

Housing Conditions and Challenges in Louisville's Western and Central Neighborhoods

A Report to the Community

Sponsored by

**Neighborhood Reinvestment Corporation
Fannie Mae
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by

**Steven C. Bourassa
Eric Schneider
Bruce Gale**

**Urban Studies Institute
School of Urban and Public Affairs
University of Louisville
426 W. Bloom Street
Louisville, Kentucky 40208**

and

Jack Trawick

**Louisville Community Design Center
333 Guthrie Green, Suite 412
Louisville, Kentucky 40202**

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Executive Summary

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The Study Area

- Key Findings**
- ▶ *Between 1980 and 2000, the population of the Study Area dropped by 20.1%, while that for the County as a whole increased by 1.3%*
 - ▶ *The number of dwelling units dropped in the Study Area by 9.9% and increased in the County by 15.0% during the same period*
 - ▶ *Median household incomes are substantially lower in the Study Area than in the County (\$20,100 versus \$39,500) and poverty rates are substantially higher (36.6% versus 12.4%)*
 - ▶ *Nevertheless, the neighborhoods within the Study Area are quite diverse, with homeownership rates ranging from as low as 5.6% in Phoenix Hill to as high as 71.0% in Chickasaw and median house values ranging from as low as \$38,100 in California to as high as \$109,100 in Old Louisville-Limerick*

This report focuses on the older, inner-city neighborhoods of Louisville that tend to have high rates of poverty, unemployment, and crime relative to Jefferson County as a whole. These are the neighborhoods that have experienced considerable disinvestment over the years and which, as a consequence, tend to have relatively poor housing conditions, with low property values, significant numbers of units needing major rehabilitation, and high percentages of households receiving housing subsidies through Section 8, Public Housing, and other programs.

For the purposes of this analysis, we have combined 14 neighborhoods into 12 as shown on the map on page 3. We have combined Old Louisville and Limerick due to their similarities and contiguity and most of the residential parts of Park Hill have been combined with Algonquin to the south, while the industrial parts of Park Hill have been combined with California to the north. As the map shows, we have redefined the neighborhood boundaries to conform to 1990 census block group boundaries, to enable us to make the best use of census data. (Some of the 1980 and 2000 block group boundaries differed from the 1990 boundaries, but this had only a minor impact on the assignment of data to neighborhoods.) All of the other data that we have aggregated for each neighborhood are also reported according to our revised boundaries.

Between 1980 and 2000, the population of the Study Area dropped by 20.1%, while that for the County as a whole increased by 1.3%. About half of the population loss in the Study Area was due to the decline in average household size from 2.74 in 1980 to 2.44 in 2000. The other half was due to the decline in the number of households from 39,300 in 1980 to 35,200 in 2000. The number of dwelling units dropped in the Study Area by 9.9% and increased in the County by 15.0% during the same period. Some 36.6% of persons in the Study Area were below the poverty line in 1999, compared with only 12.4% for the entire County; 12.8% were unemployed compared with 5.0%; 7.3% were receiving subsidies from the Kentucky Transitional Assistance Program, compared with 1.9%, and the average annual number of crimes per 1,000 population during 1997-1999 was over twice as high in the Study Area as in the County as a whole.

The neighborhoods in the Study Area are home to 45% of the County's Section 8 recipients and 75% of the Public Housing units. Some 25.2% of housing units in the Study Area were subsidized through the Section 8 or Public Housing programs, while only 6.3% in the County as a whole received such assistance. The owner-occupancy rate in 2000 was 40.8% in the Study Area, compared to 64.9% in the County. The Study Area lost 9.9% of its housing units between 1980 and 2000, while the County gained 15.0%. Vacancy rates in the Study Area were 11.9% in 2000, nearly

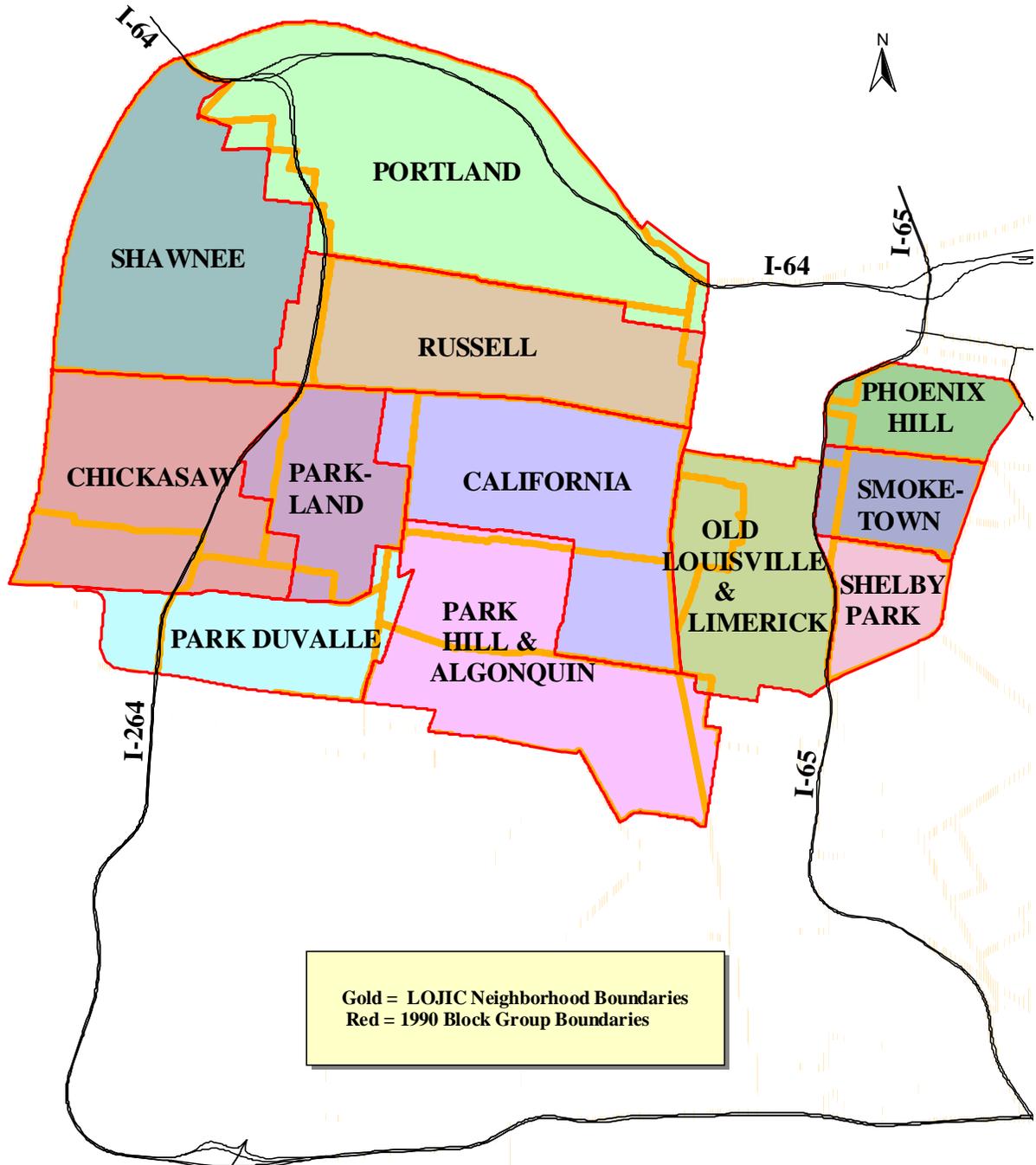
twice as high as the 6.2% recorded for the County. Meanwhile, the rate of crowding in the Study Area was more than twice as high as in Jefferson County as a whole.

The rate of increase in house values (as reported by owner occupants) in the Study Area between 1980 and 2000 was somewhat greater than in the County as a whole, although we attribute this to the relatively low starting points in 1980. Those neighborhoods experiencing the greatest percentage increases in house values benefited from gentrification (Old Louisville-Limerick) or construction of new or rehabilitated subsidized units (Parkland, Phoenix Hill, Portland, Russell, Shelby Park, and Smoketown). Also, demolition of abandoned and dilapidated houses in some of these neighborhoods has helped to bring up average values at a faster rate than has been experienced in the County as a whole. A positive implication of the house price growth in these neighborhoods is that potential investors (owner occupiers and landlords) can expect to earn capital gains just as they would in other parts of the County.

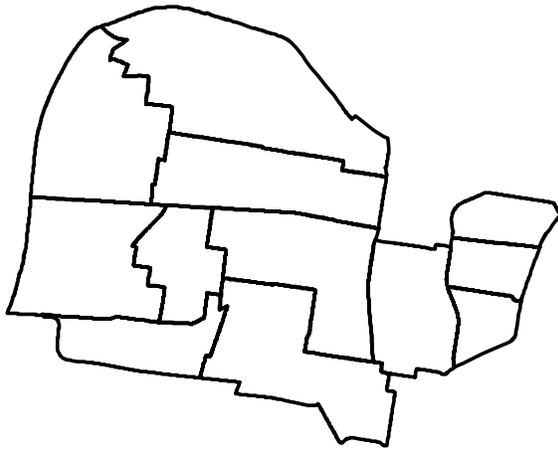
Although all of the neighborhoods in our study area have experienced disinvestment and blight, they are quite diverse in character. Some neighborhoods contain large tracts of industrial land, while others are almost entirely residential in nature. The Old Louisville and Limerick neighborhoods have benefited from reinvestment in their stocks of large Victorian houses, while the more modest housing stock in most other parts of the study area has not experienced such gentrification. Homeownership rates vary from as low as 5.6% and 16.5% in Phoenix Hill and Old Louisville-Limerick, respectively, to as high as 64.9% and 71.0% in Shawnee and Chickasaw, respectively. Median house values range from as low as \$38,142 in California to as high as \$109,070 in Old Louisville-Limerick. Except for Old Louisville-Limerick and Portland, the populations of the neighborhoods were predominately African American in 2000, and in Old Louisville-Limerick and Portland the percentage of African Americans has been increasing at least since 1980 (see the Study Area and Jefferson County profiles on pages 4-7).

Detailed profiles and maps for each neighborhood can be found starting on page 9. The Appendix contains a glossary that explains each of the data elements in the profiles.

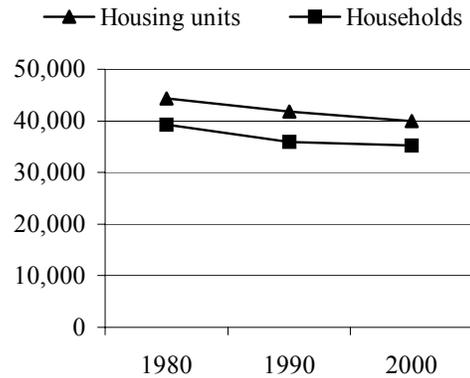
NEIGHBORHOODS IN THE STUDY AREA



Study Area

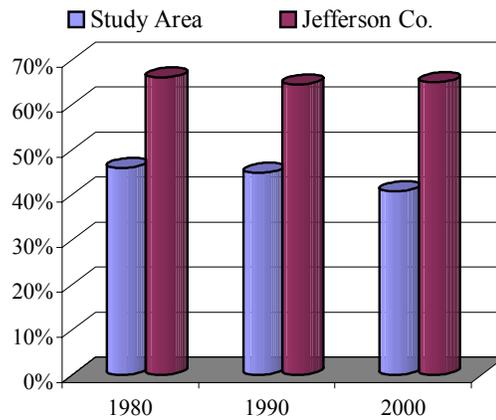


Housing Units and Households

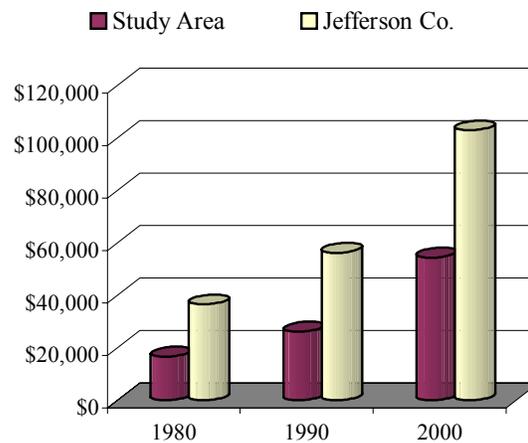


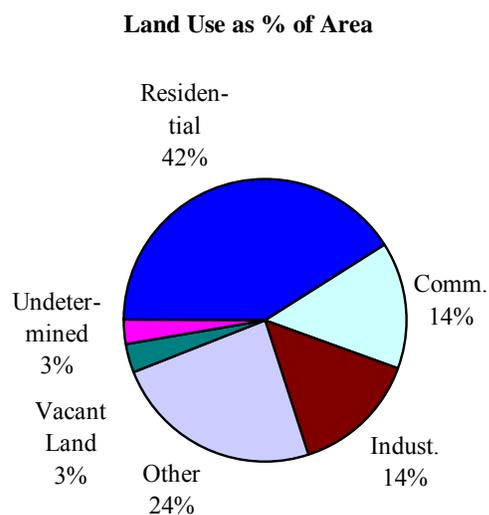
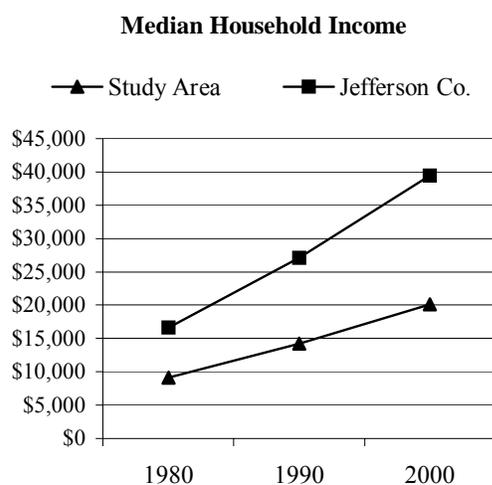
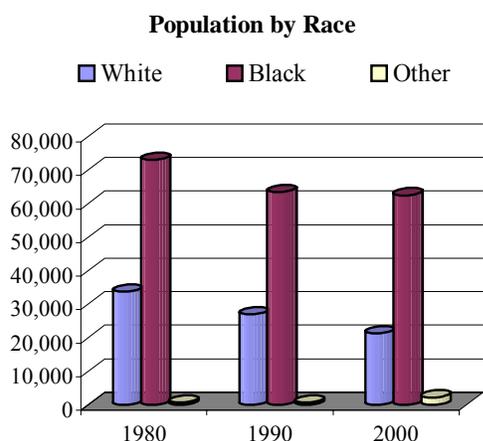
HOUSING	1980	1990	2000
Total housing units	44,372	41,798	39,977
Change from previous census		-5.8%	-4.4%
Vacancy rate	11.3%	13.9%	11.9%
Owner occupied housing			
Overall homeownership rate	46.0%	44.8%	40.8%
White householder ownership rate	na	42.9%	40.8%
Black householder ownership rate	na	47.6%	41.2%
Type of unit			
Single-family units	56.4%	54.2%	55.9%
Multi-family units	43.6%	46.7%	44.0%
Housing condition			
Lacking complete plumbing facilities	2.4%	1.0%	1.6%
Lacking complete kitchen	2.8%	2.1%	1.8%
Lacking telephone (occupied units)	15.8%	4.9%	8.5%
Crowded (1.01+ persons per room)	8.3%	6.2%	4.9%
Rents and values			
Median gross rent (\$)	139	288	374
Median value of homes (\$)	16,670	26,211	54,463
Exterior condition of residential buildings			(2002)
No need for repairs			65.6%
Needs minor repairs			25.9%
Needs major repairs			6.5%
Dilapidated, not safely habitable			1.1%
Undetermined			0.9%
Vacant residential buildings			(2002)
Number identified as vacant through survey			771
Subsidized units			(2002)
Section 8			6638
Public Housing			3444
Low-Income Housing Tax Credit			2517

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	107,565	91,307	85,997
Change from previous census		-15.1%	-5.8%
As percentage of total			
White (in 2000, white alone)	31.4%	29.6%	24.7%
Black (in 2000, black alone)	67.9%	67.8%	72.7%
Hispanic	0.8%	0.4%	1.0%
Dissimilarity index	52.2%	53.0%	55.0%
Households	39,317	35,876	35,209
Family households	63.5%	60.3%	57.1%
Family households that are			
Married, w/own children 0-17	23.5%	18.8%	13.8%
Unmarried male, w/own children 0-17	2.0%	2.9%	4.0%
Unmarried female, w/own children 0-17	27.2%	63.0%	34.3%

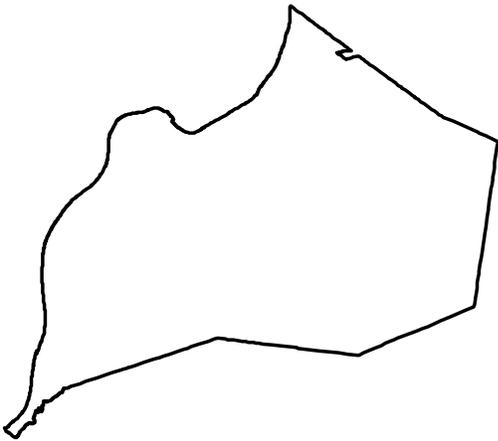
INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	9,118	14,259	20,096
Real dollars (in 1999 values)	19,686	18,785	20,096
Families			
Nominal dollars	11,453	17,921	25,157
Real dollars (in 1999 values)	24,727	23,610	25,157
Poverty rates			
Persons below poverty	33.9%	38.2%	36.6%
Children in poverty	43.9%	54.2%	52.8%
Unemployment rate	17.0%	14.0%	12.8%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		3,518	2,100
Single parent families		3,495	2,091
Total persons receiving benefits		10,403	6,236
Total children receiving benefits		6,914	4,114
Children under 5 receiving benefits		2,928	1,812

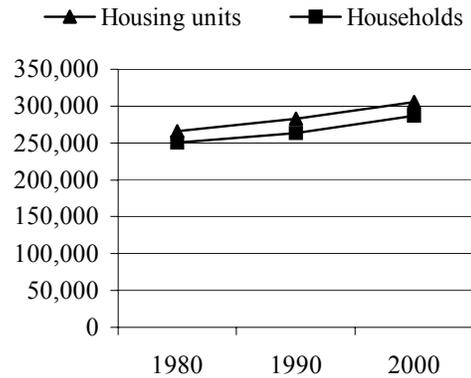
NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	135
Land use (as percent of total area)	(2002)
Residential	41%
Commercial	14%
Industrial	14%
Other (churches, schools, parks)	24%
Vacant land	3%
Undetermined	3%

Jefferson County

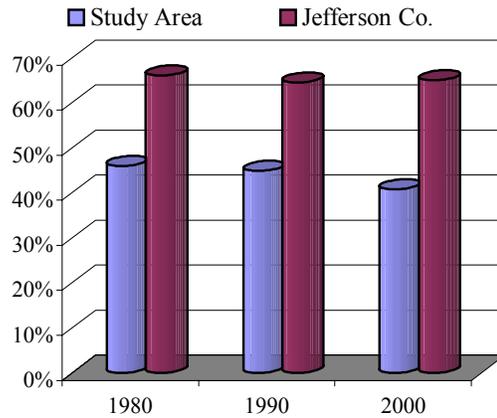


Housing Units and Households

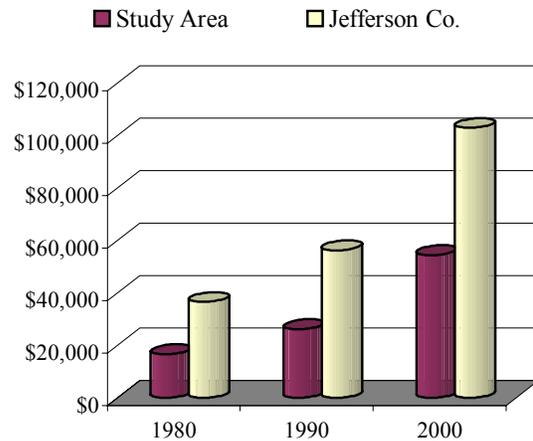


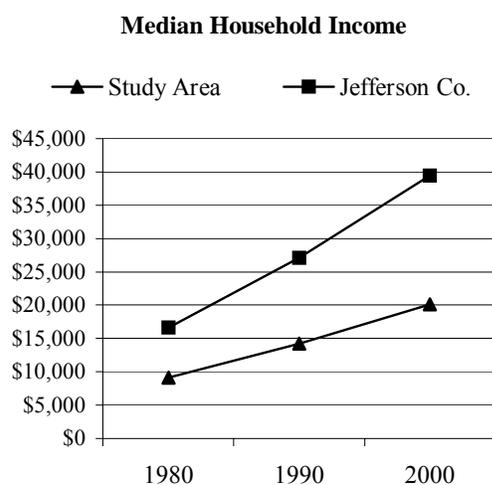
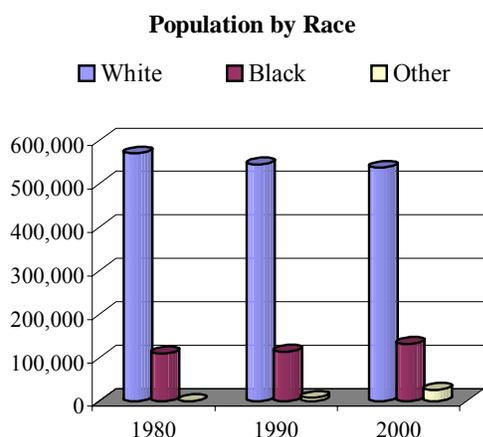
HOUSING	1980	1990	2000
Total housing units	265,930	282,578	305,835
Change from previous census		6.3%	8.2%
Vacancy rate	5.7%	6.5%	6.2%
Owner occupied housing			
Overall homeownership rate	66.0%	64.5%	64.9%
White householder ownership rate	na	68.9%	71.4%
Black householder ownership rate	na	42.3%	40.2%
Type of unit			
Single-family units	69.8%	67.0%	69.0%
Multi-family units	30.2%	30.8%	29.5%
Housing condition			
Lacking complete plumbing facilities	1.1%	0.4%	0.5%
Lacking complete kitchen	1.3%	0.7%	0.7%
Lacking telephone (occupied units)	5.5%	6.7%	2.4%
Crowded (1.01+ persons per room)	3.2%	2.1%	2.3%
Rents and values			
Median gross rent (\$)	210	346	494
Median value of homes (\$)	36,600	56,300	103,000
Exterior condition of residential buildings			(2002)
No need for repairs			na
Needs minor repairs			na
Needs major repairs			na
Dilapidated, not safely habitable			na
Undetermined			na
Vacant residential buildings			(2002)
Number identified as vacant through survey			na
Subsidized units			(2002)
Section 8			14805
Public Housing			4586
Low-Income Housing Tax Credit			4454

