wenzel and the new street for businesses in the north and eastern part of the project.
- (d) Improve the existing five-way intersection at Baxter, Liberty, Chestnut, Lexington Road by closing East Chestnut at this location.
- (e) Utilizes primarily vacant land thereby requiring minimal relocation of residents or businesses.

Modification of Muhammad Ali Boulevard to include changing designation from an arterial street to a minor street from South Clay to East Chestnut, and to eliminate through traffic on this street, it is recommended that 100' of Muhammad Ali Boulevard be vacated at South Shelby Street. It is also recommended that traffic designated for Downtown Louisville and the Medical Center from Lexington Road use Baxter Avenue north to East Jefferson Street and Main Street; with that portion of traffic designated for the Medical Center using South Clay, South Hancock and South Preston back to Muhammad Ali Boulevard; that portion of traffic designated for downtown using East Jefferson Street and Main Street. Other east/west street closures include Madison from Clay to Shelby and a small section of Madison just west of Wenzel.

These street changes will provide:

- (a) Movement of the through east/west traffic around the residential core of Phoenix Hill;
- (b) Direct the traffic from Muhammad Ali Boulevard northward to Jefferson and Main Streets which are one-way westbound streets with more than enough excess capacity to handle the additional traffic.
- (c) Moves through traffic away from the Clarksdale Public Housing Project.

The only other modification is on Clay Street from Muhammad Ali Boulevard to Broadway, Clay would be designated as a minor arterial to provide a loop street around the Medical Center.

Alternatives to Recommended Street Plan

The closure of Muhammad Ali Boulevard has caused mixed reactions in the community. The City Traffic Engineer believes that it would be detrimental to close the street while the Consultant and the Homebuilders (who are expected to develop housing in the area) prefer the recommended plan. The Phoenix Hill Task Force has passed a resolution asking that Muhammad Ali remain open.

The Consultant then provided the following information on the projected volumes of traffic. Basically, the proposed plan involves changes to three minor arterials and these changes are discussed as follows:

Muhammad Ali Boulevard

Under the recommended plan, a small portion of Muhammad Ali Boulevard would be closed between Shelby and Clay Streets and would lose its designation as a major arterial from Clay to East Chestnut. Clay Street would be designated as a minor arterial from Broadway to Muhammad Ali Boulevard to provide for adequate transportation facilities to the Medical Center per the Medical Center Plan.

There is presently an ADT (average daily traffic) of 5190 on Muhammad Ali Boulevard which is one-way westbound. The traffic from this street would be directed northward from the intersection of Baxter to either Jefferson or Main Street which contain eight (8) lanes of westbound traffic. Jefferson has an effective capacity of 13,800 ADT due to the loss of one lane at I-65 and is presently carrying an ADT of only 5787. Main Street has a capacity of 18,400 ADT and is only carrying 8187 ADT. These existing ADTs were taken from the latest information supplied by your department and verified by KIPDA. Adding the 5190 ADT from Muhammad Ali to these two streets will result in a total ADT of 19,164 or 59.5% of the total capacity of 32,200 ADT.

Shelby and Campbell Streets

Shelby is a one-way southbound street and Campbell is a one-way northbound street. Together, these two streets form a one-way pair that are designated as minor arterials. Since both of these streets run through the Phoenix Hill residential area, it is recommended that they be dropped from the classification as minor arterials from Liberty to Gray Street and reduced to the classification of collector streets north of Liberty. Further, a small portion of Campbell would be closed just north of Gray and Shelby would be closed between Muhammad Ali and Madison Street.

A new major arterial would be provided to replace these two minor arterials being closed. Two sections of new street would be required to complete this new major arterial. The first new section would be to extend Baxter south across Jefferson and Liberty to tie into East Chestnut Street. The portion of Chestnut between this new street would be closed from this new street to Baxter, eliminating one street from a five-way

intersection of three arterials. Chestnut would be widened by 10 feet between the new street and the east/west portion of Chestnut. A second new street segment would be an extension of the northeast/southeast portion of Chestnut in a southwestwardly direction to the intersection of Gray and Campbell. Campbell would be closed north of Gray. The new major arterial would have 60 feet of right-of-way and 48 feet of pavement from Gray to Baxter. The businessmen in this area strongly recommended that a two-way north/south street be provided in this area. It would be a four-lane street with two northbound and two southbound.

The major arterial would terminate at the intersection of Gray and Campbell where it would tie back into the one-way pair of minor arterials. Campbell which is two lanes northbound would tie directly into the new major arterial. The two southbound lanes of the major arterial would go west on Gray one block to Shelby where it would have a free left turn movement with no stop. This would provide a transition to allow the traffic to get back into the Campbell and Shelby one-way pair before it leaves Phoenix Hill.

Campbell presently has a through traffic ADT of 4498 and Shelby has 4893. To combine these two streets with the 4895 ADT on East Chestnut would bring the combined ADT of this new street to 14,286. The capacity of this new street would be about 4800 ADT per lane or 19,200 two-way capacity. The combined ADT of 14,286 represents 74.4% of capacity.

Other changes are required on minor streets to eliminate conflicts with major streets. These changes are to provide for a better residential atmosphere in the Phoenix Hill Area.

We feel that these changes are necessary to create the type of environment suitable for a development of new residential units and rehabilitation of existing units into a viable residential neighborhood. Further, we believe that these recommended street changes have been planned to avoid adverse impacts in the surrounding areas and that the new streets or existing streets where additional traffic has been assigned are more than sufficient to comfortably handle the traffic.

Follow-up meetings were held with the Traffic Engineer, Homebuilders, Community Development Cabinet, and the Task Force. These meetings and discussions led to the following alternative.

The Consultant's basic recommendation is that Muhammad Ali Boulevard be closed as shown on the recommended plan. This is one of the changes necessary to create the residential atmosphere necessary to stimulate redevelopment. The traffic studies show that this new traffic plan will work and will not cause traffic problems in other areas. However, the importance of the concurrence of the Traffic Engineer, Business interest, and Task Force cannot be overlooked. It is important not to let an issue as minor as this problem jeopardize the entire project. For these reasons, an alternative has been developed allowing Muhammad Ali to remain open and not adversely affect the plan, provided: (1) that trucks be prohibited on Muhammad Ali, except light delivery trucks serving the area, from the Campbell-Baxter Connector to Clay Street; (2) that Muhammad Ali

be restricted to two lanes of traffic with parking on either side as it presently exists; and (3) that Muhammad Ali be reclassified from a minor arterial to a collector street on the Major Road Plan, from Clay to the Campbell-Baxter Connector.

This alternate recommendation is made by the Consultant with the assurance that either of the recommendations could produce the desired end result in the area. However, the first choice and highly recommended alternative is to close a small portion of Muhammad Ali as shown on the plan, but the secondary recommendation of leaving it open with restrictions would be acceptable.

Public Transportation Plan

If the Recommended Street Plan is accepted, adjustments will be required in four of the twelve bus routes in the area. However, if the alternative to leave Muhammad Ali Boulevard open is accepted, only one route change will be required. Diagrams of the existing and proposed routes are shown on Illustration 1, Proposed Bus Route Changes, and are described below:

Portland - Shelby, Route 11 - This route will require adjustment under both the Recommended and Alternative Street Plan. The one-way pair of Shelby and Campbell presently serve as the north/south portion of this route but both streets are being closed to keep traffic out of the residential core of Phoenix Hill. Due to these closures, both the north and south routes will be relocated to the new Campbell-Baxter Connector which will be a two-way, four lane street. The bus route will be on this new street between Gray and Jefferson where the route will separate back to the existing one-way pairs of Market and Jefferson and Shelby and Campbell and tie back into the existing route.

The following changes are required due to the closure of Muhammad Ali Boulevard under the Recommended Plan. If the Alternative to leave Muhammad Ali open is approved, these changes will not be necessary.

Chestnut Street - Route 21 - No change is proposed to the eastbound portion of this route. However a minor change is required in the westbound movement. The westbound portion of this route presently uses Broadway to Campbell, north on Campbell to Muhammad Ali and west to downtown on Muhammad Ali. Due to closures to both Campbell and Muhammad Ali, it is proposed that the westbound route continue along Broadway for two additional blocks to Clay, north on Clay to Muhammad Ali and then west on the existing route of Muhammad Ali.