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	685,004	664,937	693,604
Change from previous census		-2.9%	4.3%
As percentage of total			
White (in 2000, white alone)	83.2%	81.9%	77.4%
Black (in 2000, black alone)	16.0%	17.0%	18.9%
Hispanic	0.6%	0.6%	1.8%
Dissimilarity index	na	na	na
Households	250,569	263,850	287,012
Family households	70.8%	68.5%	63.8%
Family households that are			
Married, w/own children 0-17	38.8%	33.3%	29.8%
Unmarried male, w/own children 0-17	1.3%	1.8%	3.0%
Unmarried female, w/own children 0-17	10.7%	11.6%	13.6%
INCOME, POVERTY, and PUBLIC ASSISTANCE			
Median income	<u>(1979)</u>	<u>(1989)</u>	<u>(1999)</u>
Households			
Nominal dollars	16,664	27,092	39,457
Real dollars (in 1999 values)	35,978	35,692	39,457
Families			
Nominal dollars	19,960	33,226	49,161
Real dollars (in 1999 values)	43,094	43,773	49,161
Poverty rates			
Persons below poverty	12.2%	13.7%	12.4%
Children in poverty	16.5%	20.7%	18.1%
Unemployment rate	7.9%	6.1%	5.0%
K-TAP (cash assistance cases)		<u>(11/96)</u>	<u>(3/00)</u>
Total families		8,330	4,504
Single parent families		8,251	4,433
Total persons receiving benefits		23,570	12,984
Total children receiving benefits		15,523	8,376
Children under 5 receiving benefits		6,732	3,747
NEIGHBORHOOD CHARACTERISTICS			
Crime rate			<u>(1997-99)</u>
Avg. annual offense per 1,000 people			62
Land use (as percent of total area)			<u>(2002)</u>
Residential			na
Commercial			na
Industrial			na
Other (churches, schools, parks)			na
Vacant land			na
Undetermined			na

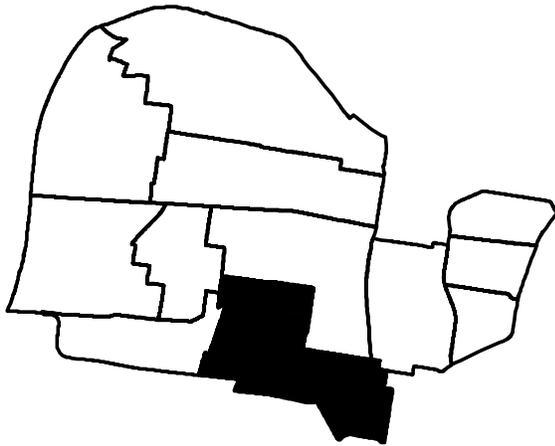
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Algonquin-Park Hill

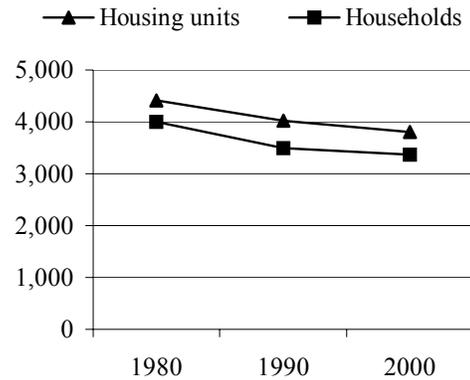
Key Findings

- ▶ *Experienced the second highest percentage loss of population between 1980 and 2000 (25.7%)*
- ▶ *A large percentage of land (31%) is devoted to industrial use*
- ▶ *Residential buildings that are dilapidated or need major repairs tend to be concentrated in the northern (Park Hill) part of this area*

Algonquin-Park Hill

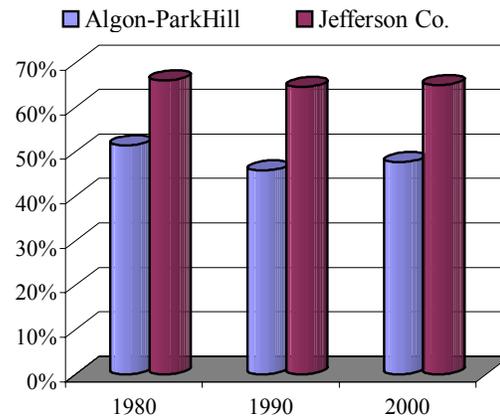


Housing Units and Households

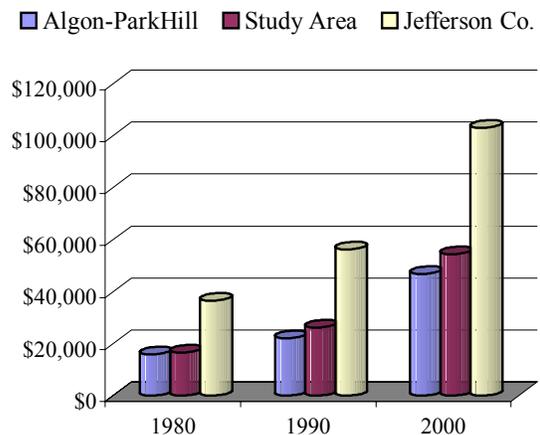


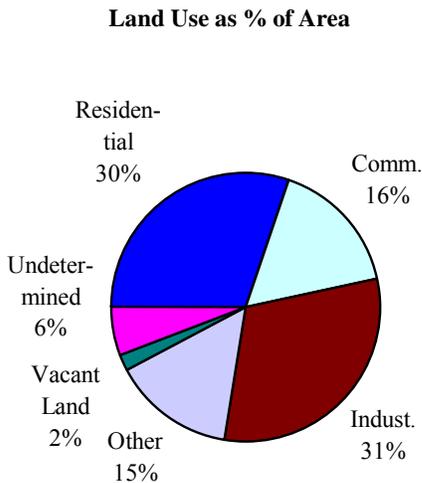
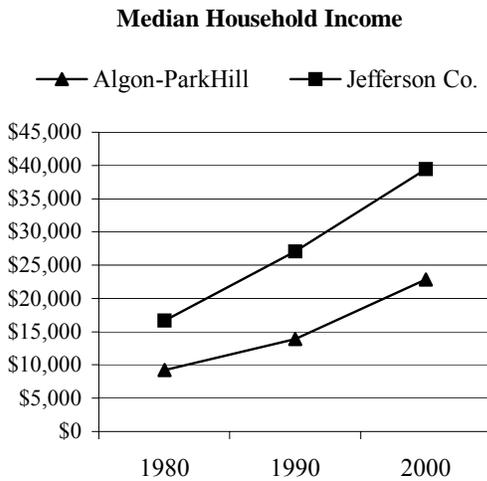
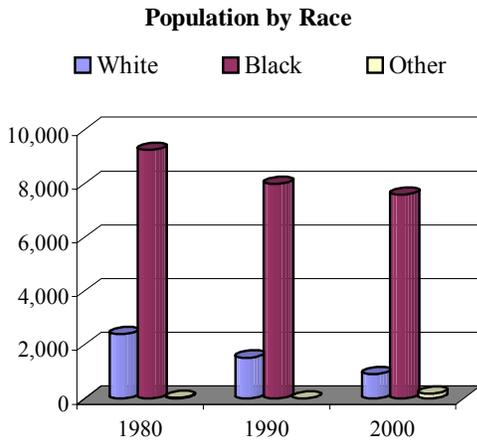
HOUSING	1980	1990	2000
Total housing units	4,412	4,018	3,800
Change from previous census		-8.9%	-5.4%
Vacancy rate	7.9%	11.1%	11.4%
Owner occupied housing			
Overall homeownership rate	51.4%	45.8%	47.6%
White householder ownership rate	na	67.1%	61.6%
Black householder ownership rate	na	41.5%	46.0%
Type of unit			
Single-family units	66.4%	64.4%	69.8%
Multi-family units	33.6%	35.3%	30.2%
Housing condition			
Lacking complete plumbing facilities	1.3%	0.7%	1.7%
Lacking complete kitchen	1.2%	1.8%	1.9%
Lacking telephone (occupied units)	13.1%	16.9%	11.1%
Crowded (1.01+ persons per room)	9.7%	5.2%	6.5%
Rents and values			
Median gross rent (\$)	122	295	389
Median value of homes (\$)	15,973	22,156	46,903
Exterior condition of residential buildings			(2002)
No need for repairs			66.4%
Needs minor repairs			23.3%
Needs major repairs			8.7%
Dilapidated, not safely habitable			1.0%
Undetermined			0.6%
Vacant residential buildings			(2002)
Number identified as vacant through survey			114
Subsidized units			(2002)
Section 8			385
Public Housing			640
Low-Income Housing Tax Credit			164

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	11,689	9,491	8,685
Change from previous census		-18.8%	-8.5%
As percentage of total			
White (in 2000, white alone)	20.5%	16.0%	10.5%
Black (in 2000, black alone)	79.2%	83.8%	87.4%
Hispanic	0.5%	0.1%	0.8%
Dissimilarity index	63.3%	66.7%	69.7%
Households	4,001	3,496	3,365
Family households	71.9%	67.8%	64.8%
Family households that are			
Married, w/own children 0-17	23.1%	16.6%	12.5%
Unmarried male, w/own children 0-17	1.8%	3.1%	3.1%
Unmarried female, w/own children 0-17	32.4%	34.7%	36.6%

INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	9,251	13,918	22,835
Real dollars (in 1999 values)	19,972	18,336	22,835
Families			
Nominal dollars	11,140	15,875	25,832
Real dollars (in 1999 values)	24,051	20,914	25,832
Poverty rates			
Persons below poverty	32.5%	44.7%	35.4%
Children in poverty	39.7%	62.6%	49.5%
Unemployment rate	20.2%	17.9%	12.6%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		438	307
Single parent families		438	306
Total persons receiving benefits		1,302	924
Total children receiving benefits		873	608
Children under 5 receiving benefits		378	278

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	143
Land use (as percent of total area)	(2002)
Residential	30%
Commercial	16%
Industrial	31%
Other (churches, schools, parks)	15%
Vacant land	2%
Undetermined	6%

ALGONGUIN - PARK HILL



-  Land Bank Parcels
-  Other Vacant Lots



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ALGONQUIN - PARK HILL



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



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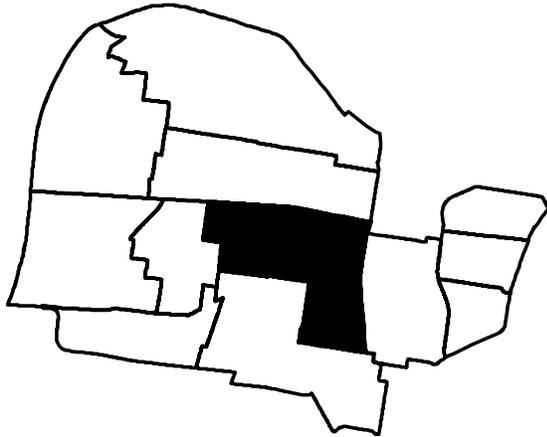
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California

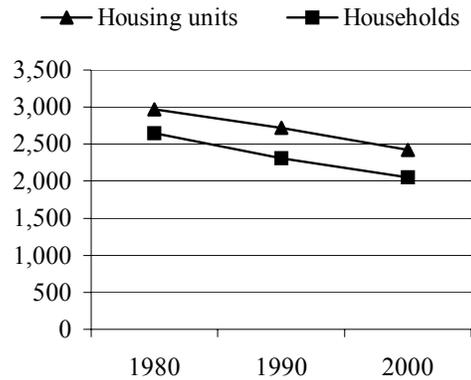
Key Findings

- ▶ *Experienced the third-highest percentage loss of population between 1980 and 2000 (25.2%)*
- ▶ *Experienced the largest percentage drop in real median household income between 1979 and 1999 (22.8%) and the largest percentage point increase in the poverty rate (15.8 points)*
- ▶ *Experienced the largest percentage point drop in the owner-occupancy rate (12.6 points) and has the lowest median house value (\$38,100)*
- ▶ *Land Bank and other vacant lots tend to be concentrated in the older parts of the neighborhood (east of Dixie Highway and north of Garland Avenue), although dilapidated buildings and those needing major repairs are scattered throughout the residential parts of the neighborhood*
- ▶ *The four isolated blocks bounded by 15th Street on the east, Maple on the south, 17th on the west, and Broadway on the north, consist mostly of either vacant lots or houses in disrepair and probably should be converted to non-residential use*

California

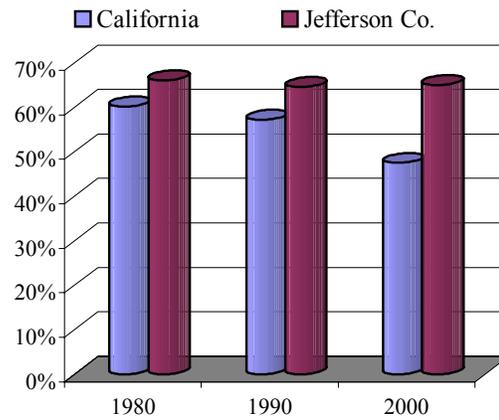


Housing Units and Households

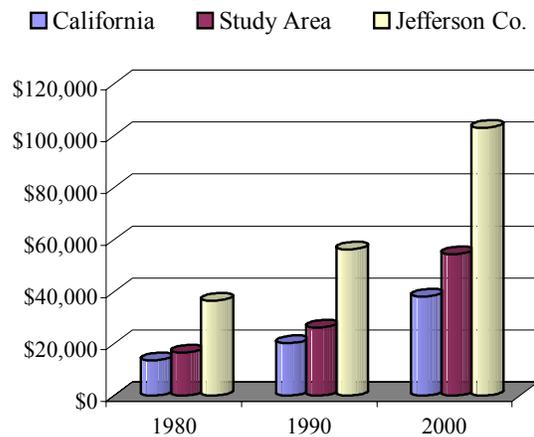


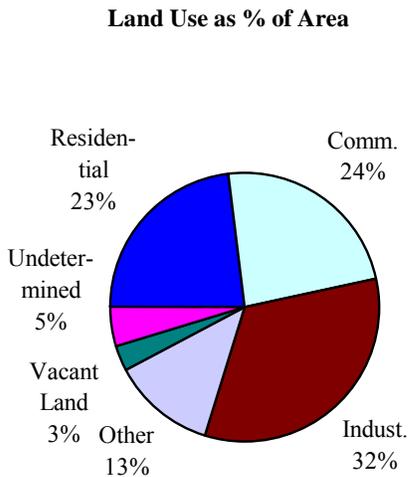
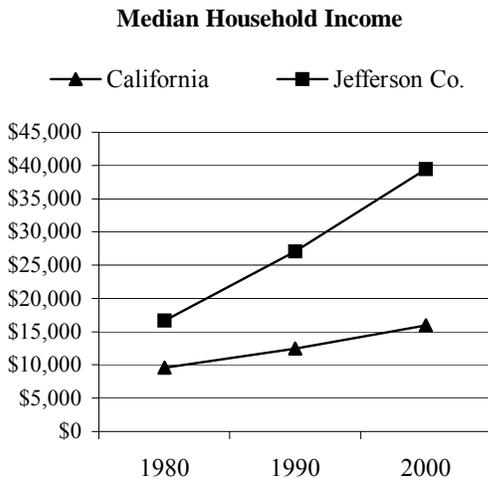
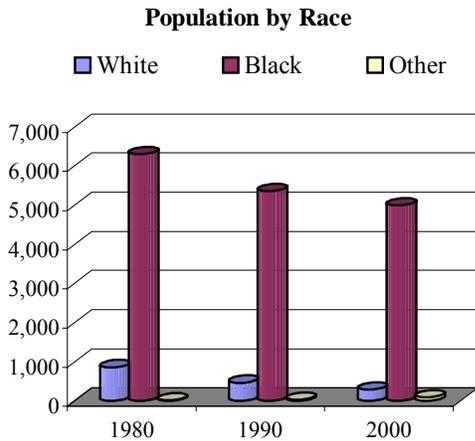
HOUSING	1980	1990	2000
Total housing units	2,966	2,721	2,423
Change from previous census		-8.3%	-11.0%
Vacancy rate	15.4%	16.3%	15.5%
Owner occupied housing			
Overall homeownership rate	60.1%	57.1%	47.5%
White householder ownership rate	na	42.7%	56.5%
Black householder ownership rate	na	58.0%	47.0%
Type of unit			
Single-family units	76.4%	76.6%	74.0%
Multi-family units	23.6%	22.9%	26.0%
Housing condition			
Lacking complete plumbing facilities	2.2%	2.1%	3.7%
Lacking complete kitchen	2.3%	4.1%	3.8%
Lacking telephone (occupied units)	14.5%	17.4%	6.1%
Crowded (1.01+ persons per room)	9.0%	3.2%	8.7%
Rents and values			
Median gross rent (\$)	166	302	351
Median value of homes (\$)	13,608	20,172	38,142
Exterior condition of residential buildings			(2002)
No need for repairs			56.0%
Needs minor repairs			29.9%
Needs major repairs			10.3%
Dilapidated, not safely habitable			1.6%
Undetermined			2.3%
Vacant residential buildings			(2002)
Number identified as vacant through survey			85
Subsidized units			(2002)
Section 8			539
Public Housing			39
Low-Income Housing Tax Credit			106

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	7,171	5,933	5,367
Change from previous census		-17.3%	-9.5%
As percentage of total			
White (in 2000, white alone)	12.0%	8.0%	5.3%
Black (in 2000, black alone)	87.8%	91.5%	93.1%
Hispanic	0.4%	0.1%	1.4%
Dissimilarity index	71.9%	74.8%	75.0%
Households	2,647	2,309	2,048
Family households	65.1%	60.5%	63.0%
Family households that are			
Married, w/own children 0-17	19.7%	15.6%	10.9%
Unmarried male, w/own children 0-17	1.7%	2.8%	3.8%
Unmarried female, w/own children 0-17	15.3%	22.6%	34.9%
INCOME, POVERTY, and PUBLIC ASSISTANCE			
Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	9,553	12,421	15,928
Real dollars (in 1999 values)	20,626	16,364	15,928
Families			
Nominal dollars	12,172	17,695	19,831
Real dollars (in 1999 values)	26,280	23,312	19,831
Poverty rates			
Persons below poverty	29.5%	33.9%	45.3%
Children in poverty	40.0%	47.1%	65.5%
Unemployment rate	15.7%	16.3%	13.9%
K-TAP (cash assistance cases)	(11/96)	(3/00)	
Total families		186	145
Single parent families		184	145
Total persons receiving benefits		587	436
Total children receiving benefits		403	289
Children under 5 receiving benefits		170	113
NEIGHBORHOOD CHARACTERISTICS			
Crime rate		(1997-99)	
Avg. annual offense per 1,000 people			177
Land use (as percent of total area)		(2002)	
Residential			23%
Commercial			24%
Industrial			33%
Other (churches, schools, parks)			13%
Vacant land			3%
Undetermined			5%

CALIFORNIA



-  Land Bank Parcels
-  Other Vacant Lots

CALIFORNIA



-  Vacant Residential Buildings
-  Need Major Repairs
-  Dilapidated



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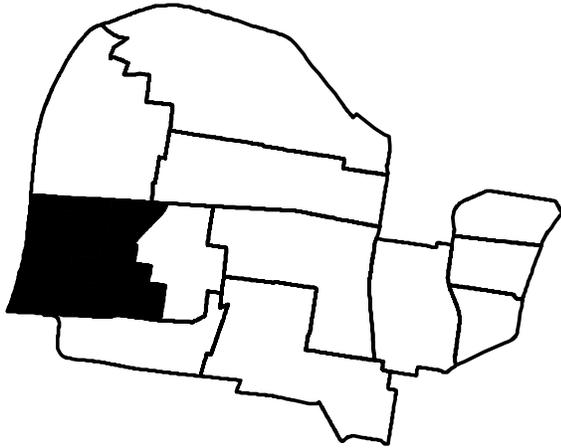
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Chickasaw

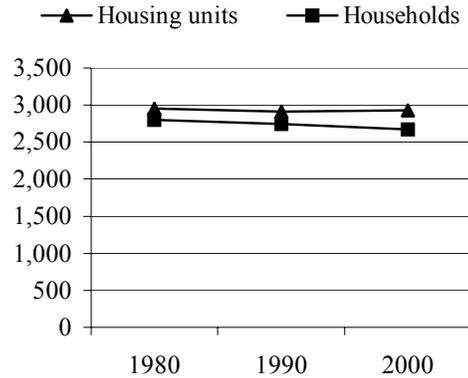
Key Findings

- ▶ *The most segregated neighborhood, with a Dissimilarity Index of 79.4% in 2000*
- ▶ *Has the lowest crime rate in the Study Area (80 per 1,000)*
- ▶ *The most stable in terms of number of dwellings, with a less than 1% change between 1980 and 2000*
- ▶ *Has the highest owner occupancy rate (71.0%) and second-highest median house value (\$63,000)*
- ▶ *Has the lowest percentage of subsidized units (9.7%)*

Chickasaw

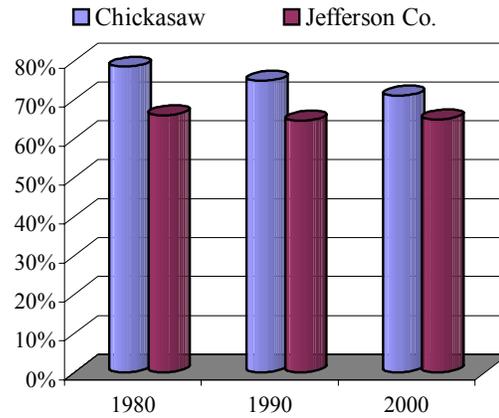


Housing Units and Households

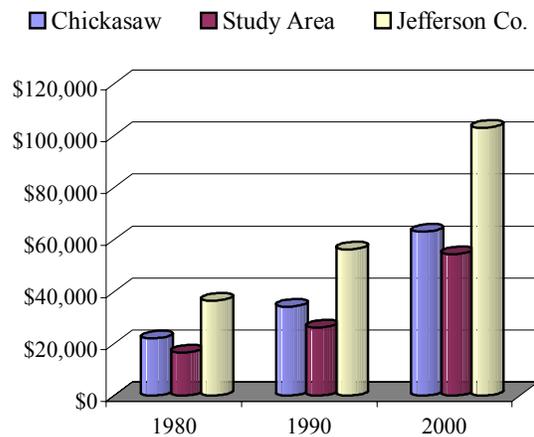


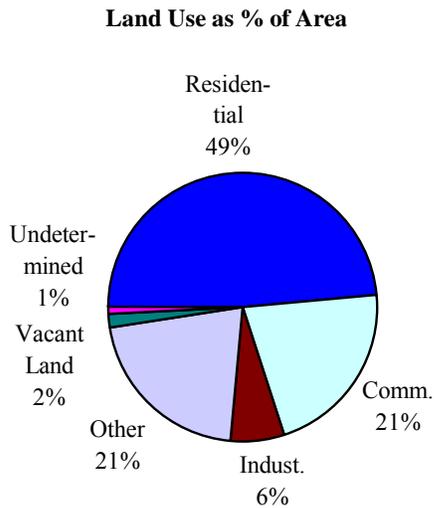
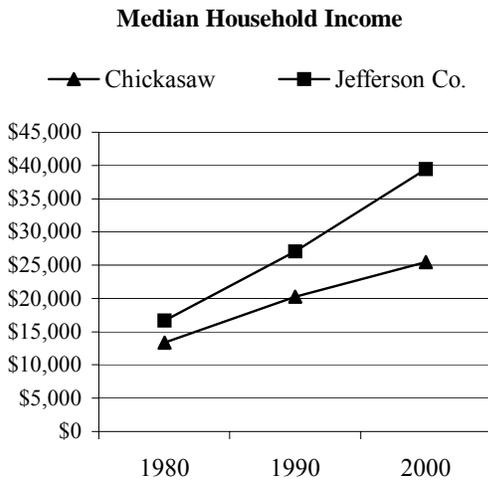
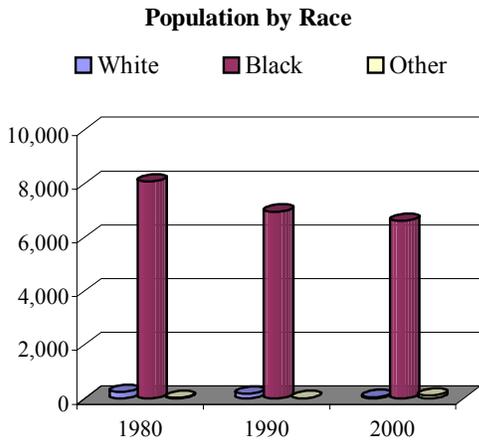
HOUSING	1980	1990	2000
Total housing units	2,950	2,912	2,925
Change from previous census		-1.3%	0.4%
Vacancy rate	5.1%	6.7%	8.6%
Owner occupied housing			
Overall homeownership rate	78.4%	74.8%	71.0%
White householder ownership rate	na	78.8%	55.2%
Black householder ownership rate	na	74.6%	71.1%
Type of unit			
Single-family units	85.8%	87.1%	86.8%
Multi-family units	14.2%	12.9%	13.2%
Housing condition			
Lacking complete plumbing facilities	0.2%	0.2%	0.5%
Lacking complete kitchen	2.6%	0.4%	0.2%
Lacking telephone (occupied units)	6.5%	4.9%	2.7%
Crowded (1.01+ persons per room)	5.1%	2.3%	2.1%
Rents and values			
Median gross rent (\$)	186	352	466
Median value of homes (\$)	22,059	34,316	63,029
Exterior condition of residential buildings			(2002)
No need for repairs			75.2%
Needs minor repairs			21.2%
Needs major repairs			2.9%
Dilapidated, not safely habitable			0.6%
Undetermined			0.2%
Vacant residential buildings			(2002)
Number identified as vacant through survey			62
Subsidized units			(2002)
Section 8			284
Public Housing			0
Low-Income Housing Tax Credit			82

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	8,370	7,166	6,809
Change from previous census		-14.4%	-5.0%
As percentage of total			
White (in 2000, white alone)	3.0%	2.6%	0.9%
Black (in 2000, black alone)	96.6%	97.2%	97.2%
Hispanic	0.5%	0.0%	0.5%
Dissimilarity index	80.8%	80.2%	79.4%
Households	2,800	2,740	2,673
Family households	77.3%	71.4%	68.1%
Family households that are			
Married, w/own children 0-17	26.3%	18.3%	12.7%
Unmarried male, w/own children 0-17	0.8%	2.3%	3.0%
Unmarried female, w/own children 0-17	12.4%	13.0%	24.1%

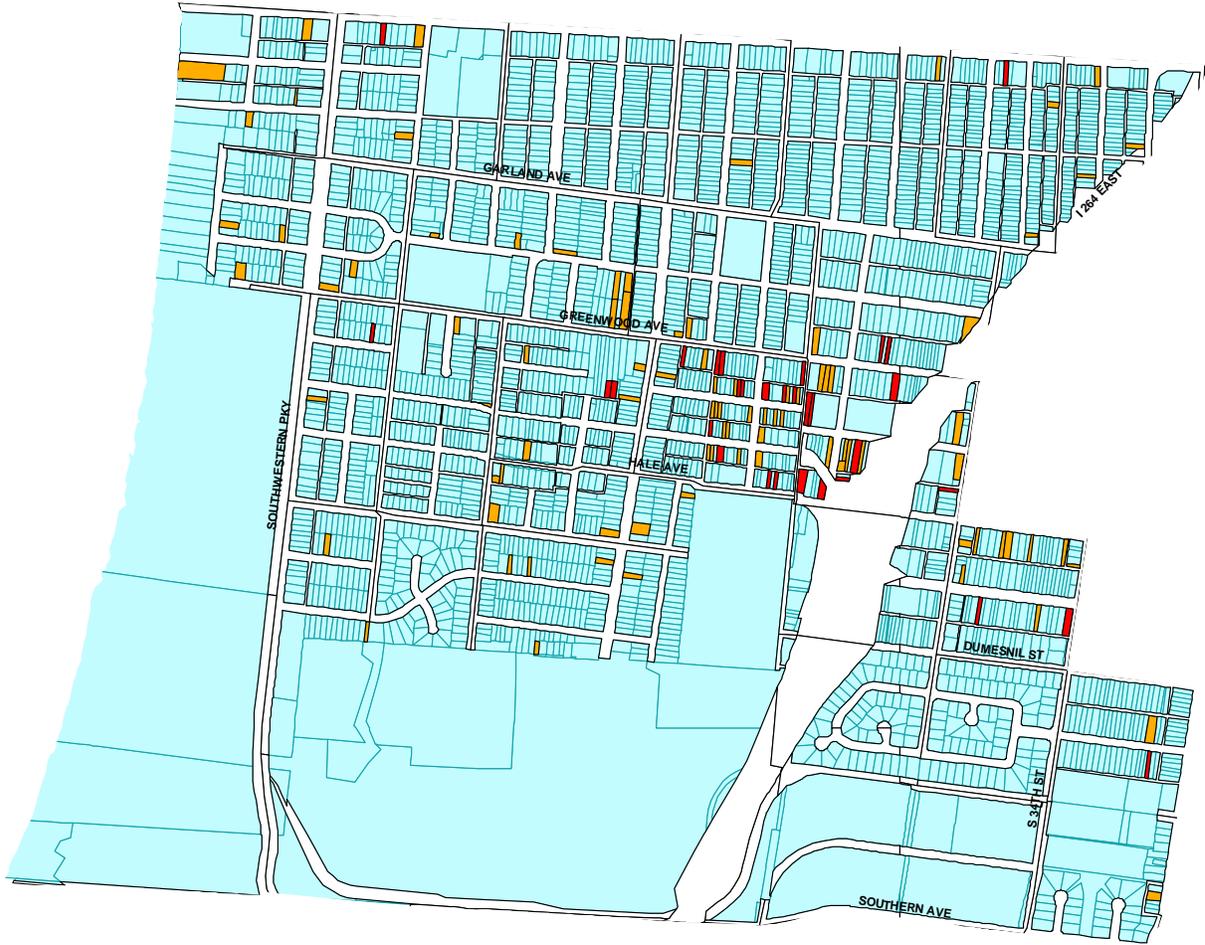
INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	13,380	20,253	25,500
Real dollars (in 1999 values)	28,888	26,682	25,500
Families			
Nominal dollars	16,135	23,654	30,732
Real dollars (in 1999 values)	34,837	31,163	30,732
Poverty rates			
Persons below poverty	15.5%	15.2%	24.4%
Children in poverty	20.9%	21.5%	40.4%
Unemployment rate	11.1%	10.5%	10.3%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		174	98
Single parent families		173	98
Total persons receiving benefits		496	284
Total children receiving benefits		326	185
Children under 5 receiving benefits		126	73

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	80
Land use (as percent of total area)	(2002)
Residential	49%
Commercial	21%
Industrial	6%
Other (churches, schools, parks)	21%
Vacant land	2%
Undetermined	1%

CHICKASAW

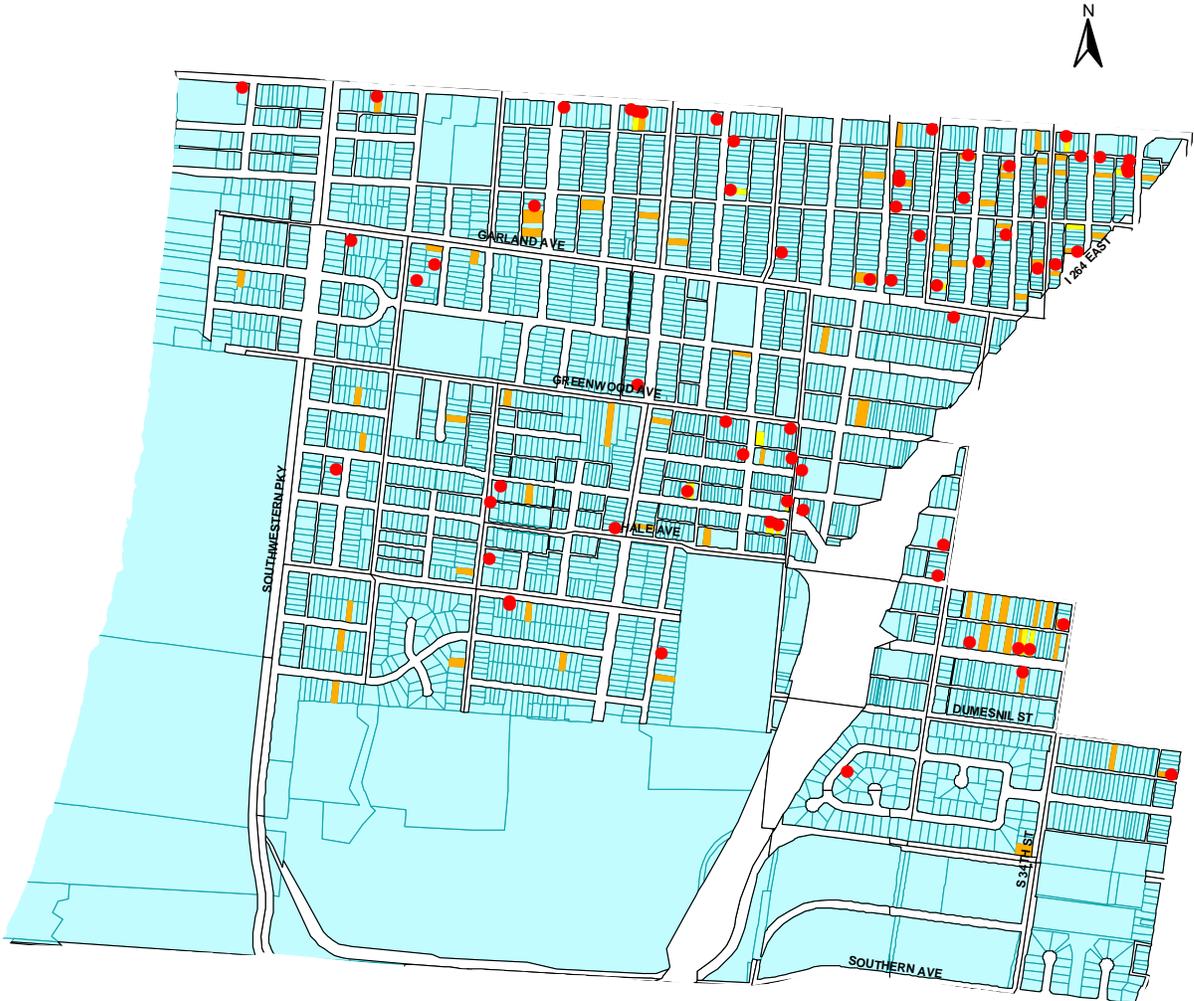


- Land Bank Parcels
- Other Vacant Lots



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CHICKASAW



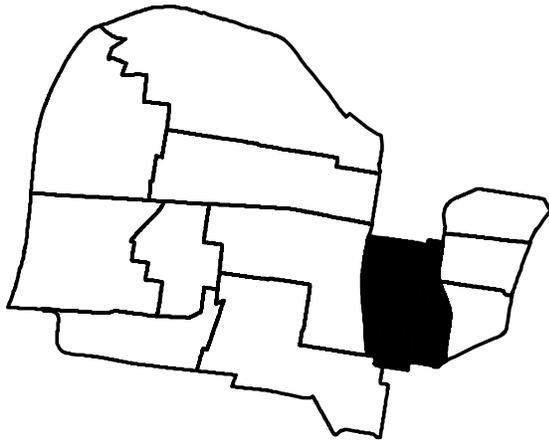
- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated

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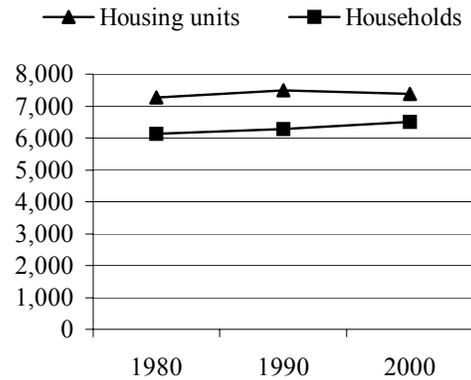
Old Louisville-Limerick

- Key Findings**
- ▶ *One of only two neighborhoods to experience a population increase and one of only three neighborhoods to have an increase in the number of housing units between 1980 and 2000*
 - ▶ *Dissimilarity index was close to 0% in 1980, but has increased since then*
 - ▶ *In spite of gentrification, has the second lowest owner occupancy rate (16.5%); this rate has been fairly constant since at least 1980 due to the development of new and rehabilitated apartment buildings, including seniors' housing*
 - ▶ *Houses requiring major rehabilitation tend to be on the periphery of this neighborhood, as substantial reinvestment has occurred in its core*

Old Louisville-Limerick

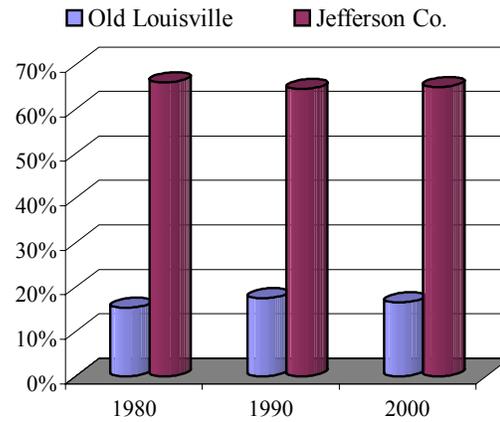


Housing Units and Households

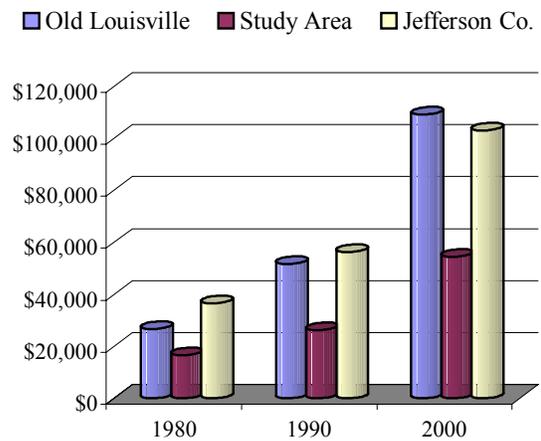


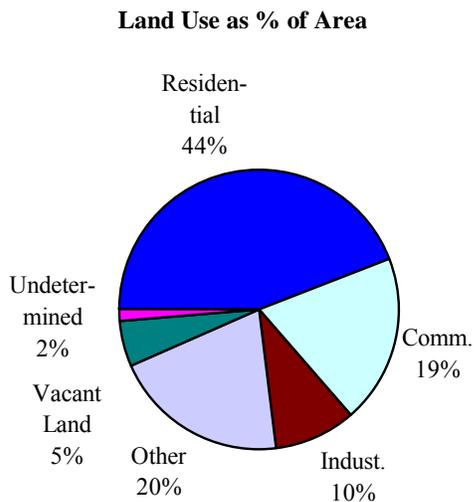
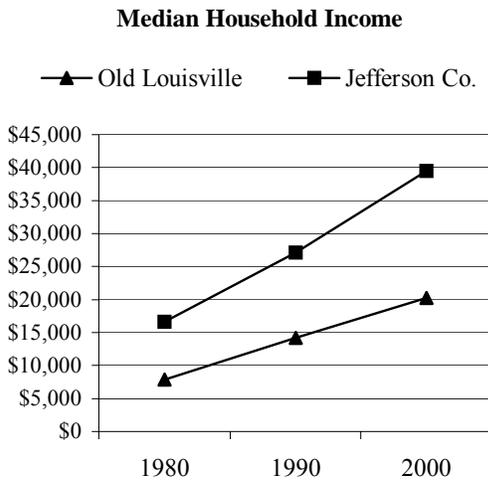
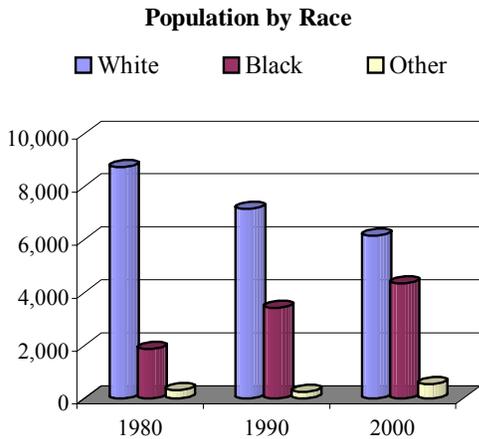
HOUSING	1980	1990	2000
Total housing units	7,264	7,503	7,374
Change from previous census		3.3%	-1.7%
Vacancy rate	16.3%	16.2%	11.7%
Owner occupied housing			
Overall homeownership rate	15.4%	17.5%	16.5%
White householder ownership rate	na	20.9%	21.7%
Black householder ownership rate	na	9.6%	9.0%
Type of unit			
Single-family units	11.4%	10.3%	12.5%
Multi-family units	88.6%	87.4%	87.5%
Housing condition			
Lacking complete plumbing facilities	6.7%	0.5%	1.0%
Lacking complete kitchen	4.3%	1.2%	1.6%
Lacking telephone (occupied units)	24.9%	16.3%	8.5%
Crowded (1.01+ persons per room)	3.8%	3.2%	2.4%
Rents and values			
Median gross rent (\$)	151	283	372
Median value of homes (\$)	26,758	51,657	109,070
Exterior condition of residential buildings			(2002)
No need for repairs			47.3%
Needs minor repairs			42.5%
Needs major repairs			8.9%
Dilapidated, not safely habitable			0.6%
Undetermined			0.7%
Vacant residential buildings			(2002)
Number identified as vacant through survey			55
Subsidized units			(2002)
Section 8			1330
Public Housing			178
Low-Income Housing Tax Credit			124

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	10,927	10,860	11,032
Change from previous census		-0.6%	1.6%
As percentage of total			
White (in 2000, white alone)	80.0%	66.0%	55.7%
Black (in 2000, black alone)	17.2%	31.7%	39.4%
Hispanic	1.3%	1.1%	2.5%
Dissimilarity index	1.5%	15.2%	21.8%
Households	6,139	6,283	6,509
Family households	31.0%	29.1%	25.2%
Family households that are			
Married, w/own children 0-17	22.0%	18.5%	13.6%
Unmarried male, w/own children 0-17	1.9%	3.6%	3.7%
Unmarried female, w/own children 0-17	20.7%	28.0%	30.0%

INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	7,881	14,174	20,266
Real dollars (in 1999 values)	17,015	18,673	20,266
Families			
Nominal dollars	11,694	21,574	32,919
Real dollars (in 1999 values)	25,249	28,422	32,919
Poverty rates			
Persons below poverty	32.8%	32.1%	28.5%
Children in poverty	42.8%	45.3%	48.1%
Unemployment rate	9.4%	7.4%	7.1%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		229	124
Single parent families		228	122
Total persons receiving benefits		608	349
Total children receiving benefits		385	222
Children under 5 receiving benefits		170	106

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	177
Land use (as percent of total area)	(2002)
Residential	44%
Commercial	19%
Industrial	10%
Other (churches, schools, parks)	20%
Vacant land	5%
Undetermined	2%

OLD LOUISVILLE - LIMERICK



-  Land Bank Parcels
-  Other Vacant Lots



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OLD LOUISVILLE - LIMERICK



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



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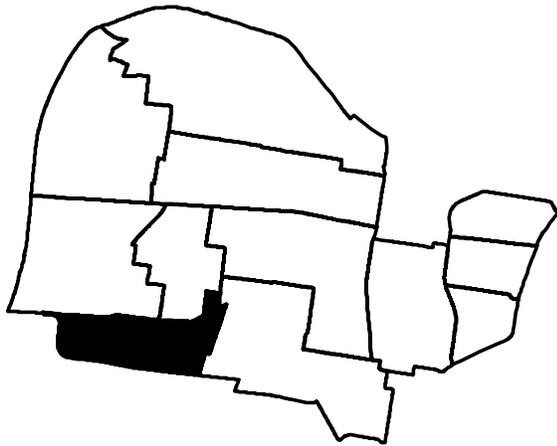
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Park DuValle

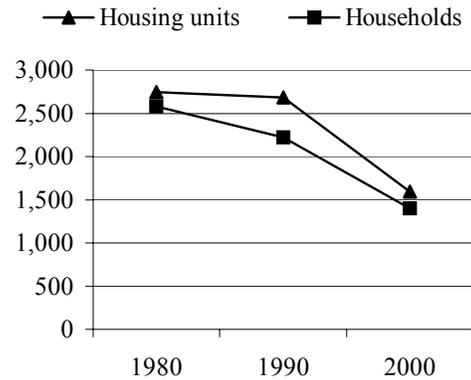
Key Findings

- ▶ *This neighborhood is the location of a HOPE VI reinvestment project that is having a major impact on its character*
- ▶ *As a consequence of the HOPE VI project, this neighborhood showed large drops in population (47.2%) and housing units (40.6%) between 1990 and 2000; some of this will be offset as the HOPE VI project is completed*
- ▶ *Has had the largest real percentage increase in median household income (51.6%) and the largest percentage point drop in the poverty rate (28.4 points) between 1979 and 1999; to some extent, these improvements may have been at the expense of other neighborhoods in western and central Louisville*
- ▶ *Has the lowest percentage of residential buildings needing major rehabilitation (2.0%)*