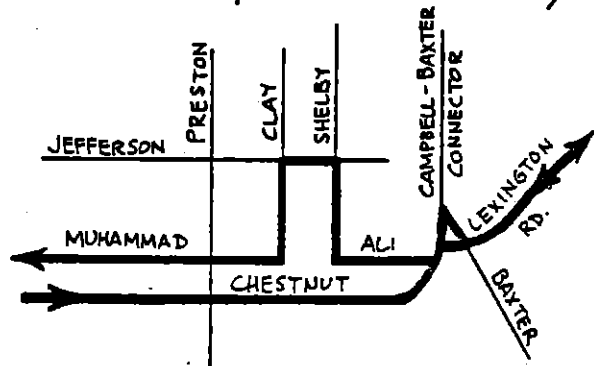
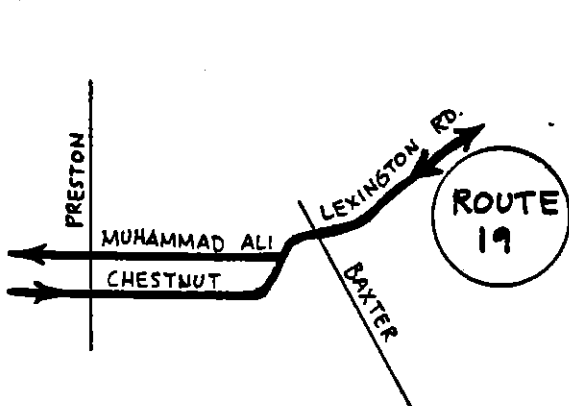
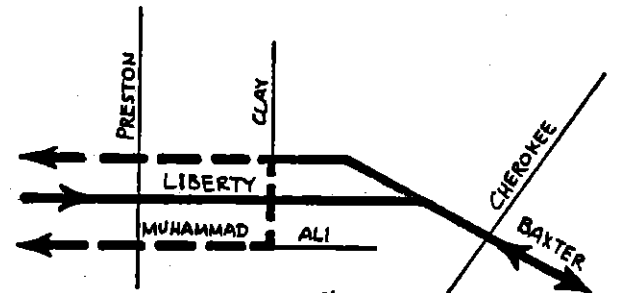
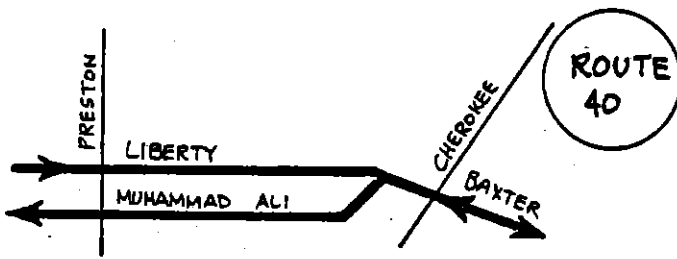
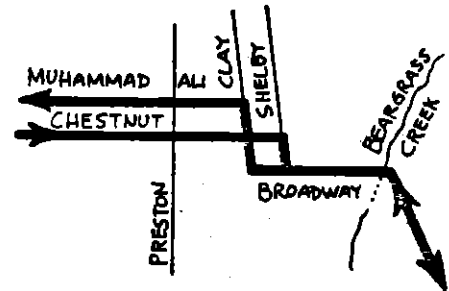
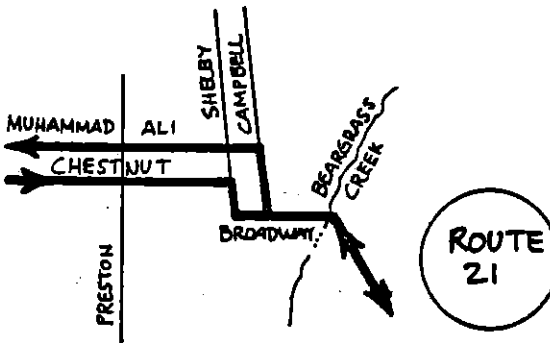
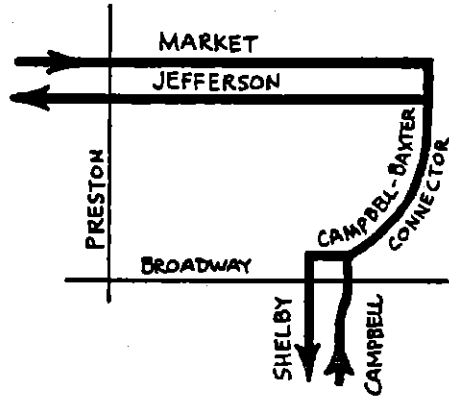
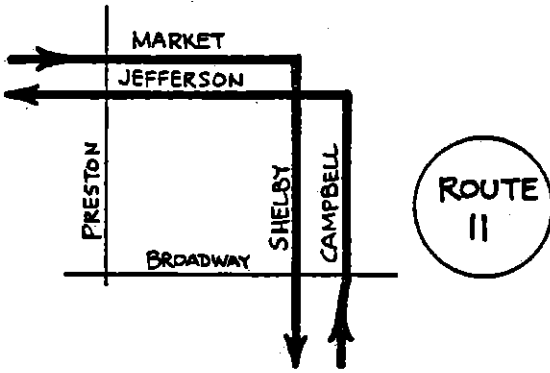
Jeffersontown, Route 40 - This route serves as both a regular route and an express route during peak hour. Basically, this route serves between Jeffersontown and downtown and does not serve the area as well as the other routes. As in Route 21, the eastbound portion of this route does not require any changes. However, the closure of Muhammad Ali requires changes to the westbound portion of the route. The existing westbound route runs on Muhammad Ali from Chestnut to Seventh Street. It is proposed that this westbound route be relocated to Jefferson Street from Baxter to Eighth Street. However, if it is determined that it is necessary for this route to be on Muhammad Ali in the downtown, a transition could be made from Jefferson to Muhammad Ali on Clay Street.

ILLUSTRATION 1

PROPOSED BUS ROUTE CHANGES

EXISTING

PROPOSED



NO SCALE | N
DATE 10/15/80

Muhammad Ali Boulevard, Route 19 - This is one of the most used routes in the area and is very important to area residents for transportation. It is important to keep this route in the residential area. The eastbound portion of this route requires a minor change where Chestnut is being closed to improve the existing five-way interchange of Liberty, Baxter and Chestnut. Instead of continuing northeast on Chestnut to Liberty, the new route will turn north on the new Campbell-Baxter Connector to Liberty and tie back into the existing route. The existing westbound portion of this route uses Chestnut to Muhammad Ali then west on Muhammad Ali to downtown. The new route would run from its existing entrance to the area on Lexington Road, northwest along Baxter to the Campbell-Baxter Connector, south on the Campbell-Baxter Connector to Muhammad Ali, west on Muhammad Ali to Shelby, north on Shelby to Jefferson, west on Jefferson to Clay, south on Clay to Muhammad Ali and then west on the existing route along Muhammad Ali. The changes to this route call for the bus to run through the residential core of Phoenix Hill much like it does in the residential areas to the east.

These proposals along with the existing routes to remain without change are shown on Exhibit X-1, Proposed Bus Service. As in the existing Bus Service, no one in Phoenix Hill is over 400 feet from a bus route.

Proposed Bikeways

No bikeways are proposed in Phoenix Hill outside of public streets. However, it is proposed that Madison Street be designated as the major east-west bikeway and Shelby Street be designated as the major north-south bikeway in Phoenix Hill. These two streets will be closed to through traffic around the proposed park and will serve only for local traffic. In addition, both streets lead to the proposed park in the center of Phoenix Hill and the bikeways could run through the park and be removed from traffic, as well as provide excellent access to the park.

It is also proposed that an area be designated on these streets by striping and signs designating it as a bike route.

PLAN IMPLEMENTATION

Summary of Preferred Actions

Due to the size and complexity of problems in Phoenix Hill, it is difficult to undertake the entire 335 acre project. Phases were developed to provide manageable and fundable project areas. However, all of the changes to major roads were included in one project, the Park-Clarksdale Area, or phase to these basic changes could be accomplished at the beginning. It is proposed that the six phases of the Phoenix Hill Neighborhood be redeveloped as urban renewal areas.

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III-20

9/25/80
revised 12/1/80

PHOENIX HILL

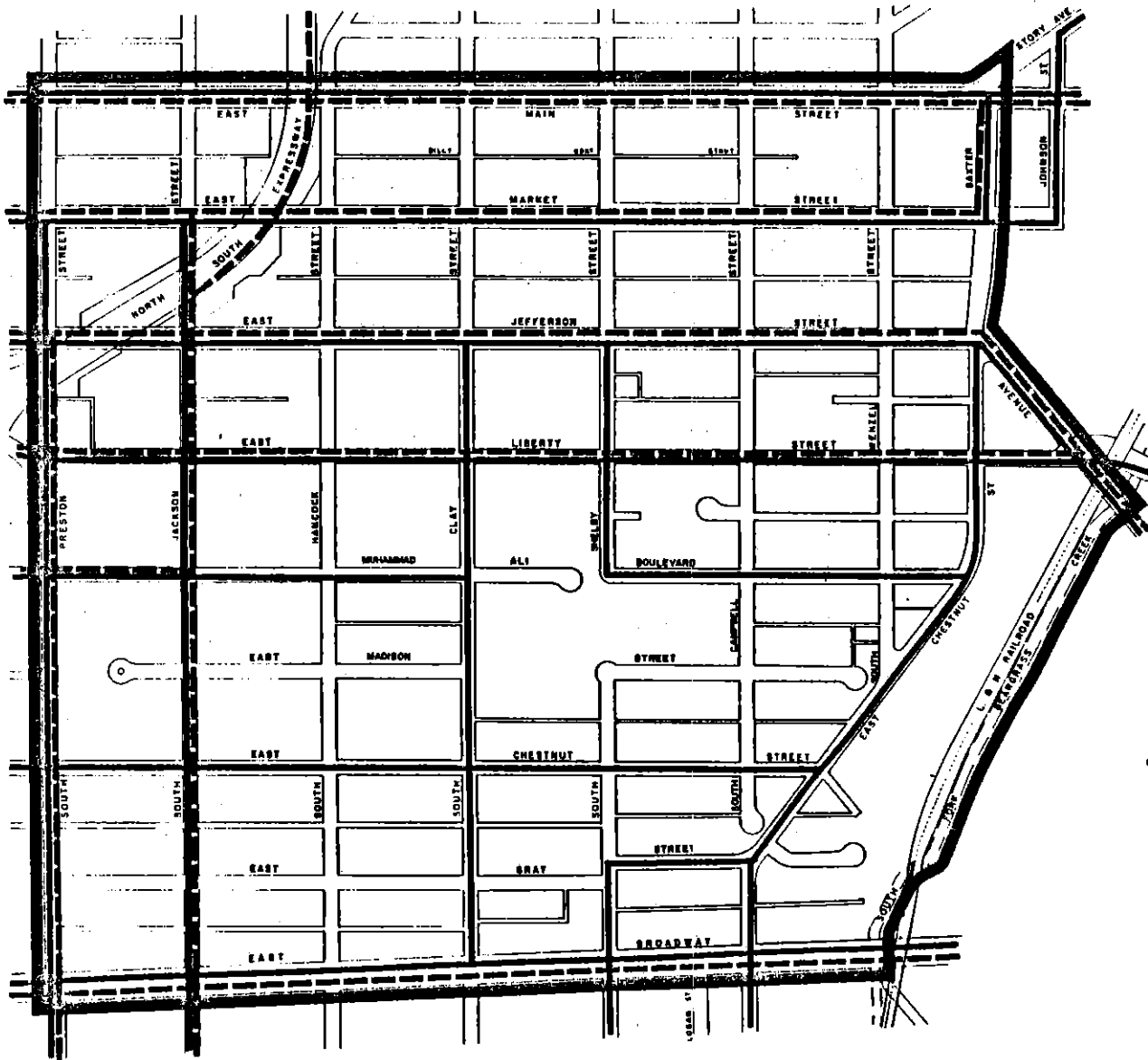
LOUISVILLE, KENTUCKY

Prepared for:

THE CITY of LOUISVILLE, KENTUCKY
WILLIAM B. STANBURY, Mayor

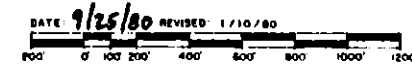
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ROBERT T. WETTENGEL II, executive director



TARC ROUTES

-  REGULAR ROUTES
-  EXPRESS ROUTES



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**PROPOSED
BUS SERVICE**

EXHIBIT
X-1

The Neighborhood Plan should be adopted by the Planning Commission and Board of Aldermen to serve as a refinement of the transportation plan portion of the Comprehensive Plan.

The proposed project areas are shown on Exhibit Q, Proposed Project Areas Map. They are described in the Plan Implement Phase of Section II. These projects are not as significant in the Transportation Section because all of the major road changes are confined to the Park Area.

The Park-Clarksdale Area should be redeveloped as an Urban Renewal Area which will require approval of the Planning Commission, Urban Renewal and Community Development Board and the Board of Aldermen.

Projects to Implement the Recommended Plan

As previously mentioned, all of the major road plan changes are included in the Park Area. The plan in this area calls for closure of a small portion of Muhammad Ali west of Shelby, provision of the connector street from Campbell to Baxter and improvement of the Baxter, Liberty and Chestnut intersection by closing Chestnut at this location. Further this phase includes closing a portion of Campbell north of Gray and closing Shelby between Muhammad Ali and Madison. The implementation of the Park Area plan by the Community Development Cabinet will complete all of the major road changes in Phoenix Hill.

A general improvement to curb and gutter and sidewalk and provision of ramps for the elderly and handicapped is proposed in each phase. It is also proposed that the street pavements be improved by planning at least three inches of roadway surface off and replacing this with a surface coat. This would do two things; first it would improve the street surfaces and secondly, it would increase the storm water capacity of the gutter.

Preliminary Cost Estimates - Street Improvements

<u>Project</u>	<u>Pavement</u>	<u>Curb & Gutter</u>	<u>Sidewalk</u>	<u>Total</u>
Market Street Area	\$399,860	\$165,370	\$184,476	\$749,706
Clarksdale Area	122,125	75,700	144,300	342,125
Wenzel Street Area	122,460	90,730	91,820	305,010
Park Area	322,430	192,550	320,870	835,850
Medical Center Area	222,140	95,990	142,270	460,400
Beargrass Creek Area	<u>103,360</u>	<u>27,720</u>	<u>33,010</u>	<u>164,090</u>
Total Phoenix Hill	\$1,292,375	\$648,060	\$916,746	\$2,857,181

The above information does not include the cost for land acquisition which is included in Section II.

Implementation Resources

See implementation resources in Section II.

Evaluation of Effectiveness of Actions

The plan developed for Phoenix Hill is a complete plan geared toward the total revitalization of the area. The actions described in this section are sufficient to bring about the regeneration of this area.

Implementation Plan

The most important project that does more for the total redevelopment of Phoenix Hill in terms of transportation is the Park Area. This area includes all of the major road changes that are proposed in Phoenix Hill. This area should be executed by the Community Development Cabinet.

The streets in the Phoenix Hill Area are in need of extensive curb and gutter, sidewalk and ramp work. In addition the streets should be repaved by the planeing method discussed above. These two major improvements will upgrade the streets in Phoenix Hill to excellent condition.

The Neighborhood Plan should be adopted by the Planning Commission and Board of Alderman to refine the major road plan as it has been detailed in this study.

An Urban Renewal Plan and Supporting Documentation has been prepared by the Consultant and the Community Development Cabinet. This plan requires the approval of the Planning Commission, Urban Renewal and Community Development Agency Board and Board of Aldermen.

Changes to the bus routes should be carried out by the Transit Authority of River City after all of the street improvements are complete.

The Community Development Cabinet should provide the designation and making of bikeways on Madison and Shelby Streets, also after improvements.

PRIORITIES

Summary of Priorities

Redevelopment of the Park-Clarksdale Area as an Urban Renewal Area is proposed as the first priority for redevelopment. It is expected that execution of this project will begin early in 1981 by the CD Cabinet .

The Neighborhood Plan should be approved by the Planning Commission and Board of Aldermen so the amended transportation plan can be in effect prior to the actual construction of the street improvements.

Relation of Actions to Geographic Areas

The Park-Clarksdale Area will be redeveloped first as an urban renewal project. It will be followed by the Wenzel Street Area, Market Street Area and Beargrass Creek Area. The Medical Center Area will continue to be developed by the Medical Center, Inc., Commonwealth of Kentucky and the University of Louisville.

Completion of the Park-Clarksdale Area will complete all changes recommended in the Major Road Plan. The redevelopment of the other areas will only involve improvement of curb and gutter, sidewalk and repaving.

Interdependence of Actions

The areas have been devised to allow each to develop and be phased without causing harm to the other areas. The Park-Clarksdale Area includes all adjustments to major streets and should be developed first. The other areas could be developed in any order without adversely impacting the area.

Commitments

The Community Development Cabinet has applied for a Section 108 loan guarantee that will fund acquisition, relocation and clearance of all properties in the Park-Clarksdale Area. This will, of course, provide the necessary new right-of-way for the street changes.

No other commitments have been made for funding these improvements. However, an Urban Development Action Grant to fund street improvements will be applied for by the Community Development Cabinet when the land is available. Funds should also be requested from State and Federal Sources for these improvements by the CD Cabinet.

Funds are only being requested for the Park-Clarksdale Area at this point. As this area is being completed, sources of funds to carry out other projects will be solicited.

Recommended Implementation Program

Acquisition of right-of-way should commence early in 1981. This right-of-way should be cleared before the end of 1981. The engineering for the Baxter-Campbell Connector should get underway so it can be constructed as soon as funds are available.

Applications should be made by the Community Development Cabinet for funds to HUD and EDA to resurface and improve curb and gutter and sidewalk for all streets in the Phoenix Hill Area. However, if this cannot be accomplished at one time, it should be developed in accord with the listed projects.

The Transit Authority of River City should provide the proposed changes to bus routes after the street improvements have been completed.

A tentative schedule of timing and relationship between the Neighborhood Plan for Phoenix Hill and Urban Renewal Plan for the Park-Clarksdale Area is shown on Page II-59.

Summary of Findings

- There are a total of 940 structures in Phoenix Hill, 579 or 62% of the total are residential structures, and 50 structures contain dwellings and other uses.
- There are a total of 2,202 dwelling units in the area, 1,490 of these dwelling units are located in the Clarksdale and Dosker Manor Public Housing Projects.
- Of the total 629 structures containing dwelling units, 512 or 81.4% contain defects and/or deficiencies and 91 are substandard to a degree requiring clearance.

Description of Existing Housing

A complete survey of the conditions of structures in Phoenix Hill was conducted in the early part of 1979. The results of this survey of all structures is discussed in Section II of this report. The survey indicated that these were 579 structures devoted entirely to residential uses and 50 with residential and other uses. This gives a total of 629 structures containing dwelling units out of the total 940 structures in the area. The condition of structures are shown on Exhibit D, Condition of Structures Map.

Of this 629 structures containing dwelling units, 512 or 81.4% contained defects and deficiencies and 91 or 14.5% were substandard to a degree requiring clearance. The land use survey revealed that there were 47 vacant units in 31 structures that were suitable for rehabilitation. Of course, there were a large amount of vacant units in delapidated structures.

The structural survey further revealed that there were 2,202 dwelling units in Phoenix Hill. Of that total, however, 1,490 units were public housing units in the Clarksdale (786) and Dosker Manor (704) projects. The Dosker Manor units are in excellent shape, but the Clarksdale project has deteriorated significantly even though the brick buildings are still structurally sound.

There are 712 units of private housing in the area located in 570 structures. Of these 570 structures, 456 or 80% contain deficiencies and/or defects and 91 or 16% require clearance. The private housing in Phoenix Hill tends to be a "row" or "shotgun" type house on a 20 to 30 foot wide lot. Many of the homes have little to no side and front yards.

Demand and Adequacy of Housing

At the present, there is little or no demand for housing in the Phoenix Hill Area. Population has decreased from 15,000 in 1960 to about 5,000 in 1979. However, the Housing Market Analysis for Phoenix Hill prepared by the

Consultant indicates the following:

1. The Phoenix Hill Area located east of and immediately adjacent to downtown Louisville and the Louisville Medical Center will provide an excellent location for an in-town housing market within the downtown and Medical Center employment areas of Louisville.
 - Center city employment which involves the land area known as "Downtown" Louisville bounded by Ninth Street on the west, York Street on the south, the North-South Expressway on the east and the Ohio River on the north employs approximately 44,000 persons.
 - The Louisville Medical Center located in an area bounded by the North-South Expressway on the west, East Broadway on the south, South Jackson on the east and Muhammad Ali Boulevard on the north contains an employee/student population of approximately 7,000 persons.
2. The location of Phoenix Hill with excellent accessibility to the Medical Center and Downtown Areas, both major employment centers, provides a market source of housing for medical personnel, professionals, attorneys and executives. A market for housing in excess of \$50,000 exists for this group of professionals which accounted for 26% of all single family residential sales in Jefferson County in 1978.
3. Phoenix Hill could provide an area for new and rehabilitated existing single family units for residents within Louisville who plan to upgrade their existing housing and who desire to live in the inner city area versus outlying suburbs. A market for housing in the \$30,000 to \$49,000 price range which accounted for 38% of all single family residential sales in Jefferson County during 1978 would apply to these residents.
4. Approximately 25% of city residents have an annual income between \$8,000 - \$15,000 and are a market source for housing under \$29,000 which accounted for 31% of all 1978 residential sales in Jefferson County. Phoenix Hill can provide rehabilitated housing for these residents.
5. Based on comparable residential sales in Phoenix Hill in 1978, the average market value of an existing single family residence in Phoenix Hill is approximately \$6,000. After rehabilitation of these residences, it is estimated the structures will be valued at an average of approximately \$20,000. Rehabilitated single family housing in Phoenix Hill would be a market for families within the \$8,000 - \$15,000 range which includes 24% (1977) of the households in Louisville.