Park DuValle

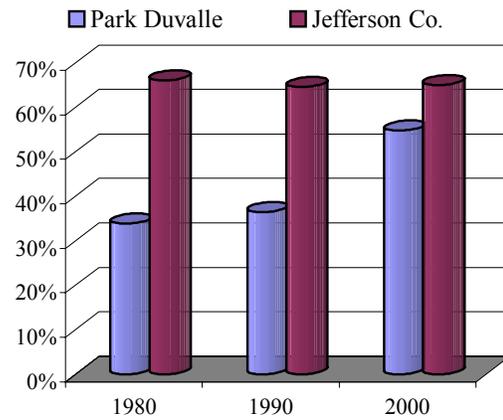


Housing Units and Households

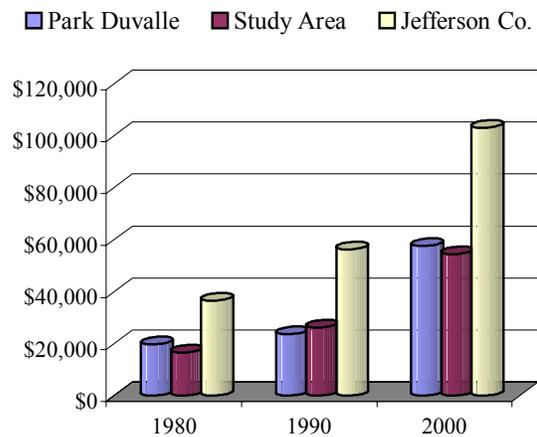


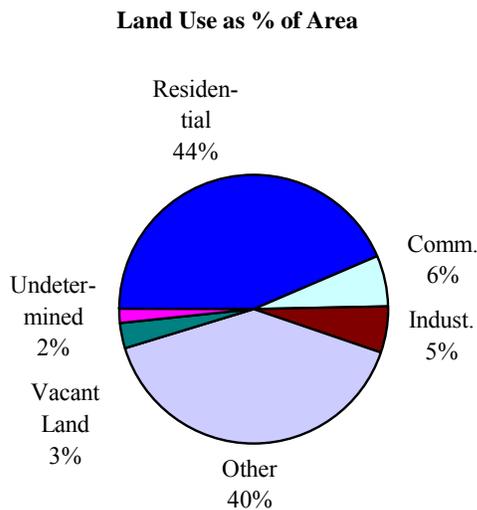
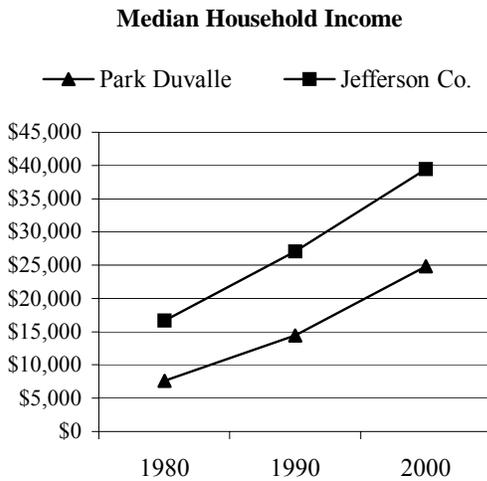
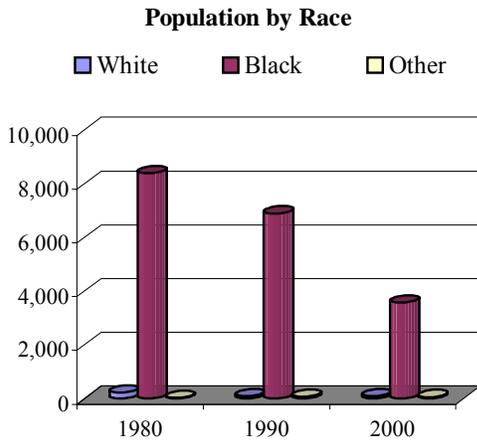
HOUSING	1980	1990	2000
Total housing units	2,742	2,684	1,595
Change from previous census		-2.1%	-40.6%
Vacancy rate	6.7%	16.1%	12.2%
Owner occupied housing			
Overall homeownership rate	33.8%	36.4%	54.7%
White householder ownership rate	na	100.0%	58.3%
Black householder ownership rate	na	34.5%	54.7%
Type of unit			
Single-family units	46.9%	40.7%	80.3%
Multi-family units	53.1%	58.9%	19.7%
Housing condition			
Lacking complete plumbing facilities	1.5%	1.3%	2.3%
Lacking complete kitchen	1.3%	1.0%	2.1%
Lacking telephone (occupied units)	16.1%	20.3%	3.0%
Crowded (1.01+ persons per room)	15.0%	12.6%	3.5%
Rents and values			
Median gross rent (\$)	118	224	431
Median value of homes (\$)	19,697	23,655	57,548
Exterior condition of residential buildings			(2002)
No need for repairs			74.0%
Needs minor repairs			21.9%
Needs major repairs			2.0%
Dilapidated, not safely habitable			1.9%
Undetermined			0.2%
Vacant residential buildings			(2002)
Number identified as vacant through survey			51
Subsidized units			(2002)
Section 8			174
Public Housing			0
Low-Income Housing Tax Credit			250

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	8,652	7,067	3,731
Change from previous census		-18.3%	-47.2%
As percentage of total			
White (in 2000, white alone)	2.6%	1.3%	2.4%
Black (in 2000, black alone)	97.1%	97.7%	96.0%
Hispanic	0.9%	0.3%	0.7%
Dissimilarity index	81.3%	81.4%	78.0%
Households	2,577	2,222	1,401
Family households	82.1%	81.8%	72.8%
Family households that are			
Married, w/own children 0-17	18.8%	11.2%	11.9%
Unmarried male, w/own children 0-17	0.3%	1.5%	3.3%
Unmarried female, w/own children 0-17	53.7%	50.4%	34.1%

INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	7,584	14,453	24,827
Real dollars (in 1999 values)	16,374	19,041	24,827
Families			
Nominal dollars	7,466	17,015	28,964
Real dollars (in 1999 values)	16,120	22,416	28,964
Poverty rates			
Persons below poverty	55.1%	59.8%	26.7%
Children in poverty	67.1%	77.4%	35.8%
Unemployment rate	25.5%	24.2%	8.7%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		317	52
Single parent families		317	52
Total persons receiving benefits		1,016	145
Total children receiving benefits		705	95
Children under 5 receiving benefits		303	42

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	93
Land use (as percent of total area)	(2002)
Residential	44%
Commercial	6%
Industrial	5%
Other (churches, schools, parks)	40%
Vacant land	3%
Undetermined	2%

PARK DUVALLE



-  Land Bank Parcels
-  Other Vacant Lots



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PARK DUVALLE



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



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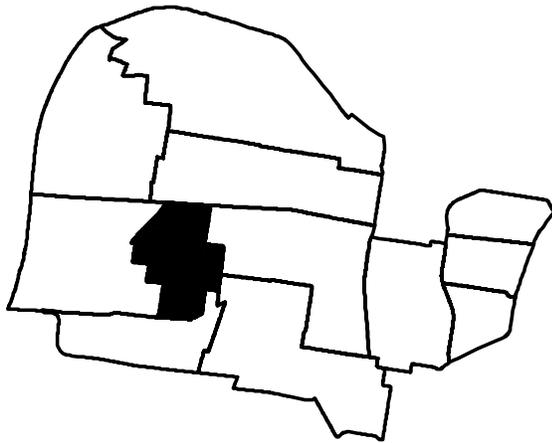
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Parkland

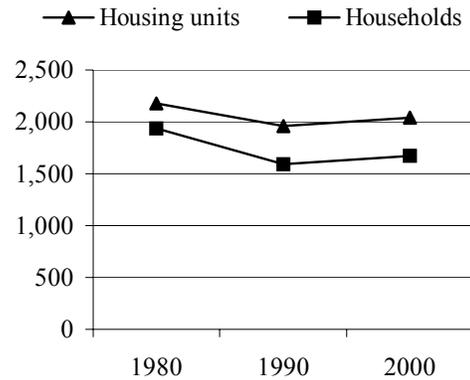
Key Findings

- ▶ *The second most segregated neighborhood, with a Dissimilarity Index of 79.2% in 2000*
- ▶ *It has the second largest percentage drop in real median household income (15.5%)*
- ▶ *It has the highest vacancy rate (17.9%)*

Parkland

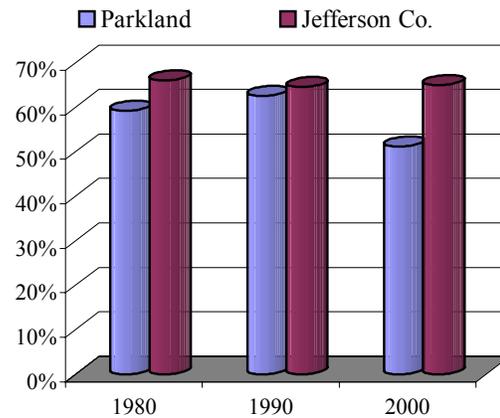


Housing Units and Households

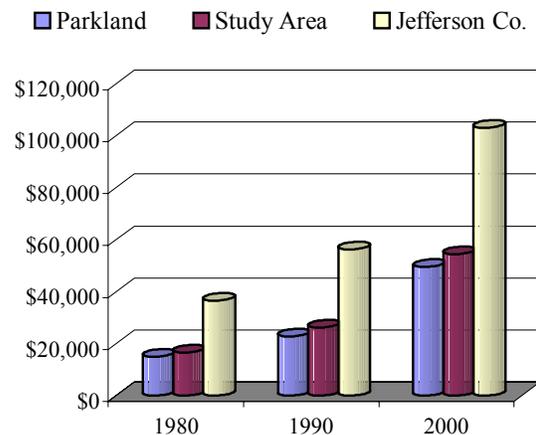


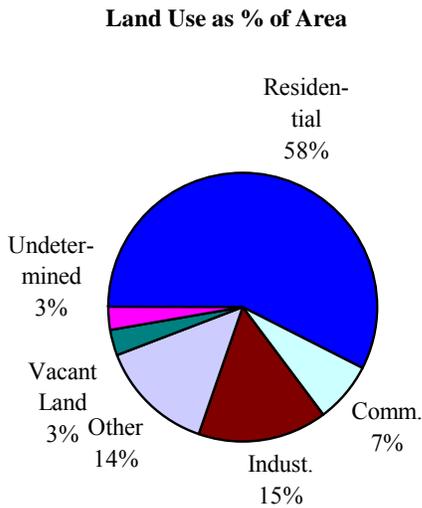
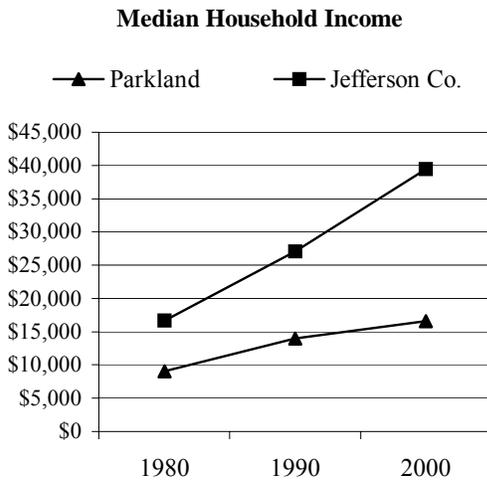
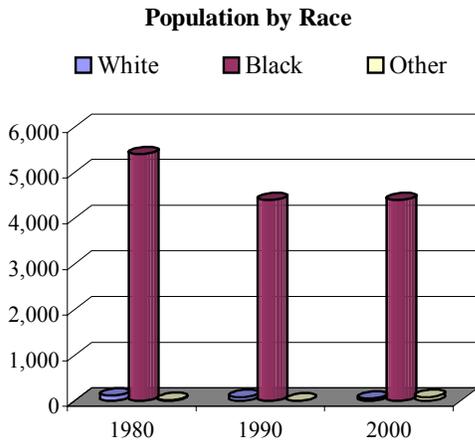
HOUSING	1980	1990	2000
Total housing units	2,176	1,959	2,039
Change from previous census		-10.0%	4.1%
Vacancy rate	11.5%	17.8%	17.9%
Owner occupied housing			
Overall homeownership rate	59.2%	62.5%	51.2%
White householder ownership rate	na	87.5%	44.4%
Black householder ownership rate	na	62.0%	51.5%
Type of unit			
Single-family units	74.6%	80.9%	71.9%
Multi-family units	25.4%	17.3%	27.8%
Housing condition			
Lacking complete plumbing facilities	1.3%	2.8%	1.6%
Lacking complete kitchen	2.8%	4.8%	0.6%
Lacking telephone (occupied units)	9.4%	11.4%	8.1%
Crowded (1.01+ persons per room)	7.8%	8.1%	9.5%
Rents and values			
Median gross rent (\$)	191	360	490
Median value of homes (\$)	14,986	22,837	49,529
Exterior condition of residential buildings			(2002)
No need for repairs			72.3%
Needs minor repairs			19.7%
Needs major repairs			5.2%
Dilapidated, not safely habitable			1.0%
Undetermined			1.8%
Vacant residential buildings			(2002)
Number identified as vacant through survey			65
Subsidized units			(2002)
Section 8			365
Public Housing			15
Low-Income Housing Tax Credit			165

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	5,541	4,460	4,537
Change from previous census		-19.5%	1.7%
As percentage of total			
White (in 2000, white alone)	2.1%	1.8%	1.2%
Black (in 2000, black alone)	97.5%	98.0%	96.9%
Hispanic	0.6%	0.3%	0.5%
Dissimilarity index	81.7%	80.9%	79.2%
Households	1,937	1,591	1,674
Family households	67.1%	69.6%	66.6%
Family households that are			
Married, w/own children 0-17	17.6%	16.4%	11.3%
Unmarried male, w/own children 0-17	2.4%	1.2%	4.1%
Unmarried female, w/own children 0-17	22.1%	24.6%	36.1%

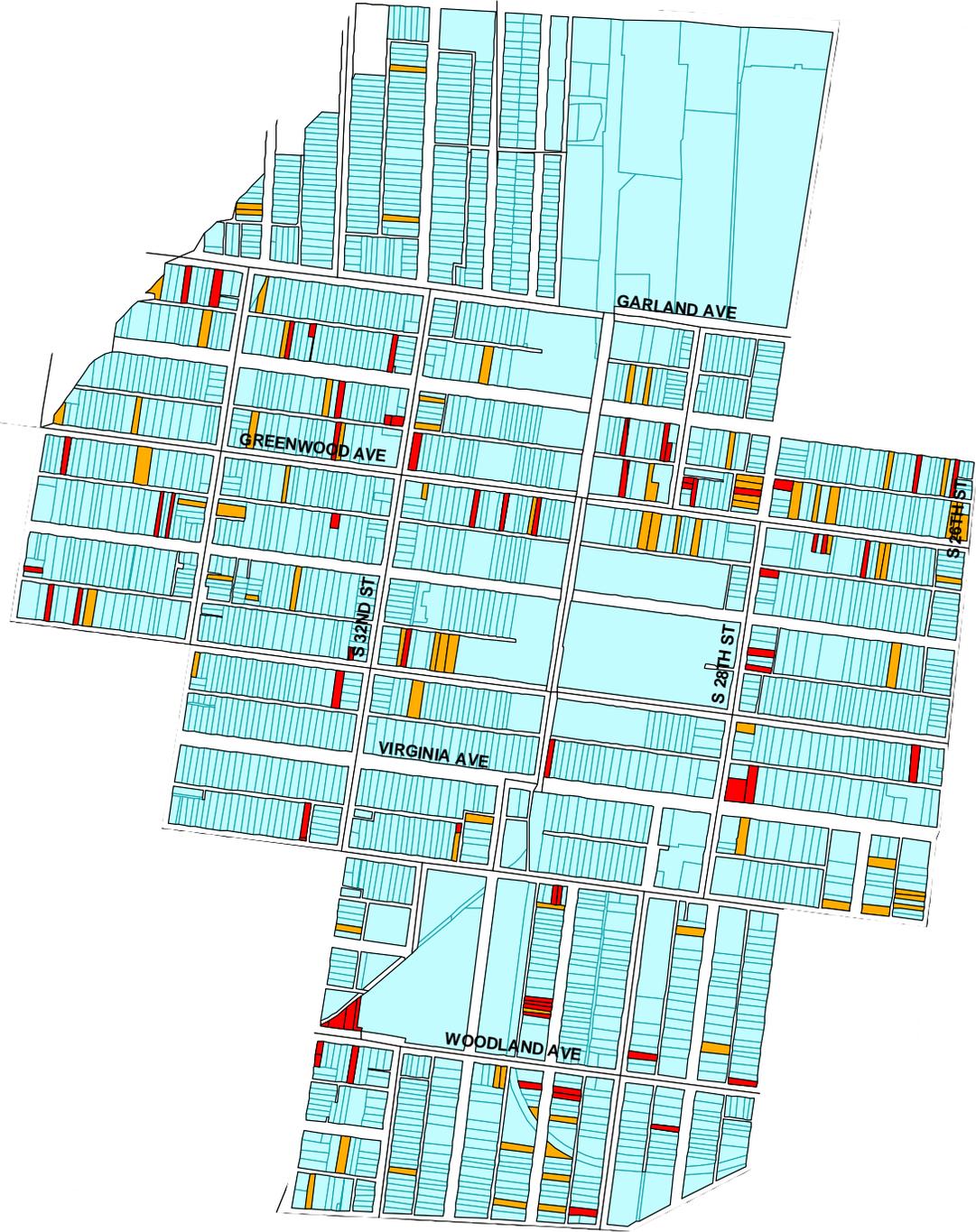
INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	9,077	13,964	16,566
Real dollars (in 1999 values)	19,597	18,397	16,566
Families			
Nominal dollars	11,110	17,716	20,206
Real dollars (in 1999 values)	23,988	23,340	20,206
Poverty rates			
Persons below poverty	30.4%	36.5%	43.5%
Children in poverty	42.5%	53.2%	62.2%
Unemployment rate	22.2%	12.8%	15.0%
K-TAP (cash assistance cases)	(11/96)	(3/00)	
Total families		204	105
Single parent families		201	104
Total persons receiving benefits		645	355
Total children receiving benefits		440	249
Children under 5 receiving benefits		152	102

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	146
Land use (as percent of total area)	(2002)
Residential	58%
Commercial	7%
Industrial	15%
Other (churches, schools, parks)	14%
Vacant land	3%
Undetermined	3%

PARKLAND



-  Land Bank Parcels
-  Other Vacant Lots

PARKLAND



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



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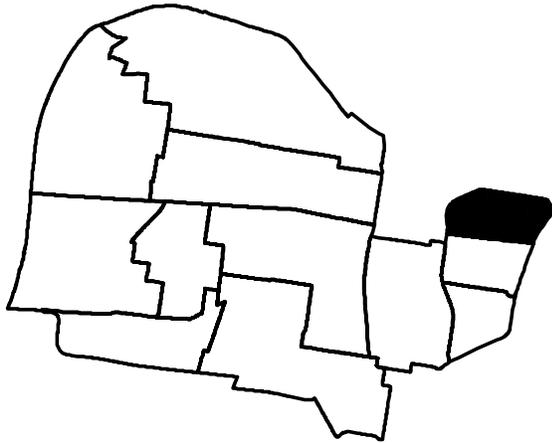
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Phoenix Hill

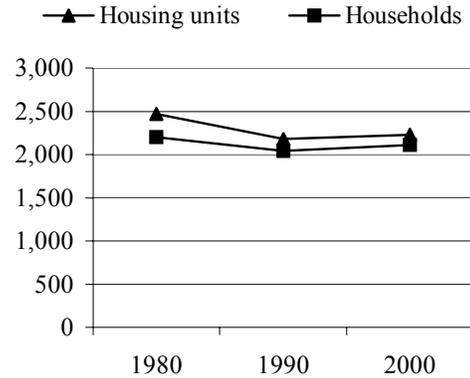
Key Findings

- ▶ *This neighborhood has the highest percentage of single-parent families (62.1%), the lowest median household income (\$8,800), and the highest poverty rate (61.5%)*
- ▶ *This neighborhood has the lowest owner occupancy rate (5.6%) in the Study Area*
- ▶ *Nearly three-quarters (74.5%) of housing units are subsidized through either Section 8 or Public Housing, with over 40% of the County's Public Housing units concentrated in this neighborhood; about half of those are in the Clarksdale Public Housing project*
- ▶ *The Clarksdale Public Housing project is the subject of an application for a new HOPE VI grant that could have a substantial impact on Phoenix Hill and nearby neighborhoods*

Phoenix Hill

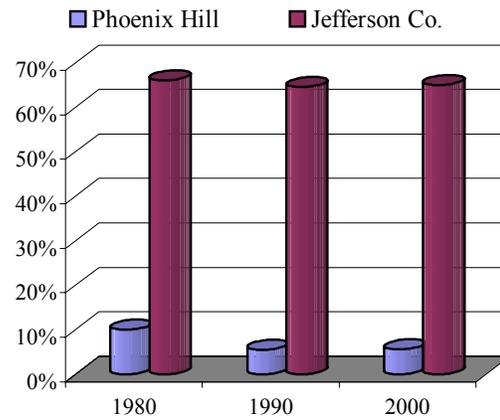


Housing Units and Households

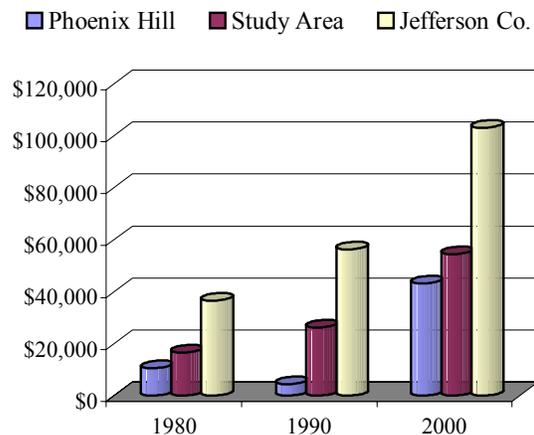


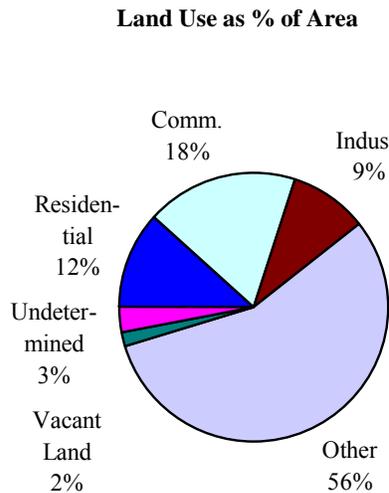
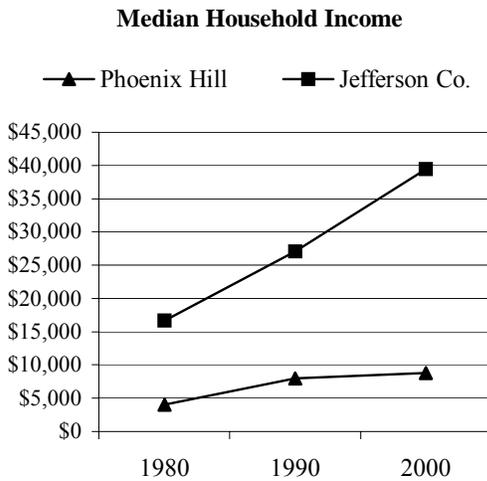
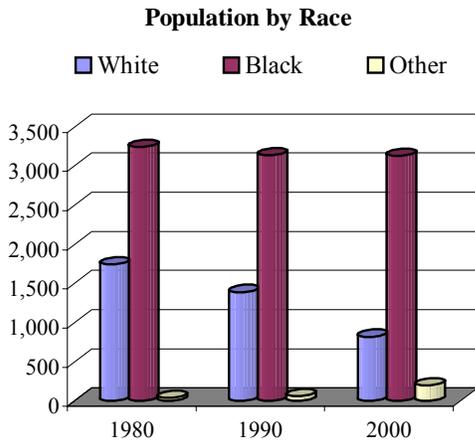
HOUSING	1980	1990	2000
Total housing units	2,471	2,182	2,231
Change from previous census		-11.7%	2.2%
Vacancy rate	10.5%	6.4%	5.4%
Owner occupied housing			
Overall homeownership rate	10.0%	5.5%	5.6%
White householder ownership rate	na	5.1%	11.7%
Black householder ownership rate	na	5.8%	3.8%
Type of unit			
Single-family units	23.3%	9.7%	10.7%
Multi-family units	76.7%	88.9%	89.3%
Housing condition			
Lacking complete plumbing facilities	1.8%	1.3%	0.8%
Lacking complete kitchen	1.0%	2.5%	0.9%
Lacking telephone (occupied units)	24.6%	20.3%	16.4%
Crowded (1.01+ persons per room)	7.3%	10.1%	4.4%
Rents and values			
Median gross rent (\$)	75	197	225
Median value of homes (\$)	10,544	4,528	43,200
Exterior condition of residential buildings			(2002)
No need for repairs			40.6%
Needs minor repairs			44.9%
Needs major repairs			11.1%
Dilapidated, not safely habitable			2.6%
Undetermined			0.9%
Vacant residential buildings			(2002)
Number identified as vacant through survey			10
Subsidized units			(2002)
Section 8			252
Public Housing			1410
Low-Income Housing Tax Credit			93