6. With a median family income of \$3,776 excluding Clarksdale, the families in the area would only be able to pay about \$79 monthly for housing based upon 25% of their monthly income. However, if homeowners are relocated by implementation of the Phoenix Hill Plan, they would receive the value of their home (average \$6,000) plus up to \$15,000 for housing relocation. The total relocation payments and real estate purchase would equal to about \$21,000 which would allow them to purchase a rehabilitation structure.
7. Where renters are relocated, they will receive up to \$4,000 in relocation payments to help offset any rent increases. Of course, many people renting in the area are probably eligible for public housing. Renters can also receive \$2,000 for a downpayment on a home purchase. If they can match dollar for dollar, they can receive up to \$2,000 additional for downpayment assistance for a total of \$6,000 including their matching money. With \$6,000 for a downpayment a family with an annual income of \$7,000 per year could afford to purchase a rehabilitated structure by financing two times their annual income.
8. Based on the 3,500 yearly average of single family units constructed in the Louisville-Jefferson County, Kentucky Metropolitan Area and providing land is available for new single family development within the corporate limits of Louisville, it is estimated that the City of Louisville could attract 14% of the annual new single family units or 490 units per year.

Practices, Policies, Patterns and Trends

As in most metropolitan cities, Louisville has been faced with suburban growth outside of the City and County. There is very little new housing being produced in the City. However, the recent high costs of fuel and shortages have made the people aware of the importance of living close to their employment. The Medical Center and downtown area provide about 51,000 jobs combined. This trend should favorably impact the housing demand in Phoenix Hill.

The present housing in Phoenix Hill is deteriorating. Over 80% of the dwelling units contain defects and or deficiencies and 14.5% require clearance. As more of the structures fall into disrepair, the blight spreads and discourages new construction.

Expansion of the Medical Center has contributed to the trend for housing to deteriorate. People adjacent to the Medical Center have seen their friends and neighbors relocated and this has caused instability in the neighborhood. Investors and owners are not repairing structures in possible Medical Center expansion areas, and many people are moving. This and other blight factors have contributed to the loss of population from 15,000 in 1960 to 5,000 in 1979.

Another pattern has been for private investors to acquire cheap residences and clear them for commercial redevelopment. This has contributed to the decrease of housing and population. However, the City has passed a moratorium on demolitions in this area which has helped stop this problem.

Governmental or Nongovernmental Actions Contributing to Trends

- Failure to enforce codes in the Phoenix Hill Area has contributed to the deterioration of houses in the area.
- Expansion of the Medical Center and private ventures have reduced the amount of housing in Phoenix Hill.
- Designation of minor and major arterials through the residential core of Phoenix Hill has contributed to its decline because of the noise, pollution and traffic hazards associated with high levels of traffic.
- The adoption of a moratorium on demolitions in Phoenix Hill has helped halt the removal of residences. However, the moratorium has retarded private investment in the area and allowed unsafe structures to remain.

Summary of Findings

- Streets in Phoenix Hill are structurally sound, but in need of repaving.
- Over one-half of the curb and gutter and sidewalks are in need of repair or replacement.
- The storm and sanitary sewers are combined systems, and they are old but in fairly good condition.
- The existing water service in Phoenix Hill is adequate for individual services and fire protection.
- The electrical system is overhead and adequate.
- Gas service is adequate.
- The telephone system is adequate to serve the neighborhood.

Description of Existing Utilities and Streets

Streets - A complete inventory of the conditions of curb and gutter and sidewalks is shown on Exhibit U, Existing Curb and Gutter and Sidewalks Conditions Map, page III-3 above. This map indicates that over 50% of all curb and gutter and sidewalks are in need of either repair or replacing. The type of materials vary greatly on both curb and gutter and sidewalk. These materials need to be coordinated.

Pavements in the area are fairly good. The existing pavement widths and directions of flow are shown on Exhibit T, Existing Pavements Map. One problem is that repaving has occurred so many times that the level of the streets have been raised until there is little or no storm water capacity in the gutters.

Storm and Sanitary Sewers - The Phoenix Hill Neighborhood is served primarily by a combined storm and sanitary sewer system. Reviews of this system with the Municipal Sewer District indicates that while it is an old system, it is adequate and in fairly good condition. The storm and sanitary sewers are shown on Exhibit Y, Existing Storm and Sanitary Sewer Map.

Water Supply - The water supply system for Phoenix Hill is shown on Exhibit Z, Existing Water Supply Map. The system has been reviewed with both the Louisville Water Company and Fire Department and determined to be adequate with no obvious problem areas. Even though a few house connections are served by two or four inch lines, all structures in the area are located within 500 feet of a fire hydrant on a six inch line.

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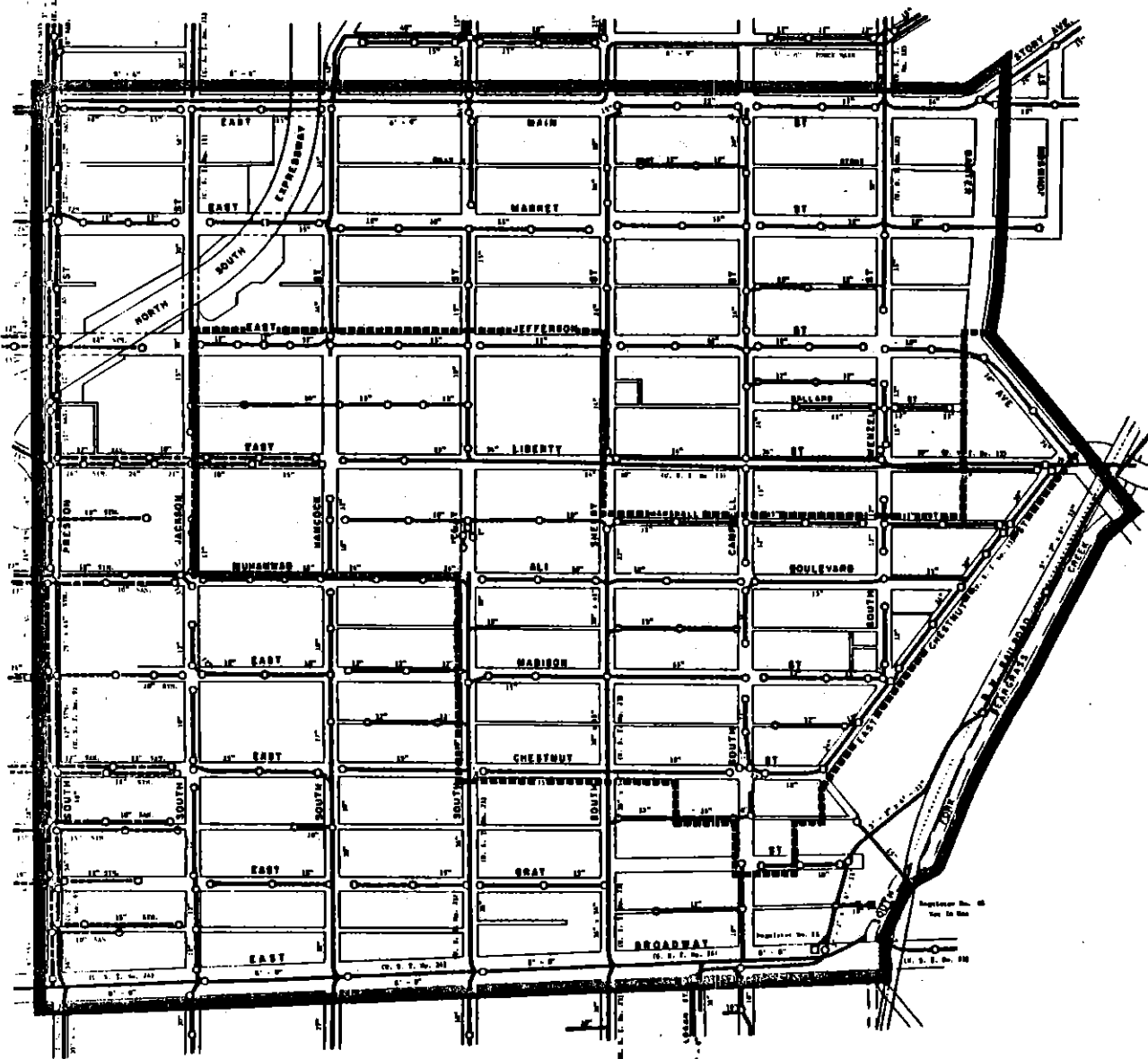
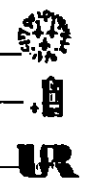
PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY of LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, Mayor

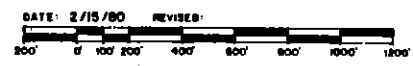
COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. BATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTSBOL, Executive Director



LEGEND

- PHOENIX HILL PROJECT BOUNDARY
- PARK-CLARKSDALE PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- SEWER INFORMATION**
- STORM SEWER
- SANITARY SEWER
- COMBINED STORM and SANITARY SEWER
- MANHOLE
- REGULATOR



Prepared by:
Colorado Associates, Inc.
 Planning Consultants

SUPPORTING DOCUMENTATION
EXISTING STORM and SANITARY SEWER MAP

EXHIBIT
Y

PHOENIX HILL

LOUISVILLE, KENTUCKY

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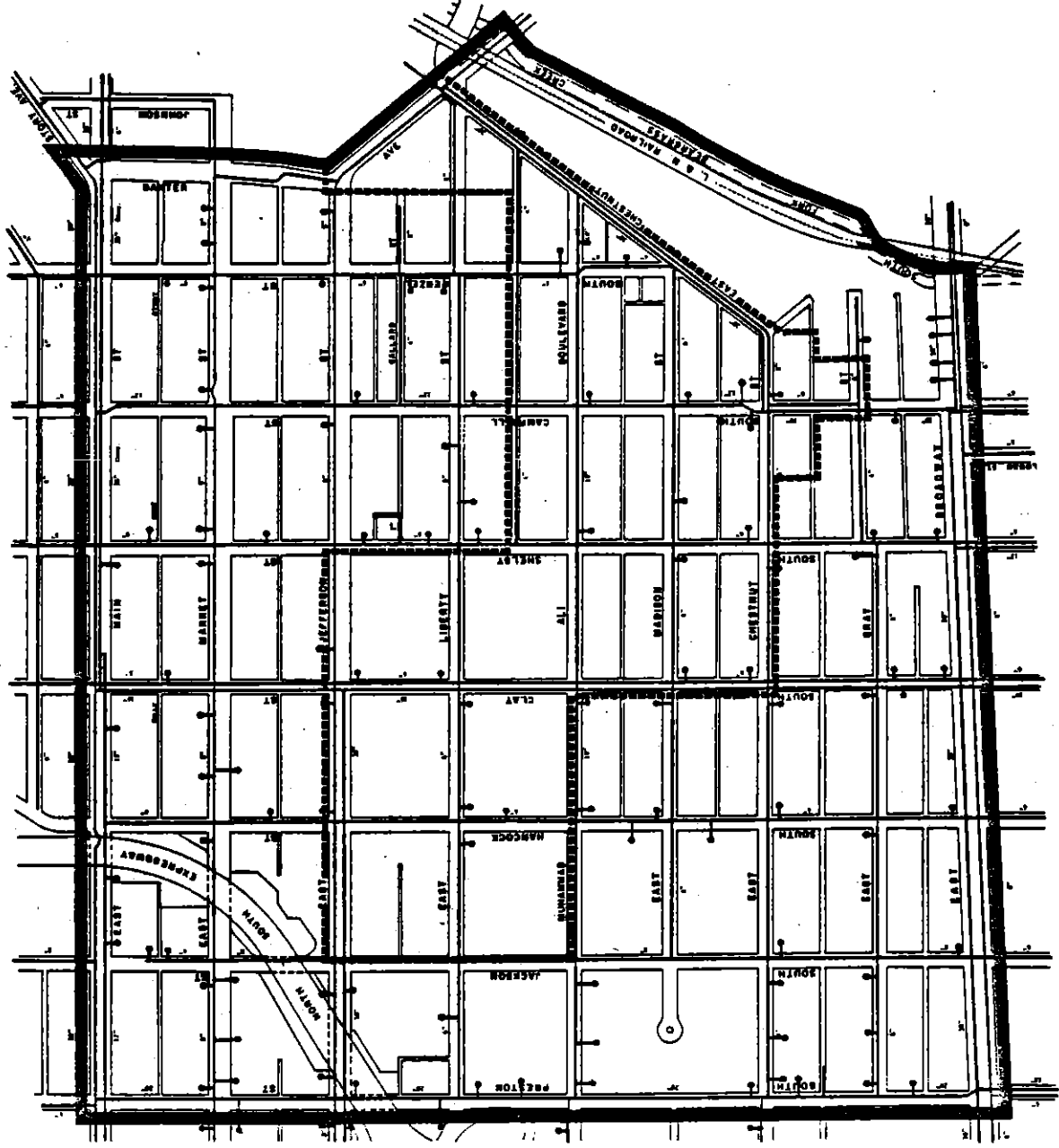
LEGEND

- PHOENIX HILL PROJECT BOUNDARY
- HERBES PARK-CLARISDALE PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- WATER LINE INFORMATION
- WATER LINE
- WATER HYDRANT



SUPPORTING DOCUMENTATION
EXISTING WATER SUPPLY MAP

EXHIBIT **Z**



Prepared by:
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CALL JOB NO. 0190

Electrical System - The existing overhead electrical system, as shown on Exhibit AA, Existing Electrical System, adequately serves the area with no major problems.

Gas System - The gas lines in the area, shown on Exhibit BB, Existing Gas Map, are adequate.

Telephone System - The existing system is primarily overhead with some major underground lines. This system adequately serves Phoenix Hill. The telephone system is shown on Exhibit CC, Existing Telephone Map.

Demand and Evaluation of Adequacy

All utilities adequately serve Phoenix Hill. However, the existing streets and sidewalks need to be improved. Many sidewalks are in poor condition. Further, much of the curb and gutter need replacement. The streets are overpaved and have little or no storm water capacity.

Practices, Policies and Trends

The main practices that have adversely affected public utilities are the continued repaving of streets by overlays and the lack of adequate curb and gutter and sidewalks maintenance.

Governmental or Nongovernmental Actions Contributing to Trends

The increased repaving of streets in this area has raised the street level and reduced the storm water capacity of the streets.

PHOENIX HILL

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 ROBERT T. WETTERHILL, Executive Director



LEGEND

- PHOENIX HILL PROJECT BOUNDARY
- PARK-CLARESDALE PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- ELECTRICAL INFORMATION
- RIGHT-OF-WAY LINE
- PRIMARY CIRCUIT WIRES
- SECONDARY CIRCUIT WIRES