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	5,022	4,584	4,143
Change from previous census		-8.7%	-9.6%
As percentage of total			
White (in 2000, white alone)	34.7%	30.3%	19.7%
Black (in 2000, black alone)	64.5%	68.4%	75.5%
Hispanic	1.0%	0.2%	1.3%
Dissimilarity index	48.9%	52.1%	59.7%
Households	2,202	2,041	2,110
Family households	45.7%	41.6%	40.8%
Family households that are			
Married, w/own children 0-17	10.2%	10.1%	9.5%
Unmarried male, w/own children 0-17	1.1%	0.7%	2.9%
Unmarried female, w/own children 0-17	52.2%	59.4%	59.2%

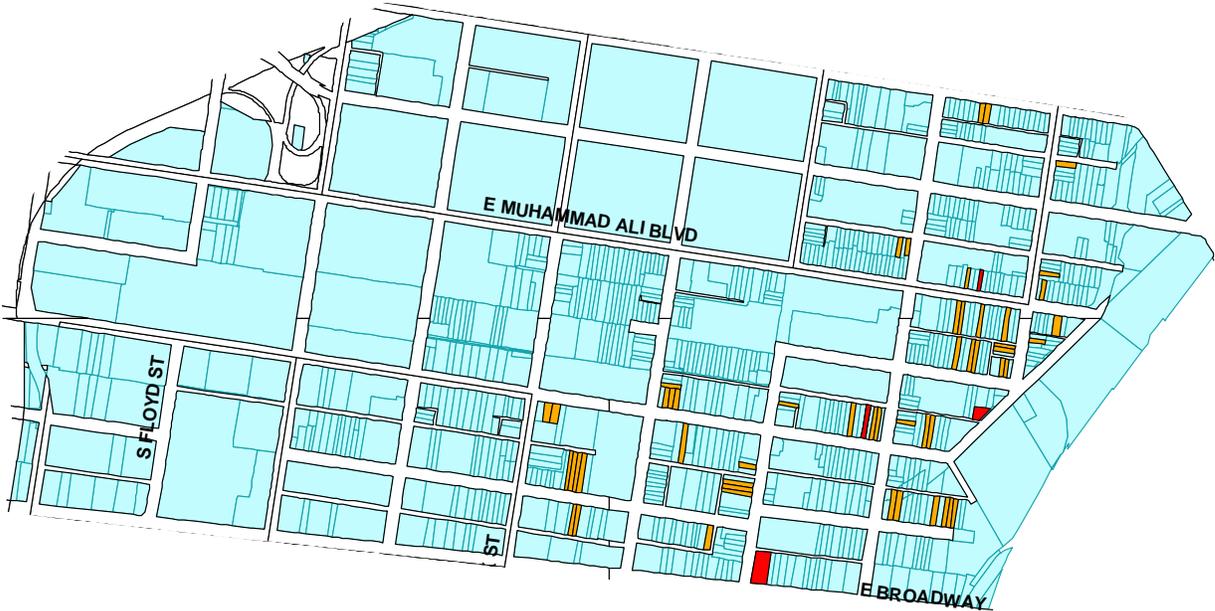
INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	4,051	8,020	8,810
Real dollars (in 1999 values)	8,746	10,566	8,810
Families			
Nominal dollars	4,741	8,953	9,525
Real dollars (in 1999 values)	10,237	11,795	9,525
Poverty rates			
Persons below poverty	66.9%	62.4%	61.5%
Children in poverty	78.4%	90.8%	78.9%
Unemployment rate	19.7%	13.9%	15.4%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		311	190
Single parent families		310	189
Total persons receiving benefits		881	525
Total children receiving benefits		568	332
Children under 5 receiving benefits		286	183

NEIGHBORHOOD CHARACTERISTICS

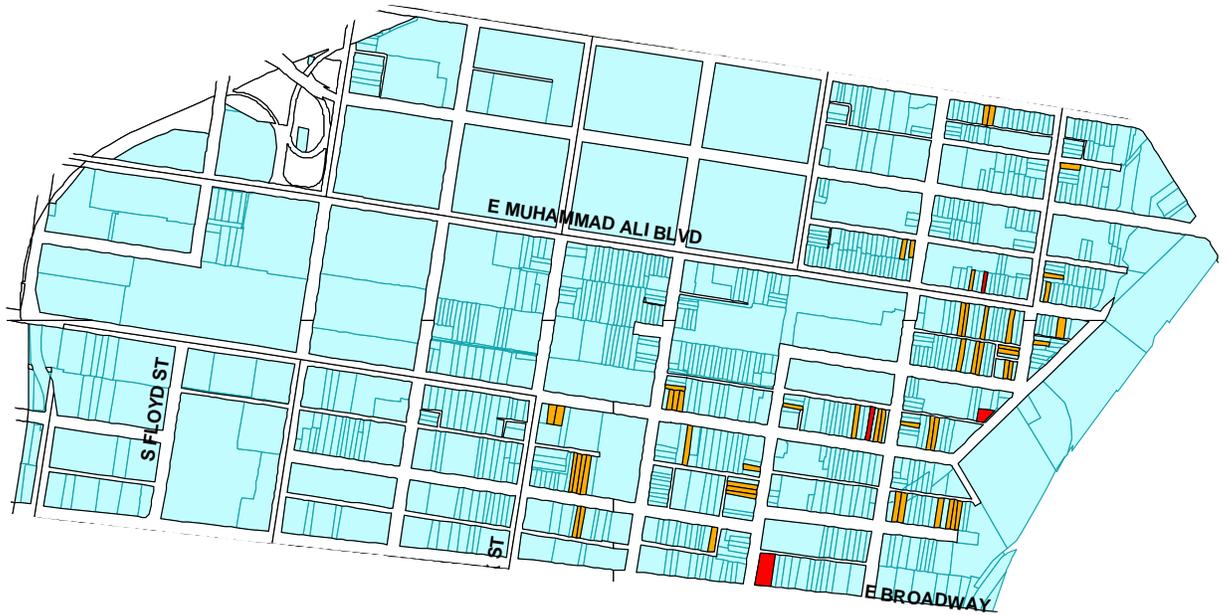
Crime rate	(1997-99)
Avg. annual offense per 1,000 people	178
Land use (as percent of total area)	(2002)
Residential	12%
Commercial	18%
Industrial	9%
Other (churches, schools, parks)	56%
Vacant land	2%
Undetermined	3%

PHOENIX HILL



-  Land Bank Parcels
-  Other Vacant Lots

PHOENIX HILL



-  Land Bank Parcels
-  Other Vacant Lots



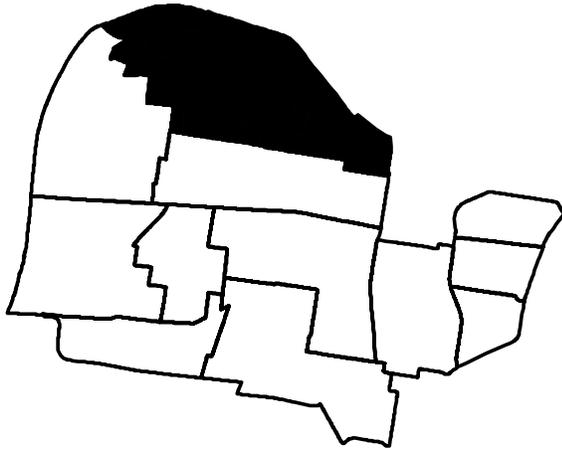
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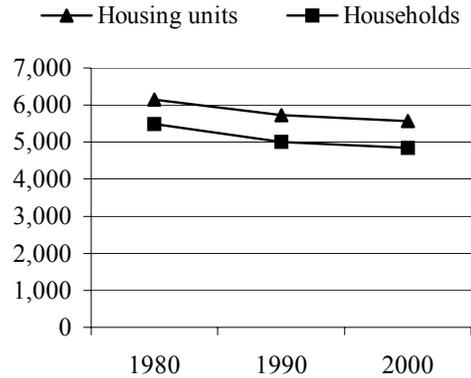
Portland

- Key Findings***
- ▶ *This neighborhood has the lowest Dissimilarity Index (5.5%), although it has shifted from having a slightly higher percentage of whites than the County as a whole to having a slightly higher percentages of blacks than the County as a whole*
 - ▶ *Has the second lowest percentage of dilapidated houses (0.4%)*
 - ▶ *Has the third lowest median house value (\$42,300)*

Portland

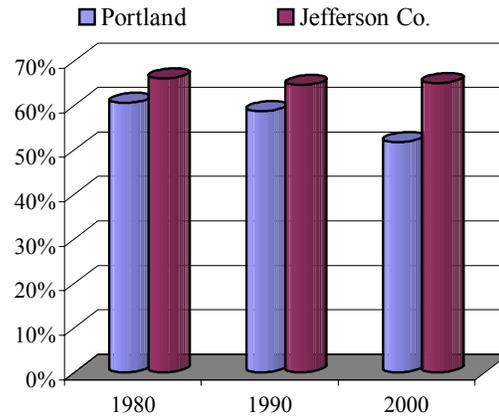


Housing Units and Households

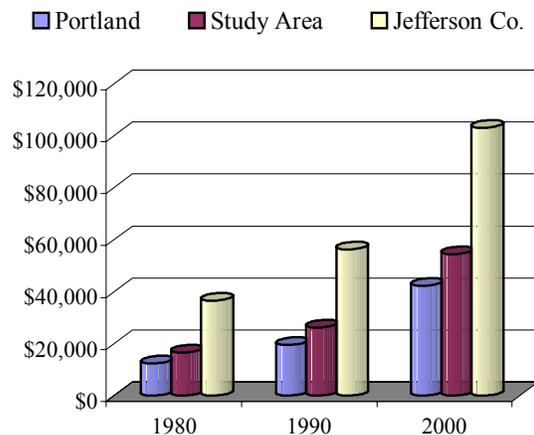


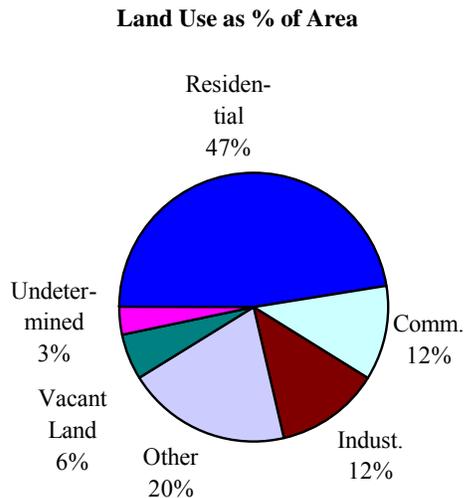
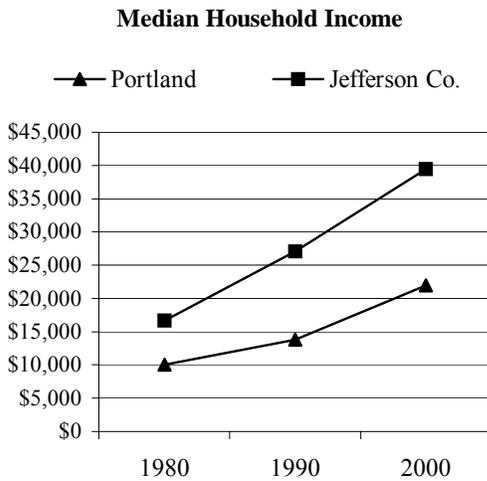
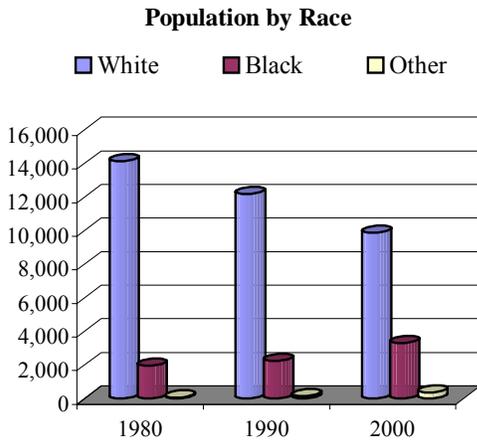
HOUSING	1980	1990	2000
Total housing units	6,146	5,730	5,569
Change from previous census		-6.8%	-2.8%
Vacancy rate	9.4%	12.4%	13.0%
Owner occupied housing			
Overall homeownership rate	60.5%	58.7%	51.7%
White householder ownership rate	na	61.3%	58.2%
Black householder ownership rate	na	44.7%	30.9%
Type of unit			
Single-family units	76.7%	74.5%	75.6%
Multi-family units	23.3%	23.3%	24.3%
Housing condition			
Lacking complete plumbing facilities	1.7%	1.3%	2.8%
Lacking complete kitchen	2.9%	1.4%	2.9%
Lacking telephone (occupied units)	16.6%	15.1%	9.5%
Crowded (1.01+ persons per room)	10.5%	9.5%	5.5%
Rents and values			
Median gross rent (\$)	155	296	419
Median value of homes (\$)	12,341	19,509	42,324
Exterior condition of residential buildings			(2002)
No need for repairs			62.7%
Needs minor repairs			29.6%
Needs major repairs			6.6%
Dilapidated, not safely habitable			0.4%
Undetermined			0.7%
Vacant residential buildings			(2002)
Number identified as vacant through survey			85
Subsidized units			(2002)
Section 8			871
Public Housing			28
Low-Income Housing Tax Credit			261

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	16,172	14,374	13,535
Change from previous census		-11.1%	-5.8%
As percentage of total			
White (in 2000, white alone)	87.5%	83.5%	72.9%
Black (in 2000, black alone)	12.1%	15.3%	24.4%
Hispanic	0.7%	0.5%	1.1%
Dissimilarity index	4.0%	1.7%	5.5%
Households	5,486	4,999	4,843
Family households	73.1%	72.2%	67.6%
Family households that are			
Married, w/own children 0-17	33.1%	34.1%	22.9%
Unmarried male, w/own children 0-17	3.4%	5.2%	6.5%
Unmarried female, w/own children 0-17	15.8%	17.6%	25.8%

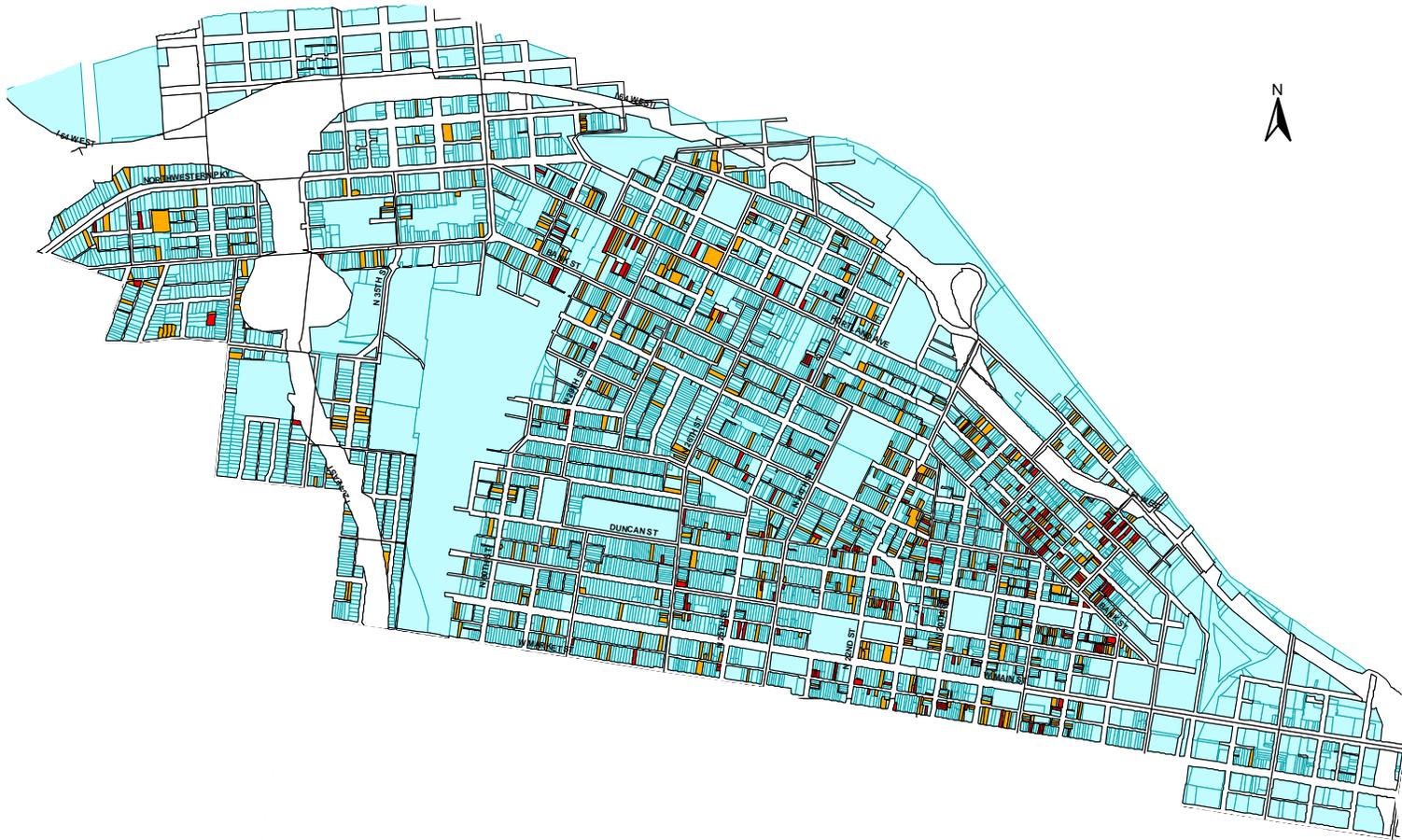
INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	10,001	13,846	21,959
Real dollars (in 1999 values)	21,593	18,241	21,959
Families			
Nominal dollars	11,969	16,387	26,495
Real dollars (in 1999 values)	25,842	21,589	26,495
Poverty rates			
Persons below poverty	27.9%	34.0%	34.1%
Children in poverty	35.8%	43.8%	47.9%
Unemployment rate	15.6%	10.8%	13.5%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		440	235
Single parent families		433	233
Total persons receiving benefits		1,262	702
Total children receiving benefits		817	465
Children under 5 receiving benefits		319	171

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	117
Land use (as percent of total area)	(2002)
Residential	47%
Commercial	12%
Industrial	12%
Other (churches, schools, parks)	20%
Vacant land	6%
Undetermined	3%

PORTLAND



-  Land Bank Parcels
-  Other Vacant Lots



PORTLAND



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



LOJIC

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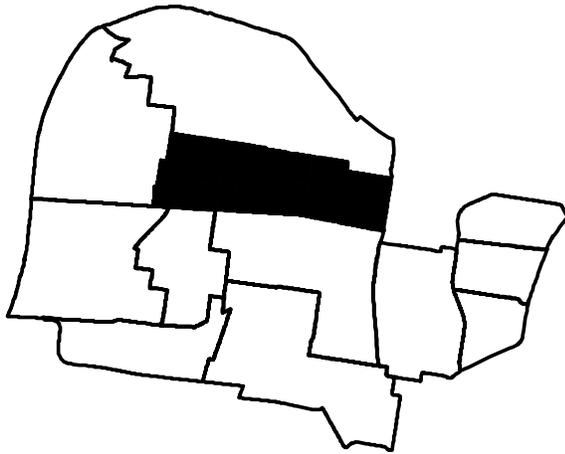
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Russell

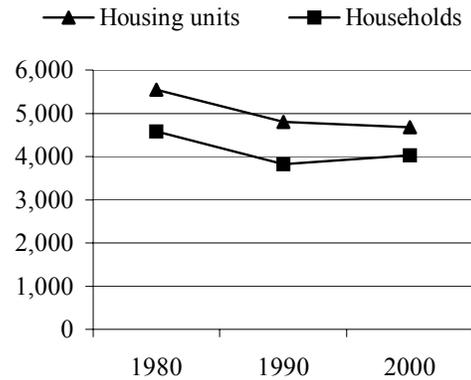
Key Findings

- ▶ *Russell has the second highest unemployment level (21.0%) and the third highest poverty rate (54.7%), K-TAP participation rate (11.1%), median household income (\$13,097), and percentage of single-parent families (55.6%)*
- ▶ *Has the second highest percentages of dilapidated residential buildings (3.2%) and of subsidized units (46.9%)*
- ▶ *Has over 45% of the Low Income Housing Tax Credit units in the Study Area*

Russell

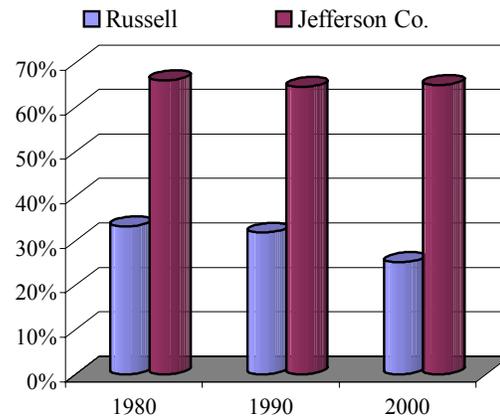


Housing Units and Households

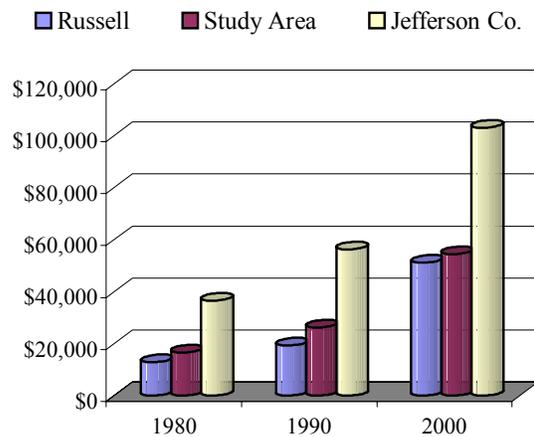


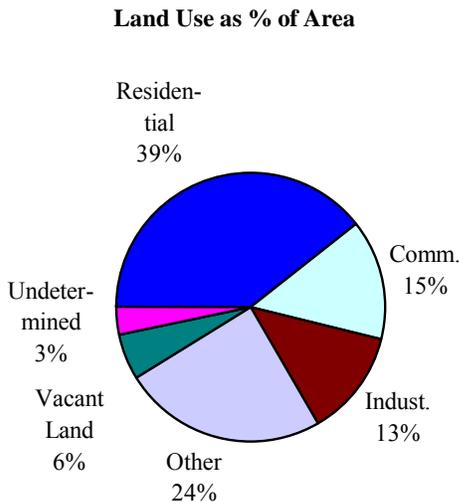
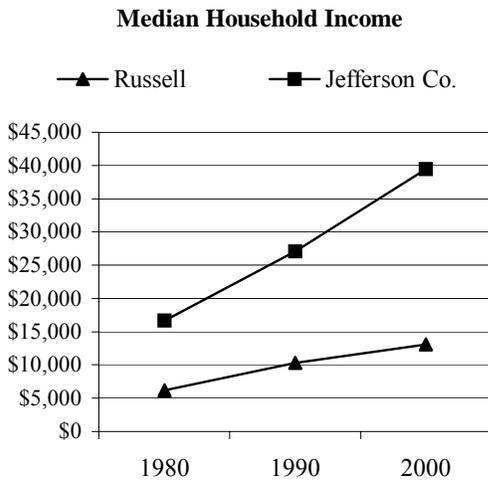
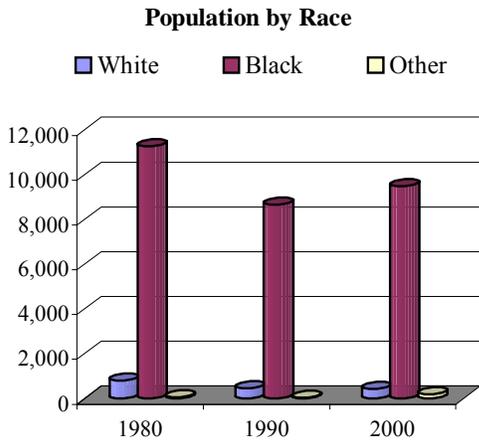
HOUSING	1980	1990	2000
Total housing units	5,547	4,801	4,678
Change from previous census		-13.4%	-2.6%
Vacancy rate	15.5%	20.3%	13.8%
Owner occupied housing			
Overall homeownership rate	33.2%	31.8%	25.1%
White householder ownership rate	na	43.5%	37.1%
Black householder ownership rate	na	31.2%	24.5%
Type of unit			
Single-family units	55.3%	42.9%	42.9%
Multi-family units	44.7%	56.0%	56.8%
Housing condition			
Lacking complete plumbing facilities	2.9%	1.8%	1.1%
Lacking complete kitchen	4.7%	5.6%	2.2%
Lacking telephone (occupied units)	16.5%	22.3%	11.0%
Crowded (1.01+ persons per room)	8.8%	5.7%	5.2%
Rents and values			
Median gross rent (\$)	126	260	351
Median value of homes (\$)	12,883	19,304	51,086
Exterior condition of residential buildings			(2002)
No need for repairs			64.2%
Needs minor repairs			23.2%
Needs major repairs			7.8%
Dilapidated, not safely habitable			3.2%
Undetermined			1.4%
Vacant residential buildings			(2002)
Number identified as vacant through survey			131
Subsidized units			(2002)
Section 8			1416
Public Housing			777
Low-Income Housing Tax Credit			1140

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	12,156	9,337	10,131
Change from previous census		-23.2%	8.5%
As percentage of total			
White (in 2000, white alone)	6.6%	5.1%	4.3%
Black (in 2000, black alone)	92.8%	94.4%	93.6%
Hispanic	0.8%	0.1%	0.5%
Dissimilarity index	77.2%	77.6%	76.0%
Households	4,584	3,824	4,034
Family households	60.6%	57.8%	61.2%
Family households that are			
Married, w/own children 0-17	16.0%	10.5%	9.0%
Unmarried male, w/own children 0-17	0.8%	1.9%	4.2%
Unmarried female, w/own children 0-17	38.7%	44.6%	51.4%

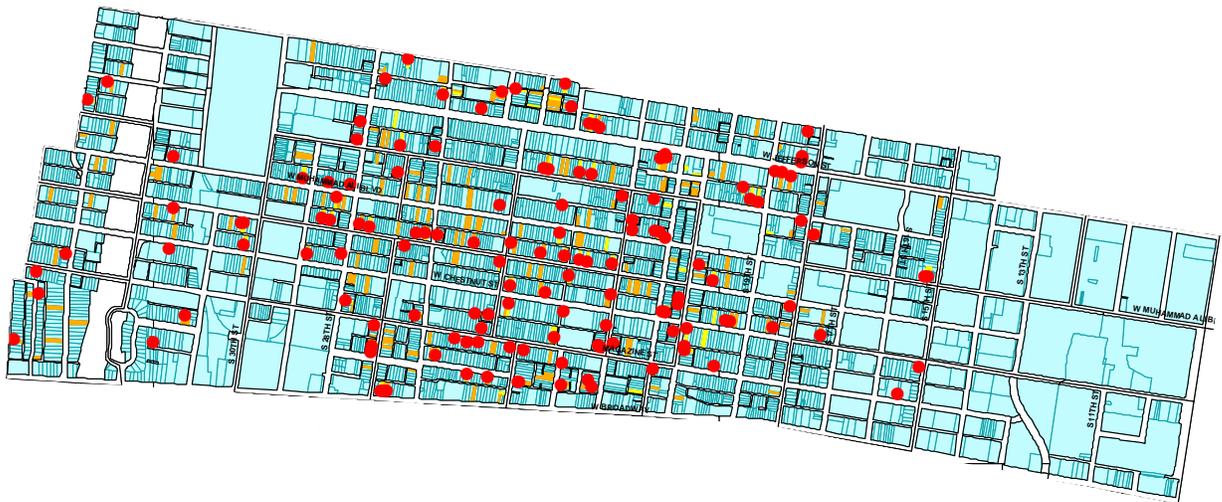
INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	6,223	10,275	13,097
Real dollars (in 1999 values)	13,436	13,537	13,097
Families			
Nominal dollars	7,841	13,849	14,775
Real dollars (in 1999 values)	16,929	18,245	14,775
Poverty rates			
Persons below poverty	48.6%	54.2%	54.7%
Children in poverty	57.8%	71.8%	68.6%
Unemployment rate	22.5%	21.3%	21.0%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		422	378
Single parent families		421	377
Total persons receiving benefits		1,237	1,123
Total children receiving benefits		816	743
Children under 5 receiving benefits		329	342

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	139
Land use (as percent of total area)	(2002)
Residential	39%
Commercial	15%
Industrial	13%
Other (churches, schools, parks)	24%
Vacant land	6%
Undetermined	3%

RUSSELL



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



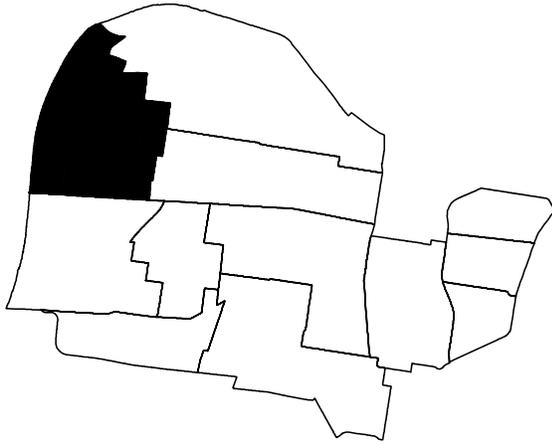
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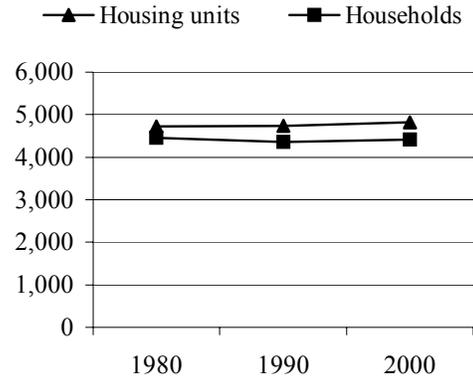
Shawnee

- Key Findings***
- ▶ *Has the lowest percentage of single-parent families (27.0%)*
 - ▶ *Has the highest median household income (\$26,800) and lowest poverty rate (23.5%)*
 - ▶ *Has the lowest percentage of abandoned dilapidated residential buildings (0.3%), and the second lowest percentage of buildings needing major rehabilitation (2.9%)*
 - ▶ *Has the third highest median house value (\$61,600)*

Shawnee

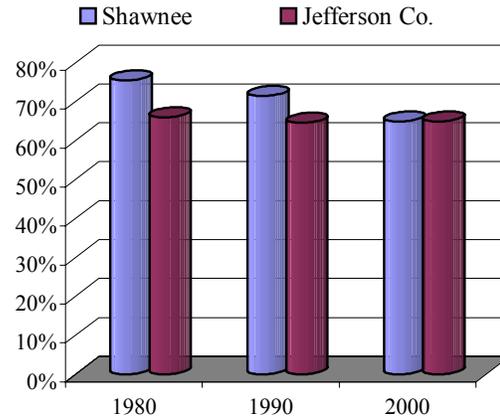


Housing Units and Households

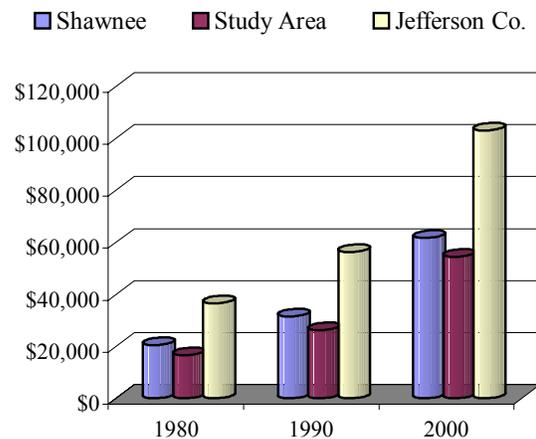


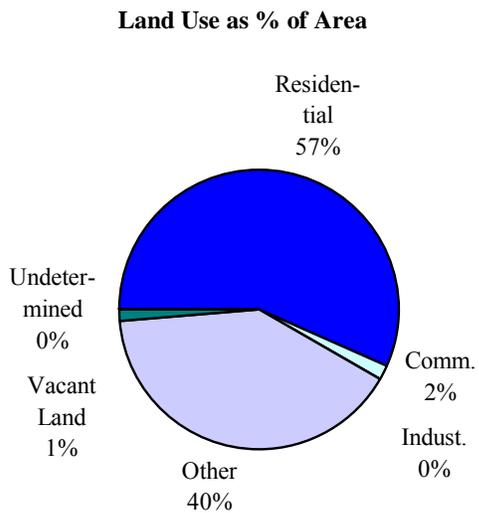
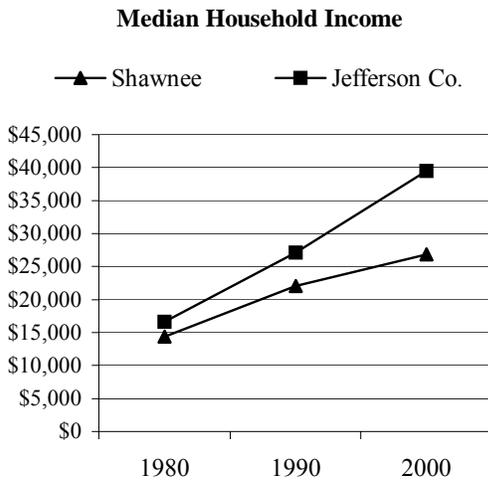
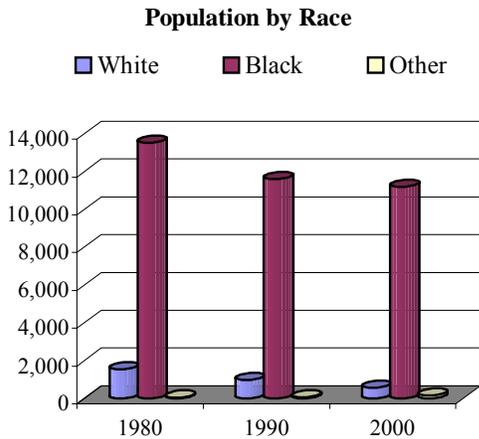
HOUSING	1980	1990	2000
Total housing units	4,720	4,742	4,827
Change from previous census		0.5%	1.8%
Vacancy rate	6.4%	7.6%	8.6%
Owner occupied housing			
Overall homeownership rate	75.4%	71.4%	64.9%
White householder ownership rate	na	91.8%	80.8%
Black householder ownership rate	na	69.6%	64.0%
Type of unit			
Single-family units	78.1%	79.1%	80.5%
Multi-family units	21.9%	20.4%	19.5%
Housing condition			
Lacking complete plumbing facilities	0.7%	0.5%	1.0%
Lacking complete kitchen	2.3%	1.4%	1.2%
Lacking telephone (occupied units)	6.6%	7.3%	4.3%
Crowded (1.01+ persons per room)	8.5%	4.7%	2.7%
Rents and values			
Median gross rent (\$)	198	326	475
Median value of homes (\$)	20,571	31,553	61,611
Exterior condition of residential buildings			(2002)
No need for repairs			77.7%
Needs minor repairs			18.1%
Needs major repairs			2.9%
Dilapidated, not safely habitable			0.3%
Undetermined			1.0%
Vacant residential buildings			(2002)
Number identified as vacant through survey			71
Subsidized units			(2002)
Section 8			655
Public Housing			7
Low-Income Housing Tax Credit			65

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	15,136	12,708	11,946
Change from previous census		-16.0%	-6.0%
As percentage of total			
White (in 2000, white alone)	10.3%	7.8%	4.8%
Black (in 2000, black alone)	89.4%	91.7%	93.8%
Hispanic	0.9%	0.7%	0.3%
Dissimilarity index	73.5%	75.0%	75.6%
Households	4,461	4,359	4,410
Family households	79.6%	74.2%	70.0%
Family households that are			
Married, w/own children 0-17	30.3%	19.5%	14.7%
Unmarried male, w/own children 0-17	3.3%	2.7%	3.0%
Unmarried female, w/own children 0-17	22.9%	18.5%	24.0%
INCOME, POVERTY, and PUBLIC ASSISTANCE			
Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	14,407	22,031	26,840
Real dollars (in 1999 values)	31,105	29,024	26,840
Families			
Nominal dollars	16,355	26,226	33,223
Real dollars (in 1999 values)	35,311	34,551	33,223
Poverty rates			
Persons below poverty	17.8%	19.4%	23.5%
Children in poverty	23.5%	29.7%	35.8%
Unemployment rate	15.7%	13.6%	11.3%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		406	201
Single parent families		404	200
Total persons receiving benefits		1,169	588
Total children receiving benefits		777	386
Children under 5 receiving benefits		342	158
NEIGHBORHOOD CHARACTERISTICS			
Crime rate			(1997-99)
Avg. annual offense per 1,000 people			96
Land use (as percent of total area)			(2002)
Residential			57%
Commercial			2%
Industrial			0%
Other (churches, schools, parks)			40%
Vacant land			1%
Undetermined			0%

SHAWNEE



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



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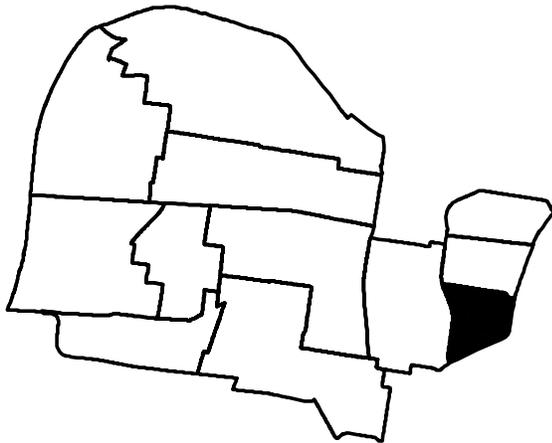
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Shelby Park

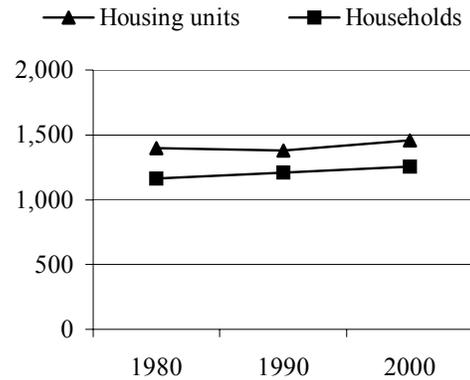
Key Findings

- ▶ *One of only two neighborhoods to experience a population increase and one of only three neighborhoods to have an increase in the number of housing units between 1980 and 2000*
- ▶ *Has the third highest unemployment rate (17.5%)*
- ▶ *Has the second lowest median house value (\$41,800)*
- ▶ *Has the second highest percentage of residential buildings needing major rehabilitation (14.6%)*

Shelby Park

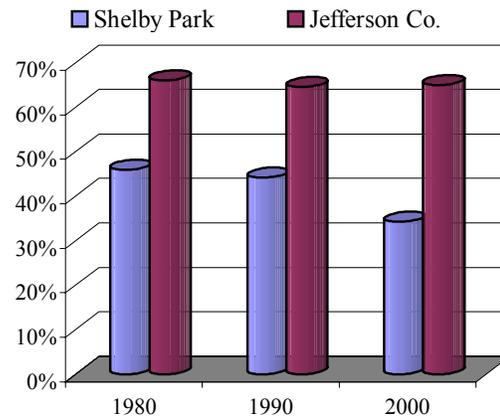


Housing Units and Households

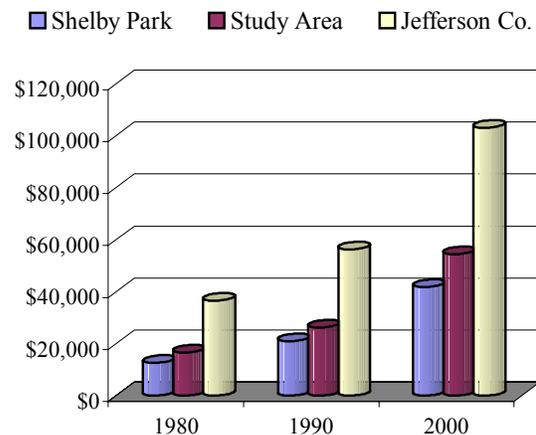


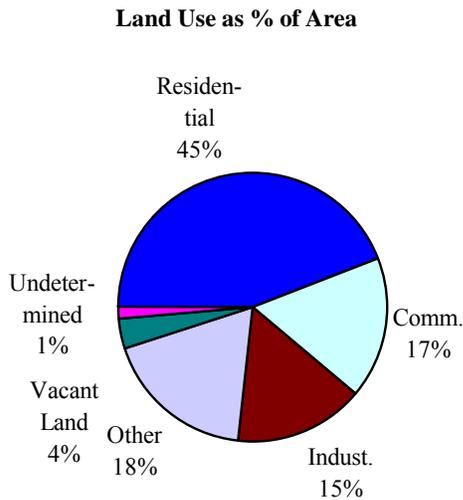
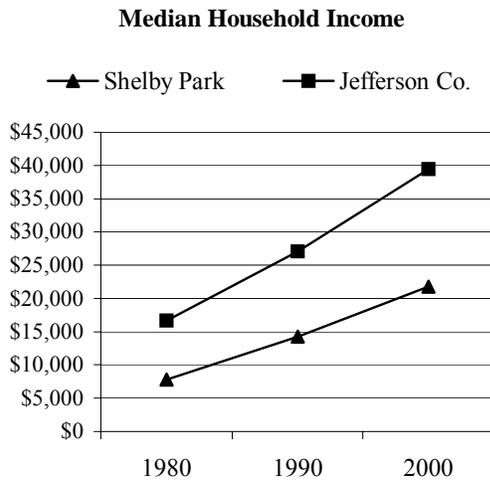
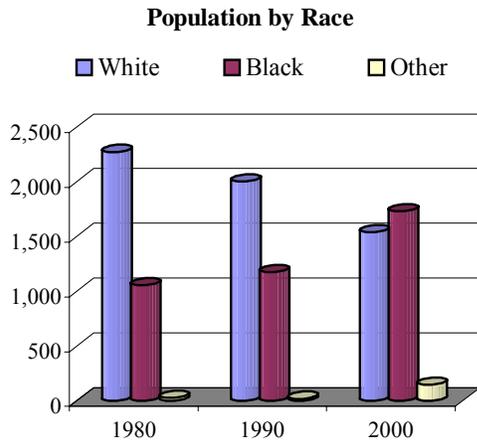
HOUSING	1980	1990	2000
Total housing units	1,399	1,380	1,456
Change from previous census		-1.4%	5.5%
Vacancy rate	13.1%	10.4%	13.7%
Owner occupied housing			
Overall homeownership rate	46.0%	44.2%	34.2%
White householder ownership rate	na	50.5%	45.5%
Black householder ownership rate	na	34.7%	23.2%
Type of unit			
Single-family units	58.7%	59.3%	56.6%
Multi-family units	41.3%	40.7%	42.8%
Housing condition			
Lacking complete plumbing facilities	1.2%	2.0%	2.5%
Lacking complete kitchen	3.2%	3.0%	1.4%
Lacking telephone (occupied units)	20.1%	15.1%	7.1%
Crowded (1.01+ persons per room)	7.8%	6.9%	8.4%
Rents and values			
Median gross rent (\$)	177	277	393
Median value of homes (\$)	12,626	21,000	41,806
Exterior condition of residential buildings			(2002)
No need for repairs			43.9%
Needs minor repairs			40.1%
Needs major repairs			14.6%
Dilapidated, not safely habitable			0.7%
Undetermined			0.7%
Vacant residential buildings			(2002)
Number identified as vacant through survey			1
Subsidized units			(2002)
Section 8			274
Public Housing			15
Low-Income Housing Tax Credit			55

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	3,348	3,256	3,411
Change from previous census		-2.7%	4.8%
As percentage of total			
White (in 2000, white alone)	67.8%	62.6%	45.1%
Black (in 2000, black alone)	31.5%	36.8%	50.6%
Hispanic	1.1%	0.8%	0.9%
Dissimilarity index	15.5%	19.8%	33.3%
Households	1,161	1,207	1,257
Family households	64.6%	61.1%	58.7%
Family households that are			
Married, w/own children 0-17	25.3%	19.8%	15.6%
Unmarried male, w/own children 0-17	2.8%	2.7%	4.3%
Unmarried female, w/own children 0-17	24.4%	25.9%	35.0%