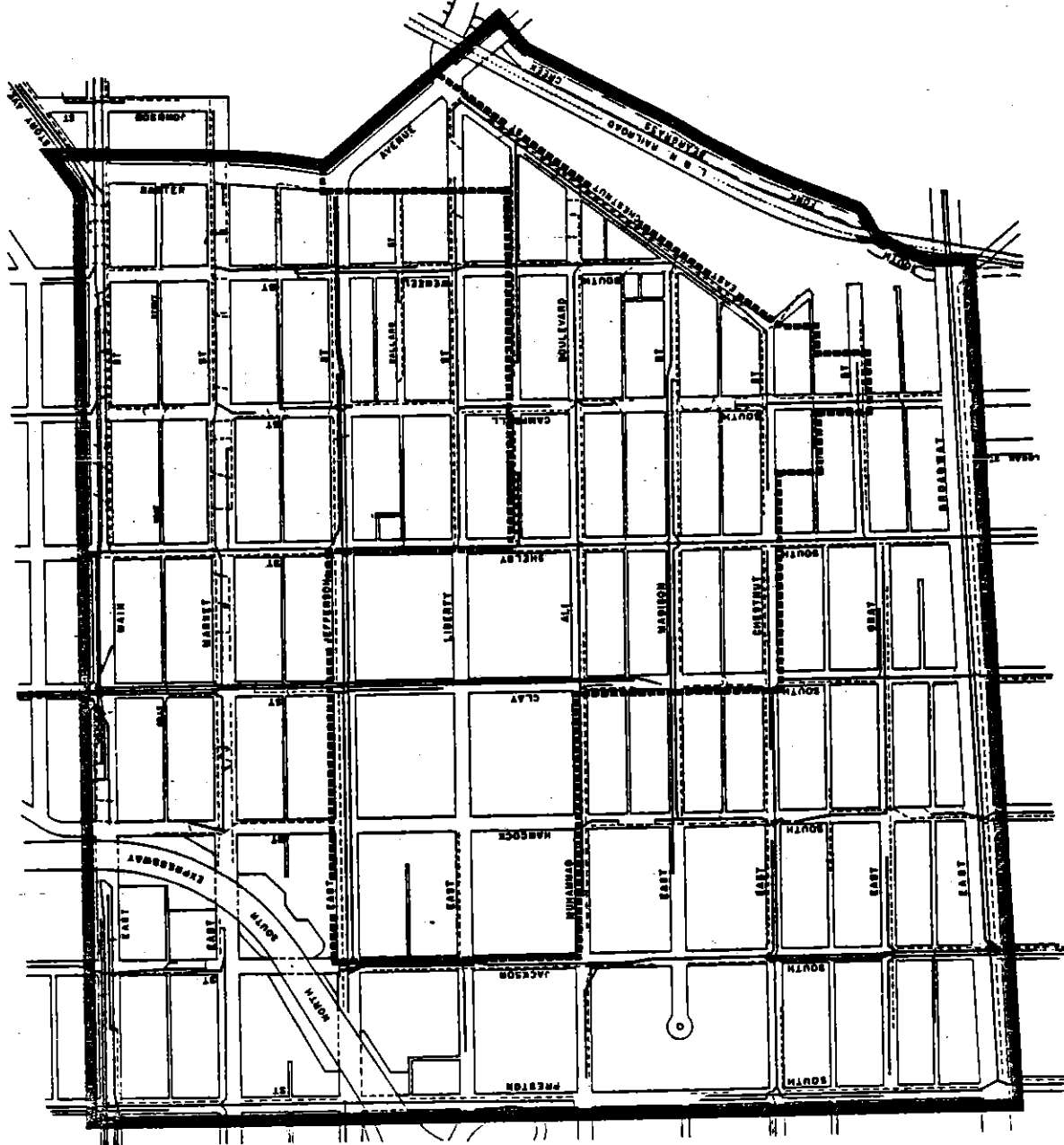


EXHIBIT
AA

SUPPORTING DOCUMENTATION
EXISTING ELECTRICAL SYSTEM

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CAI JOB NO 4130

PHOENIX HILL

LOUISVILLE, KENTUCKY

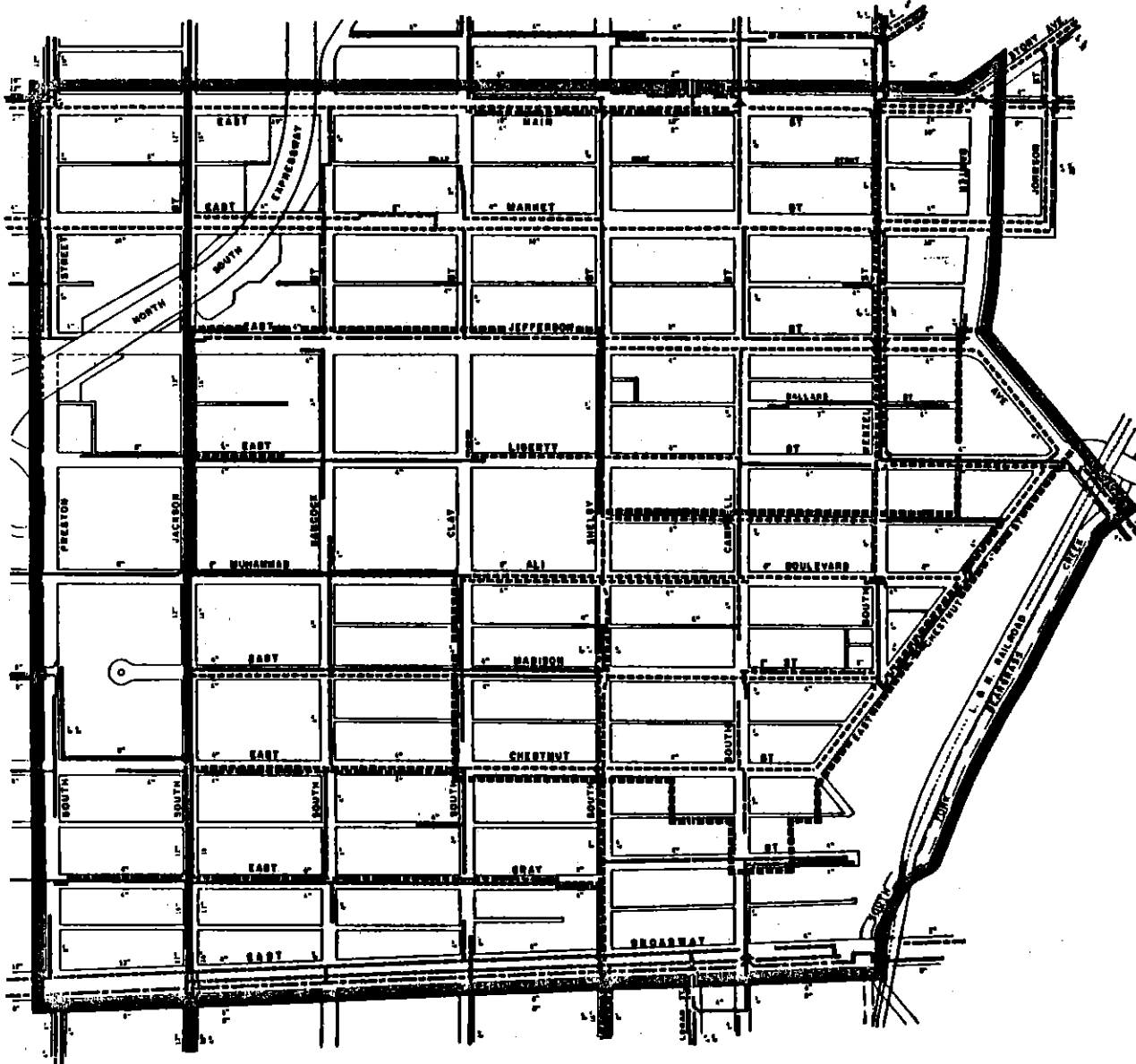
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ROBERT T. WETTENBEL II, executive director



LEGEND

- PHOENIX HILL PROJECT BOUNDARY
- PARK-CLARKSDALE PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- GAS LINE INFORMATION**
- STEEL & CATHODIC PROTECTED GAS LINES
- CAST IRON GAS LINE
- WROUGHT IRON GAS LINE



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SUPPORTING DOCUMENTATION
EXISTING GAS MAP

EXHIBIT
BB

PHOENIX HILL

LOUISVILLE, KENTUCKY

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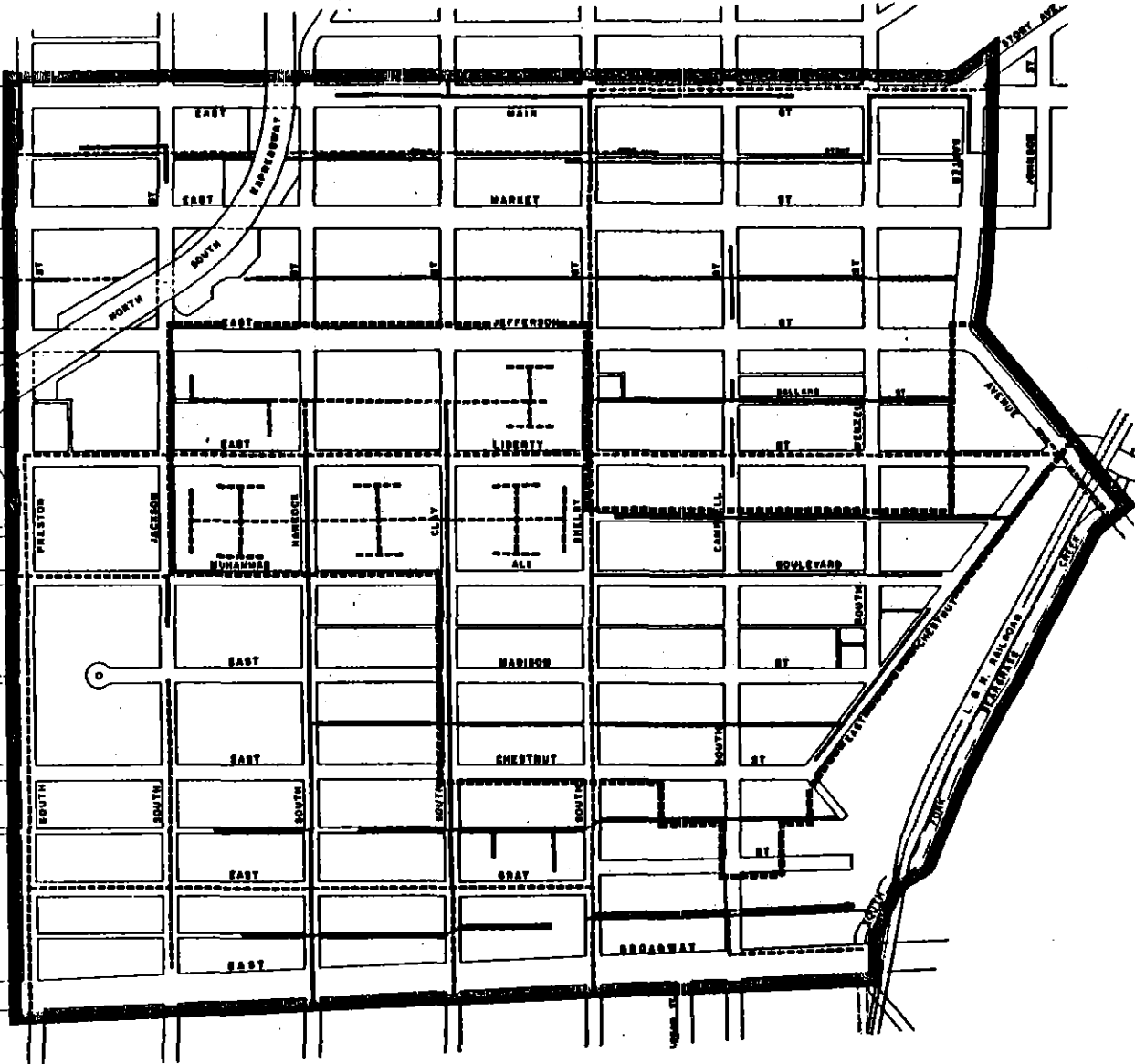
LEGEND

- PHOENIX HILL PROJECT BOUNDARY
- PARK-CLARKSDALE PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- TELEPHONE CABLE INFORMATION**
- UNDERGROUND - BURIED CABLE
- AERIAL CABLE



SUPPORTING DOCUMENTATION
EXISTING TELEPHONE MAP

EXHIBIT
CC



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CAI 4130

V-7

9/25/80

Summary of Findings

- Portions of the Phoenix Hill Neighborhood are characterized by basic nineteenth century visual character.
- A portion of the neighborhood is potentially eligible for inclusion on the National Register of Historic Places as district.
- Only one building in the area is presently on the National Register of Historic Places, the Cloister, at Chestnut and Shelby Streets.

Description of Historic Properties

At the outset of the Phoenix Hill study, the Consultant was provided a map locating architecturally significant structures. An effort was made during the planning to avoid clearance of these structures. The architecturally significant structures are shown on Exhibit DD, Historic Preservation Map. The designation of these structures as architecturally significant was made by the Landmarks Commission of the City of Louisville and based upon a survey completed by that agency.

It was then determined that a complete survey of the buildings in Phoenix Hill was required to complete the environmental process of the Phoenix Hill Strategy. This second survey was conducted early in 1980 and the results were submitted to the Kentucky Heritage Commission for review and comments.

The Landmarks Commission then prepared several historic districts for determination of eligibility for inclusion on the National Register of Historic Places. These materials were reviewed by both the Kentucky Heritage Commission and the U. S. Heritage Conservation and Recreation Service (HCRS).

The Kentucky Heritage Commission's opinion was that "the Phoenix Hill Neighborhood is eligible for listing on the National Register of Historic Places." The HCRS's opinion was that a portion of the area was eligible for inclusion on the register. The HCRS responded with a recommended boundary of an area possibly eligible for National Register of Historic Places. This boundary has been delineated on Exhibit DD, Historic Preservation Map. The City Landmarks Commission is now preparing information for submittal to HCRS to request designation of this area as a Historic District.