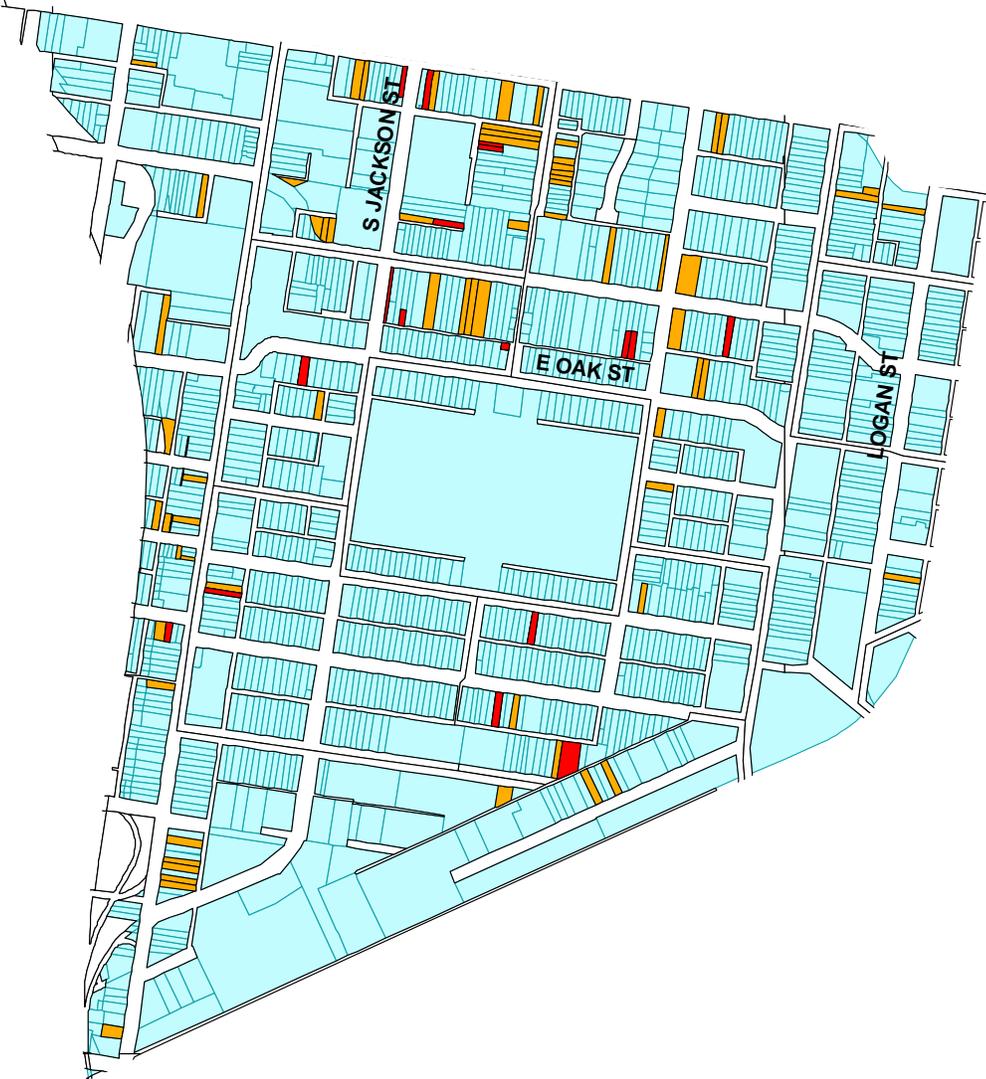
INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	7,796	14,270	21,746
Real dollars (in 1999 values)	16,831	18,800	21,746
Families			
Nominal dollars	9,647	16,948	24,986
Real dollars (in 1999 values)	20,829	22,328	24,986
Poverty rates			
Persons below poverty	32.2%	28.0%	37.5%
Children in poverty	38.9%	43.0%	40.1%
Unemployment rate	14.8%	10.6%	17.5%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		142	97
Single parent families		139	97
Total persons receiving benefits		454	298
Total children receiving benefits		308	200
Children under 5 receiving benefits		134	84

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	144
Land use (as percent of total area)	(2002)
Residential	44%
Commercial	17%
Industrial	15%
Other (churches, schools, parks)	18%
Vacant land	4%
Undetermined	1%

SHELBY PARK



-  Land Bank Parcels
-  Other Vacant Lots

SHELBY PARK



- Vacant Residential Buildings
- Need Major Repairs
- Dilapidated



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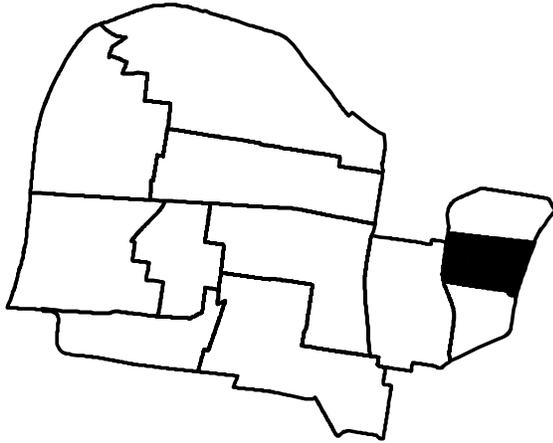
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Smoketown

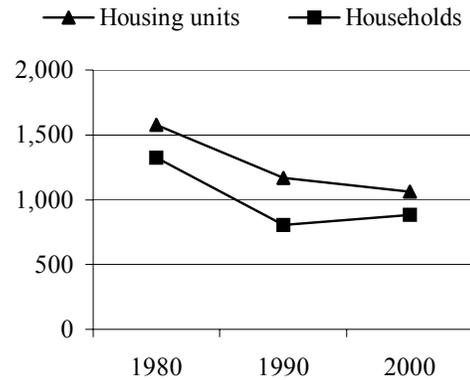
Key Findings

- ▶ *Although population dropped substantially (by 38.7%) between 1980 and 1990, this was partly due to the fact that the Shepherd Square Public Housing project was undergoing renovation at the time of the 1990 census; however, only part of this population loss was reversed between 1990 and 2000*
- ▶ *Smoketown experiences the highest unemployment rate (24.4%), K-TAP participation rate (19.0%), and crime rate (209 per 1,000 population)*
- ▶ *Has the second lowest median household income (\$12,900) and second highest poverty rate (55.3%)*
- ▶ *Has the highest percentages of abandoned dilapidated residential buildings (4.2%) and residential buildings needing major rehabilitation (15.0%)*
- ▶ *Has the second highest percentage loss of housing units between 1980 and 2000 (32.9%) and vacancy rate (16.5%)*
- ▶ *Has the highest rate of crowding (12.2%)*

Smoketown

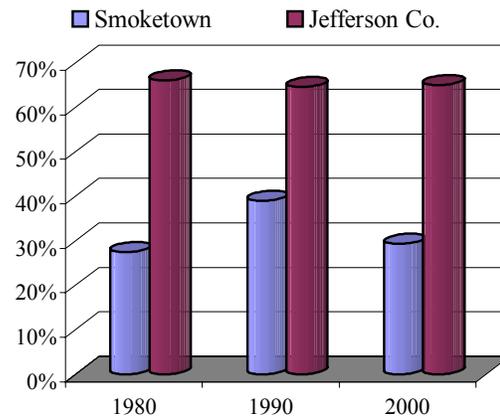


Housing Units and Households

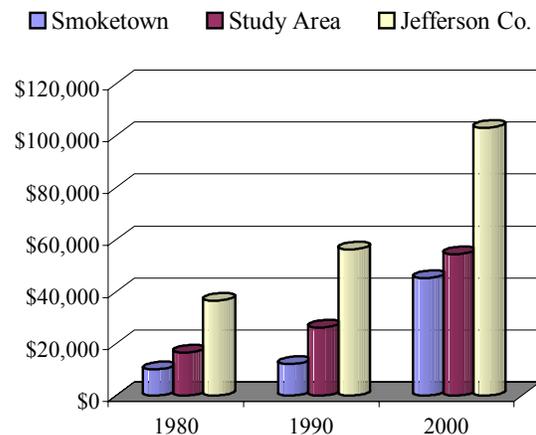


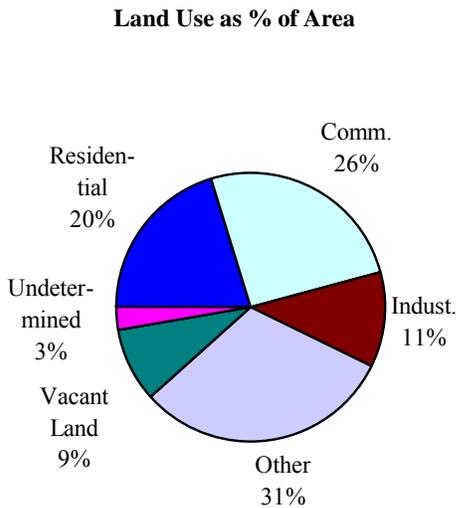
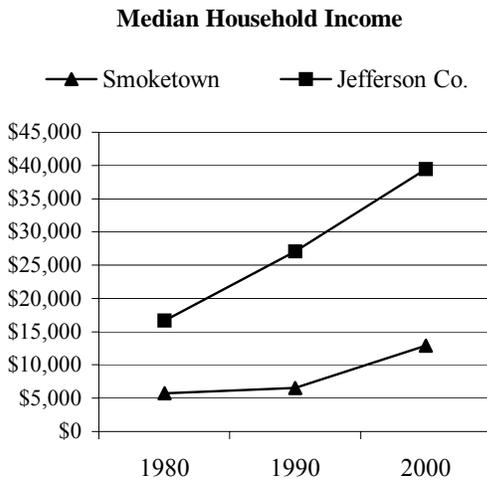
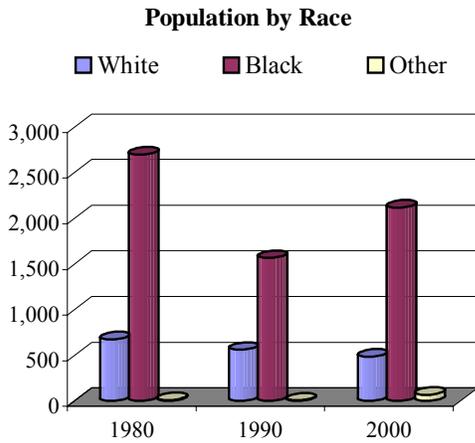
HOUSING	1980	1990	2000
Total housing units	1,579	1,166	1,060
Change from previous census		-26.2%	-9.1%
Vacancy rate	16.3%	35.0%	16.5%
Owner occupied housing			
Overall homeownership rate	27.5%	39.0%	29.3%
White householder ownership rate	na	47.1%	41.9%
Black householder ownership rate	na	37.2%	26.7%
Type of unit			
Single-family units	44.1%	40.5%	49.2%
Multi-family units	55.9%	51.9%	50.8%
Housing condition			
Lacking complete plumbing facilities	2.3%	0.0%	0.6%
Lacking complete kitchen	2.1%	2.6%	1.7%
Lacking telephone (occupied units)	19.8%	16.4%	21.7%
Crowded (1.01+ persons per room)	9.3%	9.4%	12.2%
Rents and values			
Median gross rent (\$)	105	201	213
Median value of homes (\$)	10,109	12,179	45,242
Exterior condition of residential buildings			(2002)
No need for repairs			40.8%
Needs minor repairs			38.9%
Needs major repairs			15.0%
Dilapidated, not safely habitable			4.2%
Undetermined			1.0%
Vacant residential buildings			(2002)
Number identified as vacant through survey			41
Subsidized units			(2002)
Section 8			93
Public Housing			335
Low-Income Housing Tax Credit			12

Homeownership Rates



Median Home Values





POPULATION	1980	1990	2000
Total population	3,381	2,071	2,670
Change from previous census		-38.7%	28.9%
As percentage of total			
White (in 2000, white alone)	19.9%	26.3%	18.2%
Black (in 2000, black alone)	79.7%	73.4%	79.3%
Hispanic	0.4%	0.0%	2.7%
Dissimilarity index	63.9%	56.4%	61.7%
Households	1,322	805	885
Family households	59.9%	66.8%	69.6%
Family households that are			
Married, w/own children 0-17	13.9%	8.7%	7.5%
Unmarried male, w/own children 0-17	0.6%	2.4%	3.2%
Unmarried female, w/own children 0-17	35.7%	42.6%	58.0%

INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income	(1979)	(1989)	(1999)
Households			
Nominal dollars	5,745	6,588	12,926
Real dollars (in 1999 values)	12,404	8,679	12,926
Families			
Nominal dollars	7,159	8,107	13,276
Real dollars (in 1999 values)	15,457	10,680	13,276
Poverty rates			
Persons below poverty	51.5%	59.2%	55.3%
Children in poverty	64.8%	82.9%	71.9%
Unemployment rate	24.4%	24.1%	24.4%
K-TAP (cash assistance cases)		(11/96)	(3/00)
Total families		249	168
Single parent families		247	168
Total persons receiving benefits		746	507
Total children receiving benefits		496	340
Children under 5 receiving benefits		219	160

NEIGHBORHOOD CHARACTERISTICS

Crime rate	(1997-99)
Avg. annual offense per 1,000 people	209
Land use (as percent of total area)	(2002)
Residential	20%
Commercial	26%
Industrial	11%
Other (churches, schools, parks)	31%
Vacant land	9%
Undetermined	3%

SMOKETOWN



-  Land Bank Parcels
-  Other Vacant Lots

SMOKETOWN



-  Vacant Residential Buildings
-  Need Major Repairs
-  Dilapidated

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Survey of Recent Home Buyers

- Key Findings**
- ▶ *Most recent home buyers are first-time buyers*
 - ▶ *The main reason for locating in western and central Louisville is low house prices*
 - ▶ *A large majority of recent home buyers believe that renovating existing homes should be a priority over building new ones*

Some 111 recent home buyers were interviewed in neighborhoods throughout the study area, excluding Old Louisville-Limerick. Of these, 40 respondents were in Shawnee or Chickasaw, 23 in Park DuValle, 25 in Portland, and the remaining 23 in the balance of the neighborhoods. Of the respondents, 69.4% were female, the average age was 38, and the average household size was 2.7 persons. Most respondents had at least some higher education, and the median household had an annual income between \$25,000 and \$35,000.

A majority (59.5%) of respondents were previously renters and most (55.9%) had moved in order to purchase a home. Most (63.1%) had previously lived in or near their current neighborhoods. The median purchase price was in the \$50,000 to \$75,000 range. All but seven respondents had mortgages, and the Federal Housing Administration or the Veterans Administration guaranteed most of the mortgages. About one-quarter received a government subsidy to help with the purchase and about one-third paid no down payment.

The most popular reason for choosing the home (and, by implication, the neighborhood) was a good price (67.5% of respondents), followed by “I like the area” (57.8%) and “Close to other family and friends” (53.0%). Similar patterns were found in all of the groups of neighborhoods except for Portland, where “Close to other family and friends” was the most popular choice (62.5% of respondents selected it). The least popular response, of the choices provided was “Wanted to live in a diverse or predominately African-American neighborhood” (19.3%). When asked what was the single most important reason for buying in their neighborhood, the most popular response across the entire sample was “Good price” (29.7%), followed by “I like the area” (24.3%) and “Close to other family and friends” (15.3%).

When asked about the characteristics of their neighborhoods, the typical respondent replied that his or her neighborhood was “Good” in most respects (see Ratings of Neighborhood Characteristics on page 83; note that the most popular response to each question is highlighted). A majority of residents thought that their neighborhood was “Excellent” or “Very good” with respect to “Convenience to work or school”, “Convenience to places of worship”, and “Sense of well-being”. However, a majority of respondents felt that their neighborhood was “Fair” or “Poor” with respect to “Places to shop for everyday needs”, “Types of shops and services”, and “Number of bars, restaurants, and clubs”.

With regard to hypothetical neighborhood improvements, the most popular response in all cases except “Video store” was “Very important” (see Relative Importance of Possible Neighborhood Improvements on page 83). The top priorities that emerge are “Crackdown on nuisance behavior” (85.6% rated this “Very important”), “More places to shop” (80.2%), “More youth activities/programs” (80.2%), “Grocery store” (76.6%), and “More convenient medical services” (75.7%).

Respondents were asked to respond to a series of paired alternatives to solicit their views about priorities for investing in neighborhood housing:

- 67.6% preferred rehabilitation of run-down, unoccupied houses rather than construction of new single-family homes on vacant lots;
- 63.1% preferred provision of financial assistance to fix up owner-occupied homes rather than rehabilitation of run-down, unoccupied homes;
- 73.9% preferred provision of financial assistance to fix up owner-occupied homes rather than construction of new single-family homes on vacant lots;
- 75.7% preferred construction of new single-family homes on vacant lots rather than construction of new multi-family homes on large tracts;
- 81.1% preferred provision of financial assistance to fix-up owner-occupied homes rather than construction of new multi-family homes on large tracts; and
- 66.7% preferred the rehabilitation of run-down, unoccupied houses rather than construction of new multi-family homes on large tracts.

These responses yield a clear set of priorities. The top priority for most recent home buyers is to provide assistance to fix up owner-occupied homes, followed by rehabilitation of run-down, vacant houses.

Ratings of Neighborhood Characteristics

Neighborhood characteristic	Excellent	Very good	Good	Fair	Poor	No answer
Overall condition and appearance	17.1%	9.9%	37.8%	30.6%	4.5%	0.0%
Safety	10.8%	16.2%	38.7%	25.2%	7.2%	1.8%
Street lighting	17.1%	12.6%	45.0%	16.2%	9.0%	0.0%
Handicapped accessibility	12.6%	9.9%	26.1%	21.6%	19.8%	9.9%
Affordability of housing	19.8%	22.5%	39.6%	12.6%	2.7%	2.7%
Convenience to work and/or school	25.2%	25.2%	36.0%	9.0%	2.7%	1.8%
Places to shop for everyday needs	3.6%	10.8%	26.1%	22.5%	36.9%	0.0%
Types of shops and services	0.9%	5.4%	23.4%	30.6%	38.7%	0.9%
Number of bars, restaurants, and clubs	2.7%	4.5%	28.8%	35.1%	25.2%	3.6%
Traffic and parking	11.7%	9.0%	40.5%	21.6%	17.1%	0.0%
Public transit service	20.7%	26.1%	41.4%	9.0%	1.8%	0.9%
Sense of community	14.4%	12.6%	36.0%	25.2%	9.0%	2.7%
Convenience to places of worship	31.5%	26.1%	36.0%	2.7%	1.8%	1.8%
Parks and open space	28.8%	22.5%	32.4%	9.0%	7.2%	0.0%
Public recreation facilities	18.9%	18.0%	30.6%	18.9%	11.7%	1.8%
Sense of well-being	24.3%	26.1%	37.8%	11.7%	0.0%	0.0%

Relative Importance of Possible Neighborhood Improvements

Improvement	Very important	Somewhat important	Not very important	Not at all important	No answer
More neighborhood involvement	54.1%	34.2%	7.2%	3.6%	0.9%
More visible police protection	68.5%	23.4%	5.4%	2.7%	0.0%
Better residential street lighting	71.2%	14.4%	9.9%	4.5%	0.0%
Regular residential street cleaning	66.7%	24.3%	9.0%	0.0%	0.0%
More plants and trees	45.0%	21.6%	22.5%	10.8%	0.0%
Better traffic and parking enforcement	51.4%	20.7%	18.9%	9.0%	0.0%
Permit parking for residents	42.3%	16.2%	24.3%	15.3%	1.8%
Off-street parking for residents	47.7%	18.0%	24.3%	9.0%	0.9%
More places to shop	80.2%	10.8%	8.1%	0.9%	0.0%
Grocery store	76.6%	9.0%	12.6%	1.8%	0.0%
Video store	27.0%	27.0%	30.6%	15.3%	0.0%
Pharmacy	68.5%	16.2%	9.0%	6.3%	0.0%
Public restrooms in business district	53.2%	17.1%	16.2%	11.7%	1.8%
Crackdown on nuisance behavior	85.6%	7.2%	2.7%	2.7%	1.8%
More choices for child care	52.3%	18.0%	9.9%	16.2%	3.6%
More youth activities/programs	80.2%	9.9%	4.5%	4.5%	0.9%
More senior activities/programs	72.1%	16.2%	4.5%	6.3%	0.9%
More convenient medical services	75.7%	16.2%	5.4%	2.7%	0.0%

Challenges for Community-Based Development

- Key Findings**
- ▶ *Existing community development organizations in the Study Area are typically small in scale, producing an average of three or so new homes annually*
 - ▶ *Most organizations tend to focus on new construction rather than rehabilitation due in part to the greater degree of uncertainty associated with the latter*
 - ▶ *The high risks and low margins associated with community-based development provide difficult challenges for small organizations with high rates of staff turnover*

The organizations that have led the revitalization of inner-city Louisville neighborhoods are typically small, non-profit, neighborhood- or church-based organizations. Most of these groups have been specially designated to administer federal funds to help lower the cost of new housing opportunity for qualified low and moderate income homebuyers.

The subject of this report is the capacity of these groups: current capacity, impediments to greater capacity and effectiveness, and possible strategies to increase capacity and, consequently, to increase production and the benefit to neighborhoods and to the public served.

Current Capacity

Of the ten organizations surveyed, the norm was an organization with one part-time staff person producing an average of three or so new homes annually (see the Non-Profit Organization Profiles on page 88). This relatively low level of production and capacity was attributable to a few key factors, most particularly including frequent staff turnover and the great difficulty of acquiring and preparing developable sites. In some instances, homes built by organizations have remained unsold for an exceedingly long period (six months to over a year), which has delayed production of additional homes and encumbered these organizations with significant carrying costs. Each organization has encountered unique problems, while assuming risks common to developers working in older, declining urban neighborhoods. Indeed, a purpose implicit to these organizations is to attempt development where market conditions have discouraged or prevented effective private enterprise. These non-profit organizations are reminded daily why private developers have long avoided their neighborhoods in favor of more profitable—and less risky—opportunities elsewhere.

Increasing Capacity

The effectiveness of any organization—and its corresponding ability to grow in size and capability—is directly influenced both by the environment in which that organization is operating, as well as the unique and inherent characteristics of the organization itself. Non-profit housing organizations operating in the target market are not exempt from this rule, and are more or less susceptible to these same types of factors and influences.

The capacity of non-profit neighborhood development organizations is affected by a set of key factors, some of which are implicit to the environment in which the organizations are operating. The other factors are internal, relating to the strengths and weaknesses inherent to each or all of the organizations surveyed. To build organizational capacity, these key external and internal factors must either be resolved or overcome so that the affected organizations may achieve a more optimal level of effectiveness.

Internal Weaknesses

The non-profit housing development organizations surveyed all tend to be neighborhood-focused, mission-based, and board-driven. Their individual purposes—whether motivated by faith or by philanthropy—are to provide affordable housing opportunities for low- and moderate-income households, and in so doing to help revitalize the neighborhoods in which they are building. Those organizations that are qualified Community Housing Development Organizations (CHDOs) have met certain criteria for designation set forth by the U.S. Department of Housing and Urban Development, the most important of which is substantial participation on the governing board by residents of the area served by the CHDO.

While the board of directors is responsible for articulating the purpose, goals and objectives of each organization, each group depends nonetheless upon professional staff to implement the organization's day-to-day housing development program. Local government agencies interviewed for this report cited staff turnover as the single most critical shortcoming of most of the groups with whom they work. While a volunteer board or board committee can provide substantial expertise to the development process, the more effective organizations are those that combine capable staff with volunteers into collaborative project teams. Where there is frequent turnover of staff, such project teams prove more difficult to sustain and, therefore, productivity is impeded.

We did not, for this report, conduct any survey of staff to determine the causes for this turnover. It is easy to conjecture, however, that poor compensation is very much at the root of the problem. At the same time, in the few instances where an organization has been a high performer, it is probably no coincidence that staff have been in place for five years or more and that board involvement is at a relatively high level. Surely in this case, at least, the capacity or performance level of the organization is tied directly to the relative stability of the organization.

In terms of factors external to the housing organizations, a few stand out. The support provided by local government to these organizations has oftentimes been criticized by housing advocates, and by the organizations themselves, during the past decade. Certainly, bureaucratic hang-ups have occasionally plagued the relationship between government and the non-profits, yet these frustrations have probably been blown out of proportion, seeming to be the single root cause of production difficulties spread among other numerous factors.

Clearly, the unavailability of developable sites within the target market has plagued all of the non-profit organizations operating within the area. In most cases, these organizations have depended upon the Land Bank Authority as the source of most of their building sites. As the inventory of these sites has been depleted, and as the "better" sites have been reclaimed for construction, the supply of sites useful to the non-profits has dwindled. Since developable sites are the most important input to a successful development, the scarcity of such sites presents a very significant threat to the viability of the development organizations serving the market area.

The other major external factor affecting the success and viability of the development organizations might be described as the bundle of risks associated with undertaking urban development projects.

Risk Factors

Small, emerging non-profit groups organized to develop housing in neighborhoods encounter a myriad of impediments to success. Some of these impediments are simply the result of lack of experience or expertise, while others are inherent to the community development process or to the neighborhoods in which the organizations are attempting to operate. Among these:

Financial risk. Managing costs in a development project is always a challenge, even for experienced developers. Many non-profits have chosen to focus on relatively simple projects—i.e., construction of new single-family homes—because the total construction costs for such projects are far more predictable, and therefore more manageable, than the cost of rehabilitation or of other more complex development projects. Even with a focus on new construction of single-family homes, a few of the organizations surveyed for this report have encountered serious and debilitating financial problems as the result of inadequate management of development costs.

Organizational focus. Some housing development groups have found themselves uncertain or ambivalent about their calling or mission, a status that has sometimes been the cumulative effect of the day-to-day tribulations of housing development. At other times, however, uncertainty about the organization's purpose has itself been the cause of weak performance and low productivity. Notably, one organization surveyed could not decide whether its mission was to build affordable housing, or to promote neighborhood revitalization. Among a host of factors, lack of certainty about its fundamental mission ultimately led to the organization's demise.

Marketing risk. Although there has generally been a reliable stream of buyers for the affordable products typically offered by non-profit housing organizations, some developers have been encumbered with unsold products for months or—on rare occasions—a year or more. The local government's principal non-profit housing program requires that all houses built in a particular phase be sold before the developing organization may begin another phase. Consequently, inability to sell a single home can stall an organization's development program indefinitely.

Site assembly. Developers cannot do business without land. Non-profit developers have come to depend almost entirely upon the Land Bank Authority as their source of building lots within inner city neighborhoods. While the Land Bank has long been a source of inexpensive, buildable lots, in recent years its supply has diminished while the demand for land among both non-profit and for-profit developers has increased.

In addition, urban sites can frequently be encumbered with both legal and physical problems, such as cloudy titles or environmental hazards. While the Land Bank, by virtue of its public powers, can clear a parcel of outstanding liens and legal encumbrances, when a non-profit attempts to acquire a targeted site privately then the organization must pay market prices, have a willing seller, and hope for clear title and clean land. Such parcels are truly a rare commodity, particularly within urban neighborhoods where existing lots have been in use and in a chain of title for well over 100 years.

Non-Profit Organization Profiles

St. Stephens Development Corporation (STEDCO) [affiliated with St. Stephen's Baptist Church]. *California neighborhood*. Single-family, new construction. Recently completed second phase of five homes. A new executive director. Potential competition with the Housing Partnership, although there are sufficient Land Bank lots available in the neighborhood to accommodate both developers.

Neighborhood Development Corporation. *Citywide, with recent focus in Portland and Russell*. Single-family homeownership, multi-family, specialized housing (i.e. assisted living), multi-family rehabilitation. Some difficulties recently, owing to an experimental manufactured housing venture in Portland that proved less efficient and cost-effective than hoped.

The Housing Partnership. *California neighborhood*. Single-family, new construction. Homeownership and lease-purchase. Fourteen lots, six built; eight remaining. High-performing, capably staffed, strong board involvement.

Canaan Community Development Corporation. *Russell*. Single-family, new construction. Completed two project phases with five homes each. Last home sold in May 2002. Preparing to begin a new phase, via interim executive director, although the corporation has not yet requested any specific lots.

Metro Housing Resource Council [formerly Neighborhood Housing Services]. *Parkland area*. Single-family new construction, homeowner rehabilitation. New executive director. Seven new houses built since 1997; their last house is finally under contract to a buyer. Low production rate affected by various factors, such as bad locations, dilapidated surroundings, poor marketing, other priorities for the organization.

Louisville Central Development Corporation (LCDC) [an affiliate of Louisville Central Community Center]. *Russell*. Single-family homeownership. Beginning third phase of five; two previous phases—ten total—already completed, with one left to sell. Effective development and sales staff, although City is generally concerned that the increasing sales price per unit—now in the range of \$90,000—is pricing low- and moderate-income households out of the market.

Louisville Economic Opportunity (LEO) Corporation. *South Louisville*. Single-family home ownership. Dormant, due to unavailability of building sites, production difficulties and lack of adequate staff.

Shelby Park Neighborhood Association/Community Housing Development Organization (SPNA/ CHDO). *Smoketown*. Single-family homeownership. Beginning a third phase of three houses, following two previous phases producing ten homes. Planning for an additional phase of three. Plagued somewhat by staff turnover, but strong volunteer leadership has prevailed.

Covenant Housing Fund. *Paristowne Point, Smoketown*. Single-family homeownership. Three homes in development, one other recently sold. No current staff, but strong volunteer leadership is working to restore the organization following major financial losses suffered under previous staff.

Louisville East Community Development Corporation. *Eastern suburbs, Clifton and Clifton Heights neighborhoods*. Single-family homeownership, rental rehabilitation. Currently developing the former Benjamin Franklin Elementary School in Clifton into apartments for low-income elderly; their first such project, after ten years producing affordable single-family homes in the eastern suburbs. High-performing, capably staffed, strong board involvement.

Strategies for Reinvestment

- Key Findings**
- ▶ *Reinvestment efforts should focus on two clusters of neighborhoods, centered on Smoketown to the east and California to the west*
 - ▶ *Reinvestment should also focus on filling gaps in funding programs for repair and rehabilitation of owner-occupied homes and abandoned dilapidated houses*
 - ▶ *A more aggressive approach to condemnation of abandoned dilapidated houses should be undertaken*
 - ▶ *To build capacity among community development organizations, we recommend: (1) a technical assistance program, possibly based in one of the larger non-profit development organizations; and (2) a training program for the boards and staff of the target organizations*

Focus on Neighborhoods and Housing Problems Needing the Most Assistance

One clear implication of our analysis of the housing and demographic indicators listed in the neighborhood profiles is that reinvestment should be targeted into two clusters of neighborhoods. Each of these clusters has, as its centerpiece, one of the two neediest neighborhoods. One cluster centered on Smoketown would also include Phoenix Hill to the north and Shelby Park to the south. The cluster centered on California includes Russell to the north, Parkland to the west, and Algonquin-Park Hill to the south. The “Smoketown Cluster” would be affected substantially by the Clarksdale project HOPE VI project, if that proceeds. Direction of additional funds to the Smoketown Cluster could help to ensure that the HOPE VI project is successful. Further reinvestment in the “California Cluster” could build upon that area’s success with Low Income Housing Tax Credit (LIHTC) units in Russell.

A second clear implication of this analysis is that there should be a focus on helping owner-occupants to fix up their homes. A further priority is to rehabilitate abandoned dilapidated houses. These priorities were favored by a large majority of respondents to our survey of recent home buyers. It is not surprising that rehabilitation, particularly of owner-occupied houses, has been identified as a priority. This is a housing problem where there is considerable need, but relatively little resources. The programs that are available tend to focus on other housing needs or to be inadequately funded:

- The LIHTC program tends to focus on new construction and cannot be used to develop owner-occupied units (except on a relatively long-term lease-to-purchase arrangement).
- Historic preservation tax credits can be used to subsidize the renovation of income-producing historic district properties, such as in most of Old Louisville-Limerick and parts of Phoenix Hill, Smoketown, Russell, Parkland, and Portland. But they cannot be used for owner-occupied properties.
- Community Development Block Grant (CDBG) and HOME program funds can be used to renovate owner-occupied units. Indeed, in calendar year 2000, the City of Louisville devoted about \$2 million of its \$5.6 million in CDBG and HOME funds to home repairs, rehabilitation, winterization, and roof repairs that benefited owner-occupants. Jefferson County spent a similar amount during fiscal year 2000. However, based on our windshield

survey of exterior conditions alone, we estimate that some 3,400 housing units (both owner-occupied and rental) in the Study Area are dilapidated and uninhabitable or require major repairs or rehabilitation. The number would undoubtedly be greater if we were able to inspect the interiors of houses and assess the quality of plumbing, electrical, and heating systems, kitchens and bathrooms, and so forth. If the average cost to rehabilitate each of the 3,400 units were only \$10,000, then the total cost would be over \$34 million. If it were as much as \$40,000 per unit, then the total cost would be over \$137 million. No matter how the cost is estimated, it is clear that CDBG and HOME funds are inadequate.

- Another source of funding for owner-occupied homes is HUD's 203k rehabilitation program. This program provides financing to rehabilitate a home based on the amount the home is likely to be worth after renovation. One problem with this program is that market values in many of the neighborhoods in the Study Area are not adequate to justify the cost of rehabilitation. Consequently, this program often needs to be combined with HOME or CDBG funds to make a project work from a financial point of view. As of early 2001, there were only 186 203k units in the entire state of Kentucky.

Consequently, we recommend that additional funds be targeted to supplement the HOME and CDBG funded programs that have benefited owner-occupiers as well as investors seeking to rehabilitate abandoned dilapidated houses. The focus on the owner-occupied housing stock will help to retain existing homeowners and attract new ones. Increasing homeownership rates in the target neighborhoods should be a key objective toward the goal of revitalization.

Finally, the fact that some 1% of all residential buildings in the Study Area are abandoned and dilapidated suggests to us that a more aggressive approach to condemnation of such buildings would be desirable.

Risk Management for Community Housing Development Organizations

Managing risks entails great deliberation by each of the development organizations, a process that can prove slow, tedious, and very time-consuming. Even if the primary effect is just to slow the rate of development, the results are nonetheless a reduction of total output and an increase in cost—both in terms of volunteer and paid person-hours—per unit produced.

One method, therefore, of increasing productivity among non-profits is the provision of targeted technical assistance to the development organizations, where assistance is lent to the non-profits both by public agencies and by other “intermediary” agencies. In a sense, such technical assistance is akin to loaning professional staff to the non-profit endeavor, where the cost of the assistance is borne by the providing agency. Therefore, the total cost per project to the development organization does not reflect the cost of the technical assistance, which in a strictly private market project would otherwise be included as consulting costs. Because the gross profit margin for the projects typically undertaken by the subject non-profits is relatively small and must cover all the organization's development costs and contingencies, these projects would likely be altogether infeasible if the legal, planning, and development assistance provided by outside agencies were additional direct costs to the project.

The additional benefit of this technical assistance “model” for neighborhood development is that control of the project rests in the non-profit development organization, and the outside agencies are lending only the assistance appropriate to the endeavor. Promoting and respecting neighborhood control of the development process is the rule implicit to the 1989 federal legislation that established CHDOs, and serves as the standard of any capacity-building approach or model.

While increasing the organization's ability to lead and manage increasingly complex neighborhood development projects, the acquisition of appropriate technical assistance—whether loaned or purchased—does not otherwise increase the *owned, on-site* capacity of the non-profit. However, technical assistance, just as outside contractual labor, is much more flexible and scalable than staff-based capacity, so that when the organization's production is slowed by other factors, operating budgets are not encumbered by underutilized capacity.

For this reason, in cases where the average annual output of a non-profit development organization is sufficient only to support a relatively small core professional staff, the technical assistance model is probably most useful and applicable. Only when the organization's revenues and production volume are sufficient should the organization consider bringing specialized skills into the organization itself. Even then, if the organization is choosing between making (or developing internally) the requisite skills, versus buying (or hiring externally) the same skills, the choice should be based upon measures such as total cost per unit, total output, and net income, rather than the simple appearance (or illusion) of "building capacity".

The effectiveness of this technical assistance model, however, is predicated upon two key factors:

- the availability within the market area of appropriate and affordable assistance; and
- effective organizational leadership and management of the development team—including internal staff and stakeholders and external consultants and technical assistance providers.

While technical assistance is available and has been provided by a number of non-profit agencies and by local government, such service may be otherwise tangential to the core missions and functions of these agencies. It is also possible that the fractionalization of these various capabilities among several separate agencies has led to a correspondingly disjointed or fractionalized approach, with the outcome being somewhat less than would be the case if the set of loaned or acquired development services were more focused and coordinated.

Based in this premise, an alternative approach to the technical assistance model might be to identify and sponsor a single development organization possessing a full complement of development capabilities to serve as an incubator or strategic partner with smaller neighborhood-based development organizations. A possible downside risk to this model could be loss of control by the neighborhood-based organization, where the neighborhood organization might ultimately devolve into a mere figurehead validating the development organization's program and agenda. Assuming that neighborhood control is paramount, while assuming that a single development partner could increase significantly the effectiveness of the host neighborhood organization, the question remaining is how to maintain *bona fide* neighborhood control in an evolving development partnership.

Organizational Development and Strategic Planning

To maintain such control, the sponsoring organization needs to possess a coherent understanding of its mission, general purposes, goals, and strategies. A golden rule for all mission-based, non-profit organizations is that those who possess both a clear sense of purpose and sound strategies for accomplishing that purpose are the organizations most likely to succeed. Consequently, our foremost recommendation for building the capacity of the neighborhood development organizations serving the Study Area is to focus upon the state of each organization's strategic thinking; that is:

- What do they want to accomplish, and why?
- Who will be the individual beneficiaries of their developments?

- How will the neighborhood, and then the larger community, benefit from their endeavors?
- What professional skills does the organization need to acquire (whether by hire or through consultants) to accomplish each individual project? What will be the total development costs, and likely sources of finance?

These and other questions could best be addressed by conducting intensive, and extensive, board training and development, so that the governing bodies of each of the target non-profits become more capable of conducting an effective neighborhood development program. Such organizational development can be accomplished through a combination of methods, including workshop training through local organizations such as the Center for Non-Profit Excellence; through community development training conducted either locally by the University of Louisville or through one of several non-profit community development intermediary agencies; and through strategic planning and other types of direct technical assistance provided by a similar host of local agencies. Nationally, the Neighborhood Reinvestment Corporation conducts a quarterly training institute for just this set of purposes.

In parallel with work to focus the mission and to increase the operating effectiveness of these volunteer-based development organizations, an organization such as The Housing Partnership could work in collaboration with these organizations to analyze the market data generated for LNI's target neighborhoods by the University of Louisville. This data could serve an instrumental purpose in helping to plan the types of building products and strategies best suited to the needs of each organization.

Otherwise, we strongly advise that the first strategy for building the capacity of the neighborhood development organizations serving the target neighborhoods be an intense focus on organizational development. Only then will each organization be more capable of planning and executing effective housing and community development strategies on behalf of their "home" neighborhoods. As is the case for other areas of endeavor, education increases capability, which then increases overall productivity and effectiveness.

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Appendix

Glossary and Sources for Profiles and Maps

HOUSING

Total housing units: From US Census Bureau, Summary Tape File 1 (1980 and 1990) and Summary File 1 (2000).

Owner occupied housing: From US Census Bureau, Summary Tape File 1 (1980 and 1990) and Summary File 1 (2000).

Type of unit: From US Census Bureau, Summary Tape File 3 (1980 and 1990) and Summary File 3 (2000).

Housing condition: From US Census Bureau, Summary Tape File 3 (1980 and 1990) and Summary File 3 (2000).

- Lacking complete plumbing facilities: The 1980 Census defined complete plumbing as hot and cold piped water, a bathtub or shower, and a flush toilet for the exclusive use of a household. For 1990 and 2000 the “exclusive use” requirement was dropped. The Census Bureau estimates that about 25% of the 1980 households reported as “lacking complete plumbing” had complete plumbing in their unit, but the facilities were also used by members of another household.
- Lacking complete kitchen: The Census Bureau defines a complete kitchen to include: an installed sink and piped water; a range, cook top, and convection or microwave oven, or cook stove; and a refrigerator. The 1980 data were reported for year-round units, the 1990 and 2000 data were reported for all housing units.
- Lacking telephone: In 1980 and 1990, the Census Bureau asked if a working telephone was in the unit. Because of the use of wireless telephones, in 2000 the Census Bureau asked whether there was telephone service available, from which calls could be received and placed.
- Crowded: Refers to units with 1.01 or more persons per room, with rooms defined to include all rooms used for living purposes, including bedrooms, living rooms, dining rooms, kitchens, recreation rooms, permanently enclosed porches suitable for year-round use, and other finished rooms. Bathrooms, laundry rooms, utility rooms, and pantries are not counted as rooms.

Rents and values: From US Census Bureau, Summary Tape File 3 (1980 and 1990) and Summary File 3 for (2000).

- Median gross rent: Gross rents include utilities. The median for each neighborhood is estimated from a weighted average of the medians obtained by multiplying the median gross rent for each block group within a neighborhood by the number of rental units in that block group, and then summing the aggregate rents for the block groups and dividing by the total number of rental units in the neighborhood.
- Median value of homes: These are the homeowners’ assessments of the values of their own homes. The universe consists of owner-occupied, non-condominium units (this is because the 1980 Census excluded condominiums and we wanted to make the numbers comparable across years). The median for each neighborhood is estimated from a weighted average of

the medians obtained by multiplying the median value for each block group within a neighborhood by the number of owner-occupied units in that block group, and then summing the aggregate values for the block groups and dividing by the total number of owner-occupied units in the neighborhood. Note that these medians do not represent a true index of house prices in each neighborhood, because the characteristics of the houses do not remain constant over time. For example, low median values in 1980 may have included relatively poor quality units that subsequently have been demolished, while the values for 2000 will include relatively new, higher quality units constructed since 1980.

Exterior condition of residential buildings: Based on a windshield survey by Urban Studies Institute staff during Fall 2002. Evaluations were based solely on what could be seen from the street or sidewalk using the following criteria:

- No need for repairs: Overall condition need not be perfect and might require routine cleaning and maintenance; paint may require some routine maintenance; a cracked window is permissible, but no missing panes or windows; *and* gutters should appear to function properly
- Needs minor repairs: Large areas of peeling or missing paint with large amounts of bare wood; gutters are falling off or missing, rusted out, filled with debris and not functioning; *or* minor damage to windows, eaves, sashes, siding, or door trim.
- Needs major repairs: Overall shows considerable neglect; roof has holes, missing shingles, or sags badly; there are holes in walls or missing pieces of siding; windows are missing panes and may be repaired with boards or plastic sheeting; the foundation is crumbling, missing blocks or pieces, leans noticeably, or has large cracks indicating shifting; the structure leans, sags, or appears not to be solid; fireplaces appear to be damaged beyond use, missing large chunks or many bricks, and an apparent safety hazard; *or* there is significant damage from storms, trees, etc.
- Dilapidated, not safely habitable: Abandoned and in complete disrepair; if only a foundation or rubble remained, then the lot was classified as vacant.

Vacant residential buildings: Based on a windshield survey by Urban Studies Institute staff during Fall 2002.

Subsidized units: Section 8 data obtained from the Housing Authority of Louisville, Housing Authority of Jefferson County, and the U.S. Department of Housing and Urban Development, Kentucky Office. These data include all tenant- and project-based Section 8 units in Jefferson County as of mid-2002. The Public Housing data were obtained from the Housing Authority of Louisville and includes both projects and scattered-site units as of mid-2002. The Low-Income Housing Tax Credit data were obtained from the Kentucky Housing Corporation, and include all active units as of mid-2002.

POPULATION

Total population: From US Census Bureau, Summary Tape File 1 (1980 and 1990) and Summary File 1 (2000).

Dissimilarity index: This applies only to the white and black population, and uses the racial composition of Jefferson County as the basis for comparison. The index refers to the percentage of the population of a neighborhood that would have to move to another part of the County and be replaced by members of the other race in order to make the racial distribution within a neighborhood the same as that for the county. For example, if the county distribution is 15% black

and 85% white, but the distribution within a particular neighborhood is 25% black and 75% white, the index would be equal to 10%, because 10% of the population (all black in this example) would have to move to another part of the county and be replaced by members of the other (white) category in order for the distribution to be the same as that for the County as a whole. An index of 0% means that the neighborhood distribution is the same as for the county as a whole. The index does not take into account the distribution of groups other than white or black.

Households: From US Census Bureau, Summary Tape File 1 (1980 and 1990) and Summary File 1 (2000). A household consists of all of the persons living in a particular dwelling unit, while a family consists of individuals who are related to each other. Households may consist of an individual or a family or some combination of individuals and families.

INCOME, POVERTY, and PUBLIC ASSISTANCE

Median income: From US Census Bureau, Summary Tape File 3 (1980 and 1990) and Summary File 3 (2000). For neighborhoods, this is a weighted average of medians obtained by multiplying the median household or family income for each census block group within a neighborhood by the number of households or families in that block group, and then summing the aggregate median incomes for the block groups and dividing by the total number of households or families in the neighborhood. The nominal dollar amounts are not adjusted for inflation, while the real dollar amounts are adjusted by the urban Consumer Price Index, as published by the US Bureau of Labor Statistics.

Poverty rates: From US Census Bureau, Summary Tape File 3 (1980 and 1990) and Summary File 3 (2000).

Unemployment rate: From US Census Bureau, Summary Tape File 3 (1980 and 1990) and Summary File 3 (2000).

K-TAP (cash assistance cases): Derived from information on families participating in the Kentucky Transitional Assistance Program (Kentucky's version of the nationwide Temporary Assistance to Needy Families, or TANF, program). The data are snapshots as of November 1996 and March 2000. The data were obtained from the University of Louisville Urban Studies Institute, Welfare Reform Evaluation Project, by permission of the Kentucky Cabinet for Families and Children. The data do not include families or individuals who are receiving assistance but are not in the transitional program. The declining numbers between 1996 and 2000 are due in part to the transitional nature of the program.

NEIGHBORHOOD CHARACTERISTICS

Crime rate: Average annual number of crimes reported 1997 through 1999 per thousand persons. Crime data were provided by the City of Louisville Police Department and the Jefferson County Police Department.

Land use: Based on a windshield survey by Urban Studies Institute staff during Fall 2002. Land use was initially assigned from the Property Valuation Administrator (PVA) data in the LOJIC database, and surveyors recorded any changes from the PVA designation. When matching the parcel database records in LOJIC with the PVA records, some did not have associated street address data. The Land Use layer in LOJIC was used to assign a land use type to these remaining parcels. Land areas devoted to rights-of-way were excluded from the analysis.

MAPS

Land Bank parcels: Parcels owned by the Land Bank Authority as of May 2002. Data maintained by the City of Louisville, Department of Housing, and provided by the Louisville Development Authority.

Other vacant lots: Based on a windshield survey by Urban Studies Institute staff during Fall 2002.

Vacant residential buildings: Based on a windshield survey by Urban Studies Institute staff during Fall 2002.

Need major repairs: Based on a windshield survey by Urban Studies Institute staff during Fall 2002 and as defined above under “Exterior condition of residential buildings”.

Dilapidated: Based on a windshield survey by Urban Studies Institute staff during Fall 2002 and as defined above under “Exterior condition of residential buildings”.