It should be pointed out that presently only one property in Phoenix Hill, the Cloister at Chestnut and Shelby Streets, is listed on the National Register of Historic Places.

Evaluation of Adequacy of Historic Preservation Efforts

The Landmarks Commission has done an excellent job of surveying structures, documenting information and have followed all appropriate channels in

PHOENIX HILL

LOUISVILLE, KENTUCKY



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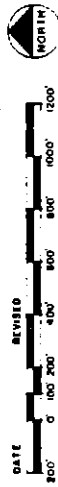
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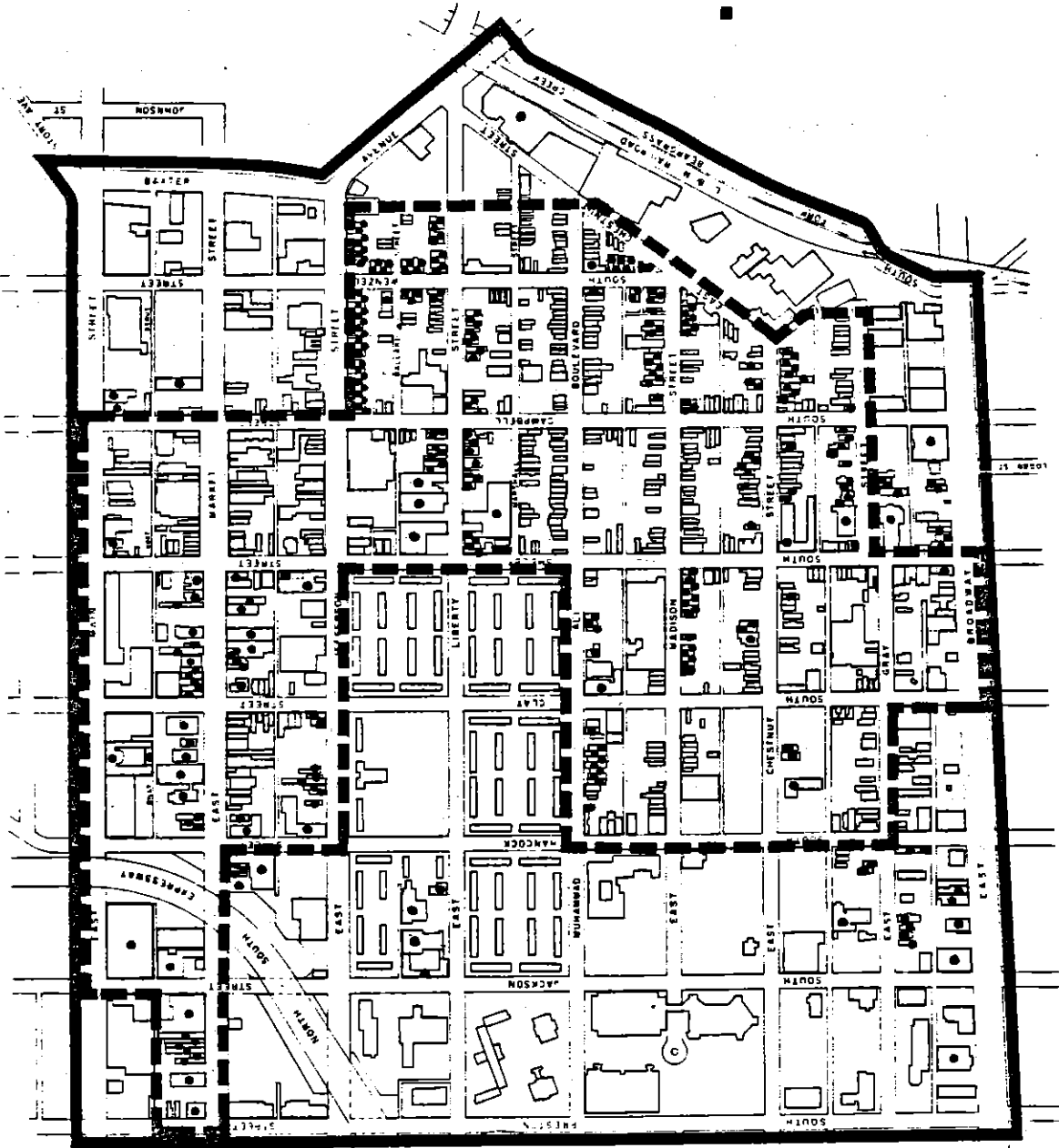
ARCHITECTURALLY SIGNIFICANT STRUCTURES



RECOMMENDED BOUNDARY AREA POSSIBLY ELIGIBLE FOR REGISTER OF HISTORIC PLACES



HISTORIC PRESERVATION MAP
 EXHIBIT DD



processing the historic properties. Their work and documentation has been very good and it appears that they will obtain Historic District status for a portion of Phoenix Hill.

Practices, Policies, Patterns and Trends

There was a trend for architecturally significant and historic structures to be demolished in Phoenix Hill to make way for new development.

Governmental or Nongovernmental Actions Contributing to Trends

·The efforts of the City Landmarks Commission are ultimately expected to result in the designation of a Historic District in Phoenix Hill. This will help protect these properties and assist in their rehabilitation.

·The City's moratorium on demolitions has stopped demolition of architecturally significant and historic structures.

Summary of Findings

There are only 10.3 acres of land in Phoenix Hill devoted to public uses, and only 5 acres of that is dedicated to park and open space uses. The other acreage contains a school and playfield but is not conveniently located to the residential area.

There is a need for 42.5 acres of open space and recreational area in Phoenix Hill.

Description of Open Space and Recreation

There is a total of 10.3 acres in Phoenix Hill devoted to public open space and recreation. These are located at two sites. One is the playground at Lincoln Elementary School located at Main and Wenzel. The other is the East Louisville Park located at Clay and Liberty. Both of these areas are developed as child play areas and are oriented toward recreational uses. There is no other open space and recreation areas in Phoenix Hill.

Demand and Evaluation of Adequacy of Open Space and Recreation

The family survey of residents in Phoenix Hill reviewed in Section II indicates that of the total 5000 people in the area, 1946 are 18 or younger. 1,191 are over 62 for a total of 3,137 or 62.7% of the neighborhood residents.

Standards from the Urban Planning and Design Criteria by Joseph De Chiarc and Lee Koppelman call for 8.5 acres of playgrounds, neighborhood parks, playfields and community parks per 1000 population. When this criteria is applied to the 5,000 residents of Phoenix Hill, a total of 42.5 acres of open space is needed. Less than one-fourth of this space is presently available. It should be pointed out that presently all of the open space is devoted to children's play areas and the elderly who represent 20% of the area have no passive open space areas.

Practicies, Policies, Patterns and Trends

There has been a trend for population to decline in Phoenix Hill. However, the City is making plans to maintain the population by redeveloping Phoenix Hill.

Governmental or Nongovernmental Actions Contributing to Trends

The City allowed Medical Center expansion to remove one park in the west portion of Phoenix Hill. This park has not been replaced.

Summary of Findings

- The heads of household in 84.6% of the households in Phoenix Hill are unemployed.
- The median income of Phoenix Hill households is \$3,391. When the public housing units are excluded, the median income is still only \$3,776.
- There are 227 businesses and industries in Phoenix Hill.
- There are 42 vacant commercial buildings in the area.

Description of Existing Economic Conditions

A family survey was conducted in 1979 on the residents of Phoenix Hill. This survey is discussed in Section II, however, some of the information from that survey is particularly applicable to the economic conditions of Phoenix Hill.

The survey revealed that the median household income for Phoenix Hill was \$3,391. When Clarksdale and Dosker Manor were removed, the median income rose only to \$3,776. This extremely low income is partially explained by two factors. First, the survey showed that the heads of 1863 households were unemployed. This represents 84.6% of the total households in Phoenix Hill. Only 339 heads of households were employed, and 306 or 90.3% of them were employed as laborers or domestic help. Secondly, it should be pointed out that of the total 5,000 people in the area 1946 are 18 or younger and 1191 are over 62 for a total of 3137 or 62.7% of the people in the area. This leaves a total of 1863 people between the ages of 19 and 62 yet only 339 or 18.2% of them are employed. There is an extremely high number of children and elderly in the area. This contributes to the high unemployment rate.

It is almost inconceivable that such conditions could exist in an area where the Medical Center is located that has an employee and student population of 7,000 more than the population of Phoenix Hill. Further, there are 227 businesses and industries in the area based upon the structural survey. These businesses should provide jobs for these residents of Phoenix Hill.

While there are 227 active businesses and industries in Phoenix Hill, it should also be pointed out that there are also 42 vacant businesses in the area. This indicates that 15.6% of the businesses establishments in Phoenix Hill are vacant.

Demand and Evaluation of Adequacy of Economic Conditions

The main economic demand in Phoenix Hill is for jobs. With an unemployment rate of 84.6% and a median income of only \$3,391 per household, Phoenix Hill is one of the most poverty stricken areas in Louisville. Jobs must be provided, however, training must also be provided to make the individuals ready for employment.

Further, efforts must be made to induce new businesses to come to Phoenix Hill that would be job intensive and employ primarily unskilled or semi-skilled labor. An effort should be made to work with businesses to get Phoenix Hill residents an equal chance for Phoenix Hill jobs.

Practices, Policies, Patterns and Trends

There has been a pattern in Phoenix Hill over the last 20 years of expansion of business industry, and the Medical Center throughout the area. This trend has caused the reduction of residences and population in the area. If unchecked, the business interest would eventually force out the residential areas and the end result would be that Phoenix Hill would be a commercial, industrial and Medical Center area with only the public housing projects providing dwellings.

Phoenix Hill seems to be developing a pattern as a magnet for the hard-core unemployed. With an unemployment rate of 84.6% in heads of households, this is probably the largest concentration of unemployment in the City.

Governmental or Nongovernmental Actions Contributing to Trends

In the past, government actions allowing demolition of residences, changes of zoning, etc., have contributed to the expansion of non-residential uses in Phoenix Hill while residential uses have declined. However, recently the City has passed a moratorium on demolitions in this area and this has helped arrest this trend.

One governmental action contributing to the concentration of poverty and unemployment in Phoenix Hill is the two public housing projects. These housing projects impact on the area by contributing to the concentrations of poverty and unemployment. These units are important because they represent 1,490 or two-thirds of the 2,202 dwelling units in Phoenix Hill.

Summary of Findings

- Flooding is a problem along the eastern and southeastern end of Phoenix Hill.
- The South Fork of Beargrass Creek is polluted, primarily due to overflow of the combined sewer system.
- Phoenix Hill is in an area of concern for air pollution.
- Roadway noise puts most areas of Phoenix Hill within HUD's "clearly unacceptable" category for housing.

Description of Existing EnvironmentLand

The soils in Phoenix Hill are of the Wheeling-Weinbach-Huntington Association which consists of level to sloping soils on terraces and bottoms along the Ohio River. Approximately 70% of this soil has severe or very severe limitation for urban development because of poor drainage or periodic flooding.

The topography in Phoenix Hill is in the 0 - 6% slope range and represents little or no problems for urban development and is suitable for intensive development.

Phoenix Hill is located within the glacial outwash geological formation. This glacial alluvium outwash is the most significant geological formation in Jefferson County and is located along the Ohio River floodplain from the northeast county boundary, through most of downtown Louisville, and south to the Salt River. This glacial outwash cuts through shale and limestone and consists of glacial sand and gravel overlain by recent deposits of silt and clay to a maximum depth of 130 feet.

The primary resource value of the glacial outwash is the availability of good quality groundwater suitable for non-potable water. Other uses of the glacial outwash are the extraction of clays for brick, tile and cement manufacturing and the extraction of sand and gravel. No mining operations are within the Phoenix Hill Area or planned under the proposed action and alternatives.

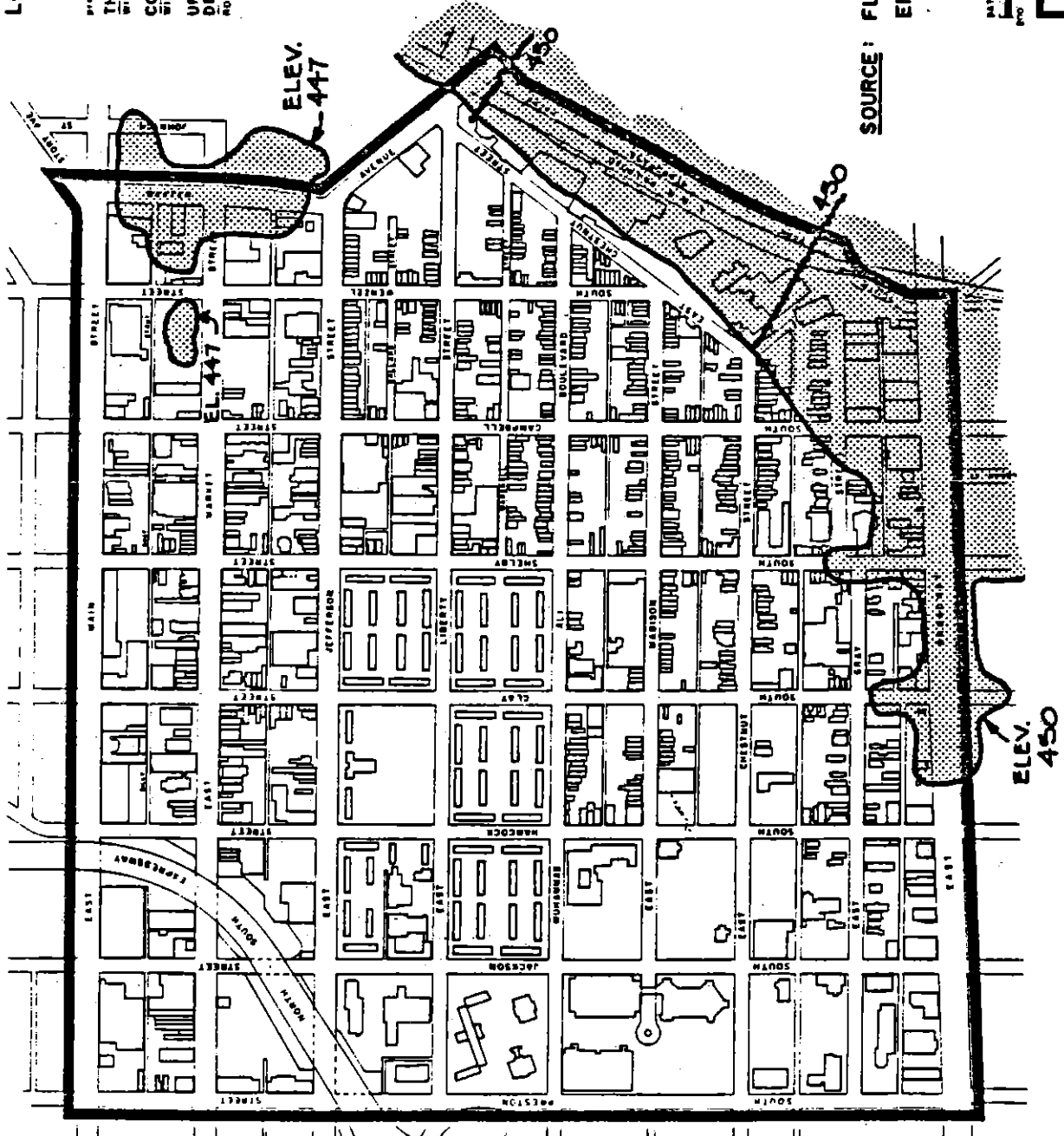
The glacial outwash area is subject to periodic flooding in those areas not protected by the Ohio River Flood Control Levee, however, most of the land in Phoenix Hill is protected by the floodwall except for the small area discussed below.

Flooding in Phoenix Hill is limited to the extreme east and southeast portion of the area according to the Flood Insurance Rate Map, See Exhibit EE, Flood Boundary Map. Since construction of the Beargrass Creek Pumping Station in 1956, Ohio River backwater flooding into Phoenix Hill is no longer a problem. However, subsequent flood damages have occurred due to overbank




PHOENIX HILL

LOUISVILLE, KENTUCKY

PREPARED FOR:
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LEGEND

-  PROJECT BOUNDARY
-  EXISTING STRUCTURE
-  100 YEAR FLOOD BOUNDARY LINE

SOURCE: FLOOD INSURANCE RATE MAP
 EFFECTIVE DATE: JULY 17, 1978



EXHIBIT
FLOOD BOUNDARY MAP
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flooding, storm drainage backups and runoff reversal throughout the Beargrass Creed Basin.

Approximately 148 acres are affected within the area along East Broadway and east of East Chestnut and about 5 acres are affect along Baxter Avenue between Main and Jefferson. No new development, just rehabilitation of existing businesses and street improvements are proposed in this area.

Vegetation and Wildlife

Phoenix Hill contains no wildlife or ecological preservation areas. There is very little natural vegetation since it is a highly urbanized area.

Water Pollution

The South Fork Beargrass Creek indicates violations in fecal coliform, high in BOD concentrations and depressed dissolved oxygen concentrations indicating organic pollution loadings. In the headwater areas, the primary source of pollution is from overflows of the combined storm and sanitary sewers.

Air Quality

The air quality in Phoenix Hill is monitored at stations 50 (Jefferson Street at Floyd) and 81 (914 East Broadway). In comparing 1978 air quality data with 1977 data, the following general trends are apparent for the area.

Decreasing Levels

Sulfur dioxide in 1978 was considerably lower than in 1977 (24 hour average, 1978 was 0.146 ppm compared to 0.164 ppm in 1977).

Increasing Levels

Ozone in 1978 (1243) was higher than in 1977 (488). Excursions above standards were two and one-half times for frequent than in 1977.

Nitrogen dioxide in 1978 was higher than in 1977, however, there were no violations of the standards.

Unchanged

Total suspended particulates in 1978 were generally unchanged from 1977. There were 6 excursions above standards in 1978 as opposed to 4 in 1977.

Carbon monoxide is virtually unchanged.

The Phoenix Hill area is in a special problem area for carbon monoxide. The attainment and continued maintenance of particulate emission standards are

major problems facing the City and County.

Noise

Three principal sources of noise exists in and around Phoenix Hill: railroads, aircraft and roadways.

Railroads - The L & N Railroad is located in the east end of the project. All the residences are shielded from the railroad by non-residential structures. According to HUD Noise Assessment Guidelines, all residences should be at least 101 feet from the railroad. All of the residences in Phoenix Hill are within acceptable noise levels for railroads.

Aircraft - There are two airports located within 15 miles of Phoenix Hill. However, all of Phoenix Hill is located in an area "clearly acceptable" for housing.

Roadways - Based on the criteria in HUD's Noise Assessment Guidelines, all areas adjacent to major roads within Phoenix Hill are within the "normally acceptable" category, however, utilizing truck traffic assessment factors, all areas are within the "clearly unacceptable" category which will require mitigative measures in order to provide residential areas within acceptable categories.

Practices, Policies, Patterns and Trends

The City's combined storm and sanitary sewer system causes pollution problems in the Beargrass Creek due to overflows. However, the expense of removing this problem would be very high.

Phoenix Hill is an area of concern for air pollution due to the high number vehicles coming through this area.

The area is also "clearly unacceptable" for new housing according to HUD because of the high levels of roadway noise. Changes must be made in the street system to reduce the roadway noise to acceptable levels.

Governmental or Nongovernmental Actions Contributing to Trends

- The City's construction of a combined sewer system many years ago is contributing to pollution problems in the area.
- The designation of major streets through the residential portion of Phoenix Hill has caused problems with both pollution and noise.

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